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YAMHILL COUNTY, ORE
1989 MAY 26 PM 3:11
CHARLES STEIN
COUNTY CLERK

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89-335

IN THE BOARD OF COMMISSIONERS OF THE STATE OF OREGON
FOR THE COUNTY OF YAMHILL
SITTING FOR THE TRANSACTION OF COUNTY BUSINESS

In the Matter of an Ordinance)
Amending the Yamhill County)
Comprehensive Plan, 1974, and)
Amending the Comprehensive Plan)
Map Thereof to Allow an Expans-)
sion of the Urban Growth Bound-)
ary of the City of Sheridan)
to Include 8.2 Acres Owned and)
Utilized by the Federal Bureau)
of Prisons, Planning Docket)
PA-1-89, and Declaring an Emer-)
gency)
ORDINANCE NO. 484

FILED
YAMHILL COUNTY, OREGON
1989 JUN - 1 PM 3:11
CHARLES STEIN
COUNTY CLERK

THE BOARD OF COMMISSIONERS OF YAMHILL COUNTY, OREGON (the Board) sat for the transaction of county business on May 24, 1989 in special session, Commissioners Ted Lopuszynski, David E. Bishop and Dennis L. Goecks being present.

WHEREAS, the Federal Bureau of Prisons has applied to the Department of Planning and Development in order to expand the urban growth boundary of the City of Sheridan to include an 8.2 acre parcel known as Tax Lot 5635-1000; and

WHEREAS, on May 4, 1989 the Yamhill County Planning Commission held a public hearing to consider the application and thereafter voted unanimously to recommend to the Board that the Board amend its comprehensive plan to allow the expansion of the urban growth boundary as requested; and

WHEREAS, on May 24, 1989 the Board held a public hearing on the application; and

WHEREAS, the findings of fact and conclusionary findings for approval attached hereto as Exhibit "A" and by this reference incorporated herein provide a sufficient basis to grant the application of the Federal Bureau of Prisons as set forth above; and

WHEREAS, in order to approve this request, an exception must be taken to Statewide Planning Goal 3 and based upon the findings for an exception to Goal 3 included in Exhibit "A", the Board finds that it would be appropriate to take such an exception; and

WHEREAS, Statewide Planning Goal 14 requires that the procedures and requirements of Goal 2 for goal exceptions be followed whenever an urban growth boundary is amended to include rural land and the findings set forth in Exhibit "A" demonstrate compliance with Goal 14; and

WHEREAS, the attached Exhibit "A" demonstrates that an amendment to the Yamhill County Comprehensive Plan, 1974 and the Comprehensive Plan Map and an amendment to the Sheridan Urban Growth Boundary are in the best interests of the citizens of Yamhill County; Now, Therefore,

THE YAMHILL COUNTY BOARD OF COMMISSIONERS ordains as follows:

Section 1. Based upon the findings of fact and conclusionary findings attached hereto as Exhibit "A" and by this reference incorporated herein, the Yamhill County Comprehensive Plan, 1974, and the Comprehensive Plan Map are hereby amended as follows:

a. To allow the expansion of the urban growth boundary of the City of Sheridan to include an 8.2 acre parcel owned by the United States government on behalf of the Federal Bureau of Prisons and known as Tax Lot 5635-1000, as more particularly identified on the attached map identified as Exhibit "B" and incorporated herein by this reference; and

(b) To designate the parcel referred to in this section as "Future Urbanizable" on the Yamhill County Comprehensive Plan Map.

Section 2. That based upon the findings of fact and conclusionary findings set forth in Exhibit "A" and by this reference incorporated herein, an exception is hereby taken to Statewide Planning Goal 3 to allow expansion of the City of Sheridan's Urban Growth Boundary to include the subject parcel referred to above, and that said exception shall be incorporated into and become part of the Yamhill County Comprehensive Plan.

Section 3. This ordinance being necessary for the health, safety and welfare of the citizens of Yamhill County and an emergency having been declared to exist shall become effective upon passage hereof.

DONE at McMinnville, Oregon this 24th day of May, 1989.

ATTEST

YAMHILL COUNTY BOARD OF COMMISSIONERS

CHARLES STERN
County Clerk

Ted Lopuszynski
Chairman TED LOPUSZYNSKI
Date: 5-24-89

By: Elaine Pearcey
Deputy ELAINE PEARCEY

DAVE BISHOP
Commissioner DAVID E. BISHOP
Date: 5-25-89

APPROVED AS TO FORM BY:

John M. Gray Jr.
JOHN M. GRAY JR.
Yamhill County Counsel

Dennis L. Goecks
Commissioner DENNIS L. GOECKS
Date: 5/26/89

Yamhill County Ordinance No. 485
Expansion of Sheridan Urban Growth
Boundary to Include Tax Lot 5635-1000

May 24, 1989

Exhibit "A"

I. INTRODUCTION

The City of Sheridan, on behalf of the Federal Bureau of Prisons, has initiated this amendment to the acknowledged Urban Growth Boundary (UGB) to accommodate development of a Staff Training Center for staff members of the adjacent Sheridan Federal Corrections Institution (FCI). The UGB amendment is limited to 8.2 acres of land owned by the Bureau of Prisons adjacent to the northwest corner of the FCI complex.

In conjunction with the UGB amendment, the Bureau proposes that the Comprehensive Plan designation for the subject property be changed from a Yamhill County Agriculture Forest Large Holding (AFLH) designation to a City of Sheridan Public Facilities (PF) designation. Subsequent to the UGB and plan amendment process, the Bureau will initiate annexation of the subject property and a zone change from EF-40 to Public Facilities (PF).

The Bureau of Prisons has prepared an Environmental Assessment as required by the National Environmental Policy Act. Much of the site, facility, and impact information has been extracted from this Assessment prepared by Louis Berger & Associates. Information contained in the original Urban Growth Boundary and Comprehensive Plan Amendment Report for the Sheridan Federal Correctional Institute (FCI) and Federal Prison Camp (FPC) was also used.

II. GENERAL INFORMATION

A. Vicinity Characteristics

1. Locational and Land Characteristics

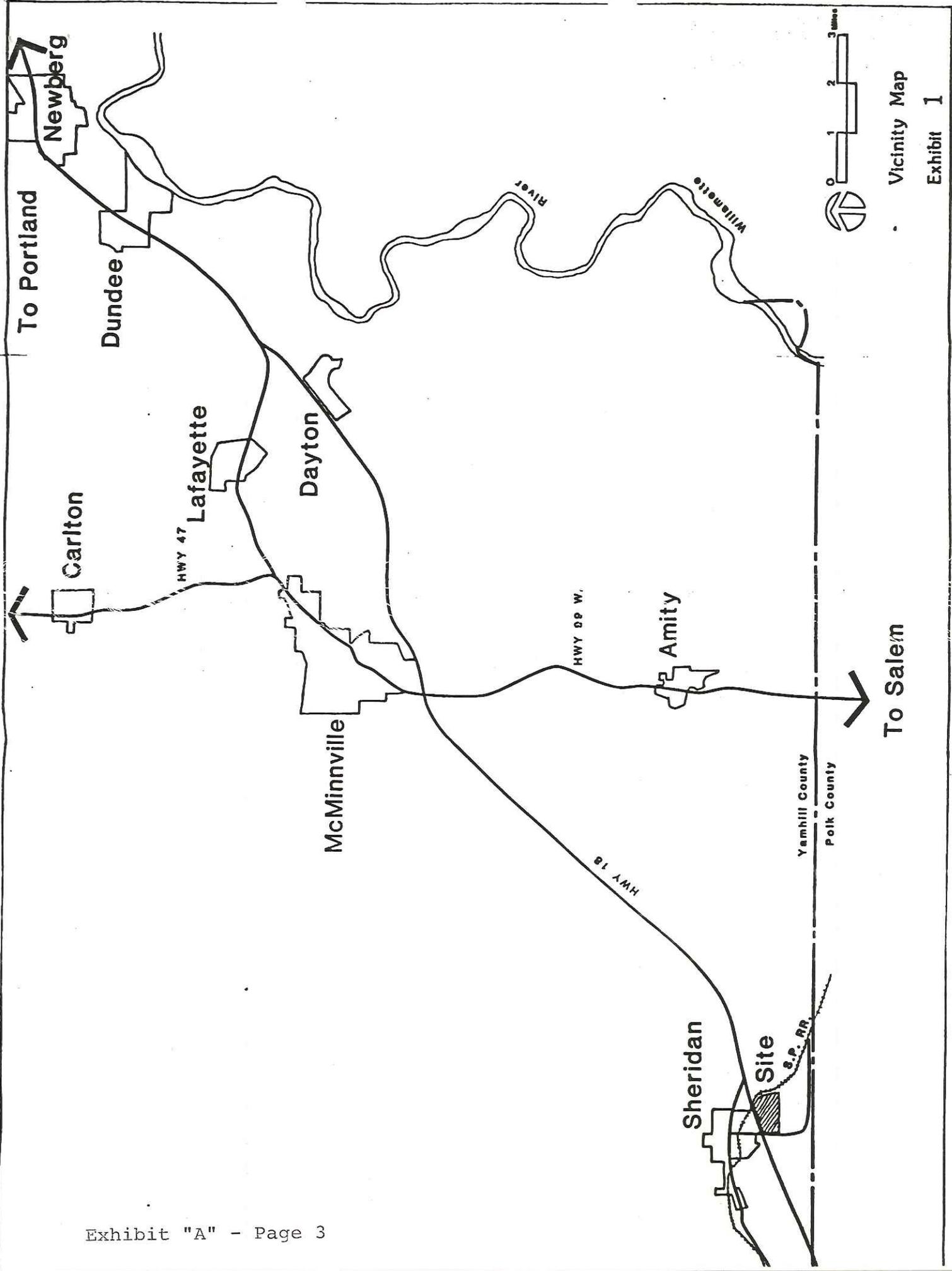
The site for the proposed Staff Training Center is located adjacent to the northwest corner of the Sheridan FCI along Ballston Road, approximately 1 mile south of the Central Business District of Sheridan. See Exhibit 1, Vicinity Map.

The existing City of Sheridan UGB and city limits abut the southern and eastern boundaries of the subject property. The present limits are a result of a similar land use action necessary to site the FCI. See Exhibit 2, Existing UGB. The proposed UGB amendment includes only the 8.2 acre site which is necessary to facilitate development of a Staff Training Center. See Exhibit 3, Proposed UGB.

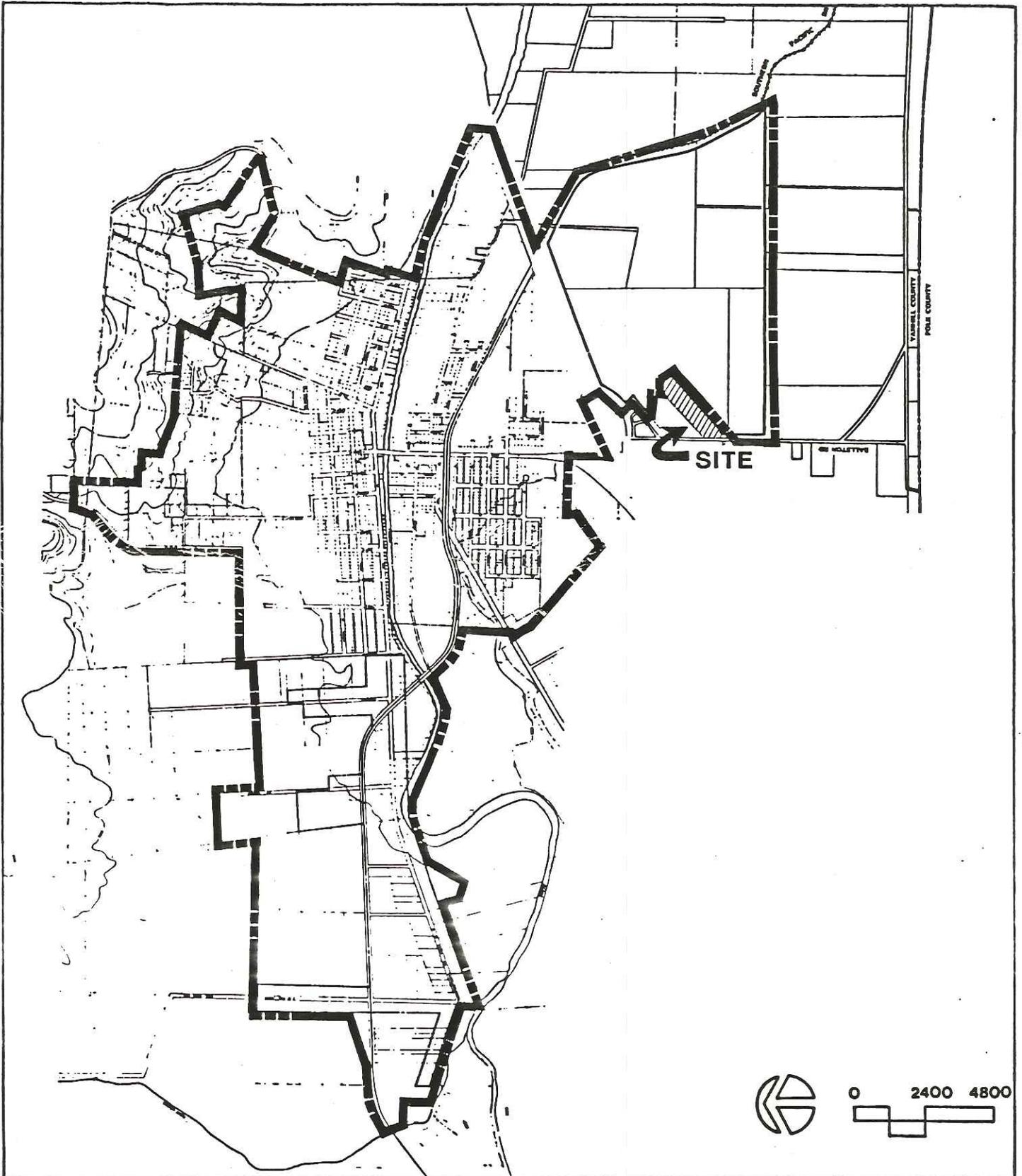
The subject property proposed to be included in the UGB is developed with a single family home and garage presently being used as a temporary construction office, and is gently sloping. It also lies outside of the South Yamhill River flood plain. The site can be characterized as rural residential land.

2. Surrounding Land Uses

The property immediately south and east of the subject property is occupied by the Sheridan FCI and FPC. A small agricultural field which is owned by the Green Crest Cemetery is immediately north of the site. The Green Crest Cemetery is north of the field. Lands to the west across Ballston Road are used for agricultural crop production. See Exhibit 4, Existing Land Uses.



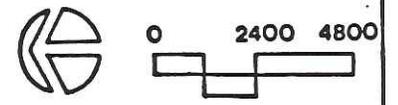
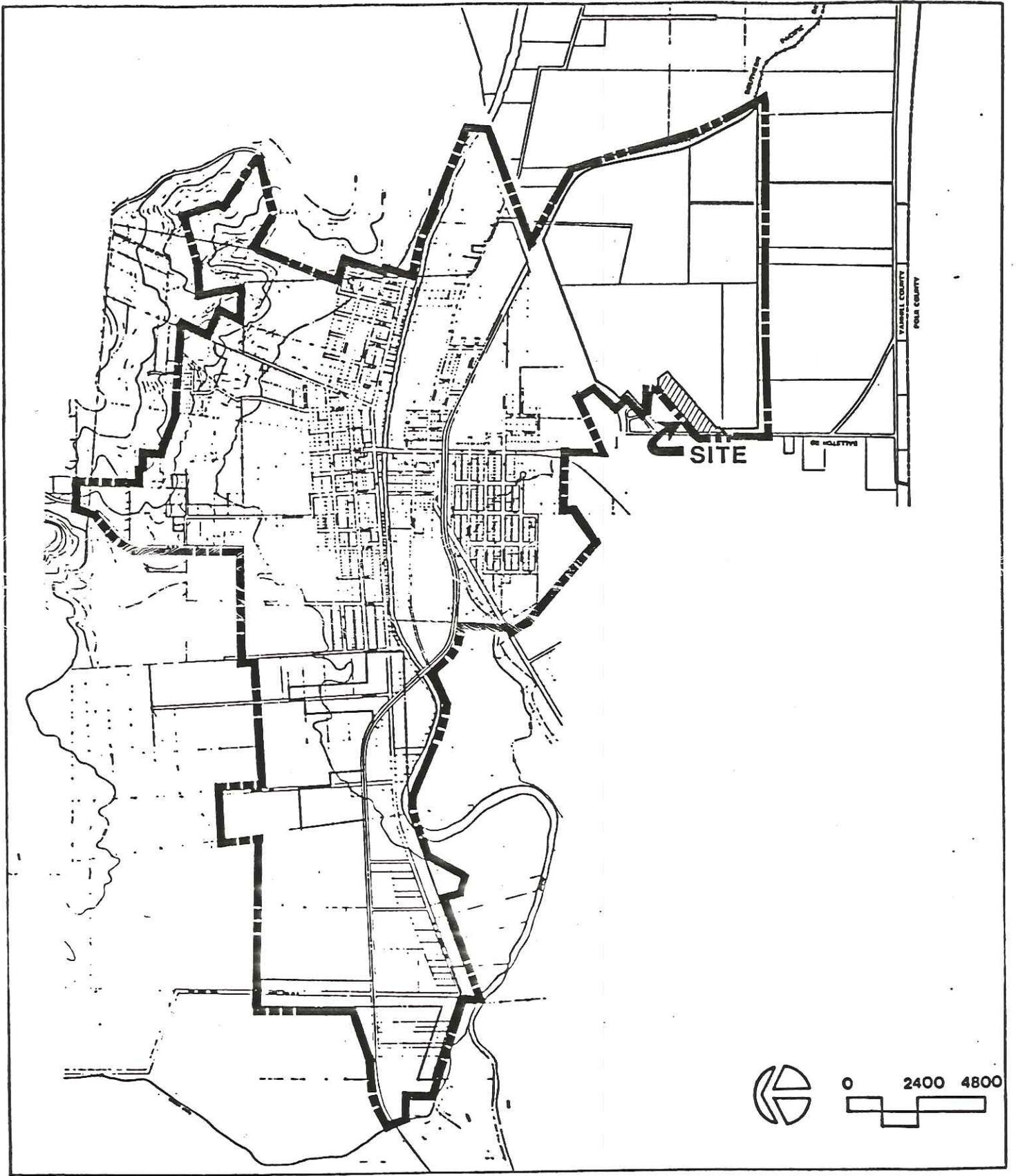
Vicinity Map
Exhibit 1



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----- EXISTING URBAN GROWTH BOUNDARY

Existing Urban Growth Boundary

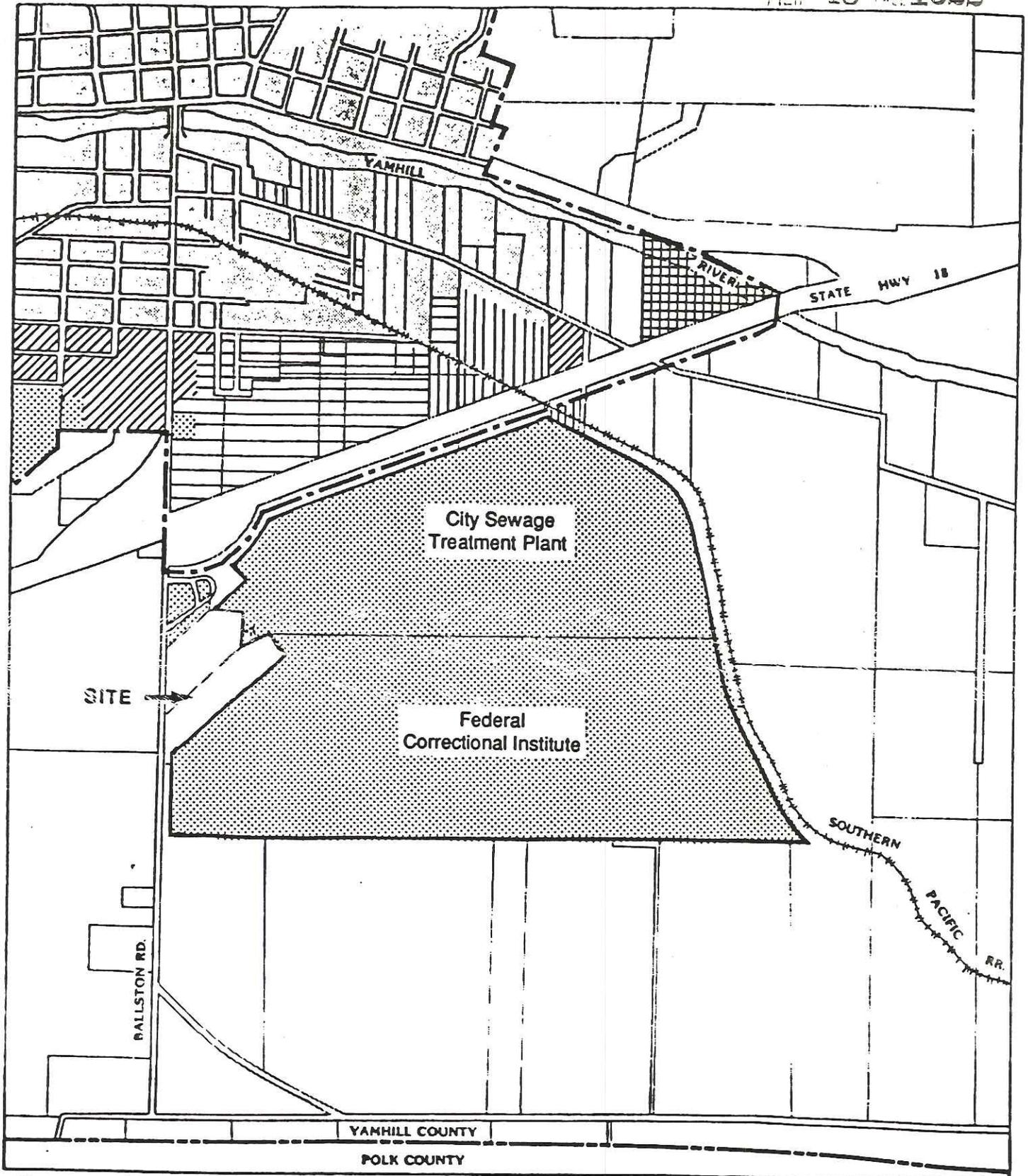


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- EXISTING URBAN GROWTH BOUNDARY
- PROPOSED URBAN GROWTH BOUNDARY

Proposed Urban Growth Boundary

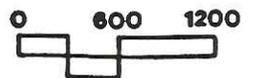
Exhibit 3



Legend

-  **COMMERCIAL**
-  **INDUSTRIAL**
-  **INSTITUTIONAL**
-  **RESIDENTIAL**
-  **AGRICULTURE**

-  **OPEN**
-  **SEE CITY OF SHERIDAN COMPREHENSIVE PLAN**



Existing Land Use

3. Comprehensive Plan and Zoning Designations

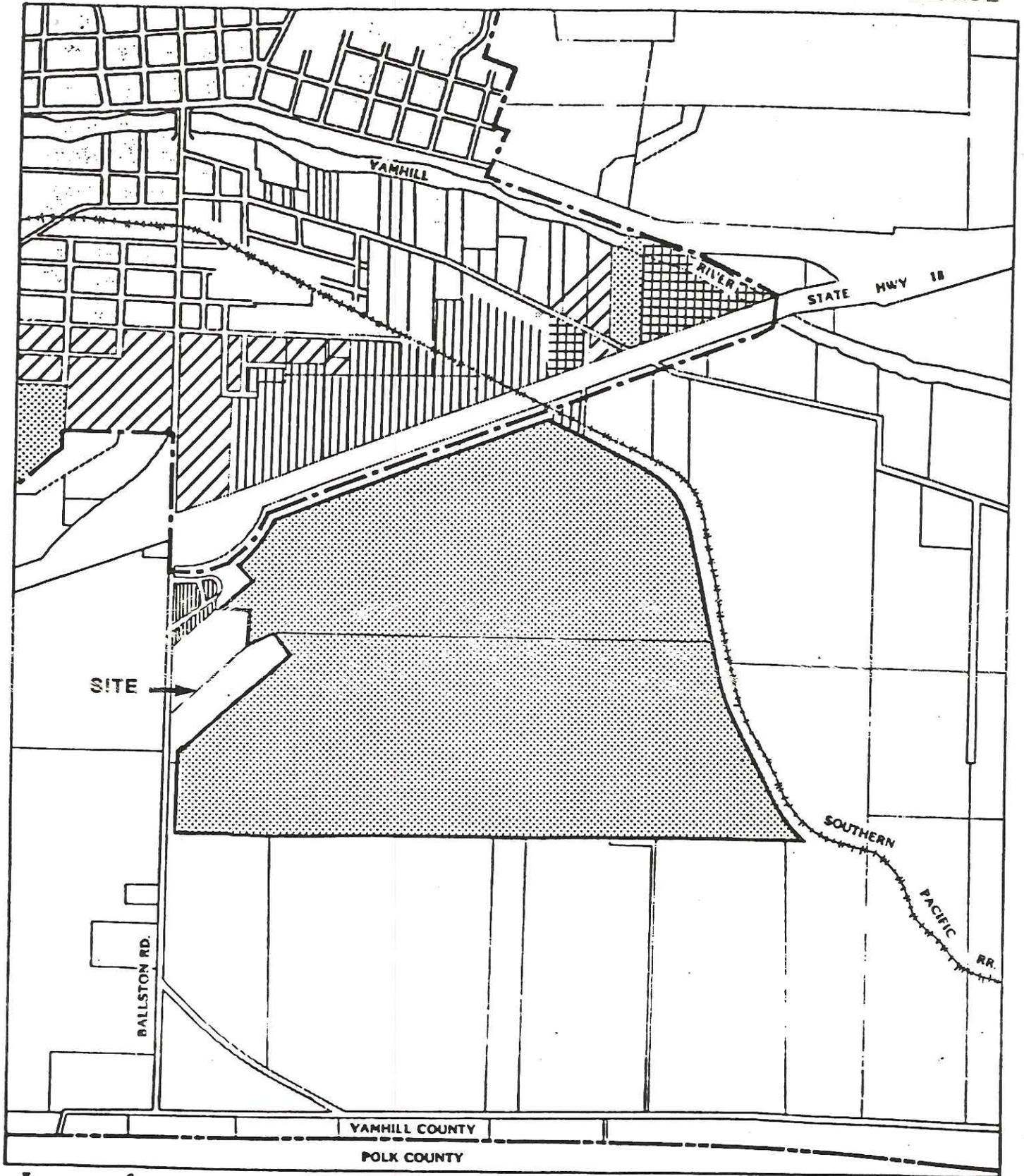
The site of the proposed Staff Training Center, as well as the property to the immediate north and west is currently designated Agriculture-Forest Large Holding (AFLH) on the Yamhill County Comprehensive Plan Map and zoned EF-40 (Exclusive Farm Use). The FCI site is designated Public Facility on the City of Sheridan Comprehensive Plan Map and zoned Public Facility (PF). See Exhibits 5 & 6, Existing Comprehensive Plan and Existing Zoning Designations.

A Comprehensive Plan amendment from the current Yamhill County designation to the City of Sheridan Public Facility designation is proposed in conjunction with the UGB change. Subsequent to annexation of the area to the City of Sheridan, the subject property will be zone Public Facility (PF). This action is consistent with the action taken to site the Sheridan FCI. See Exhibits 7 & 8, Proposed Comprehensive Plan and Proposed Zoning Designations.

4. Accessibility

Access to the site is identical to the approved access for the Sheridan FCI. The Staff Training Center will share the same point of access for Ballston Road. Access to Highway 18 is via the interchange on Ballston Road.

The proposed Staff Training Center will create no increase in trips to and from the FCI by FCI personnel who will use it during their normal work hours. Occasional and non-regular visits by outside state and local law enforcement personnel or Department of Justice officials to the Center will generate a very small number of additional trips to and from the site. The existing road network is more than adequate to service the traffic. (EA, p. III-3).



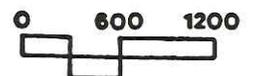
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CITY OF SHERIDAN

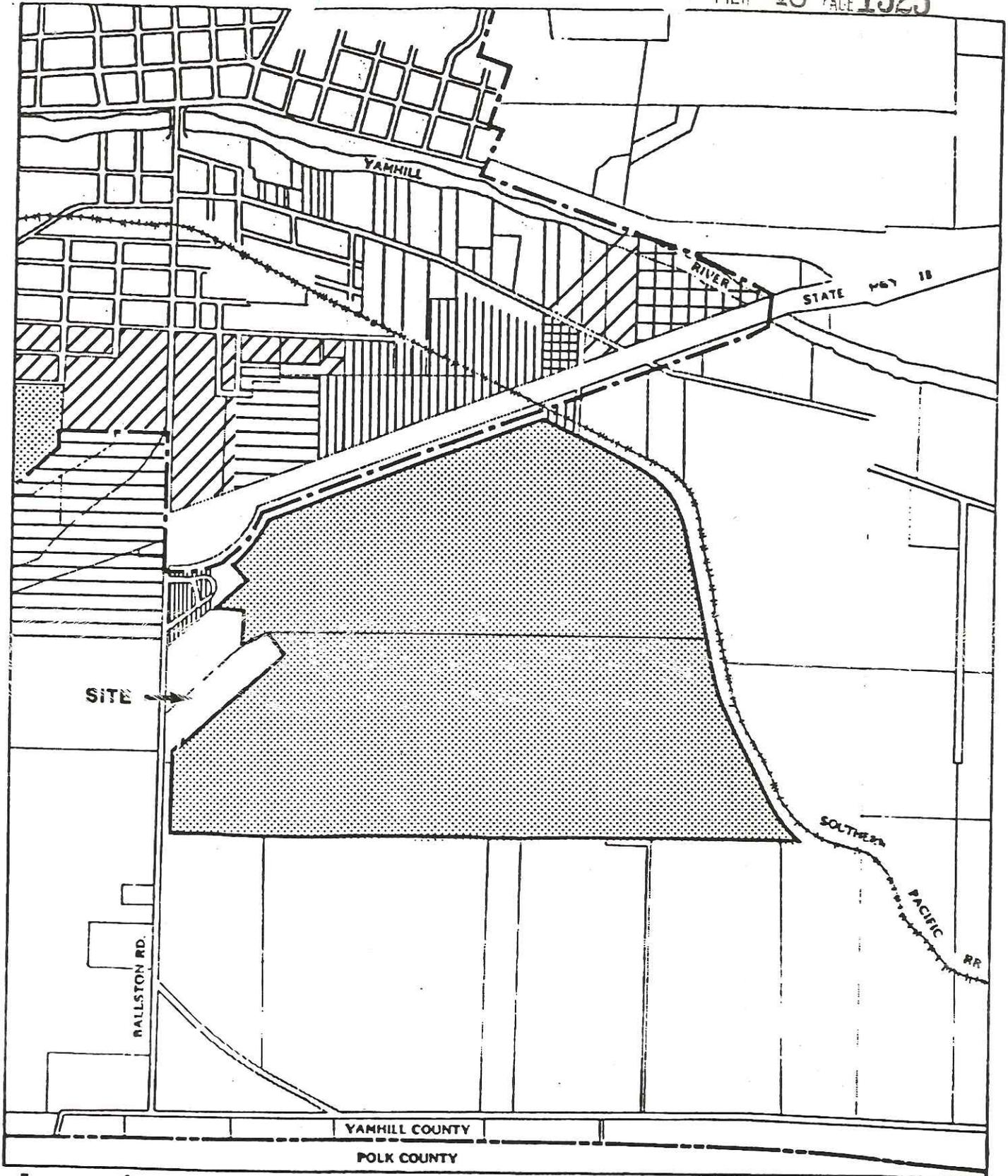
-  PUBLIC FACILITY
-  COMMERCIAL
-  LIGHT INDUSTRIAL
-  RESIDENTIAL
-  SEE CITY OF SHERIDAN

YAMHILL COUNTY

-  AGRICULTURE/FORESTRY LARGE HOLDING
-  LIGHT INDUSTRIAL
-  PUBLIC ASSEMBLY/INST.



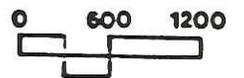
Existing
Comprehensive Plan



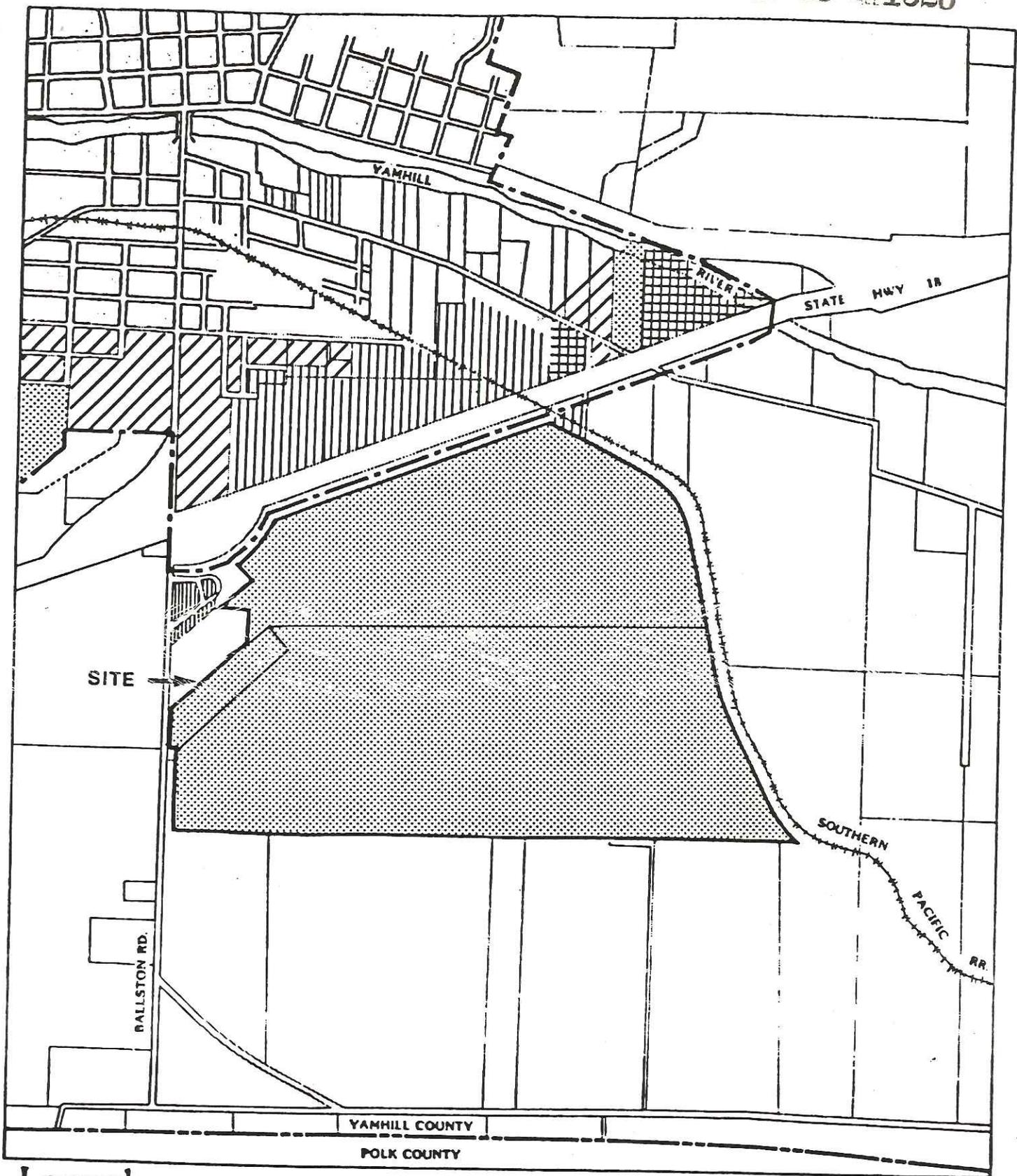
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- CITY OF SHERIDAN
- PUBLIC FACILITY
- COMMERCIAL
- LIGHT INDUSTRIAL
- RESTRICTED RES.
- SEE CITY OF SHERIDAN ZONING MAP

- YAMHILL COUNTY**
- EFU DISTRICT (EF-40)
 - AFLH (AF-20)
 - LIGHT INDUSTRIAL
 - RECREATION COMMERCIAL
 - PUBLIC ASSEMBLY/INST
 - VERY LOW DENSITY RES

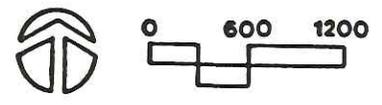


Existing Zoning

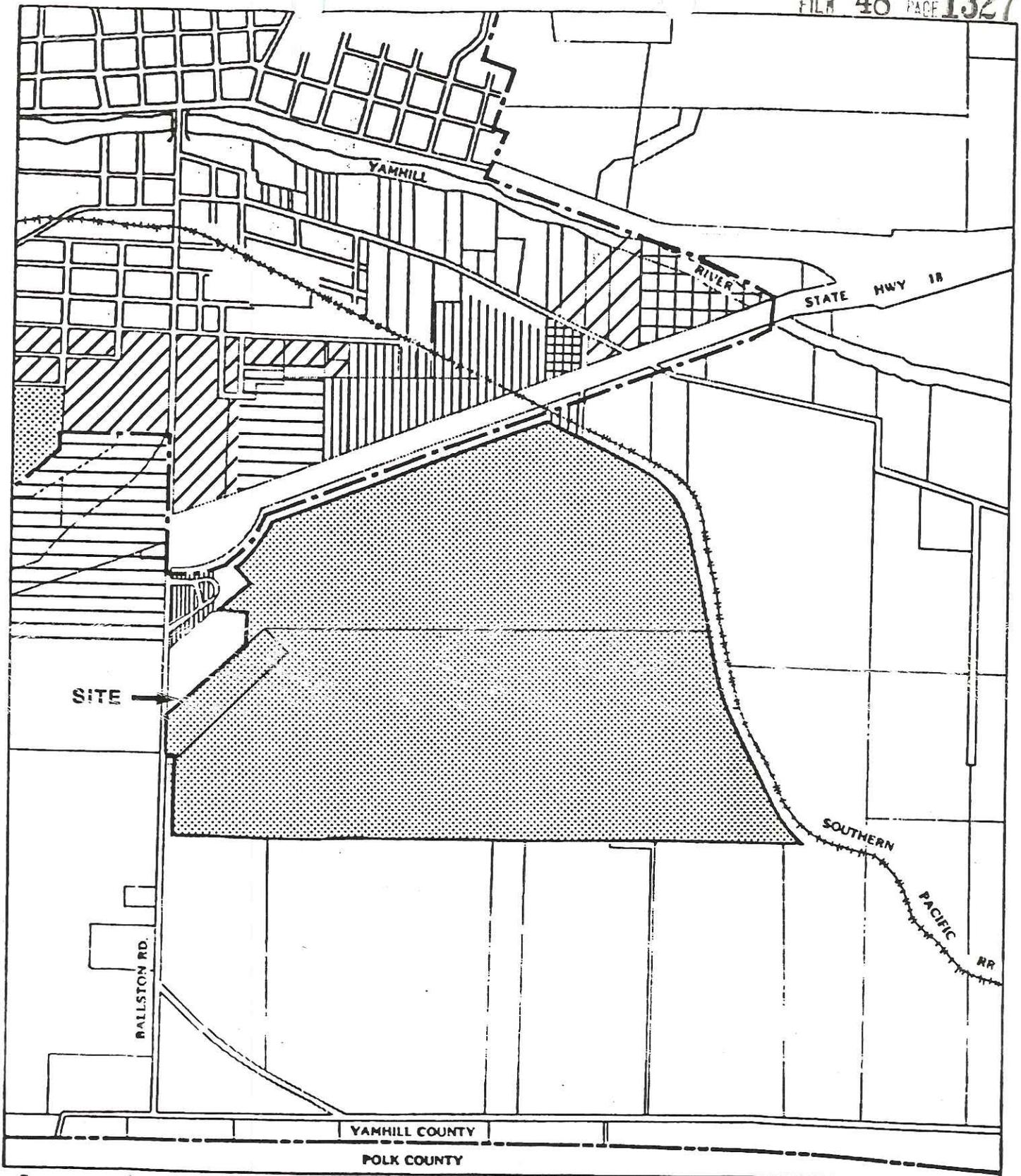


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- | | |
|----------------------|---------------------------------------|
| PUBLIC FACILITY | AGRICULTURE/FORESTRY
LARGE HOLDING |
| COMMERCIAL | LIGHT INDUSTRIAL |
| LIGHT INDUSTRIAL | PUBLIC ASSEMBLY/INST. |
| RESIDENTIAL | |
| SEE CITY OF SHERIDAN | |



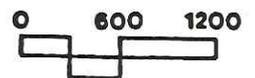
Proposed
Comprehensive Plan



Legend

- CITY OF SHERIDAN
- PUBLIC FACILITY
- COMMERCIAL
- LIGHT INDUSTRIAL
- RESTRICTED RES.
- SEE CITY OF SHERIDAN ZONING MAP

- YAMHILL COUNTY**
- EFU DISTRICT (EF-40)
 - AFLH (AF-20)
 - LIGHT INDUSTRIAL
 - RECREATION COMMERCIAL
 - PUBLIC ASSEMBLY/INST
 - VERY LOW DENSITY RES



Proposed Zoning

B. Site Characteristics**1. Topography**

The site is essentially flat. The proposed project will require no modification to the existing site topography. (EA, p.III-1).

2. Soils

According to the Soil Survey of Yamhill County, the soil type on the eastern portion of the site where the Training Center is to be located is classified as Amity Silt Loam (Am). The soil on the western half of the site, which will remain undisturbed, is Dayton Silt Loam (Dc). Amity Silt Loam is a Class II soil. Dayton Silt Loam is a Class III soil.

a. Amity Series

The Amity series consists of somewhat poorly drained soils that formed in mixed old alluvium. These soils are found on broad valley terraces with slopes of 0 to 2 percent. The ground elevation ranges from 150 to 200 feet. Amity soils are used for vegetable crops, small grain, hay, and pasture. They are also used for recreation, wildlife habitat, and homesites.

b. Dayton Series

The Dayton series consists of poorly drained soils that formed in old alluvium on the Willamette Valley terraces. These soils are limited in depth by a very firm clay subsoil. The ground elevation ranges from 150 to 200 feet. Dayton soils are used for grass seed, spring grain, hay, pasture, and wildlife habitat.

3. Vegetation

The site is primarily non-productive agricultural land with the exception of the existing house, garage, and yard at the east of the property. The land is now mostly unmanaged pasture. Several clusters of Oregon Ash intersperse the agricultural land. The home site is surrounded by conifers and ornamental deciduous trees including Oak and Black Walnut. These trees will not be disturbed by the proposed project. (EA, p. II-5).

4. Drainage and Runoff

The site is located within the watershed of the South Yamhill River, one of the principal drainage systems in Yamhill County. A field survey of the subject property has revealed no water bodies on the site.

The Flood Insurance Rate Map produced by the Federal Emergency Management Agency that includes the subject property (Community Panel #410257 0002 C) shows that the proposed Staff Training Center is located outside of the 100-year and 500-year flood plain of the South Yamhill River.

5. Current Land Use

The majority of the 8.2 acre site is mostly agricultural land no longer in production. The eastern end of the property is developed with a large house and garage. The house is currently being used as a temporary construction office for the FCI.

C. Existing Services and Facilities

1. Water and Sewer

The City of Sheridan currently provides water and sewer service to the Sheridan FCI. The proposed Staff Training Center will tie into existing City water and sewer lines on the FCI site. The capacities presently available to the FCI are adequate to serve the limited needs

of the Training Center.

2. Fire Protection

The subject property is located within the service area of the Sheridan RFPD. Since the proposed project involves renovation of an existing structure only, no increased demand for fire protection service is anticipated.

3. Police Protection

The subject property is currently within the jurisdiction of the Yamhill County Sheriff's Office. However, it is anticipated that it will be annexed to the City of Sheridan and the City of Sheridan Police Department will ultimately assume jurisdiction for police protection services.

The Sheridan Police Department is located approximately one mile north of the subject property. Police staff consist of three full-time officers and eight reserves.

Federal law enforcement personnel who will be at the FCI at all times will also take the lead for overall security of the facility. (EA, p. III-5).

4. Schools

The project site is located in the Sheridan School District. The District operates Faulconer Grade School, Chapman Grade School, and Sheridan High School. The operation of the proposed Training Center will not require an influx of additional personnel and their families to the area. The Sheridan School systems will not be impacted by the proposed Training Center. (EA, p. III-2).

5. Miscellaneous Services

Electricity, natural gas, telephone, and solid waste services are all available at the FCI site. Presently, natural gas is not used as an

energy source on the site. The operation of the Staff Training Center will not increase demand for these services. The existing structure has been in use for many years, first as a residence, and recently as a construction office. The Staff Training Center is expected to require approximately the same levels of these services as has been provided in the past.

III. CONCEPTUAL DEVELOPMENT PLAN

A. Plan Description

The Bureau of Prisons has purchased the 8.2 acre homesite adjacent to the Sheridan FCI and proposes to convert the existing home and garage, and the land into a Staff Training Center for Sheridan FCI personnel in support of the Institutes' operations.

The facility will make full use of the existing structures and will require no additional structures to be constructed. An extensive interior remodel of the home will be necessary. The remodel will consist of providing segregated restroom facilities both up and down stairs, converting the downstairs into a reception area and offices, and the upstairs into classrooms. The attic will continue to be used for storage.

The garage would only be partially remodeled for informal indoor/outdoor gatherings, and also to provide room for physical fitness training classes.

The remaining farm acreage will be developed with a baseball diamond, outdoor courts for volleyball, and lawn tennis.

The access drive to the existing house will be widened and covered with gravel. An additional 50 parking spaces will be provided in front of the house. No existing trees will be removed in order to accommodate parking facilities. (EA, p. 1-2).

B. Adequacy of Services and Facilities

1. Water and Sewer

Significant water and sewer service improvements are being made in the area in order to serve the Sheridan FCI facility. These include extension of a 14-inch water line which provides a water capacity of 375,000 gallons per day, and construction of an additional 28-acre sewage lagoon to treat waste water from the FCI site.

The proposed Staff Training Center will be linked to the FCI's water and sewer system. The demands placed on the system by the training facility will be minimal and well within the capacity of the existing FCI system.

2. Fire Protection

The proposed Staff Training Center does not require the construction of any new structures. Improvement of the existing structures will be interior only. The existing structure is already within the jurisdiction of the Sheridan RFPD. The proposed Staff Training Center represents no added burden to fire protection services in the area.

3. Police Protection

The proposed Staff Training Center would add to the responsibilities of the City of Sheridan Police Department once the site is annexed. However, the Training Center will also become a part of the FCI complex. The Bureau of Prisons will take the lead in maintaining on-site security for this portion of the complex, as they have for the remaining portions of the complex which house prison inmates.

4. Schools

The proposed Staff Training Center is expected to have no impact on the Sheridan school system.

5. Miscellaneous Services

The proposed Staff Training Facility is expected to have no significant impact on Electrical, Natural Gas, Telephone, or Solid Waste services. The single family home on the site has consumed these services for a number of years. The proposed Staff Training Center is expected to have a similar level of demand for these services as the single family home.

IV. REGULATORY ISSUES

A. UGB Amendment Criteria

The City of Sheridan and Yamhill County have adopted an Intergovernmental Agreement to govern the management and change of the acknowledged Sheridan UGB. The Intergovernmental Agreement states that change of the UGB shall be based upon consideration of the following factors:

1. Demonstrated need to accommodate long-range urban growth requirements;
2. Need for housing, employment opportunities, and liveability;
3. Orderly and economic provision of public facilities and services.
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic, and social consequences;
6. Retention of agricultural land until needed for development; and,
7. Compatibility of proposed urban uses with nearby agricultural activities.

This section contains findings to address the seven factors for a UGB amendment.

Factor 1: Demonstrated need to accommodate long-range urban growth requirements.

The staff at the Sheridan FCI are responsible for managing the inmates at the 250-bed minimum security Federal Prison Camp and the 500-bed medium security Federal Correctional Institution. Adequate training of the staff to manage the prison population must be carried out on an on-going basis in order to train new personnel,

and to upgrade and refine the training of existing staff.

In order to efficiently manage the entire complex, all facilities necessary for management of the facility are being located in close proximity to the FCI. There is no adequate space within the existing complex to house the Training Center. The existing single family home adjacent to the site meets the long-term needs of the FCI staff, and it is an efficient use of the subject property. Due to its close proximity to the FCI complex its continued use as a residential site is unsuitable.

Factor 2: Need for housing, employment opportunities, and liveability;

The proposed UGB amendment and proposed use of the site will have no impact on housing or permanent employment opportunities in the area. The proposed Staff Training Center will be staffed by existing FCI personnel. No additional permanent employment opportunities or demand for housing will be generated by the proposal. Temporary construction jobs for the interior remodel of the existing single family home and garage will be created by the proposal.

The liveability of the Sheridan area will be generally enhanced by the proposed annexation and development. The proposed use of the site as a Staff Training Center is an efficient use of the land. The proposed use will not unduly burden City services and will not generate any unnecessary traffic to and from the site, as would be the case if the training center was located away from the FCI.

Factor 3: Orderly and economic provision of public facilities and services.

The proposed Staff Training Center site can be served with public facilities and services that are in the process of being extended to the existing FCI complex, as described above. The Staff Training Facility will not require the expansion of any public service or public facility supplied by the City of Sheridan.

Factor 4: Maximum efficiency of land uses within and on the fringe of the existing urban area;

An Urban Growth Boundary facilitates land use efficiency by encouraging more compact development within its boundary, and by reducing speculative pressures on resource lands outside of the boundary. A UGB also functions to separate urban and resource land uses and thereby minimize conflicts.

The proposed Staff Training Center site is a logical extension of the Urban Growth Boundary. The amendment would allow for the efficient use of a property which is no longer suited for its prior use as a farm dwelling due to the siting of the FCI complex on adjacent parcels.

The proposed amendment will also not cause conflicts with nearby agricultural land uses. The subject property is no longer in production, and is also effectively isolated from other productive acres. It is surrounded on two sides by the FCI complex. To the north is the Green Crest Cemetery property. Ballston Road separates the site from agricultural lands to the west. Further, the proposed use will not generate additional traffic or demand for other urban land uses which may conflict with agricultural activities in the area.

Factor 5: Environmental, energy, economic, and social consequences;

a. Environmental Consequences

The proposed Staff Training Center will not have a significant Impact on the Environment. Documentation of this finding is discussed at length in the Environmental Assessment prepared for the project, and is only briefly summarized here.

The Training Center would make use of an existing structure. No other structures would be required. No natural development limitations, such as flood plains or steep slopes affect the site either. Due to its close proximity to the FCI, the Training Center can be

linked to public sewer and water services already being provided to that site. Given these conditions, no significant alteration of the landscape will be necessary.

b. Energy

The single family home on the subject property has been consuming energy resources for many years. Operation of the structure as a Staff Training Center will not increase the demand for energy resources above what is typically demanded for a single family home. No modification to the existing transmission lines is expected. (EA,p.III-3).

The proposed site will also not generate additional vehicle trips for staff personnel. The training facility is to be used predominantly by on-duty personnel. Due to its close proximity to the FCI, there will be no need to drive to and from the Training Center.

c. Economic and Social Consequences

The proposed Staff Training Center will have few if any economic or social consequences to the City of Sheridan or Yamhill County. Operation of the Staff Training Center will be managed by Bureau of Prison personnel already in the area or planned to be in the area as a result of the construction of the FCI. No additional personnel and their families will be moving into the area as a result of this project. As a result, no additional direct or indirect jobs are anticipated, nor will there be any additional demand placed on the school system or other social services in the area.

Factor 6: Retention of agricultural land until needed for development.

The site proposed for development of the Staff Training Center is productive agricultural land. Soils are predominantly Class II and III.

Productive agricultural soils are not unique to this site. Approximately 95-percent of the land within the City limits of

Sheridan consists of Class I-IV soils and lands adjacent to the City are also suited to agricultural use. It is recognized that agriculture continues to be a significant component of the local economy and the City and County are committed to the retention of agricultural lands for production until it has been demonstrated that the land is needed for development.

It has been demonstrated that the site adjacent to the northwest corner of the Sheridan FCI complex is needed for the specific use of the Bureau of Prisons. The efficient management of the complex requires that there be a training facility, and that the facility be in close proximity to the FCI. The proposed site meets these criteria. No other property within the existing urban growth boundary is able to meet these criteria.

Factor 7: Compatibility of proposed urban uses with nearby agricultural activities.

Use of the proposed site for a Staff Training Center will be compatible with nearby agricultural land uses. The subject property is no longer in production, and is also effectively isolated from other productive acres. It is surrounded on two sides by the FCI complex. To the north is the Green Crest Cemetery property. Ballston Road separates the site from agricultural lands to the west.

Further, the proposed use will not generate any additional traffic or demand for other urban land uses which may conflict with agricultural activities in the area.

B. Exception Criteria

The purpose of this section is to address the Exception Criteria set forth in Goal 2, Part II as amended by the 1983 Oregon Legislature and implemented by the Department of Land Conservation and Development through OAR 660-04-000.

The Exception Criteria contained in Goal 2, Part II are:

1. Reasons justify why the state policy embodied in the applicable goals should not apply (This factor can be satisfied by compliance with the seven factors of Goal 14).
2. Areas which do not require a new exception cannot reasonably accommodate the use;
3. The long term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and,
4. The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

The exceptions criteria overlap with the seven factors to be considered for a UGB amendment. This section contains a discussion of the exception criterion which has not already been adequately addressed under the UGB Amendment Criteria.

Criteria #3: The long term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site.

The site for the proposed Staff Training Center is immediately adjacent to the existing FCI complex. As has been mentioned, it will be used predominantly by FCI staff during their regular work shifts.

The proposed site for the Staff Training Center has three unique advantages that other properties outside of the Urban Growth Boundary do not:

- a. The site can be connected to existing City water and sewer service

without expansion of the existing systems.

- b. Employees using the training facility will not have to make any additional vehicle trips to travel from the FCI complex to the training facility. Therefore, there will be no additional strain on the public roads system.
- c. The only significant improvements necessary to make the Training Center operational are an interior remodel of the existing house and a garage, the construction of a gravel parking lot, and the widening of the existing driveway to accommodate two-way traffic. No additional structures or additional modifications to the topography of the site are necessary.

C. City of Sheridan Comprehensive Plan

The Land Conservation and Development Commission (LCDC) acknowledged that the City of Sheridan Comprehensive Plan was in compliance with the Statewide Planning Goals in July of 1980.

A change of the acknowledged Urban Growth Boundary (UGB) is considered an amendment to both the City and County Comprehensive Plans. Therefore, this UGB amendment is reviewed for consistency with the goal and policy direction provided in the City of Sheridan and Yamhill County Comprehensive Plans.

Each goal in the Sheridan Comprehensive Plan is supported by numerous policies which provide more specific direction and guidance for compliance with the goal. The following is a listing of each goal and appropriate policies, with findings provided to explain why the proposed UGB change and plan amendment is consistent with the goal or policy. Policies contained in the Plan but not referenced here are not considered applicable to the proposal.

1. Land Use Planning

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.

Findings: The City recently finalized its Periodic Review Order and sent it to the Department of Land Conservation and Development for final review. The need for the Staff Training Center was not included in the Periodic Review Order because the Bureau of Prisons had not identified the need for a Staff Training Center until after the City had completed its' Periodic Review.

2. Agricultural Lands

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

Findings: Agriculture is an important component of the economy of Sheridan. Approximately 95% of the land area within the existing UGB consists of SCS Class I-IV agricultural soils. An estimated 100 acres within the existing UGB are actually devoted to agricultural use. (Sheridan Comprehensive Plan, p. 11).

The area proposed to be included within the Sheridan UGB consists of predominantly Class II and III agricultural soils. However, based on an analysis of need and the lack of sites within the existing UGB suitable for the location of a training center, it is appropriate to designate the agricultural soils on the project site for the unique and specific development of a Staff Training Center.

Policy 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.

Findings: As documented in Section III(B) of this report, the area

proposed to be included within the Sheridan UGB can be served with urban facilities and services that are being extended to serve the adjacent FCI.

Policy 3: The City shall encourage Yamhill County to restrict commercial and residential development outside the Sheridan Urban Growth Boundary.

Findings: Sheridan and Yamhill County have historically discouraged expansion of the UGB south of Highway 18 to accommodate commercial or residential development.

This UGB amendment is consistent with this policy. Only public facility/institutional land uses are proposed for the subject property.

3. Open Spaces, Scenic and Historic Areas and Natural Resources

Goal 1: To conserve open spaces, and preserve natural, scenic and cultural resources.

Findings: As a component of the EA process, a partial archaeological survey of the 8.2-acre Bureau of Prisons site has been completed. The purpose of the survey was to identify any cultural resources known to exist in the project area, characterize the prehistoric and historical development of the general area, and interpret the data in the context of regional developments.

No archaeologically significant areas were found in the immediate vicinity of the proposed Staff Training Center. The existing structures on the site were also not found to be architecturally significant.

The majority of the site will remain as open space in order to provide a recreational area for the staff and will protect a small prehistoric archaeological site on the southwest portion of the property.

4. Water Resources

Policy 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.

Findings: The proposed use will not require an upgrade of the City's water system.

5. Economy of the City

Goal 1: To diversify and improve the city's economy.

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

Findings: The City has identified the Sheridan FCI as a non-polluting, energy-efficient industry that will provide jobs within the community, and has committed to the long-term operation of the facility through a previous similar action. The UGB amendment to provide for a Staff Training Center is consistent with the past actions of the City and this Plan Policy.

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

Findings: The adopted Sheridan Comprehensive Plan illustrates that the anticipated growth pattern for the City is north and west of the existing downtown area. Development patterns in Sheridan are shaped and directed by topographical and floodplain constraints.

Approval of this UGB Amendment will not change the anticipated pattern of growth.

The site proposed to be included within the Sheridan UGB is the preferred location of the Bureau of Prisons because it is located in close proximity to urban development, yet is effectively separated from the city by the physical barrier of State Highway 18.

6. Public Facilities and Services

Policy 2: The City shall not provide water or sewer services to lands outside the urban growth boundary.

Findings: The site preferred by the Bureau of Prisons is currently outside the UGB and the City's jurisdiction. Sheridan is expanding the infrastructure base needed to meet the utility requirements of the FCI. The proposed State Training Center will be able to tie into the City system through the FCI water and sewer system. No expansion of either system is necessary.

Policy 8: Developable areas which are most easily served by public facilities and services shall be identified and promoted as priority development areas.

Findings: See Finding for Policy 2, above.

Policy 13: A high standard of fire protection shall be maintained and expanded as needed.

Findings: The single family home on the subject property is currently within the Sheridan RFPD. Since the proposed project involves renovation of an existing structure only, no increased demand for fire protection service is anticipated.

7. Transportation

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

Findings: The existing transportation network in the area provides adequate access to the site. State Highway 18 is well-maintained and relatively lightly traveled, as is Ballston Road. The road network is sufficient and no new public roads will be required. The utilization of existing public roads will be required. The utilization of existing public roads will maximize the public investment in the existing road network.

Policy 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.

Findings: Ballston Road is under the jurisdiction of the Yamhill County Public Works Department and State Highway 18 is under the jurisdiction of the Oregon Department of Transportation. Both agencies will have an opportunity to participate in this land use decision. It is documented in the EA that both Ballston Road and Highway 18 have more than adequate capacity to accommodate the proposed Staff Training Center with no adverse impact on existing traffic conditions. (EA, p. III-3).

8. Energy

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

Findings: As a Federal agency, the Bureau of Prisons is mandated to use less energy in order to reduce energy costs and conserve energy resources. The facility will be designed to be energy-efficient and will use energy conserving equipment. (Draft EIS for original FCI siting, P.II-1).

9. Land Use and Urbanization

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

Findings: The Staff Training Center requires urban facilities and services; therefore, the development is most appropriately accommodated within an Urban Growth Boundary. Inclusion of the site within the Sheridan UGB will provide for an efficient transition in land uses for the following reasons:

- o The UGB Amendment will only include land designated for public facility uses. Urban residential, commercial, and industrial development will continue to be directed to the north of State Highway 18 within the existing UGB.
- o The training center will be separated from lands committed to agricultural use by the Sheridan FCI on the south and east, Ballston Road on the west, and by the cemetery to the north.

Goal 2: To ensure a compact urban growth pattern.

Findings: Approval of this UGB Amendment will not establish a precedent for a change in the pattern or direction of growth in Sheridan. Urban development will continue to be directed to the north of State Highway 18.

D. Yamhill County Comprehensive Plan

The Yamhill County Comprehensive Plan contains goals which closely parallel the statewide planning goals. A listing of each goal and appropriate policies follows, with finding presented to explain why the proposed UGB/plan amendment complies with the goal or policy. Policies contained in the Plan but not referenced here are not considered applicable to the proposal.

1. Urban Area Development

Goal 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.

Findings: As described above, the proposed training center site is isolated from other resource lands. It can also be efficiently served with existing public water and sewer services.

The proposed amendment is in support of an existing urban industrial use and will not require expansion of many public urban service. The proposed amendment will assure an efficient transition from rural to urban land use.

Policy c: Yamhill County will recognize the lands within established urban growth boundaries as the appropriate and desired location for urban development.

Findings: As summarized in Section IV(B) of this report, the existing Sheridan UGB does not contain a site which is suited to the needs of the Bureau of Prisons.

The preferred site of the Bureau of Prisons is uniquely suited to the proposed use because it is accessible to on-duty FCI staff, and it can be efficiently served with all necessary urban facilities and services.

Goal 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.

Findings: As stated above, there is no site within the existing urbanized area of Sheridan suited to the needs of the Bureau of Prisons. Approval of this UGB Amendment will

not change the direction of urban growth in Sheridan, and sewer and water facilities are already being extended to accommodate the FCI.

2. City Growth and Development

Policy 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.

Findings: Approval of the UGB Amendment will result in a concurrent amendment of both the Sheridan and Yamhill County Comprehensive Plans. Subsequent to the UGB Amendment, the City intends to annex and rezone the lands within the UGB area to Public Facilities. This approach will enable urban facilities and services to be delivered and administered under City policies consistent with the state's land use goals.

3. Agricultural Lands

Goal 1: To conserve Yamhill County's farm lands for the production of crops and livestock and to ensure that the conversion of farm land to urban use where necessary and appropriate occurs in an orderly and economical manner.

Findings: The site of the proposed Staff Training Center is productive agricultural land. Agriculture is a significant component of the local and county economy and Sheridan and Yamhill County are committed to the conservation of farm lands.

However, it is appropriate to convert approximately 8.2 acres of farm land to urban use given the Bureau of Prisons need for a training center adjacent to the FCI;

and, because the site is small and isolated from other agricultural lands.

Goal 2: To conserve Yamhill County's soil resources in a manner reflecting their suitability for forestry, agriculture and urban development and their sustained use for the purposes designated on the County Plan Map.

Findings: The area proposed to be included within the Sheridan UGB includes productive agricultural soils. About 95% of the land within the existing Sheridan UGB consists of Class I-IV soils and virtually all lands adjacent to the UGB are designated as agricultural land.

The soil characteristics of agricultural lands are also typically suited to urban development (gentle topography, well-drained soils).

The site proposed to be included within the UGB is needed and is suited to the unique requirements of the Bureau of Prisons.

4. Public Facilities and Services

Policy a: Yamhill County will coordinate with the cities within its jurisdiction to provide an orderly phasing of water, sanitary sewerage, storm drainage and other public services and facilities within the urban growth boundaries.

Findings: Sheridan possesses the infrastructure base needed to meet the utility requirements of the training center. City water and sewer systems have the capacity to serve its needs. The phasing of water, sewer and storm drainage improvements will be coordinated with Yamhill County and other affected parties.

Policy h: Yamhill County will work with cities within the county, the Yamhill County Historical Society, the Oregon Historical

Society, the Oregon State Museum of Anthropology, the State Historical Preservation Officer, the Heritage and Conservation Administration, and all other interested groups to identify and preserve sites of historic or archaeological interest.

Findings: A Phase I archaeological survey of the 8.2 acre site has been completed. A single prehistoric archaeological site was observed in the southwest portion of the site. The structures to be remodeled on the site are located in the northeast corner. No additional structures are required. Therefore, the prehistoric archaeological site will not be disturbed. (EA, p.II-43)

V. SUMMARY

The Urban Growth Boundary and Comprehensive Plan Amendment described in this report represents a logical extension of the City's UGB, and will provide for an efficient use of the subject property. The amendment and comprehensive plan change have been shown to be necessary in order to support the larger Sheridan Federal Correctional Institution, a facility that the community has embraced as an industry which provides economic and employment opportunities to the area.

The findings contained in this report and the Environmental Assessment demonstrate that the expansion of the UGB to include the subject property, and the subsequent development and operation of a Staff Training Center will not adversely impact the community. The proposed Staff Training Center will make use of existing structures on the site. Only minor site modifications for parking and recreational fields will be necessary. Public services already being extended to the Sheridan FCI will be adequate to serve the Training Center. No public facilities expansions are necessary.

The findings contained in this report also demonstrate that the proposed annexation meets the City's adopted standards for such actions, most notably:

- o The annexation is a timely and economical transition from rural to urban land uses; and
- o The annexation takes advantage of planned expansions of public services;

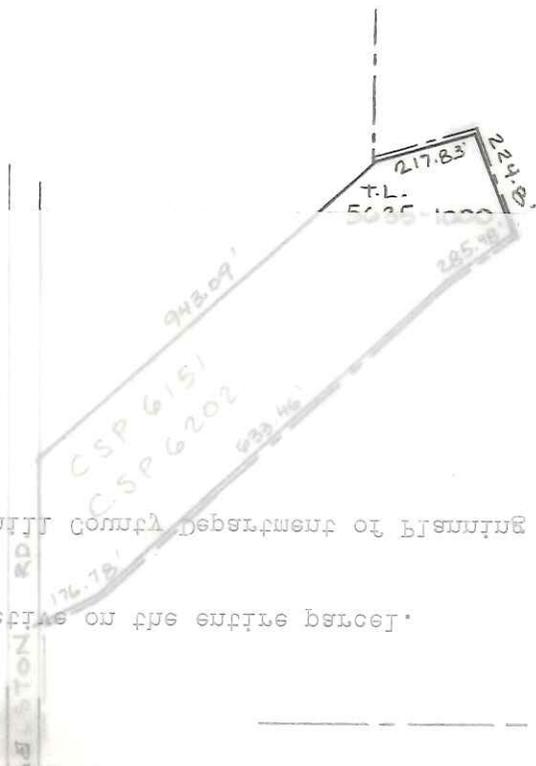
Finally, the findings of this report show that the proposed Comprehensive Plan Change from from a Yamhill County Agriculture Forest Large Holding (AFLH) designation to a City of Sheridan Public Facilities (PF) designation; and, a zone change from EF-40 to Public Facilities (PF) will benefit of the public health, safety, welfare, convenience by providing a needed expansion to the Sheridan FCI in the most efficient and cost effective manner possible.

Given that the Staff Training Center is necessary for the efficient operation of the FCI, and that the subject site has been proven to be the most suitable site for the training center, it is appropriate for the Sheridan Planning Commission

and Yamhill County Planning Commission to recommend approval of an amendment to the Sheridan Urban Growth Boundary and a Comprehensive Plan Change from a Yamhill County Agriculture Forest Large Holding (AFLH) designation to a City of Sheridan Public Facilities (PF) designation for the subject property. It is also appropriate for the Sheridan Planning Commission to recommend approval of a zone change from EF-40 to Public Facilities (PF) for the subject property.

FOR ORDINANCE NO. 484

TO CHANGE THE COMPREHENSIVE PLAN MAP TO ALLOW EXPANSION
OF THE URBAN GROWTH BOUNDARY OF THE CITY OF SHERIDAN ON
TAX LOT NO. 5635-1000



Map prepared by Hamilton County Department of Planning and Development

The change is effective on the entire parcel.