

COLUMBIA REGION ASSOCIATION
OF GOVERNMENTS

**PLANNING &
ADOPTION
PROCESS**

OF THE LAND USE
FRAMEWORK ELEMENT
OF THE CRAG REGIONAL PLAN

MAY 1977

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SUPPLEMENT TO THE
LAND USE FRAMEWORK ELEMENT
OF THE CRAG REGIONAL PLAN

A DESCRIPTIVE INTERPRETATION
OF THE PLANNING PROCESS

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SECTION 1
INTRODUCTION

THE PURPOSE OF THE FRAMEWORK ELEMENT

This report is designed to serve as the documented summary record of the planning and adoption process that resulted in CRAG's Land Use Framework Element (adopted December 22, 1976, effective February 5, 1977).

Because the Framework Element carries the force of law, it is important that both lay citizens and professionals know how it was developed under what circumstances. This report illustrates what is known about the region's land base and how that information was used to compile a framework policy for future land use planning.

The Framework Element is the first part of the Regional Plan which, when complete, will address a range of land use related issues. The primary purpose of the Framework Element is to provide guidance and direction to local governments by clarifying land use issues of regional significance. It also establishes parameters to guide future adoption of other elements of the Regional Plan. Its effect will be to chart an overall outline for growth in this region in the years ahead.

The Framework Element document contains three parts: a text that sets out policies that will guide urban and rural growth and preservation of natural resource lands over a minimum of 20 years; second, a map that reflects land classifications for land within the tri-county area; and third, rules for adoption and implementation.

In addition to reviewing the formulation and adoption process used by CRAG, this report identifies issues and problems that surfaced during the developmental stages, provides population forecasts and land use inventories used as a data base, and discusses alternative courses of action considered and ultimate policies chosen by the Board of Directors.

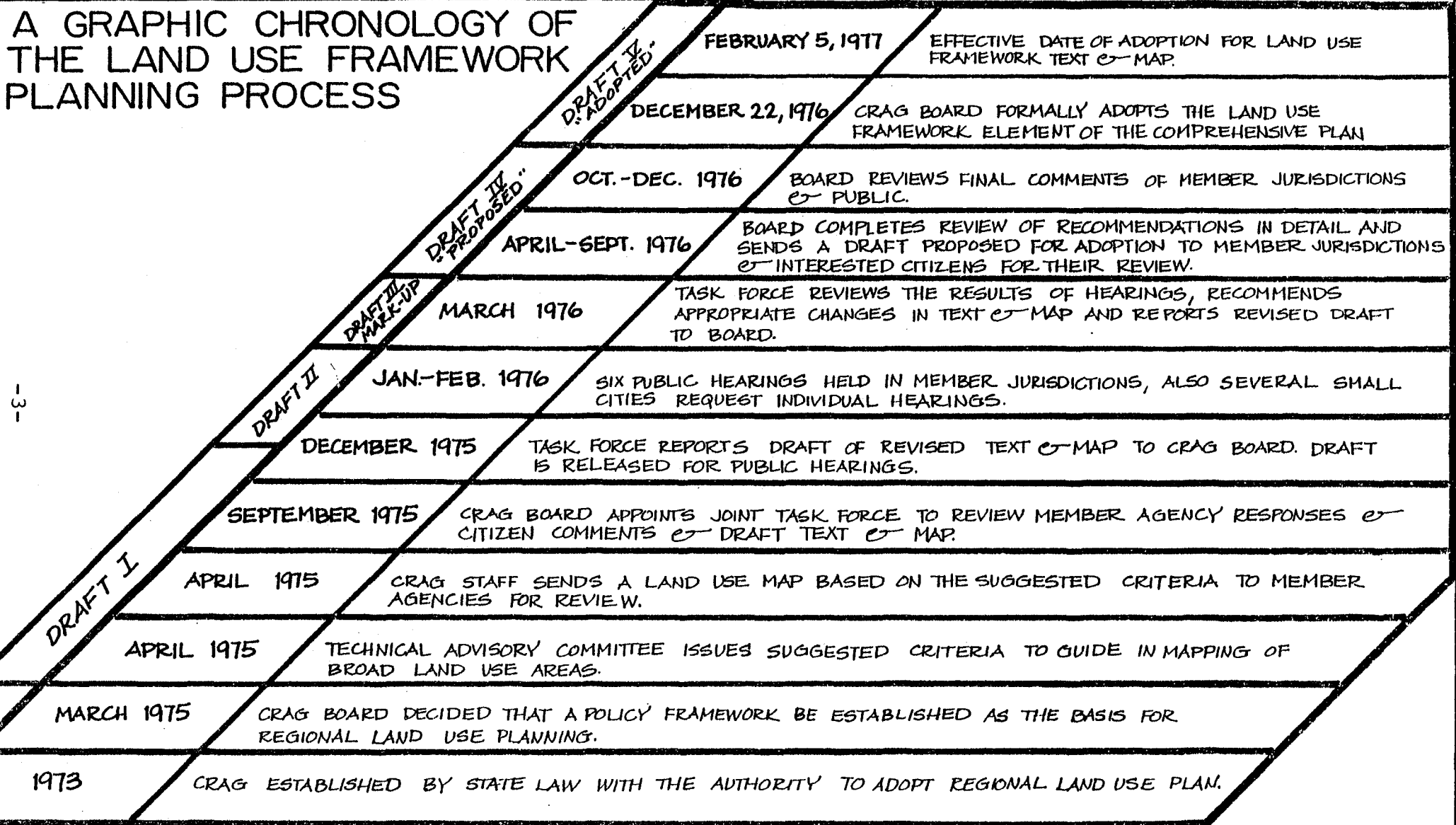
While the definitive record is only summarized here, fuller documentation is on file at the CRAG offices. (See List of Principal Background Materials, p. 67, for list of complete record.) As changes or amendments occur in the Framework Element, this report will be revised to reflect those changes.

This report has not been approved or adopted by the CRAG Board of Directors. Rather, it is a staff effort to summarize the documentation of the planning process.

BACKGROUND OF CRAG

The Columbia Region Association of Governments (CRAG) was established in 1966, initially as a voluntary council of the governments

A GRAPHIC CHRONOLOGY OF THE LAND USE FRAMEWORK PLANNING PROCESS



of Clackamas, Columbia, Multnomah and Washington Counties in Oregon and Clark County in Washington, and cities within those counties.

In its early years, CRAG emphasized intergovernmental coordination and regional problem solving. In 1969, the federal government designated CRAG as the areawide agency responsible for reviewing applications for federal assistance on the basis of regional impact A-95 review, and as the Housing and Urban Development (HUD) areawide planning body.

At the request of the CRAG Board and other community leaders from the area, the 1973 State Legislature expanded CRAG's powers with the adoption of Senate Bill 769. The Legislature found "that it is necessary and a matter of statewide concern to provide for properly coordinated regional planning in metropolitan areas..." (ORS 197.705(1)). Further, the Legislature found it necessary "to establish a representative regional planning agency to prepare and administer a regional plan (ORS 197.705(2)).

SB 769 established a procedure for city and county governments in the tri-county area to form a regional planning district, allowing for voluntary participation by adjoining cities and counties and other public agencies, and gave CRAG the local review and coordination functions of SB 100, the State Land Use Act. After adoption of charter rules, a reorganized CRAG went into effect in April 1974.

Since then, CRAG has adopted regional goals and objectives (adopted September, 1976 pursuant to ORS 197.755(1)) and a land use framework policy, having returned twice to the drawing boards before settling on a "consensus building process".

HOW CONSENSUS BUILDING PROCESS WORKS

The consensus building process ultimately meant gaining a consensus of votes on the Board of Directors for purposes of adoption. However, as a process, consensus building referred to gaining agreement among citizen constituents, local government staffs and officials, members of the Land Use Framework Task Force, and other advisory committees--all the parties directly involved in the formulative stages.

By its very nature, the consensus building process assured all affected parties that their interests would be heard and considered in the construction of a framework policy. The CRAG Board of Directors generally felt that to develop a plan that is realistic, functional--and binding--local governments, special interests and the general public would need to be well informed and deeply involved in the entire process. Thus several drafts of both the

text and map were widely distributed, commented on and revised. The plan evolved as an achievement of agreement as opposed to just one group's vision of "right".

As a practical function, the consensus building process enabled the Framework Element Task Force, and subsequently the CRAG Board, to focus on disputed designations of certain lands. As agreement evolved on Urban, Rural or Natural Resource land classifications, greater analysis--based on local government perspectives; citizen involvement; physical land conditions; and social, environmental, energy and economic considerations--was exerted on the remaining lands--called "Study Areas".

By incorporating broad-based citizen participation into the consensus building process, the interests of all participants functioned as the hard reality against which ideals were often gauged. It can be said that the involvement of a broad cross-section of citizens legitimized the adoption of the Framework Element as law because the final document was largely a product of the participating interests of the regional community.

AUTHORITY TO DO REGIONAL PLANNING

From a legal standpoint, Oregon's Land Conservation and Development Commission (LCDC) requires that all planning jurisdictions "establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land..." (Goal 2, Land Use Planning, of the Statewide Planning Goals and Guidelines adopted by LCDC, December 27, 1974). To comply with this requirement, the CRAG Board of Directors accepted "those aspects of the LCDC Goals applicable to the CRAG region" to guide the development of regional Goals and Objectives and serve as a basis for establishing a land use framework (CRAG resolution number 750308, March 27, 1975, see text in Appendix, p.54). Thus, the process of formulating a land use policy framework was underway.

The Goals and Objectives document set out basic policy aims that will direct future CRAG planning. It will be implemented through the development of various elements of the Regional Plan. Specifically, the Framework Element implements the following substantive objectives for land use: Urban, Rural and Natural Resources. Procedural objectives addressed by the Framework Element are Urban Inventories, Natural Resources Inventories, Cooperative Designation of Land Use Classifications, Agricultural and Forest Lands in Rural Growth Boundaries (see Appendix, p.64 for text of Objectives, or see Goals and Objectives, pp. 10 and 11).

CRAG's interpretation of the region's responsibility for meeting state goals is completely set in motion by the Framework Element for: Goal 3--Agricultural Land; Goal 4--Forest Land; and Goal

14--Urbanization. In addition, there was consideration of Goal 5--Open Spaces, Scenic and Historic Areas and Natural Resources; and Goal 7--Areas Subject to Natural Disasters and Hazards (see Statewide Goals and Guidelines).

SECTION 2

FORMULATION AND ADOPTION PROCESS

Between 1972 and early 1975, a developmental planning study was conducted which eventually resulted in procedures for completing a Regional Plan. During that time (1974), CRAG was reconstituted and the Board of Directors adopted an incremental plan preparation approach to achieving the Regional Plan (BD 750308, adopted March 1975), in which the Land Use Framework Element came first. Basic to this approach was the strategy of building plan consensus, acceptance and support through member agencies, special interests and citizens involved in each planning phase and activity.

PRELIMINARY MAP AND SUGGESTED CRITERIA RELEASED

In May 1975, CRAG's Community Development Technical Advisory Committee (CDTAC) released a document entitled Suggested Criteria for Determining Broad Land Use Areas, which included criteria for identifying Urban, Rural and Natural Resource areas. Urban and Natural Resource areas were further divided into two sub-types each. These land use categories and relevant LCDC goals and guidelines constituted the criteria under discussion at that time. A preliminary mapping of land use classifications was prepared by CRAG staff based on these criteria.

The Suggested Criteria Report, along with the preliminary map, was released on May 21, 1975 for distribution to member jurisdictions for review. Comments were solicited on desirable changes to reflect local conditions and needs, while still adhering to the criteria for each land use area.

Almost uniformly, the response to the criteria and map closely followed existing local land use plans. An analysis of the responses (38 of possible 44 respondents) indicated that the original classification system (see following chart) was confusing and too specific. Most appealed for an overall clearer role for local governments in the regional planning process.

CHRONOLOGICAL DEVELOPMENT OF LAND USE CLASSIFICATION SYSTEM

	APRIL 1975	DEC. 1975	MARCH 1976	SEPT. 1976	DEC. 1976
	SUGGESTED CRITERIA	DRAFT II	MARK-UP DRAFT	PROPOSED DRAFT	ADOPTED DRAFT
CLASSES					
URBAN CLASSES	FUTURE URBAN IMMEDIATE URBAN	URBAN	URBAN	URBAN	URBAN FUT./IMMED. TO BE DESIGNATED WITHIN ONE YEAR
RURAL CLASSES	RURAL	RURAL	RURAL	RURAL	RURAL
NATURAL RESOURCES CLASSES	CONSERVATION PRESERVATION	NATURAL RESOURCE	NATURAL RESOURCE	NATURAL RESOURCE	NATURAL RESOURCE
UNRESOLVED CLASSES	NONE	DISCUSSION AREA (30)	STUDY AREA (6)	STUDY AREA (13)	STUDY AREA (12) TO BE DESIGNATED WITHIN ONE YEAR

CRAG responded to local feedback by appointing a joint Task Force charged with the responsibility of developing the Land Use Framework text and map. Membership on the Task Force was composed of three representatives from each of CRAG's three advisory committees. (See Appendix, p. 53 , for Board and Committee Descriptions.)

TASK FORCE HOLDS MEETINGS

On September 10, 1975, the Land Use Framework Task Force met for the first time and adopted a "sub-area analysis" approach which focused primarily on the areas of difference between city and county responses and the original CRAG staff mapping.

Each sub-area analysis considered these factors:

- . Existing conditions;
- . Degree of parcelization;
- . Available public services (e.g., water and sewer);
- . Transportation access or impact;
- . Soil conditions;
- . General suitability for urban or rural purposes.

Soils information, based on generalized soil maps, was supplemented by detailed soil information where available and by advice from Soil Conservation Service representatives in attendance at Task Force meetings.

During this time, CRAG liaison staff worked with representatives from local jurisdictions. As the Task Force prepared preliminary draft materials, a series of 18 workshops and conferences for special interest groups and citizen organizations was held to review Task Force alternatives.

In response to local jurisdiction requests, the number of land use classifications had been reduced by CDTAC to the three broadest: Urban, Rural and Natural Resource. The Task Force sought to determine the most appropriate land use designation for each sub-area analyzed. It was able, in most instances, to establish a recommended boundary where there was substantial agreement among responding local jurisdictions. Where mapping differences existed, either a compromise agreeable to local jurisdiction staffs and Task Force members was worked out or those areas were presented as "Discussion Areas" for public discussion.

Meeting in all-day sessions, the Task Force considered comments and suggested revisions from each county and all the cities therein. Each all-day meeting was followed a week later by a shorter review session to allow the local jurisdictions time to review the Task Force's recommendations, to make additional information available, and to allow the Task Force to review its decisions.

On December 3, 1975, after 24 meetings in which language for the text was drafted and land use designations were mapped, the Land Use Framework Task Force sent its recommended draft of the Framework Element to CRAG's technical and citizen advisory committees. After some revision, CDTAC reported "Draft II" for public release to the CRAG Board. That action was taken December 18, 1975. Maps of Task Force recommendations were prepared and made available for public review as was the documentation of its findings.

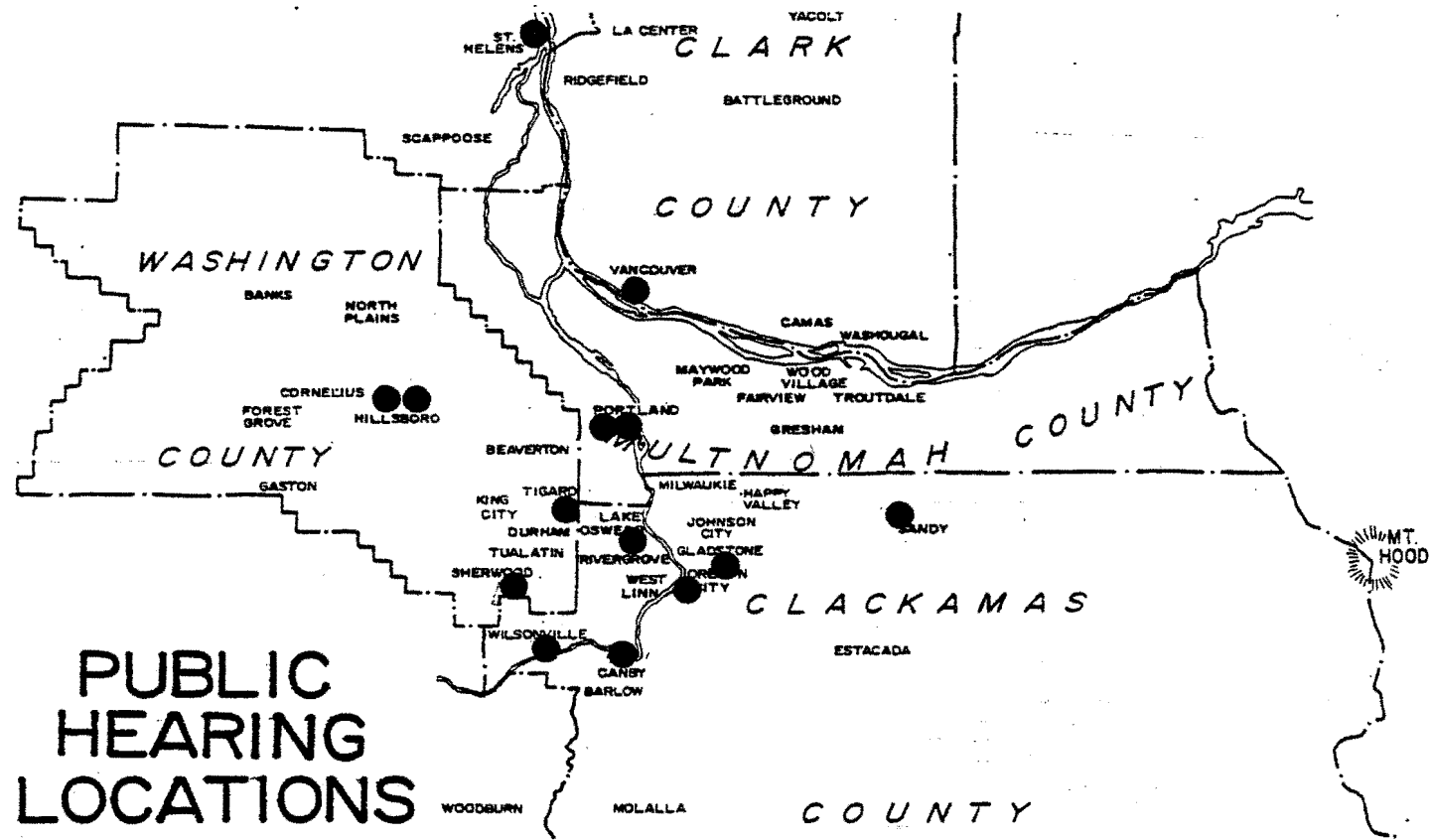
The complete record of jurisdictions and citizen responses to the Suggested Criteria Report and the preliminary map are on file at the CRAG offices. (See Appendix, p. 56, for list of Task Force meeting dates.)

PUBLIC HEARINGS HELD

In February 1976, CRAG held six public hearings to consider Draft II of the Land Use Framework Element and Goals and Objectives. In addition, eight cities requested public hearings, in accord with Board procedures, for their own jurisdictions. Hearing dates and times were as follows:

CRAG Sponsored Hearings

1. Multnomah County Courthouse (Room 602),
1021 S.W. Fourth Avenue, Portland,
February 9, 7:30 p.m.
2. Vancouver City Hall (Council Chambers),
210 E. 13th Street, Vancouver, Washington,
February 10, 7:30 p.m.
3. Clackamas County Courthouse (Courtroom 4),
Oregon City, February 11, 7:30 p.m.
4. St. Helens City Hall (Council Chambers),
St. Helens, February 12, 7:30 p.m.
5. Washington County Administration Building
(Room 402), 150 N. First Street, Hillsboro,
February 18, 7:30 p.m.
6. Western Forestry Center (Regional Hearing),
4033 S.W. Canyon Road, Portland, February
19, 7:30 p.m.



City Requested Hearings

1. Fowler Junior High School, 10865 S.W. Walnut, Tigard, February 9, 8:00 p.m.
2. Wilsonville Grade School, 3725 S.W. Boones Ferry Road, Wilsonville, February 9, 8:00 p.m.
3. Gladstone City Hall, Dartmouth Street and Portland Avenue, Gladstone, February 10, 7:45 p.m.
4. Hillsboro City Hall (Council Chambers), February 11, 7:30 p.m.
5. Canby Grade School, 501 N. Grant, Canby, February 12, 7:30 p.m.
6. Sandy City Hall, 39250 Pioneer Boulevard, Sandy, February 16, 7:30 p.m.

7. Lakeridge High School, 1235 Overlook Drive,
Lake Oswego, February 17, 7:30 p.m.
8. Sherwood High School (LGI Room), 1155
Meinecke Road, Sherwood, February 17,
7:30 p.m.

CRAG's Citizen Advisory Committee, ESCAC and the CRAG staff took several specific actions to promote public understanding of the Framework Element and to generate public involvement in the hearings process:

1. Ten thousand Draft II proposals for public discussion were published in an easy-to-read newspaper format, with the public hearings schedule prominently displayed on the back page. Copies were mailed to 350 special interest and community groups (January 10, 1976), distributed at meetings, and made available upon request through the Information Office.
2. CRAG News and Views, an informational newsletter, was sent to approximately 1,150 people with information about the public hearings.
3. Seventeen area newspapers were personally visited or contacted by ESCAC members and encouraged to alert their readers to the public hearings.
4. Television and radio public service announcements of all meetings were sent to the local media.
5. Between January 12 and January 23, 1976, CRAG held all-day Open Houses at its offices for the public to visit with staff and committee members on the proposed Framework Element and Goals and Objectives.
6. CRAG liaison staff encouraged local governments to facilitate public awareness of the hearings. Notices of dates and times of public hearings were sent to city halls and county courthouses.
7. Official public notice of the hearings was advertised in the Oregonian on January 19, 1976 and February 4, 1976, listing times, dates, locations and subject matter (see Appendix, p. 63, for Affidavit of Publication).

8. Informal information meetings were sponsored by CRAG and hosted by each county preceding each public hearing so the proposals could be explained and questions could be answered.

The six CRAG-sponsored hearings were attended by staff, members of the Land Use Framework Task Force, and chaired by at least one member of the CRAG Board of Directors. At the final hearing, a quorum of the CRAG Board was in attendance to listen to the public's comments. An estimated 1,155 citizens attended the six hearings. These hearings averaged three to four hours each. CRAG staff also attended all eight city requested hearings.

TASK FORCE PREPARES DRAFT III

At the end of the hearings, all public testimony (oral and written) was organized into two sets of binders according to the section of the proposed plan it addressed. One set of nine binders contains the full text of all testimony in its original written or transcribed form. The second set contains an issue-oriented summary of the testimony, including the names of all parties who expressed a comment and cross-references to the binder volumes containing the full testimony. Included in the summary volumes are staff responses to the public's comments, as well as Task Force recommendations. Both documents were prepared for the Board's mark-up process and are currently on file at the CRAG offices.

During the month following the public hearings, the Land Use Framework Task Force met in three all-day meetings to review the record of public testimony and to revise its recommended draft Framework Element. They decided to visit most remaining study areas and more than 20 hours were spent attempting to learn first-hand the problems unique to each area. The Task Force made appropriate changes in the text, rules and map, and reduced the number of study areas from 30 to six before reporting Draft III, the Mark-Up Draft, to the Board on March 25, 1976.

BOARD "MARKS UP" DRAFT III

Between March 26 and September 16, 1976, the CRAG Board held a series of nine meetings to mark-up Draft III (see Appendix, p. 56, for list of Board Mark-Up Meetings). Those meetings were open to the public for comment and attended by members of the Task Force and CRAG staff. Both the summary of all public testimony and the verbatim oral and written testimony notebooks were used by the Board during this stage. Other data (drainage maps, inventories, local plans, aerial photos, etc.) were also made available. The procedure the Board followed in marking-up Draft III was: after a summary of the new draft Framework Element was

presented by the Task Force and staff made their recommendations, comments from citizens in the audience were solicited. Then discussion by Board members ensued. Each section of the text and rules was reviewed word-by-word and the map was reviewed area-by-area before a vote was taken on each. After reviewing the entire text and map, a single vote was taken to propose the mark-up draft as amended by the Board for adoption.

One example of how public testimony directly impacted the adopted Framework Element was public testimony from the Waterfront Owner and Operators Association that pointed out Draft II's failure to identify waterfront property suitable for houseboat moorages (see Written Testimony, Volume I, p. 47.7). The letter that accompanied their oral testimony contained an evaluation of areas suitable for this type of development and made recommendations as to the most appropriate sites. As a result, the Task Force recommended that houseboat development be recognized as an appropriate housing stock, under certain circumstances, in Rural areas, in addition to Urban areas. The Board eventually included in the text that specific reference to houseboats (Land Use Framework Element text, Article V, Section 2(c)).

BOARD ISSUES PROPOSED DRAFT

The Board issued its Proposed Draft for adoption on September 16, 1976. One thousand copies of the Proposed Draft were sent to all member jurisdictions and made available for public review at the CRAG offices.

Eighty-four citizens attended a special public hearing called by the CRAG Board on December 2, 1976 for the purpose of receiving public testimony on changes that had been made in the Draft since the last round of hearings.

FRAMEWORK ELEMENT ADOPTED

Subsequently, the Board held two special meetings on December 16 and 22 to respond to both public testimony and correspondence from member jurisdictions. Late into the evening of December 22, the CRAG Board voted to adopt the proposed Land Use Framework Element. Only Washington County, represented by an alternative delegate, dissented. However, within two weeks, the Washington County Board of Commissioners voted to support the Framework Element and instructed their delegate to so notify the CRAG Board, thereby making adoption of the Framework Element unanimous.

The CRAG Board decided to delay the effective date of adoption for 45 days to allow local jurisdictions and CRAG staff to prepare for implementation and to make sure adequate notice was available to the public. Toward that end, CRAG staff was sent out to

Multnomah, Clackamas, Washington and Clark Counties to brief city and county planning staffs. On January 31, CRAG held a series of three general public briefings at its offices. Two general press briefings were also held to help interpret the impact of this plan's adoption. In addition, staff visited with the editorial boards of the areas three major newspapers: the Oregonian, the Oregon Journal and the Willamette Week. On February 5, 1977, the Land Use Framework Element, the first element in this region's comprehensive plan, took effect.

SECTION 3

ISSUES, CONSIDERATIONS AND ULTIMATE
POLICY CHOICES

In the course of the deliberative process that resulted in the Land Use Framework, many issues arose and were debated. Alternative courses were suggested, considered and policy choices ultimately settled upon. This section summarizes the issues, considerations and policy choices that figured importantly in the final Text and Rules adopted by the Board of Directors.

TEXT

A. URBAN GROWTH BOUNDARIES

Issue

1. The amount of land needed for urban development.
2. The effect of urban growth boundaries on housing costs.

Alternative Courses

Whether to adopt urban growth boundaries and the extent of area included in those boundaries.

Considerations

1. Applicable LCDC Goals.
2. The need for housing, employment opportunities and livability.
3. Environmental, energy, economic and social consequences.
4. The orderly and economic provision of public facilities and services.
5. Pre-existing commitments to urban development, including already developed lands, areas with available urban services, and areas where taxes have been levied for urban service construction.
6. Development not located where hazard conditions (steep slope, 100-year floodplain areas) are known to exist.
7. Lower quality agricultural and forestry lands (based on soil conditions) developed first and open space areas preserved.
8. Conversion of urbanizable land to urban uses supported by a demonstrated need to provide sufficient land for urban uses and consistent with the urban development policies embodied in the Framework Element.

9. The housing industry's ability to provide housing to all income levels not be adversely affected.

Problems

The environmentalists argued that need for urban lands should be demonstrable and that the boundaries proposed for adoption were too large. On the other side, construction industry representatives argued that limiting land for urban development would cause artificially high prices for housing. After a meeting on August 11, 1976 between representatives of the construction industry, environmentalist groups and members of the Framework Task Force, it was agreed that a complete definition of need for urban land for a 20-year period is dependent on two factors:

1. Results obtained from a planned economic monitoring program; and
2. Completion of the other, more detailed, elements of the Regional Plan.

The problem was an inability to gain agreement on critical planning assumptions, i.e., family size, density, population growth, etc. It was agreed that urban growth boundaries should be adopted, but viewed as subject to changes based upon future monitoring and planning.

Ultimate Policy Choice

The Board adopted urban growth boundaries based on the above considerations, containing lands considered needed and committed to urban use. Future monitoring and planning would be used to determine additional need as a basis for conversion of non-urban land for urban use. The effect on housing costs would be closely monitored as a part of this process, since the Board specifically stated in the policies (Policy C) that these boundaries would be implemented without substantial adverse effects on the housing industry.

B. URBAN GROWTH MANAGEMENT STRATEGY

Issue

How and in what form a strategy for staging growth in urban areas should be incorporated into the Framework Element.

Alternative Courses

The alternative was to have no controls or mechanisms with which to stage growth.

Considerations

1. LCDC Goals 11 (Public Facilities) and 14 (Urbanization).
2. Any management approach should not require the adoption of a no-growth or a fixed population philosophy.
3. For existing services to be maximized, it needs to be determined what agency has the lead responsibility in providing services.
4. Immediate growth boundaries not be imposed on urban areas from a regional perspective; rather, worked out cooperatively amongst cities, counties and special districts.
5. New urban development within urban growth boundaries should be contiguous to existing communities to encourage "filling in" of buildable lands within urbanizing areas and to reduce "leap frog" or "sprawl" development. Further, such new development should (Policy D):
 - a. Be cost effective in terms of required services, such as streets and utilities;
 - b. Enhance the efficiency of existing transportation resources and the feasibility of public transit; and
 - c. Promote conservation and preservation of agricultural and forest lands.
6. The housing industry not be adversely affected in its ability to provide housing for all income level populations.
7. Land use designations not be construed as immediate commitments to maximum allowable development.

Problems

Setting immediate (i.e., short-range) growth boundaries was proposed at the inception of the planning process but was temporarily suspended in order to focus on the development of long-range urban growth boundaries. Revival of the immediate growth issue was supported late in the process by some cities in Clackamas County and from the City of Portland. An effort to set those boundaries within the urban growth boundaries, already largely agreed to, was conducted through the use of a survey of local jurisdictions and preliminary

mapping based on responses from that survey; but the consensus was to allow more time for analysis and implementation.

Ultimate Policy Choice

The Board decided staging of future urban development was a valid regional strategy and could best be accomplished primarily at the local level. The strategy adopted was essentially two-pronged:

1. Immediate Growth Boundaries. Boundaries will be recommended by local jurisdictions to the Board within one year from adoption. Immediate Growth Boundaries will identify those lands within urban growth boundaries where growth will take place first. Its effect will be to maximize the use of existing facilities and services and to insure the economic, orderly provision of new facilities and services.
2. Urban Service Areas. Boundaries will be cooperatively worked out between cities, counties, and special districts within one year from adoption. CRAG will become involved only in the event of an impasse. Establishment of these boundaries will avoid costly duplication and resolve conflicts about spheres of influence between local jurisdictions.

C. NEED FOR A RURAL CLASSIFICATION

Issue

Whether or not a rural classification that permits large lot home sites and other activities associated with a rural lifestyle should be included in the Framework Element.

Alternative Courses

Adopt or reject the use of this classification.

Considerations

1. A recognition that rural lifestyles exist.
2. Washington and Clackamas County plans include rural classifications.
3. Whether, as some environmentalists argued, areas classified rural are ultimately a commitment to urbanization.

4. LCDC Goals and Guidelines provide for "Urban" and a "Rural" category, the latter divided into (a) non-urban agricultural, forest or open space lands, i.e., "Natural Resource" and (b) sparse settlement, small farms on acreage homesites, i.e., "Rural".

Ultimate Policy Choice

The Board chose to include a rural classification. They concluded that a rural classification, if sufficiently limited, is not a commitment to future urbanization, but also that rural development should not be allowed to preclude conversion to urban use entirely. It also concluded there is a definite need to keep urban investments out of rural lands by restricting uses and facilities.

D. LIMITING RESIDENTIAL DEVELOPMENT IN RURAL AND NATURAL RESOURCE AREAS

Issue

How best to limit residential development in rural and natural resource areas to prevent the need for urban-level services from arising.

Alternative Courses

Whether limitations should be established at the regional or local level and whether to use average areawide density limits or a minimum lot size approach.

Considerations

The idea of uniform standards to apply throughout the region was discovered to be difficult. Although a method of setting minimum lot sizes conformed to Multnomah County's zoning ordinance, it would have meant massive rezoning in Clackamas and Washington Counties. Another approach, average areawide density limits, was deemed impractical because to make such a density system work, both a current inventory of existing development and an exact description of the affected area would be needed. Securing that data would be expensive and time consuming. Essentially, neither approach could be applied uniformly to the tri-county area, because of widely disparate existing conditions.

Lengthy discussions on this issue took place at the Task Force meetings. The Task Force originally recommended maximum density standards. However, testimony at the public hearings indicated overwhelming opposition to the idea on

the basis that such a system would be inequitable and an administrative nightmare.

Subsequently, the three county planning directors proposed leaving the decision to local jurisdictions based on certain planning considerations.

Ultimate Policy Choice

The Board agreed with the county planners' proposal, allowing minimum lot sizes to be set at the local level based on certain planning considerations. The considerations are as follows:

For Rural Areas:

1. The need to preserve agricultural and forestry lands.
2. The optimum use of existing rural services and the timely, orderly and efficient phasing of future rural services.
3. Pre-existing commitments to rural development.
4. The sufficiency of the land base.

For Natural Resource Areas:

1. The need to preserve agricultural and forestry lands.
2. That wilderness and wildlife areas be maintained.
3. That water supply systems, including watersheds, be protected.
4. That mineral and aggregate resources be protected.
5. That land for parks and open space be retained.
6. The sufficiency of the land base.

E. INDUSTRIAL DEVELOPMENT IN RURAL AND NATURAL RESOURCE AREAS

Issue

The extent and type of industrial uses that are appropriate in rural and natural resource areas.

Alternative Courses

To allow land extensive industrial development in rural and/or natural resource areas or to restrict such development to industries consistent with rural and natural resource character and necessary to support those populations.

Considerations

1. The meaning of "land extensive" can be understood precisely only when numerical ratios are established relating land area to employment or capital facilities.

2. Industries requiring large land areas would include a number of land uses incompatible with the character and concept of of rural area, e.g., warehousing, wholesale auto storage, wrecking yards, etc.
3. Land extensive industrial uses tend to generate substantial truck traffic that would strain rural transportation systems, leading to a demand to improve those facilities. This could place pressures on rural lands for conversion to urban use.
4. Land extensive industrial uses tend to attract other related commercial uses, e.g., service stations, restaurants, etc. or other similar land extensive industry. This too could place pressures on rural lands for conversion to urban uses.

Ultimate Policy Choice

The Board decided that the definition of land-extensiveness was too vague. The Board did find that industries which are not labor intensive and are consistent with rural character, rural development and rural facilities and services are appropriate, provided such industries locate on non-agricultural lands or agricultural lands exempted under the procedures of Statewide Goal 2, Part II of LCDC (see Framework Element, Article V, Section 2,G).

RULES

F. STUDY AREAS

Issue

What land use designation to apply where a consensus among interested jurisdictions and other interested parties had not emerged.

Alternative Courses

1. To adopt the plan without study areas and map an urban, rural, or natural resource designation.
2. To not adopt the plan until study areas are resolved.
3. To adopt the plan with study areas.
4. To adopt the plan with study areas but apply local comprehensive plans and zoning codes to study area lands until they are resolved.

Considerations

1. Some local plans provide for heavy industrial uses in the study areas.
2. The purpose of study area designations could be undermined unless a temporary restriction on development activity was adopted.

Ultimate Policy Choice

The Board decided to adopt the plan with study areas to be resolved through a cooperative process within one year, and at that time designated on the map as urban, rural or natural resource. In the interim, limits on new development within study areas would apply.

STUDY AREAS

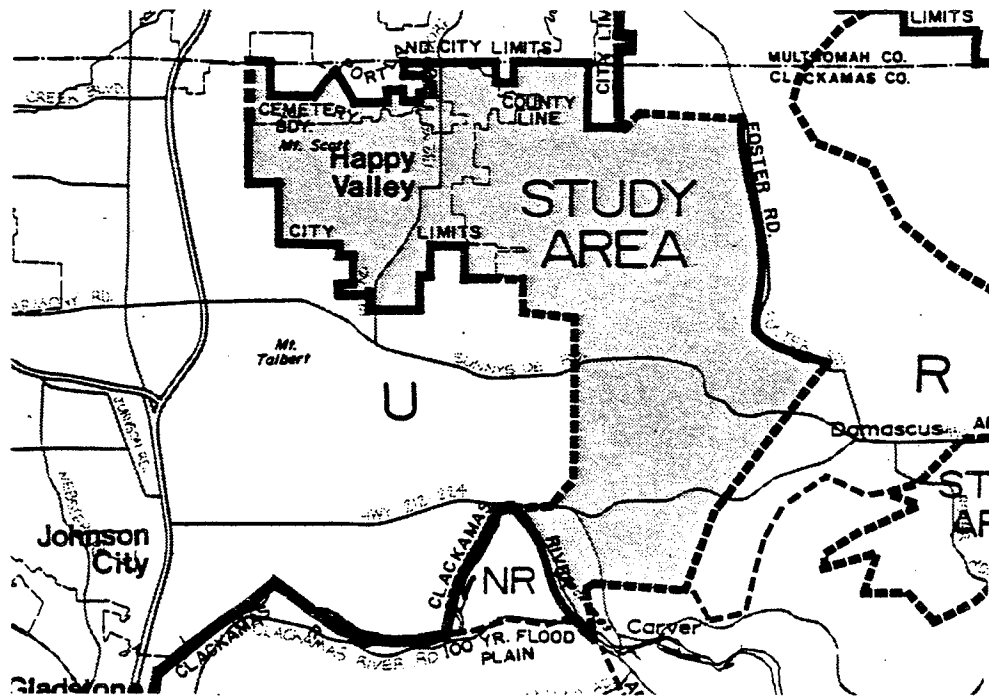
Clackamas County

1. Happy Valley/Rock Creek

Considerable controversy over the appropriate designation for these two areas took place throughout the development of the Framework Element. Discussion about these two areas took somewhat different courses during the formulative stages of the Framework Element, but they were considered together at the time of adoption because the prospect of urban development in one area would impact the abutting area, especially if Rock Creek was designated urban and Happy Valley designated rural.

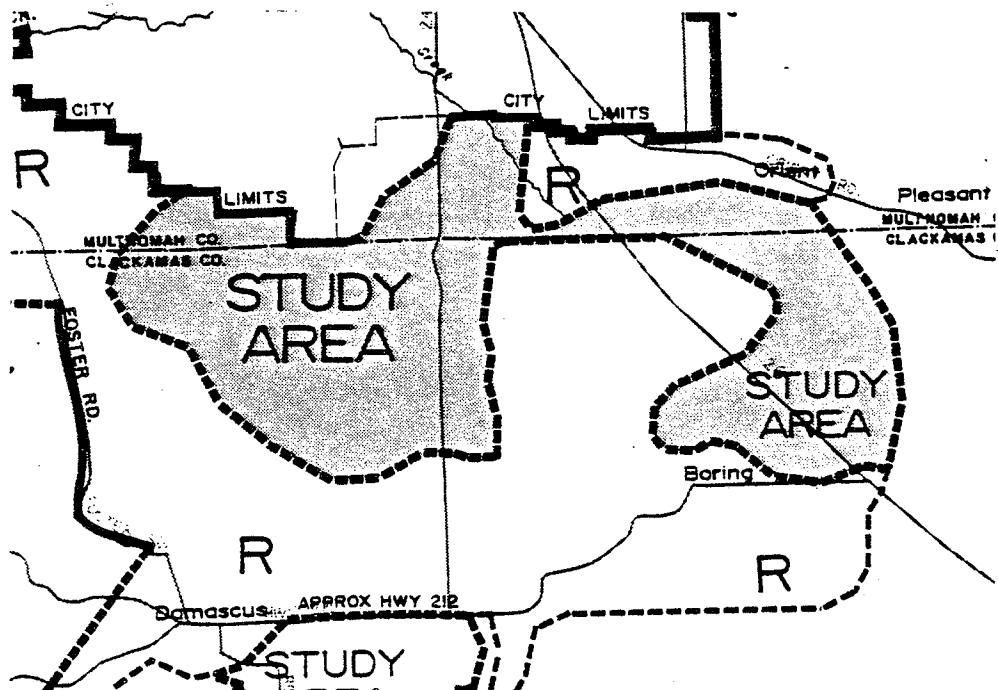
In Happy Valley, local residents and city officials strongly supported a rural designation. Clackamas County took an essentially neutral position, although its Comprehensive Plan had indicated an urban designation for all unincorporated lands around Happy Valley.

Residents of Rock Creek were divided about whether urban development should occur in the area. Clackamas County supported an urban designation for Rock Creek consistent with its Comprehensive Plan.



2. South of Gresham

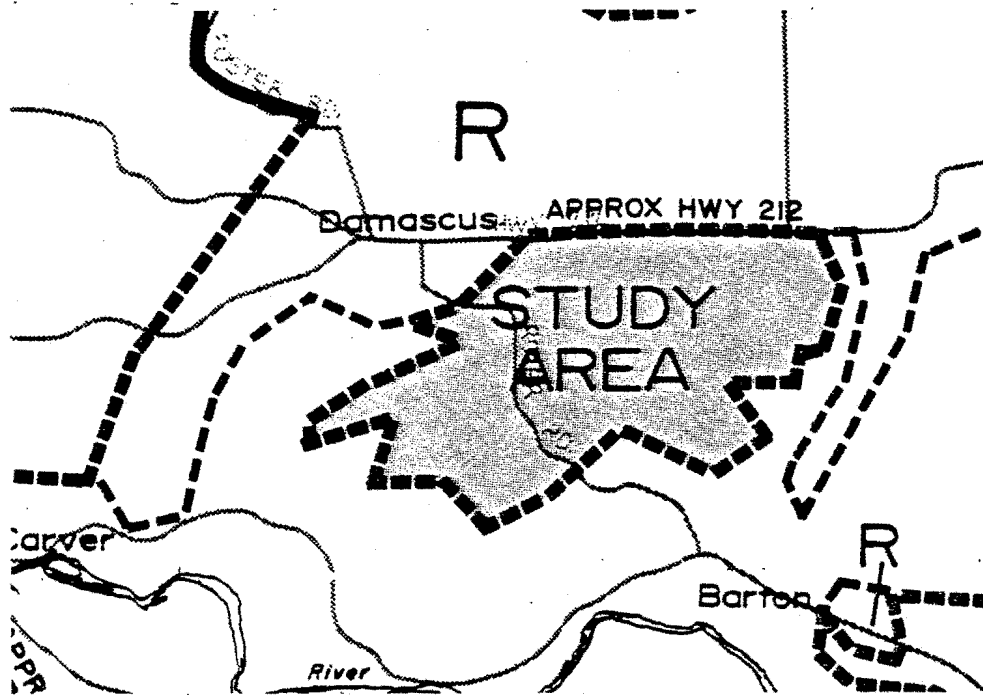
The debate here was whether this area should be designated rural or natural resources. Because the land includes parts of two Counties, it was felt that better coordination between Clackamas County, who supported a



rural designation as its Comprehensive Plan indicates, and Multnomah County, who supported a natural resource designation, required time to be worked out. Some public testimony was critical of large rural designations in the Clackamas County Comprehensive Plan. Also, the Board felt a better understanding of soil conditions in the area was needed.

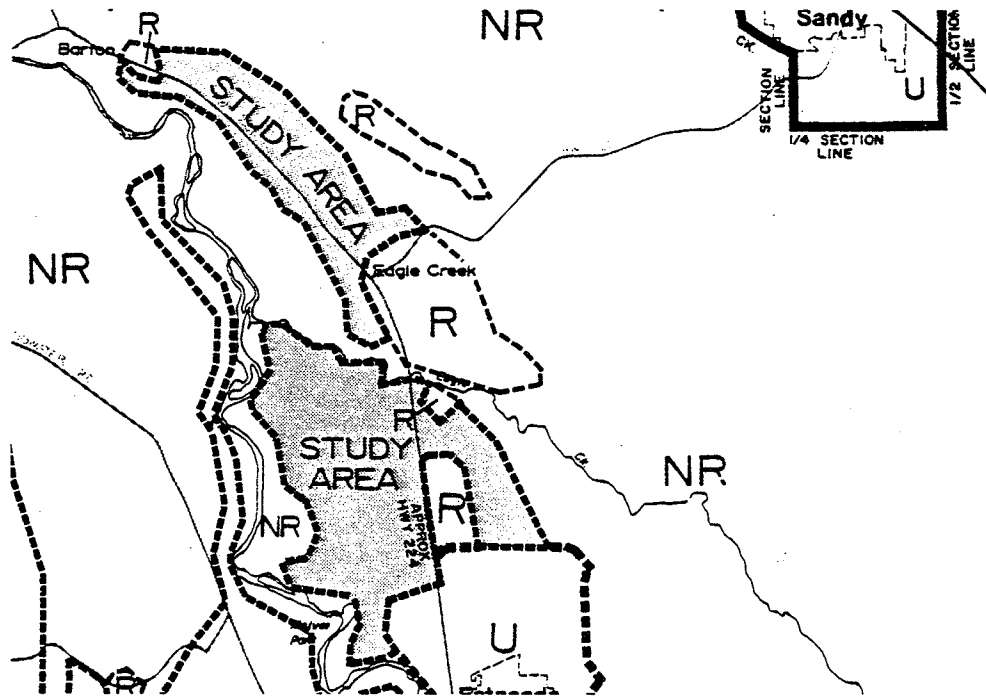
3. Southeast of Damascus

The debate was between rural and natural resource designations. The area has a very mixed lotting pattern, including extensive parcelization and spot development, but has fairly good agricultural soil. Clackamas County supported a study area designation, noting the need for further soil analysis.



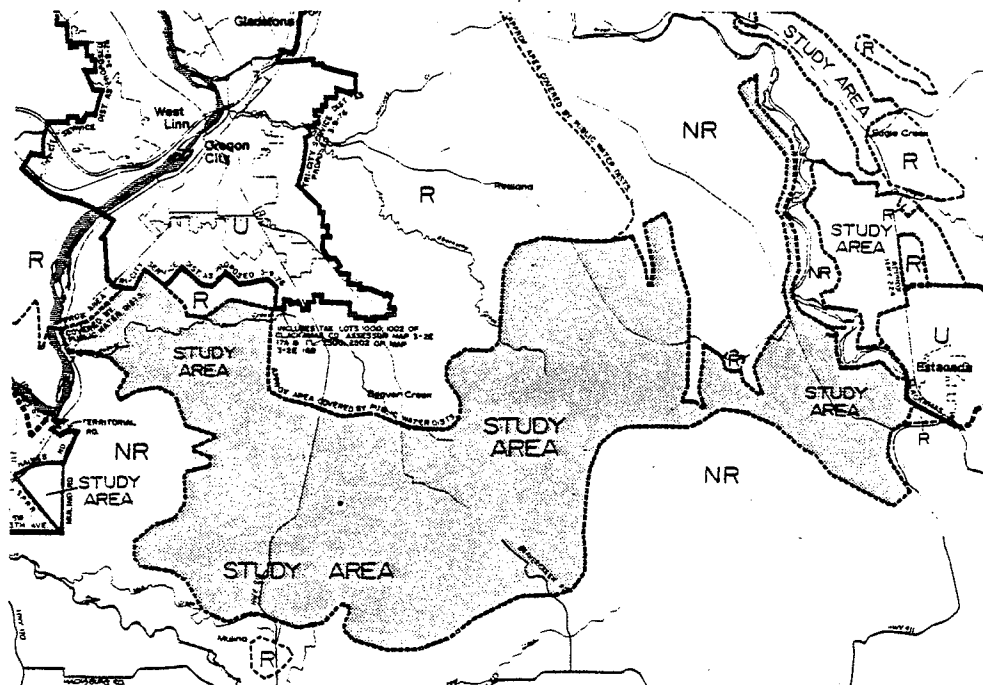
4. Barton Creek to Eagle Creek and Eagle Creek to Estacada

Clackamas County was still working on a soil analysis at the time of adoption to determine in detail where rural or natural resource designation would be most appropriate.



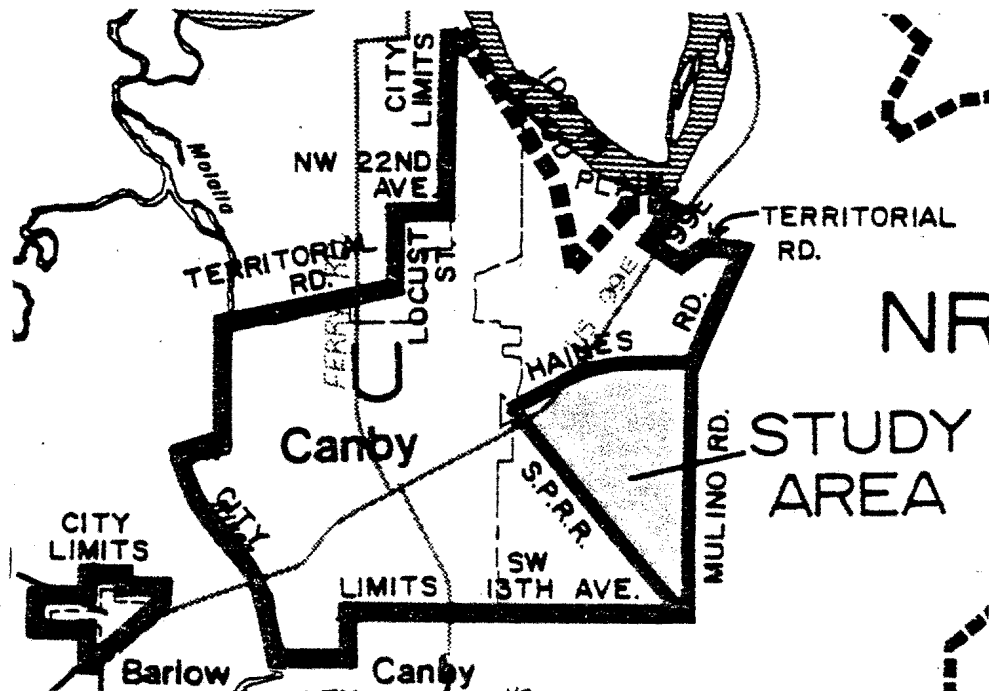
5. Clackamas County South of Oregon City

This area is listed as rural in the County's Comprehensive Plan but further soil analysis is needed to determine in detail where rural or natural resource designations are most appropriate.



6. Canby

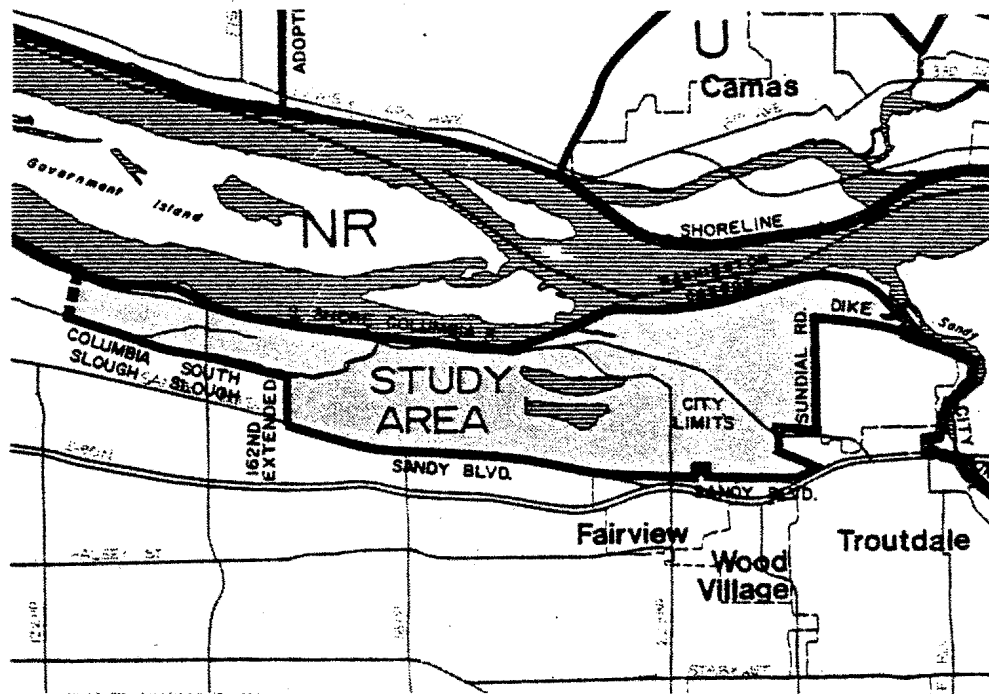
The City indicated a need for a larger urban area to facilitate industrial development. However, the land is some of the most fertile in the Willamette Valley. A majority of public testimony received at a public hearing in Canby supported a larger urban area. The Board decided further study is necessary to determine the appropriateness of the study area for an urban designation.



Multnomah County

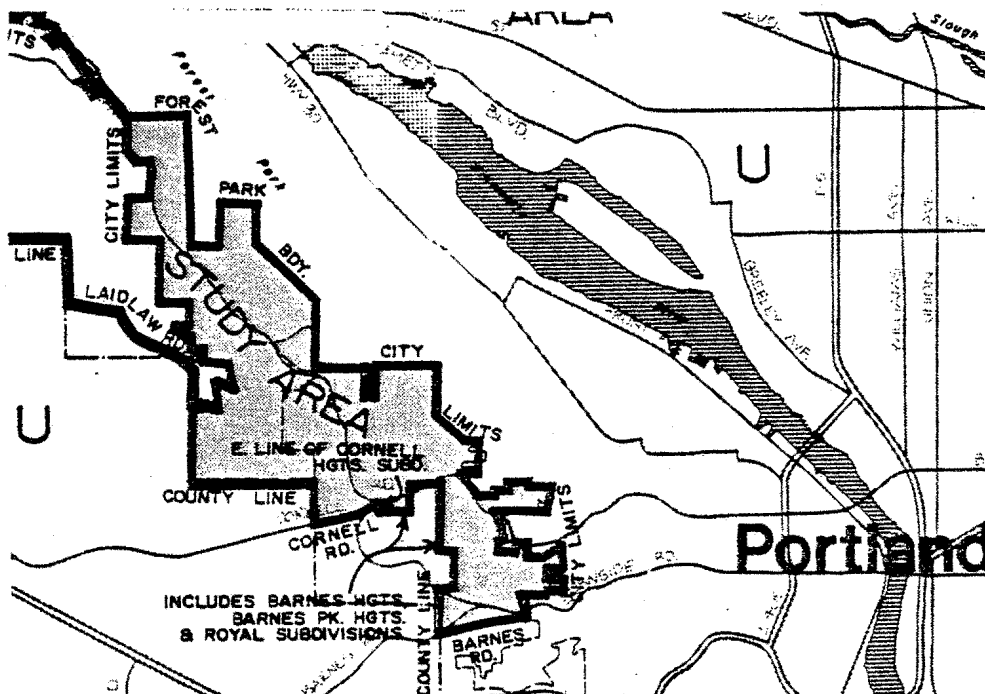
7. South Shore, Columbia River

The debate centered on the appropriateness of an urban designation as opposed to natural resource. Multnomah County requested a portion be designated natural resource. Property owners in the area supported an urban designation that would allow industrial development. All parties agreed the area should be studied further in Multnomah County's comprehensive planning process.



8. Portland Area West Hills

Much of the controversy in this area revolves around the anticipated development of Forest Parks Estates. Other issues include costs of urban service delivery and natural limitations to development.

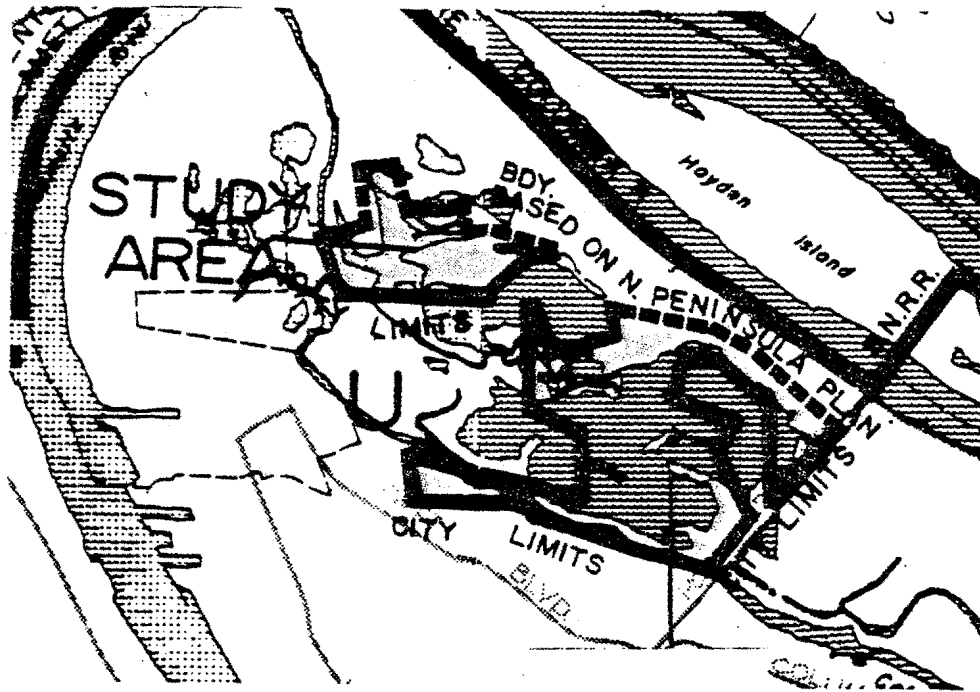


Multnomah County advocated a natural resource designation or, at the least, a study area designation. The City of Portland sought an urban designation, arguing that lands within City limits should be urban (unless the affected City requests otherwise). The majority of public testimony CRAG received supported a natural resource designation.

9. Smith and Bybee Lakes

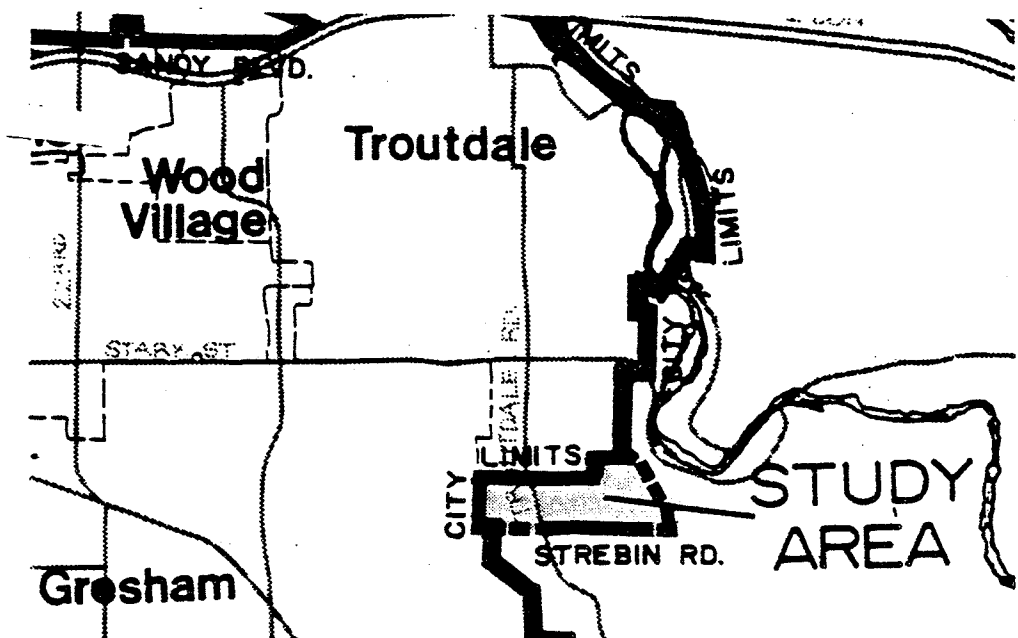
Multnomah County favored a natural resource designation for this area. The City of Portland supported an urban designation on the grounds that a large portion of the area would lie inside city limits, if a pending annexation were approved.

The County noted the lack of water-related recreation areas within the region adding that this area, which is substantially undeveloped, could provide the opportunity for such development. The Task Force concurred and said there was sufficient room for urban expansion elsewhere in the County.



10. Troutdale

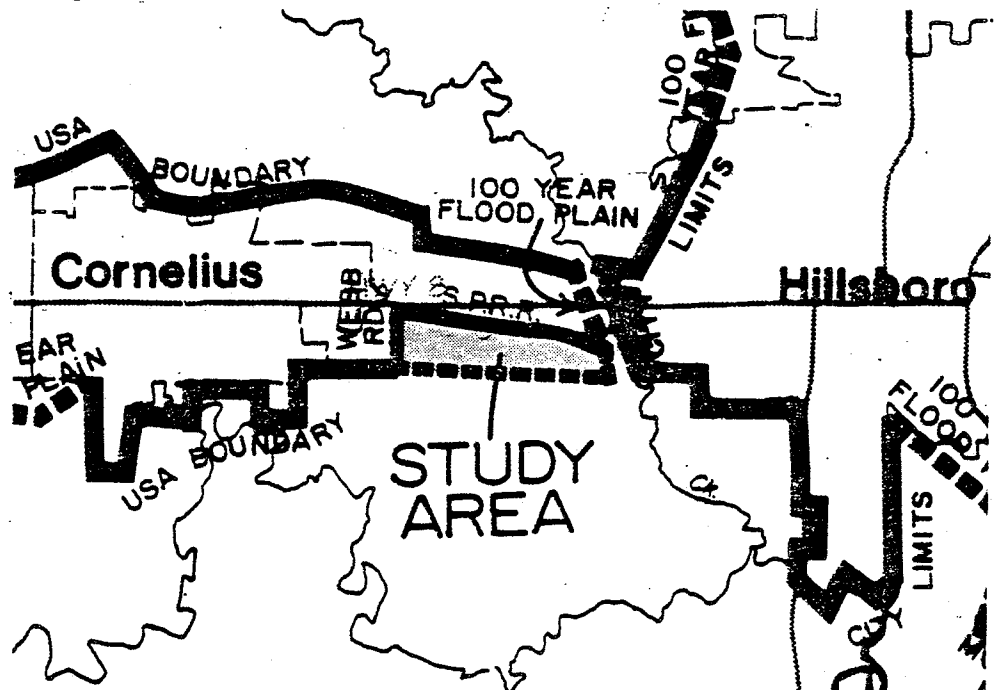
The City requested this as a study area to consider possible annexation. Multnomah County agreed to a study area designation but originally proposed this land as multi-use farm with a 20 acre minimum lot size.



Washington County

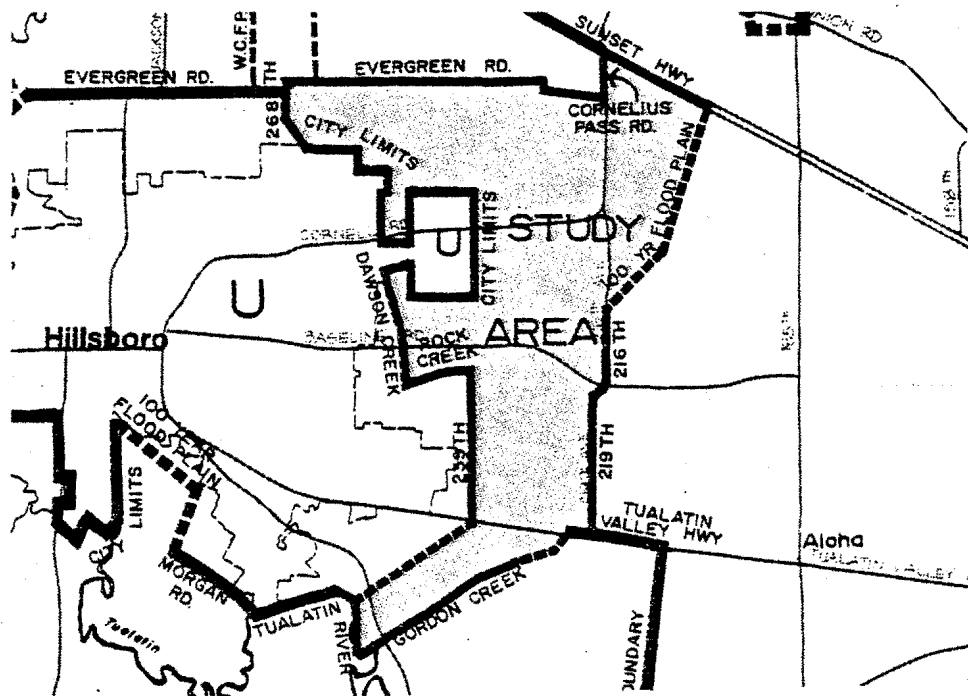
11. Cornelius

Washington County supported a natural resource designation as its Comprehensive Plan identified. However, the City of Cornelius included the area within their urban growth boundary. Both parties agreed to a study area designation.



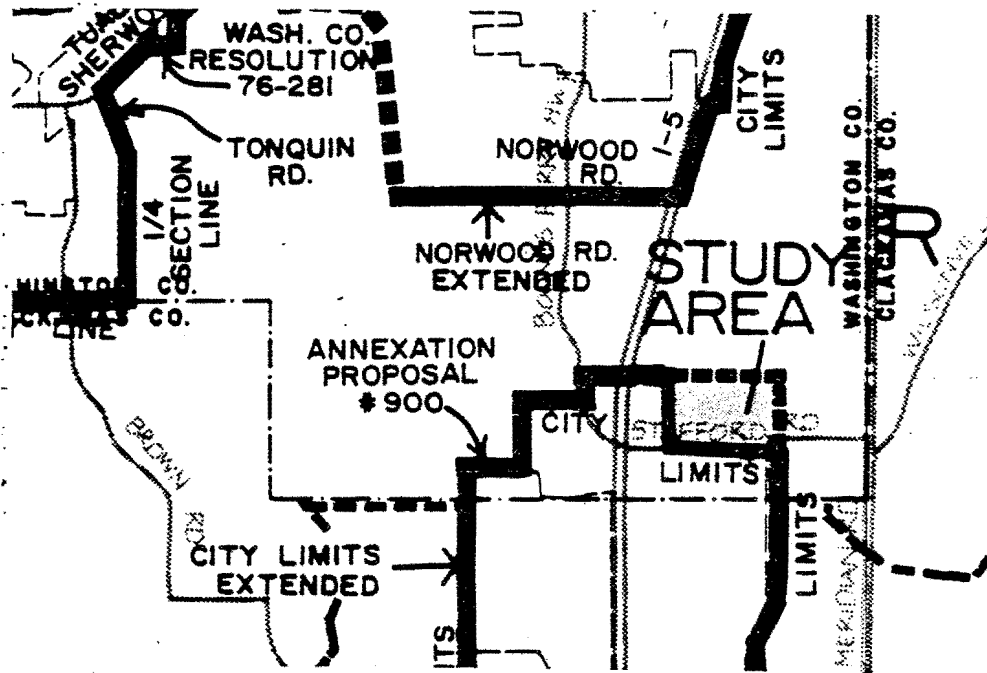
12. East of Hillsboro

This area was a discussion area from the start. The issue was how far the City of Hillsboro's urban growth boundary should extend into the area shown as natural resource on the County Plan, and whether the area in the eastern portion of the study area should be designated urban or natural resource. In addition the City desired that a greenbelt be maintained separating the City from the Beaverton-Aloha areas to the east. Considerable public testimony reflected a lack of consensus.



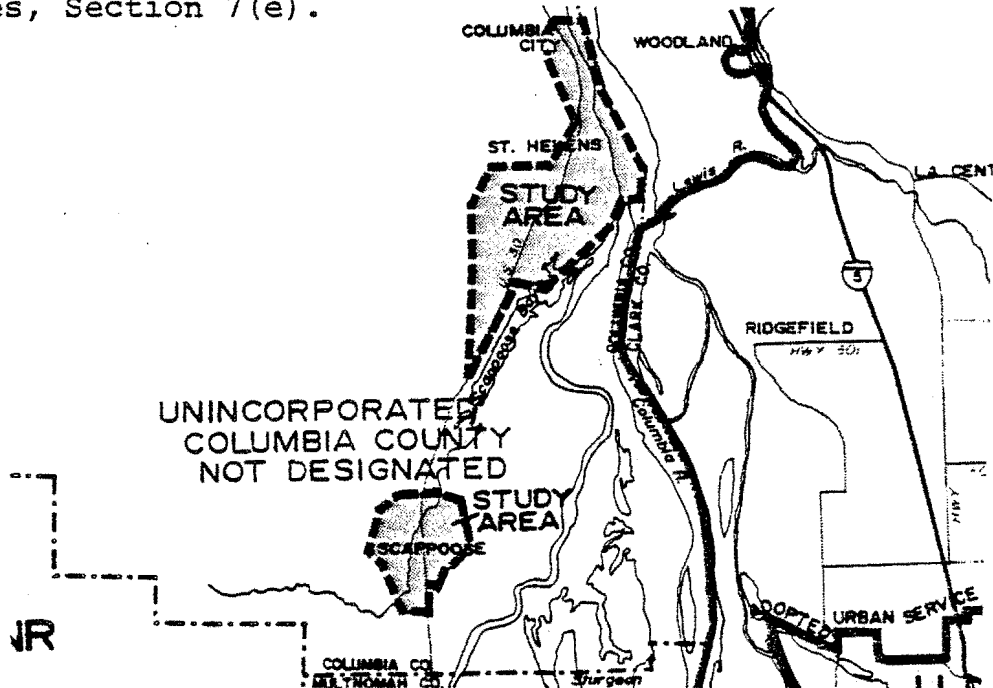
13. Wilsonville

Washington County has this study area designated rural on its Comprehensive Plan. The City of Wilsonville has proposed inclusion of the area within its urban growth boundaries. Public testimony CRAG received was mixed on the appropriate designation.



14. Columbia County

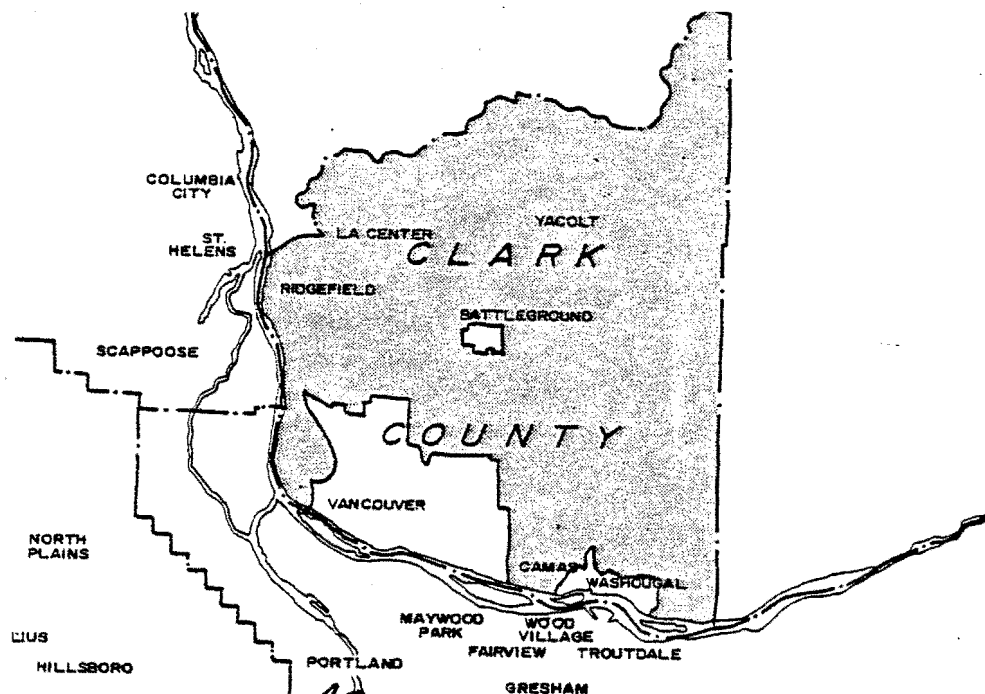
Although Columbia County is not a member of CRAG, the Cities of St. Helens, Scappoose and Columbia City are CRAG members. The cities requested further time to work with the County to establish urban growth boundaries. These study areas are excluded from the limitations on development as provided in the Land Use Framework Rules, Section 7(e).



15. Clark County, Washington

Urban growth boundaries have been established for the Cities of Vancouver, Washougal, Camas and Battleground. However, the rest of the County was designated a special study area because a similar planning process, being conducted by the Clark County Regional Planning Council, is underway to determine land uses outside those cities.

Since Clark County is not under the jurisdiction of LCDC and some cities in the County are not members of CRAG, designations other than those submitted by Clark County are not indicated in the adopted Framework Element.



G. PROPERTY RIGHTS VS. COMMUNITY PLANNING

Issue

Whether categorizing lands rural or natural resource constitutes a taking of land without due compensation, sometimes termed "inverse condemnation".

Alternative Courses

No alternatives were legally available.

Considerations

1. The issue is well settled in law.
2. Considerable public testimony objected to planning in the "public interest" and specifically to CRAG's role or authority in such matters. Other testimony expressed the unfairness of lands designated rural or natural resource, but still taxed as though urban uses were permissible.
3. State law, embodied by LCDC goals, require the categorizing of some lands as rural or natural resource.

Ultimate Policy Choice

The Board's prevailing presumption was that the Framework Element planning process did not constitute a taking of property. The 1975 Oregon Legislature responded to the aforementioned tax inequity with the passage of House Bill 3015. The law now requires consideration of "the applicable land use plans, including current zoning and other governmental land use restrictions" when assessing taxable real property (ORS 308.235).

H. STANDING TO PETITION THE BOARD

Issue

Who has standing to petition the Board to review alleged violations of the Framework Element?

Alternative Courses

To allow any interested person or group to petition the Board, or to restrict standing to CRAG member jurisdictions.

Considerations

1. CRAG's legal advice was that allowing standing to any interested person or group was not required by law.
2. Allowing standing beyond member jurisdictions could create a large volume of petitions before the Board, taking up an inordinate amount of time with attendant costs.

3. There might be circumstances in which a citizen-initiated petition works against a member jurisdiction's interests. If only a member can bring petitions to the Board, citizens might be effectively excluded from the appeals process. However, citizens of that community could seek redress through the courts or LCDC.

Ultimate Policy Choice

The Board decided to allow "any member, interested person or group" to petition the Board (Rules, Section 4(a)).

I. SHOWING SUBSTANTIAL REGIONAL SIGNIFICANCE

Issue

If a petition for review of an alleged violation of the Framework Element must show "substantial regional significance", what standards should apply and who makes that determination?

Alternative Courses

1. To establish criteria or standards.
2. To develop a list of areas, activities, actions or developments presumed to be of substantial regional impact.
3. To utilize a case-by-case approach to such determinations.
4. To have regional significance be determined by member counties, in cooperation with other members.

Considerations

1. Standards or criteria that might be developed, such as the size of a development, i.e., shopping centers, could lead to arbitrary decisions.
2. An all-inclusive list of issues of substantial regional significance could not be developed with any certainty.
3. The determination of substantial regional significance may change over time.
4. A case-by-case approach by the Board to determining issues of substantial regional significance would allow the Board maximum flexibility to judge each case or series of cases constituting a trend, on their merits.

5. Legal counsel advised the Board that an all inclusive definition was not required as a legal matter. Legal counsel recommended a case-by-case approach as the most practical option for the Board.
6. In accepting a petition, the Board need only determine if the questions raised in the petition are of substantial regional significance--not whether the violations alleged would ultimately be of substantial regional significance.
7. Legal counsel advised the Board that to place the decision as to what is regional in the hands of the counties instead of the Board would be an abdication of its statutory authority and responsibility.

Ultimate Policy Choice

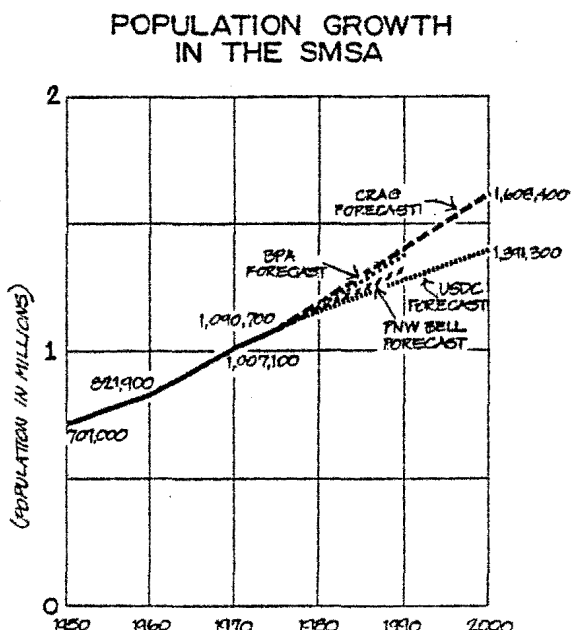
The Board decided to adopt a case-by-case approach to determining substantial regional significance, and that responsibility for such determinations lies with the Board and should not be delegated.

SECTION 4
FORECASTS AND INVENTORIES

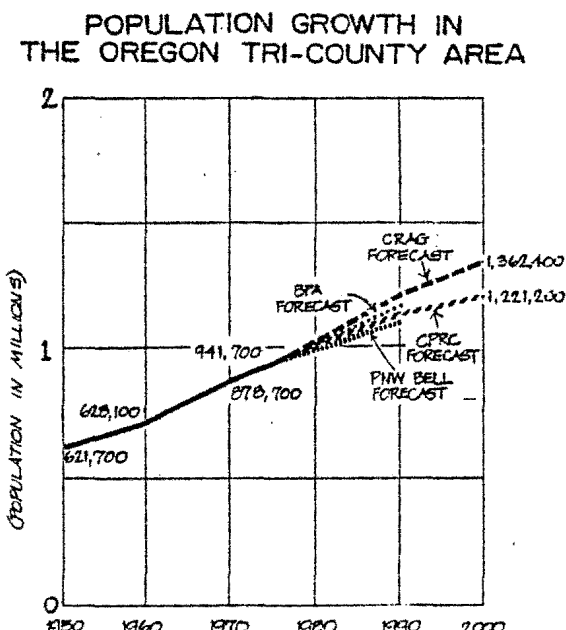
Certain forecasts of anticipated growth trends and inventories of existing conditions were developed as part of the plan formulation process. This section provides an explanation of these forecasts and inventories, together with assumptions employed in the estimation of future demand for urban land.

1. POPULATION TRENDS AND FORECASTS

The following two charts show recent population growth trends and projected population levels for the Oregon tri-county area (Clackamas, Multnomah and Washington Counties) and for the SMSA (tri-county area plus Clark County, Washington). An explanation of these trends and forecasts follows.



ABBREVIATIONS:
 BPA - BONNEVILLE POWER ADMINISTRATION
 PNW BELL - PACIFIC NORTHWEST BELL
 USDC - U.S. DEPARTMENT OF COMMERCE
 SMSA - STANDARD METROPOLITAN STATISTICAL AREA
 (CLACKAMAS, CLATSOP, MULTNOMAH & WASHINGTON COUNTIES)
 CPRE - CENTER FOR POPULATION RESEARCH & CENSUS (FBI)



SOURCES:
 1950, 1960, 1970 POPULATION - U.S. CENSUS
 1975 POPULATION - CENTER FOR POPULATION RESEARCH & CENSUS (FBI)
 WASHINGTON STATE POPULATION STUDIES DIVISION

Issue

What population forecast (gross) should be assumed for the year 2000? What portion of that forecast should be assumed to be allocated to Urban Areas?

Background Information

- a. A variety of forecasts have been made by industry and government for the four-county SMSA, and the three Oregon counties and Clark County separately. These are summarized below:

SMSA

<u>Forecasting Agency</u>	<u>1990</u>	<u>2000</u>
CRAG	1,398,000	1,608,400
Bonneville Power Administration	1,380,900	---
Pacific Northwest Bell	1,318,800	---
U.S. Department of Commerce	1,287,500	1,391,300

OREGON TRI-COUNTY AREA

<u>Forecasting Agency</u>	<u>1990</u>	<u>2000</u>
CRAG	1,214,900	1,362,400
Bonneville Power Administration	1,183,500	---
Center for Population Research and Census (PSU)	1,149,600	1,221,200
Pacific Northwest Bell	1,117,400	---

CLARK COUNTY

<u>Forecasting Agency</u>	<u>1990</u>	<u>2000</u>
Washington State Population Studies Division	207,500	248,500
Regional Planning Council	183,100	---

- b. Urban Population Forecast: The population forecast was distributed on the Framework Element map by census tract and traffic zone according to existing densities and with consideration of local jurisdiction estimates of growth. This distribution was generally consistent with the Interim Transportation Plan and the '208' Water Quality Planning Project.

Total year 2000 population estimated in Oregon's tri-county urban areas: 1,201,000.

Existing population in Oregon's tri-county urban areas: 801,400.

Assumptions Used in Staff Analysis

- a. Staff analysis employed the CRAG year 2000 forecast for the tri-county area: 1,362,400.
- b. Staff analysis assumed an Urban distribution of 1,201,000.
(Construction industry representatives generally accepted the staff assumption.)

Alternative Recommendations

Environmentalists recommended use of the Portland State year 2000 forecast of 1,221,200, although they agreed to the CRAG forecast of 1,201,000 if that population growth is assumed to occur only in Urban Areas. Thus, no population growth would be assumed to occur in Rural and Natural Resource Areas.

2. PROJECTED DEMAND FOR LAND

The following formulas (p. 42) were developed for Board review to illustrate how much land was needed to accommodate future populations. The staff explanation follows.

The first demand formula was prepared by CRAG staff based on certain assumptions which are listed in the left hand column.

An alternative demand formula, based on different assumptions from those the staff used, was supplied by representatives of several environmental organizations for review by the Board.

Issue

How much land is needed to house the forecasted Urban population?

Background Information

The following factors were considered in answering the question of how much land would be needed to house the anticipated population:

URBAN AREA DEMAND

Staff Assumptions

YEAR 2000
URBAN POPULATION
1,201,000

ESTIMATED
VACANCY RATE
5%

AVERAGE
HOUSEHOLD SIZE
2.6 Persons/
hld

EST. AVG.
RESIDENTIAL
DENSITY
6.5 units/acre
@ 5 sf. units/acre
14 m.f. units/acre
65% sf. units
35% m.f. units

$$\frac{1,201,000 \text{ PEOPLE}}{\text{POPULATION FORECAST FOR YEAR 2000}} \div \frac{2.6 \text{ PERSONS/UNIT}}{\text{ESTIMATED AVG. HOUSEHOLD SIZE}} = \frac{461,923 \text{ UNITS}}{\text{FORECASTED HOUSING UNIT DEMAND TO YR. 2000 (NOT ADJ. FOR VACANCY)}}$$

$$\frac{461,923 \text{ UNITS}}{\text{FORECASTED HOUSING UNIT DEMAND (NOT ADJ. FOR VACANCY)}} \div .95 = \frac{486,235 \text{ UNITS}}{\text{ADJUSTMENT FOR 5% VACANCY RATE}} = \frac{486,235 \text{ UNITS}}{\text{TOTAL DEMAND FOR HOUSING BY YR. 2000 (ADJ. FOR VACANCY)}}$$

$$\frac{486,235 \text{ UNITS}}{\text{TOTAL DEMAND FOR HOUSING UNITS BY YR. 2000 (ADJ. FOR VACANCY)}} - \frac{309,220 \text{ UNITS}}{\text{EST. EXISTING HOUSING SUPPLY IN URBAN AREA}} = \frac{177,015 \text{ UNITS}}{\text{TOTAL NEW UNITS NEEDED TO MEET YR. 2000 DEMAND (NOT ADJ. FOR CHANGES IN DEV. AREAS OR SLOPES ABOVE 25%)}}$$

$$\frac{177,015 \text{ UNITS}}{\text{TOTAL NEW UNITS NEEDED TO MEET YR. 2000 DEMAND (NOT ADJ. FOR CHANGES IN DEVELOPED AREAS OR SLOPES ABOVE 25%)}} - \text{UNITS} = \frac{177,015 \text{ UNITS}}{\text{ADJUSTMENT FOR DEV. OF PASSED OVER VACANT LAND, NET CHANGES IN DEV. AREA DENSITIES & DEV. OF LANDS WITH SLOPES OVER 25%}} = \frac{177,015 \text{ UNITS}}{\text{TOTAL NEW HOUSING UNITS NEEDED}}$$

$$\frac{177,015 \text{ UNITS}}{\text{TOTAL NEW HOUSING UNITS NEEDED}} \div \frac{6.5 \text{ UNITS/NET RES. ACRE}}{\text{EST. AVG. RESIDENTIAL DENSITY}} = \frac{27.233 \text{ ACRES}}{\text{AVG. OF 1135 ACRES PER YR.}} = \frac{27.233 \text{ ACRES}}{\text{NET ACRES OF NEW RESIDENTIAL LAND NEEDED TO MEET YR. 2000 DEMAND}}$$

Alternate Assumptions

YEAR 2000
URBAN POPULATION
1,221,200

ESTIMATED
VACANCY RATE
3%

AVERAGE
HOUSEHOLD SIZE
2.8 Persons/
hld

EST. AVG.
RESIDENTIAL
DENSITY
7.9 units/acre
@ 5.5 sf. units/acre
15 m.f. units/acre
52% sf. units
48% m.f. units

$$\frac{1,221,200 \text{ PEOPLE}}{\text{POPULATION FORECAST FOR YEAR 2000}} \div \frac{2.8 \text{ PERSONS/UNIT}}{\text{ESTIMATED AVG. HOUSEHOLD SIZE}} = \frac{436,143 \text{ UNITS}}{\text{FORECASTED HOUSING UNIT DEMAND TO YR. 2000 (NOT ADJ. FOR VACANCY)}}$$

$$\frac{436,143 \text{ UNITS}}{\text{FORECASTED HOUSING UNIT DEMAND (NOT ADJ. FOR VACANCY)}} \div .97 = \frac{449,632 \text{ UNITS}}{\text{ADJUSTMENT FOR 3% VACANCY RATE}} = \frac{449,632 \text{ UNITS}}{\text{TOTAL DEMAND FOR HOUSING BY YR. 2000 (ADJ. FOR VACANCY)}}$$

$$\frac{449,632 \text{ UNITS}}{\text{TOTAL DEMAND FOR HOUSING UNITS BY YR. 2000 (ADJ. FOR VACANCY)}} - \frac{309,220 \text{ UNITS}}{\text{EST. EXISTING HOUSING SUPPLY IN URBAN AREA}} = \frac{140,412 \text{ UNITS}}{\text{TOTAL NEW UNITS NEEDED TO MEET YR. 2000 DEMAND (NOT ADJ. FOR CHANGES IN DEV. AREAS OR SLOPES ABOVE 25%)}}$$

$$\frac{140,412 \text{ UNITS}}{\text{TOTAL NEW UNITS NEEDED TO MEET YR. 2000 DEMAND (NOT ADJ. FOR CHANGES IN DEVELOPED AREAS OR SLOPES ABOVE 25%)}} - \text{UNITS} = \frac{140,412 \text{ UNITS}}{\text{ADJUSTMENT FOR DEV. OF PASSED OVER VACANT LAND, NET CHANGES IN DEV. AREA DENSITIES & DEV. OF LANDS WITH SLOPES OVER 25%}} = \frac{140,412 \text{ UNITS}}{\text{TOTAL NEW HOUSING UNITS NEEDED}}$$

$$\frac{140,412 \text{ UNITS}}{\text{TOTAL NEW HOUSING UNITS NEEDED}} \div \frac{7.9 \text{ UNITS/NET RES. ACRE}}{\text{EST. AVG. RESIDENTIAL DENSITY}} = \frac{17.774 \text{ ACRES}}{\text{AVG. 741 ACRES PER YR.}} = \frac{17.774 \text{ ACRES}}{\text{NET ACRES OF NEW RESIDENTIAL LAND NEEDED TO MEET YR. 2000 DEMAND}}$$

- a. Average Household Size: Trends in household sizes are as follows:

	Census 1970	Estimated 1975*	Forecast 1990**
Three Oregon Counties	2.87	2.76	2.60

*Source: Building Permit Statistics

**Forecast by Pacific Northwest Bell

- b. Vacancy Rate: Vacancy rates, as of August 31, 1975, by Portland area zip codes, ranged from a low of 0 percent to a high of 16 percent. Source: Real Estate Trends.

- c. Net Residential Units Per Acre: This factor is derived from the ratio of single to multiple-family units and average units per acre of each type unit.

- (1) Ratio of Single to Multiple-Family Units: Recent trends in the Oregon tri-county area are as follows:

	<u>1970 Census</u>	<u>1975 Estimate*</u>
Single-Family		
(including mobile homes)	238,664 (76%)	270,446 (72%)
Apartments	75,131 (26%)	103,885 (28%)

*Source: Building Permit Statistics

- (2) Housing Units Per Acre: Units per acre are approximately equivalent to the following site size:

<u>Single-Family</u>		<u>Apartments</u>	
<u>Ratio</u>	<u>Site for Single Home</u>	<u>Ratio</u>	<u>Site for 10 Units</u>
2.2 units/acre =	20,000 sq. ft.	14 units/acre =	21,000 sq. ft.
4.3 units/acre =	10,000 sq. ft.	17 units/acre =	25,000 sq. ft.
6 units/acre =	7,200 sq. ft.	20 units/acre =	21,000 sq. ft.
8 units/acre =	5,400 sq. ft.	25 units/acre =	17,000 sq. ft.

Assumptions Used in Staff Analysis

- a. Average household size: 2.6 persons.
- b. Average vacancy rate: 5 percent.

c. Net Residential Units Per Acre:

Housing units will be developed at a ratio of 35 percent multiple-family to 65 percent single-family. (Construction industry representatives accepted this ratio.)

Multiple-family units will average 14 units per acre; single-family units will average 5 units per acre.

Using these assumptions, the net residential units per acre is 6.5.

Alternative Recommendations

Environmentalism representatives recommended a 2.8 average household size and a 3 percent average vacancy rate.

Environmentalism representatives recommended a ratio of 52 percent single-family to 48 percent multiple-family, based on last six-year trends in new construction. (The staff analysis was based upon the overall existing ratio.)

Environmentalism representatives recommended an average of 15 multiple-family and 5.5 single-family units per acre.

Using these assumptions, the net residential units per acre is 7.8.

Construction industry representatives believed current construction of multiple-family units is below and trending away from 14 units per acre.

3. CAPACITY TO ACCOMMODATE DEMAND

A staff analysis of the Land Use Framework Element's land capacity to house the forecasted urban population, including a demand to capacity ratio, follows.

Issue

Is sufficient Urban land included in the Framework Element to house the forecasted Urban population?

Background Information

The following factors were considered in answering the question of capacity:

- a. Vacant (Developable) Land: All vacant land within the Urban Growth Boundary, excluding passed-over parcels

URBAN AREA CAPACITY OF MARK-UP DRAFT MAP

Staff Assumptions

EST. RATIO OF
RESIDENTIAL
TO
NON-RESIDENTIAL
LAND

45% residential
55% non-
residential

EST. AVG.
RESIDENTIAL
DENSITY

6.5 units/acre
@ 5 s.f. units/acre
14 m.f. units/acre
65% s.f. units
35% m.f. units

$$\begin{array}{|c|} \hline 78,272 \text{ ACRES} \\ \hline \end{array} \times \begin{array}{|c|} \hline 45 \% \\ \hline \end{array} = \begin{array}{|c|} \hline 35,222 \text{ ACRES} \\ \hline \end{array}$$

TOTAL VACANT LAND WITHIN URBAN GROWTH BOUNDARIES

% OF VACANT LAND ESTIMATED FOR RESIDENTIAL USE

NET RESIDENTIAL LAND WITHIN VACANT AREA

$$\begin{array}{|c|} \hline 35,222 \text{ ACRES} \\ \hline \end{array} \times \begin{array}{|c|} \hline 6.5 \text{ UNITS PER NET RES. ACRE} \\ \hline \end{array} = \begin{array}{|c|} \hline 190,199 \text{ UNITS} \\ \hline \end{array}$$

NET RESIDENTIAL LAND WITHIN VACANT AREAS

ESTIMATED AVG. NET RESIDENTIAL DENSITY

CAPACITY OF NET RESIDENTIAL LAND IN VACANT AREA

Capacity to Demand Ratio

YEAR	ACRES		RATIO
	CAPACITY	AVG. DEMAND	
1976	35,222	1135	31:1
1980	30,682	1135	27:1
1985	25,007	1135	22:1
1990	19,332	1135	17:1
1995	13,657	1135	12:1
1999	9,117	1135	8:1

Alternate Assumptions

EST. RATIO OF
RESIDENTIAL TO
NON-RESIDENTIAL
LAND

40% residential
60% non-
residential

EST. AVG.
RESIDENTIAL
DENSITY

7.9 units/acre
@ 5.5 s.f. units/acre
15 m.f. units/acre
52% s.f. units
48% m.f. units

$$\begin{array}{|c|} \hline 78,272 \text{ ACRES} \\ \hline \end{array} \times \begin{array}{|c|} \hline 40 \% \\ \hline \end{array} = \begin{array}{|c|} \hline 31,309 \text{ ACRES} \\ \hline \end{array}$$

TOTAL VACANT LAND WITHIN URBAN GROWTH BOUNDARIES

% OF VACANT LAND ESTIMATED FOR RESIDENTIAL USE

NET RESIDENTIAL LAND WITHIN VACANT AREA

$$\begin{array}{|c|} \hline 31,309 \text{ ACRES} \\ \hline \end{array} \times \begin{array}{|c|} \hline 7.9 \text{ UNITS PER NET RES. ACRE} \\ \hline \end{array} = \begin{array}{|c|} \hline 247,341 \text{ UNITS} \\ \hline \end{array}$$

NET RESIDENTIAL LAND WITHIN VACANT AREAS

ESTIMATED AVG. NET RESIDENTIAL DENSITY

CAPACITY OF NET RESIDENTIAL LAND IN VACANT AREA

Capacity to Demand Ratio

YEAR	ACRES		RATIO
	CAPACITY	AVG. DEMAND	
1976	31,309	741	42:1
1980	28,345	741	38:1
1985	24,640	741	33:1
1990	20,935	741	28:1
1995	17,230	741	23:1
1999	14,266	741	19:1

under five acres, 100-year floodplains, lands with slopes over 25 percent and water areas, are considered suitable for development.

- b. Ratio of Residential to Non-Residential Land (lands necessary for commerce, industry and public services, such as schools, parks and street rights-of-way):

Past studies of land use in Oregon cities indicated the following:

<u>Use</u>	<u>33 Oregon Cities*</u>
Residential	34.5%
Non-Residential (Including Street Rights-of-Way)	64.6%

*Source: Land Use in 33 Oregon Cities, Bureau of Governmental Research and Service.

Residential land use in suburban cities in the Portland metropolitan area range from 42 percent to 50 percent.

- c. Net Residential Units Per Acre: See Background Information, Item 2C, above.

Assumptions Used in Staff Analysis

- a. Vacant land, on the Mark-Up Map, was measured: 78,272 acres or 122.3 sq. mi.

Note: The staff analysis recognizes that population growth could be accommodated on lands not included by this definition of vacant (buildable) land. In particular:

- (1) Undeveloped parcels under five acres within areas considered to be presently developed (passed-over lots).
- (2) Lands within developed areas that may be redeveloped at higher densities.
- (3) Some lands on slopes in excess of 25 percent.

The staff analysis considered the development that might occur on these lands to be a margin against

underestimation of total land needed for Urban development.

- b. Vacant land will be utilized at a ratio of 45 percent residential to 55 percent non-residential.
- c. Net residential units per acre was assumed to be 6.5.

Alternative Recommendation

Environmental representatives recommended that development on lands described immediately above in item a, Note, be included in the analysis. Specifically, they included an additional 24,000 new units within the City of Portland's "developed" areas and 22,000 within "developed" areas outside the City of Portland (see 1,000 Friends of Oregon letter, July 23, 1976, pp. 1 and 2, item (II), Basic Factors).

In addition, the environmentalists recommended 40 percent vacant land for residential, and net residential units per acre of 7.8.

4. POPULATION DENSITY

The following chart shows the 1975 estimated density (of persons per square mile) and the assumed or desired density in Draft III of the Framework Element (the Mark-Up Draft). The information was used to explain to the Board how land capacity may be is calculated. The 1975 estimate is based on an inventory of existing conditions and aerial photography.

For the Board to determine projected land capacity and demand for housing, certain assumptions had to be agreed upon relating to density. The assumptions employed by the staff were:

- a. Existing developed urban lands will remain at present densities.
- b. Urbanizable lands will develop at densities equivalent to existing urban densities.
- c. Rural densities will increase from 155 to 300 persons per square mile.
- d. Natural resource densities will increase from 48 to 100 persons per square mile.
- e. Densities in Study Areas will remain the same until they are redesignated.

LAND USE FRAMEWORK ELEMENT (MARK-UP)

Regional Analysis*

AREAS	LAND AREA			POPULATION						DENSITY (Person/Sq.Mi.)	
	Sq.Mi.	Sq.Mi.	% of Region	1975 Estimate		2000 Forecast		Plan Capacity		1975 Estimate	Plan Assumed
URBAN AREAS											
- Existing Developed ⁽¹⁾	191.4	--	--	800,500 ⁽³⁾	--	800,500 ⁽³⁾	--	800,500 ⁽³⁾	--	4182	4182
- Urbanizable ⁽²⁾	129.4	--	--	40,100	--	388,300	--	541,100	--	310	4182
TOTAL URBAN AREA	--	320.8	10.4	--	840,600	--	1,188,800	--	1,341,600	2620	4182
RURAL AREAS	--	170.6	5.5	--	26,400	--	41,700	--	51,200	155	300
NATURAL RESOURCE AREAS ⁽⁴⁾	--	1308.9	42.5	--	63,200	--	109,100	--	130,900	48	100
STUDY AREAS	--	161.1	5.2	--	10,600 ⁽⁵⁾	--	10,600 ⁽⁵⁾	--	10,600 ⁽⁵⁾	66	66
TOTALS FOR ABOVE FOUR DIVISIONS	--	1961.4	63.6	--	940,800	--	1,350,200	--	1,534,300	--	--
LANDS DETERMINED NOT AVAILABLE FOR DEVELOP- MENT											
- Undevelopable Urban Land ⁽⁶⁾	18.6	--	--	--	--	--	--	--	--	--	--
Public Owned Land ⁽⁷⁾	1100.0	--	--	--	--	--	--	--	--	--	--
TOTAL	--	1118.6	36.4	--	--	--	--	--	--	--	--
GRAND TOTAL FOR ALL LAND CATEGORIES	--	3080.0	100.0	--	--	--	--	--	--	--	--

* Three County area (Clackamas, Multnomah, and Washington)

NOTES FOR PRECEDING TABLE

LAND USE FRAMEWORK ELEMENT (MARK-UP) Regional Analysis

The following definitions and explanations relate to the preceding Table and may be read as footnotes according to the numbers.

- (1) Existing Developed -- Lands within the Urban Growth Boundary which are developed and built up, including parks, golf courses, cemeteries, airports, and passed-over vacant tracts under five acres.
- (2) Urbanizable -- Vacant lands five acres or larger within the Urban Growth Boundary which remain to be developed, excluding undevelopable areas. (See (6) Below)
- (3) Population of existing developed area is assumed to remain constant for purposes of this analysis only.
- (4) All public owned lands as described in (7) below, are excluded from the land area considered available for development.
- (5) The existing population and density in study areas is carried throughout the calculations, since these areas remain indeterminate. When these areas are designated, the land area and population totals will need to be adjusted.
- (6) Flood plains, slopes in excess of 25%, and water areas are classed as unavailable for development.
- (7) Public owned lands includes national forests, Bureau of Land Management lands, Indian and military reservations, state forests and parks, city and county watershed areas and parks. National forest lands within the Mt. Hood Study Area are not included in the figure for public owned land. These lands are not calculated in the Natural Resource Areas total, since it is assumed that these lands will not be available for development in the future.

Concluding Observations

While the above information, assumptions and calculations were considered by the Board, the land use designations in the adopted plan were not conditioned by this analysis. Rather, the Board inserted Article I, Section 2, Policy b, for implementation purposes. The policy reads as follows:

Because future population projections cannot be estimated with certainty, use of such projections must initially be limited to a best effort evaluation of whether the areas identified for further urban development are necessary. To ensure that these areas are sufficient, a constant monitoring process will be established which measures and compares the demand for urban residential land and the development capacity of land in urban areas over time.

APPENDICES

LAND USE FRAMEWORK ELEMENT (ADOPTED) **Analysis of Land Areas Designated** **(in Square Miles)**

	<u>Clackamas County</u>	<u>Multnomah County</u>	<u>Washington County</u>	<u>Three County Area</u>	<u>Clark County</u>	<u>Columbia Co. Member Cities</u>	<u>All CRAG Areas</u>
A. <u>URBAN AREAS</u>							
1. Total Area Designated	86.25	166.00	101.50	353.75	83.75	0.00	437.50
2. Developed Land *	36.38	118.50	39.00	193.88	--	--	--
3. Undeveloped Area (Gross)	49.87	47.50	62.50	159.87	--	--	--
4. Undevelopable Area	7.94	11.12	4.74	23.80	--	--	--
a. Slopes over 25%	5.69	3.50	1.37	10.56	--	--	--
b. 100-yr. Floodplain	0.75	1.37	3.37	5.49	--	--	--
c. Water Area	1.50	6.25	0.00	7.75	--	--	--
5. Undeveloped Area (Net)**	41.93	36.38	57.76	136.07	--	--	--
a. Predominantly SCS I-IV	41.93	36.32	57.45	135.70	--	--	--
b. Predominantly SCS V-VIII	0.00	0.06	0.31	0.37	--	--	--
B. <u>RURAL AREAS</u>							
1. Total Area Designated	87.50	5.00	77.00	169.50	0.00	0.00	339.00
a. Predominantly SCS I-IV	83.00	4.75	67.90	155.65	--	--	--
b. Predominantly SCS V-VIII	4.50	0.24	9.10	13.85	--	--	--
C. <u>NATURAL RESOURCE AREAS</u>							
1. Total Area Designated	2,565.00	372.75	530.50	3,468.25	7.50	0.00	3,475.75
a. Predominantly SCS I-IV	1,371.00	205.00	370.00	1,946.00	--	--	--
b. Predominantly SCS V-VIII	278.00	77.50	160.50	516.00	--	--	--
c. National Forest	916.00	90.25	0.00	1,006.25	--	--	--
D. <u>STUDY AREAS</u>							
1. Total Area Designated	70.25	13.50	7.00	90.75	575.75	11.75	678.25
a. Predominantly SCS I-IV	70.25	9.25	6.90	86.40	--	9.50	--
b. Predominantly SCS V-VIII	0.00	4.25	0.10	4.35	--	2.25	--

* Lands within Urban Growth Boundary which are developed and built-up including parks, golf courses, cemeteries, airports, and passed-over vacant tracts under 5 acres.

** Vacant lands 5 acres or larger within the Urban Growth Boundary which remain to be developed, excluding Undevelopable Area.

BOARD AND COMMITTEE DESCRIPTIONS

BOARD OF DIRECTORS

RESPONSIBILITY: Board of Directors determines policy and adopts goals and objectives and plans.

MEMBERSHIP:

Cities of Clackamas County	Clark County, Washington
Clackamas County	Cities of Clark County, Washington
City of Portland	Columbia County
Cities of Multnomah County	Tri-Met
Multnomah County	Port of Portland
Cities of Washington County	State of Oregon
Washington County	

COMMUNITY DEVELOPMENT TECHNICAL ADVISORY COMMITTEE (CDTAC)

RESPONSIBILITY: An advisory body to the Board on community development issues.

MEMBERSHIP: Staff of local jurisdictions appointed by each voting member on the Board (except Portland). City of Portland appoints three staff representatives and two ex-officio members may be appointed by the CAC. In addition, Portland State University, the Unified Sewerage Agency, the Metropolitan Service District, a representative of a water district (appointed by Chairman of CRAG), one representative each from Washington and Oregon Department of Environmental Quality may appoint one member each. CRAG Director may appoint an ex-officio member from the division of Transportation.

ENVIRONMENTAL SERVICES CITIZEN'S ADVISORY COMMITTEE (ESCAC)

RESPONSIBILITY: Serves as an advisory body to the Board and also as a forum for citizen involvement in CRAG's programs.

MEMBERSHIP: The Committee is composed of lay citizens residing in the CRAG region including representatives of the disadvantaged and minority groups. Members are appointed by each voting member of the Board. The CRAG Chairman appoints five lay citizens as representatives of disadvantaged and minority groups.

LAND USE FRAMEWORK PLAN TASK FORCE

RESPONSIBILITY: This group was appointed by the Chairpersons of CRAG's three Environmental Services Committees specifically for the purpose of developing the Framework Element.

MEMBERSHIP: Two representatives of the Community (CDTAC) Development Technical Advisory Committee; three representatives of the Transportation Technical Advisory Committee (TTAC); and three representatives of the Citizens Advisory Committee (CAC).

3-77
CRAG

CRAG RESOLUTION #750308

ADOPTED BY CRAG BOARD OF DIRECTORS
MARCH 27, 1975

FOR THE PURPOSE OF PROVIDING DIRECTION TO THE CONTINUING PLANNING
PROCESS OF CRAG TO MEET LCDC GOALS AND CRAG STATUTORY REQUIREMENTS

WHEREAS, CRAG has authorized the release for public discussion of an action plan containing draft Goals and Objectives, a general land use map and information dealing with an Interim Transportation Plan; and

WHEREAS, the result of the discussion meetings indicated a need to change the process and time schedule for the adoption of Goals and Objectives and the Regional Plan; and

WHEREAS, the Board at a workshop session held March 20 concurred in a general direction to be followed to guide the development of the Plan; and

WHEREAS, the Board desires to seek the advice of its Community Development Committee, its Transportation Technical Advisory Committee and its Environmental Citizens Advisory Committee; and

WHEREAS, the Board desires to proceed toward exercising its statutory obligations while at the same time continuing to prepare certain interim plans to qualify the region for federal assistance; now, therefore, be it

RESOLVED, that the Board of Directors defers authorization of legislative public hearings on the proposed Goals and Objectives at this time, and be it further

RESOLVED, that the Board of Directors hereby accepts, for purposes of guiding the preparation of CRAG interim plans, those aspects of the LCDC adopted Goals applicable to the CRAG region; and be it further

RESOLVED, that the Board of Directors hereby directs that staff, working through its three Environmental Services Advisory

Committees, to prepare and report to the Board a Committee/Staff joint recommended set of Goals and Objectives which comply with the provision of LCDC Goals and which are specific to the CRAG region and are in conformity with the CRAG legislative mandate, no later than June 31, 1975; and be it further

RESOLVED, that the Board concurs with the Community Development Committee and Executive Director's recommendation to distribute the General Land Use Map included in the action plan as revised by the inclusion of identified problem areas and accompanied by a list of criteria to be used in establishing the land areas for local agency review and comment. Such comments shall be forwarded to CRAG no later than September 4, 1975 to be considered by the staff and Community Development Committee and jointly recommended to the Board on October 23, 1975; and be it further

RESOLVED, that the Board of Directors directs the Transportation Committee to maintain its schedule of reporting an Interim Transportation Plan to the Board at its April 24 meeting, to be considered for adoption by the Board of Directors as an Interim Urban Region Transportation Plan. Such adoption shall not be conducted under the provisions of ORS Chapter 197, which require local plan conformance, but as Board policy; and

The Board further directs its staff and Community Development and Transportation Technical Advisory Committees to evaluate the need for a regional data information system to support the planning process including their recommendation for its design, operation, cost and agency responsibilities.

ADOPTED by the Board of Directors this 27th day of March, 1975.

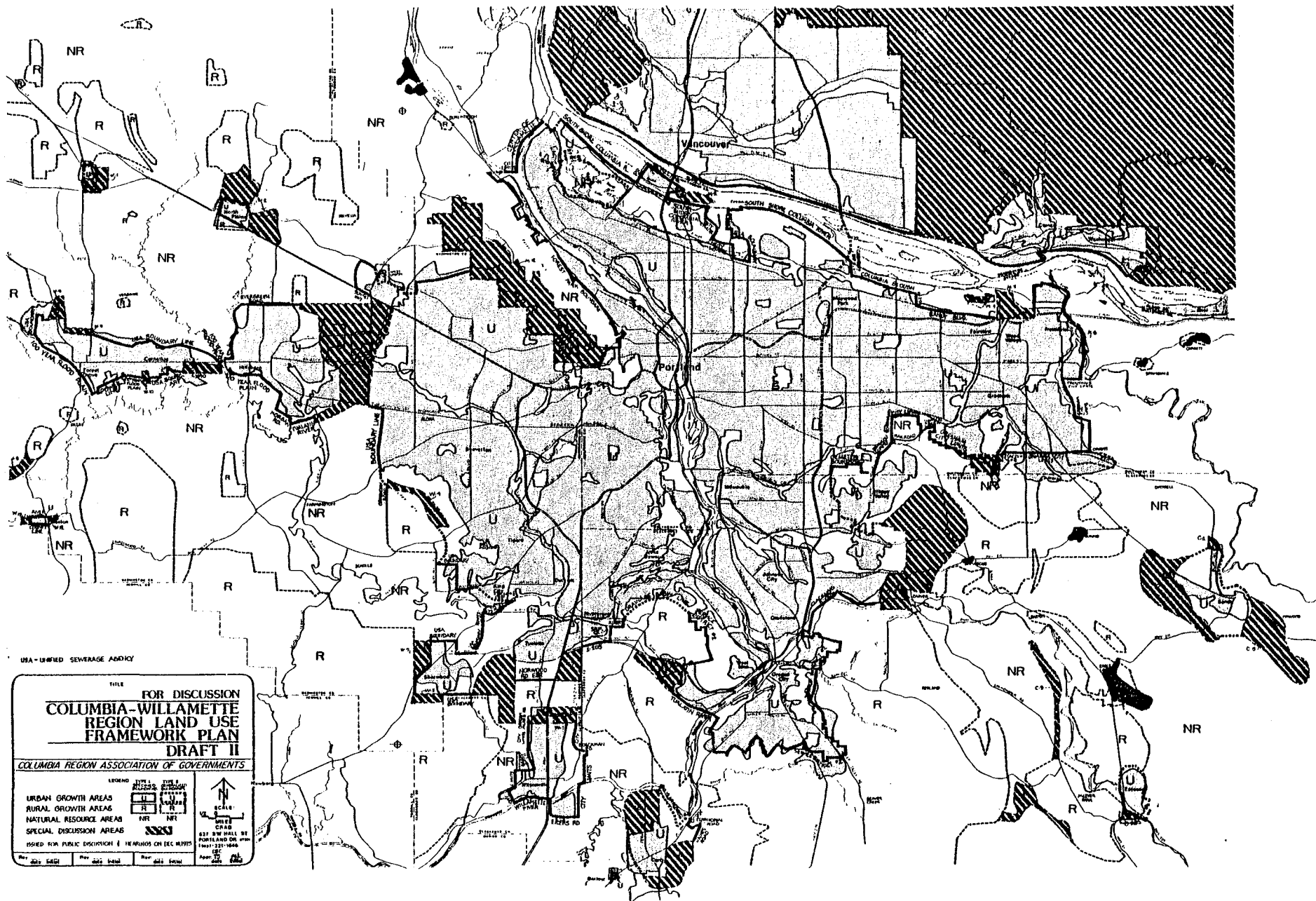
RELEVANT MEETING DATES DURING THE
FRAMEWORK ELEMENT'S FORMULATIVE STAGES

Board Mark-Up Meetings (9)

August 5, 1976
August 12, 1976
August 19, 1976
September 2, 1976
September 11, 1976
September 16, 1976
September 30, 1976
December 16, 1976
December 22, 1976

Task Force Meetings (24)

September 10, 1975
September 17, 1975
September 24, 1975
October 1, 1975
October 8, 1975
October 15, 1975
October 16, 1975
October 22, 1975
October 23, 1975
October 29, 1975
October 30, 1975
November 5, 1975
November 6, 1975
November 12, 1975
November 13, 1975
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November 27, 1975
January 29, 1976
February 19, 1976
February 24, 1976
March 2, 1976
March 9, 1976
March 10, 1976
March 18, 1976



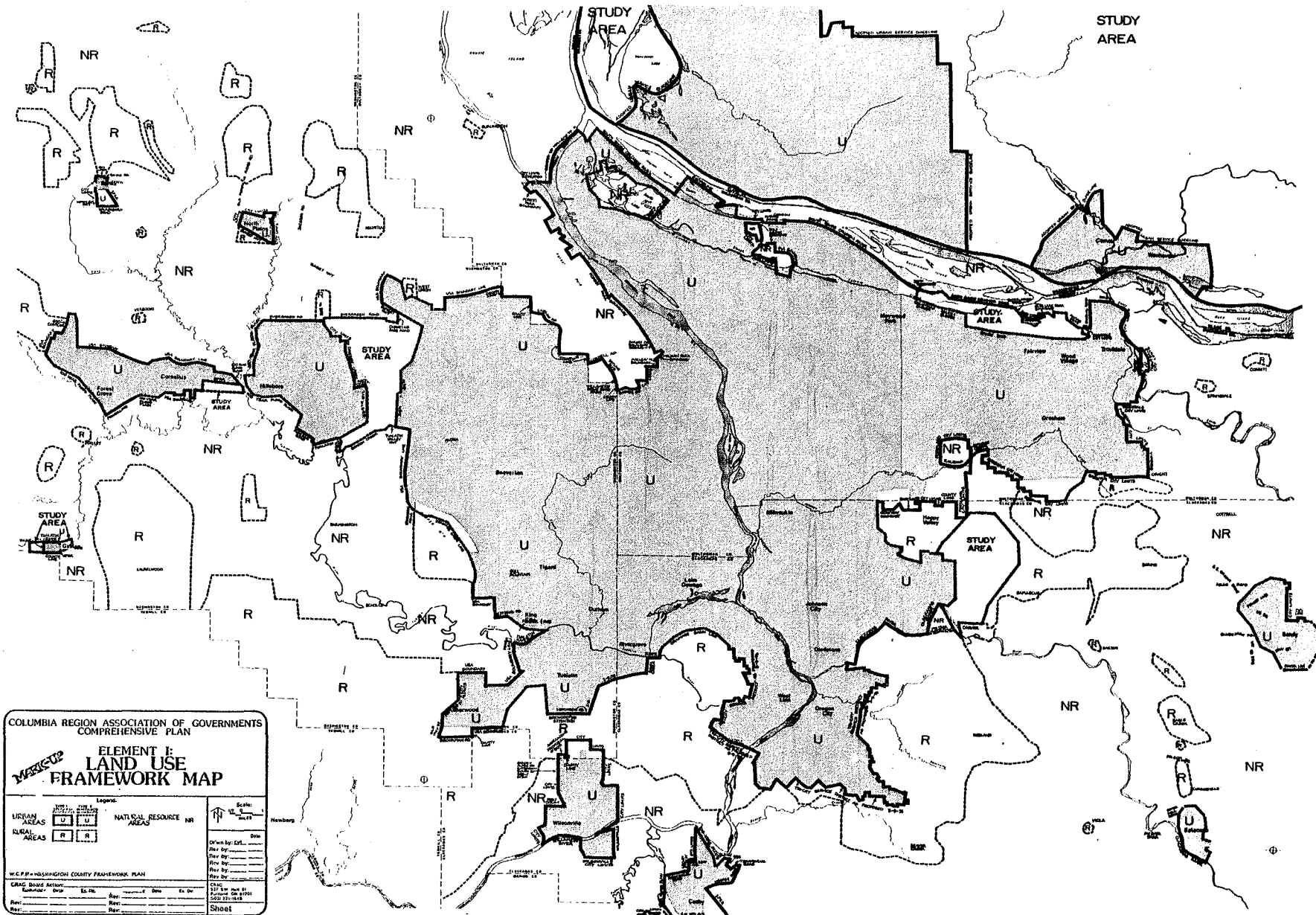
CHANGES FROM STAFF PROPOSAL TO DRAFT II

STAFF PROPOSAL DESIGNATIONS

URBAN

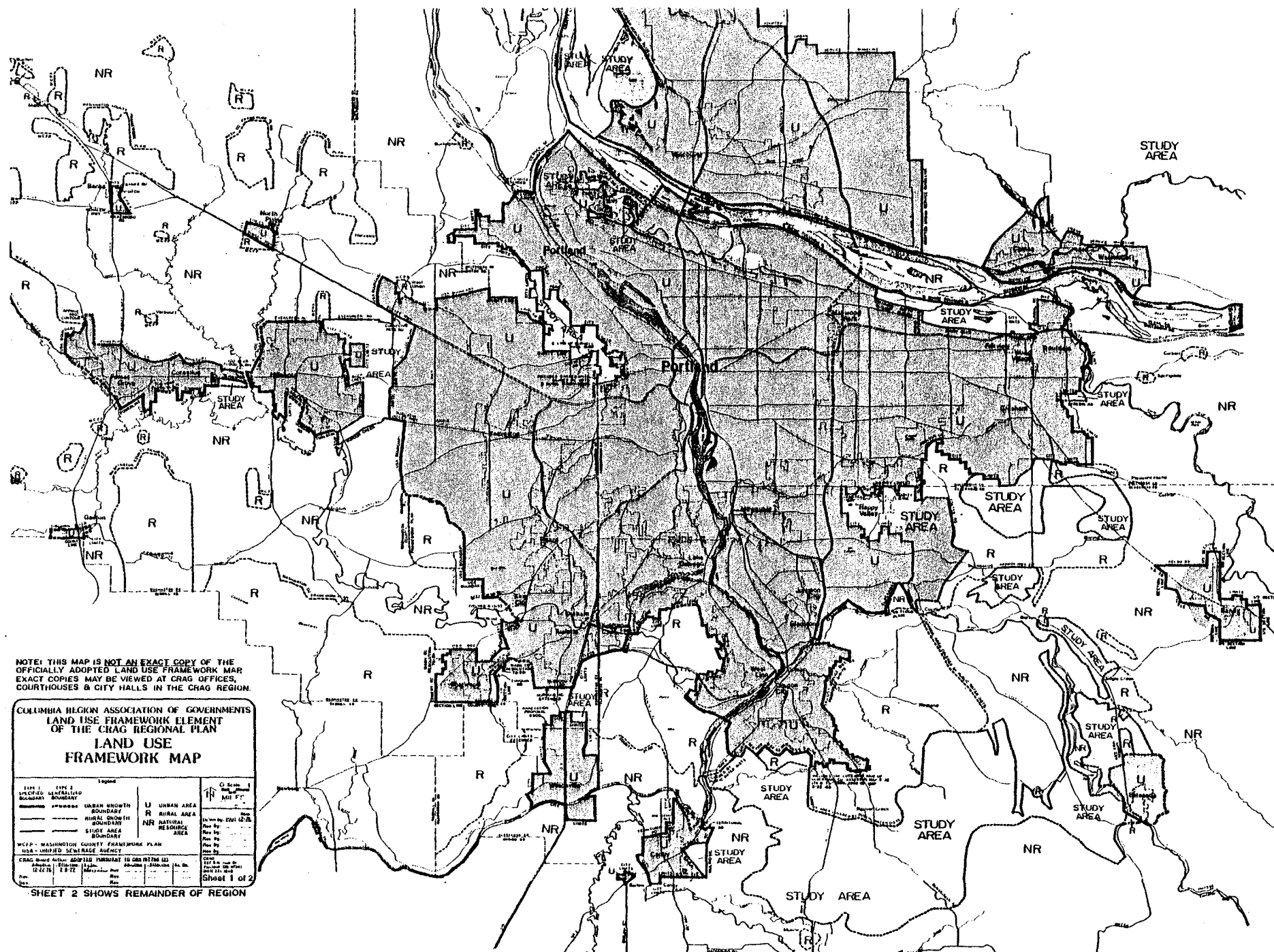
RURAL

NATURAL RESOURCE



URBAN AREA CHANGES FROM DRAFT II TO MARK-UP
 URBAN ON DRAFT II

URBAN AREA CHANGES FROM MARK-UP TO PROPOSED



URBAN AREA CHANGES FROM PROPOSED TO ADOPTED

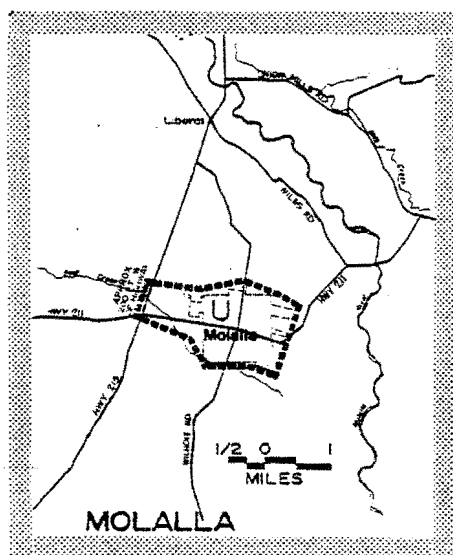
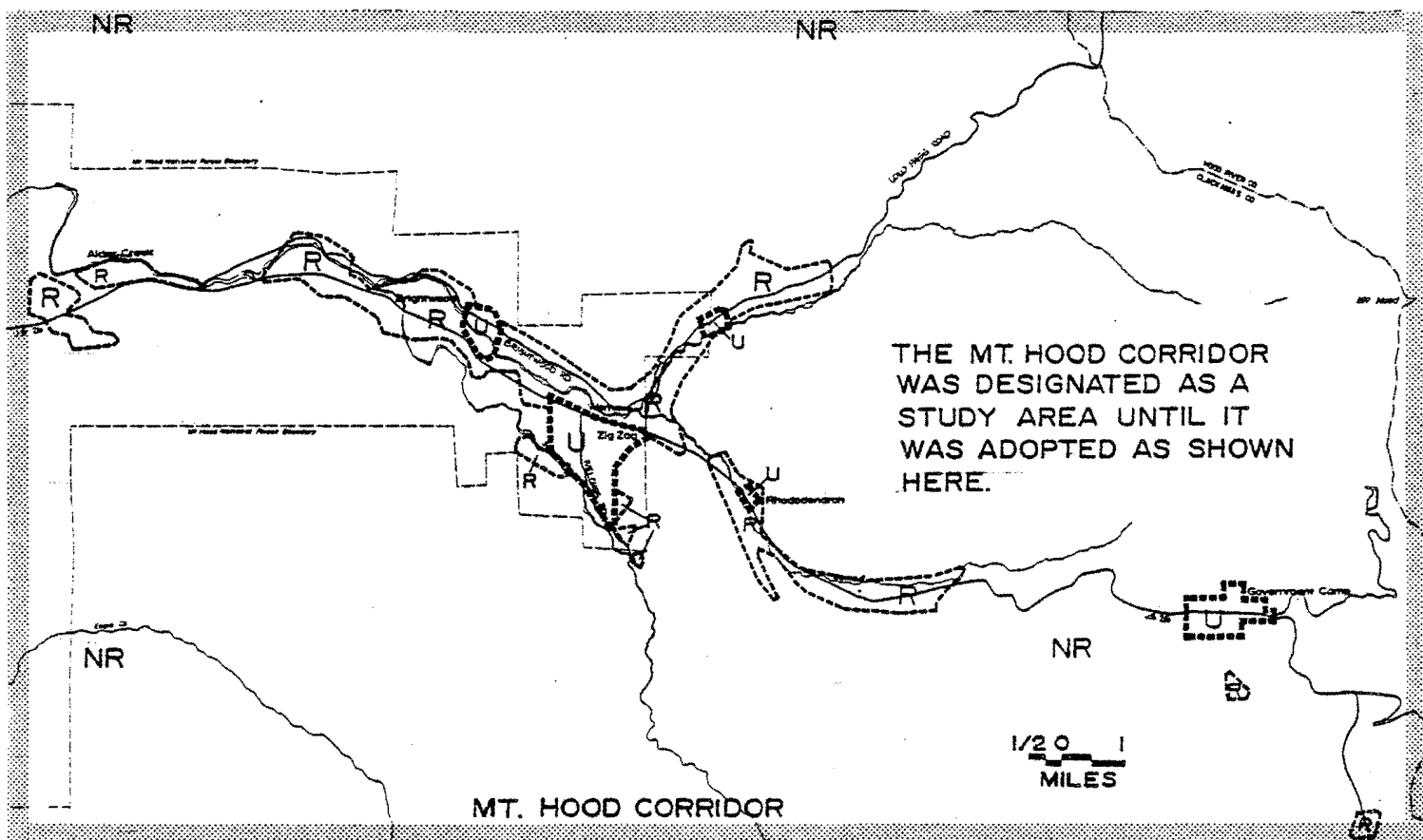
URBAN ON PROPOSED

STAFF PROPOSAL DESIGNATIONS:

☐ URBAN

RECENT RURAL

☐ NATURAL RESOURCE



MOLALLA AND MT. HOOD CORRIDOR

**CRAG Public Hearings
And Information Meet
ings On Regional Goals
And Objectives, Land
Use Plan And Implemen
ting Rules**

Plaintiff

vs.

Defendent

STATE OF OREGON

County of Multnomah

J.M. MCINTEER

being first duly sworn depose and

say that I am the Principal Clerk Of The Publisher of The Oregonian, a newspaper of general circulation, as defined by ORS 193.010 and 193.020, published in the City of Portland, in Multnomah County, Oregon; that the advertisement, a printed copy of which is hereto annexed, was published

without interruption in the entire and regular issues of The Oregonian for **ONE**

ISSUE

successive and consecutive _____ on the following dates: _____

February 9, 1976

Principal Clerk Of The Publisher

Subscribed and sworn to before me this 12th day of February, 1976

Notary Public for Oregon
My Commission Expires July 8, 1979

My Commission expires:

F-1703

*Published in the Oregonian January 24, 1976
and February 4, 1976.

TEXT OF CRAG OBJECTIVES ADDRESSED BY THE
LAND USE FRAMEWORK ELEMENT*

URBAN (Objective 5, Section 1A)

Lands shall be inventoried and designated within urban growth boundary for future urban growth to meet urban population needs forecast for a minimum of twenty (20) years. The primary use of lands within urban growth boundaries shall be urban development.

NATURAL RESOURCE (Objective 5, Section 1B)

Agricultural lands shall be inventoried, preserved and maintained and forest lands shall be inventoried and conserved for farm and forestry uses or other natural resource activities, within designated Natural Resource Areas.

RURAL (Objective 5, Section 1C)

Lands shall be designated within rural growth boundaries to meet a variety of use patterns allowing flexibility of housing location. Typical uses include: small farms and large homesites. Development within rural growth boundaries shall remain non-urban in character and density, but shall occur in a manner that would not preclude future urban development. Lands within rural growth boundaries may be converted in the future to urban use only upon determination of public need.

COOPERATIVE DESIGNATION OF LAND USE CLASSIFICATIONS (Objective 5, Section 2A)

Designation and change of Urban, Natural Resource and Rural Area boundaries shall be a cooperative process between the Columbia Region Association of Governments and affected cities and counties.

URBAN INVENTORY (Objective 5, Section 2B)

For purposes of establishing initial urban growth boundaries, "inventory" shall mean an identification and quantification of vacant land five (5) acres or larger within urban areas.

NATURAL RESOURCE INVENTORY (Objective 5, Section 2D)

For purposes of establishing initial Natural Resource Areas, "Inventory" shall mean an identification and quantification of agricultural and forest lands based on data available from the Soil Conservation Service, U.S. Department of Agriculture.

AGRICULTURAL AND FOREST LANDS IN RURAL GROWTH BOUNDARIES (Objective 5, Section 2E)

Unless exempted through the exception procedures of LCDC Goal 2, Part II, agricultural or forest lands within designated rural growth boundaries shall be preserved and maintained for farm use or conserved for forestry.

*Source: CRAG Goals and Objectives, adopted September 1976.

PRINCIPAL BACKGROUND MATERIALS
ON FILE AT CRAG

SECTION 1

1. CRAG's Charter Rules, revised May 1, 1975.
2. Goals and Objectives, adopted September, 1976.
3. Land Use Framework Element, adopted December 22, 1976, effective February 5, 1977.
4. ORS 197.705(1): Oregon State Law that authorized the creation of CRAG and prescribed duties and responsibilities.
5. Senate Bill 769: The sponsoring legislation, passed in 1973 which led to ORS 197.705(1).
6. Statewide Planning Goals and Guidelines, adopted December 27, 1974, effective January 1, 1975.

SECTION 2

1. Draft 2, The Public Discussion Draft, released December 18, 1975.
2. Draft 3, The Mark-Up Draft, released March 25, 1976.
3. Letter indicating vote change on Framework Element from Washington County Commissioner, dated January 4, 1977.
4. Responses from local jurisdiction to the Suggested Criteria Report.
5. Suggested Criteria for Determining Broad Land Use Areas, released May 21, 1975.
6. Summary of responses to the Suggested Criteria Report.
7. Testimony, written and oral (three volumes); Summary of Public Hearing Testimony (one volume).
8. Twenty-nine tapes of Board mark-up meetings on the Framework Element, amounting to approximately 435 hours.

SECTION 3

Only the Land Use Framework Element is cited and specific references to parts of that document are noted in this section.

SECTION 4

1. "Analysis of Economic Impact of Urban Growth"
Source: CRAG staff memorandum (on file only)

2. Existing Developed Lands Map, including public and quasi-public open space (reproducible)
Source: 1975 Aerial Photography

3. Generalized Geological Maps

Shows geological units classified as to:

Indurated (consolidated) Bedrock, Valley Fill, Recent Alluvium; or Other Unstable Deposits (on file only)

Source: Geology of Portland, Oregon and Adjacent Areas (1963), by D. E. Turinble; and Engineering Geology of the Tualatin Valley Region, Oregon, (1967), by H. G. Schlicker and R. J. Deacon (texts are published)

4. Hazard Area Maps

Shows:

- a. 100-year floodplains (reproducible)

Source: U.S. Army Corps of Engineers (published or reproducible)
U.S. Department of Agriculture, Soil Conservation Service (reproducible)
U.S. Geological Survey (published or reproducible)

- b. Ground slopes over 25 percent (reproducible)

Source: U.S. Geological Survey

5. Illustrative Projections

Source: CRAG Staff Working Paper #2, 1973 (on file only)

6. Interim Transportation Plan Text and Map

Source: CRAG publication, adopted by CRAG Board, June 18, 1975 (text is published, map is reproducible)

7. Parcelization Maps

Shows degree of land division by acreage categories (under 5 acres, 0-5, 5-10, 10-20, 20-40, over 40) based on 1972 survey).

Source: County Assessors' records, 1972 (on file only)

8. Rural School District Map

Shows boundaries of school districts on overlay map as of 1976 (non-reproducible)

Source: 1976 County Assessor's records

9. Sewer Maps

Shows:

- a. Areas served by sewers (reproducible)
Source: CRAG Public Facilities Division
- b. Sewer systems (reproducible)
Source: CRAG Public Facilities Division
- c. Sewer districts (reproducible)
Source: CRAG Public Facilities Division

10. Soil Maps and Interpretations

Shows:

- a. Generalized soil maps and soil interpretations for land use planning in Clackamas, Columbia, Multnomah and Washington Counties (published)
Source: U.S. Department of Agriculture
Soil Conservation Service
- b. Soil interpretation tables for Oregon (OR-1) (published)
Source: USDA Soil Conservation Service
- c. Detailed soil maps by soil types for Clark County, Washington and portions of Clackamas, Multnomah and Washington Counties (only Clark County published)
Source: USDA, SCS

11. Suggested Criteria for Determining Broad Land Use Areas, Community Development Technical Advisory Committee, Approved for Release May 21, 1975.

Contains criteria utilized during the initial stages of the formulation of the Land Use Framework Element.

12. Water Maps

Shows:

- a. Areas served by water (non-reproducible)
Source: CRAG Public Facilities Division
- b. Water systems (non-reproducible)
Source: CRAG Public Facilities Division
- c. Water districts (reproducible)
Source: CRAG Public Facilities Division