In the Matter of an Ordinance
Adopting a UGB, Approving the
Provisions of the Comprehensive
Plan and Atlas of the City of
Sheridan, Oregon, and Adopting
the City's Comprehensive Plan
Provisions within the UGB

ORDINANCE NO. 211

THE BOARD OF COMMISSIONERS of Yamhill County, Oregon (the Board), on the 20th day of June, 1979, sat for the transaction of County business, in Board session, Commissioners Colin Armstrong, Ted Lopuszynski and John P. Macaulay being present.

WHEREAS, Yamhill County has responsibility for coordinating and reviewing all planning activities affecting land uses within the County pursuant to ORS 197.190 and 197.255; NOW, THEREFORE,

THE YAMHILL COUNTY BOARD OF COMMISSIONERS ORDAINS AS FOLLOWS:

SECTION 1. The Board and the City Council of the City of Sheridan (the City) have agreed upon and adopted an urban growth boundary (UGB) for the City which was adopted by the Board on March 22, 1978, by Ordinance No. 155. Said Ordinance 155 and Urban Growth Boundary are hereby amended to conform to the Urban Growth Boundary adopted by the City on March 21, 1979 and which is attached hereto as "Exhibit A" based upon the findings adopted by the City.

SECTION 2. The Board has reviewed the City's Comprehensive Plan, Atlas and implementing ordinances and finds that they are coordinated, integrated and in conformity with LCDC's statewide planning goals and hereby recommends them to LCDC for acknowledgment of compliance.

SECTION 3. The Board has reviewed the City's Comprehensive Plan, a copy of which is attached and by this reference is made a part hereof, and hereby adopts the City Plan Map designations for that area of Yamhill County which is within the City's UGB and is outside of the corporate limits of the City. The Planning Director is hereby authorized and directed to amend the Yamhill County Comprehensive Plan Map accordingly.

SECTION 4. The Board has reviewed the City's Comprehensive Plan, a copy of which is attached and by this reference is made a part
hereof, and hereby adopts the City Plan Map designations for that area of Yamhill County which is within the City's UGB and is outside of the corporate limits of the City. The Planning Director is hereby authorized and directed to amend the Yamhill County Comprehensive Plan Map accordingly.

In amending the Yamhill County Comprehensive Plan Map, where the County Plan does not have a designation which corresponds to the City Plan Map designation, the Director may designate such property as "Future Urbanizable Lands."

SECTION 5. This Ordinance being necessary for the health, safety and welfare of the people of Yamhill County, and the Board having declared an emergency to exist, it shall be effective upon the approval hereof.

APPROVED this 20th day of June, 1979, at McMinnville, Oregon.

ATTEST:  
WANDA CATT, County Clerk  
by Patricia A. Mullen, Deputy

YAMHILL COUNTY BOARD OF COMMISSIONERS:

Chairman  Colin Armstrong
Commissioner  Ted Lopuszynski
Commissioner  John P. Macaulay

APPROVED AS TO FORM:

Robert S. Willoughby  
Yamhill County Counsel

ORDINANCE NO. 211 - Page Two
SHERIDAN
CITY COUNCIL

Ralph Matlock, Mayor
Maurice Adamson
Ted Aaron
Gary Harrison
Ron Lowen
Rosella Parker
Jennette Williams
Donna Johns

PLANNING COMMISSION

Robert Jordan, Chairperson
DeArmold Bockes
Nancy Fitzgerald
Darrell Jones
Francis Hutchins
David Reich
Jon Wepster

CITIZEN ADVISORY COMMITTEE

Don Stuck
Jim Anderson
Gene Card*
Sharon Agee
Joe Papen
Marian Latham
Francis Hutchins**
Irene Panek
Howard Muller
Glen Estburn
Robert Jordan**
DeArmold Bockes**
Darrell Jones**
Jon Wepster**

CITY SUPERINTENDENT

Bob Helms

*Retired
**Members of the Planning Commission who served on the Citizen Advisory Committee.

CITIZEN INVOLVEMENT

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

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

Findings

-- The Sheridan Planning Commission serves as the committee for citizen involvement and established the Citizen Advisory Committee.
-- The two bodies met regularly and provided the direction for plan development.
-- All meetings were announced, posted in local newspapers, and open to the public.
-- Copies of the Sheridan Draft Comprehensive Plan were distributed door to door and two public meetings were held to solicit community input on zone changes and the goals and policies.
-- Technical reports were available for public review.
-- Community surveys were conducted to obtain input and determine citizen needs, desires, and opinions.

Goal

1. To maintain a Citizen Involvement Program that ensures that opportunity for citizens to be involved in all phases of the planning process.

Policies

1. The City shall employ a variety of methods of informing citizens and obtaining their opinions and attitudes on matters relating to the planning process.

2. The City shall continue to involve citizens in all phases of the planning process and shall encourage the continued involvement of the Citizen Advisory Committee.
Findings

-- Data inventories were prepared on the natural resources, man-made structures and utilities, developable lands, population and economic characteristics and projections to the year 2000 and are included as a part of the technical atlas.

-- Land requirements were projected and facilities and services capability to meet future growth needs were analyzed.

-- The plan and urban growth boundary were established based on the above information, citizen input and governmental coordination.

Goal

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

Policy

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

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

Citizen Involvement Activities

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

To assure citizens would be involved in the plan development from the outset, the Planning Commission established a Citizen Advisory Committee in October of 1978. The Citizen Advisory Committee consisted of members of the community and members of the Planning Commission. This group met twice monthly and supplied direction for plan development.

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

Major methods used to solicit widespread citizen involvement in the planning process have been questionnaires, news releases and meeting notices in local newspapers, person to person contact, and widespread distribution of information using the circulation network of the local newspaper.

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

The City of Sheridan has designated its Planning Commission as the
CCI with the approval of LCDC.

The City of Sheridan encourages the involvement of all citizens in
all phases of the planning process. The Citizen Involvement Program shall
include the following:

I. Communication -

Effective two-way communication between citizens and elected and appointed
officials will be facilitated by:

A. Mail-back questionnaires or door-to-door surveys conducted by the
Planning Commission will be distributed to each household.

B. News releases and meeting notices in local newspapers.

C. Wood-of-mouth.

D. Other media if available and feasible.

E. Meeting notices included in utility billings if possible and
appropriate.

II. Citizen Influence -

All citizens will have the opportunity and will be invited to be
involved in:

A. Data gathering.

B. Plan preparation.

C. Recommending changes in Comprehensive Plan and ordinances.

D. Participating in development, adoption and application of
   legislation to carry out the Comprehensive Plan and ordinances.

E. The evaluation of the Comprehensive Plan.

F. The evaluation of the Citizen Involvement Program.

III. Technical Information -

Maps and other technical information will be made available at the
City Hall in a simplified and understandable form.
IV. Feedback Techniques -

The following techniques will be utilized as appropriate to provide communication between policy makers and citizens:

A. Minutes will be kept of all Planning Commission and City Council meetings and the rationale used to reach land use decisions will be contained therein.

B. Results of city questionnaires will be posted in City Hall for public inspection and review.

C. Newspaper clippings concerning recent or current land use issues in the city will be posted or filed at the City Hall.

V. Program Support -

The City of Sheridan will allocate an adequate and appropriate portion of its planning budget to the Citizen Involvement Program. Support will also include:

A. County staff assistance in preparing questionnaires.

B. Informational resources provided by the County.

VI. Agency Involvement -

Local, State and Federal Agencies, School Districts and Special Districts will be asked to participate to the fullest extent possible as a source of data and future need projections.

VII. Evaluation -

Evaluation of the Citizen Involvement Program will include:

A. Semi-annual Planning Commission review of citizen involvement in the planning process, including a report to the City Council.

B. As a part of its evaluation, the Planning Commission will provide an opportunity for the general citizenry to be involved and make comments on the adequacy of the Citizen Involvement Program.
AGRICULTURAL LANDS

About 95% of the Sheridan planning area is SCS Agricultural Capability Class I - IV soils. These are considered to be potentially suitable for agricultural use. However, because these lands are within the City they constitute prime urbanizable land. Approximately 71 acres, or 10 percent of the total land area, are actually devoted to agriculture. These agricultural lands have been determined to be necessary for the future urbanization of the City to the year 2000. Until such time as these lands are needed, agriculture shall serve as an interim land use within the planning area.

Findings

--Within Sheridan's municipal boundaries there are approximately 71 acres of land devoted to agricultural uses. This represents 10% of the City's land area.

--Virtually all 71 acres are SCS Agricultural Capability Class II, III, or IV soils.

--The principal farm crops grown in the planning area are hay, seed grass, and grains.

Goal

(1) To preserve the economic viability of agriculture by preserving prime agricultural land for farming.

Policies

(1) The City shall establish agricultural zones and "holding zones" until agricultural lands are needed for urban uses.

(2) Agricultural land conversion to urban uses shall be done only when adequate public facilities and services are available to the area(s) proposed for development.

(3) The City shall encourage Yamhill County to restrict commercial and residential development outside the Sheridan Urban Growth Boundary.
FOREST LANDS

There are no forest lands in the City of Sheridan or its immediate environs. Major stands of trees line the South Yamhill River which flows through the City. Several wooded areas are also located on the hillsides to the north and northeast of the City.

Because of the absence of forest lands within the planning area, and the low forest site capability of lands within the Urban Growth Boundary the Planning Commission and Citizen Advisory Committee chose not to develop goals and policies for this element at this time.
Open Spaces and Scenic Views

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

Findings

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

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

--Sheridan was first platted in 1866 and incorporated as a City in 1900. Settlement of the area had occurred in the early 1850's and became one of the centers of business activity in the west end of Yamhill County.

--Within Sheridan there are seven structures listed in the Statewide inventory of Historic Sites and Buildings. These are: the William Cameron House, the William Chapman House, the William Savage House, the Walter Sleepy House, the Sheridan Methodist Church, the Trinity Lutheran Church, the Baptist Church (formerly Mennonite Church).

Goals

(1) To conserve open spaces, and preserve natural, scenic, and cultural resources.

(2) To preserve significant historic landmarks, sites and structures.

Policies

(1) The City shall ensure that as development occurs, adequate land will be retained in permanent open space.

(2) Efforts shall be made to preserve creeks and floodway areas as open space. These areas shall be maintained to provide a natural storm water and drainage system.

(3) Sheridan's inventory of historic resources shall be continually updated to include any additional qualifying sites or structures. Special funding sources and incentive programs for restoration and preservation shall be investigated.

(4) The City shall promote citizen participation in identifying historic areas for preservation.

(5) The City shall encourage and support county efforts to preserve and maintain significant areas within both the City and the County.
(6) Utilization of historic structures shall be encouraged in order to achieve the maximum use of existing structures.

(7) The City shall work towards continuing and enhancing community pride in respect to local heritage and history.
Findings

--An inventory of mineral and aggregate resources for Yamhill County is scheduled to be completed in 1979 by the Department of Geology and Mineral Industries. Until this study is complete there is little information as to potential sources and sites for the County.

--At this time there is no quarry or mining activity occurring within the planning area. Potential sites, if any, will be identified in Countywide inventory.

Goal

(1) To insure land use compatibility between mining and quarrying or related land use activities with adjacent land uses.

Policy

(1) The City shall require that mineral extraction and related activities be sited and operated in a manner not detrimental to surrounding land uses.
FISH AND WILDLIFE RESOURCES

The South Yamhill River is a migration route for coho salmon, winter steelhead and cutthroat trout. A limited amount of spawning and rearing by these species occurs in upstream waters. A number of non-game species also inhabit the South Yamhill River.

Wildlife in the planning area consists primarily of small animals such as opossum, muskrats and rabbits. Numerous small birds and several game birds can also be found in the area.

Findings

--Limited numbers of coho salmon, winter steelhead and cutthroat trout are found in the South Yamhill River.

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

--Wildlife in the planning area generally inhabit the riparian edge of the river or are found in areas where sufficient vegetative cover exists.

--Game birds which inhabit the planning area include pheasant, quail, and partridge. These are most commonly found in open space areas which offer some protective vegetation.

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

Goals

To protect and enhance the fisheries' potential and the associated wildlife habitat of the South Yamhill River.

Policies

The City shall:

(1) Prohibit or establish as conditional uses, development or land use that require channelization, excessive removal of streamside vegetation, or filling into the stream channel in order to maintain and enhance fish and wildlife habitat and aesthetic values.

(2) Insure that new roads, bridges, and access right of ways be designed to avoid restriction of channel capacity and minimize removal of shoreline vegetation.

(3) Insure that land uses and development does not degrade water quality associated with fish and wildlife habitat.

(4) When in the best interest of the community, support the Oregon State Department of Fish and Wildlife efforts to enhance the fishery potential of the South Yamhill River.

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The potential for groundwater in and around the vicinity of Sheridan is limited, however, surface water is plentiful. Surface water resources in the area are highly seasonal in their flows. The City has water rights for the following: Bear Creek, Alder Creek, Willamina Creek, Kate Bend Spring #3, Baltimore Creek, an unnamed creek, and the South Yamhill River.

Findings

--A survey of surrounding geological formations reveals that there are no major water bearing aquifers upon which the City could rely for supply. Therefore, water resource potential for municipal use is limited to surface water development.

--Surface water resources in the area include the South Yamhill River and its tributaries, Mill Creek, Rock Creek, and Deer Creek.

--The South Yamhill River has a winter flow high of 21,000 cubic feet per second (cfs) and a minimum flow of 8.8 cfs during the summer months.

--The City has water rights totaling 8 cfs from seven bodies of water. Its water rights of 2 cfs from the South Yamhill River has yet to be developed.

--The water supply for the City originates from springs. These sources provide approximately 748,000 gallons per day during wet winter months but somewhat less at other times of the year.

--From estimates of unrestricted water use in the City the present supply cannot meet demand during July and August. There is usually two to three weeks of restricted water use during this time.

--Currently, the City is in the process of upgrading the water system to meet expected demand for the next twelve to fifteen years. The project consists of tapping into new springs around Baltimore Creek and building a new one million gallon storage tank.

Goals

(1) To protect Sheridan's water quality by compliance with state and federal water quality standards.

(2) To protect surface and groundwater resources from damage by commercial, residential, and industrial development.

(3) To assure an adequate and safe future water supply.

Policies

(1) The City shall support the upgrading and maintenance of the water system as a vital element to the continued well being of the community.

(2) The City shall investigate and promote the conservation and development of water resources to ensure that an adequate future water supply will be available to Sheridan's citizens at a reasonable cost.

(3) The City shall coordinate the use of the South Yamhill Water Resource with other involved and concerned municipalities, agencies, and individuals.
AIR RESOURCES

Sheridan far exceeds the air quality standards set by D.E.Q. and there exists only slight potential that air pollution would pose a problem within the planning area. The area experiences occasional temperature inversions which prevent the rising of air currents, thus trapping them near the ground. By preventing airborne materials from escaping, temperature inversions can result in pollution problems.

Findings

--Federal and State air quality standards are being met.

--Sheridan's geographic location is contributing factor to occasional temperature inversions which can result in pollution problems.

--Field burning is a seasonal form of air pollution in the planning area.

--Industrial activity is a potential source of air pollution.

--Increased automobile traffic will likely produce an increase in air pollution.

Goals

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

Policies

The City shall:

(1) When in the best interest of the community, support the State and Federal agencies' efforts to maintain and improve air quality resources at the community and state level.

(2) Discourage future development that would lower the quality of Sheridan's air resources.

(3) Request assistance from the Department of Environmental Quality for technical assistance in evaluating development which may adversely impact air resources.

(4) Ensure that new industry be located in areas which minimize impacts upon the air, water, and land resources base as well as upon surrounding land uses.

(5) When possible, encourage alternative forms of transportation to reduce automobile emission pollution.

(6) Minimize noise levels whenever possible.

(7) Protect the Sheridan airshed from excessive pollution levels resulting from urbanization.
NATURAL HAZARDS

The only identifiable natural hazards found in the Sheridan planning area are due to flooding, soil hazards, and steep slopes. Approximately 70 percent of the area is subject to some form of natural hazard. Most of this area is within the flood hazard zone. Areas of natural hazard have severe building limitations and should be extensively evaluated to adequately plan for future growth.

FLOOD PLAINS

About two-thirds of Sheridan has been identified as being within a flood plain. Much of this land has already been developed. Future developments should be carefully evaluated to protect the general public from damages due to flooding.

Findings

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

--Most of the City lies within a 100 year flood plain. Occasional flooding in the past has caused some severe property damage in the City.

Goals

(1) To minimize danger to public safety and welfare from flooding and improve the general welfare by reducing economic loss due to interruption of business and industry, or damage to homes and other properties.

(2) To minimize damage to public facilities and utilities such as water, electric, telephone and sewer lines, and streets, and bridges located in areas of specific flood hazard.

(3) To help maintain a stable tax base by providing for the sound use and development of areas of specific flood hazard so as to minimize future flood blight areas.

(4) To minimize expenditure of public money required for costly flood control and allotment programs.

Policies

(1) The City shall restrict or prohibit uses which are dangerous to health, safety, and property due to water, or erosion hazards, or which result in damaging increases in erosion or in flood heights or velocities.

(2) The City shall designate areas of recognized flood hazard on the plan map.

(3) The City shall recognize and incorporate additional flood data as it becomes available.

(4) The City shall make information regarding flood hazards available for public access to ensure that those who consider occupying areas of potential or existing flood hazard have access to appropriate information and assume responsibility for their actions.
(5) The City shall require that uses vulnerable to floods, including facilities which serve such uses, be protected against flood damage at the time of initial construction.

(6) The City shall ensure that public utilities be protected from flood hazard at the time of initial construction (including sewer and water lines).

(7) The City shall control the alteration of natural flood plains, stream channels, and natural protective barriers, which help accommodate or channel flood waters.

(8) The City shall control filling, grading, dredging and any other development which may increase flood damage.

(9) The City shall prevent or regulate the construction of flood barriers which may increase flood hazards in other areas.

(10) The City shall develop appropriate zoning and subdivision ordinances as a way to guide development within the flood plain. The City shall encourage expansion into areas not affected by the flood plain hazards.
FLOOD HAZARD AREA (100 yr. flood plain line)

Contour lines measured in feet above sea level

North
1.2'-1/4 mi.
Scale: 1'-1085'
Of the thirteen soil types present within the planning area, five soils, occupying about 80 percent of the land, are in the category of "severe" limitations for building. Development has taken place over the years with little restraint and little attention paid to soil hazards. To date, Sheridan has gotten by with few adverse affects due to soils but this does not rule out the possibility of future problems.

Findings

—Three-fourths of the City lies within Wapato and Cove silty clay loam soil groups. The characteristics which severely limit building on these soils include high shrink–swell potential in the subsoil, low shear strength, poor drainage, high water table, and flood hazard.

—Three other soil groups in the planning area have severe building limitations because of shallow soils and high slide hazard.

Goals

(1) To recognize areas of soil hazard and require uses vulnerable to soil hazard be protected from future damage at the time of initial construction.

Policies

(1) The City shall designate areas of recognized soil hazard on the plan map.

(2) The City shall make information regarding soil hazards available for public access to insure that those who consider occupying areas of potential or existing hazard have access to appropriate information and assume responsibility for their actions.

(3) The City shall request assistance and comment from appropriate agencies in evaluation of development in areas of known soil hazard.

Resource agencies include:
- Yamhill Soil and Water Conservation District
- Soil Conservation Service
- Oregon State Department of Geology
- County Building Department

94) The City shall, with or without assistance from resource agencies, assure that criteria for building in areas of soil hazard is met. Special consideration shall be given to Chapter 29 of the Uniform Building Code.

These criteria include:
- adequate foundation plans
- adequate surface and subsurface drainage, erosion, and sedimentation plans.
- adequate road and sidewalk construction
- adequate protection for utilities, including sewer and water lines
- maintenance of existing vegetation whenever possible.
(5) The City shall ensure that building plans of large structures in areas of known hazard, including industrial and commercial structures, bear the stamp of an engineer, registered in the State of Oregon, and his statement that foundation plans are adequate for the soil conditions on the site.

(6) The City shall ensure that public utilities and services be protected from soil hazard at the time of initial construction, including sewer and water lines.
SEVERE LIMITATIONS
- Flood hazard
- Slopes above 20%
- Soils with qualities: high water table; severe shrink/swell; poor drainage; floor or slide hazard (or a combination of the above)

MODERATE LIMITATIONS
- 10 to 20% slopes
- Moderate soils

SLIGHT LIMITATIONS

North
1.2" - 1/4 mi.
Scale: 1" - 1085'
Building on steep slopes has implications not only in terms of public safety but of economics as well. Design and construction costs must be taken into account when building on steep slopes. As the percentage of slope increases there is an increase in the cost of the structure.

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

Findings

--The steepest slopes in Sheridan are found in the northeast corner of the City. These slopes are in excess of 20 percent and pose serious slide hazards. A lesser area of steep slopes extends through the southeast section of the City.

Goals

(1) To designate areas containing steep slopes for land uses commensurate with the ability of the land to support the development.

Policies

The City shall:

(1) Make sure proper grading and engineering procedures are followed when building in areas of steep slopes to avoid soil erosion, roadway and geologic structure.

(2) Ensure that native vegetation is retained in sufficient amounts to prevent soil erosion.

(3) Ensure that adequate sedimentation, erosion, and drainage plans are developed prior to building in areas of steep slopes and high erosion potential.

(4) Designate areas of steep slope hazard and high erosion potential on the plan map.
RECREATION

Recreational sites and facilities are an important element to a community's livability and well-being. Parks and open space areas can serve as a visual asset to the community as well as providing recreational opportunities for the general public. The City of Sheridan has recognized the need for providing recreational sites and facilities for its citizens.

Findings

--The City currently has two parks totaling about five acres. The city park contains 4.2 acres while the Edward R. Moore Park is approximately three-quarters of an acre. The city park has picnic facilities, including a shelter, kitchen and bar-b-que pits. It also has a baseball diamond. Future plans for the park call for the construction of tennis courts.

--The high school and elementary school provide additional outdoor recreation opportunity when school is not in session.

--In the past, recreation programs have been held at the school indoor facilities through a cooperative agreement between the school district and the City. These, as well as a C.E.T.A. funded community recreation program have been discontinued.

--Presently, the City has a deficit of parkland according to standards released by the Parks and Recreation Branch of the Oregon Department of Transportation. With a projected population of 4,054 by the year 2000, the City will require an additional 5 acres of park space to satisfy the recommended standards.

--The Phil Sheridan Rodeo grounds provide an opportunity for a variety of recreational events, the largest and most important is the annual Phil Sheridan rodeo held the third weekend in June.

Goals

(1) To provide adequate facilities and recreation opportunities to the citizens of Sheridan.

Policies

(1) Recreational facilities and services shall be expanded as needed.

(2) To the extent possible, the acquisition of park sites in advance of actual need shall be made to assure the availability of adequate, properly located sites.

(3) The City shall investigate appropriate funding alternatives and other suitable techniques for the acquisition and development of park and recreation facilities.

(4) Continued availability and use of school-owned recreational facilities by the general public shall be encouraged in the future.
Like most of Yamhill County's small cities, Sheridan has served chiefly as a retail and service center supplying goods and services for those living and working in the area. Agriculture has always dominated the economy of the area. More recently the City has become the site of a mobile home manufacturing plant. The introduction of this manufacturing industry has spurred the growth of other retail and service related businesses in the City.

Findings

--A recent inventory of the business establishments in the City revealed that nearly half are in the retail sector while one-fourth are in the service sector.

--Economic information shows that the manufacturing, retail and service sectors each employ about 25 percent of the City's work force.

--Approximately 35 percent of Sheridan's work force is employed in basic industries - that is, in local businesses which produce goods or services for export out of the immediate area.

--A community survey revealed that 73 percent of Sheridan's principal wage earners work in the City. About 8 percent are employed in McMinnville, while the remaining 19 percent work in other areas.

--According to a Mid Willamette Valley COG survey, the City's median family income in 1976 was $8,988, which was well below the County and State figures.

Goals

(1) To diversify and improve the City's economy.

(2) To allow for commercial activities in types and amounts to adequately meet the needs of the City and its immediate environs.

(3) To encourage desired economic growth, develop a stable community based economy, promote greater employment opportunities for Sheridan citizens, and provide efficient, orderly and convenient economic development.

Policies

(1) The City shall designate sufficient lands on the plan map for commercial and industrial uses.

(2) The City shall promote the continued operation and preservation of the central business district as the primary retail business center of the community.

(3) The City shall encourage commercial outlets to upgrade the appearance of the commercial area.

(4) The City shall require that all new construction or substantial renovation of existing commercial buildings be subject to a site review process which will consider off-street parking, pedestrian safety, shopping convenience, traffic movement and design criteria.
(5) The City shall encourage and coordinate with the local business association to develop a downtown improvement plan.

(6) The City shall encourage economic development that will provide employment to, and a balance between, a broad range of workers, including professional, skilled and unskilled labor.

(7) The City shall promote those industries that are non-polluting, energy efficient, and utilize local labor and raw materials.

(8) An industrial facility proposal shall be evaluated to consider both the short and long-term social, environmental and economic impacts to the City and the surrounding area before being approved.

(9) The City shall encourage industrial activities that will not deplete the energy resources of the area. Energy conservation and efficient utilization of energy resources shall be a consideration in allowing new industrial development in the City.

(10) Future industrial growth found to be incompatible with residential use shall be directed away from existing or proposed areas of residential development.

(11) The City shall promote and encourage small scale "cottage" industries as a viable alternative to larger, conventional business enterprises.

(12) The City shall encourage industry that will raise the wage scale in the community, and provides training opportunities in skills that can be transferred to other job categories and opportunities.

(13) The City shall require that industry pay its fair share for services required for its establishment and maintenance.

(14) The City shall, when appropriate and in the best interest of the community, cooperate with appropriate regional, state and federal agencies which assist communities in the area of economic development.
One of the concerns of the City is to allow an adequate choice of housing for its present and future residents. With the rapidly accelerating costs in the housing market, it is the City's intent to provide the opportunity for the development of a wide range of housing types and to ensure that future housing needs will be met.

Findings

--A January 1979 housing inventory showed that there are 796 housing units in the City - an increase of 21 percent since 1970.

--The City's housing stock includes 82% single-family units, 13% multi-family units and 5% mobile homes.

--Among the City's housing stock there is a very low vacancy rate of 1.2% which indicates a severe limitation in housing choice for residents of the City.

--According to responses from a 1976 community survey, the type of housing most needed in Sheridan is homes to rent.

--Eighty percent of survey respondents thought the City should try to prevent construction of low-income housing in Sheridan.

--Thirteen percent of the City's housing stock is substandard on the basis of physical conditions.

--To accommodate its projected population, an additional 598 dwelling units will be needed in the City by the year 2000.

Goals

(1) To encourage housing that will meet the needs of the community in a manner that will provide an adequate choice in all income ranges and housing types.

(2) To improve the quality of the existing housing stock.

(3) To ensure that the citizens are provided with safe and sanitary housing.

(4) To promote residential energy conservation design and construction techniques.

Policies

(1) The City shall revise zoning and subdivision ordinances to include innovative land development techniques and incentives to provide a range of housing types and densities, and price ranges that will adequately meet the present and future needs of the community.

(2) The City shall encourage and promote the use of innovative housing design and development techniques which provide for energy efficiency and conservation.

(3) The City shall adopt standards for mobile home park development.
(4) The maintenance, rehabilitation and conservation of the existing housing stock shall be encouraged.

(5) Funding for the rehabilitation of substandard housing in the City shall be investigated through federal, state and local sources.

(6) The City shall cooperate with the State and the County in the administration of the Uniform Building Code on all newly constructed dwellings.

(7) Housing densities shall be consistent with the suitability of the land to support development and shall avoid natural hazards such as unstable and poorly drained soils, steep slopes, and critical flood hazard areas.

(8) The City shall encourage the retention of existing trees and other natural vegetation in all future residential developments.

(9) Priority approval shall be given to residential developments proposed within areas presently served by public services.

(10) To improve the visual amenities of the community, the City shall encourage whenever possible and economically feasible that future utility lines be placed underground.

(11) The City shall, when in the best interest of the community, cooperate and coordinate with all federal, state, regional and local agencies to develop and implement housing programs to meet the needs of its citizens.

(12) The City shall direct residential development into areas currently platted and near the city center before utilizing large areas of vacant agricultural land.
The orderly and cost-efficient provision of public facilities and services to present and future residents of Sheridan is a high priority of the City. It is serviced by public water, sewer and a storm drainage system. Other public facilities and services that have been identified as necessary to promote the health, safety and general welfare of the community are: education facilities, solid waste disposal, fire protection, police protection, medical services, city government, social and cultural services, communications, electrical power, street construction and maintenance.

Findings

Public Water System

--Sheridan's water supply system is inadequate to meet expected demands to the year 2000. The City is currently in the design stages of upgrading the water system by tapping sources near the East Fork of Willamina Creek.

Sewage System

--Sheridan's sewage collection system is experiencing serious infiltration problems. Water levels caused by infiltration surpass the design capacity of the treatment plant which is sized to serve a population of 5,250. With correction of the infiltration problem, the treatment plant can meet projected sewage flows to the year 2000. Plans for correcting this problem as well as for enlarging the contact chamber at the treatment plant have already been made.

Storm Drainage

--Sheridan has a community wide storm drainage system but a map of the system does not exist. Problems occur with storm drainage on the north side of town where drainage lines are too small to handle runoff. Generally, it is felt that the system is adequate but it will have to be expanded as the community grows.

Solid Waste

--Sanitary Service of Sheridan provides the solid waste disposal for the City. Refuse is picked up by truck and transported to the Whiteson landfill site, six miles south of McMinnville. The landfill is nearing capacity and a new site will have to be developed in the near future.

The Chemeketa Regional Solid Waste Management Program has established a plan addressing alternatives for regional disposal and recycling systems but has no implementation provisions.

Education

--Sheridan School District 48-J provides educational services for the City of Sheridan. There are three operating schools in the District; all are located in Sheridan. A total of 692 students attend the District schools, All the schools are presently operating below capacity and are expected to accommodate projected enrollments to the year 2000.
Fire Protection

--Sheridan and the outlying area is provided fire protection by two fire departments - the City of Sheridan Fire District and the Rural Fire Protection District. Together the fire districts serve 116 sq. miles. The City pays a full-time fire chief and has 35 volunteer members. Sheridan has a fire rating of 5 while the outlying areas have fire ratings of 8 to 9.

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

Police Protection

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

Sheridan's special law enforcement problems are related to narcotic usage and dealing. Juvenile alcohol usage is also a major problem.

Medical Services

--Sheridan has two general practice physicians, two dentists, a chiropractor and an optometrist practicing in the community. Other medical related services are provided by the Sheridan Care Center. This is a privately owned intermediate care facility that provides skilled nursing services. The Center has 54 beds and a licensed nurse is on duty. McMinnville Community Hospital is the nearest hospital.

City Government

--Sheridan is administered by a mayor-council form of government. The Council is an elected six member body. A seven member Planning Commission, which is appointed by the Council, serves as an advisory body to the Council and considers various land use applications.

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

Street Construction and Maintenance

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

Social and Cultural Services

--The City's proximity to larger urban areas affords a wide selection of social and cultural activities to its residents. There are numerous social
services available to Sheridan's citizens. These are aimed mainly at senior citizens and low income groups. The City's new library facility is open 24 hours a week and is staffed by a full-time librarian.

Communications

--Telephone service is provided by United Telephone Company of the Northwest. The exchange area which Sheridan is part of covers 116 sq. miles. In 1978 there were 1,480 residential customers and 300 business related customers in this exchange area. Generally, it is felt that adequate expansion of facilities will be provided with no anticipated problems as the level of demand increases.

Postal service has been provided to the community since 1866. Other communication facilities available to residents of the City include the locally published newspaper, the Sheridan Sun, which has a circulation of about 2,300, and reception from several radio and television stations.

Goals

1) To develop a timely, orderly, and efficient arrangement of public facilities and services as a framework for future development.

Policies

1) Public facilities and services plans shall coordinate the type, location and delivery of public facilities and services in a manner that best supports the existing and proposed land use of Sheridan.

2) The City shall promote the upgrading and maintenance of the sewer system as a vital element to the continued well being of the community.

3) Developable areas which are most easily served by public facilities and services shall be identified and promoted as priority development areas.

4) Sheridan shall examine, identify and promote energy efficient and cost effective methods to provide and maintain public facilities and services. These include:
   (a) street, curb, and sidewalk construction;
   (b) provision of adequate drainage measures, both man-made and natural, to accommodate storm runoff.
   (c) provision of adequate sewerage treatment facilities.

5) A public facility and service shall not be provided in a developable area unless there is provision for the coordinated development of all facilities and services applicable to the kind of development intended.

6) The City shall ensure that adequate sedimentation, erosion control, and drainage measures are taken for all new buildings and development.

7) A high standard of police protection shall be provided. Special consideration shall be paid to areas of critical concern, especially juvenile problems.

8) A high standard of fire protection shall be maintained and expanded as needed.
(9) Water, sewer, and storm drainage services shall be adequately provided and maintained in order to meet the residential, commercial and industrial needs of the City.

(10) The City shall, when determined to be in the best interest of the community, support and cooperate with appropriate state and federal agencies in order to maintain acceptable standards regarding water quality and sewage disposal.

(11) New developments shall be responsible for providing an adequate storm drainage and collection system within the development.
Transportation

Travel in Sheridan is primarily by automobile; consequently, the greatest demand in regards to transportation is for improvement of the City's street network. However, provisions for other forms of transportation means are important to meet the overall transportation requirements of the City. Therefore, Sheridan sees a need to assure that special requirements of rail transportation, public transit, the transportation disabled, and bicycle and pedestrian transportation are met.

Findings

--The automobile constitutes the primary mode of travel in Sheridan.

--Traffic volumes on Sheridan's major roads increased between 5 and 55 percent over the five year period 1972 to 1977.

--Of the 12 miles of streets in the City, approximately 15% are not paved

--The major traffic hazards in Sheridan are the lack of boulevard stop signs. Designated school crossings are also a particular need.

--Southern Pacific Railroad tracks run in a general east-west direction through the City. The railroad is used for freight service only and it is likely that this situation will not change.

--The Sheridan Airport, located west of the City, provides only fair weather flying opportunities. The nearest available air service is the McMinnville Municipal Airport.

--At the present time the only localized public transportation available to Sheridan is through the Yamhill Council on Aging. The bus provides transportation for the elderly, handicapped, and others desiring rides.

--Greyhound Bus Lines provides transportation service to Sheridan.

--There are no designated bikeways within Sheridan. Bicyclists generally use side streets with low volumes of automobile traffic.

--The relatively short distances between Sheridan's commercial core and residential areas, make both walking and bicycling attractive transportation choices.

--A portion of the County's share of gas tax monies is available to the City for the construction and maintenance of bicycle paths.

Goals

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

Policies

(1) The City shall promote transportation improvements and actions which address the special needs of low income, the handicapped, and senior citizens.

(2) Transportation facility siting and design shall be done in a manner that will minimize adverse effects on the existing land uses and natural features.

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(3) The City shall continue to investigate all sources of funding for street improvement and to upgrade City streets as funds become available.

(4) The City shall designate arterial, collector and minor streets, and proposed streets to assist in prioritizing street development and maintenance.

(5) The City shall promote alternative modes of transportation that will be energy conserving and will provide maximum efficiency and utilization.

(6) The City shall examine hazardous traffic conditions in detail, including the lack of adequate walkways, and make recommendations for improvements through a systematic capital improvement plan.

(7) The City shall support and encourage mass transit and public transportation programs.

(8) The City shall coordinate with the Southern Pacific Railroad on any future need to expand rail service.

(9) The City shall coordinate with the Southern Pacific Railroad to ensure maximum safety at all street and railway intersections.

(10) The City shall encourage walking by providing for, through appropriate measures, the maintenance of existing walkways, and the development of walkways in future developments.

(11) The City shall investigate all funding services which would promote bicycle transportation within the urban growth boundary.

(12) The City shall coordinate, if possible, with Yamhill County in the development of a countywide bikeway plan.

(13) The City shall ensure that transportation improvements are used to guide urban development and are designated to serve anticipated future needs.

(14) The City shall coordinate with Yamhill County and the Oregon Department of Transportation with regard to City actions and needs which may affect traffic on State and County roads within the urban growth boundary.

(15) Access control along highways can often provide the most cost-effective means of maintaining highway capacity, and shall be implemented whenever possible.

(16) New direct access to arterials shall be granted only after consideration is given to the land use and traffic patterns in the area of development, not just at the specific site. Frontage roads and access collection points shall be implemented wherever feasible.

(17) Access control techniques shall be used to coordinate traffic and land use patterns, and to help minimize the negative impacts of growth.

(18) In order to minimize traffic flow and to promote safety, the number of access points to arterials shall be kept to a minimum.

(19) The cluster development of commercial and industrial activities shall be encouraged and minimum setbacks established from the public right-of-way.
(20) Off street parking shall be provided by all land uses to improve traffic flow, promote safety, and lessen sight obstruction along the streets.
ENERGY

Electricity, heating oil, wood, natural gas and propane are the principal fuel types supplying the energy needs for Sheridan. With the exception of wood, these major fuels are imported into the County. Electricity is primarily generated from hydroelectric and thermal plants elsewhere in Oregon or the Pacific Northwest. Fuel oil and natural gas come from other parts of the United States and from foreign imports.

The City recognizes that rising costs of energy will affect the well-being of the community and the importance of greater energy self-sufficiency.

Findings

--The Sheridan planning area has no identified reserves of fossil fuels such as petroleum, coal or natural gas.

--Potential energy resources that might be tapped in the future are solar and wind power.

--The topography of some parts of the City lends itself very well to solar energy use.

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

--Approximately 78 percent of the household energy budget goes toward space and water heating.

--The demand for energy, and the costs to produce energy, are continually rising.

Goals

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

Policies

(1) The City shall request assistance from appropriate agencies, when necessary, to evaluate energy considerations for planned development. Resource agencies include Yamhill County Department of Planning and Development, Energy Office, and the Oregon Department of Energy.

(2) The City shall solicit support for and otherwise encourage the weatherization of existing structures to minimize health and economic impacts due to rising fuel prices.

(3) The City shall encourage the siting, design, and layout of structures which minimize the electrical and fossil fuel energy consumed by these structures by referring those interested to the appropriate resource agencies.
(4) Through available information, and resource agencies, the City shall, when feasible and practical, solicit support for renewable and indigenous energy sources, including but not limited to wood, solar and wind.

(5) The City shall encourage landscaping which provides summer shade to structures and paved areas, protection from winter winds, and access to solar radiation.

(6) The City shall promote preservation of solar rights through encouragement of proper development planning.

(7) The City shall encourage developments which contain provisions for energy efficiency and/or retain options for future considerations of renewable sources of energy.

(8) The City shall encourage new housing developments which provide for natural design opportunities, including but not limited to, the use of solar energy and natural drainage patterns.

(9) If desired, the City shall assist those individuals interested in the use of innovative design and development techniques which will save energy in residential and commercial structures by referral to the appropriate agencies.

(10) The City shall request assistance to inventory local potential for natural, renewable, and unique sources of energy.

(11) The City shall request assistance to inventory current energy uses.

(12) The City shall request assistance to account for changes in energy supply and price when updated housing and employment projections are made.

(13) The City shall investigate the acquisition of funding sources available to subsidize the energy needs of the elderly and others on fixed incomes.
Findings

--The predominant land use within the city limits of Sheridan is residential.

--Public facilities and agriculture comprise a significant proportion of the City's land area.

--About 5 percent of the City show severe building limitations because of soil characteristics or steep slopes.

--The City has about 180 acres of vacant and agricultural land potentially available for future development.

--There are roughly 75 acres classified as residential land which could be used for future development due to oversized and underdeveloped lots.

--By the year 2000 the City is projected to need an additional 31 acres for industrial use and 5 acres for commercial use.

--Future residential land needs will vary depending upon the housing mix and density allowed by the City.

--Land use projections for residential, commercial and industrial uses point to the need for as much as 102 acres of developable land by the year 2000.

--The City has sufficient undeveloped lands to accommodate its projected needs to the year 2000.

--There is great potential for residential in-filling in the City; however, much of this will only be possible if the 5,000 square foot minimum lot size standard is relaxed.

--Agricultural holding zones can help preserve farm lands and serve as a reserve for future urban development as it is needed.

Goals

(1) To provide for an orderly and efficient transition from rural to urban land use.

(2) To ensure a compact urban growth pattern.

Policies

(1) The City shall define a growth policy consistent with revised population projections and expectations and identify possible future development areas on the plan map.

(2) The City shall encourage the availability of sufficient land for various urban uses to ensure choices in the market place.

(3) The City shall efficiently utilize existing facilities and services by permitting in-filling of existing, substandard residential lots.
(4) The City shall preserve lands for farm uses through the establishment of agricultural holding areas. When there is a demonstrated need for land within an agricultural holding area, it will be redesignated for urban use.

(5) Methods and devices the City shall consider for guiding urban land use include the following:

- Tax incentives and disincentives;
- Multiple use and joint development practices;
- Fee and less than fee acquisition techniques; and
- Capital improvement programming.

(6) Change of the Urban Growth Boundary shall be based upon consideration of the following factors:

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

(7) The City and County shall mutually adopt an Urban Growth Boundary management agreement for the purpose of guiding urbanization for those County lands located inside the boundary.
PLAN

IMPLEMENTATION
IMPLEMENTATION

The City has established a series of goals and policies consistent with the statewide goals that are implementable in the following ways.

NATURAL RESOURCES

When reviewing proposals which could have impacts upon the natural resource base the City shall, when appropriate, request the expertise of involved agencies. Through effective agency coordination the City can be made aware of changes dealing with environmental quality and have access to a data resource that will aid in the implementation of conservation and management measures.

The City's zoning ordinance provides for site design review of all commercial and industrial development. Further, the subdivision ordinance addresses environmental impacts of development. Information required for a site design review would include addressing the impact of proposed development upon natural resources. Lands that are subject to natural hazards, including flood plains, poor soils, and steep slopes have been inventoried and mapped. The developer of lands within hazard areas shall comply with the review process at the planning commission level to assure that development will occur in such a way as to eliminate the hazard potential.

COMMUNITY RESOURCES

The following methods pertain to the implementation of the City's community resource policies:

1. **Agency Coordination**: In evaluating development proposals affected agencies will be notified and given an opportunity for review and comment.

2. **Comprehensive Plan Map**: Future uses and extension of public facilities and services will be designated on the plan map and shall be referred to in the decision making process.

3. **Comprehensive Plan and Data/Database Update**: The City will update the Comprehensive Plan and Atlas as changes occur. Technical data necessary to encourage good planning will be collected and made available to the citizens and governing bodies.

4. **Capital Improvement Program**: Through the management of a capital improvement program, maintenance and upkeep of public services and facilities will be prioritized and managed for the most efficient service to the community.

5. **Subdivision Ordinance**: The subdivision ordinance establishes regulations and standards for subdividing and land partitioning with the City. Transportation improvements, public facilities and services, energy conservation and recreational standards are specifically addressed during the review procedure for a subdivision plat or partitioning request.
6. Zoning Ordinance. Within the zoning ordinance, the following sections pertain to the implementation of the community resource policies:

A. Site Design Review. The impact on the community resources of proposed commercial and industrial development is evaluated by the Planning Commission through a site design review. The City can assure, through this review mechanism, that development will be aesthetically pleasing; and development will be sited to utilize public services most efficiently and planned in such a manner to benefit the community.

B. Mobile Homes and Mobile Home Parks. Standards and restrictions pertaining to mobile homes and mobile home parks are specified.

C. Zone Map and Regulations. Lands are designated on the official City zone map as to the intent of the use of such areas; regulations and standards pertaining to the various zone districts are specified.

COMMUNITY DEVELOPMENT

The following measures pertain to the implementation of the City's Community development Policies:

1. Agency Review and Coordination: The City will obtain information and guidance from appropriate agencies that will aid in the economic development of the City. Through proper communication and coordination channels the City can actively pursue State and Federal sources to provide revenue through borrowing or grants for basic services. The City will also tap available resources from other governmental agencies to upgrade and diversify the housing stock in the City.

2. Zoning Ordinance: Within the zoning ordinance the following pertain to the implementation of the community development policies:

   A. Zone Map and Regulations. Land use is regulated through the establishment of zones in the City. Adequate land for various uses has been designated to meet the projected needs of the City to the year 2000. Standards and regulations for specific uses are defined in the zone code.

   B. Site Design Review. Design reviews of commercial and industrial development will be required so that the City maintains design consistency and services are arranged as efficiently as possible.

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Yamhill County Planning Staff

Ron Bunch, Lead Planner.
Rich Faith, Assistant Planner.
Maggie Collins, Editor, Comprehensive Planning Supervisor.
Marsha Mackie and Tom Cunningham, Yamhill County Energy Office.
Gene Williamson, Yamhill County Deputy Watermaster.
Blaise Edmonds and Sara Leslie, Graphics.
Velma Schaffner and Dee McKenzie, Production.