

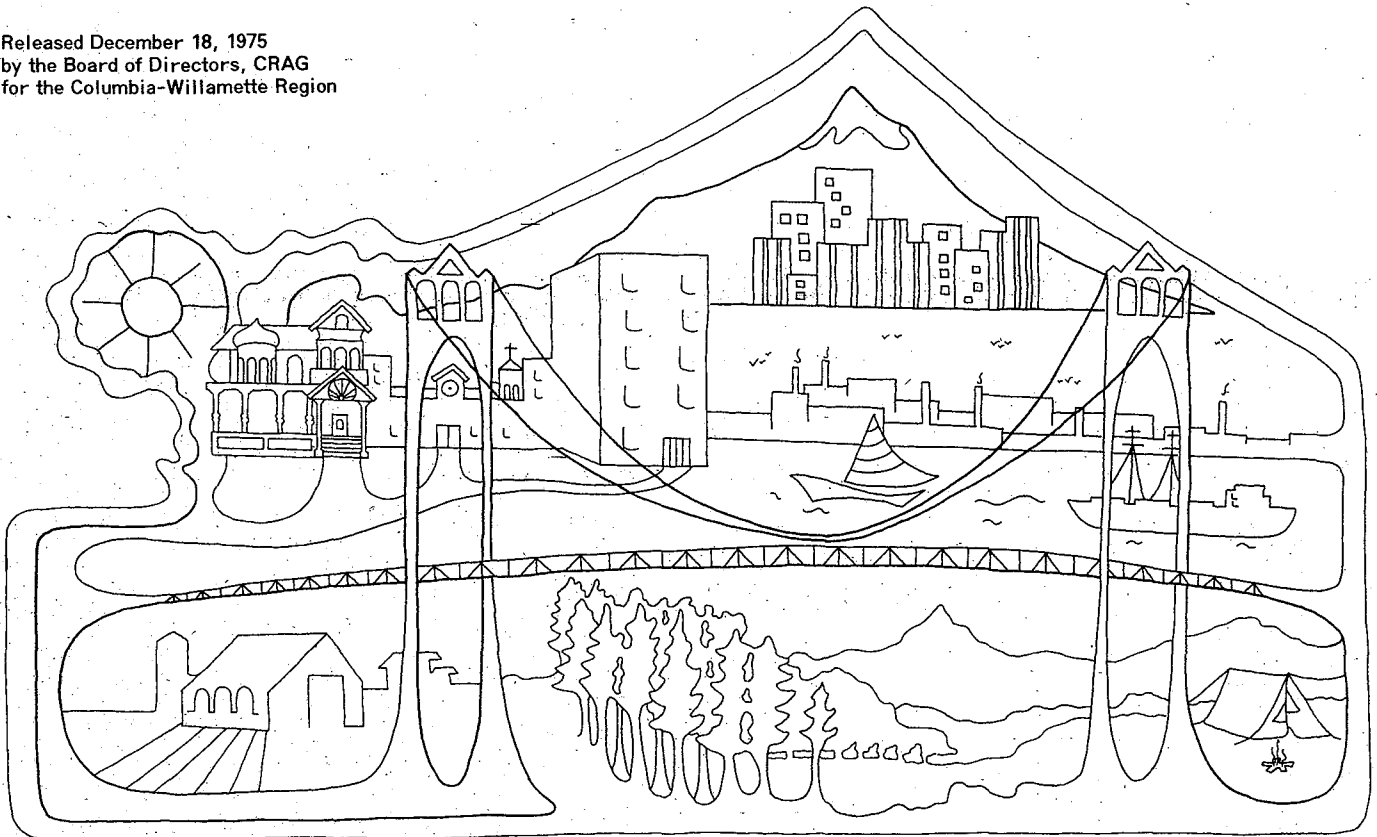
C-R-A-G

GOALS & OBJECTIVES AND LAND USE FRAMEWORK PLAN

**FOR PUBLIC
DISCUSSION**

DRAFT 2

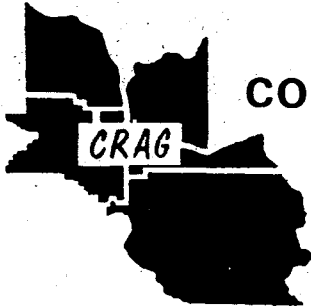
Released December 18, 1975
by the Board of Directors, CRAG
for the Columbia-Willamette Region



C-O-N-T-E-N-T-S

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COLUMBIA REGION ASSOCIATION of GOVERNMENTS

527 S. W. HALL STREET
PORTLAND, OREGON 97201

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TO: The Citizens of the Region
FROM: Phil Balsiger, Chairman, CRAG Board of Directors

The CRAG Board of Directors is releasing this document to the public for discussion and comment through hearings and written correspondence. Public comment is requested for the purpose of preparing materials to be considered by the Board for adoption as the Land Use Framework element of the Regional Comprehensive Plan. Contained in the following pages are Goals and Objectives for regional planning, a Land Use Framework Plan with special discussion areas highlighted, and a system for implementing, reviewing and revising regional goals, objectives and plans.

Several committees, composed of citizens and representatives from local jurisdictions, worked from an earlier draft (Draft I) and considered extensive materials submitted by individuals, citizen and special interest groups and local jurisdictions during preparation of this document. This project has been on going for eight months.

Of all the factors that determine the quality of the environment in the Columbia-Willamette region, the most fundamental is the use we make of the land. There is no question that the region will continue to grow. There is a question, however, about how it will grow.

CRAG's role in planning the region's growth is a long-term process. The issues are many and complex. CRAG must be responsive to local governments, citizens, the economy, and the environment, as well as to state and federal policies. So CRAG is committed to help carefully plan, element by element, the best future for this region that we can manage together.

As the CRAG regional plan develops, further efforts will be made to make the plan a positive tool to help wisely use our public funds and resources. At the same time, participation of private business and industry will be sought in order to create a climate conducive to protecting the investment of their resources. Careful use of public and private funds and resources is the key to achieving a balance between growth and conservation upon which the region's future depends.

The following statements and questions, which correspond to the Goals and Objectives, generally express the issues and concerns to be covered in CRAG's regional planning.

Citizen Involvement
You make it work.

Planning Processes
How to bring it together?

Air, Water, Land Quality
A clean and livable environment.

Land Use
Where will we grow from here?

Housing
Where to accommodate future populations?

Economic Development
Jobs and income to pay the bills.

Public Facilities and Services
Water? Schools? ... Providing for tomorrow.

Recreation, Open Space, and Cultural Areas.
Where will we all play?

The CRAG comprehensive planning process will be carried out in three phases:

Phase I of this process is the setting of a planning framework, which includes the Goals and Objectives on pages 3-15, and a land use plan on pages 15-19. The Goals and Objectives give direction to all of CRAG's future planning. The land use plan defines three land use designations within which future planning for land development will take place.

Phase II of CRAG's planning process will deal with land development, specifically lands and policies for housing, commercial and industrial activities.

Phase III will deal with the public facilities and services necessary to support both private and public land development. These include transportation, public facilities such as sewer and water systems, parks and open space. Each of the elements in the three phases of the CRAG comprehensive planning process are covered in the Objectives (pages 4-8 and 12-15).

CRAG will not do all the planning within the region. Therefore, we will address regional concerns and provide a regional framework for city and county plans. CRAG's primary role of coordinating state, federal, regional and local planning is addressed in the Planning Process Objectives on page 5. Coordination is also identified in the Objectives by reference to regional and local planning responsibilities. Finally, the partnership with citizens in planning is outlined in the Citizen Involvement Objectives on page 4.

The times, the conditions around us, and what we are capable of doing change over time. As local plans change, so should CRAG's. A system to assure regular and periodic review and revision of CRAG's Goals and Objectives and Plan is described on pages 19-20 of this document.

Finally, each of us is probably aware of those troublesome conflicts and differences which exist throughout the region. The obvious conflict of one issue with another - such as the apparent contradiction between economic development which requires more energy, and the need to conserve energy - must be dealt with in a responsible manner. Some means must be available to deal with differing interests. The planning process is one vehicle for addressing these issues, if we can keep planning comprehensive and open to the public view.

The final page of this document presents a schedule of public discussions and formal public hearings to be conducted by members of the CRAG Board, which will deal with all the matters contained in this publication. As Chairman of the CRAG Board, I invite your careful reading of these materials and your active participation in the days and weeks ahead.

WHY GOALS AND OBJECTIVES?

Without some understanding of the ends to be achieved, land use planning for the region would be confusing and arbitrary. Recognizing this fact, the 1973 Oregon Legislature enacted SB 769, giving CRAG responsibility to adopt regional land use goals and objectives. CRAG's overriding mission, therefore, is to provide a sense of direction for building the regional community by formulating Goals and Objectives. CRAG Goals are an affirmation of the most general and basic needs which planning must address; CRAG Objectives are action steps taken toward fulfillment of the Goals. The CRAG Goals and Objectives are writ-

ten to comply with the Land Conservation and Development Commission's (LCDC) goals. The intent is to mold the LCDC goals into a document to be utilized for regional planning. The CRAG Objectives identify roles and responsibilities for local and regional governments.

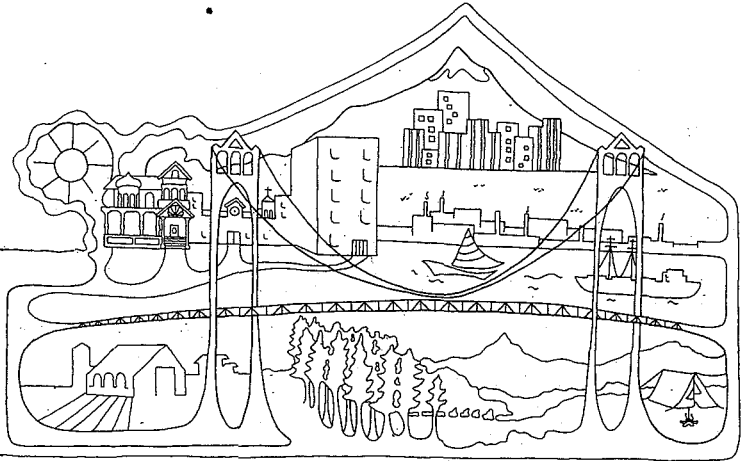
The Goals and Objectives are not meant to provide final answers to all our concerns or problems. Rather, they spotlight key issues and focus on the available alternatives known to us today.

Draft II of the Goals and Objectives is the result of many hours of effort by a special

Task Force reviewing the concerns and comments generated during the public discussion period this fall. It is anticipated that the current public discussion and hearing process will further define some basic concepts: What is the region? What is its responsibility? How will local and regional governments carry out our common mission?

What follows in this section is: Goals, Objectives and Definitions. You are invited to study and comment, giving your views on all portions.

REGIONAL GOALS



Fulfill the basic food, housing, clothing and health needs of all the region's citizens, by planning measures which:

- preserve and conserve agricultural lands for farm use;
- preserve and conserve forest lands for forest use;
- provide for the recreation land needs of the region's citizens and visitors;
- diversify and improve the economy of the region; especially in areas that have long-term unemployment;
- maximize housing choice for all citizens in the region;
- plan and develop public facilities and services for Urban and Rural Areas; and
- provide a safe, convenient and efficient transportation system.

Assure the personal safety, continuing income and employment and safeguard the properties of all the region's citizens, by planning measures which:



- protect life and property against natural disasters and hazards;
- plan and develop public facilities and services for Urban and Rural Areas; and
- diversify and improve the economy of the region, especially in areas that have long-term unemployment.



Promote freedom of choice in personal endeavor and way of living, consistent with the rights of others, by planning measures which:

- preserve open space, natural, fragile, scenic, historic and cultural areas;
- provide for the recreation land needs of the region's citizens and visitors;
- maximize the choices available for employment, adequate housing, public services and transportation, particularly for those whose choices are limited.



Preserve or conserve non-renewable natural resources, by planning measures which:

- preserve and conserve agricultural lands for farm use;
- preserve and conserve forest lands for forest use;
- preserve open space, wilderness, natural and scenic areas;
- preserve and improve the quality of the air, water and land;
- conserve energy; and
- provide for the orderly development of land uses within designated Urban Areas.



Conserve or preserve renewable natural resources, by planning measures which:

- provide for the orderly development of land uses within designated Urban Areas.
- preserve and conserve agricultural lands for farm uses;
- preserve and conserve forest lands for forest uses;
- preserve and improve the quality of air, water, and land; and
- conserve energy.



Preserve, conserve, and create human-made resources, by planning measures which:

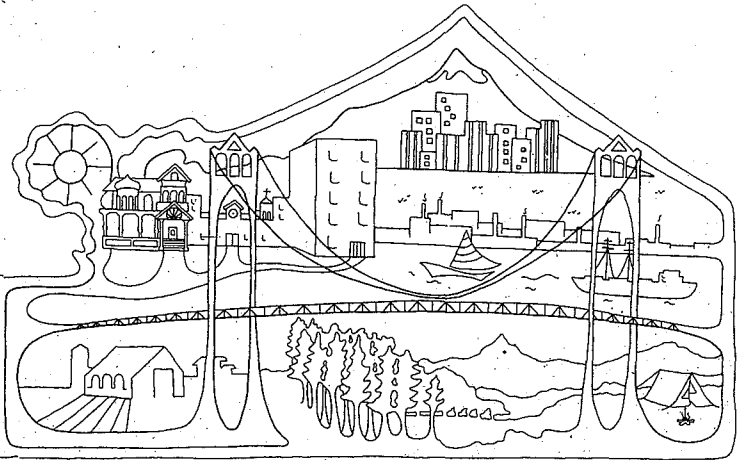
- plan and develop public facilities and services which are within the fiscal capabilities of Urban, Rural and Natural Resource Areas, with emphasis on the full use and maintenance of existing facilities;
- conserve energy;
- preserve historic and cultural areas;

- protect property from natural disasters and hazards;
- provide recreation areas and facilities; conserve existing housing and encourage the orderly development of new housing; and
- conserve the existing transportation system.



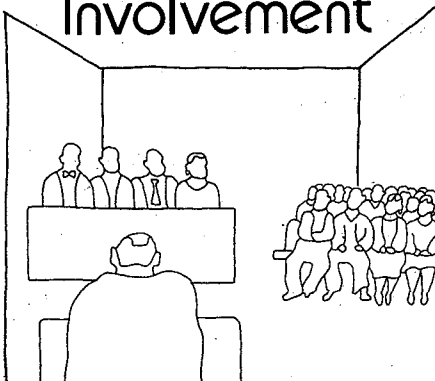
Integrate and apply goals through standards and procedures for planning, by the following measures:

- develop a citizen involvement program that provides opportunity for citizens to participate in all phases of the planning process; and
- define roles and responsibilities (among local and regional jurisdictions), policies, processes and guidelines necessary to assure an adequate factual base for land use decisions and actions.



OBJECTIVES

Citizen Involvement



SUBSTANTIVE OBJECTIVES

Opportunity to Participate. A citizen involvement program shall be developed which affords an opportunity for citizens to be involved in all phases of the planning and review process.

PROCEDURAL OBJECTIVES

Regional and Local Procedures. Regional and local agencies shall provide for the above substantive objective, Opportunity to Participate.

Publicity of Procedures. Procedures for involving the general public in the ongoing process shall be clearly defined and broadly publicized by regional and local agencies.

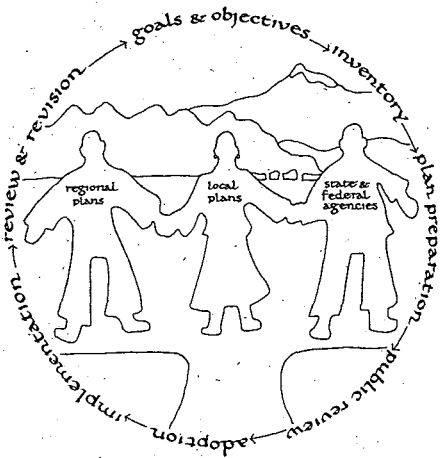
Readable Materials. Procedures shall be prepared and utilized by regional and local agen-

cies to insure that plan materials made available to the public are understandable to representative groups in the region.

Scale and Continuity. Regional and local citizen involvement programs shall be appropriate to the scale of the planning effort, provide continuity of citizen participation, and enable citizens to identify and comprehend the issues.

Local Emphasis. Existing local citizen involvement programs shall be utilized by federal, state and regional agencies, through coordination with affected local governing bodies, with an opportunity for citizens to be involved directly with the regional organization.

Education. Local school districts shall be encouraged to include within their curricula courses of instruction in land use planning.



Planning Processes

SUBSTANTIVE OBJECTIVES

Process and Policy. A planning process and policy framework shall be established and utilized to assure an accurate factual base for decisions.

Plan Documents. Plan documents shall be developed which contain: an identification of issues and problems; inventories and other factual information for applicable planning elements; maps indicating all planned land use issues; evaluation of alternative courses of action; and policy recommendations showing social, economic, energy and environmental consequences.

PROCEDURAL OBJECTIVES

Regional and Local Procedures. Regional and local agencies shall provide for the above substantive objectives on Process and Policy and Plan Documents.

Interagency Coordination. Regional and local planning processes shall include procedures for assuring consistency among city, county, special district, regional, state and federal plans, and implementation measures.

Public Access. Regional and local comprehensive plans, supporting documents and implementing ordinances shall be filed in a public office or other place easily accessible to the public.

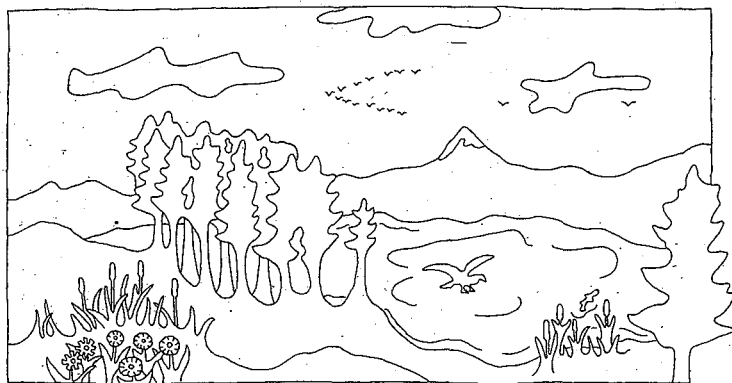
Implementation. Regional and local comprehensive plans shall be implemented by specific measures consistent with, adequate and necessary to carry out such plans.

Preparation, Review and Adoption. Regional and local planning agencies shall prepare and utilize procedures providing for notice, hearing, review and comment by citizens and governmental units during plan preparation, adoption and revision.

Periodic Review and Revision. Regional and local comprehensive plans and maps shall be reviewed on a regularly scheduled basis, taking into consideration changes in social, economic, resource and environmental circumstances and needs.

Exceptions. In preparing, adopting or revising plans, if a local planning agency determines that a particular regional goal or objective is inapplicable, impossible to apply to a given situation, area, or parcel of property, or conflicts with another regional goal or objective, the agency may declare in its plan that an exception is necessary. Proposed exceptions shall be clearly identified in the comprehensive plan and in hearing notices prior to the adoption of such plan. If the proposed exception is adopted, it shall be included and explained in the plan to include a complete statement of compelling reasons for the exception, facts and findings supporting the exception, and in the case of conflicts between Goals or Objectives, a complete analysis of the nature of the conflict and an explanation of how the proposed exception serves to resolve the conflict.

Air, Water, Land Quality & Noise Levels



SUBSTANTIVE OBJECTIVES

Maintain Quality. The quality of air, water and land resources in the region shall be improved or maintained at applicable and appropriate federal, state and regional standards.

Future Air Contaminant Discharges. Direct or indirect air contaminant discharges, discharges from future emissions sources when combined with such discharges from existing emissions sources, shall not threaten to vio-

late or violate applicable state or federal environmental quality statutes, rules or standards.

Other Future Discharges. All waste and process discharges from future development, when combined with such discharges from existing developments, shall not threaten to violate, or violate, applicable state or federal environmental quality statutes, rules or standards.

Noise Control. Noise shall be restricted, at a minimum, to levels set pursuant to state

and federal laws suitable for permitted uses and activities.

PROCEDURAL OBJECTIVES

Regional and Local Plans. All regional and local comprehensive plans and planning processes shall include and utilize effective procedures and provisions which will assure compliance with the above substantive objectives.

Plan Integration. Land use planning agencies shall develop and utilize effective procedures and provisions which will assure that (1) air, water, land quality and noise level planning will be an integral part of the planning process, and (2) that the components of air, water, land quality and noise level plans will be integrated.

DEFINITIONS

Waste and Process Discharges. Refers to solid waste, thermal, noise, atmospheric or water pollutants, contaminants, or products therefrom. Included here also are indirect sources of air pollution which result in emissions of air contaminants for which the state has established standards.

SUBSTANTIVE OBJECTIVES

Support of Land Use. The conservation of energy shall be optimized in the development and redevelopment of the land and uses on the land.

Renewable Energy Sources. Development of energy-consuming activities shall minimize the use of nonrenewable resources and encourage the use of energy from renewable energy sources.

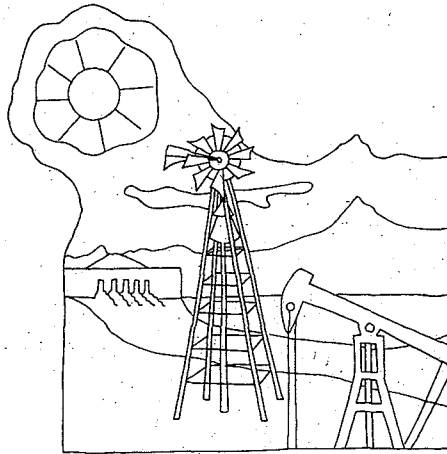
PROCEDURAL OBJECTIVES

Regional and Local Comprehensive Plans. The substantive objective above for Support of Land Use shall be incorporated in regional and local plans. Plans must demonstrate a consideration of the substantive objective for Renewable Energy Sources in the location, design and construction of energy-consuming activities.

Energy Assessment. The conservation of energy and long-term energy supply shall be considered in land use planning decisions, with particular attention to the following:

- building design modifications;

Energy Conservation



- changes in general land use patterns; residential siting and development patterns;
- commercial locations and development patterns;
- industrial locations and development patterns;
- location, maintenance and improvement of principal public facilities; and
- total amounts of energy consumed by residential, commercial, industrial, transportation and governmental uses.

Capital Improvement Programs. Capital improvement programs shall evaluate the energy impacts of the proposed improvements as a criterion in the selection and prioritization of projects.

Impacts of Transportation. Regional and local plans for the construction or improvement of major transportation facilities shall identify the positive and negative impacts of such facilities on energy use and resources.

Impacts of Development. New development, development patterns, and the upgrading of existing development should be analyzed with the purpose of modifying or eliminating wasteful energy practices.

Land Use: Urban, Rural, Natural Resource

SUBSTANTIVE OBJECTIVES: URBAN

Urban Growth Boundary. Lands shall be provided within the urban growth boundary for future urban growth to meet urban population needs anticipated for the year 2000.

Immediate Growth. Lands shall be provided within urban growth boundaries, consistent with capital improvement programs. The immediate growth boundary is the boundary within which standard public facilities and services shall be provided.

SUBSTANTIVE OBJECTIVE: RURAL

Rural Growth Boundary. Lands shall be provided for rural growth to meet a variety of use patterns allowing flexibility of housing location, including, for example, small farms, forest uses, related resource uses, and large lot homesites.

SUBSTANTIVE OBJECTIVE: NATURAL RESOURCE

Natural Resources Boundary. Lands shall be conserved or preserved within designated Natural Resource boundaries.

Agriculture. Lands shall be conserved and preserved for farm use, sufficient to meet future need for agricultural products, forest land and open space.

Forest. Lands shall be conserved and preserved for forest uses, sufficient to meet future need for forest products, forest land and open space.

Mineral and Aggregate Resources. Lands containing mineral and aggregate resources shall be conserved or preserved.

Natural and Fragile Areas. Natural and fragile areas shall be conserved and preserved in all land designations.

Hazard Areas. Lands subject to natural disasters and hazards shall in all land designations be controlled or managed to prevent loss, damage, or destruction of life and property.

PROCEDURAL OBJECTIVES

Local Comprehensive Plans. Local comprehensive plans shall provide for the following substantive objectives: Immediate Growth; Agriculture; Forest; Natural and Fragile Areas; and Hazard Areas.

Regional and Local Comprehensive Plans. Regional and local comprehensive plans shall provide for the following substantive objectives: Urban Growth Boundary; Rural Growth Boundary; Natural Resources Boundary; and Mineral and Aggregate Resources.

Inventory of Natural and Fragile Areas. Na-

tural and fragile areas shall be identified and inventoried by local land use planning agencies to be used as a basis for their conservation and preservation in Urban, Rural and Natural Resource Areas. The inventory shall include, but not be limited to, the location, quantity and nature of the following resources: (1) agriculture; (2) forest; (3) mineral and aggregate resources; (4) energy resources; (5) fish and wildlife areas and habitats; (6) scientifically significant natural areas; (7) water areas; wetlands, watersheds and ground water resources; and (8) wilderness areas.

Resolution of Conflicts. Procedures to analyze the economic, social, environmental and energy consequences of conflicting uses of resources shall be developed by the regional land use planning agency for use in the resolution of conflicts.

Inventory of Hazard Areas. Areas subject to natural disasters and hazards shall be identified and inventoried by local land use planning agencies to be used as a basis for showing the areas in Urban and Rural Areas and for designating Natural Resource Areas.

Regulation of Hazard Areas. Regulations shall be developed by local land use planning agencies to be used to control or manage uses in natural disaster or hazard areas by limiting uses to those compatible with the character of the natural disaster or hazard area.

URBAN AND RURAL AREAS

Designation of Urban and Rural Areas. Designation and change of Urban and Rural Area boundaries shall be a cooperative process between the regional land use planning agency and affected cities and counties.

Modification of Urban and Rural Boundaries. Change of Urban or Rural Area boundaries by regional or local land use planning agencies shall follow the procedures and requirements set forth in the Exception section under Planning Processes, Procedural Objectives.

Farm Uses in Urban and Rural Areas. Undeveloped agricultural lands within Urban and Rural Areas shall be identified and inventoried by local land use planning agencies in accordance with land capability classes established by the Soil Conservation Service, U.S. Department of Agriculture, to be used as a basis for tax deferral under ORS Chapter 308.370-403, and may be placed in exclusive farm use zones pursuant to ORS Chapter 215.203-273 or may be designated as Natural Resource Areas in local plans.

Forest Uses in Urban and Rural Areas. Undeveloped forest lands within Urban and Rural Areas shall be identified and inventoried by local land use planning agencies in accordance with forest site classes established by the Forest Service and Soil Conservation Service, U.S. Department of Agriculture, to be used as a basis for tax deferral under ORS Chapter 321.650-680 and may be placed in forest use zones or may be designated as Natural Resource Areas in local plans.

NATURAL RESOURCE AREAS

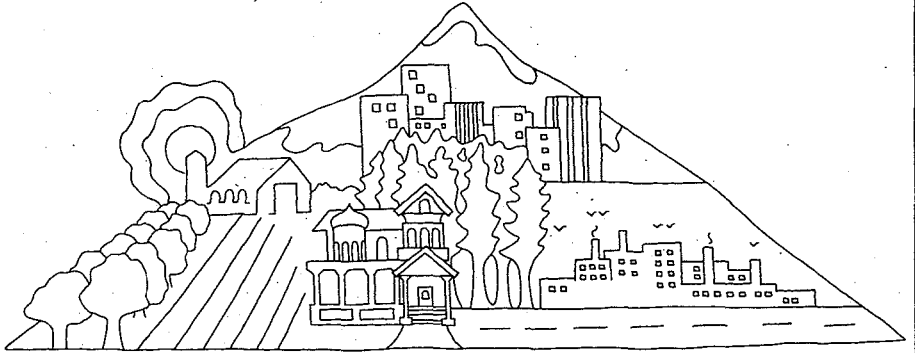
Designation of Natural Resource Areas. Designation and change of Natural Resource Areas shall be a cooperative process between the regional land use planning agency and affected cities and counties.

Modification of Natural Resource Area Boundaries. Change of Natural Resource Area boundaries by regional or local land use planning agencies shall follow the procedures and requirements set forth in the Exception section under Planning Processes, Procedural Objectives.

Retention of Natural Character. Review procedures shall be developed by local land use planning agencies to be used to insure retention of the natural character of Natural Resource Areas when development is proposed.

Agriculture

Inventory of Agricultural Lands. Agricultural lands shall be identified and inventoried by regional and local land use planning agencies in accordance with land capability classes established by the Soil Conservation Service, U.S. Department of Agriculture, to be used as a basis for designation of Natural Resource Areas for tax deferral under ORS Chapter 308.370-403, and shall be placed



in exclusive farm use zones pursuant to ORS Chapter 215.203-273.

Farm Lot Sizes in Natural Resource Areas. Minimum lot sizes for any farm use zones or other regulations shall be appropriate for the continuation of the existing commercial agricultural enterprises within the area.

Forest

Inventory of Forest Lands. Forest land shall be identified and inventoried by regional and local land use planning agencies in accordance with forest site classes established by the Forest Service and the Soil Conservation Service, U.S. Department of Agriculture, to be used as a basis for designation of Natural Resource Areas, and for tax deferral under ORS Chapter 321.605-680.

Forest Use Zones in Natural Resource Areas. Forest lands in Natural Resource Areas shall be placed by local land use planning agencies in forest use zones.

DEFINITIONS

Agricultural Lands. Lands of predominantly Class I, II, III and IV soils identified in the Soil Capability Classification System of the Soil Conservation Service, U.S. Department of Agriculture, and other lands which are suitable for farm use, taking into consideration soil fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land use patterns, technological and energy inputs required, and accepted farming practices. Lands in other SCS classes which are necessary to permit farm practices to be undertaken on adjacent or nearby lands shall be included as agricultural land in any event. More detailed soil data to define agricultural land may be utilized by local governments if such data permit achievement of this objective.

Farm Uses. Uses set forth in ORS 215.203 including the non-farm uses authorized by ORS 215.213.

Forest Lands. (1) Lands composed of existing

and potential forest lands which are suitable for commercial forest uses; (2) other forested lands needed for watershed protection, wildlife and fisheries habitat and recreation; (3) lands where extreme conditions of climate, soil and topography require the maintenance of vegetative cover irrespective of use; (4) other forested lands in urban and agricultural areas which provide urban buffers, windbreaks, wildlife and fisheries habitat, livestock habitat, scenic corridors and recreational use.

Fragile Areas. Lands characterized by fragile ecological conditions or lands which support unique or endangered wildlife species.

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

Mineral and Aggregate Resources. Lands with geologic deposits and substantial mineral resources to be mined immediately, in the future, or to be preserved.

Natural Areas. Land and water areas that have substantially retained their natural character and are important as habitats for plant, animal or marine life; for the study of the area's natural, historical, or scientific features; or for the appreciation of the area's natural features.

Wilderness. Areas where the earth and its community of life are untrammelled by humans, where humans are visitors who do not remain. It is an area of undeveloped land retaining its primeval character and influence, without permanent improvement by human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) may also contain ecological, geological, or other features of scientific, educational, scenic or historic value.

Housing



SUBSTANTIVE OBJECTIVES

Support of Land Use. Regional and local comprehensive plans shall support development which includes a variety of housing types, price ranges and rent levels appropriate to the needs of Urban and Rural Areas.

Provide Housing. Adequate housing construction, rehabilitation and maintenance of existing and new housing shall be promoted.

Housing Choice. Local housing plans shall provide for a variety of housing types, price ranges and rent levels to meet the needs of all segments of the jurisdiction's population; regional and local plans will promote public policies which will encourage a diversity of housing types and maximum utilization of housing resources.

Special Need Groups. Provision of housing for population groups with special needs, such as low-income and disadvantaged persons, shall be promoted by the public and private sectors.

Neighborhood Preservation. Policies designed to preserve and enhance the character of existing residential neighborhoods and communities shall be promoted.

Diversity. Innovative site planning and aesthetic housing design shall be encouraged in order to provide visual diversity and interest, foster social and economic choice, preserve special environmental features, and offer a variety of residential building types.

Buildable Lands. Vacant lands for housing shall be designated which are both consistent with allowed land uses in Urban Areas and convenient to commercial and industrial cen-

ters, transportation facilities, recreation opportunities and schools.

PROCEDURAL OBJECTIVES

Comprehensive Plans. Regional and local comprehensive plans shall provide for all the above substantive objectives.

Identify Buildable Lands and Existing Housing. Local planning agencies shall inventory and map existing housing and vacant lands for a variety of housing types.

Identify Housing Types. Local housing plans shall utilize procedures for determining appropriate quantities of low-, medium- and upper-income housing types.

Survey of Needs. Local housing plans, in coordination with the regional agency, shall assess community housing need, identify special categories of need, and establish policies which will fulfill such needs.

DEFINITION

Buildable Lands. Vacant lands in Urban Areas that are safe, suitable and available for residential use.

Economic Development

SUBSTANTIVE OBJECTIVES

Support of Land Use. Development shall include types and levels of commercial and industrial facilities appropriate for, but limited to, needs of Urban and Rural Areas as designated in regional and local comprehensive plans.

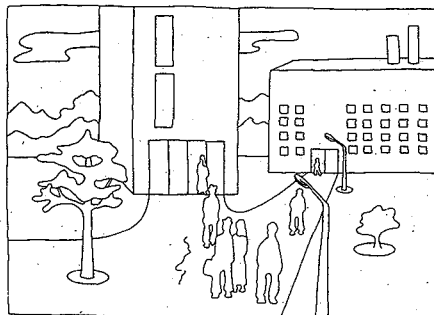
Employment. Economic growth and development which will utilize infant industry that can provide diverse employment opportunities shall be encouraged and facilitated. Economic development planning efforts shall attempt to maximize the use of the region's existing labor pools and assist in acquisition of new labor supply where the region's present resources are insufficient to serve the labor demands of commerce and industry.

Commercial and Industrial Types. A product and service-diverse economic base, with emphasis on the retention and promotion of existing industries, shall be maintained. Economic planning shall attempt to achieve a mix of labor- and capital-intensive industries in the region.

Location. Industry and commerce shall be located in areas planned for such uses, with emphasis on areas with existing or planned

public facilities and services. Land planning for future industrial expansion shall include consideration of uniquely situated properties such as those with access to transit, deep water, pipelines, air traffic, and freight or passenger rail facilities.

Environmental Quality. Industry and commerce encouraged for the region shall be of types which do not significantly or substantially increase regionwide air, water, land pollution and noise levels, or exceed federal, state or regional environmental standards.



Economic Resources. Economic resources shall be considered in the formulation of public policy with attention to:

- financial resources available and anticipated to support plans;
- economic impact of plans considering public service costs; and

- stability of land use policy which assures long-term economic continuity and minimizes economic resource investment risks.

PROCEDURAL OBJECTIVES

Comprehensive Plans. Regional and local comprehensive plans shall provide for all of the above substantive objectives.

Economic Growth Areas. Regional and local economic plans shall include and utilize effective procedures for identifying and inventorying areas that are suitable for economic growth and development.

Economic Condition. The regional economic plan shall identify and analyze the economic condition of the region, taking into consideration or inventorying such factors as the current economic base; material and energy availability; labor market factors and trends; transportation; current market forces; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

Economic Assessment. Regional and local plans shall consider economic development in plans and policies with consideration of:

- economic trends and potentials of the planning area as a basis for estimating

(Continued on page 12)

TITLE: **FOR DISCUSSION**
COLUMBIA-WILLAMETTE
REGION LAND USE
FRAMEWORK PLAN
DRAFT II

COLUMBIA REGION ASSOCIATION OF GOVERNMENTS

LEGEND: TYPE 1 SPECIFIED BOUNDARIES TYPE 2 GENERALIZED BOUNDARIES

URBAN GROWTH AREAS **U** **U**

RURAL GROWTH AREAS **R** **R**

NATURAL RESOURCE AREAS NR NR

SPECIAL DISCUSSION AREAS **C**

DESCRIPTIONS BEGIN ON PAGE 18

ISSUED FOR PUBLIC DISCUSSION & HEARINGS ON DEC. 13, 1975

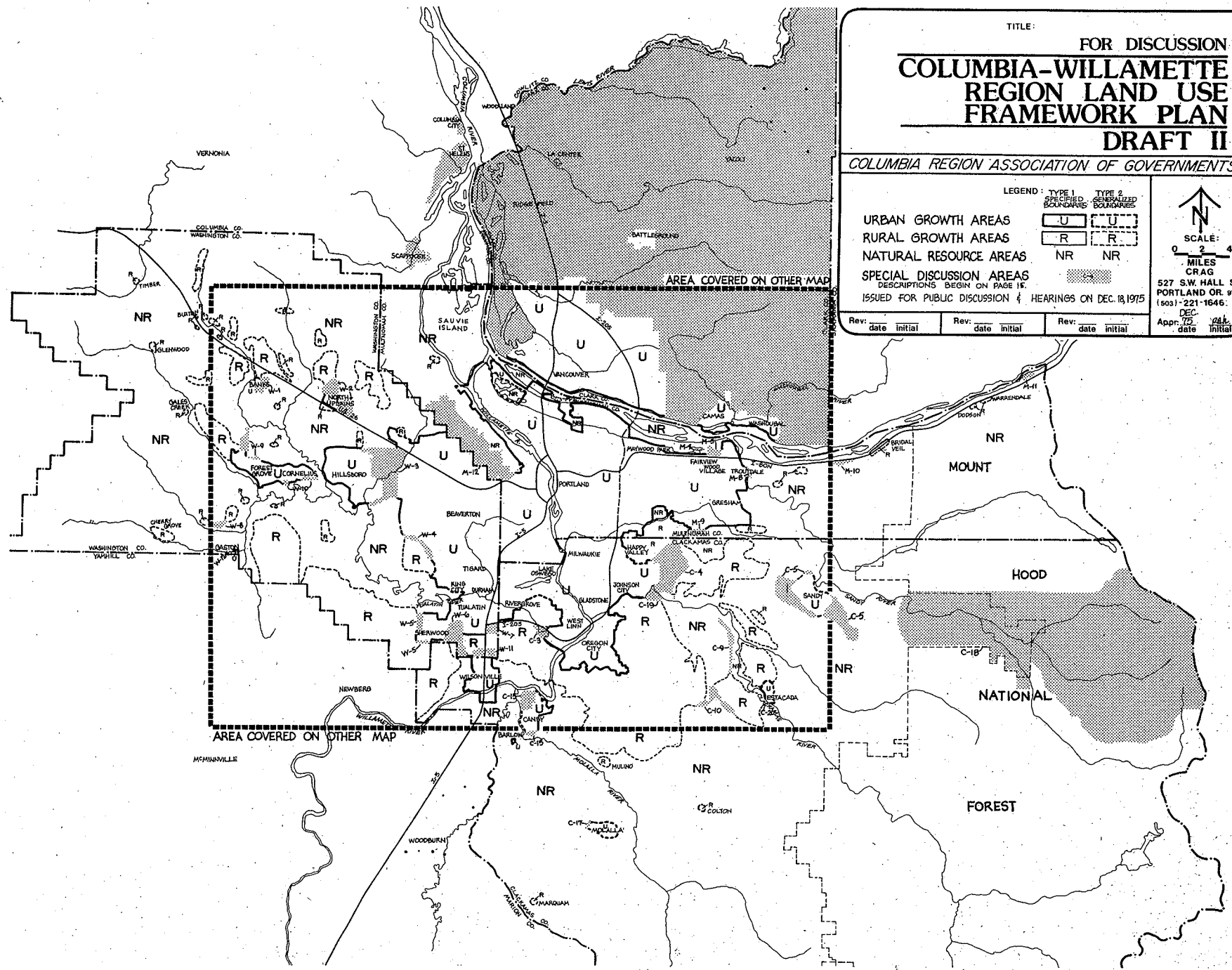
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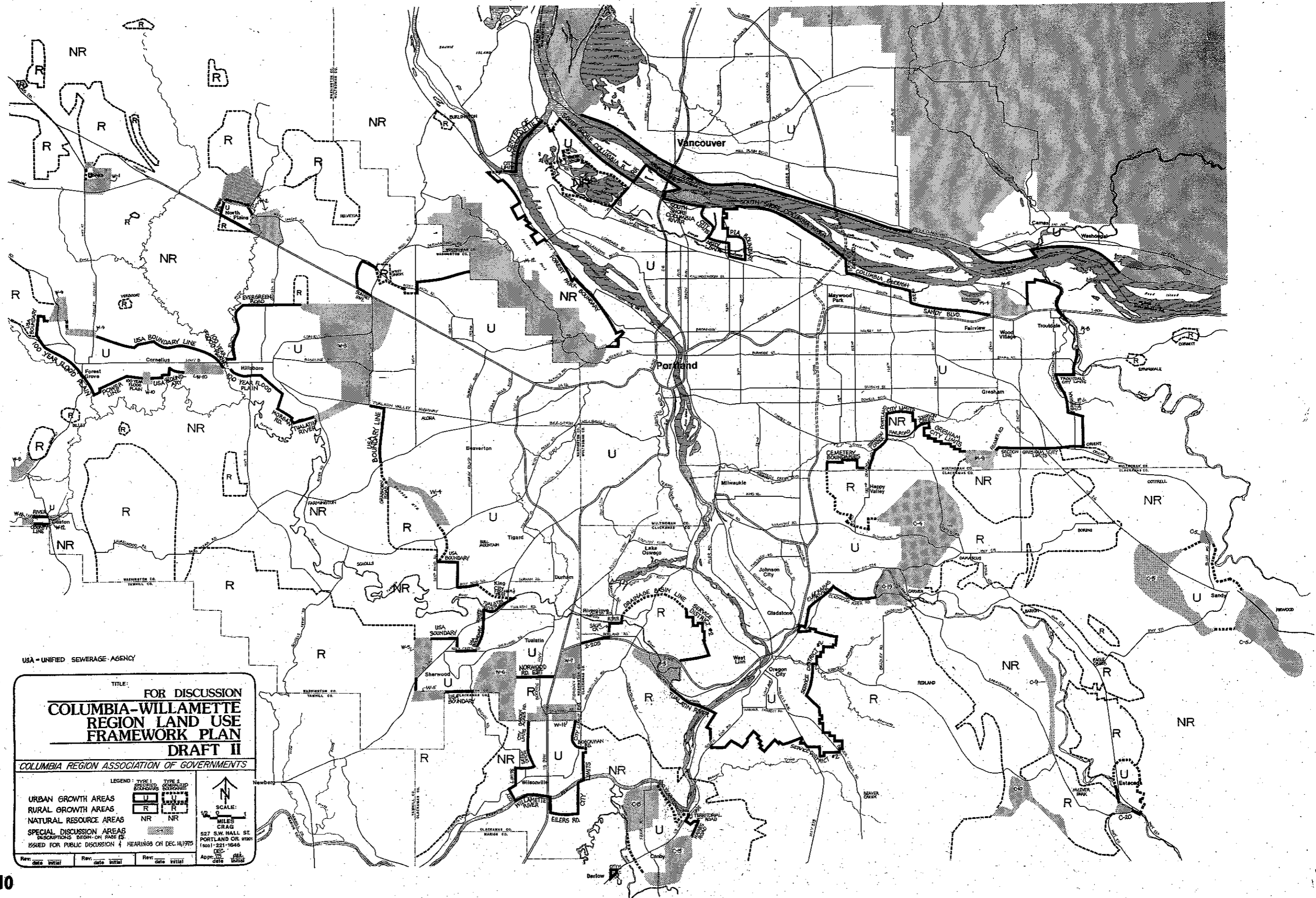
527 S.W. HALL ST. PORTLAND OR. 97201 (503) 221-1646.

DEC 1975

Appr. **TS** date **TS** initial **TS**

Rev: date initial Rev: date initial Rev: date initial





USA - UNIFIED SEWERAGE AGENCY

TITLE:
FOR DISCUSSION
COLUMBIA-WILLAMETTE
REGION LAND USE
FRAMEWORK PLAN
DRAFT II

COLUMBIA REGION ASSOCIATION OF GOVERNMENTS

LEGEND:

TYPE I URBAN GROWTH AREAS	TYPE II RURAL GROWTH AREAS	TYPE III NATURAL RESOURCE AREAS	TYPE IV SPECIAL DISCUSSION AREAS
U	R	NR	(Symbol)

SCALE:
 1" = 1 MILE
 1" = 0.625 MILES
 1" = 0.3125 MILES

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ISSUED FOR PUBLIC DISCUSSION + HEARINGS ON DEC. 18, 1975

Rev. date	initial	Rev. date	initial	Rev. date	initial	Appr. date	initial

Economic Development

(Continued from page 8)

- the need for employment opportunities, and the need for variety, type, scale and location of business, industry and commercial activity; and
- economic capability to sustain land use patterns considering public financial resources and service costs, private financial resources, investment risks, and interdependence of land use patterns and the economic base.

Manpower Resources. Regional and local economic development shall include and utilize effective procedures for encouraging economic growth and activity in areas within the region which have long-term unemployment.

Permit Procedures. Local governmental agencies shall provide procedures designed to facilitate and simplify the administrative processing of development proposals.

DEFINITIONS

Infant Industry. A new or existing small

firm, dealing in either a product or a service, with a high potential for growth.

Labor Intensive. Labor-intensive modes of production refer to those production modes or functions characterized by high inputs of labor and other factors as opposed to capital, i.e., the ratio of labor to capital and other inputs in production processes is greater.

Capital Intensive. Capital intensive refers to modes of production characterized by high inputs of capital, equipment and processes as opposed to labor.

SUBSTANTIVE OBJECTIVES

Support of Development. Transportation facilities and services, including a consideration of all transportation types, shall support and be appropriate in magnitude and scale to the development patterns associated with Urban, Rural and Natural Resource areas, as determined in comprehensive plans.

Public Transit. Transportation systems shall be designed in a manner to facilitate and encourage an increase in the ratio of public transit trips to automobile trips in and between Urban Areas within the region.

Highways. Transportation systems shall maximize the capacity of existing highway facilities in specific areas through travel management policies and improvement and control of adjoining land uses prior to the development of new highway corridors in those specific areas.

Transportation Disadvantaged. Transportation systems shall be designed to accommodate increased numbers of transportation-disadvantaged persons by improvements to public transit facilities, including the reduction of physical and psychological barriers, and by the provision of special transportation services.

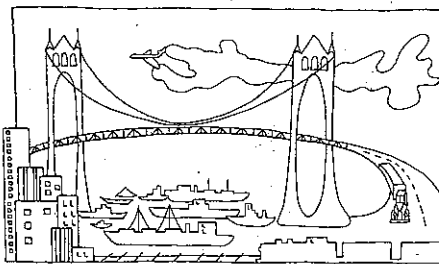
Human-Powered. Transportation systems shall encourage and provide facilities for safe human-powered and pedestrian traffic that reduces conflicts between human-powered and motorized traffic, for the purpose of both transportation and recreation.

Air Transportation. Air transportation systems shall provide for efficient connections with other types of transportation. The utility of existing airport facilities shall be maximized prior to the development of new facilities through air travel management and other improvements. New airport facilities shall be consistent with existing and planned land uses as expressed through regional plans.

Surface Movement of Goods. Water, railroad, pipeline and truck transportation facilities and

Transportation

systems shall provide economical, efficient, and energy-conserving movement of goods, interfaced with other transportation modes and consistent with adjacent and nearby land uses.



PROCEDURAL OBJECTIVES

Comprehensive Plans. Regional and local comprehensive plans shall provide for the following substantive objectives: Support of Development; Public Transit; Transportation Disadvantaged; and Human-Powered. Regional comprehensive plans shall provide for the objectives on Highways; Air Transportation; and Surface Movement of Goods.

Reduce Energy Consumption. Regional and local transportation plans shall include and utilize effective procedures for identifying, analyzing and selecting those types of transportation or travel substitutes that will reduce average energy use per person.

Safety. Regional and local transportation plans shall include and utilize effective procedures for identifying, analyzing and selecting those transportation improvements which will reduce the seriousness of accidents, the number of accidents, the accident rate, injury to human life and economic loss.

Reduce Land Use Conflicts. Regional and local transportation plans shall include and utilize effective procedures for identifying, analyzing and selecting transportation plans and improvements which serve to avoid or minimize disruption of existing neighborhoods, communities, designated Natural Resource Areas and economic centers.

Reduce Pollution and Noise. Regional and local transportation plans shall include and utilize design alternatives to reduce the degradation of air, water and land resources and the generation of noise.

Support Allowable Development. Regional and local planning related to the users of land shall include and utilize procedures which insure that transportation facilities and services are provided in a timely, orderly and efficient manner to support allowable development in Urban, Rural and Natural Resource Areas.

Classification. Regional and local planning agencies shall classify all roadway uses and types, such classification system to be used in transportation planning.

DEFINITIONS

Public Transit. Any form of public transportation which carries passengers on a regular and continuing basis. This includes, but is not limited to, bus, rail, boat and air transportation, in and between Urban Areas.

Transportation Disadvantaged. Those individuals who have difficulty in obtaining transportation because of age, income, or physical or mental disability.

Transportation System. All regional or local transportation facilities and services that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between geographic and jurisdictional areas.

Travel Substitutes. Any form of communication which can be utilized in lieu of travel.

Region. The jurisdictional boundaries of the Columbia Region Association of Governments (CRAG) as required and allowed by state statute, CRAG Charter Rules and intergovernmental agreement.

Regional. Of, pertaining to, or of significance to the CRAG region.

Renewable Natural Resources. Natural substances, phenomena or locations valued for their previous, existing or potential usefulness to man which, if developed, are capable of being restored to such usefulness or existence, including but not limited to water, air, hydro-power, plant and animal life and solar energy.

Rural Areas. Lands outside the urban growth boundaries; suitable for sparse settlement; including small farms, recreation areas and large homesite lots with few public services; not suitable, necessary or intended for urban use with limited lands where the preservation or conservation of natural resources is the major aim consistent with the regional land use plan.

Substantive Objective. Indicates the essential

content or consideration which regional plans must address...the product, as distinguished from its machinery.

Sustained Yield. Managed utilization of resources that maintains or enhances productivity without diminishing the original resource base.

Urban Areas. Defined as those places within an urban growth boundary which must have an incorporated city; may include lands adjacent to and outside the incorporated city; may have concentrations of persons who generally reside and work in the area; may have supporting public facilities and services. Urban areas are divided into two basic subtypes:

Immediate Growth - existing built-up areas with urban services or facilities where urban capital improvements have been programmed or funded for construction in the next five years.

Future Urbanizable - additional lands necessary and suitable for future urban uses; can be served by urban services and facilities; needed for the expansion of an Urban

Area.

The following terms are defined in the text in the appropriate Objectives section:

- Agricultural Lands
- Buildable Lands
- Capital Intensive Cultural Areas
- Farm Uses
- Forest Lands
- Fragile Areas
- Historic Areas
- Infant Industry
- Labor Intensive
- Lands Subject to Natural Disasters and Hazards
- Mineral and Aggregate Resources
- Natural Areas
- Open Space
- Public Facilities and Services
- Public Transit
- Recreation
- Scenic Areas
- Transportation Disadvantaged
- Transportation System
- Travel Substitutes
- Waste and Process Discharges
- Wilderness

THE LAND USE FRAMEWORK PLAN

WHAT IS LAND USE FRAMEWORK?

The Regional Land Use Framework Plan defines broad categories of Urban, Rural and Natural Resource land use. These land use categories provide the outline within which other plan elements (e.g. housing, economic development) will be prepared.

RELATION TO GOALS AND OBJECTIVES

The Regional Land Use Framework Plan is designed to address statewide goals concerning:

- Agricultural Lands (Goal 3)
- Forest Lands (Goal 4)
- Open Space, Scenic and Historic Areas and Natural Resources (Goal 5)
- Areas Subject to Natural Disasters and Hazards (Goal 7)
- Urbanization (Goal 14)

The Land Use Framework Plan implements CRAG's regional Goals and Objectives by providing a land framework for other regional or local plan elements or sub-elements.

HOW WAS THE LAND USE FRAMEWORK DEVELOPED?

The process of drafting the regional Land Use Framework Plan was initiated in April 1975 and continued in September by a Task Force of citizens and members of CRAG's

technical advisory committees. The Task Force received and reviewed numerous comments, suggestions and requests from local jurisdictions, citizens groups, and individuals.

DISCUSSION AREAS

A number of areas have been highlighted on the Land Use Framework Map as "Discussion Areas." In some Discussion Areas, substantial differences of opinion exist as to which land use designation - Urban, Rural, or Natural Resource - is most appropriate. In other instances, unusual conditions exist such as a special planning project nearing completion. There is no indication on the map as to which of the three land use designations is appropriate in Discussion Areas.

Discussion Areas are identified by a code that employs the first letter of the county in which they are located and a number that denotes their original identification by the Task Force. Since some of the areas originally identified by the Task Force for discussion have subsequently been deleted, not all the numbers are successive. Detailed information concerning all Discussion Areas is available at the CRAG offices.

This section is composed of: Two Maps (found on pages 9 and 10), Discussion Area Descriptions, and the Land Use Framework Plan Text. You are invited to study and comment, giving your views on all portions.

Discussion Area Descriptions

CLACKAMAS COUNTY

C-3: Southwest of West Linn. This area is not within Clackamas County Service District #2 and it is unlikely that sewer service will be provided in the foreseeable future. There are reported water problems and septic tank failures, which could indicate the need for urban services. The area is under discussion as a Rural or Urban Area.

C-4: Rock Creek. This 7-square-mile area has reported septic tank problems. However, the area has been excluded from the Clackamas County Service District #2 and it is unlikely that sewer service will be provided in the foreseeable future. The discussion concerns whether the area should be Urban or Rural.

C-5: City of Sandy. At issue is whether additional area for urban growth is needed or whether the area would best be preserved for its agricultural productivity.

C-9: West of the Clackamas River. This 1.5-square-mile area is under discussion as a Natural Resource or Rural Area. Issues involve whether the area should be retained in its present forest character or whether rural development should be allowed.

(Continued on page 16)

Discussion Area Descriptions (Continued from page 15)

C-10: South of Clear Creek. This 1.5-square-mile area is under discussion as a Natural Resource or Rural Area. Issues involve whether the area should be retained in its present forest character or whether rural development should be allowed.

C-15: Canby. Discussion of this area involves productive agricultural soils surrounding Canby and the city's need for additional urban growth area.

C-17: Mollala. This issue in this area concerns urban expansion across Highway 211.

C-18: Mt. Hood Corridor Study Area. This 250-square-mile area is under study by the Mt. Hood Inter-Agency Planning Team. Issues involve the intensity and type of development which might occur in the Mt. Hood area.

C-19: Clackamas River Drive Area. The 2.5-square-mile area is under discussion as a Natural Resource or Rural Area. Issues involve agriculturally productive land and development in flood-plain areas.

C-20: Southwest of Estacada. This area is under discussion as a Rural or Urban Area. Issues relate to urban expansion across the Clackamas River and possible water and septic tank problems in the area.

CLARK COUNTY

The Clark County Regional Planning Council has agreed to urban growth boundaries with the cities of Vancouver, Washougal, Camas and Battleground. These boundaries are shown on the CRAG Regional Land Use Framework Map. Those areas outside the urban growth boundaries are shown as Discussion Area.

The Clark County Regional Planning Council is involved in a planning process which will define Rural and Natural Resource Areas. Since Clark County is not under the jurisdiction of LCDC and some areas of the county are not members of CRAG, designations other than those submitted by Clark County have not been indicated on the map.

COLUMBIA COUNTY

The Columbia County cities of St. Helens, Scappoose and Columbia City are members of CRAG, although coordination of land use planning in their vicinities is primarily the responsibility of Columbia County. The three cities participating in CRAG and their adjacent areas are shown as Discussion Areas because of the need for further coordination with Columbia County.

MULTNOMAH COUNTY

M-2: Tomahawk Island. This area is under discussion as a Urban or Natural Resource Area. Issues relate to an existing marina facility, transportation accessibility and appropriate uses in airport environs.

M-4: Interlachen. The discussion in this area involves an Urban or Rural designation.

M-5: North of Wood Village. This .8-square-mile area is under discussion as a Urban or Natural Resource Area. Issues involve urban expansion into an area with productive agricultural land and whether additional urban growth area is needed.

M-8: Troutdale East of Sandy River. The discussion in this 1-square-mile area concerns the extension of sewers across the Sandy River and the desirability of urban development in an area which is predominantly flood plain.

M-9: Boring Lava Buttes. The discussion in this .3-square-mile area involves planned sewer extensions and the steep slopes and unstable soils in the area. The area is under discussion as a Natural Resource and Urban Area.

M-10: Latourell. This .3-square-mile area is under discussion as a Natural Resource or Rural Area. Issues relate to productive agricultural soils and preservation of the scenic character of the area.

M-11: Bonneville Dam and Vicinity. Issues in this .5-square-mile area involve maintaining the present character of the area while allowing small commercial conveniences for residents. The area is under discussion as a Natural Resource or Rural Area.

M-12: West of Forest Park. The discussion of this 12-square-mile area involves questions relating to transportation access, topography, provision of urban services and maintenance of parklike character. The area is under discussion as a Natural Resource or Urban Area.

WASHINGTON COUNTY

W-1: Banks. This 1-square-mile area is under discussion as an Urban or Natural Resource Area. At issue is whether additional area for urban growth is needed or whether the area should be preserved for its agricultural productivity.

W-2: North Plains. This 3.75-square-mile

area is under discussion as an Urban or Natural Resource Area. At issue is whether additional area for urban growth is needed or whether the area should be preserved for its agricultural productivity.

W-3: East of Hillsboro-Orengo. This 6.5-square-mile area is shown as a discussion area in order to allow time for additional study relating to locating an open space area between Hillsboro and Aloha-Beaverton.

W-4: Cooper Mountain and Surrounding Area. The area is under discussion as a Rural or Urban Area.

W-5: Northwest and Southwest of Sherwood. The northwest area is under discussion as a Natural Resource or Urban Area. The southwest area is under discussion as Rural or Natural Resource Area. Issues involve productive agricultural soils and possible sewerage connections.

W-6: Tonquin. This 2-square-mile area is under discussion as a Rural, Natural Resource or Urban Area. Issues involve proposals for industrial development and geological features possibly of interest as open space.

W-7: Southeast of Tualatin. This .8-square-mile area is under discussion as a Rural or Urban Area. Issues relate to transportation access and the fact that the area is outside the Unified Sewerage Agency boundaries.

W-8: Stimson/Mill-Knights' Road. The area is under discussion as a Natural Resource or Rural Area.

W-9: North of Forest Grove. This .3-square-mile area is under discussion as an Urban or Natural Resource Area. Issues relate to where urban expansion can be directed and services provided.

W-10: South of Cornelius. This 4-square-mile area is under discussion as a Natural Resource or Urban Area. Issues relate to productive agricultural soils, transportation access, and the city's need for additional urban growth area.

W-11: Wilsonville. This 1-square-mile area is under discussion as an Urban or Rural Area. Issues relate to proximity of sewer and water lines and future industrial development.

W-12: Gaston. This 1-square-mile area is under discussion as an Urban or Rural Area. Issues relate to the agricultural and forest productivity of the area and whether additional urban area is needed.

Land Use Framework Plan Text

INTENT AND ASSUMPTIONS

The Land Use Framework Plan is intended to:

- 1. Establish regional urban growth boundaries that identify lands suitable and sufficient for urbanization.
- 2. Establish regional rural growth boundaries that identify lands suitable for sparse settlement, small farms and wood lots, or large-lot homesites with few public services, not necessary or intended for urban use.
- 3. Establish regional natural resource boundaries that identify lands suitable for commercial agriculture or forestry, or other natural resource-related activity or use, and certain hazard areas.
- 4. Establish a framework within which staging of urban development up to the year 2000 can be accomplished by local jurisdiction plans or other elements of the regional comprehensive plan.
- 5. Establish a framework within which regional and local jurisdiction land use plans can be prepared for housing and economic development (commercial and industrial land use) and for supporting plans for transportation, public facilities and services, and recreation, open space and cultural areas.

The Land Use Framework Plan is based upon assumptions that:

- 1. Effective management of regional growth and development is possible without resorting to fixed population limits or no-growth philosophies.
- 2. Because future populations projections of the region are not agreed upon, use of such projections should be limited to a rough evaluation as to whether the areas identified for further urban and rural development planning are ample.
- 3. Locations of new urban development within an urban growth boundary contiguous to existing communities would tend to encourage "filling in" of vacant lands within urbanizing areas, reduce "leap-frog" or "sprawl" development and therefore would:
 - a. be cost-effective in terms of providing services such as streets and utilities;
 - b. enhance the feasibility of public transit;
 - c. assist in conserving and preserving agricultural and forest lands.
- 4. Urban and rural development areas are best located where no major natural resources or hazard conditions are known to exist.
- 5. The location of all land use designations should be based on an evaluation of soil conditions, existing land use, parceliza-

tion, availability of public services, transportation access and impacts, and general suitability for Urban, Rural and Natural Resource purposes.

- 6. Options for a rural way of life should be preserved and allowed for, provided that practical means can be found to prevent rural development densities from creating urban problems outside of urban growth areas.

BOUNDARY INTERPRETATION

Boundaries appearing on the Regional Land Use Framework Map are of two types with respect to level of specificity. They are:

Type 1: Boundaries fully specified along identified geographic features such as rivers and roads, or other described lines such as section lines and district boundaries. Such boundaries appear on the Framework Map as solid lines.

Type 2: Boundaries not fully specified and not following identified geographic features. Such boundaries will be specified by local jurisdiction plans as those plans are determined to be in compliance with state and regional goals and objectives. Such boundaries appear on the Framework Map as broken lines.

Boundaries specifying Urban Areas are called "urban growth boundaries" and those specifying Rural Areas, "rural growth boundaries."

DEFINITIONS

Terms used in this text employ the same definitions as those contained in the CRAG Goals and Objectives.

URBAN AREAS

All areas within urban growth boundaries on the Regional Land Use Framework Map are "Urban Areas." They include existing Urban Areas and future urbanizable lands anticipated to be necessary up to the year 2000.

It is not intended that all lands within urban growth boundaries should be fully built up or developed for urban use. There are lands subject to hazards and other lands that should remain open or relatively undeveloped within Urban Areas. These will be specified in other elements of the regional comprehensive plan or in local jurisdiction plans as provided by CRAG Goals and Objectives.

Appropriate Land Uses in Urban Areas. Areas shown on the Regional Land Use Framework Map as Urban indicate where the following land uses are to be located and allowed:

- 1. Housing of all types and densities.
- 2. Commercial or industrial development

of all types.

- 3. Public or quasi-public land uses required for the provision of necessary services.
- 4. Parks and designated open spaces or preservation areas for scenic, fragile, recreation, historic or cultural resources.
- 5. Recreational land uses of all types.
- 6. Natural resource uses.

Appropriate Facilities and Services in Urban Areas. Areas shown on the Regional Land Use Framework Map within urban growth boundaries indicate where the following facilities and services may be provided:

- 1. Urban highway and street systems, public transit, special services for the transportation-disadvantaged and commodity movement facilities.
- 2. Interregional transportation facilities, such as airports, railroads and highways.
- 3. Public water facilities and supply.
- 4. Public sewer facilities and service.
- 5. Solid-waste collection and disposal facilities.
- 6. Storm drainage facilities designed to prevent flooding.
- 7. Fire facilities and service.
- 8. Police facilities and service.
- 9. Educational facilities and services.
- 10. Libraries, museums and similar cultural facilities and services.
- 11. Health care facilities and services of all types.
- 12. Recreation facilities and services of all types.
- 13. Communication and energy transmission or generation facilities.

Planning Considerations for Urban Areas. Areas shown on the Region Land Use Framework Map within urban growth boundaries were based on the following planning considerations:

- 1. Preexisting commitments to urban development, such as areas already fully developed for urban use, areas with available urban services, and areas where taxes have been levied for urban service construction.
- 2. Other humanmade conditions tending to favor urban use, such as undeveloped areas already divided into urbanized lots, lands contiguous to existing or committed urban areas, and lands served by urban transportation systems.
- 3. The need to retain productive agricultural and forestry lands in the region, by providing lands for urban development on lower quality agricultural lands (SCS Classes IV to VIII) or lower quality forestry lands (Douglas Fir Site Classes 4 to 7) before turning to higher quality lands.
- 4. The need to provide lands for urban expansion, taking into account the physical resource base, such as gentle or moderate slopes, stable geologic conditions, minimal conditions, areas not generally subject to natural hazards.

(Continued on page 18)

RURAL AREAS

All areas within rural growth boundaries on the Regional Land Use Framework Map are "Rural Areas."

It is not intended that all lands within Rural Areas should be fully built up or developed for rural uses. There are lands subject to hazards and natural resource lands that should remain open or relatively undeveloped within Rural Areas. These will be specified in other elements of the regional comprehensive plan or in local jurisdiction plans as provided by CRAG Goals and Objectives.

Appropriate Land Uses in Rural Areas. Areas shown on the Regional Land Use Framework Map as Rural indicate where the following land uses are to be located and allowed:

- 1. Housing at maximum densities limited to 100 units per square mile within each Rural Area, provided that undeveloped parcels duly recorded prior to the adoption of this plan may be exempted from such limits in accordance with rules adopted by the Board of Directors. Minimum residential site sizes for all housing types are to be determined by local jurisdictions based upon septic tank disposal requirements, existing water supply or well-water capabilities, and such other aspects of the physical resource base deemed appropriate by the local jurisdiction.
- 2. Housing necessary for the conduct of resource-related activities, such as farmhouses, housing for migratory labor, caretakers or public employees.
- 3. Public or quasi-public land uses necessary for provision of rural services.
- 4. Parks and designated open spaces or preservation areas for scenic, fragile, recreation, historic or cultural resources.
- 5. Commercial land uses necessary for rural development, such as small grocery stores and service stations.
- 6. Small-scale industries which are not labor-intensive or land-extensive, and which are consistent with rural character and/or development and rural facilities and services.
- 7. Recreational land uses consistent with rural development, such as golf courses, facilities for recreational vehicles, ski lodges and marina facilities.
- 8. Agriculture and forestry.
- 9. Resource-related activities, such as agricultural processing, sawmills and gravel extraction.

Appropriate Facilities and Services in Rural Areas. Areas shown on the Regional Land Use Framework Map as Rural indicate where the following facilities and services may be provided:

- 1. Rural highway and road systems primarily serving recreation and resource-related activity or commodity movement.
- 2. Interregional transportation facilities, such as airports, railroads and highways necessary for interregional travel.

- 3. Water supply systems, public or private, compatible with appropriate land uses in Rural Areas.
- 4. Waste-water disposal systems, public or private, compatible with appropriate land uses in Rural Areas.
- 5. Solid-waste collection and disposal facilities.
- 6. Storm drainage facilities necessary to prevent soil erosion or reduce flooding.
- 7. Fire facilities and service necessary for appropriate land uses in Rural Areas.
- 8. Police facilities and service of the same general nature as in Urban Areas but emphasizing needs which are unique in Rural Areas.
- 9. Educational facilities and services necessary for appropriate land uses in Rural Areas.
- 10. Health care facilities and services necessary for appropriate land uses in Rural Areas.
- 11. Communication and energy transmission or generation facilities.

Planning Considerations in Rural Areas. The areas shown in the Regional Land Use Framework Map as Rural were based on the following planning considerations:

- 1. Preexisting commitments to rural development, such as actual development, availability of rural services, or availability of taxes levied for service construction.
- 2. Other humanmade conditions tending to favor rural uses, such as undeveloped areas already divided into rural tracts generally less than 10 acres in size, and lands contiguous to existing rural areas.
- 3. The need to retain productive agricultural and forestry lands in the region by providing land for rural development on lower quality agricultural lands (SCS Classes IV to VIII) or lower quality forest lands (Douglas Fir Site Classes 4 to 7) before turning to higher quality lands.
- 4. The need to provide land for rural development, taking into account the physical resource base, such as soils limitation for septic tanks, permeability or flooding problems, slopes.

NATURAL RESOURCE AREAS

All areas outside of urban or rural growth boundaries on the Regional Land Use Framework Map are "Natural Resource Areas."

It is not intended that all lands within Natural Resource Areas should be completely undeveloped. Some development may be appropriate in connection with natural resource activities or uses. This will be specified in other elements of the regional comprehensive plan or in local jurisdiction plans as provided by CRAG Goals and Objectives.

Appropriate Land Uses in Natural Resource Areas. Areas shown on the Regional Land Use Framework Map as Natural Resource Areas indicate where the following land uses

are to be located and allowed:

- 1. Agriculture and forestry.
- 2. Parks and designated open spaces or preservation areas designated to protect scenic, fragile, recreation, historic or cultural resources.
- 3. Wildlife range or management use.
- 4. Wilderness.
- 5. Watersheds designated or necessary to a specific water resource management facility program.
- 6. Resource-related land uses such as agricultural processing, sawmills and gravel extraction.
- 7. Land uses related to park and outdoor recreation uses, such as ski lodges or marina facilities.
- 8. Housing necessary for the conduct of resource-related activities such as farmhouses, housing for migratory labor, caretakers or public employees.
- 9. Housing at maximum densities limited to the character of the area considering agricultural, forest, or other uses, and considering that densities shall range from 16 to 32 units per square mile. Parcels duly recorded prior to the adoption of this plan may be exempted from such limits; in accordance with rules adopted by the Board of Directors. Minimum residential site sizes for all housing types are to be determined by local jurisdictions based upon septic tank disposal requirements, existing water supply or well-water capabilities, and such other aspects of the physical resource base deemed appropriate by the local jurisdiction.

Appropriate Facilities and Services in Natural Resource Areas. Areas shown on the Regional Land Use Framework Map as "Natural Resource" indicate where the following facilities and services may be provided:

- 1. Road systems primarily serving recreation and resource-related activities or commodity movement.
- 2. Interregional transportation facilities, such as airports, railroads and highways necessary for interregional travel.
- 3. Water supply systems, public or private, compatible with appropriate land uses in Natural Resource Areas.
- 4. Waste-water disposal systems, public or private, compatible with appropriate land uses in Natural Resource Areas.
- 5. Storm drainage facilities designed to prevent soil erosion or otherwise protect natural resources.
- 6. Agricultural irrigation systems.
- 7. Fire facilities and services necessary for natural resource management, such as forest fire control, or for resource-related housing.
- 8. Police facilities and service especially oriented to unique needs within Natural Resource Areas such as rescue, game and motorized vehicle law enforcement, and marine patrol.
- 9. Communication and energy transmission or generation facilities.

Planning Considerations for Natural Resource Areas. The areas shown on the Regional Land Use Framework Map as "Natural Resource" were based on the following planning considerations:

- 1. The need to retain productive agricultural and forestry lands in the region emphasizing retention of agricultural lands in Classes I, II, III, and IV and forest lands in Douglas Fir site-classes 1, 2, and 3, consistent with urban and rural

growth needs.

- 2. The need to direct development away from major areas of potential natural hazards such as 100-year flood plains and soils subject to erosion, landslide, severe earthquake damage or weak foundation conditions.
- 3. That lands protected by dikes be limited to land uses consistent with the degree of protection originally designed. *Agricultural dikes should not be relied*

upon for the protection of urban or rural land uses.

- 4. That designated wilderness or wildlife management areas be maintained.
- 5. That designated watersheds or other areas known to be necessary for water supply systems be protected.
- 6. That mineral and aggregate resources be protected for future use.
- 7. That existing public parks and open spaces be maintained.

IMPLEMENTATION SYSTEM

SUGGESTED SYSTEM FOR IMPLEMENTATION OF REGIONAL GOALS AND OBJECTIVES AND REGIONAL PLAN ELEMENTS.

The following is a narrative description of the proposed system to implement the regional Goals and Objectives and Comprehensive Plan. Formal rules to put this system into effect are being drafted and will be made available to the public prior to the public hearings on the Goals and Objectives and the Land Use Framework Plan element of the Comprehensive Plan.

GOALS AND OBJECTIVES

First, the Goals and Objectives would be adopted as regulations governing planning, not as regulations governing land uses.

Second, the Goals and Objectives would be enforceable against CRAG; the CRAG Comprehensive Plan would have to comply with appropriate Goals and Objectives upon adoption of each element of the plan.

Third, the Goals and Objectives would exist as regional policy statements and as guidelines for planning throughout the region. The relationship of the Goals and Objectives to local jurisdictions would exist only through the regional plan; the Goals and Objectives would not be enforced or applied directly to local plans or land use actions. Goals and Objectives would constitute an expression of "legislative intent" and would be utilized as such in interpreting the regional plan.

Finally, the Goals and Objectives would be implemented by the regional Comprehensive Plan. The CRAG Board of Directors would preserve its statutory right to require local plans and plan changes to be in conformity with the Goals and Objectives; however, it would be the policy of the Board that plan changes would normally be required only when a conflict existed between the CRAG plan and a local plan.

REGIONAL PLAN

Members of CRAG would be required to bring their comprehensive plans into compliance with the regional Comprehensive Plan. However, such compliance would occur in

stages, since the regional plan would be adopted by CRAG in stages. Upon adoption by CRAG of each element of the regional plan, members would have six (6) months to bring their plans into conformity with that element. If, at the end of six months, a local plan were found to comply with the adopted regional plan element, the local plan would be certified by CRAG. If not, an extension would be granted by the CRAG Board. If, at the end of the extension period, a local plan still did not comply, the CRAG Board would either grant a further extension, or it could order immediate compliance.

CERTIFICATION OF LOCAL PLANS

Upon compliance of a local plan with each element of the regional plan, the local plan would be certified as being in compliance. The certification process would include a CRAG staff review and report, and final action by the Board of Directors. Such final action would be either: (1) certification; (2) an extension of time to comply; or (3) an order to comply immediately. Each local plan would have to be recertified (1) upon that plan's compliance with each succeeding regional plan element; (2) upon that plan's compliance with each amendment to the regional plan; and (3) upon adoption of each local plan element or plan amendment. Any order by the Board that a local plan be changed would be appealable to LCDC.

LOCAL PLAN CHANGES

To minimize formal adjudications by CRAG of local plan changes, local jurisdictions would be asked to submit to the Executive Director of CRAG all proposed changes of certified local plans prior to adoption of the proposed change. Upon receipt by the Director of each proposed change, the CRAG staff shall determine (1) that the change would comply with the regional plan; or (2) that the change would conflict with the regional plan. CRAG's findings would be submitted to the local jurisdictions

within ten days along with a recommendation. If the CRAG staff finds a conflict, and the local plan change is adopted, the CRAG Board of Directors or Hearings Officer would hold a hearing on the change and either (1) find that no conflict exists; or (2) order that the plan change be revoked. Such an order would, presumably, be appealable to LCDC.

REVIEW OF LOCAL LAND USE ACTIONS

The local land use review process would include reviews of local plan changes, land use ordinance changes, rezoning, conditional uses, variances, subdivisions or P.U.D. approvals and other land use related actions. These reviews would assure local compliance with the regional plan and with any adopted elements of the plan. The process could be legislative or quasi-judicial, depending on the nature of the action. Each review would be instigated upon petition by an affected citizen, agency, or by CRAG itself. A hearings officer would be retained, and quasi-judicial procedural rules would be adopted.

This review process would exist during the time between the adoption of each regional plan element and the certification of each local plan. Once a local plan was certified as being in compliance with an adopted regional plan element, no appeal could then be brought to CRAG for violation of that element. Thus, the CRAG appeal process would be only an interim remedy for citizens and agencies. Upon local plan certification, remedies would be either with the courts for violation of certified local plans, or with LCDC for violation of state-wide goals. During this interim period when appeals would be allowed, such appeals would be limited to regional issues only. The CRAG Board of Directors could, upon proper record and findings, affirm or invalidate the local action being appealed.

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IMPLEMENTATION SYSTEM

(Continued from page 19)

REVIEW AND REVISION OF REGIONAL GOALS AND OBJECTIVES AND PLANS

Regular review and, if necessary, revision, would take place in two stages. One stage would be an annual review of petitions for amendments by citizens, agencies, or CRAG itself. Petitions could be filed at any time, but would be considered only at a specified time each year. Upon approval of a petition, the amendment to the Plan, the Goals or the Objectives would be made, causing the local compliance and certification process to begin with respect to this newly passed amendment. Amendments to the Goals, the Objectives or the Plan would be made annually.

The second stage would be a regular, comprehensive review of the Goals and Objectives and the Plan undertaken every four years. The review would be accomplished by the CRAG staff and Advisory committees, and would include all unconsidered amendment petitions submitted since the previous annual review. If amendments were made, the compliance and certification process would begin.

IMPLEMENTATION OF THE LAND USE FRAMEWORK PLAN

The boundary lines on the CRAG Land Use Framework map are of two types: specific and general. The specific lines, shown on the map as solid lines, are boundaries along which an identifiable physical feature or jurisdictional boundary runs. The general lines, shown on the map as dotted lines, have no exact location on the ground. It would be the responsibility of each local jurisdiction to determine the detailed location of the general lines on the regional map. Using this above certification process, the CRAG Board would approve the detailed locations and adopt them as regional plan boundaries. In the event that an exact boundary determined by a member jurisdiction were greatly dissimilar to the boundary on the adopted regional map, the boundary's location would be negotiated by CRAG and the member and fixed through the certification process.

Under LCDC, CRAG and its members must designate land to be "conserved" and land to be "preserved". It would be the responsibility of each local jurisdiction to inventory and map these different areas and to provide this information to CRAG. Upon approval by CRAG, the boundaries of "conservation land" and "preservation land" would be added to the regional map as a plan element.

INFORMATION AND HEARINGS SCHEDULE

The involvement of local officials and citizens is the force behind a creative and continuous process of land use planning for the CRAG region. The following information meetings and hearings have been scheduled to provide an opportunity for those persons who desire to participate in the formulation of a framework for regional planning.

PUBLIC INFORMATION MEETINGS

The purpose of these meetings is to provide information in advance of the public hearings. No formal testimony other than written comment will be taken at the information sessions. The following opportunities for discussion are planned:

- Between January 12 and 23, from 8:00 am to 5:00 pm, members of the general public are invited to visit the CRAG offices to discuss the Goals and Objectives and Land Use Framework Plan. On January 15 and 21 the CRAG offices will be open until 8:00 pm.
- Special Interest Groups are invited to co-sponsor workshop sessions with CRAG for the benefit of their representative memberships. These can be arranged by contacting Linda Macpherson, CRAG, at 221-1646.
- In addition, citizen and neighborhood groups are invited to contact their city or county citizen involvement coordinator, or Dick Paulson, CRAG's Citizen Communications Specialist (221-1646) to arrange briefing and discussion sessions.
- In each county, prior to the respective public hearing (see schedule below), CRAG staff will be available to provide information. Contact the CRAG office at 221-1646, Ext. 346 for details on time and place.

PUBLIC HEARINGS (for the receipt of formal testimony)

County public hearings, as required by CRAG Rules and Procedures, are scheduled on the following dates: (the final public hearing date listed is a "regional" public hearing to be

conducted by the Board of Directors):

Monday, February 9, 7:30 pm
Multnomah County Courthouse
Room 602
1021 SW Fourth Avenue
Portland

Tuesday, February 10, 7:30 pm
Vancouver City Hall
City Council Chambers
210 E. 13th Street
Vancouver, Wa.

Wednesday, February 11, 7:30 pm
Clackamas County Courthouse
Courtroom 4
807 Main Street
Oregon City

Thursday, February 12, 7:30 pm
St. Helens City Hall
City Council Chambers
St. Helens

Wednesday, February 18, 7:30 pm
Washington County Administration Building
Room 402
150 N. 1st Avenue
Hillsboro

Thursday, February 19, 7:30 pm
Columbia Region Association of Governments
Conference Room C
527 SW Hall Street
Portland

In addition, hearings may be held in cities upon request, duly submitted by the city.

The active involvement of all members of the CRAG region is critical. To facilitate communication and to allow all comments to be heard, it is recommended that verbal comments at discussion meetings or public hearings be limited in time and that written comments be submitted. The public information meetings are not for the purpose of receiving official testimony, but written comments will be received as formal testimony throughout the process.

For additional information on public discussions and hearings, call 221-1646 or address your request or comments to CRAG, 527 SW Hall, Portland, Oregon 97201.

THE LOCATION OF THE FEB. 19 HEARING HAS BEEN CHANGED FROM THE CRAIG OFFICES
TO THE WESTERN FORESTRY CENTER, 4035 S. W. CANYON ROAD, PORTLAND.