



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us

NOTICE OF ADOPTED AMENDMENT

December 19, 2006



TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Wasco County Plan Amendment
DLCD File Number 002-06

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. This amendment was submitted without a signed ordinance.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: January 2, 2007

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

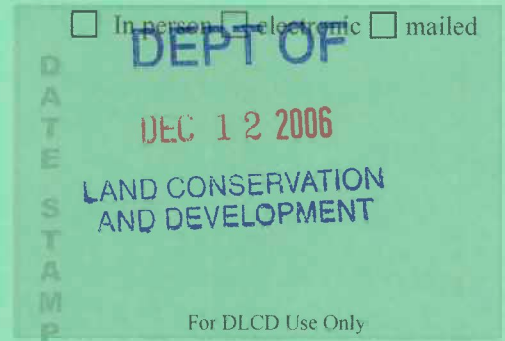
Cc: Doug White, DLCD Community Services Specialist
Dawn Baird, Wasco County

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FORM 2

DLCD

Notice of Adoption



THIS FORM **MUST BE MAILED** TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
 PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

Jurisdiction: **Wasco County**

Local file number: **CPA-06-101/ZNC-06-101**

Date of Adoption: **12/6/2006**

Date Mailed: **12/11/2006**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date: **8/10/2006**

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

(1) Exception to Statewide Goal 3 – Agricultural Lands; (2) Comprehensive Plan Amendment from Exclusive Farm Use to Agricultural-Recreational; (3) Land Use & Development Ordinance text amendment to add the EPD-14, Camp Morrow Limited Use Overlay zone to the entire Camp Morrow property; and (4) Zone Change from A-1(160), Exclusive Farm Use, to A-R, Agricultural-Recreational.
 Purpose of request: expansion of Camp Morrow youth camp.

Does the Adoption differ from proposal? No, no explanation is necessary

Plan Map Changed from: **Exclusive Farm Use**

to: **Agricultural-Recreational**

Zone Map Changed from: **A-1(160)**

to: **A-R/EPD-14**

Location: **3S 1E 0 4000**

Acres Involved: **30**

Specify Density: Previous:

New:

Applicable statewide planning goals:

- | | | | | | | | | | | | | | | | | | | |
|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
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Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

DLCD # 002-06 (15318)

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Wasco County Public Works Dept., Wasco/Sherman County Public Health Dept., Pine Hollow Fire Dept., State Fire Marshal

Local Contact: **Dawn Baird, Associate Planner**

Phone: **(541) 506-2567** Extension:

Address: **2705 E 2nd Street**

Fax Number: **541-506-2561**

City: **The Dalles, OR**

Zip: **97058-**

E-mail Address: **dawnb@co.wasco.or.us**

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: **webserver.lcd.state.or.us**. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing **mara.ulloa@state.or.us**.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **<http://www.lcd.state.or.us/>**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax

WASCO COUNTY PLANNING
AND DEVELOPMENT
Todd R. Cornett, Director
2705 East Second Street
The Dalles, Oregon 97058



Phone: (541) 506-2560
Fax: (541) 506-2561
Web Address: co.wasco.or.us

WASCO COUNTY COURT

NOTICE OF DECISION

FILE # CPA-06-101, EXC-06-101, ZNC-06-101

DECISION DATE: November 1, 2006

REQUESTS (1) Exception to Statewide Goal 3 – Agricultural Lands; (2) Comprehensive Plan Amendment from Exclusive Farm Use to Agricultural-Recreational; (3) Land Use & Development Ordinance text amendment to add the EPD-14, Camp Morrow Limited Use Overlay zone to the entire Camp Morrow property; and (4) Zone Change from A-1(160), Exclusive Farm Use, to A-R, Agricultural-Recreational.

RECOMMENDATION: Approval, with conditions

APPLICANT/OWNER INFORMATION:

Applicant(s) Dotty Devaney, DeVaney Consulting, Inc. **Owner(s)** Camp Morrow Bible Conference

Mailing Address P.O. Box 1895
White Salmon, WA 98672

Mailing Address 79551 Morrow Rd.
Wamic, OR 97063

Contact Applicant

PROPERTY INFORMATION:

Township	Range	Section	Tax Lot No.(s)	Acres	Acct. #	Zoning
4S	12E	4DB	900	31.54	11170	A-R
4S	12E	4DC	301	1.22	16623	A-R
4S	12E	4	600	37.76	10884	A-R/A-1(160)

Address: 79551 Morrow Road

Location: East and west of F.A. Morrow Road, approximately 1/10 mile north of its intersection with S. Fairway Road, on the west side of Pine Hollow Reservoir.

Attachments:

Staff Reviewer: Dawn Baird, Associate Planner

- A. Conditions of Approval
- B. Time Limits & Appeal Information
- C. Maps

After recording, return to:
Wasco County Planning & Development Dept.

ATTACHMENT A – CONDITIONS OF APPROVAL

A. Current and future property owners shall comply with the application as reviewed and approved by the staff report which is available at the Wasco County Planning Department. This report details the restrictions on aspects of the approved development including but not limited to location, dimensions and use. This decision does not constitute tacit approval for any other development or use.

B. After Expiration Of The (12) Day Appeal Period And Prior To Issuance of Zoning Approval on any Building Permit or Septic Permit application, the Owner(s) Shall:

Apply for and receive approval of a partition replat to consolidate (replat) the three legal parcels into one legal parcel.

C. Miscellaneous Condition:

All existing Badger Creek Ranch improvements listed in the exception statement shall be permanently permitted with all necessary building permits in place within one year of this approval becoming final. Any listed improvement at Badger Creek Ranch that is not fully permitted by State Building Codes within a year of this approval shall be removed from the site. Subsequent replacement of a use removed subject to this condition will require Conditional Use Permit review in accordance with the LUDO requirements for new or expanded uses.

D. Recommendation:

It is recommended the property owners control storm water generated on the subject property so as not to collect and accelerate water leaving it. Although there are no state or federal laws controlling storm water drainage on a small-scale project that disturbs less than 1 acre of land, the owners are advised that civil law addresses the control of storm water generated on private lots. The owners or future land owners may be liable for off-site storm water drainage that violates Oregon's civil drainage law doctrine.

SIGNED THIS 6th day of December, 2006, at The Dalles, Oregon.

Todd Cornett, Planning Director
Wasco County Planning & Development Office

State of Oregon
County of Wasco

Signed or attested before me on December 6, 2006, by Todd Cornett

Notary Public – State of Oregon

ATTACHMENT B – TIME LIMITS & APPEAL INFORMATION

No development shall occur until all zoning permits are obtained, all applicable zoning conditions are met, all building permits are issued and all appeal periods have expired.

Per Section 2.125 of the Wasco County Land Use & Development Ordinance, if construction is commenced within two years from the date of approval and is not abandoned for one continuous year or more, the approval shall stay in full force and effect. If not, the approval shall expire and a new application shall be made.

Please Note!

No guarantee of extension or subsequent approval either expressed or implied can be made by the Wasco County Planning and Development Office. Please take care in implementing your proposal in a timely manner.

APPEAL PROCESS:

The decision of the Wasco County Court shall be final unless an appeal from an aggrieved party is received by the State Land Use Board of Appeals within twenty-one (21) days of the mailing date of this decision, **Wednesday, December 27, 2006, 4:00 p.m.** The decision will not become final until the period for filing an appeal has expired.

A complete record of the matter is available for review upon request during regular business hours or copies can be ordered at a reasonable price at the Wasco County Planning and Development Office.

FINDINGS OF FACT:

Findings of fact approving this request may be reviewed at the Wasco County Planning & Development Office, 2705 East Second Street, The Dalles, Oregon, 97058, or are available for purchase at the cost of \$0.25 per page. These documents are also available online at: www.co.wasco.or.us/planning/planhome.html, click on Current Land Use Actions. There is a table for National Scenic Area applications and a table for regular County applications. Each table is sorted alphabetically by the name of the applicant. The information will be available until the end of the appeal period.

NOTICE TO MORTGAGEE, LIENHOLDER, VENDOR OR SELLER: Oregon Revised Statutes, Chapter 215, requires that if you receive this notice, it must promptly be forwarded to the purchaser

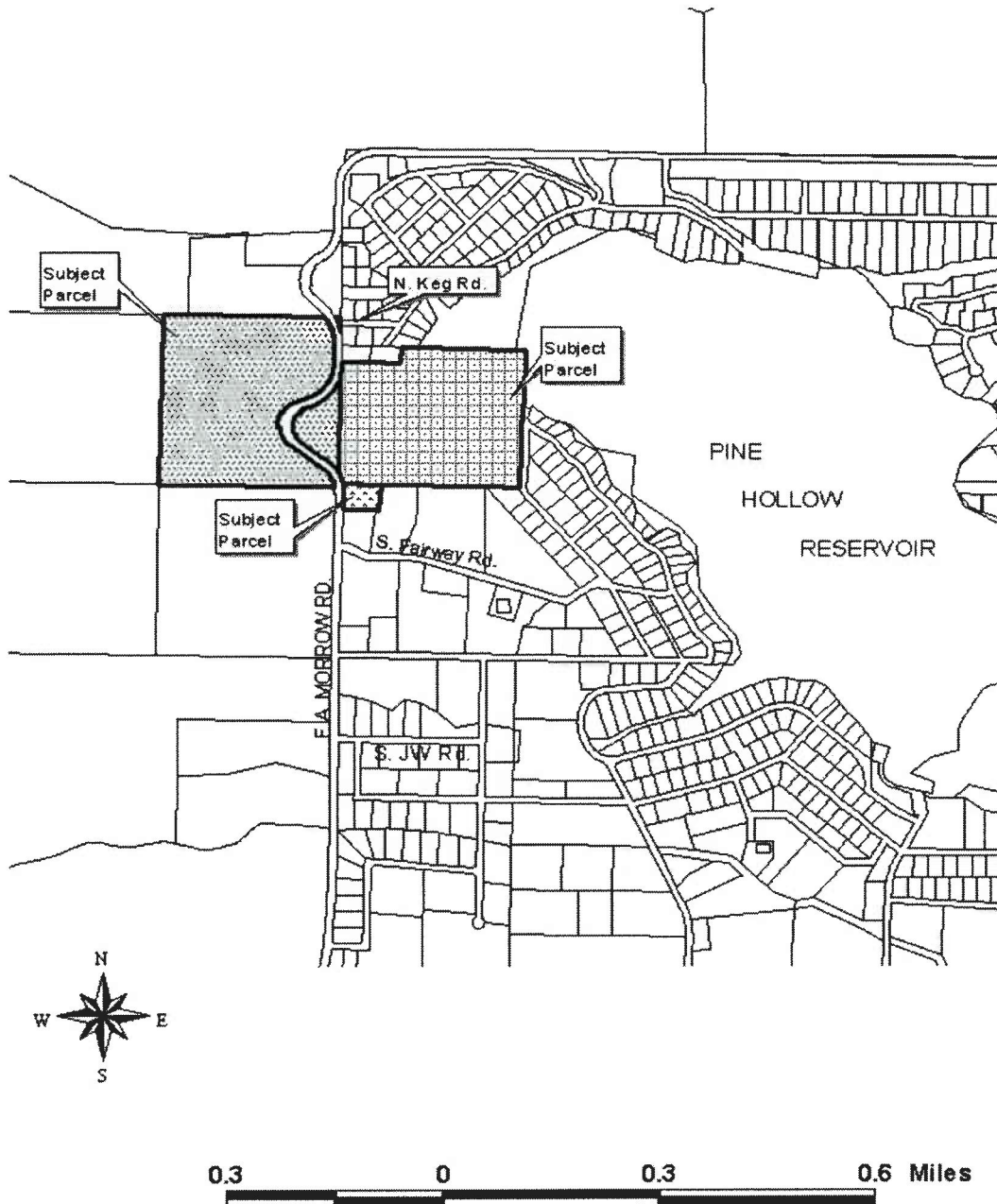
ATTACHMENT C- MAPS

Vicinity Map

4S 12E 4DB, Tax Lot 900

4S 12E 4DC, Tax Lot 301

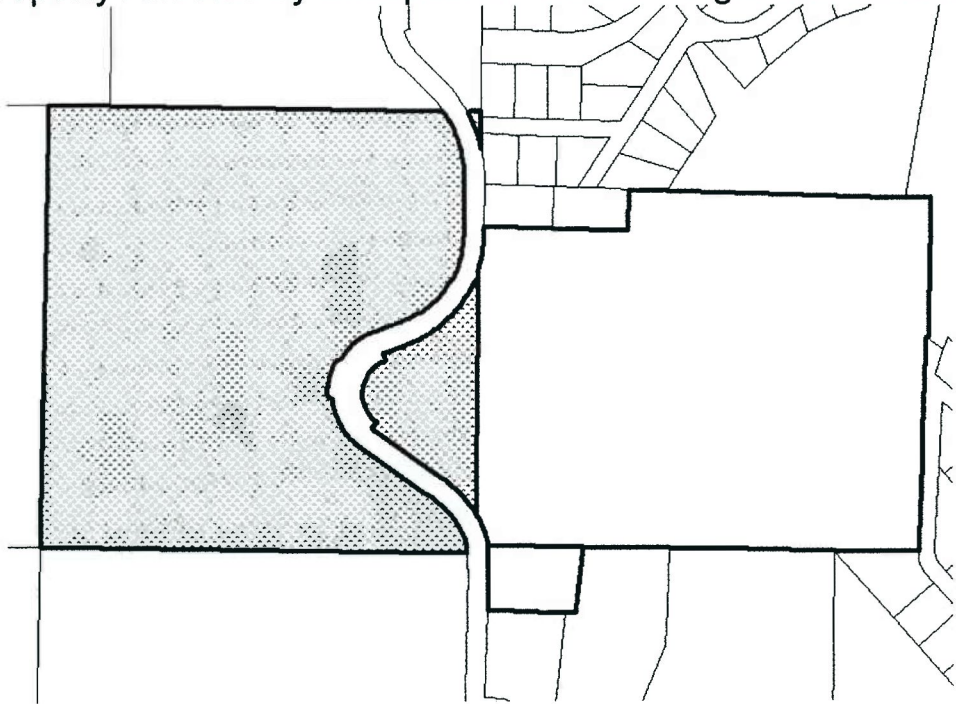
4S 12E 4, Tax Lot 600



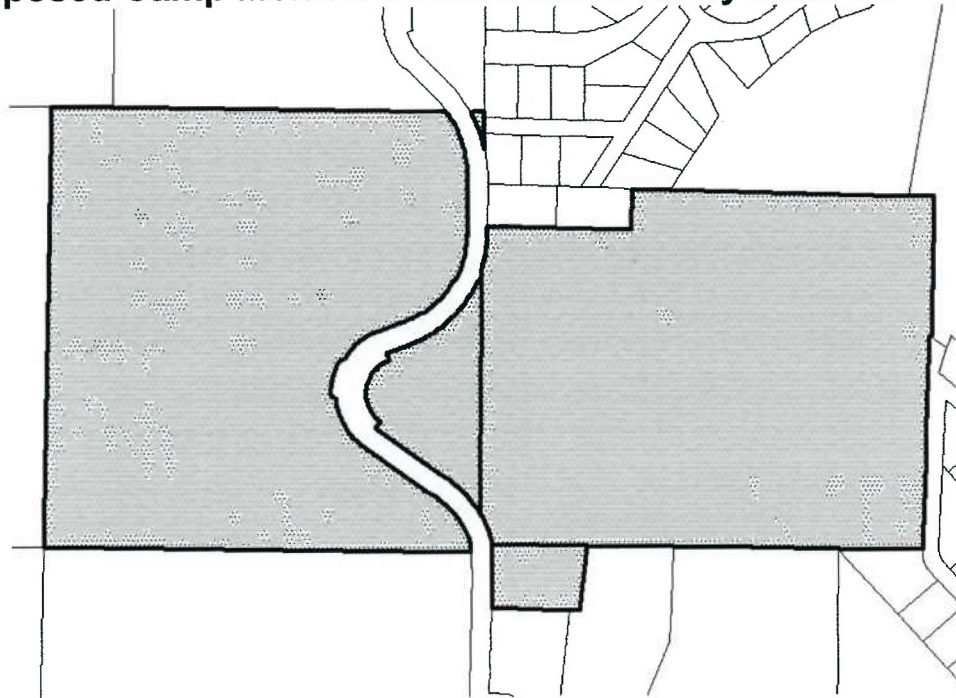
ATTACHMENT C- MAPS

4S 12E 4DB, Tax Lot 900
4S 12E 4DC, Tax Lot 301
4S 12E 4, Tax Lot 600

Property Affected by Exception to Goal 3 – Agricultural Lands



Proposed Camp Morrow Limited Use Overlay Zone Boundary



ATTACHMENT E – AMENDED STAFF REPORT

File Numbers: CPA-06-101, ZNC-06-101, EXC-06-101

Applicant: Dotty DeVaney, DeVaney Consulting, Inc.

Owners: Camp Morrow Bible Conference

Request:

- (1) Exception to Statewide Planning Goal 3 – Agricultural Lands;
- (2) Comprehensive Plan Amendment from Exclusive Farm Use to Agricultural-Recreational;
- (3) Zone Changes from A-1(160) Exclusive Farm Use, to A-R, Agricultural Recreational for the land west of F.A. Morrow Road; and application of the Camp Morrow Limited Use Overlay zone to the Badger Creek Ranch and Lakeshore Retreat areas.
- (4) Land Use & Development Ordinance text amendment to add the proposed Camp Morrow Limited Use Overlay zone

Recommendations:

- (1) Recommend **approval** of the zone change from A-1(160) to A-R for 4S 12E 4, tax lot 600, with a condition.
- (2) Recommend **approval** of the Camp Morrow Limited Use Overlay zone (EPD-14), with a condition.
- (3) Recommend **approval** of the exception to Statewide Planning Goal 3 – Agricultural Lands, with a condition.
- (4) Recommend **approval** of the Comprehensive Plan Amendment from Exclusive Farm Use to Agricultural-Recreational, with a condition.

Planning Commission Hearing Date: October 3, 2006

Prepared by: Dawn Baird, Associate Planner

Procedure Type: IV – County Court (Comprehensive Plan Amendment, Exception to Statewide Planning Goal 3)

Location: East and west of F.A. Morrow Road, approximately $\frac{3}{4}$ mile north of its intersection with Dodson Road, approximately 2 $\frac{1}{2}$ miles northwest of Wamic, Oregon, more specifically described as:

<u>Existing</u>	<u>Previous</u>
4S 12E 4 DB 900	4S 12E 4 D 3000
4S 12E 4 DC 301	N/A
4S 12E 4 600	4S 12E 0 1503

Contiguous Ownership: None

Legal Parcel Determination: 4S 12E 4DB, tax lot 900: Created by Minor Partition 76-124, filed with the Wasco County Clerk on 12/9/76.
 4S 12E 4 DC, tax lot 301: Created by Minor Partition 77-103, filed with the Wasco County Clerk on 1/21/77.
 4S 12E 4, tax lot 600: Created by Minor Partition 79-177, filed with the Wasco County Clerk on 9/27/79.
 All three tax lots are consistent with the definition of "Legal Parcel" in the Wasco County Land Use & Development Ordinance.

Zoning District: West of F.A. Morrow Road: A-1(160), Exclusive Farm Use; east of F.A. Morrow Road: A-R, Agricultural-Recreational, and EPD-1, Flood Hazard Overlay zone, in Wasco County.

Past Actions: 4S 12E 4D, tax lot 900: SPR-00-139, SPR-90-107, LOC-95;
 4S 12E 4DC, tax lot 301: None
 4S 12E 4, tax lot 600: LOC-02, LOC-00

INTRODUCTION:

The Camp Morrow application consists of the necessary land use requests to allow existing camp activities to continue, existing facilities to be maintained, replaced, expanded, and facilities and activities to be updated to better support existing and proposed camp activities.

Camp Morrow provides for two separate types of Christian youth camp experience. The first is known as Lakeshore Retreat which is located east of F.A. Morrow Road. Lakeshore Retreat provides a sleep over experience of cabins, campfires, swimming, ball games, and other summer fun. The camp was started in 1958 and has been in operation for 48 years. The second is known as Badger Creek Ranch and is located west of F.A. Morrow Road. Badger Creek Ranch provides a new rustic equestrian experience emphasizing the agricultural heritage through exposure to cattle and horses. The Badger Creek parcel was purchased in 1984 and some informal equestrian camp activities were first provided for on the parcel in 2004, however, no formal approval for this use was granted by Wasco County. Camp Morrow is a regional youth and family camp with primarily a local draw. Campers come from as far away as Portland and the Bend area. The majority of campers come from the Mid Columbia Region. Campers typically attend from within a 2 ½ hour driving time.

Lakeshore Retreat is a 32.76 acre area located on the shore of Morrow Lake which is now part of the Pine Hollow Reservoir. It currently sleeps 138 campers but is proposed to expand to accommodate 164 (82 per side). This expansion will not change the nature of the camp experience significantly but will allow the camp to run as a single large camp or two smaller, half size, groups. Long term development plans at Lakeshore Retreat include accommodations

for a retreat village (maximum 96 beds) that would be located on the northern portion of the parcel and relatively isolated from the younger campers. Siting and construction of these units would allow the camp to eventually accommodate adult campers during the summer camp season and some limited year around adult or family retreats.

Badger Creek Ranch occupies a 37.76 acre area of land immediately adjacent to Lakeshore Retreat, allowing the two camps to share staffing, grounds keeping, facilities and utilities. Demand for this camp has been demonstrated. Temporary facilities were moved onto the site and demand is strong enough that permits are being sought to allow the permanent establishment of the equestrian camp. Badger Creek Ranch will ultimately sleep up to 50 people.

REQUESTED APPROVALS

EXCEPTION TO STATEWIDE GOAL 3 – AGRICULTURAL LANDS

A reasons exception to Statewide Planning Goal No. 3 and rezone is required for the Badger Creek Ranch portion of the Camp Morrow site (4S 12E 4, tax lot 600). The reasons exception is requested and supported by this submittal as are the related map and text amendments to the Comprehensive Plan and LUDO. A rezone is requested to change the zoning of the Badger Creek Ranch portion of the Camp Morrow ownership from A-1(160), Exclusive Farm Use to A-R, Agricultural-Recreation.

COMPREHENSIVE PLAN AMENDMENTS:

The following amendments to the comprehensive plan are requested-

1. Adoption of the Camp Morrow Exception Statement prepared in accordance with OAR 660 Division 4. The proposed exception statement describes the boundaries of the approved exception area, the nature and scope of the exception, the conceptual master plan for the camp, and the nature of the camp's uses and activities justified by the exception and a tabular list of all existing and planned improvements. The proposed exception statement provides the rationale for the limited uses approved in the limited use overlay. The exception statement also documents the specific reasons relied on to support the exception.
2. Applying an A-R, Agricultural-Recreational plan map designation over the Badger Creek Ranch portion of the site (4S 12E 4, tax lot 600) to replace the current Exclusive Farm Use plan map designation. The requested map change is consistent with current A-R plan policy language and requires no further amendments to the comprehensive plan to support the map change.
3. Prior actions have amended the County's agricultural recreation (A-R) zone to include youth and family camps in accordance with the limits of Statewide Goal 14 and to define the term youth and family camp. Prior actions have also amended the Comprehensive Plan to allow for inclusion of the youth and family camp provision in the A-R zone. No further revision of comprehensive plan policies or zoning text is required to accommodate the requested exception.

LUDO AMENDMENTS:

1. Rezoning the subject property from A-1(160), Exclusive Farm Use, to A-R, Agricultural-Recreational.

2. Adopting the Camp Morrow Limited Use Overlay and applying it to the exception area (Badger Creek Ranch) and the remainder of the Camp (Lakeshore Retreat).
3. A zone change to apply the Wasco County Limited Use Overlay (LU) (Section 3.600) over the entire Camp Morrow ownership is also requested. The purpose of the overlay is to limit the uses to those supported by the exception. The Lakeshore Retreat proposal is already zoned A-R which currently allows youth and family camps and a broad range of other uses. The applicant recognizes that the Camp functions as a whole and accepts that the LU overlay will be applied to both the Lakeshore Retreat and Badger Creek Ranch portions of the proposal.

I. APPLICABLE STANDARDS

- A. Statewide Planning Goals** – The proposed rezone and comp plan amendment complies fully with most statewide planning goals. The rezone does authorize some non resource use on land currently zoned for resource use. The request requires a formal exception to the Agricultural Goal (Goal 3) in order to allow the necessary non resource uses to occur on land currently designated for Exclusive Farm Use and protected by Goal 3. A goal analysis is required to accompany an exception statement.

660-004-0010, Application of the Goal 2 Exception Process to Certain Goals (3)
An exception to one goal or goal requirement does not assure compliance with any other applicable goals or goal requirements for the proposed uses at the exception site. Therefore, an exception to exclude certain lands from the requirements of one or more statewide goals or goal requirements does not exempt a local government from the requirements of any other goal(s) for which an exception was not taken.

An analysis of applicable land use goals is discussed in this findings document. The goals analysis demonstrates compliance with all but Goal 3. The requested exception is an exception only to Goal 3.

- B. State Law** – Statute and Rules set the standards for a reasons exception in ORS 197.732(1)(c), LCDC Goal 2, Part II, and Chapter 660, Division 4. All proposed uses will be rural in nature and will not require goal exceptions necessary to allow urban use of rural land.

- C. Comprehensive Plan Provisions** – Wasco County Comprehensive Plan provisions related to comprehensive plan amendments are stated in Section XI, (VIII). Findings are provided with this request to address these provisions.

D. LUDO Provisions

1. **Chapter 2 – Development Approval Procedures**

Section 2.060.B.1. (Recommendation to County Court on Quasi-Judicial Plan Amendment).

Section 2.060.B.2. (Zone Change and Ordinance Amendment)

2. **Chapter 9 – Zone Change and Ordinance Amendment**

Section 9.020 (Criteria for Decision)

II. AFFECTED AGENCIES

Oregon Department of Environmental Quality	(Environmental Concerns)
Oregon Department of Land Conservation & Development	(Farm Use)
Oregon Building Codes Agency	(Building Permits)
Oregon State Fire Marshal	(Structural Fire Protection)
Oregon Water Resources Department	(Water Rights)
Wasco/Sherman Public Health Department	(Septic System Approval)
Wasco County Public Works Department	(Approach Road Permit)
Wasco Electric Cooperative Inc.	(Electrical Service)
Pine Hollow Irrigation District	(Water Rights)
Barlow Water District	(Water Issues)
Oregon Department of Agriculture	(Farm Use)
Oregon Department of Fish & Wildlife	(Wildlife Concerns)

III. COMMENTS

Jerry and Nancy Lind, Adjacent Property Owners: Concerned about increase in drainage, noise, dust, fire danger, and property values.

Please note: Complete comments are on file at the Wasco County Planning and Development Office.

IV. FINDINGS

A. STATEWIDE PLANNING GOAL ANALYSIS

An analysis of statewide planning goals is required to establish the extent of the exception required to accommodate a specific request and to ensure compliance with all goals to which an exception is not granted.

Oregon Administrative Rule 660-004-0018: Planning and Zoning for Exception Areas (1) Purpose. This rule explains the requirements for adoption of plan and zone designations for exceptions. Exceptions to one goal or a portion of one goal do not relieve a jurisdiction from remaining goal requirements and do not authorize uses, densities, public facilities and services, or activities other than those recognized or justified by the applicable exception.

1. **Goal 1 – Citizen Involvement** ensures “ the opportunity for citizens to be involved in all phases of the planning process.” Various opportunities for citizen involvement have been incorporated into the Plan and LUDO. **Compliance with Goal 1 is achieved by compliance with the application review procedures and notice requirements applicable to this application.**

Applicant’s Finding: The proposal will be scheduled for hearing by the Planning Commission. Required legal notice of the hearing will be provided by Wasco County. The applicant will provide full information about the project prior to the hearing and will be in attendance at the hearing to address any concerns or answer any questions from public or commission at that time.

The Planning Commission will review the matter and make a recommendation to the County Court. The County Court will schedule a hearing and provide all required public notice of the hearing. The applicant will continue to support the decision making process by providing any requested information prior to the hearing and attending the hearing to provide any additional input needed by the County Court to respond to public input. Once the County Court makes a decision, the decision will be noticed as required by LUDO and State Law.

Staff Finding: Concur with applicant's finding. The application has been available on the web site since late April, 2006. The staff report and recommendation was available on the County Planning Department website one week prior to the October 4th hearing.

2. **Goal 2 – Land Use Planning guarantees that processes will be followed which establish a land use planning process and policy framework as a basis for all decisions related to the use of land and assure an adequate factual base for its decisions and actions.**

Applicant's Finding: Wasco County has acknowledged comprehensive plan and implementing ordinances which establish the planning, inventory, and factual basis for land use actions in Wasco County. These findings ensure a well reasoned and fully informed decision is made. Compliance with the County's review process and provision of all necessary information to address applicable regulations and comprehensive plan policies ensures compliance with Goal 2.

Staff Finding: Concur with applicant's finding.

3. **Goal 3 – Agricultural Lands requires that agricultural lands be preserved and maintained for farm use consistent with the state's agricultural land use policies in ORS 215. The lands within the Badger Creek Ranch portion of the Camp Morrow property are currently designated as Goal 3 land. They are currently zoned A-1 and designated EFU by the Comprehensive Plan Map.**

Applicant's Finding: While the A-1 zone allows for some uses similar in character to the proposed use (e.g. campgrounds and farm ranch recreation) and the Forest Zone applied to Goal 4 - Forest Lands actually prescribes the standards applicable to establishment of a destination camp in forest land (another resource zone). No specific authority allowing for youth and family camp development in the A-1 zone exists nor is it provided for in ORS 215. The need for an exception to Goal 3 and rezone to A-R was confirmed in consultation with DLCD representatives. Exception criteria applicable to this proposal are addressed further on in the findings document.

Staff Finding: Concur with applicant's finding.

4. **Goal 4 – Forest Lands is not applicable to this proposal because the subject parcel does not include any F-1 or F-2 Forest zoned land and no forest resources exist on this land.**
5. **Goal 5 – Open Spaces, Scenic and Historic Areas and Natural Resources provides for the conservation and protection of natural and scenic resources. The Plan and LUDO have been acknowledged by LCDC as being in compliance**

with the statewide planning goals, so in this post acknowledgement process the county is entitled to rely on its acknowledged inventory of Goal 5 resources to determine if any Goal 5 resources are present at or near the proposed exception area.

Applicant's Finding: The county recently completed (adopted end of 2004) some Goal 5 work around the Pine Hollow and Dry Creek reservoirs. The NWI shows fairly extensive wetland areas along the shoreline of Pine Hollow Reservoir. These areas were considered carefully in consultation with DSL and ODFW and were determined to have no value as riparian area. The only inventoried riparian area, having potential riparian values is the stream running into the reservoir through Camp Morrow property. The Camp proposes no new development within the riparian buffer area. The Camp recognizes the value in leaving the creek in its current state. The proposal requires no exception to Goal 5. Compliance will be achieved by avoiding the established buffer area along the existing stream and complying with all county ordinances.

Staff Finding: Concur with applicant's finding.

6. Goal 6 – Air, Water, and Land Resources Quality exists to maintain and improve the quality of these resources.

Applicant's Findings:

- **Air** – Nothing in the proposed project area will trigger the need for any air quality permitting by the state or federal government. The proposal is in a rural area and uses will be limited to maintain the rural nature of the site. No deterioration of air quality will result.
- **Water** – The camp is served by on site septic systems. The existing septic system for the kitchen/dining hall will be replaced by a larger system in the Badger Creek Ranch portion of the camp. The proposed location for the new septic system has been determined to be desirable by environmental health specialists. Septic suitability for a specific site has not yet been determined but initial conversations with environmental health specialists have estimated the area needed for septic systems. Over half of the 37.76 acres west of Morrow Road will be left open and are not relied on for corrals or structures. Some of this area will be grazed but portions relied on to accommodate septic drainfields and back up areas will not be grazed. Soils in the vicinity have been determined to be reasonable for septic systems. Considering the area of passive open land available and the willingness of the camp to pump effluent, it is feasible for the camp to support on site septic to serve the maximum number of campers requested.

Drinking water is supplied by three private wells on site. One well is classified as a public water supply. It is located in the Lakeshore Retreat camp area. Another well is currently dedicated to domestic use and is located up near permanent staff quarters. A third well is located in the Badger Creek Ranch area of the camp. Camp Morrow has applied and paid for testing of the well but the well has not yet been accepted into the public system. The camp does not yet rely on the well at Badger Creek Ranch as a public source. Long term plans include application for commercial water rights. Water rights are not required for commercial uses using less than 5,000 gallons per day. The camp would likely be considered a commercial use and is planning to secure necessary water rights to support expansion if the requested exception and rezone is approved. Existing operations are

currently supported and water rights are still available in the area. Supporting expansion with an on site water supply is feasible.

- **Land** – All solid waste is currently collected on site and disposed of in a fully licensed facility. Camp Morrow has a designated dump trailer that contains two tons of solid waste when full. This is transported to Wasco County Landfill approximately 30-35 miles from the camp 5-7 times per year. Garbage cans are located through out the camp and refuse is collected across the site daily or more often as necessary and brought to the dump trailer. Camp Morrow recycles metals, cardboard now. No glass, plastic, or paper recycling is currently done. Regular health inspections of existing facilities have demonstrated the camp's ability to meet all requirements. Camp Morrow has never received a solid waste violation or been required to do additional solid waste planning. There are no foreseeable solid wastes or other contaminants from the camp that will require any environmental permitting. The Badger Creek Ranch portion of the site, requiring the exception and zone change, is proposed to be used as a rustic equestrian camp. This type of use will have limited if any impact on lands that could not be expected from permitted farm uses in this same location.

Staff Finding: Concur with applicant's findings.

7. Goal 7 – Areas Subject to Natural Disasters and Hazards exists to “protect life and property from natural disasters and hazards.”

Applicant's Finding: This goal is implemented by the Plan's corresponding goal and policies identifying areas subject to natural disasters and hazards. The requested Exception Area of Camp Morrow is not identified or inventoried as a natural hazard area and there is no development proposed in an identified natural disaster or hazard area. Compliance with Goal 7 will be maintained by the proposed exception and rezone.

Staff Finding: Concur with applicant's finding.

8. Goal 8 – Recreation Needs is designed to “satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities, including destination resorts.”

Applicant's Finding: The proposed Camp Morrow Youth and Family Camp activities and uses will offer recreational opportunities to youth from Wasco County and the surrounding region. Approval of the proposal will allow more youth and families to experience outdoor activities in a rural environment in accordance with Goal 8.

Staff Finding: Concur with applicant's finding.

9. Goal 9 – Economic Development is to “provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon citizens.” The county implements this goal through the economy of the state goal and corresponding policies. Policy 5.C. further implements this goal by providing that “additional parks, overnight camping areas, and other recreational areas should be provided when needed to encourage tourism in the county.”

Applicant's Finding: Visitors to Camp Morrow will come to and through parts of Wasco County that they might otherwise not visit or learn about. Some employment opportunities will be created and even volunteers who stay at the camp for extended periods of time will visit area shops and cafes and discover amenities that may bring them back to the area for future visits or prompt them to share information about the county with other potential visitors. Because the portion of Camp Morrow that requires the exception and rezone is located immediately outside the existing Pine Hollow exception area boundary, the rezoning of 37.76 acre area of land to A-R from A-1 will not adversely affect the farm economy in the county. This will allow the proposed rezone to contribute to increased tourism in the county without detracting from the agricultural basis of its economy in a manner fully consistent with Goal 9.

Staff Finding: Concur with applicant's finding.

10. Goal 10 – Housing provides for the housing needs of citizens of the state.

Applicant's Finding: Because the exception area does not now, nor will it provide significant long term housing opportunities, this goal is largely inapplicable and is not affected by this proposal.

Staff Finding: Concur with applicant's finding.

11. Goal 11 – Public Facilities and Services requires the planning and development of an orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Applicant's Finding: The proposed expansion of the camp is designed to be primarily self contained. Existing public services will be adequate for the proposed use. Services and facilities are to be located on the parcel and to serve only the single camp, Camp Morrow, on a single parcel.

- **Transportation-** Transportation issues are addressed as part of Goal 12.
- **Police-** Police protection will be provided by the Wasco County Sheriff or the Oregon State Police. The camp is already in existence. Allowing the moderate expansion of uses and upgrading of facilities is not expected to generate any increased demand for law enforcement or police protection. Use of the camp some during the winter months may actually be expected to decrease demand for police protection by populating the camp during a season when it is usually quiet.
- **Fire Protection-** Emergency procedures are in place. Pine Hollow Fire Protection District (PHFD) is the first responder. Mutual aid is available from other surrounding districts if necessary. The camp's fire response plan was last updated in 1995 or 1996. The plan will need to be updated and to address expanded capacity if the request is approved. Camp Morrow is equipped to respond to a fire on camp property themselves. Fire protection equipment includes a small rural tanker truck for use as first response vehicle, a hydrant system, hoses, and the ability to pump water from the lake for emergency purposes. All full time staff are trained to use emergency equipment. Once the fire response plan is updated, basic fire safety knowledge and fast response will be provided using trained camp personnel and equipment consistent with the plan.

- **Health-** Medical and first aid will be provided by trained camp personnel. This care will be provided in the same manner it has been provided for campers in the past. All camps are required to include, on staff, someone having Red Cross or higher first aid certification. Most camps do have an attending nurse. Health problems or injuries requiring further medical attention are taken to the appropriate health care provider or emergency medical services are requested through 911.
- **Sewer-** Sewer system is defined as follows:

660-011-0060

Sewer Service to Rural Lands

(f) "Sewer system" means a system that serves more than one lot or parcel, or more than one condominium unit or more than one unit within a planned unit development, and includes pipelines or conduits, pump stations, force mains, and all other structures, devices, appurtenances and facilities used for treating or disposing of sewage or for collecting or conducting sewage to an ultimate point for treatment and disposal.

No sewer system currently serves or will serve any portion of the camp. The existing kitchen septic system will be replaced with a new septic system of greater capacity in a preferable location to the existing kitchen system. A **condition** requiring the three existing tax lots be replatted into one legal parcel will ensure that the proposed replacement septic system serves only a single parcel and will avoid the need for an exception to Goal 11.

- **Water-** Existing on site wells will provide water to existing and proposed camp water users. On site lines will be upgraded and extended within the camp as necessary to continue to serve existing uses and provide service for approved expansion. No demand for extension of the Pine Hollow water system will be generated by approval of this proposal.
- **Power-** Adequate power capability is available to Camp Morrow from Wasco Electric Cooperative.
- **Schools-** Because the exception area does not now, nor will it provide significant long term housing opportunities; schools will not be affected by approval of this proposal.

Staff Finding: Concur with applicant's finding.

12. Goal 12 – Transportation is to “provide and encourage a safe, convenient and economic transportation system.” It is implemented by LCDC’s Transportation Planning Rule (TPR), OAR 660-12.

Applicant’s Findings: Because Camp Morrow is a relatively small camp located near an existing community in a relatively remote area and served by rural roads with remaining capacity and where no public transportation is available the TPR provisions related to transit-oriented development do not apply. The only applicable provision is OAR 660-12-060. It requires that local governments amending comprehensive plans and land use regulations

determine whether the amendments “significantly affect a transportation facility” and, if so, to assure that land uses authorized by the amendments “are consistent with the identified function, capacity, and level of service of the facility.” It also requires local governments to coordinate with ODOT in making these determinations.

The site is served by County and State roads. Coming through Tygh Valley to Camp Morrow, (the most common approach) a visitor will travel Wamic Market Road, to Dodson Road, to Morrow Road. This route allows camp traffic to travel over paved county roads from Highway 197 all the way to the camp. Existing camp traffic has been adequately accommodated. Much if not all of this same route accommodates trips generated by the Pine Hollow residential development and recreational users. Existing roads have served the camp’s current sleeping capacity of 178 beds. Expansion of existing camp areas would accommodate an additional 36 beds, a 20% increase in capacity. The proposed increase in camp capacity will not occur all at once. Eventually when the Retreat Village is developed an additional 96 beds will be added. Most campers coming from the immediate Columbia River Gorge area will carpool in family vehicles carrying 2-5 campers per vehicle. Campers and volunteers coming from greater distances are more likely to arrive by van or by bus (8-30 campers per vehicle). For example, a current maximum of 180 campers might arrive at the camp in:

- Total campers = 180
- One bus = 30, Five vans = 40, Thirty seven cars = 110
- Total vehicles = 43 vehicles
- Total trips = 86 trips per week for a one week camp session.
- Three single family dwellings at an average of four trips per day will generate 84 trips per week.

Considering the status and capacity of existing paved county roads serving the site and traffic generated by residential and recreational activities surrounding the reservoir, camp traffic even if doubled will not significantly increase traffic in the area.

Approval of the request will not “significantly affect” any transportation facilities. Approval will not force the change in functional classification or design standards required for any roadway likely to be relied on to access the camp.

Staff Finding: Concur with applicant’s finding.

13. Goal 13 – Energy Conservation provides that land and land uses shall be managed to maximize the conservation of all forms of energy based on sound economic principles. It is implemented by local plans and regulations that control location, orientation, and density of development to minimize net energy consumption. Conservation measures are generally of two types: (1) development of energy resources, and (2) wise use of energy.

Applicant’s Finding: This request does not propose to develop any new energy resources. It proposes to use some existing facilities and to replace and improve others. It also proposes to expand the camp through provision of additional beds and diversification of camp activities. Expansion and diversification immediately adjacent to existing facilities allows for shared resources and a better, more efficient economy of scale. It also allows for shared staffing allowing the same staff and volunteers to be located in one location and provide assistance in all areas of the camp. New structures will be more energy efficient than existing structures and will aid in conservation in that way.

Staff Finding: Concur with applicant's finding.

14. **Goal 14 – Urbanization** requires that comprehensive plans provide for an orderly and efficient transition from rural to urban use. It requires that urban growth boundaries (UGBs) be established around incorporated cities through a cooperative process with surrounding counties to assure compact and efficient urban growth within the boundary while protecting and facilitating rural resource uses outside the boundary. It directs urban level of development to be located inside acknowledged UGBs. It also requires that development allowed out side UGBs be limited to rural uses and provides definitions of acceptable rural use.

Applicant's Finding: The county has recently reviewed its rural zoning and amended its rural non resource zones to comply with Goal 14. The amended rural non resource zones have been adopted through a post acknowledgement process with notice to DLCD. The current rural zones comply with Goal 14. The requested exception and rezone would rezone 37.76 acres of A-1 land to A-R. The A-R zone is an adopted non resource zone found to comply with Goal 14. Uses proposed in this request comply with the limits on youth and family camps listed in the A-R zone to ensure permitted uses are rural in nature. Goal 14 compliance is achieved in this manner.

Staff Finding: The rural nonresource zones were adopted through periodic review, not through a post-acknowledgment process, otherwise staff concurs with the applicant's finding.

B. REQUEST FOR AN EXCEPTION TO GOAL 3

1. **A request for an exception** to a Statewide Land Use Goal is a request for flexibility.

660-004-0000

(2) An exception is a decision to exclude certain land from the requirements of one or more applicable statewide goals in accordance with the process specified in Goal 2, Part II, Exceptions. The documentation for an exception must be set forth in a local government's comprehensive plan. Such documentation must support a conclusion that the standards for an exception have been met. The conclusion shall be based on findings of fact supported by substantial evidence in the record of the local proceeding and by a statement of reasons which explain why the proposed use not allowed by the applicable goal should be provided for. The exceptions process is not to be used to indicate that a jurisdiction disagrees with a goal.

(3) The intent of the exceptions process is to permit necessary flexibility in the application of the Statewide Planning Goals. The procedural and substantive objectives of the exceptions process are to:

(a) Assure that citizens and governmental units have an opportunity to participate in resolving plan conflicts while the exception is being developed and reviewed; and

(b) Assure that findings of fact and a statement of reasons supported by substantial evidence justify an exception to a statewide Goal.

Applicant's Finding: The Camp Morrow request is for flexibility to allow for a use (youth family camp) not expressly allowed on Goal 3 (agricultural) land to be accommodated immediately adjacent to an existing youth family camp site. The request does not represent opposition to Goal 3 as a whole and application of the limited use overlay will, in fact, limit uses in the exception area and on adjacent A-R zoned lands to a level permissible on Goal 4 forest zoned land but not expressly permitted on Goal 3 land. The full post acknowledgement plan amendment process will be followed with all required notice to parties and identified agency representatives. Findings of fact will be provided and adjusted as necessary based on input received and questions put forth by decision makers. The requested amendment will ultimately be supported by written findings that document the justification for the exception.

Staff Finding: Concur with applicant's finding.

2. **It is possible to rezone resource land (Goal 3 Agricultural land) to a nonresource zone if an exception to the goal is supported, approved, and documented. No exception is necessary to accommodate nonfarm uses that can be allowed on Goal 3 land.**

660-004-0010

Application of the Goal 2 Exception Process to Certain Goals

(1) The exceptions process is not applicable to Statewide Goal 1 "Citizen Involvement" and Goal 2 "Land Use Planning." The exceptions process is generally applicable to all or part of those statewide goals which prescribe or restrict certain uses of resource land or limit the provision of certain public facilities and services. These statewide goals include but are not limited to:

(a) Goal 3 "Agricultural Lands"; however, an exception to Goal 3 "Agricultural Lands" is not required for any of the farm or nonfarm uses permitted in an exclusive farm use (EFU) zone under ORS Chapter 215 and OAR chapter 660 division 033, "Agricultural Lands"

Applicant's Finding: The Applicant explored the alternative of permitting this use as a use similar to a camp ground or as a use permissible on resource ground based on the explicit provisions allowing youth camps on forest land. DLCD staff confirmed that the only way to get to the requested use on farm land is to request the exception.

Staff Finding: Concur with applicant's finding.

3. **Different kinds of exceptions** are defined by state statute and rule. The three different types are:

- a. Developed exceptions – which are justified by findings that the subject parcel is physically developed to the point where resource use is no longer practicable.
- b. Committed exceptions – which are justified by findings that the nature of nearby physical development makes resource use impracticable.
- c. Reasons exceptions – which are justified by findings that a need for development in the proposed location is sufficient to warrant the requested flexibility and where the proposed location compares favorably with other possible locations that would or would not require the same flexibility.

Applicant’s Finding: The Camp Morrow request is for a reasons exception to Goal 3 (Agricultural Land) to allow a use not expressly permitted in the agricultural zone. The land for which the exception is being requested is not physically developed or irrevocably committed to non resource use. There are reasons to justify the exception. The OARs explain the requirements for justification of a reasons exception in greater detail than that provided by ORS 197.732(1) (c). For this reason the state Rule provisions are addressed in this findings document.

Staff Finding: Concur with applicant’s finding. The exception statement is attached as Exhibit C.

4. Exception Statement Required - Documentation supporting the exception must be adopted as part of the county’s comprehensive plan.

660-004-0015

Inclusion as Part of the Plan

(1) A local government approving a proposed exception shall adopt as part of its comprehensive plan findings of fact and a statement of reasons which demonstrate that the standards for an exception have been met. The applicable standards are those in Goal 2, Part II(c), OAR 660-004-0020(2), and 660-004-0022. The reasons and facts shall be supported by substantial evidence that the standard has been met.

Applicant’s Finding: An exception statement for the Badger Creek Ranch portion of the Camp Morrow project area has been prepared and states clearly the purpose of the exception, describes the land involved in the exception, limits the scope of the exception, and gives the reasons relied on to justify the exception.

Staff Finding: Concur with applicant’s finding.

5. LIMITATIONS TO THE EXCEPTION AND REQUIRED JUSTIFICATION

- a. **A limited use overlay is requested** to ensure that uses permitted by approval of the exception and zone change are limited to those uses justified by findings and described in the approved exception statement.

660-004-0018 Planning and Zoning for Exception Areas

(4) "Reasons" Exceptions:

(a) When a local government takes an exception under the "Reasons" section of ORS 197.732(1)(c) and OAR 660-004-0020 through 660-004-0022, plan and zone designations must limit the uses, density, public facilities and services, and activities to only those that are justified in the exception;

Applicant's Finding: Application of the limited use overlay will ensure the Badger Creek Ranch portion of Camp Morrow is limited to rustic youth and family camp use emphasizing an agricultural heritage through work with horses and cattle in a rustic camp experience. Application of the limited use overlay to the Lakeshore Retreat portion of Camp Morrow ensures that shared facilities relied on by the Badger Creek Ranch continue to be available because the presence of these facilities and infrastructure are relied on to justify the exception on adjoining farm land.

Staff Finding: With a **condition**, staff concurs with applicant's finding.

- Applications for an exception, comprehensive plan amendment, zone change and LUDO text amendments have been made to allow expansion of the existing youth/family camp facilities at Camp Morrow.
- Exceptions statement documents existing structures on the Badger Creek Ranch site. Building permits have not been presented for each structure.
- Some structures listed in the exception statement were placed on the Badger Creek portion of the property intending to be temporary in nature. The applicant plans to make these improvements permanent or replace them with permanent structures. Staff analyzed the location and verified that all existing structures meet current property development standards as outlined in the Exclusive Farm Use zone, Section 3.210.I. (Dimensional Standards and Setbacks). If building permits are obtained for these buildings (if necessary), staff concludes these structures will be consistent with proposed Limited Use Overlay Section 3.980.B.1 **and 2.**, as indicated in Attachment D: *"Use of all lawfully established development existing on the site on the date of adoption of this section, consistent with the exception."*
- Approval of this application will allow the existing structures to be made permanent by allowing the applicant to seek and receive all required building permits within one year of the date of this approval. Any existing improvement not fully permitted with all necessary building permits in that time frame shall be removed from the site and will require Conditional Use Permit review in accordance with the LUDO requirements for new or expanded uses prior to being replaced at a later date. A **condition** stating this is indicated.
- **The Exceptions Statement documents existing structures on the Lakeshore Retreat site. Building permits were not presented for each structure.**
- **All substantive structural improvements on the Lakeshore Retreat site pre-existed building permit requirements, met building permit requirements in place when structures like the meeting hall were built, or were too small to require building**

NOTE: **Bold and underlined** text indicates amendments by the Planning Commission.

permits. Staff concludes that all structures listed as existing structures at the Lakeshore Retreat site are consistent with proposed Limited Use Overlay Section 3.980.B.1. and 2., as indicated in Attachment D: "Use of all lawfully established development existing on the site on the date of adoption of this section consistent with the exception;" and "Renovation, replacement, and relocation" of the same.

- b. Long term application of the limited use overlay is required by state law unless a new exception is requested and approved.

660-004-0018 Planning and Zoning for Exception Areas

(4) "Reasons" Exceptions:

(b) When a local government changes the types or intensities of uses or public facilities and services within an area approved as a "Reasons" exception, a new "Reasons" exception is required;

(c) When a local government includes land within an unincorporated community for which an exception under the "Reasons" section of ORS 197.732(1)(c) and OAR 660-004-0020 through 660-004-0022 was previously adopted, plan and zone designations must limit the uses, density, public facilities and services, and activities to only those that were justified in the exception or OAR 660-022-0030, whichever is more stringent.

Applicant's Finding: The requested reasons exception is justified based on specific need for a subset of the uses more broadly provided for in the A-R zone. The portion of Camp Morrow requiring the exception (Badger Creek Ranch) is located immediately outside an existing acknowledged exception area. The portion of Camp Morrow included in the limited use overlay but not subject to the exception (Lakeshore Retreat) is located within the existing acknowledged exception area. If the county were to complete an unincorporated community planning process affecting Pine Hollow and Pine Hollow community were to become a rural community as defined by state law, the limited use overlay would remain a limitation on permitted uses in this overlay area. Removal of the limited use overlay could not be done without review of the exception statement made for the Badger Creek Ranch portion of the site.

Before removal of the limited use overlay could be approved for the Lakeshore Retreat portion of Camp Morrow, the county could require that Badger Creek Ranch revert to agricultural zoning or demonstrate its ability to function autonomously. Before the limited use overlay could be removed or altered for Badger Creek Ranch portion of Camp Morrow the county could require the site be rezoned for farm use or seek and receive approval of a new exception. The applicant does not anticipate any change in use from that planned for in this request but the above limitations are understood. Approval of the requested exception, zone change, and limited use overlay will not result in Camp Morrow's ability to divide all camp land for housing, develop hotels, open restaurants or establish any other uses allowed in the A-R zone but not addressed in the justification for this exception or permitted by the limited use overlay.

Staff Finding: Concur with applicant's finding.

NOTE: Bold and underlined text indicates amendments by the Planning Commission.

- c. Four factors must be addressed to substantiate the request for a reasons exception. These four factors can be summarized as:
- 1) There must be a need or reason to provide flexibility not provided by the Goal
 - 2) There are no alternatives to the exception that could meet the need without requiring an exception
 - 3) There are no alternative locations for the use that would result in less, environmental, economic, social, or energy consequences than the proposed site
 - 4) The proposed use is compatible or will be limited to be compatible with surrounding uses

Applicant's Finding: All four factors are addressed under the discussion titled *Exception Requirements* later in this findings document.

Staff Finding: Exception requirements are addressed in 6.

- d. The Rule provides an exemplary rather than exhaustive list of reasons considered acceptable to justify why a state policy should not apply. These reasons can be paraphrased as:
- 1) There is a demonstrated need for flexibility in one or more Goals to provide for the objectives of one or more of the remaining Goals.
 - 2) The use to be accommodated by the requested exception is dependent upon a resource that is available only in the requested location or the use needs to be accommodated near the resource.
 - 3) The proposed use needs to be located on or near the proposed exception site due to special qualities or features of the use.

Applicant's Finding: Reasons relied on to support the exception are not limited to those listed in the rule but the rule provides valuable guidance on the types of reasons to be considered when evaluating a request for a reasons exception. The specific reasons relied on to support Camp Morrow's request for an exception are discussed under the title *Reasons Supporting the Requested Exception* later in this findings document.

Staff Finding: Reasons supporting the requested exception are addressed in 6.

6. EXCEPTION REQUIREMENTS

- a. **The first of the four required factors** to be considered is the need or reason for flexibility not provided by Goal 3.

660-004-0020

Goal 2, Part II(c), Exception Requirements

(2) The four factors in Goal 2 Part II(c) required to be addressed when taking an exception to a Goal are:

(a) "Reasons justify why the state policy embodied in the applicable goals should not apply": The exception shall set forth the facts and assumptions used as the basis for determining that a state policy embodied in a goal should not apply to specific properties or situations including the amount of land for the use being planned and why the use requires a location on resource land;

Applicant's Finding: Three primary reasons justify why Camp Morrow's exception request should be approved. These reasons include:

- (1)The Camp's need to improve existing on site facilities where soils and space are suitable to accommodate a new septic system with sufficient space for both primary and secondary / back up drain fields.
- (2)Gradually increasing demand for rural camp experiences in a healthy environment well suited to the mission and ministry Camp Morrow has adhered to since it began the camp on the site in 1958.
- (3)A need to meet the demand for rural camp experience on a site that allows for shared amenities, facilities, and staffing.
- The Lakeshore Retreat portion of Camp Morrow has been in operation for nearly 50 years. The camp has benefited from a slow but steady increase in demand for the camps they offer. Existing facilities on 31.54 acre parcel (tax lot 900 located Township 4 South Range 12 East Section 4 shown on detail map 4DB) have been in existence since before Pine Hollow Reservoir was created. Existing septic system capacity only just accommodates current demands during peak use. The location of the existing system leaves no room for a back up drain field. If the camp is to continue to meet even the existing demand for outdoor recreational experiences encouraged by **Goal 8 – Recreation Needs**; it needs to replace the existing septic system on a small portion of 37.76 acre parcel (Tax Lot 600 located in Township 4 South Range 12 East Section 4).
- This request is made because Camp Morrow is planning to meet a need for recreation opportunities. The camp has made an effort to recognize the continuing increase in demand for outdoor camp and recreational experiences and has been allocating resources to the development of a master plan for camp development that supports areas of current and expanding demand and considers the possibility of including some modest year round retreat opportunities and adult fellowship. This plan includes the need to provide for adequate on site infrastructure to support any planned expansion. The rate of expansion is tied to the Camp's financial performance and the ability to fund raise to finance improvements and subsidize camp registration fees (off setting costs to campers). The Camp is not a highly leveraged commercial operation and the expectation is that the growth rate for the camp will continue to be modest but steady. The ownership and operation of the Camp should be a valid consideration. The Camp land is owned by American Missionary Fellowships (AMF). Camp Morrow is an affiliated non profit with its own

independent non profit board of directors but AMF representatives serve on the board. As an affiliate, Camp Morrow cannot sell the camp at will. The camp will continue to function as a youth and family camp as required by AMF. The mission of Camp Morrow includes provision of recreational experiences with a ministry component along with accommodating outdoor educational programs (e.g. 4H, or outdoor schools) that can rent facilities at the camp to stage camps without a focus on ministry. Scholarship programs are available to ensure campers can attend who might not otherwise be able to participate. General registration fees do not cover the cost to host a camper. Rates are subsidized by fund raising to keep costs down and ensure the camp experience remains affordable.

- Demand for a more rustic experience at Badger Creek Ranch has been demonstrated with the provision of temporary improvements to accommodate the use. Approval of the exception and rezone will allow that camp experience to become a permanent offering by Camp Morrow. Approval of the requested exception further supports **Goal 8**. The ability to expand opportunities for outdoor recreation immediately adjacent to existing facilities and in a location where staffing and common areas can be shared allows for economies of scale that also help make the camp experience more affordable for participants than it would be if a separate freestanding equestrian program were to be established at some distance from the existing camp.
- Gradual growth to meet increasing demands supports **Goal 9** objectives to provide opportunities for economic development. The camp itself does not create a lot of full time employment. The current reliance on volunteer efforts is expected to continue even as the camp grows. New campers and their families are exposed to the natural beauty of a part of Wasco County that they would not otherwise be exposed to. Campers, paid staff, and volunteers alike will purchase goods to support the camp and individuals visiting or spending the full season at the camp.
- The master planning effort supports **Goal 1** (citizen involvement) & **Goal 2** (Land Use Planning) by allowing the County to process, shape, and plan for long term demands at an existing youth and family camp site. Submittal of a master plan in the form of a limited use overlay with the request for an exception informs the county and county residents of the long term plans and objectives of an existing land owner. Piecemeal permitting at the existing camp site would provide only glimpses of current camp activities and would be more challenging for the county and local residents to respond to in a meaningful way.
- **Goal 5** (Open space, Scenic, Historic, and Natural Areas) and **Goal 6** (Air, Water, and Land resources) are likewise supported by submittal of an overall master plan. This allows the county to consider sensitive resources on or near the entire subject property and to inform the applicant and public of any necessary protection measures that need to be addressed as camp use continues and grows.

Staff Finding: Concur with applicant's findings.

- b. The second of the four required factors to be considered is the availability of alternative locations that could accommodate the proposed use without requiring an exception.**

660-004-0020

Goal 2, Part II(c), Exception Requirements

(b) "Areas which do not require a new exception cannot reasonably accommodate the use":

(A) The exception shall indicate on a map or otherwise describe the location of possible alternative areas considered for the use, which do not require a new exception. The area for which the exception is taken shall be identified;

Applicant's Finding: To address (A) above Camp Morrow does not have the resources to create the planned rural recreational opportunities on a site that would require separate administration, staffing, and establishment of all new facilities and amenities. This factor is the reason the applicant proposes application of the limited use overlay to the entire camp rather than just the exception area. For this reason alternative locations are limited to those in or around the Pine Hollow area.

Staff Finding: Concur with applicant's finding.

(B) To show why the particular site is justified, it is necessary to discuss why other areas which do not require a new exception cannot reasonably accommodate the proposed use. Economic factors can be considered along with other relevant factors in determining that the use cannot reasonably be accommodated in other areas. Under the alternative factor the following questions shall be addressed:

(i) Can the proposed use be reasonably accommodated on nonresource land that would not require an exception, including increasing the density of uses on nonresource land? If not, why not?

(ii) Can the proposed use be reasonably accommodated on resource land that is already irrevocably committed to nonresource uses, not allowed by the applicable Goal, including resource land in existing rural centers, or by increasing the density of uses on committed lands? If not, why not?

(iii) Can the proposed use be reasonably accommodated inside an urban growth boundary? If not, why not?

(iv) Can the proposed use be reasonably accommodated without the provision of a proposed public facility or service? If not, why not?

Applicant's Finding: To address (B) above, a brief discussion of each subsection is provided below:

- (i) The proposed use cannot be reasonably accommodated on nonresource land that would not require an exception. It could be feasible for Camp Morrow to expand onto other lands in the Pine Hollow exception area; however, this would not be desirable. The compatibility of

the existing camp with surrounding residents has much to do with its location. The Camp is currently located at the far end of the reservoir behind the secondary dam that detains the lake that was known as Morrow Lake before the Pine Hollow Reservoir was created. The Camp and related activities is a known entity and is somewhat isolated from residences on small lots all around the lake. Master planning to expand into land immediately adjacent to the existing camp, and that has been used informally for camp activities in the past, assures that camp uses can continue their existing compatibility without introducing new disturbances into rural residential areas where camp activities have not previously existed. Expansion onto a satellite location nearby within the existing Pine Hollow exception area, assuming one could be found for sale, would likely require much more land to provide necessary buffers to allow establishment of a new youth and family camp and would lack the benefits of shared facilities and diversity of camp experience even if staff and volunteers could be shared.

- (ii) The proposed use cannot be reasonably accommodated on resource land that is already irrevocably committed to nonresource uses because the proposed expansion depends on immediate proximity to resources and inclusion of horses and livestock considered to be resource uses. The reason an exception must be taken is not because the use is not rural in nature. It is because a youth and family camp is not explicitly allowed for on farmland under Goal 3. The Badger Creek Ranch portion of Camp Morrow requires land that is suitable to stabling, feeding, and exercising of horses and further benefits from exposure to grazing of some cattle. Increasing density in the Lakeshore portion of Camp Morrow will not provide for the desired equestrian and small ranch experience.
- (iii) The proposed use cannot be reasonably accommodated inside an urban growth boundary because it is reliant upon shared facilities, infrastructure and staffing with the existing Lakeshore portion of Camp Morrow. The nearest urban growth boundaries are Dufur and Maupin. Neither of these cities is close enough to allow for the benefits of shared infrastructure, facilities and staffing. If land were available in either of these urban growth boundaries the rural recreational camp activities provided by Camp Morrow would not readily be made compatible with small town land uses. The proposed use is a rural recreational use that requires proximity to existing infrastructure and recreational amenities and is not the type of use that can easily be accommodated in a city or town.
- (iv) The proposed use will not require the provision of a new public service or facility. Water and sewer needs are currently met on site and planning is underway to ensure that needs continue to be met as the camp expands. Preliminary assessment of both water rights and an alternate septic system location has determined that it is feasible to meet needs on site. Formal permitting of the septic system and procurement of additional water rights will be sought once land use approval is given.

Staff Finding: Concur with applicant's finding.

(C) This alternative areas standard can be met by a broad review of similar types of areas rather than a review of specific alternative sites. Initially, a local government adopting an exception need assess only whether those similar types of areas in the vicinity could not reasonably accommodate the proposed use. Site specific comparisons are not required of a local government taking an exception, unless another party to the local proceeding can describe why there are specific sites that can more

reasonably accommodate the proposed use. A detailed evaluation of specific alternative sites is thus not required unless such sites are specifically described with facts to support the assertion that the sites are more reasonable by another party during the local exceptions proceeding.

Applicant's Finding: There are no alternate areas or specific locations that could accommodate an expansion of the existing, long standing camp. Expansion of the existing use, including improvements to the private septic system that serves the existing use need to be accommodated on the ground immediately adjacent to the existing use. Even if the camp were to expand to an adjacent area and arrange for a "split campus" or operate in two separate locations; there would still be the need for an exception that would allow the septic system to be expanded into the EFU ground to better serve the existing uses. The efficiencies gained by expanding onto land immediately adjoining the existing camp facilities outweigh any benefits that could be gained from locating in any alternate location.

Staff Finding: Concur with applicant's finding.

- c. **The third of the four required factors to be considered is the ESEE analysis of the potential impacts of the proposed site vs. locating the use in another area that would also require a goal exception.**

660-004-0020

Goal 2, Part II(c), Exception Requirements

(c) The long-term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a Goal exception. The exception shall describe the characteristics of each alternative areas considered by the jurisdiction for which an exception might be taken, the typical advantages and disadvantages of using the area for a use not allowed by the Goal, and the typical positive and negative consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts. A detailed evaluation of specific alternative sites is not required unless such sites are specifically described with facts to support the assertion that the sites have significantly fewer adverse impacts during the local exceptions proceeding. The exception shall include the reasons why the consequences of the use at the chosen site are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site. Such reasons shall include but are not limited to, the facts used to determine which resource land is least productive; the ability to sustain resource uses near the proposed use; and the long-term economic impact on the general area caused by irreversible removal of the land from the resource base. Other possible impacts include the effects of the proposed use on the water table, on the costs of improving roads and on the costs to special service districts;

Applicant's Finding: To address c. above, a brief discussion of each subsection is provided below:

- (i) **Environmental** consequences resulting from the use at the proposed site are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a Goal exception. Approval of the exception and rezone necessary to permit the proposed use will not result in adverse environmental impacts. As discussed previously in the Goals analysis, Goals 5, 6, and 7 and local plan policies and ordinances crafted to protect these resources will still be fully applicable at the site. Approval of the planned use will allow the existing septic system to be replaced on land currently zoned for resource use in an area capable of providing primary and secondary drainfield area. The ability to accommodate the use on land contiguous with the existing camp provides this benefit other farm land further out in the agricultural zone would not.
- (ii) **Economic** consequences resulting from the use at the proposed site are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a Goal exception. The size of the exception parcel (37.76 acres) does not represent a significant amount of agricultural land to be dedicated to non agricultural use. If the proposed use were to be located on other farm land it would likely require additional area to accommodate sufficient amenities to attract campers. The planned use itself requires some agricultural suitability to support the horses and cattle relied on for an equestrian camp that exposes campers to horses and grazing uses. Use of land adjoining the existing camp parcel allows moderate economic development without removing high value land from agricultural production. The rustic Badger Creek Ranch's focus on agricultural heritage and education also helps ensure compatibility of the camp use with surrounding agricultural uses whether located in the proposed location or on other farmland.
- (iii) **Social** consequences resulting from the use at the proposed site are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a Goal exception. Social consequences that could result from approval of the proposed use could actually be greater on other farmland. Permitting expansion onto farmland contiguous to and immediately behind existing camp facilities from the reservoir also means that land dedicated to formalizing camp uses will be the same land that provides for informal recreation use related to Camp Morrow activities already. This land is perceived as part of Camp Morrow already. Expansion onto other farmland would potentially introduce a level of activity not previously anticipated by landowners surrounding another location. The likelihood of unintended social impacts would be increased if expanded camp uses were located elsewhere in the A-1 Zone. Social benefits derived from location of the planned use on the proposed parcel include the fact that economies of scale help to keep the camp experience more affordable and allow the camp to serve the broadest range of campers.
- (iv) **Energy** consequences resulting from the use at the proposed site are not significantly more adverse than would typically result from the same proposal being located in other areas requiring a Goal exception. As discussed in the Goals analysis and applicable criteria above, energy consumption would be improved by the proposed contiguous location of the two component parts of Camp Morrow. If an Equestrian component were developed on

other farmland not adjacent to the Lakeshore Retreat, Staff would have to travel between the two camps and campers would need to be transported between the two locations if the diversity of camp activities during peak camp use were to be maintained. Camp operation is clearly more efficient at a single site rather than by development of multiple separate sites.

Staff Finding: Concur with applicant's findings.

- d. **The fourth of the four required factors** to be considered is the compatibility of the proposed use with other adjacent uses.

660-004-0020

Goal 2, Part II(c), Exception Requirements – Four Factors Need be Addressed

(d) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts. The exception shall describe how the proposed use will be rendered compatible with adjacent land uses. The exception shall demonstrate that the proposed use is situated in such a manner as to be compatible with surrounding natural resources and resource management or production practices. Compatible is not intended as an absolute term meaning no interference or adverse impacts of any type with adjacent uses.

Applicant's Finding: The proposed uses are rural in nature and focus on the agricultural heritage of the area. There is a strong agricultural component to the rustic Badger Creek Ranch portion of Camp Morrow. This portion of the camp will be used only in the summer and will include primarily equestrian activities. Campers will have access to the lake and other recreational resources in the Lakeshore Retreat area. Though not specifically listed as a use permissible in an agricultural zone, the proposed expansion of Camp Morrow, including formal development of the Badger Creek Ranch area is a use similar to farm ranch recreation, or a campground, both of which are allowed in the zone. No conflicts with surrounding uses are expected to result from development or operation of the proposed use.

Staff Finding: Concur with applicant's finding.

7. REASONS TO SUPPORT THE REQUESTED EXCEPTION

- a. **Reasons the exception needs to be granted must be clearly stated. Reasons may include the following:**

660-004-0022

***Reasons Necessary to Justify an Exception Under Goal 2, Part II(c)
An exception Under Goal 2, Part II(c) can be taken for any use not allowed by the applicable goal(s). The types of reasons that may or may not be***

used to justify certain types of uses not allowed on resource lands are set forth in the following sections of this rule:

(1) For uses not specifically provided for in subsequent sections of this rule or OAR 660, Division 014, the reasons shall justify why the state policy embodied in the applicable goals should not apply. Such reasons include but are not limited to the following:

(a) There is a demonstrated need for the proposed use or activity, based on one or more of the requirements of Statewide Goals 3 to 19; and either

Applicant's Finding: There is a need for the exception to provide for continued provision of recreational opportunities to returning and new campers. Access to recreation in order to "satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities" is the premise of **Goal 8**. Camp Morrow meets special recreational needs of youth from the mid-Columbia area, Portland, and the broader Bend area. Alternative camp options are limited. Camp Morrow has slowly grown to meet this expanding need in its current location over the past 50 years. The need to improve infrastructure and the desire to formalize an equestrian component of the Camp, have led Camp Morrow to request approval of the exception, plan amendment, rezone, and application of the limited use overlay. Approval of the request will also provide, to a lesser degree, for **Goal 9**, economic development. Camp visitors and staff alike will rely on goods and services provided by area businesses. Campers and their families will be exposed to an area of the county off the main highway that might otherwise not be discovered by visitors who could seek opportunities to return.

Staff Finding: Concur with applicant's finding.

b. 660-004-0022

Reasons Necessary to Justify an Exception Under Goal 2, Part II(c)

(b) A resource upon which the proposed use or activity is dependent can be reasonably obtained only at the proposed exception site and the use or activity requires a location near the resource. An exception based on this subsection must include an analysis of the market area to be served by the proposed use or activity. That analysis must demonstrate that the proposed exception site is the only one within that market area at which the resource depended upon can reasonably be obtained; or

Applicant's Finding: The use is dependent on a resource reasonably available only at the proposed location. The proposed use reasonably relies on proximity to both Morrow Lake (Pine Hollow Reservoir) and existing camp facilities. Without the ability to share facilities, infrastructure and staffing with the existing Lakeshore Retreat, camp expansion would not be feasible. Other waterfront properties may exist in the County and one may even exist in this part of the county. No other site exists that would allow the expansion of existing camp use to benefit from existing camp development and lake access.

Staff Finding: Concur with applicant's finding.

c. 660-004-0022

Reasons Necessary to Justify an Exception Under Goal 2, Part II(c)
(c) The proposed use or activity has special features or qualities that necessitate its location on or near the proposed exception site.

Applicant's Finding: The use is dependent on the ability to accommodate the use at the proposed exception site. The proposed use needs to be allowed to grow from an existing legal youth and family camp. The Camp is operated by a non profit organization and the land is owned by American Missionary Fellowships (AMF). Ownership by AMF ensures the camp land will continue to be operated as a non profit youth and family camp even if Camp Morrow were to cease to run the camp. The Camp cannot be come a purely commercial operation. The mission of Camp Morrow is to provide for ministry and outdoor recreation. Camp Morrow's mission and operations also provide for outdoor education by organizations not focused on ministry. Fees to participate in the camp are subsidized by fund raising and ability to grow and provide recreational opportunities are limited by the availability of these funds. The Camp cannot reasonably support two separate sites. The proposed use needs to be permitted in the identified location to be feasible.

Staff Finding: Concur with applicant's finding.

C. COMPREHENSIVE PLAN PROVISIONS

The request is to amend the County Comprehensive Plan map to change the zone designation in the exception area from Exclusive Farm Use (A-1(160)) to A-R (Agricultural-Recreational).

Section XI (VIII) of the County's Comprehensive Plan identifies the general criteria that must be considered for approval of a plan amendment. These criteria are factors for consideration and not standards that must each be strictly met. Thus, the Planning Commission need consider these criteria and determine whether they are generally satisfied.

1. (VIII) 1. The proposed amendment complies with the State of Oregon statewide Planning Goals. Each Goal must be addressed or if not applicable, explained why.

Applicant's Finding: Compliance with state wide goals was addressed under the Goal Analysis provided in the beginning of this document.

Staff Finding: Statewide Planning Goals are addressed in A.

2. (VIII) 2. *There is substantial proof that the proposed change will not be detrimental to the spirit and intent of such goals.*

Applicant's Finding: The goals were discussed in A. and the request was found to be consistent with all goals but Goal 3, the goal to which an exception is requested.

Staff Finding: Concur with applicant's finding.

3. ***(VIII) 3. A mistake in the original Comprehensive Plan occurred or changes in the character of the neighborhood have occurred which warrant the proposed change.***

Applicant's Finding: A mistake or change can be found to have occurred. To the degree that this factor may apply to a quasi judicial plan amendment and zone change it is addressed here. Camp Morrow existed prior to zoning and comprehensive plan development. Demand for camp space has increased since the camp started nearly 50 years ago. The comprehensive plan includes no specific plan to meet increased demands for recreation over time. Approval of this request will help meet increased demands for outdoor recreation opportunities.

Staff Finding: Concur with applicant's finding.

4. ***(VIII) 4. There are factors which relate to the public need for healthful, safe and aesthetic surroundings and conditions.***

Applicant's Finding: The public need for healthful, safe, and aesthetic surroundings are provided for in this request. Approval of the request will allow for healthy rural outdoor recreation in aesthetic surroundings.

Staff Finding: Concur with applicant's finding.

5. ***VIII. 5. There is proof of change in the inventories originally developed.***

Applicant's Finding: Original inventories did not project or account for all resources necessary to meet increasing demand for recreational opportunities over time. To the degree that this is applicable to a quasi judicial plan and zone change, it is sufficient to acknowledge that recreational inventories have changed since recreational demand and sites were originally inventoried in the county's plan.

Staff Finding: Concur with applicant's finding.

6. ***VIII. 6. Revisions shall be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change must be established.***

Applicant's Finding: The public need required to justify the requested change are found to exist. Need and justification has been established in the supporting documentation which constitute the factual basis for this change.

Staff Finding: Concur with applicant's finding.

D. WASCO COUNTY LAND USE & DEVELOPMENT ORDINANCE

1. Chapter 2 – Development Approval Procedures

- a. **Sections 2.060B.1. (Recommendation to County Court on Quasi-Judicial Plan Amendment) and 2. (Zone Change and Ordinance Amendment (Chapter 9)).** These LUDO sections provide that the Planning Commission will have the authority to review zone changes and ordinance amendments, and provide a recommendation to the County Court for a Quasi-Judicial Plan Amendment.

Staff Finding: The owner has applied for a Quasi-Judicial Comprehensive Plan Amendment including an exception to Statewide Goal 3 – Agricultural Lands, a Zone Change and a LUDO amendment. Although the Planning Commission has authority to make a decision on a zone change and an ordinance amendment, a decision on the request for a Comprehensive Plan Amendment and exception to Goal 3 requires approval of the County Court, therefore, the Planning Commission will make a recommendation to the County Court for all requests under consideration in this matter.

- b. **Sections 2.080 & 2.140 - Notice**
Section 2.080 states that at least twenty (20) days prior to the date of a quasi-judicial public hearing under Section 2.060 (B), notice shall be provided to specific individuals and agencies. Section 2.140 sets forth the hearing procedure for the Planning Commission.

Staff Finding: Public notice was given, as specified by Section 2.080 of the WCLUDO, twenty days prior to the hearing. Upon issuance of a decision, notice will again be given, and a twelve day appeal period provided.

- c. **Section 2.110.D, Conditions of Approval**
This section sets forth the parameters for imposing the recordation of conditions of approval on developments.

Finding: The proposed use will require **conditions** to protect the public from potentially deleterious effects of the proposed use, fulfill the need for public service demands created by the proposed use. Because all future property owners and the public are required to have access to the conditions of approval associated with this review, if the request is approved the County Planning Department will record the entire notice of decision, including all of the conditions of approval, with the Wasco County Clerk's Office upon expiration of the appeal period.

2. Chapter 9 – Zone Change and Ordinance Amendment

Section 9.020, Criteria for Decision

The Approving Authority may grant a zone change only if the following circumstances are found to exist:

- a. **The original zoning was the product of a mistake; or**
- b. **It is established that:**
 - 1) **The rezoning will conform with the Comprehensive Plan; and,**

- 2) **The site is suitable to the proposed zone;**
- 3) **There has been a conscious consideration of the public health, safety and welfare in applying the specific zoning regulations.**

Applicant's Finding: The request is consistent with Section 9.020.

- Comprehensive plan provisions were reviewed above. Statewide Goals were also discussed and the request conforms to the comprehensive plan.
- The site is uniquely suitable for the proposed use. The unique characteristics of the site and the use are discussed in 7.b. and c. The request is made for a site that is suitable for the proposed use.
- The public health safety and welfare were considered in the creation of the proposed zone change. The limited use overlay limits ultimate development to coincide with capacity on the site.

Staff Finding: Concur with applicant's finding.

V. CONCLUSIONS

A. The request is for:

1. Exception to Statewide Planning Goal 3 – Agricultural Lands;
2. Comprehensive Plan Amendment from Exclusive Farm Use to Agricultural-Recreational;
3. Zone Change from A-1(160) Exclusive Farm Use, to A-R, Agricultural Recreational for the land west of F.A. Morrow Road; and application of the Camp Morrow Limited Use Overlay zone to the Badger Creek Ranch and Lakeshore Retreat areas.
4. LUDO text amendment to adopt the proposed Camp Morrow Limited Use Overlay zone.

B. The subject parcel is located within the A-(160) Exclusive Farm Use zone (west of F.A. Morrow Road) and the A-R Agricultural-Recreational zone (east of F.A. Morrow Road) in Wasco County.

C. With **conditions**, the requests are consistent with the Wasco County Land Use & Development Ordinance, the Wasco County Comprehensive Plan, and applicable State laws.

VI. STAFF RECOMMENDATION: Staff recommends the Planning Commission adopt the findings of fact, conclusions of law, and proposed **conditions** in the staff report, and:

- A. Recommend **approval** of the zone change from A-1(160) to A-R for 4S 12E 4, tax lot 600.

- B.** Recommend **approval** of the Camp Morrow Limited Use Overlay zone (EPD-14).
- C.** Recommend **approval** of the exception to Statewide Planning Goal 3 – Agricultural Lands.
- D.** Recommend **approval** of the Comprehensive Plan Amendment from Exclusive Farm Use to Agricultural-Recreational.

VII. PROPOSED CONDITIONS

- A.** The property owner will apply for and receive approval of a partition replat to consolidate (replat) the three legal parcels into one legal parcel, prior to issuance of zoning approval on any building or septic permit application.
- B.** All existing Badger Creek Ranch improvements listed in the exception statement shall be permanently permitted with all necessary building permits in place within one year of this approval becoming final. Any listed improvement at Badger Creek Ranch that is not fully permitted by State Building Codes within a year of this approval shall be removed from the site. Subsequent replacement of a use removed subject to this condition will require Conditional Use Permit review in accordance with the LUDO requirements for new or expanded uses.

VIII. PROPOSED RECOMMENDATION

It is recommended the property owners control storm water generated on the subject property so as not to collect and accelerate water leaving it. Although there are no state or federal laws controlling storm water drainage on a small-scale project that disturbs less than 1 acre of land, the owners are advised that civil law addresses the control of storm water generated on private lots. The owners or future land owners may be liable for off-site storm water drainage that violates Oregon's civil drainage law doctrine. This shall be indicated in the notice of decision so that future property owner(s) are made aware of this concern.

ATTACHMENT F – CAMP MORROW EXCEPTION STATEMENT

A. Badger Creek Ranch - Camp Morrow Exception Statement

The Badger Creek Ranch - Camp Morrow Exception is a reasons exception for 37.76 acres known as the Badger Creek Ranch portion of Camp Morrow. Camp Morrow property includes an established youth and family camp in Pine Hollow. This exception is requested along with a Limited Use Overlay applicable to the entire Camp Morrow property. The entire Camp Morrow property is 70.52 acres in size.

The Exception Area for a youth/family camp is approved by Ordinance No. _____ (incorporated herein by reference). In accordance with OAR 660-04-018 (3) the exception statement is made part of the county's comprehensive plan. Ordinances and comprehensive plan designations are adopted to limit the uses and activities to only those uses and activities justified by the exception. If Wasco County were to change the types or intensities of uses within the Badger Creek Ranch Exception Area, a new reasons exception would be required. If the permissible uses and activities in the broader limited use overlay were changed or intensified, the exception granted to the Badger Creek Ranch portion of the camp would need to be reviewed. Continuation of the Badger Creek Ranch Exception is contingent upon the mutual relationship between the Ranch and the remainder of the Camp Morrow facilities.

B. Description of Exception Boundary and Development Area

The Camp Morrow Exception Area consists of 37.76 acres, known as the Badger Creek Ranch portion of the 70.52 acre Camp Morrow property. The 31.54 acre Lakeshore Retreat portion of the Camp Morrow property has been owned by Camp Morrow since 1958. A small 1.22 acre parcel on the same side of Morrow Road as Lakeshore Retreat has been purchased more recently and is also considered part of the Camp Morrow ownership and will be made part of the same single legal lot. Land on the east side of the road is known as Lakeshore Retreat and is currently developed and used as a youth/family camp. The full Camp Morrow property is affected by the Limited Use Overlay. Both the exception area and existing camp are located on the east end of Pine Hollow Reservoir in Wasco County Oregon.

The boundaries of the exception area and full Limited Use Overlay area are shown on Attachment A, 4/7 and 5/7. The existing camp is currently developed and fully dedicated to youth and family camp uses. The presence of the existing camp is relied on to justify the exception and is therefore included in the Limited Use Overlay. Badger Creek Ranch exception area is to be formally developed and dedicated to a rustic camp program focused on the surrounding agricultural heritage. This portion of the camp will be somewhat separate in focus but will be used in conjunction with adjoining camp lands. Various recreational uses will be provided for all campers by facilities in the existing Lakeshore Retreat and the proposed Badger Creek Ranch portion of the camp. Formal inclusion of the Badger Creek Ranch portion of the camp property will allow for improvement of camp utilities and ensure long term viability of the existing camp as well as allowing for diversification of camp activities.

The youth/family camp will utilize some of the existing structures in the camp. Some structures will be replaced, and some structures may be expanded, removed or change in use to meet changing camp needs. Existing water and sewer systems located on the Camp Morrow property support the existing camp uses. These

systems will be improved and expanded to support existing activities and any camp growth. These systems will support only camp uses and will not be relied on to serve any land outside the camp property. This Exception Statement describes the scope of the exception approved for youth/family camp and, together with Ordinance No. _____, establishes the limitations or restrictions on uses in the Exception Area and the Development Area.

C. Scope of Exception

The approved reasons exception for the Badger Creek Ranch - Camp Morrow allows use of the exception Area for a youth/family camp. As proposed by Camp Morrow and approved by Wasco County, the exception supporting safe and clean operation of the existing camp, expansion of existing camp facilities, and formalization of equestrian camp activities within the exception area. The maximum number of campers accommodated in the exception area will be 50 campers. Use within the overall Limited Use Overlay (includes all of Camp Morrow Property) will be limited by the site's ability to support the uses. The maximum number of campers planned to be accommodated on the entire Camp Morrow site is 310. Existing permanent residences on site will be retained and the five existing RV sites (used primarily for long term seasonal volunteers) will be expanded to include a maximum of 12 RV sites. The primary camp season is the summer months. Some year round use may develop over time but the camp is not expected to function at full capacity except during the summer months. Off peak season uses may include, educational purposes, retreats or staff training, or fund raising activities.

Camp development includes five types of development. The first is expansion of the lakeshore retreat camper capacity from 138 beds to 164 beds. This allows the camp to be run as one large group or two small autonomous groups. Each side of the camp will accommodate 82 people, complete with one small meeting/game room, a nurses station, and a speakers cabin. The east side will have "dry" cabins with a central bath house while the other cluster of cabins will be replaced with cabins that include a restroom in each cabin and the central bath house will be removed.

The second type of development will be to expand the number of RV sites from 5 to 12. The third type of development will be the Retreat Village. The fourth type of development will be development undertaken to formalize the Badger Creek Ranch equestrian facilities and horse camp. The fifth type of development will be to expand, repair, or add buildings needed to support camp participants from any area of the camp. These developments may include work on or creation of the dining/kitchen building, the multi-purpose recreation center, full time residences, shops, and storage sheds.

Water and Septic system capacity is a limiting factor on the site. The limited use overlay establishes review requirements for uses to ensure sufficient services are available to support development before development is approved.

Conceptual site plans documenting existing and planned developments for both the Lakeshore Retreat and Badger Creek Ranch components of the camp provide an inventory of existing structures and plans for expansion or replacement. Uses shown on the conceptual site plan and authorized by this exception support the youth/family camp only.

The conceptual site plans are not intended to be binding documents regarding specific development of the Camp Morrow property. However, it does present the general parameters of the proposed youth/family camp in terms of the general location of principal camp components. Any new building or expansion of an existing building that will change the number of campers served by the camp will require a conditional use permit under the terms of the Camp Morrow Limited Use Overlay. Compatibility and capacity will be reviewed to make sure proposed new structures are developed only if determined to be consistent with the adopted exception and as water and sewer capacity are confirmed and developed. This approach allows the conceptual site plan to provide a general picture of the camp's long term plans and to illustrate how the maximum expansion might be accommodated on site. The camp operator or user must maintain operations that are similar to those shown on the conceptual plan. Exactly how the uses will be accommodated on site is not dictated by the conceptual plan.

The Exception authorizes the establishment and operation of a youth/family camp consistent with the approvals provided for in Ordinance No. _____, including the referenced attachments. Attachment B, the Findings and Conclusions, describes the nature, size and general operation of the proposed camp. Attachment D defines the provisions of the Camp Morrow Limited Use Overlay zone. The purpose of the Camp Morrow limited Use Overlay zone is to assure that the development and operation of the camp is consistent with the purpose and intent of this Exception and limits uses and activities allowed in the underlying A-R zone to only those uses and activities justified by this Exception. By this reference, the Camp Morrow Limited Use Overlay is incorporated into this exception.

D. Reasons Justifying the Exception

This Exception and the accompanying referenced documents include the justification for the Exception and incorporate the Exception into the County's comprehensive plan. The following required elements are included by reference to and incorporation of Ordinance No. _____ and its attachments.

- ❖ The reasons justifying the exception including the facts and assumptions used as the basis for determining that a state policy in a goal should not apply to the Exception Area,
- ❖ the amount of land for the proposed use, and
- ❖ a rationale of why the use requires a location on resource land.

E. Inventory of Existing and Planned Improvements*

Camp Morrow / Lakeshore Retreat Facilities						
Existing			Proposed			Notes
Cabin/Structure Name	Map Key #	Sleeps	Cabin/Structure Name	Map Key #	Sleeps	
Tyre & Sidon	1&2	18	Tyre & Sidon	1&2	20	Replace existing cabins with new structures, some in new locations, all dry cabins served by restroom #1
Joppa	3	10	Joppa	3	10	
Capernaum	5	10	Capernaum	5	10	
Bethany	6	10	Bethany	6	10	
Hebron	4	10	Hebron	4	10	
Cana	7	10	Cana	7	10	
			New Cabin	17	10	
Corinth & Athens	11&12	20	Corinth & Athens	11&12	20	Replace existing cabins w/ new structures, some in new locations, wet cabins (w/ shower & bath)
Antioch	13	10	Antioch	13	10	
Philippi	14	10	Philippi	14	10	
Ninevah	15	10	Ninevah	15	10	
Tarsus	16	10	Tarsus	16	10	
			New Cabin	18	10	
Ephesus	8	3	Ephesus	8	3	No change
Jerico	10	3	Jerico	10	3	Replace w/ wet cabin
Nurses	9	4	Nurses	9	4	No Change
			New Cabin	19	4	w/ second nurses station
			Remodeled Cabin	20	0	Meeting game room
			Remodeled Cabin	21	0	Meeting game room w/ bath
Total Beds		138			164	
Restroom Blocks	Map Key #		Restroom Blocks	Map Key #		Notes
Restroom	1		Restroom	1		Remodeled
Restroom	2					Replaced by wet cabins

***NOTE:** An amended inventory of existing and planned improvements was submitted to the Planning Commission on October 3, 2006, and is identified as Attachment D.

Other Multi Purpose Buildings		Details	Other Multi Purpose Buildings		Details	Notes
Kitchen/Dining		Seat 138	Kitchen/Dining		Seat 260	Remodel expand
Craft/Lounge			Craft/Lounge			Remodel, add small office
Meeting/Game		Seat 150	Meeting/Game		Seat 150	No change
Store/Rec Deck			Store/Rec Deck			No change
Recreation Storage			Recreation Storage			No change
Prayer Chapel			Prayer Chapel			Remodel, add floor area
Amphitheater		Seat 50-75	Amphitheater		Seat 50-75	No change
Recreational Vehicle Sites		5 sites (full service)	Recreational Vehicle Sites		12 sites (full service)	No change to first 5 sites add 7
			Picnic Shelter w/ restroom			Add
			Laundry Facility w/ phone			Add
Site built full time residences		3	Site built full time residences		3	Retain houses, 1 or more may accommodate adult retreat use until retreat village is developed
Shop			Shop			Add bathroom
Storage Sheds			Storage Sheds			Replace single wide storage with pole buildings
			Guest cottage		Sleep 4	Add
			Summer staff dorm		Sleep 12	Add building w/ six rooms two beds each, 2 rooms per bath, all share staff lounge
			Additional residences		2	Add full time housing or replace converted housing if existing dwellings converted for adult retreat

***NOTE:** An amended inventory of existing and planned improvements was submitted to the Planning Commission on October 3, 2006, and is identified as Attachment D.

Camp Morrow / Lakeshore Retreat- Retreat Village Facilities						
Existing			Proposed			
Cabin/Structure Name		Sleeps	Cabin/Structure Name		Sleeps	Notes
None			Duplex Cabin		16	Add new wet cabins, all in new locations, geographically separated from remainder of camp
			Duplex Cabin		16	
			Fourplex Retreat		32	
			Fourplex Retreat		32	

Camp Morrow / Badger Creek Ranch Facilities						
Existing			Proposed			
Cabin/Structure Name		Details	Cabin/Structure Name		Details	Notes
Riding arena		Seats 50-75				No change
Barn						
Horse Trailer Parking						
Tack Sheds		3				
Horse Stalls		15				
Tents and Platforms		Have slept 45 campers			50 maximum	Add capacity to serve and sleep 50 campers max, Transition from temporary portable structures to permanent structures
Kitchen/Chuck Wagon						
Shower House						
Porta Pottys						

***NOTE:** An amended inventory of existing and planned improvements was submitted to the Planning Commission on October 3, 2006, and is identified as Attachment D.

ATTACHMENT G – PROPOSED CAMP MORROW LIMITED USE OVERLAY ZONE

Section 3.700

Section 3.700 is amended to add the following Environmental Protection District (EPD 14) Division 14, Camp Morrow Limited Use Overlay.

Section 3.980

Section 3.980 is amended to add Division 14, The Camp Morrow Limited Use Overlay:

Section 3.980, Division 14 – Camp Morrow Limited Use Overlay

A. Purpose

The purpose of the Camp Morrow Limited Use Overlay (LUO) is to assure that development and operation of the youth/family camp in the Camp Morrow LUO and Badger Creek exception area (adopted as part of the Wasco County Comprehensive Plan by Ordinance # _____) occurs in a manner that is consistent with the purpose and intent of the Camp Morrow exception (“Exception”). The LUO limits uses otherwise allowed in the Agricultural Recreation zone (A-R) to only the uses and activities justified in the Badger Creek exception.

B. Permitted Uses

1. Use of all lawfully established development existing on the site on the date of adoption of this section, consistent with the exception.
2. Renovation, replacement, and relocation of lawfully established development (structures and other improvements) existing on the date of adoption of this Section and consistent with the exception to the extent that relocation does not increase the capacity of the camp. (e.g. cabins may be replaced with larger cabins or with units providing attached bathrooms as long as overall sleeping capacity is not increased)

C. Uses Subject to Conditional Use Review

1. The following uses are subject to conditional use review in the Camp Morrow LUO:
 - a. New buildings for youth/family camp purposes (e.g. new recreation hall, new cabins not replacing existing cabins, or new community center)
 - b. Expansion of existing buildings for youth/family camp purposes (e.g. expanding capacity of existing kitchen/dining hall or adding beds to a bunk house that are not replacing existing beds)
 - c. New structures necessary for expanded youth and family camp activities
2. **Review Criteria** for uses subject to review in the Camp Morrow LUO include:
 - a. The proposed use is compatible with uses anticipated in and justified by the Exception.

- b. The proposed use will not exceed or significantly burden public facilities and services available to the area, including, but not limited to: roads, fire and police protection, sewer and water facilities, telephone and electrical services, or solid waste disposal facilities.
- c. The proposal will comply with all setbacks in the zone and Goal 5 buffer areas applicable to resource areas identified on the site (e.g. riparian or wildlife areas).
- d. The proposal will not significantly increase the cost of or cause a significant change in accepted farm or forest practices on surrounding lands devoted to or available for farm or forest use.

3. Conditions:

Such reasonable conditions as are necessary to ensure the compatibility of a conditional use to surrounding properties and to fulfill the purposes of the Camp Morrow limited use overlay and Badger Creek Ranch exception may be imposed in approving a conditional use permit application.

4. Applicability of Conditional Use Review Standards

Conditional uses in the Camp Morrow LUO shall be subject only to the following sections of Chapter 5, Conditional Use Review: Sections 5.040 Revocation of a Conditional Use Permit and 5.050 Pre existing uses classified as conditional uses in the ordinance.

D. Development Standards

1. Lighting

Outdoor lighting shall be sited, limited intensity, shielded and hooded in a manner that prevents the lighting from projecting onto adjacent properties and roadways.

2. Setbacks, Height Limits, Driveway Standards, Sign Standards, and Stream or Lake Buffers applicable in the A-R zone are applicable in the Camp Morrow LUO area.

3. Parking

- a. 2 on site vehicle spaces, in addition to RV space, per employee or full season camp volunteer.
- b. On site loading and unloading area.

4. No land divisions are allowed.