

A. Is compatible with farm uses described in ORS 215.203(2) and is consistent with the intent and purposes set forth in ORS 215.243;

B. Does not interfere seriously with accepted farming practices, as defined in ORS 215.203(2)(c), on adjacent lands devoted to farm use;

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

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

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

24. No planned unit developments or subdivisions creating non-farm lots shall be allowed on land qualified for exclusive farm use zoning unless an exception is taken to the applicable resource goal under the Statewide Planning Goals. Any such development that creates new urban development on rural land an exception to Statewide Goals 11 and 14 shall be required under OAR 660, Division 14.

25. All land divisions in the EFU and SF-40 zone shall comply with ORS 215.243 and ORS 215.263.

26. All homestead partitions shall be reviewed against the criteria for nonfarm dwellings in ORS 215.283(3).

FOREST LANDS ELEMENT

Introduction

"Forest Lands" are defined as (1) lands composed of existing and potential forest lands which are suitable for commercial forest uses; (2) other forested lands needed for watershed protection, wildlife and fisheries habitat and recreation; (3) lands where extreme conditions of climate, soil and topography require the maintenance of vegetative cover irrespective of use; (4) other forested lands in urban and agricultural areas

which provide urban buffers, wind breaks, wildlife and fisheries habitat, livestock habitat, scenic corridors, and recreational use.

"Forest Uses" are identified as those uses that include (1) the production of trees and the processing of forest products; (2) open space, buffers from noise, and visual separation of conflicting uses; (3) watershed protection and wildlife and fisheries habitat; (4) soil protection from wind and water; (5) maintenance of clean air and water; (6) outdoor recreational activities and related support services and wilderness values compatible with these uses; and (7) grazing land for livestock.

Forest lands make important contributions to Morrow County and its economy. They supply much of the county's watershed area, summer grazing lands for livestock, food and habitat for wildlife, outdoor recreational areas and timber land.

National forest land provides direct revenue to Morrow County in the form of payments in lieu of taxes. Thus the county has a vested interest in the National forest and its wise management. Similarly, the county receives severance tax receipts from private timber land owners when timber is harvested. Commercial forest lands in Morrow County supply a portion of the raw material used by the local wood products industry that provides employment opportunities for county residents, adding further revenue to the economy. In order for forest lands to continue providing this level of contributions, sound forest management practices must be implemented.

Resource Base

Forest lands cover approximately eighteen (18) percent of Morrow County's 1,317,760 acres. Commercial lands include 138,523 acres in the Umatilla National Forest, 412 acres owned by the BLM, 64 acres owned by the State of Oregon and 101,892 privately-owned acres according to figures from the State Forestry Department.

Employment and Payroll

Covered Employment and Payroll Statistics published by the Oregon Employment Division give some indication of the importance of wood products manufacturing to the

county's economy. The Table that follows shows the average employment and payroll history for Morrow County's wood products industry.

Table 12

Wood Products Manufacturing Employment and Payrolls
Morrow County

Average Annual Employment

Average Annual Payrolls

	#Reporting Units	# Employed	%County Employ	% Change	\$1,000	%County Payroll	% Change
1970	4.7	125	22.4	--	956	29.2	--
1971	4.5	143	24.1	+14.4	1,238	33.8	+ 29.5
1972	4.5	171	24.5	+19.6	1,670	35.0	+ 34.9
1974*	4.0	273	20.5	+59.7	2,664	24.5	+ 59.5
1975*	4.0	246	16.6	- 9.9	5,496	37.5	+106.3
1976**	4.0	341	14.9	-38.6	5,008	21.5	- 8.8

* Figures estimated, based on 9 months disclosures in reporting.

**Figures estimated, based on 3 months disclosures in reporting.

Source: Covered Employment and Payroll Statistics, Oregon Employment Division.

The data in the Table above suggests that although employment and payroll in wood products manufacturing have increased in Morrow County over six periods, the industry has actually decreased in its impact relative to the rest of the county employment. In 1970, wood products manufacturing comprised 22.4% of the total county employment and 29.2% of total payroll. This decreased in 1976 to 14.9% of total county employment and 21.5% of total payroll. This trend reflects the growing diversity in industry experienced by Morrow County, particularly in north end food processing and construction industries.

Timber Harvest

The Table that follows summarizes data gathered by the State of Oregon, Department of Forestry concerning volume timber removed from different lands in Morrow County. The total timber harvest increased 88% from 1970 (28.5 MMEB) to 1976 (53.7 MMBF). Timber harvest on U.S. Forest Service lands increased 9%. Timber harvest on private lands comprised the largest portion of harvest on non-Forest Service lands. Forest Service land supplied an increasing share of the total timber harvest throughout the 1970's.

Recreational Use of Forests

Up
data

About 139,000 acres or 10% of the Umatilla National Forest lies in Morrow County. A 1977 survey of Region 6 National Forest Recreation Use reveals the following data for the Umatilla National Forest. Total visitor days for Oregon forests in 1977 were calculated at 16,666.3 thousand. Of these days, 1,098.3 thousand, or 6.6% of all Oregon visits, were spent in the Umatilla National Forest. Since about 10% of this forest lies within Morrow County, it can be estimated that 109.83 thousand days (10%) were spent in Morrow County. Table G-10 shows the breakdown of visitor's activities in the Oregon-Umatilla National Forest.

Grazing

Up
data

Morrow County forest lands are an important source of fodder for local cattle and sheep. In 1977, the Heppner Unit of the Umatilla National Forest provided grazing permits for 3,349 head of cattle or 12,536 AUM's on Forest Service land. Private land in the unit provide grazing for an additional 698 head of cattle (or 2,430, AUM's) and 537 head of sheep (or 1,325 AUM's). About 28 ranchers utilized these grazing resources.

In addition to supporting a strong cattle industry, Morrow County rangelands provide forage and habitat for deer, elk and other wildlife, contribute to watershed maintenance and provide a recreational resource for area residents and visitors.

Private Forest Lands Management

Morrow County has large acreages of private forest lands that are infected by insects and areas where the timber occurs in dense, stagnated stands. Approximately 13,000 acres of privately owned timber are heavily infested with one of the bark beetle species and almost 22,000 acres have stagnated stands of lodgepole and ponderosa pine out of the county's base of approximately 101,852 acres of private timberland (56,007 acres in industrial ownership and 45,845 acres in individual private ownerships). Such infestations also occur on public forest lands.

Is this Zondary Land?

Public Revenue Benefits

Morrow County receives revenue for the use of its forest lands from two different sources. Because federal lands are not taxable by the county, the Federal Government, through the U.S. Forest Service, makes an annual payment to the county "in lieu of taxes." Basically, the annual payment consists of 25% of the Forest Services' annual receipts from timber sales, grazing land permits and recreational fees. Federal law requires that these receipts be used by the counties only for school and road funds. At the present time, Oregon law requires the receipts to be distributed 25% to schools and 75% to roads, although some counties have managed to obtain an exemption from these strict percentage requirements. In 1977, Morrow County received about \$354,000 in Forest Service receipts.

The second source of revenue is from the State of Oregon. The Eastern Oregon Severance Tax, administered by the Oregon Department of Revenue, requires that a tax be paid for timber harvested on private lands (other than national forest lands). The tax receipts are given to the counties according to a set ratio (percent share of the value of private standing timber in all Eastern Oregon as of 1962). The counties use these receipts as an offset against the annual general property tax levy in each county.

Findings - Problems & Potential

In the past, forest land in Morrow County was sufficient to meet the demands made by various interests. Specific user groups such as timber, grazing, fish, wildlife, water supply, recreation, wilderness, and residential interests, were able to co-exist in the forests without much conflict. As county and state populations have increased and as more of the forest has been logged, competition between these various interests has increased.

Renewed interest in exploration of primitive areas and increased leisure time have contributed to the increase in demand for forest wilderness area. The recent designation of critical groundwater areas in other parts of Morrow County may increase demands for water supplied by forest land watersheds. Increased log road building, recreational use, and residential

1. define better bill etc., clear cuts
2. why it's a threat to cultural, custom
new stability
- 3.

subdivision developments on forest lands has interfered with wildlife migration routes and has decreased cover, calving areas, and winter range areas.

Planning and management of forest lands in a manner that balances these interests has become a very difficult task. In order to maximize the return of forest lands and products, forest management planners must carefully evaluate and consider all interests when constructing long-range forest development plans and practices. The timber sales receipts, grazing land receipts, recreational receipts that the county receives in lieu of taxes on national forest lands and the severance tax receipts from timber harvested on other forest management plans and practices emphasize long-term, substantiated growth of the forests. Concurrently, recreational oriented users (including hunters) make significant contributions to the local and regional economies.

Specific forest management practices to be implemented on all forest lands include reforestation projects, precommercial thinning, slash disposal, utilization of insect damaged trees, (disease and insect control methods,) water quality evaluation and maintenance, watershed protection and special planning for forest areas with thin soils and short growing seasons. Several other practices already underway should be re-evaluated and revised. The allowable cut system on national forest land was originally established to maintain a sustained yield, i.e. to balance the amount of annual harvest with the rate of annual timber growth. However, the annual allowable cut figures used at the present time are based on an inventory of timber volume that is approximately 10-15 years old. This old inventory includes timber on national forest lands that have since been designated wilderness areas and are removed from commercial cutting areas. In effect, non-wilderness areas now carry the extra burden for commercial cutting that resulted from the wilderness designations. A new, thorough inventory of non-wilderness, commercial forest area in the County is vital to ensure a sustained yield on the County's forest lands.

*Of the
winter
Forest
People*

Findings - General

1. Forest lands in Morrow County are lands composed of existing and potential forest lands which

are suitable for commercial forest uses and other forested lands needed for watershed protection, wildlife and fisheries habitat and recreation.

2. Primary forest land uses in the county include the production of trees and the processing of forest products, the provision of open space, watershed protection and wildlife and fisheries habitat, soil protection from wind and water, outdoor recreational activities and related support services and wilderness values compatible with these uses, and grazing for livestock.

3. The forest land base of the county comprises a total of approximately 240,851 acres classified as commercial timber land of which 101,852 acres are in private ownership, 64 acres are State owned and 138,523 acres are Federally owned.

4. The production of timber for the utilization in the forest products industry is vital to the economy of the county.

5. The grazing of livestock currently exists on the majority of all forest lands and is a vital key to the continued existence of the county's livestock operations. Such is particularly true relative to those livestock operations relying on grazing permits on public lands.

6. Forest lands in the county are the primary source for the production of surface water that is utilized largely for irrigation, domestic, industrial, and recreational purposes.

7. Forest lands in the county support a variety of habitat for wildlife from which approximately 110 thousand visitor days are spent annually in hunting, fishing, trapping, and viewing wildlife.

8. Recreational opportunities on the forest lands of the county vary from sightseeing to snowmobiling and include such things as horseback riding, driving for pleasure, camping, fishing and hunting.

9. The Forest Practices Act, if fully administered, offers adequate protection for the soil, water, wildlife and timber resources of the county and would help maintain the long-term productivity of all

in conjunction with this plan
level support programs.

forest resources, ~~it applied to operations on private acreages.~~

10. The wood products industry is an important source of basic industry, employment, payroll and revenue in Morrow County and supports secondary employment in the transport, construction, trade, finance, service and government sectors.

11. Land management plans currently under development by the Forest Service for the Umatilla National Forest - Heppner Unit and for other landowners will have a substantial impact on the supply of timber required to sustain future employment in logging and wood processing.

12. Commercial stands of timber on land owned in small private parcels could contribute significantly to the future availability of logs in Morrow County.

13. Some existing timber sales administrative rules, slash piling requirements and logging road construction requirements are more than adequate to protect wildlife habitat, watershed quality and public safety.

14. While some thickets and brushy undergrowth are required for avian habitat, game feeding and thermal cover, the prevalence of overstocked and slow growing strands of lodgepole pine in county forests affects local forest productivity and increases fire hazard.

15. The major forest management problems for Morrow County's commercial forests are thinning, reforestation, erosion of thin timberland soils and lack of adequate program funding.

16. Although it entails some risks, prescribed burning has been an underused timber management tool in Morrow County that could be applied profitably to thick understory and slash situations.

17. Recent infestations of mountain pine bark beetle have seriously eroded the supply of merchantable saw timber and increased fire danger while ~~simultaneously enhancing the supply of wood for chipping, shaking and small wood products manufacture,~~

~~etc.~~

- a. define ?
- b. The threat

Rep.

18. Over-reliance on a limited number of wood products such as lumber, plywood and chips renders the county industrial economy vulnerable to economic fluctuations beyond local control, primarily in national construction activity.

19. The allowable cut on National Forest land has remained nearly constant in recent years at the same time as the local timberland base could potentially be reduced by roadless area inventory and other land management decision processes, leading to a potential reduction in allowable harvest level.

20. Analysis of past development patterns, findings regarding present tax lot and ownership sizes and patterns, determination of and testimony pertaining to grazing, timber and other forest management needs and a review of the cubic foot site class map of the County, provided by the State of Oregon Forestry Department lead to a conclusion that parcels of 160 acres or larger will conserve Morrow County's Forest areas. Additionally, these sizes are resource-size related, and the creation of new parcels of 160 acres or larger will not attract nor encourage non-resource dwelling development.

21. The County recognizes the need for flexibility for a variety of lot sizes is not as great in the Forest Use Zone as it is in the Exclusive Farm Use Zone. However, boundary adjustments for better resource efficiency is important and often involve parcels less than 160 acres that can not be combined into adjacent properties because of financial and/or assessment rules, procedures and preferences.

22. Resource managers of the County's Forest Use areas are concerned that parcels divided into too small of a size for purposes other than resource management can create the expectation of permitting a non-resource dwelling to be sited.

23. Non-resource dwellings often take good grazing, farm and forest use soils out of production.

24. As indicated in other findings is the local recognition that non-resource housing can create a variety of problems, i.e. complaints from these residents about property damage caused by livestock, timber management complaints of clear-cutting, spraying,

Human presence of high density alone shall not result in a negative environmental impact

etc., and problems over accepted forestry practices such as noise, dust, and chemical application.

25. Much of the land within the Forest Use areas of Morrow County are considered critical winter range areas for deer and elk. Studies indicate that special land use measures are necessary to protect these winter range areas.

26. There is a need for wood lots for fuel heating purposes.

27. There are approximately 241,000 acres of forest lands in Morrow County. Commercial lands include 138,523 acres in the Umatilla National Forest, 412 acres owned by the BLM, 64 acres owned by the state and approximately 101,892 privately-owned acres. Kinzua Corporation, major forest managers in Morrow County, owns 56,007 acres of that privately owned acres. The remaining 45,885 acres are owned by private individuals. A breakdown of these private noncorporate ownerships is provided below (source: Assessment Roll for Morrow County.)

Location Township	Number of Ownerships	Range of Parcel Sizes (acres)
4S-28	23	5-749
4S-29	16	38-1 3,89
5S-26	29	.023-3,983
5S-27	12	20-160
5S-28	10	40-80
5S-29	12	40-3,619
6S-26	5	40-553
6S-27	1	5
6S-29	3	40,320,640

The above data indicates land exchanges of 80 acres and even 40 acres are common in Morrow County. The 80 acre minimum parcel size and the 160 acre minimum parcel size for a forest dwelling will conserve the County's forest land for forest uses.

Objectives

1. To conserve the forest land base in the county to provide for the continued availability of these lands for forest use.

2. To encourage the application of management practices that maximize the continued productivity of timber lands, such as addressed by the Oregon Forest Practices Act.

3. To ensure that there is an economic-environmental balance in decisions affecting the utilization of forest lands in the county.

4. To encourage forest land use practices which are not detrimental to the vitally important watershed protection and fish and wildlife habitats.

5. To encourage forest land uses in such a manner as to maximize soil conservation and protection from wind and water erosion hazards.

6. To maintain a high level of recreational opportunities on forest lands in the county as an integral part of the total management framework, but that such usage be kept in a proper perspective.

7. ~~To ensure that management and development~~ decisions and actions relative to forest lands do not exceed the carrying capacities of such resources.

8. To ensure that developments that are allowable under forest land zoning and other regulations be limited to those activities for forest production and protection and other land management uses that are compatible with forest production.

9. To encourage forestation or reforestation on forest lands determined suitable for such purpose.

10. To encourage and support management practices which support existing use levels, particularly as related to the forest products industry, the dependent livestock sector, and the dispersed recreational user.

11. To support resource management practices directed at achieving a balance of forest uses as set forth in Multiple Use concepts.

commercial

includes - Recreation

30

1. It shall be the policy of Morrow County, Oregon to conserve forest lands for forest uses. Multi-use, rather than single use, shall be stressed on all forest lands. Forest uses such as timber production, fish and wildlife habitat, livestock grazing, dispersed recreation, and the production of high quality water for agriculture and domestic use shall be stressed.

Forest Land Policies

Key

1. It shall be the policy of Morrow County, Oregon to conserve forest lands for forest uses. Multi-use, rather than single use, shall be stressed on all forest lands. Forest uses such as timber production, fish and wildlife habitat, livestock grazing, dispersed recreation, and the production of high quality water for agriculture and domestic use shall be stressed.

2. It shall be the policy of the county to emphasize the development and maintenance of a full stocking and high growth rate of commercial timber species on all available commercial forest land. Such practices as prompt reforestation, development and use of genetically superior planting stock, precommercial and commercial thinning, and protection from fire, insect, disease, and animal damage shall be encouraged.

3. It shall be the policy of the county to support the harvest of trees in a manner which protects the long-term productivity of the land, and to the maximum extent possible, utilizes all wood fiber and minimizes the short-term adverse environmental impact such as air, water and other pollution.

4. It shall be the policy of the county to ensure that before forest lands are changed to another use the productivity of the land shall be considered and evaluated.

5. It shall be the policy of the county to support forest land use management decisions which maximize the present level of benefitting uses; specific emphasis shall be on timber production to sustain the existing forest products industry, forage production to maintain at least the existing levels of livestock and wildlife habitats, protection of water quantities and quality and to maintain existing dispersed recreation level in coordination with USFS planning and management programs.

6. The county should encourage private forest land owners to adopt the features of the Forest Practices Act applicable to their acreages, and to cooperate with state and federal resource management agencies in developing plans for implementing the best soil, water, game, domestic forage and timber husbandry practices on private holdings.

In a manner designed to balance the need of competing users that will comply with custom and its economic stability

7. Whereas intensified management on the county's forest lands will reduce damage caused by insects and increase wood fiber production. Thinning, both pre-commercial and commercial, slash disposal, salvage harvesting, biological control of casebearer through establishment of natural predators, and reforestation with species more desirable than lodgepole pine are practices and management techniques that can be used to improve the county's private forest land resource. Therefore, the county shall encourage such programs.

8. The needs of the wood products sector should be considered in evaluating county policies and future developments in recreation, trade, transport and other sectors of the county's economy, as well as in local involvement with state and federal economic or environmental decisions.

Use { 9. As protector of the public interest and as recipient of timber harvest revenues, the county should ensure that local officials and citizens have sufficient time and opportunity to help formulate and review those public plans for forest management that materially affect the county's economy and quality of life.

Use { 10. The county should cooperate with the Oregon Department of Forestry in its efforts to provide technical and financial assistance to smaller private timberland owners who wish to manage their forest resources more productively.

Use { 11. The county may identify impractical administrative requirements and may notify appropriate officials of public opposition to excessive rules and requirements.

12. The county should encourage state and federal government to ensure that the best timber management techniques (such as thinning in Morrow County) are properly funded and practiced in northeast Oregon forests.

13. The county should encourage the U.S. Forest Service and other agencies to increase funding to improve forest management techniques in the county.

14. The county should encourage prescribed burning on its forest lands if such burning is properly

supervised and approved by foresters and fire control officers.

15. The county should encourage ongoing studies into alternative uses for products derived from insect-killed wood, such as wood products marketing studies and the OSU research into pelletized fuel potentials.

16. The County should encourage the development of secondary wood products manufacturing, using primary manufactured wood products from the area and the presently under-utilized salvaged wood resource and seek to promote a stable raw lumber base.

17. The county should take steps through management plan reviews and/or memorials to Congress to urge prompt resolution of conflicts regarding withdrawals of commercial land from harvest and to establish allowable cuts consistent with the available land base and local needs.

18. Based on the County's inventory of Forest Lands, a forest dwelling sited on parcels 160 acres or greater is presumed to be incidental and secondary to the main forest use.

19. No planned unit developments or subdivisions creating nonfarm or nonforest lots shall be allowed on forest lands zoned for forest use unless an exception is taken to the applicable resource goal under the Statewide Planning Goals. Any such development that creates new urban development on rural lands an exception to Statewide Goals 11 and 14 shall be required under OAR 660, Division 14.

NATURAL RESOURCES ELEMENT

Open Spaces - Scenic - Historic Areas
Air - Water - Land Resources Quality

Introduction

The Natural Resources Element of the "Plan" provides a general overview of all natural resources common to the County. Specific resources such as forest lands and recreation resources are dealt with in greater detail in the respective element of the "Plan".