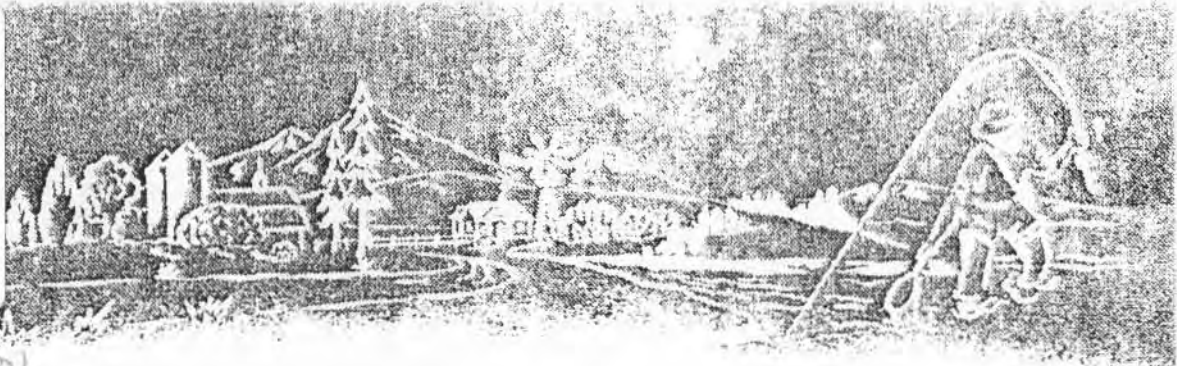


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Seneca (1980)



CITY of SENECA

GRANT COUNTY, OREGON

**Comprehensive Plan
of
1980**



The overall purpose of this Plan is to provide a pathway into the future. It is more important now than ever before that the future will be as different from today as today is from yesterday.

The basic goals and objectives that follow are the basic framework for this Plan and set forth below:

- 1. To retain and enhance the character and quality of the Seneca Urban Area as growth and development occurs.
- 2. To provide a sound basis for orderly and efficient urbanization by establishing proper relationships between residential, commercial, industrial, utility and transportation uses.
- 3. To provide for a close correlation between the provision of urban services and urban development in order to bring about a more orderly and efficient development pattern and thereby avoid unnecessary tax burdens and utility costs normally associated with scattered, unrelated development.
- 4. To provide a safe, convenient, efficient and effective transportation system about the new relationships between places where people live, work, shop and play.
- 5. To encourage and provide incentives in developing techniques in order to obtain maximum livability and efficiency in planning and design for all new developments.
- 6. To encourage and foster economic development in the community and to consider such as a vital factor in the long-term overall development of the community.

SENECA COMPREHENSIVE PLAN

SEPTEMBER 1980

Prepared By
A.R. Dick Brown Planning Consultant

This Plan is based on goals and objectives which will not be easily attained. They will demand a continuing search for excellence in public and private activities and will require the cooperation and support of the people in the community as well as a willingness and commitment on the part of all agencies of local government to work together.

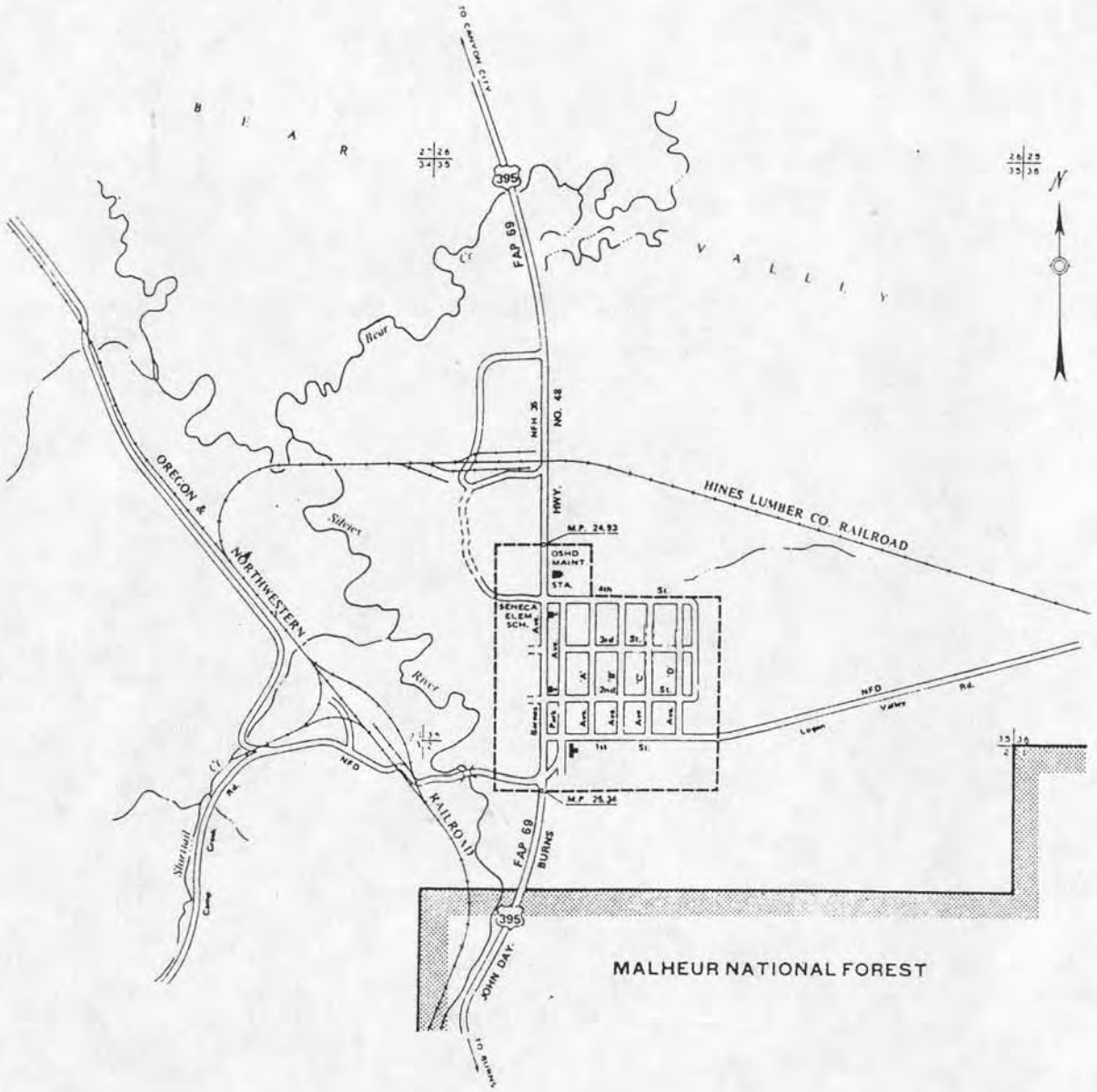
Drafts I, II & III and Basic Document
Prepared by Lynn D. Steiger and Associates, Incorporated

SENECA

YONKOS COUNTY OFFICE
10000 STATE STREET
YONKOS, NEW YORK 10991

PLANNING
FROM SENECAS COUNTY OFFICE
10000 STATE STREET
YONKOS, NEW YORK 10991

This report was financed in part through planning assistance grants from the State Department of Land Conservation and Development.



T 16 S R 31 E
T 17 S R 31 E

LEGEND

- | | | | | | |
|--|--------------------------|--|-------------|--|-----------------|
| | TERMINATION OF FA SYSTEM | | POST OFFICE | | PUBLIC BUILDING |
| | DIVIDED HIGHWAY | | SCHOOL | | COURT HOUSE |
| | STREET OPEN FOR TRAVEL | | CITY CENTER | | CITY HALL |
| | | | CITY LIMITS | | ARMORY |
| | | | PUBLIC AREA | | LIBRARY |

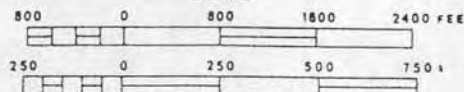
SENECA

GRANT COUNTY, OREGON

PREPARED BY THE
OREGON STATE HIGHWAY DIVISION
IN COOPERATION WITH
THE U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

November 1976
Population 420

SCALE



Copies of this map are available at nominal cost from Oregon State Highway Division, Salem, Oregon. 97310

GENERAL GOALS, OBJECTIVES AND PRINCIPLES

The overall purpose of the Plan is to attempt to describe a pathway into the future. It is more apparent now than ever before that the future will be as different from today as today is from yesterday.

The basic goals and objectives that serve as the basic framework for this Plan are set forth below:

1. To retain and enhance the character and quality of the Seneca Urban Area as growth and development occurs.
2. To provide a sound basis for orderly and efficient urbanization by establishing proper relationships between residential, commercial, industrial, public and open land uses, and transportation uses.
3. To provide for a close correlation between the provision of urban services and urban development in order to bring about a more orderly and efficient development pattern, and thereby avoid unnecessary tax burdens and excessive utility costs normally associated with scattered, unrelated development.
4. To provide a safe, coordinated, efficient and effective transportation system to bring about the best relationship between places where people live, work, shop and play.
5. To continually strive for excellence in all private development and public services within the constraints of economic reality.
6. To encourage and promote innovations in development techniques in order to obtain maximum livability and excellence in planning and design for all new developments.
7. To encourage and foster economic development in the community, and to consider such as a vital factor in the long-term overall development of the community.

This Plan is based on goals and objectives which will not be easily attained. They will demand a continuing search for excellence in public and private activities and will require the cooperation and support of the people in the community as well as a willingness and commitment on the part of all agencies of local government to work together.



CITY OF SENECA



CITIZEN INVOLVEMENT

Seneca's Planning Commission has acted as the City's Committee for Citizen Involvement since the City began working on the Comprehensive Plan in 1976. The Planning Commission has tried to involve a cross section of City residents in all phases of the planning process. All meetings were open to the public. The Planning Commission acts as an advisory body to the City Council on land use decisions affecting the City.

Public hearings were held to discuss the draft goals, objectives, initial sketch plan and urban growth boundary location. Public notice was published in the Blue Mountain Eagle at least 10 days in advance of the hearing.

It has always been the goal of the City to conduct a planning program that insured the opportunity for citizens to be involved in all phases of the process.

FINDINGS

1. The Seneca Planning Commission served and functioned as the Committee for Citizen Involvement in Seneca. Members were appointed by the City Council.
2. The City Planning Commission has met almost continually over the past three years in developing Plan recommendations. All such meetings were open to the public.
3. Copies of the draft goals, objectives, and sketch plans were available for review at City offices.
4. All meetings held to develop Plan recommendations were open to the public for input.
5. Hearings were held and public notices published to inform citizens about meetings.
6. Inventory information was assembled and/or verified by local residents.
7. Public hearing notices were published at least ten days before the hearing.
8. Public hearings were held by the Planning Commission and City Council to discuss the draft goals and objectives and also to revise and adopt the Draft Comprehensive Plan.

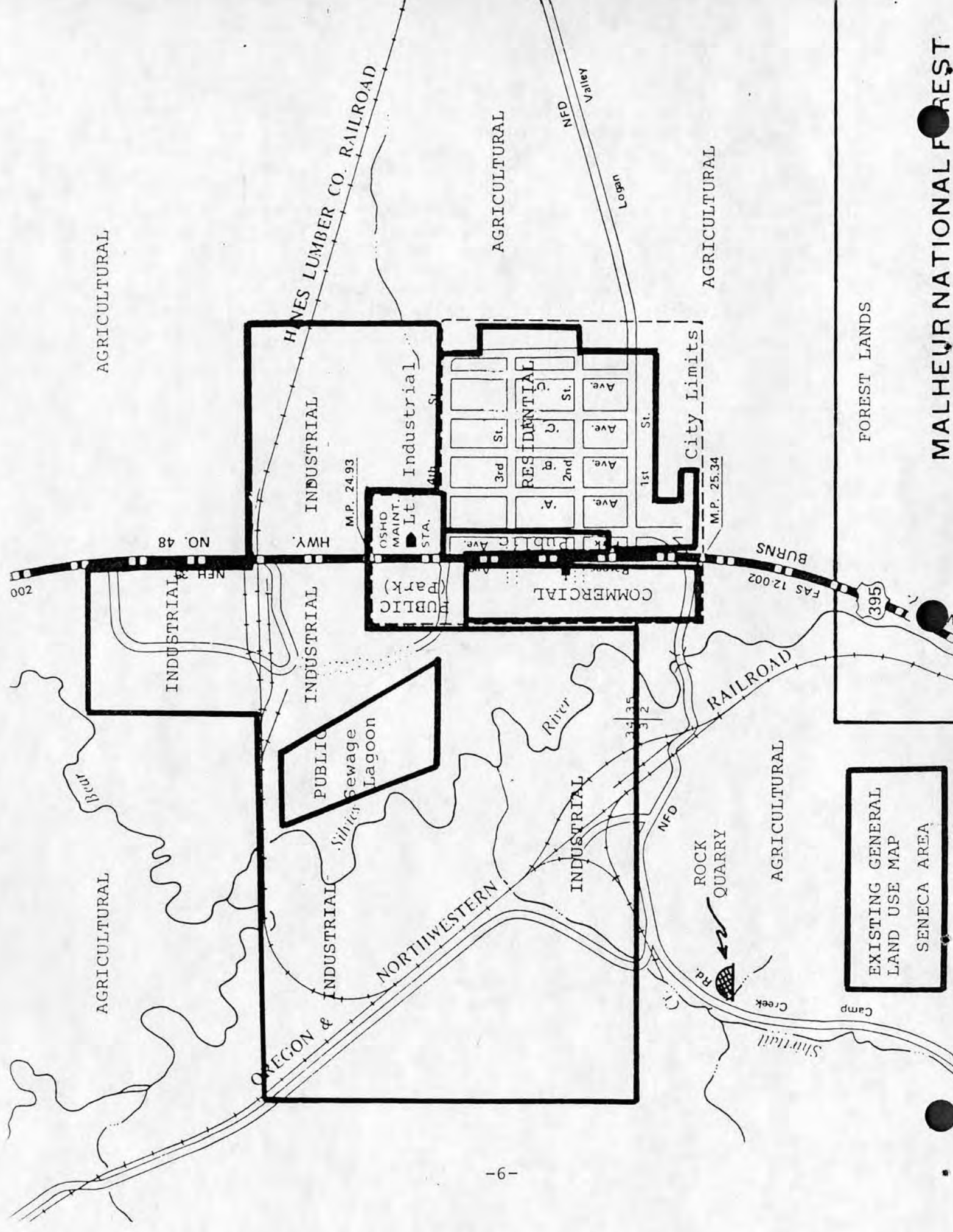
GENERAL LAND USE ELEMENT

There are many land uses in the planning area, ranging from open, rural areas of the County to the many urban uses in the City and adjoining developed areas. The Plan recommends appropriate uses of various areas. If all uses are intermixed without proper standards or consideration for their surroundings, there is, in fact, no safe choice for any individual kind of use.

The kind, location and distribution of land uses is a basic element of any Plan. Although the public facilities and transportation elements are important and should be developed in concert with land use, their numbers and characteristics are directly related to future residential, commercial and industrial areas. The Land Use Element of the Plan should reflect to some degree the population and economic forecasts made for the planning area.

TABLE No. 1 . Existing Land Use
Seneca Urban Area

<u>Use Designation</u>	<u>Acres</u>	<u>Percent of Total</u>
Residential	47.4 acres	10.3%
Commercial	1.6	0.4
Industrial	164.5	36.9
Public	30.6	6.8
Agriculture	78.4	17.5
Vacant	126.3	28.1
Totals	448.8 acres	100.0%



EXISTING GENERAL
LAND USE MAP
SENECA AREA

FOREST LANDS

MALHEUR NATIONAL FOREST

LAND USE DESIGNATIONS

Introduction

The City of Seneca has four Comprehensive Plan Map classifications: Residential, Commercial, Industrial and Public.

The term "suitable" in the classification definitions following, takes into account existing uses, and those environmental, service and similar conditions in each location, which make that area more or less "suited" for various uses. The term "desirable" refers to area social, economical and political characteristics which must be taken into account in establishing the need or demand for various uses on alternative sites. This Plan combines these suitability and desirability considerations in an attempt to provide a single development guideline.

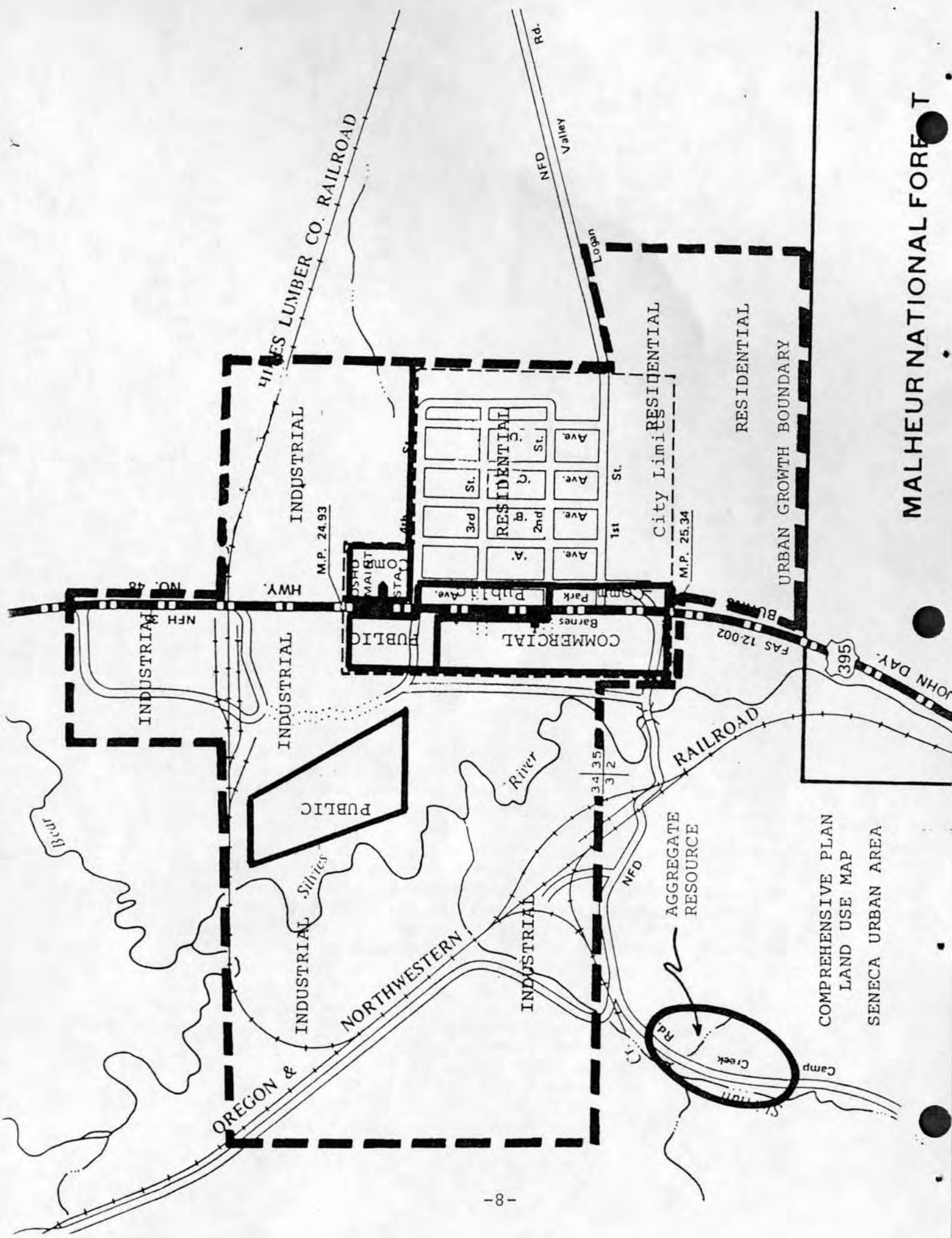
The following summaries described those plan classifications found within the Urban Growth Boundary of Seneca.

City Plan Map Classifications

Residential. To provide areas suitable and desirable for residential uses. The primary purpose of this classification is to encourage residential development near City services, commercial and educational support facilities, and employment opportunities. The area designated residential as shown on the Plan map encompasses the existing residential development and all of the area east of Barnes Avenue and south of Fourth Street, exclusive of the public area described below. The residential area comprises approximately 30% of the planned urban area, including 81 acres of unincorporated land.

Commercial. To provide areas suitable and desirable for those retail, service, tourist, and other similar commercial activities which are needed in the community. The primary purpose of this classification is to encourage a relatively concentrated commercial center to maintain or improve commercial returns by maximizing customer interaction between business and minimizing costs of providing the relatively high level of City services commercial establishments require. The area designated commercial encompasses all of the existing commercial establishments in town and is located west of Barnes Avenue and south of the City park site. Such area comprises approximately 5% of the total area found within the planned Urban Growth Boundary.

Industrial. To provide areas suitable and desirable for these industrial activities needed to maintain or improve area economy and employment. The principal purpose of this classification is to encourage new industrial development or expansion of existing industries to locate away from the residential area in order to minimize the conflicts between housing and industrial activities while maintaining proximity to utility and transportation facilities and City services. The area designated industrial as shown on the Plan map lies north of Fourth Street and the City park site and includes lumber company property and land currently used by the State Highway Division for maintenance shops and gravel storage. Such area comprises approximately 63% of the total area within the Urban Growth Boundary, although a major portion of said area is presently developed for industrial use or utilized in some related manner.



MALHEUR NATIONAL FOREST

COMPREHENSIVE PLAN
 LAND USE MAP
 SENECA URBAN AREA

Urban Growth Boundary. To provide a boundary adopted by both the City and County that identifies and separates rural lands from those lands that: (1) are determined to be needed and suitable for future expansion of the City and (2) can, or may in the future, be served by City services and facilities. Seneca's Urban Growth Boundary as shown on the Plan map includes approximately 350 acres of unincorporated land in addition to the 97 acres of land presently within the City.

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 City desires a Comprehensive Plan, developed through a coordinated, open, well-publicized process.
3. The objective of the Plan is to serve as a guideline in the development of the City, controlling all actions and decisions affecting land use.
4. 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 City.
5. Alternative uses were considered for various areas in the UGB. The Plan has attempted to provide for all types of anticipated growth and to allow choice of locations for each respective use.
6. Conflicts between competing land uses were resolved in the process for alternative locations as described above.
7. Plan Inventory and background information is on file at City Hall and/or the Courthouse and is available for public review.
8. Inventory data mapped specifically for the City area includes land use, topography, soil capability, water and sewerage service, zoning, flood hazards, parcel sizes and ownership. Additional related inventory mapping prepared on County maps include timber productivity and generalized timber types, special district boundaries, functional road classifications, generalized geology, groundwater and drainage basin information.

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 continually monitor the land requirements and locations for projected economic development and population growth.
4. To determine the public facilities and services required by the City to accommodate existing unmet public needs and expected needs resulting from population growth.
5. That land use decisions will take into account inventory maps of services, resources and other considerations.
6. That minor plan changes such as corrections or boundary adjustments and realignments will be made by the governing body at a public hearing.
7. That major Plan changes such as revisions and reprinting will follow a process similar to Plan preparation and may be initiated by the Council or resident petition.
8. That findings made in the course of land use planning decisions will be related to specific planning policies or background information where appropriate, and that findings will be documented.
9. That an official copy of the Plan will be kept on file by the Recorder and additional copies will be available for public review.
10. 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.

11. 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 provide these facilities and services.

Exception to State Planning Goal No. 3 - Agricultural Lands

Since most of the unincorporated land falling within the UGB is Class VI soil, an exception to the Preservation of Agricultural Lands State Planning Goal has been taken. In order to accomplish this, it has been shown that there is a need for such lands. Below is a brief description of the unincorporated area in the south portion of the UGB designated Residential on the Plan and containing approximately 81 acres.

The upper (south) part of this land is presently zoned R-1, Residential, in the County, and is gently sloping Class VI soil sparsely covered with sagebrush and junipers. Primary access is from the Logan Valley Road running east of town. It provides a natural extension of the present City streets and could tie into both the City water and sewerage systems. Such area is needed for any additional subdivision development to occur, since virtually no vacant, available lots presently exist in town. The gentle slope and vegetation make it the most desirable land for homesites in the area.

The location of the subject property also will have the least amount of adverse effects on other agricultural lands in the area. The basic findings established in the selection of this particular property for inclusion within the Urban Growth Boundary were as follows:

1. There is a need consistent with related plan objectives and policies.
2. That the resulting uses will not be likely to create undue interference with accepted farming practices in the area.
3. That development of such will occur only if alternative sites are unavailable and needed levels of access and services exist or can be planned to accommodate anticipated development.
4. That the proposed area is the preferred and most desirable alternative for urban expansion.

5. That the development of the proposed area will be the most logical and efficient urban expansion area.
6. That the proposed use of the subject area will be compatible with other adjacent uses.

Also included within the UGB is approximately 280 acres of unincorporated land located north and west of the City. More than 60% of the property is already developed for industrial use or utilized in a related manner for log decking, lumber and equipment storage, etc., and 15.6 acres is owned by the City for sewage lagoons. The exclusion of any vacant portion of said lands would isolate some portion of the actual industrial operation and would effectively divide an economic unit.

Exception to State Planning Goal No. 4 - Forest Lands

State Planning Goal No. 4 - Forest Lands is not applicable to the Seneca Urban Area since there are no identifiable commercial lands within said Area.

URBANIZATION ELEMENT

INTRODUCTION

Accompanying the population growth of the Seneca Urban Area will be a greater demand and need for more land for urban type development. Accepting the fact that growth is to occur, the goal must, therefore, be for such growth to occur as orderly and efficiently as possible. Such growth should be directed in a manner that detriments to physical, social, economical and environmental factors are minimized.

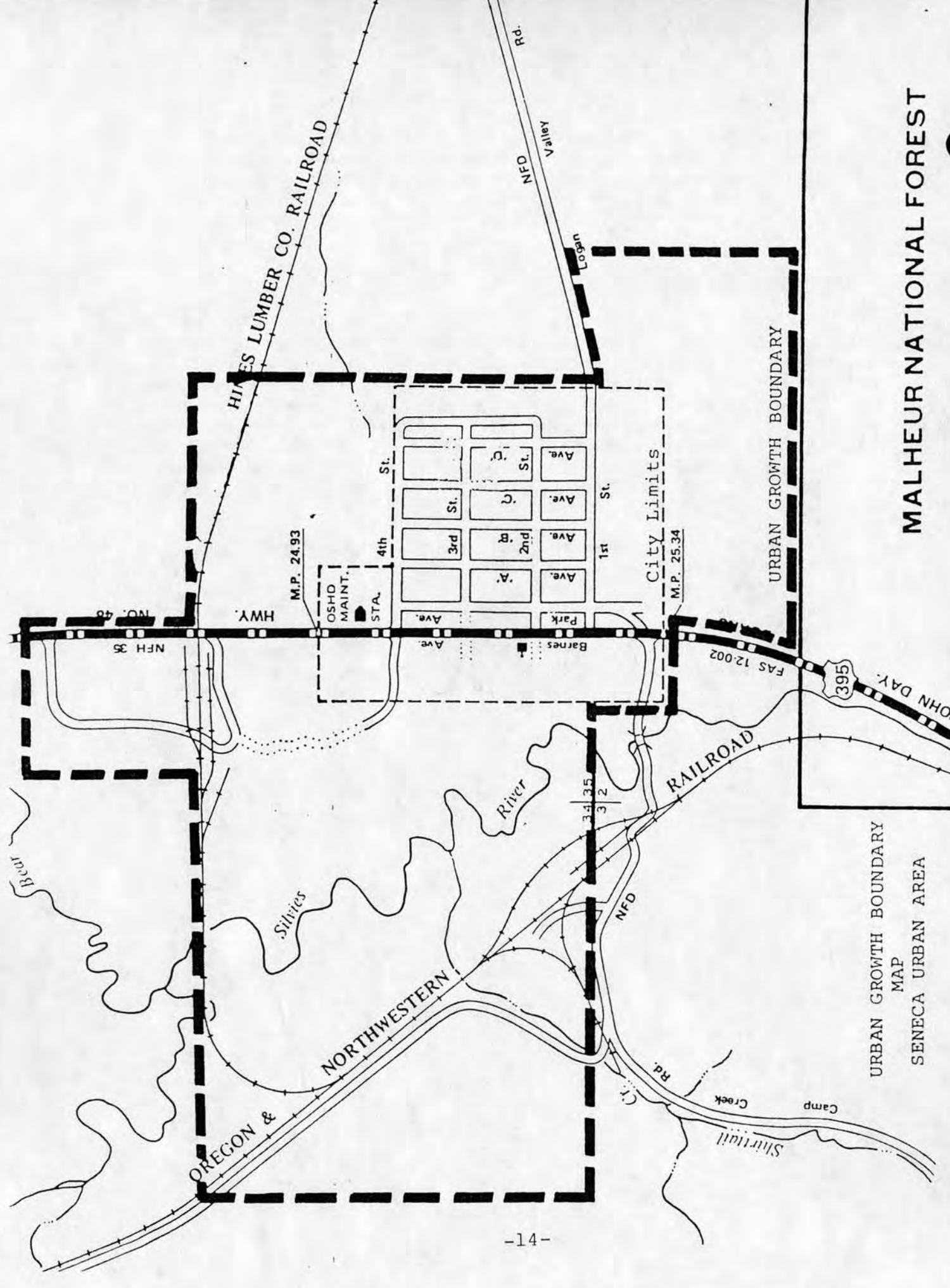
Urban Growth Boundary

An Urban Growth Boundary has been adopted to provide for the economic and efficient extension of public facilities and services, to maximize energy savings and to assure that buffers occur between urban development and rural land uses and agricultural practices. In order to maximize energy savings and minimize public costs, subdivisions should be evaluated for lot size and compatibility with surrounding and adjoining land uses, and carrying capacities of the air, land and water resources of the area and public facilities. The UGB marks the extent of area likely to be served by urban facilities and services until the year 2000. City utilities and services shall not be considered available outside the boundary.

The UGB can best be described as a limit beyond which the urban growth of the area should not extend during a specified time period. The objectives of the UGB can be primarily implemented through zoning and subdivision regulations, and public facilities programming. The UGB provides a means of curbing urban sprawl, while at the same time encouraging progress toward orderly or well-planned growth. The UGB is not an unchangeable boundary, but one which can be altered in accordance with the procedures followed for establishment. All development within the UGB should be subject to review and approval by the City.

Inventory Data

In order to develop the urbanization element and the policies thereof, an inventory of existing land uses, quantities of land devoted to various uses and location of differing land uses, was developed for the planning area.



MALHEUR NATIONAL FOREST

URBAN GROWTH BOUNDARY
MAP
SENECA URBAN AREA

Population Data

In order to determine the size of the UGB and the amount of land needed for various land uses during the planning period, population statistics and forecasts were developed. Previous population projections, e.g., PGU, BPA and Pacific Northwest Bell, were so conflicting that they were not considered suitable for population projection use.

Relative to projections for the County and other cities therein, a 2% annual growth rate for the Seneca Urban Area was selected as the most realistic projection. The following Table sets forth the projected population for the Seneca Urban Area on that basis.

TABLE No. 2 : Population Projections - Seneca Urban Area

<u>Year</u>	<u>Seneca Urban Area</u>	<u>Seneca as % of County Total</u>
1977	375	5.0%
1980	477	5.5%
1985	527	5.4%
1990	582	5.3%
1995	642	5.3%
2000	709	5.2%

Buildable Lands

The Seneca Urban Growth Boundary (UGB) area comprises approximately 449 acres. Approximately 6% (26 acres) is classified as vacant although some incidental livestock grazing occurs on portions of said lands and approximately 17% (78 acres) is classified as agriculture with the predominant use being livestock grazing. An initial calculation relative hereto would indicate a total of 104 acres available for urbanization inside the UGB; such is not the case, however, as some of the land's development potential is limited by steep slopes and flood hazards.

TABLE No. 3 : BUILDABLE LANDS INVENTORY
Seneca Urban Growth Area

<u>Land Use Designation</u>	<u>Total Acres</u>	<u>Acres Not Available for Development</u>						<u>Net Buildable Acres</u>
		<u>Flood /1/</u>	<u>Steep /2/</u>	<u>Res.</u>	<u>Comm.</u>	<u>Ind.</u>	<u>Pub.</u>	
Residential	134.7	---	13.9	46.4	---	---	0.9	73.5
Commercial	21.2	6.6	---	1.0	1.6	3.3	---	8.7
Industrial	292.0	31.7	7.8	---	---	161.2	20.8	60.5
Public	10.9	0.2	---	---	---	---	8.9	1.8
Totals	448.8	38.5	21.7	47.4	1.6	164.5	30.6	144.5

/1 Residential or limited development due to flood hazards; Does not include lands already developed.

/2 Residential or limited development due to steep slopes or other geological hazards; Does not include land already developed.

FINDINGS

1. The data and inventories developed provide the basis for UGB and urban development. Almost no vacant land remains within the City limits.
2. An annual growth rate of 2 percent appears to be the most realistic for planning purposes.
3. Absolute population projections are not attainable; close monitoring and continual analysis of growth and potential therefor are deemed necessary.
4. Future industrial development potential should be restricted to the existing development pattern in the northwestern portion of the planning area and that adjoining developed area outside the UGB.
5. Sufficient land is provided within the UGB to accommodate projected growth and at the same time allow some flexibility in the market place.
6. Existing separation of differing land uses is desirable and should be maintained.
7. Some degree of stability and predictability must be provided by fixing UGB which should not be changed without careful consideration of direct and indirect effects thereof.
8. Orderly, phased growth from the center of the community without leap-frog type growth is to be encouraged.
9. Lands outside the UGB shall not be considered for urban development.
10. Cooperation between the City of Seneca and Grant County is essential if the Plan is to be effectively implemented.

POLICIES

The following policy statements are based on an analysis of the inventory data and findings set forth herein and are used to justify an urban growth boundary for the Seneca area consistent with the State Planning Goal - Urbanization.

1. That the Urban Growth Boundary be used as the official guideline by which to plan all public services, future annexations and land uses to the year 2000.
2. The Urban Growth Boundary shall not be changed unless it is first determined that there is an identifiable need for expansion consistent with applicable LCDC Goals, and that there are adequate public facilities and services available without increased cost to residents within the existing Urban Growth Boundary.
3. The location of the UGB must necessarily include some farmlands, most of which are marginal, for future housing needs and other urban uses.
4. The Urban Growth Boundary should provide an efficient transition from urbanizable to urban use:
 - A. Encourages City and County cooperation in the provision of urban area services in order to bring about a more orderly development pattern;
 - B. Provides sufficient land within the UGB to accommodate projected growth and at the same time allow some flexibility in the market place;
 - C. Maintains existing separation of differing land uses;
 - D. Discourages urban sprawl; and
 - E. Encourages orderly, phased growth from the center of the community without leap-frog type growth.
5. Urban development shall be encouraged in areas where public services can be provided most efficiently and in a manner which will minimize costs related to necessary urban services such as schools, parks, streets, police, garbage disposal, fire protection, libraries and other facilities and services.
6. That additional growth will be encouraged by developing vacant areas within the City, before annexing additional land.
7. Standards for development within the UGB shall be uniform between the City and County.

8. Urban sprawl within the UGB which results in excessive increased costs of urban services, inadequate transportation provisions, etc., is undesirable and shall be discouraged.
9. Undeveloped areas in close proximity to urban services should be developed first as far as possible to facilitate the orderly and economic provision of public facilities, energy consumption, housing and transportation.
10. Commercial development shall be concentrated to existing areas to strengthen existing commercial activities.
11. That uses with undesirable noise, smoke, odor, visual and other objectionable characteristics may be prohibited from locating in areas where such conditions are incompatible with surrounding area development.
12. Plans should provide a sound basis for urbanization by establishing proper relationships between residential, commercial, industrial and open land uses.
13. Urban sprawl is recognized as a major contributor to higher public service and facility costs and resultant higher taxes, and to poor and inefficient land use patterns. Therefore, development which occurs as an extension of existing development is a method of minimizing such cost factors and shall be encouraged.
14. Sewage disposal and domestic water supply, as well as other public services and facilities, have emerged as critical factors in urban development, particularly in relation to capacities, the balancing of supply and demand, and the balancing of costs. vs. revenues. Urban development approval criteria must, therefore, take into account the problems and costs associated with development which is not an immediate extension of these facilities, or extends such facilities beyond carrying capacities.
15. It is imperative that developments have access to an existing improved arterial or collector street, or in the absence thereof that such access be to a projected facility and that such facility be provided at the time of development.
16. The effects of exceeding resource carrying capacities are easily recognized and are considered detrimental to the public health, safety and general welfare. Development which will exceed related resource (and facilities) carrying capacities shall, therefore, not be permitted.
17. As a minimum the following criteria should be met before approval of development:
 - A. City water and services should be available or provided for to the boundaries of the property being proposed for development.

- B. City water and sewer services will be provided to the property only after the area has been annexed to the City, or a "consent to annex" has been set forth.
 - C. The developer shall provide roads, street lighting, water and sewer facilities within the development to City standards and specifications at the developer's expense.
 - D. Roads, water mains and sewage lines shall be sized to meet the requirements of current and future developments which will be serviced by the facilities based upon the City's sewer and water facilities plans or other regulations.
- 18. Manufactured housing shall be recognized as a viable housing option.
 - 19. All residential development should protect the physical characteristics of the site relating to soils, slope, geology, erosion, drainage and natural features and vegetation.
 - 20. Residential development standards within the UGB should be the same for areas of similar or topographic conditions, both inside and outside of the City.

HOUSING ELEMENT

INTRODUCTION

Housing is a critical issue in all Comprehensive Plans; particularly in an urban area more land is used for residential purposes than any other use. Relative to the subject planning area, a comprehensive approach to this critical issue is extremely limited by two factors: 1) a lack of current area, and even County-wide, housing data, and 2) the fact that data for the Seneca area is not extrapolated from the County-wide totals. In spite of these major obstacles, the Housing Element of this Plan has been developed for compliance with State Goal No. 10 and the general purpose of this Element of the overall Plan is to provide adequate housing for all sectors of the community in a continuing high quality environment - both socially and economically.

Inventory Findings

1. The 1970 Bureau of Census data indicated a high percentage (28.3%) of substandard housing units in the County, with the dominant deficiency in heating and/or plumbing facilities.
2. Bureau of Census data for 1970 also shows that a large percentage of housing units in the County were built prior to 1940, and are therefore probably in need of replacement or major rehabilitation.
3. Housing units by type in 1970 Census data were reported to be 84.4% single-family, 3.3% duplex units, 2.3% tri and fourplex units, 3.4% multi-family units and 12.3% mobile homes (i.e. 91% single-family units and 9% multi-family units).
4. The median value of owner-occupied housing County-wide in 1970 was \$9,800. This median value is considerably below the State-wide median value of \$15,000. Also shown is the fact that County-wide, 77.8% of the housing was below \$15,500 in value.
5. Current available statistics show that from 1976 through 1979, the following number of construction and mobile home permits were issued in the County: single-family dwellings (96 units), multi-family dwellings (40 units), and mobile home placements (22). These factors point out that during this time period the majority of new housing units were single-family and a continuance of previous trends. However, during this same time nearly 2½ times as many mobile homes were constructed as were single family homes.

FINDINGS

1. There exists a deficiency of standard housing units in the planning area.
2. A high percentage of existing housing units are substandard and of considerable age.
3. Absentee land owners, and deteriorated and dilapidated housing have been significant housing problems in the area.
4. Manufactured housing has in the past and will continue to provide for housing needs of various income levels.
5. It is extremely difficult to make meaningful projections as to the type and cost of housing units that will be required in the future.
6. There seems to be a need for more housing of all types in the area. Persons moving to the area face a very limited range of choices in housing.
7. There is a need for housing rehabilitation in the area.
8. The surge in manufactured housing popularity is due to many factors including vast improvement in themselves and the ever-increasing costs of conventional housing.

9. Future Household Size

Over the years, the number of persons in a household has declined. In 1960, the average Oregon household size was 3.09 persons per household. According to the 1970 U.S. Census of Population, Grant County registered 3.0 persons per occupied housing unit. It is estimated that the Grant County average 1980 occupied household size is 2.77 persons and will be 2.51 persons in the year 2000. A household population based on occupied units is a good indicator of housing need. The following chart estimates household sizes for occupied units and total units broken down in five year interval ranges from 1980 to 2000.

TABLE No. 4

<u>Year</u>	<u>Average Household Size for Occupied Units</u>
1978	2.79
1980	2.69
1985	2.62
1990	2.57
1995	2.54
2000	2.51

10. Projected Housing Needs

The Tables that follow present the projected number of new housing units needed, the number of "replacement units" needed and the total housing units necessary to accommodate expected population increases by five year increments through the year 2000 for the Seneca Urban Area.

TABLE No. 5 Projected Housing Needs
Seneca Urban Area

Year	Population	New Housing Units	Replacements	Total
1977	375	---	---	---
1985	527	57	4	61
1990	582	21	5	26
1995	642	24	6	30
2000	709	27	7	34
Totals	---	129	22	151
Average No. per year		6	1	7

TABLE No. 6 Projected Housing Needs By Type
Seneca Urban Area

Year	Total	Single-Family Conventional	Single-Family Manufactured	Multi-Family Units	Mobile Home Park Units
1985	61	26	17	12	6
1990	26	11	7	5	3
1995	30	13	8	6	3
2000	34	14	10	6	4
Totals	151	64	42	29	16
Percent of Total	100%	42.4%	27.8%	19.2%	10.6%

11. Estimated Buildable Land Needs for Residential Use - Seneca Urban Area.

A. Population Increase Urban Area

Year 2000 = 709
 Year 1977 = 375
 Net Increase = 334

B. Number of Total Dwelling Units Required

$$\frac{\text{Population Increase}}{\text{Ave. Household Size}} = \frac{334}{2.58} = 129$$

- C. Dwelling Mix: Single-Family (SFD) - 90 units
Multi-Family (MFD) - 26 units
Mobile Home Park Units (MHP) - 13 units

D. Acres Required per Dwelling Unit by Type

$$\frac{\text{No. of SFD}}{\text{Units per acre}} = \frac{90}{2.5} = 36 \text{ acres SFD}$$

$$\frac{\text{No. of MFD}}{\text{Units per acre}} = \frac{26}{10} = 2.6 \text{ MFD}$$

$$\frac{\text{No of MHP}}{\text{Units per acre}} = \frac{13}{8} = 1.6 \text{ acres MHP}$$

Total: 40.2 acres

- E. Allowance Factor for Roads, Public Use, Utilities, Open Space, Etc., (25%) i.e. 40.2 acres + 25% = 50.3 acres.

- F. Vacancy and replacement Factor (7%): 50.3 acres @ 6% = 3 acres

- G. NET REQUIREMENT FOR RESIDENTIAL USE: 53.3 Acres.

12. Designated Buildable Lands by Residential Zone

<u>Zone</u>	<u>Net Buildable Lands</u>	<u>% of Total</u>
R-1 (City)	11 acres	15%
S-R (County)	62.5 acres	85%
Totals	73.5 acres	100%

POLICIES

1. As part of an ongoing housing planning program a complete inventory of the housing stock to taken, analyzed and projections made regarding future needs.
2. That ordinance revisions be made to better accommodate mobile homes, planned or cluster developments and other innovative design techniques which might provide more flexibility and/or lower housing costs.
3. That State and Federally funded and/or subsidized housing be recognized as possible means of financing housing that may be needed by families with lower incomes.
4. To encourage a supply of housing to allow for expected population growth and to provide for the housing needs of the citizens of the area.
5. To encourage residential development which provides prospective buyers with a variety of residential lot sizes, diversity of housing types, and a range in prices.
6. Some method of development assessment should be developed for the purpose of controlling the increasing costs of public facilities and services, and to insure that the purchaser is not assuming unforeseen costs for needed additional improvements within a development.
7. The City should promote the rehabilitation of existing housing, and the re-use of vacant land.
8. Manufactured housing shall be recognized as a viable and important housing option.
9. Mobile home parks should be developed in areas in close proximity to service commercial, with access to a collector, and should be designed to protect the character of adjoining residential uses and provide for a maximum level of quality living for occupants.

PUBLIC FACILITIES AND SERVICES

INTRODUCTION

The Public Facilities and Services Element of the Seneca Urban Area Comprehensive Plan is intended to provide the basic framework for the future growth of the Urban Area and is intended to carry out the Statewide planning goals of the Land Conservation and Development Commission:

"To provide a timely, orderly and efficient arrangement of public facilities and services...."

Provision for public facilities and services is an important part of all comprehensive plans, as the intent is to encourage the efficient and equitable construction of these services to service the public need. In addition it is now recognized that the reasonable extension of these facilities can serve as a useful tool in regulating community development.

Public facilities are those areas and improvements which accommodate or provide various government services to the people of the community. These include schools, parks, fire stations, and other facilities such as public buildings, sewer and water systems, and social services. Adequate public facilities are essential to well-ordered community life, sustaining and enhancing the health, safety, educational and recreational aspects of urban living. In many ways, the adequacy, character and quality of public facilities and services express the community's collective opinion of itself and its environment.

Development of new residential, commercial and industrial properties requires extension of new streets, sewers, water lines and other services. New development also creates additional demands upon existing facility systems.

The location of new development has a direct effect on the cost of providing public facilities. Obviously, the greater the distance from existing power, water, and sewer lines, the greater the cost of line extension. Similarly, the more isolated the development the more difficult and costly for police and fire protection and school busing. The key to determining relative service costs is to know the facilities needed and how physical factors increase the costs of providing those service. If one area can be served more efficiently than another, resources may be saved by encouraging efficient placement of new development.

WATER SYSTEM

The City of Seneca's existing water system consists of a deep well and pump supplying a capacity of about 300 gallons per minute into a concrete storage reservoir. The well flows as artesian during the spring and early summer months and ceases to flow as the dry season progresses. The present capacity of the storage facility is 100,000 gallons. There are no meters on the system which provides service to approximately 150 different sites, although the system has adequately served a population of approximately 800 at one time. Thereof, the system is considered more than adequate to serve the projected growth of the area.

SEWER SYSTEM

In 1974 Seneca completed construction on a sewage lagoon. This facility was designed to accommodate a flow of 64,000 gallons daily. According to DEQ, the system is in good condition with no problems foreseen. The current daily flow is approximately 32,000 gallons, and therefore has the capacity for nearly double the current usage.

FIRE PROTECTION

The City of Seneca operates a volunteer fire department which is considered adequate to handle projected needs for the area.

POLICE PROTECTION

Police protection is provided by mutual agreement with the Grant County Sheriff's Department. Service is also available from the Oregon State Police.

EDUCATION

There is a grade school located in the City of Seneca [Capacity (140) - Enrollment (57)] which operates as a part of the John Day School District No. 3.

SOLID WASTE

The City of Seneca provides a modified landfill, which is easily accessible to City residents and the surrounding areas.

There is no collection available in the Seneca area, and none planned. The solid waste disposal service provided is simply a modified landfill which is open year-round, on a limited hour basis, for use by the general public in that area.

This site is situated in the SE $\frac{1}{4}$ of Section 34, T16S, R31E, W.M., on land owned by Edward Hines Lumber Co., and under lease to the City of Seneca.

The City of Seneca is providing a vastly improved means of solid waste disposal for that area, whereby they, with the assistance of Edward Hines Lumber Co., closed the old dump. Closing of the old dump was accomplished in such a manner that no trace of its previous existence are apparent, and good drainage in the area is provided for.

FINDINGS

1. The timing and location of expanded sewer and water facilities are important factors affecting the future growth of the Seneca Urban Area.
2. The City's sewer and water systems are adequate to accommodate the Urban Area projected population.
3. The City is the logical provider of sewer and water services within the Urban Growth Boundary. This finding is based upon an analysis of the size and land use patterns within the Urban Area, economics and planning activities already developed to serve the area. Urbanization is limited without these services.
4. Low density development near sewer and/or water systems increases line connection and extension costs and may prevent the connection of needed service lines to high density housing areas.
5. Fire protection is a common problem of the City and County.
6. The Seneca Fire Department provides an adequate quality of fire protection to the area.
7. Law enforcement communications systems are adequate but additional communication facilities may be needed as the population increases.
8. Current law enforcement facilities and personnel may not be adequate to cope with the projected growth.
9. The City has been working diligently to improve street conditions.
10. School capacity is adequate to meet anticipated future needs.
11. Recent City Hall and Fire District improvements have been made to improve those services, which are adequate for the foreseeable future.
12. The existing solid waste facility serving the Seneca area is adequate for future needs.
13. Adequate provision for solid waste management is important to the health and general welfare of the community.

POLICIES

1. Planning and implementation of public facilities and service programs necessary for the public health, safety and welfare shall guide and support urban development at levels of service appropriate for, but not limited to, the needs of the urban and urbanizable lands to be served.
2. Public facilities and service for urban lands shall be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas should be based upon A) the time required to provide the service; B) reliability of service; C) financial cost; and D) levels of service needed and desired.
3. A public facility or service shall not be provided in the Urban Growth Area unless there is provision for the coordinated development of other related urban facilities and services needed and desired.
4. Public facilities and services provided shall take into consideration capacity of the air, land, and water resource of the Urban Area.
5. Utility lines and facilities shall be located within existing public right-of-ways or public utility easements.
6. Capital improvements programming and budgeting should be utilized to achieve desired types and levels of public facilities and services in the urban areas.
7. The level of public facilities and services that can be provided shall be a principal factor in planning for various densities and types of urban land use.
8. Methods for achieving desired types and levels of public facilities and services shall include without being limited to the following: A) tax incentives and dis-incentives; B) land use controls and ordinances; C) multiple-use and joint development practices; D) fee and less-than-fee acquisition techniques; E) enforcement of local health and safety codes; and F) a systems charge as deemed appropriate and necessary.
9. The primary goal shall be to achieve a maximum balance of public costs vs. benefits/revenues in the provision of public facilities and services.
10. Equitable approaches and methods of financing shall be a basic goal.
11. The City of Seneca shall be the principal provider of community sewer and water services within the Urban Growth Boundary Area.
12. Expansion of the City's sewer and water system shall be used as a major tool in directing urbanization.

13. The City should maintain a high standard of water service to accommodate needed housing within the urban area.
14. Solid waste disposal shall be accomplished in conformance with the Grant County solid waste management plan and applicable regulations.
15. Recycling shall be encouraged.
16. All new subdivision design should take into consideration the need for both an ingress and egress route for emergency vehicles and evacuation traffic.
17. All road and street names shall be clearly designated, as shall building addresses. Subdivisions shall be encouraged to install development layout signs at main entrances.
18. All new development should take into consideration water flow needs for fire protection and the location of fire hydrants.

TRANSPORTATION ELEMENT

In general, the Transportation Element of the Comprehensive Plan is intended to provide the basis for a systematic program to minimize traffic hazards, improve traffic movement and roadway conditions efficiently and in an orderly manner, to facilitate the coordination of maintenance and development programs of all agencies responsible for transportation facilities, and to insure that private development occurs in harmony with public transportation facilities and programs. Such includes traffic law enforcement, emergency services, postal and school bus service, and other public and private services dependent upon transportation facilities.

FINDINGS

The Findings set forth hereinafter are general in nature and are intended to provide a broad basis for decision and policy establishment relative to transportation within and adjacent to the study area.

1. It is apparent from all available traffic statistics and related data that the most significant traffic volumes and resultant associated problems are found on U.S. Highway 395 and a limited number of City streets and area County roads.
2. U.S. Highway 395, a secondary State Highway, is the principal north-south corridor around which the City of Seneca is framed. The highway is an uncontrolled access system, consisting of a two-lane road. The Logan Valley Road provides the primary eastbound access route.
3. All research data indicated that all of the appropriate modes of transportation are presently being utilized in the area; thereof, the predominant modes identified include air, highway, rail, bicycle and pedestrian, with the automobile being the primary mode.
4. The area is provided rail service by the Oregon and Northwestern Railroad to the City of Burns. The City's rail transportation is, however, somewhat limited because it is the dead-end of the rail line connecting to the south.
5. The City's street system provides relatively good access to all areas of town.
6. Passenger bus service is provided daily to John Day and Burns.

POLICIES

1. It shall be the policy of the City to provide and encourage a safe, convenient and economic transportation system. All transportation plans shall: A) consider all appropriate modes of transportation, B) be based upon an inventory of needs and identified problems, C) consider the differences in social consequences resulting from differing combinations of transportation modes, D) avoid principal reliance upon any one mode of transportation, E) minimize adverse social, economic and environmental impacts and costs, F) conserve energy, G) meet the needs of the transportation disadvantaged, H) facilitate the flow of goods and services relative to the local economy, and I) conform to the applicable policies of the Plan.
2. That a street plan be developed as part of a Capital Improvement Program to show needed street and road projections and connections.
3. Transportation systems within the City and County, to the fullest extent possible, shall be planned to utilize existing facilities and rights-of-ways, and shall avoid dividing existing economic and social urban units unless no feasible alternative exists.
4. That roads and utilities in undeveloped areas within the Urban Growth Boundary be planned in order to encourage development in those areas.
5. That the City continue to work with the railroad on decisions regarding railroad improvements.
6. The City shall require that road improvements necessitated by development shall be constructed in accord with City specifications, and financed by the developer. (Such road improvements include roads affected by the impact of the development.)
7. Wherever possible, right-of-ways for major streets and highways should be obtained as part of the development process.
8. Prior to any development being initiated in undeveloped or adjacent areas within the Urban Growth Boundary, the City shall require that major road connections and/or locations that will likely be needed to develop the entire area be planned for.
9. New roads created for the purpose of partitioning or subdividing shall be designed to meet City standards.

PARKS, RECREATION AND OPEN SPACE ELEMENT

INVENTORY-ANALYSIS

Development of parks and recreation facilities has become increasingly important in recent years. The demand for these facilities has been brought about in part by a higher standard of living and the resulting increase in leisure time. Such things as earlier retirement and increasing life span have added many leisure hours to the lives of a growing segment of the population.

The area, however, is not primarily dependent on developed facilities for recreational enjoyment. The area's (and all of Grant County) greatest claim to recreational enjoyment is the vast opportunities offered in close proximity for camping, hunting, fishing, sightseeing, rockhounding and other outdoor activities.

FINDINGS

1. Present recreation facilities are adequate and future needs can be met with existing facilities.
2. Developed facilities are not the dominant recreational opportunities of the area.
3. New residential development will contribute to the increased need for park and recreational facilities.
4. The City has one park which has been developed and is improved on an annual basis commensurate with available funds.

POLICIES

1. That the City continue to work with the County and School District in developing recreation facilities.
2. Park sites, as deemed necessary, should be acquired in advance of need to assure the availability of proper location before the cost of acquisition becomes prohibitive.
3. The Park and Recreation Element of the Plan should be further refined to more carefully identify potential park sites and other facilities and to establish a program for priorities and acquisition and development of these facilities.
4. Private recreational development open to public use that compliments the public system shall be considered as a viable alternative to totally publicly financed needs thereby may be a condition of approval.
5. New developments should consider recreational development needs and the provision of identified facility needs thereby may be a condition of approval.
6. The State Comprehensive Outdoor Recreation Plan may be utilized as a guide when planning, acquiring and developing recreation resources, areas and facilities.
7. State and Federal agencies recreation plans shall be coordinated with affected local agencies.

ECONOMIC ELEMENT

The underlying goal of the overall Economic Element is "To diversify and improve the economy of the area." Policies related thereto are intended to contribute to a stable and healthy economy of the area, and to be supportive of other land uses in the area.

ECONOMIC BACKGROUND

There is no source of economic related information that segregates the Seneca Urban Area from County totals. However, County statistics are considered representative therefore.

Grant County is heavily dependent economically upon forestry and agriculture. Recreation and tourism are offering potential opportunities for development of another industry based on natural resources. All of these industries are dominated by a dependence upon federal land and the policies of the federal government with respect to the use of these lands.

Although limited economic data is set forth herein, additional information may be found in several sources of which the most complete and concise is entitled "Grant County Economic Information - June 1979" by the Oregon Department of Economic Development.

STATISTICAL FINDINGS

1. Total employment increased in Grant County by 9% (2,800-3,050) between 1960 and 1977.
2. The labor force increased by 12% (2,970-3,280) between 1960 and 1977.
3. Unemployment has risen from 5.7% in 1960 to 8.1% in 1977 within Grant County, and is estimated at approximately 16% currently.
4. Five major sectors; agriculture, manufacturing, trade, government and services, make up for 85% of Grant County's present total employment.
5. Employment in agriculture and manufacturing has decreased both in real numbers and relative to other industries from 1960 to 1977.

BASIC FINDINGS

1. The economic well-being of the community is almost entirely dependent upon agriculture, wood products, tourism and related jobs.
2. Unless there is a broader diversification in the manufacturing industries of the area, future industrial growth of the area will be limited by resource policies of the U.S. Forest Service and the National housing market.

3. In addition to available land area and necessary services, other incentives for industrial development must be provided. Such incentives may include community support, realistic and reasonable development regulations, preferential tax assessments, assured protection from the encroachment of noncompatible uses, and a minimization of "red tape" processing requirements for development proposals.
4. The location, labor force and availability of raw materials severely limits the type of industry that might locate in Seneca.
5. The City participates in and supports County and COG (ECOAC) industrial development projects and programs, but does not specifically have such a program of its own.

POLICIES

1. To diversify, stabilize and improve the overall economy of the area.
2. To develop adequate, affordable services and utilities to communities and industrial sites in the area. The City encourages the continued cooperation between those public and private sources who provide funding assistance for such services and utilities.
3. To provide adequate, economical housing facilities, utilities, and services to meet the needs of permanent residents and temporary populations which are present in the area during the construction of major projects or during seasonal peaks in local industries.
4. To emphasize those resource related policies which are supportive to economic stabilization and growth; particularly as related to the primary natural resources upon which the existing economy is dependent.
5. To emphasize the importance of the various sectors of the area's economy, and to insure that resource management and allocation decisions are not made without thoroughly evaluating the effect on such decisions.
6. To emphasize the protection of existing industries, provide opportunities for growth thereof, and to provide incentives for industrial growth and diversified production.
7. To continue participation in the District OEDP Program to insure updated economic information, maximum opportunity for economic development financial assistance, and to maintain an economically active community.
8. To require that development plans are based on the best economic information available and to take into account areas suitable for economic development, the effects on the existing economy, available resources, labor market factors, transportation and livability.
9. To protect those areas suitable for industrial development from encroachment of incompatible land uses.

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 Seneca Urban Area. In general, natural resources are considered vital to the area's historical and future development, and are recognized as a primary base for the area and County economy.

SOILS

Generally, soils are developed when the parent material (such as basalt, sandstone, or other base rock) is acted upon by the climate and biota (all living things) over time in various ways, and depending on topography, creating soil material. These soils are usually divided into four major categories; sand (grains 1 to .05 millimeters in size), silt (.05 to .005), clay (.005 and smaller), and loams (a combination of all three). Depending upon each soil's character some combination of terms may be used in its description (i.e. clayey sand = a predominantly sandy soil with more than 10% clay). These various combinations then determine the characteristics and capabilities of the individual soils.

The characteristics of the various soils that occur in the Seneca Urban Area are summarized in a following Table.

MINERAL RESOURCES

Although many mineral resources are found throughout the County, no identifiable resource exists within the defined Urban Area. There is, however, an important aggregate source in the immediate area located on Shirttail Creek and identified as such on the "Plan" map.

CLIMATE

Seneca is located in Oregon's northeastern highlands region which has a continental climate. This climate is characterized by high summer temperatures and low winter temperatures. The town is located in the Malheur Lake Basin, at an elevation of 4,666 feet. The Table that follows shows the average temperature and precipitation for the City of Seneca.

Table 7
AVERAGE TEMPERATURE AND PRECIPITATION RECORD
Seneca Weather Station
1970-1974

<u>Month</u>	<u>Average Temp. °F</u>	<u>Average Precipitation</u>
Jan.	18.7	1.20
Feb.	26.3	0.42
Mar.	31.8	1.19
Apr.	37.9	0.83
May	47.6	1.12
June	52.7	0.32
July	59.4	0.57
Aug.	58.8	0.51
Sep.	46.9	0.56
Oct.	38.5	0.48
Nov.	31.5	1.41
Dec.	22.7	2.14
		<u>10.75</u>

Source: U.S. Department of Commerce, National Oceanic and Atmospheric Administration, Climatological Data, 1971-1974.

FISH AND WILDLIFE RESOURCES

A full and detailed inventory of these resources is found within the technical information section of the Grant County Comprehensive Plan.

AIR, WATER AND LAND QUALITY

Air, water and land resource quality in the Seneca Area is relatively high. The protection of this quality is an important consideration in the Comprehensive Planning process. Increasing demands on these resources probably will result from community growth. Decisions pertaining to community development will have to be analyzed with respect to air, water and land quality. DEQ has not identified any excessive noise levels in the area.

HISTORICAL SITES

A Highway Division inventory of the historical sites and buildings within the Seneca area is found in the Technical Information section of the Grant County Plan. No significant resources are noted.

RESEARCH AND POTENTIAL NATURAL AREAS

A complete inventory of natural areas within the County occurs in the Grant County Plan in the Technical Section. None of the natural areas fall within the Urban Growth Boundary of Seneca.

GENERAL FINDINGS

1. The DEQ is presently enforcing industry and commerce noise standards on a "complaint basis" only because of limited capabilities.
2. There are very few major problems found within the Seneca area with respect to air, water and land resources quality.
3. That air emissions, noise level and water discharges in the area meet State and Federal requirements for such.
4. The City is working with DEQ and the County to satisfy County-wide solid waste disposal problems.
5. Little documentation exists as to historical or archaeological or natural area resources in the area. There were no out-standing views or sites identified.
6. No potential or approved Oregon recreation trails nor any Federal or State Wild or Scenic Waterways go through the Urban Growth Boundary.
7. A full and detailed inventory of fish and wildlife resources is found within the Technical Information section of the Grant County Plan.
8. A complete inventory of natural areas within the County occurs in the Grant County Plan. None fall within the Seneca Urban Growth Boundary.

POLICIES

1. Where no conflicting uses are identified, natural and scenic resources shall be managed so as to preserve their original character and/or public benefits.
2. Where conflicting uses are identified; economic, energy, environmental and social consequences shall be evaluated in determination of use designation.
3. Agriculture, open space, and recreational uses shall be considered consistent with natural and scenic values dependent on resource carrying capacities.
4. It shall be the policy of the City to maintain and improve the quality of the air, water, and land resources of the Urban Area.
5. It shall be the policy of the City to consider the carrying capacities of all affected natural resources in development proposals and to not permit any development which exceeds said capacities.
6. To limit all discharges from existing and future developments to meet applicable State or Federal environmental quality statutes, rules and standards.
7. The City should work with appropriate agencies (EPA, SCS, U.S.F., County Extension Agent) to promote maintenance or enhancement of water quality in streams and ground reserves, especially the 208 Water Quality Program.
8. No development or use shall be permitted which is determined to not be in compliance with applicable State and Federal water quality standards.
9. As a means of maintaining the highest water quality possible, no development should be permitted without public (or community) sewer and water service unless deemed necessary, unless plans are approved for service thereby within a reasonable time period, and applicable State agency approval of such services is evident.
10. The State Water Quality Management Plan as adopted and administered by the State Department of Environmental Quality shall be utilized as a guideline in the review and approval of developments affected thereby.
11. No development shall be permitted which will not meet applicable air quality standards.
12. The City shall encourage County programs to protect its fish and game resources.

13. Historical resources are non-renewable and should be identified and preserved for future generations.
14. There should be formulated and adopted a definitive set of standards pertaining to the preservation of historical resources, and such standards shall be utilized as guidelines in the review and approval of development proposals involving the alteration of historical resources.
15. When no conflicting uses are identified, historic resources shall be managed in such a manner as to maximize the preservation of their original character.
16. Property owners of designated historical resources shall be informed personally in order to preserve the individual's privacy from trespass. Public fee acquisition, easement, preferential assessment, development rights acquisition or transfer, public-private exchange and other techniques should be investigated and utilized in maximizing preservation of endangered historical resources.

NATURAL HAZARDS ELEMENT

INTRODUCTION

Natural hazard areas are defined as areas that are subject to natural events that are known to result in death or endanger the works of man, such as stream flooding, high ground water, erosion and deposition, landslides, earthquakes, weak foundation soils and other hazards unique to local or regional areas.

The general goal of this Element is, therefore, to protect life and property from natural disasters and hazards.

Developments subject to damage or that could result in loss of life, therefore should not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards. Proposed developments must be keyed to the degree of hazard and to the limitations on use imposed by such hazards in the planning areas. Natural hazards in the Seneca area are basically limited floodplain along the lower west edge of town bordering the Silvies River. Filling can alleviate any such problems within the Urban Growth Boundary.

There is a remote potential for forest fire since the Malheur National Forest is adjacent to the southern boundary of Seneca's Urban Growth Boundary.

No significant landslide or erosion potential exists for the Seneca area.

FINDINGS

1. Natural hazards are basically limited to the floodplain along the lower west edge of town bordering the Silvies River, and to high groundwater problems.
2. Filling can alleviate most of the flood problems within the Urban Growth Boundary.
3. Zoning, Subdivision and Building Code ordinances have provided that development within the flood plain be in accord with Federal Insurance Administration requirements.
4. Many of the high groundwater problems have been alleviated by the sewerage system.
5. The use of conservation practices that maintain a cover-up crop residues or other materials on the soil surface or management techniques that provide a growing crop during the critical erosion periods are the most effective means of minimizing damage from erosion and ground saturation.
6. Proper development design can minimize adverse affects from natural hazards.

NATURAL HAZARDS POLICIES

1. The development limitations imposed by the carrying capacities of natural resources; i.e. surface and ground water capacities, soils, geology, etc, shall be considered in all development designs.
2. Natural resource physical limitations shall be one of the primary evaluation factors for development approval. The carrying capacities thereof shall not be exceeded.
3. It shall be recognized that problem areas or hazards do not necessitate disapproval of development, but that high development standards can be expected in order to minimize problems or hazards.
4. To maintain development costs at a minimum and to encourage the most efficient use of resources by guiding development to low hazard or physical limitation areas.
5. To discourage development in flood plains, natural drainage ways, on steep slopes, and other known hazardous areas unless properly designed to minimize the hazards therefrom.
6. It shall be the developer/builder's burden of proof for determining the degree of hazard or physical resource carrying capacity.
7. That development will provide safe and readily accessible means for exit in case of fire, emergency and other vehicular needs, and make drainage improvements necessary to insure that erosion, landslide and flood hazards will be minimized.
8. That an adequate and realistic water supply to insure safety from fire will be provided in new developments.

ENERGY CONSERVATION ELEMENT

INTRODUCTION

Energy conservation has certainly emerged as a primary concern in recent years, and the importance thereof relative to land use planning is easily recognized. The predominant reliance of the Seneca area's major industries on adequate energy sources compounds the importance of energy considerations. Additional concern is due to the rural character of the area and the County relative to the required distances and travel modes created thereby.

In general terms, the primary goals set forth in this Element of the "Plan" are directed at conserving energy, maintaining energy sources and costs, and identification of alternative energy sources.

The ever-increasing cost of gasoline may have a dramatic effect on the local economy. An important sector of the local economy is based on providing services to the many visitors to the area. Growing transportation costs may reduce the number of recreationists visiting the area, at least in the short-run. It is possible high gasoline prices could bring more Willamette Valley tourists to replace California, Canadian, etc. visitors. However, there would undoubtedly be a difficult adjustment period. Greater emphasis on destination resorts, tours, and diversity in recreational activities would soften this impact.

In addition to promoting energy efficiency in land use patterns, building siting, and construction standards, land use planning is important to the protection of energy resources. While no known commercial deposits of oil and gas or suitable sites for hydropower exist, there is definite potential for solar and possibly thermal and windpower sites as well as the potential for greater use of locally generated wood wastes.

Potential geothermal and fossil fuels sites should be identified and protected, as well as necessary corridors for energy facilities.

The large number of sunny days make this area potentially suitable for solar power (both passive and active systems). During the summer 300-350 BTU's of sunlight are delivered to each square foot of land in the area. In the winter the BTU's delivered decline to between 175 and 200. Additional study needs to be done, but greenhousing, air conditioning, and industrial process heating are considered feasible. The potential for a solar electrical power generating and/or heating site locally should not be overlooked.

National concern, resultant congressional actions and funding could expand opportunities for alternative energy sources such as solar and wind power generation. Such sources appear environmentally preferable over other alternatives such as nuclear, although economical and efficiency factors may prevail.

FINDINGS

1. The area is lucky to have some potential energy source available since it's expanding population will make ever-increasing demands on energy supplies. To meet this challenge all available resources will have to be evaluated and used when compatible with the economic, social, and environmental goals of the local population. No single answer exists, but a reasonable combination will have to be found. In the meantime local land use planning efforts must be aimed at promoting greater efficiency in the use of existing energy resources, the protection and development of those resources we will need in the future, and the preparation for a new era where less per capita energy is available.
2. Presently experimental but potentially economical sources of energy that could feasibly be developed in the area include solar and wind-power electrical generation.
3. Wood products, natural gas, solar and wind energy sites may become important to area residents and industries as hydro-electric power becomes more expensive.

POLICIES

1. To encourage renewable and/or efficient energy systems, design, siting and construction materials in all new development and improvements in the area.
2. To conserve energy and develop and use renewable energy resources.
3. Encourage development of solar and wind resources.
4. To encourage development designs that provide for the orientation of streets and buildings to allow for utilization of solar energy and provide landscaping to reduce summer cooling needs.
5. To encourage all systems and efforts for the collection, reuse and recycling of metallic and non-metallic wastes.
6. The City will encourage the development of alternative energy sources in industries and businesses.
7. All plans should be directed toward energy conservation and should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste.
8. To encourage and support legislation providing for building permit discounts relative to the value of energy conservation practices.

REVIEW AND REVISION PROCESSES

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

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

The Comprehensive Plan, Urban Growth Boundaries and implementing ordinances shall be evaluated in relation to changing public policies and circumstances, including community, social, economic and environmental needs; the workability of planning programs in carrying out the intent of the Statewide Planning Goals and the goals of the City and the County shall be considered. Opportunities shall be provided for comment by citizens and effected governmental units to insure coordination in formulation and implementation of policies. Directly affected persons shall receive understandable notice by mail of proposed changes sufficiently in advance of any hearing to allow said persons reasonable time to review the proposal.

The Plan may be reviewed biennially to assure that it reflects the desires and needs of the people it is designed to serve, and that the Plan is achieving the desired goals. However, it should not be changed dramatically or capriciously at each review unless need necessitates; particularly if individuals, organizations, and public agencies are to rely on it. With a biennial review, most adjustments should be small and easily accommodated. Those people and agencies, as well as the general public who were involved with the preparation of the Plan, should be given the opportunity to be included in any review so their understanding and support of the Plan will continue.

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

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

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

Major Legislative Revisions

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

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

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

Minor or Quasi-Judicial Changes

Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change, should be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should not be made more frequently than once a year, if at all possible.

Citizen Involvement

Citizen involvement in the biennial or other plan review shall be assured by the continuance of the existing Citizen Involvement Program.

Plan Amendment

Following receipt of recommendations from the Planning Commission, if the City Council determines that proposed amendments should be considered, amendment of the Comprehensive Plan shall be based on the following procedure and requirements.

1. The Planning Commission shall set a public hearing date and give notice thereof through a newspaper of general circulation in the City at least ten (10) days prior to the hearing.
2. Copies of proposed amendments shall be made available for review at least ten (10) days prior to the Planning Commission hearing.
3. Within ten (10) days after the close of the public hearing, the Planning Commission shall make findings of fact and recommend to the City Council adoption, revision or denial of the proposed amendments.

APPENDIX A: RESOLUTION No.
THE CITY OF SENECA

A RESOLUTION ADOPTING COMPREHENSIVE PLAN AND URBAN GROWTH BOUNDARY MANAGEMENT AGREEMENT PROVISIONS.

This resolution is to adopt the Comprehensive Plan for the City of Seneca, hereinafter called City and to establish the procedures for administering planning and related ordinances within the City limits which is the Urban Growth Boundary. The management procedures shall become effective at such time as they are agreed upon by Grant County hereinafter called County.

WHEREAS, there is a need to formalize the means of coordinating City and County planning in the unincorporated Urban Growth Boundary area; and

WHEREAS, the City Council has held public meetings and reviewed and revised the draft Plan, and made recommendations for the adoption thereof; and

WHEREAS, both the City and County have held hearings to obtain public response to the Plan and Urban Growth Boundary; and

WHEREAS, the Plan and Urban Growth Boundary have been determined by the City to satisfy State Planning Goal requirements and approved by the County;

NOW THEREFORE, the City of Seneca does hereby adopt a Comprehensive Plan, including a Plan map, City limits as the Urban Growth Boundary and slated guidelines.

BE IT FURTHER RESOLVED, that the City and the County hereby approve the Urban Growth Boundary Management provision below:

1. That no land outside of the Boundary will be annexed into the City unless such Boundary is changed to encompass the area.
2. That the County will not allow development outside of such Boundary that may likely create a demand for municipal services and/or facilities not planned to be provided by the City.
3. That the Plan changes will follow the same procedures required for zone changes.
4. That the City will notify the County and any other applicable local, State or Federal agencies prior to taking action on any request which may be significant to such agency, and will provide each an opportunity to comment on a request.
5. That the County will notify the City and all other applicable local, State or Federal agencies prior to taking action on any proposal on any unincorporated land inside of or abutting the Urban Growth Boundary to provide an opportunity to comment on a proposal.

Adopted this 7 day of October 1980.

ATTEST: John Francis
Town Recorder

Gleson Findlay
Mayor of Seneca

Approved this 7 day of October, 1980.

Louella
County Judge

Geo. Hansen
Commissioner

James J. R. Holt
Commissioner

ATTEST: Carol L. Knight
County Clerk

Approved this 20th day of January, 1982.