

# GRANT COUNTY OREGON

## COMPREHENSIVE LAND USE PLAN

January, 1996



Prepared by Grant County Planning Department in response  
to the applicable periodic review requirements of  
OAR 660-19 as set forth by the State Land  
Conservation and Development Commission

Special acknowledgement is given to the Grant County Planning  
Commission for the assistance provided in completing  
codification of this document.

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Codified 9/8/99

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## I. CITIZEN INVOLVEMENT:

The Planning Commission appointed by the County Court has been the first line of citizen involvement in developing the Grant County Committees, public attitude surveys, public hearings and input from City Planning Commissions. Draft copies of all documents have been open to the public.

Present and future policies include periodic community surveys, more public hearings and a continuing policy of having open for inspection and comment technical reports and future Comprehensive Plan reference for future land use decisions.

The Planning Commission shall continue as the primary CAC as approved by LCDC in the initial Citizen Involvement Program for the County.

As appointed by the County Court, the Commission shall continue to use Citizen Advisory Committees for plan update and revision as has been used previously.

All meetings of the Commission and County Court concerning all planning matters shall continue to be open to the public and duly advertised as such.

Copies of all proposed amendments, technical documents and future plan changes and revisions shall be available for public information, review and comments.

## II. GENERAL LAND USE ELEMENT:

With nearly 90 percent of the County land area in forest or farm land, the County finds that through coordinated resource management these lands uses should be protected since they are the basis of the economy. The County also finds that while the plan is the controlling document, it must remain flexible and be administered through implementing Ordinances of the County.

The County, therefore, sets forth the following:

- (1) Establish a land use framework as a basis for land use decisions.
- (2) Emphasize protection and coordinated management of resources.
- (3) Continually update and expand data inventories.
- (4) Identify lands suitable for development and lands where development should be restricted.
- (5) Monitor lands requirements and locations for projected
- (6) Determine public facilities and services the County needs to provide to meet un-met public needs, and expected needs from population growth.

As used in the Plan and all implementing Ordinances, the term "resource dependent" uses shall mean only those uses allowed under ORS 215:283(2)(a).

In accordance with the County's review and analysis of current land uses and trends relative to future needs, several important land uses and trends relative to future needs, several important land use classifications and/or designations have been made, and include the following:

- (1) Prime agricultural lands which are predominated by the intensively farmed, cultivated-irrigated lands primarily located in the Valley areas along major streams. Such lands shall be conserved by applying Exclusive (EFU) Zoning in compliance with ORS Chapter 215.
- (2) Rangelands contain the expansive bench and hill lands utilized primarily for livestock grazing and dominated by juniper-sage-grass vegetative cover. The

Rangeland designation shall also include those low and non-productive forested lands (productivity Site Class 7) which are managed primarily for grazing use. Said rangelands shall be conserved for the dominate beneficial uses of livestock grazing, wildlife habitat and recreation through the application of a Multiple Use Rangeland Zone (MUR) complying with the provisions set forth in ORS 215.

- (3) Prime Forest Lands shall include those forest producing lands managed primarily for timber production and classified as Productivity Index 6 and better.
- (4) Urban areas comprising the nine (9) incorporated Cities and the adopted Urban Growth Areas thereof.
- (5) Rural areas which have been identified as those areas already showing a clear commitment of development for such uses, and where such development in the future is most desirable considering potential conflicts, compatibility, resource carrying capacities, public services and facilities, and proximity to major urban areas.
- (6) Rural Service Centers which are those unincorporated community centers in the County which provide necessary, limited goods and services to their respective rural area.
- (7) Recreation sites which have been identified as areas or sites that either were developed for such development in the future, recognizing that other sites may be identified in the future.
- (8) Significant resources or resource areas identified in the Plan are limited to such resources or areas which are currently so designated and protected. It is recognized however, that additional resources or areas may be identified.

Each of the Land Use Designations identified and described in the Plan and applied to the Comprehensive Plan Map shall be implemented by one or more Zone Classifications as follows;

PLAN DESIGNATION

Prime Agricultural Lands  
 Agricultural Rangelands  
 Prime Forest Lands  
 Rural Service Centers  
 Natural & Scenic Resources  
 Historical Resources  
 Flood Hazards  
 Rural Residential  
 Airport Areas

ZONE CLASSIFICATION

Primary Farm Zone-EFU 80 (160)  
 Multiple Use Range Zone MUR-160 (320)  
 Primary Forest Zone F-80 (240)  
 Rural Service Center (RSC-1)  
 Significant Resource Combining(SRC)  
 Significant Resource Combining(SRC)  
 Flood Plain Combining (FP)  
 Rural Residential (RR)  
 Airport Hazards (AH)

Sensitive Bird Habitat  
 Wildlife Habitats  
 Geological Hazards

Sensitive Bird Habitat Comb. (SBHC)  
 Significant Resource Combining (SRC)  
 Geological Hazard Comb. (GH)

A Zone change proposing a change from a Resource Zone to a non-resource zone shall require a corresponding plan change and an exception to the applicable State Goals.

A Zone change proposing a change from one Resource Zone to another Resource Zone shall only be approved on the basis that affected resource lands are determined to be more adapted to the proposed Zone, that a corresponding Plan Map change is approved complying therewith, and that such change is found to be consistent with applicable Statewide Resource Goals and County Plan Policies.

Throughout the Comprehensive Plan development process there has existed a distinct absence of definitive statistics concerning acreage of specific resource designations, implementing Zoning designations and the relevant effectiveness of such designations for the protection of such resources. In fact, there are numerous specific objections to the overall County Comprehensive Plan that are in part, based on inadequate, estimated acreage designations, or acreage out of context. Said objections also do not evaluate the effectiveness of the County Plan and Implementing Zoning from an overall confined effect, but are directed at specific circumstances or provisions isolated from the total Plan or Zoning Provision.

In response to such objections, and to accurately determine and assess the effectiveness of resource designations of the County's Comprehensive Plan and Implementing Zoning, a tax lot by tax lot inventory of the entire county has been completed and the summary results of said inventory of the entire County has been completed and the summary results of said inventory set forth hereinafter. Said inventory was based on current Grant County Assessor's records and the County's Plan as amended in April, 1995.

As amended in April, 1985, Plan and Zoning designations were adopted as a single set of Plan-Zoning Maps for primary resource designations and Goal 5 Resources were set forth for Plan and Zoning designations (SR-Combining Zone) by adoption of a single set of relevant Resource mapping. The following table constitutes an acreage and ownership inventory of all such Plan and Zoning Designations based on current County Assessor's records and State Department of Revenue mapping.

SUMMARY TOTAL: GRANT COUNTY PRIMARY PLAN AND ZONE DESIGNATIONS 1985						
Plan-Zone Designations	Total Acres	% of County Total	Ownership Status			
			Public Acres	% of Total	Private Acres	% of Total
Forest Lands						
F-80 (240)	1,796,079	62.3%	1,505,519	83.8%	290,560	16.2%
Multiple Use						

Rangelands						
MUR 160 (320)	901,525	31.3%	256,122	28.4%	645,403	71.6%
Prime Agric.						
Lands EFU 80 (160)	2,864,470	99.2%	1,786,091	62.4%	1,078,379	37.6%
Rural Resid.						
RR-Zones	9,514	0.3%	593	6.2%	8,921	93.8%
Rural Service						
Center RSC Zone	100		10	10.0%	90	90.0%
RSC (Granite)	154		48	31.2%	106	68.8%
Public ROW's						
(Outside UGB)	6,540	0.2%	6,540	100.0%		
Sub Totals	2,880,778	99.9%	1,793,282	62.6%	1,087,496	37.8%
UGB Areas	7,214	0.2%				
<b>County Totals</b>	<b>2,887,992</b>	<b>100.0%</b>				

In combination with, and as an overlay designation to the foregoing Primary Plan and Zone Designations, the Plan sets forth expansive areas of the County within which resource use is further preserved by specific "Significant Resource" designation. Such designations include all Goal 5 Significant Resources and Goal 7 Hazard Areas, and are summarized in the table that follows;

**SUMMARY TOTALS: GRANT COUNTY SIGNIFICANT RESOURCE & HAZARD AREA PLAN  
& ZONING DESIGNATIONS - 1985**

Plan & Zone Designation	Total Acres	% of Total	Ownership status			
			Public Acres	% of Total	Private Acres	% of Total
Deer Winter Range	970,552	33.7%	292,976	30.2%	677,576	69.8%
SR Zone (Crucial Designation)	(559,527)	(19.4%)	(142,042)	(25.4%)	(417,485)	(74.8%)
Riparian Habitat Class I & II Streams (SR)	49,186	1.7%	7,378	15.0%	41,808	85.0%
Flood Hazard Areas (FH)	11,265	0.4%	958	8.5%	10,307	91.5%
Wetlands (SR) Bear & Silvies	82,059	2.8%	14,088	17.1%	67,971	82.9%



Mineral Resource Sites	207		138	66.7%	69	33.3%
Antelope Ranges (SR) (ODFW)1/	67,000	2.3%	N/A			
Bighorn Sheep (SR) (ODFW)1/	41,500	1.4%	N/A			
Patented Mining Claims (132)	3,564	0.1%	N/A		3,564	100%
Bird Habitat 13 Sites (SBE)	2,080	0.1%	N/A			
Natural Areas 20 Sites (SR)	417,908	14.5%	409,608	98.0%	8,300	2.0%
Historic Resource 28 Sites (SR)	109				109	100%

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1/ Source of date: Oregon Department of Fish and Wildlife

## 111.AGRICULTURAL LANDS ELEMENT.

Agriculture (primarily livestock) contributes more than \$12.7 million in gross farm sales to the Grant County economy and provides jobs to about 13 percent of the labor force. About 34 percent of private land and about 80 percent of the land in the County is in agriculture. It is estimated that forage potential is about double present production. Other agriculture uses in the County are hay and grains, specialty crops and tree fruits and nuts, the latter primarily concentrated in the Monument-Kimberly Valley areas.

The total agricultural picture is affected by moderate to severe water shortages every four to seven years, soil erosion, noxious weeds and rodent populations.

The County recognizes that the expansion of Urban and Suburban development and nonfarm rural residential subdivisions into the agricultural areas is a matter of public concern. The County sets forth the following policies in the Comprehensive Plan to preserve agricultural lands:

- (1) To preserve agricultural land for agriculture. Agricultural Lands shall include the identified prime-irrigated lands and the vast, expansive rangeland and forest-range lands devoted to agricultural use.
- (2) To allow handling and processing activities associated with the farm use.
- (3) To concentrate major population portions within Urban Growth Boundaries of the Cities.
- (4) To preserve, maintain and encourage improvement of rangeland.
- (5) To use transition areas to separate urban and agricultural areas.
- (6) To encourage continued agricultural research.
- (7) To promote intense agricultural operations where soils have capacity to produce high-value crops.
- (8) To promote coordinated resources and wildlife management among Federal and State agencies and private and public landowners.
- (9) To recognize forest land as important for agriculture.
- (10) To support multiple use of all public lands.
- (11) To encourage private and public land exchanges where applicable.
- (12) Relative to the agricultural policy the County recognized mineral development on agricultural lands provided State and Federal

approved practices are followed, including reclamation

- (13) Agricultural Lands, as defined in State Goal no. 3 and as identified by available SCS Soils data, shall be preserved and maintained for farm use by adopting Exclusive Farm Use Zones pursuant to ORS Chapter 215. Relative thereto, prime agricultural lands shall be zone EFU, and range-forest/range lands shall be zoned Multiple Use Range (MUR).
- (14) Minimum farm parcel size standards shall be determined on an area by area basis considering predominate farm types, soil types, production levels, climatic conditions, water availability, and other related factors. Relative thereto, the lower John Day Valley and Monument-Kimberly Valley shall be recognized as areas with greatest potential for the intensification and diversification of agricultural production.
- (15) Minimum lot size standards shall distinguish between farm and nonfarm parcels. Newly created lots that are larger than those allowed by the minimum lot size standards may be considered farm parcels. Newly created lots that are smaller than those allowed by the minimum lot size standard shall be considered nonfarm parcels.
- (16) Nonfarm parcels are to be considered acreage homesite. They allow the land to be taken out of the County's commercial agricultural enterprise. Therefore, when a nonfarm parcel is created, it should be of the minimum acreage need to accommodate the nonfarm dwelling or use.
- (17) Conversion of agricultural land to nonfarm uses shall be based upon consideration of the following factors;
  - (A) Environmental, energy, social and economic consequences;
  - (B) No adverse impacts on adjoining and area agriculture;
  - (C) Compatibility of the proposed use with related agricultural land;
  - (D) Effect on the stability of the overall land use pattern of the area;
  - (E) No interference with accepted farming practices on adjacent lands devoted to farm use;
  - (F) The retention of Class I through VI Soils in farm use.
- (18) Maximize the preservation and use of lands with the best agricultural soils, particularly those lands with assigned irrigation rights and those lands within the identified floodplains, for agricultural use.
- (19) Support and encourage multiple use of water resource for all beneficial uses, and to support and encourage feasible projects, either public or private, for the storage of water for

agricultural irrigations.

- (20) Land division criteria, and minimum lot sizes used in areas designated as agricultural by the Plan shall be appropriate for the continuation of existing commercial agricultural enterprise in the area.
- (21) Extension of urban facilities and services into agricultural areas shall be avoided and no urban water or sewer facility shall be sized or designed to provide domestic service to agricultural areas. When regional facilities pass through designated agricultural areas to serve a documented need elsewhere, all reasonable alternatives for routing shall be explored and the route having least impacts on agricultural lands shall be encouraged.
- (22) Roads through designated agricultural areas shall be encouraged to locate where they have minimum effects on agricultural management and the area's established land use pattern.
- (23) Prevent land uses that interfere with or impair agricultural management from occurring on designated agricultural lands, excepting those specified in ORS 215.283 (2)(3).
- (24) Establish buffer areas as deemed necessary on nonagricultural lands to minimize conflicts between agricultural and non-agricultural land uses.

POLICY IMPLEMENTATION:

- (1) Revise zoning regulations as necessary to maximize the retention of agricultural lands for agricultural use and facilitate the marketing of farm products and permit related accessory structures and activities on designated agricultural lands.
- (2) Agricultural lands shall be preserved and maintained for farm use by adopting farm use zones pursuant to ORS 215 and applying such zones to identified agricultural lands.
- (3) Consider in all division reviews the use of methods to minimize negative impacts of such development on surrounding agricultural area.
- (4) Provide a process whereby a request for a new farm related dwelling located on pre-existing units of land having an acreage size of substandard to the minimum agricultural parcel size of 160 acres may be approved upon finding that such a dwelling is the primary structure on the property, is in conjunction with farm use and is consistent with commercial agricultural uses within the county and the agricultural objectives of this plan.

- (5) Zoning regulations applicable to agricultural lands shall provide for two(2) primary zone classifications in compliance with ORS 215 as "Qualifying Exclusive Farm Use Zones"; Said zone designations shall be entitled Multiple Use Rangeland (MUR) and Primary Farm (EFU) and applied to the agricultural rangeland and agricultural cropland areas respectively.
- (6) In order to promote the continuation of existing commercial agricultural enterprises in the County, zoning regulations shall establish a minimum farm parcel size of 80 acres for agricultural land and 160 acres for rangeland. Land division between 160 acres and 80 acres in agricultural areas, and between 160 acres and the "absolute minimum lot size" of each respective agricultural cropland area and intended to be farm parcels, may be determined to be appropriate for the continuation of existing commercial agricultural enterprises in the area.
- (7) Lands designated by the "Plan" as agricultural and containing 160 acres or greater in size in cropland areas shall be presumed to be commercial agricultural entities.
- (8) Commercial Farm operation shall be defined to mean an agricultural operation or unit that meets one or more of the following standards;
  - (A) Gross farm income is greater than or equal to \$20,000
  - (B) The farm requires the labor of at least one head of household for 20 hours or more per week averaged in an annual basis.
  - (C) Gross farm income is equal to 1/3 of the total family income.
- (9) Implementing measures for farm land divisions less than 160 acres in the EFU and MUR zones shall contain the following provisions;
  - (A) For any land division creating lots or parcels between 320 and 160 acres in the MUR zone and between 160 acres and the "absolute minimum lot size" of each respective EFU zone and intended to be farm parcels as commercial agricultural operations, each parcel shall be found to be typical of the existing commercial agricultural operations in the area.

The following factors shall be met in the development of the required findings;

- (a) Each parcel resulting from the proposed division is as large or larger than the median size of commercial farms within a two (2) mile radius of the subject property relative to similar soil types, crops and land use pattern in the area.

- (aa) If the inventory line includes only a portion of a commercial farm operation, the entire farm shall be included in the inventory.
  - (bb) Non-farm parcels and all parcels less than 20 acres will not be used in the inventory of commercial farms.
  - (cc) Farm operations which do not meet the commercial test under subsection (c) below shall be excluded from the inventory of commercial farms.
- (b) Any proposed parcel below 160 acres shall have useable water rights and water availability of adequate quantity to ensure the operation of irrigated farming techniques at commercial levels.
  - (c) The proposed parcels must be of a size and shape that is efficient for the use of farm machinery including; cultivating, harvesting and spraying equipment. If the proposed division would probably result in appreciably increased per acre management cost of appreciably reduced yields or management efficiency on new lots, the application shall be denied. If the proposed division would materially alter the stability of the overall land use pattern of the area, the application shall be denied.

For purposes of this Section, a commercial farm operation is one which meets one or more of the following standards;

- (aa) Gross farm income is greater than or equal to \$20,000.
  - (bb) The farm requires the labor of at least one head of household for 20 hours or more per week averaged on an annual basis.
  - (cc) Gross farm income is equal to 1/3 of the total family income.
- (10) The Administrative Review Process utilized to implement this Policy provision shall provide for notice and Appeals Process, and shall be in accordance with the County's current process for Type I Conditional Uses.
  - (11) In the review of divisions of agricultural lands pursuant to Section A of this Policy, the following factors shall be considered in the development of the required findings;
    - (a) Farm or Forest Management Plan as applicable ar deemed

necessary.

- (b) Existing commercial agricultural activity within the area and on the subject property.
  - (c) Types of crops grown in the area and on the subject property, typical yields and market availability.
  - (d) The area in which the agricultural activity is conducted;
  - (e) Soil Conservation Service Soil Capability Classification and soil types, and irrigation suitability, availability and historical use;
  - (f) Land use designations of the Comprehensive Plan Maps and other relevant information from the Agricultural Element of the Comprehensive Plan; and
  - (g) The average commercial farm unit size within the area relative to crops and yields typical to the area and land use patterns in the area of the proposed division.
- (12) Division of agricultural lands for nonfarm uses shall be consistent with all existing ordinances and the following criteria;
- (a) Any residential use which might occur on a proposed parcel will not seriously interfere with usual farm practices on adjacent agricultural lands;
  - (b) The creation of any new parcels and subsequent development of any residential use upon them will not materially alter the stability of area's land use pattern;
  - (c) The proposed division or use of the proposed parcels will not eliminate or substantially reduce the commercial agricultural potential of the area nor be inconsistent with the Agricultural Policies of this Plan; and
  - (d) Such divisions are consistent with the provisions of ORS 215.213(2) and (3), ORS 215.243 and ORS 215.263 as applicable. Or one or more of the following conditions apply:
    - (1) The parcel to be created will be sold to an adjoining farm operator and such transaction does not result in the creation of an additional parcel or building site; or
    - (2) The proposed division will create a separate parcel for a second dwelling which exists on the property, and creation of the parcel is consistent with criteria (a)

and (d) listed above.

- (e) The division clearly follows a physical feature which functionally divides and thus hinders normal farming activities, and creation of the parcel is consistent with criteria (a) thru (d) listed above.



#### IV. FOREST LANDS ELEMENT.

Commercial forest lands total 1.1 million acres or 39 percent of total land area of Grant County. 835,000 acres of that is in the National Forest and most of the rest is privately controlled. These forests play a major role in the County's economy.

Primary forest land uses includes production of trees and processing of forest products; open space; watershed protection; wildlife and fisheries habitat; mineral and aggregate extraction; soil protection from wind and water erosion; recreational activities, wilderness activity; and grazing of livestock.

In its findings, the County recognizes the importance of the wood products industry as a major source-directly and indirectly-of employment. The sale of timber on National Forest lands is also an income source for the County's schools and the County government road fund.

The County also finds that there is a greater potential for timber production that now being realized. The County establishes the policy of conserving forest lands for multiple forest uses while encouraging forest practices that promote high growth timber with reduced insect damage, and harvesting methods that protect long term forest productivity.

##### On Forest lands the County sets forth the following policies:

- (1) To require use of forest lands in compliance with the Forest Practices Act.
- (2) To consider and evaluate forest uses before forest lands are changed to another use.
- (3) To promote technical and financial assistance to smaller woodland owners.
- (4) To discourage parcelization of commercial forest land into small ownerships.
- (5) To encourage consolidation of forest land ownership into more economic units;
- (6) To recognize the increased potential for fire when houses or other structures are allowed in forest areas;
- (7) That wood products and agricultural sector needs be considered in evaluating County policies and development decisions;
- (8) On-going studies into alternative uses for insect-killed wood be encouraged;
- (9) The development of secondary wood products manufacturing be encouraged;

- (10) Development of mineral resources be in a manner to protect adjacent land and provide for recovery of disturbed land.
- (11) Forest Lands identified as capable of producing 20 cubic feet of merchantable timber per acre per year (productivity site class 6 and better) shall be designated as "Forest Lands" and conserved for forest uses as defined by State planning goal no. 4.
- (12) Forest Lands shall be conserved for forest by applying a Primary Forest Zone limiting non-forest uses, and providing for a minimum forest parcel size of not less than 80 acres.
- (13) Pursuant to findings applicable to Forest Lands in the County, a land unit containing 240 acres or more in those areas designated as Forest Lands shall be considered a commercial Forest Unit.
- (14) A forest dwelling on a parcel of 240 acres or greater shall be presumed to be necessary and accessory to authorized forest uses.

FINDINGS:

- (1) Research of past and recent County Clerk land sales records clearly indicate that forest land units as small as 80 acres are acquired by commercial operators as forest management units.
- (2) One of the major commercial forest land owners/managers in the County stipulates to the fact that said company does and will acquire land units as small as 80 acres if said lands are classified as "forest lands".
- (3) Recent and past land exchanges between BLM or the U. S. Forest Service and private land owners commonly involve parcels as small as 40 to 80 acres.
- (4) The County Assessor stipulates that nearly all speculative value assignments is removed for forest units in excess of 40 acres.
- (5) County Assessor records and State Forestry records provide clear evidence that forest land units of 80 acres or more are almost unanimously determined to be "forest Units".
- (6) In further support of the County's 80 acre forest land parcel provisions, a recent cursory review of the County Assessor Records and County Clerk Deed Records was conducted. The results of that review clearly show that major commercial forest lands owners/managers acquire and manage forest lands parcels of less than 160 acres including parcels of 80 acres and less. These types of land exchanges are even currently underway. Ochoco Lumber is currently (June, 1986) negotiating for purchase of below listed parcels owned by Kinzua-Donover Corp. As clearly shown by County Assessor's Records, there are eleven (11) major commercial forest land owners/managers in Grant County, including

Kinzua Corp., Louisiana Pacific, Edward Hines Lumber Company, Port Blakely Mill Co., Crown Zellerbach, Prairie Wood Products, Ochoco Lumber Company and Diamond International; all of which are commonly recognized as commercial forest owners/managers. These companies own and manage not less than thirty (30) non-contiguous forest land parcels ranging in size from 120 acres to 38 acres. A summary listing of such units is set forth as follows;

<u>OWNERS/MANAGERS</u>	<u>T/L</u>	<u>TS</u>	<u>RG</u>	<u>ACRES</u>
Kinzua-Danover	1200	11	28	60
	1300	11	28	60
	600	12	27	80
	1200	12	28	94
	2400	12	30	80
Edward Hines Lumber Co.	300	18	30	40
	500	18	30	40
	500	10	35	38
	200	11	35	40
	3100	9	32	80
	200	10	32	77
	1000	10	32	70
	1600	10	32	80
	100	11	31	94
	500	11	31	80
	200	11	32	79
400	11	32	52	
500	11	32	88	
Louisiana Pacific	400	7	30	79
	1500	7	31	80
	400	8	30	40
	3800	10	30	40
Ochoco Lumber Co.	1900	16	26	40
	300	17	26	119
	-	14	31	40
	-	14	31	80
Crown Zellerbach	600	12	31	113
	2701	14	31	120
	2100	13	34	40
	700	13	31	40
	300	12	31	111

CONCLUSION:

The foregoing findings, together with previous Forest Land Findings and Statistical Inventory data, provides substantial basis that lands

1 classified as "forest lands" and comprising 80 acres or more constitute "forest units".

POLICY:

Even though findings and conclusions verify that forest land units comprising 80 acres or more, but less than 240 acres are valid "forest Units", dwellings accessory thereto shall be reviewed pursuant to a Type I Conditional Use process to insure that such dwellings are necessary and accessory to the forest use of such parcels.

## V. NATURAL RESOURCES ELEMENT.

Natural resources are considered vital to Grant County's historical and future development and are recognized as a primary base for the County's economy. The County recognizes the following resources: Land, vegetation, land quality, minerals, water, air and fish and wildlife. General natural resource policies are to:

- (1) Manage natural resource to preserve original character where no conflicts are found;
- (2) Weigh economic, energy, environmental and social consequences when uses conflict;
- (3) Emphasize multiple use of resources;
- (4) Support coordinated resource management;
- (5) Seek to maintain and improve air, water and land quality;
- (6) Consider the carrying capacity of resources in decisions of their use;
- (7) Discourage increased public control of resources.
- (8) It shall be the policy of the County to work with the appropriate State and/or Federal agencies to identify and evaluate alternative and renewable energy resources in the County as a priority update project.
- (9) No development shall be permitted which does not meet applicable State and/or Federal noise, air, water and/or land pollution standards.

The County's overall land use policies are to:

- (1) Support the County's economic base;
- (2) Maximize preservation of agriculture and forest uses;
- (3) Minimize use conflicts. Mining shall be permitted on agricultural and forest lands in compliance with the applicable zoning thereof.
- (4) Recognize current use patterns in development decisions;
- (5) Encourage coordinated land management and conservation;
- (6) Consider soil and use factors in proposals to alter current land uses;

- (7) Seek a detailed County-wide soil analysis;
- (8) Actively seek aid for stream bank improvement and erosion control;
- (9) Promote County geology as a tourist-recreation base;
- (10) Preserve the limited soil good for intense agricultural use;
- (11) Prohibit conversion of land uses which decrease the economic base;

The County's vegetative resource policies are to:

- (1) Manage them for the needs of the County's economy;
- (2) Encourage coordinated management and multiple use programs;
- (3) Support findings that joint vegetative use by livestock and wildlife is compatible.
- (4) Support efforts to acquire more cost-sharing improvement-management programs;
- (5) Support rodent, predator and noxious weed control;
- (6) Encourage a comprehensive vegetative inventory, analysis and management plan;
- (7) Encourage programs to maintain and improve vegetative cover.

The County's land quality policies are to:

- (1) Continue maximum efforts to implement the County Solid Waste Management Plan;
- (2) Limit discharges from existing and future development;
- (3) Limit all development to the carrying capacity of the affected land.

The County's mineral source policies are to:

- (1) Consider minerals as an important economic resource;
- (2) Protect minerals, particularly aggregate, from encroaching non-compatible uses;
- (3) Consider mining compatible with agricultural and forest uses as long as approved practices are followed.

The County's water resource policies are to:

- (1) Promote water quality in streams and ground reserves;
- (2) Encourage construction of multi-purpose impoundments;
- (3) Encourage programs for stream corridor management;
- (4) Emphasize improved irrigation efficiency;
- (5) Support attainment of added water for prime users;
- (6) Support a Comprehensive Water Study and Management Plan for the County.
- (7) Water resources shall be managed and allocated equally among "all" identified beneficial uses.
- (8) Methods for increasing the quantity and quality of water for in-stream uses while maintaining and increasing quantities available for consumptive uses shall be the preferred methods of water management.
- (9) Water resources shall be managed and allocated for multiple purposes for the maximum beneficial use of all users, both nonconsumptive and consumptive.
- (10) Water resource policies shall give proper and adequate consideration to the multiple aspects of all beneficial uses.
- (11) Multiple purpose impoundment structures are to be preferred over single purpose structures.
- (12) It is in the public interest that integration and coordination of uses of water and augmentation of existing supplies for all beneficial purposes be achieved for the maximum economic development thereof for the benefit of the County as a whole.
- (13) Watershed development and improvement shall be preferred over other methods, whenever possible, for the preservation of balanced multiple uses and increasing stream flow quantities and qualities.
- (14) No development shall be permitted which does not meet all applicable State and Federal water quality standards.

The County's air quality policies are to:

- (1) Consider both air quality impacts of new industries and the potential for development afforded industries that face problems elsewhere with over-exploited airsheds;

- (2) Prohibit development that does not meet air quality standards.

The County's fish and wildlife including game and non-game species policies are:

- (1) Protect fish and game resources;
- (2) Encourage recreational sites to increase circulation of recreation dollars;
- (3) Require future impoundments to provide for maintenance of fisheries;
- (4) Limit road construction in crucial deer, elk and antelope wintering areas.
- (5) Utilize State and Federal Management Plan information for management and protection;
- (6) Limit intense recreation or residential development in sensitive habitat areas and riparian habitat zones;
- (7) Preserve habitat of endangered, threatened or vulnerable species;
- (8) Encourage public supported programs that develop wildlife areas and ponds on private land;
- (9) Minimize fish-wildlife damage due to construction activities;
- (10) Encourage cooperative management plans for livestock and game on public and private land;
- (11) Encourage cost-benefit ratio analysis for each wildlife species;
- (12) Encourage a study that identified and evaluates consequential aspects of various wildlife population sizes and compositions; in relation to other resource uses;
- (13) Seek development of analysis of private landowners costs and benefits related to big game;
- (14) Encourage fish-wildlife programs to be developed with private landowners rather than through land acquisition.
- (15) Recognizing the value of wildlife to the County and promote protection of such resources.
- (16) A stream setback requirement of not less than 100 feet shall be applied to Class I and II streams as designated by ODFW to maximize the protection of riparian habitat thereof.



- (17) Wildlife Management Areas shall be subject to a Conditional Use Permit process review to minimize adverse impacts on other beneficial resource uses.
- (18) In cooperation with ODFW, the County shall develop and implement a specific resource combining Zone designed to provide maximum protection for areas and/or sites identified as Critical Wildlife Habitat.
- (19) For those uses such as forest operations which may conflict with Critical Bird Habitat it shall be the policy of the county to rely on the Forest Practices Program (FPP) and the 1984 Cooperative Agreement between ODFW and DOF to resolve such conflicts.
- (20) The County believes that the Oregon Department of Fish and Wildlife should do its utmost under ORS 496.012 to mitigate and to compensate landowners and operators for big game damage to non-ODFW property in the County. Highest priority should be given to those properties adjacent to wildlife management areas, or in the migratory pathway of big game to such areas. Owners and operators to non-ODFW lands suffering big game damage are identified by the County as beneficiaries of the ODFW's obligations under ORS 496.012 to carry out the state's wildlife policy in a manner that is compatible with the primary uses of the lands and waters of the state. Until the ODFW adopts administrative rules for purposes of ORS 496.012, "primary uses" in Grant County are those uses permitted outright under the local zoning ordinances.
- (21) The County objects to the language of the Oregon Fish and Wildlife Commission's current State Agency Coordination program, wherein only fee simple acquisition of lands valued at \$50,000 or more to be used as wildlife management areas is subject to a public hearing and Oregon Fish and Wildlife Commission approval. We believe that easement or long-term lease acquisition, regardless of value, for the purpose of management areas or feeding sites should be added to the language because of the likelihood of those alternative methods being used by the Oregon Department of Fish and Wildlife to seek additional management areas/feeding sites. We further seek to remove the dollar value as a qualifier so that change of land use, not the value of the transaction, will be the trigger for a public hearing and approval process.
- (22) Grant County will resist the Oregon Department of Fish and Wildlife's use of successful operation of wildlife management areas as a basis for increasing its big game management objectives for the county.

Whereas there is a greater possibility of inconsistency, a greater potential for misinterpretation, and a greater potential for

misunderstanding by the general public by utilizing a number of different implementing provisions for the protection of significant natural resources, it shall be the policy of the County to formulate and adopt a single Zoning designation and implementing provisions thereof for application to all "Significant Resources". Said zone shall be entitled the "Significant Resource Combining Zone" (SR), and shall be for the purpose of conserving significant open space, mineral resources, scenic and historic resources, natural areas, critical habitat areas, and species occurrence areas in the County. Said Zone shall also be for the purpose of protecting important environmental, social, energy, and economic elements of the area, and be so designed as to permit development compatible with the protection of significant resources.

Said Zone shall be applicable to all of those Natural Resources set forth on the "Open Space, Scenic & Historic Areas, and Natural Resources Map" as set forth in Supplemental Report no. 1 to the Background for Planning Report adopted 23 May, 1984; Relative thereto, said Map shall be adopted by reference as the (SR) Zoning Map to insure consistency between Plan Designations and Zoning Designations. Said (SR) Zone shall also be applied to designated Mineral Resources on the Mineral Resources Map set forth in said Supplemental Report no. 1 and said Maps shall also be adopted by reference as the (SR) Zoning Maps.

It shall be the policy of the County to rely on the Forest Practices Program (FPP) and the 1984 Cooperative Agreement between ODFW and DOF to resolve conflicts between primary forest uses and operations and wildlife habitats.

The County shall cooperate with the Oregon Department of Transportation in activities and programs related to the protection of the Transamerica Bikeway.

## VI. OPEN SPACE, SCENIC AND HISTORIC RESOURCE ELEMENT.

The intent of this element is to provide the basis for continued development of programs that will insure open space, protect scenic, historic and natural resources for the future generations and to promote healthy and visually attractive environments in harmony with the natural landscape character.

The County full recognizes that the open space resources of the County are extensive, but that more than 90% of such resources are in agricultural and forest lands, and that the management of such land for the respective uses is of prime concern. Compliance with these applicable plan elements however will serve to protect the primacy open space qualities of said resources.

There certainly are open space, scenic and other natural value resources in the County of significant value which should be protected and preserved for that value. Two such resources are identified and so designated: The Strawberry Mountain Wilderness and the John Day Fossil Beds National Monument. Although a number of other resources and sites are potentially identified, additional study, evaluation, and documentation is necessary prior to specific use designation. Relative thereto, the County shall continue, as a part of its overall on-going planning program, effort to specifically identify such significant resources and to provide appropriate measures for the protection and preservation thereof.

The County also recognizes that, as a reflection of it's history there are a vast number of historic sites and structures located throughout the County, most of which are in private ownership. Relative thereto, it is full realized that an extensive preservation program is well beyond the management and fiscal capabilities of the County. Any such program will require extensive public support and commitment. Therefore, it is the objective of the County to cooperate with the County Historical Society and affected individuals and preservation of such resources within management and fiscal capabilities.

The County's policies concerning open space, scenic and historic resources are to:

- (1) Identify and conserve open space and identify and protect natural and scenic areas and historic sites where possible;
  - (2) Consider various consequences to determine appropriate uses of these areas and sites where conflicts occur;
- Comprehensive Plan;
- (5) Give further consideration and evaluation of significant natural areas;
  - (6) Permit outdoor advertising signs only in industrial or commercial areas;
  - (7) Utilize the National Register of Historical Places and State

- Advisory panel designating historical sites;
- (8) Encourage adoption of definitive standards for the preservation of historical resources.
  - (9) Retain the detailed historical inventory on file;
  - (10) Inform owners personally of designated historical resources to preserve individual privacy;
  - (11) Recognize that significant natural areas that are historically, ecologically or scientifically unique, outstanding or important, including those identified by the State Natural Heritage Program and/or Natural Area Preserves Advisory Committee, should be developed thereof to provide for the preservation of natural areas consisted with an inventory of scientific, educational, ecological, and recreational "needs" for significant natural areas.
  - (12) Ecologically and Scientifically Significant Natural Areas shall be identified and evaluated for necessary and feasible protection as a priority update project. Such areas presently determined significant with no conflicting uses shall be protected through application of the SNSA Zone.
  - (13) Significant Scenic Views and Sites shall be identified and evaluated for protection needs and potentials as a priority update project. Such existing identifiable resources with which no conflicts are identified shall be protected through application of Zoning such as the SNSA Zone.
  - (14) Identified Historic resources shall be protected to the extent necessary and feasible through the application of a Zone designated therefore; Demolition and major exterior alteration shall be a matter of public concern.
  - (15) The County shall coordinate with the appropriate State and/or Federal agencies in further planning and evaluation of the Pacific Crest to Desert (Ochoco) Trail route and Wild and Scenic River Program considerations.

## VII. RECREATION ELEMENT

With more leisure time available to many people, the need for recreational facilities has increased dramatically in recent years. It is the general goal of the County to satisfy the recreational needs of the citizens of the County and visitors by providing for human development and enrichment with recreation areas, facilities and opportunities. Many businesses and industries seek location with a high level of environmental quality as a means of increasing their ability to attract and retain a stable and productive work force. With the improvement of transportation systems giving greater flexibility for business and industrial site selection, a well developed recreation system can be an important factor in attracting such developments.

The basic objective of the Comprehensive Plan is to promote the use of existing parks and recreation areas within the County and to promote the development of additional areas that have recreation value and potential as needed. Recreation areas that are intended to serve local recreation needs as well as add to the local economy in terms of commercial recreation are to be encouraged, especially "Destination Resorts". Relative thereto, a number of sites have been identified but certainly such listing does not intend to limit development thereto: Those sited identifies include Blue Mountain Hot Springs, The J-L Guest Ranch area, The Ritter area, Blue Mountain Youth Camp-Fireside area, and Logan Valley. To meet recreation needs and to encourage the development of recreation sites the County's Recreation policies are to;

- (1) Utilize the State Comprehensive Outdoor Recreation Plan in developing facilities here.
- (2) Allow review by local agencies of State and Federal Recreation Plan here;
- (3) Provide park-recreation improvements where demand exists and it's feasible;
- (4) Give priority to private enterprise to develop recreation for public use where feasible;
- (5) Encourage diversification of outdoor recreation programs;
- (6) Encourage development of public meeting places and indoor recreation facilities for all ages;
- (7) Encourage development of private resorts and public parks based on special County attraction;
- (8) Discourage widespread sale of public land without full consideration of public needs and benefits;

- (9) Encourage exploration of mixing recreation activities with Commercial uses such as restaurants and concessions;
- (10) Encourage identification of recreation sites;
- (11) Consider private recreational development open to the public as alternative to total publicly-owned facilities;

Other recreational policies are to;

- (1) Require park improvement in large developments that generate such a need;
- (2) Require facilities serving urban areas as close to the population center as possible;
- (3) Require dedication of park land in approval of large subdivisions;
- (4) Require that recreation uses to not exceed capacity of air, water and land;
- (5) Require coordination of private development in forest lands with public plans to protect resources;
- (6) Encourage attempts to keep game mammal hunters proportionate to County game populations and livestock needs;
- (7) Encourage destination resort development;
- (8) Encourage distribution of promotional material and cooperation between communities in such promotions.

## VIII. NATURAL HAZARDS ELEMENT

Natural hazard areas defined as areas that are subject to natural events that are known to result in death or endanger the works of man, such as stream flooding high ground water, erosion and deposition, landslides, weak foundation soils and other hazard areas have been identified in the County. The County shall continue efforts to obtain and/or develop information on geological hazards in the County. In the interim, available SCS Soils data shall be utilized as a basic guideline in identifying potential hazards on a case-by-case basis as development proposals occur. Upon identification of such hazards, the provisions of the Geological Hazard Zone shall be applied.

The general goal of this element is, therefore, to protect life and property from natural disasters and hazards. In dealing with flooding and other water hazards, the County's policies are to:

- (1) Development within an identified Flood Hazard Zone shall only be permitted in compliance with applicable flood plain regulations.
- (2) Prevent new development from increasing flood hazards or create new ones;
- (3) Limit uses that will require dams, dikes or levies for protection;
- (4) Structures shall not be permitted in identified floodways.
- (5) Require flood-proof construction in areas subject to inundation;
- (6) Consider potential effects of high ground water in development approval.

The County's other natural hazard policies are to:

- (1) Recognize development limits caused by resource carrying capacity;
- (2) Require higher development standards where development is allowed in problem areas;
- (3) Guide development to low hazard areas;
- (4) Require access for emergency equipment to development;
- (5) Require subdividers to provide safe and adequate water;
- (6) Require review of proposed development for natural hazards with authority to modify or deny on that basis;

- (7) Place burden of proof on developer-builder in determining hazards;
- (8) Adopt the "Fire Safety Considerations for Developments in Forested Areas" publication as reference in consideration of development near forested areas.



## IX ECONOMIC ELEMENT

The importance of economics to the future of the County cannot be overemphasized. The total dependence on a resource-based economy and the direct effects of economic externalities combines to make economic planning a vital key to the continued livability of the County. The scope of economic attention in the Comprehensive Plan is not limited to this Section, but is a consideration in nearly every major topic section. The principle industries of the County are timber, livestock, recreation-tourism, Hunting and fishing, services and trade. This characteristic has caused the County's economy to fluctuate with agricultural markets, commercial timber supplies, and the national housing markets. It is certainly recognized that greater diversification of the County's industries would help stabilize the general economy. In the past, the focus of economic development in the County has relied mainly on resource based industries, such as agriculture and timber, and transportation, trade, and services have basically developed in response to the needs of these resources based industries. Therefore, economics is a vital consideration in the overall planning of the County, and there are critical needs for comprehensive research and analysis relative to resource use and management. Recognizing economic development deterrents such as market and transportation isolation, the County must utilize methods of economic development inducement to gain any level of "comparative advantage". It is further recognized that the absolute preservation of "all" agricultural and forest lands for the respective single-purpose uses would effectively further decrease any "comparative advantages" the County "may" have for economic development, continues economic vitality and related livability. It is also recognized that the limitations of industrial development to adopted urban growth areas through planning policy and regulation would effectively prevent many types of possible industrial development and not be in the best interest of the County at-large.

Economic resources are diverse and located throughout the County. The option for development thereof is a valid consideration. Preventing use of the "comparative advantages" the County may have in the economic resources located outside the adopted UBG'S would severely limit the County's chance to plan for economic stability, growth and diversity.

Relative to the foregoing, it is in the best interest of the County to establish through planning policy and regulations, certain economically related non-farm and non-forest uses which may be permitted under specified conditions outside UBG'S or other specifically designated areas. One such method of encouraging economic development through planning is to permit by planning policy and regulation the selective location of new and diversified industry relative to resources and rural lands. The County's economic policies are therefore to:

- (1) To make efforts to diversify, stabilize and improve the economy;
- (2) Require that development plans be based on the best economic

information available;

- (3) Insure implementing regulations provide maximum development options, protection for existing industry and for expansion;
- (4) Continue participation in the State Economic Development Program;
- (5) Protect areas and resources suitable for industrial development from incompatible land uses;
- (6) Minimize undesirable effects of heavy commercial and industrial developments;
- (7) Expand job opportunities and reduce unemployment, outmigration of youth and accommodate labor force growth;
- (8) Maximize utilization of local manpower as job opportunities increase.
- (9) Existing developed and committed rural commercial and industrial areas shall be so designated and zoned for the continuance, maintenance and needed and desirable expansion thereof.
- (10) Provisions shall be available for the maximum flexibility in the siting and approval of resource dependent industrial development.
- (11) Non-resource dependent industrial development may only be permitted outside established UGB's or designated committed areas by compliance with the "Exceptions" process.

## X. PUBLIC FACILITIES AND SERVICES ELEMENT

The public facilities and services element of the Plan is intended to provide basic framework for the future growth of the County. Public facilities are areas and improvements which accommodate or provide various government services to the Community. The County's general policies are to;

- (1) Provide public facilities and services to support optimum development in urban areas and at appropriate levels in rural areas;
- (2) Prevent facility and service levels from exceeding the carrying capacity of the resources to handle development;
- (3) Encourage maximum cost-benefit of the facility or service;
- (4) Encourage roads and streets to be clearly designated;
- (5) Improved public access, electrical power, telephone, school transportation police and fire protection are those public facilities and services deemed appropriate for rural nonfarm or nonforest development in the County.
- (6) Rural nonfarm or nonforest development shall not be approved unless the level of such facilities and services deemed appropriate are available and/or provided as deemed necessary.

Relative to new developments, the County's policies are to:

- (1) Require that the impact of large developments on public facilities and services be examined.
- (2) Encourage intense development to locate in Cities where possible to make use of existing facilities and services;
- (3) Require developments to provide ingress and egress for emergency vehicles;
- (4) Give approval of developments only where they can be accommodated by existing facilities-services capacity or planned capability.

Relative to utilities, the County's policies are to;

- (1) Recommend utility lines follow existing rights-of-way or over unproductive land;
- (2) Require utility companies to be inclined in development planning

to learn their needs to provide services;

- (3) Locate power stations centrally to development while minimizing negative environmental impact;
- (4) Encourage coordination by public-private utilities of work requiring excavations;
- (5) The County's basic policy on water and sewerage shall be to encourage intensive development to locate within existing Cities whenever possible. Cities are organized to provide water and sewerage service. When development does occur in unincorporated areas, such as recreation developments, minimum State sanitation and health requirements must be met by the private interests involved, including an individual lot-by-lot approval for subsurface sewage disposal or approved alternatives;
- (6) Solid waste disposal shall be accomplished in conformance with the County Solid Waste Management Plan and applicable regulations;
- (7) Fire protection shall be considered a common problem by the Cities, the County, Fire Protection Districts, and those government agencies responsible for fire protection on public or private lands.

The County shall provide an orderly and efficient arrangement for the provision of public facilities, services and utilities. Designation of land into any use category, either initially or by subsequent plan amendment, shall be consistent with the minimum level of services established for that category.

The following minimum service levels are hereby established for each of the specific Land Use Designations set forth in the Plan;

- (A) PRIME AGRICULTURAL LANDS: No minimum level of services is established. This category is intended primary for resource management, and although some degree of habitation exists and is likely to occur, sparse population patterns are expected. Although no absolute minimum level of services are established, it is recognized that desired services must certainly include improved, reasonable public access and schools.
- (B) AGRICULTURAL RANGELANDS: No minimum level of services is established. The category is intended primarily for resource management, and although some habitation exists and will occur, sparse population patterns are expected.
- (C) PRIME FOREST LANDS: No minimum level of services is established. The category is intended primarily for resource management, and although some habitation exists and will occur, sparse population patterns are expected.

- (D) RURAL SERVICE CENTERS: Minimum services include school bus service, on-site sewage disposal, individual water supplies, electrical service, telephone service, rural level of police protection, improved public access, postal service, and reasonable access to a solid waste disposal facility or service.
- (E) NATURAL & SCENIC RESOURCES: No minimum level of services is established outside of currently existing developed areas. Category is intended for resource management and not habitation, however, tourist facilities necessary to accommodate current and future use levels shall be provided at levels necessary to prevent resource degradation.
- (F) HISTORICAL RESOURCES: No distinct minimum level of service is established. Service levels shall be consistent with the primary area designation.
- (G) AIRPORT AREAS: Minimum service levels include improved public access, electrical power, telephone service, onsite sewage disposal and water supply and rural level fire and police protection.
- (H) RURAL RESIDENTIAL: Minimum service levels include school bus service, on-site sewage disposal, individual water supply systems, electrical service, telephone service, rural level fire and police protection, reasonable access to solid waste disposal facility or service, and improved public access.
- (I) RURAL SUBDIVISIONS: Minimum service levels include school bus service, on-site sewage disposal, individual water supply systems, electrical and telephone service, rural level fire and police protection, reasonable access to solid waste disposal facility or service, and improved public access.

## XI. TRANSPORTATION ELEMENT

- (1) Provide a safe, convenient and economical transportation system;
- (2) Keep transportation studies up to date;
- (3) Encourage acquisition of needed rights of way as part of development;
- (4) Insure existing roads are adequate for projected traffic increases;
- (5) Allow approval of subdivision and partitioning only after full consideration of minimum road standards and access;
- (6) Encourage the County to vacate unimproved or unneeded rights of way;
- (7) Require roads created by partitioning or subdivision to be designed to tie into existing roads, or be extensions thereof;
- (8) Identified "public" airports shall be protected from incompatible uses through the application of an appropriate Airport Zone;
- (9) All transportation considerations relative to major developments shall include the needs of the transportation disadvantaged.

### APPROVAL PROCESS

- (1) The Transportation System Plan is an element of Grant 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 in the new alignment falls within a transportation corridor identified in the Transportation System Plan.
- (2) Operation, maintenance, repair and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.
- (3) For improvements designated in the Transportation System Plan (including dedication of right-of-way, authorization for construction and the construction of facilities and improvements) the classification of roadway and approved roadway standards shall be allowed without land use review.
- (4) For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA) the final EIS or EA shall

serve as the documentation for local land use review, if local review is required.

- (5) If there is no adverse effect, a categorical exclusion will be used as a tool for the approval process.

#### PROTECTION OF TRANSPORTATION FACILITIES

- (1) Grant County shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
- (2) Grant County should include a consideration of a proposal's impact on existing or planned transportation facilities in all land use decisions.
- (3) Grant County should protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.
- (4) Grant County should consider the potential to establish or maintain access-ways, paths, or trails prior to the vacation of any public easement or right-of-way.
- (5) Grant County should preserve right-of-way for planned transportation facilities through voluntary dedication or setbacks.
- (6) The function of airports within the County should be protected through the application of appropriate land use designations to assure future land uses are compatible with continued operation of the airport.

#### COORDINATED REVIEW

- (1) Grant County shall coordinate with the 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 Comprehensive Plan.
- (2) Grant County shall require individuals making applications for development permits for properties that have frontage or access onto a state highway, to provide access approval from ODOT.
- (3) Grant 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 process.

AMENDMENTS CONSISTENT WITH THE TRANSPORTATION SYSTEM PLAN

- (1) All development proposals, plan amendments, or zone changes shall conform with the adopted Transportation System Plan.



## XII. ENERGY CONSERVATION ELEMENT

Energy conservation has emerged as a primary concern in recent years and its importance to land use planning is easily recognized. In general terms the primary goals set forth in this element of the plan are directed at conserving energy, maintaining energy sources. The County's energy conservation policies are to;

- (1) Encourage renewable and/or energy efficient systems in all development;
- (2) Conserve energy and use renewable resources;
- (3) Encourage development of solar wind and micro-hydro and other alternatives;
- (4) Encourage high density residential development near high unemployment and commercial areas;
- (5) Encourage recycling of wastes;
- (6) Encourage alternate energy sources in industry and business;
- (7) Encourage location of trail projects here by firms and agencies studying potential power sources;
- (8) Encourage allocation of land uses to minimize depletion of non-renewable energy resources.

### XIII. URBANIZATION ELEMENT

The urbanization element of this plan is set forth primarily as adoption by reference of the urban area plans for the nine incorporated Cities of the County: John Day, Canyon City, Prairie City, Seneca, Granite, Mt. Vernon, Dayville, Long Creek and Monument.

The plans of these Cities have or are to be jointly adopted by the County and each respective City. Joint City County adoption is because they have selected existing City limits as the Urban Growth Boundary.

In addition to the fore-referenced nine(9) incorporated City urban areas, the County has a number of existing and identifiable "Rural Service Centers". Said centers are comprised of unincorporated Community centers which provide limited, but important goods and services to rural areas in which each is located. Preservation of these service centers is considered vital to the liveability of the areas served. Identified rural service centers include Kimberly, Fox, Meadowbrook, Dale, Austin Junction, Silvies and Hamilton.

For purposes of compliance with ORS Chapters 197 and 215, the City of Granite has delegated its planning and zoning authority to Grant County pursuant to ORS 215.130(2)(b) (City Ordinance no. 85-1, adopted July 6, 1985). The County has designated approximately the platted portion of Granite (154 acres) as a Rural Service Center and adopted findings and conclusions to support a Goal 2 built and committed exception statement. Land inside the city limits and outside the Rural Service Center is designated Primary Forest F-80 (160) (approximately 116 acres). Grant County has also applied the Significant Resource (SR) Combining Zone to the historic sites and structures listed on the State's Historic Preservation Office's Inventory. For purposes of compliance with Statewide Planning Goal II, the minimum service level requirements for rural service centers and primary forest lands applies to Granite. For purposes of compliance with Statewide Planning Goal 14, Grant County finds that Granite is not committed to urban development and that there is no need for urbanizable land. Therefore, the establishment of an urban growth boundary is not necessary or appropriate at this time. Any future plan amendment creating urbanizable land must be done consistent with the seven factors of Statewide Planning Goal 14.

Whereas the applicable City Urban Area Plans have been prepared and are to be adopted jointly by the county and each respective City; and whereas there is also to be adopted a Joint Management Agreement for each applicable Urban Area; now therefore be it hereby set forth that said Urban Area Plans are to be adopted by reference as though set forth in full herein as the Urbanization Element of this Plan.

Whereas the City of Mt. Vernon amended its Urban Area Comprehensive Plan and Urban Growth Boundary in June of 1985; and, whereas said Plan and

UGB has been determined to be in compliance with State Planning Goal; Now therefore, the County does hereby adopt said amended Urban Area Comprehensive Plan and Urban Growth Boundary by reference for the Mt. Vernon Urban Area. The provisions of a previously adopted Urban Area Management Agreement adopted jointly by the County and said City shall continue in effect.

John Day City Ordinance No. 84-40-3 adopted by the City of John Day on 24 April, 1984, is hereby adopted by reference as though set forth in full herein. Said Ordinance provides for Amendments and Supplements to the John Day Urban Area Comprehensive Plan of 1980, jointly adopted by the County and said City.

#### XIV. HOUSING ELEMENT

Whereas a substantial portion of the County's total housing units are located within the planning areas of various Cities of the County; and whereas individual plans with respective housing elements have been formulated and, as applicable, are to be jointly adopted by each City and the County; therefore, the Housing Element contained within this "Plan" is relatively general in scope and context. Thereof, the Housing Element of each respective City Urban Planning Area in the County shall be considered and integral part hereof.

In addition to the normal conventional home construction, modular homes provide a means to meet the increasing housing demand. Modular homes are "manufactured" units that are generally preassembled and trucked to the site. The design of these units have improved a great deal in recent years. Mobile home are also an important and increasing housing option.

Regardless of the construction method, more new homes are and will be needed in the County. The County intends to encourage the development of these dwelling units in existing communities, although the need for some rural housing is recognized. The County realizes that not all of the s population, present and future, is desirous of that not all of it's population, present and future, is desirous residing solely in an "urban" atmosphere. In addition, the County is certainly aware that growth in the agricultural sector will create a continuing demand for employee housing therefor.

It is extremely difficult to make meaningful projections as to the type and cost of housing units that will be required in the future. However, future needs will likely be similar to existing needs. First, there seems to be a need for more housing of all types in Grant County. persons moving to Grant County face a very limited range of choices in housing. Second, the need for rental housing is even more pressing. It is not unusual for persons to wait a number of months to find suitable rental housing. Third, there is a need for low income housing. Many substandard housing units are occupied by low-moderate income families. This housing is unlikely to be demolished or rehabilitated until some alternatives are provided for these families. Fourth, there is a need for housing rehabilitation in the County, as most housing units are relatively old. The County's housing element policies are to:

- (1) Increase the supply of housing to allow for expected population growth and to provide for the housing needs of the citizens of Grant County, in both urban and rural areas;
- (2) Encourage housing development to occur within Urban Growth Areas whenever feasible, but to maintain a certain level of rural living options;
- (3) Encourage residential development which provides prospective

buyers with a variety of residential lot sizes, diversity of housing types, and a range in prices;

- (4) Encourage and cooperate with agencies and private development in seeking low and moderate income housing;
- (5) The County shall emphasize the need for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment;
- (6) Decisions on housing development proposals should be expedited when such proposals are in accordance with Zoning Ordinances and with provisions of Comprehensive Plans;
- (7) Ordinances and incentives should be used to increase population densities in urban areas taking into consideration (1) key facilities; (2) the economic, environmental, social and energy consequences of the proposed densities, and (3) the optimal use of existing urban land particularly in sections containing significant amounts of unsound substandard structures.

## XV REVIEW AND REVISION PROCESSES

This "Plan" is not cast in concrete. It is a public plan by a changing society in a developing and renewing, dynamic situation.

It is recognized that as a result of changing conditions and future impacts, planning program including the Comprehensive Plan, the Urban Growth Boundaries and all implementing Ordinance and supporting documents must be periodically reviewed and updated.

The Comprehensive Plan, Urban Growth Boundaries and implementing Ordinances shall be evaluated on a biennial basis, with the first such review within two (2) years of LCDC Acknowledgement. Each such biennial review shall be completed within a period not exceeding one hundred and eighty (180) days.

Each such review shall evaluate said documents in relation to changing public policies and circumstances, community, social, economical and environmental needs, and the workability, effectiveness and equipability of the overall program in carrying out the intent thereof.

In each such review, opportunities for participation and input shall be provided to the general public, all affected jurisdictions, special districts, and specifically all applicable resource managing agencies.

Minor changes as defined herein and/or in statewide goals shall not occur more often than necessary (each six months is the recommended guideline), and may be initiated by the County or an individual property owner.

Such minor changes initiated by an individual (or group) property owner shall be accompanied by a fee of \$100 and shall be processed in the same manner as a zone change with the same notice and hearing requirements thereof.

A minor change involving the incorporation of new data, statistics and other material of a technical nature may be initiated by the County as deemed necessary or advisable.

At a minimum, the biennial review shall determine Plan and Implementing Ordinance conformity with changes in:

1. The Oregon Revised Statutes;
2. Oregon Case Law;
3. Oregon Statewide Planning Goals;
4. Requirements of the County and Cities;
5. Needs of residents or landowners within the County and Urban Growth Areas;
6. Concerns of the County and other affected governmental units.

If the Comprehensive Plan, implementation measures, or both fail to conform to any or all of the above-mentioned criteria, the non-conforming document (s) shall be amended as soon as practicable.

#### MAJOR LEGISLATIVE REVISIONS

Major revisions include land use changes that have wide-spread and significant impact beyond the immediate area such as quantitative changes producing large volumes of traffic, a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a special change that affects large areas or many different ownerships.

The Plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the Plan. Areas experiencing rapid growth and development should provide for a frequent review so needed revisions can be made to keep the Plan up to date; however, major revisions should not be made more frequently than every two years.

The Plan and implementing measures should be reviewed at least every two years and a public statement issued on whether any revision is needed. They can be reviewed in their entirety or in major portions. The review could begin with re-examining the data and problems and continue through the same basic phases as the initial preparation of the Plan and implementation measures.

#### MINOR OR QUASI-JUDICIAL CHANGES

Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change, should 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 should be established. Minor changes should not be made more frequently than once a year, if at all possible.

#### CITIZEN INVOLVEMENT

Citizen involvement in the required biennial plan reviews shall be assured by the continuance of the existing citizen Involvement Program.

#### PLAN AMENDMENT

Following receipt of recommendations from CAC, (i.e. the Planning Commission) the County Court and affected City shall determine that proposed amendments should be considered; at such time, amendment of the Comprehensive Plan shall be based on the following procedure and requirements.

1. The Planning Commission shall set a public hearing date and give notice thereof through a newspaper of general circulation at

- least ten (10) days prior to the Planning Commission hearing;
2. Copies of proposed amendments shall be made available for review at least ten(1) days prior to the Planning Commission hearing;
  3. Within ten (10) days after the close of the public hearing the Planning Commission shall make findings of fact and recommend to the County Court and affected City Council adoption, revision or denial of the proposed amendments.
  4. Upon receipt of the Planning Commission recommendation the County Court shall set a public hearing date and give notice thereof through a newspaper of general circulation at least ten (10) days prior to the hearing. As applicable, such hearing shall be conducted jointly with the affected City;
  5. Copies of proposed amendments and the Planning commission recommendation shall be made available for review at least ten (10) days prior to the County Court or Joint City-County hearing.
  6. Within ten (10) days after the close os the public hearing the County and Affected City Council shall make findings of fact and adopt, adopt with changes, or deny the proposed amendments. Adoption of plan amendments is effective upon:
    - a) County adoption in the case of amendments of the plan map for an area outside an Urban Growth Boundary thereof.
    - b) City and County adoption in the case of amendment of plan map for an Urban Growth Area; or
    - c) City and County adoption and LDCD approval in the case of amendment of plan goals or Urban Growth Boundary location.
  7. Application initiated by a party or parties other than a City or the County shall be accompanied by a filing fee in the amount of \$100.00.



## EXCEPTIONS ELEMENT

In applying State Planning Goals outside the Urban Growth Boundary area the County is guided by three goals: Goal 2: Land Use Planning; Goal 3: Agricultural Lands; Goal 4 : Forest Land. Goals 3 and 4 are resource goals which deal with the identification and preservation/conservation of specific resources. Goal 2 is a procedural goal which deals with establishment of a rational formulation and application of land use planning.

In applying Goals 3 and 4 , the County is required to determine the location and extent of agricultural and forest lands. Upon identification of agricultural and forest lands, the County is then required to comply with the respective goal by applying the appropriate Comprehensive Plan Designation and land use regulations on such parcels for said exclusive resource use.

In some cases, the County may identify lands where it is inappropriate to apply either Goal 3 or 4. Part II of Goal 2: Land Use Planning speaks to such a situation by providing for the Exceptions process. The exceptions process is used to explain why it is not possible to apply a goal which prescribes or restricts certain uses of resource land to specific properties. In this case the County must show why it is not possible to apply Goals 3 and 4 to certain lands. A full goal exception is required when it is not possible to apply a particular goal because there is an identified need for a use not otherwise allowed by a goal. Such a single approach exception must be justified based on the following criteria:

- a) The need for the use.
- b) Alternatives to the use.
- c) Consequences of permitting the use.
- d) Compatibility of the use with adjacent uses.

State Planning Goals also recognize that when agricultural and forest lands are either 1) physically developed or built upon, or 2) irrevocably committed to non-farm or non-forest uses, then Goals 3 and 4 do not have to be applied to these lands. Grant County has identified those lands which the County is excluding from the application of LCDC Goals 3 and 4 because there is an apparent determined need. The following definition of a "Physically developed and committed", and because there is an apparent determined need. The following definition of a "Physically Developed and Committed Area" was utilized in the identification of lands which are capable of supporting limited farm and forest uses but were not considered available for full resource use, and which are designated Rural on the Comprehensive Plan Map:

A physically developed and committed area is a geographic area which is capable of supporting limited farm and forest use, but which are not available for full resource use as indicated by the following criteria:

- (1) Parcelization and ownership patterns;
- (2) Lot size;
- (3) Substantial (generally 40% or more) development of existing lots in the area;
- (4) Existing uses which create operational conflicts with farming and forestry practices;
- (5) Soil and terrain characteristics;
- (6) productivity;
- (7) Irrigation potential;
- (8) Available public services (water and roads); and
- (9) Other relevant factors;

On a case-by case basis, evidence relating to some or all of the factors may be sufficient to reach the conclusion that the subject property meets the definition for a "physically developed and committed area."

In addition to the foregoing considerations, the identification and analyses of "Exceptions Areas" for non-resource development was based on the following factors which constituted the basic criteria for the ultimate selection of such areas for Rural Residential, Rural Industrial, and Rural Services use and development;

- (a) Current and past land use and development trends clearly established such non-resource use and development.
- (b) Adjacent land uses and evidence of incompatibilities or conflicts therewith.
- (c) The existence of reasonable availability of public facilities and services including but not limited to improved and maintained public access, electrical power, telephone service, fire protection, police protection and school service.
- (d) Parcel size and ownership patterns clearly reflect non-resource use and development patterns and the potential for continued resource use within the area is substantially reduced.
- (e) Identifiable natural boundaries of the area in question.
- (f) Neighborhood and/or regional development characteristics are supportive of such non-resource designation.

## METHODOLOGY FOR DETERMINING DEVELOPED AND COMMITTED AREAS

In undertaking this analysis of developed and committed areas, the County utilized the following methodology:

- (1) Potential Rural Areas lands were identified as those outside the Urban Growth Boundary areas which clearly indicated a pattern of rural non-farm or non-forest development.
- (2) One or more assessor's maps and related data sheets were assembled for each area:
- (3) The basic units of analysis was individual tax assessor's maps, SCS soils maps, USGS contour maps, and NFI Flood hazard maps. Appropriate data collected on this basis include the following:
  - a) The existing zoning, based on information on file in the Planning Dept.
  - b) The total acres, number of parcels, average, smallest and largest parcels, number of committed parcels, and acreage totals of committed parcels:
  - c) Ownership data;
  - d) To determine whether or not a property was improved, information from the assessor's tax roll was used. However, it is known that some residents have been established which do not appear on the assessor's record, thus the percentage of development in some instances may be higher than indicated.
  - e) Soils data were estimated from the County's soil classification map and grouped in three categories as a percentage of SCS Capability types: Category I-SCS Class I-IV, category II-SCS Class V-VII, and Category III-Class VII-VIII. Forest land capability of soil was determined from the State forestry productivity maps.
  - f) Availability of water was determined by examination of the District Watermaster's water rights records, surface water source maps, and groundwater resource maps.
  - g) Slope factors were divided into categories less or more than 30%.
  - h) Additional potential lots were estimated based upon minimum lot size in proposed zones.
  - i) Flood hazard areas were estimated by comparing Flood Hazard and USGS Contour Mapping.

Based on the foregoing considerations and criteria factors, those areas set forth hereinafter were found to be justified as qualifying as Physically Developed and Committed Areas for non-resource use and development.

(1) CANYON CREEK CORRIDOR-RURAL RESIDENTIAL AREA

The subject area contains 1,804 acres, all of which is located within the boundaries of the John Day Rural Fire District. Said area clearly reflects a pattern of rural residential development with 93 individual ownerships of which more than 75% have existing dwelling units; The average size is 25 acres. Steeply sloping terrain along the east and west perimeters of the subject area provides a natural boundary and barrier between the subject area and the Strawberry Wilderness to the east and forest lands to the west. The area is currently served by all required public facilities and services.

(2) DOG CREEK/MARYSVILLE AREA-RURAL RESIDENTIAL

The subject area contains a total of 1,368 acres. Said area is within or immediately adjacent to the John Day Rural Fire District; is adjacent to the John Day UGB on the north, and adjacent to the Canyon City and John Day UGB's on the west. The area is more than 40% developed, with more than 60% of the undeveloped areas located between existing developed areas and said UGB's. All required public facilities and service are either existing or immediately available by annexation of minimal extensions. Although 360 acres of the area is in public ownership, 240 acres thereof is under consideration for disposal as excess property. Natural and manmade boundaries are evident and include the Dog Creek/Marysville County Road, the Rural Fire District Boundary and the National Forest Boundary with corresponding extreme terrain features. There are no known or identifiable resource user ownerships in the area.

(3) WEST BENCH/LUCE CREEK/ADAMS HEIGHTS AREA  
RURAL RESIDENTIAL

This area is unchanged from the 1983 Plan proposal, although a larger portion thereof is development limited due to expansions in the Airport Hazard Zone for the John Day Airport (approximately 160 acres added thereto). Said area containing a total area of 3,529 acres, is adjacent to the John Day UGB on the east and the Luce Creek County Road (access to the County Solid Waste Disposal Site) on the west. Said area is currently nearly 50% developed (lots less than 40 acres with dwelling units), and required public facilities and services are currently existing or immediately available to the entire area. There are no known or identifiable dominate resource user ownerships within

the subject area. The net building area is estimated to total approximately 1,230 acres.

(4) LAYCOCK CREEK AREA-RURAL RESIDENTIAL

This area totals 2,430 acres of which approximately 30% is currently developed in parcels of 40 acres or less with dwellings, and in such a sporadic pattern as to adversely impact continued resource use within. Said area is located nearly equal distance from the urban centers of the Cities of John Day and Mt. Vernon, and has been undergoing a rural residential development pattern for the past 10 years. All required public facilities and services are currently available to the subject area.

(5) EAST PRAIRIE CITY/JEFF DAVIS CREEK AREA - RURAL RESIDENTIAL

This area comprises a total of 1,097 acres. Located approximately 2 - 3 miles east and northeast of Prairie City, the subject area, more than 30% developed, provides the only outlying rural atmosphere development area in the vicinity of Prairie City which will have minimal impacts on resource uses. All required public facilities and services are immediately available as a result of the rural development pattern which has emerged over the past decade.

(6) SE MONUMENT AREA - RURAL RESIDENTIAL

Located adjacent to and as an extension of the south City limits of the City of Monument, the subject area comprises only 62 acres of which 23 is already developed in small ownerships in existence for more than 10 years. All public facilities and services are currently available to serve an estimated 33 acres of buildable lands.

(7) EAST MT. VERNON INDUSTRIAL AREA

Comprising 56 acres located adjacent to and east of the City of Mt. Vernon, the subject area consists of two (2) existing industrial developments related directly to the wood products industry. Both uses have been in existence for more than 10 years and constitutes important employment and economic bases for the County's total economy.

(8) RURAL SERVICE CENTERS

There are seven (7) unincorporated rural service centers identified and designated in the County. Each of these centers have been in existence for more than 30 - 40 years and provide for limited, but necessary goods and services to the rural areas in which they are located and to the traveling public. The areas designated for such purpose is strictly limited to pre-existing developed and/or duly platted townsites and/or centers. The total area encompassed by said rural service centers is less than 40 acre, of which more than 70% is comprised in the original townsite plats of Hamilton and Fox. By name, the remaining five (5) Rural Service Centers are identified as Kimberly, Dale, Meadowbrook, Silvies, and Austin Junction.

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COMMITTED AREAS

In addition to the 10 areas previously identified and designated for rural and recreation development, the County recognizes and does hereby designate two (2) outlying developments as being fully committed to nonfarm use; i.e. Pine Creek Park Subdivision, and the River View Estates Subdivision. Both developments are duly approved and platted subdivisions and are more than 80% developed. This declaration of a committed exception is not intended to permit further division of said platted lots, but is set forth singularly for the purpose of establishing the fact that involved lands are "committed" to nonfarm rural residential use. Such designation is therefore intended to substantiate the nonfarm commitment of each existing platted lot and/or single unit ownership for a single unit ownership for a single-family nonfarm residential dwelling as a permitted use.