

THE PLANNING PROCESS

Goal 1

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PLANNING GOALS FOR TILLAMOOK COUNTY

Preparation of this Comprehensive Plan has provided the County with an important opportunity to make a detailed statement describing the needs and desires of its citizens for the future use of the County's land and water resources. While the Comprehensive Plan is a legally required document by ORS Chapter 197, its principal function is to guide future development of the County through agreed upon policy statements which give direction to County actions and programs. The policies provide a basis for coordination of the programs of other governmental entities, local, state and federal, through the County Plan. They are also intended to assist the private sector in reaching development decisions which are beneficial to the citizens of the County generally as well as to the private property owner.

The plan must also be in conformance with the adopted statewide planning goals in order that statewide interests be balanced with local needs. The policy statements are to be based upon required inventories of resource and other pertinent information and findings related to analysis of problems and opportunities existing in the County. In order that the plan will be used to guide actions for problem-solving, the state goals also require local adoption of implementation measures appropriate for dealing with the identified problems and needs.

The Tillamook County plan is directed toward the preservation of the County's fundamental rural character, reflecting its orientation of life-style to the County's natural resources and amenities. The predominance of productive forest land interspersed by small river valleys eminently suited by climate and soil characteristics to dairy farming, in further combination with five estuaries and an extensive mileage of ocean coast line, create an ideal resource setting for the forest, agriculture, fishing and recreation and tourism industries. The County plan recognizes that there are problems inherent in the characteristics of an economy so heavily dependent on both natural resource supply and demand. Yet, it emphasizes the benefits to be gained by dealing with these problems in constructive and imaginative ways.

Each section of the plan deals with one or more of the subject areas of statewide goals. These are identified as clearly as possible by means of reference to the specific requirements of the goals and how they are being met by the County plan. In those instances where goal exceptions are being requested by the County, findings to support the exception are also described in accordance with state requirements.

MEETING STATE REQUIREMENTS

1. Description of the planning process in Tillamook County.
State Goal 1 - Citizen Involvement

Five Citizen Advisory Committees have been meeting on a continuous basis for over four years to provide guidance to the technical planning team in formulating with Comprehensive Plan. The land use and zoning designations which are being presented in the plan is the culmination of this effort.

2. Description of Tillamook County's land use plan.
State Goal 2 - Land Use Planning
State Goal 9 - Economy of the State

This section of the plan presents the growth potential of the County for the next 20 years and the rationale for formulation of the land use plan, the cornerstone element of the overall comprehensive plan.

The factual basis for the plan is presented by means of data summaries and references to specific reports used as data sources. Implementation measures needed to accomplish the plan policies are also included in the plan.

3. Description of Tillamook County's upland resources management needs.

State Goal 3 - Agricultural Lands

State Goal 4 - Forest Lands

State Goal 5 - Open spaces, scenic and historic areas and natural resources

State Goal 6 - Air, water and land resources quality

State Goal 7 - Areas subject to natural disasters and hazards

State Goal 8 - Recreational needs

This section of the plan presents findings and policies for guiding County programs dealing with the management of all of the County's valuable upland natural resources. It provides for coordination with related programs of federal, state and other local agencies and with the private sector.

4. Description of Tillamook County's coastal resources

State Goal 16 - Estuarine Resources

State Goal 17 - Coastal Resources

State Goal 18 - Beaches and Dunes

State Goal 19 - Ocean Resources

This section of the plan presents findings and policies for guiding County programs dealing with the management of the county's diverse coastal resources. Particular attention has been given to preparing a detailed management plan for each of the County's five estuaries. A special planning and management area has also been defined for coastal shorelands including beaches and dunes. Provision is made for coordination with related programs of federal state and other local agencies and with the private sector.

5. Description of the County's community development needs.

State Goal 10 - Housing

State Goal 11 - Public Facilities and Services

State Goal 12- Transportation

State Goal 13 - Energy Conservation

State Goal 14 - Urbanization

This section of the plan presents findings and policies for guiding County programs intended to help meet community development needs in the unincorporated communities and rural areas of the County. It provides for coordination of planning with the incorporated cities in the County by means of County adoption of urban growth boundaries policies and implementing ordinances for each city.

IMPORTANCE OF LAND USE AND ZONING DESIGNATIONS

The Comprehensive Plan is most directly applied to the use of public and private lands in the County by means of the land use designations contained in the County's zoning ordinance. A major section of the plan describes how the plans policies are used to help in preparing these designations. An overall strategy is presented for meeting resource management and community development needs. This is followed by an analysis of buildable lands in the County, the establishment of community urban growth boundaries, selection of areas for rural development and designation of the major areas for farm and forest resource management and coastal zone management. This section for the plan will conclude with designation and justification of land uses which must be considered exceptions to the state planning goal requirements.

1. CITIZEN INVOLVEMENT PROGRAM. Following designation of the planning Commission as the County's Committee for Citizen Involvement, an extensive program to support the development of the new Comprehensive Plan was established during the 1976-77 planning year. Four Citizen Advisory Committees were initially organized and a fifth was added in September, 1977. These committees have represented geographic areas of the County as shown on the accompanying map. (Figure 1)

The Committees consisted of from 11 to 18 members appointed by the County Commissioners based on expressions of interest from members of the community or from persons knowledgeable on planning issues and problems in the County. Committees met regularly on a monthly basis, and more frequently as needed, particularly in the final months of the program. A log of Committee meeting dates for each of the five committees, the most current rosters of committee membership and lists of persons who served on the committees over the duration of the planning program, are included in the plan documentation material. (Exhibit 1)

Communication of land use planning concerns and responses was a primary objective of the citizen involvement program. A first publication from the planning program, "A Citizens Planning Handbook", was issued in June 1977. (Plan documentation material, Exhibit 2). This report generally outlined the program being undertaken to prepare a new County plan in compliance with statewide planning goals and presented a first comprehensive basic inventory of resource and economic facts for guidance of the CAC's. CAC objectives noted in this report included:

- a. Identify local problems and concerns related to planning;
- b. Develop community planning goals and priorities;
- c. Assist in planning for land conservation and development actions in accordance with long-range public needs;
- d. Recommend policies to guide future growth;
- e. Provide monitoring and review of the County Comprehensive Plan, working to update and revise it as necessary.

Communication was further emphasized and accomplished by means of a monthly newsletter, "The Morning Star Gazette", which was initiated in October of 1977. The first issue crisply phrased the role of the CAC's as follows: "The CAC's will identify local problems, explore alternatives and recommend policies to the Planning Commission". (A complete set of the newsletters is included in the plan documentation material , Exhibit 3) The newsletters were distributed on a countywide basis with a mail circulation of copies. Additional distribution was made in response to individual articles reviewed progress on different parts of the planning

program as staff studies were carried out. CAC activities were reviewed and meeting schedules highlighted in each issue.

Technical information was provided to the CAC's in the form of planning reports and working papers directed toward compliance with each statewide planning goal requirement. (Copies of the working papers are included in the plan documentation material, **Exhibit ?**. Other reports are also referenced from other sections of the plan.)

October 1980 CAC meetings were utilized to report back to the CAC membership on Planning Commission response to C.A.A. zoning recommendations. A special joint meeting was held in December 1980 at which the CAC's, Planning Commission and Board of Commissioners reviewed and discussed the planning process and Board's actions on zoning designations. Influence and contribution of the CAC's to plan development is described in further detail in the next section which outlines the overall process for developing the plan land use designations.

Regular CAC meetings were resumed in April 1981, with several important objectives for accomplishment in the final stages of preparing the plan. These included review of major plan policy statements on agricultural lands, forest lands, shorelands and urbanization. Proposed revisions of land use designations since the 1980 hearings were reviewed in each Committee area. General review of the complete plan and ordinance texts was the final stage in the CAC plan review process.

Additional citizen involvement, as well as technical input and agency coordination, was accomplished through special committees organized to assist in plan development for specific goal topics.

- a. TILLAMOOK COUNTY ESTUARY COUNCIL. This group played a key role in development of plan elements for Goal 16, Estuaries, and Goal 17, Shorelands. These included policies and standards, management unit designations and implementation measures as well as special plan elements for dredged material disposal sites and restoration-mitigation sites needed for projects having fill or dredging requirements. A log of Council meeting dates and membership list is included in Exhibit 1.
- b. DREDGED MATERIAL DISPOSAL STEERING COMMITTEES. These groups were formed to assist the consultation in preparing the dredged material disposal plan elements for Tillamook and Nehalem Bays. Meeting dates and membership lists are included in Exhibit 1.
- c. OVERALL ECONOMIC DEVELOPMENT PROGRAM COMMITTEE. This group was formed in 1977 as the County's Economic Improvement Council. It assisted in preparation of the County's 1978 OEDP and continued in this capacity to prepare the 1980-81 OEDP which provides in part the basis for the economic element of this plan. Membership lists are included in Exhibit 1.
- d. FORESTRY ADVISORY COUNCIL. This group was made up of public agency and private forestry representatives having expertise in forest management requirements. This group assisted in development of the forest lands element of this plan.
- e. TILLAMOOK COUNTY SOIL AND WATER CONSERVATION DISTRICT BOARD. The Board served as the principal advisory group in preparing the agricultural lands element of this plan.

Tillamook County's Citizen Involvement Program will continue on a regular basis following submission of the Comprehensive Plan for state acknowledgement. The CAC's will be re-

appointed annually and will review any major plan changes required for receiving acknowledgement, as well as plan amendments which may be proposed as part of the regular plan maintenance and update process. Important plan implementation questions will also be referred to the CAC's for recommendation as may be requested by the Planning Commission or Board of County Commissioners.

The advisory groups for particular elements of the plan will also be continued. These include the Estuary Council, O.E.D.P. Committee, Forestry Advisory Council and the Soil and Water Conservation District Board. In addition, a Goal 4 plan policy recommends formation of a special committee to review possible needs for County protection of watershed areas.

CITIZEN INVOLVEMENT POLICY. Tillamook County shall continue use of Citizen Advisory Committees and special advisory group to provide advice and recommendations on issues concerning maintenance, update and implementation of the Comprehensive Plan. The Tillamook County Planning Commission shall continue as the County's Committee for Citizen Involvement.

2. CITIZEN INVOLVEMENT IN THE LAND USE DESIGNATION PROCESS. Illustrative of the County's program is the means by which the land use and zoning designations were developed using the basic CAC committees.

The zoning proposals that were brought before the Planning Commission and Board of Commissioners were the result of a long process of staff evaluation and citizen involvement. That process is as important as the zoning proposals and policies that have resulted from it. Involvement and equity were the keys to this process. Staff attempted to involve as many people as possible and tried to treat similar situations in a similar way.

The Soil and Water Conservation District Board and the Estuary Council played key roles in the development of policies and criteria that helped determine the zoning of agricultural and estuarine lands. The five Citizen Advisory Committees were involved in every facet of the development of the zoning proposals for their areas.

The five Citizen Advisory areas were divided into from three to seven subareas to give interested citizens an opportunity to comment on appropriate zoning for their immediate area. All available time was utilized to contact affected property owners to ask them how they want to use their land. In addition to meetings at the subarea and CAC levels, hundreds of individual landowners were contacted by phone. In many cases, staff met with landowners on their property.

Every possible effort was made to develop zoning proposals that were consistent with landowners' interests while still being within the bounds of state law and locally established criteria. Agreement was reached with well over 95 percent of the affected landowners.

The Citizen Advisory Committees reviewed all zoning proposals for their area. This required three to four special zoning meetings in each CAC area. The CAC's gave very careful consideration to all cases where there was a known disagreement between staff proposals and the wishes of the individual property owners. In some cases, staff changed their recommendations in response to a vote by the CAC. In other cases, staff felt it necessary to continue their recommendation to the Planning Commission, while noting the CAC's contrary recommendation.

SOUTH CENTRAL AREA

The zoning proposals for this area were reviewed by the Planning Commission on July 17, 1980. The development of these proposals began with a subarea meeting at Blaine on February 27. This was followed by six additional subarea meetings in the Beaver-Hemlock, Hebo-Three Rivers

and Cloverdale areas during March and April. These meetings and other staff contacts with property owners (including over 100 phone calls) led to zoning proposals that were reviewed by the South Central CAC on April 29 in Beaver, on May 20 in Hebo, and on July 14 in Cloverdale. All of these meetings were publicized by newsletter and in the Headlight Herald. There were also direct mailings to many affected property owners, informing them of the zoning proposals and the time and location of meetings in their area.

SOUTH COUNTY AREA

The development of zoning proposals for this area began with over 200 people attending a total of nine subarea meetings in Sandlake, Pacific City, Oretown and Neskowin during April and May. These meetings and other staff contacts with property owners (including over 100 phone calls) led to zoning proposals that were reviewed by the South County CAC on May 12 in Sandlake, on May 27 in Neskowin, and on June 17 and July 15 in Oretown. Between 30 and 40 people attended each of these meetings which were publicized by newsletter and in the Headlight Herald. There were also direct mailings to many affected property owners.

NORTH COUNTY AREA

The development of zoning proposals began with five subarea meetings in the North County area during May to discuss zoning alternatives with interested citizens. These meetings and other staff contacts with interested property owners (including over 100 phone calls) led to zoning proposals that were reviewed by the North County CAC on June 10, June 24, and July 22 in Wheeler. Between 20 and 40 people attended each of these meetings which were publicized by newsletter and in the Headlight Herald and Nehalem Bay Fishrapper. There were also direct mailings to many affected property owners.

NORTH CENTRAL AREA

The development of zoning proposals for this area began with four subarea meetings in the North Central area during May and early June to discuss zoning alternatives with interested citizens. These meetings and other staff contacts with interested property owners (including over 100 phone calls) led to zoning proposals that were reviewed by the North Central CAC on June 11, June 25, and July 29 in Bay City. These meetings were publicized by newsletter and in the headlight Herald and Nehalem Bay Fishrapper. There were also direct mailings to many affected property owners.

CENTRAL COUNTY AREA

The development of these proposals began with discussions of zoning alternatives with interested citizens at seven subarea meetings during May and June. These meetings and other staff contacts with interested property owners (including hundreds of phone calls) led to zoning proposals that were reviewed by the Central County CAC at public meetings in the County Courthouse on August 6, 18, 20, 25, and September 3 and 9. Several hundred people attended these meetings which were publicized by newsletter in the Headlight Herald. There were also direct mailings to many affected property owners.

FIGURE 1
CITIZENS ADVISORY COMMITTEES MAP

Insert Map