

3. To encourage people to attend and participate in Planning Commission and County Court meetings and hearings.

4. To maintain existing advisory committees and to establish others when necessary to study County problems and make recommendations for their solution.

5. To distribute the draft Comprehensive Plan for public review and comment.

6. To distribute the adopted Comprehensive Plan to the public for use as a reference in making future land use decisions.

GENERAL LAND USE ELEMENT  
(Land Use Planning)

Introduction

The basic goal of the County in the formulation of this "Plan" has been to establish an ongoing land use planning process and policy framework as the basis for all decisions and actions related to the use of land in the County and to assure an adequate factual base for such decisions and actions.

Applicable city, state and federal agency and special district plans and actions related to land use in the County must be consistent herewith.

The "Plan" includes an identification of issues and problems, inventories, and other factual information for each applicable state-wide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. Required information is contained in the plan documents or in supporting documents. The plans, supporting documents and implementation ordinances are to be filed in a public office or other place easily accessible to the public. The plan is the basis for specific implementation measures. These measures are consistent with and adequate to carry out the plans. Each plan and related implementation measure is coordinated with the plans of affected governmental units.

General Land Use - Existing

The general land use pattern of the County is clearly reflective of the base economy. Predominate land uses include agriculture, forestry, and the rural-urban areas of the various cities. Different from many eastern Oregon counties, the private-public land ownership balance is in favor of the private sector with 82% of the County in private ownership. The Table that follows summarizes general land use and ownership in the County.

Table 9

Morrow County  
General Land Use & Ownership

Land Use/Ownership	Acres	Percent of Total
Total Land Area	1,321,600	100.0%
Rangeland	526,988	39.9
Dryland Cropland	380,000	28.8
Irrigated Cropland	90,000	6.8
Forest Land	101,892	7.7
Pasture	6,500	0.5
Federal Lands	198,822	15.0
Water	3,267	0.2
Urban	2,350	0.2
Roads and Railroads	11,771	0.9

Source: Morrow County Extension Office, OSU Ext. Service.

General Land Use - Future

This section describes the general land use plan for the County. The future land use pattern is shown on the physical development plan map for the County. The map indicates six general categories of land use. These different types of land use are arranged on the basis of (a) existing land use patterns, (b) the physical characteristics of the land, and (c) the compatibility of different land uses. The general categories of land use are listed below.

1. Farm
2. Forest

3. Rural Commercial
4. Urban
5. Industrial
6. Flood Plains

Each of these land use categories are described separately below.

#### Farm

In order to protect the agricultural element of the County's economic base, productive farm lands should be protected from encroachment by non-agricultural uses. Farm land in Morrow County is best managed in large units. The best interest of the County is not served by dividing agricultural land into small parcels for homesites unless development is related to either one of the urban centers in the County or to related agricultural housing. It is realized, however, that there is and will continue to be a need for limited rural nonfarm homesites, and that such use may be accommodated without seriously affecting or restricting agricultural uses if approved within strict criteria and limitations.

#### Forest

The forested areas of the County provide opportunities for a variety of economic uses: Timber production, livestock grazing, vacation home development, big game hunting, and other types of outdoor recreation. The County recognizes that all these uses are essential to the local economy and that balance of these uses must be maintained in the future. Some private lands may be suited for vacation home development. On the other hand, the public interest in big game hunting, camping, skiing, and other outdoor sports can be served best by the public lands in the Umatilla National Forest.

The Forest Service maintains a Multiple-Use Management Plan in order to assure a balance between the use of National Forest lands for timber, grazing, big game habitat, and other uses. In regard to this plan, the County encourages the Forest Service to develop

additional conservation measures, such as preserving certain areas as natural big game habitat. Limiting access on roads in other areas to vehicles necessary for logging and fire protection, should also be considered, in order to maintain big game hunting as an important part of the local economy. Relative to the potential for vacation home development, the objective of the Comprehensive Plan is to establish policies that will make vacation home developments an asset to the County rather than a liability.

#### Nonfarm - Nonforest Development in Respective Areas

The County must adopt reasonable land use controls in order to assure each proposed development meets minimum standards and is in the best interest of the public. The proposed County zoning ordinance and subdivision ordinance will both aid in establishing these standards. Thereof, the County review of each such development proposal shall establish as a minimum a finding that each such proposal:

1. Is compatible with adjacent and area farm and forest uses, and is consistent with the intent and purposes set forth in the County's Comprehensive Plan and implementing ordinances.

2. Does not interfere seriously with accepted farming practices or forest practices on adjacent lands devoted to farm or forest use.

3. Does not materially alter the stability of the overall land use pattern of the area; and

4. Is situated upon generally unsuitable land for the production of timber or farm crops and livestock, considering the terrain, adverse soil or land conditions, drainage and flooding, vegetation, location and size of the tract, and

5. Complies with such other conditions as the governing body of the County considers necessary.

In addition, the County's review of such proposals shall assure that:

1. Adequate provisions are made for water supply and sewage disposal.

2. Access to the site is linked to a federal, state or County road.

3. Roads within the development are developed to minimum standards.

4. Lots conform to minimum size standards.

In addition to plan review by the County, the County intends to give adequate opportunity to the State Board of Health, Department of Forestry, Department of Environmental Quality, and to the County Sheriff, Roadmaster, Health Officer, School Board, and other affected agencies and special districts to review:

- |                         |                         |
|-------------------------|-------------------------|
| 1. Solid waste disposal | 5. Water supply         |
| 2. Police protection    | 6. Sewage disposal      |
| 3. Fire protection      | 7. Road construction    |
| 4. School bus service   | 8. Watershed protection |

#### Rural Commercial

The Plan recognizes the need for a limited number of commercial service centers located in rural areas. These centers, such as the ones at Hardman and Ruggs, serve the more immediate needs of residents from the surrounding countryside. Other farm related commercial and industrial uses, such as fertilizer bulk stations and grain elevators, also need to be located in close proximity to their service areas. Additional uses of this type should be developed close to existing commercial areas in compact clusters. This will limit encroachment of commercial uses on surrounding farm lands. Good visibility and safe highway access will be considered as criteria for new, rural commercial establishments.

#### Urban

The common urban land uses - homes on small lots, businesses, and most industries - are best located together in cities. Stores and employment centers should be reasonably convenient to where people live. Cities are organized to provide the service that these uses require: paved streets, water, sanitary sewers,

drainage, street lighting, police and fire protection, schools and parks. When urban development is scattered, it is more costly to provide services. The County intends to concentrate all new urban development in the existing five incorporated cities.

## Industrial

An objective of the Plan is to accommodate industry without encroaching on residential or agricultural development. Additionally, industry is to be protected from encroachment by noncompatible uses.

The industrial land designated in the Plan and on the land map reflects the needs of industry for (a) access to highway, rail, and water transportation; (b) access to electric power and natural gas; (c) extensive, level building sites; and (d) room for expansion.

The following general policies shall be followed in guiding future industrial development:

1. Industrial uses should not encroach on residential or agricultural uses. For example, cattle feed lots, which are incompatible with most other uses, should be surrounded by sufficient open space to provide a protective buffer.

2. Interim uses in areas designated for industrial use should be limited to those that will not deter later industrial development.

3. When conflicts between different uses arise, consideration should be given to the general good of the economy and to the need for basic industry that will create new, continuing local employment.

## Airport-Industrial

The purpose of the Airport-Industrial designation is to recognize the Boardman Airport as devoted to and most suitable for the immediate operational facilities necessary for commercial and noncommercial aviation activities. It is intended to provide areas for those activities directly supporting or dependent upon aircraft or air transportation when such activities, in order to function, require a location within or immediately adjacent to primary flight operations and

cargo service facilities. Uses of land inconsistent with these purposes will not be authorized.

#### Significant Resource Overlay Zone

The purpose of the Significant Resource Overlay Zone is to identify areas and sites in Morrow County identified as Significant Goal 5 Resources and designated: '3A' to preserve the site; and '3C' to limit conflicting uses. Such sites are subject to the applicable plan policies of the comprehensive plan and Section 3.200 'Significant Resource Overlay Zone' or Section 3.300 'Historic Building and Sites' of the Morrow County Zoning Ordinance. For inventory purposes, some of the '2A' sites are identified on the Significant Resource Overlay Map although '2A' sites are not subject to Section 3.200 or 3.300 of the zoning ordinance. In any case, all 2A sites, including all 3B sites and 1B sites, designated in the Goal 5 inventory of the plan are documented in the plan's inventory and referencing documents.

#### Limited Use Overlay Zone

*amend.*  
The purpose of the Limited Use Overlay Zone is to limit the list of permitted uses and activities allowed in the underlying zone to only those uses and activities which are justified in the comprehensive plan 'reasons' exception statement under ORS 197.732(1)(c) and OAR 660-04-018(3). When the Limited Use Overlay zone is applied, the uses permitted in the underlying zone shall be limited to those uses and activities specifically referenced in the adopting ordinance applying the Limited Use Overlay Zone. Reasonable conditions may also be imposed by the Limited Use Overlay Zone when necessary to carry out the provisions of the plan and zoning ordinance.

#### Space Age Industrial Zone

The proposed Space Age Industrial designation is intended to recognize those areas devoted to or most suitable for space age technology research and development. Uses of land inconsistent with those purposes with these purposes will not be authorized.

#### Flood Plains

WRT LAND 5

SPACE AGE INDUSTRIAL ZONE

A flood plain is the area outside a normal river or creek channel that is susceptible to flooding. The probability of flooding in these areas makes them unsuitable for intensive development.

All creeks, and some dry canyons, in Morrow County are susceptible to flooding. For example, Willow Creek, Shobe Canyon, and Hinton Creek have all flooded Heppner in the past. The County's worst flood occurred along Willow Creek and the most recent along Shobe Creek. Lexington has been flooded by water from Black Horse Canyon and Ione by Rietmann Canyon.

The County's goal to reduce potential flood damage by (a) preventing new, intensive development from locating in flood-prone areas, and (b) qualifying existing development in these areas for federally assisted flood insurance.

A section in the County zoning ordinance shall regulate development in flood-prone areas. By regulating development in the flood hazard areas, such uses will be eligible for flood insurance through a federal subsidy program.

#### Summary and Conclusion

Morrow County's economy is based primarily on agriculture, wood products, agricultural processing plants and other farm equipment and related businesses both within the County and in western Umatilla County. Energy generation facilities, construction and other businesses within the County are also of significant importance.

Further expansion in agri-business, energy generation and other industries in Morrow County is expected to have a substantial impact in future years. Perhaps the greatest impact to occur will be the continued increase of agricultural lands coming under pivot irrigation and the current trend to crop diversification. Morrow County is and will continue to experience further growth pressures with an increased demand for housing (both urban and rural), schools and other urban type services.

There are several physical constraints that will affect growth limits and the County as a whole, as follows:

1. Possible critical groundwater areas;
2. Certain areas of high groundwater problems;
3. Flood hazard areas;
4. Land and other natural resource management practices; and
5. Allocation of Columbia River water.

C. ~~WATER~~ LANDS

Another factor affecting growth in Morrow County is the acceptability of subsurface sewage systems. There are no public sewer systems in the unincorporated areas of the County nor are any proposed.

Morrow County presents a unique situation in terms of meeting the goals and guidelines set forth by LCDC in that unlike its counterparts throughout the state, Morrow County is experiencing rapid agricultural expansion in difference to rural or urban expansion. For example, the last 20 years has seen a substantial increase of irrigated cropland, pasture and hayland. Furthermore, if the Navy Bombing Range were to be developed into irrigated farmlands an additional 73 square miles of 46,720+ acres would come under production.

There has been an increase and will undoubtedly continue to be a demand for rural residential land, even though urban growth boundaries surrounding the five cities indicate sufficient area to accommodate primary residential needs.

## Findings

1. It is deemed necessary to establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

2. For this purpose the County desires a Comprehensive Plan, developed through a coordinated, open, well publicized process.

3. To provide guidance and consistency in the rapid development of the area, the County has expressed

a need to take stock of the available resources, both natural and cultural, and plan for the allocation of these fundamental sources.

4. The objective of the Plan is to serve as a guideline in the development and conservation of the County, controlling all actions and decisions affecting land use.

5. The Morrow County Comprehensive Plan adopted in 1971 was appropriate for the County at that time. However, since that time, it has experienced rapid changes. Agricultural developments, commercial businesses and industry have made heavy demands on the planning officials and governing bodies in the area to make decisions in the use of previously insignificant lands.

6. The Plan alone is the controlling document, however, because it must remain general and somewhat flexible to meet anticipated changes, the Plan shall be refined and administered through the implementing ordinances of the County.

#### Objectives and Policies

1. To establish an ongoing land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

2. To maintain data inventories on natural resources, man-made structures and utilities, population and economic characteristics, and the roles and responsibilities of affected governmental units.

3. To continue efforts to identify lands suitable for development and areas where development should be restricted.

4. To continually monitor the land requirements and locations for projected economic development and population growth.

5. To determine the public facilities and services required by the County to accommodate existing unmet public needs and expected needs resulting from population growth.

6. Management Implementation Measures:

a. Ordinances controlling the use and construction on the land such as building codes, sign ordinances, subdivision and zoning ordinances.

b. Plans for public facilities that are more specific than those included in the Comprehensive Plan; plans that show the size, location, and capacity serving each property but are not as detailed as construction drawings.

c. Capital improvement budget which sets out the projects to be constructed during the budget period.

d. State and federal regulations affecting land use.

e. Annexations, consolidations, mergers and other reorganization measures.

7. Site and Area Specific Implementation Measures:

a. Building permits, septic tank permits, driveway permits, etc.; the review of subdivisions and land partitioning applications, the changing of zones and granting of conditional uses, etc.

b. The construction of public facilities (schools, roads, water lines, etc.).

c. The awarding of state and federal grants to local governments to provide these facilities and services.

d. Leasing of public lands.

8. The following policies concerning the Review and Revision process shall apply:

a. 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.

b. Each review shall evaluate said documents in relation to changing public policies and circumstances, community, social, economical and environmental needs,

and the workability, effectiveness and equity of the overall program in carrying out the intent thereof.

c. 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.

d. Minor changes as defined herein or changes made necessary by changes in the Statewide Goals shall not occur more often than necessary (once a year is the recommended guideline), and may be initiated by the County or an individual property owner.

e. 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 or as required by Oregon Revised Statutes or Administrative Rule.

#### 9. Plan/Zone Map Requirements

a. To insure consistency between the Comprehensive Plan Map and Zoning Map, a single plan/zone map shall be adopted with the zone designations and described in B, below. All plan and zone changes shall be in compliance with all applicable Statewide Planning Goals, County plan policies and procedures.

#### b. Plan/Zone designations:

Plan	Zone
Agriculture	Exclusive Farm Use - (EFU)
Small Farm	Small Farm - (SF-40)
Farm Residential	Farm Residential - (FR-2)
Forest	Forest Use (FU)
Rural Residential	Rural Residential - (RR-1) (RR-2)
Industrial	General Industrial - (MG)
Airport - Industrial	Air/Industrial Park - (AI)
Rural Service Center	Rural Service Center - (RSC)

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#### AGRICULTURAL LANDS ELEMENT

#### Introduction

"Agricultural Lands" as set forth within the context of Statewide Planning Goal No. 3 are defined as

# No Formal Amendment Action

## Plan / Zone Designations

To Be Added:

UADTZ (Umatilla Army Depot Transition Zone) 3.074

Parkland Overlay Zone

Rural Light Industrial

Tourist Commercial

Resource Related Industrial

Space Age Industrial

Suburban Residential (2)

General Commercial

Port Industrial

Airport Approach

Airport Hazard

Flood Plain Overlay

Significant Resource Overlay

Historic Buildings & Sites