

# City of Lafayette

*"Third Oldest City in Oregon"*

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## LAFAYETTE PLANNING COMMISSION

### NOTICE OF PUBLIC MEETING

THE PLANNING COMMISSION OF THE CITY OF LAFAYETTE WILL MEET IN REGULAR SESSION THURSDAY, MAY 15, 2014 AT 7 PM IN THE CITY HALL MEETING ROOM AT 486 THIRD STREET (99W), LAFAYETTE, OREGON.

#### AGENDA IS AS FOLLOWS:

1. CALL MEETING TO ORDER
2. ROLL CALL
3. APPROVAL OF THE MARCH 20, 2014 MEETING MINUTES
4. **WORK SESSION:**
  - Big Picture Review of areas to be inventoried for Possible Addition to the UGB.
5. NEW BUSINESS
6. OLD BUSINESS
7. NEXT MEETING: JUNE 19, 2014
8. ADJOURNMENT

The location of this meeting is accessible to the disabled. If you will need any special accommodations to attend or participate in the meeting, please notify City Hall, at (503) 864-2451, at least 24 hours before the meeting.



# Lafayette Planning Commission

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TO: LAFAYETTE PLANNING COMMISSION

FROM: JIM JACKS, CITY PLANNER  
MID-WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS

SUBJ: UGB PROCESS –POLICY ISSUES REGARDING THE INVENTORY OF LAND  
SURROUNDING THE CURRENT CITY LIMITS/UGB

DATE: MAY 15, 2014

## BACKGROUND

The city's urban growth boundary (UGB) review process has progressed to the step of inventorying the lands surrounding the current city limits/UGB to determine which properties should be added to the UGB.

Rather than start with a lot-by-lot inventory of all the properties surrounding the city limits/UGB, the purpose of this memo is to take a "Big Picture" look at the various areas around the city and identify the pros and cons of each area to determine if one or more areas need not be inventoried in detail.

## FACTORS TO CONSIDER

The following are the factors considered in this memo.

1. Natural Hazards. Floodplains and steep slopes (greater than 20 percent) are natural hazards that present development constraints.

Floodplains are those areas shown on the National Flood Insurance Program flood insurance rate map (FIRM) in the 2010 Flood Insurance Study (FIS) for Yamhill County and the 10 cities in the county. The city should not add land in the 100-year floodplain, but if a property in the 100-year floodplain is to be added, it should be a property with a portion large enough to accommodate development that meets the requirements in the zoning district.

Steep slopes are those slopes greater than 20 percent. The city should not add land with steep slopes, but if a property with steep slopes is to be added, it should be a property with a portion large enough to accommodate development that meets the requirements in the zoning district.

2. Natural Features. Hills, rivers and creeks are landforms that can affect urban development. Hills necessitate roads with up and down grades and curves that affect "sight distance" and can be slippery

during freezing weather. Rivers and creeks can present impediments to crossing them with streets and with sewer and water lines.

3. **Isolated Areas.** Areas that would be isolated or separated from the existing community should not be added to the UGB. An area that is separated from the current UGB by the Yamhill River with its associated 100-year floodplain and riparian vegetation, when developed with residences, would be isolated from the city and the residents would feel they are not part of the city.
4. **Street Connectivity.** Areas that are served, or can be served, with streets that connect to the city's existing street system. The city should avoid "cherry stem" additions to the UGB. A "cherry stem" addition would be an area that is served by only one street and that street has no connecting streets to the city's existing street system. If a "cherry stem" area is to be added, it should be small and near the existing UGB, or have a reasonable probability the one street can be connected to the city's existing street system.
5. **Sewer Service.** Areas that would be dependent on pump stations to convey the sewage should not be added to the UGB. Rolling terrain can present situations where a pump station is needed to serve a portion of an area and adding such an area is acceptable. Adding an area where all the sewage from the area would need to be pumped should be avoided.
6. **Water Service.** Areas whose elevation is high enough to require pumping the water to the area should not be added to the UGB. Rolling terrain can present situations where the water pressure in the line is sufficient to overcome the elevation differences is acceptable. Adding an area where all the area would need to be served by pumped water should be avoided.
7. **Railroad track crossings.** Railroad track crossings are inherently dangerous, especially those without safety equipment such as crossing arms, lights, bells. The cost to construct a fully protected street and sidewalk across a track can be about \$250,000 to \$300,000. Areas that require crossing a railroad track should be avoided.
8. **Deed Restrictions.** Deed restrictions can be worded such that properties cannot be further divided. Properties with such restrictions should not be added to the UGB because they will not result in land being available to accommodate new dwellings for the projected population increase. However, in some cases such properties may have failing wells or failing septic systems and the properties may be added to provide city water and/or sewer service.

## SEVEN GENERAL AREAS

Seven general areas are proposed to assist in determining if one or more of them need not be inventoried in detail. Each area is reviewed following the listing of the areas.

### Area 1: West of the City.

The first area is west of the city, north of Highway 99W, east of Mineral Springs Road and south of the point where Mineral Springs Road curves to the northwest and leaves the rural residential area on the east side of Mineral Springs Road and enters the large parcel agricultural area.

### Area 2: North of the City and West of Abbey Road.

The second area begins on the north city limits/UGB line and is west of Abbey Road. This area extends about a mile north of the city limits and is defined by being designated as an Exception Area in the Yamhill County Comprehensive Plan. Exception Areas are the first priority to be added to the UGB per State Statute, ORS 197.298. Area 2 does not extend east of Abbey Road because none of the land east of Abbey Road is designated Exception Area.

Area 3: North of the City and East of Abbey Road.

The third area begins on the north city limits/UGB line and is east of Abbey Road. This area is defined by it not being designated as an Exception Area in the Yamhill County Comprehensive Plan. Area 3 extends easterly and then southerly along the east side of Duniway Road.

Area 4: East of the City and South of Stoller Road.

The fourth area begins on the east city limits/UGB line and is south of Stoller Road. It is defined by all but one property being designated as an Exception Area in the Yamhill County Comprehensive Plan. Exception Areas are the first priority to be added to the UGB per State Statute, ORS 197.298. It is a small area of only about 7 properties and about 7 dwellings. The western approximately two-thirds is west of Henry Creek and the remainder is east of the creek.

Area 5: East of the City and South of Stoller Road and North of 99W.

The fifth area is bounded on the north side by Stoller Road, Henry Creek on the west, 99W and McDougal Road on the south and it extends easterly to the portion of Stoller Road that runs north and south. It is defined by being one property which is a dairy.

Area 6: Southeast of the City and South of 99W.

The sixth area is south of 99W, east of Henry Creek and north of the Yamhill River. It includes Locks Loop Road and Locks Road leading to the Yamhill County Park which features the old locks on the river. Some of the properties are designated as an Exception Area in the Yamhill County Comprehensive Plan. Exception Areas are the first priority to be added to the UGB per State Statute, ORS 197.298.

Area 7: South of the City and South of the Yamhill River.

The seventh area is described as beginning southwest of the southwest corner of the city where 2<sup>nd</sup> Place loop road serves the By The River Subdivision and where Millican Creek joins the river. It extends easterly and is south of the river. It runs past the Lafayette-Hopewell highway bridge to the east.

PRO'S AND CON'S OF THE SEVEN GENERAL AREAS

The following describes the pro's and con's of further inventorying the seven general areas in detail. A conclusion is included whether each area should, or should not, be inventoried in detail.

Area 1: West of the City.

The first area is west of the city, north of Highway 99W, east of Mineral Springs Road and south of the point where Mineral Springs Road curves to the northwest and leaves the rural residential area on the east side of Mineral Springs Road and enters the large parcel agricultural area.

Pros's:

1. It is an Exception Area.
2. Abuts the current city limits/UGB.
3. A portion is in the current city limits and UGB.
4. Generally flat, thus good for development.
5. It is served by Mineral Springs Road which has a paved surface.

Con's:

1. The Exception Area does not include the southernmost 5.02 acre property at the NE corner of 99W and Mineral Springs Road.
2. Abuts the city limits/UGB, but the area is significantly lower in elevation than the land in the city limits/UGB, is not connected by a road to the land in the city limits/UGB and is separated from the city limits/UGB by Millican Creek with its 100-year floodplain, riparian corridor and steep slope.
3. The portion in the city limits/UGB is an 8.6 acre "finger" sticking out westerly from the city limits/UGB. Until about 20 years ago it was not in the city limits/UGB. It caught fire because it was not in the city limits the Lafayette Fire Department did not respond. It was in the Carlton Rural Fire Protection District and it took too long for their equipment to arrive. The property owner applied to be added to the UGB and be annexed so the property could be served by the Lafayette Fire Department. Once annexed, the owner rebuilt the house and now it is served by the Lafayette Fire Department. There is no functional connection between the property and the city, i.e., the property is not connected to the city water or sewer system. The property is separated from the city by Millican Creek with its 100-year floodplain, riparian corridor and steep slope. There is no road from the property directly to the city. The property is served by Mineral Springs Road which means the trips from any future development on the property would go south on Mineral Springs Road to 99W, then turn left on 99W and proceed up the hill into the city.
4. Of the approximately 22 parcels in Area 1, about 14 have deed restrictions that prevent further partitioning or subdividing, thus if they were added to the UGB and annexed, no new lots for new dwellings could be created and none of the projected population could be accommodated by these properties.
5. The southern 5 properties are affected by Millican Creek and its 100-year floodplain, steep slopes and riparian habitat.
6. The area is served only by Mineral Springs Road. If the area is added to the UGB all the trips generated would be funneled onto Mineral Springs Road and southerly to the intersection with 99W. At the intersection a left turn would be needed to proceed to Lafayette. During the a.m. and p.m. peak hours, the left turn is problematic due to a long wait. Depending on the number of

trips, a new signal at the intersection may be warranted and the cost of that signal would be borne by the development of properties in Area 1. It is not clear if the limited number of new houses in Area 1 could financially support the cost of a new signal, as well as the cost of extending sewer and water lines and installing a sewer pump station.

Staff recommendation.

Overall, staff recommends Area 1 be inventoried with an emphasis on the southern portion (the properties without deed restrictions preventing further division of the properties) with a view to adding the southern properties to the UGB, but only after other areas are added.

#### Area 2: North of the City and West of Abbey Road.

The second area begins on the north city limits/UGB line and is west of Abbey Road. This area extends about a mile north of the city limits and is defined by being designated as an Exception Area in the Yamhill County Comprehensive Plan. Exception Areas are the first priority to be added to the UGB per State Statute, ORS 197.298. Area 2 does not extend east of Abbey Road because none of the land east of Abbey Road is designated Exception Area.

Pros's:

1. It is an Exception Area.
2. Abuts the current city limits/UGB.
3. The southern 40 acres is rolling, then to the north it is a gradual uphill slope and on top of the hill it is rolling. The terrain could accommodate residential development.
4. The western portion of the properties on the west side of Area 2 are affected by Millican Creek and its tributaries, with their steep slopes and riparian habitat. Such environmental factors can provide enhanced natural benefits for residential development.
5. Is served by Abbey Road which has a paved surface.
6. When the 40 acre area is developed, a road could be included that would provide appropriate access to the 20 acre area that is in the NW corner of the city and is south of the SW portion of the 40 acre area. The 20 acre area and the 40 acre area are in one ownership, in one deed and in one tax lot. Currently, the only access to the 20 acre area is a narrow local street, Haylen Drive, running through a neighborhood. If the 40 acre area is not added to the UGB and the 20 acre area is developed, all the trips generated by the 20 acre development would be funneled onto Haylen Drive and significantly and negatively affect the property owners along Haylen Drive.
7. The area includes some rural residences, but many acres are undeveloped.
8. Sewer and water lines can be extended to serve the area.

Con's:

1. The Exception Area includes Abbey Ridge Subdivision, a 13 lot rural residential subdivision with a dwelling on almost all of the lots. The lots are large and are served by a paved private drive,

John's Landing Road. Additionally, 4 more large partition parcels are served by John's Landing Road. Although the properties do not have a deed restriction preventing further division of the properties, it is unlikely the owners will want to divide their properties for new residences to accommodate the projected population growth. For the last few years many of the wells for the dwellings have been dry, or nearly dry.

2. The Exception Area includes Abbey Road Acres Subdivision, an 8 lot rural residential subdivision with a dwelling on some of the lots. The lots are large and are served by a private drive, Penny Lane. Additionally, 2 more large partition parcels are north of Abbey Road Acres.
3. The western portion of the properties on the west side of Area 2 are affected by Millican Creek and its tributaries, with their steep slopes and riparian habitat.
4. The area is served only by Abbey Road. If the area is added to the UGB all the trips generated would be funneled onto Abbey Road and southerly into the city (Bridge Street in the city) and eventually to an intersection with 99W (3rd Street). At the intersection a left turn would be needed to proceed easterly on 3rd Street or a right turn to proceed westerly out of town to McMinnville. During the a.m. and p.m. peak hours, the left and right turns must wait. Depending on the number of trips, a new signal at the intersection of Bridge and 3rd may be warranted and the cost of that signal would be borne by the development of properties in Area 2.

Staff recommendation.

Overall, staff recommends Area 2 be inventoried in detail with a recognition that not all of Area 2 would need to be added because it contains more acres than the Buildable Land Inventory and Housing Needs Analysis show are needed.

### Area 3: North of the City and East of Abbey Road.

The third area begins on the north city limits/UGB line and is east of Abbey Road. This area is defined by it not being designated as an Exception Area in the Yamhill County Comprehensive Plan. Area 3 extends easterly and then southerly along the east side of Duniway Road.

Pros's:

1. Five properties on the east edge of the area are Exception Areas.
2. Abuts the current city limits/UGB.
3. The area is, generally, flat and rolling. The terrain could accommodate residential development.
4. The northern portion is served by Abbey Road and the eastern portion is served by Duniway Road which are both paved.
5. The properties are, generally, large which supports residential development.
6. The area includes only a few rural residences.
7. Sewer and water lines can be extended to serve the area.

8. The area is large enough to allow a street from Abbey Road to extend easterly to Duniway Road thereby creating a connection between the two existing roads.

Con's:

1. The majority of the area is not an Exception Area. The five Exception Area properties noted above in Pro #1 are on the very eastern portion of the area and are separated from Duniway Road by Exclusive Farm Use (EFU) lands. The EFU lands would need to be added to the UGB to get to the five properties.
2. None of the five Exception Area properties abut Duniway Road.
3. The eastern portion of three of the Exception Area properties are affected by Henry Creek.
4. The area is served by Abbey Road and Duniway Road. If the area is added to the UGB some of the trips generated would be funneled onto Abbey Road and southerly into the city (Bridge Street in the city) and eventually to an intersection with 99W (3rd Street). At the intersection a left turn would be needed to proceed easterly on 3rd Street or a right turn to proceed westerly out of town to McMinnville. During the a.m. and p.m. peak hours, the left and right turns must wait. Depending on the number of trips, a new signal at the intersection of Bridge and 3rd may be warranted and the cost of that signal would be borne by the development of properties in Area 3.

The area is also served by Duniway Road. If the area is added to the UGB some of the trips generated would be funneled onto Duniway Road and they would proceed southerly to the intersection with Stoller Road (East 7th Street Extension). At the intersection a right turn would be needed to proceed westerly toward the heart of the city. East 7th Street Extension is designated as a Collector in the city's Transportation Systems Plan, but it would convey the traffic through local residential neighborhoods. Duniway Road does not extend south of Stoller to 99W.

Staff recommendation.

Overall, staff recommends Area 3 not be inventoried in detail.

Area 4: East of the City and South of Stoller Road.

The fourth area begins on the east city limits/UGB line and is south of Stoller Road. It is defined by all but two properties being designated as an Exception Area in the Yamhill County Comprehensive Plan. Exception Areas are the first priority to be added to the UGB per State Statute, ORS 197.298. It is a small area of only about 7 properties and about 7 dwellings. The western approximately two-thirds is west of Henry Creek and the remainder is east of the creek.

Pros's:

1. All but two of the 8 properties are Exception Area.
2. Abuts the current city limits/UGB.
3. The area is, generally, flat and then steep where Henry Creek runs north-south through the area. The terrain could accommodate residential development.



4. The area is served by Stoller Road which is paved.
5. If the area is added to the UGB the trips generated would be funneled onto Stoller Road and westerly into the city and eventually to an intersection with Jackson Street (the first north-south street that runs south to 99W). The potential number of new infill houses is small, thus it does not appear significant traffic problems would result from Area 4 being added to the UGB.
6. A sewer line can be extended to serve the west portion area.
7. A water line can be extended to serve the west and east portions of the area.

Con's:

1. Henry Creek runs north-south through the area and is incised down into the overall level of the area. This low area would create the need for a sewer pump station to convey the sewage from the eastern one-quarter of the area (about 5 acres) westerly to connect to the city's existing system.
2. The 6 properties on the west side of Henry Creek (about 11.55 acres) range in size from 1.16 acres to 2.55 acres and 5 have dwellings. Sufficient space is available for infill development, but due to the existing houses and driveways, the number of potential new houses is less than if the 11.55 acre area were vacant.
3. East of Henry Creek are two properties of 4.48 acres and 0.50 acres. Each has a house. The larger parcel could accommodate infill development, but the smaller parcel could not given the location of the existing house and the parcel's shape being a triangle.
4. Serving the two properties east of Henry Creek with sewer would necessitate a sewer pump station to pump the sewage westerly to the city. It is not clear if the number of new houses constructed on the approximately 4.48 acre property could fund a pump station.

Staff recommendation.

Overall, staff recommends Area 4 be inventoried in detail.

Area 5: East of the City and South of Stoller Road and North of 99W.

The fifth area is bounded on the north side by Stoller Road, Henry Creek on the west, 99W and McDougal Road on the south and it extends easterly to the portion of Stoller Road that runs north and south. It is defined by being one property which is a dairy.

Pros's:

1. Abuts the current city limits/UGB.
2. The area is, generally, flat. Henry Creek runs north-south along the west property line, thus it would not significantly affect development of the property. The terrain could accommodate residential development.

3. The area is served by Stoller Road on the north and 99W and McDougal Road on the south. If the area is added to the UGB the trips generated could be split onto Stoller Road and 99W, but the majority would likely go to 99W.
4. Sewer and water lines can be extended to serve the area.

Con's:

1. The area is all Exclusive Farm Use zoning with good and high quality soils. No portion of the area is an Exception Area.

Staff recommendation.

Overall, staff recommends Area 5 not be inventoried in detail.

#### Area 6: Southeast of the City and South of 99W.

The sixth area is south of 99W, east of Henry Creek and north of the Yamhill River. It includes Locks Loop Road and Locks Road leading to the Yamhill County Park which features the old locks on the river. Some of the properties are designated as an Exception Area in the Yamhill County Comprehensive Plan. Exception Areas are the first priority to be added to the UGB per State Statute, ORS 197.298.

Pros's:

1. Some of the area is an Exception Area.
2. Abuts the current city limits/UGB.
3. Generally flat, thus it is good for residential development.
4. It is served by Locks Loop Road and Locks Road which are paved, but narrow.

Con's:

1. The Exception Area includes only about half of the area, but not all of the area would need to be added to the UGB.
2. The Exception Area is separated from the city limits/UGB by non-Exception Area land, thus non-Exception Area land would need to be added to get to the Exception Area land.
3. Abuts the city limits/UGB, but it is separated from the city limits/UGB by Henry Creek with its riparian corridor and steep slopes.
4. The area to the west just inside the city limits/UGB is in the city's Industrial Zone. Thus, Area 6 is isolated from the current city limits and a residential neighborhood in the area would be "out of town" and the residents may not feel they are part of the city.
5. There is only a minimal transportation connection between the area and the city, i.e., Locks Loop Road off of 99W and then Locks Road southerly into the area.

6. The area can be accessed only by crossing the railroad tracks. Residential development in the area would need to provide a protected RR crossing with the typical safety elements such as crossing arms, bells and lights. The 30-acre industrial zoned parcel to the west (in the city limits/UGB has been identified as a difficult property to develop for industrial uses due to the cost of the RR crossing and the proximity of the RR to 99W where access to the site would be located. Access to Area 6 is also affected by the same proximity of the RR track and 99W and the need for the RR crossing to be integrated with turning lane improvements to 99W.
7. The area is served only by 99W. If the area is added to the UGB all the trips generated would be funneled onto 99W. At the intersection a left turn would be needed to proceed to Lafayette. During the a.m. and p.m. peak hours, the left turn would be problematic due to a long wait. Depending on the number of trips, a new signal at the intersection may be warranted and the cost of that signal would be borne by the development of properties in Area 6. It is not clear if the number of new houses in Area 6 could financially support the cost of a new signal, as well as the cost of a protected RR crossing, extending sewer and water lines and installing a sewer pump station to get past Henry Creek.

Staff recommendation.

Overall, staff recommends Area 6 not be inventoried in detail.

#### Area 7: South of the City and South of the Yamhill River.

The seventh area is described as beginning southwest of the southwest corner of the city where 2<sup>nd</sup> Place loop road serves the By The River Subdivision and where Millican Creek joins the river. It extends easterly and is south of the river. It runs past the Lafayette-Hopewell highway bridge to the east.

#### Pros's:

1. Large properties suitable for residential development.
2. Abuts the current city limits/UGB.
3. Generally rolling and flat, thus it is good for residential development.
4. It is served by the Lafayette-Hopewell Highway which is paved.

#### Con's:

1. All of the area is Exclusive Farm Use with high and good quality soils.
2. Much of the area is in the Yamhill River 100-year floodplain and all of the area immediately south of the city limits/UGB is in the floodplain.
3. Abuts the city limits/UGB, but it is separated from the city limits/UGB by the Yamhill River with its 100-year floodplain, riparian corridor and steep slopes.
4. The only transportation connection between the area and the city is the Lafayette-Hopewell Highway which includes a 2-lane bridge over the river to the city. All the traffic from residential development in the area would need to cross the bridge to get into town.

5. The area can be accessed from the city only by crossing the railroad tracks on Madison Street (Lafayette-Hopewell Highway). Residential development in the area would likely need to provide an improved protected RR crossing with sidewalks.
6. The area is served only by the Highway. If the area is added to the UGB all the trips going to Lafayette would be funneled onto the Highway. At the intersection a left turn would be needed to proceed to Lafayette. In Lafayette at the intersection of Madison and 99W there is no signal. During the a.m. and p.m. peak hours, the left turn to go west through the downtown would be problematic due to a long wait. Depending on the number of trips, a new signal at the intersection may be warranted and the cost of that signal would be borne by the development of properties in Area 7. It is not clear if the number of new houses in Area 7 could financially support the cost of a new signal, as well as the cost of an improved RR crossing, extending sewer and water lines across the river on the bridge and installing a sewer pump station to pump the sewage to the north side of the river to the treatment plant.
7. Area 7 is south of the Yamhill Rive and is isolated from the current city limits by the Yamhill River and its 100-year floodplain, steep slops and riparian corridor. A residential neighborhood in the area would be "out of town" and the residents may not feel they are part of the city.

Staff recommendation.

Overall, staff recommends Area 7 not be inventoried in detail.

## SUMMARY

In summary, Areas 1, 2, and 4 are recommended for a detailed inventory.

# LAFAYETTE

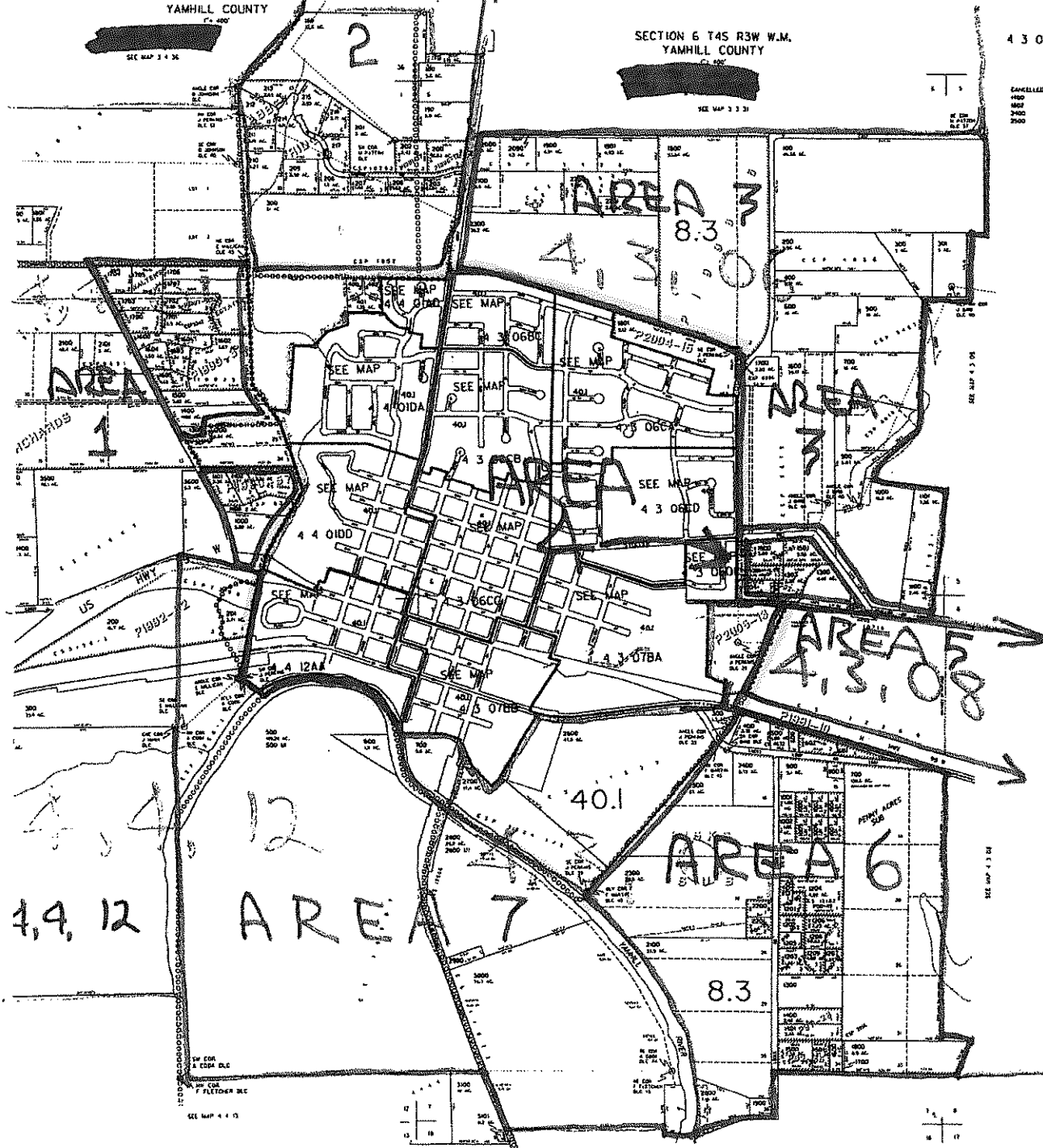
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AREA 3, 3, 31

SECTION 1 T4S R4W W.M.  
YAMHILL COUNTY

SECTION 6 T4S R3W W.M.  
YAMHILL COUNTY

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AREA 6

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