

Yamhill County Comprehensive Land Use Plan

Revised Goals And Policies - Adopted December 30, 1996
Incorporating Goal and Policy amendments through Ordinance 618

SECTION I. Urban Growth and Change and Economic Development

A. Urban Area Development

SUMMARY

Growth in Yamhill County is being most heavily influenced by spillover from the Portland metropolitan area. The northeast section of the county has been absorbing the brunt of this growth pressure and will continue to do so in the future.

Due to a vigorous policy to attract additional industry into the city, McMinnville should also see rapid population growth in coming years.

Future growth pressures will increase the potential for sprawl development, a condition which results in higher costs in providing public facilities and services due to the extension, then under-utilization, of those services.

Economic, energy, and environmental considerations point to the need for containing urban growth to existing urban centers.

An established urban growth boundary for each city of Yamhill County will assist in the orderly and efficient transition from rural to urban land uses.

GOAL STATEMENT

1. To encourage the containment of growth within 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. (60)

POLICIES

- A. 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.
- B. Yamhill County will cooperate and coordinate with each of the cities in the development of urban growth boundaries and will adopt an urban area growth management agreement with each city which outlines a growth management plan

for unincorporated areas within the boundary and the means by which the boundary can be modified.

- C. Yamhill County will recognize the lands within established urban growth boundaries as the appropriate and desired location for urban development.

- D. Yamhill County will coordinate with the City of Newberg to adopt an Urban Reserve Area (URA). The URA identifies high priority lands to include with the Newberg UGB to meet long-term urban growth needs to the year 2030. Interim rural development within the Urban Reserve Area will be regulated with tools such as corridor plans, shadow plats, clustering and redevelopment plans to ensure that long term options for urban development are protected. (Ord. 596)

GOAL STATEMENT

- 2. 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. (70)

POLICIES

- A. Yamhill County will continue to seek full cooperation and coordination 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. (70)

- B. 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. (70)

- C. Yamhill County will coordinate with the cities to ensure that rural residential development contiguous with urban growth boundaries does not restrict long-term options for urban expansion. (596)

GOAL STATEMENT

- 3. 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. (116)

POLICIES

- A. Yamhill County will continue to recognize that the appropriate location of medium-density residential development is 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. (117)

- B. Yamhill County will continue to recognize that the appropriate location of low-density residential development is 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. (118)

B.Rural Area Development

SUMMARY

Expansion of urban development into rural areas is a matter of public concern because of the unnecessary increase 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 a result of such expansion.

Recognizing the potential problems and conflicts arising from development in the rural area,

major concerns connected with any rural area development proposal are its location, nature and scale.

Encroachment of urban development into rural areas threatens to remove valuable farm lands from needed agricultural uses.

GOAL STATEMENT

1. 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. (66)

POLICIES

- A. Yamhill County will recognize the lands designated on the plan map as Agriculture/Forestry Small Holding (AFSH), Very Low Density Residential (VLDR) and Low Density Residential (LDR) as the appropriate and desired location for rural residential development, while at the same time encouraging opportunities for small scale or intensive agricultural and forestry activities within these plan-designated areas.
- B. 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:
 1. The submission and approval of a layout and design concept, with provision for the staging and servicing of all phases of the development;
 2. The approval of all federal and state agencies relative in any applicable health, safety and environmental controls; and
 3. An adequate demonstration of the financial capacity and responsibility of the proponents to complete the development and provide for operation and maintenance services. (66)

C. All proposed rural area development and facilities:

1. Shall be appropriately, if not uniquely, suited to the area or site proposed for development;
2. 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 sub-surface sewage disposal, if relevant;
3. Shall be furnished with adequate access and an adequate individual or community water supply, if required; and 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. (67)

D. No proposed rural area development shall require or substantially influence 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. (68)

E. Proposed rural development within acknowledged urban growth boundaries or designated urban reserve areas shall be reviewed by the affected city to ensure that long-term options for development to urban densities with full urban services are protected. (Ord 596)

GOAL STATEMENT

2. 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 preempt farm or forest lands, or generate inordinate service demands of their own. (116)

POLICIES

- A. Yamhill County will continue to recognize that the appropriate location of very low density residential development is 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 possible rural fire protection.

- B. Yamhill County will continue to recognize that the appropriate location of very low density residential development is in designated small holding areas where reasonable opportunities for agricultural and forestry activities exist and 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. (119)

C. Alternative Development

SUMMARY

It is important for the county to be able to respond to changing needs and conditions as they occur.

The planned unit development (PUD) concept provides a viable alternative to conventional urban development patterns.

POLICIES

- A. 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. (71)

- B. Yamhill County will encourage the use of the planned unit development (PUD) concept in both urban and rural environments and any proposed PUDs will be reviewed on the basis of the Plan-established location criteria for the individual uses and densities. (73)

D. City Growth and Development

SUMMARY

Each of the ten cities in Yamhill County has established, or is in the process of establishing, an urban growth boundary.

The staged extension of city services will facilitate orderly urban expansion.

Growth pressures in and around the cities of McMinnville and Newberg make these areas particularly vulnerable to land use conflicts.

POLICIES

- A. All urban growth boundaries in the county will be delineated as shown on the plan map and no extension of urban land uses or city water and sewer services beyond the designated urban growth boundaries will be undertaken without concurrent amendments to both the respective city and county comprehensive plans.

- B. Yamhill County will encourage major land uses or functional areas and domestic water supply and sanitary sewer service areas in the cities to develop progressively outward and to be extended on a staged basis until they become coextensive with and fully service the designated urban area.

- C. The designated residential area west of Hill Road and east of the Lafayette-Riverside industrial area (in McMinnville) will be denied city water and sewer services until all other designated residential areas are substantially developed, and such services will not be extended across Baker Creek, the North Yamhill River, or Highway 18 except in the designated PUD area. (76)

- D. The designated PUD area (along Three Mile Lane in McMinnville) 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 the area will be developed in accordance with the general policies of this plan and the following principles set out in the recommendations of the city and county planning commissions relative to Three Mile Lane land use policy:
 1. Both Yamhill County and the City of McMinnville recognize that residential, 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, and the design capacity of the sewer and water service extensions into 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.

2. Both Yamhill County and the City of McMinnville will look favorably upon mixed urban development projects; that is, that integrated designs for commercial, industrial and residential uses will be encouraged.
 3. 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 circulation systems;
 - the provision of deep setbacks, landscaping, buffer strips, sign controls, and the setting of an adequate 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.
- E. 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 based on applicable statewide goals and the applicable policies in the McMinnville Comprehensive Plan. In the case of Three Mile Lane, annexation and extension of urban services will include, but not be limited to, 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

1500 feet north of Three Mile Lane and approximately 1200 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. (76)R

F. An Urban Reserve Area is designated for the City of Newberg as shown on the Comprehensive Plan Map. The URA identifies high-priority land to include within the City of Newberg UGB on a phased basis to meet urban growth needs to the year 2030. Interim rural development within the designated Urban Reserve Area shall be regulated and reviewed as outlined in the City of Newberg/Yamhill County Urban Growth Management Agreement to ensure that long term opportunities for urban development are protected. (Ord. 596)

E. Housing

SUMMARY

Through its regulatory and legislative powers the county can greatly influence choices in housing types, location, density, and cost within its boundaries.

The rising costs in land, labor, materials and financing, 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 county has numerous housing units in need of rehabilitation to make them safe, sanitary and decent places in which to live.

Federally subsidized housing programs have provided some relief for those who could not otherwise afford quality shelter, yet it appears that many in need are still unaided. In 1978 the county enacted a new building, mechanical and plumbing ordinance which adopts by reference the Uniform Building Code, the Uniform Mechanical Code, and the Uniform Plumbing Code of 1976 published by the International Conference of Building Officials.

Home occupations are widely practiced in both urban and rural areas of Yamhill County.

GOAL STATEMENT

1. To assure the provisions of safe, sanitary and decent housing for all residents of the county at a reasonable cost. (125)

POLICIES

- A. Yamhill County will continue to cooperate with all governments and housing agencies within the region in promoting unified housing policies and action programs as well as an equitable distribution of assisted housing throughout the county. (125) R

- B. Yamhill County will continue to 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. (126) R

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- C. Yamhill County will provide opportunities for a variety of housing types in different residential environments, including single-family structures, conventional and modular type construction, and mobile homes to serve the housing needs of all components of the county population. (126) R

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- D. 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.

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- E. Yamhill County will coordinate its efforts with each city in order to avoid potential conflicts with respect to countywide housing opportunities and demand.

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- F. Yamhill County will establish a process by which builders and citizens can receive an energy efficiency evaluation of their site and house plans.

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G. Yamhill County will provide assistance to local realtors, developers, contractors and other members of the building community to inform buyers of total life-cycle housings costs.

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H. Home occupations will continue to be recognized and reasonably regulated in all medium and low density residential areas in accordance with accepted standards and practice in urban environments. (128)

I. A reasonable expansion of the concept and definition of home occupation will apply to 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 such uses will be reasonably regulated, subject to limitations on location, scale, performance characteristics, commercial character, and visibility from bounding roads or adjoining property. (128)

F. Economic Development

SUMMARY

The economy of Yamhill County is largely based upon agricultural and forestry related industries.

Economic diversification generally results in a stronger, more stable local economy by increasing employment opportunities.

Yamhill County has traditionally been plagued by high levels of unemployment, but the attraction of new industries in recent years has helped to alleviate this condition. An Overall Economic Development Plan can serve as a guide to the fulfillment of the county's economic development goals and policies.

GOAL STATEMENT

1. To maintain a rate and pattern of economic growth sufficient to prevent recurring high levels of unemployment and under-employment in the county, balance the real property tax base of the various cities, and strengthen local economic bases. (92) R

POLICIES

- A. 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 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.

- B. Yamhill County will encourage economic development projects which do not conflict with the predominant timber and agricultural character of the county.

- C. Yamhill County will ensure citizen participation in economic development planning through the continued involvement of the Yamhill County Economic Development Committee.

- D. Yamhill County will develop an Overall Economic Development Program which is consistent with the county comprehensive plan. This program will be outlined in an updated Overall Economic Development Plan which, upon completion, will be incorporated into the economic element of the county comprehensive plan.

G. Commercial Development

SUMMARY

The decline of downtown business districts is a problem facing each of the cities in Yamhill County.

Yamhill County residents' orientation to the Portland and Salem metropolitan areas for shopping, entertainment, medical services and other related commercial services and facilities has tended to drain the commercial vitality of many of the cities. Commercial strip development is often characterized by sprawl, conflicting uses, lack of access control and service roads, inadequate setbacks, and lack of adequate off-street parking and loading facilities.

GOAL STATEMENT

1. To create an environment for commercial development which will preserve and enhance the vitality of the 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. (129)

POLICIES

- A. Small neighborhood or local commercial uses will be encouraged to locate or relocate only within or immediately adjacent to the residential development or area intended to be served and be spaced in a pattern reflecting this market. (132)

- B. The county will discourage the expansion of strip commercial and provide for the redevelopment of strip commercial areas.

- C. Commercial uses unsuited to downtown areas will normally be restricted to other areas within the urban growth boundary.

- D. Yamhill County will adopt landscape and design criteria for all forms of commercial development occurring outside urban growth boundaries.

- E. Highway service and tourist commercial uses catering to the needs of the traveling public 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. (133) R

- F. As part of the on-going planning program the county will coordinate with the cities to:
 - 1. Prepare and maintain an inventory of buildable commercial lands; and

 - 2. Work with businessmen and community groups to formulate re-development plans for existing commercial areas.

- G. Recreational commercial uses will be encouraged to locate within urban growth areas or in compatible urban commercial areas where their location and space requirements can be most satisfactorily fulfilled. (133) R

- H. New highway-oriented commercial development at limited-access highway interchanges will only be permitted in urban areas where direct access is provided from a local street system. The county will prohibit direct access from the State highway system for commercial development oriented to limited-access highways. (Ord. 517)

- I. To maintain the integrity and function of the highway system, new commercial development shall be discouraged along the route of any limited-access highway. (Ord 517)

H. Industrial Development

SUMMARY

Industrial development is important to the economic vitality of Yamhill County. The provision of adequate urban services is a major concern in an industry's location and operation.

Some industrial activities generate land, water and/or air pollution which can pose both a hazard and a nuisance to those living in the area.

Industrial parks serve to consolidate industrial activities into a designated area in order to reduce incompatibility with surrounding land uses.

Performance standards are a means of regulating industrial activity so as to moderate or abate objectionable features in their operation.

GOAL STATEMENT

- 1. To concentrate industries of similar types, service needs, and performance characteristics within designated areas of each of the existing urban centers; to encourage adequate land for new industrial development within urban growth boundaries; to encourage the relocation of existing industries from undesirable locations in order to eliminate land use conflicts; to attract new industries in accordance with the need to achieve a more balanced local property tax and employment base, while maintaining a high standard of environmental quality; and to protect the stability and functional aspect of industrial areas by protecting them from incompatible uses.

POLICIES

- A. Heavy industrial uses with seasonal 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 and shielded 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.

- B. To the greatest extent possible, industrial areas will be located within urban growth boundaries. Those industrial areas located outside urban growth boundaries will be compatible with the industrial development goal and will be located where they can be adequately served by necessary major utility lines, including electric power substations and transmission lines, trunk sewer lines, trunk water lines, and where appropriate, trunk gas lines.

- C. Industrial uses which are incompatible with surrounding residential or commercial 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 urban centers, where contact with residential development is, or will be at a minimum, and where all required services are immediately available. (136)
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- D. Industrial uses which are 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. (137)

- E. Industrial uses will be located so that adequate buffer space is provided between incompatible land uses.

- F. The county will develop appropriate performance, design and specification standards and requirements 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. (137)

- G. Agricultural, forestry and mineral resource-oriented industry will be accommodated in areas close to the resources utilized, provided that such industrial 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.

- H. 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 comprehensive plan. (139)
- I. Industrial development will utilize the transportation system in an efficient and safe manner and reduce energy consumption by identifying for industrial development areas with alternative transportation opportunities, and by locating employment opportunities close to public transportation and, where appropriate, in community areas.
- J. Non-railroad users will be discouraged from locating next to a railroad right-of-way.
- K. The county will undertake a study to determine the availability and suitability for development of existing industrial land.
- L. The county will encourage industry that is energy conserving and energy efficient. Energy efficient and conservation measures that will be promoted include, but are not limited to, the following:
1. Efficient building, manufacturing, and heating practices;
 2. Cogeneration systems including the burning of wastes; and
 3. Utilization of new and alternative systems.
- M. The county will encourage industrial development which bases its products on renewable and indigenous raw materials.

N. The county will recognize and encourage small scale industries as viable alternatives to larger, conventional enterprises.

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