COMPREHENSIVE PLAN

City of Milton-Freewater
PO Box 6/722 S. Main Street
Milton-Freewater, OR 97862

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GOAL 1

Citizen Involvement

In development of the plan which was acknowledged in 1980, the City conducted an extensive citizen involvement program which dated back to 1974.

In plan review and update the Planning Commission and its Citizens Advisory Committee have acted as the main providers, gatherers, and interpreters of citizen input to the process.

The Citizens Advisory Committee was re-activated in March 1986 when the Planning Commission determined that a full examination of urban growth boundary and long term development patterns was necessary for a constructive plan review and update. This committee had members representing private business, public schools, senior citizens, agriculture, and real estate.

The Commission conducted plan review work each month at its regular meetings and additional work sessions as necessary. Members of the Citizens Advisory Committee were involved in all of these meetings and provided input as they felt appropriate.

A special citizen input session was provided with individual notice to all major property owners in the UGB. Overwhelming testimony of all citizens at this meeting was that the UGB should not be expanded or contracted.

All state agencies mentioned in the Plan Review Notice were contacted. They all provided specific information on their area of interest which was reviewed and incorporated into the plan during the Planning Commission work sessions.

The community remains committed to all strong citizen involvement programs and will continue to seek out the interests and desires of its citizens. Subsequent reviews of the plan, tied to the state schedule of Plan Review and Update, will continue to employ appropriate provisions adopted and acknowledged Citizen Involvement Program for Milton-Freewater. This eight point program is presented below:

Table 1-1

City of Milton-Freewater
Citizen Involvement Program

1. Questionnaire in local newspaper (with utilization of responses).
2. Numerous public hearings/townhall meetings (tentatively scheduled on a monthly basis).
3. Update articles in the local newspaper.
4. Information Center - City Planner's Office (in Public Works Office, City Hall).
5. Presentations to local groups (i.e. Chamber of Commerce, Rotary, etc.).
6. Information sessions (informal question and answer periods and project updates) following the monthly planning commission meeting (time permitting).
7. Communication with involved state and federal agencies (in the form of a periodic communique).
8. Incorporating citizen recommendations into the Comprehensive Plan. The Citizen Involvement Committee (CCI) will monitor this closely via attendance at public meetings and working closely with the Planner in charge.

FINDINGS, CONCLUSIONS, AND POLICIES

Finding 1-A: Citizen involvement is important to all phases of plan development and revision.

Policy 1-A-1: The City will continue to employ its adopted Citizen Involvement Program. Items used will be selected for their applicability to the action and issues being considered.

Policy 1-A-2: The Planning Commission shall function as the Committee for Citizen Involvement. The Commission may appoint persons to advisory committees as the need arises.

GOAL 2

Land Use Planning

THE PURPOSE OF A COMPREHENSIVE PLAN

The Comprehensive Plan presents the official goals and policies concerning land use in the City of Milton-Freewater. It addresses all phases of land development, public facility service, and resource utilization within the City and it's urban growth boundary area.

But, what is the "comprehensive plan"? A comprehensive plan for the development of a city and its surrounding area is essentially a statement of local public policy intended to encourage orderly community growth. As a policy statement, it provides a framework for public agencies and private citizens who, by their individual decisions, programs, and projects, are shaping and building the community.

The plan should not be regarded as an exact blue print for future development, but rather as the envelope within which variety is both possible and encouraged. Thus, the main purpose of a comprehensive plan is to bring over-all balance and harmony to the different elements of the community as it grows and changes over the years.

The Comprehensive Plan is also the basis for all implementation actions such as zoning and land development ordinances. All land use regulations instituted by the City must be in compliance with the Comprehensive Plan.

In order to properly manage and encourage growth, it is essential that goals and objectives be spelled out. They should take into account the land needs of different urban activities, how they are interrelated, the requirements of traffic circulation, the need for expanded public facilities, and other matters that may influence future development. Most importantly, they must be formulated in the public interest, have reasonably wide-spread support in the community, and be coordinated with other units of government. Previous studies in Milton-Freewater have considered many of the problems and factors relevant to the community's development. This plan seeks to bring together, refine, and update the results of the earlier studies by organizing the information within the framework of the Statewide Planning Goals.

NEED FOR THE PLAN

There are many reasons to develop a comprehensive plan. Some of the more obvious and important reasons are as follows:

- Orderly extension of urban services. A long range plan enables a community to plan the location, size, and type of facilities needed for expected growth.

- Centralized urban activities. Long range planning for the location and intensity of the various urban land uses - commercial, industrial, residential, and public facilities.

- Preservation of agricultural land. Land designated in exclusive farm use zones are protected from urban encroachment. Random, haphazard development is not permitted.

- Creation of an urban growth boundary. This process sets apart the rural land from the existing and potential urban land. Compact land use which can be efficiently served with public facilities is the desired result.

- Harmony between and among jurisdictions. Coordinated comprehensive plans insure that neighboring jurisdictions have similar goals in mind. Incompatible development is not permitted. Confusion and disharmony are replaced by cooperation and compatibility.

- Preparation for future city needs. Long range planning attempts to ascertain (within prophetic limits) city growth and development at various times or stages in the future. In this way land for schools and other public buildings can be identified and so designated long in advance. Project and program costs can be analyzed so that long range funding can be developed.

- State of Oregon requirement for a Comprehensive Plan. The 1973 Oregon Land Use Act, Senate Bill 100, was enacted by the state legislature. It was the latest in a series of actions taken by the State of Oregon to promote comprehensive planning to provide for orderly growth and development, while conserving or preserving the state's resources.

LAND USE PLANNING BACKGROUND

Planning for land use is not a new concept. In Europe and other parts of the world, empires and the great cities have utilized planning for thousands of years. In America, planning for land use has been a reality, especially along the East Coast since the first days of our country's existence. Washington, D.C. and Philadelphia are two examples of "planned" cities. They developed along lines prepared on paper before any ground was ever broken.

In Oregon, formal planning was initiated in 1919 when the state legislature passed a law enabling cities to establish planning commissions and to regulate land uses. Counties were given authority to plan and zone in 1947. Senate Bill 10, passed during the 1969 legislative session, set forth broad goals and objectives for comprehensive physical planning.

Umatilla County adopted a comprehensive plan for the county in 1970. It is currently under revision. In 1973, the Oregon legislature adopted Senate Bill 100 to promote comprehensive land use planning for the entire state. The act created the Land Conservation and Development Commission (LCDC) to guide local and regional comprehensive planning. In late 1974, LCDC conducted many public workshops and hearings throughout the state. The culmination of these efforts are the nineteen statewide planning goals. These goals are the guiding force for present land use planning in 1986.

The City of Milton-Freewater created a planning commission in 1951. A zoning ordinance was enacted in 1954. The first subdivision ordinance was adopted in 1974. Work on the comprehensive plan began in 1975 and was adopted in March 1980. The first periodic review began on December 2, 1985 and is scheduled for completion during 1987.

LAND USE PLAN REVIEW

The Planning Commission reviewed 45 separate proposals to change land use designations. Of the 45, the Planning Commission rejected 13 changes affecting 44 acres. The Planning Commission has recommended that 32 changes be made. These are predominantly minor changes or correction of inadvertent errors in mapping. The following detailed list of findings describe these changes. A summary of the overall effect of these changes demonstrates that there is no significant impact on land use patterns as a result of the changes.

FINDINGS FOR LAND USE CHANGES

#2, 3, 4 Proposed Change -

Comp. Plan : Commercial to Residential
Zoning Ord.: C-1 to R-3

1. These properties are located on Linden Drive; a short residential loop street off S Main.

2. Two of the three properties are occupied by residential uses.

3. The easterly side of Linden Drive is zoned R-3. The street character of Linden Drive is not appropriate for commercial uses.

#5, 6, 7 Proposed Change -

Comp. Plan : Residential to Commercial
Zoning Ord.: R-3 to C-1

1. These properties are located on a triangular parcel at the intersection of S Main, S DeHaven, and Broadway.

2. The parcels have been used as a church and parsonage, but the structures are currently vacant.

3. Current uses and zoning on surrounding parcels fronting on S Main and E Broadway are predominantly commercial or industrial.

4. S Main and Broadway are major arterial streets with width and utilities appropriate for commercial development.

#11 Proposed Change -

Comp. Plan : Public Land to Commercial
Zoning Ord.: PL to C-1

1. This parcel is occupied by a church adjacent to a city park on NW 8th; a state highway.

2. The parcel is improperly designated as PL apparently due to its proximity to the park.

3. The parcel is located at the northerly end of the Freewater business district.

4. Surrounding land use and zoning is commercial with the exception of one block of residential on N Main between NW 7th and NW 8th.

#12, 13, 14, 15 Proposed Change -

Comp. Plan : Residential to Commercial
Zoning Ord.: R-3 to C-2

1. These parcels are located on the north side of NW 8th between N Main and Evans.

2. The current use of the property is commercial and has been for in excess of 20 years.

3. NW 8th is a state highway.

4. These parcels are located at the northerly end of the Freewater Business District.

5. The existing commercial uses are undergoing slow expansion and conversion to residential appears unlikely and inappropriate.

#22 Proposed Change -

Comp. Plan : Residential to Commercial
Zoning Ord.: R-3 to C-2

1. This parcel is occupied by Brinker Brothers Hardware and Lumbe

2. Mr. Brinker testified that he believed the zone for his property

was I-M and he had not been notified of any change which he would have opposed.

3. This commercial use has existed in excess of 50 years.

4. The property is located at the northwest end of the Freewater Business District on NW 8th.

5. The Planning Commission believes this action to be a technical correction required due to an inadvertent mapping error which improperly indicated the zone as R-3.

#23, 24, 25 Proposed Change -

Comp. Plan : Industrial-Manufacturing to Residential
Zoning Ord.: I-M to R-2

1. These parcels are located on NW 5th at Evans.

2. NW 5th is a residential street in a single family neighborhood.

3. Current use of the property is residential.

4. This change is required to protect the residential character of NW 5th.

#26, 27, 28, 29 Proposed Change -

Comp. Plan : Residential and Commercial to Industrial-Manufacturing
Zoning Ord.: R-2 and C-1 to I-M

1. These parcels are located at NW 4th and Evans adjacent to an industrial area.

2. Three of the parcels have no frontage on an improved street.

3. The parcels are unsuited to either residential or commercial development due to their proximity to an active I-M zone and due to the lack of public improvements.

#30 Proposed Change -

Comp. Plan : Industrial-Manufacturing to Commercial
Zoning Ord.: I-M to C-1

1. This parcel is located on NW 5th across from the Community Building and is occupied by offices and studio of KEXI radio station. All frontages west of subject property on NW 5th are zoned and used commercially.

#33 Proposed Change -

Comp. Plan : Residential-Office to Commercial
Zoning Ord.: R-O to C-1

1. This property is located on S Main and is occupied by a Chevron Service Station.

2. The R-O zone is designated to protect existing residential along S Main. This zone is not appropriate to this parcel.

#34, 35, 36 Proposed Change -

Comp. Plan : Residential Office to Commercial
Zoning Ord.: R-O to C-1

1. These parcels are located on S Main and are occupied by a Shell Service Station and small dilapidated cottages located on small lots. The existing residences are not architecturally significant nor have they been in the past. The R-O zone protection is not appropriate to these structures.

#38 Proposed Change -

Comp. Plan : Industrial-Manufacturing to Residential
Zoning Ord.: I-M to R-1

1. This parcel is located on Eastside Road outside the City limits and on the Urban Growth Boundary. It is presently being farmed. No utilities are available.

#39 Proposed Change -

Comp. Plan : Industrial-Manufacturing to Residential
Zoning Ord.: I-M to R-1

1. This parcel is located on Telephone Road outside the City limits and on the Urban Growth Boundary. It is presently being farmed. No utilities are available.

#40, 41 Proposed Change -

Comp. Plan : Residential to Commercial
Zoning Ord.: R-3 to C-1

1. These parcels are occupied by the Post Office and a florist shop. Traffic flows are appropriate to commercial uses.

#42 Proposed Change -

Comp. Plan : Public Land to Commercial
Zoning Ord.: PL to C-1

1. This property is occupied by the Dairy Queen restaurant on S Main Street and is improperly designated as PL.

#43 Proposed Change -

Comp. Plan : Residential to Commercial
Zoning Ord.: R-3 to C-1

1. All contiguous zoning along S Main Street in this area is commercial or public land except for three lots zoned R-3. Property is occupied by a medical office.

#44, 45 Proposed Change -

Comp. Plan : Residential to Public Land
Zoning Ord.: R-2 to PL

1. These are City owned properties occupied by golf course facilities.

Table 2-1

CHANGES IN ZONE ACREAGE

#	PARCEL	ACREAGE	PL	R	R-O	C	I-M
1	T6NR35 35D 2700	23.220					
2	T5NR35 01CC 1400	0.613		0.613		-0.613	
3	T5NR35 01CC 1900	0.120		0.210		-0.210	
4	T5NR35 01CC 1901	0.213		0.213		-0.213	
5	T5NR35 01CC 2000	0.320		-0.320		0.320	
6	T5NR35 01CC 2001	0.040		-0.040		0.040	
7	T5NR35 01CC 2002	0.075		-0.075		0.075	
8	T5NR35 02AA 200	18.000					
9	T5NR35 02AA 300	0.500		0.500			-0.500
10	T5NR35 02AA 400	0.300		0.300			-0.300
11	T5NR35 02AA 1200	0.800	-0.800			0.800	
12	T5NR35 02AB 10500	0.229		-0.229		0.229	
13	T5NR35 02AB 10600	0.021		-0.021		0.021	
14	T5NR35 02AB 10700	0.135		-0.135		0.135	
15	T5NR35 02AB 11700	0.257		-0.257		0.257	
16	T5NR35 02AC 4300	0.138		-0.138		0.138	
17	T5NR35 02AC 4400	0.088		-0.088		0.088	
18	T5NR35 02AC 4500	0.047		-0.047		0.047	
19	T5NR35 02AC 4600	0.115		-0.115		0.115	
20	T5NR35 02AC 4700P	0.196		-0.196		0.196	
21	T5NR35 02AC 4800	0.196		-0.196		0.196	
22	T5NR35 02AC 5100	2.005		-2.005		2.005	
23	T5NR35 02AC 11800	0.063		0.063			-0.063
24	T5NR35 02AC 11900	0.075		0.075			-0.075
25	T5NR35 02AC 11901	0.160		0.160			-0.160
26	T5NR35 02AC 3100	0.597		-0.597			0.597
27	T5NR35 02AC 3200	0.152		-0.152			0.152
28	T5NR35 02AC 3300	0.349				-0.349	0.349
29	T5NR35 02AC 2600P	0.041		-0.041			0.041
30	T5NR35 02AD 11400	0.229				0.229	-0.229
31	T5NR35 02DA 3700P	0.730				0.730	-0.730
32	T5NR35 02DA 3790P	0.138				0.138	-0.138
33	T5NR35 12BA 5200	0.680			-0.680	0.680	
34	T5NR35 12BB 4200	0.189			-0.189	0.189	
35	T5NR35 12BB 4300	0.040			-0.040	0.040	
36	T5NR35 12BB 4400	0.291			-0.291	0.291	
37	T5NR35 12DB 1900	0.339		-0.339		0.339	
38	T5NR35 01 100P	18.312					
39	T5NR35 06 1600	36.580					
40	T5NR35 02DA 6100	0.282		-0.282		0.282	
41	T5NR35 02DA 6200	0.222		-0.222		0.222	
42	T5NR35 01CC 2800	0.174	-0.174			0.174	
43	T5NR35 01CC 4900	0.146		-0.146		0.146	
44	T5NR35 02DD 3301P	0.140	0.140	-0.140			
45	T5NR35 02DD 3200	0.115	0.115	-0.115			
	TOTAL	107.672	-0.719	-3.762	-1.200	6.737	-1.056

During the Comprehensive Plan review process, it became clear that since significant land use issues existed in the area bounded by Elizabeth, Broadway, N. Main and NE 5th Streets. This area, while predominately zoned industrial has a significant area in residential use. Except for the Labor Camp, these residential uses are surrounded by industrial uses and are served by substandard streets. Becasue of the industrial zoning designation, residential owners cannot improve their properties. These owners state that their property values have deteriorated significantly because of the land use restrictions on their property.

In addition, industrial property owners in the area testified at the Planning Commission hearings that they needed expansion room for industrial purposes which was not easily available. Also, there was testimony and debate about proper land use for property fronting Broadway, i.e., should the property remain industrial for expansion of existing industrial businesses, or should the property be designated commercial, the predominant existing use fronting Broadway.

Because of the significant land use conflicts in this area, the planning Commission recommended that an Urban Renewal Agency be established in the City and the City Council concurred by adopting an ordinance empowering an Urban Renewal Agency in the City of Milton-Freewater for the purpose of developing an urban renewal plan for this area. It is the City's intent to begin work on this plan immediately following completion of the Comprehensive Plan and to complete work within 18 months. The procedure for adopting the Urban Renewal Plan is provided for in ORS 457.085 et seq. The procedure requires public involvement, public hearings before the Planning Commission and Council and adoption by non-emergency ordinance of the City Council. Therefore the public involvement goals of the Comprehensive Plan will be met or exceeded. The State Department of Land Conservation and Development will be advised of the status of the plan as it is developed.

Findings:

1. An economic dislocation and deterioration resulting from faulty planning, the existence of inadequate streets, a prevalence of depreciated values, social and economic maladjustment and a growing lack of proper utilization of land resulting in a stagnant and unproductive condition of land potentially useful and valuable exists in the area above described.

2. An Urban Renewal Agency has been created in the City to deal with these problems.

3. The Urban Renewal Plan may call for land uses substantially different from those currently set forth in the Comprehensive Plan.

Policies:

It is the intent of the City to incorporate as part of the Comprehensive Plan any land use changes or other changes required by the urban renewal plan or report in order to carry out the purposes of the Urban Renewal Plan for the area described above. Until the urban renewal plan is adopted the land use designations shown on page 2-31 of the Comprehensive Plan Map shall apply.

THE PROCESS OF COMPREHENSIVE PLANNING

The planning process involves several steps which are outlined and illustrated below:

Step I: Inventory

In this step, all available information on a goal topic is gathered and organized. In the recreation inventory, for example, all recreation facilities and opportunities in the city are catalogued into various categories.

Step II: Assess Needs

The next step is to combine inventory information with projections for the future to decide what amount of service or resources will be needed in the coming years. Recreation needs are determined by projecting population increases, estimating the mobility of the future population, and by trying to anticipate new forms of recreational activity.

Step III: Goals and Objectives

This is the point at which the city views the needs for future resources and developments, and establishes goals which will enable it to meet those needs. Objectives are the individual steps which, over time, will result in completion of the goals.

In recreation, the inventory may indicate that three parks exist in the city. The needs may indicate that six parks are needed within five (5) years. The goal would then be to provide additional parks or recreation areas as the need arises.

Step IV: Policy Formulation

This step sets specific policies which will result in attainment of the goals set in step three. To increase the number of parks, the goal established in Step III, the City policy may be to require new subdivisions to pay a park dedication fee or design open space and park facilities into the subdivision.

Step V: Review and Updating

This step is used to insure that the comprehensive plan is in tune with new times and new situations. By including review and

updating as an integral step in the planning process, the city is stating that the comprehensive plan is not meant to be cast in stone and forgotten. The plan is instead, the foundation of a dynamic process designed to meet the needs of the people which it serves. It cannot, however, be changed at the whim of everyone who may find himself adversely affected by some provision. This would not result in a program which could be relied upon in long range decision making. Therefore, the Planning Commission will conduct an informal review of the Plan on the second anniversary of the adoption of each periodic review order by LCDC. Unless substantial reason exists to undertake full periodic review at that time, formal comprehensive plan review will begin on the fourth anniversary of the periodic review order for the purpose of completing the process by the fifth anniversary.

Amendments to the Comprehensive Plan shall be considered in the same manner as provided in Title 10, Section 10-3-10 of the City Code for a Level IV application.

Application fees shall be the same as provided by resolution of the City Council for a Level IV application.

GEOGRAPHIC SETTING

LOCATION

The City of Milton-Freewater is located at the extreme southeastern edge of the Columbia Basin in northeastern Oregon. The city itself is at an altitude of 1,000 feet above sea level and benefits climatically from the moderating effect of marine air masses moving inland up the Columbia River Gorge.

TOPOGRAPHY

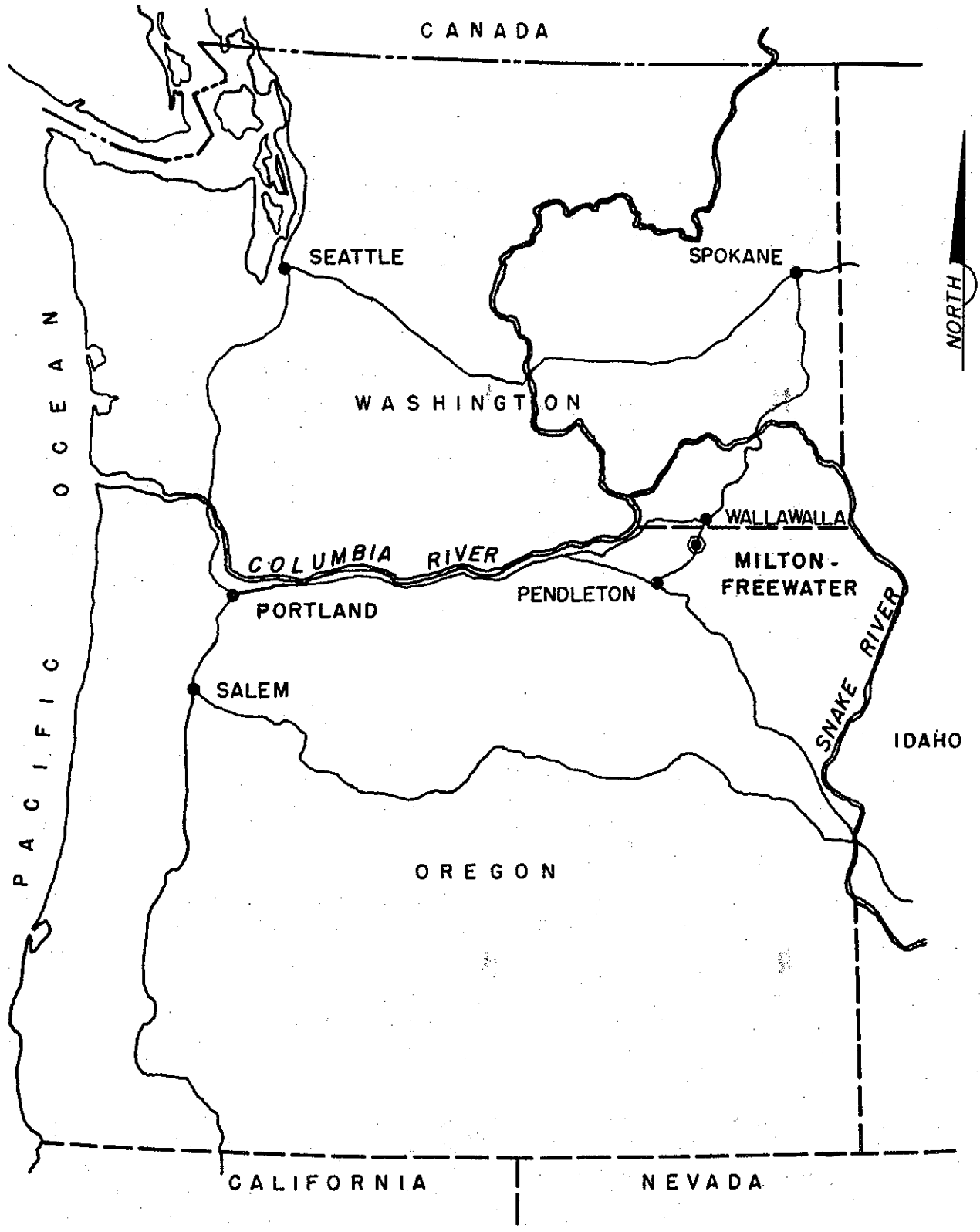
Milton-Freewater sits astride an alluvial fan deposited by the Walla Walla River, the principal stream draining that section of the Blue Mountains located 10 miles to the east and rising to elevations of 5000 to 6000 feet. A high plateau immediately south of Milton-Freewater is the southern boundary of the Columbia Basin. To the north and west of Milton-Freewater a moderately sized basin of land extends 20 miles in both directions reaching to low rolling hills that define the Walla Walla Valley. See the "General Topography" Map 1-4 for elevations within the city limits.

CLIMATE

In general, the climate is continental, but some oceanic storms from the west occur in the winter. The Columbia Gorge is a natural duct through the Coast and Cascade Mountain Ranges for transporting modified marine air from the Pacific Ocean eastward into the Walla Walla Valley. Here it meets and greatly moderates the dry continental air of the Intermountain Region.

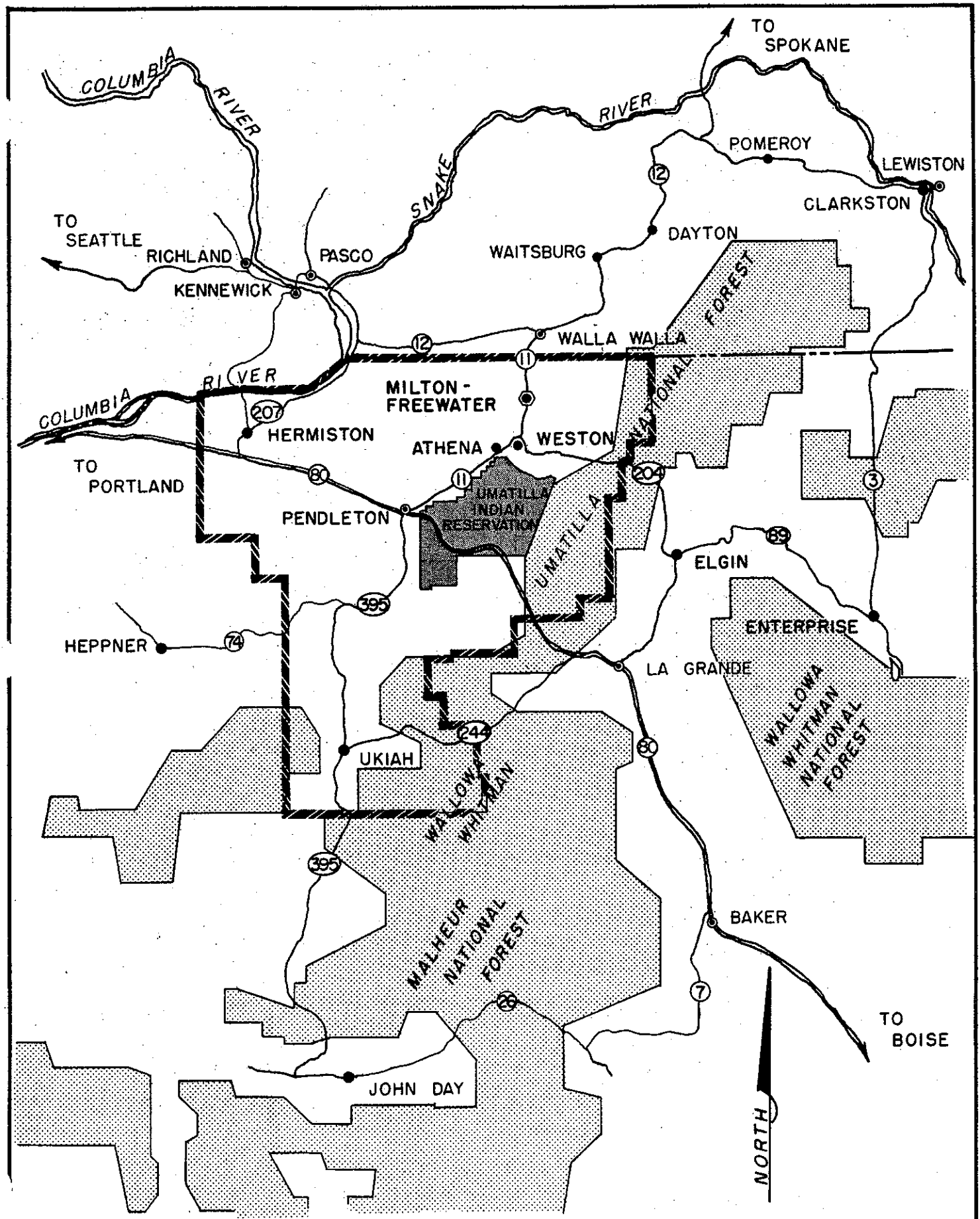
The precipitation falls mainly in the winter; ordinarily 70% falls in the six-month period from October to March. The average annual precipitation for Milton-Freewater for the 29-year period from 1941 to 1970 was 16.01 inches. Approximately 12% of the precipitation falls as snow and seldom does more than a few inches fall at one time. Snow usually melts in a few days. The average annual snowfall for Milton-Freewater from 1941 to 1970 was 20 inches (10 inches of snow = 1 inch of moisture).

According to U.S. Weather Bureau records, the average annual temperature from 1941 to 1970 was 54.1°F. The highest temperature recorded each year is rarely higher than 100°F and the lowest temperature seldom reaches 0°F. The highest temperature ever recorded was 113°F in August 1961. The lowest recorded temperature was -18°F in December 1983. On the average, only two days are below 0°F each year, while 27 days have a temperature recording above 90°F in July and August. A reading below 32°F occurs 42 times each December and January.



NORTHWEST REGION **SCALE 1:350 000**

Map 2-1



UMATILLA COUNTY & SURROUNDING AREA

SCALE 1" = 20MI.

The average annual frost free period - from 1941 to 1970 - was 171 days. The last day of freezing temperature (32°F and below) on the average for the same period was April 21, while the first frost of the fall occurred on October 9.

The annual average amount of possible sunshine (1941 to 1970) was 50%. Only 23% occurred in January, while 85% occurred in July.

The relative humidity ranges from 80% in the winter to 22% in the summer. (July 4 a.m. - 50%, 4 p.m. 22%; January 4 a.m. 80%, 4 p.m. - 78%)

The wind is prevailingly from the south with good air movement through the Walla Walla Valley. Monthly average wind velocity is 6.4 miles per hour.

Source: National Weather Service , U.S. Department of Commerce, Walla Walla, Washington regional office.

GEOLOGY

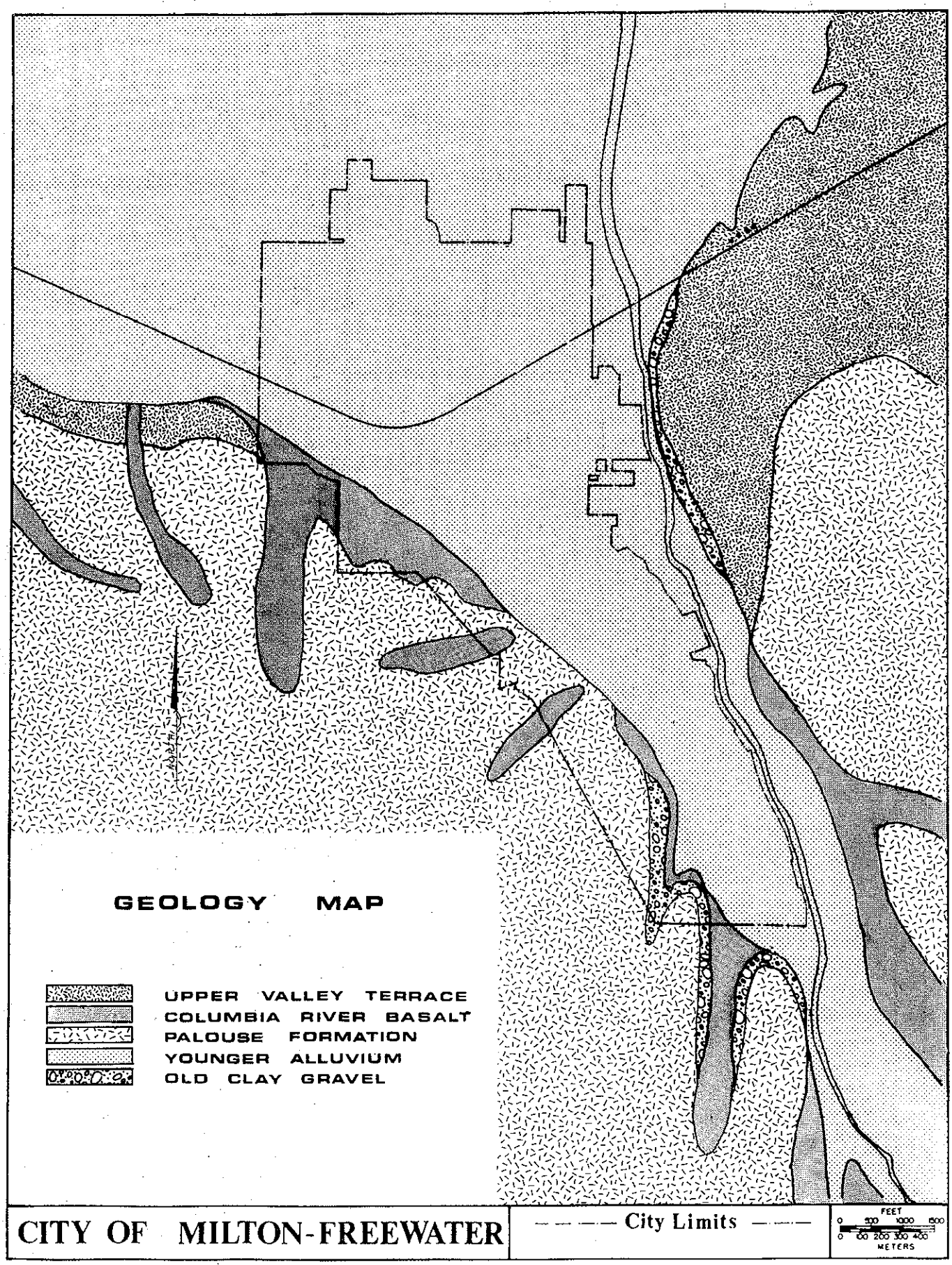
The Walla Walla River basin is a roughly triangular area of about 1330 square miles that extends 45 miles eastward from the Columbia River to the crest of the Blue Mountains in southeastern Washington and northeastern Oregon. The entire basin is underlaid by Columbia River basalt which covers a large area in Oregon, Washington, and Idaho. These old lava flows are the bedrock exposed in the canyons around the periphery of the Walla Walla Valley.

The basalt is overlain by unconsolidated deposits of older and younger alluvium. In the Milton-Freewater area, the Walla Walla River emerges from a steep-sided canyon marked by stair-like edges of stratified basalt flows. The river then passes onto the broad alluvial fan that forms the floor of the valley. The valley floor slopes to the center of the valley near the Whitman Mission site. The alluvial fan is covered with younger alluvium, mainly gravel and silt laid down by present streams.

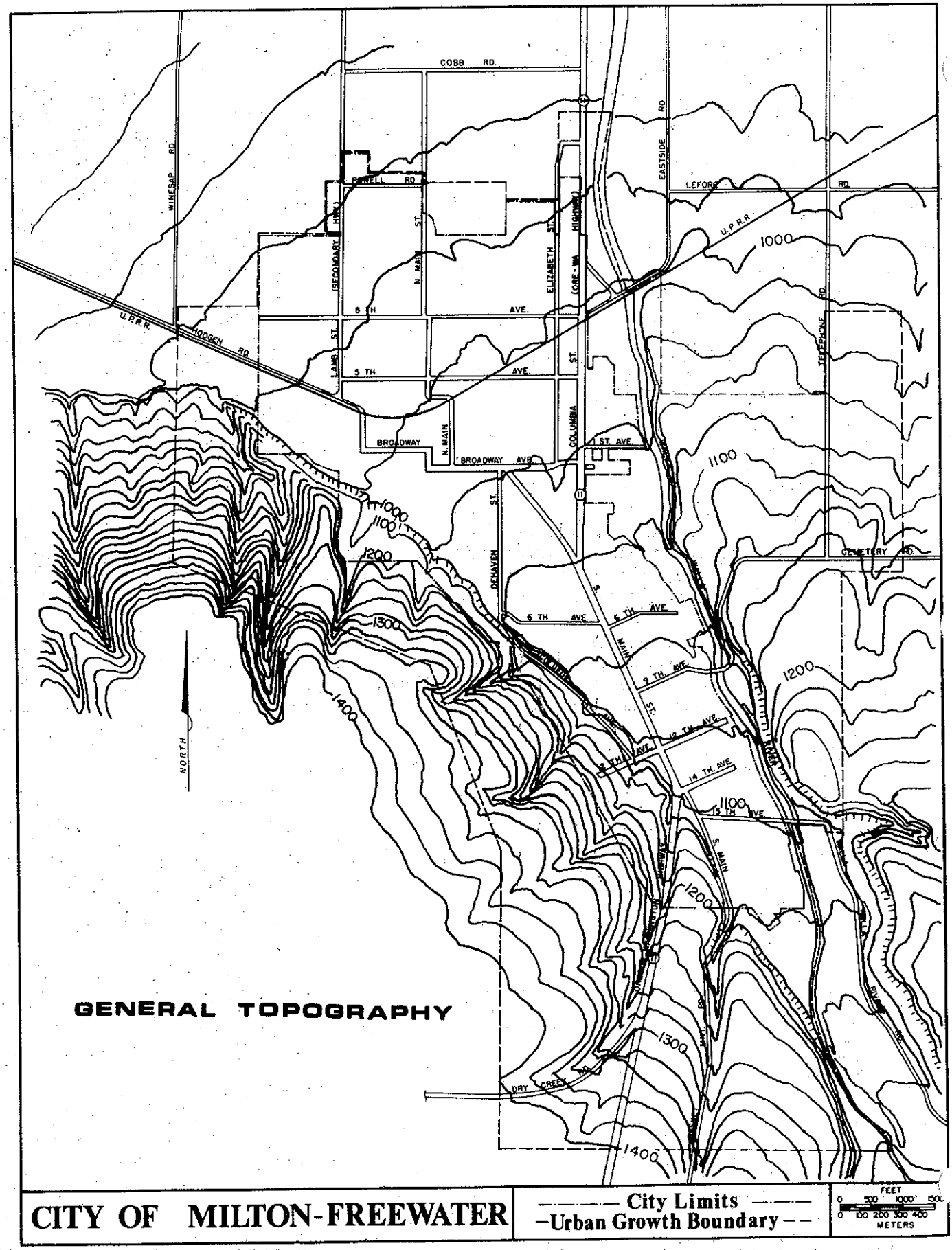
The ground water level in the alluvium is near the surface during much of the year and springs in the swales are fed by ground water whose interplay with the surface streams is evident.

The geology map for the Milton-Freewater area identifies five general types of consolidated and unconsolidated deposits. The igneous rock exposed in the Walla Walla Valley is the Columbia River Basalt, a thick sequence of lava flows. The Palouse Formation is an extensive deposit of loess-material derived from wind blown fine-grained silt. This loess lies directly atop the basalt in much of the foothill and upland land of the Walla Walla Valley.

Alluvium is material deposited on flood plains by streams. In the Milton-Freewater area, the Walla Walla River has deposited a layer of gravel and silt across the alluvial fan or flood plain that stretches out beyond Milton-Freewater to the north for several miles. Older alluvium is mostly silt and sand, while the younger alluvium is gravel


GEOLOGY MAP
UPPER VALLEY TERRACE
COLUMBIA RIVER BASALT
PALOUSE FORMATION
YOUNGER ALLUVIUM
OLD CLAY GRAVEL
CITY OF MILTON-FREEWATER
City Limits
FEET
METERS

Map 2-3


COBB RD.
WINESAP RD.
POWELL RD.
SECONDARY HWY.
N. MAIN ST.
ELIZABETH ST.
CORE - WA HIGHWAY
EASTSIDE RD
LEFORS RD.
U.P.R.R.
HODGEN RD.
LANE ST.
8 TH AVE.
5 TH AVE.
BROADWAY
N. MAIN
BROADWAY AVE
COLUMBIA ST.
1ST AVE.
DENHAVEN ST.
6 TH AVE.
S. MAIN ST.
9 TH AVE.
12 TH AVE.
14 TH AVE.
15 TH AVE.
TELEPHONE RD.
CEMETERY RD.
DRY CREEK
1000
1100
1200
1300
1400
NORTH
GENERAL TOPOGRAPHY
CITY OF MILTON-FREEWATER
City Limits
Urban Growth Boundary
FEET
0 500 1000 1500
METERS
0 100 200 300 400

Map 2-4

and gravelly silt. Deposits of the upper valley terraces are for the most part loess of the Palouse Formation (see above) which was deposited on valley plains, then mixed with streamborned debris. These terraces overlie the Columbia River Basalt in the Milton-Freewater area. The Touchet beds are lake deposits of silt and sand with some gravel. The Touchet beds are more than 100 feet thick beneath the terrace lands in the lower part of the Walla Walla Valley.

Source: Geology and Ground Water Resources of the Walla Walla River Basin, Washington-Oregon , R. C. Newcomb, State Printing Plant, Olympia, Washington, 1965.

SOILS

The most extensive soils in the Milton-Freewater area are the various types in the Yakima series. With the exception of a few relatively small and scattered bodies of other soil types, the Yakima soils occupy the fan-shaped delta north and west of the city.

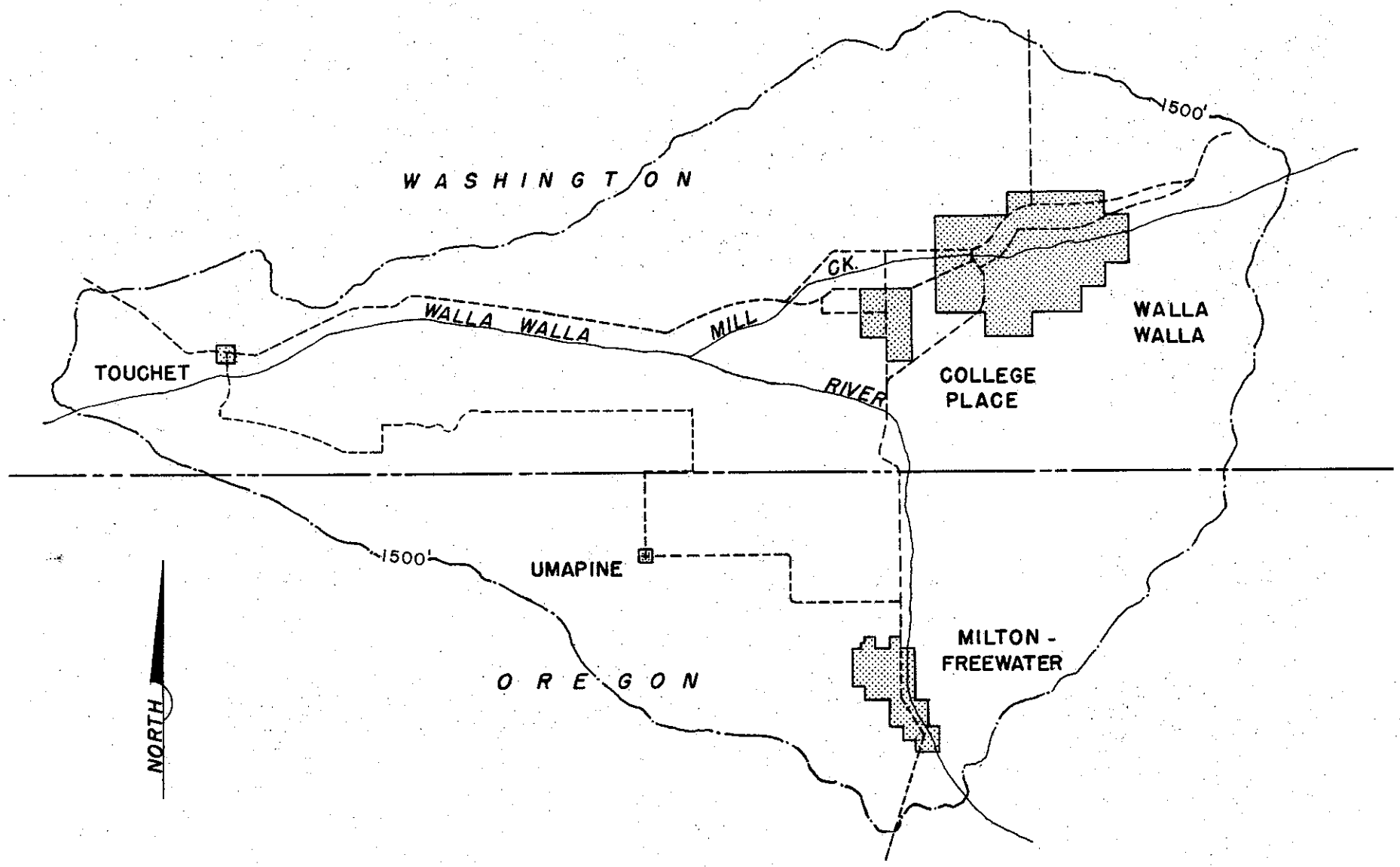
Soil properties may influence urban development in several significant ways. Some soils do not permit efficient operation of septic tanks, and intensive urban development in these areas should be accompanied by the installation of sanitary sewer facilities. Other soils may not permit intensive urban development due to their inability to support concentrated weights.

Percolation and drainage conditions are generally favorable for the operation of septic tanks in the porous soils of the Milton-Freewater area. However, three extensive areas exist in which surface water has become thoroughly polluted to the first impervious layer of soil.

These areas are the entire delta basin, the flat lands in the vicinity of East Side Road, and the valley areas south of the city. Umatilla County Health Department officials note that a reliable supply of pure water can be obtained only from wells that have been sunk to depths below the first impervious layer, usually located between 70 and 90 feet from the surface. In these areas, future septic tank fields are advised to be placed as near the minimum depth of 18 inches as possible in order to allow for maximum evaporation of fluids.

Most soils in the Milton-Freewater area have a bearing capacity of 3000 to 4000 pounds per square foot and soils of the Yakima series may support loads 6000 to 8000 pounds per square foot. These capacities are adequate for the support of urban structures and together with essentially stable sub-soils they permit any foreseeable construction type.

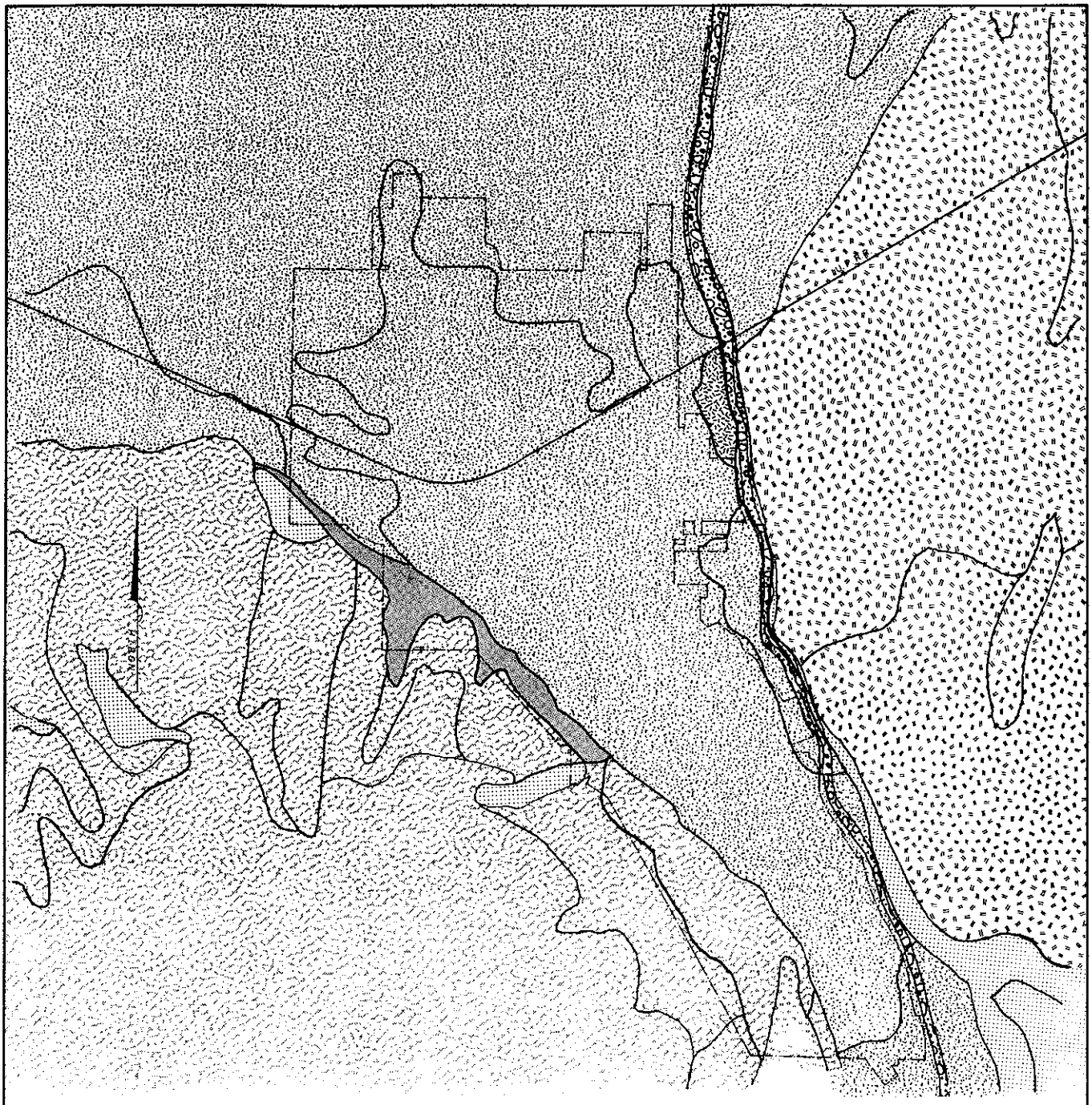
The soil map for the Milton-Freewater area identifies five general soil categories: Walla Walla silt loam, Yakima cobbly loam and Umapine very fine sandy loam, Ritzville silt and sandy loams, Palouse silt loam, and riverwash.



WALLA WALLA RIVER VALLEY

1500' ELEVATION

SCALE 1" = 3 MI.



SOILS MAP

- NANSENE SILT LOAM
- ANDERLY SILT LOAM
- YAKIMA SILT LOAM
- RIVER WASH
- FREEWATER GRAVELLY LOAM
- WALLA WALLA SILT LOAM
- OLIPHANT SILT LOAM
- LICKSKILLET VERY STONEY LOAM

CITY OF MILTON-FREEWATER

City Limits

FEET 0 500 1000 1500
METERS 0 100 200 300 400

Map 2-6

Walla Walla silt loam is a well-drained upland soil that is one of the most extensive and important soils in the area. The land is generally fairly smooth to gently rolling. Practically all this soil is cultivated and wheat is by far the most important crop.

Yakima cobbly loam is a very stony, porous and excessively drained soil. It occurs principally in one extensive body in the delta and former flood plain of the Walla Walla river. Where irrigation is practiced, this soil is especially suitable for the production of orchard and farm crops (i.e. prunes, apples, cherries, tomatoes, melons, and others). It should be noted that there are extensive water rights for land north of Milton-Freewater. It is this combination of soil type and water rights, coupled with adequate water supply from the Walla Walla river and a longer frost free season than for adjacent areas, that explains the existence of the orchard region north of Milton-Freewater.

Umapine very fine sandy loam is used generally for pasture except where irrigation enables barley, wheat, alfalfa, and orchards to be grown.

Ritzville silt and sandy loams are well-drained soil used mainly for production of small grains, peas, and alfalfa. The natural fertility is high and workability is good.

Riverwash consists of areas of narrow irregular strips in the bends of stream channels. This land type consists of sand, gravel, and boulders. Riverwash is subject to seasonal flooding and is used for wildlife habitat and recreation.

The above information describing the general soil types in the Milton-Freewater area was obtained from two sources: Soil Survey, The Umatilla Area, Oregon , W. G. Harper, U.S. Department of Agriculture, 1948; and United States Department of Agriculture Soil Conservation Service "soil interpretation" sheets, 1973-74.

HISTORY

In 1859 Thomas K. McCoy settled on the Tum-A-Lum Creek about three miles north of the present City of Milton-Freewater. In the following year, Tom Ireland opened a hotel at "Cole's Crossing," and by 1860 several families had located along the river and in the "Hudson Bay Country" to the north to begin the early development of the Milton-Freewater area.

Then, as now, agriculture was the principal activity. The early settlers quickly realized the suitability of the well-drained soils of the old alluvial delta for raising fruits and berries. Col. William Parsons writes in a history of Umatilla County that:

> "Milton and Freewater, an adjoining district, practically supply the entire county with fruits and berries of the finest quality; furnish the city of Walla Walla with a great portion of its fruit and berry supply and ship immense quantities to northern Idaho, Washington, Montana, and points still further east."

Col. Parsons notes that fruit from the area was exhibited in the Chicago World's Fair of 1893, in several Spokane exhibitions and the Milton pears brought top prices in the Kansas City market.

The town of Milton first began to take form in the early 1870's. In 1872 W. S. Frazier laid out a townsite, and in the spring of 1873 William McCoy platted an addition to the town. It was in this year that Milton was officially named and the first residence in the town was built. In 1874 Riley Koontz opened a store in Milton where there was already a number of houses, a school, and a blacksmith shop. By 1900, the community possessed a creamery, a cannery, two lumber yards, two planing mills, several flour mills, and a college. It was served by an electric light system, a water works, a public school system and a newspaper.

A map of the town of Freewater was filed with the Umatilla County Clerk in August, 1890, and replaced a plat of "New Walla Walla" which had been filed in the previous year. Together the platted land of these two towns constituted approximately the same land area presently within the Milton-Freewater city limits. Subdivision activity in the Milton-Freewater area continued at a slow but steady pace until the early 1920's when a static period developed which was to last for the next 25 years. Between 1944 and 1950, a number of older subdivision replats and new small parcel subdivision plats were recorded. From 1950 until 1966 no plats of subdivision were filed within the City of Milton-Freewater. The mid 1970's saw renewed residential development.

The cities of Milton and Freewater both went their own way from the late 1800's until November 14, 1950 when the citizens of the two towns voted to consolidate. It was the first time in the history of Oregon that a consolidation proposal was approved. Consolidation was achieved through the dedicated efforts of the Consolidation Committee, formed in September 1944, and later the Consolidation Club formed in 1945.

On February 5, 1951, a planning commission was created, followed on January 25, 1954, by the city zoning ordinance. There were then only three zones: residential, commercial, and industrial. Much later, in 1974, a subdivision ordinance was finally adopted.

Much citizen involvement and long range planning preceded the consolidation election. Citizen participation and major planning efforts surfaced again in March 1959, when the Committee of '59 (named after the year) was appointed by the mayor with the purpose of exploring the needs of the city, presenting findings, and suggesting solutions.

Some major accomplishments deriving from citizen efforts at this time included: bridge construction, municipal swimming pool, sanitary landfill, purchase of land and park development, new fire truck and two million gallon water reservoir. Successful planning and implementation by the citizens of Milton-Freewater were recognized far afield when the city was one of the 1962 winners of the All American City title.

Subcommittees of the Committee of '59 have continued to exist in one form or another to the present. Three additional committees - Commercial District, Industrial Development, and Housing - were created in 1975 to provide citizen input into the evolving comprehensive plan. LCDC Goals and Guidelines were not addressed at this time.

COMPREHENSIVE PLAN DEVELOPMENT

In a very early effort at land use planning, the City commissioned the Bureau of Governmental Research and Service (University of Oregon) to undertake a planning effort. In 1965 the Bureau produced A Proposed Preliminary Comprehensive Plan for Milton-Freewater, Oregon. Ten years later the firm of Jack Jarvis and Associates, Inc. was contracted to study the problems resulting from the two separate commercial districts which developed when Milton and Freewater were competing towns. They produced a document titled Commercial District Relocation and Consolidation Feasibility Analysis, Milton-Freewater, Oregon in April 1975.

Numerous other reports and studies have been completed by citizen groups and public and private agencies over the years. The list can be found in Appendices "A" at the end of this report.

In response to S.B. 100 (The Oregon Land Use Act of 1973), work on the 1980 adopted Comprehensive Plan began in June, 1975, when the City was awarded a grant for $9,500 by the Department of Housing and Urban Development.

In early 1976, the city planning commission created eight general goals for the Comprehensive Plan. Five citizen committees were created to address these eight goals in a fashion similar to the efforts of the Committee of '59. These goals and the committee

reports are included in the appendices.

Reports were submitted and the five committees were united in one on-going review committee. In addition, a citizen involvement program and an agency involvement program were created to facilitate extensive and necessary review of Comprehensive Plan development and implementation.

The Plan was first adopted on May 8, 1978 and was submitted for state review by the Land Conservation and Development Commission (LCDC). The LCDC held its first acknowledgment hearing on the Plan on February 9, 1979. At that hearing, the LCDC reviewed the Plan for compliance with the statewide goals which are listed below for reference in the discussion which follows.

Table 2-2

Statewide Land Use Goals

1. Citizen Involvement
2. Land Use Planning
3. Agricultural Lands
4. Forest Lands
5. Open Spaced Scenic and Historic Areas and Natural Resources
6. Air, Water, and Land Resource Quality
7. Areas Subject to Natural Disasters and Hazards
8. Recreational Needs
9. Economy of the State
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy Conservation
14. Urbanization
15. Willamette River Greenway

Goals 3, 4, and 15 were found to be unapplicable to Milton-Freewater.

The City was found to be in compliance with Goals 1, 2, 6, 8, 9, 11, 12, and 13.

The City was found to need additional time to come into compliance with Goals 5, 7, 10, and 14.

A continuance until May 11, 1979 was ordered for that purpose.

The City responded to the continuance order by adopting an amendment on April 9, 1979 which addressed the incomplete items in Goals 5, 7, 10, and 14. These provisions received very little public comment at the City's adoption hearing. At the hearing before the County Commission for co-adoption, however, considerable objection was raised by persons who objected to inclusion of their property within the Urban Growth Boundary (UGB). At the request of the City, the date of

May 11, 1979 for resubmittal of the Plan to the LCDC was changed to July 1, 1979.

The City deleted certain lands from the UGB and resubmitted the plan for acknowledgment review in July. In October 1979, the LCDC found that the City was in conformance with Goals 1 and 2 and 5 through 13, but was not yet in compliance with Goal 14. The remaining issues related to justification of population projections and urban growth boundary size. The City accepted a 120 day continuance to do this work and submitted the revisions on January 21, 1980. The LCDC held its third acknowledgment hearing for the Plan on March 6, 1980. Acknowledgment of compliance was granted at that hearing.

PLAN ORGANIZATION

INVENTORIES

Statewide planning goals 1-14 are addressed individually in order as listed in Table 2-1. Each section provides a general discussion and an inventory of all available relevant information on the topic. Following the inventory is a section on Findings, Conclusions, and Policies.

FINDINGS

Findings are statements of fact which the City accepts as true based on the information presented in the inventory section. A finding may not be the only information on a particular issue which is presented in the inventory but it is the information which the City formally accepts as pertinent to the issue. The finding statement will control all conclusions and policies which relate to that issue.

CONCLUSIONS

A conclusion presents a statement of position or a deduction which follows logically from the finding. A conclusion will most often be used to present a decision that no action (thereby no policy) is required of the City on a particular issue. Conclusions can also present statements of City intent or interest in a situation beyond City control.

Conclusions are distinguished from Policies in that conclusions do not require an action in the plan or the implementing ordinances.

OBJECTIVES

In the few cases where objectives are used, they are to be taken as statements of intent or direction which guide the development of policies.

POLICIES

Policies mandate action in the plan and/or implementing ordinances on an issue or situation which is within control or jurisdiction of the City. Policies are only adopted in cases where a specific action can be defined and where the City can be defined and where the City can actually insure that the action is achievable through City effort.

FIRST PERIODIC REVIEW

Since acknowledgment in 1980, there has been a considerable increase in the amount of information and the degree of specificity required of a comprehensive plan before acknowledgment is granted. Specifically, detailed public facilities plans and natural and cultural resource inventories are now required.

These additional requirements have a bearing on the City's plan even though it was acknowledged six years ago. This is because the LCDC in 1984 adopted a formal process by which acknowledged plans are periodically brought before the Commission to be reviewed for appropriateness to local needs and conformance with current state standards.

This document constitutes the first full-scale review of the Plan since acknowledgment in 1980. While the review is broad in scope, it is in no way an abandonment of the ideas and decisions developed in the original construction of the plan. The specific major purposes of this update are as follows:

1. Develop a public facilities plan for maintenance and expansion of all public facilities within the existing City Limits.

2. Review the urban growth boundary as it relates to financial and engineering realities of expanding public facilities beyond the existing City Limits.

3. Review existing policies and objectives and modify as necessary to meet current local needs.

4. Review Comprehensive Plan Map to address inconsistencies between the land use designation and the appropriate use of certain properties which have proven to be administrative problem areas.

5. Conduct the Open Space, Scenic, Historic and Natural Resource (Goal 5) inventory process as required by current LCDC standards.

6. Conduct buildable lands inventory and housing needs study (Goal 10) as required by current LCDC standards.

7. Include current census data and other updated inventory information which has been gathered since adoption of the Plan.

8. Generally refine graphics and text of Plan.

R further amendment ?

Finding 2-A: The land use map developed in the 1980 Plan is generally still appropriate. Some minor changes are warranted as detailed in the findings.

Conclusion: The zoning ordinance land use map should be amended to correspond with the comprehensive plan map.

DEVELOPMENT CONCEPT FOR THE LAND USE PLAN

COMMERCIAL

- Expand the central commercial area adjacent to Highway 11.
- Limit future commercial expansion for the old Freewater and Milton downtown sites.

INDUSTRIAL

- Retain sufficient open land at several locations at the edge of the City for future industrial park developments.
- Provide sufficient land around existing industries for their future expansions.

PUBLIC

- Provide for sufficient expansion of public land to adequately serve future growth.
- Expand central recreation area - Yantis Park.

RESIDENTIAL

- Provide sufficient land for all needed housing types including multi-family, mobile homes, modular homes, and site built housing.

GOAL 3

Agricultural Lands

The City of Milton-Freewater is completely surrounded by land presently in agricultural use. There exists a substantial orchard region north of the City. Dry land wheat farms border the City to the east, west, and south. Undeveloped (for urban use) land within the City limits is either presently farmed or has the potential to be farmed. Several steep-sided ravines, along with the steep slopes along the existing and former banks of the Walla Walla River, are the only lands not feasible, due to the steep slope, for agricultural production in and around Milton-Freewater.

In the "Exception to Statewide Goal 3" listed below, it is explained why suitable agricultural land is designated in this Comprehensive Plan for urban land use over time. This farm land in question will continue to be taxed at present zoning and land use due to present limitations on use. To reiterate, "farm land cannot be taxed at a rate based on potential land use".

EXCEPTION TO STATEWIDE GOAL 3 - AGRICULTURE:

The City of Milton-Freewater has included within its urban growth boundary land suitable for agricultural use. The present City limits are completely surrounded by land presently in agricultural use or suitable for agricultural use.

The City has determined through population projections (included within this Comprehensive Plan) that land included within the urban growth boundary will be needed for various urban land uses as the City grows and expands. The City of Milton-Freewater chose to protect orchard lands to the north of the City while included "dry land" wheat acreages within the urban growth boundary. Several small isolated orchards are also designated for future urban development because of present urban encroachment and access to public utilities.

There does not exist sufficient land for urban expansion around Milton-Freewater that is also not suitable and presently utilized for agricultural purposes. The small amounts of wheat land appropriated for urban use will have little, if any, detrimental long term environmental, economic, social, or energy consequences to the locality, region, or state. Future urban uses of wheat land within the urban growth boundary will be compatible with wheat growing activities on wheat land adjacent to, and outside of, the urban growth boundary.

1. Ron Eber, Area Representative, Land Conservation and Development Commission, State of Oregon.

FINDINGS, CONCLUSIONS, AND POLICIES

GOAL: To preserve and maintain agricultural lands.

The City of Milton-Freewater's policy concerning preservation of agricultural land is threefold:

1. Preserve valuable orchard lands north of the City by not including them within the urban growth boundary.

2. Designate relatively minor acreages of agricultural cropland (mainly wheat) for inclusion within the urban growth boundary (UGB) so as to allow sufficient land for urban expansion with concentrated growth (vs. urban and suburban sprawl).

3. Continue to work and plan with Umatilla County to preserve as much suitable agricultural land as possible outside the urban growth boundary. Also, continue to work with Umatilla County to insure rural classification and use for land outside the urban growth boundary and to provide for the great majority of industrial, commercial, and residential development in the Milton-Freewater area to be located with the urban growth boundary.

FINDINGS:

1. Agriculture is essential to the economic base of Milton-Freewater.

2. Soils and temperature patterns make the area immediately to the north of the Urban Growth Boundary especially valuable for orchard uses.

POLICIES:

1. Protect agricultural lands in the Milton-Freewater area by providing for concentrated urban development within the UGB.

2. No further extension of public services and facilities shall be extended beyond the urban growth boundary.

The long range agricultural goal of the City of Milton-Freewater is to insure a compact development pattern while protecting agricultural lands surrounding the City.

OBJECTIVES:

1. Inventory and preserve agricultural lands by adopting exclusive farm use zones (for land outside the UGB).

2. Determine the carrying capacity of the air, water, and land resources.

3. Encourage the county to minimize non-farm uses in exclusive farm use zones in the county.

4. Limit the extent of services, such as sewer and water, into rural farm areas within the UGB.

5. Discourage suburban residential trends outside the urban growth boundary by reduction of density to 19 acre minimum per residence where suitable agricultural land exists, especially for the orchard region north of the City.

6. Only land zoned for farm use should be able to utilize the farm tax exemption. Encourage the state and county to change the present tax structure that permits farm tax exemption for land not zoned in an agricultural zone.

GOAL 4

Forest Lands

While no forest land is located within the City or the Urban Growth Boundary, public and private forest lands in the Blue Mountains have a significant effect on the City. "The Blues" add greatly to the livability of the area in esthetic and recreational ways. The forested front slopes are visible from almost anywhere in the City and camping, hiking, fishing, hunting, snowmobiling, and skiing are all available in the high-land forests 30 to 45 minutes from town.

Economically, the forests provide jobs in the timber industry and natural storage for irrigation water which is so critical to the orchard and row crop agriculture which forms the economic base of the City and its surrounding area.

The forests along State Highway 204 leading to Tollgate Pass (Elevation 5,380 ft.) provide a beautiful setting for many recreational residences. Spout Springs Ski Area is located on Umatilla National Forest land at the top of the pass.

While the City has no direct jurisdiction over management of the Umatilla National Forest or the privately owned forest lands of the Blue Mountains, the many uses of this valuable forest resource are important to the community.

Finding 4-A: No Forest Lands occur within the planning area.

Conclusion 4-A-1: The Forestry Goal does not apply to any land under jurisdiction of this plan.

Finding 4-B: Forest Land in public and private ownership in the Blue Mountains is important to the City as an economic, esthetic, and recreational resource.

Conclusion 4-B-1: It is important that these lands be managed properly to provide continuing supplies of timber, water, recreation, and scenic beauty.

GOAL 5

Open Spaces, Scenic and Historic Areas and Natural Resources

Resources covered under the 12 categories of Goal 5 are inventories in this Chapter as required by the statewide standard of OAR 660-16-000.

The Goal 5 process is composed of three main steps.

First, the resource is described and available information is assembled.

Second, uses which may conflict with the resource are listed and analyzed.

Third, the value of the resource is compared with the value of conflicting uses and a resolution to the conflict is developed.

A particular Goal 5 resource may drop out of the process at Step 1 if it is determined to be unimportant or if there is not sufficient information to make a judgment on its importance.

It may drop out at step two if there are no conflicting uses. In this case it is necessary to adopt a plan policy or zoning provision to protect the resource from development of conflicting uses in the future.

A resource which is important and which is threatened by conflicting uses moves to step three. The relative values of the primary resource and the conflicting uses are then studied. If the resource is of sufficient importance, a plan policy to protect it to the exclusion of all conflicting uses is adopted. If the value of the conflicting uses far outweigh the value of the resource, the conflicts can be permitted to the detriment or even destruction of the resource. Where the resource and conflicting use have significant value, a compromise is reached which recognizes the various values. All protection measures need to be expressed as plan policies and, where appropriate, carried out through Zoning or Development Code standards.

The Goal 5 categories, not all of which apply to the City, are listed on the following page. Resource sites which occur in the City are inventoried separately on standard Goal 5 worksheets which follow. The number circled in the left hand margin of the worksheets shows which level of analysis and protection is afforded to the resource.

Goal 5 Categories

The following Goal 5 category summary is taken from the Bureau of Governmental Research's "Guide to Local Planning and Development" published October 1984.

A. Land needed or desired for open space: Open space includes land in urban areas as well as land used for agriculture or forestry. Open space is defined as any land area that would, if preserved and continued in its present use, (1) conserve and enhance natural or scenic resource; (2) protect air and water; (3) promote conservation of soils, wetlands, beaches or tidal marshes; (4) conserve landscaped areas, such as golf courses that reduce air pollution and enhance the value of abutting or neighboring property: (5) enhance the value to the public of neighboring parks, forests, wildlife preserves, nature reservation or sanctuaries or other open space; or (6) promote orderly urban development.

B. Mineral and aggregate resources: Includes all mineral and aggregate resource extraction sites. Inclusion of processing sites is optional.

C. Energy sources: Includes the location of energy sources (natural gas, oil, coal, geothermal, solar, and uranium). Sites for electric power generation are optional.

D. Fish and wildlife areas and habitats: These inventories should be based on the best available information, including the management plans of the state Fish and Wildlife Commission and applicable federal management plans.

E. Ecologically and scientifically significant natural areas, including desert areas: The term "natural areas" is defined to include land and water that have substantially retained their natural character. It also includes land and water that, although altered in character, are important as habitats for plant, animal or marine life, for the study of its natural historical, scientific or paleontological features, or for the appreciation of its natural features. While local governments do not have to adhere to it, the list of significant natural areas prepared by the state Natural Area Preserve Advisory Committee is the recommended starting point for a natural areas inventory.

F. Outstanding scenic views and sites: These are lands that are valued for their extraordinary aesthetic appearance.

G. Water areas, wetlands, watersheds and ground water resources: The concern here is with the preservation of water, watershed and wetland areas and ground water availability.

H. Wilderness areas: LCDC has required local governments to inventory only these wilderness areas identified by Congress in federal wilderness statutes.

I. Historic areas, sites, structures and objectives: Defined as land with sites, structures and objects that have local, regional, statewide or national historical significance. Inventories of historic places include at a minimum those places listed in the National Register of Historic Places, as well as other sites determined to be significant by the local jurisdiction. The Statewide Inventory of Historic Sites and Buildings and recommendations of the state Advisory Committee on Historic Preservation can be utilized to help select specific historic sites.

J. Cultural areas: These areas are characterized by evidence of an ethnic, religious or social group with distinctive traits, beliefs and social forms.

K. Potential and approved Oregon recreational trails: At a minimum, local plans include inventories of local trails listed in the Oregon State Park System Plan, 1979-1985.

L. Potential and approved federal wild and scenic waterways and state scenic waterways: Inventories include all federally listed (or potentially approved) wild and scenic waterways that are either approved as such or listed as potentially deserving of wild and scenic status, and all those rivers listed in the Oregon State Park System Plan, 1979-1985.

Table 5-1

Milton-Freewater Register of
Historic Sites and Structures

1. Frazier Farmstead
2. Christian Church
3. City Hall
4. Methodist Church
5. Elam House
6. Carnegie Library
7. Episcopal Church

Finding 5-A: The City contains a wide variety of open space, parks, playgrounds, and recreation facilities listed on the Goal 5 worksheets. These facilities are very important to the livability of the community.

Policy 5-A-1: Publically owned open space/recreation facilities shall be preserved in the "Public Lands" plan designation. These sites are: Grove School Playground and Ball Field, Freewater School Playground, High School Baseball Field and Central School Playground, Shockman Field, Community Golf Course, Yantis Park and Legion Field, Freewater Park, Morello Park.

Finding 5-B: The City contains no known mineral or aggregate resource sites and no processing facilities for these resources.

Conclusion 5-B-1: The City is dependent on outside sources of aggregate materials. Umatilla County is responsible for protecting these sites.

Finding 5-C: The City contains no known subsurface energy sources. Due to ownership of its own electric utility, the City is particularly concerned about electric power generation, but no sites exist within the planning area.

Conclusion 5-C-1: The City depends on outside sources for its energy. The Electric Utility will continue to search for new sources of electric power.

Finding 5-D: Solar energy is not a viable alternative source because the City experiences extended periods of low clouds and fog during the heating season and because electric power rates cause excessive pay-off periods for alternative energy expenditures.

Conclusion 5-D-1: The City will not realize any worthwhile benefit from development or implementation of a solar access code.

Finding 5-E: The Walla Walla River provides a fish and wildlife habitat area within the UGB. Complete diversion of the river flow for irrigation during summer months eliminates fish habitat in the section of the River within the UGB. The River is enclosed within a large dike which will contain a 100 year project flood. Development on or inside of the dike system, which includes all riparian habitat is prohibited through floodway rights purchased by the Corps of Engineers when the dike was constructed.

Conclusion 5-E-1: Fish habitat is protected by the Corps of Engineers floodway rights against any structural development. The habitat is not protected against diversion of water sufficient to meet existing water rights which are not under jurisdiction of the City. The City, however, supports the holders of these water rights even though their diversion causes temporary loss of fish habitat in part of the river.

Conclusion 5-E-2: Wildlife habitat is protected by the Corps of Engineers floodway rights. No development can occur on or within the dike system. If floodway management required it, the Corps could remove most or all of the riparian vegetation within the floodway. This is not within jurisdiction of the City. Based on the presence of the dike and the flood management rights of the Corps, special riparian protection measures placed by the City would be redundant or in conflict with Federal operations. Therefore, none will be adopted.

Finding 5-F: The southern section of the UGB contains two areas which provide some habitat for a variety of wildlife including upland game birds. The areas contain approximately 120 acres which have been designated R-2 and R-3 residential since adoption of the plan in 1978.

Conclusion 5-F-1: The habitat area is not likely to be developed for quite some time. When development does occur in the area, the subject areas, if preserved, would become extremely narrow islands well isolated from any other cover or feeding areas making it very unlikely that they would be utilized by upland game birds. Upon development of the surrounding area, the wildlife values present do not warrant preservation of the areas as wildlife habitat.

Finding 5-G: There is no available information which indicates that the City or the UGB contains any areas which are ecologically or scientifically significant.

Conclusion 5-G: No natural area designation is required at this time.

Finding 5-H: Views of the Blue Mountains directly east of the City are important to the livability of the community.

Policy 5-H-1: Building height limitations shall be established which resonably protect these views. Such restrictions can not insure that every location or every building site will have unobstructed views of the mountains.

Finding 5-I: The Walla Walla Valley has been designated by the Department of Environmental Quality as a "Sensitive Groundwater

Area". DEQ has not conducted any studies to determine the severity and source of any problem. The City contributes very little to the biological contamination of this resource since virtually all development is connected to the City sewer system. The City contributes an unknown amount of chemical contamination through infiltration of stormwater runoff which carries oils and other chemicals used in the urban area.

Policy 5-I-1: The City shall continue to require that all development which produces sewer effluent be connected to the sewer system (except as permitted by policy 6-C-3).

Finding 5-J: There are no wilderness areas within the planning area.

Conclusion 5-J-1: Wilderness designation is not necessary at this time.

Finding 5-K: Within the planning area the State Historic Preservation office lists only the Frazier Farmstead (which is on the National Register of Historic Sites) on its Statewide Inventory. This facility is an important historic resource at the National, State, and Local levels.

Policy 5-K-1: Historic protection provisions shall be added to the City Code. These standards shall provide protection for historic sites and structures and shall provide assistance to owners wishing to modify their historic structures such that they are aware of the incentives available for retaining the historic values.

Policy 5-K-2: The Frazier Farmstead shall be protected by the historic protection provision of the City Code.

Finding 5-L-1: To supplement the Statewide Inventory, the City has conducted an extensive program to inventory historic sites and structures of local significance.

Policy 5-L-1: Sites and structures found to be of sufficient local significance by the Planning Commission shall be included on the Milton-Freewater Register of Historic Sites and Structures. All structures on the Register shall be protected by the historic protection provisions of the City Code.

Finding 5-M-1: There are no known areas of distinctive cultural, ethnic, religious, or social character within the planning area.

Conclusion 5-M-1: No special cultural area designation is necessary at this time.

Finding 5-N-1: There are no approved or potential Oregon recreation trails within the planning area.

Conclusion 5-N-1: No recreation trail designation is necessary at this time.

Finding 5-O-1: There are no approved or potential federal or state wild or scenic waterways within the planning area.

Conclusion 5-O-1: No wild or scenic waterway designation is necessary at this time.

GOAL 6

Air, Land, and Water Quality

It is now well recognized that the environment cannot be used as an unlimited dumping ground for the bi-products of man's activities. The ability of the air, water, and land to absorb contaminants is finite. Goal 6, therefore, requires that the City inventory current discharges into the environment and that future discharges be kept within the environment's limits to absorb them without further damage. It must be understood, however, that the City exercises very little direct control over most airborne or waterborne discharges which affect it and the surrounding area. Federal and state agencies are responsible for all major environmental programs. Milton-Freewater's air, water, and land quality is much more dependent on the proper implementation of these programs than on any secondary responsibility which may fall to the City. In Oregon the Department of Environmental Quality (DEQ) and its policy making board, the Environmental Quality Commission, have statutory responsibility for managing the environmental resources of the State.

AIR QUALITY

Milton-Freewater enjoys generally high quality air. There are no specific air quality problems identified by the DEQ. There are, however, some air quality issues for which there are few readily apparent solutions.

Dust

The City is affected four or five times a year during spring and summer by blowing dust. This problem results from heavy winds of the high desert passing across large areas of fallow ground in Morrow and Umatilla Counties. It will take interest and effort on the part of farmers, agricultural assistance agencies, and the DEQ to address this problem.

Air Inversions

The Walla Walla Valley in general, and Milton-Freewater in particular since it is at the very head of the Valley, is subject to air inversions. This climatic feature causes heavy fog and low level clouds during much of the fall and winter. Pollutants generated during an inversion remain at ground level and are not disipated until the inversion is disturbed by a new weather system. Fortunately, this phenomenon occurs when agricultural activity (spraying, processing, cultivating) is in its seasonal hiatus. Combustion pollutants, particularly from automobiles, are trapped during these periods. Air quality will suffer increasingly as more vehicles operate within the Valley.

The main industrial activity in the City is fresh-pack and processing of fruits and vegetables grown in the surrounding fields and orchards. These industries generate very few airborne discharges. The only known problem is the very localized generation of dust from primary handling of onions and grains. Control of this dust is improving through installation of water sprays in hoppers.

LAND QUALITY

Land Quality issues usually relate to disposal of solid waste in landfills and methods which can be employed to reduce the volume of waste which is disposed.

City Landfill

The City operates its own solid waste collection service. Residential service is provided to all households at least once each week. Commercial and industrial services are provided through any combination of collections and container types from one cubic yard dumpsters to 40 cubic yard bins.

Solid waste is disposed of at the City owned landfill five miles northwest of the City near the town of Umapine. This property is a 120 acre site of which 20 acres has been used since 1970. The projected life of this site, allowing for population increases, is between 70 and 80 years.

Material disposed at the site is compacted with large earthmoving equipment and is covered with 6" of clean soil before leaving the site each day. This disposal process presents no known environmental hazards. To insure continued safe operation, a geology study of the impact area and installation of groundwater monitoring wells will be completed according to DEQ specifications by the end of 1987.

This and any other solid waste disposal activities in the City are, and will continue to be, in conformance with the Solid Waste Disposal Permit issued for the Milton-Freewater Sanitary Landfill.

Recycling

Milton-Freewater, because of its City owned disposal service, is designated as a separate waste shed for administration of the recycling program required under Oregon Administrative Rules 340-60-005 to 340-60-085. The City is participating in this program and will adhere to the requirements of this rule. Public information on the availability of the recycling and the actual recycling program will be funded through the solid waste collection budget as long as cost benefit ratios meet the rule standards.

WATER QUALITY

Water Supply

The City derives all water for its supply system from six deep wells ranging from 500 to just over 1,000 feet. These wells are below substantial basalt layers and are not affected by surface contamination. Water is stored in two above ground reservoirs located approximately 200 vertical feet above the valley floor on the hill west of the City.

Water is of a quality that requires no treatment for human consumption. Chlorination is provided to some of the wells at very low levels as a safeguard and to prevent algae growth in the transmission lines.

In addition to domestic consumption and irrigation, the City system provides for the substantial water needs of fruit and vegetable processing plants. There are no known problems with quantity or quality of the City's source of supply.

Sewage Disposal

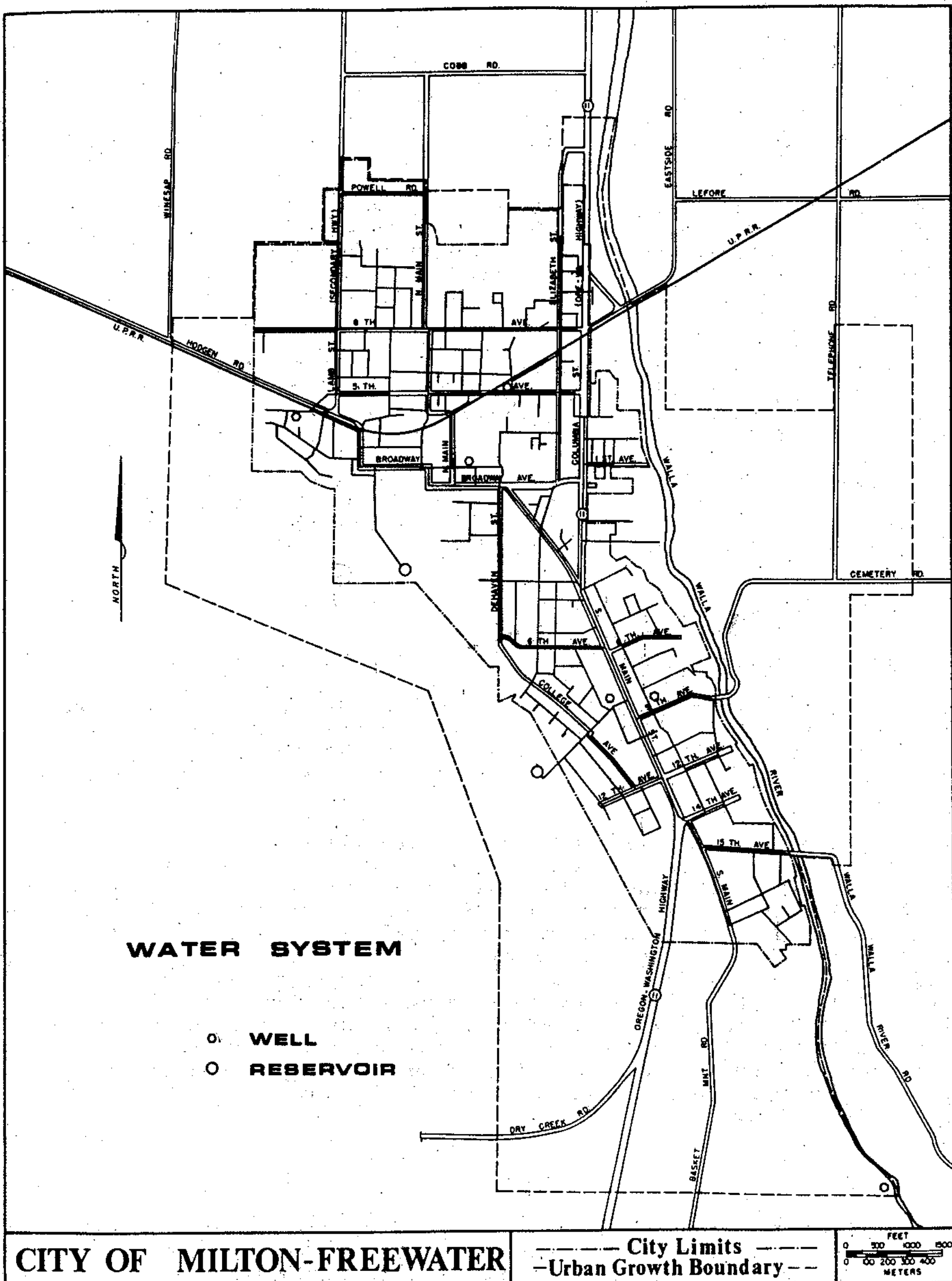
Domestic and industrial discharges are collected in separate systems.

Domestic sewage is transported to the sewer treatment plant on "County Road" west of the City. Improvements to the plant completed in 1985 have doubled the facilities capacity from 500,000 gallons per day to 1 million gallons per day. Just over 1/2 of the new capacity is now used.

The plant provides primary treatment by rotary fine screens at the headworks. Solid material extracted by the screens is transported to the City landfill. Secondary treatment is provided by a recirculating trickle filter and clarifyer basins for removal of settleable particles. The clarifiers empty to the outfall line where the effluent is joined by any discharge in the industrial system. A gravity line then transports the treated domestic and untreated industrial effluent 3 1/2 miles to holding lagoons on the 700 acre disposal site. When pumped from the lagoons, the effluent is applied through an irrigation system to the ground surface. Careful irrigation management and monitoring of surrounding ground water under DEQ standards will insure safe and productive disposal of the City's waterborne wastes.

Groundwater

As indicated above, the City draws all of its water from high quality deep aquifers. Protected by continuous basalt layers of the Columbia River formation, this water is virtually unaffected by surface activity in the Milton-Freewater area.


WATER SYSTEM
WELL
RESERVOIR
CITY OF MILTON-FREEWATER
City Limits
Urban Growth Boundary
FEET
METERS
NORTH
COBB RD.
POWELL RD.
WINESAP RD
EASTSIDE RD
LEFORE RD.
U.P.R.R.
HODGEN RD
8 TH AVE.
5. TH. AVE.
LAMB ST.
N. MAIN ST.
ELIZABETH ST.
COLUMBIA ST.
BROADWAY
BROADWAY AVE.
1 ST. AVE.
TELEPHONE RD
CEMETERY RD.
WALLA WALLA RIVER
DEHAVEN ST.
6 TH AVE.
S. MAIN ST.
COLLEGE AVE.
12 TH. AVE.
14 TH AVE.
15 TH. AVE.
OREGON - WASHINGTON HIGHWAY
WALLA WALLA RIVER RD
DRY CREEK RD.
MNT RD
BASKET

Map 6-1

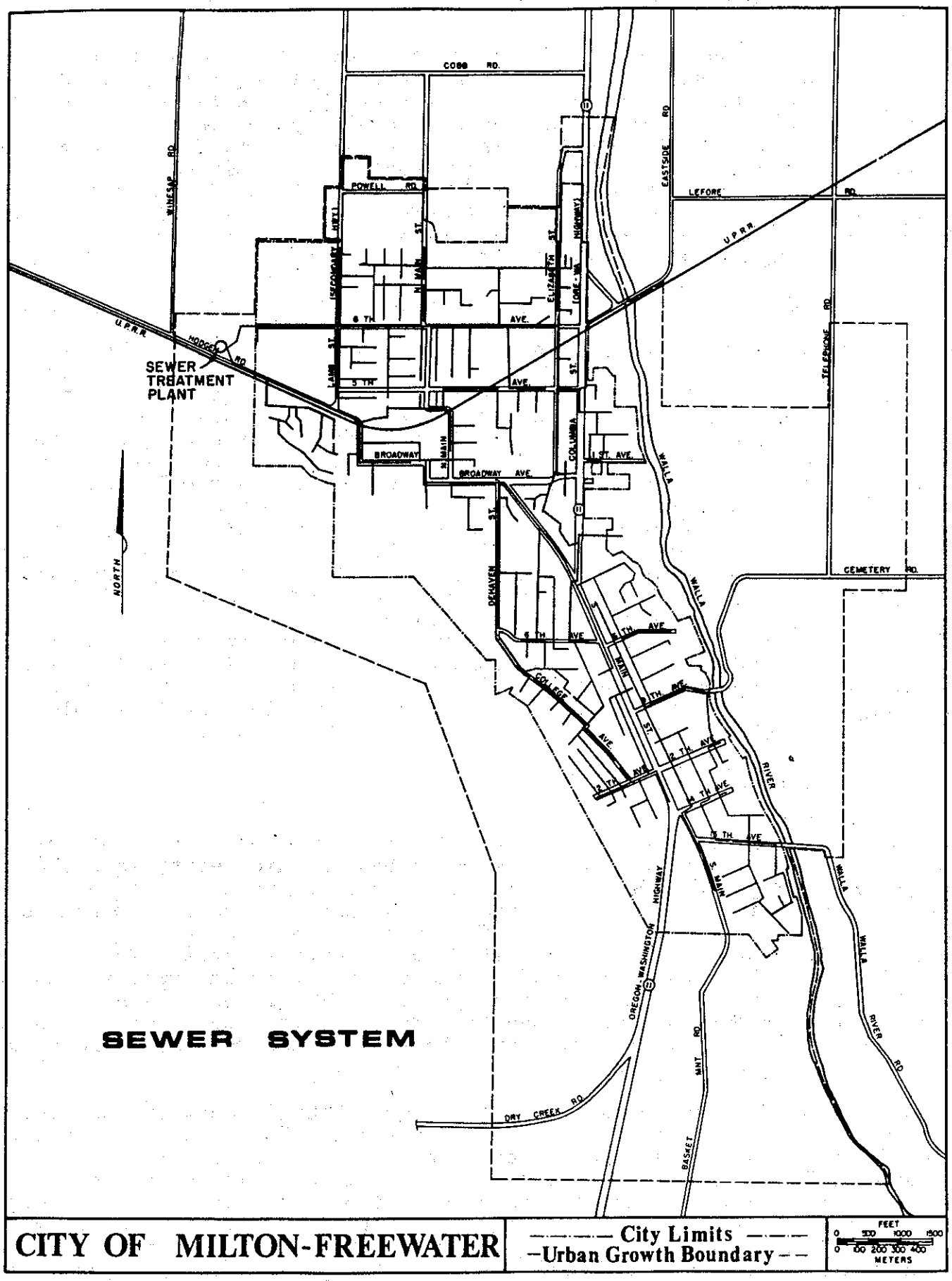
Groundwater above the basalt cap is not nearly as pure as that below. Shallow aquifer groundwater is transported down the valleys of the Walla Walla River and Couse Creek into the Walla Walla Valley proper which begins approximately at the southern City Limits of Milton-Freewater. The aquifer is composed of Yakima Cobbly Loam which has very rapid fluid transport characteristics. Upstream from the City (to the south) the Walla Walla River and Couse Creek valleys are occupied by approximately 450 residences which have on-site subsurface septic disposal. Only a small percentage of these meet current standards for treatment before discharging into the shallow aquifer.

The groundwater and its effluent load then pass under the City often at depths of only a few feet. The only modification to the groundwater while transporting under the City is infiltration of stormwater runoff which may contain oils and other urban activity chemicals. As it leaves the northern City Limits, groundwater flows under the orchard district toward the Washington State Line. This district contains approximately 1200 residences which have on-site subsurface septic disposal. Most of these installations are also well below current construction standards. Occasional agricultural chemical spills and industrial discharges also contaminate the aquifer. Most residences in the orchard draw domestic water from shallow to extremely shallow wells in the cobbly loam. This situation has caused the DEQ to designate the Walla Walla Valley as a Sensitive Groundwater Area. The City agrees with the need for improved management of this aquifer. Its shallowness and rapid transport characteristics make it very susceptible to contamination from all sources including underground storage tanks, as well as residential septic disposal, stormwater infiltration and chemical spills. It is recognized that this aquifer may come under development limitations by the DEQ as more is learned about its problems and needs.

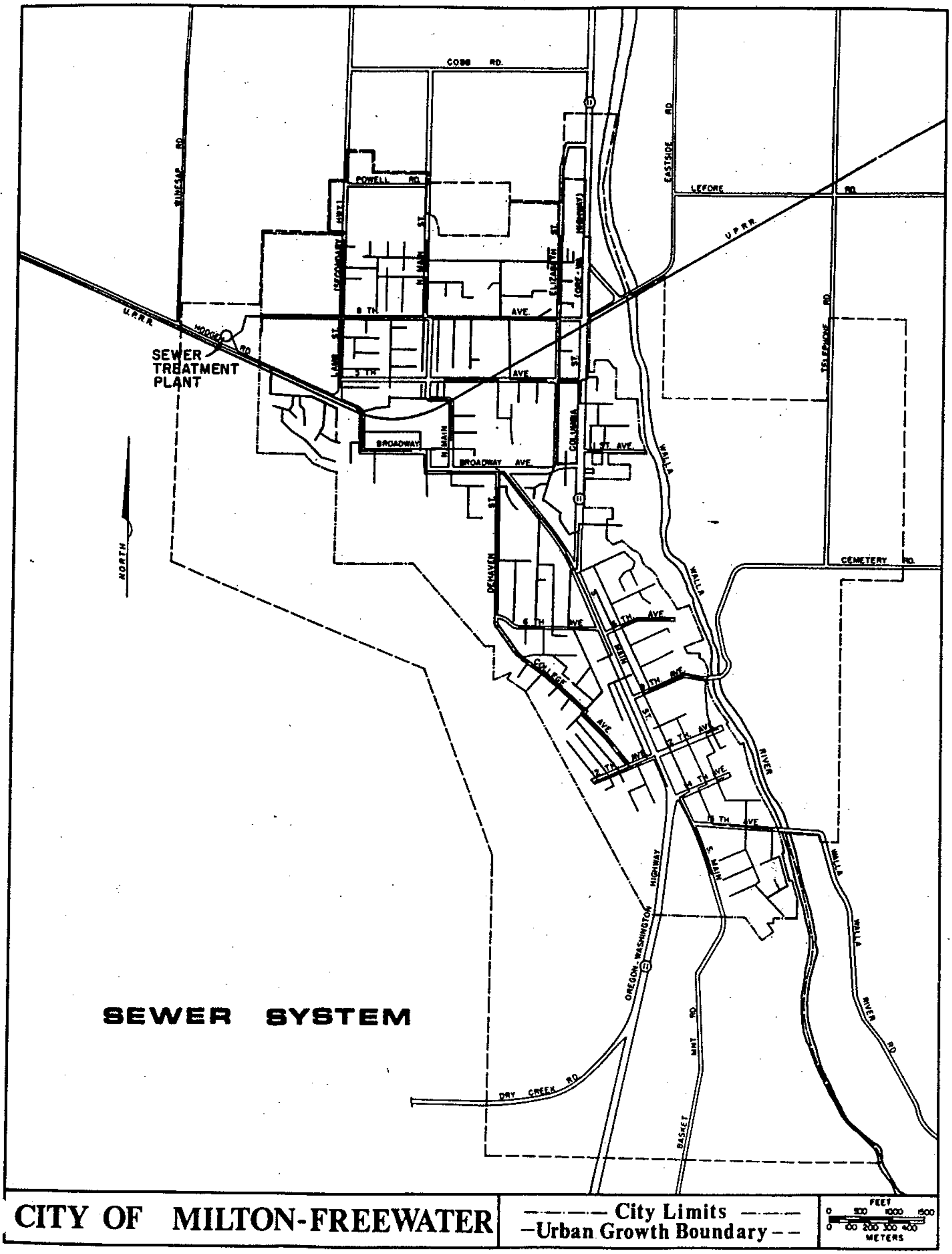
Storm Water

Storm water is currently collected by the curbs and gutters of the City streets. Some streets have catch basins which empty into two sections of storm sewer that discharge into the Little Walla Walla River which flows through the City. Most streets, however, transport water to the north until it empties into natural drainages or irrigation ditches which carry it into the orchard area. This is undesirable because debris and sediment carried by the runoff into the ditches blocks pipes and clogs pumps of the irrigators. Runoff volumes also exceed ditch capacities during infrequent thunder storms or spring melts. This causes overflows which can damage roadbeds and undercut driveway crossings.

Another stormwater issue arises from agricultural lands on the west hills. Cultivated ground occupies the entire plateau area above the City to the west, and continues part way over the hill face which forms the western boundary of the City. Winter chinooks or spring melts, particularly with frozen ground, produce large volumes of water from these fields which drain directly into the City streets below. The sediment load can be very high with subsequent deposition in the streets. This situation can cost the City up to $5,000 per year for


SEWER SYSTEM
SEWER TREATMENT PLANT
NORTH
COBB RD.
POWELL RD.
WINESAP RD.
EASTSIDE RD.
LEFORE RD.
U.P.R.R.
HODGEN RD.
SECONDARY AVE.
N. MAIN ST.
ELIZABETH ST.
HIGHWAY
6 TH AVE.
5 TH AVE.
LANE ST.
COLUMBIA ST.
1 ST. AVE.
BROADWAY
BROADWAY AVE.
N. MAIN
DEHAVEN ST.
WALLA WALLA RIVER
TELEPHONE RD.
CEMETERY RD.
8 TH AVE
7 TH AVE
MAIN ST.
COLLEGE AVE.
6 TH AVE
4 TH AVE
3 TH AVE
2 TH AVE
S. MAIN
OREGON-WASHINGTON HIGHWAY
MINT RD.
DRY CREEK RD.
BASKET
WALLA WALLA RIVER RD.
CITY OF MILTON-FREEWATER
City Limits
Urban Growth Boundary
FEET
0 500 1000 1500
0 100 200 300 400
METERS

Map 6-2


SEWER SYSTEM
SEWER TREATMENT PLANT
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POWELL RD.
LEFORE RD.
EASTSIDE RD.
SUNSET RD.
TELEPHONE RD.
CEMETERY RD.
U.P.R.R.
BROADWAY AVE.
COLUMBIA
ELIZABETH ST.
LAMB ST.
N. MAIN ST.
DEHAVEN ST.
COLLEGE AVE.
S. MAIN
WALLA WALLA RIVER
OREGON-WASHINGTON HIGHWAY
DRY CREEK RD.
BASKET MNT RD.
CITY OF MILTON-FREEWATER
City Limits
Urban Growth Boundary
FEET
METERS

Map 6-2

sediment removal.

NOISE

The largest noise source is Highway 11 which runs the length of the City from north to south. Heavy traffic from highway trucks contributes virtually all noise which could be considered as a problem.

Industrial placements produce very little noise other than truck transport to and from the sites. Residential development is, in many cases, located directly adjacent to industrial sites which are scattered throughout the City. This situation has generated no known issues between residents and industrial operators related to noise.

Finding 6-A: There are no major air quality problems within the planning area.

Policy 6-A-1: The City recognizes the Department of Environmental Quality as the State agency charged with monitoring, permitting, and restricting air pollutions and expects that the agency will carry out its statutory and administrative responsibilities.

Finding 6-B: The City Landfill site has sufficient capacity for 70 to 80 years considering anticipated population growth. Although studies were made of subsurface strata prior to purchase of the site, current standards for prevention of groundwater contamination can not be assured at this time.

Policy 6-B-1: The City will conduct a geology study and install groundwater monitoring wells according to DEQ specifications. The site will continue to operate under standards prescribed by the DEQ permit issued for the facility.

Finding 6-C: The Walla Walla Valley is designated as a sensitive groundwater area by the DEQ. Little information exists on the extent of the problem at this time, the source of the problem, or the steps necessary to remedy it.

Policy 6-C-1: The City recognizes the DEQ as the State Agency charged with monitoring, permitting, and restricting water pollution, and expects that the agency will carry out its statutory and administrative responsibilities.

Policy 6-C-2: No new drains discharging stormwater into the groundwater will be permitted.

Policy 6-C-3: New development which produces sewer effluent within the City shall be connected to the City sewer system. However, a single residence served by a subsurface disposal system may be placed on a lot which existed as a separate ownership prior to January 1976 upon presentation of sufficient evidence that sewer extension beyond 300 feet from the existing system is prohibitively expensive.

Finding 6-D: Highway 11 is the only source of noise which could be considered as a conflict with highly noise sensitive development such as a school or hospital. Industrial placements are widely dispersed around the community and are already surrounded by residential development in many cases. This situation has not generated any noteable complaints regarding noise.

Conclusion 6-D-1: Highly noise sensitive development will be self limiting in its choice of location away from Highway 11.

Conclusion 6-D-2: Noise is not an issue which requires land use controls at this time.

GOAL 7

Areas Subject to Natural Disasters and Hazards

This inventory will address three levels of environmental constraint. Running from most to least serious they are: Natural Disasters, Natural Hazards, and Environmental Limitations.

NATURAL DISASTERS

Milton-Freewater is situated in an area seldom frequented by severe natural disasters. In the past, the City was subject to occasional flooding from the Walla Walla River. Since the Corps of Engineers constructed large levees along the river in 1964, the 100-year flood plain is located within the levees of the Walla Walla River as it flows through the City.

Tornadoes, hurricanes, tidal waves, earthquakes, landslides, avalanches, and other forms of natural catastrophes that are common in other parts of the United States, are not of any significant importance in this area.

NATURAL HAZARDS

The community does have some natural hazards to contend with, however. Stormwater runoff, as discussed in the Goal 6 inventory, periodically rushes off of agricultural fields on hills west of town. While not dramatic enough to threaten serious property damage, sediment from these flows is expensive to remove.

Ice from freezing rain and fog makes travel hazardous several times during most winters. This is particularly true in the developed hill area west of City Hall. Some of these streets considerably exceed the maximum slope of 10% which should be permitted for our climatic conditions. Increased difficulty of snow plowing and traction gravel spreading on these slopes makes a hazardous situation even worse.

Slopes from 12% up to 80% run along the entire western City limits from Highway 11 on the south to "County Road" on the north. This fault scarp which forms the west wall of the Walla Walla Valley in the Milton-Freewater area has exhibited only minimal structural failure or stumping since settlement began. This hazard could be greatly increased if development occurs in the area of these slopes without careful attention to the geologic realities of the site.

Similar slopes occur on the east bank of the Walla Walla River from Cemetery Road south and parallel to the west bank from Basket Mountain Road south (see map 7-1). Development in or directly adjacent to these areas will need to be under supervision of an engineering geologist.

Slopes of 6 to 12% occur in the UGB south of the City. While such slopes do not present a major constraint to development, storm drainage will need to be a special consideration.

ENVIRONMENTAL LIMITATIONS

Environmental limitations are defined for this discussion as physical features which necessitate a greater than normal expenditure of time and money per unit of development gained. Milton-Freewater's location on the floor of the Walla Walla Valley presents it with two major environmental limitations.

West Hill

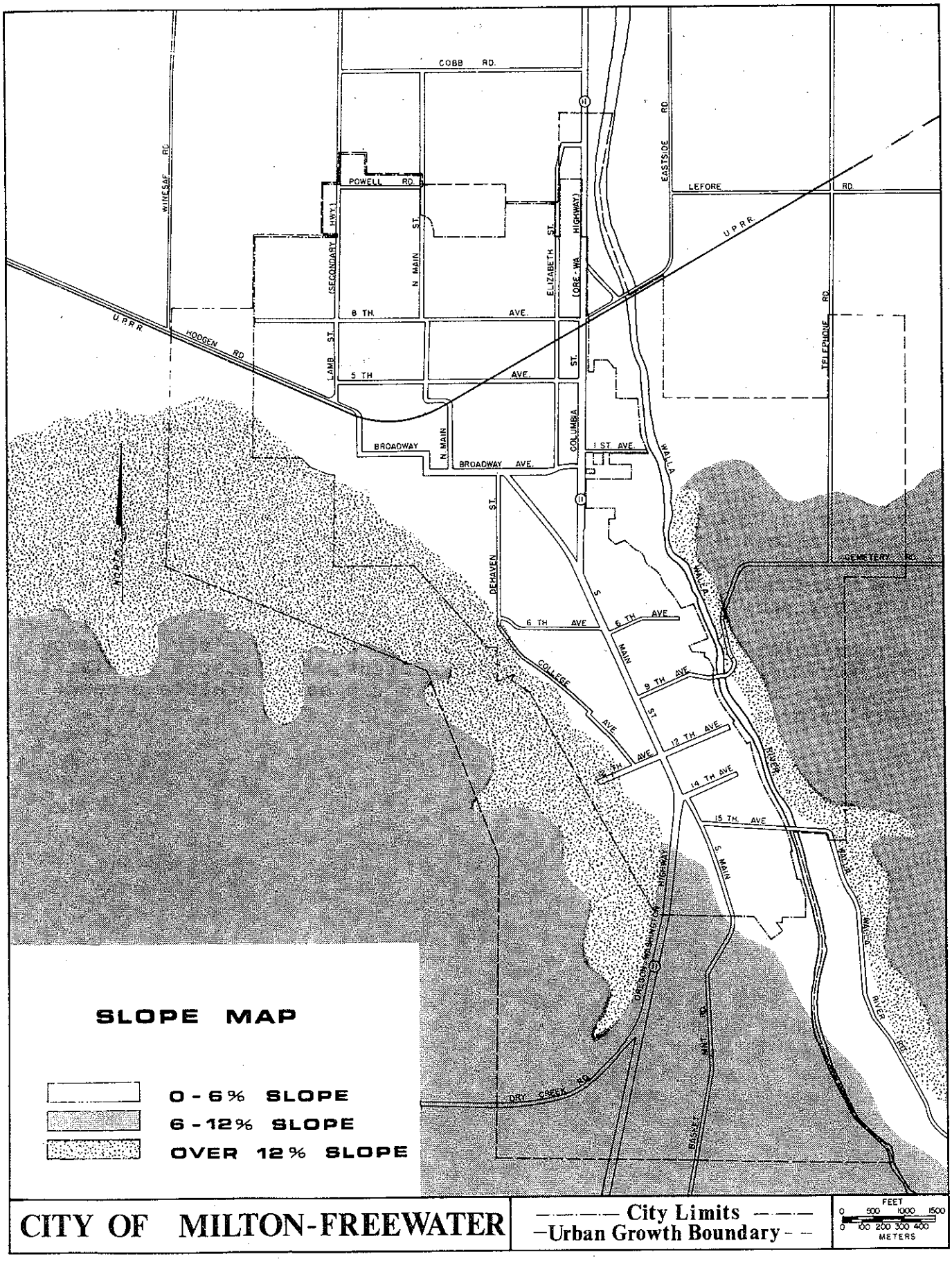
The west hill is exposing Columbia River basalts which runs from the south City limits in the area of SE 18th Avenue northwesterly to the area of NW 1st Avenue. The scarp presents an extremely steep face with slopes ranging from 40% to 180%. Relief ranges from about 30 feet in the south end to 200 feet in the north end.

With the exception of College Street and SW 8th and SW 12th Avenues where relief is lowest, the west hill has presented an effective barrier to development. Of existing streets only SW 12th has any potential of extending further up slope. The only other sites where a street could provide access to the flat lands above the hill are at Highway 11 in the south and "County Road" in the north. This would necessitate an arterial street almost two miles long to open the area above the west hill for development.

Development on the west hill is also limited by water service. Two above ground reservoirs which store water for the domestic system are located on top of the west hill. Development of this land would necessitate a new reservoir further up slope to the west to achieve the minimum 60 foot elevation difference between the reservoir and residences which draw from it. This separation is necessary to provide a minimum of 25 lb./sq. in. water pressure.

Walla Walla River

As the west hill forms the western boundary of the City, so the Walla Walla River forms the east boundary. The river has also provided an effective barrier to expansion of development and City services. Since the river naturally exhibits the lowest local elevation, it presents a topographic barrier as well as a water barrier.


COBB RD.
POWELL RD.
WINESAP RD.
SECONDARY HWY.
N MAIN ST.
ELIZABETH ST.
LORE-WA HIGHWAY
EASTSIDE RD.
LEFORE RD.
U.P.R.R.
HODGEN RD.
8 TH. AVE.
LAMB ST.
5 TH. AVE.
COLUMBIA ST.
TELEPHONE RD.
BROADWAY
N MAIN
BROADWAY AVE.
1 ST. AVE.
WALLA WALLA
DEHAVEN ST.
CEMETERY RD.
6 TH AVE
S MAIN
9 TH AVE
COLLEGE AVE
12 TH AVE
13 TH AVE
14 TH AVE
15 TH AVE
S MAIN
WALLA WALLA RIVER
DRY CREEK RD.
BASSET RD.
SLOPE MAP
0 - 6% SLOPE
6 - 12% SLOPE
OVER 12% SLOPE
CITY OF MILTON-FREEWATER
City Limits
Urban Growth Boundary
FEET
0 500 1000 1500
0 100 200 300 400
METERS

Map 7-1

As a water barrier, it limits transportation opportunities. Three bridges cross from the City to the east side. SE 15th Avenue bridge is wide and well constructed but it cannot provide access to developable land above the east bank of the river because of steep slopes on the east side of the valley.

The bridge on SE 9th Avenue is also well constructed and wide enough to accommodate increased traffic. As it leaves the valley floor on the east side of the bridge, "Cemetery Road" traverses the valley wall at a point of low relief and continues past the County cemetery to the developable lands on the east side.

Eastside Road bridge crosses the river at a point where topography is not a problem. Eastside Road and LeFore Road can be used to access developable land east of the river. This bridge is well under standard for both width and construction and would need to be rebuilt if major new developments were placed across the river.

As a topographic barrier, the river complicates sewer service to the east side. To get sewage across the river, it is necessary to suspend a pipe on a bridge or bury it under the river and bring it back up the opposite bank to the elevation of the existing system. Such a depression in the pipe necessitates several small pipes sized and phased with new development so that siphon will operate, or it necessitates ponding with a pump periodically pushing the sewage under the river and up the other side. These solutions are not beyond reach but they complicate development.

Approximately 50% of the developable land across the river is above the maximum elevation served by our current water system. This will necessitate a storage reservoir well to the east to achieve needed service pressures.

Finding 7-A: Flooding of the Walla Walla River was a reasonably common natural disaster in the past. There has been no flooding since construction of the dike system by the Corps of Engineers. There are no reasonable expectations of other natural disasters within the City or UGB, however, the City will do its best to prepare for the unexpected.

Policy 7-A-1: The City is, and will remain, a member of the Umatilla County Emergency Preparedness program. The City Police Department represents the City on the program board and will act as coordinator of operations in case of a natural or man-made disaster.

Finding 7-B: Steep to excessive slopes occur within the planning area. These features present hazards to development.

Policy 7-B-1: Street construction shall be restricted such that finish slope of the driving surface does not exceed 10% except in special cases where techniques acceptable to the Public Works Director are employed to mitigate the slope hazard.

Policy 7-B-2: Development shall be permitted on areas of steep or exceeding 12% slope shown on Map 7-1 only after development plans have been stamped by an Engineering Geologist licensed by the State of Oregon.

GOAL 8

Recreation

REGIONAL RESOURCES

The Milton-Freewater area has a wide variety of recreational opportunities available to its residents. The Blue Mountains, one-half hour east of town provide camping, fishing, cross country and downhill skiing, and deer and elk hunting. Access to many of these resources is provided by the Umatilla and Wallowa Whitman National Forests (see map 1-2).

Agricultural fields around the community and particularly to the west toward the town of Umapine, provide some of the best upland game bird hunting in the state.

The Columbia River is 45 minutes east with its outstanding boating and fishing opportunities.

The area also enjoys an abundance of cultural resources. The cities of Walla Walla and College Place, Washington provide a wide range of outstanding cultural events. Both Walla Walla College in College Place and Whitman College in Walla Walla offer many musical and theatrical productions by students and touring companies. Blue Mountain Community College in Pendleton, Walla Walla Community College, The Walla Walla Community Theatre Society, the Fort Walla Walla Museum, the Walla Walla Symphony Orchestra, and the Frazier House Museum in Milton-Freewater all sponsor cultural events throughout the year.

CITY FACILITIES

For a community of its size, Milton-Freewater supports a great recreation facility base with a wide range of programs. Each facility and its programs will be briefly discussed below. This information and most of the recreation findings and policies are taken from an update of the March 1975 "Report on City Parks and Recreation" by the Parks and Recreation Committee. These facilities can be located on map 11-1.

Freewater Park

Originally developed by the Freewater Garden Club, this park now contains one lighted tennis court, restrooms, playground apparatus, and picnic tables. One and three-tenths acres has just been added to the original one acre due to abandonment of the Walla Walla Valley Railroad spur line by Burlington Northern Railroad in 1985. Expansion of play and picnic facilities called for in the 1975 report is underway with installation of underground irrigation and landscaping.

Because acquisition of this land was not anticipated, a master plan for its development has not been prepared.

Yantis Park

Yantis Park is the main recreation resource in the community and the focal point for community wide events of Cinco-de-Mayo and the Muddy Frogwater festival. The park contains the community swimming pool which offers open swimming, lessons for youth and water exercise classes. Four lighted tennis courts are near the pool area along with a handball-racquetball court and horseshoe pits. Baseball fields are provided for Little League and American Legion play. Both fields are lighted and have concession stands. Playground equipment including a recently installed component play structure meet children's current play needs. Two picnic shelter-kitchens and several picnic tables are in the southern section of the park. The City has just qualified for a Land and Water Conservation Fund grant for an outdoor theatre-bandshell to be located in the southern end of the park. If federal funds are forthcoming, the structure will be complete for open-air concerts and similar activities in the summer of 1987. There are no other plans for structural development of Yantis Park.

Golf Course

An executive golf course with club house is adjacent to the north boundary of Yantis Park. The first nine holes have received so much play that a new and unique addition was constructed last year. The second nine holes are constructed on top of the west hill overlooking the first nine from its vantage point of about 170 vertical feet above the valley floor. Construction of both circuits was accomplished almost completely through volunteer efforts of the Milton-Freewater Golf Club members. We encourage golfers from around the state to play a round and try to hit the 17th green on the valley floor from the 17th tee on top of the west hill. The excellent views of the Walla Walla Valley and the Blue Mountains make this a very special facility.

Morello Park

This is a small park devoted to children in the Andrea Street, NW 1st Avenue neighborhood. It consists of a play field, sand box, and a component play structure.

Marie Dorion Park

On the west bank of the Walla Walla River 3/4 mile south of the City, this park is the site of the old power plant of the Milton Power Company. This concrete structure has, with sensitivity to its historic architecture, been converted to a picnic shelter. The park has play fields and equipment, restrooms, and access to the Walla Walla River for fishing. Large steelhead are often taken at the old dam which diverted water to the power plant.

CITY PROGRAMS

The City Recreation Department sponsors a summer recreation program for participants of all ages. Program offerings are changed as new needs are expressed. Current offerings are as follows:

Gym Activities at Mac-Hi Gym
Soccer at Mac-Hi Field
Tennis; Beginner, Intermediate, Advanced at City Courts
Water Exercises at City Pool
Gymnastics; Tots, Beginners, Intermediate at Mac-Hi Gym
Flag Football 2nd to 7th Grades
Swimming Classes; Tots, Beginners, Intermediate

SCHOOL DISTRICT FACILITIES

McLoughlin Union High School operates Shockman field, a football and track facility with grandstands and a concession stand. This field receives heavy use from community track meets and similar events. The high school also has a lighted baseball field which receives much community use. The three schools of Elementary District #31 have their own playgrounds which also serve as neighborhood parks.

RECREATION NEEDS

The Recreation Committee, as part of Comprehensive Plan review and update, held a series of meetings to review and update the 1975 Report on City Parks and Recreation. This section will first present a review of the 1975 report and will then discuss recreation needs for the next several years.

Review of Recent Recreation Development

The first conclusion of the Recreation Committee was that the community had done an outstanding job in completing the items listed as priorities in 1975. The following table lists the proposed projects from the 1975 report.

Table 8-1
Recreation Projects Proposed in 1975

PROJECT	COMPLETED
Expand Freewater Park	Yes
Extra Tennis Courts-Yantis Park	No
Path & Picnic Shelter on Hill-Yantis Park	Yes
Parking Area for Golf Course	Yes
Screen Hazard Fairways Golf Course	Yes
New Park in South Area	Yes
Establish Museum at Frazier House	Yes

The Committee has determined that there is not a priority need for additional tennis courts at this time. The south end park referred to has been developed at Marie Dorion Park instead of at the location suggested in the report. The Frazier House Museum was viewed as a far-off possibility in 1975 but is now a thriving reality. The house, outbuildings, and associated property, now on the National Register of Historic Sites, are supported and managed by the volunteer efforts of the Frazier Foundation and the Milton-Freewater Historical Society.

Future Development & Program Needs

The Committee assembled a list of needs for projects and programs for the next several years. The following table has been taken in part from that list. It is presented in general order of priority with high priority items listed first.

Table 8-2
City Recreation Development and Program Needs

1. Expand front picnic shelter-Yantis Park
2. Develop exercise trail-Yantis Park
3. Place benches on upper nine-Golf Course
4. Place barbeque fixtures-Yantis & Marie Dorion Parks
5. Convert Yantis Park Pool to year round facility.
6. Greater emphasis on intramural sports programs in schools and through City recreation programs.
7. Access to Walla Walla River at NE 3rd, SW 2nd, SE 12th, and SE 14th Avenues.
8. Bicycle lanes built into City streets to make at least a north-south route through the City or a circuit route if possible.
9. Construct a public shooting range to include archery.
10. Acquire area for a new park (to include a soccer field) located in the north section of town as the City develops toward the north City limits.

In addition to these projects which are under control of the City, the Committee made recommendations which are advisory to other governmental units, concerned organizations or private developers concerning unmet needs within the community and the area.

Table 8-3
Recreation Needs Outside of City Programs

1. Develop a campground at Harris Park on the Walla Walla River.
2. Develop a Bowling Alley.
3. Develop an indoor movie theatre.
4. Develop a taxing district to support area recreation development and programs.
5. Continue development of Frazier property as open space park area.
6. Construct impoundment and lake on the upper North Fork Walla Walla River for irrigation water regulation and recreation.

Finding 8-A: Increasing leisure time and emphasis on health, physical fitness, and outdoor activity necessitates continued development of the City's recreation facilities and programs.

Policy 8-A-1: Recreation needs listed on Table 8-2 will be pursued as the priority developments and programs in City budgeting and operations.

Policy 8-A-2: To provide for new facilities which are necessary, in part, because of increasing population, the City will continue to require that builders of new residential units contribute to a fund for park acquisition and development.

JOHNSON GARDNER

ECONOMIC ELEMENT
COMPREHENSIVE PLAN

Prepared For:
CITY OF MILTON-FREEWATER, OREGON

June 2009

319 SW WASHINGTON STREET, SUITE 1020 PORTLAND, OR 97204 503/295-7832 503/295-1107 (FAX)

TABLE OF CONTENTS

Introduction

The purpose of the "Economic Element" of the Milton-Freewater Comprehensive Plan is to determine the City's economic goals, policies and land needs concerning commercial and industrial development within City limits and the Urban Growth Boundary.

This element is intended to satisfy the requirements of the Oregon Administrative Rules, Chapter 660, Division 9. The State Planning Goal 9 EOA methodology guidelines call for a four-step approach to economic development planning and resulting quantification of employment (industrial, retail, office, institutional, etc.) land need for urban growth boundary planning purposes. These four steps largely guide this resulting analysis of City of Milton-Freewater's need for urbanized land. The required Goal 9 analytical steps that roughly comprise the outline of this document are:

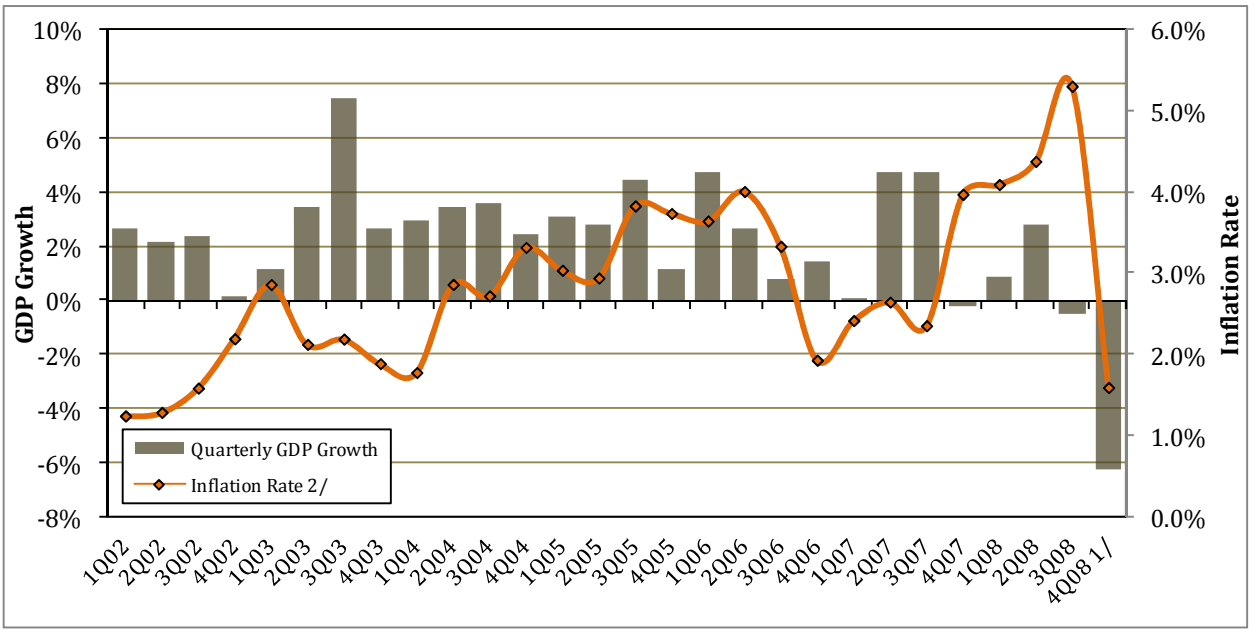
1. *Economic Trends Analysis:* Identification of national, state, regional and local economic trends that have shaped recent economic performance as well as likely 20-year economic activity that will determine employment land need over the duration of the study period.
2. *Industry & Job Growth Forecasts:* Detailed forecasts of job growth by industry within Milton-Freewater over the planning period that will in turn drive demand, if any, for different employment land categories.
3. *Land Need Forecasts:* Job growth forecasts translated into land demand forecasts based on industry and space type usage and floor area ratio (FAR) patterns anticipated into the future.
4. *Land/Parcel Need Quality:* A detailed treatment of employment land need in terms of specific parcel types, sizes, quantities and other qualities appropriate to economic growth anticipated by the jurisdiction.

Sections I-III provides an Economic Opportunities Analysis that includes: an analysis of significant national, state, and local trends and an analysis of Milton-Freewater's competitive position and target industries. Section IV provides a forecast of employment followed by the demand for employment lands in Sections V-VII. Finally, Section VIII of the Economic Element, outlines the City's economic goals and policies that will guide the City through the twenty-year planning period (2008-2028).

I NATIONAL TRENDS

The National economy is officially in a recession after showing signs of recovery during the first half of 2008. All sectors of the economy are showing signs of decline. Real Gross Domestic Product (GDP) growth declined by 6.2% in the fourth quarter and is expected to meet or exceed that decline in the first quarter 2009. Contributing to the decline, national employment has been falling since the beginning of 2008 while the unemployment rate inched up to 8.1% in February. Conversely, inflation has begun declining after reaching 5.6% in July—its highest level since 1991. Inflation dropped to -0.38% in March.

FIGURE 1: REAL GROSS DOMESTIC PRODUCT AND INFLATION: 2002-2008

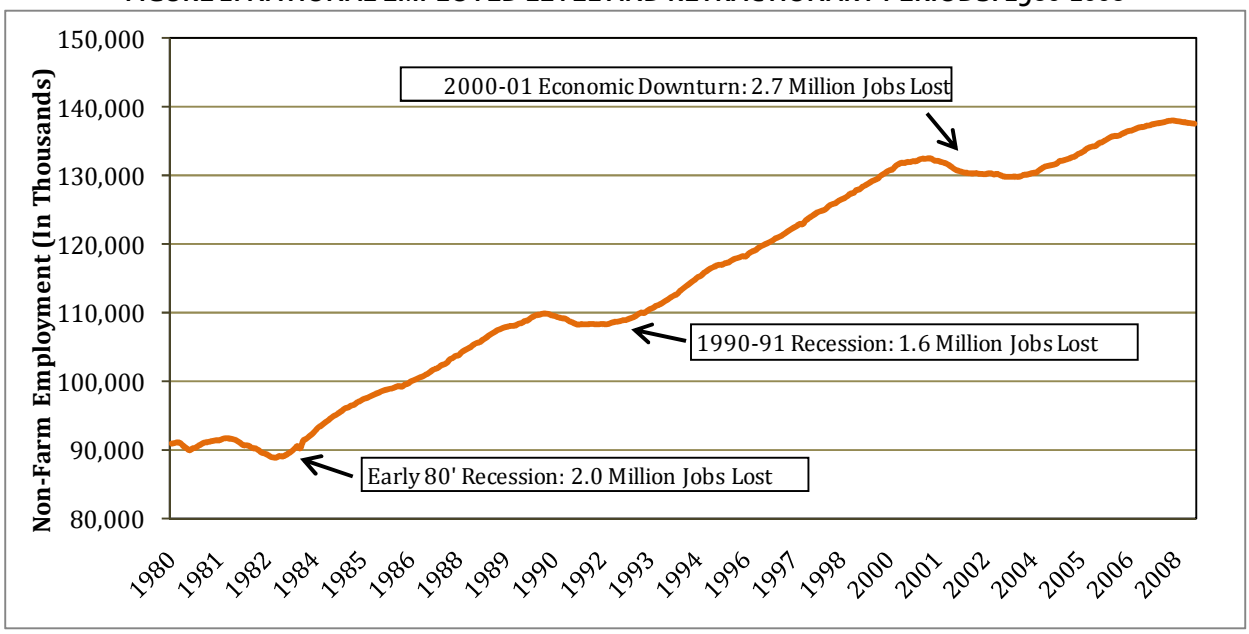


SOURCE: U.S. Bureau of Economic Analysis (BEA) and the Bureau of Labor Statistics (BLS)
1/ Advanced Estimate
2/ Calculated as a quarterly average from monthly reported data

Uncertainty is heightened in the national economy as a result of the breakdown in financial markets. Exactly how great the impact of the current financial market problems remains to be seen. Aside from the financial crisis, the primary drivers of the current slowdown are declines in construction, real estate and rental and leasing, and mining. Finance and insurance, which showed decline in 2007 for the first time since 1992, is responsible for more than 50 percent of the slowdown. While the private services-producing sector showed overall decline in 2007, growth in the sector continues to surpass overall GDP growth. Six of the seven growth industries in 2007 were in the sector with the information industry group being the fastest growing responsible for almost 20 percent of real GDP growth.

Within the private goods-producing sector, the agriculture industry was the only group showing growth in 2007 although the long term projection for the industry is negative. Most of the slowdown in the goods-producing sector is due to the decline in the construction. Figure 2 shows periods of economic retraction since 1980. It also indicates the peak at the beginning of 2007 and the start of the slowdown.

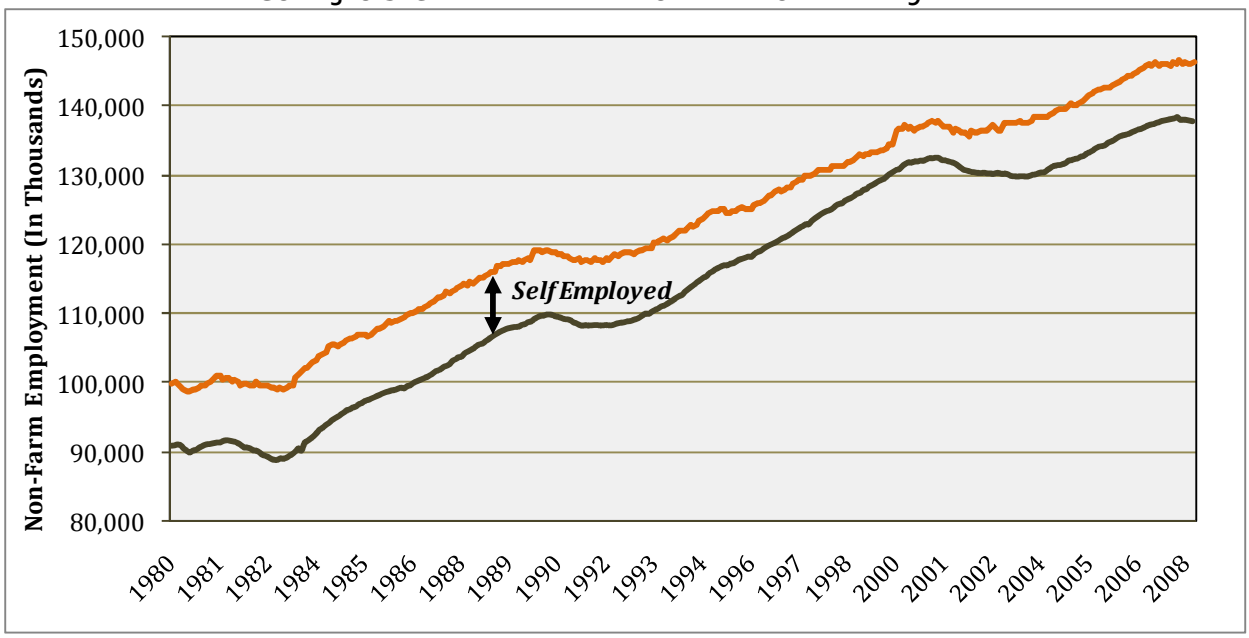
FIGURE 2: NATIONAL EMPLOYED LEVEL AND RETRACTIONARY PERIODS: 1980-2008



SOURCE: U.S. Bureau of Labor Statistics

During periods of economic expansion, the independent and self-employed can be expected to grow at a faster rate than payroll jobs. This is largely the result of entrepreneurial activity and derived from employment losses during the previous economic downturn. As the economy stabilizes, we find payroll jobs expanding at an accelerated rate relative to civilian employment as start-ups/independent operators sell out or ventures eventually fail. As Figure 3 indicates, the nation tends to average an 8 to 10 million job differential between payroll and civilian employment. With agricultural employment declining by 7% annually according to the U.S. Department of Agriculture, the self-employed will account for a greater majority of the difference over time.

FIGURE 3: U.S. CIVILIAN AND PAYROLL EMPLOYMENT: 1980-2008



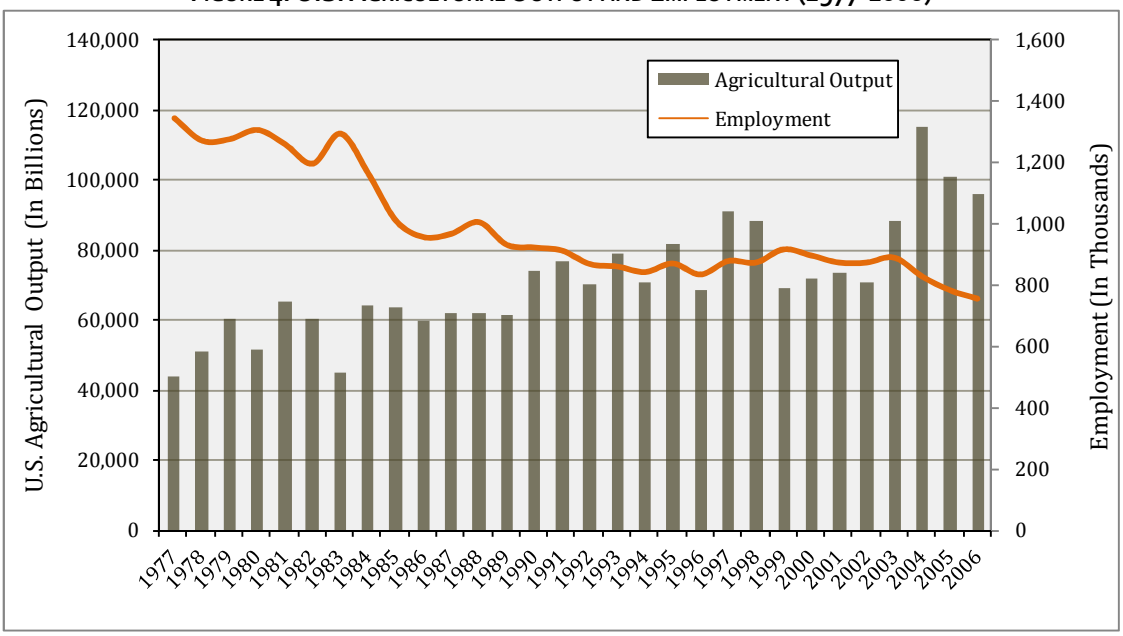
SOURCE: U.S. Bureau of Labor Statistics

LONG-TERM INDUSTRY SPECIFIC TRENDS

In the early 1980s the economy was heavily weighted toward goods producing industries, which comprised more than 30% of national employment. However since then, the composition of the United States economy has undergone a dynamic transformation. The factors driving this shift include higher levels of educational attainment, technological advances, increased construction activity, and contractual labor arrangements, such as outsourcing. [1] Since 1980, service-oriented industries have experienced a 22.1% increase in their share of the national economy. Currently, private service industries—as defined by broad NAICS industry groups 42 (Wholesale Trade), 44-45 (Retail Trade), 51 (Information), 52-53 (Financial Activities), 54-56 (Professional & Business Services), 61-62 (Education & Health Services), 71-72 (Leisure & Hospitality Services), & 81 (Other Services), comprise 68% of national payroll employment. Roughly half the industries in the Nation have displayed minor reductions in their share of national employment with only the Manufacturing sector showing significant decline—21.2% in 1980 to only 9.9% today. The Nation's growth industries have included Education & Health (+6.0%), Professional & Business Services (+4.8%), and Leisure & Hospitality (+2.5%).

The U.S. Agricultural sector has been growing steadily at about 4.8% annually over the last 35 years. However, its share of national GDP has been declining, which is consistent with the overall decline within the goods-producing sector. Similarly, employment within the sector has also been declining at about 0.06% annually since the 1970s.

FIGURE 4: U.S. AGRICULTURAL OUTPUT AND EMPLOYMENT (1977-2006)



SOURCE: US Bureau of Economic Analysis (BEA) and JOHNSON GARDNER

Growth in output in the agricultural sector is attributed to farm sector productivity growth which has increased 1.65% while inputs have declined by 0.32%. Notably, Oregon ranks number one in productivity growth since 1960. It has improved its productivity ranking from 45 in 1960 to 15 in 2004. Moreover, net farm income has increased by about 5% annually since the 1970s. It is expected to remain strong through the next ten years, driven in large part by corn-based ethanol demand. Wheat production, in particular, is expected to grow by just over 1% during the next decade. Demand for wheat is projected to drive prices during the next few years until wheat prices stabilize relative to corn prices. Fruit production has increased 3.5% annually since 1980. Its

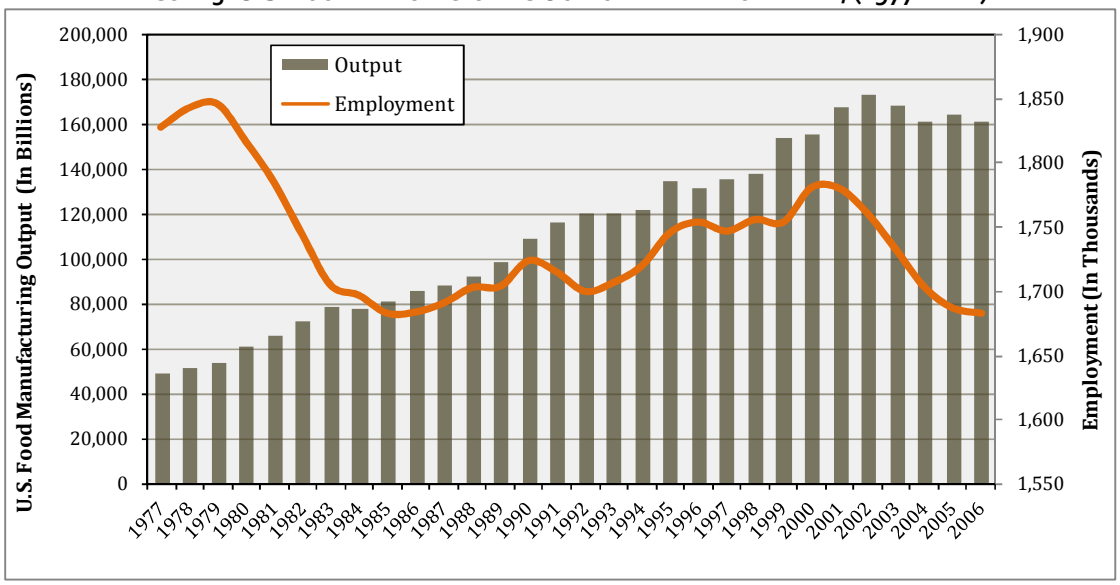
[1] Simmering, Marcia J. Encyclopedia of Management, 2006; Garner, C. Alan. "Offshoring in the Service Sector: Economic Impact and Policy Issues." *Economic Review—Federal Reserve Bank of Kansas City* 89, no. 3 (2004); Goodman, Bill, and Reid Steadman. "*Services: Business Demand Rivals Consumer Demand in Driving Job Growth*." Monthly Labor Review, April 2002.

outlook is more favorable than that of wheat as U.S. horticulture production is expected to grow by 3% annually during the next ten years.

Food and beverage manufacturing output has been increasing at an annual average rate of 4% since the 1970s. Despite overall healthy growth, many subsectors have struggled to confront challenges presented by overseas competition and changing consumer tastes. In order to confront these challenges, technological innovation focused primarily on increasing productivity and efficiency has contributed to increase competitiveness for U.S. industries.

On the other hand, employment has been declining in the sector, mainly due to productivity gains. Employment in the sector has declined by 0.28% annually since 1977. In addition, the employment outlook is sluggish with only 5,100 jobs expected to be added by 2016—a 0.34% increase. Moreover, employment in fruit and vegetable preserving sector are estimated to decline by nearly 22,000 (-12.34%) by 2016.

FIGURE 5: U.S. FOOD MANUFACTURING OUTPUT AND EMPLOYMENT 1/ (1977-2006)



SOURCE: US Bureau of Economic Analysis (BEA) and JOHNSON GARDNER
1/ Includes Food, Beverage and Tobacco Product Manufacturing

NATIONAL OUTLOOK

Sweeping reforms are likely in coming years as the Federal government implements a sizable industry bailout plan slated to cost taxpayers in the range of $500 to $750 billion. It is unclear when the U.S. economy will come out of the current recession, but experts estimate a turn in the tide by the latter part of 2009 with clear signs of recovery evident by 2010.

As expected, the impact of the bailout plan has yet to be fully realized. During the last quarter of the year, unemployment increased while consumer spending decreased by the largest percentage seen in years. The housing market continued to decline as foreclosures increased. Federal government plans to assist homeowners are ongoing and will have unclear impacts on the housing market—both presently and in the future. Although financial market fall-out has seemed to stabilize, credit markets have nevertheless tightened further, contributing in part to the decline in business capital investment. On the industrial front, production output has declined as demand has dropped substantially. Exports have also declined, with agriculture and industrial products, two of the largest export markets, experiencing the steepest drop. In the near term, as long as the economic forecast is uncertain, the economy will continue to experience pull back by industry and financial markets.

Over the next decade, the composition of employment in the national economy is expected to continue to

transition towards more service-oriented jobs. Moving forward, service sector growth will be more demographically driven domestically than the previous decade. For example, Health Service jobs are expected to lead all industries over the next decade, largely driven by the aging national population. In addition to consumer goods, growth in Financial Activities and Leisure & Hospitality are also projected to grow significantly as the result of aging Baby Boomers.

National Summary

Over the last quarter century, the United States economy has transitioned from a goods producing to a service oriented system. Moving forward, service employment growth is expected to continue, with notable strength in Health Services and Professional & Business Services. Identifying industry growth sectors is important as employment in one industry can be affected by changing practices in another. For example, increased use of contractors and consultants has led to greater employment in the management, scientific, and technical consulting services industry—but to reduced employment in the many industries that previously hired management and technical analysts as employees. This trend is expected to continue into the next decade.

II Regional & Local Trends

Demographics

The City of Milton-Freewater is the third largest demographic within Umatilla County following the City of Pendleton, the county seat and the City of Hermiston. Umatilla County, with a population of 72,245, comprises over 50% of the region's population.[2] A quarter of Umatilla County's population is located in unincorporated areas. Nearly half the population is located in the cities of Pendleton and Hermiston. Since the 2000 census, the City of Milton-Freewater's share of county population has remained steady at about 9%.

Population growth in Umatilla County and the City of Milton-Freewater has been stagnant since 2001 with the County averaging about 0.27% growth and the City averaging about 0.17% growth, adding 85 persons since the 2000 census. Most of Umatilla County's twelve incorporated cities are growing at rates of less than one percent with a few exceptions including the City of Hermiston (+2.44%, 2,820 persons) and the City of Umatilla (+3.32%, 1,465 persons). Regional growth has been slightly higher at 0.54% with Morrow County driving growth at 1.49%, higher than Oregon's overall average of 1.23%. Population growth in Walla Walla County and the City of Walla Walla has also been slightly higher at 0.76% and 0.69%, respectively.

In 2007, regional population was distributed 48.5% among a younger population aged less than 35. While this younger distribution is greater than the State average of 46.7%, it is representative of all counties within the region. Union and Walla Walla counties have a greater share of persons aged 65 and older (15% vs. 11.7% regionally).

Since 2002 the region has been shedding population from groups aged less than 19 and 25 to 44, while gaining persons aged 45 and older with persons aged 55 to 64 being the fastest growing segment. The loss of early and mid-career individuals may indicate a difficulty finding family-wage employment in the area. Additionally, as the current composition is predominately driven by individuals under 19 years of age (28%), an emphasis on educational opportunities, entry-level employment and training resources is needed. Failure to provide opportunities locally for a younger demographic base typically results in a "brain drain" condition, where a region's best and brightest seek advancement opportunities elsewhere.

An area's level of educational attainment is often used as a proxy for the skill level of the population base. From an Economic Development perspective, Umatilla County is at a slight disadvantage regionally, with a smaller distribution of higher educated persons—16% compared to 19% regionally. However, this overall county disadvantage may not impact the City of Milton-Freewater due to its close proximity to the City of Walla Walla where 25% of the population holds a Bachelor's degree or higher. The educational trend in Umatilla County

[2] The "region" in this analysis, is defined collectively as Umatilla, Morrow, Union and Walla Walla Counties

between 2000 and 2006 indicates a decrease from 22.2% to 18.4% in the high school drop-out rate but also a 0.7% decrease in the share of residents 25 and older with at least a Bachelor's degree.

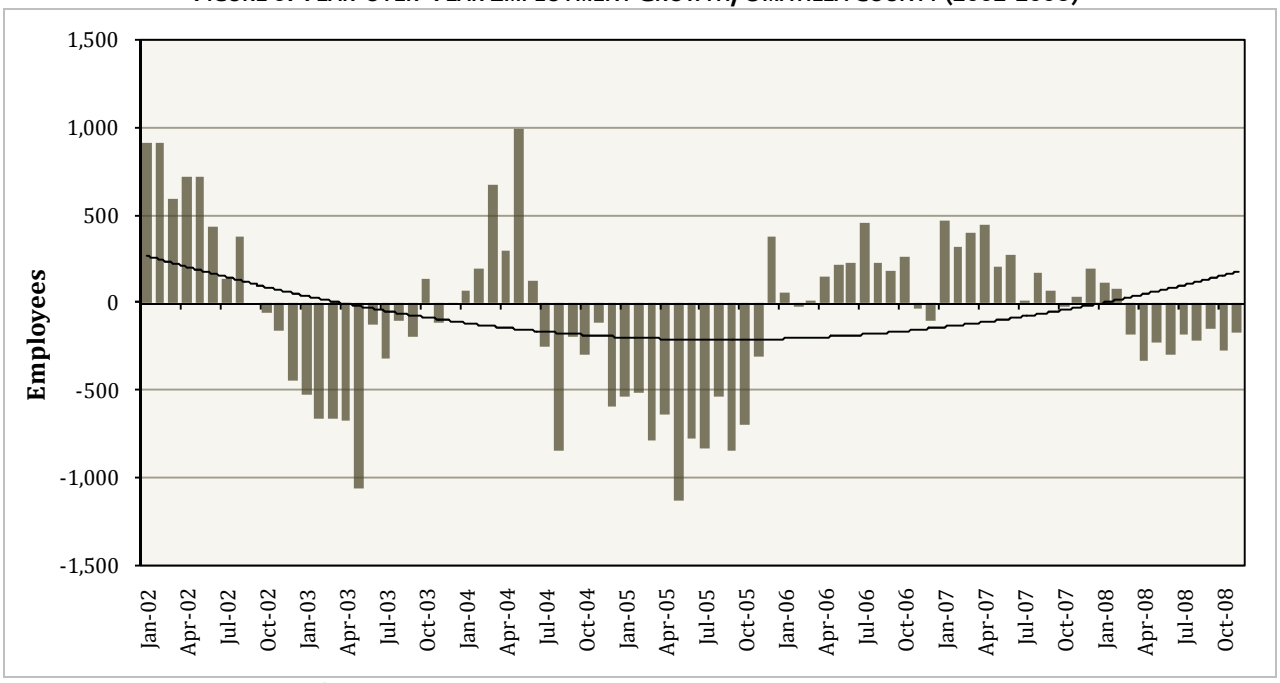
EMPLOYMENT

Umatilla County's rate of participation of residents in the labor force has remained steady at about 63% between 2000 and 2006. The City of Milton-Freewater had a participation rate of 62% in 2000, which is expected to have remained steady—consistent with the lack of population and employment growth in the region.

Unemployment in the region has generally remained higher than the broader State economy. In other words, regional volatility—as measured by unemployment is significantly higher than at the State level. Unemployment in Umatilla County has tended to be seasonal—it peaks every year in January and reaches its lowest level in September and October. Overall, unemployment has been decreasing since early 2003 both regionally and at the county level and has converged to state level unemployment during the last two years.

Over the past five years, average annual regional employment growth has been 0.51%, with Umatilla County posting 0.27% job growth, the slowest in the region. Since January of 2002, Umatilla County has gained 391 jobs with 38 growth months and 39 contraction months. Walla Walla County has experienced the strongest employment growth in the region; growing at 0.82% while adding 1,007 jobs.

FIGURE 6: YEAR-OVER-YEAR EMPLOYMENT GROWTH, UMATILLA COUNTY (2002-2008)

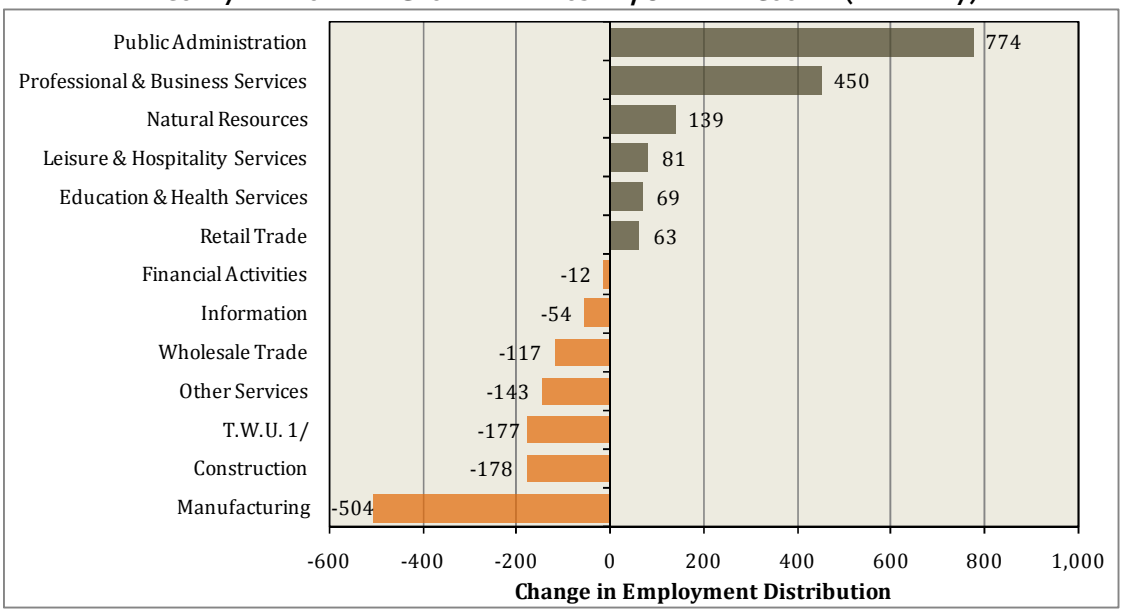


SOURCE: Oregon Employment Department

Employment growth in the region diverges from overall State growth which experienced a 9.23% increase in all sectors between 2002 and 2007 with only two sectors showing little or no growth (Information -0.14% and Natural Resources 0%). Figure 7 indicates that over the past five years, seven sectors in Umatilla County have declined as measured by employment. Manufacturing has experienced steep decline in Umatilla County and Walla Walla County (-667 jobs) over the past five years, but has experienced relative growth in other parts of the Region (Morrow County +110 jobs and Union County +170 jobs). Similarly, construction has declined in Umatilla County but remained strong in Walla Walla County (+275 jobs), Morrow County (+50 jobs) and Union County (+170 jobs). Professional and Business Services is a growing sector in Umatilla County and Walla Walla County (+497 jobs). Likewise, Education and Health Services is a growing sector in the region, although

Umatilla County is seeing less of that. Walla Walla County added 233 jobs between 2002 and 2007 and Morrow and Union Counties added 130 jobs.

FIGURE 7: EMPLOYMENT GROWTH BY INDUSTRY, UMATILLA COUNTY (2002-2007)



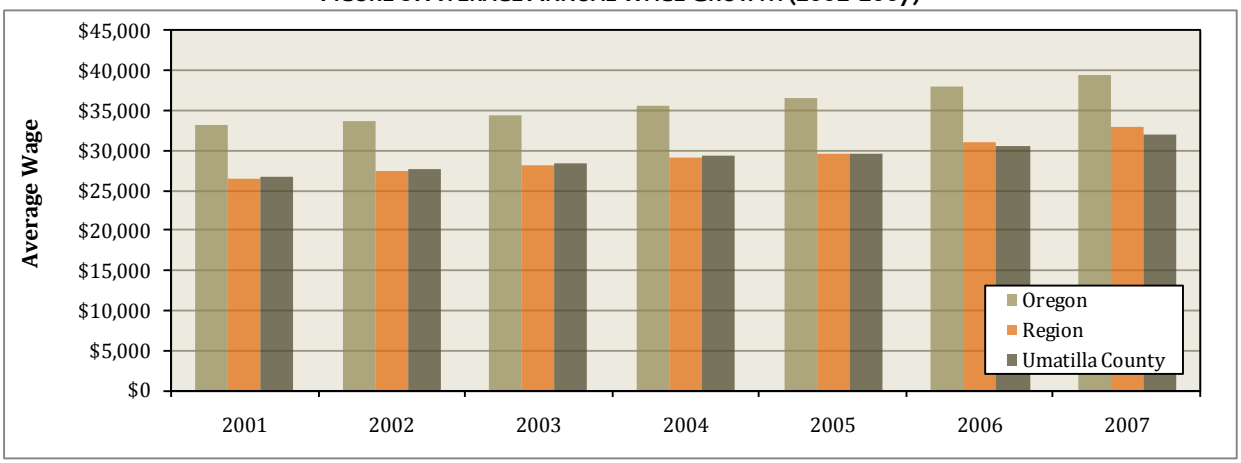
SOURCE: OREGON EMPLOYMENT DEPARTMENT
1/ Transportation, Warehousing, & Utilities

The largest sectors of the Umatilla County economy roughly mirror sector rankings within a few percentage points at the regional level; however diverge somewhat from State levels. The largest sector in the region and county is Public Administration. While the State economy has a 16.7% share of Public Administration, Umatilla County has a share of 25.5%. All sectors of government are growing in the county, but State government activity is outpacing federal and local government with a 20.5% increase since 2001 (federal +10.9% and local +12.0%). The Manufacturing sector is the second largest employer in the County with an 11.8% share. Natural Resources supports a small share of the State economy (0.5%) but is a relatively important sector for the County making up an 8.6% share. This sector is also important for Walla Walla County, comprising an 11.4% share of their economy. The share of employment in the Professional and Business Services sector and the Education and Health Services sector is less at the county level than at the overall State level. The State share of Professional and Business Services is 11.4%, while Umatilla County's share is 7.6%. Walla Walla County holds a relatively small share in this sector at 3.3%. Likewise, the State share of Education and Health Services is 12.2%, while Umatilla County's share is 9.3%. Conversely, this is the second largest sector in Walla Walla County's economy, holding a 17.1% share.

WAGES

Umatilla County's average wage levels by sector are significantly below wage levels statewide. Across all industries, Umatilla County wages averaged $31,937, 19.3% below the Oregon average of $39,566. Since 2001, wage levels in Umatilla County have averaged 3.0% annual growth, keeping pace with the 3.0% annual average growth at the State level. However, at a regional level Umatilla is falling behind. Morrow County posted the largest annual growth since 2001 at 4.9%, followed by Walla Walla County at 4.0% and Union County at 3.2%.

FIGURE 8: AVERAGE ANNUAL WAGE GROWTH (2001-2007)

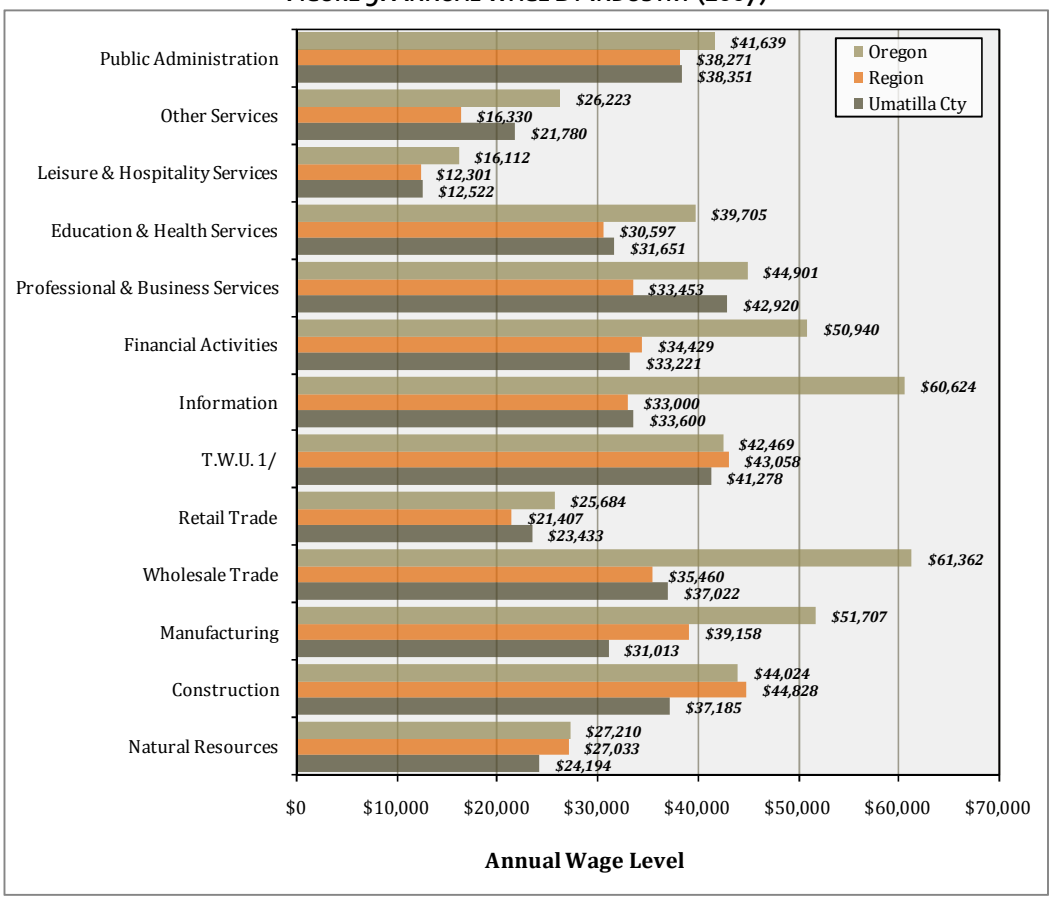


SOURCE: Oregon Employment Department Survey of Covered Employment & Wages and Washington Employment Security Department

In Umatilla County, the highest paid industry sector is Professional & Business Services ($42,920), followed closely by Transportation, Warehousing & Utilities ($41,278) and Public Administration ($38,351). The lowest paid industries are Leisure & Hospitality ($12,522) and Other Services ($21,780).

Looking at wage levels by sector across the region, Umatilla County enjoys some advantages. Umatilla has the highest paying wages in the fast growing Professional & Business Services sector—35% higher than Walla Walla County, 11% higher than Morrow County and 42% higher than Union County. Wages in Other Services, Retail Trade, Wholesale Trade, Educational and Health Services, Leisure & Hospitality and Information are also higher than the regional average. Conversely, in Natural Resources, Construction and Manufacturing, Umatilla County wages are 79-89% of the regional average.

FIGURE 9: ANNUAL WAGE BY INDUSTRY (2007)



SOURCE: Oregon Employment Department Survey of Covered Employment & Wages and Washington Employment Security Department
1/ Transportation, Warehousing, & Utilities

OTHER FACTORS FOR ECONOMIC DEVELOPMENT POTENTIAL

In addition to demographic and economic trends, other factors provide insight into the City's economic development potential. These factors, together with their challenges and opportunities, are discussed briefly below:

Amenity Values - In land use planning parlance, amenity values are encompassed in the concept of livability. The term livability is rarely, if ever, used in economic terms. Because amenity values are inherently qualitative and subjective in nature, they can be challenging to effectively characterize in quantitative economic terms. Nevertheless, amenity values are characterized in the field of Economics and Economic Geography because amenity values have real economic consequences. For example, Jackson Wyoming is located in a remote area and has few of the typical economic assets required for a vibrant economy. It does, however, have high amenity values that translate into a vibrant economy (Teton County has a median household income of $59,568 compared to $45,362 in Umatilla County).[3] Similarly, Milton-Freewater and the Walla Walla Valley have a number of amenity values that create potential for economic opportunities, *including but not limited to*:

- ◊ Blue Mountains
- ◊ Umatilla and Wallowa Whitman National Forests
- ◊ Multiple Excellent Fishing and Hunting Areas
- ◊ Snake, Walla Walla and Columbia Rivers Boating and River Activities

[3] U.S. Census Bureau, 2006 American Community Survey.

- ◊ Spout Springs and Ski Bluewood Ski Areas
- ◊ Several Fine Golf Courses
- ◊ Farms, Orchards and Vineyards
- ◊ Beautiful Rolling Hills and Valley Scenery
- ◊ Pleasant Climate
- ◊ Walla Walla Farmer's Market
- ◊ Muddy Frogwater Festival, Logs to Frogs, Chamber Oktoberfest, Christmas Magic light parade, Walla Walla Sweet Onion Festival and Balloon Stampede
- ◊ Arts and Entertainment – Frazier House Museum, Fort Walla Walla Museum, Musical and Theatrical Productions at Local Colleges, Walla Walla Symphony Orchestra, Art Galleries

Production Inputs (Non-Labor) – Umatilla County has the highest number of harvested acres in the State. Grains make up the bulk of those acres followed by field and vegetable crops and tree fruit and nuts. These raw agricultural products support a large portion of Milton-Freewater's economy and continue to be a valuable component of production for Milton-Freewater industries. Presently, frozen produce manufacturing, wineries and tortilla manufacturing represent the value-added agricultural production industries operating in the City. Another important production input for Milton-Freewater is the availability of City-provided utilities which are relatively inexpensive as compared to the rest of the nation.

Economic Development Support Organizations - The City of Milton-Freewater benefits from the services of various economic development support agencies and organizations at the Federal, State, regional and local level. At the federal level, the area is served by the USDA Rural Development which supports public infrastructure and services as well as provides funding for area businesses. In addition, State agencies such as the Oregon Department of Land Conservation & Development (DLCD), the Economic & Community Development Department (OECDD) and the Governor's Economic Development Revitalization Team (ERT) provide direct economic development support through means such as grants, strategic regional land and transportation planning and personnel dedicated to leveraging regional assets. Also at the state level, the Oregon State University Extension Service operates in the City of Milton-Freewater with the purpose of providing knowledge and education services related to Milton-Freewater's agricultural economy. The Extension office offers information and training related to crop production, with support specific to the crops produced in the Walla Walla Valley and assistance with controlling damaging diseases caused by quarantine pests. In addition, the Extension offers support for growing organics, groundwater education, windbreaks and pesticide applicators.

A number of regional and local organizations operate in Milton-Freewater. The Community Development Partnership is a community run organization that promotes sustainable economic and community development through activities designed to enhance tourism and small business viability. The Partnership has used its funding for upgrading storefronts and general community cleanup. The Milton-Freewater Chamber of Commerce sponsors classes at Blue Mountain Community College, provides a professional business directory for the area and provides business advocacy services.

Milton-Freewater is part of the Port of Umatilla taxing district. The Port of Umatilla is responsible for facilitating economic development and diversity in conjunction with the goals and planning of the City. As such, the Port of Umatilla provides leadership for the overall vitality of the region's economic and community development as well as support in fostering job creation by business recruitment and expansion efforts, maintaining available industrial sites and buildings and maintaining transportation linkages. Secondly, due to Milton-Freewater's proximity and linkage to Walla Walla, Milton-Freewater's economy benefits from informal reliance on the economic development efforts of the Port of Walla Walla.

Greater Eastern Oregon Development Corporation (GEODC) is a private non-profit corporation formed in 1982 to support business creation, retention and expansion in the region. This is accomplished by administering funds to businesses, developing economic development strategy, and assisting local governments to develop human resources and physical infrastructure to support development goals.

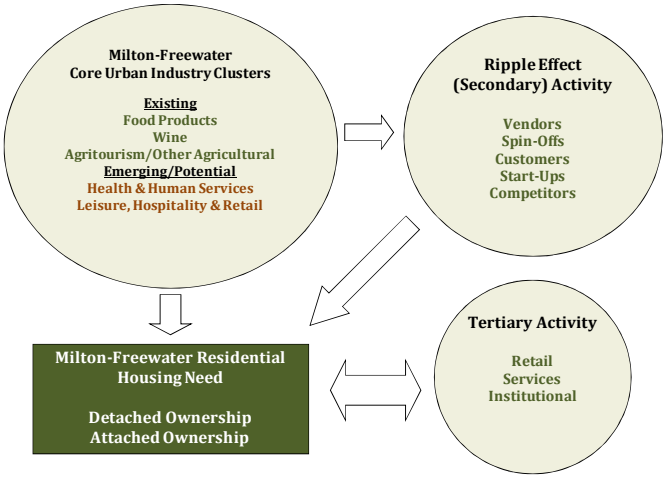
GEODC is largely funded through federal government programs such as the U.S. Department of Commerce, Economic Development Administration Revolving Loan Fund and the U.S. Department of Agriculture, Rural Development Intermediary Relending Program. The main office is located in Pendleton and is staffed by a director and small staff.

Educational and Technical Training Programs - Several institutions located in Walla Walla and Milton-Freewater provide educational and skills training. Walla Walla has two four-year universities, Whitman College and Walla Walla University as well as two-year community college, Walla Walla Community College and Milton-Freewater has Blue Mountain Community College, an active vocational institution based in Pendleton with locations throughout northeast Oregon. Blue Mountain Community College offers an Oregon Transfer Associates degree and Associates degrees in administrative assistant and education assisting. In addition, it offers a wide range of industry specific training and job skills workshops intended to target needs specific to the community. Please see the Technical Appendix for a complete listing of the education degree programs offered in the area.

III Competitive Position and Target Industry Opportunities

Sound economies are best organized around a healthy set of industry clusters—similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship. In his pioneering book "The Competitive Advantage of Nations", Harvard Professor Michael Porter defines clusters as "geographic concentrations of inter-connected companies and institutions working in a common industry". As an economic development strategy, specific clusters are targeted, and emerge, when a particular geography holds an innate competitive advantage in that industry—whether it is natural resources, human capital, political policies or geography. For example, Oregon's oldest industries—namely forestry and agriculture, emerged from physical and environmental attributes such as its climate, trees, soils, and access to shipping and distribution networks. In turn, these industries spawned interrelated clusters that include Food Processing & Manufacturing, Wood Product Manufacturing, Wholesaling & Distribution, Machinery Manufacturing, and host of other industries.

With shared ideas, concepts, and competition, knowledge spill-over within clusters encourages secondary effects—innovation, the creation of start-ups and spin-off industries, and opportunities for suppliers, manufacturers, and customers. In turn, effects from job creation wages support tertiary effects such as retail, services, construction, and institutional industries.



In light of the baseline economic analysis above, Johnson Gardner reviewed Oregon Employment Department ES-202 employment data for the Milton-Freewater UGB to determine industries and industry clusters in which

the local economy is both regionally competitive and/or has growth potential. We have identified three industry clusters with an existing competitive presence in Milton-Freewater and three potentially emerging clusters. Indentified targeted industries are evaluated in greater detail below, with broad industry sector profiles available in the technical appendix.

Existing Clusters

Food Products

Canned and frozen food manufacturing has traditionally held an important place in the Milton-Freewater economy. The area's vast natural resources give it a competitive advantage for preserving fruit and vegetable products. However, the sector has been seeing sustained decline during the last ten years. Canned vegetable manufacturing disappeared from the Milton-Freewater economy with the closure of the Seneca Foods. While frozen food manufacturing still exists, it too has been slowly declining over the last 10 years.

Existing Presence	Regionally Competitive	Growth Trend
Moderate	Moderate-High	Mixed ⟷

Milton-Freewater's outlook for the sector is mixed. The City's existing industry experience, infrastructure, proximity to a wide range of raw materials and inexpensive utilities are certainly assets for future development. For example, moderate retooling of prior canning plants would allow a manufacturer to be operational within a relatively short lead time. On the other hand, the industry is highly competitive and still somewhat volatile. Further, national employment in fruit and vegetable preserving is expected to decline over the next ten years which may restrict recruiting opportunities.

Conversely, the food manufacturing industry has many sectors which are experiencing high levels of growth. In many instances traditional food manufacturing, such as that which exists in Milton-Freewater, is supporting the emergence niche markets. The top growing niche markets are organics, health foods, specialty and ethnic foods, age awareness and controlled portions.[4] Considering other classes of food products will be an important objective in creating a diverse and sustainable local sector.

Food manufacturing support industries, which enhance local industry viability, are also experiencing growth nationally. For example, food processing equipment companies are facing increased demand by U.S. food manufacturers for more efficient processes. This is the result of concern over rising energy prices, foreign competition and constantly changing consumer demand. Similarly, packaging is exhibiting growth as manufacturers continue to use it as a marketing tool. Finally, as food manufacturing continues to develop in Milton-Freewater, the demand for warehousing space will necessarily increase. Warehousing may also experience growth as a result of RailEx, which is still expanding service to the area.

[4] Feder, David. "The 6 top trends in food processing." Food Processing Magazine. 2006.

WINE

The Walla Walla Valley reputation for producing quality wines is growing but most of the development and notoriety has been confined to the Washington side of the border. However, Milton-Freewater is positioned to capture a portion of the growing market share. First, approximately 60% of wine grapes are grown on the Oregon side of the border. Secondly, private investment has already identified potential: Seven Hills Properties is in process of developing 40 acre parcels to be used for vineyards and boutique wineries on the hills south of Milton-Freewater.

Existing Presence	Regionally Competitive	Growth Trend
Low	High	Increasing ↑

In addition to the traditional winery model, there is opportunity to pursue other winery models as well. First is the cooperative winery model, in which independent winemakers share space and equipment within the same facility. Second is the custom crush model, in which one operation produces wine for multiple wineries. Both models are experiencing growth; however anecdotal evidence suggests that custom crush is more profitable for winemakers. Moreover, it is estimated that approximately half of Oregon brands are made in custom crush facilities.

Prosser, Washington

Prosser's wine industry model has been widely praised and is relevant due to two successful clusters of wineries. The first is Vintner's Village, formerly known as the North Prosser Business Park. It is a conglomeration of thirteen vintners within a 32-acre area towards the north end of Prosser. The park is designed as a walkable "village" with a lighted pathway extending throughout the park. Seven of the wineries are housed within the "Winemaker's Loft", a cooperative winemaking facility. These boutique wineries share the facility's winemaking space but maintain independent tasting rooms. An additional six traditional wineries operate throughout the park. The Port of Benton developed the land in 2000 as a light industrial park, extending roads, city water and sewer service. Construction on the first winery began in 2006 and most major construction is now complete with the exception of one last lot. The Port recently entered into a purchase agreement to purchase an additional 18 acres to the south, including a structure planned to house a bed and breakfast.

The second cluster located in Prosser is the Prosser Wine and Food Park, a smaller scale cluster in the east part of town. The Park is anchored by Hogue Cellars and several small boutique wineries.

Carlton Winemakers' Studio

The Carlton Winemakers' Studio, located in Yamhill County, is a cooperative winemaking facility wherein eight independent, bonded, licensed wineries operate under the same roof. The Studio operates as an alternating proprietor (versus a custom crush). The independent wineries pay rent, based on the tonnage of fruit brought into the facility, which includes the sharing of equipment, the use of utilities unlimited access, and the storage of wine. The wineries, in turn, are responsible for equipment cleaning and sterilization, purchasing their own barrels as well as any winemaking chemicals or equipment specific to the winemaker's process. The Studio, in turn, maintains equipment and studio staff, which are available to winemakers for a fee. The on-site tasting room is also shared. In the past, the Studio used a rotation system for showcasing winemakers' wine, however recently changed the system to allow all wines to be available at all times.
A benefit of this type of model is the heightened potential for knowledge spillover, allowing relative novice winemakers to work side by side with those experienced

in the industry. This can lead to increased efficiency as waste of time and materials is decreased. In addition, the region as a whole benefits as winemakers increase skills at a faster rate thereby fostering an increased rate of growth as the quality of the wine intensifies.

One other important aspect of the Carlton Winemakers' Studio is the configuration of the facility. Because the building was designed by a winemaker, the flow of the wine making process has been streamlined to allow maximum efficiency—important when multiple winemakers are sharing space and time.

AGRITOURISM

Existing Presence	Regionally Competitive	Growth Trend
Low	High	Increasing ↑

Milton-Freewater's rich agricultural tradition and resources make agritourism and recreation based on agriculture a natural extension of the Milton-Freewater economy. Additionally, agritourism can support related wine industry, agricultural support activities and equestrian development objectives and vice-versa. For example, horseback wine tours, an activity with growing demand, is characterized as agritourism and supports wine and equestrian industries. Agritourism presents area farmers with an opportunity to supplement their income that isn't necessarily tied to the production cycles of their farm activities. In other words, it can remove seasonally based income fluctuation or weather, prices and government payment variations. In addition, a successful agritourism industry can increase diversity in the local economy, draw visitors year round and create vivacity in the local economy.

Agritourism is a well-established industry in European countries where an estimated one-third of all farm operations offer agritourism activities. It has been growing in the U.S.; however most of the industry's growth has been in the South, which accounts for more than half of the U.S. farms receiving income from recreational activities. According to the Department of Agriculture (USDA), 2002 Census of Agriculture, Oregon has 350 farms receiving income of approximately $3 million from offering recreational activities. Likewise, Umatilla County has 17 farms offering recreational activities generating income of approximately $75,000. The trend driving agritourism is the growing shift of population towards urban areas. A positive correlation exists between people's removal from rural and agricultural lifestyles and the demand for agritourism.

A recent USDA study on agritourism found five key characteristics of the successful agritourism operation.[5] First, the study finds that agritourism activities are most successful when operated by farms with high net worth. However, the study also found that counties, in which there was wide community support for agritourism activities, were able to provide the financial support the farms otherwise lacked. For instance, the study finds that slow growing counties tend to earn more income from recreation because more effort is made by local communities to support the industry. Secondly, agritourism flourishes when farms are located near population densities. For example, Milton-Freewater may draw on population from Walla Walla and Pendleton, but would also have the benefit of wine industry tourism. Third, agritourism activities should be located within an average driving distance of 80 miles round trip. Fourth, agritourism which is located farther from metropolitan areas is more successful than agritourism located closer to urban influences. Lastly, the counties natural amenities score, which is calculated by the USDA, is positively related to the success of its agritourism industry. The natural amenities scale considers a county's topography, water resources, temperature, mean hours of sunlight, and urban influence to calculate the natural amenity score on a scale of one to seven. Umatilla County has a natural amenity score of four, which is comparable to all counties in the region with the exception of Wallowa County which has a score of five.

[5] Brown, Dennis M. and Richard J. Reeder. "Farm-Based Recreation: A Statistical Profile". US Department of Agriculture, Economic Research Services, Economic Research Report Number 53, December, 2007.

HEALTH & HUMAN SERVICES

Existing Presence	Regionally Competitive	Growth Trend
Moderate	Moderate-High	Increasing ↑

The heath care industry in Milton-Freewater is one with growth potential from an already competitive base. Health care is comprised of Ambulatory Health Services, Nursing & Residential Care Facilities and Social Assistance. Like many other sectors of Milton-Freewater's economy, it benefits from proximity to Walla Walla and in this case, Pendleton.

Milton-Freewater's employment in health services such as offices of physicians and specialists grew by 25% between 2002 and 2006. Likewise, employment in social assistance such as child day care services and homes for the elderly grew by over 18% during the same period.

In light of an existing growth in the health and human services, Milton-Freewater has the potential to nurture its health care industry by drawing on the growth in Walla Walla and Pendleton. In particular, the opportunity to recruit clinics that feed area hospitals presents Milton-Freewater with an enormous opportunity to engage further activity in the sector.

LEISURE & HOSPITALITY/RETAIL

Existing Presence	Regionally Competitive	Growth Trend
Moderate	Moderate-High	Increasing ↑

Leisure & Hospitality and Retail are included as a cluster for a couple reasons. First both sectors face similar challenges and secondly, both will develop with growth in the wine and/or agritourism industries.

Employment in the Leisure & Hospitality sector grew by 6% between 2002 and 2006. Most of the growth was in Amusement and Recreation Industries and Accommodation. As wine and tourism continue to emerge, Milton-Freewater's potential for growth in this sector will be apparent.

Similarly, demand for Retail will also grow with additional tourist activity. On the other hand, demand for Retail is dependent on other factors as well. For example, Milton-Freewater is just south of much greater population densities in College Place and Walla Walla. From a sales tax perspective, this presents a distinct competitive advantage that has not been fully exploited. For example, a retail gap analysis produced by Johnson Gardner using data from Claritas Inc., a national leader in third party data, found that Milton-Freewater is posting a nearly $9 million retail surplus so far in 2008. The surplus is driven by Furniture Stores, Building Material and Garden Equipment Stores and Food and Beverage Stores and is indicative of the fact that many local employees live outside of Milton-Freewater and the draw from the Washington side of the border. On the other hand, demand gaps are shown in motor vehicle and parts dealers, electronics and appliance stores, clothing and accessories stores, sporting goods, hobby, book and music stores and general merchandise stores. In other words, Milton-Freewater residents must travel elsewhere to meet their retail needs.

IV TWENTY-YEAR EMPLOYMENT FORECAST

INTRODUCTION

This analysis updates the employment forecasts within the City of Milton-Freewater's Urban Growth Boundary. The employment forecasts were generated through 2028. The primary source of data on current employment patterns was derived from the State of Oregon Employment Department's ES-202 reports.

CREATING A BASE YEAR ESTIMATE

CONVERSION TO TOTAL EMPLOYMENT

For the year 2006, ES-202 reports estimate employment in Milton-Freewater to total 2,243 employees. However, our source ES-202 data reports "covered employment" only—employer firms that tracked through unemployment insurance. Because this data omits a significant portion of the workforce that are not covered (i.e. sole-proprietors, self-employed, commission workers) we must revise our estimates to reflect true employment. Estimates from the Bureau of Economic Analysis (BEA) indicate that in 2006 covered employment accounted for approximately 74.8% of total employment in Umatilla County, with individual estimates reported by broad sector. Assuming that Milton-Freewater roughly tracks the countywide trend, we estimate the *total* employed level in 2006 to be in the area 2,996 employees.

FIGURE 10: CONVERSION OF COVERED EMPLOYMENT TO TOTAL EMPLOYMENT (2006)

NAICS	Milton-Freewater UGB Covered Employment 1/	Covered Share of Total Employment 2/	Estimated Milton-Freewater UGB Total Employment
Natural Resources	329	100.0%	329
Construction	23	60.6%	38
Manufacturing	115	100.0%	115
Wholesale Trade	69	91.7%	75
Retail Trade	282	77.8%	363
T.W.U. 1/	18	72.6%	25
Information	9	81.1%	11
Financial Activities	95	46.2%	205
Professional & Business Services	345	72.9%	473
Education & Health Services	551	68.9%	800
Leisure & Hospitality	215	86.1%	250
Other Services	79	39.3%	200
Public Administration	114	100.0%	114
TOTAL	***2,243***	***74.8%***	***2,996***

1/ From the Oregon Employment Department ES-202 data

2/ Data from the Bureau of Economic Analysis for 2006, the most recent year complete data is available. Assumptions displays the percent of total wage and salary (covered) employment to total nonfarm employment in Umatilla County.

SOURCE: Oregon State Employment Department, U.S. Bureau of Economic Analysis, and JOHNSON GARDNER

CONVERSION TO TOTAL EMPLOYMENT

The second step to creating our base year estimate is updating our 2006 total employment estimate to the current period. This process involves the evaluation of countywide economic trends between 2006 and 2008 in addition to current knowledge about the local economic activity in Milton-Freewater. Outlined in Figure 11, we assume that between 2006 and 2008 the Milton-Freewater economy averaged about 1.2% annual growth to 3,072 total employees. The overall growth rate of 1.2% is based on Bureau of Labor Statistics (BLS) industry employment data for Umatilla County between 2006 and 2007 which was then adjusted based on knowledge of local industry-specific employment trends. This estimate will be utilized as the basis of our long-term employment forecast.

FIGURE 11: UPDATING 2006 TOTAL EMPLOYMENT TO THE CURRENT PERIOD (2008)

NAICS	2006 Total Employment	Short Term Annual Growth Assumption 1/	2008 Total Employment Estimate
Natural Resources	329	5.2%	364
Construction	38	-2.7%	36
Manufacturing	115	-6.8%	100
Wholesale Trade	75	-2.2%	71
Retail Trade	363	3.2%	386
T.W.U.	25	-2.1%	24
Information	11	-7.5%	9
Financial Activities	205	-2.2%	197
Professional & Business	473	2.9%	501
Education & Health	800	0.3%	804
Leisure & Hospitality	250	2.7%	264
Other Services	200	0.0%	200
Public Administration	114	1.0%	116
TOTAL	***2,996***	***1.2%***	***3,072***

1/ Based on 2006 to 2007 realized growth trend in the Current Employment Statistics (CES), BLS. Growth rate was revised for the 2007-2008 growth year to reflect anticipated slowing in the national and regional economy.

ANTICIPATED REGIONAL GROWTH

FIGURE 12 outlines the State of Oregon's most recent employment growth forecast for Region 12 which includes Umatilla and Morrow Counties. The State's outlined growth rates were used as baseline estimates to forecast the rate of employment growth by industry in this analysis.

- *Over the forecast period (2006–2016), the region's employment growth is projected to average 1.0% across all industries.*

- *The Leisure & Hospitality (2.0% AAGR) and Education & Health (1.9% AAGR) sectors are expected to display accelerated growth at the regional level during the period. Only modest rates of growth area expected in the Transportation, Warehousing and Utilities (0.5% AAGR), Information (0.3% AAGR) and Public Administration (0.6% AAGR) sectors while the Professional & Business Services sector is expected to decline (-0.7% AAGR).*

FIGURE 12: ANTICIPATED REGIONAL GROWTH, REGION 12

NAICS	Region 12 Employment 2006	Region 12 Employment 2016	Avg. Annual Growth Rate
Natural Resources	100	110	1.0%
Construction	1,050	1,200	1.3%
Manufacturing	4,480	5,170	1.4%
Wholesale Trade	880	960	0.9%
Retail Trade	3,280	3,710	1.2%
T.W.U.	2,970	3,130	0.5%
Information	300	310	0.3%
Financial Activities	1,010	1,130	1.1%
Professional & Business	2,390	2,230	-0.7%
Education & Health	2,830	3,410	1.9%
Leisure & Hospitality	2,390	2,910	2.0%
Other Services	700	790	1.2%
Public Administration	8,560	9,090	0.6%
TOTAL	***30,940***	***34,150***	***1.0%***

SOURCE: Oregon Employment Department

PRELIMINARY EMPLOYMENT FORECAST

FIGURE 13 presents a forecast of total employment within Milton-Freewater between 2008 and 2028. The baseline forecast utilizes the State of Oregon's projected growth rates by sector (Figure 12) and applies these rates of growth to the estimated current employment distribution within the Milton-Freewater economy (Figure 11). In addition, the baseline forecast includes an adjustment to the Retail Trade and Professional & Business Services sectors. Retail Trade was accelerated by 0.05% over the twenty year period and Professional & Business Services was accelerated by 0.8%. Retail Trade was accelerated based on City objectives to pursue both increased Retail Trade, Wine and Agritourism activity. Professional & Business Services was accelerated based on local conditions and objectives which do not justify the negative growth rate imposed on the region by the State growth rate forecast for the sector (Figure 12).[6] Two additional forecasts are also generated, referred to as the high and low growth scenarios. The high growth forecast assumes a growth rate of 120% over the baseline growth rate for each sector and the low growth forecast assumes a growth rate 75% under the baseline growth rate for each sector. The high growth forecast includes an adjustment, similar to those included in the baseline forecast, to several sectors which will be impacted by the City's industry target goals. These industries include Construction, Manufacturing, Retail Trade, Professional & Business Services, Education & Health Services, and Leisure & Hospitality. It should be noted that employment forecasts are speculative, particularly over a twenty year horizon.

As shown, the baseline employment forecast anticipates an increase of 871 jobs, reflecting an average annual growth rate of 1.3%. The high growth scenario projects an increase of 1,181 jobs (1.6% AAGR), while the low growth scenario projects 696 new jobs (1.0% AAGR). Education & Health Services, Leisure & Hospitality and Retail Trade are expected to account for about 69% of net new growth over the forecast period. Other strong growth sectors are Construction, Manufacturing, Financial Activities and Other Services accounting for an additional 17%.

FIGURE 13: PRELIMINARY EMPLOYMENT FORECAST SCENARIOS, MILTON-FREEWATER UGB

Baseline Forecast	Base Year	Employment Forecast				2008-2028 Growth	
NAICS	2008	2013	2018	2023	2028	Jobs	AAGR
Natural Resources	364	381	400	420	440	76	1.0%
Construction	36	38	41	44	47	11	1.3%
Manufacturing	100	108	116	124	133	33	1.4%
Wholesale Trade	71	75	78	81	85	14	0.9%
Retail Trade	386	412	439	468	499	113	1.3%
T.W.U.	24	24	25	26	26	3	0.5%
Information	9	9	10	10	10	1	0.3%
Financial Activities	197	208	220	233	246	49	1.1%
Professional & Business	501	503	506	509	512	11	0.1%
Education & Health	804	883	969	1,064	1,168	363	1.9%
Leisure & Hospitality	264	291	321	354	391	127	2.0%
Other Services	200	212	226	240	255	55	1.2%
Public Administration	116	120	123	127	131	15	0.6%
TOTAL	***3,072***	***3,265***	***3,473***	***3,699***	***3,943***	***871***	***1.3%***
High Forecast	**Base Year**	**Employment Forecast**				**2008-2028 Growth**	
NAICS	**2008**	**2013**	**2018**	**2023**	**2028**	**Jobs**	**AAGR**
TOTAL	***3,072***	***3,326***	***3,606***	***3,913***	***4,252***	***1,181***	***1.6%***
Low Forecast	**Base Year**	**Employment Forecast**				**2008-2028 Growth**	
NAICS	**2008**	**2013**	**2018**	**2023**	**2028**	**Jobs**	**AAGR**
TOTAL	***3,072***	***3,225***	***3,392***	***3,572***	***3,768***	***696***	***1.0%***

1/ High Growth Forecast assumes Milton-Freewater's rate of growth is 120% of the baseline projection.

2/ Low Growth Forecast assumes Milton-Freewater's rate of growth is 75% of the baseline projection.

[6] The adjustment to the Retail Trade sector added 5 jobs to the baseline forecast but will have a greater impact on the High growth scenario. The adjustment to the Professional & Business Services sector added 76 to the baseline forecast. The baseline growth rate for this sector (0.1%) is highly conservative given the past growth rate in the sector.

V TWENTY-YEAR EMPLOYMENT LAND NEEDS ANALYSIS

INTRODUCTION

This section summarizes the projected need for commercial and industrial land associated with the employment projections through 2028. Results are followed by a description of the methodology employed by JOHNSON GARDNER to project the need for commercial and industrial space, and subsequently, commercial and industrial land.

Determining the City's required site types involves qualitative and quantitative analysis. The qualitative analysis describes the site characteristics expected to be demanded by firms during the planning period. There are three components to the quantitative analysis. The first describes the types of firms likely to locate in Milton-Freewater during the planning period. This component was completed through the Target Industry Opportunities Analysis. The second component involves projections of employment. These employment projections have been summarized in the previous section. The third component combines these employment projections with the qualitative component of the Site Requirements analysis to project the commercial and industrial land need and the demanded numbers of sites.

SUMMARY OF COMMERCIAL AND INDUSTRIAL LAND NEED FINDINGS

The results summarized in Figure 14 highlight projections of net new demand within the Milton-Freewater UGB for commercial and industrial land between 2008 and 2028. Detailed findings by use type and growth scenario are included in the technical appendix. Over the next twenty years, net new demand for commercial and industrial land is expected to range from 27 to 58 net buildable acres, contingent upon Milton-Freewater's realized growth pattern through 2028. The baseline "Medium Growth Scenario" indicates that Milton-Freewater can expect aggregate commercial and industrial land need in the vicinity of 37 acres through 2028; additional acreage may be necessary to accommodate particular numbers and types of sites expected to be demanded.

FIGURE 14: PROJECTED AGGREGATE NEED FOR COMMERCIAL AND INDUSTRIAL LAND IN THE MILTON-FREEWATER UGB (NET BUILDABLE ACRES) (2008-2028)

Use Type	Need For Land (Acres) By Scenario: Medium Growth	High Growth	Low Growth
OFFICE COMMERCIAL	**7.3**	**10.0**	**4.7**
INDUSTRIAL	**7.3**	**9.1**	**6.1**
RETAIL COMMERCIAL	**10.2**	**23.4**	**8.2**
CITY RESIDENTS	7.9	17.1	6.8
REGION/TOURISTS 1/	2.2	6.3	1.4
OVERNIGHT LODGING	***2.3***	***4.6***	***0.4***
SPECIALIZED USES 2/	***9.6***	***11.0***	***7.9***
TOTAL	***36.5***	***58.1***	***27.2***

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.
2/ Hospitals, Clinics, etc. for employment not otherwise categorized.
SOURCE: Johnson Gardner LLC

These projections reflect ***net*** developable land, required only for building and impervious surface space requirements. Roads, right-of-ways, parks and public facilities, among other things necessary to serve

projected land development, are not included. While the methodology is not based on a set density per acre assumption, the output reflects the following average jobs per net acre by broad land employment development categories.

AVERAGE JOBS/NET ACRE	
OFFICE COMMERCIAL	37.9
INDUSTRIAL	11.8
RETAIL COMMERCIAL	22.6
OVERNIGHT LODGING	2.3
SPECIALIZED USES	20.0

In addition to projecting aggregate commercial and industrial needs, LCDC's Goal 9 rule also requires the City of Milton-Freewater to project the demanded number of sites by type. This has been done according to the ration of existing acreages and a typical site size and is provided below.

FIGURE 15: PROJECTED ACRES AND NUMBER OF REQUIRED SITES BY TYPE

Demand by Development Pattern			Planning Horizon					
			Number of Sites			Acres		
		Typical Acreage	Medium	High	Low	Medium	High	Low
Office	Large	8.26	0.0	0.0	0.0	0.2	0.3	0.1
	Medium	2.60	1.3	1.7	0.8	3.3	4.5	2.1
	Small	0.41	9.2	12.7	6.0	3.8	5.2	2.5
Industrial	Large	10.16	0.0	0.0	0.0	0.0	0.0	0.0
	Medium	5.80	0.0	0.0	0.5	0.2	0.3	3.0
	Small	0.61	11.5	14.4	9.6	7.0	8.8	5.9
Commercial Retail	Large	15.00	0.1	0.3	0.1	2.2	5.1	1.8
	Medium	2.74	1.8	4.0	1.4	4.8	11.0	3.8
	Small	0.48	6.6	15.2	5.3	3.2	7.3	2.5

Lastly, the demand for actual sites, the need for public rights of way and infrastructure must be estimated in order to project the total amount of lands that would be required in the event the Urban Growth Boundary were expanded to provide land for needed employment sites. The DLCD Goal 9 guidebook recommends 25% for City's that would largely be extending infrastructure into new areas to serve new development. Figure 16 projects the total land demand for Milton-Freewater.

FIGURE 16: PROJECTED AGGREGATE NEED FOR COMMERCIAL AND INDUSTRIAL LAND IN THE MILTON-FREEWATER UGB (GROSS BUILDABLE ACRES) (2008-2028)

Use Type	Need For Land (Acres) By Scenario: Medium Growth	High Growth	Low Growth
OFFICE COMMERCIAL	**9.1**	**12.5**	**5.9**
INDUSTRIAL	**9.1**	**11.4**	**7.6**
RETAIL COMMERCIAL	**12.7**	**29.3**	**10.2**
CITY RESIDENTS	9.9	21.4	8.5
REGION/TOURISTS 1/	2.8	7.9	1.7
OVERNIGHT LODGING	**2.9**	**5.7**	**0.5**
SPECIALIZED USES 2/	**11.9**	**13.7**	**9.9**
TOTAL	***45.7***	***72.6***	***34.1***

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

INDUSTRIAL AND OFFICE LAND NEED METHODOLOGY

Demand for industrial and office commercial land is a direct function of employment growth in industrial sectors that occupy this type of space. As a result, our projections of industrial and office demand are based on forecasted employment growth by industrial sector within Milton-Freewater. Methodology for forecasting need for industrial and office commercial land follow a standard, multi-step process, summarized below. The detailed calculations underlying the findings in this section are contained in the Technical Reference to this document (pgs. 3-18).

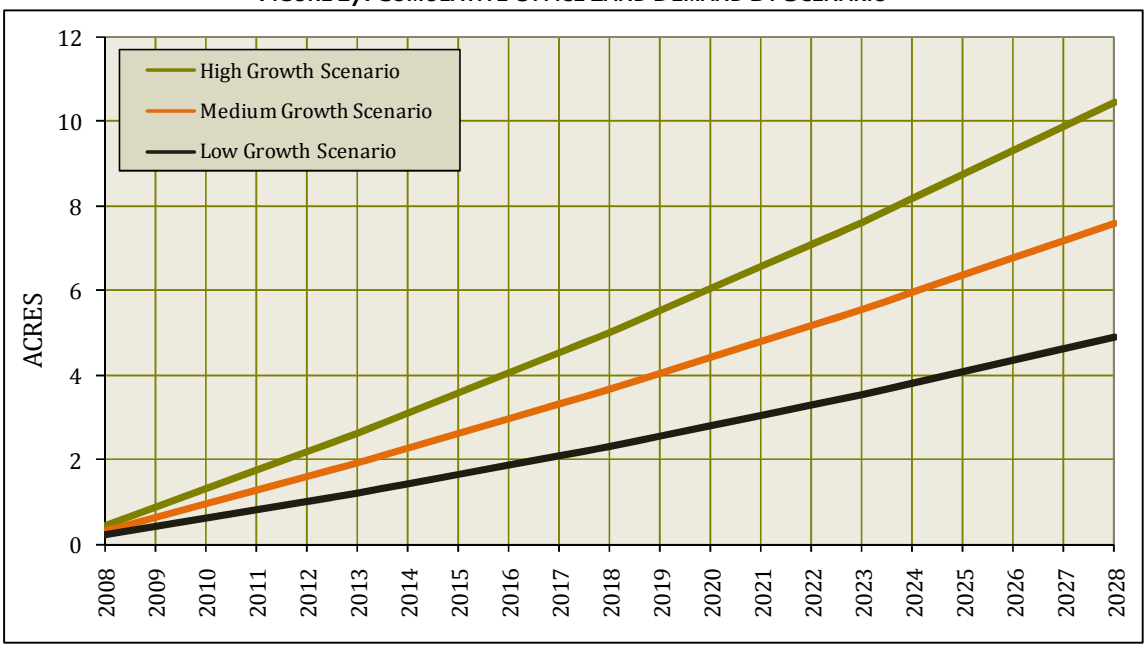
DEMAND FOR OFFICE BUILDING SPACE

Sector employment growth for each of the three economic scenarios is converted into growth in office employment based on typical percentages of jobs, or capture factors, by sector that will be located in office development rather than industrial development. Employment density ratios, the average space in square feet necessary per office job, were utilized to calculate total office space demand given projected employment growth. Ratios and densities utilized are from the Urban Land Institute.

DEMAND FOR OFFICE COMMERCIAL LAND

Demand for office land is a conversion of demand for space by an office floor area ratio (FAR). FAR is defined as the gross leasable building area divided by the buildable land area used. For example, a 5,000 square foot office building on a 10,000 square foot site would be an example of a 0.50 FAR. For projections under each of the three Milton-Freewater economic scenarios, JOHNSON GARDNER assumed a relatively conservative 0.30 FAR. While surface parked office space can be produced at an FAR up to 0.50, the historic pattern in Milton-Freewater has included more single storey structures at a substantially lower ratio.

FIGURE 17: CUMULATIVE OFFICE LAND DEMAND BY SCENARIO



DEMAND FOR INDUSTRIAL BUILDING SPACE

Milton-Freewater's industry employment growth for each of the three economic scenarios is converted into growth in industrial employment based on typical percentages of employment by sector that will be located in industrial space. Employment is then further stratified by type of space, including warehouse/distribution, general industrial and high-tech/flex space. Finally, employment density ratios, calculated as average square feet of space necessary per industrial job, were utilized to calculate total space demand by industrial space type given projected employment growth. These ratios and densities are based on industry standards.

DEMAND FOR INDUSTRIAL LAND

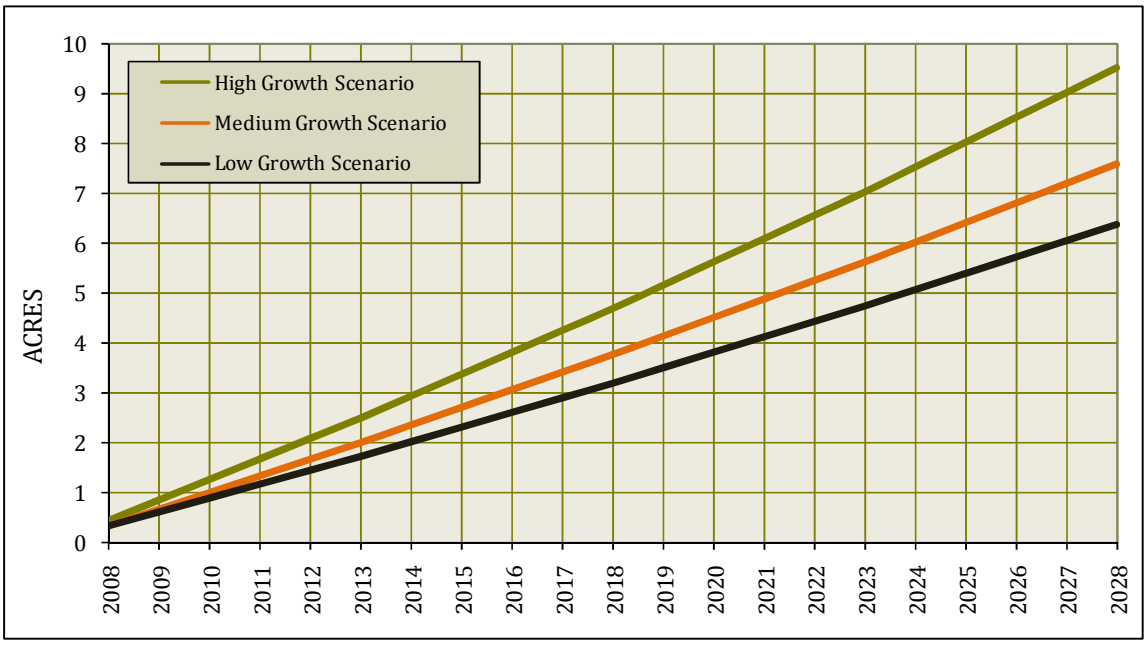
Demand for industrial land is a conversion of demand for space by floor area ratios (FARs) by industrial development type and the addition of non-industrial use demand for industrial land typical of business park space. Projections utilize the following FARs:

- *Warehouse/Distribution:* 0.31
- *General Industrial:* 0.30; and
- *High-Tech/Flex:* 0.26.

Second, a 20% non-industrial use demand for land was assumed for industrial land projections.[7]

[7] Non industrial uses in industrial districts include office space as well as support retail.

FIGURE 18: CUMULATIVE INDUSTRIAL LAND DEMAND BY SCENARIO



RETAIL COMMERCIAL LAND METHODOLOGY

Unlike industrial and office commercial land need, retail land need is a direct function of households moving into Milton-Freewater, typical spending patterns by those households and visitor/tourist spending. Methodology for forecasting retail commercial land need is summarized below.

HOUSEHOLD GROWTH PROJECTIONS

For modeling growth in retail commercial land need driven by residential growth, JOHNSON GARDNER utilized the City's population growth rate projections in Umatilla County's coordinated population forecast. Medium, high and low growth scenarios, and resulting household growth projections through 2028, were estimated as follows:

- *Medium Growth Scenario: Assumes population growth rate of 1.30% annually.*
- *High Growth Scenario: Assumes population growth rate of 1.56% annually.*
- *Low Growth Scenario: Assumes population growth rate of 1.04% annually.*

ESTIMATE MILTON-FREEWATER'S PER-HOUSEHOLD RETAIL SPENDING

JOHNSON GARDNER estimated per-household annual spending by retail category utilizing data derived from the US Bureau of Labor Statistics Consumer Expenditure Survey. Categories are as detailed in the following table by the North American Industry Classification System (NAICS).

FIGURE 19: AVERAGE HOUSEHOLD EXPENDITURES ON RETAIL GOODS, MILTON-FREEWATER UGB

NAICS	Category	Per Household Expenditures 1/
441	Motor Vehicles and Parts Dealers	$6,206
442	Furniture and Home Furnishings Stores	$675
443	Electronics and Appliance Stores	$683
444	Building Materials and Garden Equipment	$3,098
445	Food and Beverage Stores	$4,217
446	Health and Personal Care Stores	$1,525
448	Clothing and Clothing Accessories Stores	$1,281
451	Sporting Goods, Hobby, Book and Music Stores	$563
452	General Merchandise Stores	$3,732
453	Miscellaneous Store Retailers	$741
722	Foodservices and Drinking Places	$2,804
	Totals/Weighted Averages	***$25,527***

ESTIMATE FUTURE MILTON-FREEWATER'S RESIDENT-DRIVEN RETAIL SALES

Future retail sales originating within Milton-Freewater were simply calculated as the product of future household counts under the medium, high, and low growth scenarios through 2028 and annual average retail sales by category.

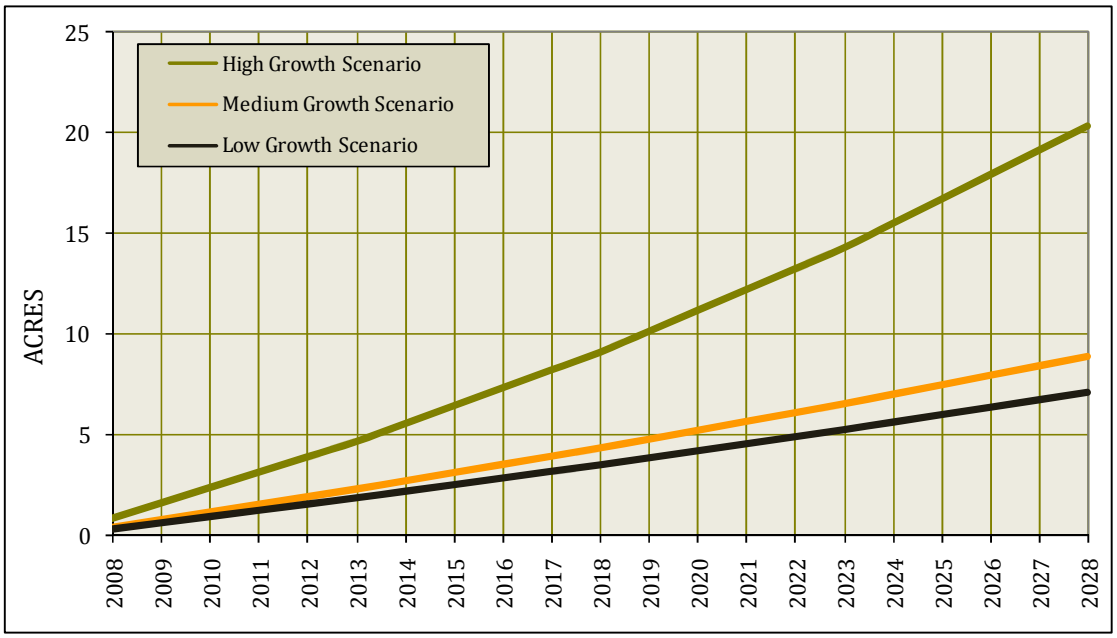
DEMAND FOR RETAIL COMMERCIAL SPACE

Future retail sales are converted into need for developed retail space by calculating the product of future Milton-Freewater retail sales by category to a category-specific Sales Support Factor. The Sales Support Factor is the national average retail sales per square foot of space for each category of retail. Sales support factors are from the Urban Land Institute publication *Dollars & Cents*.

DEMAND FOR RETAIL COMMERCIAL LAND

Demand estimates for developed retail space at different time points was then converted into demand for retail commercial land by applying the industry-standard retail Floor Area Ratio (FAR) of 0.25. The FAR assumes standard suburban retail space requiring one parking space per 1,000 square feet of retail floor area.

FIGURE 20: CUMULATIVE RETAIL LAND DEMAND BY SCENARIO



REGION/VISITOR SPENDING PROJECTIONS

Milton-Freewater's estimated retail sales exceed resident expenditures by a ten percent margin overall, reflecting five retail categories in which the City has a relatively substantial retail share. Milton-Freewater's retail surplus in these five categories also reflects Milton-Freewater's location across the border from the Washington sales tax. The remaining categories reflect sectors in which the City has the opportunity to capture resident expenditures as well as exploit the sales tax factor. It was assumed within our analysis that this ratio would remain constant, and that regional/visitor spending would grow at an equivalent rate to locally-originating retail sales.

Figure 21: Retail Opportunity Gap for Milton-Freewater

	Resident Expenditures 1/	Retail Sales 2/	Retail Opportunity
Total Retail Sales	**$80,943,689**	**$89,710,873**	**($8,767,184)**
Motor Vehicle and Parts Dealers	$16,276,901	$11,914,817	$4,362,084
Furniture and Home Furnishings Stores	$1,771,009	$6,254,106	($4,483,097)
Electronics and Appliance Stores	$1,790,094	$366,145	$1,423,949
Building Material, Garden Equip Stores	$8,125,746	$20,540,492	($12,414,746)
Food and Beverage Stores	$11,060,330	$17,658,486	($6,598,156)
Health and Personal Care Stores	$3,999,979	$6,976,203	($2,976,224)
Gasoline Stations	$9,223,328	$9,435,790	($212,462)
Clothing and Clothing Accessories Stores	$3,359,619	$804,856	$2,554,763
Sporting Goods, Hobby, Book, Music Stores	$1,477,287	$368,307	$1,108,980
General Merchandise Stores	$9,788,106	$7,850,579	$1,937,527
Miscellaneous Store Retailers	$1,942,677	$1,449,064	$493,613
Non-Store Retailers	$4,773,689	$327,605	$4,446,084
Foodservice and Drinking Places	$7,354,924	$5,764,423	$1,590,501

Source: Claritas, Inc.

1/ Data from the Consumer Expenditure Survey which reflects expenditures made by Milton-

2/ Data from the Census of Retail Trade which reflects retail sales made within the City of Milton-Freewater.

UNANTICIPATED ECONOMIC DEVELOPMENT ISSUES

Employment land need forecasts in the above analysis assume a natural or organic rate of expansion for the Milton-Freewater economy based on existing industries and trends. In addition to natural growth, however, it is important for the City to have additional land capacity to accommodate economic developments that are presently impossible to anticipate. These specifically include:

- Abnormally high rates of growth in existing or spin-off industry;
- "Home Run" business attraction, such as a sizeable new national retailer;
- Contingency for countering potential economic displacement;
- Ample supply to meet City planning and economic development goals.

Milton-Freewater's location and public infrastructure investment will largely shape the identity and form of potential "home run" developments. These features include:

- City-owned utilities;
- Proximity to Walla Walla and the Washington border;
- Proximity to agricultural base.

Finally, industrial parcels of versatile size and reasonable development cost have grown more scarce in the Willamette Valley near Interstate 5, particularly in the Portland metro area. The decision by Walmart to locate its distribution center in Hermiston, for example, was driven in part by the issue of industrial land availability with excellent transportation access and reasonable cost.

It is, therefore, reasonable to expect that a combination of all factors mentioned will make Milton-Freewater an attractive location for an unprecedented industry or firm to seek a location in the area. It is, therefore, recommended that the City of Milton-Freewater consider an industrial and commercial land reserve for contingent development. Figure 22 indicates adjusted Gross Land Need through 2028 based on the need for land reserves.

Figure 22: Projected Aggregate Need For Commercial And Industrial Land In Milton-Freewater Adjusted to Prepare for Unanticipated Employment Growth (Gross Buildable Acres) (2008-2028)

Use Type	Need For Land (Acres) By Scenario: Medium Growth	High Growth	Low Growth
OFFICE COMMERCIAL	**19.7**	**34.2**	**5.8**
INDUSTRIAL	**28.8**	**51.5**	**11.1**
RETAIL COMMERCIAL	**28.7**	**54.1**	**10.2**
CITY RESIDENTS	22.4	39.5	8.5
REGION/TOURISTS 1/	6.3	14.6	1.7
OVERNIGHT LODGING	**2.9**	**5.7**	**0.5**
SPECIALIZED USES 2/	**11.9**	**13.7**	**9.8**
TOTAL	***92.0***	***159.3***	***37.5***

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

SOURCE: Johnson Gardner LLC

VI Required Site Type Descriptions

The qualitative component of the site requirements analysis identifies factors such as site sizes (acreage), loading, parking, storage, public facilities, utilities, ownership patterns, surrounding development patterns, proximity to labor, proximity to customers, access to transportation infrastructure, and other site amenities unique to the specific industry. The subsequent tables identify archetypal site requirements according to four major land use categories: Office, Commercial Retail, Industrial and Campus/Institutional.

A detailed matrix of site requirements was produced and organized under the four major employment development patterns: Office, Commercial Retail, Industrial and Campus/Institutional. The detailed matrix is included later in this section. The following table provides a general summary of the site types comprising demand.

	Building Size/SF	Typical Acreage Ranges
OFFICE		
Large	60,000-500,000+	3.5-20
Medium	12,000-70,000	0.5-3.0
Small	400-13,000	0.12-3.0
INDUSTRIAL		
Large	90,000-750,000+	20-200+
Medium	25,000-100,000	4.0-25
Small	500-30,000	0.5-5.0
COMMERCIAL		
Large	45,000-500,000+	7.0-100
Medium	12,000-50,000	3.5-15
Small	0.5	0.5-5

The level of specificity provided in the required site types will inform land demand and supply analyses and land use designation category development. These general development pattern categories are not intended to be exhaustive, but rather are intended to capture the typical patterns observed in the market today and expected for the future. However, by identifying and planning for typical patterns, the widest range of development patterns have been considered in an effort to analyze demand from these many perspectives. Other than the Downtown pattern, which is unique in many ways, none of the other patterns are intended to have a necessary geography or area associated with them—although some areas of the City will contain more of some archetypes and less of others—reflecting locational characteristics, historical development patterns, existing land use regulations, and market forces.

The detailed description of site requirements in the Technical Reference (pgs. 19-24) does not include extensive discussions of environmental constraints. This is because employment land development patterns are generally less sensitive to environmental constraints than residential development patterns. Generally, the described acreages assume sites that are largely free from environmental constraints such as slopes, wetlands, and floodplains.

VII PROJECTED NUMBER OF SITES DEMANDED

The final step in establishing the City's land demand projections is to arrive at the number of sites expected to be demanded according to the above described development pattern types during the planning horizon. The first three steps developed included:

1. *Identify Target Industry Opportunities*
2. *Employment Projections and Aggregate Land Demand by Type*
3. *Site Requirement Site Types Descriptions*

Thus, the final step in the process of estimating the demanded number of sites by type combines the information in steps 2 and 3 to project the number of employment sites by type. Step 2 is a qualitative description of the types of sites that could potentially be demanded, based upon the City's target industry opportunities in Step 1. A Geographic Information Systems (GIS) was used to categorize employment lands according to the categories in the Site Requirement Type Descriptions. Because the site requirement descriptions are qualitative in nature, this is a laborious process and is subjective. The various factors utilized in categorizing lands include a review of aerial photography, assessor's data, the City's BLI information and local knowledge about the employment land base.

Because there are subjective components to this analysis, it is important to understand the assumptions utilized in the analysis. The principal assumptions relate to methodology for identifying and categorizing medium and large sites and these include the following:

- The vast proportion of the employment land base, from the standpoint of total acreage, is consumed by sites larger than half an acre. Some of these are held for speculation and will be divided further, but the vast majority of these parcels are developed and used by going concerns.

- It is much easier to divide employment land into small parcels to meet the needs of smaller users than it is to aggregate small parcels in fractured ownerships to meet the needs of a larger user.

- The third assumption is derived from the above two and is also one of analysis practicality. There are approximately 170 employment planned properties in Milton-Freewater's UGB and almost 73 percent of them are less than half an acre. Categorizing each of these carefully would be extremely laborious and not very meaningful. For this reason, the most careful categorization is reserved for parcels larger than a half acre. The analysis does not generally concern itself with parcels less than .5 acres; this is fully consistent with the parameters laid forth in OAR 660-009 that do not require inventorying of vacant lands less than .5 acres.

- Also important in this categorization process is the consideration of ownerships. As it was discussed above, parcels smaller than .5 acres are generally uncategorized. However, other factors in the analysis consider smaller parcels that have been incorporated into larger sites. These are unlikely to be captured at 100 percent, but careful review of aerial photos and database analysis can capture many of these important acreages that are properly categorized as large and medium sites.

The GIS database provides an estimate of the existing acreage of developed large and medium office, large and medium commercial retail, and large and medium industrial sites in the UGB. The maps in the Technical Reference (pgs. 25-26) depict the inventoried lands by land use category.

Figure 23 provides a detailed assessment of Milton-Freewater employment land demand through 2028 in terms of number of sites demanded by site size, with a comparison to developable employment land supply by site quality within the existing Milton-Freewater urban growth boundary. Results are expressed for all three employment growth scenarios.

FIGURE 23: RECONCILIATION OF MILTON-FREEWATER EMPLOYMENT LAND SITE DEMAND & SUPPLY (2028)

Land Demand Reconciliation - Site Need Count									
Number of Sites by Development Pattern						Planning Horizon			
			Demand Projections				Balance		
		Typical Acreage	Medium	High	Low	Vacant Supply	Medium	High	Low
Office	Large	8.26	1.0	2.1	0.0	5	4.0	2.9	5.0
	Medium	2.60	0.7	1.0	0.5	4	3.3	3.0	3.5
	Small	0.41	13.0	18.5	8.3	4	-9.0	-14.5	-4.3
	SubTotal		***14.8***	***21.6***	***8.8***	***13***	***-2***	***-9***	***4***
Industrial	Large	10.16	1.0	2.0	0.0	0	-1.0	-2.0	0.0
	Medium	5.80	1.0	2.1	0.5	3	2.0	0.9	2.5
	Small	0.61	11.5	15.0	9.6	9	-2.5	-6.0	-0.6
	SubTotal		***13.5***	***19.0***	***10.1***	***12***	***-1***	***-7***	***2***
Commercial Retail	Large	15.00	1.0	1.7	0.1	4	3.0	2.3	3.9
	Medium	2.74	1.8	4.0	1.4	2	0.2	-2.0	0.6
	Small	0.48	6.6	15.2	5.3	7	0.4	-8.2	1.7
	SubTotal		***9.3***	***20.9***	***6.8***	***13***	***4***	***-8***	***6***

Note: Figures may not sum due to rounding.
SOURCE: City of Milton-Freewater, Umatilla County and Johnson Gardner

OFFICE EMPLOYMENT SITE DEMAND FINDINGS

- *Sites Demanded:* Milton-Freewater economic growth is estimated to drive demand for as few as nine office commercial sites to as many as 22. The majority of sites for office commercial can be expected in the "Small" category, with typical parcel size at 0.4 acres.
- *Site Supply:* The City of Milton-Freewater currently has a total of 13 sites suitable for office commercial development, dispersed across the three site sizes.
- *Sites Needed Reconciliation:* Given documented site demand and existing inventory, Milton-Freewater will require anywhere from two new office commercial sites (Medium Scenario) to nine new sites (High Growth Scenario) to meet economic opportunities identified in this analysis.
- *Sites Needed Concentration:* Site need is greatly concentrated in the "Small" parcel category, generally 0.75 acres or less. The need for "Small" parcels can be expected to range from four sites (Low Growth Scenario) to 15 sites (High Growth Scenario). Under all three growth scenarios, "Large" and "Medium" site sizes can be expected to be oversupplied, allowing for the opportunity to divide larger parcel sizes to meet the demand for small parcels over the planning period.

INDUSTRIAL EMPLOYMENT SITE DEMAND FINDINGS

- *Sites Demanded:* Milton-Freewater economic growth is expected to generate demand for a minimum of 10 industrial sites to as many as 19 over the planning period. The great majority of sites demanded will be four acres or fewer in size.
- *Site Supply:* The City of Milton-Freewater currently has 12 sites suitable for industrial development within its UGB, greatly concentrated in parcels sized four acres or less. Milton-Freewater currently has no uncommitted, developable industrial sites within its UGB for large, 10 acres or greater site size demand.
- *Sites Needed Reconciliation:* Given documented site demand and existing inventory, Milton-Freewater will require anywhere from one additional industrial sites (Medium Scenario) to seven additional sites (High Growth Scenario) to meet economic opportunities identified in this analysis.

- *Sites Needed Concentration:* Under all three growth scenarios, Milton-Freewater requires the addition of industrial land suitable for small and large site size categories. The City will require the addition of land for one "Large" site in the Medium Growth Scenario and two "Large" sites in the High Growth Scenario. In addition, the city will require anywhere from 0.6 "Small" sites (Low Growth Scenario) to 6 "Small" sites (High Growth Scenario).

RETAIL COMMERCIAL EMPLOYMENT SITE DEMAND FINDINGS

- *Sites Demanded:* Milton-Freewater population growth, resulting from economic growth opportunity, is expected to create demand for a minimum of seven commercial sites to as many as 21 over the planning period. The majority of sites demanded will be two acres or fewer in size ("Small").
- *Site Supply:* The City of Milton-Freewater currently has 13 sites suitable for retail development within its UGB, generally concentrated in parcels sized two acres or less.
- *Sites Needed Reconciliation:* Given documented site demand and existing inventory, Milton-Freewater will require eight retail commercial sites suitable for small and medium retail sizes over the planning period under the high growth scenario.

PROJECTED GROSS ACREAGE NEED BY SITE QUALITY

Given employment land site demand and need documented in the previous section, resulting estimates of gross demand and need for employment land by site category is possible. Figure 25 provides detailed assessment of Milton-Freewater employment land demand and reconciled need (gross acres) by site quality through 2028. Results are expressed for all three employment growth scenarios and directly correlate to employment site demand details provided in Figure 24.

FIGURE 25: RECONCILIATION OF MILTON-FREEWATER EMPLOYMENT LAND ACREAGE DEMAND & SUPPLY (2028)

Land Demand Reconciliation - Gross Acreage Need

Vacant Acres Reconciliation (Total)						Planning Horizon			
		Demand Projections					Balance		
		Typical Acreage	Medium	High	Low	Vacant Supply	Medium	High	Low
Office	Large	8.26	10.6	21.3	0.0	204	193	183	204
	Medium	2.60	2.4	3.4	1.5	8	5	4	6
	Small	0.41	6.7	9.5	4.3	2	-5	-8	-2
	SubTotal		***19.7***	***34.2***	***5.8***	***214***	***194***	***179***	***208***
Industrial	Large	10.16	12.5	25.0	0.0	0	-13	-25	0
	Medium	5.80	7.5	15.0	3.8	16	8	1	12
	Small	0.61	8.8	11.5	7.3	14	5	2	7
	SubTotal		***28.8***	***51.5***	***11.1***	***30***	***1***	***-22***	***19***
Commercial Retail	Large	15.00	18.8	31.3	2.2	50	31	19	48
	Medium	2.74	6.0	13.8	4.8	8	2	-6	3
	Small	0.48	4.0	9.1	3.2	7	3	-2	4
	SubTotal		***28.7***	***54.1***	***10.2***	***65***	***36***	***11***	***55***
Other	Over Night Lodging	Not Estimated	2.9	5.7	0.5	Not Estimated	-2.9	-5.7	-0.5
	Special Uses	Not Estimated	11.9	13.7	9.8	Not Estimated	-11.9	-13.7	-9.8
	Grand Totals		**92.0**	**159.3**	**37.5**	**308**	**216.3**	**149.0**	**270.8**

OFFICE COMMERCIAL LAND ACREAGE DEMAND FINDINGS

- *Land Demanded:* Milton-Freewater economic growth can be expected to drive six acres of gross land demand under the Low growth scenario to as much as 34 gross acres under the High Growth scenario. Although the majority of sites demanded are characterized as "Small" in Figure 24, the single-largest share of gross acreage demand is concentrated in "Large" site configuration under the Medium and High growth scenarios over the planning period.
- *Land Supply:* The City of Milton-Freewater currently has a total of 214 vacant, buildable acres suitable for office commercial development within the current City UGB. Existing supply is overwhelmingly concentrated in "Large" sites (204 gross acres).
- *Land Needed Reconciliation:* Given documented gross acreage demand and existing UGB inventory, Milton-Freewater has a surplus of 179 gross acres (High Growth Scenario) to 208 gross acres (Low Growth Scenario) to meet economic opportunities identified in this analysis.
- *Land Need Concentration:* All categories of gross acreage demand are presently oversupplied within the City of Milton-Freewater UGB with the exception of "Small" sites. Demand for office commercial sites suitable for small developments range from two (Low Growth Scenario) to eight (High Growth Scenario).

INDUSTRIAL LAND ACREAGE DEMAND FINDINGS

- *Land Demanded:* Milton-Freewater economic growth is expected to generate demand for a minimum of 11 gross acres to as many as 52 gross acres through 2028. "Large" site demand accounts for the majority of industrial demand under the Medium and High growth scenarios.
- *Land Supply:* The City of Milton-Freewater currently has 30 vacant, developable acres within its UGB. It should be underscored that the City has no supply of large, 10 acre or greater industrial sites.
- *Land Needed Reconciliation:* Given documented site demand and existing inventory, Milton-Freewater will require 22 additional industrial acres (High Growth Scenario) to meet economic opportunities identified in this analysis. Under the Low and Medium growth scenarios, the City has a surplus of overall industrial acreage.
- *Land Needed Concentration:* Unmet land demand is solely concentrated in "Large" sites of 10 acres or more. The City will require the addition of 13 acres of land (Medium Growth Scenario) and 25 acres of land (High Growth Scenario) suitable for "Large" industrial use. Small and Medium categories of industrial demand are expected to be oversupplied during the planning period.

RETAIL COMMERCIAL LAND ACREAGE DEMAND FINDINGS

- *Land Demanded:* Milton-Freewater economic growth and resulting population growth is expected to create demand for a minimum of 10 gross commercial retail acres to as many as 54 gross acres over the planning period. The majority of commercial retail acres demanded is concentrated in land suitable for "Large" retail commercial development.
- *Land Supply:* The City of Milton-Freewater currently has 65 vacant, developable acres suitable for retail development within its UGB. "Large" sites account for nearly 77% of the City's existing retail commercial land supply.
- *Land Needed Reconciliation:* Given documented land demand and existing inventory, Milton-Freewater can be expected to be oversupplied in all site size categories, with the exception of the High Growth Scenario which will require six acres of retail commercial land suitable for medium-sized developments and two acres suitable for small-size developments.

VIII CONCLUSIONS & POLICIES

PREVIOUS GOAL 9 CONCLUSIONS & POLICIES

The conclusions and policies listed below are taken from the City's previous Goal 9 and will be remain intact:

Policy 9-A-1: The City will continue to update and improve its Economic Development Plan.

Policy 9-B-2: The City will encourage the efficient use of its commercial lands through the implementation of ordinances to share accesses and maximize parking.

Conclusion 9-C-1: The proximity of grain from the wheat lands to the south and fruit from the orchard lands to the north appear to present good opportunities for secondary processing of these raw materials into forms such as pies and frozen specialty foods.

Conclusion 9-C-2: While remaining heavily involved in agriculture, the economy needs to diversify to lower the risk inherent on a limited industrial base.

Conclusion 9-C-3: Walla Walla and Milton-Freewater retail sectors have strengths which can be used to the benefit of both. Cooperative promotion and marketing of the Walla Walla Valley should be a joint effort of both communities.

ECONOMIC OPPORTUNITIES ANALYSIS CONCLUSIONS

1. The City of Milton-Freewater's economic assets, including valuable raw material inputs and city-owned utilities position the City to capture a greater share of regionally competitive industries.

2. Population growth has been modest—averaging 0.17% since 2001.

3. Job growth in the region has averaged 0.51% since 2002, with Walla Walla County experiencing the highest growth and Umatilla County averaging 0.27%.

4. The largest sectors of the Milton-Freewater economy based on employment are Education & Health Services (24.6%), Professional & Business Services (15.4%), Natural Resources (14.7%), Retail Trade (12.6%) and Leisure & Hospitality (9.6%).

5. Recent labor force trends point to economic underpinnings that support long-term economic development. These trends include:
    a. The City's population is young when compared to the region and the State.
    b. The percentage of high school drop-outs has decreased (although the share of residents with a Bachelor's degree has also decreased slightly).
    c. The City of Walla Walla offers a greater number of higher educated persons from which to draw, although the benefits of this proximity are constrained to some extent by the issue of double taxation.
    d. Labor force participation rates have remained steady since 2000.
    e. Only 45% of employed residents work in Milton-Freewater; the remainder of the employed resident workforce work outside the City. The City has an opportunity to capture a larger share of its employed population with jobs in the City.

6. Milton-Freewater is net importer of employees. Employees in the Manufacturing, Natural Resources, Construction, Transportation, Warehousing and Utilities, Wholesale Trade and Information sectors largely account for the workforce which commutes outside the City.

7. Most industries in the region have lower wage levels than the State with the exception of Transportation, Warehousing and Utilities and Construction.

8. The City of Milton-Freewater is well-situated to serve the Retail Trade, Professional & Business Services and Health Services sectors.

9. The City of Milton-Freewater, like the nation as a whole, has experienced a shift away from industrial development toward service and trade development. This change in composition is expected to continue, but at a somewhat slower rate locally than nationally and statewide. Land demands for industrial development, however, may not change in direct proportion because some of that shift is due to improved manufacturing efficiency that reduces the number of employees without reducing land demand.

10. While other economic sectors may strengthen during the planning horizon, the City of Milton-Freewater is well positioned for any or all of the following Target Industry Opportunities:

TIER 1 BEST POSITION	TIER 2 STRONG BUT CHALLENGING	TIER 3 LOCALLY COMPETITIVE
Crop Production	Frozen Fruit & Veg. Manufacturing	Tortilla Manufacturing
Agricultural Support Activities	Construction Material Wholesalers	Distilleries
Construction Trade Contractors	General Merchandise Retail	Farm Equipment Manufacturing
Wineries	Clothing & Accessories Retail	Farm & Garden Equipment Wholesalers
Agritourism	Sporting Goods, Hobby, Book, Music Retail	Commercial Banking
Farm Supplies Wholesalers	Foodservice & Drinking Places	Insurance Agencies & Brokerages
Child Day Care Services	Accommodation Services	Professional Services
Offices of Heath Care Practitioners		Retirement Home Services
Outpatient Care Centers		Environment, Conservation & Wildlife Services
Other Health Care Services		Automotive Repair & Maintenance

11. By 2028, the City of Milton-Freewater is projected to add between 696 jobs under a Low Growth Scenario, 871 under a Medium Growth Scenario and 1,181 jobs under a High Growth Scenario.

ECONOMIC OPPORTUNITIES GOALS AND POLICIES

GOAL 1: TO ACTIVELY PURSUE ECONOMIC DEVELOPMENT AND GROWTH THAT WILL DIVERSIFY AND STRENGTHEN THE MIX OF ECONOMIC ACTIVITY IN THE LOCAL MARKETPLACE AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR LOCAL RESIDENTS.

Policy 1-1: The City of Milton-Freewater will continually strive to strengthen its business, financial, health, tourist and retail activities and to capitalize on its comparative advantages in the local and regional marketplace.

Implementation 1-1(a) Identify opportunities and incentives to encourage value-adding, family-wage business to expand or locate in the community.

Implementation 1-1(b) Support the retention and attraction of firms with competitive wage rates for all industries, but also encourage the attraction and retention of firms with competitive wage rates within their respective industry classifications.

Implementation 1-1(c) Explore a joint public/private business development program to provide

retention services and identify opportunities for the growth of existing businesses and the attraction of new firms to the community, in order to diversify the mix of employment opportunities.

Implementation 1-1(d) In recruiting new companies to the area, market comparative advantages, such as City-owned utilities and sales tax benefits.

Implementation 1-1(e) Continue to work with Blue Mountain Community College to strategically encourage labor-training programs that match personnel needs of firms now operating in the community.

Implementation 1-1(f) Maintain and strengthen cooperation and frequent contact with the Port of Umatilla in order to be notified of companies seeking to locate in the area. In addition, leverage a strategic relationship with the Port of Walla Walla in order to be notified of spill-over opportunities and/or opportunities Walla Walla is unable to accommodate.

Implementation 1-1(g) Target small- to medium-scale general manufacturers as part of a comprehensive recruiting plan.

Implementation 1-1(h) Foster relationships with regional hospitals to create opportunities for additional local health care services.

Policy 1-2: The City of Milton-Freewater recognizes that community amenities and quality of life considerations factor highly into the site location choice of business seeking to start new or relocate.

Implementation 1-2(a) Support the Milton-Freewater School District's pursuit of improvements in excellence and learning.

Implementation 1-2(b) Collaborate with the Community Development Partnership to enhance the City's image and quality of life.

Implementation 1-2(c) Appoint a task force to address ways in which to improve the City's housing stock.

GOAL 2: TO RETAIN AND SUPPORT THE EXPANSION OF EXISTING BUSINESSES IN MILTON-FREEWATER

Policy 2-1: The City of Milton-Freewater shall seek ways to partner with the business, health and educational communities to implement the Economic Element and advance common objectives.

Implementation 2-1(a) Identify opportunities and incentives to encourage industry related to the area's agricultural base (example: Agritourism, Equestrian-related industry).

Implementation 2-1(b) Identify professional services and supplier gaps related to industry in Walla Walla (example: RailEx, Wine, etc.).

Implementation 2-1(c) Form strategic partnerships with Walla Walla wine industry players (example: Center for Enology & Viticulture at Walla Walla Community College).

Implementation 2-1(d) Partner with regional and State agencies as well as National industry groups to identify new potential for the food products industry.

Policy 2-2: The City of Milton-Freewater recognizes that the expansion and/or redevelopment of existing employment sites is often more challenging than the development of vacant sites and shall consider ways to encourage the expansion and/or redevelopment of existing employment sites.

Implementation 2-2(a) If new regulations might reasonably be expected to hinder business expansion and/or redevelopment, consider adopting regulations that differentiate between the development of vacant sites and the expansion and/or redevelopment of existing sites.

Policy 2-3: The City will coordinate with federal and state agencies and other stakeholders to plan its employment land base in ways that best balance the needs of business, other stakeholders and the environment.

EMPLOYMENT LAND DEMAND AND SUPPLY CONCLUSIONS

1. The City of Milton-Freewater is projected to need 159 gross buildable acres over the 20-year planning horizon, consisting of needed acres in the following categories:
    a. 34 gross buildable acres of Office Commercial
    b. 52 gross buildable acres of Industrial
    c. 54 gross buildable acres of Retail Commercial
    d. 6 gross buildable acres of Overnight Lodging
    e. 14 gross buildable acres of Specialized Uses

2. The City has a supply of 298 acres of vacant and redevelopable employment land. Based upon the adopted forecast, the City of Milton-Freewater has an aggregate surplus of 139 gross buildable acres of employment land.

3. Based on land demand by land use type and parcel size, the City of Milton-Freewater has a shortage of the following sites: Small Office, Large, Medium and Small Industrial and Medium and Small Commercial Retail.

4. In the future, more people will start or carry on businesses from their homes in ways that were not possible before electronic commerce. Successful home businesses sometimes expand in ways that produce employment opportunities and contribute to the City's tax base.

EMPLOYMENT LAND DEMAND AND SUPPLY GOALS AND POLICIES

GOAL 3: ASSURE AN ADEQUATE COMMERCIAL AND INDUSTRIAL LAND BASE TO ACCOMMODATE THE TYPES AND AMOUNT OF ECONOMIC DEVELOPMENT AND GROWTH ANTICIPATED IN THE FUTURE, WHILE ENCOURAGING EFFICIENT USE OF LAND AND PUBLIC FACILITIES WITHIN THE CITY OF MILTON-FREEWATER.

Policy 3-1: The City of Milton-Freewater will rely upon its Employment Growth Scenario in the City's Economic Element 20-year Employment Projections, Land Demand Projections, and Site Demand Projections when planning its employment land base.

Implementation 3-1(a) Assure site shortages identified under land demand projections are considered in City planning.

Policy 3-2: The City considers short-term (five-year) employment land demand to be equal to one quarter (25 percent) of the amount of land projected to be demanded over the twenty-year planning horizon.

Policy 3-3: The City of Milton-Freewater will maintain a Short-Term Supply of employment land consistent with the Economic Opportunities Analysis in the Economic Element.

Policy 3-4: The City of Milton-Freewater recognizes important differences among sites with respect to the

qualitative site characteristics demanded by firms.

Implementation 3-4(a) Assure demand projections for medium and large Commercial, Industrial and Office sites are captured in aggregate land demand projections.

Implementation 3-4(b) Consider the transportation infrastructure needs of target industry opportunities when preparing Transportation System Plan updates and corridor plans to implement the City's Goal 9 objectives.

Policy 3-5: The City of Milton-Freewater may assist in the identification of sites for businesses that have unique requirements.

Policy 3-6: The City of Milton-Freewater shall place limits on commercial uses that are or can be permitted in industrial zones.

GOAL 4: TO DEVELOP LOCATIONAL CRITERIA AND SITE DEVELOPMENT STANDARDS FOR COMMERCIAL AND INDUSTRIAL DEVELOPMENT WHICH ENCOURAGE EFFICIENT USE OF PUBLIC FACILITIES, PARTICULARLY THE CITY'S TRANSPORTATION SYSTEMS.

Policy 4-1: The City of Milton-Freewater shall encourage integrated commercial centers, rather than individual linear developments.

Implementation 4-1(a) Consider the creation of master planned employment districts that integrate industrial and commercial uses.

Implementation 4-1(b) Consider utilizing Special Area Plans, master planned employment districts, Neighborhood Plans and Planned Unit Development to integrate and mix residential development with employment development patterns. This may take the form of mixed-use overlay zones.

Goal 10

Housing

Milton-Freewater provides for a full range of housing types in a variety of price ranges and rent levels. The community is committed to providing opportunity for development of owner and renter occupied housing through clear and objective standards in its land use codes.

I. Buildable Residential Land Inventory

Buildable residential land is defined as land that is suitable and available and necessary for residential uses. A Buildable Residential Land Analysis and Future Residential Land Needs Analysis was completed in May, 2001 and contains supplemental data and analysis not included in this new section of the Comprehensive Plan.

A. Gross vacant acres by zoning district

Those parcels considered as vacant in the following analysis includes fully vacant parcels and "partially vacant" parcels. Vacant parcels are parcels without buildings or other development constraints such as floodplains, steep slopes, or street rights of way (ROWs). Partially vacant parcels are identified as those parcels that are partially vacant, but have development constraints on part of the parcel.

The following are the land use zones designated for residential uses by the City of Milton-Freewater in its Zoning Ordinance:

Table I.1 Residential Zoning Districts

Zone	Code
Residential (Low Density)	R-1
Residential (Medium Density)	R-2
Residential (High Density)	R-3
Residential (Office)	R-O

In addition, Umatilla County has designated some of the Exclusive Farm Use (EFU) zone in the Milton-Freewater UGB for residential use.

The following table is an inventory of the vacant and developed (non-vacant) land within the Urban Growth Boundary (UGB) of the City of Milton-Freewater. A total of 1,006.8 acres designated for residential uses are identified as vacant within the UGB.

Table I.2 Inventory of Vacant and Developed Residential Land by Zoning District in the UGB

Zone	Code	Gross Vacant Acreage	Developed Acreage	Total Acreage
City of Milton-Freewater zones				
Residential (Low Density)	R-1	91.6	60.4	151.9
Residential (Medium Density)	R-2	726.4	158.6	885.1
Residential (High Density)	R-3	54.9	270.9	325.9
Residential (Office)	R-O	-	3.1	3.1
Total Residential - City		**872.9**	**493.0**	**1,365.9**
Umatilla County zones				
Exclusive Farm Use	EFU	133.9	0	133.9
Total Residential - County		**133.9**	**0**	**133.9**
Total Residential		**1,006.8**	**493.00**	**1,499.8**

Source: The Benkendorf Associates Corp., 2000 from data provided by the City of Milton-Freewater.
Note: figures may not add due to rounding.

The gross vacant acreage figures within the UGB of the City of Milton-Freewater shown in Table I.2 above are converted to gross vacant buildable acreage figures by subtracting unbuildable acres from total vacant acres.

B. Net buildable acres by zoning district

Net buildable acres are calculated by subtracting land needed for future public facilities from gross buildable vacant acres. For the purpose of this analysis, land needed for future facilities is defined as 25% of gross vacant buildable land.

Table I.3 below shows gross vacant acreage, gross buildable vacant acreage, and net buildable acreage by zoning district.

Table I.3 Net Buildable Residential Acres by Zoning District in the UGB

Zone	Code	Gross Vacant Acreage	Unbuildable Vacant Acreage	Gross Vacant Buildable Acreage	Net Buildable Acreage
City of Milton-Freewater zones					
Residential (Low Density)	R-1	91.6	9.4	82.1	61.6
Residential (Medium Density	R-2	726.4	70.3	656.2	492.1
Residential (High Density)	R-3	54.9	9.1	45.9	34.4
Residential (Office)	R-O	-	-	-	-
Total Residential - City		**872.9**	**88.8**	**784.2**	**588.1**
Umatilla County zones					
Exclusive Farm Use	EFU	133.9	0.0	133.9	100.4
Total Residential - County		**133.9**	**0.0**	**133.9**	**100.4**
Total Residential		**1,006.8**	**88.8**	**918.0**	**688.5**

Source: The Benkendorf Associates Corp., 2000. Note: figures may not add due to rounding.

As shown in Table I.3 above, there are 688.5 acres of net buildable residential land within the UGB of the City of Milton-Freewater.

C. Residential mix

Table I.4 indicates the number and percentage of housing units by type for the housing stock in the incorporated area of Milton-Freewater in 1990 and the new housing built from 1991 to 2000. Single-family units include manufactured homes on individual lots.

Table I.4 Residential Housing Types

	1990 Housing Mix	1990 Housing Mix %	New Housing Built from 1991-2000(1)	1991-2000 Housing Mix %
Single-family detached	1,447	64.3%	120	43.2%
Single-family attached	17	0.8%	0	0.0%
Multi-family	634	28.2%	66	23.7%
Manufactured homes	142	6.3%	92	33.1%
Other	11	0.5%	0	0.0%
Total	**2,251**	**100.0%**	**278**	**100.0%**

Sources: 1990 U.S. Census, STF-3A, City of Milton-Freewater
Notes: Manufactured home totals are for those in parks.
(1) Multi-family total includes 62 units in 31 duplexes and 4 units in one fourplex.

As shown in Table I.4 in 1990 single-family housing (detached and attached) represented 65 percent of the housing mix, with multi-family units and manufactured homes in parks representing 28 percent and 6 percent, respectively. For new housing built from 1991 to 2000, single-family housing represented 43 percent of the mix, with multi-family units and manufactured homes in parks representing 24 percent and 33 percent, respectively.

II. Housing and Residential Land Needs Analysis

A. Existing population and historical growth

The Center for Population Research and Census is located in the School of Urban and Public Affairs at Portland State University. Its primary responsibility is to produce the official population estimates for Oregon's counties and incorporated cities. The most recent population estimates were released on December 13, 2000 for counties and cities in Oregon as of July 1, 2000. As shown in Table III.1, PSU estimated the City of Milton-Freewater's population at 6,690, or 9.7 percent of the total Umatilla County population of 69,000. As shown in Table III.1 below, TBAC estimates the population of the Milton-Freewater UGB at 6,806. This is based on the estimated 1998 population of the UGB in *Estimated Percentage of County Population in Each City, Including Urban Growth Areas,* from David Evans and Associates (1998). The UGB population is assumed to have grown at the same rate as the population of the incorporated area from 1998 to 2000.

B. Population projections

The following section summarizes population projections which have been made for Milton-Freewater and Umatilla County. The Office of Economic Analysis (OEA) of the Oregon Department of Administrative Services is the main forecasting body for the State of Oregon. The latest Long Term Employment and Population Forecasts were released in January 1997. The forecast shows a Umatilla County population projection of 81,694 in 2020.

Umatilla County formally proposed a modification to the official Umatilla County population forecast and for its incorporated cities. This modification was accepted by the State of Oregon for a projected Umatilla County population of 86,650 in 2020 (including Two Rivers

Correctional Institution population). Umatilla County also made allocations of the countywide population figures to the urban areas of the cities in the county.

Population estimates and projections for 1990, 1998, 2000, and 2020 are shown in Table II.1 below.

Table II.1 Population Estimates and Projections 1990-2020

	1990 (1)	1998 (2)	2000 (3)	2020 (4)
Umatilla County	59,249	67,100	69,000	86,650
Milton-Freewater UGB	-	6,613	6,806	8,815
City of Milton-Freewater	5,533	6,500	6,690	-

Notes:
(1) 1990 U.S. Census.
(2) State-certified population estimate - PSU (for July, 1999); UGB number estimated by David Evans and Associates in report entitled *Estimated Percentage of County Population in Each City, Including Urban Growth Areas.*
(3) State-certified population estimate - PSU (for July, 2000); UGB number estimated by TBAC.
(4) coordinated Umatilla County projection.
Sources:
1990 U.S. Census Center for Population Research and Census, Portland State University Umatilla County

The growth rates implied by these different estimates and projections are shown below. Table II.2 below shows the annual average growth rate (AAGR) for the population estimates and projections for Umatilla County, the Milton-Freewater urban area, and the City of Milton-Freewater.

Table II.2 Annual Average Growth Rate (AAGR)
for Population Estimates and Projections 1990-2020

	AAGR: 1990 Census - 2000 PSU estimate	AAGR: 2000 PSU - 2020 Umatilla County coordinated projection
Umatilla County	1.54%	1.15%
Milton-Freewater UGB	-	1.30%
City of Milton-Freewater	1.92%	-

As shown in Table III.2, the annual average growth rate (AAGR) implied by the 2000 population estimate for the urban area of Milton Freewater in 2000 and the coordinated projection for 2020 is 1.30 percent. By contrast, the estimate for the Milton-Freewater incorporated area population in 2000 shows an AAGR of 1.92 percent from the 1990 U.S. Census figures. Milton-Freewater is projected to grow at a slightly faster rate than Umatilla County as a whole from 2000 to 2020.

C. Household Projection

The average household size for *new* households in Milton-Freewater in the next 20 years has been conservatively estimated at 2.45 persons/household, based on a 1990 citywide figure of 2.57 in the U.S. Census, and declining average household sizes across the state and in the region.

The projected total number of new households in 2020 was determined by dividing the new projected population in 2020 by the projected average household size for new households. Table II.3 shows the results of this analysis.

Table II.3 New Household Projection 2000-2020

	Projected New Population (2020)	Projected Household Size for New Population	Projected New Households (2020)
Milton-Freewater UGB	2,009	2.45	820

Notes: non-household population (person in group quarters) factored in by household size figure. There were an estimated 136 persons in group quarters in the City of Milton-Freewater in 1990 (U.S. Census).

As shown in Table II.3, there are 820 new households projected in the Milton-Freewater Urban Area in 2020. The projected number of new housing units needed in the community in the next 20 years is equivalent to the projected number of new households.

There is no indication that local trends in Milton-Freewater and Umatilla County significantly contradict the degree to which larger trends affecting the nation as a whole will affect the local market for housing. Household size in Milton-Freewater is lower than the statewide average and has been decreasing gradually. Recent growth in Milton-Freewater consists largely of younger families and this will keep household sizes from decreasing rapidly.

Table II.12 shows the projected housing needs and allows for a structural vacancy rate for new units. Vacancy rates are estimated at 3 percent for all new owner-occupied units and 6 percent for all new renter-occupied units. The projected needed housing mix is also compared to the housing mix within the city limits of Milton-Freewater as tabulated in the 1990 U.S. Census and the new housing built in Milton-Freewater from 1991 to 2000 (see Table II.1).

Table II.4 Projected Housing Needs by Housing Type and Tenure

	Current Housing Mix (1990) % (1)	New Housing: 1991-2000	Projected Need %	Projected Needed Units	Structural Vacancy Rate	Total Projected Needed Units
Owner-occupied						
Single-family detached	90.4%	-	68.5%	285	3.0%	294
Single-family attached	0.6%	-	3.2%	13	3.0%	14
Multi-family	0.4%	-	0.0%	0	3.0%	0
Manufactured homes	8.5%	-	28.3%	118	3.0%	122
Total	**100.0%**	-	**100.0%**	**416**	**3.0%**	**429**
% of housing mix	**54.8%**	-	-	**50.8%**	-	**50.0%**
Renter-occupied						
Single-family detached	37.9%	-	21.2%	86	6.0%	91
Single-family attached	1.1%	-	4.9%	20	6.0%	21
Multi-family	56.6%	-	48.4%	195	6.0%	207
Manufactured homes	3.3%	-	25.4%	103	6.0%	109
Total	**98.8%**	-	**100.0%**	**404**	**6.0%**	**428**
% of housing mix	**45.2%**	-	-	**49.2%**	-	**50.0%**
Total						
Single-family detached	67.0%	43.2%	45.2%	371	3.7%	384
Single-family attached	0.8%	0.0%	4.0%	33	4.8%	35
Multi-family	26.0%	23.7%	23.8%	195	6.0%	207
Manufactured homes	6.2%	33.1%	26.9%	221	4.4%	230
Total	**100.0%**	**100.0%**	**100.0%**	**820**	**4.5%**	**857**

Notes:
(1) Totals do not add to 100% in the Renter-occupied category because the table does not include the "other" category in U.S. Census.

As shown in Table II.4, taking into account structural vacancy rates, a total of 429 owner-occupied units and 428 renter-occupied units, for a total of 857 units, are projected to be needed over the next 20-year time period. This breaks down to 50.0 percent owner-occupied units and 50.0 percent renter-occupied units.

Table II.5 below shows net acreage needed by housing type in the Milton-Freewater Urban Area in 2020. Net unit needs are calculated by taking the total projected needed units from Table III.12 and subtracting the units to be built on land already committed to development (see Table I.4). Net land needs are estimated by dividing the net number of needed units of each structure type by the density at which it is most likely to be developed by each residential plan designation. Since this figure does not take into account the land needed for public facilities (including streets and utilities) it is directly comparable to the "net buildable acreage" figure in Table I.5.

Projected development densities are estimated by taking into account current plan regulations and the density that development is likely to occur. As maximum allowed densities are relatively high in each plan designation, though, plan changes do not appear necessary to accommodate higher densities.

Table II.5 Acreage Needed by Housing Type

Type of unit	Allocated Units	% of Units	Unit need met land committed to development	Net Need	Projected Development Density (units/acre)	Net Acreage Needed
Single-family detached	384	44.9%	21	363	5.00	72.7
Single-family attached	35	4.1%	30	5	7.50	0.6
Multi-family	207	24.2%	11	196	11.00	17.8
Manufactured homes	230	26.9%	80	150	9.00	16.7
Total	**857**	**100.0%**	**142**	**715**	**6.63**	**107.8**

Note: numbers may not add due to rounding.

As shown in Table II.5, a total of 107.8 net acres of residential land are projected to be required over the next 20 years to meet the projected housing demand of 857 units, assuming that projected development densities are met.

D. Comparison of the existing housing mix with the needed housing mix

The housing mix in the incorporated area as of 1990 and from 1991 to 2000 was shown previously in Tables I.4 and II.4. Table II.6 below uses the data in Tables I.4 and II.4 to provide a comparison of the projected new housing mix in the Milton-Freewater Urban Area to the 1990 housing mix and the 1991 to 2000 housing mix in the incorporated area.

Table II.6 Comparison of Existing to Projected Housing Mix

Type of unit	1990 Housing Mix	1990 Housing Mix %	1991-2000 Housing Mix	1991-2000 Housing Mix %	Total Projected New Needed Units (2020)	Projected New Needed Units %
Single-family detached	1,447	64.3%	120	43.2%	384	44.9%
Single-family attached	17	0.8%	0	0.0%	35	4.1%
Multi-family	634	28.2%	66	23.7%	207	24.2%
Manufactured homes	142	6.3%	92	33.1%	230	26.9%
Other	11	0.5%	0	0.0%	-	-
Total	**2,251**	**100.0%**	**278**	**100.0%**	**857**	**100.0%**

Note: numbers may not add due to rounding.

Single-family homes are projected to be needed at a lower percentage of the total housing mix than the 1990 housing mix and at almost the same percentage as the new housing produced from 1991 to 2000. Manufactured homes are projected to be needed at a higher percentage of the mix than the 1990 mix, and a slightly lower percentage than the 1991 to 2000 mix. Needed new multi-family units are projected to be a slightly lower percentage of the mix than they were in 1990, and almost the same percentage of the mix that they were produced from 1991 to 2000.

E. Identify measures to address housing need issues

The following are the measures identified to meet the housing need issues discussed above.

Housing mix

- No measures needed.

Housing density

- No measures needed.

Government-assisted housing needs

- Require future multi-family development to reserve a certain percentage of units for households with government assistance. Rental rates on these units may need to be kept down to ensure eligibility under U.S. Department of Housing and Urban Development guidelines.
- Provide financial incentives to developers of multi-family units to build more low-cost units. This could be done as a part of the federal Low Income Housing Tax Credit (LIHTC) program or as an additional municipal subsidy.
- Assist in the application (with a Housing Authority, non-profit organization or private developer) for additional housing assistance for the construction of low-cost units from federal and/or state sources. The data presented in this document can be used to document the future need for such housing.

Location of land zoned for higher densities

- No measures needed.

III. Summary of Measures to Meet 20-Year Land Need

A. Summary of comprehensive plan and zoning policy and map changes for efficient conversion of urbanizable land

The City already has the zoning jurisdiction for a large amount of the land outside of city limits and inside the UGB. The City should use this authority to ensure that residential development occurs at urban densities to avoid inefficient use of land. The City has regulations in effect preventing most residential development from taking place on land not now zoned for residential uses.

Findings, Conclusions and Policies

Finding 10-A: It is necessary and desirable that the opportunity to develop a full range of housing types at various prices and rent levels be made available through the City's land use regulations.

Policy 10-A-1: The Plan's implementing Codes shall provide for single family, multi-family, modular, manufactured home park, manufactured home subdivision, condominium, and planned unit type developments.

Policy 10-A-2: The City shall pursue means to encourage quality single family dwellings on large view lots by providing adequate public services to property above the water service elevation line.

Policy 10-A-3: Sufficient acreage for all needed housing types shall be provided by the R-l, R-2, and R-3 Residential Zones delineated in the Zone Code.

Policy 10-A-4: The City shall continue to pursue opportunities for publicly subsidized housing for low income and elderly persons.

Policy 10-A-5: The implementing Codes shall provide incentives for developers to create developments with extra amenities such as recreation facilities, landscaping and other "quality-of-life" features.

Finding 10-B: Increasing shares of the housing market will need to be met by multi-family, manufactured, and other low cost housing types provided for in the R-3 land use zone.

Policy 10-B-1: The Comprehensive Plan Map shall contain one residential land use designation to permit greatest possible flexibility in location of the R-3 zone.

Finding 10-C: It is important that land in the Urban Growth Boundary be available for urban density development upon annexation to the City.

Policy 10-C-1: Land in the Urban Growth Boundary which is designated as Exclusive Farm Use in the Umatilla County Comprehensive Plan shall remain in EFU designation until annexation.

Conclusion 10-C-1: It is the expressed intent of the City in retaining Exclusive Farm Use designation on this land that such land be retained by the State in Farm Tax Deferral until annexation

Policy 10-C-2: Upon annexation, all pertinent provisions of the Zoning and Land Development codes shall apply. Residential densities available shall be those shown on Zoning Code Map.

Policy 10-C-3: Land not currently designated Exclusive Farm Use in the Umatilla County Comprehensive Plan shall be designated as shown on the Milton-Freewater Comprehensive Plan Map and Zoning Code Map. These Lands shall be available for uses allowed in the applicable zone prior to annexation. These uses, however, are subject to all limitations imposed by the lack of city utilities and services. Services will only be extended to these lands upon annexation at which time utilities must be provided.

Public Facilities Plan
Final Draft

April 2, 2001

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Table of Contents

Tables and Exhibits

Appendix 46

I. Introduction

The City of Milton-Freewater's Public Facilities Plan presents and directs the management of existing public facilities, as well as the design and implementation of future public facilities for the 20 year planning period. This Public Facilities Plan constitutes the public facilities and services element of the City of Milton-Freewater's Comprehensive Plan, and satisfies the requirements of Statewide Planning Goal 11 Public Facilities and Services.

The City of Milton-Freewater is located in northeastern Oregon, near the border of Washington state. The City has an approximate population of 6,720, and is expected to grow at a rate of 1.4 percent per year through 2020. While Milton-Freewater is a close knit community, the City also has close ties with nearby Walla Walla, Washington which is 10 miles to the north. The City provides a variety of shopping, residential, recreational and employment opportunities within its Urban Growth Boundary, and the surrounding area. Agriculture is a key component to the local economy, however, the majority of non-agricultural jobs are concentrated in the industrial/manufacturing sector, the retail sector and service sector. The rate of unemployment in Milton-Freewater is relatively low, thereby contributing to the area's stable economy.

A. Sources of Information

The sources of information that were used in this Public Facilities Plan include: The City of Milton-Freewater, Oregon 1998 Wastewater System Study, Anderson Perry & Associates, Inc.; City of Milton-Freewater May 1987 Comprehensive Plan; The Milton-Freewater 1999 Transportation System Plan by David Evans and Associates, Inc.; The City of Milton-Freewater Resolution No. 1182; The Umatilla County, Oregon, 1999 North Milton-Freewater Utility Study, Anderson Perry & Associates, Inc; Umatilla County Population Analysis by David Evans and Associates, Inc., December 16, 1998; Umatilla County Population Report, Dennis Olsen, Planning Director, February 23, 1999; The Department of Land Conservation and Development's Oregon Administrative Rules Chapter 660 Compilation, 1998 Edition; and Oregon's Statewide Planning Goals & Guidelines, 1995 Edition.

B. Policy Statements

In the Statewide Planning Goals for the State of Oregon, the purpose of Goal 11 Public Facilities and Services is to "plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." The Public Facilities Plan for the City of Milton-Freewater is being prepared in order to comply with Statewide Planning Goal 11.

In Division 11, Public Facilities Planning, of the Department of Land Conservation and Development's Oregon Administrative Rules Chapter 600, 1998 Edition, a "Public Facilities Plan" is described as being a "support document or documents to a comprehensive plan. The public facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plans within an urban growth boundary containing a population greater than 2,500. Certain elements of the Public Facility Plan shall be adopted as part of the comprehensive plan as specified in OAR 660-11-045." Please refer to Section 660-11-0005 of the Department of Land Conservation and Development's Oregon Administrative Rules Chapter 600, 1998 Edition, for definitions

(2) through (10) of the required systems and terms for a public facilities plan. Section 660-11-0010 of the same State of Oregon document lists the required items that must be included in a Public Facilities Plan.

The following are a list of policies to be incorporated into the City's Comprehensive Plan. Existing City policies are in *Italics* and have a reference number:

1. The City of Milton-Freewater will continue to provide and maintain urban services (water, sewer, storm drainage, services and transportation infrastructure) to residential, commercial and industrial lands within the City's Urban Growth Area prior to or concurrent with development and annexation.

2. The City will require urban development to be served by urban services.

3. *The City will continue with its present maintenance and upgrading program in the water utility and will work to secure additional funding for replacement and maintenance of sewer and street systems.* [11-A-1]

4. The City will prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB.

5. *The City shall be the provider of public facilities in the urbanizable area* [11-C-1]

6. The City will coordinate the extension of public services with other service providers, including Umatilla County, the Milton-Freewater Rural Fire Department who operate in the rural area surrounding the City and other service providers.

7. *Public facilities shall be extended to urbanizable land only upon annexation or upon execution of agreements for annexation at a certain date.* [11-C-2]

8. *Property in the urbanizable area shall be annexed to the City only when the property is contiguous to the City Limits and only when public facilities as required by the Land Development Code are provided.* [11-C-3]

9. The City will adopt, periodically review and update long range master plans for its water, sewer, storm drainage and transportation systems.

10. *County Exclusive Farm Use designation shall continue to apply to lands in the urbanizable area which currently have that designation. Upon annexation, these lands shall change to the plan designation and land use zone specified by the City Comprehensive Plan and implementing codes.* [11-D-1]

11. The City will adopt and periodically update, as a supporting document to this Plan, a Public Facilities Plan for development of public services and facilities in conformance with the policies of the Comprehensive Plan.

12. The City will comply with state and federal regulations for utility systems.

13. The City will monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities.

14. *User charges for public facilities shall be at levels which support and maintain the various systems.* (11-B-2).

15. The City will establish and maintain utility rates and user fees that equitably allocate costs for operations and maintenance to users.

16. The City will maintain a 5 year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure

17. The City will protect its water supply by: establishing wellhead protection measures; working with landowners and managers for protection of water sources; adhering to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage and transportation infrastructure.

18. The City will establish standards for storm drainage detention and management facilities and encourage wherever feasible natural storm drainage management techniques, such as dry wells, landscaping, retention ponds and natural drainage ways.

19. The City will take steps to minimize adverse impacts from construction and other sources of erosion and sedimentation on natural drainage ways and storm drainage facilities.

20. *New developments which generate The need for these public facilities shall have responsibility for their placement.* [11-E-1]

21. *New development within the City shall continue to pay System Development Charges to the City, so that facility systems, can be upgraded and, expansions can be assisted.* [11-E-2]

C. Service Agreements

Milton-Freewater provides cost efficient sewer, water and electrical service to its residents, and therefore, does not have any pre-existing service agreements with any nearby communities. The City's Fire Department does have a "mutual aid" service agreement with a private fire company, the Milton-Freewater Rural Fire Department, who operates in the rural area surrounding the City. Both the City and Rural Fire Departments respond to structure fires in each others service area. The rural fire company also provides an emergency medical rescue service within the City.

D. Population

The City of Milton-Freewater's population has been rising since the beginning of the 1990's, and is expected to continue in this manner throughout the 20 year planning period. The current population of Milton-Freewater is approximately 6470 according to the 2000 Census. The projected population for the year 2020 is 8,815, which is a population increase of 1.4% per year.

As previously mentioned, the population totals for all of Umatilla County have been twice revised from the original totals that were calculated in 1998 by the State of Oregon Office of Economic Analysis (OEA), in compliance with Executive Order 97-22. In this Executive Order, Governor Kitzhaber directed any use of state resources to encourage the "development of quality communities," specifying that "each Community Solutions

Team agency shall use the population and employment forecasts developed by the Department of Administrative Service's Office of Economic Analysis in coordination with Oregon's 36 counties to plan and implement programs and activities."

The first effort to adjust the population totals occurred in December of 1998, and was conducted by David Evans and Associates, Inc., (DEA). For further information on DEA's methodology, please refer to the *Umatilla County Population Analysis*, prepared by DEA, December 16, 1998. In this report, DEA estimated Milton-Freewater's population for the year 2020 to be 9,600.

The second adjustment to the population totals and projected estimates for the 12 cities within Umatilla County came during an effort by the County's Planning Director to disaggregate the County's population forecasts. The projected population estimates for the City of Milton-Freewater in the year 2020 displayed a difference of 785 persons between the totals calculated by DEA in 1998 and Umatilla County in 1999. Throughout this report, references have been made regarding these conflicting totals. The accepted population totals for the City of Milton-Freewater are the ones calculated by the County in 1999.

II Water System

A. Sources

The City of Milton-Freewater is the supplier for water users within the City's limits. All of the City's water is provided by seven deep wells, which draw water from basalt aquifers. The seven wells range in depth from 502 feet to 1,051 feet. The wells are dispersed throughout the City and are all located within the Urban Growth Boundary. The Number 8 well is the only well located outside the City Limits.

In addition, the City owns the water rights under Certificate No. 12920 (1890 priority date) to the Walla Walla River. This surface water right allows a withdrawal rate of 7.24 cfs (3,245 gpm) for domestic water use. In the past, the City used a sand filter treatment facility to treat Walla Walla water prior to supplying the water to City users. However, the treatment plant was abandoned in 1959 due to its rising operating costs.

According to the City's 1987 Comprehensive Plan, six of the wells are distributed among two main electric power substation grids. In the event of a power failure or period of repair, one of the substations can continue production. In addition, the well located behind City Hall is equipped with an emergency generator which can prevent water storage from reaching dangerous levels in the event of a lengthy power outage.

B. Treatment System

In the past, Milton-Freewater used a sand filter treatment facility to provide treatment of Walla Walla River water prior to the distribution of the water to City users. The river water treatment facility was abandoned in 1959 due to rising operation costs. Recently, the City's Master Plan reexamined the feasibility of using the surface water. However, all of the available alternatives proved to be extremely expensive, not only to build the treatment facility but to operate.

At the present time, all of the City's wells are treated with small amounts of chlorine in an effort to ensure water purity and safety for City users.

C. Storage System

Three reservoirs located in various parts of Milton-Freewater provide storage for the City's water: The North System Reservoir, the Middle System Reservoir and the South System Reservoir. The pressure zone limits for each area were determined with the assumption that each reservoir is full and the resulting static pressure ranges from 35 pounds per square inch (PSI) to 100 PSI (Anderson Perry & Associates (APA), Milton-Freewater Water Management and Conservation Plan, Pressure Zones Map).

The North System 2 Million Gallon (MG) Reservoir services an area in the direction of Walla Walla, WA with elevations ranging from 950 ft. to 1,150 ft. above the mean sea level. The North Reservoir's area of service extends outside of the City's Urban Growth Boundary towards the northeast and the northwest.

The Middle System 1 MG Reservoir provides service to an area of Milton-Freewater with elevations ranging between 1,015 ft. and 1,165 ft. above the mean sea level. The Middle System Reservoir's area of service continues past the City's Urban Growth Boundary in a southern direction.

The South System 2 MG Reservoir serves an area with elevations ranging between 1,210 ft. and 1,390 ft. above the mean sea level. The South System Reservoir stretches out past the City's Urban Growth Boundary towards Pendleton, which is to the south of Milton-Freewater.

D. Pumping System

The City of Milton-Freewater is currently upgrading the pumps at each of the seven wells. The pumps are being replaced on a five year rotation schedule, or as needed.

E. Distribution System

Milton-Freewater's water distribution system is in very good condition and over the past thirty years has been undergoing repair as a part of an ongoing capital replacement program. At this point in the process, most of the entire original system has been replaced. The City annually budgets for maintenance, replacement and upgrading the distribution system. The operation of each zone is briefly discussed in the text below.

The North System includes the distribution system north of Broadway Avenue. This system is supplied with water by the No. 3, No. 5 and the No. 6 wells, and is stored in a 2.0 MG steel reservoir which was constructed in 1961. Water is distributed in this system by gravity flow from the 2.0 MG reservoir. Wells No. 3 and 6 discharge directly into the 2.0 MG reservoir, while the No. 5 well flows directly into the distribution system.

The Middle System consists of four wells, No. 1, 2, 8, and 9, and storage is provided by a 1.0 MG reservoir that was constructed in 1956. Water is distributed in this system by gravity flow from the 1.0 MG reservoir. All four wells in this system discharge directly into the distribution system.

The South System operates by way of a booster pump system and receives storage from a 2.0 MG steel reservoir system which was constructed in 1999. The two booster pumps, which are located in the No. 9 pump house, pull water from the Middle System and then discharge the water directly into the South System. The booster pumps are controlled automatically based on the water level in the system's reservoir. Due to the fact that there are presently few users that receive service from the South System, "the City has a steady bypass of 40 gpm from the South System to the Middle System to help ensure that the new reservoir is adequately circulated."

Overall, the City's water is of high quality and has experienced only minor problems with its system. In 1991 the No. 2 Well began showing evidence of air in the discharge water. The City took steps to repair the well, however the problem grew steadily worse. In 1993 the well was taken out of service temporarily. The No. 3 Well developed a similar problem in 1992 and was summarily closed.

The City later discovered that there was entrained air present in the aquifer, which easily comes out of water when brought to atmospheric conditions such as in a reservoir or out

of a water tap. This means that when water is distributed with entrained air, the appearance of the water will be "cloudy" or "milky". Most recently the No. 6 Well was found to have an entrained air problem as well. In order to manage the entrained air problem, the City built a direct line from both the No. 6 Well and the No. 3 Well to the North Reservoir. In this manner, the water does not enter the distribution system; the water is directly discharged into the reservoir and is "'splashed' against a plate before falling onto the water surface in the reservoir, resulting in the dissipation of the entrained air prior to the water entering the distribution system.

F. Master Plan

Based on the population projections for the year 2020, the City of Milton-Freewater will not need an additional water supply in order to meet the future demands of its citizens. The City is currently in the process of obtaining the rights to an existing well within the City limits. The well in question has a capacity of approximately 800 gpm; this figure represents approximately 10 percent of the City's current total well capacity. These estimates are based on the annual population projection of a 1.4 percent increase each year through the year 2020.

G. Planned Improvements

Although a new water supply is not immediately necessary for the future demands of Milton-Freewater, it is imperative for the City to maintain its water lines and repair any lines that begin to show signs of wear. The City of Milton-Freewater will also need to conserve its reservoir storage space. In order to remedy the issue of water storage space and efficiency, the City is currently in the process of connecting Wells No. 2 and No. 5 to their respective storage reservoirs. This improvement is a priority due to the fact that it would allow all water supply sources to be used on a daily basis. This means that the No. 2 Well which serves as an emergency power source would be brought back into regular service, and would relieve other over-worked wells within the City. This project involves constructing separate discharge lines from the No. 2 and No. 5 Wells to their respective reservoirs, in order to dissipate the entrained air prior to their entering the distribution system. As this project is already in the construction stage, funding for this project has already been determined and budgeted for.

A second improvement that should be considered by the City per the recommendation of Anderson Perry & Associates is the painting of the middle reservoir. This would prevent further degradation of existing reservoir coating and the potential for deterioration of reservoir components. Anderson Perry & Associates advises that this project should be planned for and begun as funds permit.

A third priority improvement that has been suggested by APA to the City involves the distribution system. The suggested plan would provide looping for dead-end lines which would improve fire flow capacity, thereby improving the City's capability to provide fire protection to its residents. The City has an annual allotment for pipeline improvements and repairs. A portion of these improvements are likely to be completed as time and funds permit, beginning in 2005 and is therefore considered to be a long-range project. The City budgets $50,000 annually for the purpose of repairing and/or replacing leaking and deteriorated water mains. For more information on the City's available water system funds, please refer to the Funding Mechanisms section of this document. The following

table lists the locations of the dead-end pipes recommended by Anderson Perry & Associates to be looped in 2005 or shortly thereafter.

For more information on the City of Milton-Freewater's water system and short term water projects' location, please refer to Appendix Exhibits A-1, Reservoir and Well Locations (Figure 1), and A-2, Water Pressure Zones (Figure 2).

Table II.1
Recommended City of Milton-Freewater Distribution System Improvements

Imp. Number	Description and Location of Improvement	Dead-end Size (inches)	Dead-end Material	Year Installed	Approximate Length of Improvement (feet)*
1	Hodgen Road west of Tara Street	4	GI	1949	1,400
2	NW 8th Ave. northeast of the wastewater treatment plant (dead-end to south)	8	DI	1980	300
3	Vining Street at NW 7th Avenue	1	CU	N/A	380
4	NE 11th Avenue west of N. Elizabeth Street	12	PVC	1986	370
5	Parallel Street north and south of NE 10th Avenue	12	AC	1950	580
6	Shields Avenue at Riverside Drive to S. Columbia Street	8	PVC	1985	150
7	Columbia Street from SW 3rd Avenue to SW 6th Avenue	6	AC	1958	750
8	College Street from SW 6th Avenue to Locust Avenue	6	AC	1958/1974	750
9	Pitman Avenue from Pierce Street to S. Columbia Street	2	N/A	1975	400
10	SW 7th Avenue east of Columbia Street	2	N/A	Pre-1940	400
11	SE 6th Avenue Mill Street to east side of S. Main Street.	6	PVC	1989	400
12	George Street to SE 8th Avenue	6/8	AC	1958/1983	200
13	SE of 12th Avenue Mill Street to east side of S. Main Street	4	PVC	1988	550
14	SE 13th Avenue from Walnut Street to Chestnut Ave.	8	AC	1975	320
15	SE 16th Avenue from Walnut Street to S. Main Street	1	GI	N/A	500

* Note: Any existing line smaller than 4 inches was assumed to be replaced with the improvement.

III. Sanitary Sewer

The focus of Anderson Perry & Associates 1998 Wastewater System Study for the City of Milton-Freewater results from the City's desire to make improvements to the existing wastewater system in order to comply with their wastewater operating permit and to accommodate the projected population growth for the City through the year 2020.

A. Treatment Facilities System

The City of Milton-Freewater owns and operates a mechanical, secondary trickling filter wastewater treatment facility for domestic wastewater and some small commercial and industrial users. Industrial wastewater produced by the City's major manufacturers is collected in separate piping from the City's domestic collection system and bypasses the mechanical treatment facility. The raw industrial wastewater is combined with the treated secondary domestic effluent and transported to the City's irrigation farm for irrigation. Within the past few years, the City has had difficulty meeting some of the criteria and standards of their wastewater system operating permit, primarily at their treatment plant and irrigation farm.

The City of Milton-Freewater's existing mechanical wastewater treatment facility (WWTF) provides secondary treatment of the City's domestic wastewater. This treatment facility was constructed in 1947 and has since benefited from various improvements and modifications, primarily between 1984 and 1996. Additional improvements to the treatment facility are currently being designed and will be built in the 2001 construction season.

In conjunction with the City's difficulties meeting the conditions of their Wastewater Operating Permit, the accelerated growth and adjusted 20 year population projections for the City has generated a need to re-evaluate the existing mechanical plant, storage ponds and irrigation system. In 1998, the City of Milton-Freewater prepared a Wastewater System Study to evaluate the wastewater system and develop a plan for system improvements which takes the adjusted projected population growth estimates as determined by Umatilla County into consideration. The projected population for the year 2020 is 8,815 according to a report released on 02/23/99 by the Planning Director of Umatilla County. This is a difference of 2,315 from the base population totals from 1998.

B. Primary Collection System

The domestic wastewater collection system for the City of Milton-Freewater flows to the mechanical treatment plant via two main gravity interceptor lines. One of the lines serves the north side of the City, while the second line provides service to the central and southern sections of Milton-Freewater. The raw wastewater from the two collectors is combined at the Wastewater Treatment Facility where the domestic wastewater is treated. For more information on the treatment process, please refer to Chapter 5 of the City of

Milton-Freewater's 1998 Wastewater System Study. For more information on the City's collection system, please refer to Chapter 4 of the Wastewater System Study.

The industrial Wastewater from the five main industrial manufacturers is collected separately from the City's domestic wastewater. Tree Top and Garrett Packing operate their facilities on a year-round basis. The other packers; Stadelman's, Browns, and Blue Mountain operate their facilities year round, also. See Table 2-4 in the 1998 Milton-Freewater Wastewater System Study for more information on the flows produced by these processors.

The raw industrial wastewater from these processors and packers is combined with the treated domestic wastewater near the City's mechanical plant. From here the combined wastewater then travels through a 24-inch diameter concrete outfall line approximately 4 miles west to the City's irrigation farm For more information on the City of Milton-Freewater's industrial wastewater collection system, please refer to Chapter 2 of the City's 1998 Wastewater System Study.

C. Master Plan

The 20 year planning period for the City of Milton-Freewater's Wastewater system as presented in the 1998 study by Anderson Perry & Associates, does not take into consideration the revised and adjusted population projections as determined by the Planning Director for Umatilla County. According to Umatilla County, the adjusted population projection for the City of Milton-Freewater in the year 2020 is 8,815. In the 1998 Wastewater System Study the projected population for the year 2020 was estimated to be 9,600, which is a difference of 2,315 from the current County projections. While the difference between the two population is significant, it does not affect the projected year 2020 Wastewater capacity for the City. The over-estimation of 9,600 will amply meet the needs of the City during the 20 year planning period, a time in which the City is expected to experience a significant amount of growth. In addition, the 1998 Wastewater System Study acknowledges the fact that the reasonable estimate of population growth for the selected planning period could vary from 8,600 to 10,700 people depending on future national and statewide growth trends. Prior to the start of the 1998 Wastewater System Study, the City experienced periodic difficulties meeting the conditions of their Wastewater System Operating Permit, and also realized that there would be problems accommodating the needs of the City's growing population. In 1998, the City decided to make the appropriate changes to its Wastewater system based on the evaluation and conclusions established by Anderson Perry & Associates. The areas evaluated included the City's existing mechanical plant, storage ponds and an irrigation reuse system. The Milton-Freewater City Council selected Alternative 1, Existing System Operation with Improvements, which has been divided into two phases: Phase I and Phase II.

As part of the Wastewater System Study, the flow capacity of trunk lines within the City's domestic Wastewater collection system was evaluated. This evaluation process included projected future growth scenarios within the City of Milton-Freewater's Urban Growth Boundary (UGB) and Wastewater flow forecasts. The following summarizes the conclusions from Anderson Perry & Associates evaluation of the domestic wastewater

trunk lines as presented in the City of Milton-Freewater's 1998 Wastewater System Study:

- **Freewater (North) System, Year 2020 Flows.** The first four reaches upstream of the mechanical plant lack sufficient capacity for assumed year 2020 flows. All other reaches analyzed have adequate capacity.
- **Freewater (North) System, Full Build-out.** All reaches lack sufficient capacity except for the five reaches recently replaced by the City.
- **Milton (South) System, Year 2020 Flows.** All reaches have adequate capacity for assumed year 2020 flows.
- **Milton (South) System, Full Build-out.** All reaches lack sufficient capacity.

These conclusions are based upon the original population projections for the year 2020. Although the projections in the Wastewater System Study are higher than the recently adjusted projections, the recommendations of Anderson Perry & Associates are presumably valid and should be carried out by the City.

In accordance with the City's established goal of making improvements to their existing wastewater system, three system improvement alternatives were presented to the City as documented in the 1998 Wastewater Study. These three alternatives included:

Alternative 1: Existing System Operation with Improvements. Rehabilitate the existing mechanical treatment plant, combine treated domestic and industrial wastewater for flow to an expanded storage and irrigation farm system.

Alternative 2: Existing System Operation with Improvements, Split Flow to Irrigation Farm. Rehabilitate the existing mechanical treatment plant, split the treated domestic and industrial wastewater flow for an expanded storage and irrigation farm system.

Alternative 3: Facultative Lagoon Treatment at the Irrigation Farm, Existing Reuse System. Split treated domestic and industrial wastewater flow to the irrigation farm, provide treatment of domestic wastewater using a facultative lagoon system, and continue use of an expanded storage and irrigation farm system.

For further information on these alternatives and criteria used during the evaluation process, please refer to Chapter 7 of the 1998 Milton-Freewater Wastewater System Study.

D. Planned Improvements

From the three alternatives presented, the Milton-Freewater City Council selected *Alternative 1, Existing System Operation with Improvements*, for implementation. This project will "make improvements at the City's trickling filter treatment plant and expand the irrigation farm where treated domestic wastewater and industrial process water are land applied." The schedule for the implementation of Alternative 1 was originally divided into two phases. Phase I was scheduled to make improvements at the trickling filter plant, while Phase II was designed to focus on improvements at the irrigation farm. Since the completion of the Wastewater System Study, concerns regarding the structural integrity of the irrigation storage pond dike has caused the City to reorganize their improvement priorities in the following manner:

Phase I - Irrigation Storage Pond Improvements. This item was originally shown as part of the original Phase II improvements. Construction of the Phase I Irrigation Storage Pond Improvements was completed in November 2000 at a cost of $380,000.

Phase II - Mechanical Treatment Plant Improvements. These improvements represent the original Phase I improvements. The estimated total project cost is from $1,200,000 to $1,500,000. Project construction will occur during the 2001 construction season.

Phase III - Irrigation Farm Improvements. These improvements represent the original Phase II improvements, less the "Pond N-3 Liner Replacement" which was moved to Phase I. The estimate total project cost has not yet been determined. Project construction is tentatively planned for the 2002 construction season.

Although the wastewater projects that the City has planned are all short term, the completion of these projects fulfills the City's need for future improvements to the system within the 20 year planning period. According to the 1998 Wastewater System Study, these short term improvements will enable the City to comfortably meet the needs of its growing population until the end of the 20 year planning period when the wastewater system will be reviewed once again.

Table III.1 Sanitary Sewer System Projects
Project and Cost Estimate – Phase II, Selected Alternative 1

	Item	Unit	Unit Price	Estimated Quantity	Total Est. Price
1.	Mobilization/Demobilization, 5 percent	LS	43,000	All Required	$43,000
2.	Headworks Screening Facility Improvements • Screen, Washer, Compactor, Conveyor and Controls • Concrete Work • Electrical • Enclosure • Heating and Ventilation	LS	192,000	All Required	$192,000
3.	Primary Clarifier Conversion • Piping and Channel Modifications	LS	20,000	All Required	$20,000
4.	Trickling Filter Rehabilitation • Drain, Clean and Inspect Trickling Filter and Components • Recirculation Station Improvements • New 15-inch Piping to Trickling Filter Wet Well	LS	96,000	All Required	$96,000
5.	New 50 foot Secondary Clarifier	LS	$270,000	All Required	$270,000
6.	Chlorine Contact Basin Conversion • Piping Modifications • Remove Existing Sludge Scraper Mechanism • Lower Effluent Troughs • New Baffle Wall and Baffles	LS	46,000	All Required	$46,000
7.	Control Building Improvements	LS	30,000	All Required	$30,000
8.	Other Mechanical Plant Improvements • Manhole Access to Digester • Flow-metering Equipment • Digester Boiler/Heat Exchanger • Composite Samplers • Chlorination System Improvements	LS	100,000	All Required	$100,000
9.	Treatment Plant Piping Improvements	LS	60,000	All Required	$60,000
				Total Estimated Construction Cost	$857,000
				Contingency, Engineering, Administration, Legal, 35%	$300,000
				Total Estimated Project Cost (1999 Dollars)	**$1,157,000**

Source: 1998 Milton-Freewater Wastewater System Study (1999 Dollars)

Table III.2 Wastewater System Study
Cost Estimate – Phase III, Alternative 1 (1999 Dollars)

Amended to Reflect Improvements to Existing Pond.

	Item	Unit	Unit Price	Estimated Quantity	Total Est. Price
1.	Mobilization/Demobilization, 5%	LS	156,000	All Required	$156,000
2.	New 80 MG Storage Pond • Earthwork (130,000 CY@ $7.00/CY) • Liner (131,000 SY@ $5.40/SY) • Riprap (14,000 CY@ $25/CY) • Base Rock (2,000 CY@$20/CY) Lagoon Piping • Fencing	LS	2,275,000	All Required	$2,275,000
3	New Irrigation Pump Station • Structure • New Pumps and Piping • Electrical	LS	80,000	All Required	$80,000
4	Treatment Plant/Storage • Pond Irrigation/Piping System Piping Improvements	LS	254,000	All Required	$254,000
5	Irrigation Main Line • 8-inch Pipe, 4,000 L.F. • Valves and Fittings	LS	92,000	All Required	$92,000
6	Irrigation System Improvements • Expansion of Existing System • Center Pivot System, 1,220 ft. radius • Fencing and Signing • Site Preparation and Seeding	LS	218,000	All Required	$218,000
7	Access Road Work	LS	45,000	All Required	$45,000
8	Supplemental Water Connection	LS	30,000	All Required	$30,000
				Total Estimated Construction Cost	$3,150,000
				Land Acquisition, 100 Acres @ $1,500/Acre	$150,000
				Contingency, Engineering, Administration, Legal, 35%	$1,102,000
				Total Estimated Project Cost (1999 Dollars)	**$4,402,000**

IV. Stormwater

A. Stormwater Management

In Milton-Freewater stormwater is managed by one of five methods or systems. The first method involves large capacity drywells. There are approximately 44 drywells in various parts of Milton-Freewater. The second method utilizes catch basins that deliver stormwater to a State Department of Transportation system that transports the water to lowlands north of the City. A third method, also involving catch basins, delivers the stormwater from the North Business District area to an unlined percolative/evaporative pond located adjacent to the Sewage Treatment Plant in the northwest section of the City. A fourth method by which stormwater is managed in Milton-Freewater employs catch basins which carry stormwater from the South Industrial Hill area to a non-percolative holding pond, where the water is ultimately discharged into the Walla Walla River. A fifth way the City of Milton-Freewater controls its stormwater is by collecting it from the western and southern agriculture hills, as well as from the urban area, where it runs into the Milton Irrigation Ditch and is carried out to the Rural Orchard District, which is located west of the City.

B. Outfall Location

As mentioned above, the stormwater in Milton-Freewater has multiple outfall locations throughout the City. Depending on the method or management system, the City's stormwater flows: into a non-percolative holding pond, where it is eventually discharged into the Walla Walla River; into the Milton Irrigation Ditch where it is ultimately carried out to the Rural Orchard District; into catch basins which deliver the stormwater to an unlined percolative/evaporative pond; into catch basins which transfer the water to an ODOT system that delivers the water to lowlands north of the City; and into large capacity drywells located throughout the City.

C. Master Plan

In 1987 the City concluded Phase I of its storm drainage program, which culminated with the completion of an aerial photography project. This photography is ortho-corrected and shows elevation contours at one foot intervals. It is the basis for Phase II which is an engineering study of the drainage needs, as well as the design of a storm drainage master plan.

D. Planned Improvements

Between the year 2000 and 2005, the City of Milton-Freewater plans to construct a large capacity stormwater holding pond on a recently acquired parcel of land near the westerly terminus of the aforementioned stormwater system. Depending on funding, the pond may have a capacity of approximately 50 million gallons and be suitable for a 20 year flood event. The City is also considering a long term planning project in which the stormwater would be collected and brought to the wastewater treatment facility, from

where the treated stormwater would eventually be transported to the City's irrigation farm. This project is being considered with the Endangered Species Act (ESA) in mind, however, the project has not yet been scheduled into any planning period, nor has an estimate of the project's cost been determined.

Furthermore, the storage pond is planned to be a non-percolative lined system, with the collected water being used either by adjacent land owners or by the City at its Wastewater Land Application Farm. The year 2000 estimated costs for the holding pond are $750,000.

There are no other planned improvements being considered for the City of Milton-Freewater. The City of Milton-Freewater recognizes that new stormwater regulations are in the process of being promulgated, and has therefore decided to place long-term stormwater plans on hold.

Table IV.1 Storm Sewer Project

	Item	Year	Estimated Cost
1.	Storage Pond • Lined, non-percolative system • 50 Million Gallon capacity • Suitable for a 20 year flood event	2000-2005	$750,000 (Year 2000 Dollars)

Source: City of Milton-Freewater Memorandum from Howard Moss

For more information on the City's Stormwater System, please refer to Appendix Exhibit A-6, Existing Stormwater System Map.

V. Transportation

A. Freeway System

The City of Milton-Freewater is served by Oregon Highway 11 (Oregon-Washington Highway), and Freewater Highway. Highway 11 serves as the primary route which connects the residents of Milton-Freewater to the surrounding areas in Umatilla County and Walla Walla, Washington. As stated in Milton-Freewater's 1999 Transportation System Plan, "In 1991 *Oregon Highway Plan* (OHP) classifies the state highway system into four levels of importance (LOI): Interstate, Statewide, Regional, and District. ODOT has established primary and secondary functions for each type of highway and objectives for managing the operations for each one".

Oregon Highway 11 is crucial to the transportation needs of Oregon's residents, thereby emphasizing its statewide importance. According to the OHP, the major function of a statewide highway is to "provide connections and links to larger urban areas, ports, and major recreation areas that are not directly served by interstate highways." A highway's secondary function is to "provide links and connections for intra-urban and intra-regional trips".

In contrast, Freewater Highway is primarily of great importance to the surrounding District. The OHP states that the main function of a district highway is to "serve local traffic and land access". This means that for district highways, a greater amount of emphasis is placed on "preserving safe and efficient higher speed through travel in rural areas, and moderate- to low-speed operations in urban and urbanizing areas with a moderate to high level of interruptions to flow". Design factors, including ample passing lanes and controlled access, are effective ways of achieving this objective.

1. Highway 11

   Highway 11 (Oregon-Washington Highway) provides access for Milton-Freewater to various urban areas, and serves as the main north-south route through the City. The highway has a minimum of three lanes and a maximum of five lanes within city limits, as well as posted speed limits which vary between 25 and 50 mph.

   According to a 1996 ODOT report, "section of Highway 11 through the Milton-Freewater urban area (MP 26.59 to MP 31.64) is in good condition". The "good condition" State classification indicates that the asphalt pavement is stable and may show minor signs of cracking. These cracks are typically hairline and difficult to detect. The "good condition" classification also includes minor patching and slight deformation. The concrete pavement appears to be dry or light colored, provide good ride quality and display rutting less than one inch deep.

   The 1996 ODOT report categorizes the section from North Main Street to Highway 11 (MP 4.43-MP 5.25) as being in fair condition. A "fair condition" assignment indicates that the asphalt pavement is for the most part stable, although they display

minor areas of structural weakness, patching and cracks in the pavement are easier to detect, and deformation is more pronounced. However, ride quality is good to acceptable (3-5, 1999 Milton-Freewater TSP).

2. Freewater Highway

The Freewater Highway, which is of district significance, begins at the Oregon and Washington border, travels through the municipalities of Ferndale, Sunnyside, and Milton-Freewater, and continues to the Oregon Highway 11 junction. Within the City limits the Freewater Highway varies between two and four lanes, with the speed limit fluctuating between 20 mph and 25 mph. Rural residential highway segments are subject to a speed limit of 40 mph.

In ODOT's 1996 Pavement Condition Report, the segment of the Freewater Highway from the northern city limits to North Main Street (MP 3.43- MP 4.43) is stated as being in "very good condition". An ODOT classification of "very good" indicates that the asphalt pavement is stable, "displaying no cracking, patching or deformation, and provide excellent riding qualities. Nothing would improve the roadway at this time"

(3-4, Milton-Freewater 1999 TSP).

B. Arterial System

Arterials, which are classified as City Thoroughfares in Milton-Freewater, comprise the principal roadway network within and through a region. An arterial provides a "continuous road system which distributes traffic between cities, neighborhoods, and districts. . . Arterials are high capacity roadways which carry high traffic volumes entering or leaving the city" (3-3, Milton-Freewater 1999 TSP).

Under the current definition, Highway 11 (Oregon-Washington Highway) is the only roadway in Milton-Freewater which can be classified as a City Thoroughfare. Highway 11 provides good access and visibility for commercial development, which has increased along this segment of highway in Milton-Freewater. See the Highway 11 section above for the condition analysis.

C. Collectors

Collectors, which are classified as City Arterials in Milton-Freewater, satisfy traffic needs within commercial, industrial and residential neighborhood areas. These roadways form part of the grid system and connect local neighborhoods or districts to the arterial system. However, collectors are not designed to serve as alternate routes within the arterial system.

There are eleven streets in Milton-Freewater which have been classified as city arterials: "Lamb Street (Freewater Highway north of 8th Avenue), Powell Road, North Main Street, 8th Avenue, Hodgen Road, Broadway Avenue, Elizabeth Street (south of 8th Avenue, Dehaven Street, College Street (north of 8th Avenue), 9th Avenue/Cemetery Road, and 15th Avenue" (3-4, Milton-Freewater 1999 Transportation System Plan).

According to field observations made by David Evans and Associates, Inc. (DEA) in 1999 for the Milton-Freewater TSP, the Freewater Highway functions more as an arterial (city thoroughfare) than as a collector (city arterial). DEA also identified that Powell

Road "functions more as a local street than as a collector (city arterial) while 5th Avenue and Elizabeth Street (north of 8th Avenue) were observed to function as collectors (city arterials)although not currently designated as such."

According to ODOT's 1996 Pavement Condition Report, the majority of the collectors (city arterials) as observed by DEA in Milton-Freewater, were reported to be in fair or better pavement condition.

D. Bridge System

Listed on the Oregon Department of Transportation's Bridge Inventory are seven bridges which are within the City of Milton-Freewater. Three of the bridges are state-owned and maintained, located along Oregon Highway 11, with a fourth bridge being owned and maintained by the Union Pacific Railroad. A fifth bridge, which the state owns and maintains, is located along the Freewater Highway. The two remaining bridges are located within Milton-Freewater on county roads which are owned and maintained by Umatilla County. ODOT's August 1997 bridge inventory concludes that one of the two county road bridges in Milton-Freewater is Functionally obsolete". This bridge (ODOT bridge No. 59C440) crosses the Walla Walla River and is located on County Road 564 (Cemetery Road). According to the 1999 Milton-Freewater TSP, no bridge improvements are scheduled under ODOT's 1998-2001 Statewide Transportation Improvement Program (STIP).

E. Mass Transit Facilities

At this time, the City of Milton-Freewater does not have a mass transit system, nor does the City have any future plans for implementing one. The City of Milton-Freewater currently has a limited fixed-route transit service, which provides bus service between the City and Walla Walla, Washington during the week. There is no charge for residents of the service area, while non-residents are charged a minimal one-way fare. There is also a taxi service which operates in the City.

F. Airport Facilities

The City of Milton-Freewater does not have its own airport, although there are airport facilities in the surrounding area. Walla Walla Airport is approximately 10 miles north of Milton-Freewater, while Eastern Oregon Airport is located in Pendleton, approximately 30 miles south of the City. Located in Hermiston, Oregon 55 miles southwest of Milton-Freewater is Hermiston Municipal Airport. Two small privately owned airports with uncontrolled airstrips, Oregon Sky Ranch and Kings Airport, are also nearby and are primarily used for crop dusting operations. The City of Milton-Freewater has no future plans to construct and operate an airport facility.

G. Rail Service

Milton-Freewater does not offer any passenger rail service and has no future plans for service. Until recently, Amtrak service was available in Hermiston, Oregon and in Pendleton, Oregon. As cited in the 1999 Milton-Freewater Transportation System Plan, Amtrak is currently experiencing economic problems and as a result, had discontinued passenger service between

Denver, CO and Portland, OR in May 1997, including service to the residents of Umatilla County. This line now offers only freight rail service.

H. Pedestrian System

Due to the relatively small size of Milton-Freewater, walking becomes a very probable and efficient mode of transportation which the City encourages. The majority of the streets, city thoroughfares and city arterials in Milton-Freewater have a sidewalk on at least one side. Unfortunately, many of the sidewalks are in a state of disrepair and do not comply with ADA design requirements.

I. Bicycle Paths

While bicycles as an alternate mode of transportation are encouraged in an effort to reduce the use of automobiles for short trips, the City of Milton-Freewater has no system of bicycle lanes or multi-use paths. All bikeways are shared roadways which require bicyclists to ride on-street with the flow of traffic.

J. Master Plan

In accordance with the Oregon Transportation Planning Rule, alternate options were formulated and evaluated for the 1999 City of Milton-Freewater TSP by DEA In Milton-Freewater's 1999 TSP, DEA asserts that each of the transportation system improvement options was designed to address safety, specific deficiencies, access management and other areas of concern. The recommended transportation system improvements include both state highway and local road projects.

In order to determine which of the recommended improvements were appropriate for the City of Milton-Freewater, DEA evaluated each of the improvement options based on a specific set of criteria. See the 1999 Milton-Freewater TSP, page 6-1 for further information regarding each improvement recommendation, including the estimated cost of each improvement option, as well as for a detailed explanation of the evaluation criteria.

K. Planned Improvements

1. Street System Plan

The street system plan in the 1999 Milton-Freewater TSP presents a series of options that have been recommended to commence within the current 20 year planning period. Listed below are the recommended improvements to be made to the Milton-Freewater Street System. The Transportation Advisory Committee evaluated and ranked the transportation alternatives, which are fully discussed in Chapter 6 of the 1999 Milton-Freewater TSP, ultimately selecting 7 improvements. Please refer to Table 7-6 in the 1999 Milton-Freewater TSP for a complete list of projects that have been recommended by DEA, along with their priority rating and estimated cost.

Proposed Street Improvement Plan
(See Table 7-12 in the 1999 Milton-Freewater TSP)

- Connect Broadway Street and NE 5th Avenue by extending Russell Street (Medium priority)

- Improve the sight distance at the intersection of 5th and Highway 11. (High priority)
- Implement speed control measures along Highway 11 on Milton Hill. (Medium priority)
- Address capacity deficiency on Highway 11 between SE 14th Avenue and Main Street. (Low priority)
- Improve the intersection of Broadway Street and Ward Street. (Medium priority)

For more information on the City's transportation system, please refer to Appendix Exhibit A-4, Transportation Proposed Roadway Functional Classification (Figure 7-1B).

2. Pedestrian System Plan

The Pedestrian System in Milton-Freewater includes: sidewalks, walkways, crosswalks, curb ramps, signals, signing, supporting facilities, paths and shoulders in rural areas. All paved streets should have sidewalks or walkways on both sides of the roadway in order to meet the requirements set forth in the street standards. The City wishes to comply with this objective since the purpose of the system is to provide safe and direct access to all areas of the City, while at the same time encouraging people to walk as an alternate mode of transportation.

3. Proposed Pedestrian System Projects

See Table 7-4 in the 1999 Milton-Freewater TSP for a complete index of the proposed pedestrian projects. The specific sidewalk improvement recommendations are in Table 6-1 in the 1999 Milton-Freewater TSP. Both of the Tables list the specific improvements to be accomplished over the next 20 years and their accompanying ranking in terms of their implementation priority.

- Reconstruct sidewalks along NE 5th Avenue from Russell Street to Highway 11. (High priority)
- Reconstruct sidewalks along NE 5th Avenue from Lamb Street to Russell Street. (Medium priority)
- Provide sidewalks on the east side of Main Street from 8th Avenue to 15th Avenue. (High priority)
- Provide pedestrian crossing of Highway 11 at NE 4th Avenue. (Not recommended by DEA)
- Provide pedestrian crossing on Highway 11 at SE 8th or SE 9th Avenue.
- (High priority)
- Construct a greenway multi-use path on the Walla Walla River levee. (High priority)

For more information on the location of the City's short term pedestrian projects, please refer to Appendix Exhibit A-5, Transportation Pedestrian Inventory (Figure 3-2).

4. Bike System Plan

   As reported by DEA in the 1999 Milton-Freewater TSP, the Milton-Freewater Bicycle System Plan includes: bike lanes, paths, shoulders on rural roads, shared roadways on low-traffic streets, signals, signing, pavement markings and parking facilities. When properly configured into arterial and collector streets, the bicycle system would provide safe and direct access to all parts of the City, while at the same time encouraging people to consider alternatives to automobiles.

5. Proposed Bike System Projects

   The recommended bicycle projects are catalogued in Figure 6-1, while the specific improvements are in Table 7-5 of the 1999 Milton-Freewater TSP. The proposed projects which received consideration are rated in terms of priority. For further information on the options recommended for the City's bike system, please refer to Chapter 6 of the 1999 Milton-Freewater TSP.

   - Provide bike lanes on Highway 11. (Medium to low priority)
   - Provide bike lanes on Freewater Highway. (Medium to low priority)

6. Public Transportation Plan

   There are no public transportation plan improvements being considered for the City of Milton-Freewater. The existing transportation services are in accordance with the established requirements of the Oregon Transportation Plan. Public transportation in the City operates on a demand response system for local bus service. Therefore, as demand increases with the projected population growth estimates, the City of Milton-Freewater will adjust its Public Transportation Plan accordingly.

7. Rail Service

   The City of Milton-Freewater does not offer passenger rail service, although freight service is available in the City. At the present time the City is not considering any rail service plans. In May 1997 AMTRAK discontinued its service to residents within Umatilla County. However, DEA recommends that the City recognize the importance of having nearby passenger service and acquire support for this service by promoting it to the residents of Milton-Freewater and surrounding communities.

8. Air Service Plan

   The City of Milton-Freewater receives air service from several nearby airports, both private and commercial, and therefore, does not have any planned improvements for this system.

9. Bridge Reconstruction Plan

   As reported in the 1999 Milton-Freewater TSP, one of the two county bridges is "functionally obsolete". The bridge, ODOT bridge No. 59C440, is located on County Road 564 (Cemetery Road) and crosses the Walla Walla River. Although this bridge has been determined to be in need of serious repairs, no improvements for it are scheduled under ODOT's 1998-2001 Statewide Transportation Improvement Program (STIP).

In the 1999 Milton-Freewater TSP, David Evans and Associates, Inc. included in the chapter on funding options and financial planning a section on funding entitled "Highway Bridge Rehabilitation or Replacement Program." The Highway Bridge Rehabilitation or Replacement Program (HBRR) grants federal funds for the replacement and rehabilitation of bridges of all functional classifications. Although the State has chosen not to include the county bridge in Milton-Freewater in its repair schedule, DEA has provided the City with the necessary information should they care to take this matter into the jurisdiction of the City. Please refer to the 1999 Milton-Freewater TSP for more information on the HBRR program.

VI. Electrical System

A. Description of System

From the City of Milton-Freewater's Expenditure Budget Narrative, Fiscal Year 2001:

The City of Milton-Freewater receives its power from the Bonneville Power Administration (BPA) lines, located at two substations on Cobb Road and Highway 11 at South 14th Street. Power is supplied from a 69,000 volt transmission loop from Walla Walla, Washington. The City owns approximately 6 1/2 miles of this power system which it installed. Relays and remote-controlled circuit switches were installed on this line in order to automatically isolate fault conditions with approximately 20-minute outages for service continuity. The 69,000 volt supply is converted into 13,200 volts, and distributed over 12 feeders controlled by power circuit breakers which are designed to prevent prolonged outages due to transient faults. A third point of transmission delivery is at the Lagoon Substation, which is located near the City Landfill and City-owned wastewater storage lagoons, 5 miles west of the City. This substation transforms the 69,000 volt transmission down to 12,470 volts for distribution purposes. This distribution voltage is used to operate the pumps for the City wastewater disposal property.

The majority of the City's distribution system is overhead, although an increasing amount of the system is underground. The City maintains approximately 80 miles of overhead lines, as well as 13 miles of underground lines with 3,000 poles and 2,000 transformers. Past construction and maintenance programs have enabled the City to have among the lowest system losses (4 percent) of any utility in the BPA Snake River Area, making it one of the most reliable systems in the surrounding area.

The City serves approximately 4,525 customers. Of these, 3,475 are residential with an average usage of 18,018 KWHR. Approximately 1,438 of these customers are outside of the city limits. The system is divided so that the Freewater substation carries about 65 percent of the total load and the Milton substation carries about 35 percent. Five feeders from each substation are looped to provide interconnection capability during emergency situations.

B. Master Plan

The short-term planned improvements that are scheduled for the City's electrical system are listed in Section VII, Short Term Facility Projects Table.

Planned Improvements

There are several improvements planned for the five year planning period in the City of Milton-Freewater. In the year 2000, Phase I of the Course Creek Rebuild commenced, while the Substation Remodel design and engineering process was completed.

For the year 2001 the City has planned and budgeted accordingly for the completion of the Course Creek Rebuild, to replace Hi-Ranger V-81, to replace the communication line

City-wide, and to negotiate and ultimately purchase Substations. Also contained in this final step are plans for the retirement of Breakers 1 & 2, the installation of regulators at Freewater, the reconfiguration of Milton and the transfer of the load to Freewater.

In 2002 the City has planned to replace 25 percent of their existing underground direct-bury cable, to study feeder balance and mark phases and shift the load as necessary. Milton-Freewater has also opted to change the arms and braces on 69 kV lines as they find necessary.

During fiscal year 2003, North Fork will be rebuilt. During this process 2.8 miles of line will be rebuilt and relocated near the road. This year the City will replace 25 percent of its existing underground direct-bury cable. During the planning periods for fiscal years 2004 and 2005, the only projects planned will be the replacement of 25 percent of the existing underground direct-bury cable in each of those years respectively. By the end of the 2005 planning year, a total of 100 percent of the existing underground direct-bury cable will have been replaced. According to the Milton-Freewater Electric Department, the only long-range plan under consideration at this point in time is to replace the Underground Getaways.

Table VI.1 Electric Department Short Term Plan

	Project	Year	Cost
1.	Course Creek Rebuild Phase 1.	2000	$75,000
	Relocate near road and reconductor from Lincton Mt. Road to Blue Mt. Road.		
2.	Complete engineering & design for Substation Remodel	2000	$45,000
3.	Course Creek Rebuild, complete project.	2001	$125,000
4.	Replace Hi-Ranger V-81.	2001	$130,000
5.	Replace communication line throughout City.	2001	$75,000
6.	Negotiate and Purchase Substations	2001	$900,000
	Retire breakers 1 & 2, install regulators at Freewater		$350,000
	Reconfigure Milton, transfer load to Freewater.		
7.	Replace 25% of existing underground direct-bury cable.	2002	$20,000
8.	Study feeder balance.	2002	$20,000
	Mark phases and shift load as necessary.		
9.	Change out arms and braces on 69 kV line as necessary.	2002	$50,000
10.	North Fork Rebuild	2003	$250,000
	Rebuild and relocate 2.8 miles of line near road.		
11.	Replace 25% of existing underground direct-bury cable.	2003	$25,000
12.	Replace 25% of existing underground direct-bury cable.	2004	$25,000
13.	Replace 25% of existing underground direct-bury cable.	2005	$25,000
		Total	**$2,115,000**

The other project being considered by the department for the longer term is the replacement of the Underground Getaways.

VII. Short Term Facility Projects

Projects that are considered to be "short term" are those scheduled to begin construction within the five year planning period. This means that the projects must have commenced between the years 2000 and 2005. Not all of the short term projects listed in the following table have been approved by the Milton-Freewater City Council. All of the transportation recommendations proposed by DEA are pending final approval. The improvements recommended by DEA that are listed below are only those which the firm deems "high priority". They have also made transportation improvement recommendations to the City that they consider to be either of "medium priority" or of "low priority". Please refer to the Transportation Element of this Plan for further information of the recommended improvement priority ratings.

The water system improvements have also been ranked in terms of their priority to the City. The first water system improvement involving the connecting of Wells No. 2 and 5 has already begun, meaning that it has been approved by the City Council. The other two improvements are only recommendations at this stage; later in the short term planning period they will be implemented pending the decision of the City Council and the availability of funds.

The short term improvements planned for the three remaining systems, Electrical, Wastewater and Stormwater systems, have all been approved by the City Council and are scheduled to begin as their individual timelines indicate.

Table VII.1 Complete Table of Short Term Facility Projects
(2000-2005 Planning Period)

Improvement	Status	Year	Cost Estimate	Responsible
Water				
Connecting Wells No. 2 and No. 5 to respective storage reservoirs	Adopted, in progress	2001	$180,000	City
Painting Middle System Reservoir	Recommended, High Priority	2004	$50,000	City
		Subtotal	**$230,000**	
Sanitary Sewer				
Phase II of Alternative 1 Improvements at the City's mechanical treatment plant	Adopted	2001	$1,350,000	City
Phase III of Alternative 1 Improvements at the City's irrigation farm	Adopted	2002	$5,043,000 (Tentative)	City
		Subtotal	**$6,393,000**	
Stormwater Sewer				
Storage Pond—lined, non-percolative system	Recommended	2000-2005	$750,000	City
		Subtotal	**$750,000**	
Transportation				
Sidewalks on E. side of Main St., 8th Ave to 15th Ave	Recommended, High Priority	2000-2005	$40,000	ODOT
Pedestrian Crossing, Hwy 11 at 8th/9th Ave	Recommended, High Priority	2000-2005	$8,000	ODOT
Multi-Use Path on the Walla Walla River	Recommended, High Priority	2000-2005	$500,000	City
Improve sight distance, 5th Ave/Hwy 11	Recommended, High Priority	2000-2005	$1,000	City/ODOT
TDM Strategies (Rideshare)—20 years at $25,000/year	Recommended, High Priority	2000-2020	$500,000	City/ODOT
Speed control on Hwy 11 on Milton Hill	In Progress	2001	N/A	ODOT
		Subtotal	**$1,049,000**	
Electric				
Course Creek Rebuild Phase I	Adopted	2000	$75,000	City

Improvement	Status	Year	Cost Estimate	Responsible
Complete engineering and design stage for Substation Remodel	Adopted	2000	$45,000	City
Course Creek Rebuild, complete project	Adopted	2001	$125,000	City
Replace Hi-Ranger V-81	Adopted	2001	$130,000	City
Replace communication line throughout City	Adopted	2001	$75,000	City
Negotiate/Purchase Substations	Adopted	2001	$900,000	City
Retire Breakers 1 & 2 -Reconfigure Milton, transfer load to Freewater	Adopted	2001	$350,000	City
Replace 25 % of existing underground direct-bury cable	Adopted	2002	$20,000	City
Study feeder balance	Adopted	2002	$20,000	City
Change out arms and braces on 69 kV line as necessary	Adopted	2002	$50,000	City
North Fork Rebuild	Adopted	2003	$250,000	City
Replace 25 % of existing underground direct-bury cable	Adopted	2003	$25,000	City
Replace 25 % of existing underground direct-bury cable	Adopted	2004	$25,000	City
Replace 25 % of existing underground direct-bury cable	Adopted	2005	$25,000	City
		Subtotal	**$2,115,000**	
		Total	**$10,454,400**	

Note: Sanitary Sewer and Transportation are in year 1999 dollars. All other figures are in year 2000 dollars.

VIII. Funding Mechanisms

There are multiple funding mechanisms available for the purpose of improving and expanding the City's public facilities. The funding mechanisms have been placed into separate elemental categories based on their applicability. Each element is then ordered into categories according to the type of funding available through the program, i.e. grants, loans or grants and loans, as well as the provider, i.e. the State of Oregon or the U.S. Federal Government. For projects that have already been approved by the City Council and have had funding packages created, a note has been made in the text along with a reference to where that package may be reviewed in its entirety. The System Development Charges that are mentioned in the following section are as of March 2001, and are subject to change annually.

A. Existing Funding Mechanisms

1. *Source: City of Milton-Freewater*
   Name of Program: General Fund

   The City's General Fund receives its revenues primarily from franchise fees, as well as from property taxes, utility taxes, intergovernmental revenues, fines, licenses and permits, services, interest and miscellaneous sources. Due to the fact that the City's franchise fees are collected monthly, the City is able to maintain a relatively stable cash flow. The City is able to draw upon this fund for multiple purposes. Please refer to the City of Milton-Freewater's Comprehensive Annual Financial Report (Fiscal year ended June 30, 2000) for more information on the General Fund.

2. *Source: City of Milton-Freewater*
   Name of Program: Special Revenue Fund

   According to the Milton-Freewater Comprehensive Annual Financial Report (CAFR), the City has 10 Special Revenue Funds, "including one component unit and two funds which are being closed. Special Revenue Funds are used to account for revenues from earmarked sources which by law are designated to finance particular functions of the government." The existing Special Revenue Funds include: Street Fund, Street Improvement Fund, Library Fund, Senior/Disabled Transportation Fund, Emergency Medical Services Fund, Police Special Revenue Fund, Drug Enforcement Fund, Fire Serial Levy Fund, and the Urban Renewal Agency. Below is a review of the Special Revenue Funds that are applicable funding mechanisms for the City's public facilities.

   Street Fund: This fund regulates the revenues that are to be spent on the City's streets. The Street Fund is financed by monies generated primarily from State gas tax revenues.

   Street Improvement Fund: This fund accounts for revenues from street opening permits which will be used in the future for major street repairs.

For more information on the Special Revenue Funds, please refer to the City's CAFR report for the fiscal year ending on June 30, 2000.

3. *Source: City of Milton-Freewater*
   Name of Program: Enterprise Funds

   The City operates four major utility services, all of which are treated like private enterprises. Listed are those funds that are pertinent to the operation of the City's public facilities: Electric Fund, Electric Replacement Fund, Electric Operating & Maintenance Fund, Water Fund, Sewer Fund, and the Sewer Improvement Fund. For a review the financial status of these Enterprise Funds, including information on rates and expenditures, please refer to the City's CAFR for the fiscal year ending on June 30, 2000.

B. Existing Water System Funding Mechanisms

A one-time System Development Charge of $285.00 per single family unit is collected by the City upon connection to the City water system. Multi-family, commercial and industrial connections are based proportionately upon the size of the meter. The connection fee and corresponding meter size are listed below:

¾"	=	$285.00
1"	=	$484.00
1 – ½"	=	$1,282.00
2"	=	$2,280.00
3"	=	$4,560.00
4"	=	$6,840.00
6"	=	$14,820.00

The City recognizes that the payment of a Connection Fee permits the user to connect their property for which the fee has been paid, and to begin receiving service for a period up to six months from the date the fee has been paid. In the event that water service to the property has not begun within the six month period, the connection permit shall be void and a new permit shall be required for water service. The fee for the new permit shall be that fee in effect at the time of the new application; the original fee paid shall be applied as a credit toward the new amount due. *(Source: City of Milton-Freewater Resolution No. 1182).*

C. Water System Funding Options

1. Loans

   a. *Source: State of Oregon, Oregon Department of Environmental Quality*
      Name of Program: Clean Water State Revolving Fund (CWSRF) Program

Through this program, lower-than-market rate loans are available to public agencies for the planning, design and construction of wastewater treatment systems, non-point source water pollution control projects, and for estuary management plans. Systematically, an application period permits prospective applicants to submit preliminary applications. This program is intended for the planning, design and construction of water pollution control facilities to attain and maintain water quality standards, which are necessary to protect beneficial uses, such as swimming, boating, farming and drinking water.

Any public agency, for publicly owned projects, is eligible for funding under this loan program. Activities that qualify for these funds include: wastewater system facility plans and studies, secondary treatment facilities, advanced wastewater treatment facilities, sludge disposal and management, interceptors, force mains and pumping stations, infiltration and inflow correction, major sewer replacement and rehabilitation, combined sewer overflow correction, collector sewers, storm water control and non-point source control.

2. Grants and Loans

   a. *Source: State of Oregon, Oregon Economic & Community Development Department (OECDD)*
   Name of Program: Safe Drinking Water Revolving Loan Fund Program

   The **Safe Drinking Water Revolving Loan Fund Program** was created by Congress in 1996 to assist states in establishing loan financing to construct and improve local public drinking water systems in order to comply with the Safe Drinking Water Act, i.e., to protect the public health. It is intended to assist community and nonprofit, non-community drinking water systems plan, design and construct drinking water facilities needed to correct non-compliance with current or future drinking water standards and to further the public health protection goals of the federal Safe Drinking Water Act and Oregon's Drinking Water Quality Act. With regards to the type and amount of funding available under this program, the **OECDD** will structure a financing package that may include a Safe Drinking Water Direct Loan, as well as loans or grants from other department programs. **The total loan limit per project under this program is $2,000,000.**

   Eligible applicants include **community water systems** and **nonprofit, or non-community water systems. Community water systems** are defined as being a public water system which has 15 or more service connections that are used on a year-round basis by residents, or which regularly serve 25 or more year-round residents. This includes any water system which is owned privately, by a nonprofit, or is a city, district or port under Oregon law. **Nonprofit, or non-community water systems** are defined as being a public water system that is not a community water system and that regularly serves at least 25 people and is legally recognized under Oregon law as a nonprofit entity.

   Program eligibility is limited to projects necessary to ensure that water systems comply with applicable requirements and to further public health protection goals of drinking water quality standards administered by the Oregon Health Division.

Eligible activities include planning and preliminary engineering, design and specifications and construction of improvements to drinking water systems. The following are considered eligible program activities: All drinking water facilities necessary for source of supply, filtration, treatment, storage, transmission and metering; the acquisition of real property directly related to or necessary for the proposed project, including rights-of-way, easements and facility sites; preliminary and final engineering, surveying, legal review and other support activities necessary for the construction of the water system; construction contingencies in approved change orders, as approved by the Oregon Economic & Community Development Department. A reasonable amount of community growth may be accommodated in the project to cover the useful life of an eligible project if that growth is based upon current and reasonable population projections agreed to by local and state land use planning authorities. Growth may not be the primary purpose for constructing the facilities; public health improvement must be the main purpose of the project.

b. *Source: State of Oregon, OECDD*
Name of Program: Water/Wastewater Financing Program

The purpose is to provide financing for the construction of public infrastructure needed to ensure compliance with the Safe Drinking Water Act or the Clean Water Act. It is intended to assist local governments which have been hard hit with state and federal mandates for public drinking water systems and wastewater systems. **Applicants eligible** for this program include municipalities, as described in the Special Public Works Fund Applicant's Handbook: cities, county districts, port authorities and counties, sanitary districts, tribal councils of Native American tribes, water control districts, water supply districts, water and wastewater authorities.

Activities that qualify a municipality as being eligible for funding under this program involve the issuance of a Notice of Non-Compliance to the System by the appropriate regulatory agency with the Safe Drinking Water Act or the Clean Water Act. In addition, public infrastructure required to ensure compliance by creating or improving the following: water source, treatment, storage and distribution, wastewater collection and capacity, storm system, purchase of rights of way and easements necessary for infrastructure and design and construction engineering.

The **grant/loan amounts for this program** are determined by a financial analysis based on a demonstrated need and the applicant's ability or inability to afford additional loans (debt capacity, repayment sources and other factors). The **maximum direct loan amount under this program is $500,000 when financed with lottery funds.** The **maximum bonded loan, when funded through the sale of State Revenue Bonds is $10,000,000.** The loans are generally repaid with Utility Revenues, General Funds or Voter Approved Bond Issues.

The **maximum grant is $500,000,** including the cost of issuance and debt service reserve, in the case of a bonded loan. Technical Assistance grants and loans may finance preliminary planning, engineering studies, and economic investigations to

determine project feasibility. Up to $10,000 in grant funds and $20,000 in additional loan funds may be awarded to eligible applicants under 5,000 in population.

D. Existing Wastewater System Funding Mechanisms

A one-time System Development Charge of $495.00 is required per single family residential unit in order to receive sewer/wastewater service from the City. The payment of the Connection Fee permits the user to connect their property for which the fee has been paid to the City's sewer and to begin receiving service for a period up to six months from the date that the fee has been paid. If sewer service has not begun within the six month period, the connection permit shall be void and a new permit shall be required in order to receive City sewer service. The fee for the new permit shall be that fee in effect at the time of the new application; the original fee paid shall be applied as a credit to the new amount due.

According to the City, apartment buildings and motels will be prorated on the following basis:

3 or more bedrooms per unit	=	100% of the single-family residential rate.
2 bedroom unit	=	84% of the single-family residential rate.
1 bedroom unit	=	67% of the single-family residential rate.
Mobile homes	=	100% of the single-family residential rate.

Commercial sewer connections will bear a proportionate charge of the residential rate, based on five plumbing fixtures or outlets equal to one single-family residential unit, (i.e. a commercial connection with five plumbing fixtures or outlets, $495.00, with 10 plumbing fixtures or outlets, $990.00)

Industrial development sewer connections will be based upon the size of the water main that extends to the industrial site, which proportion shall be 2.2 times the amount of the water connection, (i.e. industrial development with a 2" water connection costing $2,280.00 for water connection will pay $5,016.00 for sewer connection).

Home modifications, remodeling, etc., will be exempt from the sewer connection fee requirements, unless a new or additional dwelling unit is being created. Home or commercial replacements for buildings that have been burned or destroyed by Acts of God will be exempt from the connection fee requirements, on the condition that the property is a conforming use with regards to the City's zoning requirements at the time of replacement. *(Source: City of Milton-Freewater Resolution No. 1182).*

E. Wastewater System Funding Options

1. Overview of Available Options

   There are multiple State and Federal grant and loan programs available to communities such as Milton-Freewater who are seeking to improve their Public Facilities Plan. The many programs that are available are tailored to various project

types and community size. The programs with various levels of funding include: **the Oregon Economic Development Department (OEDD); USDA Rural Development (RD); the U.S. Economic Development Administration (EDA), and the Oregon Department of Environmental Quality (DEQ).** These agencies offer a combination of grant funding and low interest loan programs to communities for the purpose of improving their Public Works System. In order to identify a community's need for funding a specific public works project, **the State Community Economic Revitalization Team (SCRET) created the Northwest Economic Adjustment Initiative.** The Initiative has established a process whereby separate counties prioritize their potential local level projects prior to them being considered by funding agencies. Anderson Perry & Associates cite in the Milton-Freewater 1998 Wastewater System study that "because some of the funding programs that have been identified as secondary or backup sources of funding will use the SCRET process to identify projects for funding (RD and EDA), it will be critical that the City of Milton-Freewater continue to actively participate in the local prioritization process and actively educate people in these agencies about the importance of their project."

2. Grants

   a. *Source: State of Oregon*
   Name of Program: Oregon Economic Development Department, Community Development Block Grant Program

   The OECDD administers the Community Block Development Grant (CBDG), which annually receives funding for this program by the U.S. Department of Housing and Urban Development (HUD). In order to be eligible for funding under this program, the agency requires that a need must exist for the resolution of a community's current water quality compliance problem. According to the City's 1998 Wastewater System Study, the City has received several Notices of Non-Compliance, and therefore complies with this eligibility requirement.

   A second requirement for this grant program is that more than 51 percent of the inhabitants of the city must have an income rating of low-to-moderate. According to a recent income survey, 64.7 percent of the City's residents have an income rating of low-to-moderate. Having met the two requirements, the City of Milton-Freewater is therefore eligible for funding under this grant program. Grant funds are accepted year-round and are available up to an aggregate maximum of $750,000 for planning design and construction of facilities.

3. Loans

   a. *Source: State of Oregon*
   Name of Program: State Revolving Loan Fund (SRF)

   The Oregon Department of Environmental Quality administers the SRF loan program and offers low interest rate loans to public agencies for the purpose of planning, design and construction of water pollution control facilities (i.e. wastewater treatment plants). Please refer to the 1998 Milton-Freewater Wastewater System Study for more information on the rates for the SRF loan program.

b. *Source: U.S. Federal Government*
Name of Program: Rural Development (RD)

The Rural Development loan and direct grant program is provided by the U.S. Department of Agriculture. Under the loan program the agency purchases local bonds at rates that are below the market rates. The U.S. Department of Agriculture sets the interest rates for these loans based upon the median household incomes (MHI) of the community, as well as upon other varying factors. The RD/grant loan program appears to be a potential source of low-interest, 40-year term loan monies only. According to the 1998 Wastewater System Study, the City is not in the position to receive grants from the program. Anderson Perry & Associates recommends that this program could only be considered as a secondary, backup source of loan funds for Phase II improvements, and should not be considered for the relatively small Phase I improvements.

4. Grants and Loans

a. *Source: State of Oregon*
Name of Program: Water/Wastewater Financing Program

For information on this financial program, please refer to the Water System Funding portion of this Chapter, Section A, Subsection 3.

b. *Source: Oregon Economic & Community Development Department (OECDD)*
Name of Program: Special Public Works Program

To view the funding package for the selected Alternative 1, including Phase I and Phase II, please refer to the 1998 Milton-Freewater Wastewater System Study.

c. *Source: U.S. Federal Government*
Name of Program: U.S. Economic Development Administration (EDA)

The EDA grant and loan programs are available to cities for public works projects that are able to be shown as needed to maintain, or build the capacity necessary to attract new and keep existing industry. Funds are also available for the purpose of stimulating a community's economy, as the goal of this program is to create and retain jobs. This agency has invested money in several projects located in Eastern Oregon over the past few years for Public Works Improvement Projects in communities where businesses were locating or planning to locate in the near future.

F. Existing Stormwater System Funding Mechanisms

Presently, the City does not require residents to pay a System Development Charge for stormwater service and/or development and repairs. A System Development Charge would provide the City with a funding mechanism for the stormwater system and any future repairs or construction projects. Two options are currently under consideration, both of which would be financially derived from existing community users of the stormwater system. The first option would be to create a Limited Improvement District

(L.I.D.). The second option is to add an incremental monthly charge to residents' utility bill. Both funding mechanisms are still being considered by the City and have not been adopted or implemented as of the date of this public facilities review.

G. Stormwater System Funding Options

For information on the funding mechanisms available for the City's Stormwater System, please refer to the Section F of this Chapter, Special Public Works Fund.

H. Recommended Transportation Funding Mechanism

The City is currently considering instituting a System Development Charge which would create funds for the City's Transportation Fund by charging residents a transportation development and/or service fee. This recommended funding mechanism is in the early stages of the review process, and therefore, no further information on the program is available at this time.

I. Transportation System Funding Options

1. Grants

   a. *Source: State of Oregon, Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD)*
   Name of Program: Transportation Growth Management (TGM) Grant Program

   The Transportation Growth Management Grant Program was enacted to integrate transportation planning with the statewide land use planning program to achieve benchmarks for mobility, air quality and community design. The program's mission is: to enhance Oregon's livability, foster integrated land use and transportation planning and encourage development that results in compact, pedestrian, bicycle, and transit-friendly communities.

   Through legislative approval, **approximately $6,000,000 is available for TGM grants for the 1999-2001 biennium planning period.** The TGM program receives support from federal transportation funds; **each grant requires a local match of approximately 10 percent.** This program has no set minimum or maximum amount for the TGM grants.

   Awards in the 1997-1999 biennium averaged around $60,000. Individual awards ranged from $3,200 to $200,000. Past grant amounts for Category 1 ranged from $4,250 to $180,000, Category 2 ranged from $11,000 to $264,200, while Category 3 ranged from $12,120 to $125,000

   Cities, counties and metropolitan planning organizations are **the principal recipients.** Others eligible include councils of government when acting on behalf of governments, and special districts for cooperative and urban service agreements.

   The eligible activities for the available grants fall into three categories:

   - **Category 1** grants help local governments develop transportation system plans and ordinances to implement the Transportation Planning Rule, as well as the 1998 Oregon Highway Plan.

- **Category 2** grants are used to help local governments reconsider land use patterns in order to meet transportation needs by planning for compatible land uses along state highways to implement the 1998 Oregon Highway Plan.
- **Category 3** grants enable local governments to implement plans that support an efficient and balanced transportation system.

b. *Source: State of Oregon, ODOT*
Project Type: Bike and Pedestrian Grants

ODOT's Bike and Pedestrian Program offers two programs to assist in the development of walking and bicycling improvements: **local grants** and **Small-Scale Urban Projects.** Cities and counties with projects on local streets are eligible for local grant funds. An 80 percent state and 20 percent local match ratio is required in order to qualify. Suitable projects include: curb extensions; pedestrian crossings; intersection improvements; shoulder widening and re-striping for bike lanes.

The second program concerns projects on urban state highways with little or no right-of-way taking and few environmental impacts. These projects are eligible for **Small-Scale Urban Project Funds.** Both of these programs are limited to projects costing up to $100,000. For projects that cost more than $100,000 and involve acquisition of the right-of-way, or have significant environmental impacts should be submitted to ODOT for inclusion in the "STIP".

c. *Source: State of Oregon, ODOT*
Name of Program: Transportation Safety Grant Program

The objective for this program is to reduce the number of transportation-related accidents and fatalities through coordination with multiple other state programs. Managed by **ODOT's Transportation Safety Section (TSS), these funds are intended to aid a program for three years.** Programs eligible for funding include: impaired driving, youth, pedestrian, occupant protection, speed, enforcement, bicycle and motorcycle safety.

TSS grants the available funds each year by way of a report that identifies the major safety programs, offers suggestions to counter measures to existing safety issues, and lists the successful projects that are selected for funding. In this manner there is no application process.

d. *Source: State of Oregon*
Name of Program: Special Transportation Fund (STF)

The **STF** grants funds in order to maintain, develop and improve transportation services for persons with disabilities, as well as for people over 60 years of age. Three quarters of the funds are distributed to mass transit districts and transportation districts. The counties are eligible for the funds on a per capita formula where such districts do not exist. The remaining funds are distributed on a discretionary basis.

e. *Source: State of Oregon, Oregon Economic Development Department (OECDD) and ODOT.*
Name of Program: Immediate Opportunity Grant Program

OECDD and ODOT designed a program in order to assist local and regional economic development efforts. The program is funded by state gas tax revenues and has approximately **$7 million per year available for grants.** Eligible projects and activities include: improvement of public roads; inclusion of an economic development-related project of regional significance; creation or retention of primary employment; and the ability to provide local funds **(50/50) to match grant.** The maximum amount of any grant under the program is $500,000.

f. *Source: U.S. Federal Government*
Name of Program: Enhancement Program

This is a federally funded program for projects which demonstrate a link to the **"intermodal transportation system, compatibility with approved plans, and local financial support." In order to qualify for this program a 10.27 percent local match is required.** "Within the five Oregon regions, the funds are distributed on a formula based on population, vehicle miles traveled, number of vehicles registered and other transportation-related criteria."

g. *Source: Federal Government*
Name of Program: Highway Bridge Rehabilitation or Replacement Program (HBRR)

As previously mentioned in the Planned Improvements section, federal funding is available for the replacement or rehabilitation of bridges from all functional categories. A portion of the **HBRR** is allocated for the improvement of bridges under local jurisdictions. In order to determine the amount available for a particular project, a "quantitative ranking system is applied to the proposed projects based on a sufficiency rating, cost factor and load capacity"; they are ranked against other statewide projects, and **require 10 percent matches from both the state and local jurisdiction.**

2. Loans

a. *Source: State of Oregon, Department of Transportation (ODOT)*
Name of Program: Oregon Transportation Infrastructure Bank (OTIB)

This program is a **revolving loan fund** which was designed to promote innovative transportation funding solutions. **Eligible applicants** for the OTIB program include: cities, counties, transit districts, other special districts, port authorities, tribal governments, state agencies and private for-profit and not-for-profit entities. **OTIB currently offers direct loans for eligible projects.** These loans may be funded from available OTIB resources or through the sale of revenue bonds.

In order for projects to be considered eligible for funding under this program, they must comply with the **eligibility for funding regulations stated in Title 23 or Title 49 of the Code of Federal Regulations (CFR).** However, eligible projects generally include: Highway projects such as roads, signals, intersection improvements and bridges; transit capital projects such as buses, equipment and

maintenance or passenger facilities and bikeway or pedestrian access projects within the highway right-of-way.

In order to be **federal-aid eligible,** roads must be open to public travel and functionally classified as a major collector or higher. Eligible project costs include preliminary engineering, required environmental studies, acquisition of right-of-way, equipment, construction including project management and engineering, inspections, financing costs and contingencies.

J. Electric System

At the present time, no information on the funding mechanisms for the City of Milton-Freewater's Electric System is available.

K. Park Dedication Funding Mechanism

The City has instituted a System Development Charge of $160.00 per unit for all residential structures. This fee enables the City to continue providing quality open spaces and parks for the residents of Milton-Freewater and the surrounding area.

L. Special Public Works Fund

Source: Oregon Economic & Community Development Department (OECDD)
Type of Funds Available: Loans and Grants
Name of Program: Special Public Works Fund

The purpose of the **Special Public Works Fund** is to create jobs, especially family-wage jobs, for Oregonians; loans and grants to construct public infrastructure to support industrial/manufacturing and eligible commercial economic development. "Eligible commercial" means commercial activity that is marketed nationally or internationally and attracts business from outside Oregon. Examples include the Oregon Coast Aquarium, OMSI, Baker City Oregon Trail Interpretive Center. While this is primarily a loan program, grant funds are available based upon economic need of the municipality.

Eligible applicants for this program are municipalities as described in the Special Public Works Fund Applicant's Handbook, which generally includes: cities, county service districts, port authorities and counties, sanitary districts, tribal councils of Native American tribes, water control districts, water supply districts, water and wastewater authorities.

In order for a municipality to be eligible for loans and/or grants under this program, public infrastructure is a requirement so as to enable eligible businesses to locate or expand: airports, design and construction engineering, port facilities, and publicly owned railroad spurs and sidings. Necessary infrastructure for the purchase of rights of way and easements include: roadways, bridges, storm drainage, wastewater collection and capacity, and water source, treatment, storage and distribution.

In addition, specific industrial/manufacturing and eligible commercial businesses must commit to the creation of permanent, full-time-equivalent jobs for a municipality to be eligible. Up to $10,000 in grant funds may be awarded for each full-time-equivalent job created (based on demonstrated financial need); of jobs created, 30% must be "family wage" jobs. Another requirement for eligibility is a public and/or private investment equal to at least twice the infrastructure cost, with the infrastructure built to the correct

capacity for the purpose of being able to adequately support industrial and manufacturing development.

For **distressed communities**, meaning communities without firm business commitments, grant funds of up to $250,000 per project may be awarded. These types of communities were formerly known as "severely affected" communities. Technical Assistance grants and loans may finance preliminary planning, engineering studies and economic investigations to determine infrastructure feasibility for these communities.

The Special Public Works Fund provides grants and loans to eligible communities by conducting a financial analysis based on a demonstrated need and the applicant's ability or inability to afford additional loans (debt capacity, repayment sources and other factors). Loans are generally repaid with Utility Revenues, Local Improvement Districts, General Funds or Voter Approved Bond Issues. Financing limits depend on the project: up to $10,000,000 Bond Loan, up to $1,500,000 Collateral Loan, up to $500,000 for grants, and for technical assistance, up to $10,000 in grant funds and $20,000 in additional loan funds may be awarded to eligible applicants under 5,000 in population.

M. Bonds

1. *Source: General Municipality*
   Name of Program: General Obligation Bonds

General Obligation Bonds are voter-approved and represent the least expensive borrowing mechanism that is available to municipalities. These types of bonds are primarily supported by a separate property tax levy, that has been approved explicitly for the purpose of retiring the debt. Accordingly, the levy does not terminate until all the remaining debt is paid. The tax is levied proportionately throughout the taxing jurisdiction based on the assessed value of the property. Typically, general obligation debts result from public improvement projects that will benefit the entire community.

"State statutes require that the general obligation indebtedness of a municipality not exceed 3 percent of the real market value of all taxable property in the city. Since general obligation bonds would be issued subsequent to voter approval, they would not be restricted to the limitations set forth in Ballot Measures 5, 47 and 50. Although new bonds must be specifically voter-approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, un-issued voter-approved bonds, or refunding bonds." (1999 TSP, DEA)

2. *Source: General Municipality*
   Name of Program: Limited Tax Bonds

Limited Tax General Obligation Bonds (LTGO's) are comparable to general obligation bonds in that they represent the obligation of the municipality. LTGO's do not require voter approval due to the fact that the municipality's obligation is limited to its current revenue sources and is not secured by the general public's ability to raise taxes.

In addition, since the LTGO's are not secured by the full taxing power of the issuer, the bond represents a higher borrowing cost than the general obligation bonds. "The municipality must pledge to levy the maximum amount under constitutional and statutory

limits, but not the unlimited taxing authority with GO bonds. Because LTGO's are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50." 1999 TSP, DEA)

3. *Source: General Municipality*
   Name of Program: Bancroft Bonds

According to Oregon Statute, municipalities are permitted to issue Bancroft Bonds which guarantee the city's full commitment and credit to assessment bonds. The bonds then become general obligations of the city, although they are paid with assessments. Typically, these bonds provide a city with the ability to pledge its credence and credit in order to obtain a lower borrowing cost and therefore, avoid obtaining voter approval. Since Bancroft bonds are not voter approved, the taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50. As a result, since 1991, Bancroft bonds have not been used by municipalities who were required to compress their tax rates.

IX. Appendix

The following appendix contains the necessary exhibits and figures which illustrate the existing public facilities in Milton-Freewater, and indicate the location of new and proposed facility projects.

A-1	Reservoir and Well Locations[1]	Figure 1
A-2	Water Pressure Zones[2]	Figure 2
A-3	Wastewater Schematic Alternative 1[3]	Figure 7-1A
A-3-1	Wastewater Vicinity Map[4]	Figure 1-2
A-4	Transportation Proposed Roadway Functional Classification[5]	Figure 7-1B
A-5	Transportation Pedestrian System Inventory[6]	Figure 3-2
A-6	Existing Stormwater System Map (To be Provided by City)	

[1] *Source: City of Milton-Freewater, Oregon Water Management and Conservation Plan by Anderson Perry & Associates, (8/2000).*
[2] *Source: City of Milton-Freewater, Oregon Water Management and Conservation Plan by Anderson Perry & Associates, (8/2000).*
[3] *Source: City of Milton-Freewater, Oregon Wastewater System Study by Anderson Perry & Associates, (1998).*
[4] *Source: City of Milton-Freewater, Oregon Wastewater System Study by Anderson Perry & Associates, (1998).*
[5] *Source: City of Milton-Freewater, Oregon Transportation System Plan by David Evans and Associates, (6/1999).*
[6] *Source: City of Milton-Freewater, Oregon Transportation System Plan by David Evans and Associates, (6/1999).*

GOAL 12

Transportation

Goal 12 addresses the conventional forms of transportation, highway, rail, and air, as well as the not so obvious forms of pipelines, mass transit, bicycles, and pedestrian traffic. These transportation systems will be treated individually with discussions of the need for future development.

TRANSPORTATION INVENTORY

Streets and Highways

The overwhelming majority of transportation of people and materials takes place on the City's streets and highways. The street system is inventoried in detail under Goal 11, Public Facilities. The main need in this important transportation mode is for maintenance of the existing improved streets and upgrading of the few remaining streets which are not paved. Again, these details are provided in Goal 11.

Rail

The City has just experienced abandonment and removal of the Burlington Northern Railroad branch line. This line, constructed prior to 1900 and running from South Milton through Freewater to Walla Walla, was constructed as an inter-urban electric trolley for passenger traffic. Burlington Northern Railroad is now making most of its right-of-way and associated land holdings available for private acquisition.

The abandonment has caused two major shippers to convert to 100% truck shipping from previous ratios of 20% rail and 80% truck.

All other major shippers have access to Union Pacific Railroad. Through understandings gained during the Burlington Northern abandonment and discussions with the Public Utility Commission and the Department of Transportation, the proposal for abandonment of the Union Pacific light density rail line can be foreseen in the not too distant future. If this occurs, it would have a serious effect on the Union Pacific customers who rely on rail transport much more than did the Burlington Northern customers who have just lost their rail service. While the City objects strongly to loss of its only remaining rail service, it also recognizes that regional and national forces will continue to result in abandonment of light density lines. While there are no known plans for abandonment of Union Pacific rail service, industrial managers are encouraged to consider abandonment as a very real possibility.

Passenger rail service is available in Pendleton with regular service

provided by the Amtrak system.

Air

Common carrier air services are available in Walla Walla and Pendleton.

Bus

Inter-city bus service is provided on a regularly scheduled basis. Connections in Pendleton and Walla Walla provide access to regional and national routes. Freight service is also provided by the bus lines.

Taxi

A privately owned and operated taxi service operates in and around the City. The importance of this service, especially to the elderly, is demonstrated by the passage of a three year special levy for subsidy of the system in 1985. This is the only local route public transit available to the transportation disadvantaged in the community.

Pedestrian

Pedestrian travel is well provided for on the City sidewalk and crosswalk system. The sidewalk plan is included in the Public Facilities Chapter (Goal 11). Pedestrian traffic including handicapped accessibility is an important transportation function. Sidewalk system development will continue to be required of developers.

Bicycle

There are no formal bicycle routes in the City at this time. State funds for bicycle path construction are being accumulated. At a minimum, a north-south bike route generally connecting the two historic downtown areas is necessary. State and local bicycle route funds will be used to establish such a route in general conformance to the proposed route below.

Pipeline

Cascade Natural Gas operates a distribution pipeline system within the City. A major regional high pressure material gas transmission line runs north and south just outside of the east Urban Growth Boundary line.

TRANSPORTATION NEEDS

The main people mover will continue to be the private automobile. There will not be sufficient population growth to support any major mass transit efforts.

Trucks will be increasingly important to the industrial sector as the mover of raw materials and products since it is unlikely that Milton-Freewater will have direct rail service for very many more years. The street and highway system is, therefore, the critical transportation facility for the foreseeable future. This fact underlines the importance of continued maintenance and upkeep of the existing street system. Map 11-6 shows the City throughfaires and arterials. Map 11-7 in Goal 11 (Public Facilities and Services) presents the layout for future arterial streets.

Street Improvements

In addition to maintenance of existing streets and construction of new ones, there are some existing facilities which need upgrading.

SE 15th Avenue from the Walla Walla River to S Main and S Main from SE 15th Avenue to Highway 11 needs to be brought to arterial standards. This is necessary because SE 15th Avenue carries all traffic, including agricultural and aggregate transport trucks, to and from the east side of the upper Walla Walla River. It also has considerable residential development and Grove School (K-2nd grades). These uses are in potentially dangerous conflict on the current street.

NW 8th Avenue from N Main to N Lamb needs to be upgraded to arterial standard. This street is the main entry to the northwest area of the City and also has Freewater School (3rd to 5th grades). Present pavement width necessitates unsafe clearances between passing vehicle.

The Highway 11 underpass at the Union Pacific Railroad bridge needs landscaping. This site has gone unimproved since its construction in 1973. It is a very unsightly weed area which presents a fire hazard during the summer. Many unsuccessful attempts have been made by the City to have the Department of Transportation remedy this situation. It continues to be a high priority for both public safety and economic development reasons.

FINDINGS, CONCLUSIONS, AND POLICIES

Findings 12-A: The private automobile will continue to be the main mode of transportation for virtually all citizens of the community.

Conclusion 12-A-1: SE 15th, NW 8th, and the Highway 11 underpass need improvement. The State Department of Transportation is strongly encouraged to include these projects in the Highway Improvement Plan and project funding priorities as soon as possible.

Finding 12-B: Local low density rail lines are being abandoned by railroad companies with increasing regularity.

Policy 12-B-1: The City objects to abandonment of the remaining Union Pacific line which serves Milton-Freewater and Weston. Abandonment of this line would have potentially serious negative effects on area industries.

Conclusion 12-B-2: In spite of local objections, national trends in the industry indicate that Milton-Freewater may not have direct rail service for many more years. Industrial operators should keep well informed of railroad activities.

Finding 12-C: Burlington Northern Railroad abandoned its service to the City in 1985 and is in the process of selling certain lands which were designated industrial because of the presence of rail service and because of railroad ownership.

Conclusion 12-C-1: Loss of rail transport makes industrial development of these properties highly unlikely. Their designation should be reviewed to provide for a more appropriate use of the property.

Finding 12-D: The Milton-Freewater Taxi Service is an important service for the elderly and transportation disadvantaged.

Conclusion 12-D-1: The City supports the taxi service and encourages continued community and State support.

Finding 12-E: Pedestrian travel is important to the transportation and leisure needs of the community.

Policy 12-E-1: Sidewalks will be required in new developments. Handicapped access ramps will be required.

Finding 12-F: Bicycle travel is an important transportation and leisure activity.

Conclusion 12-F-1: Bicycle travel has not been sufficiently provided for in the community.

Policy 12-F-1: The City will work toward establishment of a bicycle path linking the two historic downtown areas.

Finding 12-G: Very little infill area is available along existing City streets. Virtually all new development, either inside the existing City Limits or on newly annexed land, will occur on land which does not front on existing streets.

Policy 12-G-1: Developers shall construct streets to City specifications so that every new parcel created for development has frontage on an improved City street. Partitions of land will be permitted in infill areas where existing City streets are unimproved.

GOAL 13

Energy Conservation

CITY ELECTRIC UTILITY

The City owns its own electric utility, Milton-Freewater Power and Light. This is the oldest municipal electric system still operating in the Northwest. The City of Milton purchased the electric system from Daniel Brown, the system's private developer, in 1890. Power was supplied to a residence or business only upon approval of each applicant by the City Council. The Superintendent of the electric system was paid $50 per month. His pay was docked for power outages and he personally paid for repairs to the plant and distribution system. Since 1890, the system has grown to serve almost 4,300 customers in a 70 sq. mi. area in and around the City. In the 1985-86 fiscal year 123.8 million kilowatt hours of power were sold at an average price of 2.2¢/kwh. This cost is less than 1/2 of the prevailing rates charged by surrounding private electrical utilities. This highly economical rate results from City participation with the Grant County, Washington PUD in construction of the Priest Rapids and Wanapum Dam projects in 1959. The City annually receives 48 million kwh (40% of current consumption) of very low cost energy from this source. The remainder is acquired from Bonneville Power Administration at higher but very competitive rates.

CONSERVATION MEASURES

As an electric utility operator, the City is heavily involved in energy conservation. We participate in the Residential Weatherization program sponsored by Bonneville Power Administration (BPA). This program funds 85% of the cost of a comprehensive insulation program for qualifying homes of those which are below current building code standards for windows and insulation. Electric Department staff provide energy audits and technical assistance. BPA sponsors a similar program for qualifying homes owned by low income residents. This program funds 100% of the cost of weatherization. These two programs have resulted in 628 energy audits and 565 weatherizations as of July 1986.

The City also provides a water heater wrap program which an energy audit of all buildings owned or operated by the City has been completed to determine participation in the BPA weatherization subsidy program for public buildings. While it was determined that significant amounts of power could be saved, the City is not participating at this time. This is because the BPA subsidy for public buildings is based on the actual dollar savings realized instead of the kwh of electricity saved. At our current power rates, the money saved was low enough that there was almost no subsidy.

The new Super Good Cents residential construction sponsored by BPA is underway with completion of the first super energy efficient home in the summer of 1986. This program provides a $2,000 payment to the builder of a new home which meets the weatherization standards of the program. Homes constructed to these standards can save 50% to 60% of the energy used by new homes constructed to conventional building code standards. Again because of our low power rates, the extra cost involved in construction takes much longer to pay off than it would in areas paying two, three, or four times more per kwh.

As Milton-Freewater Power and Light gains new customers, the 48 million kwh of very low cost energy from the Priest Rapids and Wanapum projects constitutes an ever decreasing share of the total which must be purchased to meet demand. All power in excess of Grant County production must be purchased at substantially higher cost from BPA. This situation, and any increases in the cost of power from the BPA, will result in increasing cost of power to our customers. As customers pay higher costs for electricity, the incentive for conservation becomes greater. The City will, nevertheless, continue to do everything possible to provide electricity to its customers at the lowest possible cost.

NEW ENERGY SOURCES

The City has filed an application with the Federal Energy Regulatory Commission for a preliminary permit to study a hydroelectric project on Elk Creek in Southern Oregon. Elk Creek is a tributary of the Rogue River. The permit has been issued and will give the City three years to study the feasibility of adding generation facilities to the soon-to-be constructed Elk Creek dam. Power generated could be sold to BPA, PPL, or wheeled across PPL and BPA transmission lines to Milton-Freewater. Each alternative will be examined during the study period.

FINDINGS, CONCLUSIONS, AND POLICIES

Finding 13-A: Low rates charged by the City owned electric utility, while representing a major asset to the community and an incentive to development, also represent a disincentive to participation in conservation measures. It is, nevertheless, in the City's interest to conserve electricity since "new" power purchased for BPA costs much more than the fixed amount of "old" power generated by the Priest Rapids and Wanapum projects.

Policy 13-A-1: The City will continue to offer BPA conservation programs and to encourage individuals to conserve energy in public relations advertising.

Finding 13-B: The combination of low power rates and extended periods of low clouds, fog, and freezing fog which characterize local winter climate in the Walla Walla Valley make solar energy a highly unattractive alternative.

Conclusion 13-B-1: No worthwhile benefit would be derived from complicating development standards through adoption of a solar access code.

Finding 13-C: Long term planning of the electric utility indicates the need for development of new energy sources.

Conclusion 13-C-1: The City will continue to search for and, where feasible, invest in and develop new sources of electric power.

GOAL 14

Urbanization

The urbanization element is the most detailed of the fifteen plan elements of the Comprehensive Plan. Consequently, four subsections have been developed so as to break this complex urbanization element into easily understood subject areas. These subsections are:

ISSUES AND PROBLEMS:

1. The City is surrounded on all sides by viable agricultural land. Expansion in any direction will eliminate some of this agricultural land.

2. Steep slopes to the east and west; and, to a lesser degree, to the south, make urban expansion difficult but attractive in these directions. Construction costs are significantly higher on these slopes and lack of sufficient water pressure on the higher reaches would require construction of additional water storage facilities. Nevertheless, hillside lots will continue to be a quite valuable commodity.

3. Land to the north of the City has sewer service problems in that gravity flow is not possible due to elevation.

4. Land north of the City has pressure for urban expansion because the land is flat, numerous roads already exist, and property holdings are numerous and of small acreage. However, this land presently is under intensive agricultural usage - in the form of orchards. This relatively small orchard region north of Milton-Freewater is unique for many reasons among which are: an extended growing season, climatic protection from severe frosts, rocky soil, and extensive water rights and system of canals and ditches.

5. The historic fact that two cities grew independently of one another, then finally consolidated (in 1951), creates some unique land use designations. There are presently several industrial centers and three commercial centers. Residential growth occurred randomly in the remaining land.

6. Milton-Freewater has prospered or declined depending on the ups and downs of the principal industry in the area - food storage and processing. This industrial base has been in the form of several canneries, cold storage facilities, packing plants, and food processing facilities. In recent past, the agricultural industry has declined in the area. Several large businesses closed down or moved elsewhere. The consequence was lost jobs.

7. Population increase in the '70's, coupled with the loss of basic industry, reflect changes in the character of the City. Statistics indicate a trend of increased commuting for employment out of the area and an increased elderly population.

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

OBJECTIVES:

1. Establish an urban growth boundary (UGB) to identify and separate urbanizable land from rural land. (See map 14-1)

2. Establishment and change of the boundary is a cooperative effort between Milton-Freewater and Umatilla County.

3. Land within the urban growth boundary shall be available over time for urban use.

4. Designate sufficient amounts of urbanizable land (see land use table) to accommodate urban growth according to:

   a. the growth policy of the area;
   b. population needs by the year 2000;
   c. carrying capacity of the planning area;
   d. open space and recreational needs.

5. The configuration of the planning area and the urban growth boundary should be designed so that land resources and extension of services and utilities are maximized.

6. Rural to urban transition shall always consider the carrying capacity of the air, land, and water resources of the planning area.

7. Review in accordance with procedure contained in Goal 2.

8. Investigate additional methods and financial incentives for guiding urban growth within the urban growth boundary and for protecting rural and agricultural land beyond.

9. The City encourages the County to provide the means to insure that lands outside the urban growth boundary remain in a rural use designation.

POLICY STATEMENTS:

1. Conversion of urbanizable land to urban use shall be based on:

   a. the ability to provide orderly, economic provision for public facilities and services,
   b. Land Conservation and Development Commission Statewide Goals,
   c. availability of sufficient land for the various land uses,
   d. encouragement of development within urban areas before conversion of urbanizable area.

2. Establish and change the urban growth boundary based on the following factors:

   a. demonstrated need to accommodate long-range urban population growth requirements consistent with Land Conservation and Development Commission Statewide Goals,
   b. the need for housing, employment opportunities, and livability,
   c. orderly and economic provision for public facilities and services,
   d. maximum efficiency of land uses within and on the fringe of the existing urban area,
   e. environmental, energy, economic, and social consequences,
   f. retention of agricultural land,
   g. compatibility of the proposed urban uses with nearby agricultural activities.

3. Locate and phase public facilities, utilities, and transportation so as to guide orderly and efficient urban expansion.

4. The County must, by law, have final jurisdiction for land in the urbanizing area (between the City limits and the urban growth boundary). The adopted Comprehensive Plan shall prevail. In addition, the City shall have review of, and make recommendations accordingly, on all development in these locations.

5. The urban growth pattern should be one of "concentration" as opposed to sprawl and/or scattered development so as to:

   a. reduce service costs,
   b. conserve energy,
   c. prevent premature commitment of land to urban use,
   d. preserve agricultural land,
   e. insure orderly transition from rural to urban land use,

f. further objectives of livability.

6. Change of land use from rural to urban shall be possible only when the following services and facilities are available: public sewer, public water, public paved street, and adequate fire and police protection to meet minimum City and State standards.

7. Land in the Urban Growth Boundary shall be allowed for urbanization and growth in any two (2) of three (3) separate identifiable major segments of rural land in the Urban Growth Boundary. Growth and urbanization into the third segment of the Urban Growth Boundary shall be restricted until such time as substantial and significant urban development has been completed in the first two segments of the Urban Growth Boundary. Substantial and significant development shall mean that at least fifty percent (50%) of the available urbanizable land (usable) shall have been developed. This policy shall not restrict a property owner's right to interim, rural development pursuant to the Umatilla County Comprehensive Plan. The three separate identifiable segments of the rural land in the Urban Growth Boundary, which are the subject of this policy, are defined as follows:

Area A. All property outside existing City limits, westerly of Oregon Highway 11.

Area B. Property south of existing City limits and between Oregon Highway 11 and the Walla Walla River.

Area C. All of the area east of the Walla Walla River.

The first areas allowed for urbanization shall be those which first receive development of a major subdivision, planned unit development or commercial business (excluding farming) and in which public water and sewer services can be reasonably extended for further development.

8. Protect the unique orchard region north of the City from urban expansion.

ANNEXATION POLICY

City of Milton-Freewater

Land within the City of Milton-Freewater urban growth boundary (UGB) will be eligible over time for annexation into the corporate limits of Milton-Freewater. Land outside the UGB will not be eligible to annex into the City limits. As stated elsewhere in this document, the UGB will be eligible for revision upon the joint approval of the City of Milton-Freewater and Umatilla County. Demonstrated need for a change in the UGB, addressing all applicable statewide land use goals, must be shown by the City. Only then could land presently beyond the UGB be eligible for annexation to the City.

Property requested for annexation to the City must be contiguous with (adjacent to) the existing corporate limits. Streets, sewer mains, and water mains must be extended, at the developer's cost, to service residences and businesses within the annexing property at the time of annexation (unless proper agreements and bonds are approved by the City for later improvements).

The City will annex property only if the capacities of the City sewer and water systems are adequate to handle the added demand. The City will not annex any property whose owner does not wish to be annexed unless annexation is necessary as part of the development of the general location or neighborhood.

The City will not refuse to annex property contiguous with the City limits if the City sewer and water system are capable of handling the additional demand and if the annexing property agrees to construct required public improvements to City standards.

DEVELOPMENT POLICY

For Land Within the UGB

Both the City of Milton-Freewater and Umatilla County will adhere to all requirements and stipulations and the land use map of the City of Milton-Freewater Comprehensive Plan, as approved by both parties for land outside the Milton-Freewater City limits, but within the City of Milton-Freewater urban growth boundary (UGB). County zoning, for land between the City limits and the urban growth boundary, shall continue in force so long as the existing County zoning permits less intensive use of the land and so long as no conflict occurs with the City's Comprehensive Plan. City zoning shall comply with the land use map - Proposed Land Use - 2000 A.D. - in the Comprehensive Plan. The Comprehensive Plan always prevails!

The City of Milton-Freewater will be advised by Umatilla County of all development in the urbanizing area. If the City staff has no objection to an "outright" proposed development, a "yes" recommendation will be submitted to the County. If City staff questions that an "outright" proposed development may be in conflict

with the Milton-Freewater Comprehensive Plan, then review and recommendation to the County shall be performed by the City Planning Commission. All land use applications in the urbanizing area shall be reviewed by the City. Recommendations shall be made forthwith to Umatilla County Planning Commission.

The needed interaction between the City of Milton-Freewater and Umatilla County, concerning management of the urbanizing area (the land between the City limits and the urban growth boundary), is detailed in a separate legal document, signed by both parties, and titled the "Urban Growth Area Joint Management Agreement." This document is part of the Comprehensive Plan by reference heremade. (See Appendix 3)

The City of Milton-Freewater commits itself to the effort to actively plan and prepare for existing and future urban development in the Milton-Freewater area. It will be the responsibility of the City to provide necessary land, services, utilities, and all other needs (for which the City normally provides) so that new urban development will be able to occur within the urban growth boundary. Thus, pressure on the County that exists at present for such development will be relieved; rural and agricultural land use designation for land beyond the urban growth boundary will then be a more realistic possibility.

Any amendment request to the Comprehensive Plan "Land Use Map - 2000 A.D." or text must be accompanied by an administrative fee. A corresponding zone change must accompany any requested change in the Comprehensive Plan Map.

Any change in the Comprehensive Plan of the City of Milton-Freewater must be shown to meet public need, to not conflict with any of the State of Oregon statewide goals and to not conflict with any part of the Comprehensive Plan. The burden of proof to show that any change is necessary is placed upon the party requesting the change.

When adopted, changes to the Comprehensive Plan shall be suitably noted in a prominent place in this document filed with the recorder and copies made available to the public.

POPULATION GROWTH

The population growth rate has fluctuated considerably for Milton-Freewater over past decades. There have been two decades of actual population decline (the 1930's and 1960's) since 1890. Several decades have seen excessive growth in contrast to those periods of decline. The two periods of greatest growth were the 1940's (50% population increase) and from 1900 to 1910 (124% population increase).

Milton-Freewater can expect continued growth for the 22-year period from 1978 to the year 2000. Major reasons include: a general growth trend presently being witnessed in Eastern Oregon; explosiye growth in the west end of Umatilla County with spinoff growth expected; a moderate climate; direct access to major rail and highway routes; clean air; lack of crime; exceptionally low electric rates; more than adequate water supply; generous amounts and locations of land for the various land uses; and proximity to larger urban cities such as Walla Walla, Pendleton, and the Tri-Cities.

The following table shows past growth in Milton-Freewater from 1890 to 1985:

Table 14-1
POPULATION GROWTH
1890-1985

Year	Population	% Change	Population Change
1890	544	----	----
1900	804	48	260
1910	1,812	124	1,008
1920	2,411	31	599
1930	2,308	-4	-103
1940	2,569	9	201
1950	3,851	50	1,281
1960	4,110	6	259
1970	4,105	-0.1	-5
1975	4,475	9	370
1980	5,086	13.6	611
1985	5,850	15.0	764

Source: U. S. Census of Population 1890-1980. 1985 population estimate Portland State University, Center for Population Research and Census.

Table 14-2 and the graph on page 14-10 indicates projected growth for the City of Milton-Freewater from the year 1978 to the year 2000. The table of projected growth lists three possible population figures for every five-year period over twenty-five years. The 1978 City population estimate of 5,566 population is the estimated number of residents based on new residential construction data and verified by the Center for Population Research and Census at Portland State University.

Three projections - low, medium, and high - are shown in the table. The low and medium projections are "straight-line" projections. This means that the same number of people are added to the City population for every five year period in each column. Every five years 285 people are added in the "low" projection column, 555 people are added in every five year period in the "medium" projection column. The high projection is calculated to show a constant percentage increase each year (3.5%). It is, therefore, represented as a curve.

The low projection figures are based on historical population data for Milton-Freewater from 1890 to 1978 (see Table 14-2 - Projected Population Growth). From 1890 to 1978, the City's population increased by 5,022 persons, or 57 persons by year. Multiplying this 57 annual population increase figure by 22 years (from 1975 to the year 2000), the population added is 1,254 persons. Adding this 1,254 population to the 1978 population of 5,566 gives the "low" projection figure for the year 2000: 6,820 people. By multiplying the 57 figure by 5, the previously mentioned figure of 285 population is derived - 285 people are added in the "low" projection column to the City's population every five years.

The "medium" projection figures are based on recent residential construction over the ten year period from July 1968 to July 1978. During these ten years, 412 residential units were constructed in Milton-Freewater (this figure includes every new house, apartment unit, mobile home, and modular home constructed or located during this time). The 1970 census indicated that the City's "average household size" was 2.7 persons (Human Resources Data, 1970, League of Oregon Cities, October, 1972.) The 412 units multiplied by 2.7 persons per household equals 1,112 people added to the City in the ten-year period. Extrapolating this same 1,112 population figure over the 22-year period from 1978 to 2000 adds 2,446 people to the 1978 base of 5,566 for a total year 2000 population of 8,012 for the "medium" projection. Dividing the 2,446 population increase by 22 and multiplying by 5, gives the previously mentioned 556 population increase for every five-year period in the "medium" projection column.

The "high" projection figures are based on Milton-Freewater's percentage of growth over the last eight years (1970-78). This eight year period was chosen as a base because the period most closely represents the economic and social forces which might effect the City for the next few years to come.

By using a future value table the City staff has come up with the following figures:

Population 1978 = $\frac{5566}{4105}$ = 1.355907429
Population 1970

Apply this figure to the future value table at 8 years we come up with a 3.5% per year growth figure.

Factor of 3.5% at 22 years = 2.13152 (from value table)
times base year 1978 - Population 1978 = 5,566,
5,566 x 2.13152 = Population 2000. Population 2000 = 11,864

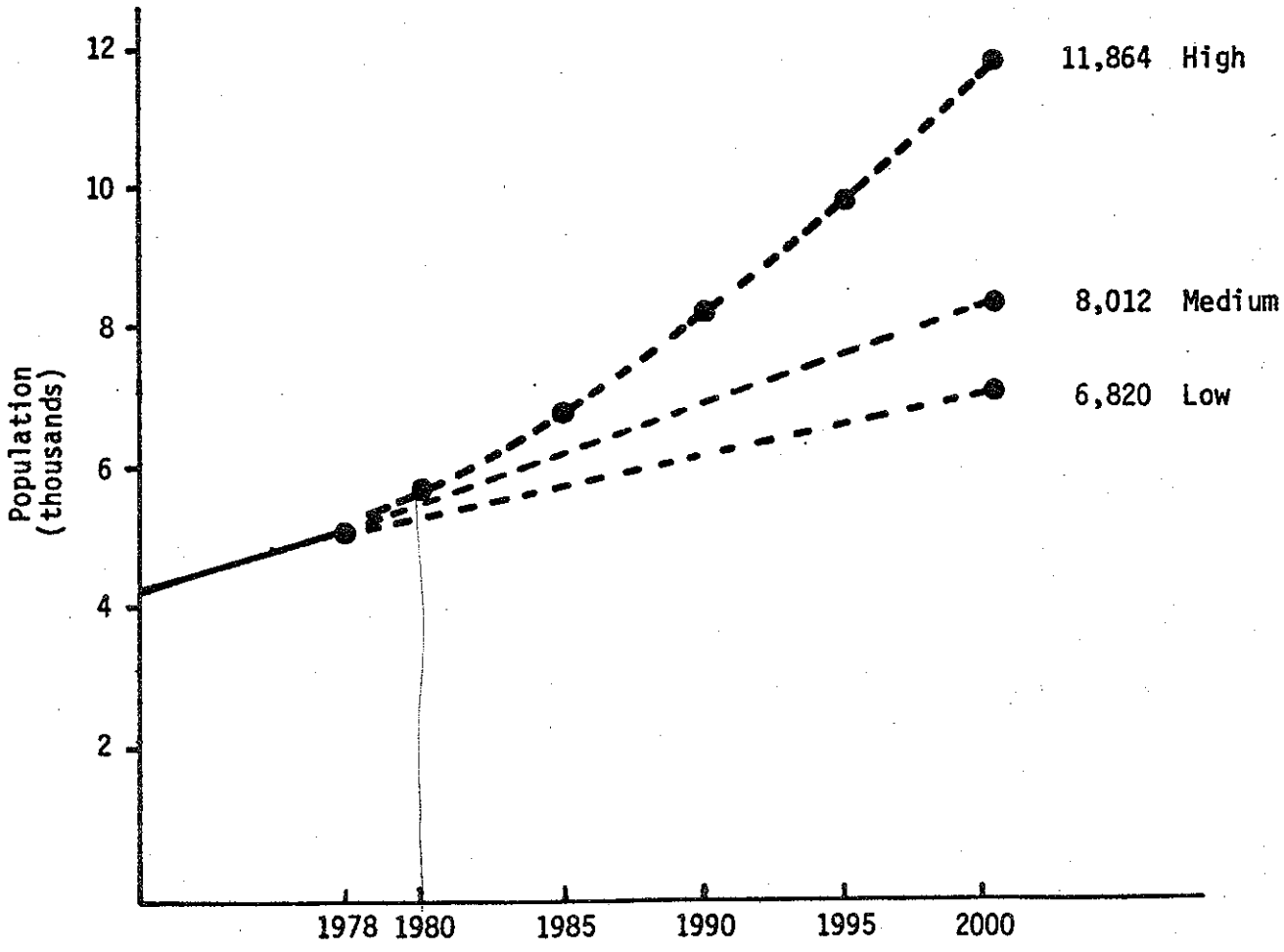
Table 14-2

PROJECTED POPULATION GROWTH

Year	Low Projection	Medium Projection	High Projection
1978	5,566	5,566	5,566
1980	5,680	5,788	5,962
1985	5,965	6,344	7,119
1990	6,250	6,900	8,410
1995	6,535	7,456	9,989
2000	6,820	8,012	11,864

1978 Estimate used to establish growth projections in plan adopted May 8, 1978.

PROJECTED POPULATION GROWTH



Milton-Freewater is located in Umatilla County, 35 miles north of Pendleton, the largest community in the county. Milton-Freewater and Walla Walla, Washington are located 10 miles apart in the Walla Walla Valley. There does seem to be a stronger economic relationship between the Milton-Freewater and Walla Walla communities than between Milton-Freewater and Pendleton. Population growth rates for Milton-Freewater, Walla Walla, and Walla Walla County have been similar in the past. All three jurisdictions lost population in the 1960s and gained population in the 1970s. However, during the 1980s the population growth rates between Walla Walla and Milton-Freewater differed greatly. While Milton-Freewater experienced a population increase of 8.7%, Walla Walla had a population decrease of .9%. During 1980 - 1990 the growth rate in Milton-Freewater was comparable to that of Pendleton (see Table 14-2).

Table 14-2
Population Growth of Walla Walla, Milton-Freewater and Pendleton
1980 - 1990

City	1980	1982	1984	1986	1988	1990	% Change
Walla Walla	25,619	25,600	25,640	25,590	25,440	25,450	- .9
Milton-Freewater	5,086	5,415	5,820	5,745	5,700	5,533	+8.7
Pendleton	14,521	14,550	14,150	14,445	14,660	15,142	+6.1

Why Milton-Freewater grew at a much greater rate than Walla Walla during the 10-year period from 1980 - 1990 is not obvious. New growth in Milton-Freewater could be attributed to retirement population influx, expansion of business in the early '80s and increased commuting from Milton-Freewater to jobs in Walla Walla.

During the next 4-year period, 1990 - 1994, that trend reversed itself. Walla Walla's growth rate exceeded that of Milton-Freewater (see Table 14-3). It is clear that Walla Walla has experienced job growth and a boom in new home construction the past few years.

Table 14-3
Population Growth of Walla Walla, Milton-Freewater and Pendleton
1990 - 1994

City	1990	1991	1992	1993	1994	% Change
Walla Walla	26,482	27,024	28,134	28,820	28,730	+8.4
Milton-Freewater	5,533	5,580	5,630	5,765	5,865	+6
Pendleton	15,142	15,440	15,395	15,520	15,715	+3.7

Historically, Milton-Freewater's population trends overall seem to pattern those of Walla Walla. If this trend continues into the future and if land is available for development in Milton-Freewater the potential for significant population increases in the next 3 to 5 years is real. The Walla Walla valley is benefiting from the trend towards businesses and individuals moving out of urban areas. The cost of doing business, improved telecommunications services, and quality of life are all factors encouraging this trend. Population projections for Walla Walla from 1990 to 2015 (provided by the Walla Walla Regional Planning Agency) indicate rapid growth (2.5% per year) from 1990 to 1998 (26,478 to 32,633), then a 1% growth rate per year until 2015 (total population in 2015 - 39,768).

Umatilla County is projecting an average population increase of 5% every 5 years from 1990 to 2010. These projections are similar to Walla Walla's after 1998. This projected increase would increase the county population from 59,249 in 1990 to 72,786 in 2010 (see Table 14-4).

TABLE 14-4
UMATILLA COUNTY POPULATION PROJECTIONS
From 1990 to 2015

YEAR	POPULATION
1990	59,249
1995	62,648
2010	72,786
2015	73,151

A reasonable conclusion, having evaluated the population trends of the past and accepting the likelihood of a reasonable level of economic activity in the future, is that Milton-Freewater has potential for population growth. Future growth will be seriously restricted if land for development of residential, commercial and industrial areas is not available. Milton-Freewater experienced a 1% growth rate in 1991 and 1992, a 3% increase in 1993 and a 2% increase in 1994. Assuming a 2% per year growth rate will continue through 2015, the city's population will increase to 8,892. Table 14-5 indicates projected growth for the City of Milton-Freewater for 1995 - 2015.

Table 14-5
Projected Growth for City of Milton-Freewater for 1995 - 2015

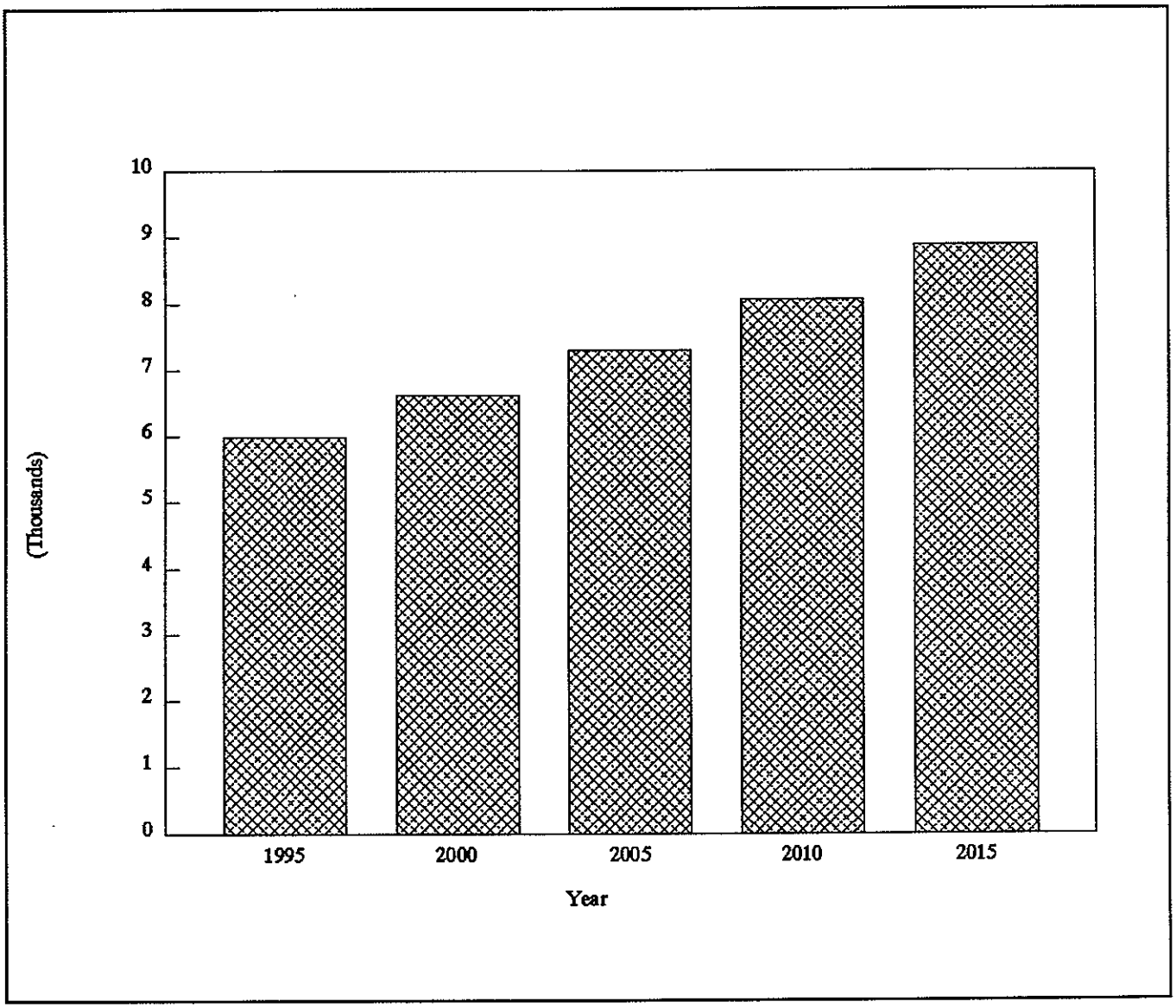


Table 14-2, the "Projected Population Growth" table, the three projections, high, medium, and low are visually depicted in the "Projected Population Growth" graph. Once again, the dashed line in the graph indicating "low" population projection is simply a continuation of the straight line showing annual population increase from the year 1890 to 1975 and projected to the year 2000 on the graph. The other two lines, the "medium" and "high" projections, show considerable deviation from past historical growth.

The table below shows percent increase in population for four areas - the Pacific Northwest, the State of Oregon, Umatilla County, and the City of Milton-Freewater - from 1910 to 1970. Notice that Umatilla County and Milton-Freewater have both grown at almost the same rates over the years.

Table 14-3
Percent Increase in Population

Population & % Increase	Pacific Northwest*	State of Oregon	Umatilla County	Milton-Freewater
1910 Population	2,141,000	673,000	20,309	1,812
1910-20	20	16	28	33
1920-30	15	22	-6	-4
1930-40	13	14	7	11
1940-50	34	40	60	50
1950-60	18	16	6	7
1960 Population	5,289,000	1,769,000	44,352	4,110
1960-70	16.1	18.2	1.3	-0.1
1970 Population	6,141,121	2,091,385	44,923	4,105

* Includes States of Oregon, Washington, and Idaho.

Source: Population Bulletin P-2, Oregon State Census Board in Ebasco Services, In., Progress Bulletin No. 1, Facts on the Population and Economy of the Mid-Columbia Region, June 1962 and U. S. Census of Population, 1910-1960. Also, Umatilla County Planning Office.

There does seem to be a reasonable relationship among Milton-Freewater, Walla Walla and Walla Walla County. College Place, Washington, an Adventist Church community centered around the Adventist Walla Walla College, seems to have little relationship to Milton-Freewater even though the communities are only eight miles apart. College Place does rely on Walla Walla for many jobs as the private college is the only basic industry. The College Place population growth rate in the table seems to bear little relationship or similarity to growth rates for the same periods for the other entities. Population growth rates for Milton-Freewater, Walla Walla, and Walla Walla County are quite similar. All three jurisdictions lost population in the 1960's and gained slightly in the 1950's. Both Milton-Freewater and Walla Walla County saw significant growth (50% and 31.6% respectively) in the 1940's. While this data is not conclusive, it does indicate that the three jurisdictions, all in the same small valley, share similar growth patterns, at least from 1940 to 1970 (see Table 14-4).

Estimates for population growth from 1970 to 1977 for Walla Walla and Walla Walla County (provided by the Walla Walla Regional Planning Agency, Walla Walla, Washington) show a 3.9% growth rate for Walla Walla County (42,176 to 43,800 = 1,624 population increase) and a 2.9% increase for Walla Walla (23,619 to 24,300 for an increase of 681 population). These two jurisdictions continue to grow at similar rates. Milton-Freewater, on the other hand, grew at a much faster rate for the same 1970-1977 period. The City gained 845 population (4,105 to 4,950) for a population growth rate of 20.6%. (Source: Portland State University's Center for Population Research and Census.)

Why Milton-Freewater grew at a much greater rate than Walla Walla and Walla Walla County during the past seven years (from 1970 to 1977) is not apparent. The question is further complicated when one realizes that Milton-Freewater has lost basic industry jobs in this period while Walla Walla has not. The Walla Walla Regional Planning Agency indicated that basic industry has remained constant in Walla Walla. New growth is attributed to retirement population influx and increased commuting from Milton-Freewater to jobs in Walla Walla. If this last statement is true (and can be verified by the 1980 federal census) and such a trend continues, then Milton-Freewater will more and more become a bedroom community and a suburb of Walla Walla, Washington. This is neither necessarily good or bad, but an observation based on existing data.

Statistics from the U. S. 1970 Census show the 1970 population for Umatilla County to be 44,923 (1.3% increase from 1960) and for Milton-Freewater to be 4,105 (0% increase from 1960). These statistics indicate that the trend of similar growth rates for both Umatilla County and Milton-Freewater continues through the 1960's to 1970. Further, population statistics for the years 1970 to 1975 for both Umatilla County and Milton-Freewater show that the trend of similar growth rates continues to be in effect. Data from Portland State University's Center for Population Research and Census indicate that Umatilla County grew 8.94% in this 5-year period (44,352 in 1970 to 48,017 in 1975). During this same time period, Milton-Freewater grew from 4,105 to 4,475 for a 9.01% population increase.

Population projections for Umatilla County (Preliminary Population Projections, Umatilla County, East Central Oregon Association of Counties, 8-24-77) indicate county population to increase between 37.2% and 52.3% between 1970 and 1985. For the same time period for Milton-Freewater low and medium population growth rate projections (45.3% and 54.5%) are both higher than the low county projection (37.2%). Milton-Freewater's high population growth rate projection of 73.4% is much higher than the high county growth rate projection of 52.3%.

The whole point of the past several paragraphs is that it is not unreasonable to consider that the long-time trend of similar population growth rates for Umatilla County and Milton-Freewater, from 1910 to 1975, will continue indefinitely into the future. If this is a reasonable thought to accept, then the City of Milton-Freewater should be prepared for an approximate population of 10,000 people in the year 2000.

The table below (Population for Milton-Freewater, College Place, Walla Walla, and Walla Walla County) provides some comparison data for the majority of the population in the Walla Walla Valley. Unincorporated areas of Umatilla County are excluded. Included in the Walla Walla County figures are a small percentage of that county's population which is outside the Walla Walla Valley.

Table 14-4
Population for Milton-Freewater, College Place, Walla Walla, and Walla Walla County

Year	Milton-Freewater		College Place		Walla Walla		Walla Walla Co.	
	Pop.	% Change	Pop.	% Change	Pop.	% Change	Pop.	% Change
1970	4105	-0.1	4510	11.9	23619	-3.7	42176	-0.05
1960	4110	6	4030	27	24536	1.8	42195	5.1
1950	3851	50	3171	---	24102	---	40135	31.6
1940	2569	---	---	---	---	---	30500	---

Sources: U. S. Federal Census, State of Oregon, and Walla Walla Regional Planning Office, Walla Walla, Washington.

URBAN GROWTH BOUNDARY

Future development for Milton-Freewater will be located within the City limits and to the east, west, and south of the present City limits and within a growth limit line called the urban growth boundary (UGB). Urban development within this line will occur in an orderly planned fashion. Property will be required to annex to the City and extend sewer and water mains for sewer and water needs. The UGB Ownership is Map 14-1.

Orchard land to the north of the City will be protected from further urban encroachment. Some agricultural land will be utilized for urban development as the City grows. This is inevitable since the City is surrounded by land presently in crop production. However, urban development will be centrally located within the urban growth boundary of the City of Milton-Freewater due to adoption and implementation of statewide planning goals for urbanization and agricultural lands in the county comprehensive plan. Thus urban and suburban sprawl will be replaced by an urban hub surrounded by agricultural and rural residential land uses.

The urban growth boundary basically enlarges the City following the same configuration presently delineated by the existing City limits. Milton-Freewater is oriented north-south and is situated on the alluvial fan of the Walla Walla River as it emerges from steep canyons to the south of the City. In the past, growth was restricted to the narrow river valley and the delta area, the northerly part of the City.

Recently, new development has occurred on the west slopes of the valley. The Walla Walla River has restricted similar development on the east bluff (i.e. high cost of providing adequate water pressure and sewer and water mains across the river).

The urban growth boundary encompasses 2,695 acres of land. This more than doubles the existing acreage presently in the City limits (1976-1,113 acres; see Table 14-5). There is land within the urban growth boundary, but presently outside the City limits, that is presently in a land use that will not change by the year 2000. If this acreage is not included as part of the total land that Milton-Freewater needs for its growth area (2,504 acres), then the actual land available for transition from rural to urban and use over time is approximately 2,000 acres. This 2,000 acres is almost double the existing 1,082 acres presently in the City. Existing land outside the City limits, but within the urban growth boundary, that will not change use are the Cemetery, the Milton Nursery, the Sewerage Treatment Plant, and Marie Dorion Park.

The City of Milton-Freewater expects to maintain the same city-wide density in the year 2000 as presently exists in 1976 (four persons per gross acre). In this way it is hoped that the City's small town character can be maintained while allowing for considerable future growth.

Table 14-5

EXISTING AND PROPOSED LAND USE

	Existing 1978 Zoning		Existing 1976 Land Use		Proposed -to year 2000- Comp. Plan Land Use		Land Area to be Added
	Acres	%	Acres	%	Acres	%	
INDUSTRIAL	194	17.93	102	9.2	218	10.2	24
COMMERCIAL	99	9.15	88	7.9	137	5.1	38
PUBLIC	(1)	(1)	99	8.9	193	7.2	94
RESIDENTIAL	820	73.7	597	53.6	2146*	77.5	1425
AGRICULTURAL & VACANT	(2)	(2)	227	20.23	(3)	(3)	N/A
TOTAL	1113	100%	1113	100%	2695	100%	1582

(1) 99 acres (9.15%) included in various zones.
(2) 227 acres (20.23%) included in various zones.
(3) 555 acres (22.20%) included in various land use designations.
* 99 acres of formerly residential zoned land is identified under "Public" land use.

URBAN GROWTH BOUNDARY JUSTIFICATION

A. Urbanizable Land (1582 acres)
(Land between City limits and UGB)

		Acres
1.	Already developed:	
	a) Milton Nursery	22
	b) Cemetery (public) Marie Dorion Park	15
	c) Walla Walla River Valley (Residences)	40
	d) Key Feed Lot	30
	e) Treatment Plant Area	10
	f) North C-2 Commercial Area & Residences	18
	g) Residential Area off NE 4th	3
	h) "No Man's Land"	3
	Sub Total	141
2.	Undevelopable Land:	
	a) Walla Walla River and Couse Creek	70
	b) Severe Slopes/Ravines	122
	c) Existing Roads 60' x 31,000'	43
	d) Reservoir & Old Cemetery	5
		240
3.	Public Use & Right of Way Proposal:	
	a) 20% of developable land (1201)	240
4.	Total acres less 1, 2, and 3 above	1582
		- 621
	Sub Total	961
5.	20% of developable land proposed to be vacant in year 2000.	192
6.	Total developable urbanizable land expected to be utilized by year 2000.	769 Acres

B. Site Analysis for Urbanizable Land (in UGB)

1. Existing acres in City of Milton-Freewater 1113 Acres
   Acres to be added to UGB: 1582 Acres
   Total in UGB 2695 Acres

2. Acres to be added (1582 acres)

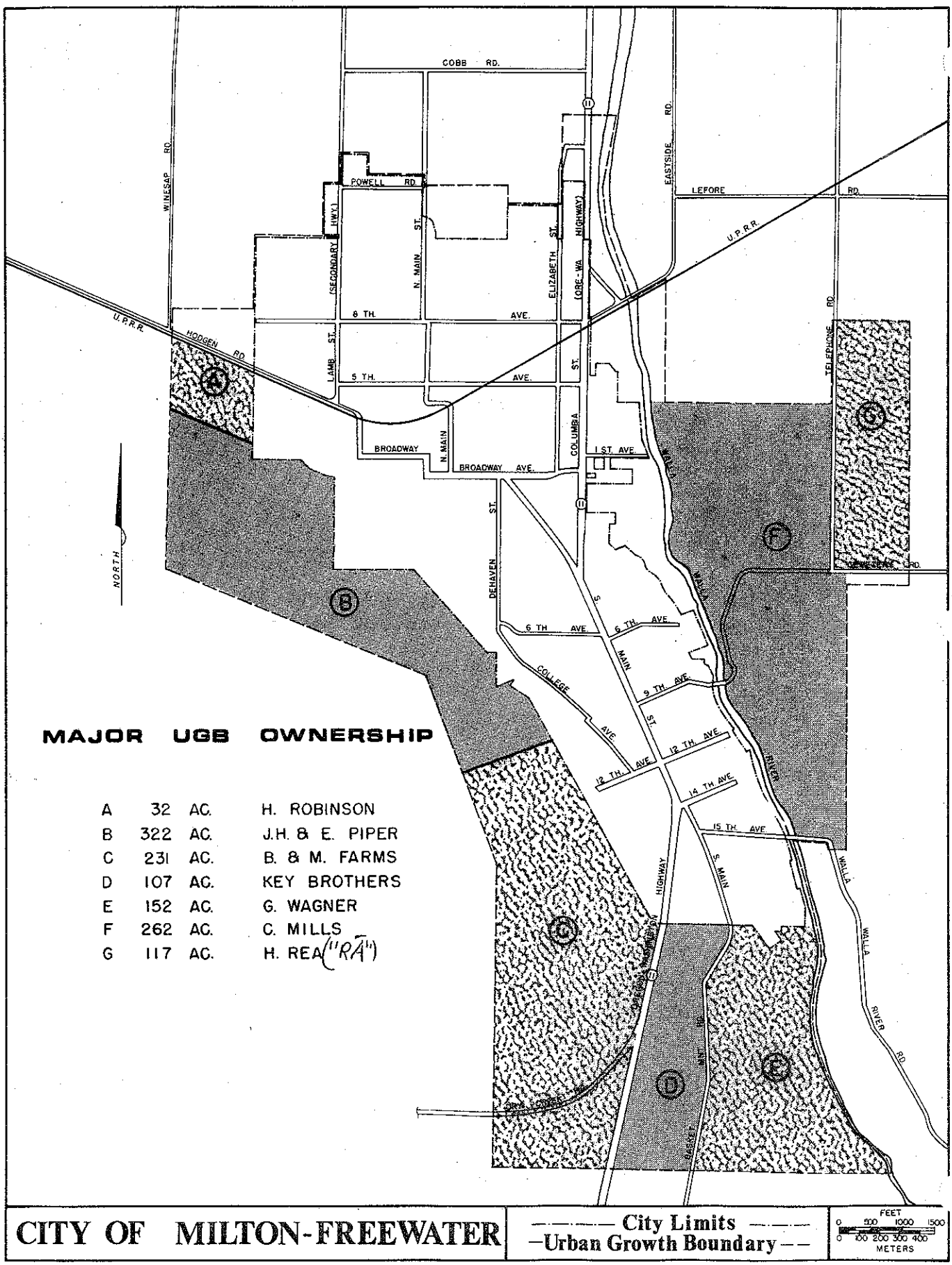
a)	Industrial to be added	24
b)	Commercial to be added	38
c)	Public to be added	94
d)	Residential to be added	1426*

* 99 acres under residential is public use.

3. Of total 1582 acres there are 7 owners who own 75% of the property.

a)	B. M. Farms (Robert Tucker, Controller)	231.75 Acres
b)	J. H. & Elwood Piper	322.48 Acres
c)	Celeste Mills (Frazier Estate)	262.70 Acres
d)	Key Brothers	106.91 Acres
e)	Genie Wagner	152.41 Acres
f)	Harris Rea	77.24 Acres
g)	Helen Robinson	32.2 Acres
	TOTAL	1,185.69 Acres

or 75% of Total 1582 acres
controlled by seven land owners


COBB RD.
WINESAP RD.
POWELL RD.
(SECONDARY HWY.)
N. MAIN ST.
ELIZABETH ST.
(ORE.-WA. HIGHWAY)
EASTSIDE RD.
LEFORE RD.
U.P.R.R.
HODGEN RD.
6 TH. AVE.
5 TH. AVE.
LAMB ST.
BROADWAY
BROADWAY AVE.
COLUMBIA ST.
1 ST. AVE.
TELEPHONE RD.
DEHAVEN ST.
S. MAIN
6 TH AVE.
COLLEGE AVE
9 TH AVE.
12 TH. AVE.
14 TH AVE.
15 TH. AVE.
HIGHWAY
WALLA WALLA RIVER
WALLA WALLA RIVER RD.
NORTH
A
B
C
D
E
F
G
MAJOR UGB OWNERSHIP
A 32 AC. H. ROBINSON
B 322 AC. J.H. & E. PIPER
C 231 AC. B. & M. FARMS
D 107 AC. KEY BROTHERS
E 152 AC. G. WAGNER
F 262 AC. C. MILLS
G 117 AC. H. REA ("RA")
CITY OF MILTON-FREEWATER
City Limits
Urban Growth Boundary
FEET
0 500 1000 1500
0 100 200 300 400
METERS

Map 14-1

The urban growth boundary, as shown on the preceding page, is an unusual shape. But, there is a method to this apparent madness.

To the north of the City, the UGB restricts expansion of the City into valuable orchard lands. The UGB and the City limits line are one and the same (with a couple of exceptions) to the north of the City.

To the west of the City, the UGB follows the 1,300 foot elevation line (future water pressure limit) and the extension of an existing street (Winesap Road). To the south of the City the UGB follows existing property lines and county zone boundaries.

To the east of the City, the UGB follows the Walla Walla River to the 15th St. bridge and then proceeds northerly and parallel to the location of a future street (the natural extension of existing Telephone Road). The UGB includes approximately 70 acres north of Cemetery Road and east of Telephone Road because the City of Milton-Freewater owns 40 acres of this parcel and proposes to use this land for a future industrial park.

To the northeast of the City, the UGB follows existing railroad tracks and the west levee along the Walla Walla River.

Found below is a more detailed description of the UGB as it proceeds around the City:

> The initial point for this description of the City of Milton-Freewater urban growth boundary (UGB) is located 600 feet south and 2,640 feet west of the northeast corner of section one, township 5 north, range 35 east of the Willamette Meridian, Umatilla County. This initial point is also described as the point of intersection of the Union Pacific Railroad right of way (and tracks) with the westerly section line of the northeast quarter of the above described section one.
>
> From this point of beginning, the UGB proceeds southerly for a distance of approximately 2,025 feet, then easterly along the southerly section line of the northeast quarter of section one (T5N R35 EWM, Umatilla County) for a distance of approximately 2,650 feet to intersect with Telephone Road. The UGB then proceeds northerly along Telephone Road for a distance of 1,400 feet approximately. The UGB then proceeds easterly for approximately 1,200 feet along the northerly property line of the old landfill still owned by the City of Milton-Freewater. This City property is proposed for an industrial park. The UGB proceeds southerly along the easterly edge of the old City landfill and continues south until crossing Cemetery Road. The UGB extends southerly for 200 feet past Cemetery Road and then turns to the west and parallels Cemetery Road to a point 200 feet east of the proposed southerly extension of Telephone Road.
>
> The UGB then proceeds southerly and parallel to the proposed southerly extension of Telephone Road for approximately 4,200 feet to the southerly property line of the property known as the "Humbert Quarry." The boundary then turns westerly along this property line, to the Walla Walla River Road and follows the

Walla Walla River Road northerly and westerly to its crossing of the Walla Walla River (SE 15th Street). The boundary then follows the centerline of the Walla Walla River, southeasterly (upstream) to a point on the easterly extended zone boundary separating R-1A (4 acre residential from county) F-1 zone (19 acre agricultural).

This point is approximately 1,500 feet south of the intersection of the Walla Walla River Road with the Couse Creek Road. The UGB then proceeds westerly along this zone boundary and property line. This line is also the southerly boundary of the northerly half of the southwest quarter of section 18, township 5 north, range 36 EWM Umatilla, County, Oregon (a distance of 2,650 feet).

This westerly course continues along the northerly boundary of the southerly most quarter of section 13, township 5 north, range 35 EWM, Umatilla County for a distance of approximately 5,265 feet until intersecting with the westerly boundary of said section 13, township 5 north, range 35 EWM Umatilla County.

The UGB then proceeds northerly along said westerly boundary of section 13 (5N, R35), and then along the shared boundary for sections 11 and 12 (5N, R35), for a total distance of approximately 5,100 feet. At this point the path of the UGB proceeds in a northwesterly direction, more precisely - N 22°- 40' W, for a distance of approximately 3,150 feet. The UGB then proceeds approximately 4,875 feet on a course N 60°- 10' W to a corner point common to sections 2, 3, 10, and 11, township 5 north, range 35 EWM, Umatilla County. This shared section corner is to be found on a southerly line extended of Winesap Road approximately 3,850 feet south of the intersection of Winesap Road and County Road.

Once the UGB intersects this southerly extension of Winesap Road it then proceeds northerly to a point on Winesap Road 200 feet north of the intersection of the westerly extension of NW 8th Street with Winesap Road. The boundary then proceeds easterly, parallel to and 200 feet north of the westerly extension of NW 8th Street until intersecting the westerly City limits line.

At this point, the UGB and the City limits become the same line as they proceed first northerly 1,100 feet, then easterly 1,000 feet, then northerly 750 feet, then easterly 199 feet until intersecting the Freewater Highway (and approximately 50 feet south of Powell Road). Here the UGB proceeds northerly along the Freewater Highway to a point approximately 480 feet north of the centerline of Powell Road.

The UGB then proceeds from the centerline of the Freewater Highway easterly and parallel to Powell Road for a distance of approximately 396 feet, then southerly to a point 100 feet north of Powell Road. The property north of Powell Road included within the UGB already has a number of houses, apartments, and mobile homes existing on this land. The UGB includes these residences but excludes adjacent orchard land. A dense orchard

region borders the UGB to the north, northwest, and northeast of Milton-Freewater.

The UGB then proceeds easterly a distance of 900 feet until intersecting with North Main Street. The UGB then proceeds southerly for a distance of 100 feet, then proceeds easterly along an easterly line extended of Powell Road. This easterly extension coincides with the northerly property line of a 40-acre parcel of vacant industrial land owned by the Walla Walla Valley Railroad. The UGB proceeds easterly along this northerly railroad property line for a distance of 1,320 feet to the northeast corner of the railroad property. The UGB then proceeds southerly along the easterly property line of the railroad property for approximately 250 feet until meeting the present City limits line.

The UGB and the City limits line then become the same line and proceed easterly until intersecting Elizabeth Street. The UGB then separates from the existing City limits line and proceeds northerly along Elizabeth Street. Where Elizabeth Street angles to the east, the UGB proceeds northerly to encompass an existing mobile home park, A & W restaurant, and a furniture store.

The UGB extends northerly approximately 500 feet beyond Elizabeth Street where Elizabeth Street angles to the east. The northwest boundary of the existing mobile home park is the farthest northerly extension of Milton-Freewater's urban growth boundary. The UGB proceeds easterly along the northerly boundary of the mobile home park (approximately 500 feet north of the east-west section of Elizabeth Street) and continues easterly until intersecting the levee of the Walla Walla River.

The UGB then proceeds southerly along the levee of the Walla Walla River until intersecting the Union Pacific Railroad Tracks. The boundary then follows the railroad tracks in a northeasterly direction until intersecting the original point of this description of the City of Milton-Freewater urban growth boundary.

Even with the considerable detail and delineation of the UGB just described, it is expected there may be minor disputes and questions concerning property abutting the boundary. The City of Milton-Freewater reserves the right to review and adjudicate each dispute based upon the City's intent when originally determining the location of the urban growth boundary.

ALTERNATE GROWTH PATTERNS

1. Scattered Growth - Allow urban growth to occur in pockets here and there without concern for proper extension of urban services. Each property owner would determine the type of land use for his property.

2. Sprawl - Control land use, but permit development in low densities and in all directions, most likely to the north where development pressure presently exists.

3. Concentration - Control land use and density and insure the greatest protection for agricultural land. Provide for residential densities ranging from 3 to 18 units per acre and to include arrangements for planned unit developments with higher permissable densities depending upon development criteria. The "growth concentration" is the recommended growth pattern for Milton-Freewater. Future growth is projected to be concentrated within and around the existing City limits.

Urban sprawl is eliminated by a well defined urban growth boundary and a policy for concentrated urban land use. Scattered growth is prevented by the orderly and timely expansion and extension of City sewer, water, and streets. Orderly land use and increased livability are further enhanced by land use designation for urbanizable land and the projection of future utility locations.

DEVELOPMENT CONCEPT FOR THE LAND USE PLAN

COMMERCIAL

- Expand the central commercial area adjacent to Highway 11.
- Limit future commercial expansion for the old Freewater and Milton downtown sites.

INDUSTRIAL

- Retain sufficient open land at several locations at the edge of the City for future industrial park developments.
- Provide sufficient land around existing industries for their future expansions.

PUBLIC

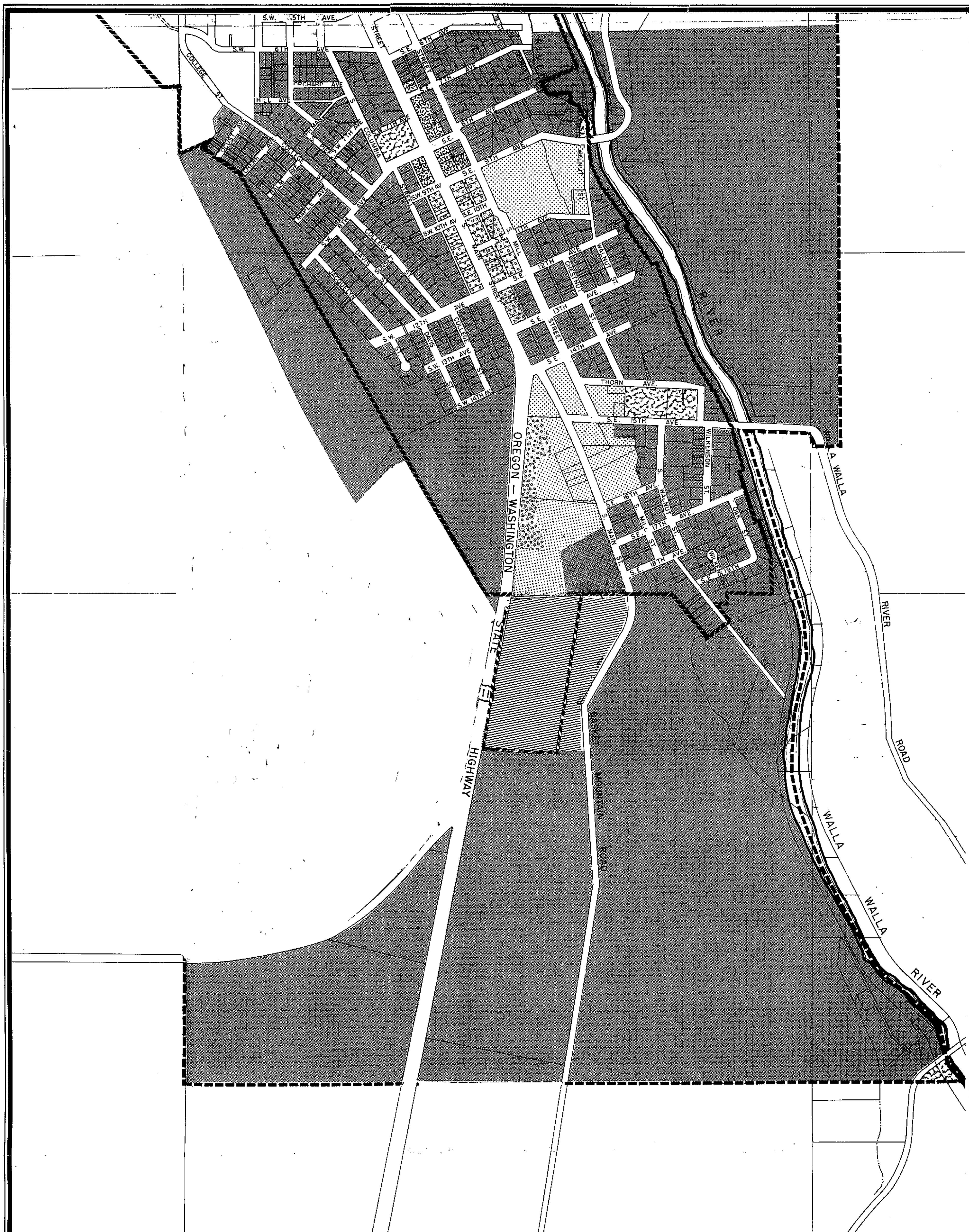
- Provide for sufficient expansion of public land to adequately serve future growth.
- Expand central recreation area - Yantis Park.

RESIDENTIAL

- Provide sufficient land for all needed housing types including multi-family, mobile homes, modular homes, and site built housing.

AMENDMENTS TO THE COMPREHENSIVE PLAN
SINCE MAY 1987

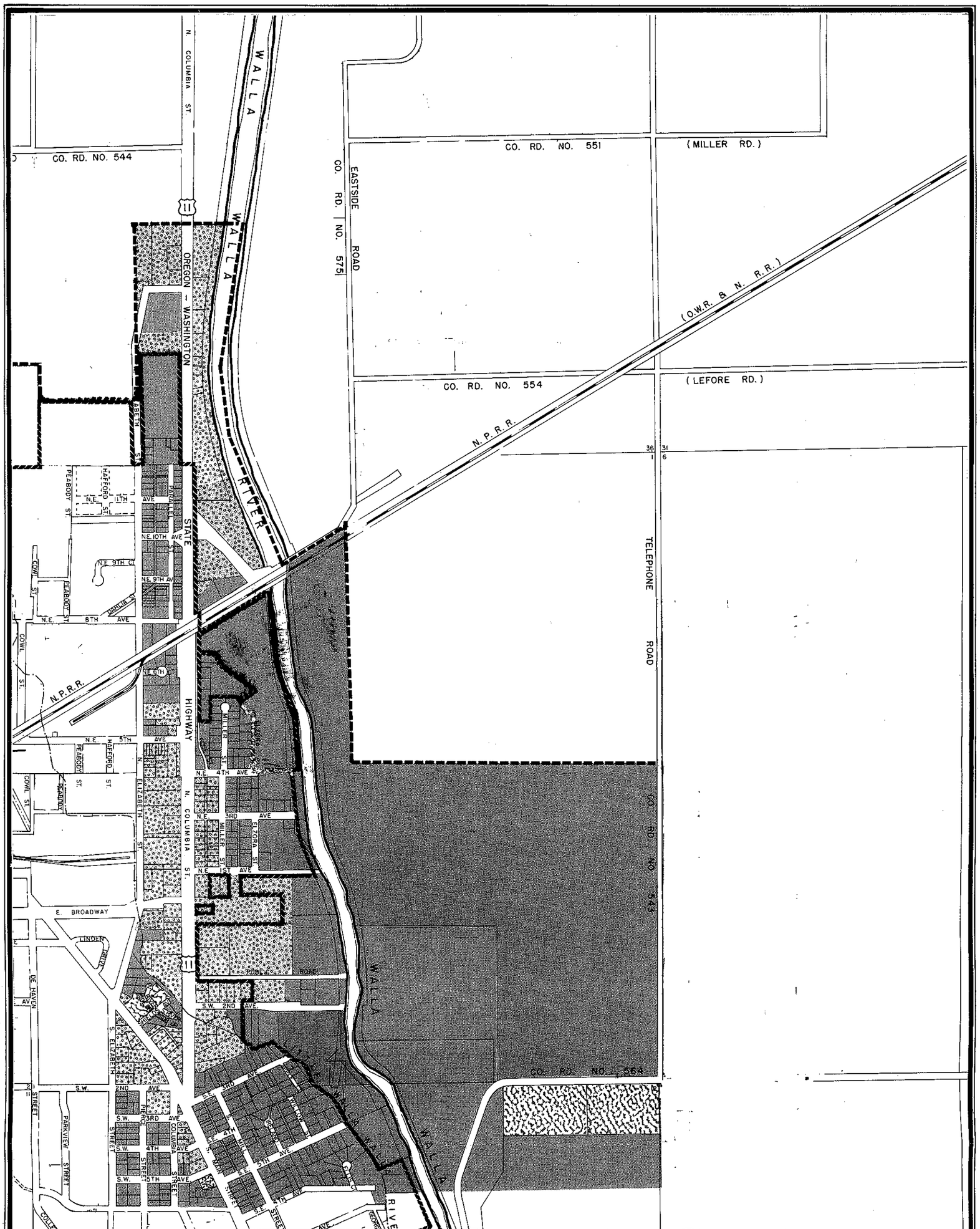
Ordinance No.	Date Passed	Effective Date	Section Amended	Page No.	Brief description
*737	5/22/89	6/30/89	2-30 9-25, 9-8	same	deleting an Industrial site
749	11/15/90	12/21/90	2-29 9-29	same	R-3 to I-M
751	2/11/91	3/23/91	2-29 ~~9-29~~	same	R-2 to I-M
763	4/27/92	6/6/92	9-24 2-31	same	I-M to R-3
765	10/12/92	11/13/92	2-30	same	R-2/R-3 to C-1
*705	4/27/87		Maps	2-29 ~~2-30~~ 2-31	Amended zoning on Various parcels
771	8/ /93	9/17/93	Map	2-3	R-2 to P-L
784	1/24/94	2/ /94	2-31		I-M to R~~-3~~
811	2/13/95				Indus. to Resid.
~~863~~	~~12/14/98~~				~~Comm to Resid. 12 NW 6th~~
867	3/22/99				Resid. to Comm. 209 NW 8th
~~866~~	~~3/22/99~~				~~Resid. to PL SE 9th~~
877	12/13/99				Indust to Resid. NE 8th
~~864~~	~~2/8/99~~				~~Annexing prop. East of Elzora~~
879	12/13/99				Annexing prop. East of Elzora
884	9/11/00		Map	2-31	~~Re-Adopt~~ Amends UGB
893	5/14/01				Update Goal 10
894	5/14/01				Update Goal 11
895	5/14/01		Map		I-M to R-3



MILTON-FREEWATER COMPREHENSIVE PLAN MAP

City Limits
Urban Growth Boundary
PUBLIC
RESIDENTIAL
RESIDENTIAL-OFFICE
COMMERCIAL
BUSINESS PARK
INDUSTRIAL

Amd. Ord. 895, 7/23/01 Amd. Ord. 842 8/11/97



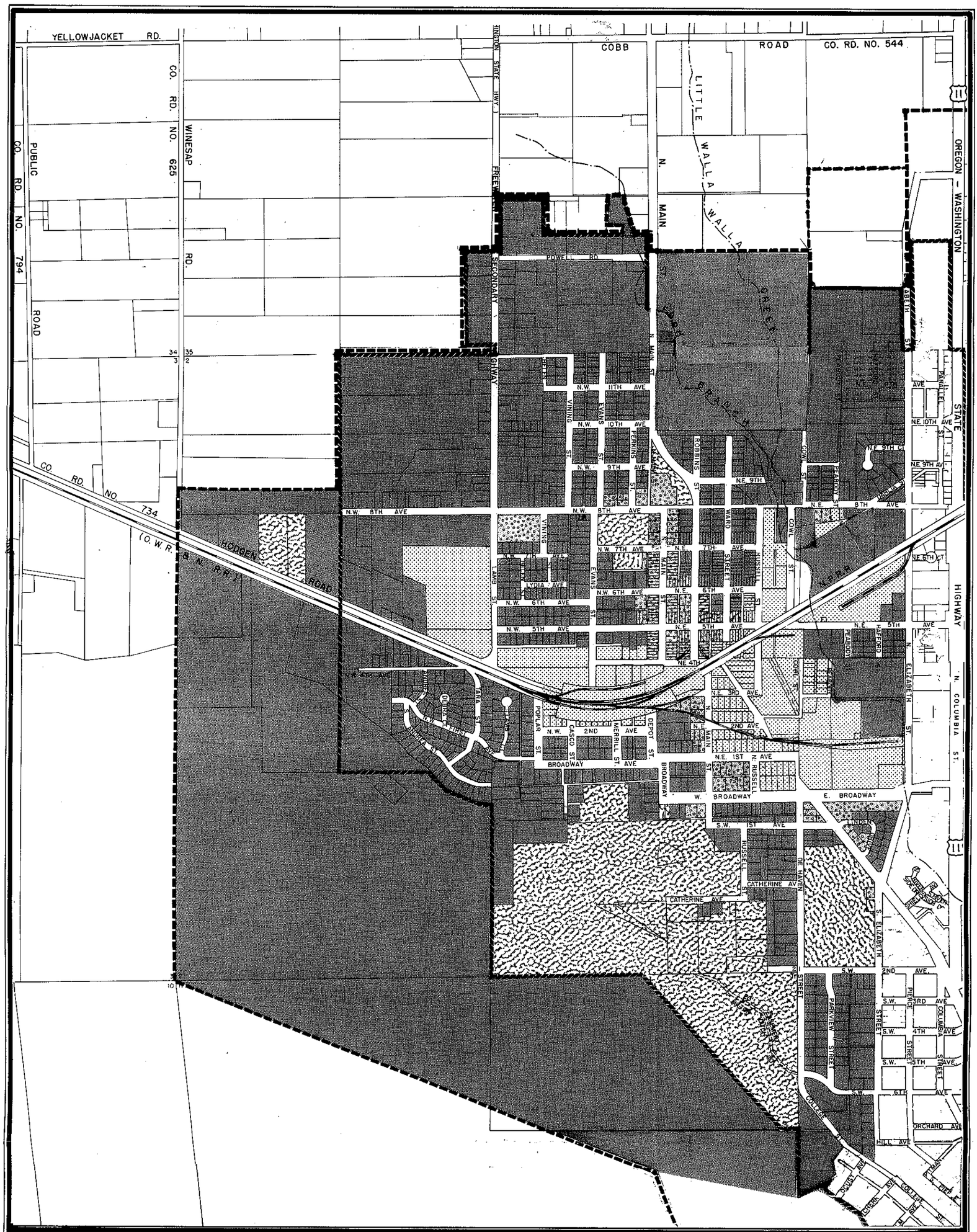
MILTON-FREEWATER COMPREHENSIVE PLAN MAP

City Limits
Urban Growth Boundary
PUBLIC
RESIDENTIAL
RESIDENTIAL-OFFICE
COMMERCIAL
INDUSTRIAL

N

0 200 400 600 800 1000 1200
0 50 100 200 300 400

(Amd. Ord. 737, effective 6/30/89)



MILTON-FREEWATER COMPREHENSIVE PLAN MAP

Amd. Ord. 884, 9/11/00 Amd. Ord. 862 12/14/98

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Grove School Playground and Ball field

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location SE 15th Avenue

Quality Good

Quantity 0.8 acre

Proceed to 2

2. Conflicting Use Determination and Analysis

(2-A:) There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

Protected in Public Lands Zone

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Freewater School Playground

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If (NO) proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location NW 8th & N Main

Quality Good

Quantity 1.2 acres playground

Proceed to 2

2. Conflicting Use Determination and Analysis

(2-A:) There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

Protected in Public Lands Zone

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: High School Baseball Field & Central School Playground

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location S Elizabeth & SW 2nd

Quality Good

Quantity One ballfield & 1.5 acre playground

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Protected in Public Lands Zone

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Shockman Field

Description: Football and Track & Field Stadium

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location Russell St. & Catherine Avenue

Quality Good

Quantity One Football Field with parking lot

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

Protected in Public Lands Zone

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Community Golf Course - 18 hole executive course with club house.

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location SW Catherine Avenue

Quality Good

Quantity 18 hole course

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

Protected in Public Lands Zone

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Marie Dorion Park-Community Park. Picnic and playground facilities.

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location Couse Creek Road

Quality Good

Quantity 3.5 acres

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed. Protected in Public Lands Zone.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Morello Park-Neighborhood Park-Playground facilities

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location NW 4th Avenue

Quality Good

Quantity .15 acres

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

Protected in Public Lands Zone.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Freewater Park - Neighborhood Park

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location N Main & 8th Avenue

Quality Good; partially developed w/picnic facilities & playground.

Quantity 2.5 acres

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

Protected in Public Lands Zone.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Open Space

Description: Yantis Park-Legion Field-Major Community Park & Recreation Facility

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: (YES) or NO.

If YES, designate site 1-C; action required: Inventory

Location DeHaven

Quality Good

Quantity 32 acres/Tennis Courts/Swim Pools/Baseball Fields, Picnic Facilities, etc.

Proceed to 2

2. Conflicting Use Determination and Analysis

(2-A:) There are existing or potential conflicting uses at the site: YES or (NO.)

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed. Protected in Public Lands Zone.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Mineral and Aggregate

Description: None within City or UGB

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location _____

Quality _____

Quantity _____

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Energy Sources

Description: None known within City Limits or UGB. See Solar discussion in Goal 13 text.

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location _____

Quality _____

Quantity _____

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Fish & Wildlife Areas

Description: Pheasant habitat in agricultural fields surrounding the City. This habitat is not relatively unique in that pheasant habitat is located throughout the County.

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or (NO.)

If YES, designate site 1-C; action required: Inventory

Location _____

Quality _____

Quantity _____

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Outstanding Views & Sites

Description: Views of the Blue Mountains from City and UGB

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information ~~is~~ adequate to indicate that the resource site is significant: (YES) or NO.

If YES, designate site 1-C; action required: Inventory

Location Along entire eastern horizon

Quality Good

Quantity Views of 3000 foot front slope of Blue Mountains.

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: (YES) or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: Uncontrolled economic development might result in structures blocking the views.

Social: Views of the mountains are important to social well being of many residents.

Environmental: None

Energy: None

Conclusion of ESEE Analysis: Economic development should be allowed but limited by height restrictions which generally protect views of the mountains from the City.

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Wilderness Areas

Description: None within City or UGB

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location _____

Quality _____

Quantity _____

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Structure

Description: Fraser Farmstead Museum

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location _____

Quality _____

Quantity _____

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Structure

Description: Milton-Freewater City Hall

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location 722 S. Main

Quality Good

Quantity One three story brick building ca. 1913

Proceed to 2

2. Conflicting Use Determination and Analysis

(2-A:) There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Structure included on Milton-Freewater Register of Historic Sites and Structures. Protected under historic protection section of Zoning Code.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Structure

Description: Carnegie Library

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location 815 S Main

Quality Good

Quantity One Library

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or (NO.)

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Structure included on Milton-Freewater Register of Historic Sites and Structures. Protected under historic protection section of Zoning Code.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Site

Description: Methodist Church. Wood frame structure with steeple.

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location 816 S Main

Quality Good, addition of recent vintage on north

Quantity One church with basement ca. 1904

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or (NO.)

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Structure included on Milton-Freewater Register of Historic Sites and Structures. Protected under historic protection section of Zoning Code.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Structure

Description: Elam House

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location 824 S Columbia

Quality Fair, some exterior upgrading needed

Quantity One two story house ca. 1897

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Structure included on Milton-Freewater Register of Historic Sites & Structures. Protected under historic protection section of Zoning Code.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3 _____

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Structure

Description: Christian Church

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or NO.

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or NO.

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location 518 S Main

Quality Good

Quantity One Church ca. 1918

Proceed to 2

2. Conflicting Use Determination and Analysis

2-A: There are existing or potential conflicting uses at the site: YES or NO.

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Structure included on M-F Register of Historic Sites & Structures. Protected under historic protection section of Zoning Code.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

GOAL 5 WORKSHEET

Type of Resource: Historic Structure

Description: St. James Episcopal Church built in 1875, relocated 1943.

1. Inventory Requirement

1-A: Available information indicates resource site not important: YES or (NO.)

If YES, designate site 1-A; action required: none.

If NO, proceed.

1-B: Available information is insufficent to determine importance of resource site: YES or (NO.)

If YES, designate site 1-B; action required: adopt policy to follow Goal 5 Rule requirements when information becomes available.

If NO, proceed.

1-C: Available information is adequate to indicate that the resource site is significant: YES or NO.

If YES, designate site 1-C; action required: Inventory

Location 713 Pierce Street

Quality Good, relocated from Weston, OR

Quantity One wooden church

Proceed to 2

2. Conflicting Use Determination and Analysis

(2-A:) There are existing or potential conflicting uses at the site: YES or (NO.)

If NO, designate site 2-A; action required: adopt a policy to preserve resource site.

If YES, proceed.

Structure included on Milton-Freewater Register of Historic Sites & Structures. Protected under historic protection section of Zoning Code.

2-B Describe the existing or potential conflicting uses at the site:

Complete ESEE Analysis of Conflicting Uses:

Economic: _____

_____

Social: _____

_____

Environmental: _____

_____

Energy: _____

_____

Conclusion of ESEE Analysis: _____

_____

_____

Proceed to 3

3. Program for Resource Protection

3-A: Based on the ESEE analysis, the benefits from preserving the site outweigh those from allowing full conflicts: YES or NO.

If yes, designate site 3-A; action required: adopt policy and implementing measures to preserve site from conflicts.

If NO, proceed.

3-B: Based on the ESEE analysis, the benefits from allowing full conflicts outweigh those from preserving the site: YES or NO.

If YES, designate site 3-B; action required: none.

If NO, proceed.

3-C: Based on the ESEE analysis, the benefits from allowing limited conflicts and protecting the site to some degree are comparable: YES or NO.

If YES, designate site 3-C; action required: adopt policy and clear and objective implementing measures to protect site by limiting conflicts.

APPENDIX 2

STREET SURVEY

STREET RIGHT OF WAY

BY SURFACE AND WIDTH

Name of Street	Location		Approx. length (feet)	R/W width (feet)	Surface		
	from	to			curb (x)	type	width (feet
Linden Drive	S Main	S Main	550	40	x	paved	
SE 2nd	Hwy 11	600' E of E r/w hwy #11 -200' W dike line	600 only	60		gravel	
	600' E of E r/w line -200' W of Army dike		420	60		unimproved	
			200	60		unopened	
SE 3rd	S Main	S Mill	300	60	x	paved	36
	S Mill	Apple Ct	540	40		paved	24
	Apple Ct	Little WW River	125	40		unimproved	
SE 4th	S Main	S Mill	300	60	x	paved	30
SE 5th	S Main	S Mill	300	60		paved	24
	S Mill	Ireland	300	60		paved	24
	Ireland	Willow	250	60		paved	24
	Willow	Little WW River	350	60		paved	24
SE 6th	S Main	S Mill	300	60	x on 1/2 blk from Main	paved	36/ 22
	S Mill	100' E of r/w S Mill	100	60		paved	22
	100' E r/w S Mill	560' E r/w S Mill	460	50		paved	22
	560' E r/w line S Mill	900' E r/w line S Mill	340	50		gravel	
	900' R r/w	970' E r/w	70	25		gravel	
SE 7th	S Main	S Mill	300	50		paved	26
	S Mill	550' E r/w line S Mill	580	50		paved	24
	550' E r/w line S Mill	Little WW River	300	50		unimproved	

Name of Street	Location		Approx. length (feet)	R/W width (feet)	Surface		
	from	to			curb (x)	type	width (feet)
SE 8th	S Main	S Mill	300	80		paved	17
	S Mill	520' E r/w S Mill	550	50	x	paved	32
	520' E r/w S Mill	580' E r/w S Mill	60	50		unimproved	
	580' E r/w S Mill	730' E r/w S Mill	150	50		unopened	
SE 9th	S Main	S Mill	300	80	x	paved	42
	S Mill	Walnut	1000	60		paved	42
SE 10th	S Main	S Mill	300	80	x	paved	42
SE 11th	S Main	S Mill	325	50	x	paved	20
	S Mill	W r/w Walnut	720	50	x	paved	
SE 12th	S Main	S Mill	350	80	x	paved	36
	S Mill	Chestnut	350	60	x	paved	32
	Chestnut	Walnut	300	60	x	paved	
	Walnut	160' E r/w Walnut	190	60	x	paved	
SE 13th	S Main	S Mill	350	80	x	paved	32
	Mill	Chestnut	335	80		paved	22
	Chestnut	Alley between Chestnut & Walnut	150	80		paved	16
	Alley between Chestnut & Walnut	Walnut	150	80			
	Walnut	Dike outlet line	180	80		unimproved	
SE 14th	S Main	Mill	350	80		paved	22
	S Mill	E r/w Chestnut	370	60		paved	
	E r/w line	280' E r/w	280	60	x	paved	
	280' E r/w Chestnut	460' E r/w Chestnut	180	30		unopened	
Thorn	S Mill	Chestnut	350	60		gravel	
	Chestnut	E r/w Wilkenson	710	60		gravel	
SE 15th	S Main	S Mill	250	60		paved	21
	S Mill	Walnut	600	60		paved	21
	Walnut	Wilkenson	400	60		paved	21
	Wilkenson	Dike	200	60		paved	21
SE 16th	S Main	S Mill	275	60		gravel	
	S Mill	W r/w Walnut	225	60		gravel	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet
SE 17th	S Main	S Mill	300	60		paved	22
	S Mill	E r/w	250	60		paved	19
	E r/w Walnut	Wilkenson	300	60			
	Wilkenson	150' E r/w Wilkenson	180	60			
	150' E r/w Wilkenson	Dike line	180	60		unopened	
SE 18th	S Main	S Mill	300	60		paved	24
	S Mill	N ext Walnut	250	60		paved	24
SE 19th	Walnut	Oak	500	50	x	paved	
SE Elizabeth	E Broadway	S Main	725	60	x	paved	40
Shields	S Main	525' N r/w S Main	325	50	x	paved	32
	(N cul-de-sac)		220	40	x	paved	32
	(S cul-de-sac)		125	40	x	paved	32
OR WA #11	E Broadway	SE 1st	625	120	x *(eso)	paved	50
	SE 1st	SE 2nd	236	180	x *(eso)	paved	50
	SE 2nd	Little WW	140	120	x *(eso)	paved	50
	Little WW	SE 3rd	660	100	x *(eso)	paved	50
*East side only							
S Mill	SE 3rd	SE 4th	300	60	x	paved	32
	SE 4th	SE 5th	300	60	x	paved	32
	SE 5th	SE 6th	300	60	x	paved	32
	SE 6th	SE 7th	300	60	x	paved	32
	SE 7th	SE 8th	400	60	x	paved	32
	SE 8th	SE 9th	250	60	x	paved	32
	SE 9th	SE 10th	250	60	x	paved	32
	SE 10th	100' S r/w SE 10th	100	60	x	paved	32
	100' S r/w SE 10th	SE 11th	175	80	x	paved	32
	SE 11th	SE 12th	350	80	x	paved	32
	SE 12th	SE 13th	300	80	x	paved	32
	SE 13th	SE 14th	300	80	x	paved	32
	SE 14th	SE 15th	500	80		paved	20
	SE 16th	SE 17th	250	60		paved	
	SE 17th	SE 18th	210	60		paved	
Ireland Drive	SE 5th	end	300	50	x	paved	36
Willow	SE 3rd	315' S of r/w SE 3rd		315	24.9	unimproved	
	SE 5th	to end	390	45	x	paved	36
	SE 6th	to end	265	52.9		unopened	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
Chestnut	SE 12th	SE 13th	325	60		paved	16
	SE 13th	SE 14th	300	60		paved	16
	SE 14th	Thorn	350	60	x	paved	
Walnut	SE 9th	370' S r/w SE 9th	370	40		paved	
	370' S r/w SE 9th	SE 11th	225	30		paved	
	SE 11th	SE 12th	140	30		paved	
	SE 12th	SE 13th	320	60		paved	
	SE 15th	SE 16th	450	60		paved	26
	SE 16th	SE 17th	270	60		paved	24
	SE 17th	SE 18th	220	60		paved	24
	SE 18th	SE 19th	260	40		gravel	
	SE 19th	City Limits	160				
Wilkenson	SE 17th	SE 15th	630	60		paved	
	SE 15th	Thorn	265	40		paved	
Wilkenson Ct	SE 19th	North to end	200	50	x	paved	
Ireland Ct	SE 5th	North to end	300	45	x	paved	
Ellis Ct	SE 6th	North to end	240	50	x	paved	
George St	SE 7th	South to end	210	50	x	paved	
E Broadway	N Main	N Russell	400	100	x	paved	70
	N Russell	DeHaven	375	100	x	paved	70
	DeHaven	S Main	100	100	x	paved	70
	S Main	Elizabeth	800	100	x	paved	60
	Elizabeth	Hwy 11	325	100	x	paved	60
NE 1st	N Main	N Russell	400	80		paved	21
	N Russell	DeHaven	100	80		100' paved 275' unopen	
	Hwy 11	Miller	230	60		gravel	
	Miller	Elzora	300	60		gravel	
	Elzora	120' E r/w of Elzora	120	30		gravel	
	120' E r/w Elzora	Dike	330	30		unimproved	
NE 2nd	N Main	Eastward to RR tracks	415	60		gravel	
	RR tracks	to eastward extension	120	35		gravel	
	W end of extension	E end of extension	300	50		gravel	
	Cowl	Peabody	275	27		gravel	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet
NE 3rd	N Main	N Russell	425	60		unimproved	
	Hwy 11	Miller	225	60		paved	27
	Miller	W r/w Elzora	250	60		paved	30
	W r/w line Elzora	Dike	400	60	x	paved	
Apple Ct	SE 3rd	South to end	290	25		paved	
NE 4th	Hwy 11	Miller	200	60		paved	
	Miller	Elzora	220	60		paved	
	Elzora	Dike	325	30		paved	
NE 5th	N Main	Robbins	275	60	x	paved	42
	Robbins	Ward	275	60	x	paved	42
	Ward	Russell	270	60	x	paved	42
	Russell	DeHaven	275	60	x	paved	40
	DeHaven	Peabody	485	60	x	paved	40
	Peabody	Hafford	265	60	x	paved	40
	Hafford	Elizabeth	255	60	x	paved	40
	Elizabeth	Hwy 11	310	60	x	paved	40
NE 6th	N Main	Robbins	275	60	x	paved	42
	Robbins	W r/w line Ward	250	60	x	paved	24
	W r/w line Ward	E r/w line Russell	330	60		gravel	
NE 7th	N Main	Robbins	275	60	x	paved	24
	Robbins	Ward	270	60	x	paved	24
	Ward	W r/w Russell	240	60	x	paved	24
NE 8th	N Main	Robbins	275	30		paved	24
	Robbins	Ward	270	30		paved	24
	Ward	Russell	275	30		paved	24
	Russell	Cowl	270	30		paved	24
NE 8th	Cowl	N offset Cowl	100	30		paved	24
	N offset Cowl	Peabody	380	60		paved	24
	Peabody	Elizabeth	620	60		paved	24
	Elizabeth	Parallel	275	60		paved	24
	Parallel	Hwy 11	75	60		paved	24
NE 9th	Robbins	Ward	270	60		unimprove	
	Ward	320' E of Ward	320	60		gravel	
	Elizabeth	Parallel	300	60		gravel	

Name of Street	Location from	to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	type	width (feet)
NE 10th	N Main	Robbins	335	50		gravel	
	Elizabeth	Parallel	275	60		paved	24
	Robbins	Ward	275	50		gravel	
	Parallel	Hwy 11	60	60		paved	36
	Ward	150' E of Ward	150	50		gravel	
NE 11th	120' W r/w Elizabeth	Elizabeth	120	60		unimproved	
	Elizabeth	Parallel	270	60		gravel	
N Russell	E Broadway	NE 1st	250	80		gravel	
	NE 3rd	UPRR r/w	350	60		unimproved	
	N r/w line NE 5th	NE 6th	750	60	x	paved	
	NE 6th	NE 7th	325	60	x	paved	
	NE 7th	S r/w line NE 8th	300	60	x	paved	
NE 9th Ct	N Elizabeth	W to end	480	50	x	paved	
Robbins	Main	NE 5th	250	60	x S 1/2 blk eso N 1/2 wso	paved	42
	NE 5th	NE 6th	250	60	x	paved	42
	NE 6th	NE 7th	300	60	x	paved	42
	NE 7th	NE 8th	300	60	x	paved	42
	NE 8th	NE 9th	220	60	x	paved	
	NE 9th	NE 10th	350	60	x		
Ward	NE 5th	NE 6th	280	60		paved	
	NE 6th	NE 7th	330	60			
	NE 7th	NE 8th	300	60	x	paved	24
	NE 8th	NE 9th	175	60			
	NE 9th	ditch	350	60		paved	
Cowl	UPRR r/w	550' N of r/w	550	60		unopened	
	550 N of UPRR r/w	NE 8th	300	50		unopened	
	NE 8th	350' N r/w NE 8th	350	30	x	paved	
	Main St NE 2nd Extension	Northward to end	490	varies 12-35		gravel	
Peabody	NE 5th	S to end	250	60		gravel	
	NE 8th	330' N r/w NE 8th	330	50		gravel	
	330' N r/w NE 8th	pt 325' N	325	20		unimproved	
	NE 2nd Extension	Northward to end	325	38		gravel	
Hafford	NE 5th	South	250	60		gravel	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
Elizabeth	E Broadway	NE 5th	1350	60	x	paved	42
	NE 5th	UPRR r/w	600	60		paved	20
	UPRR r/w	NE 8th	300	60		paved	
	NE 8th	Dahlia	175	60		paved	26
	Dahlia	NE 9th	125	60		paved	26
	NE 9th	NE 10th	350	60		paved	26
	NE 10th	NE 11th	370	60		paved	26
	NE 11th	City Limits	290	60		paved	26
Parallel	NE 5th	South	250	60		unopened	
	NE 8th	100' N r/w NE 8th	100	60		unopened	
	NE 9th	South	135	40		gravel	
	NE 9th	NE 10th	300	40		gravel	
	NE 10th	NE 11th	250	40		gravel	
	NE 11th	City Limits	1225	40		unopened	
OR WA #11	E Broadway	NE 1st	250	120	x *(eso)	paved	50
	NE 1st	NE 3rd	450	120	x *(eso)	paved	45
	NE 3rd	NE 4th	360	120	x *(eso)	paved	46
	NE 4th	NE 5th	275	160	x	paved	42
	NE 5th	90' N r/w NE 5th	90	180	xx	paved	42
	90' N r/w NE 5th	490' N r/w NE 5th	400	150	x	paved	27
	490' N r/w NE 5th	S r/w line NE 8th	450	170	x	paved	27
*East side only							
OR WA #11	S r/w NE 8th	550' N of S r/w NE 8th	550	130	x	paved	32
	550 N of S r/w NE 8	365' S of City Limits	410	150	x	paved	46
	365' S of City Limits	City Limits	365	120	x	paved	26
Miller	NE 1st	NE 3rd	400	60		paved	27
	NE 3rd	NE 4th	325	60		paved	28
	NE 4th	to cul-de-sac	550	60	x	paved	38
Elzora	NE 1st	NE 3rd	450	60		paved	
	NE 4th	North	456	25		gravel	
	NE 3rd	NE 4th	350	60		paved	
Dahlia	NE 8th	Elizabeth	300	40		paved	24
DeHaven	E Broadway	SE 1st	250	30	x	paved	
Rose	NE 4th	N to end	860	20		paved	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
NE 6th Ct	Elizabeth	E to end	190	40	x	paved	
SW 1st	S Main	DeHaven	275	60		paved	24
	DeHaven	S Russell	450	60	x	paved	
	S Russell	Ward	325	60	x	paved	
Catherine	DeHaven	S Russell	480	60	x	paved	
	S Russell	400' W to end					
SW 2nd	S Main	Pierce	325	60	x	paved	36
	Pierce	S Elizabeth	275	60	x	paved	36
	S Elizabeth	Parkview	425	60	x	paved	36
	Parkview	DeHaven	300	60	x	paved	38
SW 3rd	S Main	Columbia	150	65	x *(nso)	paved	30
	Columbia	Pierce	275	65		paved	24
	Pierce	S Elizabeth	300	65		paved	24
SW 4th	S Main	S Columbia	250	65		paved	23
	Columbia	Pierce	275	65		paved	21
	Pierce	S Elizabeth	300	65		paved	21
SW 5th	S Main	Columbia	350	65		paved	22
	Columbia	Pierce	260	65		paved	23
	Pierce	S Elizabeth	300	65		paved	24
*North side only							
SW 6th	S Main	S Columbia	450	45	x	paved	32
	S Columbia	Pierce	300	45	x	paved	32
	Pierce	Elizabeth	300	45	x	paved	32
	Elizabeth	Parkview	395	50		paved	24
	Parkview	DeHaven	230	50		paved	20
Orchard	S Columbia	Pierce	500	45		paved	20
Hill	Pierce	S Elizabeth	340	45		paved	23
SW 7th	S Main	Columbia	425	40		paved	32
	Columbia	Pierce	425	60	x	paved	38
SW 8th	S Main	Columbia	350	80	x	paved	42
	Columbia	Pierce	250	45	x	paved	36
	Pierce	College	225	45	x	paved	36
	College	Davis	275	45	x	paved	36
	Davis	Jacquelyn	230	60		paved	
	Jacquelyn	Alley	110	60		paved	
SW 9th	S Main	S Columbia	340	80	x	paved	42
SW 10th	S Main	S Columbia	330	80	x	paved	56
	College	Davis	250	50	x	paved	32

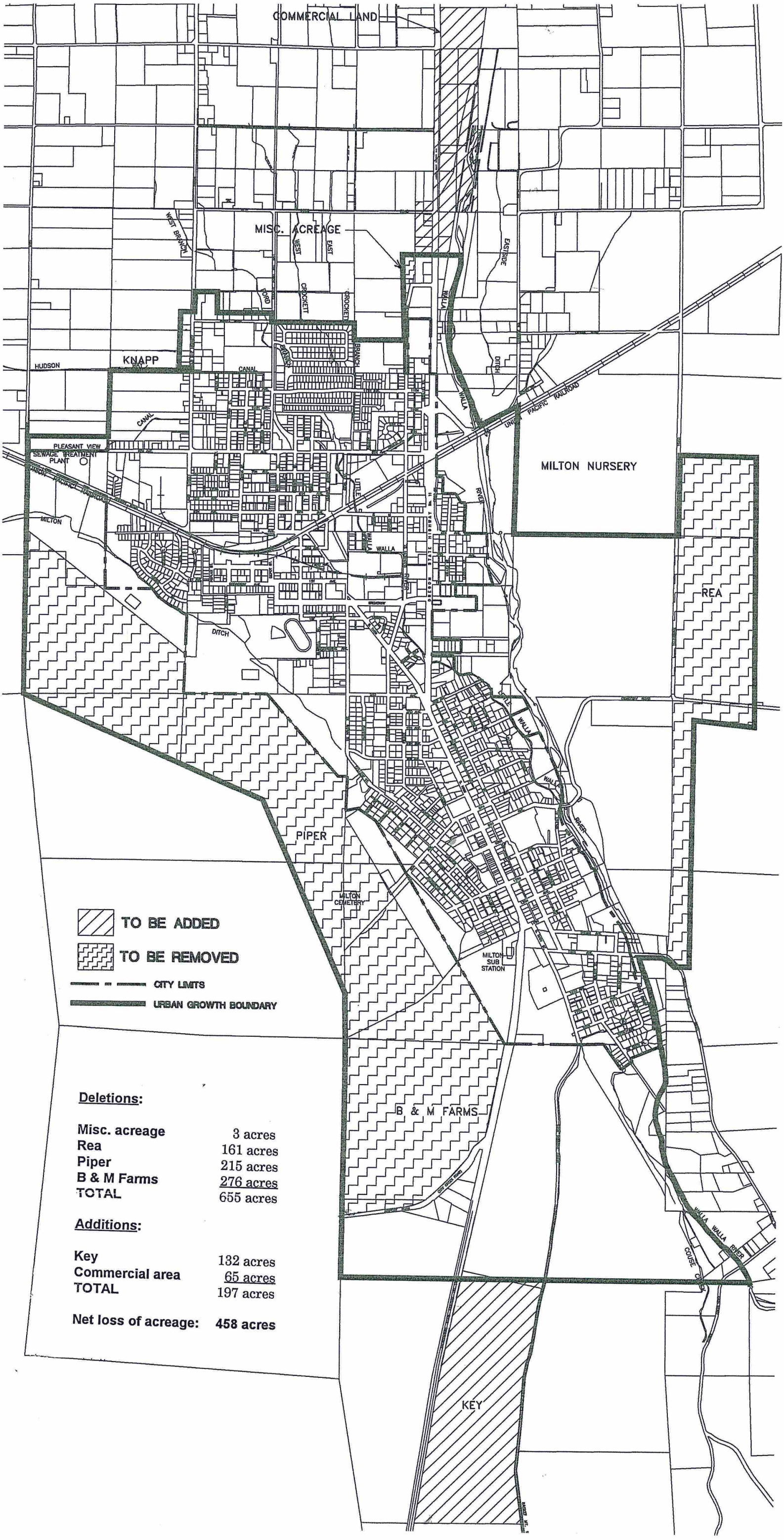
Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
SW 12th	S Main	College	375	80	x	paved	32
	College	Davis	310	80	x	paved	32
	Davis	Jacquelyn	241	60		paved	
	Jacquelyn	Alley	115	60		paved	
SW 13th	College	Davis	280	80		paved	
	Davis	West	110	80		unimproved	
SW 14th	College	Davis	280	80		paved	
	Davis	West	110	80		unimproved	
Locust	College	West	440	50	x	paved	32
Cherry	College	West	435	50	x	paved	32
Balm	College	West	385	50		paved	
Maple	College	West	385	50		paved	
Ward	Broadway	SW 1st	150	60		paved	
S Russell	SW 1st	Catherine	450	60	x	paved	
	Catherine	South	100	60	x		
DeHaven	E Broadway	SW 1st	200	60	x	paved	36
	SW 1st	Catherine	500	60	x	paved	36
	Catherine	SW 2nd	725	60	x	paved	36
	SW 2nd	SW 6th	1055	60		paved	26
Parkview	SW 2nd	SW 6th	950	60	x	paved	
S Elizabeth	S Main	SW 2nd	680	60	x	paved	40
	SW 2nd	SW 3rd	200	60	x	paved	36
	SW 3rd	SW 4th	200	60	x	paved	36
	SW 4th	SW 5th	200	65	x	paved	36
	SW 5th	SW 6th	200	65	x	paved	36
	SW 6th	Hill	380	45	x	paved	36
Pierce	SW 2nd	SW 3rd	200	60		paved	2
	SW 3rd	SW 4th	200	60		paved	2
	SW 4th	SW 5th	200	60		paved	2
	SW 5th	SW 6th	200	60		paved	2
	SW 6th	Orchard	250	45		paved	2
	Orchard	Hill	110	45		paved	2
	Hill	Pittman	300	45		paved	2
	Pittman	SW 7th	220	45	x	paved	3
	SW 7th	SW 8th	400	45	x	paved	3
S Columbia	S Main	SW 3rd	200	70	x	paved	3
	SW 3rd	SW 4th	200	70		paved	2
	SW 4th	SW 5th	200	70		paved	2
	SW 5th	SW 6th	200	70		paved	2
	SW 6th	Orchard	275	60		paved	3
	Orchard	SW 7th	320	60		paved	3
	SW 7th	SW 8th	415	60		paved	3
	SW 8th	SW 9th	240	45	x	paved	3

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
	SW 9th	SW 10th	230	45	x	paved	34
College	SW 6th	783' E	783	60		paved	
	783' E	255'	255	50	x	paved	
	210' E r/w Locust	80' E r/w Locust		x			
	Locust	Cherry	250	30	x	paved	24
	Cherry	Balm	235	50	x	paved	26
	Balm	Maple	260	50	x	paved	26
	Maple	SW 8th	250	50	x	paved	26
	SW 8th	SW 10th	450	50	x	paved	34
	SW 10th	SW 12th	550	50	x *(wso) x (1 lot from 10th)	paved	30
	SW 12th	SW 13th	340	60	x	paved	36
	SW 13th	N r/w SW 14th	340	60	x	paved	36
Pittman	Pierce	Pierce	100	45	x	paved	32
	Pierce	Hill	250 ±	22.5		paved	
	Hill	Columbia	100	25		paved	
Davis	SW 8th	SW 10th	440	50	x	paved	32
	SW 10th	SW 12th	500	50	x	paved	32
	SW 12th	N r/w SW 13th	300	60		paved	24
	SW 13th	SW 14th	340	60		gravel	
S Main	E Broadway	SW 1st	225	80	x	paved	54
	SW 2nd	SW 3rd	150	100	x	paved	54
	SW 3rd	SW 4th	200	100	x	paved	66
	SW 4th	SW 5th	180	100	x	paved	66
	SW 5th	SW 6th	320	100	x	paved	66
	SW 6th	SW 7th	590	100	x	paved	66
	SW 7th	SW 8th	240	100	x	paved	66
	SW 8th	SW 9th	240	100	x	paved	66
	SW 9th	SW 10th	230	100	x	paved	70
	SW 10th	SW 12th	590	100	x	paved	70
	SW 12th	SE 13th	300	100	x	paved	70
	SE 13th	SE 14th	300	100 - 150 arc	x	paved	70
	SE 14th	SE 15th	410	60		paved	24
	SE 15th	SE 16th	750	60		paved	16
	SE 16th	SE 17th	330	60		paved	16
	SE 17th	SE 18th	750	60		gravel	
	SE 18th	City Limits	175	60		gravel	
	SW 1st	Elizabeth	600	80	x	paved	54
	Elizabeth	200' N r/w SW 2nd	580	80	x	paved	54
	200' N r/w SW 2nd	SW 2nd	200	100	x	paved	54
OR WA #11	SW 14th	City Limits	1800	100	x(200' S of 14th)	paved	50

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
W Broadway	N Main	N Broadway	375	100	x	paved	70
	Depot	Merrill	300	80	x	paved	40
	Merrill	Casco	400	80	x	paved	40
	Casco	Poplar	300	80	x	paved	40
NW 1st	N Main	N Broadway	375	80		paved	22
NW 2nd	Main	pt W 115'	115	60		unimproved	
	Depot	Merrill	300	80		paved	20
	Merrill	Casco	400	80		paved	20
	Casco	Poplar	300	80		paved	20
NW 3rd	N Main	UPRR r/w	100	60		unimproved	
NW 4th	N Main	Evans	600	50		gravel	
	UPRR r/w	N Andrea	390	30		paved	
	N Andrea	end of road	550	30		paved	
	end of road	City Limits	165			unopened	
NW 5th	N Main	Evans	600	60	x	paved	42
	Evans	Lamb	825	60	x	paved	34
NW 6th	N Main	Evans	600	60	x *(nso)	paved	27
	Evans	Vining	370	60	x	paved	28
	Vining	Helen	230	60	x	paved	28
	Helen	Lamb	250	60	x	paved	28
Lydia	alley between Evans & Vining	Vining	160	50		paved	23
	Vining	Helen	230	50		paved	23
*North side only							
NW 1st	Poplar	Lamb Ct	245	40		paved	
	Lamb Ct	Tara	250	50	x	paved	
	Tara	Debra Ct	260	50	x	paved	
	Debra Ct	N Andrea	460	50	x	paved	
	N Andrea	S Andrea	130	50	x	paved	
	S Andrea	W of end	125	50	x	paved	
NW 7th	N Main	Evans	600	60		paved	27
	alley between Evans & Vining	Vining	170	30		paved	23
	Vining	Helen	230	30	x Helen SE corner	paved	27
	Helen	Lamb	250	30	x Lamb SE corner	paved	23
NW 8th	N Main	Perkins	260	60	x 550'	paved	30
	Perkins	Evans	275	60	x	paved	30
	Evans	Vining	275	60	x	paved	30
	Vining	Lamb	630	60	x	paved	30
	Lamb	End r/w	1300	60		paved	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
		1300' W Lamb					
NW 9th	N Main	Perkins	150	60		paved	
	Perkins	Evans	275	60		paved	
	Evans	Vining	275	60		paved	
NW 10th	N Main	Perkins	150	60		paved	
	Perkins	Evans	275	60	1/2blk N Perkins (nso)	paved	35/ 24
	Evans	Vining	275	60		paved	24
	380' E Lamb	Lamb	380	40		paved	24
NW 11th	N Main	Perkins	150	60		paved	24
	Perkins	Evans	275	60		paved	24
	Evans	Vining	275	60		paved	24
	Vining	Helen	200	50		paved	
N Broadway	E Broadway	W Broadway	350	100	x	paved	40
Depot	W Broadway	NW 2nd	275	100		paved	16
	NW 2nd	UPRR r/w	150	100		paved	17
Merrill	W Broadway	NW 2nd	200	80		gravel	
	NW 2nd	UPRR r/w	40	80			
Casco	W Broadway	South	380	30		paved	
	W Broadway	NW 2nd	200	80		gravel	
Poplar	W Broadway	NW 2nd	200	80	x	paved	38
	NW 2nd	UPRR r/w	230	80	x	paved	38
N Main	E Broadway	NE 1st	250	60	x	paved	44
	NE 1st	NE 2nd	200	60	x	paved	44
	NE 2nd	NE 3rd	225	60	x	paved	44
	NE 3rd	UPRR	140	60	x	paved	44
	UPRR r/w	N Main	275	60	x	paved	44
	NW 4th	NW 5th	240	60	x	paved	42
	NW 5th	NW 6th	250	60	x	paved	42
	NW 6th	NW 7th	300	60	x	paved	42
	NW 7th	NW 8th	260	60	x	paved	42
	NW 8th	NW 9th	300	25		paved	23
	NW 9th	NW 10th	300	25		paved	23
	NW 10th	NW 11th	250	50		paved	23
	NW 11th	City Limits	750	50		paved	23
Saager St	NW 1st	S to end	220	20		paved	
Tara St	NW 4th	NW 1st	665	50	x	paved	
S Tara	S Andrea	NW 1st	195	50	x	paved	
Debra Ct	NW 1st	N to end	240	50	x	paved	
Lamb Ct	NW 1st	N to end	585	50	x	paved	

Name of Street	Location from	Location to	Approx. length (feet)	R/W width (feet)	Surface curb (x)	Surface type	Surface width (feet)
N Andrea	NW 1st	NW 4th	206	50	x	paved	
			140	40	x	paved	
S Andrea	NW 1st	SE to end	1320	50	x	paved	
Perkins	NW 8th	NW 9th	300	60		paved	23
	NW 9th	NW 10th	300	60		paved	23
	NW 10th	NW 11th	250	60		gravel	
Evans	UPRR r/w	NW 4th	175	60	x	paved	27
	NW 4th	NW 5th	235	60	x	paved	27
	NW 5th	NW 6th	250	60	x	paved	27
	NW 6th	NW 7th	300	60	x(exc. SE cor 7th)	paved	27
	NW 7th	NW 8th	260	60	x	paved	27
	NW 8th	NW 9th	300	60		paved	27
	NW 9th	NW 10th	300	60		paved	27
	NW 10th	NW 11th	250	60		paved	21
	NW 11th	Ditcch	250	35-60	x	paved	
Vining	NW 6th	Lydia	100	30		paved	23
	Lydia	NW 7th	200	30		paved	23
	NW 7th	NW 8th	330	60		paved	25
	NW 8th	NW 9th	300	60		paved	24
	NW 9th	NW 10th	300	60		paved	24
	NW 10th	NW 11th	250	60		paved	24
	NW 11th	Ditch	250	60	x	paved	36
Helen	NW 6th	Lydia	100	30		paved	27
	Lydia	NW 7th	200	30	SE cor 7th lot W side	paved	27
	NW 11th	Ditch	250	30		paved	
Lamb	Co. Road	NW 5th	280	50		paved	21
	NW 5th	NW 6th	160	50		paved	21
	NW 6th	NW 7th	350	60	SE cor lot 7th	paved	21
	NW 7th	NW 8th	330	60		paved	22
	NW 8th	NW 10th	600	60		paved	22
	NW 10th	Ditch	650	60		paved	22
	Ditch	Powell Rd	410	60		paved	22
	Powell Rd	North to City Limits	65	60		paved	22
Powell Rd	Lamb	N Main	1275	40		paved	



Deletions:

Misc. acreage	3 acres
Rea	161 acres
Piper	215 acres
B & M Farms	276 acres
TOTAL	655 acres

Additions:

Key	132 acres
Commercial area	65 acres
TOTAL	197 acres

Net loss of acreage: 458 acres

Urban Growth Boundary as amended by Ordinance No. 853 passed 6/8/98.