

STAFF REPORT

Planning Department File No. 2025-09-019

CONDITIONAL USE APPLICATION FOR ONE NON-FARM DWELLING

Planning Commission Meeting Date: January 22, 2026

1. **APPLICANT:** Mark & Debbie Tolman
2307 Pleasanton St
Caldwell, Id 83605
2. **OWNER OF RECORD:** Mark & Debbie Tolman
2307 Pleasanton St
Caldwell, Id 83605
3. **PROPOSED ACTION:** Conditional Use approval for one non-farm dwelling.
4. **PROPERTY IDENTIFICATION:** Tax Lot 2901, T19S, R46E, Sec. 002; Assessor's Map 19S46ED002; Malheur County Reference #20400.
5. **PROPERTY LOCATION AND DIRECTIONS:** From Interstate 84, take the exit to Highway 201 and proceed south for approximately 8.1 miles. Turn right onto Imperial Avenue and continue for about 2 miles. Turn left onto Echo Road and follow it to the end of the road. The property is located on the right-hand side, adjacent to the canal road.
6. **ZONING:** Exclusive Farm Use (C-A1).
7. **PARCEL SIZE:** The entire subject parcel is within the Exclusive Farm Use (C-A1) zone and is 4.9 ac.
8. **PARCEL USE:** Vacant, with no irrigated ground.
9. **SURROUNDING USE:** All the surrounding properties are employed in farm or range use and some have single-family residences.
10. **ACCESS:** Access off Echo Drive.
11. **SANITATION REQUIREMENTS:** A DEQ approved sanitation system would be required.
12. **FIRE PROTECTION:** The parcel is within the Nyssa Rural Fire Protection District.

13. NATURAL HAZARDS: None.

14. WATER RIGHTS: The property currently has no water rights.

15. SOIL TYPE: The soils on the property are class VII.

16. ZONING HISTORY: In 2009, Measure 49 approval resulted in a partition establishing the subject parcel with an authorized homesite. The property is currently being presented to the Planning Commission for conditions of approval and has been approved for the Border Region Housing (Senate Bill 70) program for the creation of a two-acre lot with an additional homesite. There is no other known zoning history.

GENERAL CONDITIONAL USE CRITERIA

MCC 6-6-7 - GENERAL CRITERIA TO EVALUATE SUITABILITY: In considering the suitability of proposed conditional uses, the Planning Commission shall base its decision upon the following criteria:

A. Comprehensive Plan goals and policies, as applicable.

B. Specific plan recommendations

Proposed Finding: MCC 6-6-8-1 regulates the conditional use process for a non-farm dwelling.

C. Existing development and viewpoints of property owners in the surrounding area.

Proposed Finding: Letter notice was sent to adjoining landowners on December 31st 2025. No comments were received.

D. Availability of services and utilities.

Proposed Finding: The parcel is located within the Nyssa Rural Fire Protection District. All services and utilities are available.

E. The effect of the proposed use on the stability of the community's social and economic characteristics.

Proposed Finding: The proposed dwelling will have no negative effect on the farming/ranching practices that would interfere with the stability of the community's social and economic characteristics.

F. It does not interfere with traditional fish and wildlife use of habitats determined critical or sensitive in the Fish and Wildlife Habitat Protection Plan for Malheur County.

Proposed Finding: The proposed dwelling is not located in an area that contains fish or wildlife deemed critical or sensitive, and will not interfere with traditional fish and wildlife.

G. General Criteria

1. Increasing setbacks of structures to reduce possibilities of overshadowing adjoining property, noise, odor or night lighting nuisances.

Proposed Finding: The proposal is to build a house on this parcel. The proposed residence will not overshadow adjoining property.

2. Landscaping improvements for the visual benefits of the subject site and for the improved appearance of the neighborhood and County.

Proposed Finding: The proposed dwelling will not deteriorate the appearance of the neighborhood.

3. Location and size of driveway access points and right-of-way widening and improvement for present and future traffic circulation and safety.

Proposed Finding: The subject parcel will create a driveway off Echo Road. Please see attached Letter from Nyssa Rural Road District #3 (Exhibit 4)

4. Visual screening of outdoor waste and storage areas.

Proposed Finding: The proposed development is for a dwelling. Outdoor waste storage will be minimal. This criterion is met.

5. Control and focusing of outdoor lighting to avoid glare being directed beyond property limits.

Proposed Finding: Control of outdoor lighting will not be necessary.

6. Special criteria listed below, as applicable:

H. Allowance of Certain Uses: A use allowed under Section 6-3A-3 of this Title shall be approved only where it is found that the use will not:

1. Force a significant change in accepted farm or forest practices on surrounding lands devoted to farm or forest use; or
2. Significantly increase cost of accepted farm or forest practices on surrounding lands devoted to farm or forest use. (Ord. 86, 12-7-1993)

Proposed Finding: This home will not have any impact to any current use in

the area. The proposed non-resource dwelling will not force significant change in accepted farm or forest practices on surrounding lands devoted to farm use, nor significantly increase the cost of accepted farm practices.

SPECIFIC CONDITIONAL USE CRITERIA

MMC 6-6-8-1 - NONRESOURCE DWELLINGS IN EFU, ERU OR EFFU ZONES:

A. The use:

1. Is compatible with farm uses and is consistent with ORS 215.243; and

Proposed Finding: The granting of this application will not result in loss of natural resources, and the amount of open land used for agriculture use will not change. Therefore, the proposed use is compatible with farm use.

2. Does not interfere seriously with accepted farming practices on adjacent lands; and

Proposed Finding: The proposal is for a non-farm dwelling. Due to the location of the proposed building site and the distance to other existing developments, this will not interfere seriously with the accepted farming practices on adjacent land.

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

Added by OAR 660-033-130(4)(a)(D) - June 1, 1998: In determining whether a proposed non-farm dwelling will alter the stability of the land use pattern in the area, a county shall consider the cumulative impact of possible new non-farm dwellings and parcels on other lots or parcels in the area similarly situated. To address this standard, the county shall;

- i. Identify a study area for the cumulative impacts analysis. The study area shall include at least 2000 acres or a smaller area not less than 1000 acres, if the smaller area is a distinct agricultural area based on topography, soil types, land use pattern, or the type of farm or ranch operations or practices that distinguish it from other adjacent agricultural areas. Findings shall describe the study area, its boundaries and the location of the subject parcel within this area, why the selected area is representative of the land use pattern surrounding the subject parcel and is adequate to conduct the analysis required by this standard. Lands zoned for rural residential or other urban or non-resource uses shall not be included in the study area.
- ii. Identify within the study area the broad types of farm uses (irrigated or non-irrigated crops, pasture or grazing lands), the number, location and type of existing dwellings (farm, non-farm, hardship, etc.), and the dwelling development trends since 1993. Determine the potential number of non-farm / lot-of-record dwellings that could be

approved under subsections (3)(a), (3)(d) and section (4) of this rule, including identification of predominant soil classifications, the parcels created prior to January 1, 1993, and the parcels larger than the minimum lot size that may be divided to create new parcels for non-farm dwellings under ORS 215.263(4). The findings shall describe the existing land use pattern of the study area including the distribution and arrangement of existing uses and the land use pattern that could result from approval of the possible non-farm dwellings under this subparagraph:

- iii. Determine whether approval of the proposed non-farm / lot-of-record dwellings together with existing non-farm dwellings will materially alter the stability of the land use pattern in the area. The stability of the land use pattern will be materially altered if the cumulative effect of existing and potential non-farm dwellings will make it more difficult for the existing types of farms in the area to continue operation due to diminished opportunities to expand, purchase or lease farmland, acquire water rights or diminish the number of tracts or acreage in farm use in a manner that will destabilize the overall character of the study area.
- 4. Is situated on generally unsuitable land for the production of farm crops or livestock considering the terrain, adverse soil or land conditions, drainage and flooding, location and size of tract.

- B. As a condition of approval, the owner is required to allow the following statement to be entered into the chain of title for the non-farm parcel: (the use of a straw-man may be necessary):

“The property herein described is situated in or near a resource (farm or ranch) zone, where the intent is to encourage agricultural use and minimize conflicts with non-resource uses. Non-resource residents may be subjected to common, customary and accepted farm and ranch practices that are conducted in accordance with federal and state laws but ordinarily and necessarily produce noise, dust, smoke and other impacts. The grantees, including their heirs, assigns and lessees, by the recording of this statement, and in return for allowing a non-resource dwelling on this property, hereby accept the potential impacts of accepted farm and ranch practices as normal and necessary and part of the risk of establishing a dwelling in this area, and grantee acknowledges the need to avoid activities that conflict with nearby resource uses.” Evidence shall be provided showing the lot or parcel upon which the dwelling is proposed to be located has been disqualified for valuation at true cash value for farm use under ORS 308.113.

Proposed Finding: In accordance with the provisions of Measure 49, a cumulative impact analysis is not required or applicable to the property.

PROPOSED CONDITIONS OF APPROVAL

- 1. This approval is valid for four years from the date of this order. Substantial action must

be taken within this time period or the approval will lapse.

2. Any new structures on the property must meet International/Oregon Fire Code requirements for structure design, considering the minimum fire-flow requirements for structure size and constructions. Adequate firebreaks shall be constructed and maintained to minimize danger from potential wildfire.
3. Adequate access shall be secured for the property as set out by the Nyssa Rural Fire District and Nyssa Road District. The driveway shall be constructed to meet the International/Oregon Fire Code requirements.
4. The dwelling, well, septic system, and driveway shall be constructed and located in accordance with the approved site plan

EXHIBITS

Exhibit 1: Conditional Use Permit Application

Exhibit 2: Letter from Idaho Power

Exhibit 3: Measure 49 approval and Partition Plat

Exhibit 4: Letter from Owyhee Irrigation District

Exhibit 5: Letter from Nyssa Road District.