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Columbia-Willamette Region Comprehensive Plan: Discussion Draft: Summary and Explanation

Columbia Region Association of Governments

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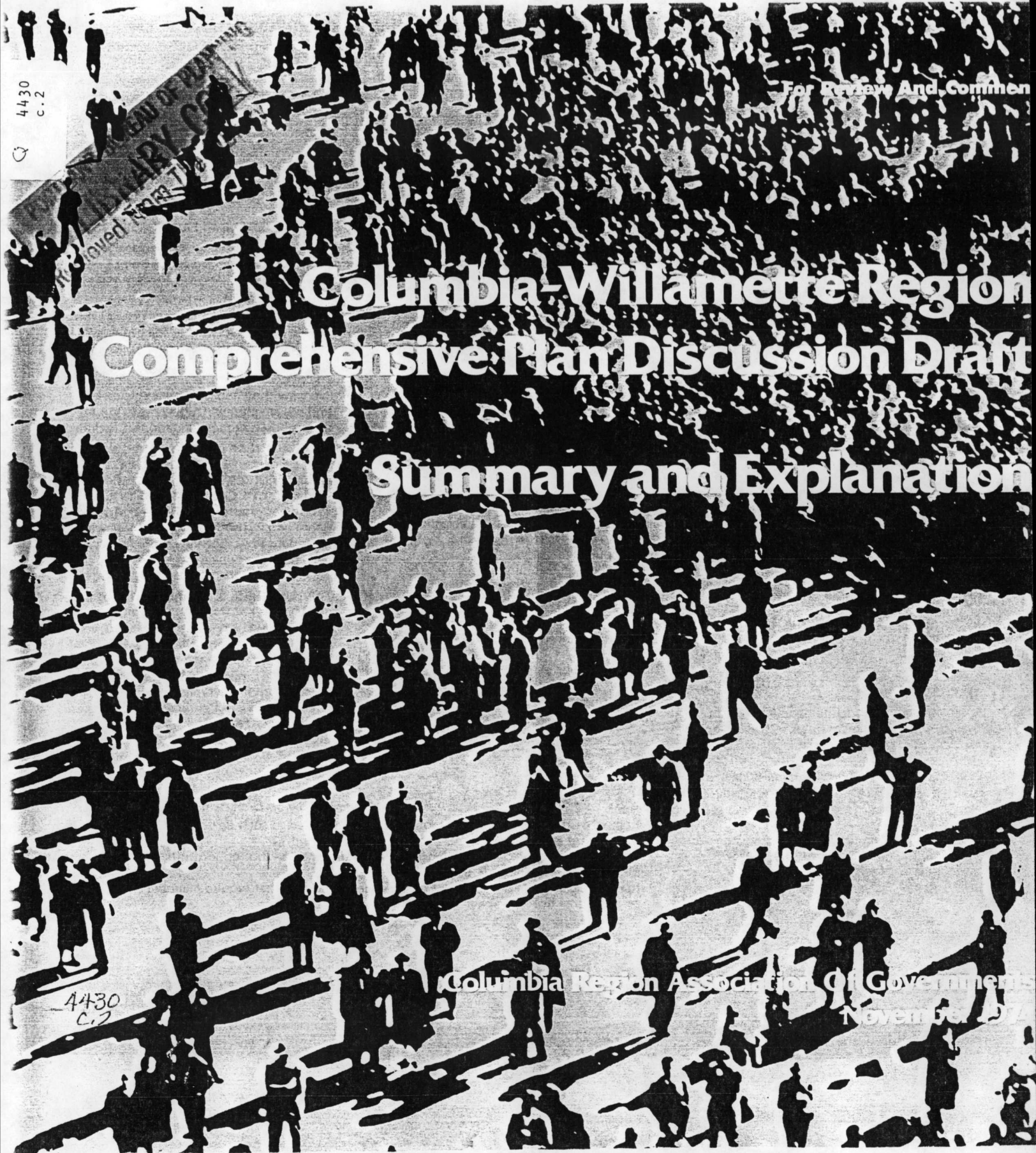
For Review And Comment

Columbia-Willamette Region Comprehensive Plan Discussion Draft Summary and Explanation

Columbia Region Association Of Governments
November 1972

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Growing Pains

People Problems

The Columbia-Willamette Region: 4,400 square miles of mountains, forests, rivers, farm land, small communities and sprawling metropolitan development; a region encompassing Clackamas, Columbia, Multnomah and Washington counties in Oregon, and Clark County in Washington State.

Population of the region in 1970: 1,038,000.

It's a pretty nice region to live in, whether you live in Vernonia, Vancouver, Molalla, Yacolt, Portland, or somewhere in between. But do you find yourself wondering sometimes if it will continue to be a nice place to live? There are problems even now; problems like traffic congestion, pollution, poverty, depletion of natural resources, energy shortages, crime, unemployment, and more. They're *people problems*: they involve people; they're caused by people; they'll be solved by people. And, in general, they're problems that tend to get bigger and be harder to solve as population increases.

If present trends of population growth continue, there could be as many as 2 million people living in the Columbia-Willamette Region by the year 2000—THAT'S TWICE THE PRESENT POPULATION, JUST 26 YEARS FROM NOW!

If the region has moderate people problems today, what's it going to be like 26 years from now with twice as many people around? Obviously, it could be pretty bad. But it doesn't have to be. There is ample evidence that the Columbia-Willamette Region can continue to be a nice place to live with a population of 2 million, IF we plan for and guide growth rather than simply allowing growth to happen.

Responding To Problems

In an effort to provide for growth with quality, local governments in the Columbia-Willamette Region are cooperatively involved in directing preparation of a comprehensive plan for the region. The task began in 1971. Initial work involved formulation of broad goals and policies, examination of the region's physical and social setting, development of alternative patterns for regional growth, and additional preliminary research. A report, "Planning in the CRAG Region: An Appraisal and New Direction," published by the Columbia Region Association of Governments in September 1972, described this beginning step.

Stage two of the planning process involved refinement of goals and policies and detailed study of growth alternatives (described in "Planning in the CRAG Region: The Second Step," published in July 1973), followed by formulation of preliminary guidelines for growth. With publication this autumn of a "Discussion Draft" of the proposed "Columbia-Willamette Region Comprehensive Plan" the third step in the planning effort is underway.

The "Discussion Draft" itself is a thick volume, loaded with detail, maps and background data. Printing even a limited quantity is expensive. Yet, wide public

distribution of the draft is essential so it can be changed to reflect the thoughts and hopes of residents of the region, as well as those of public organizations, local governments and professional planners.

In order to provide necessary broad exposure for the major concepts of the proposed plan, the Columbia Region Association of Governments has prepared the publication you're now reading. It provides a general overview. Key concepts are explained, findings are summarized, and the full text of the proposed recommendations is included.

The "Discussion Draft" has not been reviewed by the Board of Directors or General Assembly of the Columbia Region Association of Governments. The local government representatives who serve on the Board and in the Assembly are reviewing the draft right now. Letting them know how you feel about the topics involved will aid them in deciding what changes need to be made.

This publication is not the "Discussion Draft" itself. Copies of the "Discussion Draft" are available for study at city halls, courthouses, public libraries, and college and university libraries throughout the region, as well as at the office of the Columbia Region Association of Governments, 527 S.W. Hall Street, University Center Building, Portland (Phone: 221-1646).

The key issues in the *Discussion Draft of the Columbia Region Comprehensive Plan* involve:

1. Focusing urban development in areas already committed to such development, and away from agricultural and forest resource areas—see pages 8, 9 and 12.
2. Focusing the density of development within urban areas so that opportunities for public transit are enhanced—see pages 8, 9, 12 and 15.
3. Identifying areas and activities of region-wide importance that require planning and regulation on a regional basis—see page 14.

Your Response

What's needed now is *your* response. Read this summary and explanation, then let your feelings be known. The back page contains a questionnaire and space for comments. Use it.

The "Columbia-Willamette Region Comprehensive Plan," once finalized and adopted, will affect the future of every resident of the region. And you want a voice in your future. Don't you?

In the "Discussion Draft," many elements have doubtlessly been over- or under-emphasized, or even missed altogether. Your response can help get the plan onto the right track. Also, many details of the plan are not yet worked out—the "Discussion Draft" is just that: a *draft* for *discussion*. Again, your response can help guide the process of refining the details.

Comments on the concepts and recommendations of the "Discussion Draft of the Comprehensive Plan" received by the Columbia Region Association of Governments, by February 15, 1975, will aid in preparation of a second draft of the proposed plan which will be published by mid-1975. Later responses will be reviewed in relation to further plan development and intensive public discussion, leading to preparation of a final version of the plan which is to be adopted in mid-1976.

Whether you fill out the questionnaire or not, *do* review this summary and let your response be known. Your local officials would appreciate hearing from you. And the planning staff of the Columbia Region Association of Governments is anxious to hear your comments, answer your questions, and provide additional information. Speak up: your attitudes, opinions and knowledge *can* make a difference.

Published November 1974 by Columbia Region Association of Governments, 527 S.W. Hall Street, Portland, Oregon 97201. Executive Director, Larry Rice; Deputy Director, Dr. A. McKay Rich; Project Director, Lyle Balderson; Project Coordinator, Robert G. Blakesley. Report editing and production: Stan Bettis and Associates, Publications Consultation and Production.

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We Must Plan And Take Action As A Region

We all like to believe that "Our town is perfectly capable of looking out for its own future," and that "What they do across the river is no business of ours." The truth is, however, that within any of the nation's 243 large, complex metropolitan areas, few people can honestly subscribe to such views without qualification. The residents of Vancouver know full well that what Portland does across the Columbia River is very much indeed their business. No community—be it in the center of Portland or in the countryside 50 miles away—can assume its future is secure merely because its own planning has been done.

Roughly 1 million people share the 4,400 square miles of the Columbia-Willamette Region as their home. Each inhabitant is, for good or ill, a member of a regional community knit together by countless social, economic, cultural and political ties. We read the same newspapers and listen to the same radio and television stations; we cross paths in shopping centers or movie theaters miles from our places of residence. The region's work force shuttles back and forth from practically every inhabited corner of the region. We tend to scarcely notice the communities, towns and political boundaries that we pass through in these daily migrations to earn a living.

The economic linkages within the area are demonstrated by commuting patterns. Of the 358,000 persons working in the region in 1970, 202,000 worked in Portland. But a significant proportion of those workers did not reside in the city: 45% of them lived elsewhere in the region. Similarly, 12,000 of the 43,000 employed persons living in Clark County worked in the Oregon portion of the region. Approximately 4,300 Oregon residents worked in Clark County.

In other words, residents in the region tend to consider the region as a single job market. Businessmen look to the regional labor force for workers, and may depend on the region as a whole for markets for their products and services.

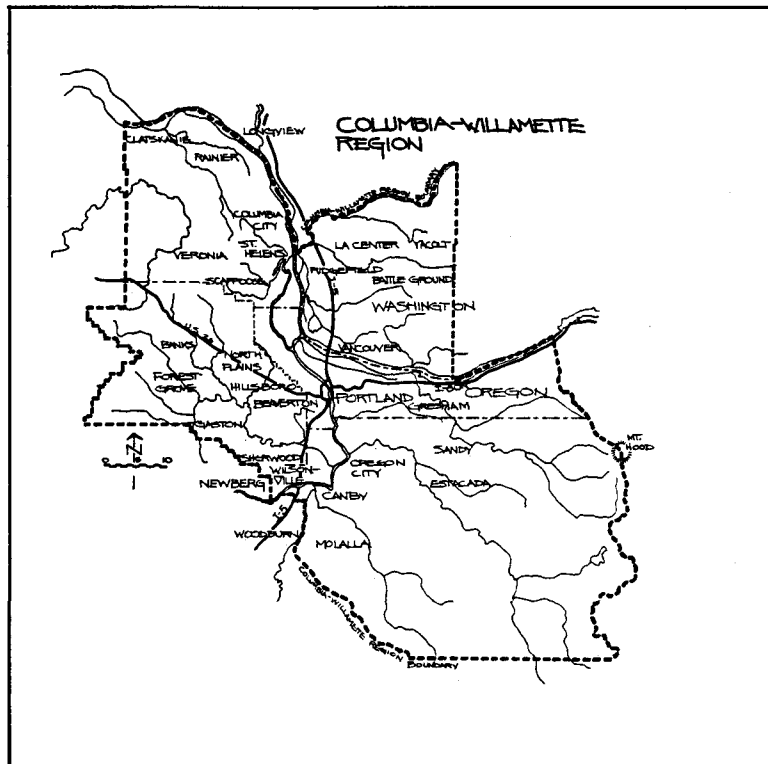
There are approximately 375 units of local government in the region. In addition to five counties and two states, there are 46 cities and numerous special districts. (Columbia County, which is not presently a member of

the Columbia Region Association of Governments, is part of the geographic area comprising the Columbia-Willamette Region.) There is a strong tendency for each of these jurisdictions to view its problems as separate and distinct from the problems of neighboring jurisdictions. But the facts counter such viewpoints. In the last decade, the physical space separating the region's communities has been shrinking; 22 of the region's 46 cities now have boundaries adjoining those of another city. Air pollutants generated in Camas assault the noses of Gresham residents. A speeding motorist seeking to elude police in Oregon City creates danger on the streets in

Gladstone and Milwaukie. And when Johnson Creek floods, it begins with run-off intensified by new building in Gresham, then picks up momentum as it passes through unincorporated sections of Multnomah County, floods parts of Portland, inundates homes in Clackamas County, and finally brings out the sandbag brigades in Milwaukie. It's all but impossible for any community, however small or remote, to secure its water supply or dispose of wastes without bumping into neighboring interests.

Possibly the most urgent reason underlying local government willingness to plan and act with concern for regional development is the

We live in one region and face interrelated problems and purposes; unilateral "our town" thinking can only limit the potential for growth with quality.



The Starting Point

costliness of providing major community services and facilities. A sewage treatment plant, training center for firemen, or solid waste recycling facility will normally offer significant savings if designed as part of a regional system serving more than a single community. In fact, rising costs are rapidly creating a situation where some facilities and services once regarded as routine simply can't be provided and adequately maintained by any single jurisdiction. Without regional planning and funding, libraries, recreation programs and the Portland zoo—to name just three examples—face increasingly bleak futures.

The day is gone, then, when it's realistic to allow unilateral "our town" thinking to limit the potential for growth with quality in the Columbia-Willamette Region. Recognition of this truth by local government officials and thoughtful citizens has been the key to development of a meaningful plan for the region, a plan that will maximize opportunity for effective, cooperative local planning and action by providing a background of region-wide goals and policies.

The "Columbia-Willamette Region Comprehensive Plan," once completed, will *not* be a substitute for local planning. On the other hand, it must be understood that local aspirations and regional realities may not always coincide. Just as there are over-riding state and federal interests, the interests of people living throughout the region will, on occasion, over-ride the interests of any one community. For example, development of an industrial plant or shopping center could be fully consistent with a local plan, but, because of its size, purpose or particular location, its impact on surrounding communities or the region as a whole might be distinctly negative. The development could lead to straining the regional transportation system, introducing widespread air or water quality problems, or creating demand for housing, utilities and schools in neighboring communities that are ill-prepared to meet such demands.

In short, the underlying purpose of the "Comprehensive Plan" must be to identify and secure agreement about goals and about areas and activities of regional significance, and to find ways to guarantee that these regional interests are not overlooked during detailed planning at the local level.

The basic concerns of the "Columbia-Willamette Region Comprehensive Plan" are *extremely* basic: population, economics, energy, natural resources, man-made resources, and environmental standards. Examination of these six factors provides a perspective on where we are now; a starting point.

POPULATION

As already noted, about 1 million people now live in the Columbia-Willamette Region. If the high rate of in-migration continues, and if fertility rates increase substantially over present levels, population could reach 2 million by the year 2000. If the rates are lower, an increase to at least 1.7 million is still in prospect, given identifiable economic trends, employment trends, and probable death rates. Changing national and world-wide economic and resource conditions could, however, affect regional population in ways not foreshadowed by present trends.

ECONOMY

The economy of the region is strong by the traditional measures of stability, diversity and growth. This strength is derived from the region's ability to attract numerous small and medium sized firms rather than a few giant industries, and from reliance on private investment rather than federal contracts or employment. Disastrous layoffs—such as those experienced in the Seattle area in relation to federally funded aerospace programs—are unknown in the region. If

identified economic indicators, migration rates, and birth and death rates turn out to be reliable, employment in the region by the year 2000 could reach 1.71 to 2.06 times the 1970 level.

ENERGY

We live in an era of energy uncertainty. Individual energy use has been increasing, and total energy consumption is growing so fast that the possibility of outstripping known sources is a serious concern. Unlimited availability and cost stability of fossil fuels, particularly oil, can no longer be assumed. The number of megawatt hours of electricity sold in Oregon nearly doubled between 1961 and 1971. The number of kilowatt hours used per customer increased 45% in the 10-year period, and 153% since 1951. The potential for developing additional hydropower sources is limited. The once-bright promise of nuclear power is tarnished—costs are higher than anticipated and construction of plants has been delayed by controversy. New energy sources are foreseeable, but development is years away and costs are unknown.

NATURAL RESOURCES

Forest and agricultural lands are the region's principal natural resources. Just over 27% of the 4,400 square miles in the region is in national or state forest. About 40% of the region is arable, with 583 square miles in agricultural use as of 1969. Local mineral resources have not figured significantly in the region's economy, although potentially

Where we are now:

Population: 1 million now; 1.7 to 2 million by year 2000.

Economy: strong; employment could increase 1.71 to 2.06 times 1970 level by year 2000.

Energy: consumption increasing so fast that known sources may be insufficient.

Natural Resources: forest and agricultural lands are principal natural resources.

Man-Made Resources: immense existing capital investment in facilities must increase as population grows.

Environmental Standards: environmental quality high now, but increasingly costly and difficult to maintain.

Figuring Out The Future

important deposits of iron and mercury are known to exist. The long-term trend has been away from economic dependence on the region's natural resources toward emphasis on secondary manufacture and services.

MAN-MADE RESOURCES

Buildings, streets, utilities, highways, docks, bridges, airports, and other improvements represent an immense capital investment in the Columbia-Willamette Region. This capital investment has been evolving for about 130 years, with marked expansion in the three decades since World War II. It extends over 267 square miles of urbanized area, and includes almost 300,000 housing units, water systems servicing 460 square miles, sewerage serving more than 160 square miles, and uncounted structures of every sort. Continuation of investment in new facilities will be required if a growing population is to continue to enjoy today's quality of life.

ENVIRONMENTAL STANDARDS

The quality of the environment in the Columbia-Willamette Region is relatively high compared to other urban regions. But the cost and effort involved in maintaining that quality are increasing constantly. And for every problem dealt with—such as pollution of the Willamette River—there are other problems awaiting solutions. The Tualatin River is unsafe for swimming because of pollution by sewage. Columbia Slough is severely affected by industrial wastes. Carbon monoxide levels in downtown Portland often exceed clean air standards.

Because of the need for constant effort to maintain environmental quality and correct the results of past neglect, new state and federal regulations have been enacted in recent years. Stringent standards are being set for air and water quality, noise levels, sewage and solid waste disposal, and public evaluation of the environmental impact of proposed projects. The full effects of these standards on development are still unclear, but it's obvious that costs of protecting the environment will increase and that development of industrial sites, commercial operations, public utilities, housing, parking facilities, and transportation systems can no longer occur with the degree of freedom that was known in the past.

Many future conditions that will affect the Columbia-Willamette Region are essentially uncontrollable because (1) they are related to events outside the region; (2) controls would be contrary to the ideals of a free society; (3) the forces of nature are capricious; (4) social and technological changes are unforeseeable; and (5) our knowledge is always incomplete. Future conditions can be accounted for in planning only by making assumptions about them.

The following assumptions are based on experience, knowledge about current conditions, projections of indicators that have proved reliable in the past, and weighing of probabilities. They are optimistic, but not unreasonably so. What could or might go *wrong* in the future is talked about often, but planning—to be of value—must be based on a realistic assessment of what could or might go *right* if we act effectively.

POPULATION

It is assumed that population growth in the region will level off and fluctuate at about the 2 million mark, sometime after the year 2000. This is the maximum population that can be supported if quality of life as we know it now is to be maintained. It is reasonable to design the "Comprehensive Plan" for a population stabilized at that level, and to use the plan as one instrument to achieve such stabilization. It's further assumed that state and federal policies and programs will support regional population stabilization goals.

ECONOMY

It is assumed that the region's economy will continue to be strong and diversified over the

long run, and that downward shifts will prove to be short-term variations in the long-term trend. Employment will increase as projected from the indicators examined, but overall economic growth will gradually shift from a basis of growth in numbers and exploitation of natural resources to a basis of growth in quality and recycling of resources.

ENERGY

Declining per capita energy use will force basic changes in life styles, activity patterns, and the use of land, unless one or more new energy sources prove adequate to meet demands at reasonable costs. It is assumed that development of new energy sources will offset serious shortages in available supplies and prevent disruptive changes.

NATURAL RESOURCES

It is assumed that natural resources in the region, particularly timber and agricultural land, will become increasingly important. Any serious local or world-wide shortages of natural resources that occur will be offset by recycling and the development of substitutes. Excessive consumption and depletion of resources will be curbed; scarce resources will be used more efficiently.

MAN-MADE RESOURCES

Population growth in the region will require continuing capital investments. It is assumed that investments will continue to be made in new construction, but an increasing share of needs will be met by renovation and expansion of existing capital facilities, in recognition of their value as resources for the future.

Assumptions about the future:

Population: can be stabilized at about 2 million.

Economy: will remain strong and diversified.

Energy: new sources will offset possible serious shortages.

Natural Resources: importance of forest and agricultural lands will increase.

Man-Made Resources: capital investment in facilities will continue; renovation and expansion of existing facilities will gain importance.

Environmental Standards: will not be relaxed.

Public Support: regional planning will receive public support and participation.

Plan Implementation: growth will be channeled in constructive ways.

Governmental Structure: governmental responsibilities and processes will be modified as necessary to achieve quality growth.

Choosing Our Destination

ENVIRONMENTAL STANDARDS

Increasingly strict state and federal standards for environmental quality are justified as population and industrial growth move us closer to the finite limits of air and water resources. It is assumed that standards will not be relaxed—although their enforcement may be delayed to allow for economic adjustments—and continued growth will make them increasingly difficult to meet.

PUBLIC SUPPORT

It is assumed that the public is concerned about the problems resulting from past and present growth trends in the region and will, therefore, support a plan that is not modeled after the unlimited urban sprawl of the past. The need for regional solutions to these problems must be fully appreciated, and there must be a high degree of public understanding of specific plan proposals, in order for the public to support a plan at the regional level. It is assumed that it will be feasible to achieve the extensive public participation and understanding necessary for acceptance of a regional plan.

PLAN IMPLEMENTATION

It is assumed that it will be feasible by public and private actions to resist pressures for continued urban sprawl and instead channel growth in constructive ways. An acceptable combination of conventional and new measures can be found. Improvement of public transit is a potential tool. Others are control of accessibility by automobile in certain areas, and approval or denial of the extension of utilities and other public services in accordance with the plan. Equitable ways of modifying the following kinds of factors will be found, so that such factors no longer promote land development patterns contrary to regional goals: rights and privileges of private property use, property tax laws, income tax laws, planning and zoning laws, mortgage and insurance practices, federal programs, land speculation, and tax base competition between local governments.

GOVERNMENTAL STRUCTURE

It is assumed that it will be feasible to achieve whatever new allocation of regional and local governmental responsibilities and streamlining of governmental processes are necessary to implement the plan.

General findings and assumptions provide a background for planning. You can think of them as a map of an area, showing landforms, routes, and possible obstructions. A map is not enough, however, if you want to take a trip—you need a destination, a goal. And so it is in planning; goals are needed to give direction to the planning effort. In addition, policies are required to indicate what routes should be followed to reach the goals.

In May 1973, the Executive Board of the Columbia Region Association of Governments, which is made up of representatives of local governments within the Columbia-Willamette Region, adopted a statement of goals and policies giving formal direction to preparation of the "Comprehensive Plan." This statement included four broad goals and policies, and a larger number of specific goals and policies. (The full statement can be found in "Planning in the CRAG Region: An Appraisal and New Direction," and in the "Discussion Draft of the Columbia-Willamette Region Comprehensive Plan.") The adopted goals are essentially consistent with emerging state land use goals. It's assumed, however, that modifications will be made in both the state and regional goals.

The intent of the four broad goals and policies, which set the basic framework for the "Comprehensive Plan," is summarized here. Although the goals and policies have been adopted, they must be readopted and are subject to modification if reactions by officials and the public indicate a need for changes.

GROWTH

We must achieve a balance between population growth, industrialization, and consumption and conservation of natural resources such that:

- renewable resources such as forests and farm land are maintained on a sustained-yield basis;
- non-renewable resources such as minerals and scenic qualities are not depleted in the

sole interest of satisfying immediate desires;

- quality of life is possible for everyone, in a social as well as material sense; and
- the widest possible range of options for the future is kept open.

SETTLEMENT PATTERN

We must achieve a pattern of urban and rural settlement, and uninhabited areas, which is in harmony with:

- the land's capacity to accommodate human activities, and its natural hazard areas;
- maintenance of the productivity of natural resources; and
- protection of unique features and areas of special public interest.

The settlement pattern must also accommodate growth in such a way that all public services can be provided efficiently and equitably, favoring areas already committed to urban development before opening up new areas.

URBAN-RURAL DIFFERENTIATION

We must achieve a recognizable and distinct difference between urban and rural settlement so that:

- the problems and needs of city life can be dealt with more effectively;
- room for a rural way of life is preserved; and
- agricultural land is preserved.

COMMUNITY IDENTITY

We must sharpen the individual identities of different communities and neighborhoods so that:

- the sense of belonging, pride in community, and public responsibility is strengthened;
- social interaction leading to citizen involvement in public affairs is increased; and
- two-way communication between citizens and government at a personal level is improved, so that better solutions can be found to both regional and local problems.

Mary, Mary, Quite Contrary, How Does Your Region Grow?

The goals and policies of the "Discussion Draft of the Columbia-Willamette Region Comprehensive Plan" refer again and again to the idea of balancing and separating distinct land uses. Before work on the "Discussion Draft" could advance to the stage of preparing specific recommendations, it was necessary to formulate a concept for growth that would relate the underlying ideas of the goals and policies to an actual physical pattern for growth in the region.

The task got underway by examining alternative growth patterns, including continuation of growth along present lines.

The present trend is exemplified by growth of the Portland-Vancouver urbanized area, which expanded by 76 square miles between 1960 and 1970; from 191 square miles urbanized in 1960 to 267 square miles urbanized by 1970. During the same decade, population density (average number of people per square mile) decreased in the urbanized area from 3,400 people per square mile to 3,100 people per square mile. If this trend continues, it appears that the region's future population will be spread relatively thinly across hundreds of square miles. Critically important forest and agricultural lands would disappear in a flood of suburban sprawl. Existing communities would be engulfed. Providing transportation systems, utilities and services would be prohibitively expensive.

The sketch map labeled "Business As Usual" illustrates the pattern of growth likely to develop if we allow the present trend to continue.

Seven alternatives to the present trend were originally investigated. Three of these appeared to offer particularly realistic hope for the future—giving consideration to both existing development and the goals and policies for future growth—so all three received intensive study and refinement.

The alternative eventually chosen and proposed in the "Discussion Draft of the Comprehensive Plan" is known as the "focused growth" concept (during the study period it was referred to as the "radial corridor" and "combination" concept). In broad terms, the "focused growth" concept proposes that future development be focused

in areas already committed to urban growth, including the Portland-Vancouver urbanizing area and selected outlying cities.

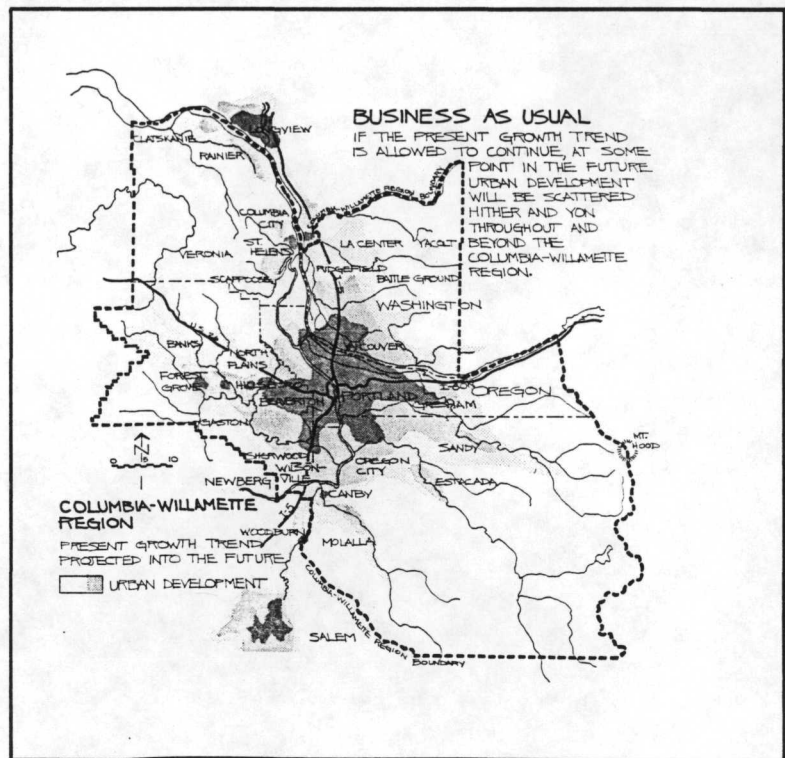
As shown by the second and third sketch maps, the focusing of growth will occur at two levels: (1) regional, and (2) urban.

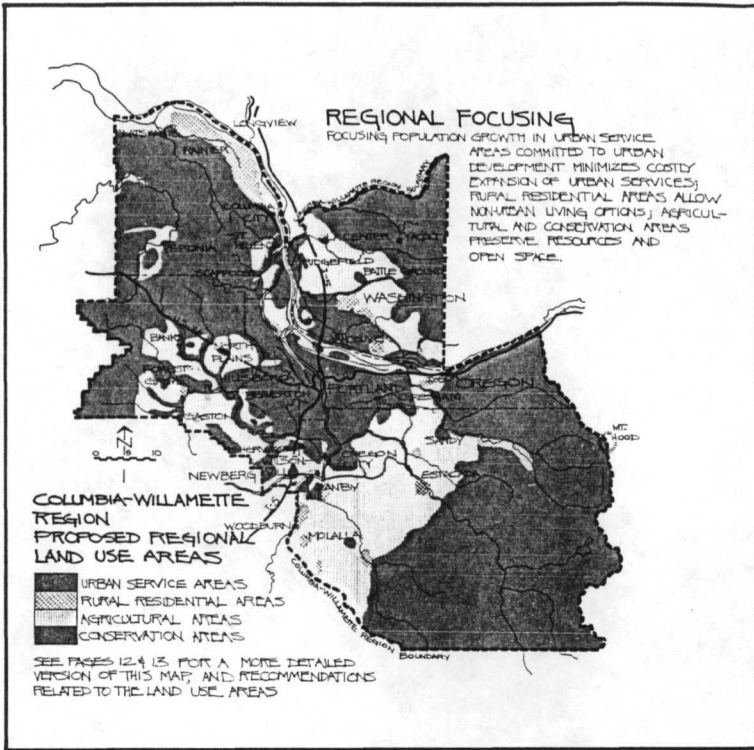
On the regional level, the focus will be on providing four distinct types of areas where development will be encouraged or discouraged. Basically, urban development would be encouraged in URBAN SERVICE AREAS; rural residential development would be allowed in RURAL RESIDENTIAL AREAS; residential usage would be discouraged in AGRICULTURAL AREAS and CONSERVATION AREAS. The concept of regional focusing is described in greater detail on pages 12 and 13.

The third sketch map provides a view of urban focusing. The basic concept is simple. Highest population densities would occur around the urban cores (downtown Portland,

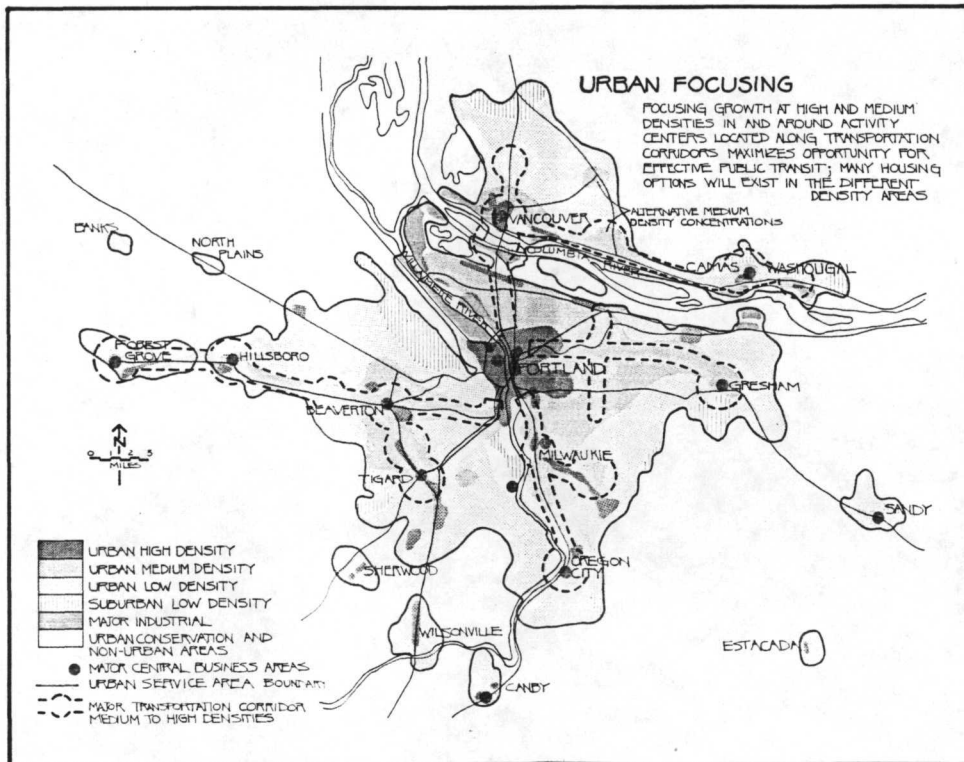
downtown Vancouver). Medium density development would be focused in clusters aligned along broad transportation corridors extending outward from the cores. Relatively low density development would flank the medium density areas. (The map indicates relative densities only; exact density recommendations are under study.) The urban focusing proposal provides maximum opportunity for the development of effective public transit and controls urban sprawl by increasing population densities within areas committed to urban development, yet leaves residents with a broad choice of where and how to live within the region.

Overall, the "focused growth" concept provides protection for forest and agricultural lands, and stresses separation of individual communities with open space. It also provides for the focusing of public investment in community facilities within areas of urban concentration, so that the value of such investments is maximized.





NOTE:
 THE "REGIONAL FOCUSING" AND "URBAN FOCUSING" MAPS PROVIDE A VERY GENERALIZED ILLUSTRATION OF THE "FOCUSED GROWTH" CONCEPT--LARGE SCALE DETAILED MAPS WILL BE AVAILABLE FROM THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS.



Getting Down To Brass Tacks

Specific Findings and Recommendations

Returning to an earlier example, if you regard a goal as a destination for a journey and a policy as the route selected to reach the goal, then recommendations can be thought of as specific instructions for following the route—where to stop for gas, where to eat, and what speed to maintain.

The "Discussion Draft of the Columbia-Willamette Region Comprehensive Plan" contains recommendations regarding land use, population, areas and activities of regional significance, transportation, recreation and open space, water quality management, solid waste management, regional community facilities, bikeways, and implementation. On this page and the following seven pages, the full text of the proposed recommendations is presented. Each section of recommendations is preceded by a brief summary of specific findings related to the subject.

It's important to remember that the recommendations presented in the "Discussion Draft" have *not* been reviewed by the Board of Directors or General Assembly of the Columbia Region Association of Governments. The local government representatives who are members of the Board and the Assembly are reviewing the recommendations right now. Letting them know how you feel about the recommendations will aid them in deciding what changes need to be made and what additional recommendations are required.

Specific actions for the future are spelled out in the recommendations; they must be reviewed and revised with precision and care.

People, People Everywhere?

FINDINGS (SUMMARIZED)

- There are limits to the region's ability to absorb increasing numbers of people while maintaining at least the quality of life we know today.
- There is evidence that we can have air and water quality, quality outdoor recreation, maintenance of scenic and other natural values, and management of all renewable resources on a sustained-yield basis, with as many as 2 million people in the region given effective planning at all levels of government. There is no assurance beyond that point. Over-use of the natural environment is already evident in some areas, such as popular camping, swimming, fishing, hunting, and wilderness areas.
- Population growth in the region has occurred in an increasingly scattered pattern. Population losses in older central areas have been more than offset by increases spotted around the urban fringe. In the last two decades, a group of 60 census tracts in older areas of Portland lost almost 35,000 people; in the past 10 years, four of the most rapidly urbanizing outlying sectors of the region increased by 135,000; almost all rural areas experienced growth. The result has been a consistent decline in overall urban population density.

RECOMMENDATIONS

- To maintain a balance between growth and resources, the "Comprehensive Plan" should be designed to accommodate a stabilized population fluctuating at about 2 million.
- To conserve options for the future, measures should be taken as soon as possible to slow population growth and curb unnecessary consumption of energy and other resources. Recommended measures include:
 - provision of public information about the consequences of growth, prospective shortages of resources and family planning;
 - land use restrictions;
 - tax incentives and penalties;
 - job training and placement programs for the resident labor force to reduce the need to hire workers from outside the region and to minimize local unemployment;
 - promotion of slow-growth policies at state and federal levels;
 - changing existing codes and ordinances to promote more efficient use of energy.
- To foster resource conservation, enhance community identity, and promote a compact urban settlement pattern requiring less dependence on the automobile, the "Comprehensive Plan" should be designed for an overall increase in urban density of about 25% over 1970.
- For similar reasons, the "Comprehensive Plan" should be designed to maintain rural densities at no more than twice what they were in 1970, allowing for a period of adjustment to a stabilized non-urban land use pattern.

What Uses On What Land?

FINDINGS (SUMMARIZED)

- The impact of the scattering of urban development throughout the rural countryside is the region's most serious land use problem. This impact includes:
 - loss of prime farm land that may eventually be needed for food production (for instance, between 1960 and 1970 the urbanized area expanded by 76 square miles, 64 square miles of which were generally well-suited for farming);
 - decreased efficiency of remaining farm operations due to breaking up of agricultural tracts and the imposition of uses incompatible with farming and non-farm-related taxes;
 - setting the stage for deterioration and obsolescence of established cities and their downtowns by attracting new investment to locations outside existing commercial areas (this investment might otherwise have gone to their revitalization), by narrowing their tax bases and weakening their economies.
 - high costs of extending urban services to scattered users;
 - excessive use of energy and other resources for transportation because of long home-to-work distances and excessive reliance on the automobile;
 - dispersal rather than focusing of activities, and weakening of "sense of place," both of which are crucial to community identity and social responsibility.

RECOMMENDATIONS

- A broad regional land use framework should be adopted as a guide for all detailed or local land use planning in the region, following a "focused growth" settlement pattern concept.
- The regional planning framework should provide for and identify four specific types of land use areas as the major means of focusing growth and limiting urban sprawl:
 - URBAN SERVICE AREAS
 - RURAL RESIDENTIAL AREAS
 - AGRICULTURAL AREAS
 - CONSERVATION AREAS
- Land uses and activities in each area should be subject to regional performance standards designed to achieve regional goals for that type of area.
- Provision of public facilities and services should be limited to those which reinforce the

goals for the area in which they are to be located.

- Planning and regulation of uses and activities which are not expressly identified as regional by the "Comprehensive Plan" and which fit the intent of the regional framework, should remain entirely in the hands of local jurisdictions.

- The regional planning framework should include broadly defined activity and density patterns within URBAN SERVICE AREAS, generally following a "focused growth" concept; that is, patterns that emphasize greater activity and density along broad corridors extending outward from the urban center. Within URBAN SERVICE AREAS there should be:

- a variety of housing choices and a range of urban densities;
- visually distinct neighborhoods and communities;
- major commercial centers, major industrial and other employment centers, major community service facilities, and regional parks and open space; and
- concentrated clusters of vacation or second homesites requiring more than rural public services.

- Within URBAN SERVICE AREAS, the full range of urban public services should be provided as needed, including public transportation, social services, public water meeting applicable health standards, sanitary and storm sewers, and fire and police protection. Street lighting and sidewalks or pedestrian ways should be required in higher density areas, and other city amenities (such as bus shelters) should be favored. General purpose municipalities should have primary responsibility for providing such services; annexations should be favored where plans for the orderly extension of services have been developed. Site sizes for homes should generally be less than one-half acre.

- Within RURAL RESIDENTIAL AREAS, development should be limited to rural population densities which are sufficiently low that urban levels of public services should never become necessary. Public services should be limited to police protection by county and state police, fire protection appropriate for rural development, and other rural services such as irrigation and control of flooding and noxious weeds.

Counties and special districts should retain primary responsibility for public services; annexations to cities should be disapproved except where preceded by amendment of the "Comprehensive Plan" to transfer such areas to an URBAN SERVICE AREA designation.

Zoning and subdivision regulations should establish minimum lot sizes based on soil suitability for septic tanks and existing land ownership patterns, with no new lots to be created which are smaller than five acres or which have a frontage of less than 300 feet. Only one dwelling unit should be allowed per parcel.

Rural service uses (such as rural stores and gas stations) should be dealt with in zoning regulations as uses requiring special location and design review.

- Within AGRICULTURAL AREAS, conservation of the agricultural land resource should have priority. Development should be limited as in RURAL RESIDENTIAL AREAS, except that a minimum parcel size of 40 acres should be required for new land partitioning or subdividing for other than agricultural purposes. Exclusive farm zoning should be used in these areas. Uses needed for agricultural support (such as canneries) should be dealt with in local zoning regulations as uses requiring special location and design review.

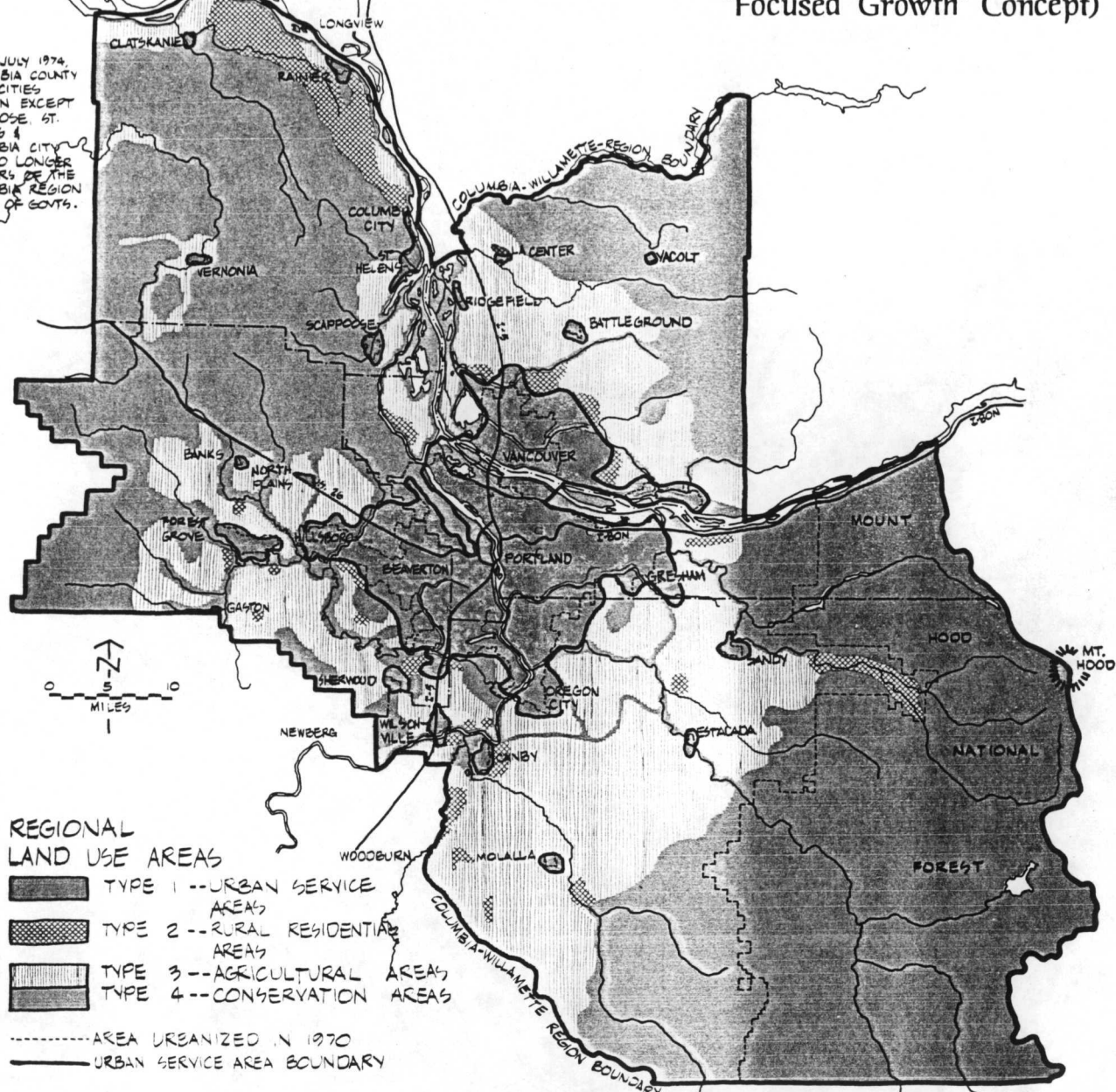
- Within CONSERVATION AREAS, conservation of all natural resources should have priority, although other activities (such as outdoor recreation) should be provided for as needed, so long as they are compatible with resource protection. Only public services related to CONSERVATION AREA goals should be provided. Partitioning and subdividing of land generally should not be allowed, except where justified by resource management needs or compatible recreation facility needs (such as campgrounds or ski areas, but not vacation homesites requiring public services meeting urban standards, which should be designated in URBAN SERVICE AREAS). Necessary intensive uses (such as sawmills, mining operations and recreation facilities) should be dealt with in zoning regulations as uses requiring special location and design review.





(Note: The map on the facing page is reproduced from the "Discussion Draft of the Columbia-Willamette Region Comprehensive Plan.")

COLUMBIA-WILLAMETTE REGION FRAMEWORK PLAN

(Based on the
"Focused Growth" Concept)

AS OF JULY 1974,
COLUMBIA COUNTY
& THE CITIES
THEREIN EXCEPT
SCAPPOOSE, ST.
HELENS &
COLUMBIA CITY
ARE NO LONGER
MEMBERS OF THE
COLUMBIA REGION
ASSOC. OF GOVS.



- REGIONAL
LAND USE AREAS**
-  TYPE 1 -- URBAN SERVICE AREAS
 -  TYPE 2 -- RURAL RESIDENTIAL AREAS
 -  TYPE 3 -- AGRICULTURAL AREAS
 -  TYPE 4 -- CONSERVATION AREAS
- AREA URBANIZED IN 1970
 ———— URBAN SERVICE AREA BOUNDARY

NOTE: THIS MAP IS ILLUSTRATIVE ONLY; LARGE SCALE MAPS (1"=2000') TO BE AVAILABLE FROM THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS SHOW DETAILS FOR INDIVIDUAL AREAS

Areas And Activities That Affect Us All

FINDINGS (SUMMARIZED)

- Every resident of the Columbia-Willamette Region is a member of a regional community with shared problems and opportunities, in addition to having local community ties. Countless social, economic, cultural and political ties knit the regional community together, evidenced by intra-region commuting, shopping and recreational travel patterns.
- Commercial areas such as downtown Portland, Lloyd Center and Washington Square draw customers from throughout the region. In the case of recreational travel, only 10% of the recreation-oriented trips by Washington County residents were to destinations within that county, according to a 1970 survey. Corresponding figures for Multnomah, Clackamas and Columbia counties were 23%, 43% and 31% respectively.
- Transportation problems and air and water quality problems cross city and county boundaries and hence require more than local solutions.
- In recognition of the existence of shared regional interests, Senate Bill 769 enacted by the 1973 Oregon Legislature authorized and directed the Columbia Region Association of Governments to, "Designate areas and activities having significant impact upon the orderly and responsible development of the region and establish rules and regulations for the development, use and control of such areas and activities." (ORS 197.755)
- Overlap and duplication of planning and implementation by the many government agencies in the region can be eliminated by mutual agreement on specific areas and activities of regional significance.

RECOMMENDATIONS

- Areas and activities of regional significance should be designated according to specific criteria, including:
 - more than one jurisdiction is impacted;
 - the natural environment or resource base is significantly affected, particularly unique aspects that cannot be duplicated or replaced;
 - regional population distribution or density patterns are significantly affected;
 - regional transportation patterns are significantly affected;
 - there are potential conflicts with regional or state goals, policies or plans.
- Designated areas and activities and the applicable rules and regulations should be included in the "Comprehensive Plan" for the region.
- Administrative procedures for the designated areas and activities should be developed from the following guidelines:
 - where an approved local plan meets regional goals for an area or activity of regional concern, the Columbia Region Association of Governments will defer to local decisions concerning such area or activity;
 - if a local plan approved by the Columbia Region Association of Governments is not in effect, the Association will be responsible for areas and activities of regional concern until a local plan is in effect.
- The following geographic areas should be designated as AREAS OF REGIONAL SIGNIFICANCE:
 - Lands adjacent to fixed-route transportation systems.
 - Lands adjacent to solid waste disposal sites.
 - Areas with high erosion or runoff potential.
 - Watersheds supplying domestic water.
 - All rivers, streams and other water bodies.
 - Islands in the Columbia and Willamette Rivers.
 - The Columbia River Gorge.
 - The Willamette River Greenway.
 - The Sandy River Scenic Waterway.

- The Highway 26 corridor (from Sandy east).
 - Areas of extreme slope (more than 25%).
 - Marshes, swamps, bogs and other wetlands.
 - Outstanding scenic, wilderness and recreation areas.
 - Areas of unique historical value or unique wildlife habitat value.
 - Areas with geological hazards or unique geological features.
 - One-hundred-year flood plains.
 - Soil associations with moderate or better farm crop suitability.
 - Any areas designated as "areas of critical state concern."
- Planning or siting of any of the following should be designated as ACTIVITIES OF REGIONAL SIGNIFICANCE:
- Transportation facilities and corridors for highways, public transit, rail, air, and water.
 - Sewage disposal sites.
 - Solid waste disposal systems.
 - Sanitary sewer interceptors or trunks.
 - Storm drainage facilities.
 - Water supply intake, storage and transmission facilities.
 - Gas storage and transmission facilities.
 - Shopping centers with more than 500,000 square feet of gross leasable space.
 - Industrial developments employing more than 500 people.
 - Any development requiring an exception to Department of Environmental Quality air or water quality standards.
 - Colleges, universities, community colleges, high schools.
 - Major one-of-a-kind developments or multi-jurisdictional public facilities (such as a major sports stadium).
 - International and general aviation airports.
 - Power generation plants, major power transmission lines.
 - Hospitals or medical complexes licensed for more than 100 beds.
 - Surface mining and dredging.
 - Any activities designated as "activities of state-wide significance."

(Note: "Areas of Regional Significance" listed here are consistent with emerging state land use planning proposals.)

Getting From Here To There

FINDINGS (SUMMARIZED)

- The private automobile is partially responsible for the scatteration of urban development within the region.
- Continual freeway and arterial improvements are bringing an increasing number of square miles within a 30-minute drive of the metropolitan core, which is the outer limit on commuting time for the majority of workers.
- During rush hours, automobiles average little more than one occupant per vehicle. This heavy drain on petroleum supplies helps to account for the fact that transportation is the largest single consumer of energy, requiring 39% of the total daily energy use in Oregon.
- Continued heavy reliance on private automobiles will cause an excessive drain on limited petroleum and other resources; it will mean continued pressure for improvement of the freeway and arterial system to relieve congestion, use of additional land for parking, and increasing air quality and noise problems.
- A possible means of conserving energy as well as dealing with traffic congestion and air pollution is the provision of more and better public transportation. The "focused growth" concept of arranging urban land uses and densities will support higher levels of transit service. Even if transit ridership increases significantly, however, for at least the next one or two decades most of the region's transportation needs will still have to be met by the freeway and arterial system. Thus, maintenance and upgrading of that system will continue to be necessary.

RECOMMENDATIONS

- To meet regional conservation and development goals, carpooling should be promoted and a major shift should be made in transportation usage. The shift should be to greatly increase transit ridership, especially during peak hours, produced by vastly improved transit service and regulation of auto usage. The legislation and capital investment necessary to accomplish this shift should be justified in terms of energy conservation, pollution reduction, transportation efficiency, safety, and lessening of the need for highway improvements.
- Proposals for express bus and light rail transit systems should continue to be refined and evaluated, consistent with refinement and detailing of the "focused growth" concept of land use and with maintenance and upgrading of the regional arterial system.
- Short- and long-range methods of reducing travel demands should be evaluated and initiated, including studies to determine prospects for electronic communications (video phones, closed circuit TV, etc.) as substitutes for transportation.
- Studies should be initiated to clarify existing and potential problems related to the movement of commodities, and the effect of such problems on the region's economy.

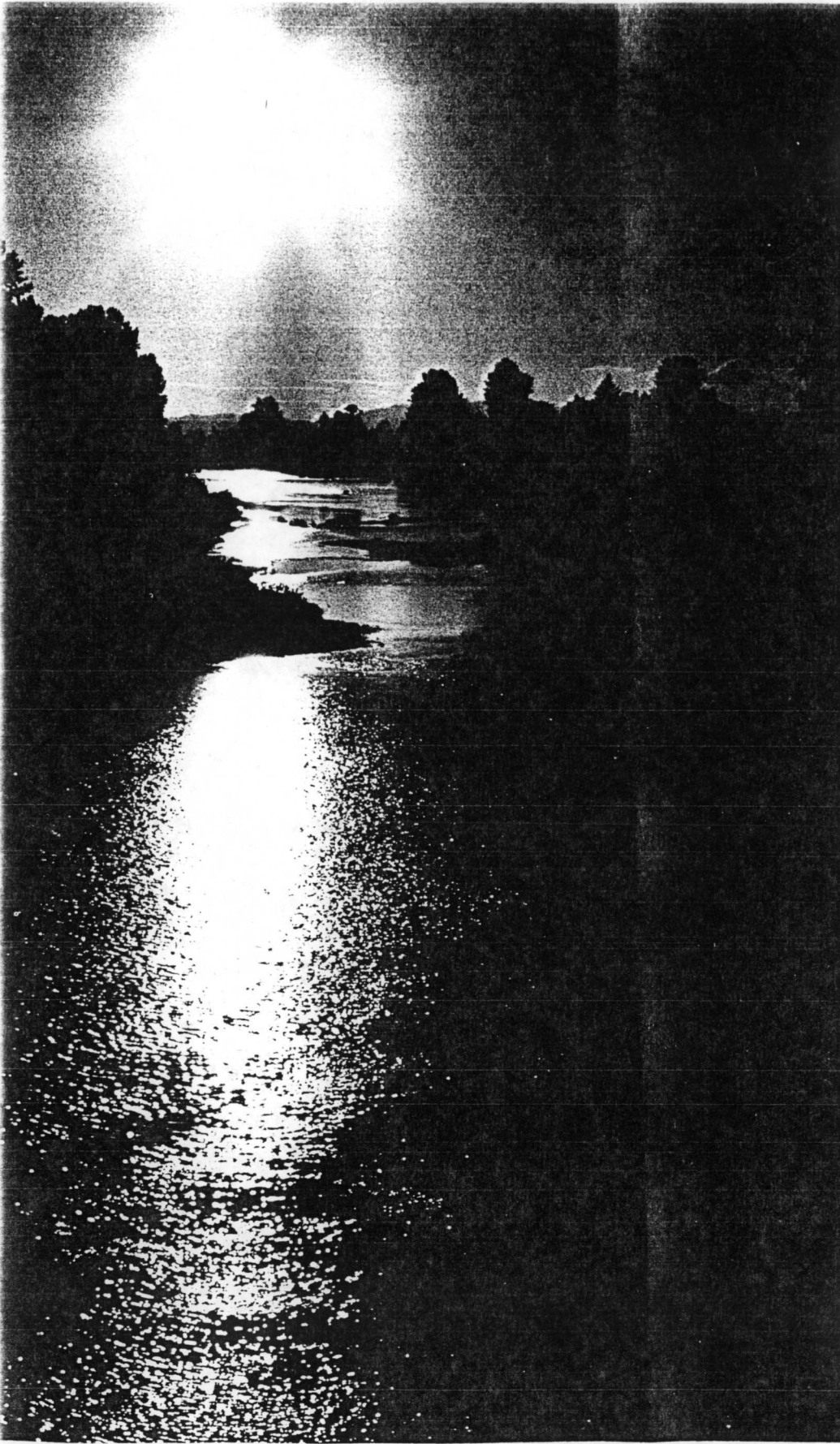
Two-Wheeling It

FINDINGS (SUMMARIZED)

- Bicycle riding is the nation's fastest growing adult-participation sport, with an increase of about 105% since 1960. There was a 30% increase in the number of new bicycles purchased from 1971 to 1972 alone. The bicycle is being used by increasing numbers of people for transportation. The resurgence of the bicycle has stemmed from its recreational and health values, environmental concerns, rising transportation costs, and the need to conserve energy. The bicycle is the most energy-efficient mechanical means of transport now in use.
- Oregon and Washington bicycle bills (ORS 366.514 and House Bill 1060), and the 1973 Federal Aid Highway Act, provide a legislative mandate and funding for bikeways.

RECOMMENDATIONS

- A region-wide system of bikeways should be established for transportation and recreation, including bikepaths completely separated from vehicular traffic, exclusive bikelanes on existing streets, and signed bikeroutes where higher level facilities are unnecessary or not feasible.
- Funding for commuter bikeways to employment centers and schools should be given priority.
- A 50-mile North Willamette River Bicentennial Bikeway from Kelly Point Park to Champoeg State Park, connecting numerous points of historic and scenic interest, should be completed by July 4, 1976, in commemoration of America's 200th birthday.



Water

FINDINGS (SUMMARIZED)

- More than 300 water, sewerage and drainage studies have been prepared by and for local governments in the Columbia-Willamette Region during the last decade. These studies are geared to assumptions which have been outmoded by new concern for conserving agricultural soils and other resources, new goals for land use and transportation planning, the energy crisis, and new concepts of water resources management.
- All aspects of water use and control heretofore have been studied and managed separately rather than as parts of an interrelated system. This approach is outmoded by the need for a systems approach to total regional water resources management.
- The recent tightening of federal and state standards concerning environmental quality and health is an added factor tending to render existing water, sewerage and drainage plans obsolete.

RECOMMENDATIONS

- A regional water resources management study should be undertaken to integrate and update existing water supply, waste water, water quality, urban run-off and flood control plans.
- Existing engineering plans affecting regional water and sewerage facilities should be re-examined as part of the water resources management study, and adjusted as necessary to (a) meet current environmental quality and health standards, and (b) make them consistent with the "focused growth" land use concept and ongoing regional land use planning.

Room To Play; Room To See

FINDINGS (SUMMARIZED)

- There were 18,500 acres in the urban and urbanizing parts of the Columbia-Willamette Region dedicated to regional, community and neighborhood parks in 1970, including 3,500-acre Forest Park in Portland. Counting developed parks, only, plus Forest Park, there were 13,400 acres, or 13.4 acres per 1,000 population. There was one developed regional park for every 39,000 people, or six acres per 1,000 population. A significant deficiency of regional parks existed in the western part of the region (the Tualatin Valley).

- The use of parks and other outdoor recreation facilities and areas has been increasing at a considerably faster rate than population, as a result of increases in income, education and leisure time. For example, visitors to parks and campgrounds within the Portland District of the Corps of Engineers more than tripled from 1962 to 1972.

- There is a continuing loss of open space in the urbanizing parts of the region; development pressures on the remaining vacant land will increase, particularly given the proposed containment of urban development within urban service areas.

- Oregon's Willamette River Greenway and Scenic Waterways acts, and Washington's Shorelines Management Act provide immediate opportunities and point the way for broad application of the greenway concept for providing permanent open space.

- The state plan for "Oregon Outdoor Recreation" establishes a standard of 15.5 acres per 1,000 population for "urban area" parks, and an additional 15.5 acres per 1,000 population of areas within 25 miles of population centers devoted to less intensive day and overnight use.

- The Columbia Region Association of Governments' "Urban Outdoors" plan contains a park and open space plan for the urbanizing parts of the region. A comprehensive park and recreation plan for the remainder of the Columbia-Willamette Region has not been prepared.

RECOMMENDATIONS

- At least 13,400 acres of new regional and local parks should be made available for use within URBAN SERVICE AREAS by the time the region's population reaches 2 million. This is a minimum recommendation for maintaining the status quo. It makes no allowance for the trend to more individual participation in outdoor recreation. It would mean developing 5,100 acres already in public ownership and acquiring and developing 8,300 additional acres.

- Increasing individual participation in outdoor recreation activities, and increasing need to travel farther and farther from home to "get away from it all," justify more than a minimum recommendation; the "Comprehensive Plan" should provide for acquisition of 8,300 acres of new regional parks and 3,000 acres of neighborhood and community parks, together with appropriate park development. This recommendation would increase the level of service from 13.4 acres per 1,000 people to more than 17 acres per 1,000 people available for use by the time the region's population reaches 2 million.

- Permanent protection of at least 460 miles of shorelines along the larger rivers and streams in the region with greenway status is recommended in order to create a system of linear open space connecting parks and other community facilities, and to provide for trails, bikeways and water-oriented recreation. The greenway system would raise the level of service to a recommended total of 23.8 acres per 1,000 people by the time the region's population reaches 2 million.

- "The Urban Outdoors" plan should be supplemented with a park and recreation plan covering the non-urban parts of the Columbia-Willamette Region, with special emphasis on meeting recreation needs without destroying wilderness and other natural values, and on identification and preservation of unique natural areas. A historic preservation plan should also be prepared for the region.

- A regional administrative and financial base for funding and coordinating park and open space acquisition and development should be established.

Facilities

FINDINGS (SUMMARIZED)

- Community facilities providing services of regional scope do not appear to be faced with major problems in serving today's population, except in the case of energy facilities.

- The region's energy generation facilities will be operating perilously near or over capacity at least through 1975.

- Eventual doubling of the region's population will create a need for the equivalent of an eventual doubling of the capacities of existing community facilities (with adjustments for changing socio-economic factors, such as the age structure of the population).

RECOMMENDATIONS

- Evaluation of needs, priorities and locational criteria for major regional community facilities should be continued in relation to the "focused growth" concept. The planning and siting of any major one-of-a-kind regional facility (such as a hospital, educational facility above the junior high level, library, energy generation or storage facility, or a sports stadium) should be considered as an "activity of regional significance."

- Procedures should be developed for coordination between the Columbia Region Association of Governments and other agencies with detailed planning or management responsibilities for community facilities in order that compatibility with land use, transportation, water, sewer and other regional planning efforts is assured.

- A study should be initiated to interrelate prospective energy delivery systems with other regional community facilities and land use planning, and to determine how best to manage regional energy resources.

Waste

FINDINGS (SUMMARIZED)

- Disposal of solid wastes in the Columbia-Willamette Region presently involves private haulers and more than 300 separate local, state and federal agencies.
- Solid wastes are a potential regional resource, but the only significant recycling has been in the paper industry. The Oregon Department of Environmental Quality has set a goal of 90% recycling of all solid waste by 1982.
- Studies by the Metropolitan Service District and by Clark County have identified major problems of solid waste management, including tire disposal, junked vehicles, inconvenience, and other problems with existing disposal sites, disposal of special wastes, and illicit dumping.
- Proposals described in the Metropolitan Service District and Clark County studies constitute a regional plan for solid waste management.

RECOMMENDATIONS

- The Metropolitan Service District and Clark County proposals for solid waste management should be further detailed and adopted as part of the Columbia-Willamette Region Comprehensive Plan.

Plan Implementation

FINDINGS (SUMMARIZED)

- Urban sprawl and the loss of agricultural land result from operation of our system of economics of land ownership, use and development.
- Traditional plan implementation measures (such as zoning and subdivision regulations) have not been able to withstand the enormous economic pressures for subdivision of non-urban land which are generated by urban growth. This has been the common experience of every metropolitan area in the U.S.
- Implementation of the goals of curbing urban sprawl and preserving agricultural land will require creative use of traditional measures in combination with the pioneering of new measures.
- "Transfer of development rights" is gaining increasing recognition as a viable approach to implementing land use plans. It deals directly with the economic consequences to private landowners of stringent government land controls by compensating landowners for not developing, and it does this at no cost to the public. As the same time, it creates opportunities for developers to build at higher densities in locations specified by the land use plan. Experiments with variations of the transfer of development rights concept are now underway in Vermont, Virginia, Puerto Rico, New Jersey and Maryland to control land development and preserve open space.

RECOMMENDATIONS

- The "Six-Point Program" of the plan implementation measures outlined in "Planning in the CRAG Region: The Second Step" should be evaluated in depth, with emphasis on revisions in the property tax system, creation of a regional revolving fund, regional revenue-sharing, regional capital improvements programming, and methods for slowing and stabilizing growth so that the region's capacity will not be exceeded.
- A special study should be made of the transfer of development rights concept, considering legal feasibility, tax consequences, the various methods of implementation, and requirements for enabling legislation.
- A total plan implementation and staging program should be developed. It should be designed to minimize or eliminate economic pressures for subdivision of non-urban land; it should relieve property-owners in RURAL RESIDENTIAL, AGRICULTURAL and CONSERVATION areas of property taxes based on anticipated urban development.
- Effectiveness and fairness should be the primary criteria for judging plan implementation measures. Only those measures should be used which avoid the twin pitfalls of windfall profits for some and inadequate compensation or hardships for others.

Putting It All Together

The "Columbia-Willamette Region Comprehensive Plan" is based, in large part, on the very simple assumption that people are willing to cooperate with one another for their common good. It seems obvious that neighbors who share problems will join together to lick the problems. However, we all know that hopes for neighborliness and cooperation often fade in the face of questions about who should do what and exactly what action should be taken. Remember the time in your childhood when a sandlot ball game didn't happen because the kid who owned the ball got mad and went home, or because nobody could agree on how to choose teams?

Regional planning efforts all too often bog down in exactly that sort of sandlot sadness. Everyone agrees that neighboring communities in a given region share common problems, and everyone agrees that cooperation is essential to solving the problems, but beyond that point, things can fall apart. Cooperation sometimes seems to entail giving away a degree of individuality, and that can be a tough reality to face. Debate about how to cooperate often obscures the real issues.

However, the sense of "giving something away" disappears when it's recognized that people living together in a region share common purposes and common problems that can be met only through action in common. Today, the same need for united action that led to the founding of this nation 200 years ago, has led local governments to form cooperative associations where they can seek mutually satisfactory answers to common problems. Significantly, where local governments have failed to act cooperatively on regional problems elsewhere in the nation, state and federal agencies have stepped in and local control of regional matters has been lost.

In the Columbia-Willamette Region, the vehicle for local government cooperation is the Columbia Region Association of Governments. The Association was formed in late 1966. Its initial purposes included providing a forum for counties and cities in the Portland-Vancouver urban area where area-wide problems could be discussed, and preparing area-wide plans and policies addressing land use, the environment and the economy.

In 1973, the Oregon Legislature passed a bill (SB 100) which created a state planning agency—the Land Conservation and Development Commission. The new agency was directed to coordinate and provide guidelines for local planning efforts throughout the state. The bill also placed responsibility on county governments for "coordinating all planning activities affecting land uses within the county, including those of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county."

The effect of this bill in the Columbia-Willamette Region would have been to fragment the multi-county, multi-state planning approach represented by the Columbia Region Association of Governments; an approach necessitated by the fact that several counties and two states, rather than a single county, share interrelated problems and purposes within a clearly defined region. This effect was avoided when the Legislature enacted Senate Bill 769, which requires that Multnomah, Clackamas and Washington counties and cities within those counties continue to jointly coordinate their regional planning activities through the Columbia Region Association of Governments. Other counties, cities and special districts are free to join the association if they desire (Washington State statutes provide authority for the participation of Clark County and its cities). In addition,

SB 769 instructs the Columbia Region Association of Governments to (1) prepare a regional comprehensive plan, (2) adopt regional goals and guidelines, (3) assure that local land use plans meet regional goals, and (4) identify areas and activities of regional significance and adopt rules and regulations regarding them.

Members of the association are listed on the facing page. It should be noted that Columbia County and its small communities, which were members of the association during preparation of the "Discussion Draft of the Columbia-Willamette Region Comprehensive Plan," are not members at this time, having chosen to withdraw from the association July 1, 1974. The Columbia County cities of St. Helens, Scappoose and Columbia City are still members.

The important thing to understand about the Columbia Region Association of Governments is that it is an evolving organization. It represents an effort by local governments to find means of dealing with common problems. It is a regional planning district which has some regulatory powers and mandated membership. It does not levy taxes—it is supported by dues from members and by state and federal funds. It is, quite simply, an expression of a desire to cooperate for the common good. Its success—and thus the success of local control over regional matters—depends on the willingness of local governments and residents to support cooperative action.

The Columbia Region Association of Governments is an expression of a desire to cooperate for the common good. Its success—and thus the success of local rather than state control over regional matters—depends on the willingness of local governments and residents to support cooperative action.

**COLUMBIA REGION ASSOCIATION OF
GOVERNMENTS BOARD OF DIRECTORS
(NOVEMBER 1974)**

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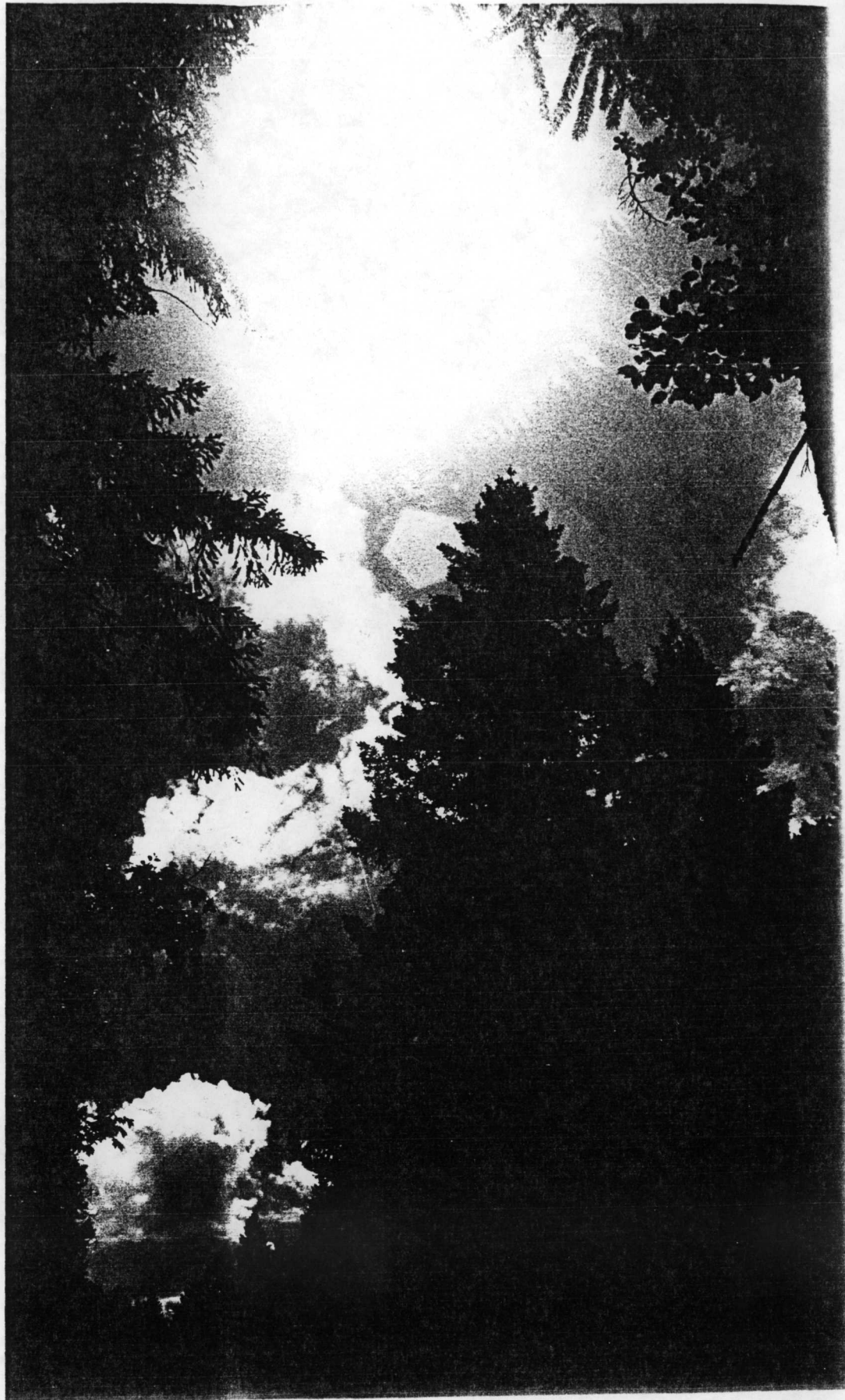
**COLUMBIA REGION ASSOCIATION OF
GOVERNMENTS GENERAL ASSEMBLY
(NOVEMBER 1974)**

REGULAR MEMBERS

Clackamas County	Washington County
Barlow	Banks
Canby	Beaverton
Estacada	Cornelius
Gladstone	Durham
Happy Valley	Forest Grove
Johnson City	Gaston
Lake Oswego	Hillsboro
Milwaukie	King City
Molalla	North Plains
Oregon City	Sherwood
Rivergrove	Tigard
Sandy	Tualatin

ASSOCIATE MEMBERS

West Linn	Clark County
Wilsonville	Camas
Multnomah County	Vancouver
Fairview	Washougal
Gresham	Columbia City
Maywood Park	Scappoose
Portland	St. Helens
Troutdale	The Port of Portland
Wood Village	Tri-Met
	The State of Oregon



Now, It's Up To You

The "Discussion Draft of the Columbia-Willamette Region Comprehensive Plan" presents a set of ideas about how to deal with future growth in the Columbia-Willamette Region. Now, it's up to you to approve or suggest modifications of those ideas, so that the next draft of the plan can reflect the ideas of as many residents of the region as possible.

This questionnaire presents statements related to basic concerns and concepts of the plan. Please indicate whether you agree or disagree in the case of each statement. If you have no opinion, simply leave both spaces blank. When you indicate disagreement, it will be most helpful if you'll note the key number and letter of the statement in the space provided for comments and explain why you disagree.

After completing the questionnaire, tear off the page, and *fold it firmly* so that the address on the back of the page is visible. *Staple or tape it shut*. Postage will be paid by the Columbia Region Association of Governments. Responses received by February 15, 1975 will aid in preparation of the next draft of the "Comprehensive Plan" (to be published in mid-1975); later responses will be reviewed in relation to further revisions of the plan.

Placing your name and address on the questionnaire is optional. If you do provide this information, you'll be notified from time to time about public hearings on the plan and about progress on revision of the "Discussion Draft."

Speak up: Your attitudes, opinions and knowledge can make a difference in where we grow from here.



OPTIONAL YOUR NAME _____
YOUR ADDRESS _____
street city state zip

If you prefer not to provide your name and address, please indicate what city, community or county you live in:

TO MAIL THIS QUESTIONNAIRE:
1. Tear or cut off this page along dotted line at left;
2. Fold page in half along gray dotted line;
3. Seal the folded page with a single staple or small piece of tape. **POSTAGE WILL BE PAID BY: Columbia Region Association of Governments, 527 S.W. Hall St., Portland, Ore. 97201 (Phone 221-1646).**

- 1. GROWTH CONCEPT** (described on page 8)
- A. Future population growth should be focused within areas already committed to urban growth. AGREE [] DISAGREE []
 - B. The present scattering of urban development onto agricultural and forest lands must be stopped. AGREE [] DISAGREE []
 - C. The individuality of existing communities should be protected. AGREE [] DISAGREE []
 - D. In order to increase the potential for effective public transit and decrease reliance on the automobile, urban population growth should be focused in clusters aligned along broad transportation corridors extending outward from the urban center. AGREE [] DISAGREE []
 - E. I personally support the concept of "focused growth," even though it means that urban population densities will generally be higher than they are now (that is, there'll be more people living on each square mile of land). AGREE [] DISAGREE []

GENERAL COMMENTS

- 2. AREAS AND ACTIVITIES OF REGIONAL SIGNIFICANCE** (described on page 14)
- The "Discussion Draft of the Comprehensive Plan" lists specific areas and activities that are important to the region as a whole, and proposes that these areas and activities be subject to region-wide guidelines. In the lists below, check the areas and activities that you feel should be subject to regional guidelines and regional as well as local action.
- A. The following geographic areas within the Columbia-Willamette Region are proposed as areas of regional significance:
 - (1) [] lands for and adjacent to fixed-route transportation systems
 - (2) [] lands for and adjacent to solid waste disposal sites
 - (3) [] areas with high erosion or run-off potential
 - (4) [] watersheds supplying domestic water
 - (5) [] all rivers, streams and other water bodies
 - (6) [] islands in the Columbia and Willamette Rivers
 - (7) [] The Columbia River Gorge
 - (8) [] The Willamette River Greenway
 - (9) [] The Sandy River Scenic Waterway
 - (10) [] the Highway 26 corridor (from Sandy east)
 - (11) [] areas of extreme slope (more than 25%)
 - (12) [] marshes, swamps, bogs and other wetlands
 - (13) [] outstanding scenic, wilderness and recreation areas
 - (14) [] areas of unique historical value or unique wildlife habitat value
 - (15) [] areas with geological hazards or unique geological features
 - (16) [] one-hundred-year flood plains
 - (17) [] soil associations with moderate or better farm crop suitability
 - (18) [] any areas designated as "areas of critical state concern"
 - (19) [] other (specify): _____

- B. Planning or siting of the following facilities and developments within the Columbia-Willamette Region are proposed as activities of regional significance:
 - (1) [] transportation facilities and corridors for highways, public transit, rail, air, and water.
 - (2) [] sewage disposal sites
 - (3) [] solid waste disposal systems
 - (4) [] sanitary sewer interceptors or trunks
 - (5) [] storm drainage facilities
 - (6) [] water supply intake, storage and transmission facilities
 - (7) [] gas storage and transmission facilities
 - (8) [] shopping centers with more than 500,000 square feet of gross leasable space
 - (9) [] industrial developments employing more than 500 people
 - (10) [] any development requiring an exception to Department of Environmental Quality air or water quality standards
 - (11) [] colleges, universities, community colleges, high schools
 - (12) [] major one-of-a-kind developments (such as a major sports stadium)
 - (13) [] international and general aviation airports
 - (14) [] power generation plants, major power transmission lines
 - (15) [] hospitals or medical complexes licensed for more than 100 beds
 - (16) [] surface mining and dredging
 - (17) [] any activities designated as "activities of state-wide significance"
 - (18) [] other (specify): _____

C. In both of the preceding lists (A and B), circle the number of any area or activity that you feel is difficult to understand or not self-explanatory.

(continued on back)

STAPLE OR TAPE
AFTER FOLDING

QUESTIONNAIRE, CON'T. (Write comments on reverse side)

3. POPULATION (described on page 10)

Evidence indicates that we can maintain or improve the quality of life we know today, maintain environmental quality, and protect our natural resources if population of the region increases to no more than approximately 2 million (double the present population). The majority of people would be living within the URBAN SERVICE AREAS shown on the map on pages 12 and 13.

A. We should seek to stabilize population of the region to about 2 million. AGREE [] DISAGREE []

B. If you DISAGREE with statement A, check your alternative recommendation:

- (1) [] we should not seek to stabilize population growth
- (2) [] we should plan for a higher ultimate population (specify how high: _____)
- (3) [] we should seek to slow growth, but with no particular limit in mind
- (4) [] we should plan for a lower ultimate population (specify how low: _____)

4. LAND USE (described on pages 12 and 13)

The "Discussion Draft of the Comprehensive Plan" proposes four specific types of land use areas: URBAN SERVICE AREAS, RURAL RESIDENTIAL AREAS, AGRICULTURAL AREAS, and CONSERVATION AREAS. These areas are shown on the map on pages 12 and 13.

A. The four land use areas shown on the map seem to provide a good way of limiting urban sprawl and protecting our environment and resources. AGREE [] DISAGREE []

B. The use of four land use designations is OK, but they should be modified to (check your recommendations):

- (1) [] increase URBAN SERVICE AREAS
- (2) [] increase RURAL RESIDENTIAL AREAS
- (3) [] increase AGRICULTURAL AREAS
- (4) [] increase CONSERVATION AREAS
- (5) [] decrease URBAN SERVICE AREAS
- (6) [] decrease RURAL RESIDENTIAL AREAS
- (7) [] decrease AGRICULTURAL AREAS
- (8) [] decrease CONSERVATION AREAS
- (9) [] other (specify): _____

5. TRANSPORTATION AND ENERGY (described on pages 5, 6 and 15)

A. We should seek to decrease auto usage and increase public transit usage in the urban area of the region. AGREE [] DISAGREE []

B. We should develop a public transit system that will provide comfortable, convenient transportation in the urban area. AGREE [] DISAGREE []

C. I personally would use a comfortable, convenient public transit system, rather than my car, in the following circumstances (check your answer or answers):

- (1) [] for less than 50% of my travel in the urban area
- (2) [] for 50% or more of my travel in the urban area
- (3) [] for most of my daily trips to and from work or school
- (4) [] only if gasoline shortages force me to use public transit
- (5) [] other (specify): _____

D. Major energy shortages seem likely to develop in the future. AGREE [] DISAGREE []

E. My living and travel habits would be substantially altered if major energy shortages develop in the future. AGREE [] DISAGREE []

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