

AN ABSTRACT OF THE THESIS OF

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AND GUIDELINES

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Recent national and state legislation reflect a growing awareness of the need for comprehensive cultural resource management programs. Various pieces of federal legislation and Oregon's Senate Bill 100 demonstrate a willingness of governments to provide for such programs. The administration of local land use issues at the state government level has created much controversy in Oregon within the last decade. Controversy was brought to a climax with the enactment of Senate Bill 100.

Senate Bill 100 created the Land Conservation and Development Commission (LCDC) in 1973 and gave the

Commission authority to establish planning goals and guidelines to be used by local governments in the comprehensive planning process. Goal 5 requires the local planning departments to inventory various resources of the state, including historic areas, sites, structures and objects, and cultural areas.

LCDC has encountered difficulties in attempting to implement Planning Goal 5 at the local government level. Problems facing the local planning departments represented here by six Oregon counties in meeting the cultural resource element of Goal 5 are also examined. Using both a descriptive treatment and systems analysis as the approach to data analysis, it is found that the many problems confronting county staffs are important factors relating to the overall quality of responses to Goal 5. County staffs' ill-preparedness to conceive of the goal, let alone respond, is a result of their lack of orientation to and training for the directed task. The vagueness of goal requirements, leading to a maze of misinterpretations, lack of understanding, and the lack of the ability to conceptualize the problems at hand, have created a conflict situation. It is concluded that the degree to which counties have managed to resolve conflicts and overcome problems contributes directly to the quality of responses.

LCDC has not determined specific criteria for evaluating county responses to Goals for the plan acknowledgment process. Lack of specific criteria for evaluation has

placed LCDC in the position of evaluating county responses without adequate data bases, which in turn has led LCDC to acknowledge compliance for some comprehensive plans which do not fully comply to Goal requirements.

County Responses to Goal 5 of LCDC  
Planning Goals and Guidelines

by

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COUNTY RESPONSES TO GOAL 5 OF LCDC  
PLANNING GOALS AND GUIDELINES

I. INTRODUCTION

If there is a single predominant factor in the growth of interest in land use regulation, it is a new concept of land itself. "Land" means something different now to planners than it did even thirty years ago. There has been a basic shift in attitudes toward land from viewing it only in terms of its monetary value to viewing it within a larger framework which includes the concept of land as a resource (SCS: 1970). This point of view recognizes that land previously considered to be useless (for example, wetland and marshes) does indeed have value. The concept of land, then, has shifted within the last three decades from one strictly of commodity to one of which includes land as a more general public good.

The new attitude toward land is also reflected in the increasing concern about its scarcity. Traditional concepts of land in the U.S. were formed when the population was at a rapid-growth stage and the amount of land was considered to be more than sufficient. The scarcity of land reflects both its increasing use by larger populations and the increasing limitations put on its use (Reitze: 1974). A concept of man

as a caretaker of the land and nature's resources has emerged and has had immediate impact upon public thinking. The fear of fascism seems to have driven some people in the greatest kind of misunderstanding which identifies democracy with planlessness. The survival and development of democracy depends upon the development of efficient forms of social and land management (Buckley: 1968). This is being reflected in the policies and direction of regulatory controls of property. As E. Odwn states, much new legislation would have been branded as socialistic only a few years ago (1971).

When one considers land use regulation, three "realities" must be considered as integral forces affecting land use. The first, market place value, is and probably will continue to be a primary consideration. Continually rising land prices are projected as future trends, yet the possibility of a reversal or major depression should be taken into account. In The Last Landscape, Whyte repeatedly sounds this warning. He feels that the possibility of an interruption of current trends should be considered by planners and that resultant contingency planning would be highly practical.

The second "reality", that of the political acceptability of regulation of private property, depends largely upon public sentiment and judicial rulings. Political acceptability has increased enormously due to the change in the conceptualization of land. It is essential that land be treated both as a resource and commodity. Treating land only as a resource ignores the crucial importance of constitutional

rights to own land and buy and sell it freely.

The third "reality" affecting land use is the legal limit of state power. The emphasis in terms of land use regulation is on due process and guarding against violations of the Fifth and Fourteenth Amendments. Broadly speaking, the community applies power to insure against land use that harms the public welfare. The most common application is zoning. In principle, zoning is invoked to protect the public's health, safety and general welfare, but has been principally used for the protection of property rights. Traditional zoning policies and ordinances have proven to be weak, however.

The previously discussed "realities" of land use regulation are obviously over-lapping in nature. The right to move throughout the country and to buy and sell land in the process is an essential element in the mobility and flexibility our society needs to adjust to the rapid changes of our times (Petroff: 1975). Conservationists who view land only as a resource are ignoring the social and economic impacts that would come with any massive restrictions on the free alienability of land. But land speculators who view land only as a commodity are ignoring the growing public realization that the finite supply of land can no longer be dealt with in the free-wheeling ways of a frontier heritage (Council on Environmental Quality, 1971: 22-23).

If a land use policy is to integrate market place values, public acceptance of land use regulation and the use of power,

it will have certain definite characteristics. These include a planning orientation toward guiding future uses of land, a mechanism for goal articulation, and a specification of the procedures by which these goals will be attained (Godwin and Shepard, 1974:11).

To coerce changes in the existing use of land can be expensive. Also, it has only limited potential where current land uses have almost irreversible effects, and may require redefinition of fundamental concepts of property rights. Consequently, land use policy is generally oriented toward guiding the future uses of undeveloped land rather than toward altering the use patterns for previously developed land. Therefore, planning becomes the first hallmark of land use (Godwin and Shepard, 1974:12). This emphasis on planning would appear to set land use policy apart from much public policy. Policy is usually developed to ameliorate current problems rather than in anticipation of future needs (Godwin and Shepard, 1974:12).

The relevance of a planning strategy to the previously discussed "realities" is in its flexibility in meeting changing conditions while adequately considering existing ones. Thus, market values of the land can be accurate, political indicators can be representative of actual conditions, and judicial rulings on the legal limits of state power can be accurately projected.

Land use planning seems to be a panacea for much that worries the people of the country. Seemingly, air and waterways will be protected from further pollution, wilderness, and

agricultural areas will be guarded from encroaching urban growth, shorelines will be accessible, and neighborhoods will be homogeneously developed in areas beyond the sight, smell and noise of industries (Petroff 1975:1).

The actual accomplishments of land use policies and plans will be more modest, limited by the extent of implementation of policies and goals at the local government level (Petroff: 1975). Problems of coordination, the division and sharing of responsibilities, and the delegation of power among states, counties, and municipalities are particularly acute in the area of land use (Godwin and Shepard 1974:13). In the past, land use planning policies originated largely from local governments (League of Women Voters: 1978). Increasing state interest in and control of planning policies helps to create a conflict situation. Many county planning agencies are apprehensive about incorporating state policies into the local planning frameworks.

Land use planning by the state government is surrounded by a large degree of controversy. Intervention by the state into local land use affairs is frequently construed by local governments as an encroachment upon their rights of sovereignty. In the eyes of many private citizens, it represents a threat to their constitutionally guaranteed rights. In contrast, proponents of state land use planning argue that population growth, expanding urban development, increasing consumption of natural resources, and the destruction or decay of cultural resources have made statewide land use planning essential (Petroff 1975:5).

The realization that cultural resources must be managed and preserved has stimulated national and state legislation.

As long ago as the middle and late 1800's, a concern for the preservation of our nation's cultural heritage was evidenced by the work of the Smithsonian Institution. The Antiquities Act of 1906, the Historic Sites Act of 1935, and the public works programs of the Depression Era were also created with this concern in mind (Dickens and Hill 1978:1). Although these early efforts of cultural heritage preservation are noteworthy, it is only within the last two decades that effective legislation has emerged. In recent years there has been a growing awareness nationwide of the intricate inter-relationship between society and the environment. Central to this awakening has been the realization that the quality of life of our society and the vitality of our nation are dependent upon the resources and condition of our environment (Dickens and Hill: 1978).

In an effort to identify, evaluate, and manage cultural resources, both federal and state governments have responded with laws and legislation which have a significant impact on local land use and planning. The Reservoir Act of 1960, the Historic Preservation Act of 1966 (which established the National Register of Historic Places and the Advisory Council on Historic Preservation), the National Environmental Policy Act of 1969 (NEPA), Executive Order 11593, and the newly created National Heritage Trust Task Force are the major national cultural preservation efforts.

At the state level there has also been response, not only because of federal stimulus for state involvement in resource management and land use planning, but also in reply to local concerns. Oregon's concern for the environment, reflected in attempts to clean up its major waterways (notably the Willamette River), provide for continued existence of vistas of scenic beauty along the Willamette River (insured by the Willamette River Greenway Program), and attempts to "Keep Oregon Green and Clean" by legislating the Oregon "bottle bill", have provided a foundation for land use planning in the state (McCall: 1974).

Chapter 197 of the Oregon Revised Statutes, hereafter known as Senate Bill 100, Oregon's major land use bill, was signed into law by Governor Tom McCall on May 29, 1973. According to the Preamble of SB 100 (Chapter 80, Oregon Laws 1973), the Legislature found that "uncoordinated use of land within this state threatens the orderly development, the environment of this state and the health, safety, prosperity, and welfare of the people of this state . . ." The Department of Land Conservation and Development, guided by a policy-making Land Conservation and Development Commission, was created by Senate Bill 100 to provide a framework for orderly land use planning within the state.

As a statewide land use planning act, Senate Bill 100's principle provisions are: (1) development of statewide land use planning goals and guidelines; (2) coordination of state and local land use planning activities; and, (3) assurance of citizen participation throughout the on-going planning process.



The counties and cities are to remain the primary planners, but they must adopt comprehensive plans and insure that they are consistent with the state goals and guidelines. The Legislature viewed comprehensive plans as expressions of public policy and the basis for more specific ordinances and regulations to implement this policy (Gassaway 1974:2).

The 19 goals and guidelines adopted by LCDC in December, 1976, are to be used in the preparation of comprehensive land use plans and ordinances by all state and local governmental bodies. Guidelines are not mandatory; they are suggested directions for local governments to consider when developing comprehensive plans and applying the goals.

A series of public meetings was held around the state in an effort to identify public concern about land use. Input from the public during the period of October-November, 1974 was instrumental in determining the subcomponents of Statewide Planning Goals, according to original Commission members.

The Land Conservation and Development Commission adopted Statewide Planning Goal 5, "Open Spaces, Scenic and Historic Areas, and Natural Resources", in December 1974 to insure that these resources would not be overlooked in planning decisions and would not be considered in economic terms alone. Governmental agencies are directed to provide programs that will:

- (1) insure open space,
- (2) protect scenic and historic areas and natural resources for future generations, and
- (3) promote

healthy and visually attractive environments in harmony with the natural landscape character. In order to implement these policies, each city and county must inventory the location, quality and quantity of the following resources:

- a. land needed or desirable for open space;
- b. mineral and aggregate resources;
- c. energy resources;
- d. fish and wildlife areas and habitats;
- e. ecologically and scientifically significant natural areas, including desert areas;
- f. outstanding scenic views and sites;
- g. water areas, wetlands, waterspots and groundwater resources;
- h. wilderness areas;
- i. historic areas, sites, structures and objects;
- j. cultural areas;
- k. potential and approved Oregon recreation trails; and
- l. potential and approved federal wild and scenic rivers and state scenic waterways.

Where no conflicting uses for such resources have been identified, such resources shall be managed so as to preserve their original character. Where conflicting uses have been identified, the economic, social, environmental and energy consequences of the conflicting uses shall be determined and programs developed to achieve the goal (LCDC Planning Goal and Guidelines).

## II. STATEMENT OF THE PROBLEM

Statewide Planning Goal 5 directs local governments to provide programs that will: (1) insure open space, (2) protect scenic and historic areas and natural resources for future generations, and (3) promote healthy and visually attractive environments in harmony with the natural landscape character.

It is the purpose of this study to ascertain whether intent and content of this directive have been met by the county planning departments. How the counties have responded to the cultural resource elements of Goal 5--historic areas, sites, structures and objects, and cultural areas--is the focus of the study.

It is hypothesized that the county staffs are ill-equipped in terms of orientation and training and are therefore ill-prepared to conceive of the goal, let alone respond. The vagueness of goal requirements contributes to conflict between LCDC and counties and affects the quality of county responses.

It will be ascertained by this study whether the intent and content requirements of Goal 5 have been met, and why and how the intent and content requirements have been met by the six counties studied.

### Research Objectives

Objectives for the research were twofold: (1) to determine the conceptual and legal basis for the cultural resource elements of Goal 5 of the Land Conservation and Development Commission's Planning Goals and Guidelines, and (2) to evaluate the adequacy of county responses to this aspect of Goal 5.

### III. AREA OF STUDY AND METHODOLOGY

#### Area of Study

Six Oregon counties are used as case studies in this examination. They are: Clatsop, Benton, Linn, Marion, Polk, and Grant. Each county used as a case study in this report is unique. It has its significant assets as well as its own particular problems. This, however, does not alter the fact that each is representative in most ways of the region in which it is located. Benton, Linn, Marion, and Polk constitute the Mid-Willamette Valley counties; as such, they form a geographical block of the State of Oregon. Clatsop County is typical in many ways of Oregon's coastal counties, whereas Grant County in eastern Oregon characterizes the counties of that area.

#### Methodology

Research upon which this study is based was conducted in two ways: (1) data were collected through library research and report reviews, and (2) personal interviews with those involved in the planning process. Information from these sources was combined to form the basis of analysis of county responses to Goal 5.

Data were analyzed in a two-fold manner: (1) a descriptive discussion was provided for a treatment of individual county responses, and (2) a systems analysis was used to provide a framework for analysis of the relationships of Goal 5 responses. The systems analysis treated Goal 5 response elements as a whole, determining why and how the various parts were interrelated and the significance of such relationships.

#### Collection of Data

Research for this study was primarily conducted at the office of the Land Conservation and Development Commission in Salem. The use of the LCDC library, records, comprehensive plans, and archives facilitated data collection.

Personal communication with certain key individuals was a major component of the study. County planning directors and coordinators, LCDC Staff, and others with a relevant interest in the topic were interviewed and questioned as to their knowledge and the responsibility they assumed in the planning process. Without exception, these individuals willingly gave time and effort, facilitating data collection.

#### Method of Analysis

Comparisons of individual county responses to Goal 5 of LCDC Planning Goals and Guidelines were made on the basis of the finished plan and interviews with planners.

County comprehensive plans (which include responses to Goal 5) were analyzed in terms of state requirements. Inventories of historic and cultural resources were to include the following components: the location, quality, and quantity of each resource, as well as specific policy statements and implementation techniques concerning these resources. Whether these state requirements are fully met was determined by reviewing the comprehensive plans.

A more subjective analysis was made on the basis of the interviews with county planners. This evaluation was handled in terms of the following variables: various attitudes on the part of the local planners toward Goal 5 requirements, the educational background of and available expertise to the planners; planner's conceptualizations of the cultural area concept at the onset of the project; and the methods and means of compliance to the goal. The quality of the final product was further evaluated on a relative rating system of poor, fair, good, and excellent applied to the goal responses.

The applicability of the systems approach to questions concerning planning in general and the evaluation of responses to Goal 5 in particular is its orientation toward the entirety or wholeness of a given situation. The systems concept is abstract and general enough to permit application to entities of whatever denomination.

The concept of system is not limited to material entities, but can be applied to any "whole" consisting of inter-related components (Buckley 1968:24). By studying the

relationships of the components and by demonstrating the inter-relatedness of the various aspects of a system, a perspective to a given situation can be achieved. As systems analysis is being used increasingly, it will become more and more valuable as a tool for determining long term policies and action programs of land use planning. With the usage of systems analysis, certain basic data for policy planning emerge. These data are necessary if planning policies are to reflect planning needs.

Similarly, Buckley points out a need for new conceptual tools of analysis for inter-or multidisciplinary considerations that may adequately be met by systems analysis (1968:12). This is particularly apt in the evaluation of Goal 5 responses. Using systems analysis, three processes can be studied, namely: (1) the character of the beginning situation, (2) some happenings designed to bring about certain change, and (3) a study of the end situation to see the actual effect of the happenings on the beginning situation. A diagnosis of the before and after situation permits one to define the change or effect; studying the happening can be designed to characterize the factors which brought about this change. The quality and exactness of the conclusions that might be drawn demands a measurement of the situation before and after but equally a careful description and analysis of those happenings which brought about the change (Buckley 1968:443).

Data analysis also treated Oregon's responses to federal goals and compared them to county responses in an effort to



evaluate differences or similarities. This evaluation was made in terms of legislated vs. voluntary response on the part of the state. These response categories coincide with those used at the county level; legislated responses parallel those of the county comprehensive plans in terms of content; and voluntary responses reflect the degree of interest on the part of the state as compared to local planner's responses to Goal 5.

#### IV. GOVERNMENTAL INTEREST IN CULTURAL RESOURCE MANAGEMENT

##### Federal Laws

Many program decisions that affect land use, in both the public and private sectors, are based on single purpose planning concepts that are geared to manage limited resources and thus weaken understanding of the complexity of the total environment. Narrow approaches to decision making on resource management can result in the exclusion of the broader social and environmental implications that result from such actions. Both government and individuals are becoming aware that the land of the future can best serve the diverse needs of its populace if its planners directly concern themselves with the social and cultural diversity of their environment (Reitze 1974:1:37). The federal government has responded progressively to this awareness with a long series of legislative actions directed toward preserving our cultural heritage. The following list briefly summarizes this intent.

Organic Act of 1897: This act authorizes the creation of "special interest areas" and their management for recreation uses, designed for U.S. Forest Service lands. These areas are distinguished by having unusual scenic, natural, historic, prehistoric, or scientific interests.

Act for Preservation of American Antiquities of 1906:

This act empowers the President to establish areas containing historic, prehistoric, or scientific objects as national monuments. It establishes criminal penalties for destruction, disturbance, or unauthorized excavation of cultural resources on all federal lands. In addition, it gives the Department of the Interior authority for historic preservation in the public domain. It also describes how permits can be obtained to conduct legitimate research of cultural resources on all federal lands. There was, however, no enabling body empowered to implement this act.

Historic American Sites Act of 1935: This act makes protection and preservation of historic and prehistoric cultural resources a national policy. It establishes procedures for undertaking a comprehensive program for investigation, selection, and protection of historic and prehistoric sites. This act provides authority for the Secretary of the Interior to designate outstanding areas owned by state or local governments or by private ownership as historic sites. It also provides the authority to enter into cooperative agreements with non-federal agencies for the conservation of national historic sites regardless of title to the property. This act introduces the concept of the National Register of Historic Places.

National Trust for Historic Preservation - 1949: This trust was established to act as a private, educational, and

non-profit organization to assist and coordinate the private preservation movement at the national level. It is authorized to own buildings, sites, and objects of cultural and historic importance.

National Historic Preservation Act of 1966: This act established a program of matching grants-in-aid to the states and to the National Trust. It reiterates policies stated in the Historic Sites Act of 1935 and establishes cooperation with State Historic Preservation Offices for administering the National Register Program within their jurisdiction. It also established the Advisory Council on Historic Preservation.

Transportation Act of 1966: This act provides for the protection of historic sites threatened by highway construction. Construction shall not adversely affect any site with national, state, or local significance unless there is no feasible and prudent alternative and all possible efforts have been made to minimize the adverse effects. Matching funds for archeological research carried out under contract with a state highway department on a highway right-of-way will be provided for by the Department of Transportation on the same basis as other construction costs.

National Environmental Policy Act of 1969: This act permits coordinated and effective governmental action to assure the protection of the environment by abating and controlling pollution on a systematic basis. As a data base for governmental actions, environmental impact statements are

required which shall provide a full and fair discussion of significant environmental impact and shall inform decision-makers and the public of the reasonable alternatives which would avoid or minimize adverse impacts or enhance the quality of the human environment. This act also requires federal agencies to evaluate and disclose a project's impact on cultural resources as part of their assessment of environmental consequences of federal actions.

Executive Order 11593 of 1971: Signed by President Nixon, this order provides leadership in preserving, restoring, and maintaining the historic and cultural environment of the nation. It provides a policy that cultural properties shall be controlled in the spirit of stewardship and trusteeship for future generations. It also establishes the principle of "interim protection," i.e., that a site must be treated as if it had national significance until a true determination can be made. This order outlines procedures for making the inventories for the National Historic Preservation Act and the National Environmental Policy Act.

Archeological Conservation Act of 1974: Amends the Reservoir Salvage Act (1960) so that all federal agencies are authorized to spend project funds for inventory, salvage, and analysis of cultural resources to be affected by the federal project.

Federal Historic Preservation and Tax Reform Act of 1976: This act contains several changes to the tax code.

Among these are "tax incentives to encourage the preservation of historic structures." Also, the act provides that a deduction is allowed for the contribution to a charitable organization or a governmental entity exclusively concerned with conservation and/or preservation purposes.

It can be clearly seen that traditionally the federal government's interest in cultural resources focused on archeological remains and historic structures. With the adoption of NEPA in 1969 this interest was expanded to include a cultural heritage concept, one which includes social groups and folk traditions. In a society characterized with rapid social changes, the impact of change programs on living peoples and their traditions therefore becomes a definite concern in planning policy. Diversity in perspectives on human problems can allow for more comprehensive solutions to changes (Dickens and Hill 1978:6). Living people as a cultural resource must be in the framework of policies. The American Folklife Preservation Act of 1976, establishing an American Folklife Center at the Library of Congress, is a fine example of this expanded interest.

#### Oregon State Laws

At the state level there has also been action, both in response to local concerns and because of the federal

stimulus for state involvement in resource management and land planning.

Senate Bill 10, adopted in 1969, is a directive to cities and counties of Oregon to zone the land. It required that the local governments begin immediately forming comprehensive plans and also warned that the state could take over if progress was not made by December 31, 1971. SB 10 did, however, contain three major flaws: (1) it provides no standards for evaluating the comprehensive plans; (2) it offered no means of coordinating plans between contiguous localities; and (3) the state allocated no money for assistance.

The Scenic Waterways Act of 1970 presented the first legislative attempt to require private land uses to conform to a statewide land use plan. This act has the dual benefits of eliminating the need to rely on money for the establishment of an effective preservation program, and providing an effective land management tool.

ORS 358.475 (Historic Properties) declares that it is state policy to preserve and maintain property of state historical significance. If property can meet the three eligibility criteria, property taxes on historic properties in Oregon may be frozen for a period of fifteen years.

ORS 271.710 (Historic Easements) authorizes state, county, city, or park and recreation districts to obtain easements to preserve historic places.

In 1977 ORS 97.740 (Protection of Indian Graves) prohibited tampering with native Indian burial grounds and ORS 273.990 (Removal of Historic and Other Valuable Materials) classified the removal of archeological or historical material from state lands as a class B misdemeanor.

The most far-reaching legislation to date is Senate Bill 100, adopted in 1973. It creates the Land Conservation and Development Commission under the auspices of the Department of Land Conservation and Development. Statewide planning goals consistent with regional, county, and city concerns, and planning guidelines for the state are required by this bill. Thenineteen goals and guidelines are to be used in the preparation of comprehensive land use plans and ordinances by all state and local governmental bodies. Planning Goal 5, "Open spaces, Scenic and Historic Areas, and Natural Resources," adopted in 1974, insures that these resources will not be overlooked in planning decisions. In addition, an inventory of all local historic areas, sites, structures, and objects, and cultural areas must be provided, including the location, quality, and quantity of each.

That the majority of state legislation has been voluntary and not required by the federal government is indicative of Oregon's intent to follow the spirit of or to lead federal goals. County responses to state goals, however, generally fall far short of this standard. When Senate Bill 100 was first proposed, local governments assured the state



that they could and would meet the responsibilities mandated by this bill. It was felt at the local level that authority should be delegated to them; with the aid of citizen involvement groups, the information could be provided.

It appears that the State of Oregon has a sincere interest in citizen involvement, as reflected in Planning Goal 1 of the Goals and Guidelines. Local governments, however, in many instances did not take advantage of this citizen resource.

Voluntary state responses to federal goals are many, reflecting state government's true interest in the cultural heritage and resources of the state. County responses to state goals in most cases do not even meet the requirements; voluntary responses on the part of local planners are rare.

## V. DATA PRESENTATION

Six Oregon county (Clatsop, Benton, Linn, Marion, Polk, and Grant) responses to the historic and cultural area elements are evaluated. Counties were required to provide inventories which included an evaluation of the location, quality, and quantity of each site, and also to provide specific policies for preservation and implementation techniques of these policies.

A rating system of poor, fair, good, and excellent is applied to county responses. A rating of 'poor' signifies that the response is woefully inadequate--too many omissions of important data have occurred. A 'fair' rating means that response is less incomplete but important omissions have still occurred. 'Good' signifies that the response shows a meaningful effort to be comprehensive but the response still is not totally complete in terms of all variables. An 'excellent' rating implies that the information is nearly complete and it allows interpretation on the part of the reader. Like a 'good' evaluation, 'excellent' indicates that the county has been responsive to the original intentions of Goal 5.

## Clatsop County

### Location and Description of Clatsop County

Clatsop County is located in the extreme northwestern corner of Oregon where the Columbia River joins the Pacific Ocean. In many ways, Clatsop County is a physical micro-cosm of the western half of the state because it includes such diverse terrain as Oregon's forested Coast Range, the estuary of the Columbia River, and the headlands and dune-lands of the Pacific shore. The climate of the county is humid, marine, and temperate, characterized by cool summers and rainy winters with light to moderate snowfall on the higher mountain slopes (Resource Atlas: 1973-74). As of the 1980 census, the total population of Clatsop County was 32,600.

### Brief History of Clatsop County

There are parallels that can be drawn from early Clatsop County history to the contemporary county. Then, as now, the great interest was in the "mighty river of the West"--"Columbia", after Captain Robert Gray successfully crossed its bar on May 11, 1792.

Because of widespread interest in the Columbia, stimulated by the reports of various ships' captains, President Thomas Jefferson commissioned his private secretary,

Captain Merriweather Lewis, to find and map a trail to the river and ultimately, the Pacific Ocean. Lewis chose as his co-commander Captain William Clark. November 7, 1805, the Columbia River Estuary was first sighted by them. The doorway to the Pacific Northwest was open by land and river (Resource Atlas: 1973-74).

County Responses to Historic and Cultural Area Elements of Goal 5:

The prehistoric and cultural area elements of this goal were not addressed by the county. Historic element responses are as follows:

location of sites provided?	yes; map at office
qualitative description provided?	no
quantitative description provided?	yes
use of state historic sites and buildings list?	no
pertinent policy guidelines?	yes
pertinent ordinances included?	no

As indicated, an interview with the planning director provided a basis for county response evaluation using the following variables: attitude of planner toward goal; planner's conceptualization of cultural area element; field of expertise and educational background; and, means of compliance to goal requirements.

Attitude: The planning director feels that the historic and cultural area components are important considerations that have generally been ignored by the planning department; he feels that revisions will probably be necessary.

Conceptualization: He views cultural areas as part of the past--perhaps they existed thirty years ago, but not now. He perceives of culture in terms of diversity, not uniformity.

Expertise: Educational background of the planning director is in geography and urban studies and planning he has a relatively high degree of cultural awareness resulting from time spent in the Peace Corps in Sierra Leone teaching the fourth and fifth grades. Cultural awareness and experiences were not seemingly brought to bear on the planning process, perhaps relating to the planner's concept of culture only in terms of diversity.

Means of compliance: The task of inventorying historic sites was given to the individual planning areas with no revision made by the planning department; responses were handled on a community, not a county-wide basis (this was true only of Goal 5 responses) with workable but awkward results.

Over-all quality of response = poor

### Synopsis of Planner's Viewpoint

The informant has a good general feeling for the county and its people. He is cognizant of the culturally diverse character of the county and feels that it is an important part of its attractiveness. It is felt that planning is a means of providing a stability of surroundings and that an awareness of one's past is a vital part of placing one's

self in today's world. Culture areas are viewed in terms of past cultures; what cultural cohesiveness once existed exists no longer--county residents are now too dissimilar. He feels that the closest approximation to cultural areas today are the citizen advisory group's planning boundaries, which are based on ecological and physical criteria. This is based on the assumption that physical boundaries create social boundaries.

The informant volunteered the notion that the requirements of Goal 5 are unrealistic and could not be met by a staff that lacks both interest and competence in these fields. The poor quality of response reflects this condition. Compared to other requirements of Goal 5 and the plan in general, the cultural aspects failed to generate much concern on the part of the planning staff. This may reflect the fields of expertise of those on the staff: educational backgrounds include economics, political science, natural resources, and transportation and public facilities administration.

### Benton County

#### Location and Description of Benton County

Benton County is located in the west central portion of Oregon. The Willamette River forms its eastern border, while its western border is located in the Coastal Mountain

Range. The climate is temperate with mild, wet winters and warm, dry summers. Precipitation is greatest in the highest elevations of the Coast Range and decreases westward at lower elevations. The major industries are agriculture and lumbering (Resource Atlas: 1973-74). The county's total population in 1980 was 68,400.

#### Brief History of Benton County

Benton County was first inhabited by the Klikitat Indians who rented the area from the Calapooia Indians for hunting grounds (Resource Atlas: 1973-74).

Benton County was created December 23, 1847, by the provisional legislature. It was named in honor of Thomas Hart Benton who was born in North Carolina in 1782. For 30 years he was a member of the United States Senate from Missouri. One of the great events of his life was his espousal with his colleague, Senator Lewis F. Linn, of the extension of the control of the U.S. into the Oregon Country (McArthur: 1974).

#### County Responses to Historic and Cultural Area Elements of Goal 5

Benton County addressed the historic, prehistoric, and cultural area elements of this goal. Responses are as follows:

location of sites provided?	historic prehistoric cultural area	yes; detailed yes; detailed no
qualitative description provided?	historic prehistoric cultural area	yes yes no
quantitative description provided?	historic prehistoric cultural area	yes yes no
use of state historic sites and buildings list?		no
pertinent policy guidelines included?	historic prehistoric cultural area	yes yes yes
pertinent ordinances included?	historic prehistoric cultural area	no no no

Based on an interview with an assistant planner, county response was further evaluated using the following variables: attitude of planner toward goal; planner's conceptualization of cultural area element; field of expertise and educational background; and, means of compliance to goal requirements.

Attitude: While it is felt by the county planner that the historic and cultural components are important, a lot of time and effort could not be spent on them. With a limited staff and the massive amount of data that were considered, priorities must be set; he would have liked to have had more time spent on these components but others had higher priorities. Cultural aspects have been somewhat ignored by the county because the state did not call them to task, according to the planner.



Conceptualization: He views cultural areas as a broad category and the main concern was an effort to meet the requirements of the goal, but he feels that it was impossible to do the actual work required in this area. Cultural areas are viewed by him in terms of contemporary cultures with a recognition that the past shapes today's culture.

Expertise: The planner's educational background is in English literature and urban planning; he has always been interested and involved in historic preservation and is currently a member of the Friends of Historic Albany, a citizen's group with no legal authority.

Means of compliance: A study to survey the historic, prehistoric, and cultural area elements was conducted by the OSU Anthropology Department on a contract basis (funds were in part provided by a State Preservation Office grant): results of this study were included in the background report. This study provided a discussion of the cultural area concept and included several specific policies with regard to this resource and also included a detailed methodology to be used as a guide for surveying this resource. Citizen history advisory committees were formed which provided additional sites listings; the state Historic Sites and Buildings List was used but considered to be only 15% complete for the county.

Over-all quality of response = good<sup>+</sup>

### Synopsis of Planner's Viewpoint

The informant feels that Goal 5 is a "catch-all goal" --all the miscellaneous elements of the environment were thrown into it. While these considerations are not only important but necessary in the light of understanding today's culture, more concise responses to the goal would necessitate further refinement of them.

The completeness of the plan cannot be vouched for; he feels that planning is an ongoing process. The planner feels that a continuous interplay on the part of the staff with various members of the OSU faculty has given the planning department a good perspective of the interrelationships of the constituent elements of planning. It is from this vantage point that he states that the list of cultural resources may not be complete. In spite of this disclaimer, he feels that the data base is good. It is the pulling together of these data and creating workable policies and implementation techniques from them that is the weak point in county response.

It was the requirements of Goal 5 that stimulated the contractual agreement between the planning department and the university, even though Goal 5 was not given the highest priorities among the goals (the county tended to emphasize Goals 2, 3, 4, and 14 of the goals and guidelines).

## Linn County

### Location and Description of Linn County

Linn County is located in western Oregon, in the northern third of the state. It includes part of the lands bordering the Willamette River, as well as the foothills of the Cascade Range. The climate is temperate. The major industries are agriculture, lumbering, and rare metals (Resource Atlas: 1973-74). The population of Linn County was 88,100 in 1980.

### Brief History of Linn County

Linn County was created December 8, 1847, by the provisional legislature. It was named after Senator Lewis F. Linn who nearly a decade before had been urging the American occupation of Oregon. Linn County was the first county to be taken from the original Champooick District. It comprised all of Oregon between the Willamette River and the Rocky Mountains, and between the Santiam River and the North Santiam River and the northern boundary of California. Lewis F. Linn was the author of the Donation Land Law which gave free land to settlers in the West and which led to the Homestead Act. His work in the Senate was highly important to western settlement and acquisition of Oregon (McArthur: 1974).

County Responses to Historic and Cultural Area Elements of Goal 5

Linn County addressed the historic and prehistoric elements of this goal. Prehistoric elements were termed cultural area elements, but to facilitate analysis and avoid misinterpretations, they will, for this study, be termed prehistoric. Responses are as follows:

location of sites provided?	historic prehistoric	yes yes, vague
qualitative description provided?	historic prehistoric	no no
quantitative description provided?	historic prehistoric	yes yes
use of state historic sites and buildings list?		yes
pertinent policy guidelines included?	historic prehistoric	yes yes
pertinent ordinances included?	historic prehistoric	no no

Attitudes: The informants feel that the cultural components of Goal 5 are very important and should be recognized in the planning process. All goals are equal in the view of the department. Deficiencies are recognized, but nothing can be done about them now in this late stage of the planning process.

Conceptualizations: They view culture areas both in terms of past and present-day cultures. If the county were to respond to the cultural area element in the future, the citizens of the county could provide the data, if qualified staff and participants would provide leadership assistance. Clear concept of cultural areas demonstrated by the fact that the planners were able to volunteer examples.

Expertise: The educational background of the associate planner is in environmental studies and public administration; the educational background of the assistant planner is in geography but his original intentions were anthropology. The associate planner was formerly involved with the cultural aspects of environmental impact statements.

Means of compliance: Already existing resource inventory lists were used. Citizen advisory history groups were established and are currently in the process of starting historic inventories, establishing a register of historic sites, and developing protective mechanisms, all of which is to be accomplished in a one-year work program. The county contacted the OSU Department of Anthropology to ascertain whether prehistoric site information was available.

Over-all quality of response: good<sup>-</sup>

#### Synopsis of Planner's Viewpoint

Linn County has made a commitment to correct deficiencies in its responses; they are in the process of honoring that commitment. While it would like to survey prehistoric further sites in the area, this has received

a low priority due to lack of funds--some money is available from the federal government, but not very much.

An in-house review of historical sites was conducted before the public was consulted. Cultural areas did not stimulate much concern on the part of the staff or the people at the time. The planners feel that in some instances, the rural nature of the county prohibited good response: governments are still not trusted by some of the inhabitants in these areas.

The planners feel that the review of historic sites is an ongoing process and have promised the state to meet minimum goal requirements by the comprehensive plan update. They felt that insufficient funding, interest, and expertise contributed to goal deficiencies.

When considering cultural areas in a contemporary context, the assistant planner felt that the Mennonite community could be included in this concept, but that would involve over 50,000 acres of land. Also, he feels that some parts of Sweet Home that have an Appalachian atmosphere, and graveyards, could also be considered as cultural areas.

### Marion County

#### Location and Description of Marion County

Marion County is composed of the Willamette Valley area and the high Cascade province. The county has a

temperate maritime climate with dry, moderately warm summers and wet, mild winters. The principal industries are agriculture, food processing, and wood products (Resource Atlas: 1973-74). The population of Marion County was 205,800 in 1980.

### Brief History of Marion County

Trappers and explorers of British and American fur companies traveled through the area as early as 1812. The first settlers in Marion County were retired Hudson's Bay Company employees who homesteaded the French Prairie area about 1830. After this date, news of the Oregon Territory reached the east, the Donation Land Law provided free land to immigrants arriving in Oregon, and permanent settlement began. The county was created by the Provisional Government Legislative Committee on July 5, 1843, six years before Oregon became a U.S. territory and sixteen years before statehood. It was called Champoick until 1849 when the name was changed to honor General Francis Marion, a Revolutionary War hero. Present boundaries were established in 1856 (McArthur: 1974).

### County Responses to Historic and Cultural Area Elements of Goal 5

The prehistoric and cultural area elements of this goal were not addressed by the county. Historic element

responses are as follows:

location of sites provided?	yes
qualitative description provided?	no
quantitative description provided?	yes
use of state historic sites and buildings list?	yes
pertinent policy guidelines included?	yes
pertinent ordinances included?	yes

Attitude: The informant feels that expectations at the state level are too high for local planners to accomplish. Each goal is viewed by him an end in itself--it is not a comprehensive perspective. He feels that Goal 5 is too general and does not lend itself to quantifiable techniques easily--ultimately, the more specific goals will receive more attention--therefore, the historical element ends up with a low priority rating. The planner feels that generally the county was not creative in adding to the historical sites list because there are no available information resources.

Conceptualization: The planning director views cultural areas in terms of contemporary cultures. He feels that the state of the art is not equal to the requirements--at the time when the concept was originally considered, it was addressed in a simplistic fashion. He also feels that the cultural area element is hard to define and difficult to implement--further, do cultural areas want protection?



Expertise: The educational background of the informant is in political science and he has been a planner for seventeen years.

Means of compliance to goals: The State Historical Sites and Building List and one provided by the Marion County Museum was used; lists were not added to by county staff.

Over-all quality of response = fair.

#### Synopsis of Planner's Viewpoint

The informant felt that for some aspects of Goal 5, county responses were weak on the review process. When getting into the realm of cultural aspects, it becomes esoteric.

In terms of cultural areas, he would look to the state for guidance and technical assistance; this concept is too fine-grained to work with on the county level. The ability to deal with this element on practical levels varies at the local governments. If the county were to address this component it must be prepared to carry it all the way. This would use up staff time and financial resources. In addition, zoning and subdivision regulations do not lend themselves to this concept; they would be difficult to implement.

When considering possible cultural areas, the planner suggested that the Russian community in Woodburn would be a prime example. Also in Woodburn is a large Spanish-

American community. He felt that the Bethlehem subdivision, whose streets are arranged in the shape of a cross, might be considered a cultural area also. It seems that all the houses are the small World War II bungalow types and are painted a bright pastel with a bright trim that clashes. He felt that a definite sub-culture must live there. Finally, members of a very limited sect of the Greek Orthodox Church, what he calls the "old-believer syndrome", had apparently migrated to Argentina. They are now reuniting their families in Woodburn. He felt that this could be conceived of as a cultural area.

The planner feels that the LCDC Staff is philosophically committed to the comprehensive plan. Goal 5 is a building process to planning on the state's part. However, the State of Oregon has a populist tradition. The citizen advisory committees try to keep a balanced perspective on Goal 5 but he senses frustration on the part of the citizenry. Active involvement with this goal was originally not really wanted; interest in Goal 5 involvement was stimulated by the local government and reached a zenith some time ago.

### Polk County

#### Location and Description of Polk County

Polk County is located in the northwest portion of Oregon. It is situated in the west-central part of the Willamette Valley between the Cascade Mountains and the

Willamette River. The county has a maritime climate with dry, moderately warm summers and wet, mild winters. The major industries are agriculture and lumbering although employment in retail trade and services has been increasing in recent years (Resource Atlas: 1973-74). Polk County's population was 45,450 in 1980.

### Brief History of Polk County

Polk County was created by the provisional legislature on December 22, 1845. It was named for James K. Polk, then President of the United States. It comprised all that part of the original Yamhill District south of the south line of that district (which had been re-established by an act of the provisional legislature of December 19, 1845) and the California border (McArthur: 1974).

Early wagon trains to Oregon terminated in the county at Independence.

### County Responses to Historic and Cultural Area Elements of Goal 5

The prehistoric and cultural area elements of this goal were not addressed by the county, although the comprehensive plan did mention that the eastern half of the county had been surveyed. Historic element responses are as follows:

location of sites provided?	yes
qualitative description provided?	no
quantitative description provided?	yes
use of state historic sites and buildings list?	yes
pertinent policy guidelines included?	yes
pertinent ordinances included?	yes

Attitudes: The informants feel that historic preservation is good and should be encouraged. Community involvement in the historic sites inventory is remarkable while historic site designation is easy.

Conceptualizations: The informants stated that even though the concept of a culture area is nebulous it should be required nevertheless. The requirement of a subjective analysis for culture area presents a problem. Cultural areas are viewed as past references.

Expertise: The educational background of the planning director is in French and sociology, and dairy science. The educational background of the county coordinator is in political science and public administration.

Means of compliance: They used the State Historical Sites and Buildings List which was added to in the planning department. This combined list was then presented to the public well in advance of the public meeting giving it the

opportunity to add or detract--the final list was a better one than when the process was begun.

Over-all quality of response: fair

### Synopsis of Planners' Viewpoint

A future inventory of prehistoric sites is a low priority because the county lacks both the money and the expertise required for such an undertaking. The many ownerships of land and the large amount of public land present a problem. The planners are also concerned about the protection of the sites--ordinances are difficult to enforce.

Culture areas are viewed in terms of past cultures because they consider today's society too heterogeneous. The advent of modern transportation is considered to have contributed to the heterogeneity of contemporary society; most towns in the Dallas vicinity are merely bedroom communities in Salem. It is felt that all modern-day culture is involved with the city--those that live in the country have to rely on the city for cultural resources.

Rural community centers used to be cultural centers where the people of the community would meet for social functions. An example of this was the function served by the Grange, but their characters are also changing. The activities are basically one-sided now; granges are used primarily for meetings such as the citizen advisory groups. There seems to be a schism between the attitudes and

practices of the people of the communities--they consider themselves to be close-knit and traditionally oriented, yet they too rely on cities for various resources. There seems to be no identifiable trend in modern society among its peoples.

However, when asked to respond with possible cultural areas, both had suggestions. The Grand Ronde Indian Reservation was suggested but it was remarked that today it is just a cemetery. Valsetz was considered to be a cultural area because it is a company-owned town (Boise Cascade) which is very isolated and is not even zoned. The Polk County Fair has an old-time rural atmosphere and might be considered as a cultural area for that reason.

Both informants stated that there were too many elements of all the goals to be considered simultaneously for the cultural area element to be given priority. In addition, it was not understood at the county level what was wanted or expected of them by the state.

### Grant County

#### Location and Description of Grant County

Grant County is located in northeast central Oregon. The map of Oregon counties on page identifies the county within a state context. The climate of the county is characteristic of a semi-arid intermountain area with moderately cold winters and warm summers. Livestock,

lumbering and recreation are the principal industries (Resource Atlas: 1973-74). The population of the county was 8,216 in 1980.

### Brief History of Grant County

In 1862 gold mining stimulated development of Grant County--over \$20,000,000 in gold was mined in the Canyon City area. During and after the goldrush, the sawmills and cattle industry contributed to the growth and formation of the county.

Grant County was created October 14, 1964 from Wasco and Umatilla Counties. It was named for General Ulysses S. Grant, U.S. Army, who was assigned to the protection of the early settlers in Oregon (Resource Atlas: 1973-74).

### County Responses to Historic and Cultural Area Elements of Goal 5

The prehistoric and cultural area elements of this goal were not addressed by the county. Historic element responses are as follows:

location of sites provided?	yes
qualitative description provided?	no
quantitative description provided?	yes
use of state historic sites and buildings list?	no

pertinent policy guidelines  
included? yes

pertinent ordinances included? no

Attitude: The planning director feels that land use planning should be conducted for allocating uses of land-- cultural resources are not considered within this domain.

Conceptualization: He views cultural areas in terms of the past and had not considered them in view of contemporary cultures. He feels that cultural areas are not comprised of living peoples but are solely representative of past cultures.

Expertise: The planner's educational background is in law. He had taken introductory courses in anthropology but does not bring this awareness to focus on planning decisions; he feels that anthropology discipline is interesting but not applicable to contemporary planning considerations.

Means of compliance: The historic site inventory was compiled by a planning consultant using State Historic Sites and Buildings List.

Over-all quality of product = poor

### Synopsis of Planner's Attitudes

The informant seems to have a good awareness of the contemporary social conditions of the county; the county is rural in nature and used to be culturally cohesive until about two years ago. Social controls are different now.



In the outer areas of the county, family ties still regulate and maintain social rules; in the towns, they are no longer regulated through family influence. According to the planner, the social makeup of the residents is changing at an increasingly rapid rate. Whereas not only in the more remote areas in the county but in the towns as well, extended family groups once were the norm. He saw this condition to be changing and the county is becoming more heterogeneous-- it is more and more being populated by out-of-towners involved in mining. John Day, its largest town, is being filled with new residents, transients and mill workers. The latter two groups of people tend to be temporary residents. He views the county as a last stronghold of traditional cultures and values, expressing a desire for it to remain so.

#### Additional Informant

Because of a contact made with the OSU Department of Anthropology by a representative of the Grant County Resource Council, an interview with him was also conducted. This proved to be enlightening because the views of the two residents are so differing. Whereas their cultural profiles of the county are similar, their interpretation of it in terms of the future quality of life in Grant County are very different. The reactions to the realities of contemporary social life in the area are also contrasting.

The planning director resorted to isolationism while the Resource Council representative (also an extension agent) responded with a program that could help alleviate potential negative impacts.

In the representative's view, Grant County was once culturally cohesive but this is changing. He feels that a way of life is slowly disappearing and county residents are suffering from "future shock." He feels that the traditional way of life need not be replaced if current governmental situations could be changed: educational program objectives are not as far apart as one might think. According to him, LCDC is built upon conflicts and intensity (a result of controversy) and therefore will not work.

Aimed at conserving the quality existence of the county's inhabitants, the Resource Council has proposed a comprehensive resource management program with the following components:

- (1) organization of the people of the county
- (2) research and resource inventories
- (3) educational and informational systems
- (4) compatible economic, ecological, and social plans which recognize that these are inter-related systems.

Cultural area inventories can be developed by (1) studying the people of the county (using an anthropological approach), and (2) combining through anthropological perspective various activities of various agencies. He recognizes that the dynamic nature of contemporary society

presents a problem, but feels that this problem is not insurmountable.

The Resource Council maintains that cultural and social resources and potential should be considered as part of the planning process. With that in mind, it has proposed a comprehensive resource management program.

## VI. DATA ANALYSIS

County responses to Goal 5 are evaluated in a two-fold manner. In an attempt to determine the degree of professional adequacy of responses and explain how and why these responses were made, a systems analysis approach to the combined county data is used. This approach arranges the components of the system in a manner whereby their relationships are more clearly perceived and understood. Further discussion of the systems analysis is provided preceding the combined county data analysis section.

As background to and as an aid to understanding the systems analysis, a descriptive approach to analysis of individual county data based on interviews with planners is used. In order to determine personnel preparation and orientation for possible compliance, a rating system of poor, fair, good, and excellent is applied. To facilitate analysis, Tables I and II, on pages 65 and 66, are provided.

For descriptive purposes, Goal 5 is viewed as a mechanism of directed change initiated by LCDC. It is viewed a mechanism of directed change in that LCDC desires the county planning departments to provide programs of cultural resource management where none have previously existed. It is a change in content of the comprehensive plans that is directional in nature. Goal 5 elements involved in the compliance process are described in the following manner:

- I. Participants involved in change process
  - A. Identification of practitioners
    1. State of Oregon
    2. LCDC representing state interests
  - B. Identification of clients
    1. Local government planning staffs
    2. Residents of counties
- II. Assumed roles of practitioner
  - A. Administrator
  - B. Consultant
  - C. Autocrat
- III. Power relationships of practitioner and clients
  - A. Beneficiaries and benefactors
  - B. Benefits and negative effects
- IV. Goals of practitioner
  - A. Recognized biases/values
  - B. Unconscious biases/values
- V. Practitioner's Awareness
  - A. Consideration of impacts on client
  - B. Consideration of impacts on practitioner
  - C. Predictable vs. unforeseen outcomes
  - D. Truthfulness and openness
  - E. Freedom of choice for client
  - F. Rightness/wrongness
- VI. Techniques used to bring about directed change

LCDC, acting as a representative of the State of Oregon, is the practitioner of a process of directed change. The local government planning staffs are the intended clients. Since the state, and the resident of the various counties are only indirectly involved, LCDC and the county planners are considered to be the participants hereafter.

The practitioner(LCDC), while acting as administrator and consultant to the client, also assumes the role of autocrat. This role is autocratic in nature because the practitioner made a mandatory ruling that must be met by the

client with a provision of punishment (withdrawal of tax rebates to the county) if the conditions are not met within a specified time period.

Recognized biases and values are statements made at some time by the participants. Even though these statements may not have been intended to be construed as such, they are nevertheless expressions of feelings and a perceptual approach toward the subject which this author has interpreted to represent biases and values. Unconscious biases and values have been derived from communications with the participants and are strictly this author's interpretations of their attitudes.

The practitioner's recognized biases and values are expressed in the idea that each county is a part of a whole (the state) and as such cannot operate totally independently of other counties or of the state itself as was previously the case. An additional recognized bias/value is the insistence that culture resources management should be included in the planning process.

The practitioner's unconscious biases and values are expressed in the following: the concept of controlled growth is regarded as a positive; cultural resources are easily identified; and if cultural resources can be identified, they can be evaluated. This latter concept has been proven to be incorrect by LCDC's inability to evaluate cultural resources in the comprehensive plan review process.

The practitioner shows itself to be idealistic in that it requires the planning and management of cultural resources by the counties but is not aware of the realities involved.

The practitioner's goals are for the counties to establish a program of resource management that would insure that these resources are not overlooked and considered in economic terms only. It also desires the counties to provide a process by which cultural resources are evaluated, policies made, and implementation is possible.

The practitioner did not, however, consider all possible impacts upon the clients, or counties. It predicted that Goal 5 requirement would be met and that the clients would be responsive to the directed change. The practitioner did not foresee that in most cases, counties would assign a low priority to the cultural resource elements of Goal 5. The practitioner also did not predict that these aspects of the directed change (Goal 5) would negatively impact LCDC: that it, too, would be placed in the difficult position of insufficient means for an adequate response. The practitioner became bogged down by its own hand.

The technique used to bring about directed change is legislation, mandating a response on the part of the client.

## Counties Treated Individually

### Clatsop County

Clatsop County's compliance status with LCDC is "continuance", meaning that compliance request has been continued. The plan was reviewed at the August, 1981 meeting except Goal 5 which was reviewed in September, 1981.

Clatsop County's over-all quality of response to Goal 5, for the purpose of this study, is poor. It has been determined by evaluating the county's response to goal requirement and the response quality indicators illustrated in Tables I and II.

Clatsop County, as the client, did not respond well to the directed change. It has, however, been involved in the formulation of a comprehensive plan for quite some time, reflecting a sincere interest to plan for its future. Reasons for the poor cultural resources response are varied.

The client's expressed values are that the historic and cultural area elements of Goal 5 are important considerations but they are unrealistic expectations on the part of the practitioner, LCDC. The client feels that planning provides a framework of stability of surroundings and that an awareness of the past is vital to the planning process. The unconscious biases of the client are a concept of culture solely in terms of uniformity, not diversity, and that cultural areas represent past cultures, not living and diverse



ones. Clatsop County is populated with many cultural groups distinguished by unique ethnic origins, occupational fields (for example, fishermen and loggers), and religious orientations. The unexpressed biases are perhaps responsible for the client's tendency to overlook these when responding to Goal 5.

The county used already existing social organizations to meet goal requirements: the citizens advisory committees, established in 1973-74, were actively involved in the resource inventory, providing a first-hand knowledge of the area. This should have provided a foundation upon which the planning department could construct a sound program of resource management.

Goal 5 failed to generate much concern in the planning department at the time because it was felt that its requirements were too unrealistic to be met. Also, County staff did not have the expertise to respond to goal requirements and since funds were lacking to acquire it, the cultural resource elements were considered a low priority.

The client does not address the prehistoric and cultural area elements of the goal. Historic element response includes the location and quantity of sites but not the quality or status. It formulates a policy to direct historic resource management but does not include an implementing ordinance.

The method used to comply was the utilization of the citizen advisory committees of the county; it was left to them to choose sites felt to be of historic value. The

department did not make any alterations of the organizations' findings and included them in the plan in a community-by-community fashion with awkward results for the plan reader.

The poor quality of response reflects the biases, attitudes, lack of understanding of the concept of cultural area, and the lack of sufficient funds on the part of the client.

### Benton County

Benton County's compliance status with LCDC is "continuance." It was reviewed at both the August and September 1981 meetings.

Benton County's over-all quality of response to Goal 5 is good<sup>+</sup>.

The quality of response is largely due to the client's biases and attitudes toward the goal. Recognized biases include a strong feeling that the past shapes today's culture and is therefore important. Planning is considered to be an on-going process. An unconscious bias toward a liberal arts point of view on the part of the client contributes to the willingness to respond well to Goal 5. The client states that he would like to have had more time to spend on the goal but with a limited staff, priorities must be set to meet the massive information requirements. The client's main concern was in meeting goal requirements adequately but feels that this was difficult because of the

"catch-all" nature of the goal. He states that the concerns are too broad, making it difficult to do the actual work involved. He feels that Goal 5 has been somewhat overlooked in the comprehensive plan process because the county was not called to task by the state on this issue. Further refinement of the goal by the state would necessitate a more concise response. The client feels that the base data are good and solid but the tying together of data, policies and ordinances is weak.

Benton County created citizen historic advisory committees for the purpose of responding to the goal. This social organization has become a means by which the planning staff increases its awareness of citizens' desires.

The planning staff has a good perspective of the interrelationship among the various components of planning. Because of this, the client realizes that the county has cultural resources that should be planned and managed. The client's interpretation of cultural areas to mean contemporary cultures and traditions further enables it to achieve a perspective of cultural resources. This interpretation allows for both unity and diversity of the social environment which must be promoted to maintain a healthy living space.

Benton County is the only one to include all of the historic and prehistoric resources and cultural areas components of the goal in its response. Location, quality,

and quantity are provided for both the historic and pre-historic elements, but prehistoric sites are limited to public lands. Cultural areas are not delineated but a discussion and methodology of surveyance is incorporated into the plan. Policies for all three elements are formulated but ordinances are not provided for implementation.

Stimulated by goal requirements, the county contracted with Oregon State University to survey the cultural resources of the area; the report is included in the background report of the comprehensive plan. The client's attitudes and values contributed to the quality of response which meets not only most of the requirements of the goal but its spirit as well.

### Linn County

Linn County's compliance status with LCDC is "acknowledgement requested." Review is of yet unscheduled.

Linn County's overall quality of response to Goal 5 is good<sup>-</sup>.

The clients' bias that all the planning goals of LCDC are equally important and that the historic, prehistoric, and cultural area elements are all necessary considerations has contributed to the good<sup>-</sup> quality of response. Their recognition of graveyards cultural sites and makers of past society is also a contributing factor. The unrecognized bias that the rural residents of the county are in some

instances fiercely independent and skeptical of land use planning also aids in the formulation of a plan representative of citizen desires.

While the Linn County plan has omissions, notably qualitative descriptions of the elements of the goal, the staff has recognized this and has responded by committing themselves to correct deficiencies by the plan review update. Deficiencies are already being addressed and the staff feel that with the aid of qualified assistants (none of the staff feels qualified in cultural resource management), the citizens could and the county is prepared to undertake the consideration of cultural areas.

The clients feel very strongly that cultural aspects should be an integral part of the planning process. They have a unique approach to the cultural area concept; it is regarded in terms of both the past and present. They feel that cultural areas are not only sites of prehistoric activity but are also areas of contemporary society characterized by unique cultural groups and traditions. This approach recognizes that today's culture is related to past cultures and that it is a continuous process.

The county addressed the historic and prehistoric elements of the goal but the prehistoric response is admittedly weak. Because of a lack of funds, and to some extent, a lack of interest and necessary background on the part of the department, a more detailed prehistoric response

response to Goal 5 has received a low priority and further surveys are not planned. While the clients have contacted the OSU Department of Anthropology to inquire of the status of prehistoric sites inventory in the county, no additional efforts along these lines have been made.

Citizen history advisory groups were formed and are presently actively involved in goal response. The responses to Goal 5 are a basic, solid foundation upon which to build--and the clients intend to do so.

#### Marion County

Marion County's compliance status with LCDC is "continuance", meaning that compliance request has been continued. The comprehensive plan was reviewed at the September, 1981 meeting.

Marion County's over-all quality of response is fair.

The client feels that land use planning is a political issue and those special interest groups with the loudest demands will be heard. Public meetings where nothing is accomplished seem to be the norm, according to him. Frustration on the part of citizens is sensed and a feeling that citizen involvement is not really wanted is indicated. He feels that the state is sincerely philosophically committed to cultural resource management but that cultural resources have an esoteric quality which makes it difficult for the

local governments to handle. Implementation of policies concerning cultural areas would be difficult to enforce and the state of the art is not equal to its words. In spite of the complex nature of the goal requirements, the client feels that they are necessary and important to the planning process. The unrecognized bias that each goal is independent of others and that a comprehensive perspective of the goals is not necessarily required has contributed to a fair response to Goal 5. The concerns for the goal's practicality seem to have been the governing principles of response, resulting in a plan that does not provide for integrated cultural resource management.

Marion County used the State Historic Sites and Building List and a list provided by the county museum to address the historic aspect of the goal. A qualitative description of sites is not included. Both policies and ordinances are included.

If the state requires a more detailed response to the goal (prehistoric and cultural area elements are not addressed by the client) the client would look to the state for guidance and technical assistance.

#### Polk County

Polk County's compliance status with LCDC is "acknowledged" meaning that it has met goal requirements and is in compliance with state standards.

Polk County's over-all quality of response is fair.

While the responses to the goal are limited in content and quality, biases have contributed to making responses "fair". The statement that all the listed historic sites are worth preserving seems to indicate a recognition of the importance of cultural resources. An unconscious value of contemporary cultures as too complex and diverse, with societal actions unrelated to its words, seems to have neutralized the county's interest in cultural resources.

The staff feel that cultural area inventories should be required but that the subjective nature of the requirements presents a difficult problem to overcome with a lack of money and expertise at the local level. They feel that too many elements were considered simultaneously and that a lack of understanding of what was desired by the practitioner made cultural areas a low priority.

Prehistoric and cultural area components are not addressed by the county. Prehistoric sites are considered to be too fragile and easily destroyed by a public eager to be amateur archeologists to be included in the plan. Historic sites are identified using a high degree of citizen involvement and a sincere effort was made to identify historic resources significant to county residents.



## Grant County

Grant County's compliance status with LCDC is "compliance date approved" meaning that the comprehensive plan has not been received by the state for review.

Grant County's over-all quality of response to Goal 5 is poor.

The client's biases seem to have had an impact on the quality of response to the goal. An unconscious bias that planning focus should be on concrete, easily-defined, traditional, and material issues is reflected in stated, recognized biases toward the directed change. Cultural areas are considered to represent past cultures and are important only as historic points of interest. They have no priority in the planning process. Historic sites inventories are important if time and money are available but historic site preservation is a low priority because it is expensive and in most cases not practical. Private ownership of land and the cost and difficulty of restoration make preservation impractical. The client perceives Goal 5 somewhat as an impediment to the planning process; he feels that planning should consider uses of land in which the cultural element plays a limited role.

Grant County did not address the cultural area element because it considered it too vague to be a working concept. The location and quantity of historic sites, but not a

Goal 5 Requirements

	Location of Historic Sites	Location of Prehistoric Sites	Location of Cultural Areas	Quality of Historic Sites	Quality of Prehistoric Sites	Quality of Cultural Areas	Quantity of Historic Sites	Quantity of Prehistoric Sites	Quantity of Cultural Areas	Policy Formulation	Ordinance Development
Clatsop	+	-	-	-	-	-	+	-	-	+	-
Benton	+	+	-	+	+	-	+	+	-	+	-
Linn	+	+	-	-	-	-	+	+	-	+	-
Marion	+	-	-	-	-	-	+	-	-	+	+
Polk	+	-	-	-	-	-	+	-	-	+	+
Grant	+	-	-	-	-	-	+	-	-	+	-

Table I. County Responses to Goal 5 Requirements

Variables Affecting County Responses

	Attitudes Toward Goal	Expertise and Educational Background	Conceptualizations of Cultural Areas	Means of Compliance
Clatsop	Failed to generate much concern at time; thought to be unrealistic expectation	Geography Peace Corp experience	Past time reference no longer exist	Citizen Advisory Committees (CAC)
Benton	Needs further refinement; considered important; interrelationships of goals important	English Literature Urban Planning Historical preservation interest	Present time reference Unique social groups Traditions, etc.  Meeting goal is main concern	Contract Citizen historic advisory committees (CHAC) State list
Linn	Cultural aspects should be part of planning process	Environmental Studies Public Administration	Past and present time reference Future compliance	CHAC State list
		Geography EIS-experience		
Marion	Necessary, but too complex for local level; has potential ramifications	Political Science 17 years of planning experience	Present time reference Hard to define; difficult to implement	State list County list
Polk	Necessary and encouraged but too involved for local level	Political Science Public Administration	Past time reference Nebulous idea	State list Planning Department additions CAC
		French, Sociology, Dairy Science		
Grant	Not necessary in planning process	Law	Past time reference Past cultures only	Contract

Table II. Response Quality Indicators

qualitative evaluation, is provided. A detailed policy concerning historic sites is included but no implementing ordinance is provided.

The client's limited perspectives of cultural resource management have resulted in a limited plan, one which does not meet the spirit of Goal 5.

### Analytical Treatment of Individual Counties

Responses to Goal 5 vary widely among the six counties. In some respects, however, similarities are marked, lending themselves to speculation. Refer to Tables I and II.

One of the most remarkable similarities is the seeming geographical pattern of responses. Marion and Polk, and Benton and Linn Counties have similar responses with respect to requirements. Both sets of counties are contiguous. Grant and Clatsop, the farthest apart and the most different geographically, also have identical response patterns. Distance and proximity, if one can judge by the responses to Goal 5, seem to play the same role. Those counties which border each other may share common concerns and points of view, while those that are farthest apart may share a common dislike for a strong central government.

Benton, Linn, Marion, and Polk are all Willamette Valley counties with the most population of the six counties

studied. Clatsop and Grant are not only the farthest apart from each other, but also from the Valley, and have the lowest populations.

The two counties closest to the government center, Marion and Polk, are the only two to provide specific ordinances for cultural resources. This seems to indicate a government influence by proximity.

The two counties that provided ordinances both have staff with a political science background.

The four counties which received the highest ratings are located near major universities. Planning staffs of these counties have had the most experience in the social sciences and corresponding applications.

In terms of quality of response, citizens advisory committees do not seem to mean much. All the counties but two utilized existing or created new citizen advisory committees as part of the compliance process. The two, Grant and Marion, have somewhat similar attitudes on the part of their planners. Grant's planner does not see the need for cultural resources to be considered in the planning process; planning is not for people but for land. While Marion's planner does not share this view, he does feel that each goal has one direction and is independent of the others; it is not a comprehensive perspective. Taken to the logical conclusion, citizen involvement, Goal 1, would not affect

Goal 5. Limited involvement of citizen advisory groups seems interesting in this light: Goal 1 does not affect Goal 5. He also feels that there is no adequate available information source for historic sites.

The two counties which received the highest ratings on the over-all quality of response are the most willing to respond to Goal 5 requirements.

The two counties which received a fair rating feel that Goal 5 is important and necessary but too involved and complex for the local level to deal with effectively.

The four counties which received poor and fair ratings feel that the concept of cultural area is difficult to define and really not workable at the county level. All but one of these counties (Marion) view cultural areas as meaning a past culture.

Only Benton County, which received a rating of good<sup>+</sup>, provided a discussion of cultural areas, methods of survey, and policies.

#### Systems Analysis of Combined County Data

A systems analysis is an approach to data or 'facts' whereby the "whole" of a situation is studied and the relationships of its component parts and the various aspects of the system are evaluated. Data analysis has been characterized by (1) progress from particular description to the

general analysis, and (2) progress from consideration of subsystems (individual counties) to consideration of the complex of subsystems or the entire compliance process. It is to the general analysis and complex of subsystems that the following applies. Diagrams I and II on pages 71 and 72 demonstrate how the Goal 5 system and the feedback system operate.

A system is defined as a set of objects together with relationships between the objects and between their attributes (Buckley: 1968). This definition implies that a system has properties, functions, or purposes distinct from its constituent objects, relationships, and attributes. This is not a mathematical definition of system, nor is a mathematical treatment of the data applied.

Objects are the parts or components of a system, and these parts are limitless. A system may be comprised of either physical or abstract entities.

Attributes are the properties of objects, and an object is defined by its attributes. An object may have many attributes; an analysis need only be concerned with those that are relevant to the study (McMillan and Gonzalez 1968: 1).

Relationships which exist between and among objects and their attributes tie the system together. The concept of system would be meaningless without relationships (McMillan and Gonzalez 1968:2). Relationships among entities are again unlimited. Interest is limited to those relationships which

DIAGRAM I. SIMPLE FEEDBACK MODEL

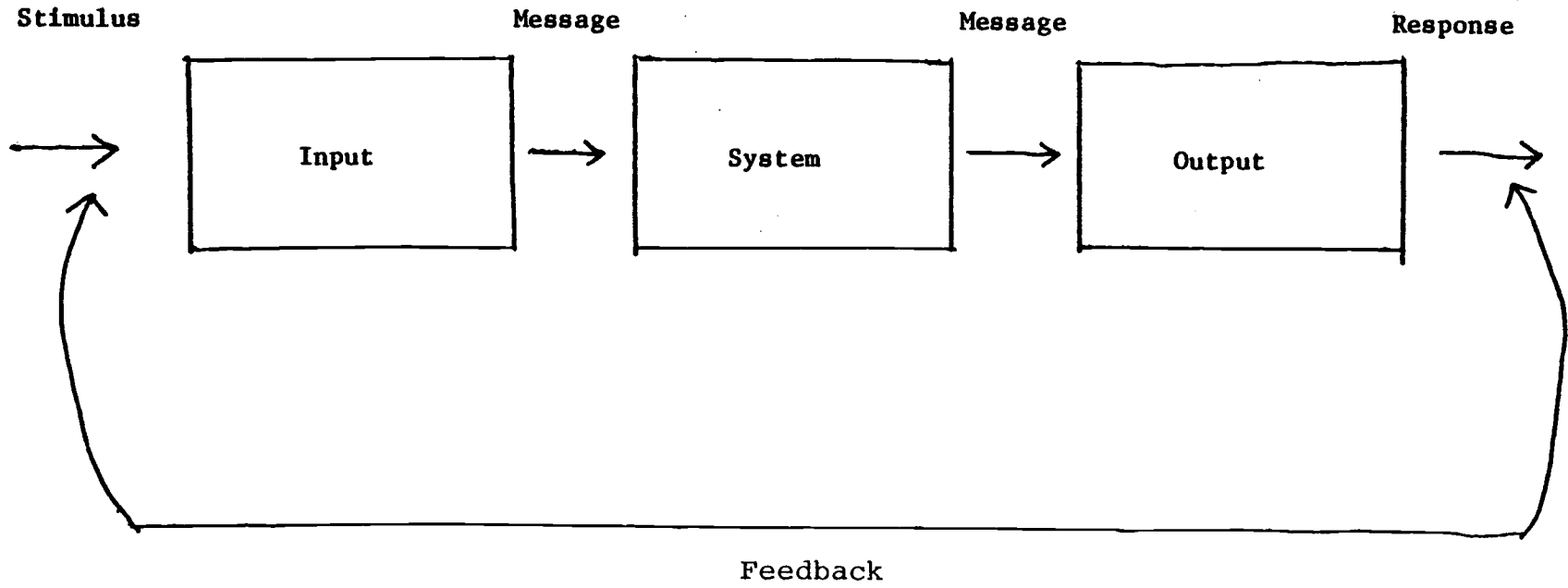
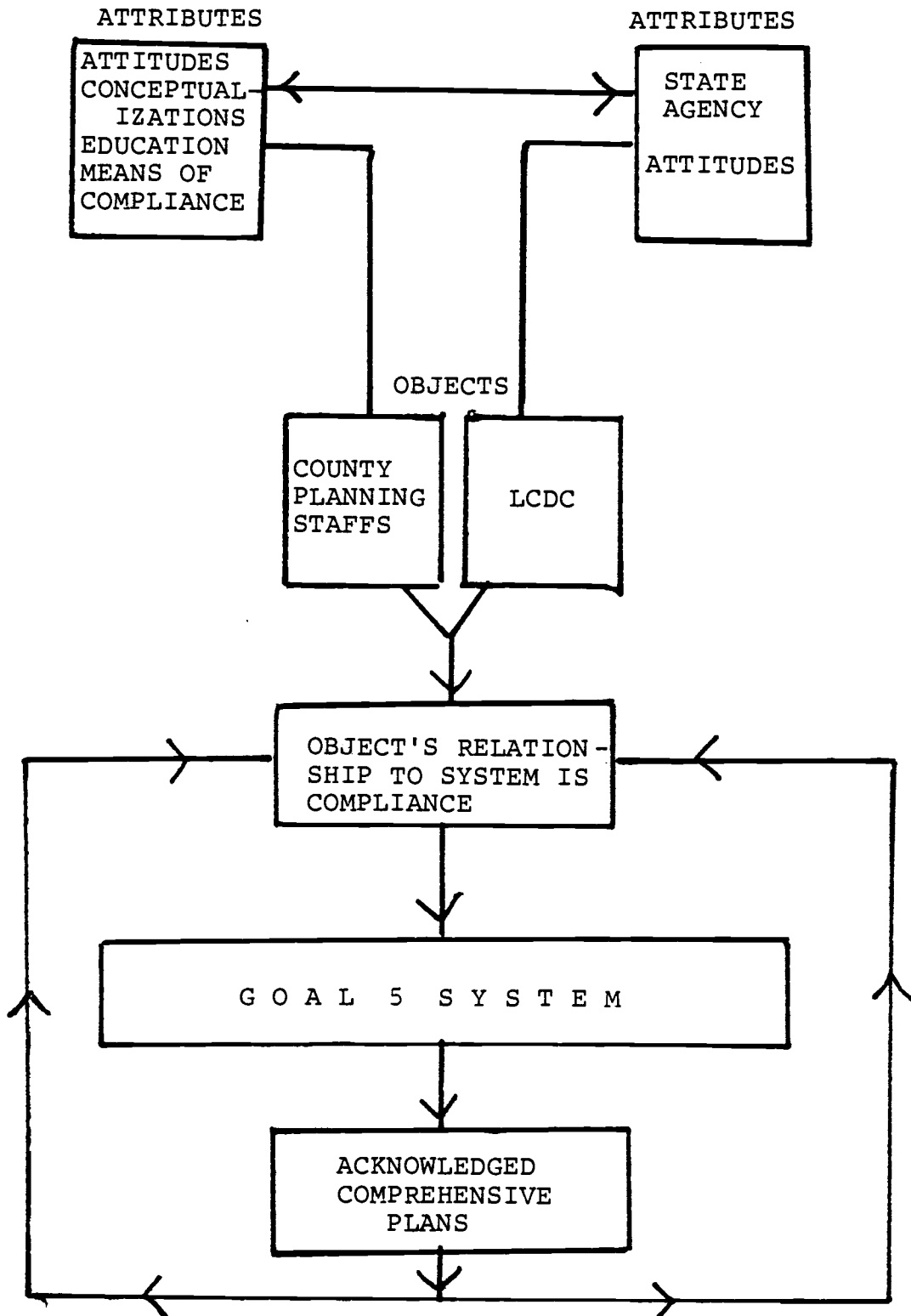




DIAGRAM II. GOAL 5 SYSTEM MODEL



have an important effect on the system; trivial or unessential relationships are excluded. Systems analysis may lead to a consideration of relationships that have previously been ignored or have not been identified (Ibid: 1968).

Having defined a system by its objects, attributes, and relationships, it is also necessary to introduce the notion of the environment of the system. The environment for a given system may be defined as: the set of all objects a change in whose attributes affect the system and also those objects whose attributes are changed by the behavior of the system (Buckley: 1968).

In a sense, the subdivision of a set of objects into two sets, system and environment, is arbitrary. Ultimately, it depends on the intentions and convenience of the one who is analyzing the system. From the definitions of system and environment it follows that a system can be subdivided into subsystems. Objects belonging to one subsystem may also be part of the environment of another subsystem. Alternatively, elements of a system may themselves be systems of a lower order. This applies a hierarchial order of systems (McMillan and Gonzalez 1968:3).

One technique for studying a system is to focus on the detailed behavior of the various subsystems (microscopic behavior); another method is to study the behavior of the system as a whole (macroscopic behavior).

For the purpose of this study, the system is treated in terms of its macroscopic behavior. The environment is Senate Bill 100; the system is considered to be the cultural resources elements of Goal 5.

The components or objects of the system are LCDC and the county planning staffs represented by the six counties used as case studies. LCDC's attributes are that it is a state agency with coercive powers, and the attitudes toward cultural resources elements of the staff. The counties' attributes for Goal 5 compliance are: attitudes toward goal; conceptualizations of cultural area concept; educational backgrounds and expertise in area; and, methods and means of compliance.

LCDC's relationship to the system is influenced by its attributes; it is supportive in nature. LCDC's attitudes toward the system did, however, affect the system's goal achievement. In terms of resource management, LCDC assigned a low priority to cultural resources. LCDC's relationship with the various counties is also affected by county staff attitudes toward LCDC: generally where there is a low degree of support for LCDC in the county, there is a correspondingly low degree of interest in the system.

The relationships among the counties' attributes can be expressed as follows. County attitudes toward Goal 5 are affected by the planners' conceptualizations of the cultural area concept; generally, where the conceptualization and

understanding of the concept are clear, and where it is perceived to relate to living cultures and not those of the past, attitudes toward Goal 5 are usually positive.

The educational backgrounds and levels of expertise affect the attitudes toward Goal 5. Where education has been in social sciences and related areas, the corresponding attitudes are generally positive.

Means of compliance was not affected by planners' attitudes: the use of citizen advisory committees or outside consultants did not seem to be influenced by attitudes toward Goal 5.

The educational backgrounds of county staffs seemed to influence their understanding of the cultural area concept. Where education has been in social sciences, the perception of the concept is generally facilitated.

The educational background or level of expertise did not seem to affect the means of compliance. Of the two counties that contracted with an outside agency for additional information, the backgrounds of the clients are dissimilar. In the same respect, planners' conceptualizations of cultural areas did not affect the means of compliance: there seems to be no relation between the concept's time reference and method of complying to Goal 5.

The relationships between the counties' attributes and the system are as follows. Where attitudes toward Goal 5 are positive, compliance is generally more inclusive and of a higher quality than where attitudes are ambivalent or negative.

Where planners' conceptualizations of cultural areas are clear, compliance is again more inclusive. The educational backgrounds or levels of expertise also affect compliance to Goal 5: where backgrounds are in the social sciences, compliance is positively affected.

The means of compliance did not seem to affect compliance to Goal 5: the use of citizen advisory committees on the whole did not seem to mean much. Qualities of compliance responses were not affected either by their use or the practice of hiring outside consultants.

While the preceding has examined the basic units of the system and evaluated the relationships among its objects, the system of the cultural resources elements of Goal 5 is further characterized by certain properties. This system is considered to be a man-made system because even though it is composed of natural elements (people), it is purposely structured by man--it would not be in existence if it had not been legislated to be so. Man-made systems exhibit many of the properties possessed by natural systems; simple notions such as wholeness, adaptability, and compatibility have meaning for both types of systems (Buckley 1968:87).

An open system is one which exchanges materials, energies, or information with the environment. A system is closed if there is no import or export of energies in any of its forms, such as information, heat, physical materials, etc. (Buckley: 1968). A system may be closed if exchanges with the environment are cut off. This system is found to be

open because there has been exchange with the environment which includes factors external to the system itself, such as public opinion. While the exchange of energies (in this case, information) has been limited, it has nevertheless occurred in the form of legislated revisions to Goal 5. It is further considered to be an open system because attributes of the components such as attitudes are always subject to change.

Goal 5 exhibits a quality of wholeness in that every part is so related to every other part that a change in a particular part causes a change in all the other parts and in the total system (Buckley 1968:85). For example, a change in the mandatory nature of Goal 5 requirements would effect a change in its parts and in the system as a whole.

A centralized system is one in which one element plays a major or dominant role in the operation of the system. In this case, LCDC is the dominant element of the system.

Many systems show a quality called adaptation. Adaptive systems react to environmental changes in a way that permits the continued operation of the system. While its credibility as an adaptive system may be stretched, it is nonetheless adaptable to environmental changes. Changes in the environment, i.e. public opinion, have created situations of tension and stress for the components of the system but the system had adapted and continues to operate.

Closely related to the concept of adaptation is the notion of stability. Attributes through time will take on different values. At any point in time the state of the system may be described by observing the current value of those attributes (McMillan and Gonzalez 1968:5). A system is stable with respect to certain of its variables if they remain constant or tend to remain within defined limits. An adaptive system maintains stability for all those variables which must, for favorable operation, remain within limits. In this case, the attributes of the objects, counties, must remain within limits, as must certain other variables such as lack of interest in the goal, low priority of goal elements of budgets, lack of expertise, and monies to acquire it, and the vague quality of goal requirements. While these values to the system are high, they have remained more or less constant. In this aspect, the system is stable. In the sense that these variables are not confined within limits by the system, the system is unstable.

Optimization means adapting the system to its environment to secure the best possible performance in some respect. Optimum performance in one respect does not necessarily mean optimum performance in another; it is a question of intent on the part of the system planner. Often the factor of interest in an optimization problem is economic (Buckley 1968:88). Cultural resource management can be optimized by applying a statewide perspective; counties,

however, generally do not respond well when required to perceive these resources in this manner. For the state (LCDC), optimum treatment of resources management is a state perspective; for the county, it is a local one.

In the system, the conscious intentions of the participants are an important factor. A stable system implies a degree of harmony and coordination among the participants. Participants must communicate with each other in order to have shared intentions. Communication has some meaning for the participants--there can be no communication without meaning (Turney-High 1968:184). Communication of the shared intention leads to goal formation which is influenced by the intentions of the individuals and the environmental constraints under which they operate (Buckley 1968:446).

In the system of cultural resource elements of Goal 5, a degree of harmony among some of the participants did exist and communication did take place--at the beginning of the system operation. Communication between LCDC and the public, in the form of public meetings, led to Goal 5 formation which reflects the interactions of both. The major inhibiting factor to a stable system is the point that not all the participants communicated and had shared intentions. County planning departments (which, on the basis of interviews, this author assumes to be primarily responsible for planning policy and implementation) were not consulted at the onset of the system, nor were they given an opportunity to communicate



their ideas about the goal formation. Goal 5, then, does not reflect the intentions of all participants. The mandatory nature of the goal elements requirements becomes an environmental constraint which together with the lack of shared intentions, has led to an unstable system in some aspects.

Conflict can emerge in the goal formation which may be reduced by introducing controls in the form of information feedback. This is valid for the entire planning process, from goal formation to implementation. Information feedback systems are the portions of output of processes that are introduced as input to influence future states; information is fed back for purposes of control in the system (McMillan and Gonzalez 1968:5). Feedback is a means by which self-regulation is achieved by providing data about where one stands now and whether the field has changed significantly.

Goal 5 formulation created conflict among those required to participate in goal response. Feedback at this point would have shown this. If at all possible, goals should reinforce each other, not conflict (Turney-High 1968:281). That some participants felt the goals to be conflicting would also have been demonstrated at this point. Additionally, Buckley suggests that conflict reduction is facilitated if goals are formulated in terms of acceptable levels, rather than in terms of optima, and if the criterion of goal achievement is external and objective, rather than subjective and open to dispute (1968). After each step, feedback follows, leading

to an alteration, if necessary of the general plan. Feedback would have suggested that perhaps the goals were formulated in terms of optime, creating conflict and resentment at the county level of participation. At the state level, feedback would have determined that the criteria of goal achievement were subjective and open to dispute. In other words, the goals were not operative.

Because this information-feedback system did not operate effectively, LCDC and Goal 5 could be compared with the "captain who hears that his course is too much to the left, rushes to the wheel, turns it to the right and having done so, goes happily to dinner. In the meantime, his boat goes around in circles." (Buckley: 1968)

If it cannot be judged whether an action has led forward or backward, if there is no criterion for evaluating the relation between effort and achievement, there is nothing to prevent wrong or unrealistic conclusions. To be effective, a planning program must have an information-feedback mechanism linked with the fact-finding, goal foundation, and action processes of the program. The feedback has to occur so that a discrepancy between the desired and the actual direction leads "automatically" to a correction of actions or to a change of planning (Buckley 1968:442).

In summary, the characteristics postulated by cybernetic theory for self-regulating systems have their correlates in human organizations (Buckley 1968:448). In the case of Goal 5 compliance, of particular importance are

the role of LCDC in controlling the mode and quality of responses of the counties and the use of multiple feedbacks in the design of the system.

## VII. SUMMARY, CONCLUSIONS, AND IMPLICATIONS

### Summary and Conclusions

A new concept of land is emerging in this country-- the old way of viewing it in strictly economic terms as a commodity now has been expanded to include the concept of land as a resource. With this new approach to conceptualizing land, the planning of land uses has increased. What was previously the jurisdiction of local governments in Oregon now is regulated by the state. Local governments are no longer allowed to wander aimlessly along the path to controlled growth and the management of natural and cultural resources. Land use regulation in Oregon now must meet specific standards or goals established by the Land Conservation and Development Commission. The nineteen goals and guidelines adopted by LCDC in a large part reflect the new way of looking at land: they provide means by which growth is controlled in the state and also a program by which cultural resources can be planned and managed.

LCDC accomplishments are limited to some extent to the level of acceptance of goals by the local governments. This is illustrated by state response to federal goals and county response to state goals comparisons. The State of Oregon is comprised of regions with a high degree of local

pride and stubbornness and people in them resent state control and interference. That there have been many attempts on the part of local officials to ignore SB 100 and to abolish LCDC is indicative of the strong feelings along this line. Nevertheless, state interest in historic and cultural preservation is a positive step toward realizing that, ultimately, planning is for people. For the counties to disregard this attitude on the part of the state is a step backwards. Financial assistance to the state was provided by the federal government who in turn assisted local governments with some money to help meet requirements of SB 100. In most cases, Goal 5 was low priority in terms of local budgets. County interest in prehistoric sites is minimal; most did not even mention them when responding to Goal 5. Admittedly, there are many problems associated with prehistoric site inventories, but a total neglect shows a strong lack of concern on the part of many counties.

Since 1969 when Senate Bill 100 was passed, state land use legislation has become increasingly complex and goal-oriented. In contrast, county planning departments generally feel that land use regulation requirements are too complex, too involved to be applied in a workable manner. Voluntary responses to the spirit of Senate Bill 100 by county governments are few; most local planning departments are mainly concerned with meeting goal requirements. The original LCDC commissioners expected more of a good faith effort on the part of local governments. It was felt that this was an area of

concern to which quality responses would be made. For the most part, they were mistaken. As a result, the goals are becoming more strongly worded and more precisely legislated.

The first draft of the planning goals and guidelines, drafted in October, 1974, did not include the historic sites and cultural area elements for Goals. The final draft, completed one month later on November 30, 1974, included these components.

According to Dorothy Anderson, LCDC Commissioner at that time, this inclusion reflected a desire on the part of the citizenry to be included in the early planning process. The commission felt that the suggestions provided by the citizens were valid and good. One of these stemmed from a concern about the Indian populations of the State of Oregon-- those that are living and those of the past. So the elements, historic sites and cultural areas were included in the planning goals and guidelines. Historic sites and structures were intended by the commissioners to include prehistoric sites and structures. This definition of the historic element of the goals does not enjoy that consensus of opinion at LCDC today; each plan reviewer has his own interpretation.

What is meant by cultural areas is rarely understood. To understand fully such a concept requires background or experience in the social sciences, especially in anthropology. A relevant social science background is uncommon among those who plan cultural resource management programs. In order to utilize the concept of cultural areas, one must

first understand it. Planners generally lack much of the content base for compliance to content specific goals. It must, therefore, be acquired or ignored. Unfortunately, most planning departments choose the latter course. For the state to require the compliance to goals which contain aspects little understood on the local level is bad--for it to ignore non-compliance in this area is worse.

At the state level, too, there is little comprehension of the cultural area concept. Those involved in the plan review process also lack the experience or background necessary for understanding. Therefore, the evaluating techniques of plan reviews is limited to a consideration of historic sites and structures. It seems absurd that LCDC has required an element of Goal 5 that the staff does not fully understand or possess the means for an adequate evaluation.

That this situation may be analogous with respect to other aspects of Goal 5 or other goals is quite possible. This condition has increased the level of local government resentment of state interference in land use planning and resource management.

The systems analysis pointed to certain factors involved in the three processes studied: (1) the character of the beginning situation, (2) some happenings bringing about certain change, and (3) a study of the end situation to see the actual effect of the happenings on the beginning situation.

The factors were defined and addressed by answering the following questions concerning planning posed by Buckley (1968):

- (1) can it be shown before instituting a plan that all significant factors have been taken into account?
- (2) are we sure that we can predict all possible interactions of factors, even when we have complete knowledge of them?
- (3) granted that a new and better stable system can be predicted, can an acceptable transition be devised?
- (4) can we take adequate account of the reflexive effect of knowledge and planning on the actions of the planned and planners?
- (5) can we persuade men to accept change?
- and
- (6) will any plan we adopt have adequate self-correcting mechanisms built into it.

LCDC did not adequately take into account such external factors to the system of Goal 5 requirements such as public opinion, economics, political power, and judicial rulings; neither did it adequately consider the relationships of the county planner's attributes (attitudes, conceptualizations of requirements, education, and means of compliance).

Transition to a new and better system was provided by a new administrative ruling. It was not, however, acceptable to all parties, either involved as internal elements or external factors to the system. This will be discussed in depth in the postscript section.



All possible impacts of Goal 5 requirements upon the counties were not considered by the commission. It predicted that the requirements would be met and that the counties would be responsive to the directed change. The commission did not foresee that, in most cases, the county planning departments would assign a low priority to the cultural resource elements of Goal 5. LCDC also did not predict that it too would be placed in a difficult position of insufficient means for any adequate evaluation of county responses.

The conflict and resentment of the state at the local level was not recognized by information--feedback systems early enough in the planning process to correct for deficiencies or make plan alterations that might ameliorate the conflict condition. Instead of resolution, conflict was increased with the passing of time, making communication between the state and local governments a difficult task--a situation which could only harm the quality of responses of compliance and the planning process in total.

### Implications

The ultimate purpose of a planning program is to establish a body of sound information, public goals, criteria, standards and policy guidelines with which an organizational structure can plan for the future with today's resources. The management of resources must proceed in a

manner that will preserve and enhance the environment and will be beneficial to public and private interests.

The planning consultant firm of Skidmore, Owings, & Merrill, Portland, has stated that:

In the past, planning efforts were essentially directed towards the encouragement of economic development and growth. Mankind knows that concentration solely on economic development can lead to environmental degradation and ultimately to a reduction of economic growth because, by the misuse of resources and the pollution of the environment, the survival of man himself is threatened. Also, it is known that economic considerations alone can, on occasion, run counter to cultural needs in relation to other social activities and the amenities that make life worth living.

The ethic of growth is increasingly being challenged; it is no longer accepted unquestionably as a premise of progress. The effects of growth on the quality of life are being questioned more and more frequently. Thus, a planning program must be balanced in all aspects of consideration; the social and cultural elements, as well as the ecological and economic aspects, must be evaluated with a view toward harmony.

With an awareness and intricate understanding of the environments in which we live, a planning program can be formulated that will reflect current needs and future potentials. Just as the natural environment must maintain diversity in order to be stable and survive, so must the cultural. A challenge to the traditional growth ethic of this country does not mean cultural sterility and degradation; on the contrary, an understanding of the cultural heritage

and contemporary social and cultural conditions of an area could direct planning policies toward diversity and the health of an area. But the well-being of an area cannot be achieved without the informational base upon which policies must rely.

A comprehensive plan is by nature, all-encompassing. It serves as a policy guide which coordinates the plans of all areas so that they complement each other over time to form a balanced whole for maximum efficiency. In formulating such a plan, the influences of all known natural and cultural factors are identified and evaluated in terms of an area, and of the context of the entire region (Skidmore, Owings & Merrill 1973:5). Without such a plan, it would be impossible to build consistently upon what was done in the past in order to meet future needs. The essence of life is growth and change in which the present is only a stage in the natural evolution toward the future. It must be understood that the relationship of man to nature is not static but dynamic in character. By studying this relationship of past cultures, it can be determined why some resources are used and developed and why others are ignored. A study of the past may reveal general principles of human behavior that can aid in the planning of present resources (Skidmore, Owings & Merrill 1973:6).

Anthropologists can make a large contribution toward this effort with the unique perspective they possess and the implementation techniques they employ. Anthropology as a

discipline has traditionally not been included in the planning process; yet its orientation toward cultural resources places it in an advantageous and unique position in relation to planning policy formulation, review and evaluation.

The contribution of social scientists is illustrated by Vincent Ostrum in his article "The Social Scientist and the Control and Development of Natural Resources" in which he makes a plea for an interdisciplinary effort toward the solution of resource problems and for a greater utilization of the social scientist (Wilkinson and Cole 1967:14). He states:

At both the research and political levels, fuller information and analyses are needed to provide more adequate control of data, critical review of operating and policy assumptions, better understanding of the relationship of human behavior to resources administration, and more careful analysis of the social consequences of action in programs to control and develop natural resources.

The nature of social scientists' contributions to resource management programs and planning is reported further by Singh and Wilkinson (1968:33):

Wade Andrews (Andrews 1966) also advocates the sociological analysis of natural resources as a phase of planning. He says that while natural resources per se are not sociological phenomena, human social systems, patterns of behavior, motivation, values and attitudes associated with and structured around these resources are social behavioral functions of great importance to society. He says that the sociological study of natural resources will not only enrich sociological theory, but will provide knowledge that is rapidly becoming one of the paramount interests in the society as a whole.

Planning Goal 5 requires a data base to be composed of, among others, historic and cultural area resources. This requirement is not misplaced. The process by which we plan for future resource management and development should include historical patterns and contemporary cultures as considerations. The problem of delineating cultural resources is therefore not one that can be solved by providing a definitive list of sites (Dickens and Hill 1978:21). The delineation of cultural resources is an ongoing process. It is not always clearly understood as such. Plans are frequently made as an end in themselves instead of as a tool to guide planning decisions that might arise as conditions change, for they will change. The key to initiating an ongoing planning process is the design of all plans upon which a sound knowledge of the natural and cultural resources is based.

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## APPENDICES

## APPENDIX A

## POSTSCRIPT:

## GOAL 5 AMENDMENTS AND REVISIONS

Goal 5 of LCDC's Statewide Planning Goals and Guidelines has recently undergone certain revisions; a result of feedback and open systems. An administrative rule (OAR 660-16-000), adopted as a temporary rule May 1, 1981, became effective May 8, 1981. It was adopted as a final rule June 26, 1981 and became effective in its final form and was filed with the Secretary of State on June 9, 1981. Oregon Administrative Rule (OAR) 660-16-000 was developed by the LCDC staff, approved by the Commission and has the effect of being law.

The administrative rule is the result of controversy concerning Goal 5. A task force to a special sub-committee to the Commission was established to inquire into and alleviate problems concerning Goal 5 application. Controversy centered around the timber industry's confusion concerning the general nature of Goal 5 resource inventories, and the timing of conflicting uses resolution in the planning process.

Prior to September, 1980, local jurisdictions were required to rely upon The Nature Conservancy's inventories

of natural areas for compliance to the natural area element of Goal 5 requirements. After this date, reliance upon The Conservancy's resource inventories was no longer required because it was recognized by the timber industry and LCDC that The Conservancy's inventories were too general in its resource descriptions. Non-reliance applied to all Goal 5 resources. The LCDC's changes in the requirements for complying with this element created confusion among planners and angered industry and led to a revision of the Goal 5 inventory requirements documentation.

Since LCDC's definitions of inventory descriptions were also vague, comprehensive plans, previous to the new rule, were allowed to respond with non-specific resource site inventories. The timber industry of Oregon was concerned that such non-specific descriptions of resource elements could result in unnecessary negative impacts upon timber activities taking place on forest lands. For example, inventories of natural and wildlife areas were sometimes described only as being located in a certain land section. The natural or wildlife areas might in reality concern only 100 acres, but since a section of land is 640 acres, the total section would be impacted. The possibility that timber activities would not be allowed in an entire section because of conflicting uses indentified by the plan existed.

The 1981 task force addressing Goal 5 compliance requirements concluded that clarification and standardization of resource inventory descriptions was needed. OAR 660-16-000

in part resolves this situation by requiring site-specific inventories where possible.

The preceding issues have created much controversy, some of which have been resolved by OAR 660-16-000.

The new rule is easily understood and for this reason is included almost in its entirety. For additional aid to understanding, this author has added emphasis and called attention to certain elements of the rule which are new requirements for compliance acknowledgement. Emphasis is indicated by continuous underlining (\_\_\_\_\_), while new requirements are indicated by broken underlining (\_ \_ \_ \_).

OAR 660-16-000 states:

"A "valid" inventory of a Goal 5 resource under OAR-660-16-000 (1C) must include a determination of the location, quality, and quantity of each of the resource sites. Some Goal 5 resources (e.g., natural areas, historic sites, mineral and aggregate sites, scenic waterways) are more site-specific than others (e.g., groundwater, energy sources). For site-specific resources, determination of location must include a description or map of the boundaries of the resource site and of the impact area to be affected, if different. For non-site-specific resources, determination must be as specific as possible.

The determination of quality requires some consideration of the resource site's relative value, as compared to other examples of the same resource in at least the jurisdiction itself. A determination of quantity requires consideration of the relative abundance of the resource (of any given quality). The level of detail that is provided will depend on how much information is available or "obtainable."

The inventory completed at the local level, including options OAR-660-16-000 (1A), (1B) and (1C), below, will be adequate for Goal compliance unless it can be shown to be based on inaccurate data, or does not adequately address location, quality or quantity. The issue of adequacy may be raised by the Department or objectors, but final determination is made by the Commission.

Based on data collected, analyzed and refined by the local government, as outlined above, a jurisdiction has three basic options:

(1A) Do Not Include on Inventory

Based on information that is available on location, quality and quantity, the local government might determine that a particular resource site is not important enough to warrant inclusion on the plan inventory, or is not required to be included in the inventory based on the specific Goal standards. No further action need be taken with regard to these sites. The local government is not required to justify in its comprehensive plan a decision not to include a particular site in the plan inventory unless challenged by the Department, objectors or the Commission based upon contradictory information.

(1B) Delay Goal 5 Process

When some information is available, indicating the possible existence of a resource site, but that information is not adequate to identify with particularity the location, quality and quantity of the resource site, the local government should only include the site on the comprehensive plan inventory as a special category. The local government must express its intent relative to the resource site through a plan policy to address that resource site and proceed through the Goal 5 process in the future. The plan should include a time-frame for this review. Special implementing

measures are not appropriate or required for Goal 5 compliance purposes until adequate information is available to enable further review and adoption of such measures.

The statement in the plan commits the local government to address the resource site through the Goal 5 process in the post-acknowledgment period. Such future actions could require a plan amendment.

#### 1(C) Include a Plan Inventory

When information is available on location, quality and quantity, and the local government has determined a site to be significant or important as a result of the data collection and analysis process, the local government must include the site on its plan inventory and indicate the location, quality and quantity of the resource site (see above). Items included on this inventory must proceed through the remainder of Goal 5 process.

#### (2) Identify Conflicting Uses

It is the responsibility of local government to identify conflicts with inventoried Goal 5 resource sites. This is done primarily by examining the uses allowed in broad zoning districts established by the jurisdiction (e.g., forest and agricultural zones). A conflicting use is one which, if allowed, could negatively impact a Goal 5 resource site. Where conflicting uses have been identified, Goal 5 resource sites may impact those uses. These impacts



must be considered in analyzing the economic, social, environmental and energy (ESEE) consequences.

(2A) Preserve the Resource Site

If there are no conflicting uses for an identified resource site, the jurisdiction must adopt policies and ordinance provisions, as appropriate, which insure preservation of the resource site.

(2B) Determine the Economic, Social, Environmental and Energy Consequences

If conflicting uses are identified, the economic, social, environmental and energy consequences of the conflicting uses must be determined. Both the impacts on the resource site and on the conflicting use must be considered in analyzing the ESEE consequences. The applicability and requirements of other Statewide Planning Goals must also be considered, where appropriate, at this stage of the process. A determination of the ESEE consequences of identified conflicting uses is adequate if it enables a jurisdiction to provide reasons to explain why decisions are made for specific sites.

(3) Develop Program to Achieve the Goal

Based on the determination of the economic, social, environmental and energy consequences, a jurisdiction must "develop a program to achieve the Goal." Assuming there is adequate information on the location, quality, and quantity of the resource site as well as on the nature of the conflicting use and ESEE consequences, a jurisdiction is

expected to "resolve" conflicts with specific sites in any of the following three ways listed below. Compliance with Goal 5 shall also be based on the plan's overall ability to protect and conserve each Goal 5 resource. The issue of adequacy of the overall program adopted or of decisions made under (3A), (3B), and (3C) below may be raised by the Department or objectors, but final determination is made by the Commission, pursuant to usual procedures.

(3A) Protect the Resource Site

Based on the analysis of the ESEE consequences, a jurisdiction may determine that the resource site is of such importance, relative to the conflicting uses, and the ESEE consequences of allowing conflicting uses are so great that the resource site should be protected and all conflicting uses prohibited on the site and possibly within the impact area identified in OAR 660-16-000 (1C). Reasons which support this decision must be presented in the comprehensive plan, and plan and zone designations must be consistent with this decision.

(3B) Allow Conflicting Uses Fully

Based on the analysis of ESEE consequences and other Statewide Goals, a jurisdiction may determine that the conflicting use should be allowed fully, notwithstanding the possible impacts on the resource site. This approach may be used when the conflicting use for a particular site is of sufficient importance, relative to the resource site.

Reasons which support this decision must be presented in the comprehensive plan, and plan and zone designations must be consistent with this decision.

(3C) Limit Conflicting Uses

Based on the analysis of ESEE consequences, a jurisdiction may determine that both the resource site and the conflicting use are important relative to each other, and that the ESEE consequences should be balanced so as to allow the conflicting use but in a limited way so as to protect the resource site to some desired extent. To implement this decision, the jurisdiction must designate with certainty what uses and activities are allowed fully, what uses and activities are not allowed at all and which uses are allowed conditionally, and what specific standards or limitations are placed on the permitted and conditional uses and activities for each resource site. Whatever mechanisms are used, they must be specific enough so that affected property owners are able to determine what uses and activities are allowed, not allowed, or allowed conditionally and under what clear and objective conditions or standards. Reasons which support this decision must be presented in the comprehensive plan, and plan and zone designations must be consistent with this decision.

#### (4) Post-Acknowledgment Period

All data, findings, and decisions made by a local government prior to acknowledgment may be reviewed by that local government in its periodic update process. This includes decisions made as a result of OAR 660-16-000 (1A), (2A), and (3). Any changes, additions, or deletions would be made as a plan amendment, again following all Goal 5 steps.

If the local government has included in its plan items under OAR 660-16-000 (1B), the local government has committed itself to take certain actions within a certain time frame in the post-acknowledgment period. Within those stated time frames, the local government must address the issue as stated in its plan, and treat the action as a plan amendment.

#### (5) Landowner Involvement

The development of inventory data, identification of conflicting uses and adoption of implementing measures must, under Statewide Planning Goals 1 and 2, provide opportunities for citizen involvement and agency coordination. In addition, the adoption of regulations or plan provisions carries with it basic legal notice requirements. (County or city legal counsel can advise the planning department and governing body of these requirements.) Depending upon the type of action involved, the form and method of landowner notification will vary. State statutes and local charter provisions contain

basic notice requirements. Because of the nature of the Goal 5 process as outlined in this paper it is important to provide for notification and involvement of landowners, including public agencies, at the earliest possible opportunity. This will likely avoid problems or disagreements later in the process and improve the local decision-making process in the development of the plan and implementing measures.

As the Goal 5 process progresses and more specificity about the nature of resources, identified conflicting uses, ESEE consequences and implementing measures is known, notice and involvement of affected parties will become more meaningful. Such notice and landowner involvement, although not identified as a Goal 5 requirement is in the opinion of the Commission, imperative.

#### (6) Policy Application

OAR 660-16-000 is applicable to jurisdictions as specified below:

##### Category 1

Compliance with OAR 660-16-000 is required prior to granting acknowledgment of compliance under ORS 197.251 and OAR 660-03-000 through OAR 660-03-040 for those jurisdictions which:

- a. have not submitted their comprehensive plan for acknowledgment as of the date of adoption of this rule.

- b. are under denial orders as of the date of adoption of this rule.
- c. are not scheduled for review prior to or at the June 1981 Commission meeting.

### Category 2

Compliance with OAR 660-16-000 is required as outlined below for those jurisdictions which:

- a. are under continuance orders adopted pursuant to OAR 660-03-040.
- b. are scheduled for review at the April 30/ May 1, May 29, or June 1981 Commission meetings.

For these jurisdictions a notice will be given to all parties on the original notice list providing a 45-day period to object to the plan based on OAR 660-16-000.

OAR 660-16-000 will be applied based on objections alleging violations of specific provisions of the rule on specific resource sites. Objections must be filed following requirements outlined in OAR 660-03-000 through OAR 660-03-040 (Acknowledgment of Compliance Rule). Where no objections are filed or objections are not specific as to which elements of OAR 660-16-000 have been violated, and on what resource sites, the plan will be reviewed against Goal 5 standards as they existed prior to adoption of OAR 660-16-000.

Jurisdictions which receive acknowledgment of compliance (as outlined in ORS 197.251) at the April 30/ May 1, 1981 Commission meeting will not be subject to review procedures outlined above, but will be treated as other previously acknowledged jurisdictions.

COMPARISON OF OLD AND NEW GOAL 5  
POLICY INTERPRETATIONS\*

<u>New</u>	<u>Old</u>
1A No requirement to include unimportant sites on plan inventory, but noninclusion of a site can be challenged.	Same as new.
1B No requirement to include on plan inventory those sites which possibly exist, or for which quality, quantity and location information is extremely limited.	Inconsistent interpretations; generally not required to include on regular plan inventory.
Such sites must be included in plan as a "special category."	No comparable requirement.
Must adopt plan statement to proceed through Goal 5 process in the future.	Goal 5 process applied at the time conflicting uses are proposed.
No special interim policies or implementing measures required.	Interim protection policies and review mechanisms required.
1C Include on plan inventory, with information on quality, quantity and specific location.	Same as new, but less specificity and level of detail required.
2 Must identify conflicting uses for each site.	Inconsistent interpretations; generally not required; where required, level of detail very general.
2A Manage to preserve original character where no conflicting uses are identified.	Same as new, but not enforced.

- |  |   |
|--|---|
| 2B ESEE consequences must be determined for each site for which a conflicting use is identified. Consequences must be presented in the plan. | Not required to be documented in the plan.  |
| 3A Preserve site; decision must be documented; policies and implementing measures required.  | Same as new, but documentation not required.  |
| 3B Allow conflicting use fully; decision must be documented; policies and implementing measures required.                                    | Same as new.  |
| 3C Limit conflicting use; decision must be documented; policies and implementing measures required; standards must be clear and objective.   | Same as new; but documentation not required; less clear standards accepted.                   |
| 4 Eliminated.  | Put off decision on site to post-acknowledgment; procedures and clear standards not required. |

\*Source: Claire Puchy, LCDC Staff.



Implications

In its temporary form, OAR 660-16-000 included as a "temporary rule finding" the following statement:

"The failure of the Commission to act promptly will result in serious prejudice to the public interest in that there is a need to clearly set forth the Commission's interpretation of Statewide Planning Goal 5 and the requirements for application of that interpretation, and a need to inform local units of government involved in the land use planning process as soon as possible of the Commission's interpretation of Goal 5."

While the task force established by the Commission recognizes the "catch-all" quality of Goal 5, it does not feel that LCDC should redefine or reorganize the entire Goal at this point. Since all comprehensive plans not already acknowledged for compliance on or before April 30/ May 1, 1981, are subject to OAR 660-16-000, those jurisdictions nearing completion of their comprehensive plans now must meet additional requirements and more precise standards in order to comply. This additional work is generally resented by local governments coming at this late stage of the planning process.

Senate Bill 100 did not clearly specify LCDC's responsibility in the post-acknowledgement process; Chapter 748, Oregon Laws 1981 (House Bill 2225), spells out

the Commission's responsibility more clearly and defines the State's rule after plans have been acknowledged.

While the new administrative rule does resolve some of the controversial issues surrounding Goal 5, complete agreement on the part of all concerned is not the case. Whereas the timber industry wanted resolvment of conflicting uses prior to acknowledgement by LCDC, the new administrative rule still allows for conflict resolution in the post-acknowledgement process. House Bill 2225 of the 1981 Oregon Legislative Assembly states that post-acknowledgement resolution may take the form of an amendment to the acknowledged comprehensive plan and if it is consistent with specific related land use policies contained in the acknowledged comprehensive plan, the amendment shall be considered to be in compliance with the goals. A land use decision other than an amendment to an acknowledged comprehensive plan is subject to review for consistency with the acknowledged comprehensive plan.

Comprehensive plans are affected by the periodic review process by which acknowledged plans are subject to review in two-five year cycles. Those types of Goal 5 resources that will require more precise policies or inventories will be relegated to the review process. Local jurisdictions may want the comprehensive plans to be more precise later--a condition that the timber industry does not support. Periodic reviews are also necessary because

even though there may not be conflicting uses now, there might be later. The periodic review process assures that the planning and management of resources is an on-going and responsive process. Implications of the rule for cultural resources appear to be more profound concerning archeological sites than for historic sites or buildings, since the latter are generally more site-specific and are already known, whereas archeological sites presumably may still be discovered. That compliance is based on a plan's overall ability to protect and conserve each resource is an indication that a definitive list of sites is not enough.

According to a member of the LCDC Staff, problems of statewide land use programs include the uniqueness of local communities and resource management in areas where future discoveries of resources may necessitate plan revisions. He feels that the cumulative effect of planning and the review process may result in more stringent standards.

## APPENDIX B

## Definitions of Planning Terms

**Comprehensive Plans:** A generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county, or special district that interrelates all functional and natural systems and activities relating to the use of lands.

"Comprehensive" means all inclusive, both in terms of the geographic area covered, and environmental, social, economic, institutional, and aesthetic considerations of the area covered by the plan.

**Goals:** Required basis for all land use decisions relating to a specific subject.

**Guidelines:** Suggested directions aiding local governments in the goal implementation process.

**Archeological Resources:** Those districts, sites, buildings, structures, and artifacts which possess material evidence of human life and culture of the pre-historic and historic past.

**Historic Resources:** Those districts, sites, buildings, structures, and artifacts which have a relationship to events or conditions in the past.

**Historic Areas:** Any land with sites, structures, and objects that have local, regional, statewide or national historical significance.

**Cultural Area:** Refers to any area characterized by evidence of an ethnic, religious, or social group with distinctive traits, beliefs, and social norms.

## APPENDIX C

## Comprehensive Plans and Background Reports

- Benton County Comprehensive Plan, Benton County Planning Department. 1979.
- Benton County Background Report: Open Space, Scenic and Cultural Resources. December, 1979.
- Clatsop County Comprehensive Plan, County-Wide Elements and Community Plans. August 29, 1980.
- Grant County, Oregon. 1980 Comprehensive Plan (revised 3/4/81). Prepared by A. R. Dick Brown.
- Linn County Comprehensive Plan, Linn County Planning Department. 1980.
- Marion County Comprehensive Land Use Plan, Marion County Planning Department. June 1980.
- Marion County Historic Society and State Parks History Background Report. June 1980.
- Natural, Cultural and Historic Resources in the Salem Urban Area: Mid-Willamette Valley COG. 1976.
- Open Spaces, Scenic and Historic Areas, and Natural Resources Background Report for the 1980 Linn County Comprehensive Plan.
- Polk County Comprehensive Plan, Department of County Development Planning Division. August 1978.
- Polk County Comprehensive Plan Background Report V: Natural Resources. September, 1978.
- Salem Urban Area Comprehensive Plan, Mid-Willamette Valley COG with participation by City of Salem, Marion County and Polk County. August, 1978.

## APPENDIX D

## Legislation

Federal

Organic Act of 1897  
Act for Preservation of American Antiquities of 1906  
Historic American Sites Act of 1935  
National Trust for Historic Preservation - 1949  
National Historic Preservation Act of 1966  
Transportation Act of 1966  
National Environmental Policy Act of 1969  
Executive Order 11593 - 1971  
Archeological Conservation Act of 1974  
Federal Historic Preservation and Tax Reform Act of 1976  
American Folklife Preservation Act of 1976

State

Senate Bill 10  
Scenic Waterway Act of 1970  
Senate Bill 100  
ORS 358.475  
ORS 271.710  
ORS 97.740  
ORS 273.990

## APPENDIX E

## List of Personal Contacts

Charlie Woods	Grant County Planning Director	April 1981
Arleigh Islay	Grant County Extension Agent	April 1981
Curtis Schneider	Clatsop County Planning Director	May 1981
Dorothy Anderson (telephone)	Member - Original Commission	May 1981
Dale Jordan	Polk County Planning Director	May 1981
Jim Owens	Polk County Coordinator	May 1981
Russ Neebon	Marion County Planning Director	May 1981
Steve Michaels	Linn County Associate Planner	May 1981
John de Tar	Linn County Assistant Planner	May 1981
Dave Spencer	Benton County Planning Department	May 1981
Claire Puchy	LCDC Plan Review Specialist	Continuous
Lloyd Chapman	LCDC Plan Review Specialist	April 1981
Jim Jacks	Associate Planning Director, Oregon Business Planning Council	July 1981
Roger Kirshner	LCDC Information Coordinator	Sept. 1981