

**STAFF REPORT  
PLALEG-16-08-001**

**Amendments to the  
Wasco County Comprehensive Plan**

**Request:** Amend the Wasco County Comprehensive Plan  
1. Change the format to align with Statewide Land Use Planning Goals  
2. Update policy and implementation strategies of Goal 1 and Goal 2 to reflect current practice and be consistent with state law.

**Prepared by:** Kelly Howsley Glover, Long Range Planner  
**Prepared for:** Wasco County Planning Commission

**Applicant:** Wasco County Planning Department

**Staff Recommendation:** Recommend the Wasco County Planning Commission recommend adoption of the proposed amendments of the Wasco County Comprehensive Plan to the Wasco County Board of Commissioners.

**Planning Commission  
Hearing Date:** April 3, 2018

**Procedure Type:** Legislative

**Attachments:** Attachment A: Wasco County Comprehensive Plan Periodic Review Work Tasks 1 and 2 Overview  
Attachment B: Draft of Proposed Chapters 1 and 2 of Wasco County 2040 (Comprehensive Plan)

**I. APPLICABLE CRITERIA**

- A. Wasco County Comprehensive Plan Chapter 11: Revisions Process
  - 1. Section B: Form of Comprehensive Plan Amendment
  - 2. Section C: Who May Apply for a Plan revision
  - 3. Section D: Legislative Revisions
  - 4. Section H: General Criteria
  - 5. Section I: Transportation Planning Rule Compliance
  - 6. Section J: Procedure for the Amendment process
  
- B. Oregon Administrative Rules 660-025

**II. SUBMITTED COMMENTS**

As of March 16, 2018 the Wasco County Planning Department has received no comments about the proposed revisions.

### III. PUBLIC INVOLVEMENT

In addition to the hearings associated with this legislative process, which allows for public testimony and the ability to provide written comment, Wasco County has included the following additional measures to ensure the process is open to the public.

#### A. Newspaper Notification

Citizen Advisory Session March 6, 2018:

Public notice for a Citizen Advisory Group meeting was published in The Dalles Chronicle on February 13, 2018, more than 20 days prior to the March 6<sup>th</sup> work session.

Planning Commission Hearing #1:

Public notice for Planning Commission Hearing #1 was published in The Dalles Chronicle on March 14, more than 20 days prior to the April 3, 2018 hearing date.

#### B. Information Available on Website

The information regarding the proposed amendments was placed on the Wasco County Planning Department Website<sup>1</sup> on March 16, 2018. If updates are made following each hearing, the webpage will be updated to reflect such changes. At the time of publication of this document, the following information was made available:

- A listing of hearing dates, times and locations.
- Drafts of the proposed amendments
- Staff report describing the process and proposed changes
- A way to submit comments and concerns

In addition, the Wasco County Comprehensive Plan website<sup>2</sup> has included several posts that have included the time and date of meetings and discussion of proposed topics. This website has 18 subscribers that receive notification of new content, and is also promoted on the Planning Department's social media channels.

#### C. Notification to Partners

An email notification of proposed amendments, progress on Periodic Review, and the legislative hearing was sent to the Periodic Review Assistance team and other Citizen Advisory Group identified stakeholders on March 16, 2018. The notification included links to the staff report, proposed amendments, and the opportunity to comment.

#### D. Notification to Community Notification List

During the Wasco County 2040 initial outreach phase, a public email notification list was assembled. Members of the public continue to have the opportunity to sign up for this list at any time on the project website<sup>3</sup> or in person at any of the public hearings, work sessions or other events. They can also request to be put on the list via email, telephone, or in the Planning Department Office. Currently this list includes 66 interested parties from the community.

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<sup>1</sup> <http://co.wasco.or.us/departments/planning/index.php>

<sup>2</sup> [www.Wasco2040.com](http://www.Wasco2040.com)

<sup>3</sup> <https://wasco2040.com/contact/>

An email notification of proposed amendments, progress on Periodic Review, and the legislative hearing was sent to this notification list on March 16, 2018. The notification included links to the staff report, proposed amendments, and information on how to provide comment.

#### IV. FINDINGS

##### A. Wasco County Comprehensive Plan Criteria

###### 1. Chapter 11 - Revisions Process

###### a. *Section B – Form of Comp Plan Amendment*

***Amendments to the Comprehensive Plan include many forms and can either be legislative or quasi-judicial.***

**FINDING:** The request is for a legislative text amendment to policies and the format for Goals 1 and 2 of the Comprehensive Plan, as part of a broader Periodic Review work plan. Amendments include reformatting and edits to existing policy and implementation for both Goals.

###### b. *Section C – Who May Apply for a Plan revision*

***Amendments to the plan may be initiated by the Wasco County Governing Body***

**FINDING:** The Wasco County Board of Commissioners authorized the Wasco County Planning Department to pursue Voluntary Periodic Review to update the Wasco County Comprehensive Plan.

###### c. *Section D – Legislative Revisions*

***Legislative revisions include land use changes that have widespread and significant impact beyond the immediate area such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or much different ownership. The Planning Commission and County Governing Body shall evaluate the plan as often as necessary to meet changes in the social, economic, or environmental character of Wasco County.***

**FINDING:** The proposed text amendments to policies and format of the Comprehensive Plan are applicable to all properties governed by the Wasco County Comprehensive Plan and therefore the proposal is a legislative revision. The proposed amendments are part of a larger Periodic Review process approved by the Planning Commission, Board of County Commissioners, Department of Land Conservation and Development and the Land Conservation and Development Commission. To be accepted for periodic review, staff prepared extensive justification demonstrating the need for amendments to the Comprehensive Plan as a result of changes in the social, economic and environmental character of Wasco County.

###### d. *Section H – General Criteria*

***The following are general criteria which must be considered before approval of an amendment to the Comprehensive Plan is given:***

- 1). Compliance with the statewide land use goal as provided by Chapter 15 or further amended by the Land Conservation and Development Commission, where applicable.**
- 2). Substantial proof that such change shall not be detrimental to the spirit and intent of such goals.**
- 3). A mistake in the original comprehensive plan or change in the character of the neighborhood can be demonstrated.**
- 4). Factors which relate to the public need for healthful, safe and aesthetic surroundings and conditions.**
- 5). Proof of change in the inventories originally developed.**
- 6). Revisions shall be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change must be established.**

**FINDING:** Proposed revisions to Goals 1 and 2 are consistent with statewide land use goals 1 and 2, and intended to ensure compliance and consistency with state law and current conditions in Wasco County.

The proposed text amendments to policies and format of the Comprehensive Plan are intended to reflect current conditions and practices and will not substantially alter the Citizen Involvement or Land Use Planning Programs. Instead, the intent of the amendments is to make the policies and implementation methods consistent with State law and input received by property owners and community members during the 2017 visioning work. As evidenced in the substantive change summary section of this staff report, most proposed amendments will remove references to the 1983 Wasco County planning structure and replace it with language that clearly references best practices.

Wasco County has changed since 1983. The proposed amendments in this report do not reflect the correction of mistakes in the previous Comprehensive Plan language. Instead, they are an update that reflects the passage of time and change in conditions. Relevant to Goals 1 and 2, Wasco County moved from a regional focused “planning area” concept to a unified Planning Commission. This has been standard practice for several decades. As well, population has increased and technology has significantly improved opportunities to better engage the public and solicit comment.

Work tasks 1 and 2 are part of a broader periodic review work plan and map to Goals 1 and 2 within the statewide Land Use Planning Program. Neither Goal has an inventory as part of the goal, policies or implementation strategies. References have been cited where relevant, including the Citizen Involvement Plan.

***e. Section I- Transportation Planning Rule Compliance***

- 1). Review of Applications for Effect on Transportation Facilities – A proposed zone change or land use regulation change, whether initiated by the County or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon**

**Administrative Rule (OAR) 660-012-0060 (the Transportation Planning Rule – “TPR”). “Significant” means the proposal would:**

- a). Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);**
- b). Change standards implementing a functional classification system; or**
- c). As measured at the end of the planning period identified in the adopted transportation system plan:**
  - i. Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;**
  - ii. Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or**
  - iii. Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or Comprehensive Plan.**

**FINDING:** Proposed revisions to Goals 1 and 2 do not have a direct or indirect impact on transportation facilities, the Transportation Systems Plan, or Transportation Planning rules.

#### **Oregon Administrative Rules 660-025-0130**

##### **Submission of Completed Work Task**

- 1). A local government must submit completed work tasks as provided in the approved work program or a submittal pursuant to OAR 660-025-0175 to the department along with the notice required in OAR-660-025-0140 and any form required by the department. A local government must submit to the department a list of persons who participated orally or in writing in the local proceedings leading to the adoption of the work task or who requested notice of the local government’s final decision on a work task.**

**FINDING:** A notice was sent to DLCD on February 22, 2018, consistent with requirements, to inform them of the proposed April 3, 2018 hearing and subsequent hearings to adopt Work Tasks 1 and 2. To date, staff has not received any oral or written comment or request for notification from the public on Work Tasks 1 and 2. At such a time when comment is received, that will be attached to the staff report and submitted to DLCD.

- 3). For a periodic review tasks to be complete, a submittal must be a final decision containing all required elements identified for that task in the work program. The department may accept a portion of a task or subtask as a complete submittal if the work program identified that portion of the task or subtasks as a separate item for adoption by the local government. All submittals required by section 1) of this rule are subject to the following requirements:**

- a). *If the local record does not exceed 2,000 pages, a submittal must include the entire local record, including but not limited to adopted ordinances and orders, studies, inventories, findings, staff reports, correspondence, hearings minutes, written testimony and evidence, and any other items specifically listed in the work program.*
- b). *If the local record exceeds 2,000 pages, a submittal must include adopted ordinances, resolutions, and orders; any amended comprehensive or regional framework plan provisions or land use regulations; findings, hearing minutes; materials from the record that the local government deems necessary to explain the submittal or cities in its findings; and a detailed index listing all items in the local record and indicating whether or not the item is included in the submittal. All items in the local record must be made available for public review during the period for submitting objections under OAR 660-025-0140. The director or commission may require a local government to submit any materials from the local record not included in the initial submittal;*
- c). *A submittal of over 500 pages must include an index of all submitted materials. Each document must be separately indexed, in chronological order, with the last document on the top. Pages must be consecutively numbered at the bottom of the page.*

**FINDING:** The local record for Work Tasks 1 and 2 will not exceed 2,000 pages. Consistent with this requirement, submittal to DLCD will include the entire local record, including but not limited to the adopted ordinance and orders, studies, findings, staff reports, correspondence, hearing minutes, written testimony and evidence and any other relevant material.

A copy of the record, when complete, will also be available for inspection at the Planning Department.

**Attachment A**  
**Wasco County Comprehensive Plan Periodic Review Work Tasks 1 and 2 Overview**  
**PLALEG-16-08-0001**

**Documentation:** The following is a summarized overview. While some substantive changes are being made, a significant amount of non-substantive changes are also being made.

**State of the Comprehensive Plan:**

- A. **Purpose:** The main purpose of the Comprehensive Plan is to function as a visionary policy document with a 20 year horizon. The plan represents the desires of the citizens of Wasco County and provides generalized direction for development, preservation, the planning process, citizen involvement and numerous other elements related to land use planning. Due to frequent changes in circumstances, law, and the desires of the citizens of the county, the major components should be updated every five to ten years as needed. The land use and development ordinance includes the specific rules and regulations that are meant to implement this vision and amendments to it are required to be consistent with Comprehensive Plan language.
- B. **Prior Updates:** The Comprehensive Plan was acknowledged by the Land Conservation and Development Department in 1983. Major components of the document have not been updated since 1983, resulting in them now being out of date. Other portions have been updated but were done inconsistently and in some cases, the new language did not get inserted into the amended document. In several instances, updates to the ordinance are now out of compliance with the Comprehensive Plan because of the lack of Comprehensive Updates. A more comprehensive update was initiated in 2009, but ultimately not completed. Staff has used some of the past findings and information in drafting the proposed updates.
- C. **Format:** The Comprehensive Plan is currently organized in a way that puts unrelated information in the same chapter and separated related information into multiple chapters. This has created significant difficulty for staff and the public to find information and utilize as the plan was intended.
- D. **Reformatting:** After a careful case study of other Oregon county comprehensive plans, the Citizen Advisory Group held several work sessions in 2015 and 2016 to discuss, among other issues, reformatting the Comprehensive Plan for increased use, transparency and readability. Based on those work sessions, staff was directed to compile and organize information in a manner that better aligned the plan to the Statewide Land Use Planning Goals.
  - 1. **Oregon's Land Use Goals:** The vast majority of the Comprehensive Plan language is tied to one of the State of Oregon's Land Use Goals. Other than some introductory chapters, the entire Comprehensive Plan is being formatted so that each chapter corresponds to one of the applicable Land Use Goals. Each chapter will include all of the policies, findings, and inventories for the specific goal, in addition to any references and historical information.

2. **Format of Goal Chapters:** Each Goal related chapter will be formatted according to the following conventions:
  - a. Overview: A sentence to paragraph on the outlining the purpose behind the Goal and Wasco County policies.
  - b. Statement of Wasco County Goal and reference to Statewide Planning Goal
  - c. Any cross-references to other Goals
  - d. Policy Statements
  - e. Implementation Statements for each policy
  - f. Findings and reference section detailing any relevant findings and references.

### **Chapter by Chapter Overview of Proposed Substantive Amendments:**

#### **A. Chapter 1- Goal 1 Citizen Involvement**

This new chapter maps to Goal 1 (Citizen Involvement) and includes existing, historical information about Citizen involvement in Wasco County, a brief overview of Citizen Involvement’s purpose in Wasco County, an excerpt of Oregon’s Statewide Land Use Planning Goal 1, policies, implementation strategies for each policy, and a new findings and references section.

1. **Historical Information:** To help introduce some of the concepts and provide a historical reference for Wasco County’s Citizen Involvement Program. Much of the historical information is taken directly from the Wasco County Citizen Involvement Program document (Appendix 1-B).
2. **Excerpt of Statewide Planning Goal:** Excerpt from the Oregon Administrative Rules on Goal 1 that outlines for staff and public the purpose of Goal 1.
3. **Wasco County’s Citizen Involvement Goal:** This was reworded to map more directly to the State Goal.
4. **Policies:** The existing plan has three policies. The recommendation is to keep three policies but update them to more accurately reflect current policy and status.
  - a. Policy 1: Current language “Improve the availability of all the residents in the County.” Staff has combined that with existing policy 3 “Encourage involvement of citizens and property owners in the land use planning process.” Many of the implementation policies of the existing policy 1 reference Wasco County’s previous system of having five planning areas with separate planning commissions. The following changes are proposed for the implementation strategies for Policy 1:
    - (1) Implementation Strategy “a.” states: *“Hold at least one Citizen Advisory Group Meeting per year. Other meetings shall be held as needed to inform the group of proposed changes in the Comprehensive Plan and other land use actions.”* This strategy is being removed from the Comprehensive Plan, because our Planning Commission has served as the Citizen Advisory Group for over a decade and consistently meets more than once a year. All Citizen Advisory Group information has been moved to Policy 2. The proposed language for Implementation “a.”

describes the notification process as it relates to state law as well as the broader interest in notifying all citizens when Wasco County proposes changes have the potential to impact all community members. This also encapsulates information in Policy 3 Implementation Strategy A.

- (2) Implementation Strategy “b.” currently references a planning areas system that has not been in effect for several decades. It states: *“The Chairmen of the planning areas shall be advised on all agency meetings or hearings on actions affecting land use.”* The proposed amendments replace this language with *“Provide for continuity of citizen participation in all phases of the planning process.”* This strategy will ensure that citizen participation is being carried out in a consistent and continuous manner.
  - (3) Implementation Strategy “c.” includes *“Make all pertinent land use information from all agencies available to the Citizen Advisory Group chairmen,”* a reference to Wasco County’s prior planning area system, and is not relevant to current practice. The proposed language states: *“Foster citizen involvement using a range of available media including mailings, emails, the website and social media, meetings, newspaper and radio.”* This reflects current practice and is important to support proposed language for Implementation Strategy “b.”
  - (4) Implementation Strategy “d.” states: *“Presentation information used to reach decisions in a simple and straightforward manner to help citizens comprehend the issues. When relevant, use the best available data to support information.”* This is an additional strategy to direct Planning Department staff and the Planning Commission for best practices on communication. During the Wasco County 2040 visioning outreach sessions, interest was expressed by the public that staff present data and other supporting information when available to help citizens make educated decisions.
- b. Policy 2: states *“A Citizen Involvement Program shall encourage the participation of citizens representing a broad cross section of the population.”* This existing language has been codified by both the Planning Commission and Citizen Advisory Group charters, and is reflected in Implementation Strategy “d.” for Policy 2. The new proposed language is *“The Wasco County Planning Commission shall be officially recognized Citizen Advisory Group (CAG).”* This has been standard practice for the Wasco County Planning Department; notice of this practice was sent to DLCD in 2010. The following changes are proposed for the implementation strategies for Policy 2:
- (1) Implementation Strategy “a.” Existing language relates to current Policy 2, and expands the policy: *“A diversified geographic and vocational cross-section of citizens will be encouraged to participate in Citizen Advisory Groups.”* This policy has been incorporated into Implementation Strategy “d.”, and outlines the diversity and details of voting members consistent with state law. Similar language is also in the Planning Commission and Citizen Advisory Group charters. The replacement for Implementation Strategy “a.” is *“The Citizen Advisory Group has a separate charter, Chair and Vice-Chair to conduct meetings (Appendix 1-A).”* This implementation

strategy is recommended to ensure the public and staff is aware of the existence of a separate charter and rules of conduct for the Citizen Advisory Group.

- (2) Implementation Strategy “b.” states: *“The Wasco County Planning Office shall provide clear and concise notice of the opportunities for citizen involvement.”* This current language has been incorporated into Policy 1. Proposed language states: *“The Citizen Advisory Group is a recommending body only.”* This is consistent with the Citizen Advisory Group body, state law and current practice and intended to make clear to staff and the public the CAG’s role.
  - (3) Implementation “c.” states: *“Encourage open attendance and participation by all people at Citizen Advisory Group meetings.”* This strategy is contained within Policy 1. The proposed new language states: *“The Citizen Advisory Group is a consensus oriented group.”* This language is in the charter and intended to clearly state for staff and the public how CAG’s drafts recommendations.
  - (4) Implementation Strategy “d.” does not have a fourth strategy under Policy 2. Staff is recommending that current Policy 2, Implementation Strategy “A” be expanded into Implementation Strategy “d.”, which specifically cites Oregon law for the requirements for CAG participants.
- c. Policy 3: Current policy is *“Encourage involvement of citizens and property owners in the land use planning process.”* This policy was moved to Policy 1. Staff is recommending a new policy which addresses the use of additional citizen advisory groups, which have been utilized in the past by Wasco County. The new language being proposed states: *“Where deemed appropriate, the Board of County Commissioners shall establish additional citizen advisory groups for specific planning topics and tasks.”* The following changes are proposed for the implementation strategies for Policy 3:
- (1) Implementation Strategy “a.” contains language that maps to previous policy and is encapsulated now in Policy 1. The proposed language to better support the new policy is: *“Citizen advisory group members shall be a cross section of affected citizens, groups, and agency representatives.”* This also reflects policy recommendations in Policy 2 and is consistent with state law.
  - (2) Implementation Strategy “b.” currently states: *“Notices of all Citizen Advisory Group meetings should be posted by the Wasco County Planning Office in the Wasco County Courthouse, at least two public places in each planning area, and shall be advertised in the newspaper of general circulation throughout the County.”* Standard practice and state law requirements have ensured Planning Staff provide public notice via mail, email, website, public postings and the newspaper. This strategy has been modified and put under Policy 1.
  - (3) Implementation Strategy “c.” is the existing third strategy for the involvement policy. It states: *“When revising or adopting the Comprehensive Plan there shall be a public hearing held with each Citizen Advisory Group that is affected by the proposed action.”* The implementation strategy reflects the previous planning areas system. Comprehensive Plan updates are required to be noticed to impacted property

owners. The proposed third implementation strategy is further explanation of the goals of additional citizen advisory groups: *“The primary task of a citizen advisory group will be to assist planning staff in generating recommendations for amendments to the Wasco County Comprehensive Plan or Land Use and Development Ordinance.”*

d. Implementation Strategy “d. Staff is recommending an additional implementation strategy that addresses the need for resources to be allocated to project manage, facilitate and support additional citizen advisory groups. The proposed language states: *“Adequate funding for established citizen advisory groups shall be allocated on an annual basis through the county budget process.”* In the past, gaps with funding cause significant time lags in amending plans along with citizen advisory group recommendations. By adding this strategy, staff is recommending it be made clear to future staff – and the community – the costs affiliated with additional citizen advisory boards and groups.

5. **Findings and References:** To help provide some information about each of the policies, as well as some history, findings and references are provided at the end of the chapter.

#### B. Chapter 2 – Goal 2 Land Use Planning

This new chapter maps to Goal 2 (Land Use Planning) and includes a brief overview of land use planning in Wasco County, an excerpt of Oregon’s Statewide Land Use Planning Goal 2, policies, implementation strategies for each policy, and a new findings and references section.

1. **Excerpt of Statewide Planning Goal:** Excerpt from the Oregon Administrative Rules on Goal 2 that outlines for staff and public the purpose of Goal 2.

2. **Wasco County’s Land Use Planning Goal:** This was reworded to recognize our current land use planning processes and policies and their maintenance, rather than creation or development as expressed in the 1983 goal.

3. **Policies:** The existing plan has four policies. The recommendation is to keep four policies but update them to more accurately reflect current policy and status.

a. Policy 1: Staff is proposing to keep the same policy in the new document, as it references our Citizen Involvement Program and citizen involvement goals. Similarly, Implementation Strategies “a.” and “b.” are proposed to remain the same.

(1) Implementation Strategy “c.” is an addition recommended by Staff. It states: *“Copies of the Comprehensive Plan will be available for review at the Wasco County Planning Department and on the Wasco County’s website.”* The intent of this addition is to clearly indicate to staff and citizens where they can access the Comprehensive Plan.

b. Policy 2: No changes are proposed to policy 2. Implementation strategies are also proposed to remain the same, with the exception of b., where the language *“to the extent practicable”* is added to the statement.

- c. Policy 3: Staff is recommending no changes to this policy, but is recommending changes to the implementation strategies that support policy. The following changes are proposed for the implementation strategies for Policy 3:
- (1) Implementation Strategy “a.” currently states: *“The Citizen Advisory Groups, in conjunction with the County Planning staff, shall conduct annual Comprehensive Plan review and evaluation.”* Because the “Citizen Advisory Groups” references the old planning areas structure, and an annual review is not consistent with practice or state recommendation, the new proposed statement is *“County Planning staff shall conduct periodic reviews and evaluations of the Comprehensive Plan.”*
  - (2) Implementation Strategy “b.” currently states: *“Plan review and amendment shall take place every two years or whenever significant changes in the social, economic, physical or environmental character of the County are evident.”* Staff proposes to replace this language with *“Plan review and amendment shall take place whenever significant changes in the social, economic, physical, or environmental character of the County are evident.”* This makes the language consistent with state recommendations and more realistic, given resource constraints.
  - (3) Implementation Strategy “c.” is proposed to be amended to remove the following statement: *“(This process is identical to the planning process employed for the initial development of the Comprehensive Plan)”* as it will no longer apply with the Periodic Review update and may be confusing to future staff or the public. The strategy will remain *“Plan review, evaluation, and amendment shall be carried out utilizing the revisions process as set forth in the Comprehensive Plan.”*
- d. Policy 4: No changes are proposed for Policy 4, as it maps to Goal 1. The following changes are proposed for the implementation strategies for Policy 4:
- (1) Implementation Strategy “a.” currently states: *“Signs should be posted throughout the County to indicate permits are required.”* Staff is recommending its removal to reflect current practice, and defers to notification as indicated under Goal 1.
  - (2) Implementation Strategy “b.” states: *“Federal, State, County and City agencies should cooperate to simplify, combine and expedite permit application.”* An “s” is proposed to be added to “application”. Staff also proposes a second sentence to read: *“Staff will work with partner agencies and organizations to ensure timely coordination.”*
  - (3) Implementation Strategy “c.” is a specific implementation strategy that is no longer in practice. Staff recommends replacing it with a reference to Goal 1; instead of *“Allow for local public input into the process of locating electrical corridors”* staff is recommending *“Allow for local public input into the planning process through Goal 1 policies and implementation.”*
  - (4) No change is proposed for the Implementation Strategy “d”.

4. **Findings and References:** To help provide some information about each of the policies, as well as some history, findings and references are provided at the end of the chapter.

C. An Appendix has been added for documents referenced in the Chapters of the proposed Comprehensive Plan text. This will be compiled with other chapters and ultimately be located in the last pages of the Comprehensive Plan.

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# Goal 1

# CitizenInvolvement

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# Citizen Involvement

## Overview

Citizen involvement is a critical component of effective land use planning, and required by Goal 1 of the Statewide Land Use Planning Goals. From the make-up of the Planning Commission to the public notifications of proposed development, Wasco County encourages the involvement of all property owners and residents in our land use planning decisions.

## Historical Perspective

Citizen involvement has been part of land use planning in Wasco County since inception of the Wasco County Planning Commission in the early 1950's. Formation of area advisory committees in 1968/1969 represented a major extension of the continuing citizen involvement policies of the Wasco County Court.

On December 27, 1973, a formal citizen involvement program was adopted by the County Court (now Board of County Commissioners). Provisions of this program included the formation of seven advisory committees, a Director's advisory list, and a number of methods of information distribution. A Committee for Citizen Involvement was added on November 5, 1975.

In early 1977, changes in staff personnel prompted the reformation of the Comprehensive Plan from sixteen planning units into five planning units, known as the Western, Eastern, Central, Southern, and The Dalles Urban units. To accommodate this shift in planning units from sixteen to five, new citizen advisory committees were organized.

Plans for the Western, Eastern, Central and Southern units were adopted by the County Court in January of 1980 and taken to the Land Conservation and Development Commission (LCDC) for acknowledgment. Due to an excess of repetitive information and the difficulties presented in correlating, reviewing and utilizing four separate county plans, it was decided, based on comments and suggestions from LCDC staff and reviewing agencies, to combine the four plans into one Comprehensive Plan and create one advisory committee: the Planning Commission.

From adoption in 1983 to Periodic Review (2017-2020), the Comprehensive Plan only had minor, subject specific edits prompting, staff, leadership and community members to request a full review and update to adopt a new 20 year vision.

## Wasco County Goal

### Statewide Planning Goal 1

**To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land use planning process.

Excerpt from  
OAR 660-015-0000(1)

### Cross-Reference

Additional policies related to this goal:

Goal 2 Land Use Planning

## Citizen Involvement

**To ensure opportunities for citizens to be involved in the development of public policies and all phases of the planning process.**



*The Wasco County Planning Commission listening to testimony about the Comprehensive Plan update (4/11/2017)*

# Goal 1

# Citizen Involvement

## Policies

## 1.1 Policies

- 1.1.1** Encourage involvement of citizens and property owners in the land use planning process.

### Implementation Strategies for Policy 1.1.1:

- a. Direct notification of land use planning processes shall be provided to property owners, neighborhood groups, community organizations, and interest groups consistent with ORS 197.763, 215.060, 215.223, and 215.503. Furthermore, it is desirable to provide direct notification beyond these minimum standards when it would create greater citizen involvement. Wasco County will strive to do this whenever possible.
- b. Provide for continuity of citizen participation in all phases of the planning process.
- c. Foster citizen involvement using a range of available media including mailings, emails, the website and social media, meetings, newspapers and radio.
- d. Present information used to reach decisions in a simple and straightforward manner to help citizens comprehend the issues. When relevant, use the best available data to support information.

- 1.1.2** The Wasco County Planning Commission shall be the officially recognized Citizen Advisory Group (CAG).

### Implementation Strategies for Policy 1.1.2:

- a. The Citizen Advisory Group has a separate charter, Chair and Vice-Chair to conduct meetings ( Appendix 1-A)
- b. The Citizen Advisory Group is a recommending body only.
- c. The Citizen Advisory Group is a consensus oriented group.
- d. Pursuant to ORS 215.030, members of the Planning Commission shall be residents of the various geographic areas of the county, and shall represent a cross section of backgrounds and vocations. No more than two voting members shall be principally engaged in the buying, selling or developing of real estate for profit, as individuals, or be members of any partnership or officers or employees of any corporation that is principally engaged in the buying, selling or developing of real estate for profit. No more than two voting members shall be engaged in the same kind of occupation, business, trade or profession.

# Goal 1

- 1.1.3** Where deemed appropriate, the Board of County Commissioners shall establish additional citizen advisory groups for specific planning topics and tasks.

**Implementation Strategies for Policy 1.1.3:**

- a. Citizen advisory group members shall be a cross section of affected citizens, groups and agency representatives.
- b. Citizen advisory group members shall be appointed by the Board of County Commissioners for a term that concludes with the specific planning topic or task.
- c. The primary task of a citizen advisory group will be to assist planning staff in generating recommendations for amendments to the Wasco County Comprehensive Plan or Land Use and Development Ordinance.
- d. Adequate funding for established citizen advisory groups shall be allocated on an annual basis through the county budget process.

# Goal 1

## Findings and References

**1.1.a** Wasco County promotes public participation in land use actions through direct notification, newspaper notices, and promotion of material on our website, in the office, and during our interactions with the public by phone, email or at the counter.

**1.1.b** Wasco County engages key stakeholders through direct notification to impacted agencies and organizations for land use actions and plan development or amendment.

**1.1.c** Wasco County Planning Department staff participates in numerous regional planning processes to help ensure consistency with the land use plans and further promote the land use program.

**1.1.d** Wasco County established 16 Citizen Advisory Committees (CAC's) in 1973. Changes to planning units reduced this number to five in 1977. In response to revisions in the Comprehensive Plan when adopted, the planning program was consolidated to one Planning Commission and Citizen Advisory Group (CAG). The Planning Commission has functioned as the CAG for over twenty years, and notified DLCD of this change in 2010.

**1.1.e** In the past, the Board of County Commissioners established specific Citizen Advisory Groups or committees to work on issue related to land use planning.

## References

Oregon. Department of Land Conservation and Development. *Goal 1: Citizen Involvement*. Oregon's Statewide Planning Goals and Guidelines.

Wasco County Citizen Involvement Program (Appendix 1-B)

Goal 1

**Goal 2**

# **Land Use Planning**

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# Goal 2

## Land Use Planning

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### Overview

This chapter establishes the overall framework for the development and implementation of plans and policies for land use within the county. Statewide planning guidelines require each county to establish a land use planning process that is based on current issues, factual information and evaluation of alternatives. The policies in this chapter assure that the County's land use policies are current, fact-based, and responsive to change. They respond to the need for coordination between the cities and the county and provide for full public access to plan documents and the information upon which land use decisions are based.





## Wasco County Goal

### Statewide Planning Goal 2

To establish a 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.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Excerpt from OAR 660-015-0000(2)

### Land Use Planning

To maintain a transparent land use planning process in which decisions are based on factual information.

#### Cross-Reference

Additional policies related to this goal: Goal 1 Citizen Participation

# Land Use Planning

## Policies

**2.1.1** Citizen involvement shall be an integral part of the planning process and shall be accomplished through the County's Citizen Involvement Program.

### Implementation Strategies for Policy 2.1.1:

- a. The Citizen Involvement Program shall be maintained and updated periodically by the Wasco County Planning Department.
- b. The Citizen Involvement Program shall abide by the policies as set forth in Goal 1, Citizen Involvement.
- c. Copies of the Comprehensive Plan will be available for review at the Wasco County Planning Department and on the Wasco County's website.

**2.1.2** Comprehensive plans and implementing ordinances shall be consistent with the statewide goals and guidelines as well as the needs and desires of citizens in the County.

### Implementation Strategies for Policy 2.1.2:

- a. The Comprehensive Plan shall include all elements identified by the Land Conservation and Development Commission which are applicable to the County.
- b. Inventories and other forms of data used in the development of the Comprehensive Plan shall be the most factual and current data available, to the extent practicable.
- c. The Comprehensive Plan shall be coordinated with all other plans and programs affected by, or having effect on, land use within the County.
- d. All implementing ordinances applicable to the County shall be consistent with the Comprehensive Plan.

**2.1.3** The Comprehensive Plan shall be reviewed periodically for necessary revisions to keep pace with changes in the physical, environmental, social and economic character of the County.

**Implementation for Policy 2.1.3:**

- a. County Planning staff shall conduct periodic reviews and evaluations of the Comprehensive Plan.
- b. Plan review and amendment shall take place whenever significant changes in the social, economic, physical, or environmental character of the County are evident.
- c. Plan review, evaluation, and amendment shall be carried out utilizing the revisions process as set forth in the Comprehensive Plan.

**2.1.4** Increase public awareness of the planning process and plan implementation.

**Implementation Strategies for Policy 2.1.4:**

- a. Federal, State, County and City agencies should cooperate to simplify, combine and expedite permit applications. Staff will work with partner agencies and organizations to ensure timely coordination.
- b. Allow for local public input into the planning process through Goal 1 policies and implementation.
- c. Hearing notice procedures shall be included in the Wasco County Land Use and Development Ordinance.

# Goal 2

## Findings and References

**2.1.a** Land use plans are required to be adopted by the governing body after public hearings and shall be reviewed and revised on a periodic cycle to take into account changing public policies and circumstances. OAR 660-015-0000(2)

**2.1.b** Comprehensive Plans are required to be filed in a public office or other location easily accessible to the public. OAR 660-015-0000(2)

**2.1.c** The County's Comprehensive Plan, all affected city plans, and agreements established between the County and the cities must all be consistent with one another. OAR 660-015-0000(2)

**2.1.d** All land use plans and implementation ordinances shall be adopted after public hearing and shall be reviewed, as needed, and revised on a periodic cycle to reflect changing public policies and circumstances. OAR 660-015-0000(2)

**2.1.e** Access to public records gives County citizens, staff, and public officials the ability to better understand the basis for policy direction and decisions.

## References

Oregon. Department of Land Conservation and Development. *Goal 2: Land Use Planning*. Oregon's Statewide Planning Goals and Guidelines.

# Appendix

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# Appendix 1-A

## **Wasco County Planning Commission Wasco 2040 Citizen Advisory Group Charter**

### **Project Background**

The Wasco County Comprehensive Plan Update, Wasco County 2040, is a multi-year project to review and update the Wasco County Planning Department's long range vision document.

### **Mission of the Citizen Advisory Group (CAG)**

The mission of the Wasco County 2040 CAG is to represent the citizens of Wasco County during the Comprehensive Plan update process, and engage them while identifying critical past, current, and future issues and recommended solutions.

### **Scope of the CAG**

The CAG is charged with focus on the Voluntary Periodic Review update of Wasco County 2040. Specifically, the CAG is responsible for providing feedback on work products prepared by the Wasco County Planning Department and as reviewed and approved by the Oregon Department of Land Conservation and Development (DLCD).

### **Duration and Number/Frequency of Meetings**

The CAG will meet monthly during the prescheduled Planning Commission hearing time, unless notified otherwise. Additional meetings, including workshops and open house style meetings, may be scheduled during the public outreach portions of the project. Individual members may be asked to attend in support of their representative geographical area or stakeholders.

### **Organization and Facilitation**

Members of the Planning Commission serve as the CAG. In order to keep Wasco County 2040 work separate from current planning activities and hearings, the CAG has a separately appointed chair and vice chair. The chair will facilitate the meetings with administrative support from the Wasco County Planning Department Staff.

### **Decision Making Process**

The CAG will work by consensus decision making. The goal is not a formal vote on the items to be considered, but the creation of a well-thought out and documented list of policy and implementations to be added to the Wasco County 2040 plan. All suggestions will be considered and carefully vetted by the CAG. The results of the committee's work will be presented by Staff, in final draft document form, to the Planning Commission during a formal legislative hearing process, which will, upon approval by the Planning Commission, be reviewed by the Wasco County Board of Commissioners. All work is then reviewed by DLCD, and the final document will be reviewed and acknowledged by Land Conservation and Development Commission.

### Ground Rules

- Listen carefully and speak honestly
- Respect the views of others
- Keep an open mind
- Critique issues, not people or organizations
- Allow everyone to speak without dominating the conversation
- Take responsibility for the success of the meeting
- Listen and weigh both individual and community concerns
- Do not include personal land use interests in discussions or decision making

### Membership

The CAG is comprised of Wasco County Planning Commission members. All members are volunteers who are recommended by the Planning Commission Review Committee and approved by the Board of Commissioners.

The CAG shall encourage the participation of citizens representing a broad cross-section of the population by: encouraging a diverse geographic and vocational cross section of citizen members, supporting the Wasco County Planning Staff to provide clear and concise notice of opportunities for citizen involvement, supporting the Wasco County Planning Staff to encourage open attendance and participation by all people at workshops, open houses, and other Wasco 2040 functions.

### Roles and Responsibilities of Members

- **Attend all meetings.** Attend all meetings and other related public activities. Advise Planning Department Staff in advance of meeting absences.
- **Come prepared to work.** Review all agendas and meeting information in advance of the meeting and be ready to discuss.
- **Represent your community.** Assist Planning Staff in identifying and informing community stakeholders regarding the project and strategize outreach solutions that work for those stakeholders. Provide Staff with contact information for key stakeholders. Keep community and stakeholders informed on project issues and activities. When discussing issues, options, and voting, do so in a manner that reflects the position of the community and stakeholders and avoids personal interest or bias.

### Documentation

Documentation of meetings and materials are maintained by the Wasco County Planning Department.

# Appendix 1-B

CITIZEN INVOLVEMENT PROGRAM FILED WASCO CTY  
WASCO COUNTY, OREGON THE DALLIES, OR.

APR 27 2 16 PM '81

HISTORY

SUE A. PROFFITT  
COUNTY CLERK

Active citizen participation is essential to an effective planning program. Without citizen involvement and knowledge of the planning process, plans are merely words and symbols on paper. Citizens are the key to land use planning in the county.

The history of citizen involvement may be traced to the inception of the Wasco County Planning Commission in the early 1950's. The formation of area advisory committees in 1968 and 1969 represented a major extension of the continuing citizen involvement policies of the Wasco County Court.

On December 27, 1973, a formal citizen involvement program was adopted by the Court. Provisions of this program included the formation of seven advisory committees, a Director's advisory list, and a number of methods of information distribution. Citizen involvement procedures were also listed for the six cities in Wasco County. A Committee for Citizen Involvement was added on November 5, 1975.

In early 1977, changes in staff personnel prompted the reformation of the Comprehensive Plan from sixteen planning units into five planning units, known as the Western, Eastern, Central, Southern, and The Dalles Urban units. To accommodate this shift in planning units from sixteen to five, new citizen advisory committees were organized. The new committees consisted of the same citizens involved previously.

Plans for the Western, Eastern, Central and Southern units were adopted by the County Court in January of 1980 and taken to the Land Conservation and Development Commission for acknowledgment. Due to an excess of repetitive information and the difficulties presented in correlating, reviewing and utilizing four separate county plans, it was decided, based on comments and suggestions from the Land Conservation and Development Commission staff and reviewing agencies, that they would be combined into one Comprehensive Plan. The Dalles Urban Plan remains as the Plan for the City of The Dalles and surrounding urban area. The county-wide approach to planning will continue to allow active citizen participation by maintaining the planning areas in connection with the citizen involvement program.

The purpose of this document is to adopt a new citizen involvement program to reflect recent changes. The intent is to get a renewed commitment by the people of Wasco County to the land use planning program.

#### THE PROGRAM (Communication)

It is the desire of the Wasco County Court to provide for active citizen participation and to assure effective two-way communication with citizens of Wasco County in the development of comprehensive planning within Wasco County. It is, therefore, determined that the Wasco County Planning Office shall be responsible for implementation of the following activities and programs.

#### CITIZEN ADVISORY GROUPS (Citizen Influence)

The purpose of the Citizen Advisory Group is to give plan and policy recommendations to the County Planning Office

staff and Planning Commission. Each group is organized to advise on their respective area, and encouraged to be involved in all phases of the planning process. They are the "heart" of the citizen involvement program. These Citizen Advisory Group meetings will provide a forum for agency personnel, local officials, and all interested citizens to discuss and resolve conflicts on the comprehensive plans.

The four advisory committees will be organized as follows:

Western Area Citizen Advisory Committee, Eastern Area Citizen Advisory Committee, Central Area Citizen Advisory Committee, Southern Area Citizen Advisory Committee.

There will be no formal membership appointments beyond the Chairman, Vice-Chairman and Secretary. These formal appointments are needed for contact people that the Planning Department can depend on for setting meeting dates and contacting interested individuals in the area for advice on Planning Commission actions.

Again, the main purpose of the Citizen Advisory Groups is to aid in plan and policy formation.

#### TECHNICAL INFORMATION (Methods to Involve Citizens)

Technical information will be presented and made available in an understandable form. Notices of Citizen Advisory Group meetings will be posted in the local post offices, libraries, and other public places within the affected areas. The local newspapers and radio stations will also be asked to broadcast meeting notices.

## FEEDBACK MECHANISMS

Recommendations resulting from the Citizen Involvement program will be retained and made available to the public. The rationale used in making land use policy decisions will be available in the form of written records.

## FINANCIAL SUPPORT

This citizen involvement program is in part supported financially by the State Land Conservation and Development Commission for Fiscal Year 1980-81.

The Citizen Advisory Group for the Rural Planning Areas will meet as staff requests to review comprehensive plan data and make policy recommendations. Individual Citizen Advisory Groups may schedule special meetings to review proposed Planning Commission actions and Board of Adjustment actions such as re-zones, variances, subdivisions, etc.

## AGENCY INVOLVEMENT

The purpose of the agency involvement program is to assure adequate participation in the comprehensive planning process. All agencies will be involved to the extent necessary to coordinate individual plans and programs. Agency personnel are invited to all Citizen Advisory Group meetings for input into the planning process. Agencies will also be asked for technical data for the plan document by the Wasco County Planning Office.

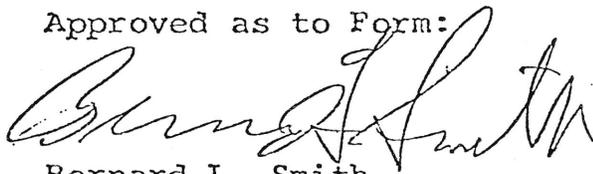
It should also be understood by all Federal and State agencies as well as other local special purpose districts that their planning for future development should be coordinated with the County Planning Department.

COMMITTEE FOR CITIZEN INVOLVEMENT

The committee for Citizen Involvement will be composed of the Chairman and Vice-Chairman of the four Citizen Advisory Groups. They will evaluate the effectiveness of Citizen Involvement and suggest ways to gain added citizen participation, evaluate the adequacy of agency involvement, and make any suggestions for improvement in citizen or agency involvement.

Adopted this day of April 22, 1981, by the Wasco County Court.

Approved as to Form:

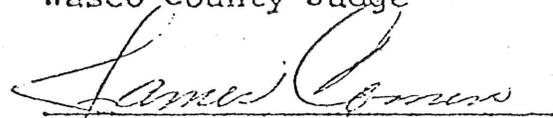


Bernard L. Smith  
District Attorney

WASCO COUNTY COURT



Richard Cantrell  
Wasco County Judge



James Comini  
County Commissioner



Virgil Ellett  
County Commissioner

CITIZEN ADVISORY GROUP OFFICERS

Western	Chairman: Grant Wilson	478-3437
	Vice-Chairman: Bill Reeves	478-3368
Eastern	Chairman: George Fax	296-6941
	Vice-Chairman: George Hood	467-2532
Central	Chairman: Ray Webb	328-6229
	Vice-Chairman: Gene Reynolds	483-2239
Southern	Chairman: Don Gomes, Jr.	489-3319
	Vice-Chairman: Margaret Hill	489-3263

## CHAPTER 15 GOALS & POLICIES

### **GOAL # 1 - CITIZEN INVOLVEMENT**

To develop and maintain a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

#### **Policy 1**

Improve the availability of planning information to all of the residents in the County

##### Implementation

- A. Hold at least one Citizen Advisory Group meeting per year. Other meetings shall be held as needed to inform the group of proposed changes in the Comprehensive Plan or other land use actions.
- B. The Chairmen of the planning areas shall be advised on all agency meetings or hearings on actions affecting land use.
- C. Make all pertinent land use information from all agencies available to the Citizen Advisory Group chairmen,

#### **Policy 2**

A Citizen Involvement Program shall encourage the participation of citizens representing a broad cross-section of the population.

##### Implementation

- A. A diversified geographic and vocational cross-section of citizens will be encouraged to participate in Citizen Advisory Groups.
- B. The Wasco County Planning Office shall provide clear and concise notice of the opportunities for citizen involvement.
- C. Encourage open attendance and participation by all people at Citizen Advisory Group meetings.

#### **Policy 3**

Encourage involvement of citizens and property owners in the land use planning process.

##### Implementation

- A. Notices of all Citizen Advisory Group meetings should be given at least ten (10) days prior to the meetings.

- B.** Notices of all Citizen Advisory Group meetings should be posted by the Wasco County Planning Office in the Wasco County Courthouse, at least two public places in each planning area, and shall be advertised in the newspaper of general circulation throughout the County.
- C.** When revising or adopting the Comprehensive Plan there shall be a public hearing held with each Citizen Advisory Group that is affected by the proposed action.

## **GOAL # 2 - LAND USE PLANNING**

To establish a 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.

### **Policy 1**

Citizen Involvement shall be an integral part of the planning process and shall be accomplished through the County's Citizen Involvement Program.

#### Implementation

- A. The Citizen Involvement Program shall be maintained and updated periodically by the Wasco County Planning Office.
- B. The Citizen Involvement Program shall abide by the policies as set forth in Goal # 1, "Citizen Involvement".

### **Policy 2**

Comprehensive plans and implementing ordinances shall be consistent with the statewide goals and guidelines as well as the needs and desires of citizens in the County.

#### Implementation

- A. The Comprehensive Plan shall include all elements identified by the Land Conservation and Development Commission which are applicable to the County.
- B. Inventories and other forms of data used in the development of the Comprehensive Plan shall be the most factual and current data available.
- C. The Comprehensive Plan shall be coordinated with all other plans and programs affected by, or having effect on, land use within the County.
- D. All implementing ordinances applicable to the County shall be consistent with the Comprehensive Plan.

### **Policy 3**

The Comprehensive Plan shall be reviewed periodically for necessary revisions to keep pace with changes in the physical, environmental, social and economic character of the County.

#### Implementation

- A. The Citizen Advisory Groups, in conjunction with the County Planning staff, shall conduct annual Comprehensive Plan review and evaluation.

- B. Plan review and amendment shall take place every two years or whenever significant changes in the social, economic, physical, or environmental character of the County are evident.
- C. Plan review, evaluation, and amendment shall be carried out utilizing the revisions process as set forth in the Comprehensive Plan. (This process is identical to the planning process employed for the initial development of the Comprehensive Plan.)

**Policy 4**

Increase public awareness of the planning process and plan implementation.

Implementation

- A. Signs should be posted throughout the County to indicate permits are required.
- B. Federal, State, County and City agencies should cooperate to simplify, combine and expedite permit application.
- C. Allow for local public input into the process of locating electrical corridors.
- D. Hearing notice procedures shall be included in the Wasco County Zoning Ordinance.

