

Preliminary Application for Site Certificate for the Speedway Energy Facility

Exhibit I. Scenic Resources

**Submitted to
Oregon Energy Facility Siting Council**

Prepared for



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Prepared by



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Attachment I-1. Land Use Management Plan Excerpts

Acronyms and Abbreviations

Acronym/Abbreviation	Definition
Applicant	BGTF Speedway Project LLC
BESS	battery energy storage system
BPA	Bonneville Power Administration
Facility	Speedway Energy Facility
gen-tie	generation tie
KOP	Key Observation Points
kV	kilovolt
MBTH	maximum blade tip height
MUP	Management and Use Plan
NTSA	National Trails System Act
O&M	operations and maintenance
OAR	Oregon Administrative Rules
ODEQ	Oregon Department of Environmental Quality
ODOT	Oregon Department of Transportation
ODFW	Oregon Department of Fish and Wildlife
ONHT	Oregon National Historic Trail
OR-#	Oregon Route [designation]
POI	point of interconnection
REAMP	Real Estate Asset Management Plan
RMP	Resource Management Plan
US-#	U.S. Route [designation]
VRM	Visual Resource Management
ZVI	zone of visual influence

1.0 Introduction

BGTF Speedway Project LLC (Applicant) proposes construction and operation of the Speedway Energy Facility (Facility), a renewable energy facility incorporating wind, solar, and battery energy storage, located on privately owned land in unincorporated Sherman County, Oregon. The Facility's proposed point of interconnection (POI) to the regional electrical grid will be via a new Bonneville Power Administration (BPA) switchyard to be located adjacent to the existing BPA 500-kilovolt (kV) Ashe-Marion Transmission Line, which runs northeast/southwest through the site boundary.

The information contained herein supports demonstration of compliance with the Scenic Resources approval standard for Oregon Administrative Rules (OAR) 345-022-0080.

2.0 Analysis Area

In accordance with OAR 345-001-0010(35)(b) (and as defined in the Project Order [ODOE 2026]), the analysis area for scenic resources is the area within and extending 10 miles from the site boundary (Figure I-1; ODOE 2026). The site boundary is defined in detail in the Background Information Exhibit and is shown on Figure I-1.

3.0 Scenic Resources Inventory – OAR 345-022-0080(4)(a)(b)

(4) To assist the Council in determining whether the standard outlined in (1) through (3) has been met, the Applicant must submit an analysis of potential visual impacts of the proposed facility, if any, on significant or important scenic resources within the analysis area, providing evidence to support a finding by the Council under OAR 345-022-0080, including:

(a) An inventory of scenic resources identified as significant or important in a land use management plan adopted by one or more local, tribal, state, regional, or federal government or agency applicable to lands within the analysis area for scenic resources. The applicant must provide a list of the land management plans reviewed in developing the inventory and a copy of the relevant portion of the plans;

(b) A map or maps showing the location of the scenic resources described under subsection (a), in relation to the site of the proposed facility;

This section inventories scenic resources identified as significant or important in local, Tribal, state, regional, and federal land use management plans within the analysis area, as required to demonstrate compliance with the approval standard in OAR 345-022-0080. The analysis area includes parts of two Oregon municipalities, three Oregon counties, and land administered by the Oregon Department of Transportation (ODOT), Oregon Department of Fish and Wildlife (ODFW), Oregon Department of State Lands (ODSL), Oregon Parks and Recreation Department (OPRD), Bureau of Land Management (BLM), National Park Service (NPS), and U.S. Forest Service (USFS).

The Applicant concludes that there are eight significant or important scenic resources within the analysis area, as identified through review of applicable land use management plans (see Table I-1). Note there are two scenic resources located within the site boundary as proposed: the Journey Through Time Scenic Byway and OR-216. The following sections describe the applicable jurisdictions, their applicable/most current land use plans, and the determination as to whether visual resources in the analysis area are designated as significant or important. These descriptions are summarized in Table I-1 and the locations of identified scenic resources are shown on Figure I-1. Additionally, see Attachment I-1 for excerpts of land use management plans that discuss scenic resources located within the analysis area.

Table I-1. Inventory of Scenic Resources in the Analysis Area

Jurisdiction	Plan	Scenic Resources Specified in Plan (Y/N)?	Important or Significant Scenic Resources Identified in Analysis Area (Y/N)	Name of Scenic Resource(s) in Analysis Area	Distance to Facility Component (miles)				Scenic Resources Discussed in Plan
					Site Boundary	Turbines	Solar Array	Aboveground Collector Line	
Municipalities									
Moro	City of Moro Comprehensive Land Use Plan (City of Moro 2025a) City of Moro Zoning Ordinance (City of Moro 2025b)	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Grass Valley	Grass Valley Revised Comprehensive Land Use Plan (City of Grass Valley 2013) Ordinances (City of Grass Valley 1978)	Yes	Yes	Journey Through Time Scenic Byway (i.e., US-97) OR-216 OR-206	Crosses Crosses 7.2	0.4 0.1 10.6	0.02 0.02 7.6	Crosses 0.5 8.9	Section VI, Community Facilities and Services, page 49 ²
Counties									
Wasco County	2040 Comprehensive Plan (Wasco County 2022) Land Use and Development Ordinance (Wasco County 2025)	Yes	Yes	Lower Deschutes River Canyon ¹ White River Canyon John Day River Canyon ¹ Journey Through Time Scenic Byway (i.e., US-97) OR-216	3.7 9.8 5.2 Crosses Crosses	4.4 10.1 6.2 0.4 0.1	3.7 9.9 5.2 0.02 0.02	5.1 12.0 7.0 Crosses 0.5	Goal 5: Open Space, Scenic and Historic Areas and Natural Resources, Appendix 5-I, Table 5.14, page 204; ² Section 3.790, pages 1-2 and Section 19.030(4)(a), page 15 ²
Sherman County	Comprehensive Land Use Plan (Sherman County 2007) Zoning Ordinance (Sherman County 2017)	Yes	Yes	Lower Deschutes River Canyon ¹ John Day River Canyon ¹ Journey Through Time Scenic Byway (i.e., US-97) OR-216	3.7 5.2 Crosses Crosses	4.4 6.2 0.4 0.1	3.7 5.2 0.02 0.02	5.1 7.0 Crosses 0.5	Physical Characteristics-Section XI, page 18 ²
Gilliam County	Gilliam County Comprehensive Plan (Gilliam County 2022) Zoning and Land Development Ordinance (Gilliam County 2021)	Yes	Yes	John Day River Canyon ¹	5.2	6.2	5.2	7.0	Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces, page 18-23; ² Section 4.100, pages 4-59 – 4-61 ²
State									
ODFW	Lower Deschutes Wildlife Area Management Plan (ODFW 2021)	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A
ODOT	Journey Through Time Tour Management Plan (Michael Wetter & Associates 1996)	Yes	Yes	Journey Through Time Scenic Byway (i.e., US-97)	Crosses	0.4	0.02	Crosses	Vision, Goals, Objectives, Enhancement and Management Strategies, Mountain Views, page 14 ²
	Oregon Highway Plan (ODOT 2023)	Yes	Yes	Journey Through Time Scenic Byway (i.e., US-97)	Crosses	0.4	0.02	Crosses	Policy 1D, Scenic Byways; Goal 5: Policy 5B: Scenic Resources ²

Jurisdiction	Plan	Scenic Resources Specified in Plan (Y/N)?	Important or Significant Scenic Resources Identified in Analysis Area (Y/N)	Name of Scenic Resource(s) in Analysis Area	Distance to Facility Component (miles)				Scenic Resources Discussed in Plan
					Site Boundary	Turbines	Solar Array	Aboveground Collector Line	
ODSL	Real Estate Asset Management Plan (ODSL 2012)	Yes	No	N/A	N/A	N/A	N/A	N/A	N/A
OPRD	Cottonwood Canyon State Park Comprehensive Plan (OPRD 2011)	Yes	Yes	John Day River Canyon ¹ Cottonwood Canyon State Park	5.2 8.5	6.2 9.7	5.2 8.5	7.0 10.0	Park Resource Assessments: Chapter 3, Scenic Resources Values, etc.; Park Strategies and Operations: Chapter 9, Scenic Resource Management; Park Management Zones: Chapter 10, Management Focus by Zone ²
Tribal									
None Applicable	None	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Regional									
None Applicable	None	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Federal									
BLM	Two Rivers Resource Management Plan, Record of Decision, Rangeland Program Summary (BLM 1986a)	Yes	Yes	Lower Deschutes River Canyon ¹ John Day River Canyon ¹ Visual Resource Management (VRM) Class II Land	3.7 5.2 8.0	4.4 6.2 8.3	3.7 5.2 8.1	5.1 7.0 10.2	Chapter 2 Two Rivers Resource Management Plan Decisions, Visual Resources and Special Management Areas, pages 26-27 and 32 ²
	Lower Deschutes River Management Plan Record of Decision (BLM 1993)	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	John Day Basin Record of Decision and Resource Management Plan (BLM 2015)	Yes	Yes	John Day River Canyon ¹	5.2	6.2	5.2	7.0	Chapter 2, Visual Resources; Management Guidance for Applicable Geographic Units ²
NPS	Management and Use Plan Update – Oregon National Historic Trail and Mormon Pioneer National Historic Trail (NPS 1999)	No	No	N/A	N/A	N/A	N/A	N/A	N/A
USFS	White River National Wild and Scenic River Management Plan, Decision Notice, and Finding of No Significant Impact (USFS 1994)	Yes	Yes	White River Canyon	9.8	10.1	9.9	12.0	Chapter 2: Outstanding Remarkable Values/Desired Future Condition, pages 8-9 ²
1. Includes both the Federal Wild and Scenic River/State Scenic Waterway designations. 2. Excerpt from the land use management plan provided in Attachment I-1; note that excerpts are provided for any plan that is not only applicable to the analysis area but also contain a scenic resource within the analysis area.									

3.1 Municipalities

3.1.1 City of Moro

The City of Moro Comprehensive Land Use Plan (City of Moro 2025a) does not establish any goals or policies relating to preservation of scenic resources, scenic resource protection requirements, or designate any scenic areas. Similarly, the City of Moro Zoning Ordinance (City of Moro 2025b) has design provisions related to fencing, maintaining clear-vision areas, etc., but otherwise does not list policies relating to preservation of specific scenic resources, scenic resource protection requirements, or designate any scenic areas. Therefore, based on the content of the relevant land use management plans, the Applicant concludes that no features within the City of Moro have been identified as important or significant scenic and no such features are addressed in this Exhibit.

3.1.2 City of Grass Valley

The Grass Valley Revised Comprehensive Land Use Plan (City of Grass Valley 2013) contains information on community facilities and services, including designated scenic highways: Various scenic highways/segments are identified, of which portions of the defined scenic segments of US-97/ Journey Through Time State Scenic Byway, ¹ OR-216, and OR-206 are within the analysis area (see Figure I-1). The City of Grass Valley Ordinances (City of Grass Valley 1978) does not establish any goals or policies relating to preservation of scenic resources, scenic resource protection requirements, or designate any scenic areas. Therefore, based on the information provided through the relevant land use management plans, the Applicant concludes that the City of Grass Valley identifies the Journey Through Time Scenic Byway (i.e., US-97), OR-216, and OR-206 as significant or important scenic resources for inclusion in this Exhibit.

3.2 Counties

3.2.1 Wasco County

The Wasco County 2040 Comprehensive Plan (Wasco County 2022) Goal 5 chapter contains inventories, policies, and implementation strategies for Federal Wild and Scenic Rivers (Policy 5.4.1), Oregon Scenic Waterways (Policy 5.5.1), and Scenic Views and Sites (Policy 5.13.1). The plan identifies 14 features as important scenic resources, with the following located in the analysis area: Lower Deschutes River Canyon, White River Canyon, John Day River Canyon (all of which are evaluated as protected areas and/or recreations areas in Exhibits E and K), and portions of the defined scenic segments of US-97/ Journey Through Time State Scenic Byway¹ and OR-216 (see Figure I-1). The Land Use and Development Ordinance also identifies the Lower Deschutes River Canyon, White River Canyon, and John Day River Canyon as scenic resources within the analysis area, due to their federal and state designations as Wild and Scenic Rivers and State Scenic

¹ Note that the entire portion of US-97 within the analysis area is identified as the Journey Through Time State Scenic Byway, a State Scenic Byway managed by ODOT (see Section 3.3.2 for further discussion).

Waterways, respectively (Wasco County 2025). Therefore, based on the information provided through the relevant land use management plans, the Applicant concludes that Wasco County identifies the Lower Deschutes River Canyon, White River Canyon, John Day River Canyon (all three of which are inclusive of both the federal and state designations), Journey Through Time Scenic Byway (i.e., US-97), and OR-216 as significant or important scenic resources for inclusion in this Exhibit.

3.2.2 *Sherman County*

The Sherman County Comprehensive Land Use Plan (Sherman County 2007) addresses statewide planning goals, including those relating to open spaces, scenic sites/areas and natural resources (Goal 5). Section XI, Physical Characteristics, includes Finding XI, which states that the John Day River Canyon and the Lower Deschutes River Canyon are “all-important features” of the County's landscape. In addition, the Plan lists ODOT-designated Scenic Highways, including segments of I-84, US-97, OR-206 and OR-216. Of these resources, the Lower Deschutes River Canyon, John Day River Canyon (both evaluated as a protected areas and/or recreations areas in Exhibits E and K), and portions of the defined scenic segments of US-97/ Journey Through Time State Scenic Byway² and OR-216 are within the analysis area (see Figure I-1). The Zoning Ordinance includes provisions to minimize impacts to scenic qualities, but does not specify scenic resources (Sherman County 2017). Therefore, based on the information provided through the relevant land use management plans, the Applicant concludes that Sherman County identifies the Lower Deschutes River Canyon, John Day River Canyon (both of which are inclusive of both the Federal and State designations), Journey Through Time Scenic Byway (i.e., US-97) and OR-216 as significant or important scenic resources for inclusion in this Exhibit.

3.2.3 *Gilliam County*

The Gilliam County Comprehensive Plan (Gilliam County 2022) was reviewed for designated scenic resources or sites. The Comprehensive Plan references both the federal John Day Wild and Scenic River as well as the John Day State Scenic Waterway (evaluated as protected areas in Exhibit E), and implements the following goal: “To conserve open space and protect natural and scenic resources.” Similarly, the Zoning and Land Development Ordinance (Gilliam County 2021) references the John Day State Scenic Waterway, but no other scenic resources or associated policies are listed; this Section of the Zoning and Land Development Ordinance is also only applicable to the SR Significant Resource Combining Zone. Therefore, based on the information provided through the relevant land use management plans, the Applicant concludes that Gilliam County identifies the John Day River Canyon (inclusive of both the federal and state designations) as a significant or important scenic resource for inclusion in this Exhibit.

² Note that the entire portion of US-97 within the analysis area is identified as the Journey Through Time State Scenic Byway, a State Scenic Byway managed by ODOT (see Section 3.3.2 for further discussion).

3.3 State

3.3.1 Oregon Department of Fish and Wildlife

The Lower Deschutes Wildlife Area Management Plan (ODFW 2021) is a natural resource management plan designed to protect the Lower Deschutes Wildlife Area (evaluated as a protected area/recreation area in Exhibits E and K). The goals, objectives, and strategies (implementation actions) described in the 2021 plan are focused on maintaining and enhancing key habitats and providing significant wildlife-oriented public use, and do not identify specific scenic resources as significant or important. Therefore, based on the information provided through the Lower Deschutes Wildlife Area Management Plan, the Applicant concludes that ODFW does not identify any scenic resources as significant or important for inclusion in this Exhibit.

3.3.2 Oregon Department of Transportation

3.3.2.1 Journey Through Time Tour Management Plan

Portions of multiple ODOT-managed roads occur within the analysis area; however, only US-97 has a specific land use management plan. The ODOT Oregon Scenic Byway Program assists in the designation, protection, and promotion of Oregon's scenic byways (ODOT 2026a). Oregon's program pre-dates the federal Scenic Byways program, with concern for enhancing Oregon's natural beauty apparent dating back to 1913 with the formalization of a state highway system. Oregon scenic byways are maintained by Corridor Management Plans, as available. The only State Scenic Byway within the analysis area is the Journey Through Time Scenic Byway, which is managed by the Journey Through Time Tour Management Plan (Michael Wetter & Associates 1996; see Figure I-1). The Byway spans five Oregon counties and comprises portions of multiple interstates and state highways, of which US-97 is within the analysis area. Specific scenic resources identified along the scenic byway within the analysis area include unobstructed views of Mt. Jefferson, Mt. Hood, and Mt. Adams. Therefore, based on the information provided through the Journey Through Time Tour Management Plan, the Applicant concludes that ODOT identifies the Journey Through Time Scenic Byway (i.e., US-97) as a significant or important scenic resource for inclusion in this Exhibit.

3.3.2.2 Oregon Highway Plan

The ODOT Oregon Highway Plan was adopted in 1999 and includes a comprehensive management approach for Oregon's multimodal transportation system (ODOT 2023). Last updated in 2023, the Plan is also currently under review, with the next version set to be released in 2027. Through the Plan, the Oregon Transportation Commission has designated State Scenic Byways throughout the state for roads with exceptional scenic values (ODOT 2023). The Journey Through Time Scenic Byway is defined as one of the State Scenic Byways, which is inclusive of the portion of US-97 that runs south from northern Grass Valley to south of Kent and is located within the analysis area (see Figure I-1; ODOT 2026a). Therefore, based on the information provided through the Oregon

Highway Plan, the Applicant concludes that ODOT identifies the Journey Through Time Scenic Byway as a significant or important scenic resource for inclusion in this Exhibit.

3.3.3 Oregon Department of State Lands

ODSL manages its land-based assets through the strategy set out under the 2012 Real Estate Asset Management Plan (REAMP; ODSL 2012). The REAMP classifies the agency's lands into seven categories: Forestlands, Agricultural Lands, Rangelands, Industrial/Commercial/Residential lands, Special Stewardship Lands, Waterways, and Mineral and Energy Resources. Specific scenic resources are not identified in the REAMP; however, Special Stewardship Lands are managed to ensure the protection of "scenic, natural resource, cultural, educational and recreation values" (ODSL 2012). No other land classification is identified as having a scenic resource purpose. No Special Stewardship Lands are present within the analysis area. The few ODSL parcels within the analysis area are classified as Rangeland or Agriculture (see Figure I-1; ODSL 2012). Therefore, based on the information provided through the REAMP, the Applicant concludes that ODSL does not identify any scenic resources as significant or important for inclusion in this Exhibit.

3.3.4 Oregon Parks and Recreation Department

The Cottonwood Canyon State Park Comprehensive Plan (OPRD 2011) evaluates various scenic attributes associated with the Cottonwood Canyon State Park, including the John Day River Canyon as well as various trails, vantage points, and overlooks within the Park (both evaluated as protected areas in Exhibit E). Thus, the Cottonwood Canyon Park as a whole is considered to be a scenic resource to encompass these various scenic attractions, as well as the John Day River Canyon, both of which are located within the analysis area (see Figure I-1). Therefore, based on the information provided through the Cottonwood Canyon State Park Comprehensive Plan, the Applicant concludes that OPRD identifies the John Day River Canyon (inclusive of both the federal and state designations) and Cottonwood Canyon State Park as significant or important scenic resources for inclusion in this Exhibit.

3.4 Tribal

There are no tribal lands located within the analysis area; therefore, this Exhibit does not address any tribal land management plans.

3.5 Regional

There are no regional land use management plans (outside of the federal/state/local plans that apply to "regions" of the applicable jurisdiction(s); e.g., the BLM Two Rivers Resource Management Plan that applies to the Central Oregon region of the Prineville District) applicable to the analysis area.

3.6 Federal

3.6.1 *Bureau of Land Management*

Several BLM parcels are within the analysis area (see Figure I-1); however, the only parcels that contain scenic resources or have designated land use management plans are associated with the White River, Deschutes River, John Day River, and Visual Resource Management (VRM) Class II lands. See below for further information.

3.6.1.1 *Two Rivers Resource Management Plan*

The Two Rivers Resource Management Plan, Record of Decision, Rangeland Program Summary (BLM 1986a) states under Chapter 2, Visual Resources that activities that would result in significant, long-term adverse effects on the visual resources of the John Day or Lower Deschutes River canyons in areas normally seen from these rivers would not be permitted; both river canyons are also designated Special Management Areas (BLM 1986a). The Deschutes River Canyon and John Day River Canyon are within the analysis area (see Figure I-1; both evaluated as protected areas and/or recreation areas in Exhibits E and K).

Additionally, Areas of High Visual Quality are identified along the Lower Deschutes River Canyon, as updated in the BLM National Data (BLM 2026a). The BLM manages visual/scenic resources on the federal lands under its jurisdiction through application of the VRM system (BLM 2026b). The BLM assigns VRM classifications to all BLM-administered lands; lands are placed within VRM Classes I, II, III, or IV depending on their existing visual quality and the management objectives relative to the amount of visual change that would be allowed to occur within those lands. The Applicant understands that the Oregon Department of Energy considers BLM-administered lands managed as VRM Class I and II to be important scenic resources, based on the level of visual resource protection afforded to those lands. Based on the assignment of the BLM-managed lands within the analysis area to VRM Class II (located along/within the Lower Deschutes River [BLM 2026a]), the Applicant concludes that there are VRM scenic resources within the analysis area (see Figure I-1). Therefore, based on the information provided through the Two Rivers Resource Management Plan, the Applicant concludes that BLM identifies the Lower Deschutes River Canyon, John Day River Canyon (both of which are inclusive of both the federal and state designations), and VRM Class II Land as significant or important scenic resources for inclusion in this Exhibit.

3.6.1.2 *Lower Deschutes River Management Plan*

The Lower Deschutes River Management Plan Record of Decision (BLM 1993) provides direction for approximately 20,600 acres of BLM lands within the designated boundaries of the Lower Deschutes Wild and Scenic River (evaluated as a protected area/recreation area in Exhibits E and K). This plan amended and supplemented specific aspects of the Two Rivers Resource Management Plan, primarily with respect to management of recreational use on the Deschutes River. The plan defines responsibilities and priorities for protecting and enhancing the natural and cultural resources of the river corridor. Scenic resources are not identified, and the plan does not describe

management direction specific to scenic resources (which is provided by the Two Rivers Resource Management Plan). Therefore, based on the information provided through the Lower Deschutes River Management Plan, the Applicant concludes that the Plan does not identify any scenic resources as significant or important for inclusion in this Exhibit.

3.6.1.3 John Day Basin Record of Decision and Resource Management Plan

The John Day Basin Record of Decision and Resource Management Plan (RMP; BLM 2015) applies to eight counties in central and eastern Oregon, including the area east of US-97 and the North Fork of the John Day River within the analysis area. The plan includes various objectives for visual resources, including protection for VRM lands, however, based on the latest BLM National Data, no VRM lands were found to be located along the John Day River (BLM 2026a). The plan lists both the John Day Wild and Scenic River and John Day State Scenic Waterway as scenic areas (both evaluated as protected areas in Exhibit E), both of which are within the analysis area (see Figure I-1). Therefore, based on the information provided through the John Day Basin Record of Decision and RMP, the Applicant concludes that BLM identifies the John Day River Canyon (inclusive of both the federal and state designations) as a significant or important scenic resource for inclusion in this Exhibit.

3.6.2 National Park Service

The analysis area includes a portion of the Oregon National Historic Trail (ONHT), which received federal designation as a “historic trail” under the National Trails System Act (NTSA) in 1978. The purpose of the historic trail designation on federal lands is to protect the historic route and any associated artifacts. Specifically, the purpose is described in Section 3(a)(3) of the NTSA as follows:

National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water based components of an historic trail which are on federally owned lands and which meet the national historic trail criteria established in this chapter are included as Federal protection components of a national historic trail....(p. 209, NPS 1999)

Thus, the NTSA and its related protections apply only to where the ONHT is on federal lands. In addition, the focus of the NTSA is on historic preservation, not the management of scenic resources.

The NTSA indicates that specific locations along a historic trail can be identified as “high-potential” sites or trail segments. High-potential sites and trail segments are described as those locations that provide an opportunity to interpret the historic significance of the trail during its major use. As identified in the Management and Use Plan Update – Oregon National Historic Trail and Mormon Pioneer National Historic Trail (MUP; NPS 1999), the portion of the ONHT within the analysis area does not include any high-potential sites or segments.

The MUP was developed to comply with the requirements of the NSTA and to manage preservation of the ONHT. The MUP explains that the purposes of the ONHT are “to identify, preserve, and interpret sites, route, and history of the Oregon Trail” and “to commemorate the westward

movement of emigrants to the Oregon country as an important chapter of our national heritage.” Thus, the ONHT is managed for historical significance and not primarily as a scenic resource. The MUP’s focus on the historic significance of the ONHT and not management of scenic resources is consistent with the Oregon Energy Facility Siting Council findings in Section III.J of the Final Order on Request for Amendment 3 of the Leaning Juniper IIB Wind Power Facility Site Certificate, dated July 2025.³ The scenic value connected with the ONHT is focused on the view of visible trail remnants and ruts, along with the immediate surroundings; scenic quality may be considered when the BLM/NPS is determining whether a site is a high-potential site, but that in itself does not designate the resource to have important or significant scenic qualities, descriptions, or management criteria. Therefore, the high-potential sites/segments of the ONHT identified in the MUP are significant or important historic resources, but are not specifically identified as scenic resources (NPS 1999). Note that they are further evaluated in Exhibit J as important cultural resources.

Although the ONHT high-potential sites and segment are important historic resources, they are not considered nor managed as significant or important scenic resources.

3.6.3 U.S. Forest Service

The Oregon Parks and Recreation Department-managed White River Falls State Park (evaluated as a protected area in Exhibit E) is within the 10-mile analysis area; however, the park does not have a specific land use management plan. Instead, a majority of the state park is within the White River Canyon (evaluated as a protected area in Exhibit E), and thus is managed through the USFS White River National Wild and Scenic River Management Plan (USFS 1994) as well as by Wasco County (Wasco County 2022, Wasco County 2025; see Section 3.2.1 for further information).

Although the White River Canyon is managed by the BLM, the only land use management plan identified for this resource is the White River National Wild and Scenic River Management Plan, prepared by the USFS (USFS 1994; see Figure I-1). Under Chapter 2, Outstanding Remarkable Values/Desired Future Condition, the plan divides the White River into six segments, of which only segments A-D are considered to have remarkable scenic value and have associated “outstanding viewsheds”; solely segments D through F are within the analysis area but only segment D is considered to be a scenic resource (USFS 1994). Therefore, based on the information provided through the White River National Wild and Scenic River Management Plan, the Applicant concludes that USFS identifies the White River Canyon as a significant or important scenic resource for inclusion in this Exhibit.

³ Final Order on Request for Amendment 3 of the Leaning Juniper IIB Wind Power Facility Site Certificate, July 2025, pp. 85-86.

4.0 Visual Impacts

4.1 Methodology – OAR 345-022-0080(4)(c)

(c) A description of the methodology the applicant used to identify and assess potential visual impacts to the scenic resources identified in subsection (a);

Visual impacts of the Facility are primarily related to views of the turbines, solar array, 230-kV aboveground collection line, and, to a lesser degree (due to being collocated or dispersed amongst taller Facility infrastructure), other facilities such as the 500-kV generation-tie (gen-tie) line, access roads, substations, operations and maintenance (O&M) buildings, meteorological towers, battery energy storage system (BESS), fencing and gates, temporary workforce housing, and temporary construction areas.

4.1.1 Zone of Visual Influence Analysis

In evaluating the visual impacts, the Applicant first determined whether the Facility would potentially be visible from each scenic resource using digital bare-earth terrain modeling. A “bare-earth” modeling approach, based only on terrain and excluding existing structures and vegetation, results in a highly conservative assessment of potential visibility. The model does not account for distance, lighting, weather, and atmospheric attenuation factors that diminish visibility under actual field conditions. The analysis began with a zone of visual influence (ZVI) analysis (also known as a viewshed or visibility analysis), using Esri ArcGIS software, to identify the areas from which the Facility turbines, solar array, and aboveground collection line might be visible. Due to the size and siting of turbines on ridges to maximize the wind resource, the turbines are generally the most dominant visible feature compared to other facilities.

To assess the potential visibility of the structures, the ZVI analysis was performed for the turbines, solar array, and the 230-kV aboveground collection line (Figure I-2) with a viewer height assumed to be 1.75 meters (5.75 feet). The analysis assumed 110 percent of the maximum blade tip height (MBTH), utilizing the proposed MBTH of 213 meters (698 feet; taking into account both proposed and alternate turbine locations; Figure I-2.1), a maximum height of 12 feet for the solar arrays (Figure I-2.2); and a maximum height of 135 feet was assumed for the 230-kV aboveground collection line (Figure I-2.3). By using a MBTH that is 10 percent taller than the turbine being analyzed, the ZVI analysis indicates potential visibility beyond what would actually occur. In addition, in some areas where the analysis indicates Facility structures would be visible, the only visible components might be the tips of the turbine blades at MBTH, which would likely be noticeable only at relatively close viewing distances. Additionally, the number of visible turbines would generally be characterized as minimal (15 or fewer turbines potentially visible), low (16 to 30 turbines visible), or moderate (31 to 44 turbines visible), although viewing distance would be a significant factor in determining the overall level of visual impact.

Visibility of Facility infrastructure was defined by visible or not visible, indicated by color coding, and by proximity: foreground (less than 0.5 miles), middleground (0.5 to 5 miles), or background

distances (more than 5 miles). The concept of distance zones can be used as a frame of reference to describe the characteristics of the visible landscape and the effects on scenery from human development and activities. Viewer distance and visual acuity are key factors in studying and determining visual effects, with perceived contrast and visual effects generally diminishing as distance between the viewer and the affected area increases. Distance zones (foreground, middleground, and background) provide a frame of reference for classifying the degree to which details of the viewed Facility would affect visual resources. The zones are defined by their distance from the Facility site boundary. These zones establish a reference for evaluating how project details influence visual resources. They are defined by their distance from the Facility as follows (BLM 1986b):

- **Foreground/Middleground.** This distance zone (between 0 and 5 miles) is considered to be the range from which Facility component details would be visually clear (foreground) and where viewers still have the potential to distinguish individual forms, and texture and color are still identifiable, but become muted and less detailed (middleground).
- **Background.** Within this distance zone (between 5 miles and 15 miles), texture has disappeared, and color has flattened, making objects appear “washed out;” however, landform ridgelines are still distinguishable.
- **Seldom Seen.** This distance zone (beyond 15 miles) includes lands visible beyond the background distance or lands hidden from view from key locations.

Viewers are likely to perceive landscape features with greater clarity in foreground views, with clarity gradually diminishing toward the distant middleground. Within the background distance zone, forms, lines, and textures begin to blend into the surrounding landscape and colors generally appear more muted. Features located within the seldom-seen distance zone would be barely detectable.

The wind turbines would be the most visible component of the Facility due to their large-scale vertical structures, and the intensity of visibility would vary by viewing distance and location. In the foreground and middleground distance zones, the turbines would be readily discernible above the horizon, with turbine towers and rotor assemblies appearing as strong visual focal points. As viewing distance increases into the far middleground, the turbines would appear notably diminished in scale and less visually dominant, becoming subordinate to surrounding landscape features. From distant viewpoints, including the far background and seldom-seen distance zones, the wind turbines would be minimally visible or inconspicuous, generally appearing very small in scale, low on the horizon, and only faintly perceptible.

The solar array components are described in further detail in the Background Information Exhibit. The solar panels would be the most visible components of the solar arrays and would consist of solar module strings, mounted on single-axis tracker systems. The visibility of the solar arrays would depend primarily on topographic or other view obstructions and the distance from the viewer to the solar arrays, unless within the foreground distance zone. With a maximum height of 12 feet, the arrays would not be visible from sites lower in elevation than the area on which the array is constructed. From sites that are similar in elevation to the arrays, viewers are likely to

perceive only a line on the horizon, and not individual solar panels. Depending on the viewing distance, viewers at sites higher in elevation may have views of the panels, becoming more noticeable when the view direction is toward the angle at which the panel is tilted toward the sun. To the extent practicable, reflectivity of the solar arrays would be minimized. Antireflective coating would be used to reduce glare and the surface of the panels would have high transmittance to increase the amount of light reaching the photovoltaic cells. With these methods, the panels would be less reflective than a natural water body or a coated glass surface that is not antireflective.

Where visible, the solar arrays and gen-tie line structures would be subordinate to the visual character of the existing views, generally appearing as being absorbed into the broader landscape.

4.2 Visual Impacts – OAR 345-022-0080(4)(d)(e)

(d) Identification of potential visual impacts to the scenic resources identified in subsection (a), including, but not limited to:

(A) Loss of vegetation or alteration of the landscape as a result of construction or operation;

(B) Visual impacts of facility structures or plumes, including but not limited to, changes in landscape character or quality; and

(C) Loss of visibility due to air emissions or other pollution resulting from the construction or operation of the proposed facility;

(e) An assessment of the significance of the visual impacts described under subsection (d);

Table I-2 presents the results of the viewshed analysis for nearby cities within the analysis area. The Facility would not generate any emissions plumes, so it would not cause any visual impacts from air emissions. Potential visual impacts due to dust created during construction would be largely prevented by following best management practices for dust control as detailed in Exhibit C and Exhibit O-2. Vegetation removal and site grading would be limited as practicable during construction (neither anticipated during operations), and any associated visual impacts would be addressed through the implementation of appropriate mitigation measures including revegetation (see Section 5.0 and Exhibit G). Visual impacts of the Facility are primarily related to potential views of the turbines, solar arrays, and aboveground collection line.

Table I-2. Viewshed Analysis Results for Cities Near the Facility

Jurisdiction	Assessment Results
Moro	Low potential visibility at a distance of over 3 miles
Grass Valley	High potential visibility at a distance of over 0.5 miles

Descriptions of the visual effects of the Facility at the affected scenic resources are provided below. Note that some scenic resources are analyzed together due to colocation.

4.2.1 Existing Landscape Character

Existing infrastructure within the site boundary includes residential and agricultural buildings, a 69-kV transmission line, a 230-kV transmission line, and a 500-kV transmission line. The existing BPA 500-kV Ashe-Marion Transmission Line runs northeast/southwest through the site boundary and is the POI for the Facility. The existing BPA 230-kV Jones Canyon-Santiam Transmission Line runs adjacent and parallel to the Ashe-Marion line through the site boundary. A PacifiCorp 69-kV transmission line runs north/south through the northeastern portion of the site boundary. OR-216, US-97, and multiple paved county roads travel through the site boundary. Additionally, both the existing/operating Golden Hills Wind Project and Klondike III Wind Project are within 10 miles to the north of the site boundary (see Figure 3 of the Background Exhibit).

4.2.2 Scenic Resources

4.2.2.1 White River Canyon

At the White River Canyon, the visual impact of the Facility is anticipated to be negligible. The viewshed analysis indicates up to a moderate number (31 to 44 turbines) of turbines would be visible depending on location at a far background viewing distance of at least 10.1 miles (the proximity to the closest turbine) along limited sections of the river canyon rims/ridges (Figure I-2.1). The turbines would be hardly perceptible at this distance. The viewshed analysis also indicates potential intermittent visibility of the solar arrays at a background distance of 9.9 miles or greater along limited sections of the river canyon rims/ridges (Figure I-2.2). Because the solar arrays would appear relatively low to the ground with a maximum height of 12 feet, if noticeable, they would not be distinct from this distance and would not obstruct or intrude upon views from the resource. Where visible, the arrays would appear as a very thin dark line on the horizon. Both the turbines and solar arrays would create minimal visual contrast, which would be seen in context with existing landscape modifications, including existing utility infrastructure, rural development, and agricultural irrigation equipment. Additionally, the Facility's associated aboveground collection line would have potential visibility, though barely perceptible, at a far background distance of 12.0 miles or greater from the river canyon rims/ridges (Figure I-2.3). The Facility would not introduce a new or unusual feature to the view or alter the existing visual character. Note that due to topographical screening, potential Facility views are confined to the upper ridges of the White River Canyon and the proposed Facility would not be visible from within the canyon, where most of the recreational opportunities are concentrated.

The portion of the White River within the analysis area is part of the White River Canyon is identified by the applicable federal management plan as well as by Wasco County as an important scenic resource where significant adverse visual impacts should be avoided (USFS 1994, Wasco County 2022, Wasco County 2025). The river corridor is popular for its diverse recreational opportunities including fishing, sightseeing, hiking, and camping (BLM 2026c). Although the river would have some intermittent views of the Facility, visibility of the Facility is not anticipated to

compromise the purpose of the river and would not result in significant adverse visual impacts on this scenic resource.

4.2.2.2 Lower Deschutes River Canyon/Visual Resource Management Class II Lands

At the Lower Deschutes River Canyon/VRM Class II areas, the visual impact of the Facility is anticipated to be negligible. The viewshed analysis indicates up to a moderate number (31 to 44) of turbines would be visible depending on location at a middleground viewing distance of at least 4.4 miles (the proximity to the closest turbine) along scattered sections of the river canyon rims/ridges (Figure I-2.1); minimal turbines (1 to 15) would be visible from the VRM Class II areas specifically. The turbines would appear as thin vertical structures with rotating blades that would be noticeable but appear small in scale. The viewshed analysis also indicates potential intermittent visibility of the solar arrays at a middleground distance of 3.7 miles or greater along scattered sections of the river canyon rims/ridges (Figure I-2.2); the solar array would not be visible from the VRM Class II areas. Because the solar arrays would appear relatively low to the ground with a maximum height of 12 feet, if noticeable, they would not be distinct from this distance and would not obstruct or intrude upon views from the resource. Where visible, the arrays would appear as a dark line on the horizon. Both the turbines and solar arrays would create minimal visual contrast, which would be seen in context with existing landscape modifications, including existing utility infrastructure, rural development, and agricultural irrigation equipment. The viewshed analysis also indicates no visibility of the aboveground collector line due to terrain/geographical screening at the Lower Deschutes River Canyon nor VRM Class II areas (Figure I-2.3). The Facility would not introduce a new or unusual feature to the view or alter the existing visual character. Note that due to topographical screening, potential Facility views are confined to the upper ridges of the Lower Deschutes River Canyon and the proposed Facility would not be visible from within the canyon, where most of the recreational opportunities are concentrated.

The Lower Deschutes River Canyon is identified by the applicable federal management plan as well as by local plans as an important scenic resource where significant adverse visual impacts should be avoided (BLM 1986a, Sherman County 2007, Wasco County 2022, Wasco County 2025). The river corridor is popular for its diverse recreational opportunities including fishing, camping, and rafting, and a railroad corridor (to the west) and Lower Deschutes River Back Country Byway (to the east; see below) parallel the river within the canyon (BLM 2026d). Portions of the Lower Deschutes River Canyon within the analysis area are designated as Class II areas by BLM's VRM system; however, management does not apply outside the boundaries of the Class II area, thus there is no management direction for preservation of views or scenic quality related to the lands on which the Facility is located. Views of the Facility would not compromise the purpose of the Lower Deschutes River Canyon /VRM Class II areas and would affect few users for a short duration. Although the river would have some intermittent views of the Facility, visibility of the Facility is not anticipated to compromise the purpose of the river and would not result in significant adverse visual impacts on this scenic resource.

4.2.2.3 John Day River Canyon

At the John Day River Canyon, the visual impact of the Facility is anticipated to be negligible. The viewshed analysis indicates up to a minimal number (1 to 15) of turbines would be visible depending on location at a background viewing distance of at least 6.2 miles (the proximity to the closest turbine) along scattered sections of the river canyon rims/ridges (Figure I-2.1). The turbines would appear as thin vertical structures with rotating blades that would be noticeable but appear small in scale. The turbines would create minimal visual contrast (i.e., minimally noticeable and not distinct), which would be seen in context with existing landscape modifications, including existing utility infrastructure, rural development, and agricultural irrigation equipment. The viewshed analysis also indicates no visibility of the solar arrays and aboveground collector line due to terrain/geographical screening (Figures I-2.2 and I-2.3). The Facility would not introduce a new or unusual feature to the view or alter the existing visual character. Note that due to topographical screening, potential Facility views are confined to the upper ridges of the John Day River Canyon and the proposed Facility would not be visible from within the canyon, where most of the recreational opportunities are concentrated.

The John Day River Canyon is identified by the applicable federal management plans as well as by local plans as an important scenic resource where significant adverse visual impacts should be avoided (BLM 1986a, BLM 2015, Gilliam County 2021, Gilliam County 2022, Sherman County 2007, Wasco County 2022, Wasco County 2025). The river corridor is popular for its diverse recreational opportunities including fishing and other water-associated recreation, hunting, sightseeing, camping, hiking, horseback riding, snowmobiling, and other snow-associated recreation (BLM 2026e). Although the river would have some intermittent views of the Facility, visibility of the Facility is not anticipated to compromise the purpose of the river and would not result in significant adverse visual impacts on this scenic resource.

4.2.2.4 Cottonwood Canyon State Park

At the Cottonwood Canyon State Park, the visual impact of the Facility is anticipated to be negligible. The viewshed analysis indicates up to a low number (16 to 30) of turbines would be visible depending on location at a background viewing distance of at least 9.7 miles (the proximity to the closest turbine) within limited portions of the Park (Figure I-2.1). The turbines would appear as thin vertical structures with rotating blades that would be noticeable but appear small in scale. The turbines would create minimal visual contrast (i.e., minimally noticeable and not distinct), which would be seen in context with existing landscape modifications, including existing utility infrastructure, rural development, and agricultural irrigation equipment. The viewshed analysis also indicates no visibility of the solar arrays and aboveground collector line due to terrain/geographical screening (Figures I-2.2 and I-2.3). The Facility would not introduce a new or unusual feature to the view or alter the existing visual character.

The Cottonwood Canyon State Park is identified by the applicable state management plan as an important scenic resource where significant adverse visual impacts should be avoided (OPRD

2011). The Park is popular for its diverse recreational opportunities including fishing and other water recreation, hiking, year-round and backcountry camping, and hunting (OPRD 2026). Although the Park would have some intermittent views of the Facility, visibility of the Facility is not anticipated to compromise the purpose of the Park and would not result in significant adverse visual impacts on this scenic resource.

4.2.2.5 Journey Through Time Scenic Byway

At the Journey Through Time Scenic Byway, the visual impact of the Facility is anticipated to be moderate to high. The viewshed analysis indicates up to a moderate number (31 to 44) of turbines would be visible depending on location at a foreground viewing distance of at least 0.4 miles (the proximity to the closest turbine) along a majority of the byway within the analysis area (Figure I-2.1). The turbines would be prominent structures in the landscape, depending on terrain and vegetation. The turbines would extend well beyond the horizon and bring large-scale moving structures much closer to the viewer. Existing wind farms are along the byway, namely near Moro (within the analysis area) and north to the intersection with I-84 (outside the analysis area) and are even highlighted as a notable feature along the byway (Travel Oregon 2026). The viewshed analysis also indicates potential intermittent visibility of the solar arrays at a foreground distance of 0.02 miles or greater along a majority of the byway within the analysis area (Figure I-2.2). Existing solar farms are visible along the byway, namely south of the Facility but within the analysis area. Because the solar arrays would appear relatively low to the ground with a maximum height of 12 feet, they would not be a prominent feature from this distance and would not obstruct or intrude upon views from the resource. Both the turbines and solar arrays would create weak visual contrast because they would be seen in context with existing landscape modifications, including existing renewable energy facilities, utility infrastructure, rural development, and agricultural irrigation equipment. Additionally, the Facility's associated aboveground collection line may also be visible at a foreground distance (byway crossed by aboveground collection line) along a majority of the byway within the analysis area (Figure I-2.3). The aboveground collection line would introduce thin vertical structures that would create low visual contrast in context with other existing similar electrical infrastructure in the viewshed; Several transmission lines cross the byway within the analysis area, most notably, crossing portions of the byway that are immediately adjacent or within the site boundary (Google Earth 2024). Overall, visibility of Facility infrastructure would be increased due to flat topography. Note that the 7-mile portion of the byway that passes through the Facility site boundary would amount to about eight minutes of travel time (assuming a 55 miles-per-hour speed limit; ODOT 2026b); therefore visual impacts from the Facility infrastructure would be transient in nature, experienced by drivers as they pass through the Facility area. Although new structures would be constructed, the Facility would not introduce a new or unusual feature to the view or significantly alter the existing visual character.

There is no management direction for preservation of views or scenic quality related to the lands on which the Facility is located, outside the boundaries of the byway. The byway is identified by the applicable state management plans as well as by local plans as an important scenic resource where significant adverse visual impacts should be avoided (City of Grass Valley 2013, Michael Wetter &

Associates 1996, ODOT 2023, Sherman County 2007, Wasco County 2022, Wasco County 2025). Besides potential mountain views from the byway (i.e., Mt. Hood, Mt. Jefferson, and Mt. Adams), the Journey Through Time Scenic Byway has no specific scenic resources/viewpoints identified along the portion of the byway within the analysis area (Michael Wetter & Associates 1996).

This portion of the byway is anticipated to primarily be used as a travel route to access the more popular byway attractions such as the John Day Fossil Beds National Monument, John Day River (i.e., the portions of the byway that run directly adjacent to the river between Spray and Prairie City), and the Painted Hills, all of which are located well outside the analysis area. Additionally, usage of the byway significantly drops after the OR-206 intersection per ODOT's 2024 Annual Average Daily Traffic data for US-97 (ODOT 2024). The portion of the byway within the analysis area offers panoramic, extended views due to the flat topography; however, these views are already dominated by either agricultural or energy/utility land uses. Therefore, with the implementation of design measures as applicable (see Section 5.0), views of the Facility would not compromise the purpose of the byway and the Facility would not have a significant adverse visual impact on this scenic resource.

4.2.2.6 Scenic Portions of OR-216

Along the scenic portions of OR-216 the visual impact of the Facility is anticipated to be moderate to high. The viewshed analysis indicates up to a moderate number (31 to 44) of turbines would be visible depending on location at a foreground viewing distance of at least 0.13 miles (the proximity to the closest turbine) along nearly the entire portion of the highway within Sherman County and the analysis area (Figure I-2.1). The turbines would be prominent structures in the landscape, depending on terrain and vegetation. The turbines would extend well beyond the horizon and bring large-scale moving structures much closer to the viewer. Existing wind farms are present north of the highway, namely near Moro/along OR-97 (within the analysis area) and north to the intersection with I-84 (outside the analysis area). The viewshed analysis also indicates potential intermittent visibility of the solar arrays at a foreground distance of 0.02 miles or greater primarily along the east-most section of the highway within the analysis area (Figure I-2.2). Existing solar farms are visible south of the highway, namely south of the Facility but within the analysis area. Because the solar arrays would appear relatively low to the ground with a maximum height of 12 feet, they would not be a prominent feature from this distance and would not obstruct or intrude upon views from the resource. Both the turbines and solar arrays would create weak visual contrast because they would be seen in context with existing landscape modifications, including existing renewable energy facilities, utility infrastructure, rural development, and agricultural irrigation equipment. Additionally, the Facility's associated aboveground collection line may also be visible at a foreground distance of 0.5 miles or greater primarily along the east-most section of the highway within the analysis area (Figure I-2.3). The aboveground collection line would introduce thin vertical structures that would create low visual contrast in context with other existing similar electrical infrastructure in the viewshed; Several transmission lines cross the highway within the analysis area, most notably, crossing portions of the highway that are immediately adjacent or within the site boundary (Google Earth 2024). Although new structures would be constructed, the

Facility would not introduce a new or unusual feature to the view or significantly alter the existing visual character. Overall, visibility of Facility infrastructure would be increased due to flat topography. Note that the 9-mile portion of the Highway that is within or adjacent to the Facility site boundary would amount to about 10 minutes of travel time (assuming a 55 miles per hour speed limit; ODOT 2026b). Visual impacts from the Facility infrastructure would be transient in nature, experienced by drivers as they pass through the Facility area.

The scenic-designated portion of OR-216 within the analysis area is identified by applicable local management plans as an important scenic resource where significant adverse visual impacts should be avoided (City of Grass Valley 2013, Sherman County 2007, Wasco County 2022). Recreational opportunities include sightseeing. However, the portion of the Highway within the analysis area is relatively flat and primarily consists of cropland and shrub/scrub land and does not include any associated viewpoints or facilities (except at the crossing John Day River Canyon, which is not anticipated to have Facility visibility). It offers sweeping views due to the flat topography, but this portion of the route is predominantly used as a travel route to Grass Valley or Tygh Valley, where a majority of potential attractions (e.g., protected areas, scenic resources, and recreation opportunities) are located, as opposed to attractions along the Highway itself. With the implementation of design measures as applicable (see Section 5.0), the Facility is not anticipated to compromise the purpose of the Highway and would not result in significant adverse visual impacts on this scenic resource.

4.2.2.7 Scenic Portions of OR-206

Along the scenic portions of OR-206, the visual impact of the Facility is anticipated to be negligible. The viewshed analysis indicates up to a moderate number (31 to 44) of turbines would be visible depending on location at a far background viewing distance of at least 10.6 miles (the proximity to the closest turbine) along primarily scattered portions of the highway northwest of the John Day River Canyon crossing (Figure I-2.1). The turbines would be hardly perceptible at this distance. The viewshed analysis also indicates potential intermittent visibility of the solar arrays at a background distance of 7.6 miles or greater along scattered portions of the highway northwest of the John Day River Canyon crossing (Figure I-2.2). Because the solar arrays would appear relatively low to the ground with a maximum height of 12 feet, if noticeable, they would not be distinct from this distance and would not obstruct or intrude upon views from the resource. Where visible, the arrays would appear as a dark line on the horizon. Both the turbines and solar arrays would create minimal visual contrast, which would be seen in context with existing landscape modifications, including existing utility infrastructure, rural development, and agricultural irrigation equipment. Additionally, the Facility's associated aboveground collection line may also be visible at a background distance of 8.9 miles or greater along limited portions of the byway northwest of the John Day River Canyon crossing (Figure I-2.3). If visible, the aboveground collection line would introduce thin vertical structures that would create minimal visual contrast in context with other existing similar electrical infrastructure in the viewshed. The Facility would not introduce a new or unusual feature to the view or alter the existing visual character. Visual impacts from the Facility

infrastructure would be transient in nature, experienced by drivers as they pass near the Facility area.

The scenic-designated portion of OR-206 within the analysis area is identified by applicable local management plans as an important scenic resource where significant adverse visual impacts should be avoided (City of Grass Valley 2013). Recreational opportunities include sightseeing, traveling southeast from Wasco to southeast of the John Day River Canyon crossing (within the analysis area), with no associated viewpoints or facilities. Although the highway would have some intermittent views of the Facility, visibility of the Facility is not anticipated to compromise the purpose of the highway and would not result in significant adverse visual impacts on this scenic resource.

5.0 Avoidance and Mitigation Measures – OAR 345-022-0080(4)(f)

(f) A description of the measures the applicant proposes to avoid, reduce or otherwise mitigate any potential significant adverse visual impacts; and

This section discusses anticipated Facility design, engineering, and related measures to avoid, reduce, or otherwise mitigate adverse visual impacts from the Facility as described above.

5.1 Project Planning and Design Measures

To avoid and minimize visual impacts, the Applicant has sited the Facility in a remote area of Sherman County and designed the turbine and solar array such that visibility would be minimized as much as practicable from the nearest towns. The Facility has been designed in accordance with the Sherman County 2007 Wind Power Ordinance (Sherman County 2007) that contains significant wind turbine setback requirements; see Exhibit D, Figure D-10, which demonstrates the associated setback(s) compliance. Specifically:

- The Applicant initially proposed a total of 100 turbines in the preliminary layout, but has reduced the proposal to 44 turbines during the design process, to both avoid constraints and comply with the Sherman County Wind Power Ordinance.
- Pursuant to Section 6 of the Sherman County Wind Power Ordinance (Sherman County 2007), the minimum setback distance of one mile has been applied to all wind turbines from boundary lines of any incorporated city in Sherman County (e.g., Grass Valley).
- Pursuant to Section 4 of the Sherman County Wind Power Ordinance (Sherman County 2007), the Facility's 44 turbines are set back from property lines outside of the site boundary in all east-west upwind and downwind directional property line installations by no less than 7.5 times the rotor diameter and no less than 1.5 times the rotor diameter for

all north-south property line delineations.⁴ Though these requirements only apply to project boundaries and are not required for wind turbines installed within the site boundary, the proposed turbine locations within the site boundary have also been designed to comply with this requirement, which represents significant additional scenic mitigation.

Thus, turbines would be appropriately set back from project boundaries, constraints, surrounding land uses, and the rights-of-way of county roads and state and interstate highways.

Numerous other design measures would further reduce visual impacts. Turbines would be painted with a grey, white, or off-white, low-reflectivity coating to minimize reflection and contrast with the sky; this reduces the visual impact of skylining and makes the turbines highly visible to daytime pilots. The solar module crystalline cells will be housed within antireflective glass panels to prevent glare. Additionally, the solar arrays would be installed with a racking system that enables the photovoltaics to track the sun through the day. As such, the arrays would only be at their maximum angle (i.e., tallest position) for a brief portion of the day following sunrise, and a brief portion of the day prior to sunset. The solar arrays would be at a lower angle during the remaining hours of the day and night, including horizontal, which is the default and nighttime position. Similarly, the O&M buildings, substations and BESS would be designed/painted to be generally consistent with the surrounding landscape. The aboveground collection line would be routed adjacent to existing infrastructure (e.g., roads, transmission lines) to minimize visual impacts. Support towers for the aboveground collection line would be either steel or wood—which would largely blend with the surroundings—or steel, which would have a low-reflectivity coating. Otherwise, electrical collector lines would be placed underground as practicable. Lighting on the Facility would be minimal. Turbine exterior lighting, as required by the Federal Aviation Administration, would consist of red flashing lights placed at the end of turbine strings and approximately every 0.5 mile within the Facility. Outdoor lighting at the Facility substations, BESS, and the O&M buildings would be kept to a minimum through the use of motion sensors and switches to reduce lighting to the minimum required for safety when not in use, and lighting would be directed downward and inward to prevent off-site glare.

Additional mitigation measures may include refinements to Facility siting during final design, particularly the routing of access roads to reduce environmental and visual impacts.

5.2 Landscape Treatment Measures

Landscape treatment measures that are considered to reduce the potential visual impacts of the turbines, solar array, and aboveground collection line typically involve construction or post-construction actions that can help to minimize their appearance. These measures can include vegetation clearing practices used in construction, landscape plantings in specific locations following construction, and practices used in long-term operation and maintenance of the wind and solar energy facilities.

⁴ There is one location (Turbine 13) where a setback extends outside the Facility site boundary; in this location the setback extends into a parcel owned by a participating landowner (Tract 15; see Figure D-5 in Exhibit D) and is leased by the Facility.

Options for visual mitigation of wind turbine and aboveground collection line tower construction are limited due to the height of the turbines and safety requirements that necessitate removal of vegetation. Notwithstanding such constraints, the Applicant would consider landscaping or vegetation management measures that have been identified as a potential means to reduce visual impacts from the Facility, as outlined below. Similar to design measures, some landscape treatment measures may be specific to a visual concern for a certain portion of the Facility, while others would be applied on a Facility-wide basis. Landscape treatment measures that have been suggested and would be incorporated into the Facility are summarized as follows:

- The Applicant would develop a Revegetation Plan (see Exhibit G) that includes measures for rehabilitation of impacts related to vegetation clearing. Among other provisions in the plan, vegetation clearing and ground disturbance would be limited to the area necessary to safely and efficiently install the Facility infrastructure.
- Survey crews would remove all stakes and flagging from the construction area following construction.
- Access roads and other areas of ground disturbance would be watered during construction, as needed, to avoid the generation of airborne dust.
- Vegetation screening would be considered on a case-by-case basis where it would be practical and effective in reducing the visibility of Facility infrastructure.
- Prior to facility retirement, minimum restoration activities would take place including dismantling of facility infrastructure and revegetation of disturbed areas.

6.0 Monitoring – OAR 345-022-0080(4)(g)

(g) The applicant's proposed monitoring program, if any, for impacts to scenic resources.

Monitoring for visual impacts is not proposed. Unlike some other types of impacts, such as potential impacts to biological resources, visual impacts typically do not change over time. Therefore, monitoring for visual impact would not provide meaningful information.

7.0 References

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8.0 Approval Standards and Submittal Requirements

Table I-3. Approval Standards and Submittal Requirements

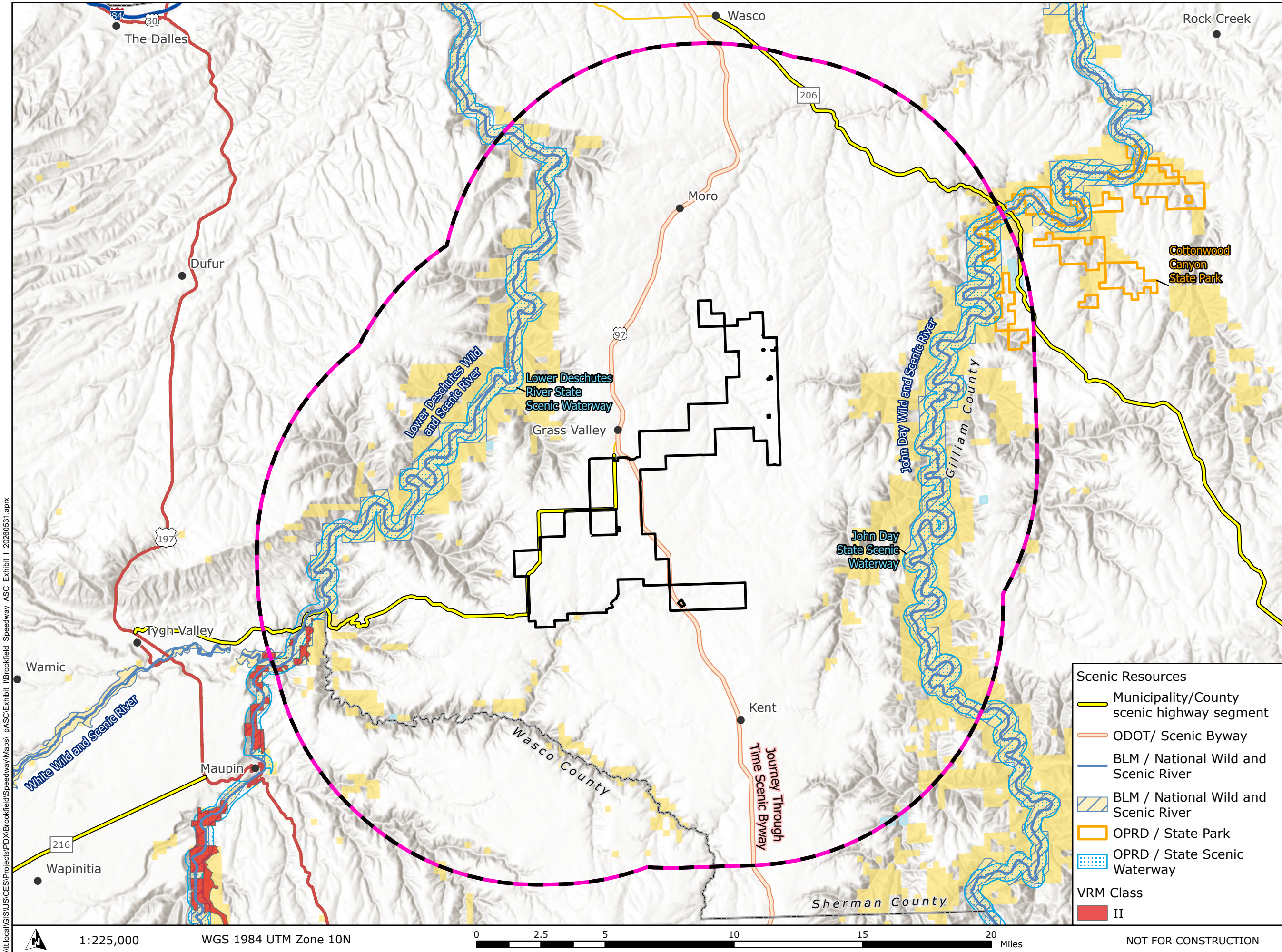
Requirements	Location
OAR 345-022-0080 Scenic Resources	
Approval Standards	
(1) To issue a site certificate, the Council must find that the design, construction and operation of the facility, taking into account mitigation, are not likely to result in significant adverse visual impacts to significant or important scenic resources.	Sections 3.0 through 6.0
(2) The Council may issue a site certificate for a special criteria facility under OAR 345-015-0310 without making the findings described in section (1). In issuing such a site certificate, the Council may impose conditions of approval to minimize the potential significant adverse visual impacts from the design, construction, and operation of the facility on significant or important scenic resources.	N/A

Preliminary Application for Site Certificate
Exhibit I. Scenic Resources

Requirements	Location
(3) A scenic resource is considered to be significant or important if it is identified as significant or important in a current land use management plan adopted by one or more local, tribal, state, regional, or federal government or agency.	Section 3.0
Submittal Requirements	
(4) To assist the Council in determining whether the standard outlined in (1) through (3) has been met, the Applicant must submit an analysis of potential visual impacts of the proposed facility, if any, on significant or important scenic resources within the analysis area, providing evidence to support a finding by the Council under OAR 345-022-0080, including:	N/A
(a) An inventory of scenic resources identified as significant or important in a land use management plan adopted by one or more local, tribal, state, regional, or federal government or agency applicable to lands within the analysis area for scenic resources. The applicant must provide a list of the land management plans reviewed in developing the inventory and a copy of the relevant portion of the plans;	Attachment I-1, Section 3.0
(b) A map or maps showing the location of the scenic resources described under subsection (a), in relation to the site of the proposed facility;	Figure I-1
(c) A description of the methodology the applicant used to identify and assess potential visual impacts to the scenic resources identified in subsection (a);	Section 4.1
(d) Identification of potential visual impacts to the scenic resources identified in subsection (a), including, but not limited to:	-
(A) Loss of vegetation or alteration of the landscape as a result of construction or operation;	Section 4.2, Figures I-2.1, I-2.2, I-2.3
(B) Visual impacts of facility structures or plumes, including but not limited to, changes in landscape character or quality; and	Section 4.2, Figures I-2.1, I-2.2, I-2.3
(C) Loss of visibility due to air emissions or other pollution resulting from the construction or operation of the proposed facility;	Section 4.2, Figures I-2.1, I-2.2, I-2.3
(e) An assessment of the significance of the visual impacts described under subsection (d);	Section 4.2, Figures I-2.1, I-2.2, I-2.3
(f) A description of the measures the applicant proposes to avoid, reduce or otherwise mitigate any potential significant adverse visual impacts; and	Section 5.0
(g) The applicant's proposed monitoring program, if any, for impacts to scenic resources.	Section 6.0
EFSC 4-2026, amend filed 04/23/2026, effective 04/23/2026	

Figures

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Speedway Energy Facility

Figure I-1 Scenic Resources within the Analysis Area

SHERMAN COUNTY, OR

Facility Site Boundary

Analysis Area (10 mile buffer)

City/Town

County Boundary

Interstate Highway

US Highway

State Highway

Management Agency

Bureau of Land Management (BLM)

State Land

Scenic Resources

Municipality/County scenic highway segment

ODOT/ Scenic Byway

BLM / National Wild and Scenic River

BLM / National Wild and Scenic River

OPRD / State Park

OPRD / State Scenic Waterway

VRM Class

II

TETRA TECH

Speedway Energy

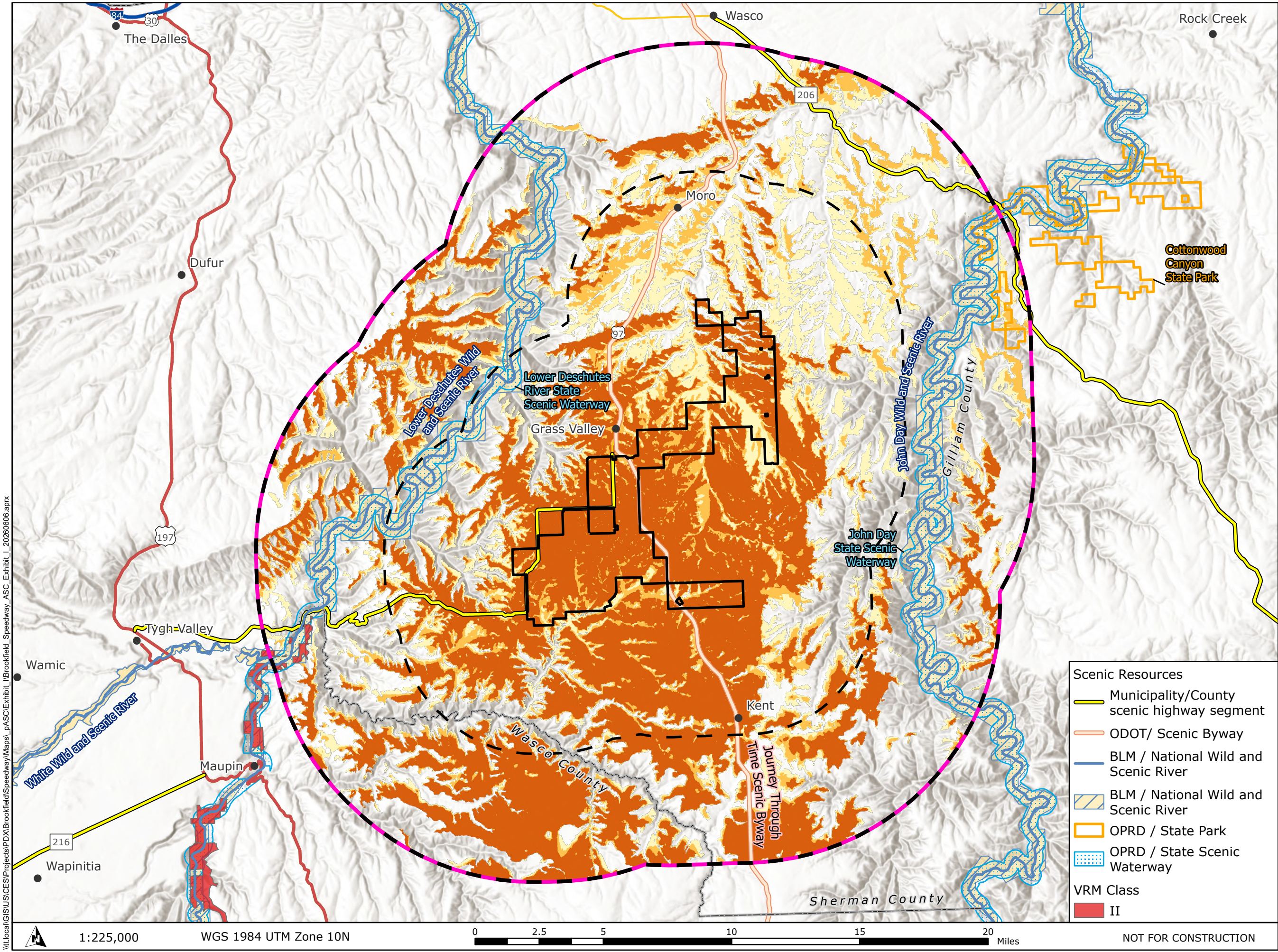
Reference Map

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WGS 1984 UTM Zone 10N

0 2.5 5 10 15 20 Miles

NOT FOR CONSTRUCTION



Speedway Energy Facility

Figure I-2.1 Scenic Resources Turbine Viewshed

SHERMAN COUNTY, OR

Facility Site Boundary

Analysis Area (10 mile buffer)

5-miles

City/Town

County Boundary

Interstate Highway

US Highway

State Highway

Number of Turbines Visible*

1 - 15 (Minimal)

16 - 30 (Low)

31 - 44 (Moderate)

* Potential turbine visibility calculated using a 30 meter bare-earth digital elevation model with turbine heights of 767.8 feet (234 meters) representing 110% Maximum Blade Tip Height and a viewing height of 5.75 feet (1.75 meters).

TETRA TECH

Speedway Energy

Reference Map

Municipality/County scenic highway segment

ODOT/ Scenic Byway

BLM / National Wild and Scenic River

BLM / National Wild and Scenic River

OPRD / State Park

OPRD / State Scenic Waterway

VRM Class

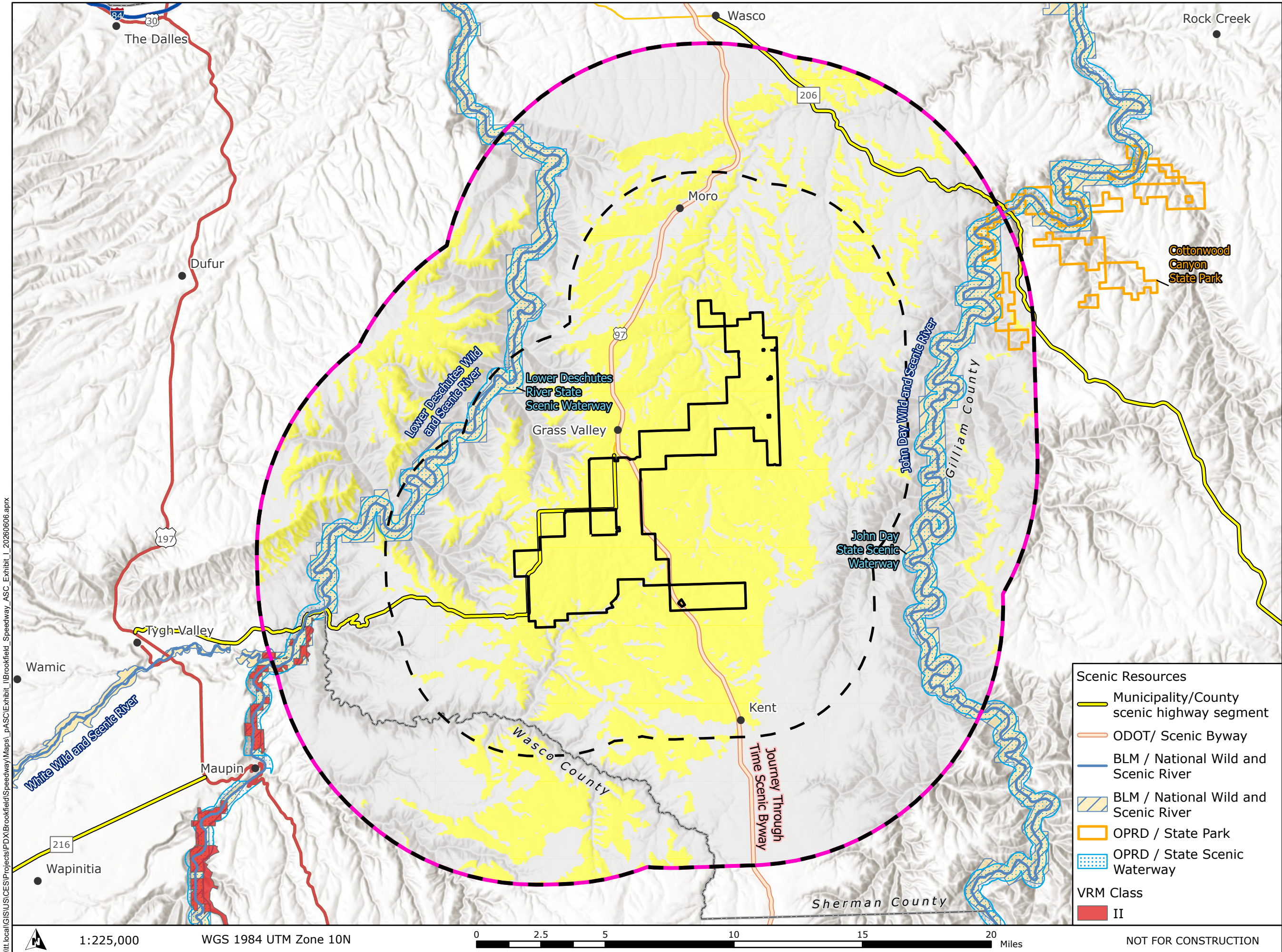
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1:225,000 WGS 1984 UTM Zone 10N

0 2.5 5 10 15 20 Miles

NOT FOR CONSTRUCTION

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Speedway Energy Facility

Figure I-2.2 Scenic Resources Solar Array Viewshed

SHERMAN COUNTY, OR

Facility Site Boundary

Analysis Area (10 mile buffer)

5-miles

City/Town

County Boundary

Interstate Highway

US Highway

State Highway

Solar Array Visibility*

Not Visible

Potentially Visible

Scenic Resources

Municipality/County scenic highway segment

ODOT/ Scenic Byway

BLM / National Wild and Scenic River

BLM / National Wild and Scenic River

OPRD / State Park

OPRD / State Scenic Waterway

VRM Class

II

* Potential solar array visibility calculated using a 30 meter bare-earth digital elevation model with solar array heights of 12 feet (4 meters) and a viewing height of 5.75 feet (1.75 meters).

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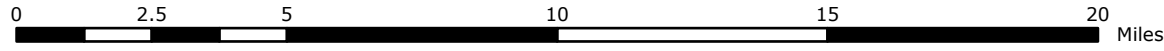
Speedway Energy

Reference Map



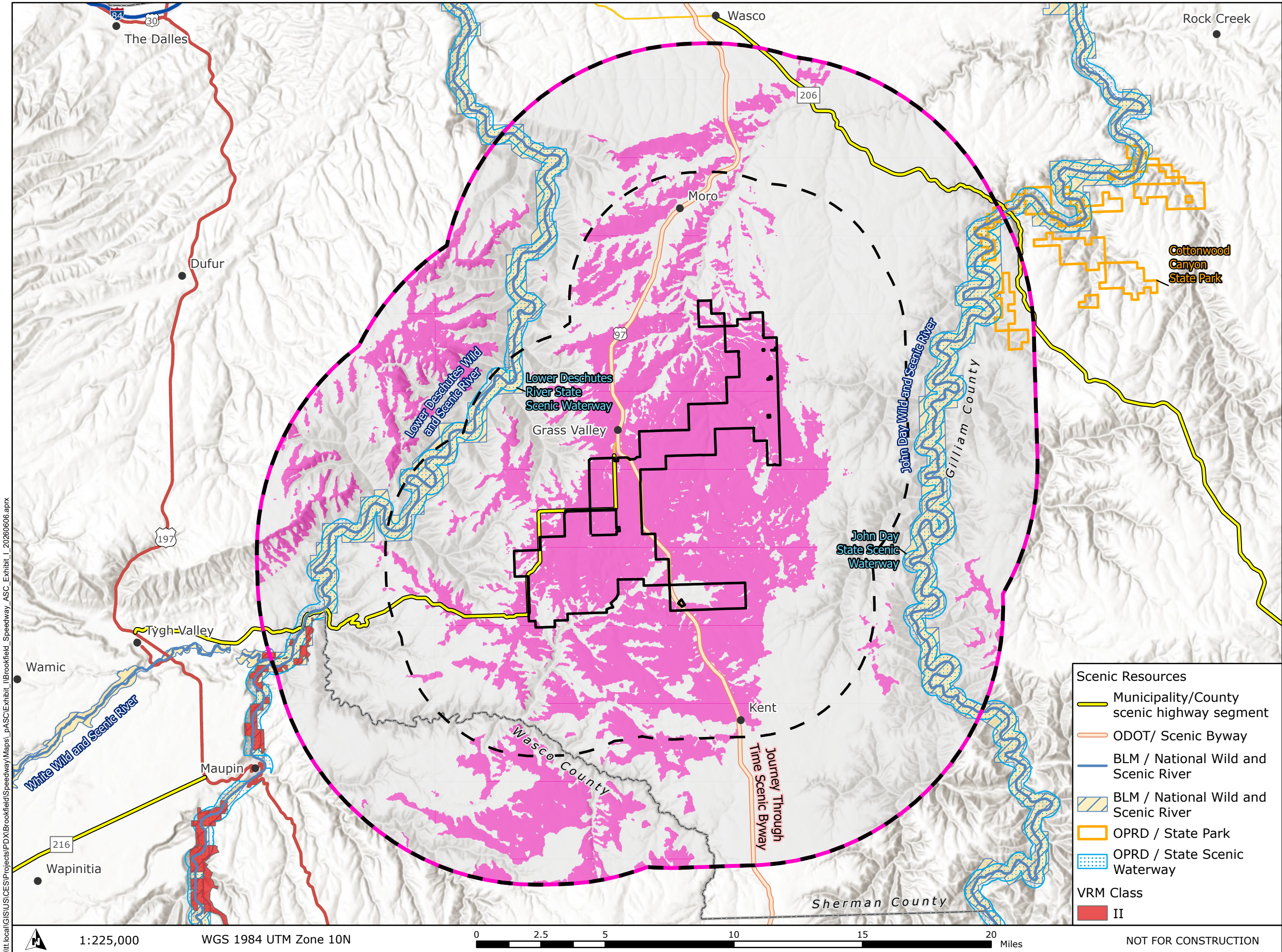
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WGS 1984 UTM Zone 10N



NOT FOR CONSTRUCTION

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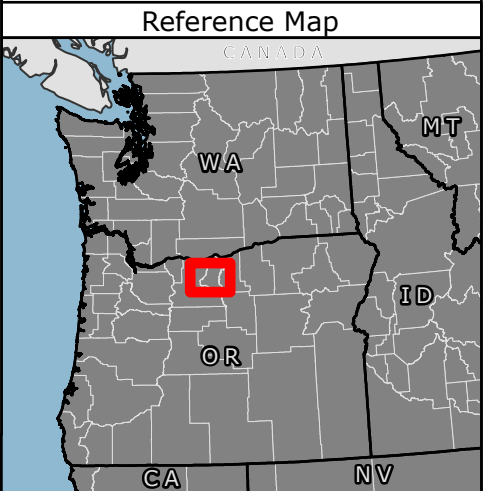


Speedway Energy Facility

Figure I-2.3 Scenic Resources Collection Line Viewshed

SHERMAN COUNTY, OR

- Facility Site Boundary
 - Analysis Area (10 mile buffer)
 - 5-miles
 - City/Town
 - County Boundary
 - Interstate Highway
 - US Highway
 - State Highway
 - Collection Line Visibility*
 - Not Visible
 - Potentially Visible
- * Potential collection line visibility calculated using a 30 meter bare-earth digital elevation model with collection line heights of 135 feet (41 meters) and a viewing height of 5.75 feet (1.75 meters).



- ### Scenic Resources
- Municipality/County scenic highway segment
 - ODOT/ Scenic Byway
 - BLM / National Wild and Scenic River
 - BLM / National Wild and Scenic River
 - OPRD / State Park
 - OPRD / State Scenic Waterway
- ### VRM Class
- II

Attachment I-1. Land Use Management Plan Excerpts

**Grass Valley Revised Comprehensive Land
Use Plan
(City of Grass Valley 2013)**

<u>Designated Scenic Highways:</u>	<u>Hwy #</u>	<u>Milepost</u>	<u>to</u>	<u>Milepost</u>
I-84	2	17.68		43.54
		45.06		60.87
		64.75		69.62
		70.63		79.70
		87.85		106.46
		110.10		137.56
		138.79		149.50
	44	00.00		26.17
OR216	290	6.00		11.00
OR206	300	5.00		38.00
		45.59		73.00
		74.00		82.28
US 97	42	.50		5.00
		10.00		16.00
		22.00		27.00
		30.00		56.04
		56.72		68.66

There are numerous proposals by a diversity of agencies and groups for recreation developments within Sherman County. The Oregon Department of Transportation, Parks and Recreation Branch has plans to further develop the Deschutes State Park. Current plans for development of the park identifies 21 additional camping sites, swimming beaches and fish cleaning area as well as the acquisition of 2 miles of river frontage for a foot trail and fishing access.

The Bureau of Land Management organized an independent Advisory Board, which had the following suggestions for development along the Deschutes River. The Advisory Board Committee suggested that a walking trail be developed along the East Side of the River from the Deschutes River State Park to Mack's Canyon and prohibit the use of private recreation vehicles on the existing road from River mile 0-20. The group also suggested the development of parking and trailhead facilities on the Canyon rim above Harris Canyon along Gordon Ridge and to improve the old foot trail to connect this trailhead facility with the River. The Committee also suggested that overnight camping be limited to the developed camping sites at Beavertail and Mack's Canyon and plan for high-density public use at these sites. The Advisory Board Committee believed that public access was desirable along the riverbank from the mouth to Buck Hollow. The long-term goal would be for the public to acquire, through fee title, all lands adjacent to the River, as it becomes available.

The Oregon State Game Commission developed a Master Plan for Angler Access in 1969. Within it the Commission suggested that a boat launch was needed at the Deschutes State Park and a public access trail was needed from the boundary of the State Park upstream four miles. The Commission also believed that trail access was desirable across 2815 feet of private land in order to legally allow public access from the Bureau of Land Management holdings at Mack's Canyon down stream six and one-half miles.

2040 Comprehensive Plan (Wasco County 2022)

Scenic Views and Sites

Table 5.14-Wasco County Designated Scenic Areas

Route No	Hwy	From MP & Location	To MP & Location	Remarks
US I-84 N	2	67.72 – Hood River/Wasco County Line 70.63 – E City Limits of Mosier 87.85 - .06 E of E City Limits of The Dalles 96.70 - .25 W of Jct Celilo-Wasco Hwy	69.62 – W City Limits of Mosier 79.70 – 1.08 W of Tayler Frantz Rd O-Xing 96.70 - .25 W of Jct Celilo-Wascy Hwy 99.85 – Wasco/Sherman County Line	660' Both Sides 660' Both Sides 660' Both Sides Within View
US 97	4	2.00 - .16 S of O-Xing, Equipment Pass 22.42 - .06 N of Tygh Ridge Summit 47.00 - .14 N of City Limits of Maupin	11.00 - .14 S of Starveout Road 43.83 - .13 N of W City Limits of Maupin 50.00 – 2.58 S of S City Limits of Maupin	Within View Within View Within View
US 197/US 97	4	59.00 – 1.07 S of Criterion	74.26 – Wasco/Jefferson County Line	660' Both Sides
US 97	42	48.81 – Sherman/Wasco County Line 56.72 – W City Limits of Shaniko	56.04 – N City Limits of Shaniko 68.66 – Jct The Dalles-California Hwy	Within View Within View
ORE 216	44	0.00 – Jct Warm Springs Highway	26.17 – Jct The Dalles-California Hwy	Within View
US 26	53	62.15 – Clackamas/Wasco County Line	77.99 - .11 W of Willow Creek	660' Both Sides
ORE 216	290	6.00 - .45 W of Winter Water Creek	8.30 – Wasco/Sherman County Line	660' Both Sides
ORE 218	291	0.56 – S City Limits of Shaniko 8.24 – E City Limits of Antelope	7.31 – N City Limits of Antelope 23.07 – Wasco/Wheeler County Line	660' Both Sides 660' Both Sides
US 30	292	2.00 - .91 E of City Limits of Mosier	13.00 - .73 W of Taylor – Frantz Road	660' Both Sides

Figure 5.14a - Wasco County Outstanding Scenic and Recreational Area

Columbia River Gorge: Includes area defined by the Columbia River Gorge Commission and O.R.S. 390.460.

Deschutes River: Areas within the river canyon that can be seen from the Deschutes River or lands designated under the State Scenic Rivers Act. This is a potential Federal Wild and Scenic River.

John Day River: Land seen from the river within the river canyon, or lands designated under the State Scenic Rivers Act. This river is under study for inclusion as a Federal Wild and Scenic River.

Rock Creek Reservoir: Includes land adjacent to the reservoir.

Pine Hollow Lake: Includes land adjacent to the lake.

White River: Lands within the River Canyon, or lands within approximately 4 mile of the river

Land Use and Development Ordinance (Wasco County 2025)

Section 3.790 – Natural Areas, Wild and Scenic Rivers and Oregon Scenic Waterways Overlay (OZ-7)

Section 3.791 – Purpose	1
Section 3.792 – Applicability	1
Section 3.793 – Prohibited Uses	1
Section 3.794 – Permitted Uses	1
Section 3.795 – Approval Standards	1
Section 3.796 – Relationship to the Base Zones	2

Section 3.791 – Purpose

Consistent with Goal 5, the purpose of this overlay district is to protect Natural Areas ([OAR 660-023-0160](#)), Federal Wild and Scenic Rivers ([OAR 660-023-0120](#)), and Oregon Scenic Waterways ([OAR 660-023-0130](#)). These resources have been identified and inventoried in the Wasco County Comprehensive Plan.

Section 3.792 – Applicability

Natural Areas are designated sites listed in the Oregon State Register of Natural Heritage Resources, the Wasco County Comprehensive Plan, and on the Wasco County Comprehensive Plan Zoning Map.

The White River is a Federally Designated Wild and Scenic River and is also listed as a protected resource in the Wasco County Comprehensive Plan and Comprehensive Plan Zoning Map.

The John Day and Deschutes Rivers are designated Oregon Scenic Waterways and are also listed as protected resources in the Wasco County Comprehensive Plan and Comprehensive Plan Zoning Map.

Section 3.793 — Permitted Uses

Consistent with the Wasco County Comprehensive Plan, all uses, except residential uses in rural residential zones, allowed in the underlying zones may be permitted subject to conditional use criteria and review.

Residential development may be permitted in rural residential zones, subject to Section 3.795.

Section 3.794 – Approval Standards

In the evaluation of any use subject to the Natural Area Overlay, finding shall be required demonstrating that the designated natural value will not be damaged by the use or activity. If a proposed use or activity would result in the permanent destruction of natural value, then the request shall be denied.

All applications are also subject to the conditional use procedures and criteria, as listed in Chapter 5. Applications within the overlay zone protections for the Oregon Scenic Waterways are also subject to the following:

- A. The Bureau of Land Management, Oregon State Department of Transportation and the Warm Springs Indian Reservation shall be notified of all proposed land actions with the Deschutes River and John Day River Scenic Waterways areas for their review and comment.
- B. Landowners proposing development along the Deschutes and/or John Day Rivers must notify the Oregon Parks and Recreation Department (OPRD). The landowner shall make notification on OPRD forms and submit directly to OPRD.

Section 3.795 – Approval Standards for Residential Development in Rural Residential Zones

Residential development may be permitted in rural residential zones subject to the following:

- A. New dwellings must be located 100 feet from the ordinary high water mark of the White River, Deschutes River, or John Day River.
- B. New dwellings must be located 200 feet from a Natural Areas site.
- C. Replacement dwellings must be located in the same footprint as the existing dwelling.
- D. If the A-C cannot be met, applicants may follow the standards in Section 3.794.

Section 3.796 – Relationship to the Base Zones

- A. Land located within this overlay zone is subject to the requirements and standards of this Chapter in addition to those specified in the underlying zone. If a conflict in regulation or standards occurs, the more restrictive regulation or standard shall apply.

applicant shall notify the Oregon Department of Aviation and the Federal Aviation Administration of the proposed facility and shall promptly notify the Planning Division of the responses from the Oregon Department of Aviation and/or Federal Aviation Administration.

Aerial Sprayers and operators who have requested to be notified will receive all notifications associated with the energy facility as required by Chapter 2, Development Approval Procedures.

2. Interference with Communications - The energy facility shall be designed, constructed and operated so as to avoid any material signal interference with communication systems such as, but not limited to, radio, telephone, television, satellite, microwave or emergency communication systems. Should any material interference occur, the permit holder must develop and implement a mitigation plan in consultation with the Planning Division.
3. Noise - The energy facility shall comply with the noise regulations in OAR [340-035](#). The applicant may be required to submit a qualified expert's analysis and written report.
4. Visual Impact
 - a. Scenic Resources – To issue a conditional use permit for an energy facility, the county must find that the design, construction and operation of the facility, taking into account mitigation, are not likely to result in significant adverse impact to scenic resources or values identified as significant or important in the Wasco County Comprehensive Plan.
 - b. Protected Areas - Except as provided in subsections [\(b\)](#) and [\(c\)](#) below, an energy facility shall not be located in the areas listed below:
 - (1) National recreation and scenic areas, including but not limited to the Columbia River Gorge National Scenic Area;
 - (2) Scenic waterways designated pursuant to ORS [390.826](#), wild or scenic rivers designated pursuant to 16 U.S.C. 1271 et seq., and those waterways and rivers listed as potentials for designation;
 - (3) State parks and waysides as listed by the Oregon Department of Parks and Recreation;
 - (4) State wildlife areas and management areas identified in OAR [635-008](#);

Comprehensive Land Use Plan (Sherman County 2007)

Finding XI. Rock outcroppings, trees, the John Day River Canyon and the Deschutes River Canyon are all-important features of the County's landscape. In addition, the Oregon State Department of Transportation has designated certain segments of I-84, U.S. 97, ORE 206 and ORE 216 as Scenic Highways.

Listed below are the segments so designated.

Route #	Hwy #	Milepost to Milepost	
I-84	2	99.85 (Sherman/Wasco)	106.46
		110.10	114.23 (Sherman/Gilliam)
OR 216	290	8.30 (Sherman/Wasco)	11.00
OR 206	300	5.00	14.91 (Sherman/Gilliam)
US 97	42	0.50	5.00
		10.00	16.00
		22.00	27.00
		30.00	48.81 (Sherman/Wasco)

Finding XII. A diversity of fish and wildlife habitat types are available within the County and are utilized by an even greater number of fish and wildlife species. Grain production and cattle grazing when properly managed are consistent with wildlife and fisheries habitat preservation. The riparian vegetation adjacent to seeps, springs, streams and rivers within the County constitute a particularly valuable resource. Riparian vegetation also conserves soil resources and improves water quality and quantity. At the present time, 118 wildlife vegetative planting and 147 guzzler sites are in varying degrees of repair. The Oregon Department of Fish and Wildlife has established wildlife refuges: one-quarter mile wide along the entire eastern boundary of the County; north of the Union Pacific right-of-way along the Columbia River to the State-line along the entire northern boundary of the County; and any sandbar or island within or along the Deschutes River

Gilliam County Comprehensive Plan (Gilliam County 2022)

GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

Goal: To conserve open space and protect natural and scenic resources.

Statewide planning Goal 5 requires the county to inventory the following resources:

1. Riparian corridors, including water and riparian areas and fish habitat;
2. Wetlands;
3. Wildlife Habitat (including bird sites);
4. Federal Wild and Scenic Rivers;
5. State Scenic Waterways;
6. Groundwater resources;
7. Approved Oregon Recreation Trails;
8. Natural Areas;
9. Wilderness Areas;
10. Mineral and Aggregate Resources;
11. Energy sources;
12. Cultural areas.

Counties are also encouraged to maintain current inventories of historic resources, open space, and scenic views and sites.

The policies adopted in this Comprehensive Plan focus on issues related to the conservation of open space and natural and scenic resources. They are intended to comply with statewide planning goals and guidelines concerning Open Spaces, Scenic and Historic Areas, and Natural Resources (Goal 5).

FINDINGS

1. Open space is characteristic of Gilliam County, and no effort exclusively directed toward acquisition of additional open space is necessary. As provided in this Comprehensive Plan, stream beds, drainage ways and proven landslide areas generally will be maintained in a open state as a matter of prudent development practice.
2. 1985 Atlas of Oregon Lakes: No Lakes are identified in Gilliam County
3. The rock outcroppings marking the rim and walls of steep canyon slopes are an important characteristic of the County's landscape.
4. The entire Columbia River waterfront, including related fish and wildlife habitat, is within the jurisdiction of the United States Army Corps of Engineers; the Corps has prepared and adopted a plan for the development of the river shore land, which plan encompasses

preservation of fish and wildlife habitat and the development of water-oriented park and recreation facilities.

5. In the matter of fishery resources, the Gilliam County area is reported (John Day River Basin Plan of 1986-SWR) as serving primarily as a migration corridor for anadromous fish using more upstream areas of the subject River Basin. The majority of habitat in the Gilliam County area is reported as only marginally productive for anadromous fish, with the most productive steelhead streams being Rock Creek and Thirty Mile Creek. Other fishery resources reported within the County include a small fall Chinook run and limited cold-water and warm-water resident fish populations. Rehabilitation work in potentially productive Rock Creek and Thirty Mile Creek and tributaries are noted as a need to improve fishery resources
6. The Oregon Department of Fish and Wildlife has recommended development of a number of access sites on the John Day River. The commission also has established two wildlife areas; one at the mouth of Willow Creek and the other consisting of that portion of the John Day River from the mouth of Thirty-Mile Creek to the Columbia River.
7. There are no inventoried wetlands within the County.
8. Hunting for deer and upland game birds area also noted as popular activities; relative thereto, the Oregon Department of Fish & Wildlife (ODFW) has identified areas for Big Game Winter Habitat and Upland – Waterfowl Habitat. Maps of these areas were set forth in the 1977 Plan.
9. Portions of the John Day River from the Wheeler County line to Tumwater Falls have been classified as Scenic or Natural River areas by the State of Oregon under provisions of ORS 390.805 through 390.925. Also, within this area of the John Day River, from the mouth up river for about 84 miles to Thirty Mile Creek, is the John Day State Wildlife Refuge which provides a resting area for ducks and geese and provides habitat for various raptor species and other wildlife. Land uses, including structures, are regulated within this area by the provisions of the Scenic Waterway designation. No additional regulations on behalf of the County are deemed necessary.
 - A) The State Scenic Waterway designation applicable to this area of the County was enacted by ORS 390.825 (6) and the authority for the regulation of uses within said area is vested with the State Department of Transportation by ORS 390.845. Pursuant to ORS 390.845, said state agency has adopted and enforces regulations governing all uses within said area; said regulations set forth in OAR Chapter 736, Division 40. Said regulations are intended fully to protect and enhance those values which caused such scenic waterway area to be so designated; i.e. esthetic, scenic, fish & wildlife, scientific and recreation features. The adequacy of such regulations to fully protect the subject resource is attested to in the 1979 Wild and Scenic River Report & Environmental Assessment for the subject area as conducted by the

National Park Service. In compliance with OAR 660-16-005 and 660-16-010, said NPS Report and Environmental Assessment is hereby adopted by reference as though set forth in full herein, and is concluded to fully comply the County's responsibilities relative to inventory requirements, Goal 5 process requirements, identification of conflicting uses, ESEE analysis requirements, and resource protection requirements. The NPS Report for the Natural & Scenic River areas complies with Goal 5 because no new structures or improvements which are visible from the river, other than those erected and made in connection with agricultural uses, or those needed for public recreation or resource protection will be permitted. Additional dwellings and commercial public service facilities, including resorts and motels, lodges and trailer parks, which are visible from the river, will not be permitted.

- B) Natural River Area. The segment of the scenic waterway beginning at the intersection of West to East Centerline of Section Five (5), Township Five South, Range Nineteen East of the Willamette meridian (T 5S, R 19E, W.M.), Sherman County, extended easterly from the center of said section to its intersection with the John Day River, near the mouth of Thirty mile Creek; thence downstream approximately 31 miles to the North Boundary of the Southwest Quarter (SW 14) for the Southeast Quarter (SE ¼) of Section Twenty-four (S 24), Township Two South, Range Eighteen East of the Willamette Meridian (T 2S, R 18E, W.M.), Sherman and Gilliam Counties, near East Ferry Canyon, is classified as a Natural River Area.

Within this area, no new structures or improvements, which are visible from the river, other than those, erected or made in connection with agricultural uses, or those needed for public recreation or resource protection will be permitted. Additional dwellings and commercial public service facilities, including resorts and motels, lodges and trailer parks which are visible from the river will not be permitted

- C) Scenic River Areas. The segments of the scenic waterway upstream and downstream from the designated Wild River Area are classified as Scenic River Areas.

Within these areas, no new structures or improvements which are visible from the river, other than those erected or made in connection with agricultural uses, or those needed for public recreation or resource protection will be permitted. Additional dwellings, other than those necessary to existing agricultural uses, and commercial public service facilities, including resorts and motels, lodges and trailer parks which are visible from the river, will not be permitted.

10. John Day River Basin Plan of 1995 (SWR): A review of this adopted document concurs that Gilliam County is not located within an area that is subject to a critical groundwater study or designation. Nor are there any storage facilities deemed feasible or any hydroelectric value.

11. There are no inventoried of approved Oregon Recreation Trails located in Gilliam County
12. Only three (3) natural resource sites are reported of any significance by the nature Conservancy under the Oregon Natural Heritage Program. These three (3) sites are listed below, but beyond the brief listing, no site-specific information is available, nor has the Nature Conservancy presented even a Site Report on said resources:

- A) Pullen Pasture-Vegetative Resources Only - Sec 28 of T5S, R24E – No acreage figure given.
- B) Lone Rock Creek Area Natural Grasslands – Vegetative Resources Only – Sections 29, 30 & 32 of T4S, R23E and Sec 5 of T5S, R23E – No acreage figure given.
- C) Horn Butte – Vegetative Resources Only – Sections 11 & 12 of T2N, R22E – No acreage figure given.

There is insufficient information concerning the purported resources and resource site for the County to initiate any action concerning the afore-referenced sites. Without “any” specific information, the extent, condition, impacts and protection measures necessary are undeterminable. In accordance with the provisions of OAR 660-16-000 (5)(b), these resource sites will be addressed in the future as sufficient information for site identification becomes available.

13. Pursuant to the requirements of compliance with State Planning Goal 5, the County must complete an Economic, Social, Environment and Energy (ESEE) Analysis for all identified “Natural” Resources in the County. Said Analysis has been completed and is hereby adopted as though set forth in full herein. However, with the exception of the aggregate resource sites, riparian habitat areas, and historic resources, no such resources have been identified as needing County protection.
14. There are no inventoried Wilderness Areas within Gilliam County.
15. The County is not heavily mineralized and there is no record of production. Although there are references to limited deposits of volcanic ash, semiprecious gems, bauxite and coal, none are assigned any significance in value. Lastly, some exploratory oil and gas wells have been drilled in the vicinity of Condon, but no known findings are evident.
16. All active aggregate sources in the County are being inventoried and are identified by site location in the inventory set forth as an Attachment hereto. A comparison of the estimated total volume of aggregate from these sources to the estimated needs of committed or projected construction projects requiring such material clearly indicates that sufficient quantities are available to meet such needs.

17. It is the policy of Gilliam County to fully protect significant mineral and aggregate resource sites by determining the Economic, Social, Environmental and Energy (ESEE) consequences of not allowing conflicting uses to occur within the 1500-foot impact area.
18. Since the last update of the Comprehensive Plan in 2000, the county has seen a major change in the demand for wind energy projects. Since 2003, the county has approved several projects that are in operation and there are several more projects that have been approved by the County Planning Commission.
19. In the matter of Historic Resources, a comprehensive Countywide Historic Resource Inventory was completed in 1988. Existing identified resources are considered significant resources and should be subject to applicable protection measures. In 1988 a list of Historic Sites, Gilliam County was included in the comprehensive plan, the list contains 125 sites.

POLICIES

In consideration of the above Findings, the Gilliam County Court adopts the following policies:

1. Because of the limited resources identified as fishery resources in the County, specific protection of riparian habitat along those streams, which are identified as important for such habitat will be instituted.
2. The Department of Fish and Wildlife (ODFW) will be consulted when proposed land use actions may affect fish or wildlife habitats.
3. Land use categories, such as the Exclusive Farm Use (EFU) zone with its 160 acres minimum parcel size, which preserve the integrity of wildlife habitats will be established.
4. Gilliam County will publicize provisions of state law relative to Scenic Waterways, to render all possible assistance in enforcement of laws, rules, and regulations pertaining to State designated Scenic Waterways and to otherwise aid in the implementation of the declared policy of the State of Oregon with respect to such waterways. Conflicts between agricultural and recreational uses in this area should be resolved in favor of agriculture.
5. Gilliam County will notify and consult with appropriate state agencies during review of development proposals when such proposals might affect surface or ground water quality.
6. As funds are made available, Gilliam County will conduct a study of groundwater resources.
7. There are no state designated trails in the County at this time. However, if the State proposes any new trails, the County will cooperate in reviewing any new proposal.

8. At such time as additional and sufficient information is made available concerning the three (3) identified natural resource sites, the County shall complete the required ESEE Analysis and provide for any identified necessary protection measures as may be appropriate.
9. It shall be the County Policy that when new information is available on Natural Resource Sites, such information shall be reviewed to comply with Goal 5 in the County's subsequent periodic review.
10. In the past, extractive industrial activities of some magnitude have operated in the County, and although no such concerns are presently in operation, it is reasonable to expect that they, or others like them, will become active as heavy construction activity in the area commences. The policy of Gilliam County is to encourage development of the County's mineral resources, consistent with other objectives and policies of this Comprehensive Plan, and under conditions that will not result in permanent destruction of the natural beauty of the County's landscape. Basalt outcroppings characteristic of the area generally should be left in their natural state and only under particularly justifiable circumstances will County approval of mining of potentially scenic hillsides be given. The County's policy on mining of potentially scenic hillsides may require a search for suitable alternate sites for mining operations should any major construction project, not foreseen at this time, occur. Therefore, the County shall support, cooperate, and coordinate with any efforts by the Oregon Department of Geology and Mineral Industries (DOGMI) to carry out a Mineral & Aggregate Inventory of the County, and when such inventory is completed it shall be adopted as a component of this Plan and appropriate protection measures adopted to protect identified needed sites.
11. Because of the identification of limited mineral and aggregate resources in the County, appropriate protection measures for such identified resource sites shall be adopted to insure the continued availability of such sites for the purpose intended.
12. Gilliam County will continue to encourage the development of alternative sources of energy.
13. The areas in which most Indian petroglyphs and other evidence of Indian habitation are known to exist are not easily accessible to the general public. Even so, a number of these sites have been substantially destroyed due to intensive unsupervised visitation and not infrequently by deliberate exploitation and vandalism. Until such time as access to these valuable sites can be fully controlled and adequately supervised, the County suggests that landowners use whatever lawful means are necessary to discourage general visitation and that their location be not generally publicized. The County shall adopt specific zoning provisions designed to provide a level maximum level of protection for those limited natural and scenic resources identified within the County. Such provisions shall ensure a maximum level of review by the appropriate resource agencies and organizations for any development proposal identified as possible affecting an identified resource, and shall be applied as an overlay or combining zone with the primary applied Zone.

Zoning and Land Development Ordinance (Gilliam County 2021)

- f. In no instance shall the minimum lot size or dwelling density provisions of this section allow a smaller lot or parcel size or a greater dwelling density than allowed by the underlying primary zone.
- 5. **Sensitive Eagle and Heron Habitat.** Although there are not currently any such identified resource sites within the County outside the boundaries of the Scenic Waterway designation of the John Day River, at such time as such sites are identified and duly designated as such by the County as an amendment to the Goal 5 element of the Plan, the following provisions shall apply.
 - a. The proposed use shall not destroy or cause abandonment of the nesting or roosting trees or sites.
 - b. Within 600 feet of an eagle nest site or 300 feet of a heron rookery site, no tree removal, except where authorized by the Forest Practice Act and subsequent adopted Administrative Rules, or other conflicting use shall be allowed unless the Planning Director, after consultation with the Oregon Department of Fish and Wildlife, and in consideration of critical nesting periods, buffer areas and necessary trees for nesting the roosting, finds that the conflicting use will not destroy or reasonably cause the abandonment of the site.

E. LIST OF CONFLICTING USES AND ACTIVITIES

1. Mineral and Aggregate Resources

- a. Dwellings, except those in conjunction with mining operations.
- b. Parks, playgrounds, campgrounds, hunting and fishing preserves.
- c. Community and neighborhood centers and recreation facilities and establishments.
- d. Schools and day care or nurseries.
- e. Dude Ranch or resort facility.
- f. Commercial residential use.
- g. Tourist or travelers accommodations.
- h. Mobile home park or travel trailer parks.
- i. Vineyards
- j. Wineries
- k. Wind Turbines

2. **Natural Areas** (for natural areas identified as having only wildlife resource elements refer to that resource category)
3. **Big Game Habitat**
 - a. Residential dwellings to include those customarily provided in conjunction with farm or forest uses.
 - b. Campgrounds.
 - c. Highways and roads other than access roads.
 - d. Community centers.
 - e. Golf courses.
 - f. Schools.
4. **Wetlands.** Although there are not currently any such identified resource sites within the County outside the boundaries of the Scenic Waterway designation of the John Day River, at such time as such sites are identified and duly designated as such by the County as an amendment to the Goal 5 element of the Plan, the following shall apply in the initial identification of Conflicting Uses.
 - a. Ditching, draining or diking, usually but not necessarily in conjunction with farm use.
 - b. Fill for any purpose, usually but not necessarily in conjunction with building siting and roadway construction.
 - c. Water withdrawals or impoundments.
5. **Riparian Vegetation**
 - a. Forest products harvesting and associated activities such as road building and log storage.
 - b. Vegetative removal or land cleaning for any use.
6. **Sensitive Bird Habitat**
 - a. Tree removal for any purpose.
 - b. Residential dwellings, to include those customarily provided in conjunction with farm or forest use.
 - c. Solid waste disposal.
 - d. Commercial use in conjunction with farm or forest uses.

F. RESPONSIBLE RESOURCE AGENCY LIST

1. Energy resources:

- a. State Department of Energy.

2. Mineral and aggregate resources:

- a. County Road Department
- b. State Highway Department
- c. Department of Transportation
- d. Department of Geology and Mineral Industries

3. Archaeological resources:

- a. County Historical Society
- b. State Historic Preservation Office

4. Historic buildings and sites:

- a. County Historical Society
- b. State Historic Preservation Office

5. Parks and recreation scenic waterways:

- a. State Parks & Recreation
- b. State Department of Transportation

6. Geothermal resources:

- a. Department of Geology and Mineral Industries

G. HISTORIC BUILDINGS AND SITES

- 1. Alteration/Demolition Permits.** A permit is required for alteration or demolition of any structure listed in the County Comprehensive Plan inventory of significant historic resources.

- a. Alteration as governed by this section means any addition to, removal of, or change in the exterior part of a structure and shall include modification of the surface texture,

**ODOT Journey Through Time Tour
Management Plan
(Michael Wetter & Associates 1996)**

Mountain Views

- ⇒ Resource: Mountain Views. Unsurpassed and unobstructed vistas of Mt. Jefferson, Mt. Hood and Mt. Adams.
- ⇒ Location: Highway 97.
- ⇒ Condition: Good.
- ⇒ Management: Private agricultural land adjacent to highway.
- ⇒ Enhancement: A pull-out with interpretive sign is needed.
- ⇒ Protection: Awareness among land owners.

This is part of the Buck Hollow Watershed Project area, which is a collaboration of area landowners, the Bureau of Land Management, and the Soil & Water Conservation Districts of Sherman and Wasco Counties. The North Central Regional Strategy tourism effort will work with this organization to identify ways to keep the key views open.

Shaniko (Pop.30)

- ⇒ Resource: Community.
- ⇒ Location: Highway 97.
- ⇒ Management: Municipality.
- ⇒ Condition:
- ⇒ Enhancement: Sewer system needed.
- ⇒ Protection: None needed.

Shaniko dates from 1900, when a spur of the Columbia Southern Railroad was extended south from the Columbia River Gorge to haul sheep and wool to market. The vast grasslands were home to thousands of cattle and sheep in the late 19th century. The boom gave Shaniko the title of "Wool Shipping Center of the World" for a brief decade. The usual assortment of frontier establishments were here: hotels, saloons, brothels and dry goods stores. Some of the last big battles between the cattlemen and the sheep ranchers were fought on the open range outside Shaniko.

The town takes its name from August Scherneckau, the operator of the store and stage stop. The town had nearly faded from existence until 1985, when Jean and Dorothy Farrell from Eugene purchased the hotel and restored it. The hotel, built in 1900, was known as "Southern Queen of the Highland Hostelrys." The dining room is a miniature museum of North Central Oregon with a beautiful backbar of an early saloon. In recent years Shaniko has been developing a "ghost town" theme and several Old West styled buildings have been relocated here or reconstructed.

⇒ Fossil (Pop. 470)

- ⇒ Resource: Community.
- ⇒ Location: Highway 19 and 218.
- ⇒ Management: Municipality.
- ⇒ Condition:
- ⇒ Enhancement:
- ⇒ Protection: None needed.

Oregon Highway Plan (ODOT 2023)

SCENIC BYWAYS

Background

While every state highway has certain scenic attributes (see Policy 5B), the Oregon Transportation Commission has designated Scenic Byways throughout the state on federal, state, and local roads which have exceptional scenic value (see map, Figure 11). In 1998, the federal government designated two of these routes as All- American Roads and four as National Scenic Byways. The Oregon Transportation Commission may designate additional state byways. To protect the scenic assets of its Scenic Byways, ODOT will develop guidelines for aesthetic and design elements within the public right-of-way that are appropriate to Scenic Byways. The Scenic Byways Policy recognizes that safety and performance issues may cause the need for physical improvements to Scenic Byways, and seeks to balance these needs with the preservation of scenic values.

Policy 1D: Scenic Byways

It is the policy of the State of Oregon to preserve and enhance designated Scenic Byways, and to consider aesthetic and design elements along with safety and performance considerations on designated Byways.

Action 1D.1

Develop and apply guidelines for appropriate aesthetic and design elements within the public right-of-way on Scenic Byways. The purpose of these guidelines is to preserve and enhance the scenic value while accommodating critical safety and performance needs. The elements should include guidelines for turnouts, overlooks, signage, and visual treatment of the highway infrastructure.



The Historic Columbia River Highway is both a State Scenic Byway and an All American Road

Action 1D.2

With guidelines in place, develop management priorities for Scenic Byways in management plans and corridor plans.

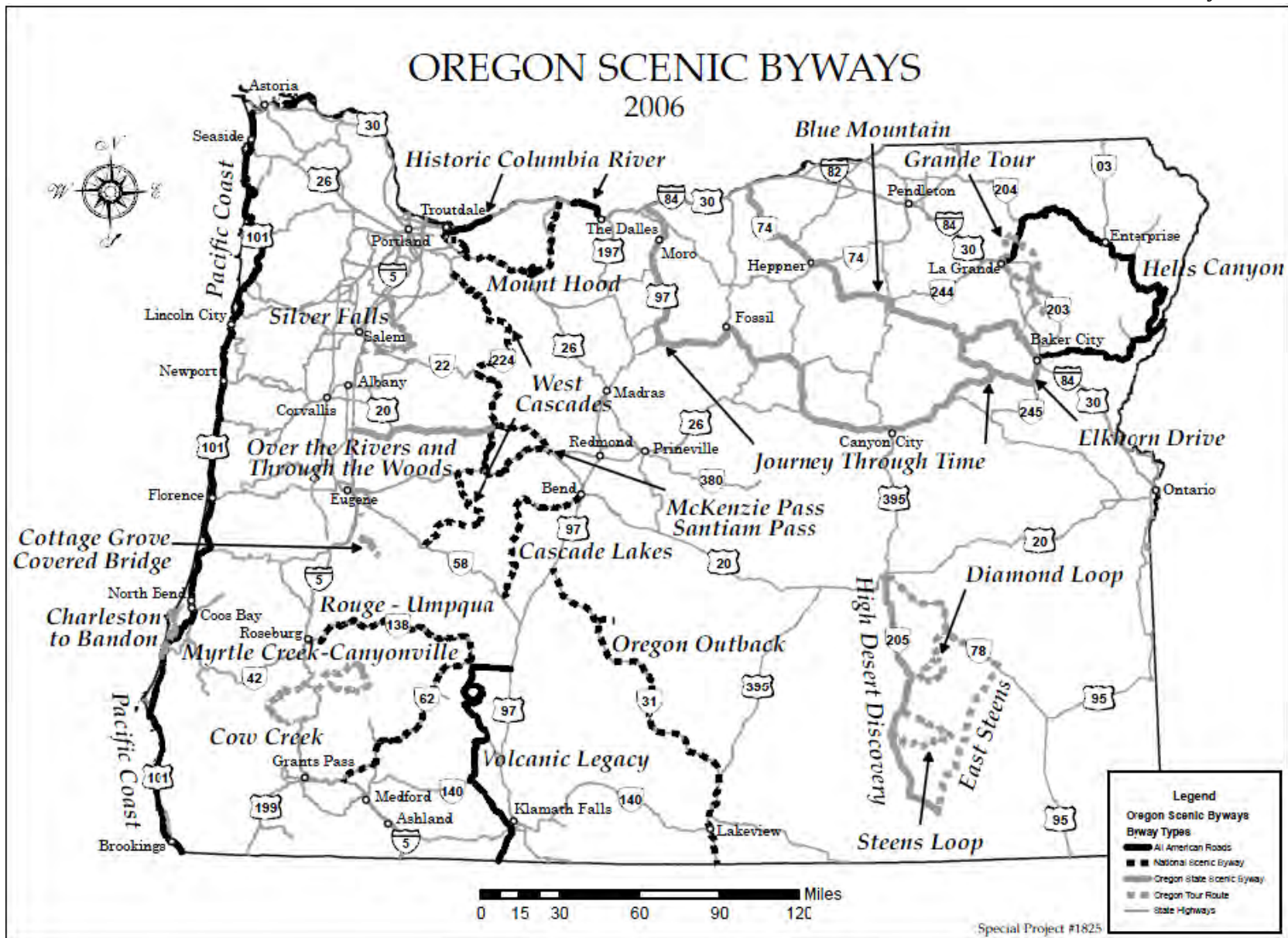


Figure 11: Designated Scenic Byways

Action 1D.3

Consider impacts to the scenic qualities of Scenic Byways when designing plans and projects.

Action 1D.4

Develop resource management plans and maps that describe ODOT's maintenance actions for roads which are designated Oregon Scenic Byways, including restricted activity zones, property to be used for disposal of slide debris and other material, and unsold state properties to be considered for ODOT retention. Identify scenic resources and existing vista opportunity locations on the maps. Include guidelines for maintenance activities where scenic resources are a factor. Ensure that ODOT highway maintenance activities are compatible with Scenic Byway management plans.

**LIFELINE ROUTES****Background**

Earthquakes, flooding, landslides, wild fires, and other natural and man-made disasters may destroy or block key access routes to emergency facilities and create episodic demand for highway routes into and out of a stricken area. ODOT's investment strategy should recognize the critical role that some highway facilities, particularly bridges, play in emergency response and evacuation. In some cases, the most cost-effective solution to maintaining security in these lifeline routes involves investment in roads or bridges owned by local jurisdictions. To the extent feasible, investments should be made without regard to roadway jurisdiction in order to provide the greatest degree of lifeline security for the available resources. ODOT will work with local governments to further define and map a network of lifeline routes. The lifeline network will focus on serving those communities which are particularly susceptible to isolation by virtue of their limited highway access.

Policy 1E: Lifeline Routes

It is the policy of the State of Oregon to provide a secure lifeline network of streets, highways, and bridges to facilitate emergency services response and to support rapid economic recovery after a disaster.

Action 1E.1

Define the criteria for lifeline routes to respond to short and long-term needs and, working with local jurisdictions, agencies, and emergency service providers, designate the lifeline network for the State of Oregon.



SCENIC RESOURCES

Background

The introduction to the Oregon Historic and Scenic Highway Program developed in 1985 is still true: “Oregonians have long recognized that preservation of the state’s historic and scenic resources plays a vital role in the enhancement of the state’s economic base, and in maintaining its citizens’ pride in and respect for its historic and natural resources. Oregon’s immense wealth of history and diverse scenery provide unlimited recreation potential for residents and visitors alike...” Even early efforts to develop a state transportation system foresaw the importance of preserving the state’s scenic and historic values. Construction of the Columbia River Highway in the Columbia Gorge in the 1910s “focused on the need to construct a scenic highway that would complement the beauty of the area.”

Since then, a number of state and federal efforts have directed ODOT to preserve or protect historic and scenic features of the state highway system. For example, the 1987 Oregon Legislature declared that it is the state’s policy to “preserve and restore the continuity and historic integrity of the remaining segments of the Historic Columbia River Highway.” This highway is included in the Columbia River Gorge National Scenic Area, and the Historic Columbia River Highway Master Plan guides its management. Federal, state and local policies and regulations also recognize the need to balance protection of scenic resources with economic development.

The Scenic Resources Policy is intended to guide project planning, development, construction and maintenance for state highways in a consistent manner with regard to scenic resources and aesthetics. This policy applies to all state highways, not only designated Scenic Byways.

Scenic resources, as addressed in this policy, include the combination of structural, historic, cultural, and natural features within highway rights-of-way. Where appropriate, ODOT may coordinate with other agencies and property owners to address scenic resources that lie beyond the rights-of-way. In addition to views from the highway, views of the highway from other areas should be considered, particularly on designated Scenic Byways.

Policy 5B: Scenic Resources

It is the policy of the State of Oregon that scenic resources management is an integral part of the process of creating and maintaining the state highway system. The State of Oregon will use best management practices to protect and enhance scenic resources in all phases of highway project planning, development, construction, and maintenance.

Action 5B.1

Coordinate scenic and cultural resources management with appropriate federal, state and local agencies, tribal governments and special interest groups.

Action 5B.2

Coordinate with federal and state agencies, tribal governments, local governments and property owners to encourage aesthetic considerations outside the state highway rights-of-way, such as land use controls for signs, urban design, rural development, utilities and vegetation.

Action 5B.3

Design transportation facilities that consider visual quality with functional requirements, including safety and other transportation needs.

Action 5B.4

Use best management practices to minimize impacts to scenic resources, and preserve and/or enhance visual quality within the state highway right-of-way when improving and maintaining the state highway system.

Action 5B.5

Identify criteria, and measure and evaluate scenic resources management performance on a regular basis.

Action 5B.6

Develop an inventory system that identifies scenic resources on unsold state lands that may be used for visual mitigation on designated Oregon Scenic Byways and Wild and Scenic Rivers adjacent to state highways.

Action 5B.7

Inventory and map historic resources within the state highway right-of-way including archaeological sites, trails, stone walls, buildings, bridges and other significant antiquities.

Action 5B.8

In project designs, include aesthetic elements that enhance the quality of system improvements. Examples of aesthetic elements include plantings and attractive finishes on poured concrete structures.

**Cottonwood Canyon State Park
Comprehensive Plan
(OPRD 2011)**

farming was possible in the bottomlands, as well as where cattle and sheep could be grazed. Initial analysis suggests the impact of historic settlement on this environment has left a locally important cultural landscape from the perspective of ranching and homesteading. The ranching and settlement features at Esau possibly offer the richest resource and should be further investigated to fully understand the significance of the historic resources and their integrity.

In summary, the park has no known significant cultural resources eligible for the National Register. However, cultural associations with the site and the scenic setting indicate that preserving remaining structures at the Murtha Homestead, including the red barn, add to the character of the area and regain community ties with this section of the John Day River.

Scenic Resource Values

OPRD staff conducted a general assessment of the setting for the park, and potential views and viewpoints. The setting for the park is currently Class III, Rural. The general setting for the whole park describes the former ranch and homestead that makes up the majority of the acreage at Cottonwood. When broken down into smaller areas a range of settings emerge that include not only the Rural setting (Class III), but also Natural (Class II) and some Primitive Areas with Trails (Class I).

When conducting the scenic assessment for Cottonwood Canyon, the setting is considered along with views and viewpoints as well as federal and state scenic designations. The combination of these describes and protects the landscape character of the park.

Scenic Landscape Assessment

A scenic landscape assessment supports the needs of the park by collecting and organizing information about the landscape that will aid in the creation of site-specific guidelines. The assessment looks at character-based landscape settings that can act as a beginning step towards understanding the aesthetic, cultural and natural values of the area and how to manage those values through design guidelines. This type of landscape assessment provide a systematic means for identifying, describing and classifying the quantitative and qualitative features of a place, and includes information about the scale and form of those features. The information aids in establishing design

guidelines by identifying the elements that are crucial to understanding the innate character, and specifies a visual vocabulary for the unique patterns in the landscape. Additionally, the assessment and classification of a landscape helps to monitor and deepen understanding of a place’s sensitivity to change, and informs planning strategies to make better decisions about altering or removing valued characteristics in the landscape. The scenic assessment for Cottonwood Canyon fed into the development of Opportunities Areas (see chapter 8) that represent the unique character of areas within the park. These areas together form what we perceive as the park and, by breaking them down, we can assign values to them and create guidelines to protect and manage that character. For Cottonwood, the scenic landscape assessment led to the creation of 10 specific character areas; five of which cover the bottomlands, four cover the uplands and slopes and a final area describes the John Day River itself.

Character Areas:	ROS Setting	Description
John Day River	I	Primitive with Trails
Buffer	I	Primitive with Trails
West Entrance	III	Rural
Esau	II	Natural with Roads
Narrows	I	Primitive with Trails
Hay Creek	II	Natural with Roads
Canyon Overlook	II	Natural
Gooseneck Overlook	II	Natural
Rattlesnake Canyon	I	Primitive with Trails
Uplands and Steep Slopes	I	Primitive with Trails

The division of the bottomland areas related primarily to the level of ranching that has occurred in these areas. They are generally similar from a natural perspective; but it is the recent settlement that distinguishes them today. The West Entrance, Hay Creek and Esau character areas all show signs of ranching activity ranging from pasture fields and corrals to a major homestead (Murtha Homestead at the West Entrance). The Narrows and Buffer character areas have a strong natural character. In the uplands and along the steep slopes of the canyon three character areas stand out. Rattlesnake Canyon, compared to the low-lying bottomlands of Hay Creek Canyon, rises steeply into the uplands. The Gooseneck and Canyon Overlook area provide vantage points that provide the best locations in the park to enjoy the outstanding beauty of the park.

The John Day River including the riparian edge is a character area in its own right. The river is the major focal point for the region. The designated fish species; recreation

opportunities the river provides for and its cultural associations to Native Americans and local communities means that the river itself can be viewed as the primary character area, from which all other character areas act as a backdrop.

The landscape assessment therefore defines the scenic character of the park and will inform design development concepts described in the management zones chapter and design guidelines found in the management section of this plan. The goal is to preserve and enhance the scenic character of Cottonwood Canyon

State Scenic Designation

The greater John Day River including the North, Middle and South Forks is the longest Oregon State Scenic Waterway. Development along the river is considered relative to the guidelines for that portion of river. Plan proposals will be in keeping with these restrictions. Portions of the river are also designated Federal Wild and Scenic Rivers and is administered by the BLM.

OPRD administers the Oregon State Scenic Waterways Program that includes segments of the John Day River. The people of Oregon established the Oregon Scenic Waterways Program in 1970, recognizing that wise individual and public use of these special rivers and adjacent lands is necessary. It strives to achieve a balance between protecting the rivers' natural resources and the equally valuable lives and plans of the people who live along them.

The river is the major focal point for the region; it can be viewed as the primary character area, from which all other character areas act as a backdrop.

The development of the park will require written notification that will go through the State Scenic Waterways review process for approval. OPRD will determine whether the project will comply with the scenic waterway regulations. If the proposal is in compliance, OPRD will issue a written approval for the project. As required in the

statute and rule, this process concludes within one year of receipt of a complete notification. Upon receipt of the written approval, it will be filed with Gilliam and Sherman Counties as part of the County land use process.

Under Administrative Rule ORS 39 specific provisions describe how OPRD will manage the scenic character of John Day River and ensure the proposals in this plan stay in compliance with those rules. Listed below are the rules that will be applied as guidelines to ensure the park plan stays within the Class III, Rural setting threshold. In reality, many areas of the park, through the management zones, will be managed for scenic character to a Class II threshold, Natural setting, and one or two management zones can qualify as Classification I, Primitive with Trails:

1. That segment of scenic waterway beginning at the intersection of the John Day River with the southern section line of Section 30, Township 1 South, Range 19 East, Willamette Meridian, (Section 30, T 1S, R 19E, W.M.) at about river mile 43.3 and extending approximately 33.3 miles downstream to Tumwater Falls, at about river mile 10, is classified as a Scenic River Area.
2. These Scenic River Areas shall be administered consistent with the standards set by OAR 736-040-0035 and OAR 736-040-0040(1)(b)(B). In addition to these standards, all new development in resource zones shall comply with Sherman County, Gilliam County, Wasco County, Wheeler County, or Jefferson County land use regulations, whichever applies.
3. New structures and associated improvements shall be substantially screened by topography and/or native vegetation, except as provided under OAR 736-040-0030(5), and except for those minimal facilities needed for public outdoor recreation or resource protection. If inadequate topographic or vegetative screening exists on a site, the structure or improvement may be permitted if native vegetation can be established to provide substantial screening of the proposed structure or improvement within a reasonable time (4–5 years). The condition of “substantial screening,” as used in Section (2) of this rule, shall consist of adequate topography and/or density and mixture of native, evergreen and deciduous vegetation to substantially obscure (at least 75%) the viewed structure or improvement.
4. Commercial public service facilities, including resorts and motels, lodges and trailer parks which are visible from the river, shall not be permitted.



5. New roads may be permitted only when totally screened from view from the river by topography and/or vegetation. If inadequate topographic or vegetative screening exists to totally screen the proposed road, the road may be permitted if acceptable topography can be created or road design techniques used to totally screen the road at the time of construction or native vegetation can be established to provide total screening of the proposed road within a reasonable time (4–5 years).

6. Where existing roads are visible from the river, extensions, realignments, upgrades, or other improvements, shall only be permitted when substantially screened from view from the river. If inadequate topography or vegetation exists to provide substantial screening, the road improvement may be permitted if acceptable topography can be created or road design techniques used to substantially screen the road at the time of construction or native vegetation can be established to provide substantial

screening of the subject improvement within a reasonable time (4–5 years). When an existing road is improved or regraded, no side cast into or visible from the river shall be permitted. Excess material shall be hauled to locations out of view from the river.

7. Visible vegetation management may be allowed provided that:

- The operation complies with the relevant Forest Practices Act rules, and
- Harvest and management methods with low visual impact are used.

8. Proposed utility facilities shall share existing utility corridors, minimize any ground and vegetation disturbance, and employ non-visible alternatives when reasonably possible.



Photo 3.12 Weathered fencing, Walker Macy 2010

Whenever the standards of OAR 736-040-0035 and section (2), subsections (a) through (k) of this rule are more restrictive than the applicable County Land Use Development Ordinances, the above Oregon Administrative rules shall apply.

Special Designations

The John Day River is designated as a scenic resource under the National Wild and Scenic Rivers System Act, created by Congress in 1968 to preserve certain rivers with outstanding natural, cultural, and recreation values. The act is notable for safeguarding the special character of these rivers, while also recognizing the potential for their appropriate use and development. OPRD, in partnership with BLM, the Confederated Tribes of the Warm Springs and other agencies, have responsibility for managing the John Day Wild and Scenic River. The classifications for

the John Day range from rural to primitive and the river system is protected under two distinct programs: the Oregon Scenic Waterways Act (State) and the National Wild and Scenic Rivers Act (Federal). When designating the John Day River system in 1988 as a Wild and Scenic River, Congress noted in the Federal Register the river's "outstandingly remarkable" scenic qualities.

Important views for public enjoyment, trail development and vegetation management are identified in the Chapter 10, Management Zones. Management actions to create and retain selected views from targeted viewpoints are outlined in this chapter.

Viewpoints, Viewsheds and Screening Assessment

There are many viewpoints into viewsheds to be found within the park, the purpose of identifying the major viewpoints is to ensure the scenic beauty of the canyon can continue to be viewed by the public and is accessible to all. The scenic landscape assessment identified the major scenic viewpoints, which can then be managed to ensure they retain their prospects and best efforts are made to make these vantage points accessible for all. The views from the bottomlands are very accessible due to the flat grade along the canyon floor; here most efforts will be put into managing vegetation to ensure the selected views are not blocked. On the uplands, it is much more difficult to provide accessibility, but easier to manage protection of the viewshed. Universal Access to the Canyon and Gooseneck Overlooks will require long-term planning to enable road access to these viewpoints. In the short-term they can be accessed by trails that will require fairly steep grades. In other areas, screening will be required to blend new development in with the surrounding landscape or hide it from the river. The major viewpoints and screening areas are described opposite.

Gooseneck Overlook
Canyon Overlook
Cottonwood Bridge Vantage Points
Murtha Homestead Vantage Points
Esau Vantage Point
Hay Creek Vantage Points
Screening at Murtha Homestead
Screening at JS Burres
Screening at Esau
Screening at Hay Creek

Cultural Value		
	Archaeological	Historic
1	High—Confirmed	High—National Register listed
2	High Probability	High—National Register eligible (individually)
3	Medium Probability	Medium—Possibly NR eligible (part of a district)
4	Low Probability	Low—Not eligible for National Register
Documentation Priority		
	Archaeological	Historic
1	High Priority—for recreational/development purposes	High Priority—for recreational/development purposes
2	High Priority—for interpretive or cultural purposes	High Priority—for interpretive or cultural purposes
3	Medium Priority	Medium Priority
4	Low Priority	Low Priority
Treatment Recommendation		
	Archaeological	Historic
1	Protect/Avoid	High Level of Restoration/Interpretation
2	Preserve/Interpret	Preserve/Rehab/Adapt/Use/Interpret
3	Interpret only	Maintain as-is or modify as appropriate/May have interpretation potential
4	No Preservation or Interpretation	No Preservation or Interpretation
5	Mitigation through data recovery prior to construction impacts	Mitigation through data recovery prior to construction impacts

Archaeological Surveys

Separate pedestrian archaeological surveys, by the OPRD archaeologist and presence or absence testing by the University of Oregon's Museum of Natural and Cultural History were conducted for a portion of potential development areas of Cottonwood Canyon State Park in an attempt to locate archaeological resources.

The cost of surveying and the sheer size of the park have prohibited more thorough surveying. Future survey work will continue to focus on specific planned project sites. The frequency of known cultural sites will require monitoring of ground disturbing projects. Planned tribal consultation field trips and ethnographic studies will reveal more resources at minimal expense.

3. Scenic Resource Management

Highest Priority Chapter 10 Management Zones

- 10.1 Bull Canyon
- 10.2 West Entrance
- 10.3 Esau
- 10.4 Gooseneck
- 10.6 Mile 33
- 10.7 Hay Creek
- 10.8 Canyon Overlook
- 10.10 Circulation

OPRD evaluates scenic resources in state parks based on OAR 141-100-0000 and follows general guidance provided by OPRD's mission statement, as well as OPRD's recreation setting definitions developed for the Statewide Comprehensive Outdoor Recreation Plan. The recreation setting definitions are applied in the master plan assessments. This park overall falls into the Class III threshold, Rural Category, but the management zones chapter identifies more specific settings for smaller areas within the park.

OPRD administers the Oregon State Scenic Waterways Program that includes segments of the John Day River. OPRD determines the best information available regarding in-stream water flow for recreational use in scenic waterways. The people of Oregon established the Oregon Scenic Waterways Program in 1970, recognizing that wise individual and public use of these special rivers and adjacent lands is necessary. It strives to achieve a balance between protecting the rivers' natural resources and the activities of the people who use them.

The strategy for the park will go beyond managing the scenic resources to stay within the rural classification. The scenic assessment indicated that many areas of the park are Class II, Natural and a few areas are Class I, Primitive with Trails. Therefore, many areas of the park will be managed to the scenic character Class II threshold, natural area, and two management zones will be managed as Classification I, Primitive with Trails. A couple of Class II areas could also qualify as Class I in the future if restoration efforts are completed in these zones. The areas are described under the scenic landscape assessment below.

Scenic Landscape Assessment

A scenic landscape assessment can support the needs of the park by collecting and organizing information about the landscape that will aid in the creation of site-specific design guidelines. The assessment looks at character-based

landscape assessments that can act as a beginning step towards understanding the cultural and natural values of the area and how to manage those values through design guidelines. These types of landscape assessments provide a systematic means for identifying, describing and classifying the quantitative and qualitative features of a place, and include information about the siting, spacing, scale and form of those features. This information aids in establishing design guidelines by identifying the elements that are crucial to understanding the innate character, and specifies a visual vocabulary for the unique patterns in the landscape. The assessment and classification of a landscape helps to monitor and deepen understanding of a place's sensitivity to change, and informs planning strategies to make better decisions about altering or removing valued characteristics in the landscape. The scenic assessment for Cottonwood Canyon led to the development of opportunities that represented the unique character of areas within the park. These areas together form what we perceive as the park. By breaking them down we can assign values to them and create guidelines to protect and manage that character. For Cottonwood, the scenic landscape assessment led to the creation of 10 specific character areas; five cover the bottomlands, four cover the uplands and slopes and the final area describes the John Day River itself. They are listed below and can be viewed on the landscape assessment plan:

Character Areas:

Bottomlands

- Bull Canyon
- West Entrance
- Esau
- Mile 33
- Hay Creek

Uplands and Steep Slopes

- Canyon Overlook
- Gooseneck Overlook
- Rattlesnake Canyon
- Other Uplands and Steep Slope

John Day River

The division of the bottomland areas related primarily to the level of ranching that occurred in the area. They are generally similar from a natural perspective; it is the recent settlement that distinguishes them today. The West Entrance, Hay Creek and Esau character areas all show signs of ranching activity ranging from pasture fields and corrals, to a major homestead (West Entrance). The Chasm and Bull Canyon character areas have a strong natural character. In the uplands and along the steep slopes of the canyon, three character areas stand out. The Rattlesnake Canyon, compared to the low lying bottomlands of Hay Creek Canyon, rises steeply into the uplands. The

Gooseneck and Canyon Overlook area provide vantage points that provide the best locations in the park to enjoy the outstanding beauty of park.

The John Day River, including the riparian edge, is a character area in its own right. The river is the major focal point for the region; the designated fish species; recreation opportunities it provides for; its cultural associations to Native Americans and local communities means that the river itself can be viewed as the primary character area from which all other character areas act as a backdrop.

The landscape assessment therefore defines the scenic character of the park and will be used to inform design development concepts described in the management zones chapter and design guidelines found in the management section of this plan. The development concepts and design guidelines will inform decision making regarding future development of the park and will help preserve and enhance the scenic character of Cottonwood Canyon.

Managing Viewpoints and Screening

There are many viewpoints to be found within the park; the purpose of identifying the major viewpoints is to ensure the scenic beauty of the canyon can continue to be viewed by the public and is accessible to all. Views from the bottomlands are very accessible due to the flat grade along the canyon floor. Here efforts will be put into managing vegetation to ensure the view is not blocked. On the uplands, it is much more difficult to provide accessibility, but easier to manage protection of the viewshed. Universal Access to the Canyon and Gooseneck Overlooks will require long-term planning to enable road access to these viewpoints. In the short-term, they can be accessed by trails that will require steep grades. In other areas, screening will be required to blend new development in with the surrounding landscape or hide it from the river. The major viewpoints and screening areas are described in the Management Zones Chapter following this one.

Any visitor experience at Cottonwood Canyon is influenced by the rugged nature of the park. This rugged setting can provide for a wide array of backcountry hiking and camping experiences

Park management zones are the next logical step, following the foundation created in Chapter 7 Opportunities and Constraints, Values and Goals for Park Management in Chapter 8, and Chapter 9 Park Strategies and Operations. Nine opportunity areas were described in Chapter 7, and each handled natural and recreation priorities in one of three ways: primarily natural, primarily recreational or a mixture of the two. Nine of the ten management zones in this chapter are set up the same way as the opportunity areas, apply to the same geographic areas, and even carry the same names as the nine opportunity areas. The only addition here is Management Zone 10, Circulation, which deals with the in-park transportation routes crossing through each of the other zones.

To ease implementation of the concepts in this plan a system for numbering actions or strategies and tying them to management zones as well as resource and recreation goals has been developed. The numbering system uses four digits. The first digit describes the management zone, the second notes if it is a recreation, natural, cultural, scenic, or operations goal, the third describes the type of action or strategy and the fourth is the project or program number for the described action or strategy. For example, 2.1.3.5 describes the West Entrance Management Zone (2), a natural resource goal (1), the strategy for that goal; bottomland restoration (3), and that this is the fifth project of this type for bottomland restoration projects in this management zone (5). Opposite is a table that describes what each of the numbers represents (Table 10.3).

Management Focus by Zone

The ten management zones that make up the park define natural resource conservation strategies, recreation intensity, scenic character protection, cultural resource preservation and operations management. The intent of the park is predominantly focused on natural resources with a recreation component that must lay lightly on the land. For each zone, it is possible to understand the focus for that area in terms of either natural resources or recreation, or a combination there of. Even though the intent for a zone is predominantly focusing on natural resources or recreation, scenic and cultural resources are still always taken into consideration. The table below shows a high to low level of intensity for natural, scenic, cultural and recreation intent for each zone.

Based on these factors it is also possible to describe the level of focus for operations in each zone. The pie charts opposite show a breakdown in terms of resource, recreation and operational management for the park (Table 10.2). The larger the piece of pie the higher intensity of management for each zone. By displaying the information in this manner it highlights not only the level of management effort that is expected for a category in each zone, but also the focus for that zone, be it in terms of recreation opportunities or conservation and preservation efforts. Over the years the intensity of effort for each category may change within a management zone as projects are completed.

Zone	Natural	Recreation	Scenic	Cultural	Operations
1. Bull Canyon	H	L	H	M	M
2. West Entrance	H	H	H	H	H
3. Esau	H	M	H	M	M
4. Gooseneck Overlook	M	L	H	H	L
5. Rattlesnake Canyon	M	L	M	L	L
6. Mile 33	M	L	H	M	L
7. Hay Creek	H	M	H	H	H
8. Canyon Overlook	M	M	H	L	L
9. Uplands	L	L	M	L	L
10. Circulation	H	H	H	L	H

Table 10.1: Focus is based on a high to low ranking with:
High Focus - Medium Focus - Low Focus

**Two Rivers Resource Management Plan,
Record of Decision, Rangeland Program
Summary (BLM 1986)**

Rockhounding

Collectible mineral resources with moderate or high value as shown on Map 8, will be available for rockhounding and recognized in land use decisions.

Special Management Areas

The thirteen special management areas identified on Map 9 will be managed as follows:

The Island in The Cove Palisades State Park

The 250 acres of public land will be designated and managed as an Area of Critical Environmental Concern; Research Natural Area. This includes 80 acres of USFS land which will require a cooperative management agreement,

The designation and management of this area will be designed to protect and preserve what is considered to be the best remaining example of the western juniper/big sagebrush/bluebunch wheatgrass plant association in the region. It is also

a raptor, deer, and waterfowl use area and contains outstanding scenic vistas of Lake Billy **chinook** and the Cascades.

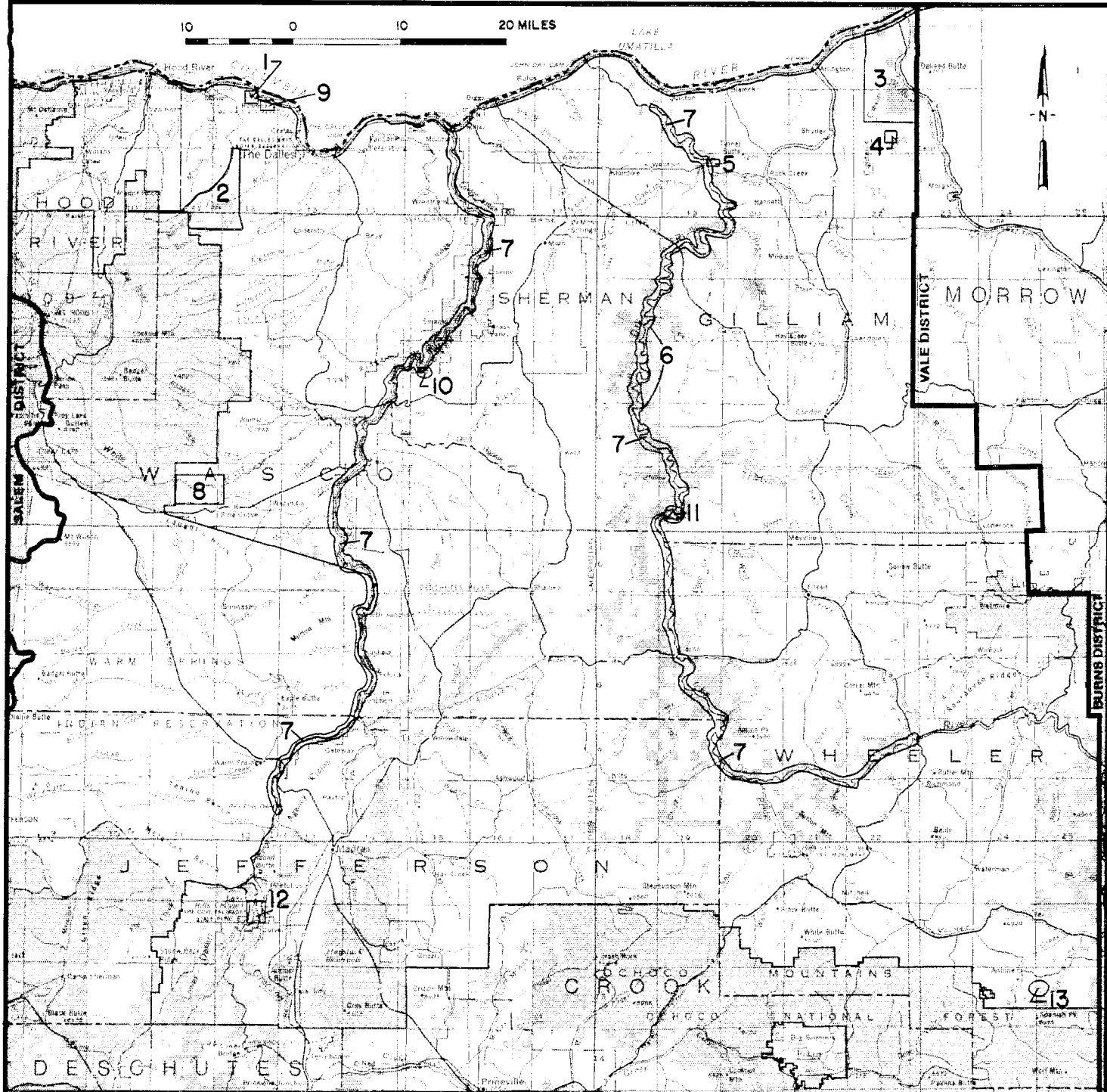
Specific management actions to be taken include closing the area to off road vehicle use, continuing to not lease the area for fluid mineral exploration and development, to not sell mineral material in the area (rock, sand or gravel), to continue to exclude livestock grazing, preclude the use of mechanized equipment in fire suppression and prohibit the collection of rocks, plants, plant parts and animals,

Deschutes and John Day River Canyons (Including the. Red Wall)

Areas of high visual and natural quality in the canyon areas (approximately 139,000 acres) will continue to be protected while allowing other compatible uses in the same area. A cooperative role with the State Parks and Recreation Division of the Oregon Department of Transportation in managing the public lands consistent with the intent of the Oregon Scenic Waterways Act will be continued,



The island in The Cove Palisades State Park



1. Governor Tom McCall Preserve at Rowena
2. The Dalles Watershed Area
3. Horn Butte (Curlew) Wildlife Area
4. Oregon Trail Historic Site at Fourmile Canyon
5. Oregon Trail Historic Site at McDonald Crossing
6. John Day River State Wildlife Refuge
7. Deschutes and John Day State Scenic Waterways
8. White River Wildlife Management Area
9. Botanical/Scenic Areas Within Columbia Gorge
10. Macks Canyon Archaeological and Recreation Area
11. Red Wall Scenic Area
12. The Island at The Cove Palisades State Park
13. Spanish Gulch Mining District

U. S. DEPARTMENT OF THE INTERIOR
Bureau of Land Management

PRINEVILLE DISTRICT

1986

MAP 9

Special Management Areas

Utility and Transportation Corridors

All utility/transportation corridors identified by the Western Regional Corridor Study of May 1980, prepared by the Ad Hoc Western Utility Group and shown on Map 10 are currently occupied and will be designated without further review. Corridor widths vary, but are a minimum of 2,000 feet. No additional crossing sites on the BLM managed portions of the Deschutes and John Day rivers will be permitted. No facilities will be allowed parallel to the railroad right of way in the Deschutes Canyon. Applicants will be encouraged to locate new facilities (including communication sites) adjacent to existing facilities to the extent possible.

All rights of way applications will be reviewed using the criteria of following existing corridors wherever practical and avoiding proliferation of separate rights of way. Recommendations made to applicants and actions approved will be consistent with the objectives of the RMP. All designated areas of critical environmental concern and wilderness study areas will be considered right of way exclusion areas. Public lands will continue to be available for local rights of way, including multiple use and single use utility/transportation corridors following existing routes, communication sites, and roads. Issuance of leases and/or patents under the Recreation and Public Purposes Act and other permits or leases for development of public lands will also continue. Applications will be reviewed on an individual basis for conformance with the Two Rivers RMP to minimize conflicts with other resources or users.

Visual Resources

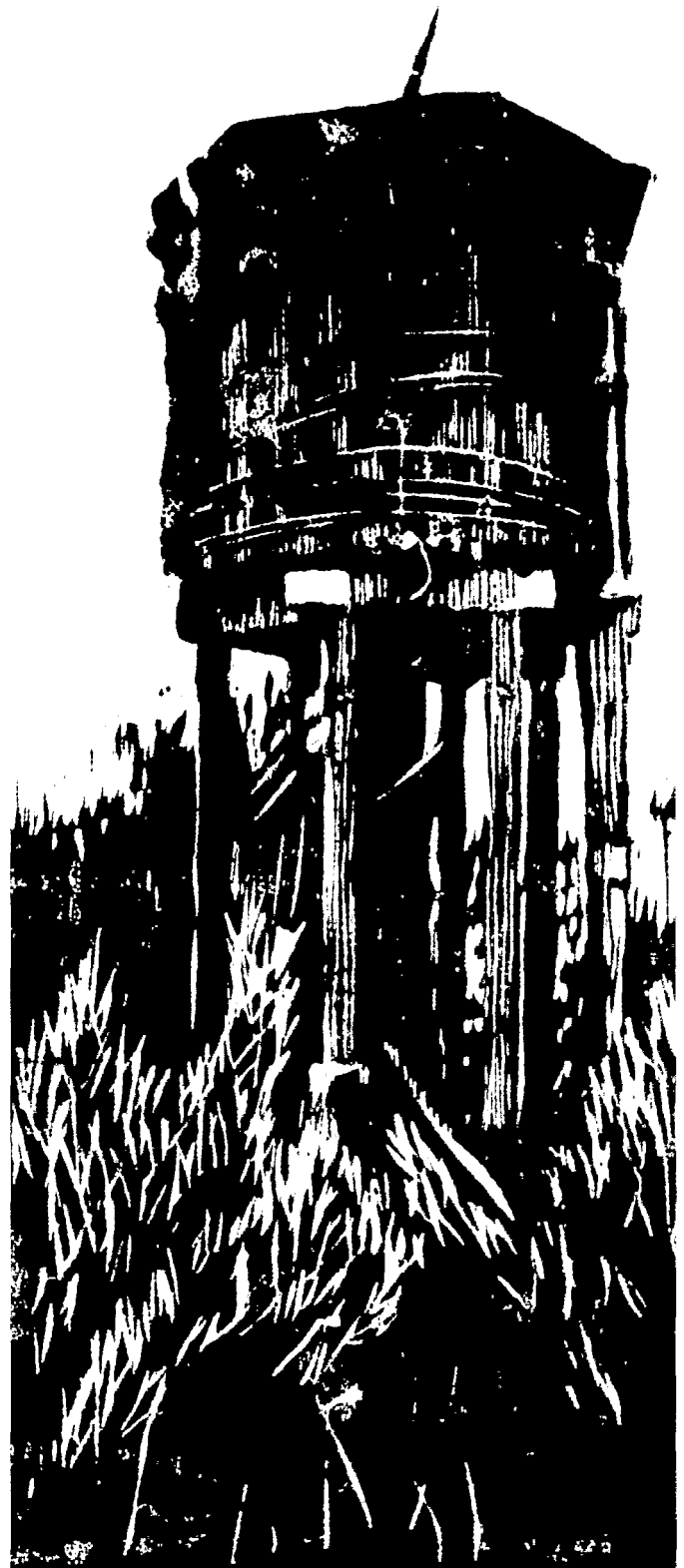
Before the BLM initiates or permits any major surface disturbing activities on public land, an analysis will be completed to determine adverse effects on visual qualities. Activities that will result in significant, long term adverse effects on the visual resources of the John Day or Deschutes River canyons in areas normally seen from these rivers will not be permitted.

Activities within other areas of high visual quality that may be seen might be permitted if they do not attract attention or leave long term visual changes on the land. Activities in other areas may change the landscape but will be designed to minimize any adverse effect on visual quality.

Wilderness

Areas under wilderness review will continue to be managed following the guidance of the Bureau's Interim Management Policy for Lands Under Wilderness Review. This policy will be in effect until

areas are released from interim management. Areas designated wilderness will be managed under the guidelines of BLM's Wilderness Management Policy.



Old railroad water tower at Harris Canyon

**John Day Basin Record of Decision and
Resource Management Plan
(BLM 2015)**

Guidelines

1. Existing guidance outside the scope of this plan includes the Federal Cave Resources Protection Act of 1988 (P.L. 100-691; 16 U.S.C. 4301), which directs federal agencies to inventory reported cave locations, prepare and maintain a list of significant caves, and protect cave resources determined to be significant. Procedures for determining the significance of caves are in 43 CFR Part 37. Significance is determined based on criteria for biotic, cultural, geologic, mineralogical, hydrologic, recreational, educational, or scientific values, features, or characteristics as defined in 36 CFR, Part 290.3 (c) and (d).
2. Conduct appropriate surveys to determine significance of all newly identified caves.

Visual Resources

Land Use Allocation

See Map 5.

Objective VR1

Maintain the scenic quality of river canyons, open space landscapes, cultural landscapes, and other areas having high quality visual resources. Manage visual resource values in accordance with Visual Resource Management (VRM) objectives:

- Preserve the existing character of VRM Class I landscapes (Wilderness and Wilderness Study Areas). This class provides for natural ecological changes; however, it does not preclude very limited management activity. The level of change to the characteristic landscape should be very low and should not attract attention.
- Retain the existing character (low change) of VRM Class II landscapes (WSR segments, most non-designated segments of the river, and portions of some tributaries). Management activities in VRM Class II may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.
- Partially retain the existing character of VRM Class III landscapes (moderate level of change). VRM Class III allows management activities that may attract attention, but their results should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.
- VRM Class IV allows management activities that may require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. Management activities may dominate the view and be the major focus of viewer attention. However, attempts should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements of the landscape.

Management Actions

1. Before initiating or permitting any major surface-disturbing activities on public land, the BLM will complete an analysis using the Visual Contrast Rating Process to determine adverse effects on visual qualities.
2. Do not permit activities that would result in significant, long-term, adverse effects on the visual resources of the John Day River Canyons in areas normally seen from these rivers.
3. All BLM resource uses, management activities, and other implementation decisions will meet VRM objectives and be consistent with VRM classifications. Use visual resource design techniques and Best Management Practices to mitigate short-term and long-term impacts within VRM Class objectives [43 U.S.C. 1701, Section 102 (a) (8)].
4. Generally maintain the existing “footprint” of cultural landscapes (facilities, projects, and improvements) [43 U.S.C. 4321, Section 101 (b)].

5. The existing level of road maintenance may be continued, but any road improvements or realignments will conform to the VRM classification.
6. Manage existing recreation developments in Wild and Scenic River segments with a VRM Class II designation as VRM Class III “islands.” New recreational development under this plan will be required to meet VRM Class III standards.
7. Manage land according to VRM classifications shown on Map 5 and in Table 1, with the following exception:

The area within a designated utility or transportation corridor (as identified in Objective LR2-Actions of this document) will be managed to VRM IV. Project design elements must minimize the long-term visual impacts to public land users. Manage for VRM Class I in the Spring Basin Wilderness Area, and the following Wilderness Study Areas (WSAs): Aldrich Mountain, Strawberry Mountain, North Pole Ridge, Thirtymile, Lower John Day, Sutton Mountain, and Pat’s Cabin.
8. Manage Fourmile Canyon tract as VRM Class II consistent with the provisions of the Oregon Trail Management Plan: Prineville District (1993).
9. Manage the North Fork John Day WSR; the North Fork John Day River, Armstrong Canyon, and Ferry Canyon ACECs; most of JV Ranch, and lands managed to protect wilderness characteristics as VRM Class II (see Map 5).
10. In the event the existing WSAs are released from Wilderness Study by Congress, the VRM classification associated with these lands will be changed from VRM Class I to Class II.

Special Management Designations

Wild and Scenic Rivers

Land Use Allocation

See Map 1.

Objective WSR1

Protect and enhance the free flowing nature and Outstandingly Remarkable Values (ORV) of designated Wild and Scenic Rivers (Map 1). Also protect and enhance values on rivers suitable for WSR designation, regardless of final outcome on designation.

- The National Wild and Scenic Rivers System was created by Congress in 1968 with the passage of the Wild and Scenic Rivers Act (PL 90-542). It requires WSRs be managed to “protect and enhance” the “outstandingly remarkable and significant values” that Congress lists. Congress also encourages managing agencies to assess the designated river segment to identify any additional outstandingly remarkable and/or significant values. While Congress gives ORVs a higher status than significant values, there is little management distinction between them on the river. Both are to be protected and enhanced.
- The designated WSR segments in the plan area include 148 miles of the John Day River (main stem, Tumwater Falls to Service Creek) and 47 miles of the South Fork John Day River (entire fork). The values on the main stem John Day River are: Scenery, Recreational Opportunities and Fish (Congressionally identified ORVs); Geological, Paleontological, Archaeological and Historical (Congressional significant values and BLM ORVs); Wildlife (BLM ORV); and Botanical and Ecological (BLM significant values). The identified values for the South Fork John Day River are: Scenery, Recreational Opportunities (Congressional ORVs); Fish, Wildlife and Botanical (BLM ORVs); Geological, Prehistoric and Traditional uses (BLM significant values). These two segments of river were added to the WSR system by the 1988 Oregon Omnibus Wild & Scenic Rivers Act, which amended the 1969 WSR Act.
- In 2005 the BLM contracted an inventory of potential WSR (in addition to those already designated) across the plan area (Final Report in Appendix I-1, JDB PRMP/FEIS), and determined that one river segment, 36.24 miles of the north fork of the John Day River, was eligible for WSR designation

(Documentation of WSR Eligibility, Appendix I-2, JDB PRMP/FEIS). This segment is 36.24 miles long, passing through 25.55 miles of public land, from River Mile 55 (Camas Creek) to River Mile 20.4 (roughly three miles northeast of Monument). The BLM completed a WSR Suitability Study (Appendix G) and has determined that the segment is suitable for inclusion in the National WSR System for the ORVs of Scenery, Recreational Opportunities and Fish. Suitability takes into account the characteristics of the river, other current and future uses and rights in the area, public interest, and administrative costs.

Management Actions

1. Direction in this RMP will serve as the river plans for the WSR segments of the main stem and South Fork of the John Day River (as listed above), and as the river plan for the “suitable” segment of the North Fork of the John Day River if it is so designated by Congress (see Map 1).
2. Manage 148 miles of the Lower John Day and 47 miles of the South Fork John Day WSRs according to management direction carried forward (actions below) from the 2001 John Day River Plan, which was developed with interagency partners.
3. Disseminate information through information boards at major access points, responses to written and telephone information requests, outfitter and guide meetings, and visitor contact with BLM employees and volunteers stationed in the office, on public lands, and on the river. Presentations to schools and interest groups will be conducted by request.
4. Continue to install information boards at public access points; make on-site contacts with visitors; and create new user brochures, detailed land ownership maps, and interpretive signs. The BLM will also increase cooperative efforts with state agencies, counties, local businesses, and others to provide river users with consistent information. Construct an information kiosk on the South Fork John Day Back Country Byway to educate the public about wildlife, riparian, wilderness, and weed management programs. Where trespass is a problem, install ownership identification markers between BLM, state, and private lands to clearly identify land ownership and reduce trespass potential.
5. Seek additional funding and improve coordination with state and local agencies by organizing a work group comprised of representatives of agencies providing law enforcement and emergency services along the John Day River. The BLM will encourage joint emergency training exercises for agencies, fire districts, outfitters, and private individuals.
6. Continue to use a Limits of Acceptable Change (LAC) study process to determine appropriate use levels in all areas where visitor use has potential to adversely impact the desired future condition of resource values, protect and enhance the Outstandingly Remarkable values, and/or the quality of visitor experience. Design implementation-level actions to be consistent with the findings of LAC studies.
7. Implement a limited entry permit system for all river segments where LAC studies indicate boater use needs to be controlled in order to meet desired future condition of resource values and/or the quality of visitor experience. One option for adjusting use levels is through a mandatory, limited-entry permit system, such as the one implemented in 2011 on Segments 2 and 3 of the John Day River:
 - a. Trip permits would be allocated through a first-come, first-serve common pool reservation system to all users in the same manner.
 - b. The applicable use fee would be due in advance to hold a reservation.
 - c. Any canceled trip permits would again become available for reservation.
8. Base management decisions on resource conditions, social preferences, and maintaining the desired future condition of these river segments. Resource indicators, standards, and management actions will be developed through an environmental assessment process (see Appendix B - Monitoring). Continue to monitor LAC in future years to track resource changes over time, provide feedback on the effectiveness of the management actions employed, alert managers to the need to consider further management actions. The Confederated Tribes of Warm Springs have indicated an interest in being involved in the LAC study. Other planning partners will also be invited to participate, as will private and commercial recreation users and other interested publics.
9. Existing state regulations will continue to prohibit the use of personal watercraft upstream of Tumwater Falls.

10. Existing state regulations will continue to seasonally close Segment 1 to motorized boating from May 1 to October 1.
11. Segment 3 will be closed to motorized boating between May 1 and October 1, except use of one small electric motor (40 pounds thrust or less) per boat will be permitted during this period.
12. Segments 2, 10 and 11 will be closed to motorized boating year-round.
13. To protect riparian resources, dispersed use will be managed in areas that can best sustain impacts of camping.
14. Future actions (not described in this document) designed to protect dispersed river campsites will be based on recommendations of a LAC study.
15. Identify preferred dispersed camping areas in Segments 10 and 11, and install signs and parking barriers to protect riparian vegetation.
16. Regulate vehicle traffic by installing signs and vehicle barriers, and provide an area suitable for camping on the west bank of the river near Clarno.
17. Actions to protect resources, such as campsite rehabilitation or closure, may be taken in any segment at any time, if necessary.
18. Prior to placement of vehicle barriers, the ODFW will be requested to provide input on appropriate locations.
19. Improve or upgrade existing facilities, where needed, or to replace those that are permanently closed (but do not develop additional recreation sites) to better meet the needs of the recreational user. Included in this direction:
 - a. *Segment 1:* The BLM will: (1) maintain Cottonwood and Rock Creek recreation sites, improve parking facilities, add a primitive boat ramp, and add a boater registration station at Rock Creek; (2) add picnic tables, plant shade trees, and provide water for a dump station at Cottonwood; and (3) re-establish a Cooperative Management Agreement (CMA) with the Sherman County Historical Society to manage and maintain the Oregon Trail interpretive site and John Day Crossing (west side), develop a small parking area, install access signing, and implement regular maintenance at this interpretive site.
 - b. The BLM will periodically evaluate use patterns along the South Fork and, if necessary to protect resources, develop a campground near Ellingson Mill including a vault toilet, tables, information board, signs, and parking barriers. Prior to developing a campground near Ellingson Mill, the appropriate level of NEPA analysis will be completed and necessary permits obtained.
20. Prior to implementing site-specific implementation actions, the BLM will coordinate with Oregon Parks and Recreation Department (OPRD) to ensure that proposed projects are consistent with State Scenic Waterway regulations, where applicable (see Appendix H). Further coordination with OPRD will take place prior to implementation of actions on state land (Clarno and Cottonwood). Coordination will also take place with ODFW, Division of State Lands, Army Corp of Engineers, Confederated Tribes of Warm Springs, affected counties, and others depending on permit requirements and interest.
21. Maintain public access at existing levels, except as noted below:
 - a. Grade, surface, or widen roads as needed, including the BLM road on the west bank from Clarno to Clarno Homestead, and the road to Priest Hole.
 - b. Improve ditches and culverts, and apply gravel to surface of the South Fork Road.
 - c. Seasonally close the BLM road north of Clarno Homestead during the first 10 days of pheasant season.
 - d. The BLM will coordinate with local governments and landowners to clarify legal public access to the Oregon Trail interpretive site (west side) and McDonald Crossing prior to developing parking areas and signing legal access routes to these sites.
22. Continue to consolidate public land ownership patterns through purchase or exchange, acquisition of easements, and through partnership agreements with willing landowners to resolve public access issues and provide access to high value recreation opportunities. Seek to acquire a river access point on public land at Twickenham from a willing seller, to replace the current private access.

23. The BLM will consult with the Oregon Department of Fish and Wildlife about road maintenance procedures and the placement of ditches and culverts along the South Fork Road, prior to beginning this work.
24. To protect and enhance river values and to provide safe reliable service to the outfitted public, the BLM established the following criteria for awarding commercial permits. When determining whether to accept new commercial permit applications, the BLM will continue to adhere to Bureau policy that considers the following:
 - a. Type of public service to be provided by the permittee or applicant, and consistency with management goals and objectives.
 - b. Ability of permittee/applicant to provide the service and make a business profit.
 - c. Safety of commercial customers.
 - d. The BLM workload in administering and monitoring permits.
25. Additional measures to be taken by the BLM in administering John Day River permits are listed below:
 - a. New and transfer applicants will pay a non-refundable application fee to cover the cost of verifying that application requirements are met.
 - b. The BLM will conduct independent random audits of permit records.
 - c. The BLM will issue new permits at the discretion of the Authorized Officer, if a needs assessment identifies a need for a particular service. Permits will be issued by competitive prospectus among those applicants meeting specific criteria identified by the needs assessment.
 - d. Permit transfers will be processed in accordance with BLM transfer policies.
26. Concession permits will be considered based on the results of a needs assessment.
27. Contact the Confederated Tribes of Warm Springs regarding their interest to provide input into the needs assessment process.
28. Implement and enforce “Rules of Conduct for Designated and Suitable River Corridors” (see Appendix I of this RMP).
29. The BLM developed water quality restoration plans consistent with the ACS objectives and actions identified in this RMP to guide restoration actions, meet BLM’s portion of the TMDLs, fit into a multi-jurisdictional water quality management plan, and restore water quality in the plan area. The water quality management plan will be used to direct priorities, to identify site specific projects, and is incorporated by reference as part of this River Plan.
30. WSR recommended flows are identified in Appendix E - Instream Flow Reservations.
31. Recommend for designation by Congress the 37-mile segment of the North Fork John Day River determined suitable as WSR with a Scenic classification and ORVs of fishery, scenery, and recreation. The suitability determination will apply to lands within 0.25 mile of both sides of the 37-mile segment.
 - a. Upon formal designation or release by Congress, review the management direction to ensure compatibility with future Congressional direction. If Congress releases the segment of river determined to be suitable and does not provide additional management direction, this segment and surrounding lands will continue to be managed consistent with direction in this Record of Decision and Approved Resource Management Plan for the John Day Basin, which was designed to address Congress’s management objectives identified in the Oregon Land Exchange Act of 2000.

Wilderness and Wilderness Study Areas

The BLM Manual 6340 (Management of Designated Wilderness Areas) provides national guidance on wilderness management. The BLM incorporated this guidance into the Spring Basin Interim Wilderness Management Plan (see Appendix J in this RMP). Managing Spring Basin Wilderness Area in accordance with the interim management plan in the short-term will assure that the area’s wilderness values are protected until a management plan can be completed for long-term protection.

**White River National Wild and Scenic
River Management Plan, Decision Notice,
and Finding of No Significant Impact
(USFS 1994)**

Botany

Many regionally important sensitive and unique plants and plant communities are present along the river including: bog communities with stiff club moss (*Lycopodium annotinum*) in the upper drainage; dark-soiled bogs with "genus communities" of grape ferns (*Botrychium* spp.) in the Iron Creek-Buck Creek areas; the notable plant communities of the south-facing, rocky openings along the river near the National Forest boundary, including unusual extensions of species beyond normal range; and an endemic plant with a very small range, Tygh Valley milkvetch (*Astragalus tyghensis*). The river corridor's broad diversity of plant species and communities, ranging from subalpine to desert steppe, and the potential research natural area values also provide a unique combination and relationship among the communities listed above.

Fish Habitat and Populations

The White River race of redband rainbow trout is genetically distinct from other redband rainbow trout. Segments A-E, above White River Falls, provide existing or potential habitat for White River redband rainbow trout. The possible introduction of chinook salmon into Segments A-E represents a potential outstandingly remarkable value with regional significance. Analysis of anadromous fish introduction is beyond the scope of this document since the area of potential impact is much larger than the wild and scenic river corridor. Possible interactions between introduced anadromous fish and the native fish are not known, but also beyond the scope of this document to analyze.

Wildlife Habitat and Populations

Wildlife populations and their habitat are outstandingly remarkable values in Segments B-D. These segments support a diversity of endangered, threatened, and sensitive species associated with the river corridor. Segment B provides important northern spotted owl and harlequin duck habitat. Segments C and D contain important peregrine falcon habitat. High quality habitat conditions for elk and various raptors are significant values, but are not nationally or regionally significant, nor are they unique to Central Oregon.

Historic Resources

Historical cultural resources are outstandingly remarkable values in Segments B and C. Two important historic sites, Barlow Road and Keeps Mill, lie along the river corridor in these segments. The Barlow Road in Segment B, an important alternate route along the Oregon Trail, parallels the river for approximately four miles until it crosses at White River Station. This piece of the Oregon Trail is of national significance. Keeps Mill in Segment C is a significant regional site. Both the Barlow Road and Keeps Mill have high interpretative value as well as historic value.

Segment A contains Timberline Trail which, while regionally important, does not meet the criteria for an outstandingly remarkable value. Other historic resources are known to exist within White River canyon in Segments D-F; however, these sites have not been formally recorded and evaluated.

Recreation

Segments A-D offer outstanding opportunities for sightseeing, photography, nordic skiing, and kayaking. Rugged hiking and backpacking, and nature and wildlife observation are additional outstanding recreational opportunities within Segment D. The river canyon's outstanding solitude and hiking opportunities attract visitors within and outside the region.

Scenic Resources

White River has outstandingly remarkable scenic values in Segments A-D. The river's scenery is regionally important and widely appreciated in all seasons. The following outstanding viewsheds support

this finding: views within the corridor from White River, the campgrounds and dispersed sites, and from the Barlow Road; views of the river corridor from Timberline Lodge, its lower parking area, and Timberline Trail; views of Mt. Hood and White River valley from White River East Sno-park; the view into the canyon from above Keeps Mill; views from Bonney Butte; and views into the rugged canyon from several points between the National Forest boundary and Tygh Valley.

Desired Future Conditions

The IDT developed the Desired Future Conditions (DFCs) based on the landscape analysis, the Forest Plan and Two Rivers RMP, and input from the citizen work group. This section describes what the river corridor should look like and what commodities and amenities it should provide. Using an ecosystem approach (Figure 2.1), the section describes the desired range of vegetative conditions for federal lands within the corridor. Some elements in the DFCs require action beyond the scope of this management plan, requiring action by other local, state, and federal agencies.

All Segments

All river management activities protect, maintain, or enhance the outstandingly remarkable values. A mix of nature trails, viewpoints, interpretive markers, and written materials interpret Outstandingly Remarkable Value features.

During late summer and fall, the river flows milky white in color and does not show signs of other, darker colors. The river remains free flowing throughout the year.

The distribution and populations of plants and animals within the corridor are similar to those expected under natural conditions. Vegetation management is designed to maintain riparian vegetation communities in proper ecological functioning condition while allowing only those projects which promote biological diversity. Desirable plant species include (but are not limited to) alder, red-osier dogwood, willows, cottonwoods, and a variety of understory species, such as chokecherry, rushes, and various forbs. Site conditions dictate the specific composition and presence of each riparian community type.

Human activities enhance or protect sensitive species habitat. Public lands provide opportunities to research sensitive species, habitat needs, and management strategies to enhance or protect sensitive species populations. Centralized markers or signs, pamphlets, and brochures provide information on sensitive species and their environment.

Where natural forces cannot operate freely or fully, land management maintains or promotes plant community diversity, including a mix of native and agricultural species on the landscape. As much as possible on public lands, management actions should mimic natural processes, or their effects, to shape the vegetative mosaic and successional stages on the landscape. Noxious weeds are absent or present only at very low levels.

Natural processes operating on the river provide a diversity of insect species at endemic population levels, a mix of pools and riffles, and a rich and biologically diverse riparian vegetative mosaic. Fish populations and habitat quality remain at the highest level the river is naturally capable of providing. Native fish species maintain their genetic integrity and population viability. A healthy and diverse riparian plant community stabilizes banks and filters out sediments. Watershed management prevents unnatural levels of sediment from entering the river. Riverbanks are stable and are not eroding excessively due to human actions and activities.

Fuels management reduces the risk of a large stand-replacing wildfire while providing proper levels of downed woody material and duff needed for high quality fish and wildlife habitat, long term site productivity, and streambank stability. Table 2.1 lists the desired residue profiles and Table 2.2 the acceptable limits of exposed mineral soil levels for the landscape units on public lands. A higher than acceptable level of exposed mineral soil may occur in the short term to move the areas toward meeting

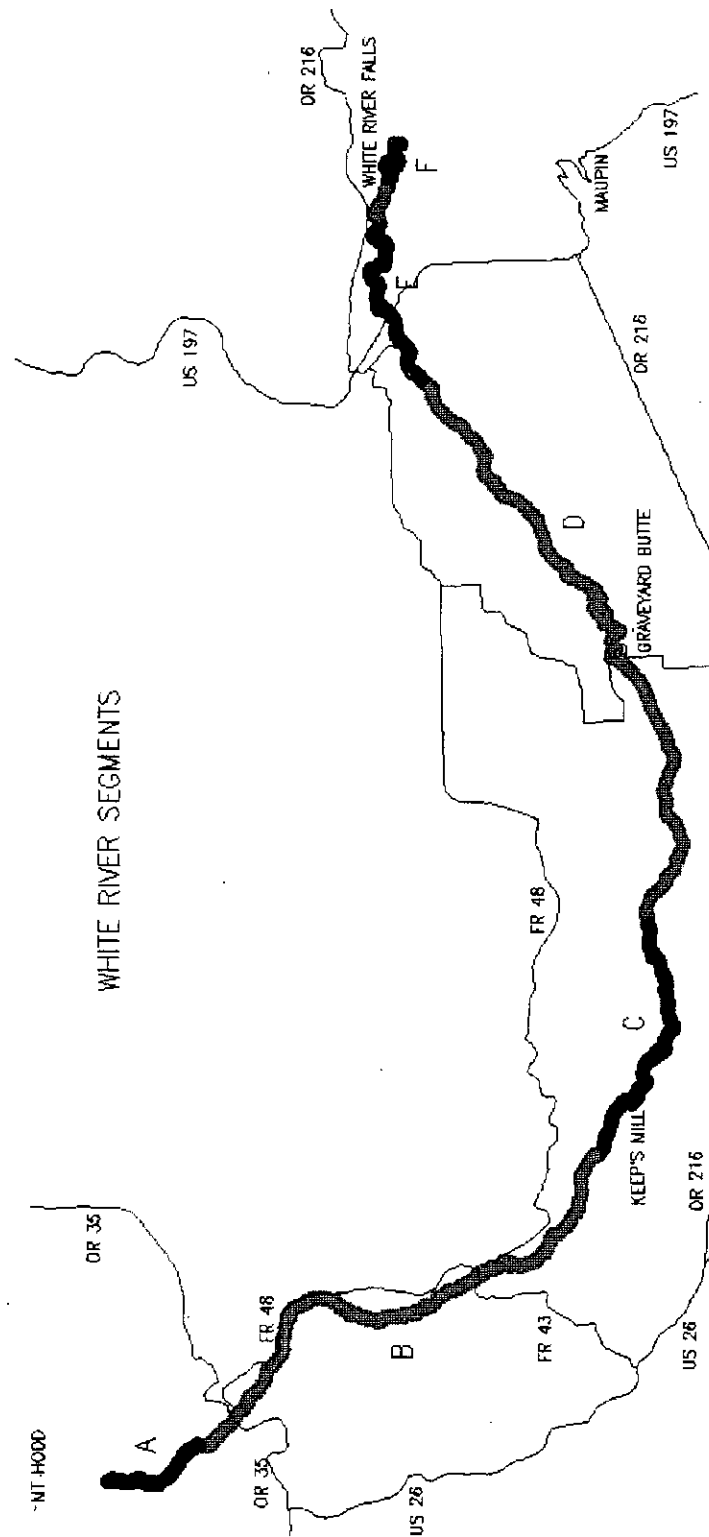


Figure 1.3. River segments for the White River National Wild and Scenic River.