

## **CITIZEN INVOLVEMENT**

The John Day City Planning Commission is the City's Committee for Citizen Involvement (CCI) and has been since the City's earliest involvement in the Oregon planning process. Cities and counties were required to establish Citizen Involvement Committees (CICs) to aid in the planning process by ensuring the public had the opportunity to participate in the formulation and adoption of the Comprehensive Plan and Implementing Ordinances. The process has now evolved to a point where there are formalized notice processes for most land use actions, including Comprehensive Plan and Zoning Map Amendments contained within the Zoning Ordinance and Subdivision Ordinance, including such things as variances, conditional uses, partitions, and subdivisions.

Legislative amendments are normally broadly advertised in the local newspaper and other media venues to provide an opportunity for the general public to be involved in the planning process. All public hearings, both legislative and quasi judicial, and Planning Commission workshops are open public meetings and subject to the Oregon Open Public Meeting law. The policies of citizen involvement remain the same.

1. To conduct periodic community surveys as deemed necessary to ascertain public opinion and collect information.

2. To provide the opportunity for people to attend and participate in Planning Commission and City Council meetings and hearings and provide ample public notice thereof.
3. To establish citizen advisory committees as deemed necessary or advisable to study community problems and make recommendations for their solution.
4. To make future Comprehensive Plan changes and revisions available for public review and comment.
5. To make technical reports available for public inspection.
6. To make the adopted Comprehensive Plan available for use as a reference in making future land use decisions.

## **GENERAL LAND USE ELEMENT**

### **Goal 2 – Land Use Planning**

The Oregon Statewide Planning Goals, which were adopted in 1975 and became effective in 1976, established a general framework around which most of the small communities in Oregon developed their Comprehensive Plans. Goal 2, dealing with land use planning, was actually intended to establish integral land use planning processes for a given jurisdiction to review and approve/disapprove a variety of proposed land use activities. In John Day, the 1985 acknowledged Plan also dealt with general land use issues, providing an overview of the City's land use designations and population projections. These items more properly fit in the developmental goals—Goal 9, Economics; Goal 10, Housing; and Goal 14, Urbanization. However, to preserve the continuity, the following information is provided regarding land use in the City together with a discussion of the land use processes which are in effect at the present time.

### **GENERAL LAND USE**

The City of John Day lies in a broad, flat valley along the John Day River. To the south of the City with a contiguous Urban Growth Boundary is Canyon City, the County seat of Grant County. To the east a short distance is Prairie City, also along the John Day River. To the west lies Mount Vernon. John Day is one of the oldest communities in the state.

In the late summer and early fall of 2002, the City's consultants prepared a new planning base map, based on work previously completed by Anderson & Perry Consulting Engineers. The consultants also conducted a Buildable Lands Inventory of both the City and Urban Growth Boundary. The Buildable Lands Inventory is discussed more in depth in the developmental goals—Goal 9, Economics; Goal 10, Housing, and Goal 14, Urbanization. However, some basic information can be derived. The City Limits, based on computer modeling, contains 1,313 acres. The Urban Growth Boundary contains a total of 3,463 acres land, including the City Limits (see Planning Area Map). The City is the largest city in Grant County and serves as a regional economic center for agricultural and forestry activities in the area.

## **POLICIES**

In keeping with the foregoing discussion of general land use considerations in the planning area, the following policies are set forth as a guideline in the preparation of the land use element of the Plan.

1. All new developments should recognize and respect the particular character of established areas in which they locate.
2. Innovations in concepts and flexibility in design should be encouraged in new developments in those more undeveloped sections of the planning area where no particular urban character has been sufficiently established.

## **RESIDENTIAL AREAS**

The residential (urbanization and housing) elements of the Plan were prepared in conformance with the following general policies.

1. All new residential developments should occur with housing densities at levels sufficient to support public services and facilities.
2. All residential areas should be provided with public services and facilities necessary for safe, healthful, convenient urban living consistent with basic urban development policies. Additional residential growth should occur as an extension of existing development and City services.
3. Residential development should be coordinated with other land use elements and community facilities which are consistent with projected development patterns and densities.
4. Variety in types of residential uses consistent with housing density increases and area characteristics should be encouraged.

## **LAND USE DECISION-MAKING PROCESS**

Under Oregon law, the Comprehensive Land Use Plan is the controlling document for all land use decisions in a given jurisdiction. Usually, the Comprehensive Plan is implemented by a Zoning Ordinance and a Subdivision Ordinance controlling the development of the land. A Zoning Ordinance sets forth general land use activities, specifies standards for the development of those activities, and then provides as a

major implementation tool a Zoning Map, based upon the Comprehensive Plan Map, dividing the City into various land use districts, including residential, commercial, open space, industrial, and sub districts of those activities. The Subdivision Ordinance controls the actual dividing of the land through either subdivision or partitioning and provides the standards of improvements both public and private which must be provided in order to legitimately divide the land for future sale. Both of these documents have formal procedures for various land use actions and decisions. The Zoning Ordinance, for example, controls Zoning Map amendments, conditional uses, variances, and other minor land use decisions. The Subdivision Ordinance provides procedures for subdivisions, partitions, road dedication, and other such activities. In a small jurisdiction such as John Day, most of these require a public hearing before the City Planning Commission, with appeal rights to the City Council. It is imperative then that the Comprehensive Plan which controls all these developmental activities be as clear and concise as possible.

## **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 determine the public facility and services required by the City to accommodate existing unmet public needs and expected needs resulting from population growth.

3. 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.
4. Site and Area Specific Implementation Measures:
  - A. Building permits, septic tank permits, driveway permits, etc., and 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, waterlines, etc.).

## **TRANSPORTATION**

The City of John Day adopted a *Transportation System Plan* (TSP) in 1996. That plan is incorporated as a stand-alone document into this Comprehensive Land Use Plan and the policies set forth in the *Transportation System Plan* are carried over to the Comprehensive Plan. The following information regarding the Transportation System inventory is reprinted from the 1996 *Transportation System Plan* as well as the policies that are required by that plan.

### **1996 Transportation System Plan**

As part of the planning process, David Evans and Associates conducted an inventory of the existing transportation system in John Day and Canyon City. This inventory covered the street system as well as the pedestrian system, bikeways, public transportation, air, water, and pipelines.

#### **Street System**

The existing street system inventory was conducted for all highways, arterial roadways, and collector roadways within John Day and Canyon City, as well as those in Grant County which interact with City streets. Inventory elements include the following.

- Street Classification and Jurisdiction
- Street Width and Right-of-way
- Number of Travel Lanes
- Presence of On-street Parking, Sidewalks, or Bikeways
- Speed Limits
- General Pavement Conditions

#### **State Highways**

John Day and Canyon City are served by two state highways—Highway 26 running east-west and Highway 395 running north-south. Both of these highways serve as the major routes through town, with commercial and industrial development focused along these corridors.



The *1991 Oregon Highway Plan* (OHP) classifies the state highway system into four levels of importance (LOI): Interstate, Statewide, Regional, and District. ODOT has established primary and secondary functions for each type of highway and objectives of managing the operations for each one, as shown in Table 1. Both highways in John Day and Canyon City are classified with a statewide level of importance.

Furthermore, Highway 26 is also classified as an Access Oregon Highway (AOH).

According to the Highway Plan:

*The goal of the AOH system is to provide for the economic growth of Oregon by moving through traffic safely and efficiently through and between geographic and major economic areas within Oregon, between Oregon and adjacent states, and to and through major metropolitan areas.*

Both Highway 26 and Highway 395 have also been included as part of the National Highway System because of their contribution in moving people and goods in and through Oregon.

### **Arterial Roadways**

Arterial streets from the primary roadway network within and through a region. They provide a continuous road system which distributes traffic between neighborhoods and district. Generally, arterial streets are high capacity roadways which carry high traffic volumes with minimal localized activity.

In John Day and Canyon City, the arterial network consists of the two state highways. Highway 26 traverses John Day from east to west. Highway 26, also known as Main

Street within John Day, is the primary corridor of commercial development. Highway 395 overlaps Highway 26 from west of John Day to the center of town. At that point, it turns southward running through Canyon City. In both John Day and Canyon City, Highway 395 is also a focal point for some commercial development.

### **Collector Roadways**

Collector streets connect local neighborhoods or districts to the arterial network. Generally, they do not connect together to form a continuous network because they are not designed to provide alternative routes to the arterial street system.

Both John Day and Canyon City have designed collector roadways. Within the John Day City Limits, collector streets include Bridge Street, Dayton Street, and Third Avenue. Outside of the City Limits, Screech Alley, West Bench Road, and the airport access via Airport Road and the 3rd Street Extension and are also designated as collector streets. In Canyon City, collector streets included Inland Street, Portal Lane, Main Street/Marysville Road, Izee Street, Adam drive, and parts of Washington street and Humboldt Street.

### **Street Layout**

The street systems in John Day and Canyon City are defined by the natural barriers which surround them. Both cities are located in river canyons. The John Day River flows through John Day with steep canyon slopes to the south and milder slopes to the north. The canyon slopes to the south severely restrict the development patterns south of Highway 26. To the north, development is slowly expanding up the more

gradual canyon slopes. The river itself runs through the City north of Highway 26. It also affects the street system because of the limited crossings that are available.

In Canyon City, the canyon slopes are much steeper, restricting the City to a narrow band--at most, four or five blocks wide. Canyon Creek runs just west of Highway 395, limiting development along the highway on that side of the stream. There are currently two roadway options which provide access to the flatter land along the canyon crests where future development is most likely to occur.

### **Bikeways**

John Day and Canyon City have one designated bike route. This route runs north-south along Highway 395 from the south end of Canyon City to approximately Southwest 2nd Avenue in John Day. The route consists of a bike lane (4 feet wide) striped on both sides of the highway. It passes directly by Grant Union High School. Congestion, on-street parking, and the lack of access control combine to make riding through downtown John Day on Highway 26 uncomfortable for many cyclists. There is no bicycle parking provided at any of the commercial areas in John Day or Canyon City.

Highway 26 needs wider shoulders west of the City. Drainage is poor throughout John Day, with large pools of standing water forcing bicyclists into the travel lanes. The proposed Third Street extension is finished.

### **Pedestrian System**

Most of the John Day and Canyon City arterial and collector roadways, with the exception of the downtown core, do not have any sidewalks for pedestrians. Many of the roads which do have sidewalks do not have continuous paved paths on both sides of the road. Some have sidewalks on one side only, while others have pieces of sidewalks along certain parcels but not along others. Often, the paved section switches from one side of the street to the other, forcing the pedestrians to cross back and forth or to walk in the street. Although John Day and Canyon City have very wide streets, offering some space between pedestrians and motorized vehicles, a curb and sidewalk would provide a visual barrier that is far more comforting to pedestrians.

The 26/395 intersection is difficult for pedestrians because of the long crossing distances created by the very wide curb radii and long waiting periods to cross. The TSP chapter will address the need for including sidewalks as part of the street standards.

### **Public Transportation**

Public transportation in John Day and Canyon City consists of minibuses and van shuttles. There is currently no major bus line service and no local fixed route transit service.

The People Mover provides a variety of local and long distance transportation services in the John Day and Canyon City area. They provide passenger services to

senior citizens and the disabled and also serve the general public as space permits. Their equipment consists of one minivan, two 15-passenger vans, and one 26-passenger tour bus. All of these vehicles are handicapped equipped.

Local County services include dial-a-ride services, van service to meal site, and a Friday shopping run. The dial-a-ride service operates between 9:00 a.m. and 5:00 p.m., five days a week (Monday through Friday). The van service to meal site operates on Monday and Wednesday.

The only option available for out-of-town travel is also provided by the People Mover. The People Mover shuttle van operates three times a week (MWF) from Prairie City, providing service west to Bend. Stops include John Day, Mt. Vernon, Dayville, Mitchell, Prineville, and Redmond. The shuttle runs westbound in the morning and returns eastbound in the afternoon. Connections with Greyhound in Prineville, Redmond, and Bend are possible for transfer to other destinations. The People Mover also connects with the airport in Redmond.

### **Rail Service**

John Day and Canyon City have no rail transportation services.

### **Air Service**

Although no airports are located within the City Limits, the John Day and Canyon City area is currently served by two airports. The John Day and Canyon City airport, located west of John Day and northwest of Canyon City, is used by most of the large

local businesses, commercial, and heavy industrial firms, as well as the United States Forest Service. It is served by one fixed-base operator, “Lee’s Flying Service”. Master planning for the airport is currently underway, and some expansion is anticipated.

For commercial passenger service, the Redmond Airport is located about 135 miles west in Deschutes County.

### **Water Service**

John Day and Canyon City have no waterborne transportation services.

### **Pipeline Service**

John Day and Canyon City have no pipeline transportation services.

## **APPROVAL PROCESSES FOR TRANSPORTATION FACILITIES**

Section 660-12-045(1) of the Transportation Planning Rule requires that cities and counties amend their land use regulations to conform with the jurisdiction’s adopted Transportation System Plan. This section of the Transportation Planning Rule is intended to clarify the approval process for transportation-related projects.

### **Recommended Policies for Approval Process**

Policies should clarify the approval process for different types of projects. The following policies are recommended to be adopted in the *Transportation System Plan*.

## **TRANSPORTATION POLICIES**

### **Approval Process**

1. The Transportation System Plan is an element of the John Day Comprehensive Plan. It identifies the general location of transportation improvements. Changes in the specific alignment of proposed public road and highway projects that shall be permitted without Plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.
2. Operation, maintenance, repair, and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.
3. Dedication of right-of-way authorization of construction and the construction of facilities and improvements, for improvements designated in the Transportation System Plan, the classification of the roadway and approved road standards shall be allowed without land use review.
4. Where changes in the frequency of transit, rail, and airport services are consistent with the TSP, they shall be allowed without land use review.
5. For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required.

### **Protection of Transportation Facilities**

1. John Day shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
2. John Day shall include a consideration of a proposal's impact on existing or planned transportation facilities in all land use decisions.
3. John Day shall protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.
4. John Day shall consider the potential to establish or maintain accessways, paths, or trails prior to the vacation of any public easement or right-of-way.
5. John Day shall preserve right-of-way for planned transportation facilities through exactions, voluntary dedication, or setbacks.

### **Coordinated Review of Land Use Decisions**

1. John Day shall coordinate with the Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and comprehensive plan.



2. John Day shall provide notice to ODOT of land use applications and development permits for properties that have frontage or access onto Highway 395 and/or Highway 26.
3. John Day shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures. Other actions required, such as a goal exception or Plan amendment, will be combined with review of the draft EA or EIS and land use approval process.

#### **Amendments Consistent with Transportation Plan**

All development proposals, Plan amendments, or zone changes shall conform with the adopted Transportation System Plan.

#### **Pedestrian and Bicycle Circulation**

1. It is the policy of John Day to plan and develop a network of streets, accessways, and other improvements, including bikeways, walkways, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.
2. John Day shall require streets and accessways where appropriate to provide direct and convenient access to major activity centers, including downtown, schools, shopping areas, and community centers.

3. In areas of new development John Day shall investigate the existing and future opportunities for bicycle and pedestrian accessways. Many existing accessways such as user trails established by school children distinguish areas of need and should be incorporated into the transportation system.
4. Bikeways shall be included on new arterials and major collectors within the Urban Growth Boundary, as identified in the TSP. Walkways shall be included on new streets within the City, as identified in the TSP.
5. Retrofitting existing streets with walkways and bikeways shall proceed on a prioritized schedule, as identified in the TSP.
6. Design and construction of walkways and bikeways shall follow the guidelines established by the Oregon Bicycle and Pedestrian Plan.
7. Bicycle parking facilities shall be provided at all new residential multi-family developments of four units or more, commercial, industrial, recreational, and institutional facilities.

## **PUBLIC FACILITIES AND SERVICES**

### **INTRODUCTION**

The Public Facilities and Services element of the John Day Urban Area Comprehensive Plan is intended to provide the basic framework for the future growth of the John Day Urban Area. The Plan is intended to carry out the statewide Planning Goals, particularly Goal 11 which deals with public facilities. The provision for public facilities and services is an important part of all comprehensive plans, as the intent is to encourage efficient and equitable construction of the services to serve the public need. In addition, it is recognized that reasonable extension of these facilities can serve as useful tool in regulating community development. Over the years, since the original Comprehensive Plan was developed, a number of studies have been completed. What follows is a brief discussion of those plans and studies, together with policies of the Plan to guide future development.

### **WATER SYSTEM**

The following information is taken from the *Water System Master Plan of 2001*, prepared by Anderson Perry & Associates.

### **Design Capacity**

According to the Master Plan, the City's water system has a design capacity to support a population of 2,477.

### **Distribution System**

The majority of the historical information for the water system was obtained from City records and conversations with Mr. Ken Bremner, former City Manager, Don Caldwell, former Public Works Director, and Dave Holland, Water System Superintendent. The City's distribution system main lines are primarily asbestos-concrete (AC) pipe, with more recent main lines constructed of either ductile iron or C900 PVC pipe. The City indicated that nearly all of the existing AC main lines were installed from the mid-1960s through the mid-1980s in an effort to replace older water main lines. Because of this work, the City believes all water main lines older than approximately 35 years have been replaced.

In general, the distribution system is well looped and has large diameter water main lines. The City indicated that the water main lines in the distribution system are in good condition. The majority of the City's water meters and service lines from the water main to the meter were also replaced during the main line replacement work. The service lines are copper pipe and are reportedly in good condition. There are very few areas in the City where galvanized service lines to the meter are still in use. These lines are periodically being replaced by the City. Service lines on private property from the outlet of the water meter to the end user are not replaced as part of the City's service line replacement work.

The majority of John Day's distribution system is one pressure zone (the main distribution system) covering the valley areas and the lower hillsides. There are five smaller pressure zones to serve the higher elevation users on the upper hillsides surrounding the City. All of the smaller pressure zones are served by pressure regulated booster pumps, or booster pump systems that fill reservoirs to provide gravity service to the zone. The elevation at the lowest areas served by the main pressure zone is approximately 3,000 feet msl. The highest users served by the main pressure zone are estimated to be at an elevation of approximately 3,200 feet msl. This represents an elevation range of approximately 200 feet, or a static water system pressure range of approximately 85 psi. Static water pressures to the users in the majority of this zone range from approximately 120 psi in the lowest areas to approximately 35 psi in the highest areas.

### **Water Supply Sources**

The City of John Day formerly obtained all its drinking water supply from Long Gulch Springs. Water from the springs was routed via a buried pipeline to a concrete reservoir located above the old City Hall building (the current Fire Hall building). The City drilled Well No. 1 in 1947 at the Fire Hall location for additional supply. Well No. 1 caved in, and Well No. 2 was drilled in 1952 as a replacement. Increasing demands over the years necessitated drilling Wells No. 3 and 4. Currently, the City has three groundwater supply wells and continues to use Long Gulch Springs. The three wells used by the City of John day are identified as Wells No. 2, 3, and 4. Well No. 2 is a backup well, and Wells No. 3 and 4 are the primary water supply sources.

A more detailed discussion of water supply sources is presented in Chapter 3, Water Supply and Treatment. A brief discussion of each well source is presented hereafter.

Well No. 2, also known as the Shop Well, is located in the east side of the City Maintenance Shop building just north of the wastewater treatment plant. Well No. 2 is a basalt well that was drilled in 1952 to a depth of 310 feet as a replacement for Well No. 1. Since the early 1980s, Well No. 2 has been primarily used as a backup water supply. More recently, the City has relied on Well No. 2 to help meet peak summer demands. Well No. 2 provides an artesian flow at the ground surface of approximately 230 gpm. Well No. 2 provides a pumped flow rate of approximately 190 gpm. This well pumps directly into the City's main distribution system.

Well No. 3, also known as the Holmstrom Well, is located northeast of Malone Field near the east City Limits. Well No. 3 is a basalt well that was drilled in 1963 to a depth of 250 feet and is currently pumped at a varying rate of 730 to 800 gpm, depending on the time of year. Well No. 3 has been used as the City's primary water supply well since it was drilled. Well No. 3 has its own discharge line to Reservoir No. 5, which serves the main distribution system. Well No. 3 provided an artesian flow at ground surface of 500 gpm when it was initially drilled. The City indicated Well No. 3 still provides artesian flow in the spring, but not in the summer, fall, and winter.

Well No. 4, also known as the Malone Field Well, is located on the south side of Malone Field on 7th Avenue. Well No. 4 is a basalt well that was drilled in 1981 to a

depth of 185 feet and is currently pumped at a varying rate of 740 to 830 gpm, depending on the time of year. Well No. 4 does not flow at the ground surface. Well No. 4 is used in conjunction with Well No. 3 as the City's primary water supply, but is used less frequently than Well No. 3. Well No. 4 discharges into the main distribution system.

### **Water Storage Reservoirs**

Currently, the City has five storage reservoirs of varying sizes identified as Reservoirs No. 1 through 5. Prior to construction of these existing reservoirs, the City used a concrete reservoir that was located just above the former City Hall building to store water from Long Gulch Springs. Long Gulch Springs provides 125 gpm of continuous flow, with little seasonal variation. Water service was provided by gravity flow to the valley areas of the City from this reservoir. This reservoir was abandoned when existing Reservoirs No. 1 and 2 were constructed. As the City expanded, additional reservoirs were constructed to meet the needs. A brief discussion of each reservoir follows.

Reservoirs No. 1 and 2 were reportedly constructed in 1938 and are partially buried, rectangular concrete reservoirs with metal roofs. These reservoirs are located adjacent to each other on the east hillside above the old City Hall building (current Fire Hall). Reservoir No. 1 has a capacity of 75,000 gallons and Reservoir No. 2 has a capacity of 438,000 gallons. These reservoirs are no longer used for the purpose of providing pressure to the lower areas of the City. Reservoir No. 1 is used as an initial collection point of the water from Long Gulch Springs. Water from Reservoir

No. 1 overflows to Reservoir No. 2 and chlorine is added into the overflow pipeline. Water is pumped from Reservoir No. 2 to either the Reservoir No. 4 or No. 5 system, depending on demands. The City routinely keeps Reservoirs No. 1 and 2 as full as possible. However, Reservoir No. 2 does draw down some in the summer periods during increased demands.

Reservoir No. 3 was constructed in the mid-1950s and is an above-ground rectangular concrete reservoir with a metal roof. This reservoir, also known as the Crisp Heights Reservoir, has a capacity of 14,000 gallons and serves approximately 13 homes in the Crisp Heights subdivision on the west hillside northeast of the airport. This reservoir has a limited capacity and is large enough to provide only basic domestic service to the homes connected to the Crisp Heights system. Water is pumped from the main distribution system into this reservoir through a single booster pump.

Reservoir No. 4 was constructed in 1964 and is an above-ground, circular steel reservoir with a capacity of 400,000 gallons. Reservoir No. 5 is located on the hillside north of the City just above Charolais Drive and is the City's primary reservoir serving the main distribution system in the majority of the valley floor area and lower hillsides. Reservoir No. 5 is filled directly by Well No. 3 and is also filled through the distribution system by Wells No. 2 and 4. It has a capacity of 400,000 gallons.



## **Booster Pump Systems**

The City of John Day currently has four booster pump systems in their distribution system. As the City expanded to higher elevation areas, booster pump systems were constructed to provide service to these higher areas. A brief discussion of each system is presented hereafter.

The Ferguson Road Booster Pump System is located adjacent to Reservoirs No. 1 and 2. This booster pump system uses two pumps to alternately fill Reservoir No. 4 using water from either Reservoir No. 2 or the Reservoir No. 5 distribution system. A third, smaller booster pump is used to pump excess Long Gulch Spring water, when available, from Reservoir No. 2 to the main distribution system.

The Ironwood Subdivision is located northwest of the cemetery on the hillside northwest of the City's wastewater treatment plant. This area cannot be served by gravity flow from Reservoir No. 5. A booster pump system is located at the entrance to this subdivision on Valley View Drive. This system has four booster pumps and two large pressure tanks. The four pumps are sized to provide a wide range of flows from the minimum night time flows to basic residential fire flows. The booster pump system draws water from the main distribution system in Valley View Drive.

As described earlier, the Crisp Heights area is served by the 14,000-gallon Reservoir No. 3. This reservoir is filled by one booster pump located at the base of the west hillside across Canyon Creek near the intersection of 3rd Avenue and Brent Drive. This booster pump draws water from the main distribution system and discharges

directly into Reservoir No. 3. The airport area is served by a booster pump system located adjacent to Reservoir No. 3. This booster pump system draws water directly from Reservoir No. 3 and discharges into a pressure tank that serves the airport area.

### **Recently Completed Water System Improvements**

1. **New Well.** Well No. 5 was recently drilled (in late 2002) to a completed depth of 199 feet. The new well is a basalt well with a capacity of 850 gpm. This well will discharge directly to the distribution system and will provide the City the needed supply to meet the 20-year water supply design criteria summarized in the City's 2001 Water System Master Plan.
2. **New Reservoir and Pipeline.** Reservoir No. 6 is currently under construction (spring 2003) and should be finished by early-summer 2003. This reservoir is a 850,000 gallon bolted steel reservoir that will have a "full" elevation equal to Reservoir No. 5. The new reservoir will help to provide fire flows and additional needed storage to serve the main John Day water system pressure zone. The capacity of Reservoir Nos. 5 and 6 total 1,250,000 gallons and are designed to meet the City's water storage design criteria for a 20-year planning period as summarized in the City's 2001 Water System Master Plan. The reservoir is located at the terminus of LaCosta Road near the west Urban Growth Boundary of the City of John Day. This reservoir is connected to the City's distribution system by a new 12-inch main line that was recently

completed. This pipeline and reservoir expands the area that can be served by the City's water system, extending the service area to the west end of the existing Urban Growth Boundary.

### **Additional Water System Improvements To Be Completed in 2003**

1. **Pump Station for New Well.** A new pump station, chlorination equipment, and standby power will be constructed for the new well.
2. **New Pumping Equipment, Existing Wells.** Existing Wells 2, 3, and 4 (Well No. 1 is no longer in existence) will receive new well pumps, motors, and other equipment, as needed. Thus, the City will have a total of four usable supply wells (three to meet demands, one as a backup), all with new pumping equipment.
3. **New Telemetry System.** The City also intends to install new telemetry equipment to monitor and control operations of the existing and newly installed water system components. This includes Reservoir Nos. 1 through 6, Wells 2 through 5, and the Ferguson Road Booster Pump system.

### **SEWER SYSTEM**

The City of John Day, recognizing the limited growth potential related to poor soil conditions for subsurface sewage disposal in the area, constructed a sewage collection and treatment facility in 1949. Faced with an overloaded condition at these

facilities, it is now looking to extend its service potential and resolve its overloaded condition. The present trickling filter treatment plant and approximately 30 percent of the present collection system was constructed in 1949. The most recent major addition to the present collection system was made into the Charolais Heights area on the north side of the John Day River in about 1970. The present system of collector lines varying in size from 4 to 12 inches, with the majority of the system being 8-inch pipe.

The original John Day collection system was constructed of concrete bell and spigot pipe with poured bituminous joints. Many of these lines were laid in the lower areas of the City under adverse conditions. The coarse gravels and high water table in the area made good construction difficult and today the flows in many of these sewers are higher than normal, which indicates that a certain amount of ground water is probably leaking into these lines, possibly through the joints.

Most of the sewers laid within the last fifteen years were constructed of asbestos cement pipe with “o-ring” gaskets. Other than for possible shear failures caused by poor installations, these recent lines should be relatively leak proof.

The only major interceptor within the present systems is a 12-inch line that crosses the John Day River and runs south down Bridge Street to about NE 3rd Street. A 10-inch branch off of this line runs southeasterly across the County Fairgrounds.

The firm of Anderson-Perry & Associates, Inc., was authorized by the City of John Day on October 14, 1975, to prepare a Wastewater Facilities Plan for the John Day-Canyon City area in accordance with present EPA and DEQ regulations. Said Plan was completed in 1976 and is the primary basis for the material set forth herein. Further, said Plan entitled the *Wastewater Facilities Plan of 1976 for John Day-Canyon City, Oregon*, is hereby adopted by reference as though set forth in full as a part of this document.

The study area for the Wastewater Facilities Plan takes in a strip of ground a mile on either side of Canyon Creek from a point of about one-quarter mile south of the Canyon City city limits north to the John Day city limits. The area also includes a strip of ground a mile on either side of the John Day River from the east city limits of John Day to a point about 3.5 miles west of the John Day city limits, forming a two mile wide "L" shaped area.

The Plan sets forth that the sewage treatment facilities to serve the study area be designed for a 20-year population equivalent of 4,300 people, and that the interceptors and collection system to be designed for a 40-year population equivalent of at least 6,600 people.

In response to the findings and recommendations set forth by the Wastewater Plan, the City's sewer facilities have been upgraded and expanded to meet a design capacity of 600,000 gallons per day (sewered population of approximately 4,000). This will provide adequate service relative to the urban area population projections.

## **STORMWATER SYSTEM**

The following information is taken from a study completed in 1990 by Anderson Perry & Associates.

Flooding in the City of John Day has been a definite and damaging reality in past years due to inadequate channel capacities in the John Day River and Canyon Creek. The low lying banks, severe channel bends, and considerable willow and vegetative growth along the banks severely restrict the flow. In particular, the flood problem along the lower reaches of Canyon Creek has been difficult to predict because this area is a delta fan and the channel capacity varies considerably throughout this area. The channel slope in this area is variable, due to the nature of a delta, which adds to the unpredictability. Severe floods in the John Day River Basin generally result from rainstorms combined with snowmelt. Annual runoff peaks from snowmelt alone are usually not large enough to cause flooding damage.

The earliest account of flood in the John Day Basin was in 1864. A newspaper report on this flood indicated that a sudden snowmelt created a flash flood on Canyon Creek, which devastated Canyon City. The largest recorded flood on the upper John Day River occurred on December 22, 1964. A general three-day rain, combined with frozen ground and warm temperatures, melted much of the snow below the 5,000 foot elevation and, subsequently, caused this flood. The second largest flood on record for the upper John Day River occurred on March 25, 1952. This flood was a result of scattered two-day rain and warm temperatures which melted much of the

snow below 5,000 feet in elevation. Other known floods occurred in May of 1901, March of 1932, April of 1943, and December of 1964. These floods resulted from the combination of rain and snowmelt.

The latest incident of flooding caused by rain and warm temperatures melting the snow occurred in April of 1989 in the John Day Basin. It caused the John Day River to rise within a couple of feet of overflowing its banks and also caused flooding within John Day. Most of this flooding was due to the inability of the existing stormwater drainage system to convey the stormwater to the river. The City reported a rainfall intensity of 0.6 inches of rainfall per hour at the airport and 0.15 inches of rainfall per hour in the central area of the City.

The John Day River Basin is also subject to occasional summer thunderstorms with high intensity precipitation. These sudden bursts of rainfall are commonly referred to as waterspouts. Records available for the John Day area do not adequately illustrate the potential damage of a waterspout. Waterspouts, however, have caused flash floods at several places within the John Day River Basin. Along U.S. Highway 395, between the City of John Day and the John Day Fossil Beds, the damage caused by the flood water from waterspouts can be seen. Waterspouts had dropped a large quantity of rain, very suddenly, into a small drainage basin. This caused intense runoff, which carried debris down to the culvert crossing underneath the State Highway and plugged the culvert. Runoff then began to overflow the roadway. In some cases, the State Highway was almost completely washed out by the runoff from a waterspout. Because of the sudden occurrence and intense local rainfall of a

waterspout, there exists a potential for a storm drainage system to be quickly overloaded and flood the surrounding area. The intensity, duration, and location of waterspouts are very difficult to predict with any certainty. Therefore, this study will concentrate on runoff caused by snowmelt combined with rain.

Analysis of available data confirms that the most likely cause of flooding within the John Day Urban Growth Boundary will be a combination of snowmelt and rain. This is most likely to occur in the spring of the year. This snowmelt and rain combination may present problems for City Maintenance Crews because the work of clearing grates and culverts will need to be done during a time of the year when maintenance efforts will be hampered, due to cold temperatures and snow and ice. The catch basin grates will have to be cleared of ice and snow and the gutters and drainage channels throughout the City will need to have obstructions removed so that stormwater can flow smoothly through the system. It will also be necessary to check and clean the various culverts under the State Highway to ensure that they will pass stormwater runoff.

Flooding problems in the City may be categorized as being created from three sources. First, major flooding could be caused by either the John Day River or Canyon Creek overflowing their banks and flooding adjacent areas. Second, localized flooding could be caused by the inability of the existing stormwater drainage system to convey stormwater to the river. Third, localized flooding could occur where the City has no provisions to dispose of stormwater. This study will concentrate on the second and third sources of flooding, the inability of the existing system to convey



stormwater and the parts of the City that have no provisions for disposal of stormwater.

Flooding caused by either the John Day River or Canyon Creek overflowing their banks and flooding adjacent areas is of great concern. However, the U.S. Army Corps of Engineers, along with the Federal Emergency Management Area Agency have published flood insurance studies that detail the different floodwater elevations within the John Day River Basin and the Canyon Creek Basin. The work done by these agencies outlines the high water elevations of the river for a particular storm event in the John Day Basin. The City should look at these high water elevations with regard to any current or future development within a particular area adjacent to either the John Day River or Canyon Creek.

## **FIRE PROTECTION**

Fire protection in the John Day area is provided by a rural fire protection district in conjunction with the City Fire Department. At the present time, the Department is primarily a volunteer force of 15 firefighters providing service on a 24-hour basis. The fire protection rating provided by the Insurance Services Office (ISO) is a Class 4 for John Day. This rating is based on an evaluation on the adequacy of the water system, Fire Department, fire service communication, and fire safety control. The ratings are on a scale of one to ten, with ten being the least adequate.

A priority need exists for a new fire hall facility. The Department is actively seeking a new site for a new fire station.

The present fire station provides a severely limited amount of space and is in an extremely poor location. Equipment must completely cross a public street in order to exit and enter the building, and the area for volunteers' vehicle parking is severely limited. Potential sites for a new station have been identified and the selection thereof should be a public priority, as should the identification and acquisition of funding for such.

## **POLICE PROTECTION**

Presently, the City of John Day is being served by a four-man Police Department. The Town of Canyon City contracts with John Day for police services, as well.

One of the most important services delivered by the Police Department is that of public contact through the City's Dispatch Center. As the area grows, there will be a need for greater communication between the cities and the county to expand the 911 emergency reporting system. Thus, giving better service to citizens not only of John Day and Canyon City but also the whole county, should be an ongoing process. It is estimated that one dispatcher could handle dispatch services for the 5,000 population in the busy time of day. However, there is a need to improve drastically the security of police, fire, and ambulance dispatch in the very near future. The Dispatch Center should be in a new building and the dispatchers should be in a secure, separate, non-public-access location.

## **SOLID WASTE**

Solid waste is collected by a private contractor and hauled to a transfer station at the now closed Hendrix landfill. From there, it is hauled to the regional landfill at Arlington.

## **MUNICIPAL SERVICES**

John Day's City Hall includes administrative offices, the Police Department, and the Fire Department. The City Hall is not properly designed to accommodate current needs and certainly not the anticipated growth rate. It would appear that City Hall should be a priority for relocation and expansion.

## **SCHOOLS**

The John Day area is served by the John Day School District, District No. 3. The John Day Urban Area is served by two elementary schools and one high school with an approximate total student enrollment of 750 to 800.

<b>School</b>	<b>1979-80 Enrollment</b>	<b>Estimated Capacity</b>	<b>2002-03 Enrollment</b>
Humbolt Elementary	315	400	344
Grant Union High School	310	500	269
TOTALS	625	900	613

The following information was developed by the Grant School District No. 3 in February of 2001.

## **Executive Summary**

Over the past two years, Grant School District, members of the “Schools for the Future Committee”, the Matrix Group (an independent organization specializing in evaluating school facilities) and, more lately, Design West Architects have involved the School District patrons, teachers, staff, and administrators in developing a long-range, no-frills facility plan for the School District. This effort recognized that:

- The county is in a period of economic decline,
- The School District itself is experiencing declining enrollments,
- School programs and technology have changed dramatically over the past decade,
- The District has a backlog of deferred maintenance, and safety projects,
- Operational costs at multiple school sites are anticipated to continue to increase.

The current educational facilities of Grant School District #3 are a “mixed bag” regarding their suitability to meet the current education programs of the district. Some school buildings have issues that are relatively minor while others have major problems and are clearly not suitable for present programs. The impact of changing programs and emerging technology will be a challenge on all the community’s schools.

The projects associated with this Bond Measure focus on three main issues:

1. Health, safety, and disabled accessibility improvements to existing facilities.

2. Grade realignment allowing more efficient (and cost effective) School District operations.
3. Facilities improvements to allow appropriate delivery of current school programs.

The anticipated projects associated with the Bond Measure will occur at four school sites: Grant Union High School, Mt. Vernon Middle School, Humbolt Elementary School, and Seneca School.

**Grant Union High School:** Primary consideration of health, safety, and accessibility issues will be made with all the upgrades to this building. Renovations and additions to the current high school will allow science, art, music, and special education programs to be located in appropriate space. Additionally, other portions of the project will provide adequate health, fitness, locker rooms, auditorium, and student commons facility.

**Humbolt Elementary School:** In order to accommodate the 5th grade level at this school location, two additional classrooms are needed. Construction of a new Library/technology Area and Teacher Support space will free up existing classrooms in the upper building. All grade levels at the school will benefit from a modern library and computer lab area, while at the same time the District benefits by the efficiency of grade realignment.

### **School District Policies**

1. Provide a budgetary financial plan that will support a learning environment encouraging academic and technological excellence.
2. Maintain and operate facilities in the most efficient manner possible.
3. Meet or exceed state CIM implementation guidelines.
4. Maintain current high level of student behavior and safety. Monitor student discipline problems and review discipline policies on a regular basis.
5. Continue to develop and implement programs to meet the vocational needs of District students.
6. Maintain District/community communication using a variety of means and media, including circulation of the District newsletter.
7. Ensure the Board is kept informed of school happenings by continuing to schedule presentations from each building at Board meetings.

### **PUBLIC FACILITY 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 services 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 resources of the urban area.
5. Utility lines and facilities should be located within existing public rights-of-way 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 area.

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 disincentives; (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.

#### **Fire Protection Policies**

1. Fire protection facilities in the Urban Growth Boundary should be provided in accordance with the standards of the National board of Fire Underwriters.
2. The City should attempt to acquire sites for future fire stations at an early stage in order to assure proper location at a lower cost.



3. Fire protection should be designed to accommodate a variety of fire fighting apparatus to reflect future changes in requirements of different kinds of land uses.
4. Fire protection should be considered a common problem by the City, County, and Fire Protection District.
5. The City shall continue and expand efforts for the location and construction of a new central fire station.
6. New development shall provide necessary improvements to maintain and improve fire protection facilities and services.

#### **Police Protection Policies**

1. Police protection facilities and personnel shall be provided in adequate proportion to the growth rate.

#### **Solid Waste Policies**

1. Solid waste disposal shall be accomplished in conformance with the Grant County solid waste management plan and applicable regulations.
2. Recycling shall be encouraged.

## **School District Policies**

1. Schools within the Urban Growth Boundary should be developed according to the standards of the John Day School District No. 3 or the Oregon State Standards which are as follows:

### **Enrollment Standards (State)**

Elementary Schools	-	400 to 600 students
Intermediate Schools	-	700 to 900 students
Senior High Schools	-	1,200 to 1,500 students

2. The City shall have an opportunity for input on school site selection and school facilities development.

## ECONOMIC ELEMENT

The following information was derived from the U.S. Census Bureau year 2000 Census and is a compilation of selected economic characteristics for the City of John Day. The following tables provide a thumbnail sketch of the economic characteristics of the community. For the population of 16 years and over, there are a total of 1,348 jobs in the following occupations.

### EMPLOYMENT STATUS

Occupation	Number
Population 16 Years and Over	1,348
In Labor Force	871
Civilian Labor Force	871
Employed	757
Unemployed	114

### OCCUPATIONAL CHARACTERISTICS

Occupation	Number
Management, Professional, and Related	214
Service	146
Sales and Office	167
Farming, Fishing, and Forestry	25
Construction, Extraction, and Maintenance	61
Production, Transportation, and Material Moving	144

## INDUSTRY

Occupation	Number
Agriculture, Forestry, Fishing and Hunting, and Mining	85
Construction	32
Manufacturing	84
Wholesale Trade	10
Retail Trade	116
Transportation and Warehousing and Utilities Information	39
Information	15
Finance, Insurance, Real Estate, and Rental and Leasing	24
Professional, Scientific, Management, Administrative, and Waste Management Services	39
Educational, Health, and Social Services	143
Arts, Entertainment, Recreation, Accommodations, and Food Services	71
Other Services (except public administration)	37
Public Administration	62

## INCOMES IN 1999

Households	Number
Households	714
Less than \$10,000	78
\$10,000 to \$14,999	59
\$15,000 to \$24,999	129
\$25,000 to \$34,999	132
\$35,000 to \$49,999	153
\$50,000 to \$74,999	95
\$75,000 to \$99,999	40
\$100,000 to \$149,999	20
\$150,000 to \$199,999	2
\$200,000 or more	6
Median Household Income (dollars)	31,953

The City of John Day, like most of the communities in Eastern Oregon, has not grown or experienced the economic upturn that many of the cities of Western Oregon have experienced in the late 1990s and early 2000s. The City, in 1998, developed a Vision Statement. The lead article is reprinted below.

## **COMMUNITY VISION**

***The following represents the future envisioned for the City of John day by the year 2015.***

*John Day is alive and thriving. The west portal into the community is a vision of community pride. The industrial areas are neat and clean. The residents along this strip reflect the community beautification spirit with their neat and clean yards. And the downtown area is a sight to behold. After developing a downtown beautification plan, the local merchants, with help from the City, have developed the downtown into a wonderful stopping point. Locals and visitors alike love the improvements!*

*The City of John Day has been very busy. Over the past fifteen years, they have extended the water/sewer lines to the John Day Airport and to the west boundary of their Urban Growth Boundary; they have built a public safety center, sporting all of the newest technology, for its fire, police, and ambulance; and they have continued to upgrade all of the City's streets in addition to making them more bicycle and pedestrian friendly. A huge hit with the citizens is the annual "City beautification" event in which the City sponsors a clean up day, hauling off tons of trash, metal and old appliances, all free of charge.*

*During this period of time many new businesses and industries have moved to John Day in light of the local incentive program along with the designation by the Oregon Economic Development Department, as an Enterprise Zone, along with neighboring cities of Prairie City, Canyon City, and Mt. Vernon. The new industrial park is serving*

*as the home for several secondary wood product manufacturers. And best of all, the local timber mills are still here!*

*The Kam Wah Chung Museum now has a new interpretative center built adjacent to the original building since the pool has moved to a new location. And what a pool! The needs of both John Day and Grant County citizens have been nicely met with this wonderful new facility.*

*The Grant County Chamber of Commerce, in its new location, with an outdoor Journey Through Time interpretative area, public restrooms and R.V. parking, reports the tourism industry is alive and well in John Day/Grant county. Their marketing plan has been very successful and visitors stop and spend more dollars in John day than ever before.*

*Growth in the John Day area has been very well managed. Thanks to the foresight of the City, the comprehensive land use plan and zoning documents have been kept up to date. Developers are provided a good handout/land use application reflecting the appropriate rules and regulations within the City Limits. The City has maintained a very good inventory of remaining residential, commercial and industrial lands left for development and has marketed those resources well. New houses have been built, reflecting many economic choices.*

*Based on all of these fantastic accomplishments, the rest of the State of Oregon now knows where John Day is! And it's not on the Columbia River! John Day is respected statewide and many cities are trying to emulate their accomplishments.*

## **DOWNTOWN COMMERCIAL CORE DEVELOPMENT**

The City, in 2002, had a Downtown Assessment Report prepared by the Oregon Downtown Development Association. One of the primary recommendations of that report is for “Main Street Enhancement of the Downtown Area”, including making the Main Street area more pedestrian friendly—with benches, planters, street lights, underground utilities, and other enhancements to make the downtown area more shopper convenient. To that end, the Downtown Development Association recommended the City seek funding for Main Street enhancement.

## **ECONOMIC DEVELOPMENT GOALS**

**Goal:** Improve existing City infrastructure to adequately meet present and future needs.

**Goal:** Increase community pride and involvement.

**Goal:** Maintain and create new job opportunities.

**Goal:** Capitalize on the increasing Visitor and Tourism industry in the coming years.

**Goal:** Encourage steady managed growth.

## **ECONOMIC POLICIES**

1. To diversify, stabilize, and improve the economy of the area.

2. 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.
3. To insure that implementing regulations provide maximum protection for existing industry and for expansion thereof, and to provide ample land area for additional industrial growth.
4. To insure that implementing regulations provide maximum protection for all existing economic developed areas and for expansion thereof.
5. To continue participation in the District OEDP Program to insure maximum opportunity for economic development assistance and financing.
6. To protect those areas suitable for industrial development from encroachment of incompatible land uses.
7. To encourage and support industrial development and diversification.
8. To expand job opportunities and reduce unemployment, reduce out-migration of youth, and accommodate the growth of the county labor force.
9. To maximize the utilization of local manpower as job opportunities increase.



10. To cluster commercial uses intended to meet the business needs of the area and County residents, and highway travelers only in designated areas to prevent the undesirable effects of spot zoning.
11. To organize and formally establish a local Economic Development Task force for the promotion and development of industry and business. Formal designation of such an organization shall be set forth by both the City and the County.
12. The City shall seek funding to implement a Main Street enhancement program such as recommended by the Oregon Downtown Development Association.

## HOUSING ELEMENT

The following information was derived from the U.S Census Bureau's 2000 Census to update the housing inventory information regarding the City.

### HOUSING UNIT BY TYPE OF STRUCTURE

Structure	Number
One Unit, Detached	446
One Unit, Attached	13
Two Units	21
Three or Four Units	23
Five to Nine Units	47
Ten to Nineteen Units	25
Twenty or More Units	8
Mobile Homes	242
Boat, RV, Van, etc.	8

### HOUSING UNIT BY AGE OF STRUCTURE

Age of Structure	Number
1999 to March 2000	4
1995 to 1998	43
1990 to 1994	17
1980 to 1989	63
1970 to 1979	218
1960 to 1969	128
1940 to 1959	277
1939 and earlier	83

### VALUE OF STRUCTURES

Value	Number
Less than \$50,000	24
\$50,000 to \$99,999	156
\$100,000 to \$149,999	70
\$150,000 to \$199,999	35
\$200,000 to \$299,999	3
\$300,000 to \$499,000	0
\$500,000 to \$999,999	0
\$1,000,000 or more	0
Median Value	\$86,200

The 2000 Census shows a total of 833 residential structures in the City. The City's records closely relate to that. They show a total of 868 units with metered water accounts. Total number of users becomes important in the Urbanization Element later in the Plan. The 2000 certified population of the City is 1,820. Divided by the estimated number of households (868) this yields an average household size of 2.10. While this number is relatively low compared to more urban cities, the smaller household size is fairly common in Eastern Oregon communities.

### HOUSING MIX ASSUMPTIONS

The 2000 Census data indicated approximately 10 percent of the City's housing stock is attached multi-family dwellings. However, this percentage appears to be low in relationship to other communities. In most communities, approximately 25 percent of the new housing starts are multi-family units. The Urbanization section of this Plan projects an additional 230 dwelling units to be constructed in the Planning Period. The City could, therefore, expect 25 percent of those, or approximately 58 units, to be committed to multi-family development. It is noted the City's residential zones allow

multi-family units as Outright Permitted and Conditionally Permitted uses in both the R-7 and R-10 zones.

## **POPULATION**

The City's population has remained stable over the years.

### **POPULATION HISTORY City Of John Day**

<b>Year</b>	<b>Number</b>
1981	2,005
1982	1,975
1983	1,985
1984	1,985
1985	1,985
1986	2,105
1987	2,155
1990	1,857
1993	1,905
1994	1,900
1995	1,900
1996	1,940
1998	2,015
1999	2,010
2000	1,820

## **POPULATION PROJECTION**

Grant County, under ORS Chapter 195, has coordinated the population projections for the incorporated communities of the County. What follows is the County's official population projection analysis.

As a foundation for forecasting future population growth it is first necessary to look at historical data. Actual U.S. census figures for 1990 are used, and estimates developed by the Center for Population Research and Census at Portland State

University have been used for 1991 through 1997. As mandated by Oregon law (ORS 190.510 to 190.610), the Center for Population Research and Census at Portland State University, acting on behalf of the State Board of Higher Education, annually estimates the July 1 population for each county and incorporated city in Oregon. These population estimates are used in the allocation of certain state tax revenues to cities and counties.

Population figures presented in this report represent all the people who usually reside in the area designated. This includes people living in correctional institutions, nursing homes, and college dormitories. College students are considered residents of the place where they live while attending college. Seasonal populations, such as people living in summer homes, are counted as residents of the place they consider their usual residence.

Population estimates are developed as accurately as possible from standard and tested methods. The specific procedures used depend on the availability of state and local data. State estimates for Oregon are developed by a component method. This technique estimates the population of people under age 65 using two components. The first component is a compilation of vital events (i.e, births and deaths) and the second component is an estimate of net migration into Oregon based on the migration of school-age children. Medicare data are used to estimate the population of those age 65 and older.

County population estimates are determined primarily by the ratio correlation method. This method relates the change in population since the last census to the changes in a set of symptomatic data. The current equation contains state tax returns, school enrollment, births, and voter registration. Changes in the symptomatic data for each county are tracked since the last census to estimate the county's population. County population estimates based on the component method, and changes in housing stock since the last census are also considered, although substantially less weight is given to these estimates.

City population estimates are determined by the housing unit method. Each year, cities report to the Center the changes in their housing stock and the count of persons residing in group quarter facilities (e.g., correctional facilities, college dormitories, and nursing homes). The Center adds in any population and housing changes caused by annexations. The 1990 U.S. Decennial Census provides benchmark data for each city on the number of housing units, the average number of persons per housing unit, and the number of persons residing in group quarter facilities. These data are updated annually and help the Center determine accurate estimates of a city's population.

The Office of Economic Analysis, Department of Administrative Services for the State of Oregon was directed by the Governor's community solutions team to coordinate a 50 year statewide employment and population forecast. This was accomplished with feedback and participation by local jurisdictions and a County Population Forecast was published in January, 1997.

These two sources were used as the basis for an expanded forecast through the year 2020. Extensive work was done by David Evans and Associates, 2828 SW Corbett Avenue, Portland, Oregon 97201, in developing Transportation System Plans for the communities in Grant County. Population estimates and projections were developed from historical data as reported by the Census Bureau. Portland State University's Center for Population Research and Census (PSU CPRC) developed annual population estimates for cities and counties for the purpose of allocating certain state tax revenues to cities and counties. The State of Oregon Office of Economic Analysis (OEA) provided long-term (through year 2040) state population forecasts, disaggregated by county, for state planning purposes. OEA also developed county-level employment forecasts based on covered employment payrolls as reported by the Oregon Employment Department.

The Office of Economic Analysis used business-cycle trends (as reflected by the Employment Department's employment forecasts) as the primary driver of population and employment for the short term. For the long term, the forecasts shift to a population-driven model, which emphasizes demographics of the resident population, including age and gender of the population, with assumptions regarding life expectancy, fertility rate, and immigration. DEA used a methodology based on OEA's county-distribution methodology in developing population and employment forecasts for each of the cities in Grant County. DEA calculated a weighted average growth rate for each jurisdiction (weighting recent growth more heavily than past growth) and combined this average growth rate with the projected county-wide growth rate. This methodology assumes convergence of growth rates because of the

physical constraints of any area to sustain growth rates beyond the state or county average for long periods of time. These constraints include availability of land and housing, congestion, and other infrastructure limitations. The forecasts were then modified to reflect more recent official estimates and local information.

Data was acquired from Woods & Poole Economics, Inc., 1794 Columbia Road NW, Washington, D.C. It was published in 1995, and provides population historical data and forecasts by age and gender, as well as employment information. However, it provides estimates for County totals only and is not broken down by community. Also, they project the County population to increase by less than 0.002 percent per year which appears unrealistic compared with the OEA projections which put the overall County growth just in excess of 0.005 percent per year and for that reason were not used.

In seeking other sources of population, information planning staff was made aware of a Demographic and Economic Forecast produced in March of 1993 by the Oregon Department of Transportation. However, it was discovered that the basis for this study was the population research done by Portland State University, and provided no new information. Being unable to locate any other sources of new information, the Coordinate Population for Grant county and the incorporated communities was created based on the information supplied by the Department of Administrative Services, Office of Economic Analysis and Portland State University as described above.



**POPULATION FORECAST**  
**City of John Day**

Year	Population
1991	1,885
1992	1,900
1993	1,905
1994	1,900
1995	1,900
1996	1,940
1997	1,930
2000	1,988
2005	2,125
2010	2,195
2015	2,225
2020	2,304

**HOUSING POLICIES**

1. That ordinance revisions be made to better accommodate manufactured housing, planned or cluster developments, and other innovative design techniques which might provide more flexibility and/or lower housing costs.
2. The City recognizes the importance of needed housing as defined by ORS 197.295, and makes provisions for these types of housing in its implementing measures.
3. 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.

4. To encourage residential development which provides prospective buyers with a variety of residential lot sizes, diversity of housing types, and a range in prices.
5. The City shall emphasize the need for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.
6. Subdivision standards should encourage PUD development in all income brackets to minimize the cost of land and public services and to provide an opportunity for such amenities as open space, recreation, and aesthetic quality.
7. The City should promote the rehabilitation of existing housing, and the re-use of vacant land.
8. 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.

## 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.

Large areas of the John Day Urban Area are adversely affected by flood and geological hazards. There have been special studies completed for the area relative to both types of natural hazards, and the material presented herein is summarized from said reports: (1) *Flood Hazards*—Reports by the U.S. Army Corps of Engineers—1969, 1971 and 1974; *Geological Hazards*—a report dated 1975 by the State Department of Geology and Mineral Industries entitled “Engineering Geology of the John Day area, Grant County, Oregon.”

## **SUMMARY OF LANDFORMS AND ASSOCIATED HAZARDS**

A variety of landforms exist in the planning area, but the larger categories are: upland benches, steep slopes, and valley floor. All three possess one or more potential adverse characteristics which should be considered by the developer.

### **Upland Benches**

The prevalent landform in the planning area is the bench-like terrain south of the John Day River. The large gently sloping "flats" are remnants of Pliocene-Pleistocene alluvial fan deposits (rattlesnake formation) that have been dissected by many narrow, steep-sided gulches. The flats range up to several hundred acres in size. One of the largest, occupied by the John Day airport, is probably the only area large enough to handle high-performance general aviation aircraft.

The bench areas can be intensively developed providing the geologic hazards have been recognized and the structures built on them properly engineered. Although the use of septic tanks at 10-acre spacing may appear to be satisfactory in some areas, most places are not favorable because of the proximity of impermeable pre-Cenozoic bedrock or the presence of hardpan layers several feet below the surface in the Rattlesnake Formation or in overlying soils.

Foundation problems exist in most areas due to the presence of bentonite. Soils containing bentonite tend to shrink and swell with changes in moisture content. Care should be taken to prevent moisture buildup in the ground from sprinklers, roofs, or storm drains.

## **Steep Slopes**

Between John Day and Canyon City the slopes of canyon creek generally are very steep, rising abruptly to about 500 feet above the valley floor within a distance of half a mile. In places the slopes are covered by colluvial material that is composed of volcanic ash, clay and abundant cobble gravel. The steepest slopes, as much as 45 degrees, have either thin soil or no soil cover and are underlain by basalt, serpentinite, or metamorphic rocks. From the mouth of the canyon at John Day southward for a distance of about two miles, five landslides covering from 15 to 30 acres each have been identified in addition to several smaller slides. These slides occur on both sides of the canyon. The existence of the slides indicates that the slopes are very nearly critical and that increases in either slope angle or moisture content could trigger landslides.

High-density development of the steeper slopes of Canyon creek would be impractical. Most of the areas which are flat enough to be attractive for home sites are the upper surfaces of landslides. High steep cuts and embankments necessary of leveling building sites and road beds could cause overloading and over-steepening of already critically steep slopes.

Since septic tanks generally will not function properly in thin soil on steep slopes, installation of sewer and water systems would require considerable excavation of hard bedrock.

### **Valley Floor**

The valley floor is composed of low terraces, flood plains, and gold-dredge tailings. Hazards to building on the flood plains are flooding, high water table, frost heave, low-strength foundation soil for moderate to heavy loads, and poor drainage. Placing landfills or constructing dikes on the flood plain could block the drainage area sufficiently to raise the level of flood water.

Development on dredge tailings may be feasible provided they are flood free and a sewer system is installed.

Narrow stream valleys or canyons could be hazardous sites for development because of the danger of flash floods. The valley sides cannot generally be developed past the first row of houses.

### **Landslides in the John Day Area**

Landslides have been an important factor in the development of the slopes along the John Day River and Canyon Creek. Other slopes may yet fail as a result of modifications associated with the construction of roads and buildings.

The largest landslides and several small ones have occurred either where basalt overlies weathered tuffaceous rocks or where the Rattlesnake welded-tuff unit is underlain by poorly consolidated Rattlesnake alluvium. Both situations involve a stronger unit over a weaker one.

On the steep slopes of Canyon Creek, several small slides are recognizable as intended terraces with concave scarps which interrupt the general contour of the slope. The bench-like surfaces of slides of this type make attractive building sites but should be avoided unless the slide has stabilized. Any type of development which could reactivate the slide or create new ones on adjacent slopes should not be permitted.

## **FLOOD HAZARDS**

### **High Water**

Numerous residences, commercial and industrial establishments, and public buildings are located within the flood plain of Canyon Creek and the John Day River. Damaging overflow from floods in the area occurred on May 11, 1901; March 19, 1932; March 30 and April 17, 1943; and December 22, 1964. The May of 1901 flood was caused by a thunderstorm. The other floods were from a combination of rain and snowmelt. It is likely that similar and possibly more damaging floods will occur in the future.

The principal obstructions to in flood flows in the area are bridges, trees and brush that line stream channels, and some buildings adjacent to stream channels.

The cost of complete and effective flood-control measures would be prohibitively expensive for local taxpayers. Therefore, major flood protection must be in the form of flood-plain management to enforce adequate zoning and building regulations. Prospective purchasers or lessees of property should be made aware of potential

flood problems. A Flood Plain Map created by the Federal Emergency Management Agency (FEMA) has been provided to the City. The City has a separate Flood Plain Management Ordinance.

### **High Water Table**

Water that saturates the rocks and soil beneath the land surface is ground water. The upper surface of the water-saturated zone is called the “water table”. To the developer, the term “high water table” means that the water table is near the surface and may adversely affect certain uses of the land. Parts of the flood plains along the John Day River and Canyon Creek are subject to seasonally high ground-water levels. Marshy areas and ponded water in depressed areas and shallow excavations are evidence of high water table. Springs and marshy areas on hillsides and upland benches are evidence of locally high or “perched” ground water. In areas where soils are saturated, basements may be subject to flooding, septic tanks may fail to function, or the effluent may be forced to the surface. Hydrostatic water pressure can force empty storage tanks out of the ground. It can crack wall and floors of swimming pools and basement and cause uneven settling of foundations.

### **WILDFIRE**

Another obvious natural hazard is wildfire. Each year, fires occur in the County. Some are nature-caused (lightning) but many are man-caused. If subdivisions are scattered throughout the grassland areas, there is an increase in not only the risk of people being hurt or killed, but also an increase in the likelihood of a fire. Inadequate access, inappropriate building materials, insufficient fire-fighting equipment and



personnel, a naturally dry climate and prevailing wind patterns all point to wildfire being a serious threat to residents of the outlying areas of the John Day Urban Area where development occurs at lower densities.

## **NATURAL HAZARD 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 higher 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, or steep slopes, and other known hazardous areas unless properly designed to minimize the hazards therefrom.

6. Provisions shall be made in land use regulations to assure proposed developments will receive a review of potential natural hazards (stream flooding, flash flooding, landslides, wildfire, etc.) and that sufficient authority exists to modify or deny application where such hazards exist. Such provision shall, at a minimum, require site inspection and require specific information clearly determining the degree of hazard present from applicants who seek approval to develop residential, commercial, or industrial uses within known areas of natural disasters and hazards.
7. It shall be the developer/builder's burden of proof for determining the degree of hazard or physical resource carrying capacity.
8. 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.
9. 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 John Day 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 section 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.

Certainly one issue bound to be of increasing importance is the cost of commuting locally. The sprawling development pattern which has characterized development in recent years will mean expensive transportation for families locally. Effective transportation planning and suitable facilities development will grow increasingly important, as will appropriate land use planning, since the processes are inseparable.

Energy conservation is one way individuals and local government can have an effect on energy supplies. By emphasizing conservation, local energy supplies can be effectively extended and used more efficiently. Further, conservation tends to make an area more self-sufficient and therefore less susceptible to national or regional energy shortages. Local efforts to encourage PUD development, a more efficient energy pattern, higher densities for housing, and recycling of materials could have important impacts on local energy consumption.

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 fuel 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 BTUs of sunlight are delivered to each square foot of land in the area. In the winter, the BTUs 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 source 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.

Another alternative which would possibly be important to the area is the production of gasohol.

## **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 high density residential development in close and/or convenient proximity to high employment areas and commercial areas.
6. To encourage all systems and efforts for the collection, reuse and recycling of metallic and non-metallic wastes.
7. The City will encourage the development of alternative energy sources in industries and businesses.

## **URBANIZATION AND LAND USE**

The primary purpose of this Comprehensive Plan Update is to eliminate superfluous and outdated information. The Urbanization Element has been moved from Chapter 2 to this final chapter of the Plan. Part of the process of updating the Plan was to create a new base map, which has been done and is shown as the Planning Area Map earlier in the document. The Planning Area Map was then utilized in creating a Buildable Lands Inventory, which is shown in the Housing section as the Buildable Lands Map. This final map contained in this section is the Comprehensive Plan/Zoning Map of the City and the Urban Growth Boundary.

### **URBAN GROWTH BOUNDARY AND CITY LIMITS**

Based upon the areas designated on the Buildable Lands Map and the combined Comprehensive Plan/Zoning Map, the following information has been determined.

The Urban Growth Boundary contains a total of 3,463 acres. The existing City Limits contains 1,313. The 1980 Plan indicated a total Urban Growth Area of almost 2,700 acres. It is noted in the early 1990s, the City expanded the Urban Growth Boundary to the west to contain an additional 700 acres, bringing the total acreage in the UGB up to the current level of 3,463 acres.

The purpose of this update is to streamline the document. The rationale and basis for the original Urban Growth Boundary establishment and the subsequent amendment have been documented and adopted by both the City and County and are on file with the Department of Land Conservation and Development. There were detailed findings required and these need not be repeated here. What must be noted is that the process to amend this Urban Growth Boundary is extensive, requiring hearings before the City and County, which must jointly agree upon any proposed amendments. Further, the proposed amendment must also be considered and reviewed by the Department of Land Conservation and Development following the notice process outlined in the following chapter. Urbanization Policies, following later in this chapter, outline the factors which must be considered to amend the Urban Growth Boundary.

## **LAND USE**

The City sets up a number of land use districts. The following table shows the districts, together with the acreage in each and the vacant acreage in each.

<b>Zone</b>	<b>Total Acreage</b>	<b>Vacant Acreage</b>
Airport Approach	350	321.0
General Commercial	191	15.1
County General Commercial	51	5.8
C-1	199	50.7
M-1	135	63.9
County Industrial (MG)	292	139.0
Park & Reserve	33	10.0
R-10	857	586.0
R-7	107	33.0
Suburban Residential	1,248	919.0



The above table shows that there is an abundance of residential lands available within the Urban Growth Boundary. There is a moderate amount of commercial lands available and a moderate amount of industrial lands. It is noted that the number of large industrial holdings with developed structures and equipment are not operating at the present time. The key to determining whether or not the Urban Growth Boundary is large enough is normally tied to the amount of vacant residential land available and the projected population over the planning period.

### **POPULATION PROJECTION AND AVAILABLE RESIDENTIAL LAND**

The test of the Urban Growth Boundary is to determine if there is an adequate amount of residential land available to meet projected population increase over the planning period. The current projection, as adopted by the County, is for a total population by the year 2020 of 2,304, a fairly modest increase. The current population is estimated at 1,820, so the City can anticipate a modest population increase of 484 over the planning period. The average household size is very low, 2.10, as shown in the Housing Element of this plan. Household size (2.10) is divided into the anticipated population (484) to yield a total of 230 anticipated dwelling units.

The next step in the analysis requires an estimation of the land needed to house the anticipated 230 units. The average lot size in the R-10 zone is 10,000 square feet and would take a net acreage (that is with no streets or other rights-of-way) of 2.3 million square feet of land to hold the 230 housing units. That equates to 52.8 net acres of land, adding a 25 percent public facilities factor increases that to 70.4 acres. The current Buildable Lands Inventory shows 33.7 acres available in the R-7 zone

and 586 acres available in the R-10 zone and, more importantly, over 900 acres available in the Suburban Residential zone. Based on the current projected growth of the City, there is more than an ample amount of land available for residential development for the foreseeable future, or even to the year 2025.

## **LAND USE DESIGNATIONS**

The City of John Day Urban Area Plan has six General Land Use designations: Residential, Commercial, Industrial, Public, Open Space, and Greenway.

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. The Plan combine these suitability and desirability considerations in an attempt to provide a single development guideline.

The following summaries describe those Plan designations found within the John Day Urban Growth Area.

### **Residential**

To provide areas suitable and desirable for residential uses. The area designated residential as shown on the Plan Map encompasses the existing residential development and the balance of the City considered suitable for urbanization

exclusive of commercial, industrial, public, greenway, and open space. The residential area comprises approximately 65 percent of the total areas within the Urban Growth Boundary.

### **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 areas designated commercial as shown on the Plan Map encompass virtually all of the existing commercial activities in town located primarily along Highways 395 and 26, extending only into those residential neighborhoods where commercial establishments are prevalent. The commercial areas comprise approximately 5 percent of the total area within the Urban Growth Boundary.

### **Industrial**

To provide areas suitable and desirable for the 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 is located north of the John Day Highway, bordered by the Urban Growth Boundary on the west, and the planned residential areas on the north and east, and including the municipal sewerage treatment facilities and associated property. The industrial areas comprise approximately 10 percent of the total area within the Urban Growth Boundary.

### **Airport Industrial Park**

The Grant County Airport Industrial Park is targeted to grow into a 103-acre public industrial complex situated near the Grant County Regional Airport in John Day. The project is a joint effort between the City of John Day and Grant County in cooperation with other state and federal economic development agencies. The City of John Day has purchased approximately 88 acres in addition to the 15 acres of land acquired previously from private owners, for a total of 103 acres. Preliminary engineering has been completed. It is the City's desire to offer properties within the Park to light industrial firms whose products are related to the area at a significantly reduced price. These reduced prices, with other incentives (example: enterprise zone), are structured to encourage economic growth within Grant County.

**Preparation.** This project is an extension of efforts started before 1996. In March of 1996, a water and sewer assessment at the John Day State Airport (later renamed the Grant County Regional Airport) was prepared. Under the direction of Grant County Resources Enhancement Action Team (GREAT), two items were prepared in September of 1999: A Business Recruitment Strategy for Timber Related Industries, and a Business Recruitment Strategy for Non-Timber Related Industries. Identified

as a key asset for the County was the Grant County Regional Airport and the role it could play in development of an industrial complex. In September 1999, the USDA Forest Service awarded a grant for development of a plan that would provide information for adequate water and sewer infrastructure and industrial roadway access to the Grant County Airport Industrial Park under a MOU with Bruce and Tracy Resnick. In 2002 the City of John Day purchased the property proposed for the Industrial Park just west of the Grant County Regional Airport, which voided the MOU. Revisions were made to the existing development plan to reflect industrial use zone only. The City also revised the route for the water and sewer main service through Crisp Heights, including the reservoir location through funds from the City of John Day and a grant from the Oregon Economic and Community Development department. The current route was chosen because construction costs for the portion of water and sewer from the termination point of existing utilities in the area of the Blue Mountain Hospital southward to the confluence of Airport Road would be extremely expensive. The terrain is very steep, rising to 100 feet vertically in 200 feet horizontal. Transporting and placement of manhole sections, pipe bedding material and pouring concrete as well as trenching and pipeline placement would have been very difficult. The steepness of the waterline would have made it necessary to pour pipe restraints and anchors.

Sewers flowing on steep grades tend to plug as the liquids flow very rapidly leaving the solids behind, which causes buildup and eventually plugging the sewer main. Routing sewer and water via the Crisp Heights area affords access for City maintenance equipment for nearly the entire distance of the lines.

Nine hundred feet of existing 6" water main can be incorporated into this new routing saving project costs. The City anticipates the new routing to decrease construction costs, decrease right-of-way acquisition costs dramatically, reduce high waterline pressures, increase accessibility of lines for maintenance, reduce dangers during construction, and increase revenues for new sewer and water services.

At the completion of this project and the establishment of industries within the Industrial Park, it is believed the Park will become self-sustaining as industry revenues and tax revenues generated by economic growth in the area support it.

The project is on the 2003 Needs and Issues County-wide Priority List rated as the No. 1 project in the infrastructure category.

**Community Impact.** Grant County Airport Industrial Park has the potential to supply many family wage jobs in an area economically distressed primarily due to major declines in the timber industry. The Park provides opportunity and encourages economic diversity by supplying industrially zoned land with services adjacent to the airport at an affordable price. This project has goals and objectives that align with the policy priorities of the SRA program. The objective of the project is to develop business and industrial opportunities that sustain, expand, and support economic growth within the region. The net capital outcome of the project is significant infrastructure development that builds and sustains the economy of Grant County. Crisp Heights and the Grant County Regional Airport would have adequate water flow and fire protection.

**Project Funding.** The SRA funds applied for with this application will assist in filling the gap with other anticipated funding. Grant County has committed to the building of the roads leading to the Industrial Park and within park (approximately 1.2 million dollars); the city of John Day has invested \$190,000 in the purchase of 88 acres of property for the Industrial Park in conjunction with the 15 acres deeded to the City by private owners, and approximately \$120,000 has been spent to date in planning and preliminary work. The funding gap will be made through public financial assistance. Lottery funds have not been received as defined in this application.

**Project Readiness.** This project is ready to proceed. When funding is secured, engineers will proceed with the design engineering of the project, and once plans are approved, construction of the infrastructure, including roads, water, sewer, telephone, and power will commence.

**Project Evaluation.** The indication of success will be the securing of the sale of the industrial property at reduced prices, with other incentives to encourage economic growth within Grant County. The project manager will work closely with OECDD to target industries that relate to the area.

**Job Creation.** The development standard for the Industrial Park has been set at four family wage jobs per acres. With the current 103 acres in public ownership, this is equivalent to 412 family wage jobs. The City anticipates the possibility to achieve 40+ jobs within the next three years as companies fill the park and the park continues to grow. On July 30, 2002, the City John Day received a letter of commitment from

Winner's Choice Custom Bowstrings, Inc. to purchase two acres of property in the Industrial Park. The new building will house the current 12-employee crew as well as the additional employees as soon as the building is constructed.

**Application Information.** This project is the joint effort of the City of John Day and Grant County with cooperation of other state and federal economic development agencies. However, the City of John Day has a special interest in this project and is committed to seeing this project through for the benefit of the city and all of Grant County. The City is committing personnel to be the project manager for this project.

## **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 (UGB) for the John Day 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 2023.
2. The Urban Growth Boundary should not be changed unless it is first determined that there is an identifiable need and that there are adequate public facilities and services available.
3. The Urban Growth Boundary should provide an efficient transition from urbanizable to urban use.



- A. Provides sufficient land within the UGB to accommodate projected growth.
  - B. Accommodates past development decisions and commitments where same are consistent with objectives and Statewide Planning Goals.
- 4. 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.
  - 5. Standards for development within the UGB shall be uniform between the City and County.
  - 6. 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.
  - 7. Commercial development shall be concentrated in existing and designated areas to strengthen commercial activities.
  - 8. Industrial development shall be concentrated in existing and designated area.

9. It is vitally important that improvements within all developments (including minor land partitionings and non-residential uses) be at a level commensurate with applicable City specifications, both inside and outside the City Limits.
10. It is imperative that development 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.
11. As a minimum, the following criteria must 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 not be provided unless an area has been annexed to the city, or a “consent to annex” has been set forth and approved by the City.
  - C. The developer must provide roads, sidewalks, curbs, street lighting, water and sewer facilities as required by the City within the development to City standards and specifications at the developer’s expense.
  - D. Roads, water mains, and sewer 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 facilities plans or other regulations.

12. All residential development should protect the physical characteristics of the site relating to soils, slope geology erosion, drainage, and natural feature and vegetation.
13. Residential development standards within the UGB shall be the same for areas of similar densities or topographic conditions, both inside and outside of the City.

## **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 as necessary 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. 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.

A review of this Plan should consider the following updates in response to:

- The Oregon Revised Statutes
- Oregon Statewide Planning Goals
- Requirements of the City

## **PLAN AMENDMENTS**

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. Notice to DLCD 45 days prior to the first public hearing on the issue.
2. The City shall set a public hearing date and publish public notice through a newspaper of general circulation in the City at least ten (10) days prior to the hearing.

3. Copies of proposed amendments shall be made available for review at least ten (10) days prior to the Planning Commission meeting.
4. 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.
5. A public hearing, together with public notice as outlined above, shall be conducted by the City Council to review the Planning Commission recommendation and take additional public testimony. As applicable, such hearing shall be conducted jointly with the County.
6. Copies of proposed amendments and the Planning Commission recommendation shall be made available for review at least ten (10) days prior to the City Council or joint City-County hearing.
7. Within ten (10) days after the close of the public hearing, the city Council (and County Court as applicable) shall make findings of fact and adopt, adopt with changes, or deny the proposed amendments. Adoption of Plan amendments is effective upon:
  - A. City adoption in the case of amendments of the Plan Map for the area within the City Limits (with notice to parties who submitted oral or written comments);

- B. City and County adoption in the case of amendment of Plan policies or the Plan Map for the urban growth area (with notice to parties who submitted oral or written comments); or
- C. Notice of adoption sent to DLCD and no appeal has been filed with LUBA within twenty-one (21) days.

## **JURISDICTION**

The City shall have the exclusive jurisdiction to make any modification to the Plan where said modification effects land within the City Limits. Jurisdiction shall vest jointly in the City and the County for any modification which lies within the Urban Growth Boundary but outside of the City Limits. Provided, however, that the processing of the proposed change shall originate with the City.

# **City of John Day**

## **UPDATED COMPREHENSIVE LAND USE PLAN**

Prepared by  
TENNESON ENGINEERING CORPORATION  
Daniel R. Meader  
409 Lincoln Street  
The Dalles, Oregon 97058

and

CENTRAL OREGON LAND USE CONSULTANTS  
Brent Lake  
2729 NW Scandia Loop  
Bend, Oregon 97701

**Adopted  
June 10, 2003**



# CONTENTS

	Page
FOREWORD	
CITIZEN INVOLVEMENT	1
GENERAL LAND USE ELEMENT: Goal 2—Land Use Planning	3
General Land Use	3
Policies	4
Residential Areas	5
Land Use Decision-Making Process	5
Policies	6
Transportation	7
Approval Processes for Transportation Facilities	14
Transportation Policies	15
PUBLIC FACILITIES AND SERVICES	19
Introduction	19
Water System	19
Sewer System	27
Stormwater System	30
Fire Protection	33
Police Protection	34
Solid Waste	35
Municipal Services	35
Schools	35
Public Facility Policies	38
ECONOMIC ELEMENT	43
Community Vision	45
Downtown Commercial Core Development	47
Economic Development Goals	47
Economic Policies	47
HOUSING ELEMENT	50
Housing Mix Assumptions	51
Population	52
Population Projection	52
Housing Policies	57
NATURAL HAZARDS ELEMENT	59
Introduction	59
Summary of Landforms and Associated Hazards	60
Flood Hazards	63
Wildfire	64
Natural Hazard Policies	65

ENERGY CONSERVATION ELEMENT	67
Introduction	67
Policies	69
URBANIZATION AND LAND USE	71
Urban Growth Boundary and City Limits	71
Land Use	72
Population Projection and Available Residential Land	73
Land Use Designations	74
Policies	80
REVIEW AND REVISION PROCESSES	84
Plan Amendments	85
Jurisdiction	87

## **Acknowledgments**

I want to express my sincere appreciation to a number of individuals for the help and assistance in gathering data and reviewing this plan. A number of people in the John Day area were involved, including Peggy Carey, City Manager; Roger Simonsen, Mayor; members of the City Council and Planning Commission; Brad Baird, City Engineer; and Bill McArthur, Fire Chief, in assisting with the drafting and review of the material. It is hoped that this plan will serve the City well during its lifetime.

Dan Meader  
June 2003

### **City Council Members**

Roger Simonsen, Mayor  
Gene Officer, President  
Charlie Mills  
Jack Grubbs  
Chris Labhart  
Don Caldwell  
Leslie Lindley

### **Planning Commission Members**

Ken Boethin, Chair  
Jim Carpenter  
Mike Miller  
Dean Nodine  
Tom Wilson  
Bob Willey  
Tim Unterwegner

## **FOREWORD**

The original Comprehensive Plan for the City was completed in 1980 and acknowledged by the Land Conservation and Development Commission on March 7, 1985. The Plan served the City well for almost twenty years. The text of the Plan was never modified from its original acknowledgement. The Urban Growth Boundary was amended once in the early 1990s. Changing circumstances and conditions have caused the City to seek to update the Plan when funding was available. In Fiscal Year 2002-2003, the Department of Land Conservation and Development made funding available to allow this update of the Plan.

It is the intent of this update to provide current inventory information, where readily available, on a variety of topics—primarily public facilities and the existing land uses. This update of the Comprehensive Plan will take a closer look at the many policies that were adopted in the original Plan and may delete those which are outdated or superfluous. This Plan update will follow the basic outline of the original 1980 Plan.

The Oregon Statewide Planning Goals, initiated by Senate Bill 100 in 1973 and adopted formally by the Land Conservation and Development Commission in 1975, have changed significantly over the last twenty-seven years. The Comprehensive Plans developed by cities in the late 1970s and early 1980s contained a lot of

information that is no longer required in a municipal jurisdiction's planning documents. It is the intent of this updated Plan to be much more easily understood and much more usable by both the elected and appointed officials of the City and the residents and visitors of the City of John Day.

## **GENERAL GOALS, OBJECTIVES, AND PRINCIPLES OF THIS PLAN**

The following goals and principles are just as valid today as they were in 1980. The overall purpose of the Plan is to attempt to chart a path into the future. The 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 John Day 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. Economic reality should not be interpreted as maximum profit for minimum investment or as maximum local budgets for maximum services.
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 that 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.