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# COMPREHENSIVE PLAN

Sherman County, Oregon



THE COMPREHENSIVE LAND USE PLAN

SHERMAN COUNTY, OREGON

Prepared by the Sherman County Planning Commission  
with assistance and guidance from the citizens of Sherman  
County.

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## INTRODUCTION - Section I

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

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

## COMPREHENSIVE PLAN DEFINITION - Section II

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

## PLANNING PROCESS - Section III

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

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

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

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

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

## PLAN REVISION AND ADOPTION - Section IV

An amendment or revision to the Comprehensive Land Use Plan may be initiated by the Sherman County Court, Sherman County Planning Commission, city council of any of the incorporated cities, board of any of the special districts and by petition of 5% of the voting public of the County.

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

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

Each hearing authorized by this Plan shall be publicized by public notice, in a newspaper of general circulation within the County, at least ten (10) days prior to such hearings. If funds are made available through the Land Conservation and Development Commission the County shall provide 20 to 40 days written notice to be mailed to all landowners whose land would be rezoned if the Comprehensive Plan was amended (ORS 215.503). Nothing within this section shall limit the method or the distribution of hearing notification.

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

The Plan is an expression of generalized decisions and a compilation of information available at the time of preparation and adoption. The real world is ever changing. The Plan must also change and reflect the current needs and desires of the effected populas. It is necessary, therefore, to evaluate the Plan in part on an annual basis. Every five years the Resource Document - A Citizen's Guide to Sherman County should be updated and the Plan evaluated to determine if the adopted Plan is valid and realistic. The Plan is a working document.

Plan revisions or amendments may take two forms, major and minor, and require either of two procedural safeguards, legislative or quasi-judicial, to assure due process.

Major Revisions: are those which have a dramatic or wide spread impact and require numerous changes in the goals and policy section of the plan or affect the land use designation over a substantial area. It shall be the policy of the County Court to refrain from major revisions except in concert with the update of the Resource Document - A Citizen's Guide to Sherman County. Major revisions are generally legislative.

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



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

Quasi-Judicial: are those revisions which are site specific and would not significantly impact adjoining land uses. At least ten (10) days prior to the day of any quasi-judicial proceedings, notices shall be mailed to all owners of property within 250 feet of the exterior boundary of the property for which the application is made. For this purpose the names and addresses of the owners shown on the records of the County Assessor shall be used. Failure of a person to receive notice shall not impair the validity of the hearing.

Due to the personal nature of this type of change, the following procedural requirements must be observed:

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

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

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

#### PLANNING INTENT - Section V

A comprehensive land use plan is the guiding document of all land use decisions. The plan is intended to be a reflection of the public's conclusions about the future development, conservation and preservation of the area. The plan also incorporates the plans of effected governmental agencies and other jurisdictions in the area. The plan fits them together harmoniously; it interrelates needs, constraints, and services with natural resources.

## IMPLEMENTATION - Section VI

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

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

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

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

## INTRODUCTION - Section VII

- Finding I. The State of Oregon has mandated that every city and county in the State prepare and adopt a comprehensive land use plan (ORS 197.285).
- Goal I. Prepare, adopt and revise this plan in conformance with the Oregon Revised Statutes--chapters 197 and 215, as well as the State-wide planning goals.

## PLANNING PROCESS AND CITIZEN INVOLVEMENT - Section VIII

- Finding I. This Plan was developed in conformance with the State-wide planning goals relating to citizen involvement (goal 1) and land use planning (goal 2).
- Finding II. The main purpose of the planning process is to provide a formalized framework within which citizens of the County may guide future land use. The decisions expressed within this Plan are a reflection of the needs and desires of the Sherman County citizenry and were based upon factual information.
- Finding III. Effectuated agencies have been involved in all phases of the planning process.
- Goal II. To provide the opportunity for all citizens and effectuated agencies to participate in the planning process.
- Policy I. All land use planning meetings shall be advertised in a general circulation newspaper and be open to the public.
- Policy II. All effectuated agencies and effectuated landowners shall be notified by written notice of any proposed site specific land use change.
- Policy III. The citizen and agency involvement programs shall be reviewed for their adequacy annually upon the anniversary of adoption of the Plan and, if necessary, amended.

## PLAN REVISION AND ADOPTION - Section IX

- Finding I. This Plan is based upon existing conditions, knowledge and desires of the citizenry of Sherman County and the projection of these things to the year 2000. Current attitudes, knowledge and desires may change and thus necessitate a Plan change.

- Goal III. To update the Plan and implementing ordinances and keep them current with the needs and desires of the Sherman County citizenry and the State laws.
- Policy I. The Plan and implementation tools shall be reviewed for their currency and effectiveness annually upon the anniversary of the adoption of the Sherman County Comprehensive Plan. The Plan and tools shall be updated whenever the Sherman County Planning Commission determines they do not reflect the desires of the County-wide citizenry, when new and important information becomes available or upon amendment of the State land use laws.
- Policy II. An amendment to this Plan may be initiated by the Sherman County Court, Planning Commission, city council of any of the incorporated cities, board of any of the special districts and by petition of the citizenry of the unincorporated area of Sherman County who represent four percent of the total number of votes cast in the unincorporated area of the County for all candidates for Governor at the election at which a Governor is elected for a term of four years next preceeding the filing of the amendment petition.
- Policy III. The Resource Document - A Citizen's Guide to Sherman County shall be updated at a minimum every five years or more frequently if the Sherman County Court deems it necessary.

#### IMPLEMENTATION - Section X

- Finding I. The Comprehensive Land Use Plan is the controlling document for all land use decisions and as such is the generalized guide for more specific rules and regulations. The State of Oregon requires that the County governing body adopt a comprehensive plan, zoning and subdivision ordinances and other ordinances applicable to all of the land in the County (ORS 215.050).
- Goal IV. To prepare and adopt land use ordinances which are necessary to implement this Plan in conformance with ORS 203.045.
- Policy I. Ordinances necessary to implement this Plan shall be prepared and adopted.
- Policy II. Following any amendment to the Comprehensive Land Use Plan all ordinances implementing this Plan shall be evaluated for consistency with the revised Plan and, if necessary, amended.

PHYSICAL CHARACTERISTICS - Section XI

- Finding I. This Plan was drafted to conform with the State-wide planning goals relating to agricultural lands (goal 3); air, water and land resource quality (goal 6); areas subject to natural hazards (goal 7); and open spaces, scenic sites/areas and natural resources (goal 5).
- Finding II. Sherman County's land resources are extensively used for agricultural purposes. 57% of all lands within the County are used for crop production. Approximately 42% of the County is rangeland with 37% of it producing useable forage.
- Finding III. Soil capability classes II, III, IV, VI, VII and VIII exist within the County.
- Finding IV. The County, historically and currently, enjoys a high quality physical environment. Its rivers, streams and air are relatively free from pollutants, with the exception of the waters of the John Day River which are frequently highly turbid. Wind erosion reduces the quality of the land and air. Whereas, water erosion can result in reduced land and water quality. The State of Oregon has enacted laws relating to land, water and air quality (ORS 450 and 468) as has the Federal government.
- Finding V. To conform with the Federal requirements of The Clean Water Act, Public Law 95-217, the County Water Quality Committee has developed the Sediment Reduction Project Report. This report is an appraisal of the existing water quality problems, current efforts to reduce or control the problems and methods to achieve the requirements of the law. The Sediment Reduction Project Report does reflect the existing sediment problems and efforts to control them. The method of program implementation provides for locally monitored compliance and, if necessary, ordinance enforcement.
- Finding VI. Limited information is available relating to groundwater resources within the County.
- Finding VII. Groundwater resources will continue to be the source of most of the domestic water supplies within the County.
- Finding VIII. There are lands managed by the Bureau of Land Management within Sherman County which may meet the review wilderness procedures and thus qualify for wilderness designation.
- Finding XIX. Natural hazards are primarily limited to those areas with cross-slopes greater than 40% and along waterways. The County is currently participating in the National Flood Insurance Program. The U.S. Department of Housing and Urban Development has identified specific flood zones within the County. However, there is danger of flash flooding in all stream beds and gullies.

Finding X. An adequate number of aggregate extraction sites exist within the County to satisfy future demands through the year 2000. A haul distance of greater than five miles for a major construction project is not practical.

Finding XI. Rock outcroppings, trees, the John Day River Canyon and the Deschutes River Canyon are all important features of the County's landscape. In addition, the Oregon State Department of Transportation has designated certain segments of I80N, U.S. 97, ORE 206 and ORE 216 as scenic highways.

Listed below are the segments so designated.

Route Number	Hwy. #	Milepoint to Milepoint	
I80N	2	99.85 (Sherman/Wasco)	106.46
		110.10	114.23 (Sherman/Gilliam)
216	290	8.30 (Sherman/Wasco)	11.00
206	300	5.00	14.91 (Sherman/Gilliam)
U.S. 97	42	.50	5.00
		10.00	16.00
		22.00	27.00
		30.00	48.81 (Sherman/Wasco)

Finding XII. A diversity of fish and wildlife habitat types are available within the County and are utilized by an even greater number of fish and wildlife species. Grain production and cattle grazing when properly managed are consistent with wildlife and fisheries habitat preservation. The riparian vegetation adjacent to seeps, springs, streams and rivers within the County constitute a particularly valuable resource. Riparian vegetation also conserves soil resources and improves water quality and quantity. At the present time, 118 wildlife vegetative plantings and 147 guzzler sites are in varying degrees of repair. The Oregon Department of Fish and Wildlife has established wildlife refuges: one-quarter mile wide along the entire eastern boundary of the County; north of the Union Pacific right-of-way along the Columbia River to the State-line along the entire northern boundary of the County; and any sandbar or island within or along the Deschutes River from the Columbia River to a point one-half mile south of the U.S. 30 Highway bridge.

Finding XIII. The citizens of the State passed a ballot measure which was later enacted into law (ORS 390.805 through 390.925) which designated the lands within one-quarter mile of the Deschutes and John Day Rivers bordering Sherman County to be within the Oregon State Scenic Waterway System.

That portion of the John Day River within the State System is currently under consideration for inclusion within the National Wild and Scenic Rivers System. The Northwest Regional office of the Bureau of Outdoor Recreation has officially recommended its inclusion in the National system.

Former Governor McCall officially nominated the Deschutes River for inclusion in the National system under section 2 (a) of the Wild and Scenic Rivers Act (P.L.94-486)

- Finding XIII. (cont.) Numerous citizen and/or stock ranchers of the County have expressed opposition to the inclusion of the Deschutes and/or John Day Rivers to the National Wild and Scenic River System. Some of the stock ranchers believe such designation might limit their stock operations in the future.
- Finding XIV. There are significant steelhead and trout species spawning areas within the Lower Deschutes. One laboratory study, A. J. Sutherland and D. G. Ogle - Effects of Jet Boats on Salmon, concluded that under certain specific circumstances the passage of jet boats over salmon eggs could result in fatality rates up to 40%. The operation of jet boats on the Deschutes does coincide with the steelhead and trout spawning, as well as, their egg incubation period. The operation of power boats on the Deschutes and John Day Rivers of those sections currently within the State Scenic Waterway System may negatively impact the natural resources which designation of the river to the system was intended to protect.
- Finding XV. Agricultural uses are consistent with open space preservation.
- Finding XVI. Certain plant species may exist within Sherman County which are listed as rare and endangered by the Smithsonian Institute and fall under the protection of the 1973 Endangered Species Act (P.L. 93-205). Other plant species which are listed on the Provisional List of Rare and Endangered Plants in Oregon may also exist within the County.
- Goal V. Improve or maintain the existing quality of the physical environment within the County.
- Policy I. The County Court recognizes the Policy Advisory Committee and the Agricultural Sub-Committee recommendations for a state-wide non-point source pollution control program as the appropriate implementation technique to achieve the intent of Public Law 95.217.
- Policy II. Erosion control provisions shall be incorporated into the subdivision ordinance. These shall require that the best practical methods be used to control erosion from road and building construction sites as well as other changes in land use which may degrade the quality of the land, air and water.
- Goal VI. To protect life and property from natural disasters and hazards.
- Policy I. Lands designated as potential natural hazard areas shall be evaluated by a competent authority prior to the initiation of construction of any permanent structure. The evaluation shall include base data and contain an analysis of the probable social, environmental and economic impacts of the proposed development. Such an evaluation shall be done at the expense of the developer.

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

- Policy II. Proposals for development on lands designated as flood prone areas shall be subject to the provisions of the National Flood Insurance program and subsequent revisions thereof. Structures specifically designed to control soil erosion or store water shall be exempt from this policy.
- Goal VII. Provide for the rational development and conservation of the aggregate resources within the County.
- Policy I. The expansion of existing surface mines or the creation of new ones shall only be approved under the following conditions:
- A 1) The site is identified within the comprehensive land use plan map; or
  - B 1) The proposed site is not within a natural area as identified within the plan map;
  - 2) Existing sites are not suitable or are unable to supply the demand; and
  - 3) The proposed site meets other criteria as set forth in the zoning ordinance.
- Goal VIII. To provide a detailed investigation of the County's groundwater resources.
- Policy I. The County shall support and assist reasonable efforts to investigate the groundwater resources. When such information becomes available it shall be incorporated into the Resource Document. If appropriate, goals and policies will be developed, adopted and integrated into the Comprehensive Plan.
- Goal IX. To maintain the multiple use management concept on Bureau of Land Management Lands within Sherman County.
- Policy I. Encourage the Bureau of Land Management District Manager to not recommend lands within Sherman County for wilderness preservation.
- Goal X. Preserve the integrity of the Sherman County landscape.
- Policy I. Trees should be considered an important feature of the landscape and therefore the County Court shall encourage the retention of this resource when practical.
- Goal XI. To maintain all species of fish and wildlife at optimum levels and prevent the serious depletion of any indigenous species.



- Policy I Fish and wildlife management policies should be implemented to enhance the public enjoyment of wildlife and fish in a manner that is compatible with the primary uses of the lands and waters.
- Policy II. Range management programs and conservation plans shall consider wildlife as an important resource. Fencing of springs and seeps with provisions for stock watering, fencing of river areas with stock waterways, construction of stock dams, the drilling of wells and cross fencing should all be given consideration in the development of range management plans and programs.
- Policy III. Fence rows, ditch banks and brush patches should be considered for retention for wildlife use.
- Policy IV. The existing habitat plantings and water developments constructed for wildlife use shall be maintained by the Oregon Department of Fish and Wildlife. Additional planting and guzzler developments will be encouraged. Long-term agreements between landowners and the Department of Fish and Wildlife for the maintenance of such sites shall be encouraged.
- Policy V. The County Extension agent shall encourage the use of pesticides which have a low toxicity to wildlife, fish and people.
- Policy VI. The quality of the habitat on the Rufus Bar and Maryhill Islands shall be maintained or improved for resident and migratory water fowl. The Oregon Department of Fish and Wildlife shall develop a plan and implement it in an effort to achieve this policy.
- Goal XII. Provide for the rational use of all resources within the designated Deschutes and John Day Oregon State Scenic Waterways.
- Policy I. Designation of the John Day and Deschutes Rivers to the National Wild and Scenic River System shall be opposed.
- Policy II. The County Court will support further study of the environmental and social impacts of the operation of power boats on the Deschutes and John Day Rivers.
- Goal XIII. Attempt to maintain the diversity of plant and animal species within the County.
- Policy I. The following sites or areas shall be considered as critical habitat, unique vegetative and/or natural areas: Department of Fish and Wildlife plantings and guzzlers; and areas containing plant species listed on either the Provisional List of Endangered or Threatened Plant Species or the Listing of Endangered and Threatened Plant Species in the United States.

Policy II.

The County Court shall encourage the preservation of these critical habitats, unique vegetative and/or natural areas. Land owners will be encouraged to provide long term protection to these areas. Where such protection will be in the form of conservation easements or deed restrictions the District Attorney shall be available free of charge to assist land owners in the development of the necessary documents. If the protection is in a legal form which provides protection for at least 75 years, the Assessor shall evaluate the restrictions and, if appropriate, modify the effected land values accordingly.

SOCIAL CHARACTERISTICS - Section XII

- Finding I. This Plan was designed to conform with the State-wide planning goals relating to public facilities and services (goal 11); transportation (goal 12); recreation needs (goal 8); and cultural/historical sites and areas. (goal 5)
- Finding II. It is desirable for Sherman County's population to increase by 10% by the year 2000.
- Finding III. Administrative policies of the State Police, such as having an exclusive citizen band radio channel and failing to report State Police actions in the County to the County Sheriff, inhibit the effectiveness of local and State law enforcement efforts.
- Finding IV. Fire protection is adequate for current land uses in rural Sherman County. It is not adequate in the Biggs Junction area nor would it be adequate to serve the demands of a moderately dense rural residential development.
- Finding V. Permanent medical facilities and services do not exist within the County. A Wasco-Sherman Health Department nurse does visit the schools two times weekly and will make house calls.
- Finding VI. Emergency ambulance transportation is stationed at Rufus and Moro.
- Finding VII. Educational facilities and services are adequate and satisfy the demands of the populace.
- Finding VIII. Post office, telephone, electrical and library services are adequate.
- Finding IX. Existing cemeteries are adequate in number and size to meet the long term needs of the County.
- Finding X. Solid waste disposal sites are available through the year 1992. Adjoining areas to the existing site have been evaluated and would be suitable for solid waste disposal through the year 2000.
- Finding XI. Biggs Junction and Kent are the only areas in rural Sherman County where a community sewage collection and/or water distribution system would be economically practical or socially desirable. Kent has formed a water district in an effort to improve water services. Within the Comprehensive County-wide Sewer and Water Planning and Engineering Study; Boatwright Engineers, it was formally recommended that a sewage collection system and treatment plant, as well as, a water distribution system be constructed at Biggs Junction.

- Finding XII. The existing transportation system satisfies the demands of the County citizenry. However, certain improvements to the system could significantly increase the viability and use of the system. U. S. 97 between Erskine Road and Grass Valley, as well as that section between Grass Valley and Kent need to be improved as identified with the Department of Transportation's Six Year Plan. The County's mass transportation needs are adequately served by the Sherman County Bus Incorporated (Senior Citizen's Bus) and Trailways Bus Lines Incorporated. The Wasco State Airport is an important part of the County's transportation system and the lands associated with the airport have been committed and developed for such purposes.
- Finding XIII. Recreation facilities are in adequate supply to satisfy recreational demands through the year 2000 with the exception of camping sites, a swimming pool and a way side.
- Recreational use of the Lower Deschutes River is, at specific times of the year, near the carrying capacity of the natural resources and facilities available within the area.
- Finding XIV. Cultural, historical and archeological sites and areas are a valuable asset and need protection. Respondents to a questionnaire, Sherman County - What Will the Future Bring, believed that the following were worthy of historical protection: Sherman County Courthouse, Kent School, historical pictures, Locust Grove Church, historical books and the Old Moro Hotel.
- The Oregon State Historical Preservation Office, Parks and Recreation Branch, Department of Transportation has identified the following historical sites within Sherman County: Barlow Road Junction; crossing at the mouth of the Deschutes River; Deschutes River Bridge at Sherars; McDonald Ford Monument; The Macks Canyon Archeological site; Oregon Trail; Oregon Trail marker southwest of Biggs; Spanish Hollow segment of the Oregon Trail; Blue Star Memorial Highway Landmark; I.O.O.F. Lodge Hall at Kent; and the Smith (E.C.) General Store at Kent.
- Goal XIV. To improve or maintain the current level of social services available within the County and to assure the provision of public facilities consistent with the intensity of land use.
- Policy I. The County Court shall encourage the location of industries, businesses and commercial service agricultural developments within the County consistent with the desired population growth and other goals and policies herein contained.

- Policy II. The State Police in cooperation with the County is encouraged to integrate their respective radio communication systems. At a minimum, the State Police patrols and County patrols should be capable of monitoring one another's radio communications.
- Policy III. The County Court should evaluate the desirability of creating a fire district within the Deschutes and John Day River Canyons to regulate open camping fires.
- Policy IV. The County will support and assist efforts to secure adequate hospital or emergency clinic facilities to serve the needs of the local residents. In addition, the County Court shall cooperate with the incorporated cities to schedule a regular visit by a nurse practitioner.
- Policy V. The County shall monetarily assist the Rufus and Moro emergency ambulance service organizations.
- Policy VI. The County Court shall continue to cooperate with the school districts within the County to assure the provision of educational facilities in an efficient manner consistent with the demands of the Sherman County populace.
- Policy VII. The County Court shall monetarily assist the Moro and Wasco public libraries.
- Policy VIII. Sanitary landfills shall continue to be provided for the use of the County citizenry. The County will continue to provide the leadership in the location and development of such sites.
- Policy IX. The County Court should encourage the creation of a sewage disposal and fire district within the developed lands at Biggs Junction.
- Policy X. The County road system shall be maintained and improved consistent with the needs of the Sherman County citizenry. It shall be the policy of the County Court to maintain school bus routes. Further oiling and graveling of existing roads shall be undertaken to provide the greatest benefit to the greatest number of rural residents.
- Policy XI. The Oregon Department of Transportation shall direct funds, when available, to the improvement of U.S. 97 between Erskine Road and Grass Valley, as well as, between Grass Valley and Kent as the Department identified within the DOT Six Year Plan.
- Policy XII. The construction of new public roads and highways shall be located whenever possible to avoid dividing existing farming units.

- Policy XIII. The Amtrak Pioneer rail passenger services should be expanded to provide services to Biggs Junction. The service, if expanded, would provide a vital link between the extensive bus services available at Biggs and rail passenger services.
- Policy XIV. The barge facility at Biggs should be developed to ~~allow~~ allow for a greater diversity of use.
- Policy XV. The Wasco State Airport shall be retained within the State system and in State ownership until such time as the local Airport Advisory Board deems it appropriate to do otherwise. The airport shall also be protected from incompatible land uses.
- Policy XVI. The County Court will evaluate the desirability of creating a County-wide recreation district. The district, if created, would plan and fund, with the assistance of the Bureau of Outdoor Recreation and in cooperation with the school districts, the construction of facilities for swimming and other recreational facilities.
- Policy XVII. The addition of camping sites to the Deschutes State Park and the acquisition of property for an access trail up River from the park, as proposed within the State Park's Master Plan, must be fully evaluated prior to the initiation of the projects. Consideration shall be given and adequate protection provided to adjoining landowners to assure the prevention of wildfires, vandalism and theft. In addition, the carrying capacity of the fragile soils, riparian areas and fisheries resource shall be fully considered and necessary protection provided.

An overflow camping area for the Deschutes State Park should be developed.

Management policies on the Lower Deschutes River which are directed at maintaining current use levels or the reduction thereof will be encouraged by the County Court.

The Army Corps of Engineers shall be encouraged to develop camping facilities at LePage Park and the John Day Dam Park facility.

Encourage development of Buckhollow Reservoir and Rosebush Creek Reservoir.

A way side shall be constructed, when funds become available, by the State Highway Division along U.S. 97 in the southern part of the County.

- Policy XVIII. Roads developed into recreation facilities should be maintained at standards consistent with the resources carrying capacity and the facilities planned level of use. However, the County Court shall oppose the paving of the Bureau of Land Management access road.
- Goal XV. To protect historical, cultural and archeological resources from encroachment by incompatible land uses and vandalism.
- Policy I. The following areas and structures shall be considered historically, archeologically or culturally significant: all archeological sites; the Sherman County Courthouse; portions of the Old Oregon Trail which are visible and pass over rangeland; and the old Union Pacific Railroad bed through DeMoss Park.
- Policy II. The County Court shall encourage the preservation of these archeologically or culturally significant areas. Land owners will be encouraged to provide long term protection to these areas.
- Where such protection is in the form of conservation easements or deed restrictions the District Attorney shall be available free of charge to assist landowners in the development of the necessary documents. If the protection is in a legal form which provides protection for at least 75 years, the Assessor shall evaluate the restrictions and if appropriate modify the effected land values accordingly.
- Policy III. The Sherman County Courthouse should be nominated for inclusion on the National Register of Historic Places and public funds sought for its restoration.

HOUSING - Section XIII

- Finding I. This Plan was designed to conform with the State-wide planning goal relating to housing (goal 10).
- Finding II. There are 290 single family dwellings and 24 mobile homes in the County, exclusive of the incorporated cities. These homes represent the affordable housing stock for approximately 50% of the Sherman County citizenry.
- Finding III. There are numerous State and Federal housing programs that are designed to stimulate the construction of new conventional housing structures, as well as, the rehabilitation and maintenance of existing conventional homes.
- Goal XVI. To encourage the provision of sound affordable housing units for the citizenry of the County.
- Policy I. Pre-existing housing structures located within the exclusive farm use zone shall be available for use by non-farm individuals and families upon application and approval by the Planning Commission.
- Policy II. Owners of existing single family dwellings will be encouraged to maintain them. Rental housing units which were built over 25 years ago and are rehabilitated will be eligible, upon application to the assessor, for a tax deferment for the increased taxes associated with the rehabilitation.



ECONOMICS - Section XIV

- Finding I. This Plan was drafted to conform with the State-wide goal relating to the economy (goal 9).
- Finding II. Historically, the agricultural sector, composed of small grains and livestock production, has been the single greatest employer and the most important income generator. The total number of people employed within this sector has been steadily declining since at least 1940. In the period 1969 to 1973 it accounted for 38% of the total personal income within the County. The total number of farms within the County has been steadily declining whereas the average farm size has been increasing. In 1974 the average farm size was 2421 acres.
- It is anticipated that in the absence of a large irrigation project: (1) the average farm size within the County will increase slightly; (2) the average size of a parcel under single ownership will remain relatively stable; and (3) employment within the agricultural sector will stabilize at or slightly below current levels.
- Finding III. The recreation and the highway service sectors in recent years have been growing steadily more important. This industry is basically centered at Biggs Junction but is evident in each of the incorporated towns.
- Finding IV. The Federal government is a major employer within the County and accounted for the employment of 115 people in 1975. In addition, the U.S. Government through the Agricultural Stabilization and Conservation Service has, in years past, accounted for a significant source of income for Sherman County farmers.
- Finding V. There is a desire to diversify the economic base of the County. The greatest potential for diversification lies in the stimulation of the development of transportation related industries in the Biggs Junction area.
- Goal XVII. Diversify the economic base of the County and maintain the viability of the agricultural sector.
- Policy I. The County Court shall evaluate the desirability and economic feasibility of creating a County-wide port district. The primary trust of the district, if created, shall be to develop: adequate barge facilities; chemical and petroleum storage; and provisions for the transfer of goods from one mode of transport to another (barge, railway and highway).

- Policy II. Appropriate provisions shall be incorporated into the zoning, subdivision and other necessary ordinances to assure conservation and retention of agricultural lands in agricultural uses. At a minimum, agricultural lands shall be zoned as exclusive farm use and taxed accordingly.
- Policy III. All divisions of land in the exclusive farm use zone, F-1 which result in the creation of a tax lot less than 40 acres in size shall be reviewed for conformity with the legislative intent set forth in ORS 215.243 and approved, disapproved, or conditioned by the Planning Commission. Additionally, subdivisions and major partitions shall be prohibited in the exclusive farm use zone, F-1.
- This policy shall not apply to: any adjustment of a common lot boundary where an additional parcel is not created and where the existing parcel reduced in size by the adjustment is not reduced below 40 acres; the creation or sale of cemetery lots, if the cemetery was a pre-existing use within the zone; and divisions of land made pursuant to a court order, including but not limited to court orders in proceedings involving testate or intestate succession provided such divisions do not result in the creation of tax lots less than 10 acres.
- Policy IV. The County Court may assist in the provision of a County-wide service center which will provide office space for the Federal and State public service organizations operating within the County.
- Policy V. Certain selected lands in the extreme northern end of the County shall be designated for industrial use.

ENERGY - Section XV

- Finding I. This Plan was developed to conform to the State-wide planning goal relating to energy (goal 13).
- Finding II. The Army Corps of Engineers has identified Biglow Canyon as a potential pumped storage site.
- Finding III. The County has solar and wind resources which have not been utilized since widespread use of electricity was introduced.
- Finding IV. Conservation is currently the most effective means of conserving energy.
- Finding V. High voltage electrical transmission lines (with nominal voltage in excess of 230 KV) severely impact farm operations in the effected area.
- Goal XVIII. Conserve energy resources.
- Policy I. Cooperate with public agencies and private individuals in the use and development of renewable resources.
- Policy II. Encourage the development of the Biglow Canyon pumped storage site provided such development will provide irrigation to part of north-eastern Sherman County.
- Policy III. New high voltage electrical transmission lines with nominal voltage in excess of 230 KV and gas transmission lines shall be constructed within or adjacent to the existing electrical and gas transmission line right-of-way, respectively. Upon approval of the County Court, the General Standards for Issuance of Site Certificates, Energy Facility Siting Council (OAR 345-80-010 through OAR 345-80-051) may be utilized for proposals deviating from the existing rights-of-way. However, proposals deviating from the existing rights-of-way will be considered a plan amendment and subject to the approval of the Sherman County Court.
- Policy IV. Encourage the integration of rail, highway and barge transportation services and facilities at Biggs Junction.

## LAND USE

- Finding I. This Plan was drafted to conform with the needs of the Sherman County citizenry and the State-wide goal relating to urbanization (goal 14).
- Finding II. There are scattered holdings of public lands within primarily privately owned lands which pose problems both publicly and privately, to effective resource management and public vs. private uses.
- Finding III. It is in the best interest of the Sherman County citizenry to encourage the concentration of commercial and residential developments within areas served by public facilities.
- Goal XIX. To provide an orderly and efficient use of the lands within Sherman County.
- Policy I. Federal and State agencies should dispose of isolated land holdings which are not an integral part of the agencies' management or operations activities.
- Policy II. Condemnation of land by fee for public recreation purposes shall be discouraged. As an alternative, easements for such purposes should be evaluated and, if appropriate, utilized.
- Policy III. Encourage the location of residential uses within the incorporated cities, within the area served by the Kent Water District, and within Biggs.
- Policy IV. Commercial businesses, except those related to agricultural uses, should be located within the incorporated cities or within areas served by the Biggs or Kent special service districts.
- Policy V. Encourage the incorporation of Biggs and Kent.

## COMPREHENSIVE LAND USE PLAN MAP - Section XVII

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

## LAND USE DESIGNATIONS - Section XVIII

### Residential

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

The unincorporated city of Kent is currently attempting to develop adequate domestic water storage facilities and a distribution system. Due to this fact, it is anticipated that limited high density residential uses in the Kent area are feasible. This is the only area within the unincorporated area of Sherman County designated for residential use.

### Rangeland

Rangeland is one of two agricultural designations on the plan map. The rangelands are agricultural lands which due to their location, soil type, size, shape and/or other physical constraints, are not utilized for crop production. These lands shall be retained for agricultural use but other selected uses may be undertaken. These uses shall be limited and will under no circumstances conflict with agricultural uses. Examples would be large lot residential uses, commercial utility facilities, surface mines and other similar uses.

### Cropland

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

### Commercial

Lands designated as commercial are limited to the Kent and Biggs area. These areas are particularly suitable for commercial use due to their location.

## Industrial

It is the desire of the citizens of Sherman County to diversify the economy. Therefore, certain selected lands in the northern extreme of the County have been designated for industrial use. Industrial activities shall be limited to those types which are limited in scale, have little negative environmental impact and preferably, employ members of the local labor force. Buffer zones shall be established between industrial sites and non-compatible uses.

## Natural Hazard

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

## Flood Prone Area

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

## Oregon State Scenic Waterway

Lands within 1/4 mile of the Deschutes and John Day Rivers designated in accordance with ORS 390.805 to 390.925 except that land that, in the Department of Transportation's judgement, does not effect the view from the waters within the scenic waterways.

## Gravel

Surface mines utilized primarily for an aggregate extraction source.

## Jasper

Surface mines utilized primarily for the extraction of lapidary stone.

## Other

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

## Urban Growth Boundary

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

## Public Facilities

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

APPENDIX - Section XIX

The Capital Improvement Program

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

Examples would be the acquisition of real property or rights-of-way and the construction of public facilities such as a public building, sewer or water systems and roads. The acquisition of equipment could also be considered capital improvements. Expenses for general maintenance or normal operating expenses are not considered capital improvements.

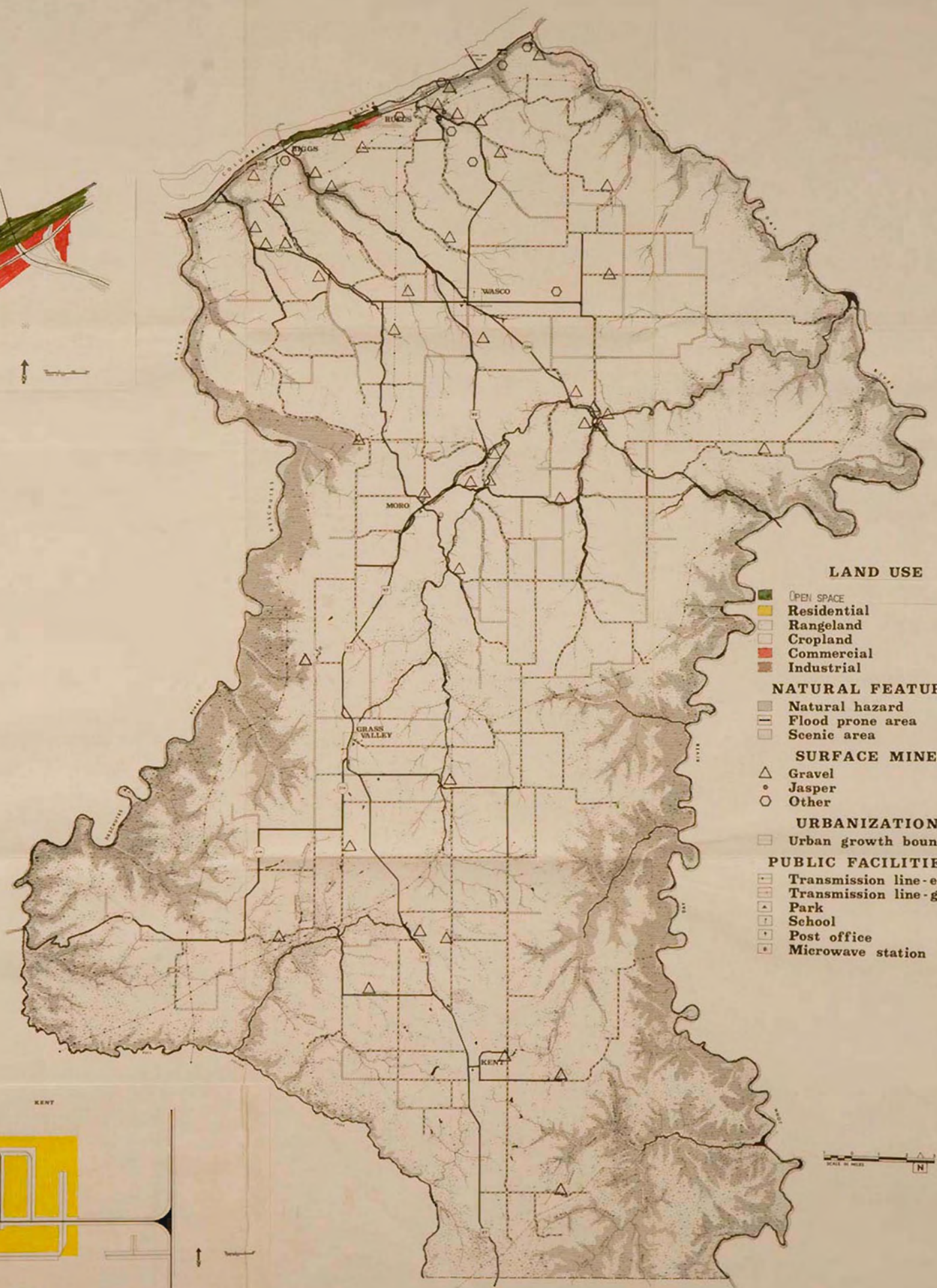
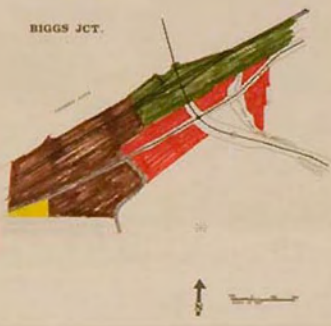
The usual method of financing the improvements is from the County's own financial capabilities, such as current revenues or the proceeds from bond issues. In addition, various State and Federal grants are available to assist the County in many projects. The Overall Economic Development Plan Committee and the Mid-Columbia Economic Development District will assist in the development of appropriate grant applications.

Project Listing

Priority	Description of Project	Estimated Cost	Fiscal Year
(1)	Federal Agency Service Center	-	1978
(2)	County Courthouse Restoration	-	-
(3)	Biggs Sewage Disposal System	\$172,663*	-

\*1970, Boatwright Engineers

# SHERMAN COUNTY



## LAND USE

- OPEN SPACE
- Residential
- Rangeland
- Cropland
- Commercial
- Industrial

## NATURAL FEATURES

- Natural hazard
- Flood prone area
- Scenic area

## SURFACE MINES

- Gravel
- Jasper
- Other

## URBANIZATION

- Urban growth boundary

## PUBLIC FACILITIES

- Transmission line - elec.
- Transmission line - gas
- Park
- School
- Post office
- Microwave station

