



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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www.lcd.state.or.us

## NOTICE OF ADOPTED AMENDMENT

July 9, 2007

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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Sherman County Plan Amendment  
DLCD File Number 001-07



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. Due to the size of amended material submitted, a complete copy has not been attached.

Appeal Procedures\*

### **DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: July 20, 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  
Jon Jinings, DLCD Regional Representative  
Georgia Macnab, Sherman County  
Dan Meader, 409 Lincoln St., The Dalles, OR 97058

<paa> ya/

**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

In person  electronic  mailed

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For DLCD Use Only

Jurisdiction: **Sherman County**

Local file number: **001-07**

Date of Adoption: **6/20/2007**

Date Mailed: **7/2/2007**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: 4/25/2007

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".

This is the final adopted product of a TA Grant from the Department to update the County's Comprehensive Plan, the project is listed as TA-R-07-029. This is a general update of the Plan inventories and policies. The Comprehensive Map is unchanged, except for the adoption date.

Does the Adoption differ from proposal? Yes, Please explain below:

There were minor typographical and other errors corrected that were in the initial draft submitted to the Department.

Plan Map Changed from: **N/A**

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
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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

If no, did Emergency Circumstances require immediate adoption?

Yes  No

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**DLCD file No.** \_\_\_\_\_

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

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Local Contact: **Georgia Macnab, Planning Director** Phone: **(541) 565-3601** Extension:  
Address: **P.O. Box 381** Fax Number: - -  
City: **Moro** Zip: **97039-** E-mail Address:

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### **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: [webservice.lcd.state.or.us](http://webservice.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](mailto: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 your request to: (503) 378-5518; or Email your request to [mara.ulloa@state.or.us](mailto:mara.ulloa@state.or.us) - ATTENTION: PLAN AMENDMENT SPECIALIST.

<http://www.lcd.state.or.us/LCD/forms.shtml>

Updated November 27, 2006

**Sherman County**  
**Ordinance No. 36-2007**

**AN ORDINANCE ADOPTING A REVISED COMPREHENSIVE PLAN  
FOR THE COUNTY AND  
REPEALING THE COUNTY'S 1994 COMPREHENSIVE PLAN, AS  
ADOPTED BY ORDINANCE NO. 03 - 06 - 94 AND ALL SUBSEQUENT AMENDMENTS  
TO THAT ORDINANCE AND DECLARING AN EMERGENCY**

The Sherman County hereby ordains:

**LEGISLATIVE FINDINGS**

1. The County has recently prepared and reviewed a new, updated Comprehensive Plan. The Plan was reviewed by the County Planning Commission on June 18, 2007, and recommended the adoption of the plan to the Sherman County Court.
2. Notice of the pending adoption of the updated Comprehensive Plan was submitted to the Department of Land Conservation and Development, as required.
3. Notice of the public hearing before the County Court was properly placed in the local newspaper.
4. The County Court conducted a public hearing on June 20, 2007. At the close of the public hearing, the County Court moved unanimously to adopt the new Comprehensive Plan.

**ADOPTION OF THE COMPREHENSIVE PLAN TEXT**

1. Repealer  
The 1994 Comprehensive Plan and all subsequent amendments to it are hereby repealed.
2. Adoption  
The Sherman County Court hereby adopts the updated County Comprehensive Plan dated June 2007.
3. Emergency Clause  
In as much as the health, safety, and economic well-being of the County is dependant upon the adoption of the new Comprehensive Plan, an emergency is deemed to exist, and this Ordinance shall be in full force and effect upon its approval by the County Court.


Exhibit 1 attached is hereby adopted.

ADOPTED this 20 day of JUNE, 2007.

SHERMAN COUNTY

  
\_\_\_\_\_  
Gary Thompson, County Court Judge

ATTEST:

  
\_\_\_\_\_  
Carol Thompson, Deputy Clerk

# **SHERMAN COUNTY**

## **COMPREHENSIVE LAND USE PLAN**

**June 2007 Revision**

THIS COMPREHENSIVE PLAN UPDATE WAS FUNDED  
BY A TECHNICAL ASSISTANCE GRANT FROM THE  
LAND CONSERVATION AND DEVELOPMENT  
COMMISSION.

THE CONTENTS OF THE DOCUMENT DO NOT NECESSARILY  
REFLECT VIEWS OR POLICIES OF THE STATE OF OREGON.

**COMPREHENSIVE LAND USE PLAN**

**SHERMAN COUNTY OREGON**

**1994**

UPDATED 2007

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## **INTRODUCTION- Section I**

The planning efforts in Sherman County have generally been in response to laws created at the State level. Yet, the knowledge that such local efforts would help to assure a life style and a livelihood bound in the tradition of the American farmer has given this plan and the 1968 and 1979 plans community support and worth.

Why land use planning in Sherman County? To assure that: 1) changes in land use are carefully considered for their short and long term impacts; 2) rational decisions are made and based upon factual data; 3) the community guides the use of all land; 4) equal and adequate protection is given to the rights of all landowners and citizens; and 5) actions and policies of all levels of government are coordinated.

## **COMPREHENSIVE PLAN DEFINITION -Section II**

The Comprehensive Plan is the public's conclusions about the development, conservation and preservation of the County. Comprehensive means all-inclusive in terms of natural and man caused activities. The term plan means the group of decisions made before changes are made in the area. The Comprehensive Plan shows how the County can best use what resources it has, to be the kind of place it would like to be in the future. It is a legal document upon which investments for the future, by government and private enterprise, may be based with confidence.

### **PLANNING PROCESS -Section III**

The main purpose of the planning process is to provide a formalized framework within which the citizens of the County may guide future land use within the County. The framework is designed to encourage the citizens of the County to participate and to ultimately direct the planning that occurs. The citizens are to be the primary influence in all decisions that are reached.

Sherman County's planning process can be divided into five basic phases: inventory and data collection; analysis; formulation of plan goals and policies; adoption; and revision and implementation. It has been the intent and will continue to be the policy of the Sherman County Court to involve effected and/or interested citizens and agencies in all phases of the planning process.

The inventories relative to all of the goal subjects have been compiled within the Resource Document - A Citizen's Guide to Sherman County. This document is available to the public at the Sherman County Planning Office. The analysis of these inventories is expressed within the Comprehensive Land Use Plan as findings. Whereas the goals and policies of the County are expressed within the goals and policies section of the Plan.

The Plan and implementation tools shall be reviewed for their currency and effectiveness annually upon the anniversary of the adoption of the Sherman County Comprehensive Plan. The Sherman County Planning Commission shall submit a report to the County Court setting forth the facts, findings, and their recommendation.

The County Court shall provide the opportunity for public comment upon the recommendation at a public hearing. If the Court determines that a revision of the Plan or implementation tools is needed they shall request a report from the Planning Commission and follow the process for revision as set forth in this Plan or other applicable ordinances.

## **PLAN REVISION AND ADOPTION -Section IV**

An amendment or revision to the Comprehensive Land Use Plan may be initiated by the Sherman County Court, Sherman County Planning Commission, City Council of any of the incorporated cities, board of any of the special districts, by petition of 5% of the voting public of the County, or the owner of the land which is the subject of the proposed amendment or revision.

The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practicable meeting after it is proposed and shall, within 40 days after the hearing, recommend to the County Court approval, disapproval or modification of the proposed amendment. If the amendment is initiated by the County Court it shall request from the Planning Commission a report and recommendation on the revision and allow the Planning Commission 40 days to submit the report and recommendation. After receiving the recommendation of the Planning Commission, the County Court shall hold a public hearing on the proposed amendment and within ten (10) days approve or disapprove the proposed amendment. Upon a majority vote of the County Court the revision shall have legal effect.

The Planning Commission, as well as the County Court, may upon a majority vote, recess a hearing in order to obtain additional information or to serve further notice upon other property owners or persons it decides may be interested in the proposal being considered. Upon recessing, the time and date when the hearing is to be resumed shall be announced.

Each hearing authorized by this Plan shall be publicized by public notice, in a newspaper of general circulation within the County, at least ten (10) days prior to such hearings. If funds are made available through the Land Conservation and Development Commission the County shall

provide 20 to 40 days written notice to be mailed to all landowners whose land would be rezoned if the Comprehensive Plan were amended (ORS 215.503). Nothing within this section shall limit the method or the distribution of hearing notification.

The Director of Planning shall notify the County Assessor of any changes in the Comprehensive Plan within 90 days after the date of the change. The Director shall also maintain an updated copy of the Comprehensive Plan within the offices of the County Assessor and the County Recorder.

The Plan is an expression of generalized decisions and a compilation of information available at the time of preparation and adoption. The real world is ever changing. The Plan must also change and reflect the current needs and desires of the effected populace. It is necessary, therefore, to evaluate the Plan in part on an annual basis. Every five years the Resource Document –A shall be evaluated.

**Citizen's Guide to Sherman County**, a resource document, should be updated and evaluated along with the Plan to determine if the adopted Plan and inventories are valid and realistic. The Plan is a working document. Plan revisions or amendments may take two forms, major and minor, and require either of two procedural safeguards, legislative or quasi-judicial, to assure due process.

**Major Revisions:** are those which have a dramatic or wide spread impact and require numerous changes in the goals and policy section of the plan or affect the land use designation over a substantial area. It shall be the policy of the County Court to limit major revisions except *in* concert with the update of

the Resource Document A - Citizen's Guide to Sherman County. Major revisions are generally legislative.

**Minor Revisions:** are those, which are limited in scope and would affect a relatively small tract of property and would require few, if any, policy and goal changes. Minor revisions will generally be quasi-judicial in nature but may also be legislative.

**Legislative:** are those amendments, which would change the intent of the plan in a substantial area. Typical examples would be those changes which might cause a dramatic increase in population, traffic, etc, may be required by an amendment of the Oregon Revised Statutes; or the creation of an additional Statewide goal.

**Quasi-Judicial:** are those revisions, which are site specific and would not significantly impact adjoining land uses. At least twenty-one (21) days prior to the day of any quasi- judicial proceedings, notices shall be mailed to all owners of property within 500 feet of the exterior boundary of the property for which the application is made. For this purpose the names and addresses of the owners shown on the records of the County Assessor shall be used. Failure of a person to receive notice shall not impair the validity of the hearing. Due to the legal requirements of this type of change, the following procedural requirements must be observed:

- 1) Parties with standing must have an opportunity to be heard, to present and rebut evidence (this item does not provide for cross-examination of testimony);
- 2) A record of the proceeding must be made;
- 3) Findings of fact, supportable by the record, shall accompany the decision; and
- 4) The hearing body shall be impartial, in other words having no pre-hearing or ex parte contacts related to the issue.

The burden of proof will rest with the proponent of the change. The petitioner must "prove":

- 1) There is a public need for a change of the kind in question;
- 2) That the need will best be served by changing the designation of that particular piece of property in question as compared with other available property; and
- 3) That the change is needed now and not at the regular review period.

**Limited Use Combining Zone Applications:**

Land Use requests which include the application of Limited Use Combining Zone procedures shall be considered Quasi-Judicial in nature for the purpose of notice and hearing procedures. The burden of proof shall rest with the proponent of the requested change. The standards for approval and basis for evaluating the proposed use shall be set forth in the LU Zone.



## **PLANNING INTENT -Section V**

A Comprehensive Land Use Plan is the guiding document of all land use decisions, however, the implementing measures, the zoning and subdivision ordinances; the County's Development Code contains the actual review criteria for most land use decisions. The Development Code is intended to achieve the goals and policies of the Comprehensive Plan. The Plan is intended to be a reflection of the public's conclusions about the future development, conservation, and preservation of the area. The Plan also incorporates the plans of effected governmental agencies and other jurisdictions in the area. The Plan fits them together harmoniously; it interrelates needs, constraints, and services with natural resources.

## **IMPLEMENTATION- Section VI**

The Comprehensive Plan is the generalized guide for more specific rules and regulations. These may take the form of subdivision and zoning ordinances, capital improvements programs, building codes enforcement and other regulations or ordinances necessary to implement the plan. These implementation tools must conform to the Comprehensive Plan. The Oregon Supreme Court stated in a landmark case, Baker vs. the City of Milwaukee (April 1975):

*Upon adopting a Comprehensive Plan, the City had a duty to implement it with zoning ordinances in accordance therewith and to conform prior conflicting zoning ordinances to it. One allowing a more intensive use than that prescribed in the plan must fail. The Comprehensive Plan is the controlling land use instrument for the City (likened in some respects to a constitution).*

Baker vs. the City of Milwaukee applies equally to counties and other implementation ordinances, regulations and programs. Therefore, the implementation tools have been evaluated for conformity with the Comprehensive Land Use Plan and are in accordance with the Plan.

Following future revisions or amendments to the Plan, all implementation tools shall be carefully evaluated for consistency with the amended Plan and, if necessary, amended accordingly.

## **INTRODUCTION- Section VII**

**Finding I.** The State of Oregon has mandated that every city and county in the State prepare and adopt a Comprehensive Land Use Plan (ORS 197.285).

**Goal I.** Prepare, adopt and revise this Plan in conformance with the Oregon Revised Statutes--Chapters 197 and 215, as well as the Statewide planning goals.

## **PLANNING PROCESS AND CITIZEN INVOLVEMENT –**

### **Section VIII**

**Finding I.** This Plan was developed in conformance with the statewide planning goals relating to citizen involvement and land use planning (goal 2).

**Finding II.** The main purpose of the planning process is to provide a formalized framework within which citizens of the County may guide future land use. The decisions expressed within this Plan are a reflection of the needs and desires of the Sherman County citizenry and were based upon factual information.

**Finding III.** Effected agencies have been involved in all phases of the planning process.

**Goal I.** To provide the opportunity for all citizens and effected agencies to participate in the planning process.

**Policy I.** All land use planning public hearings, requiring public notice, shall be advertised in a general circulation newspaper and be open to the public.

**Policy II.** All effected agencies and effected landowners shall be notified by written notice of any proposed site-specific land use change.

**Policy III.** The citizen and agency involvement programs shall be reviewed for their adequacy annually upon the anniversary of adoption of the Plan and, if necessary, amended.

## **PLAN REVISION AND ADOPTION -Section IX**

- Finding I.** This Plan is based upon existing conditions, knowledge, and desires of the citizenry of Sherman County and the projection of these things to the year 2027. Current attitudes, knowledge, and desires may change and thus necessitate a Plan change.
- Goal I.** To update the Plan and implementing ordinances and keep them current with the needs and desires of the Sherman County citizenry and the State laws.
- Policy I.** The Plan and implementation tools shall be reviewed for their currency and effectiveness on an “as needed” basis. The Plan and tools shall be updated whenever the Sherman County Planning Commission determines they do not reflect the desires of the countywide citizenry, when new and important information becomes available or upon amendment of the State land use laws.
- Policy II.** An amendment to this plan may be initiated by the Sherman County Court, Planning Commission, city council of any of the incorporated cities, board of any of the special districts; or the owner of the land which is the subject of the proposed amendment or revision.
- Policy III.** The Resource Document -A Citizen's Guide to Sherman County shall be updated as deemed necessary.

## **IMPLEMENTATION- Section X**

- Finding I.** The Comprehensive Land Use Plan is the controlling document for all land use decisions and as such is the Policy Statement by which the more specific rules and regulations of the development are derived. The State of Oregon requires that the County governing body adopt a Comprehensive Plan, zoning and subdivision ordinances and other ordinances applicable to all of the land in the County (ORS 215.050).
- Goal I.** To prepare and adopt land use ordinances, which are necessary to implement this Plan in conformance with ORS Chapters 196, 197, and 215.
- Policy I.** Ordinances necessary to implement this Plan shall be prepared and adopted.
- Policy II.** Following any amendment to the Comprehensive Land Use Plan all ordinances implementing this Plan shall be evaluated for consistency with the revised Plan and, if necessary, amended.

## **PHYSICAL CHARACTERISTICS -Section XI**

- Finding I.** This Plan was drafted to conform with the State-wide planning goals relating to agricultural lands (goal 3); air, water and land resource quality (goal 6); areas subject to natural hazards (goal 7); and open spaces, scenic sites/areas and natural resources (goal 5).
- Finding II.** Sherman County's land resources are extensively used for agricultural purposes. 57% of all lands within the County are used for crop production. Approximately 42% of the County is rangeland with 37% of it producing useable forage.
- Finding III.** Soil capability classes II, IV, VI, VII and VIII exist within the County.
- Finding IV.** The County, historically and currently, enjoys a high quality physical environment. Its rivers, streams and air are relatively free from pollutants, with the exception of the waters of the John Day River which are frequently highly turbid, wind erosion reduces the quality of the land and air, whereas, water erosion can result in reduced land and water quality. The State of Oregon has enacted laws relating to land, water and air quality (ORS 450 and 468), as has the Federal government.
- Finding V.** To conform to the Federal requirements of The Clean Water Act, Public Law 95-217, the County Water Quality Committee has developed the Sediment Reduction Project Report. This report is an appraisal of the existing water quality problems, current efforts to reduce or control the problems and methods to achieve the



requirements of the law. The Sediment Reduction Project Report does reflect the existing sediment problems and efforts to control them. The method of program implementation provides for locally monitored compliance and, if necessary, ordinance enforcement.

**Finding VI.** Limited information is available relating to groundwater resources within the County.

**Finding VII.** Groundwater resources will continue to be the source of most of the domestic water supplies within the County.

**Finding VIII.** There are lands managed by the Bureau of Land Management within Sherman County, which may meet the review wilderness procedures and thus qualify for wilderness designation.

**Finding IX.** Natural hazards are primarily limited to those areas with cross-slopes greater than 40% and along waterways. The County is currently participating in the National Flood Insurance Program. The U.S. Department of Housing and Urban Development has identified specific flood zones within the County. However, there is danger of “flash flooding” in all streambeds and gullies.

**Finding X.** An adequate number of aggregate extraction sites exist within the County to satisfy future demands through the year 2027. A haul distance of greater than five miles for a major construction project is not practical.

**Finding XI.** Rock outcroppings, trees, the John Day River Canyon and the Deschutes River Canyon are all-important features of the County's landscape. In addition, the Oregon State Department of Transportation has designated certain segments of I-84, U.S. 97, ORE 206 and ORE 216 as Scenic Highways.

Listed below are the segments so designated.

Route #	Hwy #	Milepost to Milepost	
I-84	2	99.85 (Sherman/Wasco)	106.46
		110.10	114.23 (Sherman/Gilliam)
OR 216	290	8.30 (Sherman/Wasco)	11.00
OR 206	300	5.00	14.91 (Sherman/Gilliam)
US 97	42	0.50	5.00
		10.00	16.00
		22.00	27.00
		30.00	48.81 (Sherman/Wasco)

**Finding XII.** A diversity of fish and wildlife habitat types are available within the County and are utilized by an even greater number of fish and wildlife species. Grain production and cattle grazing when properly managed are consistent with wildlife and fisheries habitat preservation. The riparian vegetation adjacent to seeps, springs, streams and rivers within the County constitute a particularly valuable resource. Riparian vegetation also conserves soil resources and improves water quality and quantity. At the present time, 118 wildlife vegetative planting and 147 guzzler sites are in varying degrees of repair. The Oregon Department of Fish and Wildlife has established wildlife refuges: one-quarter mile wide along the entire eastern boundary of the County; north of the Union Pacific right-of-way along the Columbia River to the State-line along the entire northern boundary of the County; and any sandbar or island within or along the Deschutes River

from the Columbia River to a point one-half mile south of the US 30 Highway bridge.

**Finding XIII.** The citizens of the State passed a ballot measure, which was later, enacted into law (ORS 390.805 through 390.925), which designated the lands within one-quarter mile of the Deschutes and John Day Rivers bordering Sherman County to be within the Oregon State Scenic Waterway System. That portion of the John Day River has not been included.

Former Governor McCall officially nominated the Deschutes River for inclusion in the National system under Section 2 (a) of the Wild and Scenic Rivers Act (P.L.94-486). Numerous citizen and/or stock ranchers of the County have expressed opposition to the inclusion of the Deschutes and/or John Day Rivers to the National Wild and Scenic River System. Some of the stock ranchers believe such designation might limit their stock operations in the future.

**Finding XIV.** There are significant steelhead and trout species spawning areas within the Lower Deschutes. One laboratory study, A. J. Sutherland and D. G. Ogle - Effects of Jet Boats on Salmon, concluded that under certain specific circumstances the passage of jet boats over salmon eggs could result in fatality rates up to 40%. The operation of jet boats on the Deschutes does coincide with the steelhead and trout spawning, as well as, their egg incubation period. The operation of power boats on the Deschutes and John Day Rivers of those sections currently within the State Scenic Waterway System may negatively impact the natural resources which designation of the river to the system was intended to protect.

**Finding XV.** Agricultural uses are consistent with open space preservation

**Finding XVI.** Certain plant species may exist within Sherman County, which are listed as rare and endangered by the Smithsonian Institute and fall under the protection of the 1973 Endangered Species Act (P. L. 93-205). Other plant species, which are listed on the Provisional List of Rare and Endangered Plants in Oregon, may also exist within the County.

**Goal I.** Improve or maintain the existing quality of the physical environment within the County.

**Policy I.** Erosion control provisions shall be incorporated into the subdivision requirements of the Development Code. These shall require that the best practical methods be used to control erosion from road and building construction sites as well as other changes in land use, which may degrade the quality of the land, air and water.

**Goal II.** To protect life and property from natural disasters and hazards.

**Policy II.** Lands designated as potential natural hazard areas shall be evaluated by a competent authority prior to the initiation of construction of any permanent structure. The evaluation shall include base data and contain an analysis of the probable physical impacts of the proposed development. Such an evaluation shall be done at the expense of the developer.

The County shall support and assist reasonable efforts to more explicitly define natural hazard areas. When such information becomes available it shall be incorporated into the Resource Document. If appropriate, goals and policies will be developed, adopted and integrated into the Comprehensive Plan.

**Policy III.** Proposals for development on lands designated as flood prone areas shall be subject to the provisions of the National Flood Insurance Program and subsequent revisions thereof. Structures specifically designed to control soil erosion or store water shall be exempt from this policy.

**Goal III.** Provide for the rational development and conservation of the aggregate resources within the County.

**Policy IV.** The expansion of existing surface mines or the creation of new ones shall only be approved under the following conditions:

A1) The site is identified within the comprehensive land use plan map; or

B1) The proposed site is not within a natural area as identified within the plan map; and

B3) The proposed site meets other applicable criteria as set forth in the zoning ordinance.

**Goal IV.** To provide a detailed investigation of the County's groundwater resources.

**Policy V.** The County shall support and assist reasonable efforts to investigate the groundwater resources. When such information becomes available it shall be incorporated into the Resource Document. If appropriate, goals and policies will be developed, adopted and integrated into the Comprehensive Plan.

**Goal V.** To maintain the multiple use management concept on Bureau of Land Management Lands within Sherman County.

**Policy VI.** Encourage the Bureau of Land Management District Manager to not recommend lands within Sherman County for wilderness preservation.

**Goal VI.** Encourage preservation of the rural nature the Sherman County landscape.

**Policy VII.** Trees should be considered an important feature of the landscape and therefore the County Court shall encourage the retention of this resource when practical.

**Goal VII.** Encourage preservation of fish and wildlife habitat in the County.

**Policy IX.** Range management programs and conservation plans shall consider wildlife as an important resource. Fencing of springs and seeps with provisions for stock watering, fencing of river areas with stock waterways, construction of stock dams, the drilling of wells and cross fencing should all be given consideration in the development of range management plans and programs.

**Policy X.** Fencerows, ditch banks, and brush patches should be considered for retention for wildlife use.

**Policy XI.** The existing habitat plantings and water developments constructed for wildlife use shall be maintained by the Oregon Department of Fish and wildlife. Additional planting and guzzler developments will be encouraged. Long-term agreements between landowners and the Department of Fish and wildlife for the maintenance of such sites shall be encouraged.

**Policy XII.** The quality of the habitat on the Rufus Bar and Maryhill Islands shall be maintained or improved for resident and migratory waterfowl. The Oregon Department of Fish and Wildlife shall develop a plan and implement it in an effort to achieve this policy.

**Goal VIII.** Encourage the diversity of plant and animal species within the County.

## **SOCIAL CHARACTERISTICS -Section XII**

- Finding I.** This Plan was designed to conform to the Statewide planning goals relating to public facilities and services (goal 11); transportation (goal 12); recreation needs (goal 8); and cultural/historical sites and areas. (goal 5)
- Finding II.** It is Sherman County's goal to increase population over the planning period and reverse the decline that has occurred over the last 3 to 4 decades.
- Finding III.** Fire protection is adequate for most land uses in Sherman County. However, the water supply is not adequate in the Biggs Junction area.
- Finding IV.** Permanent medical facilities and services are limited within the County. A Wasco-Sherman Health Department nurse does visit the schools. The Moro Medical Center provides a visiting nurse practitioner and/or a medical person five days a week.
- Finding V.** Emergency ambulance transportation is stationed at Rufus and Moro.
- Finding VI.** Educational facilities and services are adequate and satisfy the demands of the County.
- Finding VII.** Post office, telephone, electrical and library services are adequate.



**Finding VIII.** Existing cemeteries are adequate in number and size to meet the long-term needs of the County.

**Finding IX.** All four incorporated cities have recycling centers. There is a solid waste transfer station at the north end of the County, and solid waste material is transferred to the Arlington Regional Landfill on a weekly basis.

**Finding X.** There are two rural centers, in Sherman County, which do not have full and complete public facilities. Biggs Junction now has a wastewater collection and treatment system, but does not have a central domestic water system. The unincorporated community of Kent, in South County, has a domestic water system, but the housing and other structures rely on subsurface sewage disposal for wastewater.

**Finding XI.** The existing transportation system satisfies the demands of the County citizens. The County Public Works Department has an ongoing road maintenance program, with an annual project list. A senior citizen's bus is provided on a weekly basis to all four incorporated cities, transporting senior citizens to The Dalles for medical purposes and other needs. The Wasco State Airport is an important part of the County's transportation system, and lands associated with the airport have been committed and developed for such purposes.

**Finding XII.** Recreation facilities are in adequate supply to satisfy recreational demands through the year 2027 with the exception of a County Aquatic Center.

Recreational use of the Lower Deschutes River is, at specific times of the year, near the carrying capacity of the natural resources and facilities available within the area.

**Finding XIII.** Cultural, historical, and archeological sites and areas are a valuable asset and need protection. The County has added the Sherman County Courthouse and the DeMoss Springs Memorial Park to the National Register of Historic Places. The Kent School no longer exists, while the Locust Grove Church and the Old Moro Hotel are still standing.

In addition, the Oregon State Historical Preservation Office has identified the following historical sites within Sherman County: Barlow Road Junction; crossing at the mouth of the Deschutes River; Deschutes River Bridge at Shears; McDonald Ford Monument; The Macks Canyon Archeological site; Oregon Trail; Oregon Trail marker southwest of Biggs; Spanish Hollow segment of the Oregon Trail; Blue Star Memorial Highway Landmark; I.O.O.F. Lodge Hall at Kent; and the Smith (E.C.) General Store at Kent.

**Goal I.** To improve or maintain the current level of social services available with the County and to assure the provision of public facilities consistent with the intensity of land use.

**Policy I.** The County Court shall encourage the location of industries, businesses and commercial services to diversify activities within the County consistent with the desired population growth and other goals and policies.

**Policy II.** The County Court shall continue to cooperate with the school districts to assure the provision of educational facilities in an efficient manner consistent with the demands of the Sherman County populace.

**Policy III.** The County now uses the Regional Landfill in Gilliam County as a means of disposing solid waste. A transfer station is provided in the north end of the County.

**Policy IV.** The County road system shall be maintained and improved consistent with the needs of the Sherman County citizenry, when funds are available. It shall be the policy of the County Court to maintain school bus routes. Further oiling and graveling of existing roads shall be undertaken to provide the greatest benefit to the greatest number of rural residents.

**Policy V.** The construction of new public roads and highways shall be located whenever possible to avoid dividing existing farming units.

**Policy VI.** The Wasco State Airport shall be retained within the State system and in State ownership. The airport shall also be protected from incompatible land uses.

**Finding XIV** In 1995, the County updated its historical sites and places list with the aid of the Oregon Historic Preservation Office. The list includes several properties in Kent: the IOOF Hall, the Irby General Store and the Tum-a-lum Grain Elevator. Other sites in the County include: the United Brethren Church at Locust Grove on Hwy

206, the Deschutes RR-OWR&N at the east side of the Deschutes River, the Klondike School at Klondike, and the Freebridge site on the Deschutes River.

The report notes there are Oregon Trail sites protected by the National Trails Act and the Mack Canyon Archeological site, place on the National Register in 1975. Demolished sites include the Gates General Store in Kent and the Blue Star Memorial Highway Landmark on Hwy 97. There are several private residences listed in the report that are not included in this plan. The County has added the Sherman County Courthouse and the DeMoss Springs Park on the National Register of Historic Places.

**Policy VI.** Management policies on the Lower Deschutes River, which are directed at maintaining current use levels, will be encouraged by the County Court.

**Policy VIII.** Roads developed into recreation facilities should be maintained at standards consistent with the resources carrying capacity and the facilities planned level of use.

**Policy IX.** The continuing loss of economic opportunities for residents of the County is of great concern to the residents. The reduction of need for agricultural based jobs due to improved farming technology and practices, the inability to keep families employed or offer employment opportunities to attract new citizens or the children of existing residents results in a stagnant or declining population. It is a matter of great urgency that the Court gives increased consideration to land use applications, which will increase economic diversity and employment

opportunities. This increased consideration shall not be made to the detriment of existing residential structures. This consideration should focus on long-term job creation and should not be used as a means to allow residential and commercial uses to locate outside urban growth and rural service center (communities) boundaries.

**Policy X.** Transportation Planning Policies (Ord No. 21-05-2003)

A. The Transportation System Plan and Land Use Review Policies

1. The Sherman County Transportation System Plan, including the incorporated cities, is an element of the County Comprehensive Plan. It identifies the general location of transportation improvements. Changes in the specific alignment of proposed public road and highway projects shall be permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.
2. All development proposals, plan amendments, or zone changes shall conform to the adopted Transportation System Plan.
3. Operation, maintenance, repair, and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.
4. Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the Transportation System Plan, the classification of

the roadway, and approved road standards shall be allowed without land use review.

5. For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required.

B. Local-State Coordination Policies

1. The County shall coordinate with the Oregon Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and County Comprehensive Plan.
2. The County shall provide notice to ODOT of land use applications and development permits for properties that have direct frontage or direct access onto a State highway. Information that should be conveyed to reviewers includes project location, proposed land use action, and location of project access points.
3. The County shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures. Other actions required, such as a goal exception or plan amendment, will be combined with review of the draft EA or EIS and land use approval processes.

C. Protection of Transportation Facilities Policies

1. The County shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
2. The County shall include a consideration of a proposal's impact on existing or planned transportation facilities in all land use decisions.
3. The County shall protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.
4. The County shall consider the potential to establish or maintain accessways, paths, or trails prior to the vacation of any public easement or right-of-way.
5. The County shall preserve right-of-way for planned transportation facilities through exactions, voluntary dedication, or setbacks.

**Goal II.** To protect historical, cultural and archeological resources from encroachment by incompatible land uses and vandalism.

**Policy XI.** The following areas and structures shall be considered historically, archaeologically, or culturally significant: all archeological sites; the Sherman County Courthouse; portions of the Old Oregon Trail which are visible and pass over rangeland; and the old Union Pacific Railroad bed through DeMoss Park.

**Policy XII.** The County Court shall encourage the preservation of these archaeologically or culturally significant areas. Landowners will be encouraged to provide long-term protection to these areas.



## **HOUSING- Section XIII**

A major part of this Comprehensive Plan Update is to prepare new population projections for the incorporated cities in the County. In order to do so, a rather lengthy analysis is required. What follows is an explanation of that analysis, together with accompanying tables for the population projections and allocations for Sherman County and its incorporated cities. Under State Statute, the County has responsibility to prepare the projections and make the allocations to the incorporated cities and unincorporated area of the County. The best available information at the current time is a population projection prepared in 2004 by the Office of Economic Analysis in the State of Oregon Executive Department. That projection shows the County's population over the next 25 years as shown on Table #1.

**Table #1  
SHERMAN COUNTY POPULATION PROJECTION  
Office of Economic Analysis-2004**

<b>Year</b>	<b>Population</b>
2010	1933
2015	1986
2020	2043
2025	2081
2026	2085
2030	2102

As can be seen in the table, the Population Projections for the County are very low. Without some significant changes in the County, there will be little or no growth over the planning horizon of 20 years. The next step in the process is to review the population history of the County, the four incorporated cities, and the unincorporated area of the County over the last 25 years. Table #2 presents the populations obtained from U.S. Census Data and Portland State University for the County and the incorporated communities.

**Table #2**  
**Population History**  
**SHERMAN COUNTY AND INCORPORATED CITIES**  
**POPULATION 1980 - 2004**

	1980	1985	1990	1995	2000	2001	2002	2003	2004	2005
Sherman County	2,172	2,070	1,918	1,900	1,934	1,900	1,850	1,400	1,900	
Grass Valley	164	180	160	170	171	170	170	170	170	170
Moro	336	320	242	290	337	340	340	340	320	320
Rufus	352	375	295	295	268	270	270	270	270	270
Wasco	415	445	374	385	381	380	380	380	380	380
Unincorporated	905	750	747	760	777	740	690	740	760	

As can be seen from the table, population has generally declined in the last 25 years in all four of the incorporated cities and in the County as well. The next step in the process is to determine on average the percentage of the incorporated cities' populations in relationship with the overall County population. Table #3 represents the percentage of County population for each incorporated city and the unincorporated area in the County.

**Table #3**  
**Percentage of County Population**  
**SHERMAN COUNTY AND INCORPORATED CITIES**  
**POPULATION 1980 - 2004**

	1980	1985	1990	1995	2000	2001	2002	2003	2004	25 Year Average
Grass Valley	7.6	8.6	8.3	8.9	8.8	8.9	9.2	8.9	8.9	8.7
Moro	15.4	15.4	15.2	15.3	17.4	17.9	18.4	17.9	16.8	16.6
Rufus	16.2	18.1	15.3	15.5	13.9	14.3	14.6	14.3	14.3	15.2
Wasco	19.1	21.5	19.5	20.3	19.7	20	20.5	20	20	20.1
Unincorporated	41.7	36.4	41.7	40	40.2	38.9	37.3	38.9	40	39.4

In Table #4, a 25-year average for each jurisdiction is determined, which will be used in the final allocation process. Table #5 then presents the population allocation for the next 25 years for

each incorporated city and the unincorporated area, based upon the historical average of population of each jurisdiction within the County. Wasco's population is shown to rise only slightly, to a total of 419, by the year 2026. The County's population is only slightly over 2,100 at about 200 more persons than in 2006.

**Table #4**  
**Sherman County Population Allocation**

	2010	2015	2020	2025	2026	2030
Sherman County	1933	1986	2043	2081	2085	2102
Grass Valley	168	173	179	181	181	183
Moro	321	330	339	345	346	349
Rufus	294	302	310	317	317	320
Wasco	389	399	411	418	419	423
Unincorporated	761	786	804	820	822	827

**Finding I.** This Plan was designed to conform with the Statewide planning goal relating to housing (goal 10).

**Finding II.** There are numerous State and Federal housing programs that are designed to stimulate the construction of new conventional housing structures, as well as, the rehabilitation and maintenance of existing conventional homes.

**Goal I.** To encourage the provision of sound affordable housing units for the citizenry of the County.

**Policy I.** The County recognizes the need to provide both farm and non-farm structures within the exclusive Farm Use Zone. In accordance with State statutes, the County has a process to allow the creation of non-farm dwellings.

## **ECONOMICS -Section XIV**

Sherman County, beginning in the early years of the 21st Century, recognized an unforeseen windfall (no pun intended) with the development of major wind farm facilities in the County. The immediate results were two fold. The property tax income stream, created by over 700 wind machines, at over 1.25 million dollars in value each, created a sizable annual revenue stream for public use and improvements in the County. In addition, the operation and maintenance of the wind farms created a significant job market for high-tech maintenance people and thus a significant impact on the small communities, in terms of job creation and housing to serve the new technicians. The City of Wasco's population is now well over 1,000 and nearby Moro, the County seat, has approximately 800 persons. Rufus on Interstate 84, is approaching 700 people and Grass Valley, with the completion of its central wastewater collection and treatment facilities, has now grown to over 400. All four cities boast the latest technical advances, including modern cell phone towers, fire and police protection apparatus, communications facilities, and social services.

### **ECONOMIC OPPORTUNITIES ANALYSIS FOR SHERMAN COUNTY AND THE CITY OF WASCO**

The City of Wasco is located approximately nine miles from the interstate and, as such, is not a primary location for general industrial development. A recent analysis for industrial lands concluded that there was not enough demand to justify an expansion of the City's Urban Growth Boundary at that time to require additional industrial lands for new development. Since that time there is a probable need for some industrial lands to provide areas of service for a burgeoning new industry in Sherman County—that of wind farms. Currently, there are approximately 75 wind machines located within an approximately three-mile radius of Wasco. It is anticipated that within the next ten years there will be more than 700 such machines. The City will be the

primary beneficiary of the construction populations and the operation and maintenance people for these wind power projects. This is a case of natural resources—the ever-present westerly wind—providing a new product to an existing economic base. It is recognized there will be similar projects in nearby Gilliam County and also in the State of Washington, but this area of Sherman County is destined to become a major wind farm energy generator for the State of Oregon. Because of that, a new economic era of prosperity is at the threshold for Sherman County.

Sherman County's location in North-Central Oregon places it some distance away from the Portland urban market. Most industries that might locate in Sherman County would do so in response to the availability of some natural resource. It is not likely that an industrial operation involved in a fabrication or other manufacturing process would look to Sherman County, because of the distance to markets and the transportation costs involved. Interstate 84, providing direct freeway access to the Portland urban area, is available on the north end of the County. There is also the Union Pacific Railroad, which parallels Interstate 84, into the Portland market and on easterly through the State. There is also river transport available, although there are no current docking areas in Sherman County other than near the John Day Dam, which is approximately two miles upriver from the City of Rufus. Sherman County does ship wheat to the Portland market via barge, truck, and train cars.

The four cities are located approximately nine miles apart, with Rufus being located on Interstate 84. Wasco is nine miles south on Highway 97 at the beginning of the plateau. The City of Moro is located nine miles south of Wasco, and Grass Valley is located nine miles south of Moro. All four cities have limited amounts of public facility infrastructure. Rufus, Wasco, and Moro all have wastewater collection and treatment facilities, but Grass Valley does not. All four have

domestic water systems. Cell phone service in Wasco and Moro is difficult in the downtown core areas. Additional repeater towers are needed to serve those locations.

### **DEVELOPMENT OPPORTUNITIES**

In the last couple of years, Sherman County has experienced the benefit of being in the right location and updated technology. The use of renewable resources, including wind energy, has come to the forefront in many of the Eastern Oregon and Washington counties along the Columbia River at the east end of the Columbia Gorge. The prevailing westerly winds provide, with new technology, the ability for significant development of wind farm activity. Two of these developments have occurred in a location known as Klondike, which is just 4 miles east of Wasco in Sherman County. The first project consisted of 16 towers generating 24 megawatts of power. A second project, known as Klondike II, has added 75 megawatts with a total of 50 new units. Currently in the planning stages are an additional estimated 200 units to be added in this same area. The long-range plans are for a total of almost 700 wind turbines to be located in the Klondike area behind Wasco in Sherman County. It is anticipated that the growth will occur over the next ten years and there will be a number of spin-off businesses that will impact Wasco and the northern part of Sherman County. Nearby Gilliam and Morrow Counties in Oregon and Klickitat County in Washington are also experiencing similar developments. The tax credits and the energy requirements of the nation are making these facilities profitable.

These developments will have an immediate and long-term impact on Sherman County and provide the opportunity for additional economic development in and around the City of Wasco. Already local businesses are ramping up to provide goods and services to the construction workers involved in Klondike III. The Wasco Lean-To plans to initiate food-catering services to the workers for those facilities and other businesses will follow suit. Recent conversations with

industry leaders indicate there will be spin-off businesses that will need large areas of land in order to store equipment and supplies for servicing these facilities. One industry representative likened it to the kind of development that has occurred in conjunction with the wind farm activity near Palm Springs, California. There will be the need for warehouses for storing equipment, for blade cleaning companies for in place blade renovations, hydraulic cranes for high lift cleaning operations, specialty equipment facilities for high above ground repairs, helicopter landing facilities, and operation and maintenance equipment for these types of facilities. These are not necessarily labor-intensive operations and will require significant amounts of land. These types of facilities would not be appropriate inside the existing city limits of Wasco or any other community. These operations are better to be on the outskirts of the community where public facilities can be made available to them but not impede on the residential character of the town of Wasco.

Types of businesses anticipated include a crane company for high lift maintenance of the wind turbine facilities; support vehicle fleet, which will need operation and maintenance; a large-scale hardware and supply storage facility for typical electrical components, wiring, nuts, bolts, and other supplies; operation and maintenance companies; and other types of businesses. A need for 45 to 52 acres of industrially zoned land to accommodate these support services is anticipated. Interesting to note is that it is anticipated that with the wind turbines will come approximately 150 maintenance workers to keep the machines up and running. The primary location of these people to live will be Wasco, followed by Moro and Rufus.

#### **SHERMAN COUNTY ECONOMIC DEVELOPMENT**

Perhaps the most dramatic change in economic outlook for Sherman County has been the advancement of wind farm technology and its applicability to Sherman County. What started as



a small 26-unit wind machine facility near the Klondike area south of the City of Wasco has grown now to 75 units with industry analysis projecting well over 700 units in northern Sherman County by the end of the decade. The economic impact of this natural resource development is significant in at least three phases to the County, perhaps more. The first phase is the actual construction of the towers. A number of construction jobs are currently being filled by both outside interests and local personnel. Additional jobs in the area create significant spin-off results. The second phase is the direct benefit to Sherman County of an enhanced property tax revenue stream, which will significantly increase the ability of the County to solve its own problems without relying upon state or federal government assistance. The County's tax base will increase significantly with the completion of all the wind machines, which are valued at approximately \$1.25 million each. The County is already utilizing some of the tax money to provide public improvements throughout the County. The third impact will be long-term and will probably have more significant impact than the other two. Industry analysis projects there will be at least 100 to 150 jobs created for the operation, maintenance, and repair of the wind machines. Indeed, through the efforts of the Mid-Columbia Council of Governments and the Columbia Gorge Community College, an Associates Degree in Wind Machine Technology and Repair is now being proposed and such classes were offered this Fall term at Columbia Gorge Community College.

Conversations with Sherman County Judge Gary Thompson indicate that, through the County Judge's office and the efforts of the County Planner/Economic Coordinator's office, a number of activities are in the works for each of the incorporated communities in Sherman County. Most notable, and a project that has been underway for approximately 18 months, is the development of a sports car racing facility approximately two miles east of the City of Grass Valley. The racetrack facility is modeled after the Thunder Hill Park in Willows, California. It will offer a

variety of activities to the entire Pacific Northwest and, once underway, will have a major impact on the tourism facilities needed in Grass Valley and nearby Moro. The permitting process for the project is complete and the actual construction should begin this year.

### **ECONOMIC DEVELOPMENT ACTIVITIES**

A number of people were interviewed for the purposes of this economic opportunities analysis, including County Judge Gary Thompson, County Economic Development Coordinator Georgia Macnab, and John Arens of the Mid-Columbia Council of Governments. There are a number of activities that have been instituted within the last 18 months that will lead to increased economic development opportunities in Sherman County.

**City of Moro.** The County provided its Economic Development Coordinator and Planning Consultant to assist the City of Moro in siting the nation's fourth-largest organic foods distributor in the City. The operation had outgrown its facilities in nearby Wasco County and when the farm was not successful in gaining approvals to enlarge in that County, the owners sought development permits in the City of Moro. The county staff assisted them through a public review process, including a town hall meeting and public hearings before the Moro City Council—and the industrial development was approved. The development will bring an estimated 55 family-wage jobs to Moro, an almost 50% increase in jobs available in the community.

**City of Wasco.** Wasco, in 2004 and 2005, looked at the possibility of increasing its Urban Growth Boundary to include new industrial lands. There was not adequate justification at that time to do so. There is a modest amount of industrial land available in the City now. As indicated earlier in this section, it is anticipated that most of the workers needed for the operation

and maintenance of the wind machines will in all likelihood reside in Wasco. This will lead to additional housing and increased population in the community to add support for increased commercial goods and services.

**City of Rufus.** The City of Rufus is beginning to look at its opportunities, one of which is that Rufus is located on one of the widest and windiest parts of the Columbia River. As such, it could offer some of the best windsurfing in the world. Efforts are underway to provide an adequate beach for windsurfing, which would make the community much more tourist oriented than it currently is. There are a number of other efforts to secure more economic development for the community, including the new location for Auscrete, an Australian concrete manufacturer, in the City's industrial park.

#### **ECONOMIC DEVELOPMENT LEADERS**

Conversations with Georgia Macnab, the Economic Development Coordinator, indicate her office is continuing to provide information to entities interested in relocating in Sherman County. In addition, her office strives to keep up with the necessary permit approval process for the wind machine industry and spin-off activities, including aggregate extraction, aggregate processing and temporary batch plant placement.

Mr. John Arens of the Mid-Columbia Council of Governments noted, in an interview, the formulation of an Associates Degree program at the Columbia Gorge Community College for individuals wishing to learn the basics and intricacies of wind machine operation and maintenance. The program was made available this year.

## **INDUSTRIAL AND OTHER EMPLOYMENT OPPORTUNITIES FOR THE REGION**

The primary new industrial jobs that will be available in the Sherman County area are the aforementioned wind farm wind machine operation and maintenance personnel, but each of the cities will have the ability to create these certain types of jobs. The City of Grass Valley, if it provides sewer service, can expect to have two or perhaps three motels, at least two more restaurants, and at least two more service stations and other tourism activities in the community in conjunction with the sports car racing facility. Moro can anticipate additional housing needs and additional service industry needs with the introduction of the organic food distributor personnel. The City of Wasco will also need additional housing to meet the requirements of the anticipated operation and maintenance personnel for the wind machines. The additional population will create the ability to support additional commercial activities. It is anticipated the City of Rufus will need additional tourism facilities, including motels and restaurants.

## **INVENTORY OF COUNTY'S INDUSTRIAL LANDS**

There is a limited amount of industrial lands in the County and in the four incorporated cities. What follows is a brief analysis of the lands available in the County.

### **Biggs Junction**

There are only approximately 12 acres of industrial land lying vacant on the westerly side of the unincorporated community of Biggs. The property has served as a quarry site in the distant past and could be made available for industrial development, however, there is no community water system. Although there is a new wastewater treatment facility, there is a limited amount of capacity in the plant. That is the only significant industrial land currently designated on the Sherman County Comprehensive Plan Map outside of the incorporated cities.

The incorporated communities, including Rufus, Wasco, Moro, and Grass Valley, have the following site available. There is also a small tract of industrial land in the unincorporated community of Kent.

#### **City of Rufus**

Rufus has approximately 60 acres of industrial land surrounding its wastewater treatment facilities. Water and Sewer services are available. The Auscrete concrete facility will use approximately 5 of those acres for its development. The Rufus industrial land is owned by the City of Rufus and is capable of being provided with City water and sewer. It is located on old Highway 30, which runs parallel to Interstate 84.

#### **City of Wasco**

Wasco has approximately 40 acres of industrial land lying in the easterly side of the City, adjacent to the Wasco Condon Highway. The property is owned by one family and is capable of being served with City water and sewer. There is residential development on the westerly side of the property and to the east lies the Wasco State Airport.

#### **City of Moro**

The City of Moro now has two tracts of industrial land. The only tract up until this year, lies at the southerly boundary of the City, in a triangular piece containing approximately 12 acres. The property is capable of being served with sewer and water and is adjacent to Highway 97.

The new tract of industrial land that Azure Farms is developing contains approximately 15 acres and will contain a distribution center complex of approximately 60,000 square feet. It is unlikely the property owner would be interested in allowing any other type of development on the land. It is anticipated that the natural food distributor will use that entire site at some point.

### **City of Grass Valley**

City of Grass Valley has approximately 13.5 acres of industrial land located in the southern side of the City. The property is actually designated commercial/industrial and will allow a host of land uses. The property is capable of being served with water, although the City does not currently have a wastewater collection and treatment facility available.

### **Kent**

Kent is a small, unincorporated community in South Sherman County. There is a small tract of industrial land there. This tract consists of eight platted lots and a tract of abandoned railroad right-of-way. There is no wastewater collection facility available in Kent.

### **NET LAND DEMAND**

A Quantitative Land Needs Analysis for Sherman County and its four incorporated cities is difficult to forecast. It must be recognized that almost all of the land that is currently available as industrial land was designated as such over 25 years ago in the original plan formulations for the four cities and the County. To this date, very little of that land, which had been and still is, designated industrial, has been used. It is anticipated that future industrial land needs will be handled on a case-by-case basis, such was the case for the City of Moro and the location of the natural food distribution operation. In this case, the City designated an additional 15 acres that was under the ownership of the applicant, inside the city limits as industrial and that property is currently developing.

The absorption record of the County is almost non-existent. Therefore, projecting future industrial lands needs is difficult and for the most part unnecessary until more specific needs are manifested.

### **SHERMAN COUNTY DEVELOPMENT ACTIVITIES**

The county has adopted a Rural Renewable Energy Development Zone (RREDZ) for all of Sherman County. The purpose of the RREDZ designation is to encourage new business investment, job creation, higher incomes for local residents, and greater diversity of economic activity through a limited duration tax incentive. The Rural Renewable Energy Development Zone offers the standard property tax abatement of an enterprise zone to the qualified property improvements of renewable energy projects. The standard tax abatement period is for 3 years on all qualifying improvements. Any land value will continue to be taxed during the exemption period, and an additional year or two may be added to the tax abatement period depending on the investment and the average wage for any additional employees. This tax abatement is also subject to County Court approval.

### **SHERMAN DEVELOPMENT LEAGUE**

The Sherman Development League (SDL) was founded in 2000 as a not-for-profit corporation dedicated to providing support to a variety of community benefit initiatives. A board of directors was appointed, by-laws were adopted and 501 (c) (3) status was approved by the IRS in 2002 with final determination as a public charity in 2006. The name “Sherman Development League” comes from the Sherman County Development League formed in 1909 by leading Sherman County businessmen and ranchers to further economic development.

Over the past seven years, SDL has served as the project developer for a Youth Center, sponsored “Fundraising 101” workshops and provided fiscal sponsorship services for a number of organizations/projects including the Co-Curricular Fund, Sherman County Senior/Community Center, Sherman County Public/School Library, Ford Institute Leadership Class “Commons” Project, Shaping Sherman Visioning Rally, Sustainable Tourism Project and the Sherman

County Business Directory.

In 2006, SDL was the recipient of a significant donation from the Klondike II wind farm. With these funds SDL has developed a grant program which to date has awarded over \$375,000 to assist local non-profit organizations with projects of public benefit to Sherman County.

The mission of the Sherman Development League (SDL) is to provide charitable support through grants and loans to create community-based programs and projects for the enhancement of the educational, cultural and social environment of Sherman County. The SDL may form relationships to assist with planning, financing and implementing community development and self-help projects which enhance the quality of life for the residents within Sherman County.

#### **NEW JOBS PROJECTION**

At a recent meeting in Sherman County, sponsored by the Mid Columbia Economic Development District (MCEDD), County and City officials, contractors, developers, and perspective employers were invited to discuss housing issues. It was noted that none of the four cities have a viable rental housing base, nor are there adequate numbers of houses for sale. The general consensus of the meeting was that more housing would be desperately needed. The employers who attended indicated the following numbers of employees would be hired within the next year.

<b>Name of Employer</b>	<b># of Jobs</b>	<b>Location</b>
Azure Farms	55	Moro
PGE	25	Wasco
PPM	25	Wasco
BP	20	Wasco
Auscrete	10-45	Rufus



The wind farm producers, including PGE, PPM, and BP will establish operations and maintenance facilities in the fields surrounding Wasco. It is not anticipated the employees will work directly in the City, however, the City will feel the impact of new jobs that nearly match their existing workforce.

**Finding I.** This Plan was drafted to conform with the Statewide goal relating to the economy (goal 9).

**Finding II.** Historically, the agricultural sector, composed of small grains and livestock production, has been the single greatest employer and the most important income generator. The total number of people employed within this sector has been steadily declining since at least 1940. In the period 1969 to 1973 it accounted for 38% of the total personal income within the County. The total number of farms within the County has been steadily declining whereas the average farm size has been increasing. In 1974 the average farm size was 2421 acres.

It is anticipated that in the absence of a large irrigation project: (1) the average farm size within the County will increase slightly; (2) the average size of a parcel under single ownership will remain relatively stable; and (3) employment within the agricultural sector will stabilize at or slightly below current levels.

**Finding III.** The recreation and highway service sectors in recent, years have been growing steadily more important. This industry is basically centered at Biggs Junction but is evident in each of the incorporated towns.

**Finding IV.** The Federal government is a major employer within the County and accounted for the employment of 115 people in 1975. In addition, the U.S. Government through the Agricultural Stabilization and Conservation Service has, in years past, accounted for a significant source of income for Sherman County farmers. The number has varied over the years. Currently, in 2007, there are 110 Federal employees in the County.

**Finding V.** There is a desire to diversify the economic base of the County. The greatest potential for diversification lies in stimulating the development of industrial and public and private community and regional service facilities outside of but within reasonably close proximity to the existing urban growth and rural service centers (communities) boundaries located within the County. By locating these uses within reasonably close proximity to such boundaries residential and commercial uses can be contained within said boundaries.

**Goal I.** Diversify the economic base of the County and maintain the viability of the agricultural sector.

**Policy I.** The County Court shall continue to evaluate the desirability and economic feasibility of creating a countywide port district. The primary trust of the district, if created, shall be to develop: adequate barge facilities; chemical and petroleum storage; and provisions for the transfer of goods from one mode of transport to another (barge, railway and highway).

**Policy II.** Appropriate provisions shall be incorporated into the zoning, subdivision and other necessary ordinances to assure conservation and retention of agricultural lands in agricultural uses. At a minimum, agricultural lands shall be zoned as exclusive farm use and taxed accordingly.

**Policy III.** All divisions of land in the exclusive farm use zone, F-1 which result in the creation of a tax lot less than 40 acres in size shall be reviewed for conformity with the legislative intent set forth in ORS Chapter 215 and approved, disapproved, or conditioned by the Planning Commission. Additionally, subdivisions shall be prohibited in the exclusive farm use zone, F-1.

This policy shall not apply to: any adjustment of a common lot boundary where an additional parcel is not created and where the existing parcel reduced in size by the adjustment is not reduced below 80 acres; the creation or sale of cemetery lots, if the cemetery was a pre-existing use within the zone; and divisions of land made pursuant to a court order, including but not limited to court orders in proceedings involving testate or intestate succession provided such divisions do not result in the creation of tax lots less than 10 acres.

**Policy IV.** The County shall consider the conversion of EFU lands to other uses that facilitate economic development. Any proposed amendment shall be evaluated on an individual basis, utilizing both County and State Planning criteria.

## **ENERGY- Section XV**

**Finding I.** This Plan was developed to conform to the statewide planning goal relating to energy (goal 13).

**Finding II.** Conservation is currently the most effective means of conserving energy.

**Goal I.** Conserve energy resources.

**Policy I.** Cooperate with public agencies and private individuals in the use and development of renewable resources.

**Policy II.** Encourage the integration of rail, highway and barge transportation services and facilities at Biggs Junction and Rufus.

## **LAND USE -Section XVI**

**Finding I.** This Plan was drafted to conform with the needs of the Sherman County citizenry and the statewide goal relating to urbanization (goal 14).

**Finding II.** There are scattered holdings of public lands within primarily privately owned lands, which pose problems both publicly and privately, to effective resource management and public vs. private uses.

**Finding III.** It is in the best interest of the Sherman County citizenry to encourage the concentration of commercial and residential developments within areas served by public facilities.

**Goal I.** To provide an orderly and efficient use of the lands within Sherman County.

**Policy I.** Federal and State agencies are encouraged to dispose of isolated land holdings, which are not an integral part of the agencies' management or operations activities.

**Policy II.** Condemnation of land by fee for public recreation purposes shall be discouraged. As an alternative, easements for such purposes should be evaluated and, if appropriate, utilized.

**Policy III.** Encourage the location of residential uses within the incorporated cities, within the area served by the Kent Water District.

**Policy IV.** Commercial businesses, except those related to agricultural uses, should be located within the incorporated cities or within areas served by the Biggs or Kent special service districts.

## **COMPREHENSIVE LAND USE PLAN/ZONING MAP –**

### **Section XVII**

The land use plan map details, in a broad way, the most appropriate use of the various land areas within the unincorporated portion of the County. The intent is to provide an appropriate location for those desirable land uses, taking into consideration the possible negative impact that one use may have upon an adjoining use. It is the purpose of the plan to minimize or eliminate any possible conflict between uses.

## **LAND USE DESIGNATIONS - Section XVIII**

### **Open Space**

Open space lands are those, which are physically limited to low density activities. Lands so designated will assure the preservation of aesthetic as well as other natural features of the area.

### **Residential**

Existing and future demands for residential uses can be supplied and are planned for within each of the incorporated cities. Adequate public facilities and services are available and can accommodate future anticipated growth.

The unincorporated community of Kent developed an adequate domestic water system to serve the existing development in that area. The actual capacity of the system is not known, however, it is anticipated that additional residential development could occur in this area. There is no central wastewater collection and treatment facility. This is the only area within the unincorporated area of Sherman County designated for residential use.

### **Cropland**

Cropland is the "prime agricultural" lands within the County. Lands so designated shall be preserved for exclusive farm use. All uses, which are not directly or indirectly related to farm use, shall be limited to those which provide public service and could not be provided for within other lands.



### **Commercial**

Lands designated as commercial should be limited to the incorporated cities and the Kent and Biggs area. These areas are particularly suitable for commercial use due to their location. However, circumstances may arise where in order to further the desire for economic diversity and increased employment opportunities additional areas may be required to accommodate commercial uses. Those circumstances shall be evaluated on a case-by-case basis consistent with provisions in the County zoning Ordinance and consistent with Statewide goals.

### **Industrial**

It is the desire of the citizens of Sherman County to diversify the economy. Therefore, certain selected lands in the northern extreme of the County have been designated for industrial use. In addition, provisions for changing zoning designations of exclusive farm use lands allow industrial and public and private community and regional service facility uses outside the northern extreme of the County and within reasonably close proximity of existing urban growth and rural service center (community) boundaries on a case by case basis shall be adopted in the County Zoning Ordinance as long as they are consistent with Statewide goals.

### **Natural Hazard**

Generally these lands have cross-slopes greater than 40%. The information is available from United States Geologic Survey topographic sheets. Site-specific detail and evaluation of potential for hazards is necessary.

**Flood Prone Area**

Land identified by the Department of Housing and Urban Development as being subject to flooding. For specific locations, please refer to HUD flood hazard boundary map (a copy of these is on file at the Planning Office).

**Oregon State Scenic Waterway**

Lands within ¼ mile of the Deschutes and John Day Rivers designated in accordance with ORS 390.805 to 390.925 except that land that, in the Department of Transportation's judgement, does no affect the view from the waters within the scenic waterways.

**Gravel**

Surface mines utilized primarily for an aggregate extraction source.

**Jasper**

Surface mines utilized primarily for the extraction of lapidary stone.

**Other**

Miscellaneous types of surface mines including sand and/or any combination of other materials.

**Urban Growth Boundary**

The urbanizing limit for each of the incorporated cities. The boundary separates urban or urbanizable land from rural land. Urban type public facilities will be available within but will not be extended outside such boundaries.

**Public Facilities**

Uses, which are, recognized as utilities or facilities necessary for public service and including transportation corridors.

## **APPENDIX- Section XIX**

### **The Capital Improvement Program**

The capital improvement program is a list of the public improvement projects that have been designated as necessary by the comprehensive plan. The projects are given a priority according to the urgency of the project. Capital improvement projects are usually programmed on an annual year basis, with the number of projects in anyone year determined by the total cost of the projects and the availability of funds for financing the improvement. If it is not feasible to finance all proposed improvements within an annual budget cycle, those projects not included are kept as a part of the long-range capital improvement list. As higher priority projects are accomplished and additional funds become available, new improvement projects are added to the annual list.

Examples would be the acquisition of real property or rights-of-way and the construction of public facilities such as a public building, sewer or water systems and roads. The acquisition of equipment could also be considered capital improvements. Expenses for general maintenance or normal operating expenses are not considered capital improvements. It is the intent of the County to develop an annual capital improvement program during the budgeting process of each fiscal year. The capital improvement program may be adopted by resolution of the County Court and become a working part of the Comprehensive Plan.

The usual method of financing the improvements is from the County's own financial capabilities, such as current revenues or the proceeds from bond issues. In addition, various State and Federal grants are available to assist the County in many projects.