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| <b>PORTLAND</b><br><i>City Club</i><br><b>BULLETIN</b> | <b>Mayfair Room</b> • <b>Benson Hotel</b><br><b>Friday . . . 12:15 p.m.</b><br><hr/> <b>Portland, Oregon • March 16, 1973 • Vol. 53, No. 42</b> |
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*Note: Printed in this issue for presentation, discussion and action on March 23, 1973, "Interim Report on Columbia Region Association of Governments (CRAG)"*

**THE SPEAKER:****THOMAS P. DENNEHY**

Associate Professor of Mathematics  
 Reed College

**HIS TOPIC:*****The British Role in Ulster***

Shocking violence abounds in many corners of the world in today's turbulent society. The turmoil in Northern Ireland seems the more tragic because it has been neighbor against neighbor within a fairly small community rather than nation against nation. In the past few days, however, the Irish-based violence has spread to sister countries within Great Britain.

What are the issues which have simmered and erupted from time to time over several centuries? Our speaker will trace the British involvement over the past 800 years, with emphasis on the flare-up since 1968, and the spreading situation as it appears today.

He will also comment on the coverage by the American press of the Northern Ireland socio-political confrontation.

Mr. Dennehy has spent sixteen months of the last four years in Ireland, including an academic year, 1971-72, as a visiting Lecturer in Mathematics at University College, Galway. He claims his "Irish Connection" flows through his blood from all four of his grandparents, and also claims he has something of a missionary's zeal when it comes to spreading the word on Ireland. He is involved with local Irish societies, including the Irish Northern Aid Committee.

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*"To inform its members and the community in public matters and to arouse in them a realization of the obligations of citizenship."*

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**CITY CLUB PROGRAMS BROADCAST**

KOAP-FM (91.5 meg)  
Each Friday (approximately  
12:40-1:30)

KOIN-FM (101.1 meg)  
Each Friday at approximately  
10:00 p.m.

KBPS (1450 KC)  
Each Tuesday at 7:00 p.m.

**ADDRESS CHANGES WANTED**

Members are urged to keep the City Club staff posted on any changes in home or business phone or address, as well as occupation, so that the membership punch-card system can be as up to date as possible. Phone changes to 228-7231.

**PORTLAND CITY CLUB BULLETIN**

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**ELECTED TO MEMBERSHIP**

L. O. Gillette, Managing Director, Western Business University. Sponsored by Ray C. Melson.

Sam J. Haley, Import Coordinator, Georgia-Pacific Co. Sponsored by Don Chapman.

**PROGRAM SCHEDULE:**

March 23: Interim Reports of CRAG committee and City-County Consolidation committee.

March 30: R. Adm. Gene LaRocque, USN (Ret.) on a realistic defense budget.

April 6: Robert A. Pickus of the World Without War council.

April 13: Dr. Percy Greaves, economist, speaking on the impact of the International monetary crisis on you.

**GEORGE FRASER TO HEAD CLUB STUDY ON IMPACT OF HIGH RISES ON CITY**

George H. Fraser, an attorney with the firm of Davies, Biggs, Strayer, Stoel & Boley, is named chairman of the committee recently established to study the impact of high rise buildings on the City of Portland.

Fraser most recently served on the City-County Courts Consolidation measure in 1971.

The High Rise committee is authorized "to study and report on the impact of building heights on the City of Portland, and to make recommendations on policies and regulations thereon, if indicated." The Committee is asked to give consideration to several factors, including ordinances, planning, controls (or lack thereof), and public opinion on building heights.

Some volunteers to serve on the committee have submitted their names for consideration. Others interested are invited to do so, by telephoning the Club staff at 228-7231.

**DO YOU HAVE A HISTORY?**

Copies of the City Club's Golden Anniversary history, *The Conscience of a City* (1966) are available from the Club office. Price of the handsome, illustrated hardcover book is \$4.00.

**INTERIM REPORT**  
**ON**  
**COLUMBIA REGION ASSOCIATION**  
**OF GOVERNMENTS (CRAG)**

To the Board of Governors,  
The City Club of Portland:

**I. INTRODUCTION**

The City Club Research Committee for the study of the Columbia Region Association of Governments (CRAG) was formed in the fall of 1972. Its assignment was to:

1. "Analyze the accomplishments of CRAG in relation to its goals and objectives, commenting on reasons for successes or failures, and
  2. "Present recommendations for future areas of study and reasons therefor."
- In addition to this rather specific assignment, the Committee was given discretion to: (1) ascertain the adequacy of the decision-making process within CRAG, (2) analyze the existing or desirable relations with other decision-making functions in the Portland metropolitan area, and (3) state findings and recommendations for strengthening CRAG.

As this interim report is written, the Committee has interviewed the people and examined the documents listed in II below. The Committee feels this is a beginning, but realizes that much remains to be done before it can produce a report fully responsive to its assignment. However, 1973 is a legislative year in Oregon, and legislation has been introduced (principally Senate Bill 100, sponsored by Senators Hector Macpherson and Ted Hallock) which will have a profound effect on CRAG if passed. For that reason it has been determined that this interim report is advisable.

Senate Bill 100, in the form it was introduced, would create a State Department of Land Conservation and Development. It would designate areas and activities of critical concern. Examples of critical areas are the beaches and location of any future freeways; examples of critical activities are the operation of nuclear plants and major airports.

It would require a Land Conservation and Development Commission to promulgate and implement state-wide objectives, regulations and planning guidelines for all land use planning in the state. It would require state agencies, planning districts, cities, counties and special districts to comply with state-wide planning guidelines. It would also establish fourteen planning districts within the state to advise, assist, and review actions and comprehensive plans of state agencies, cities, counties and special districts with respect to such districts.

Your Committee feels that Senate Bill 100 will eventually pass the Senate after substantial alterations and be sent to the House. It ventures no opinion as to what may happen to the Bill in the House, whether it will become law, or in what form.

Even though this Committee realizes that its work is far from complete, a few broad conclusions are beginning to emerge from the written materials considered, from the interviews and from Committee discussions held thus far. It is the purpose of this interim report to set forth these conclusions while SB 100 is still in its formulative stages so that City Club members, legislators and others may have the benefit of the thinking of this Committee at this time. State land planning legislation is also under consideration in the current legislative session in the State of Washington and this Committee interim report may have relevancy in that connection as well.

No attempt is made here to discuss CRAG in detail except briefly to sketch its background in order that the thoughts of the Committee may be put into proper perspective. No attempt is made to analyze SB 100 as presently written since it undoubtedly will undergo many changes before, and if, it is passed into law. According to its sponsors, it was on its fourth (at least) draft before it was even introduced into the Legislature. However, this Committee believes that the recommendations appearing in VI below should be incorporated into this or any other land use planning bill and/or other legislation affecting CRAG.

## II. SCOPE OF RESEARCH AND BIBLIOGRAPHY

Thus far the Committee has interviewed:

1. Homer C. Chandler, Executive Director of CRAG
2. A. McKay Rich, Assistant Director of CRAG
3. Arnold N. Bodtker, member of CRAG Action and Direction Committee
4. Lloyd Anderson, Portland, City Commissioner representing City of Portland on CRAG Executive Board
5. Dick Granger, Clark County Commissioner and Chairman of CRAG Executive Board
6. Jill Barron, Oregon Student Public Interest Research Group (OSPIRG)
7. Don Clark, Multnomah County Commissioner representing Multnomah County on CRAG Executive Board
8. Paul Pintarich, writer for *Oregonian*
9. Eldon Hout, Washington County Commissioner representing Washington County on CRAG Executive Board
10. Stephen Hawes, Lawyer on Legislative Council in Salem, involved in the drafting on Senate Bill 100.

Committee members have read and reported to the Committee on relevant Oregon and Washington statutes, the constitution and bylaws of CRAG, previous City Club reports having a bearing on CRAG, and newspaper articles and material in the public library. In addition, individual members have talked to a number of persons not listed above. The Committee has discussed interim findings, conclusions and recommendations in several meetings.

## III. BACKGROUND

The problem of land use is a matter of serious, nationwide concern. State land use planning legislation exists or is under consideration in a number of states, including Oregon and Washington, as noted. Supporting federal legislation is also under consideration in the Congress.

The statutes of both Oregon and Washington provide that units of local government, such as cities and counties, may enter into agreements with other units of local government for cooperative performance of any functions the individual units may perform. These statutes also provide for interstate cooperation.

Under this enabling legislation, a number of councils of governments (COGS) have been formed in Oregon for the primary purpose of attempting to find solutions to the problems of regional areas. Except for the councils of governments in the Eugene, Salem, and Portland areas which were established prior to 1967, Oregon COGs were created under the impetus of the Governor's 1968 executive order setting up state administrative districts.

The COG movement is a national one in response to mounting problems of metropolitan scope, coupled with fragmented and increasingly incompatible patterns of jurisdiction and responsibility in existing local governments. The justification for the councils of governments is the realization that certain problems, such as water and sewage facilities, mass transit, social issues, air pollution, and the like, do not end at the borders of a particular city or county. They end, if at all, at the borders of the urban, metropolitan, or regional area, and thus any workable solutions must encompass the entire area.

The Council of Governments known as CRAG was formed in 1966 under the direct impetus of the Portland Metropolitan Study Commission and the requirement of the federal government that there be an area-wide body to review requests for federal grants. CRAG's membership currently consists of: Clark County, Washington; Multnomah, Clackamas, Washington and Columbia Counties, Oregon; three cities in Washington including Vancouver, and 28 cities in Oregon, including Portland. This area is unique because of its size, extent, and multiple county and state involvement.

CRAG replaces what had previously been known as the "Metropolitan Planning Commission" but it has a broader scope than the old Commission—it plays an active coordinating role while the Commission was essentially a research body.

The preamble to the CRAG constitution refers to CRAG as a "permanent forum for:

- "1. Discussion and studying problems of mutual concern to the counties and cities in or near the Portland-Vancouver Standard Metropolitan Statistical Area, and
- "2. Formulating and recommending policies and actions to solve those problems."

Article I of CRAG's constitution states that its basic functions are:

1. To study problems of concern to its members;
2. To issue reports based on those studies;
3. To recommend action by public and private agencies, including legislation, for the purpose of solving the problems;
4. To render advice and technical assistance to governmental agencies, and
5. To prepare and adopt comprehensive regional plans.

Early in its life, the CRAG General Assembly adopted its Resolution No. 5, which stated that the primary purposes of CRAG are:

- "1. To conduct a coordinated program of comprehensive metropolitan planning for the CRAG area;
- "2. To adopt policies and programs to guide the conduct of such comprehensive planning;
- "3. To assure the proper scheduling of projects and facilities and the effective coordination and review of all proposals for implementation."

The resolution further stated that CRAG's comprehensive planning shall be related to the stated goals and objectives of the community, including the efficient and orderly growth and development of the entire urban and urbanizing area.

The short range program outlined in Resolution No. 5 stated that the CRAG plans should ". . . recognize . . . the existing comprehensive . . . plans . . . of the member agencies. . . ." This phrase is quoted here since, in the opinion of this Committee, the patchwork nature of its plans has been a basic weakness of CRAG, as will be discussed in greater detail in IV below. It is true, of course, that these plans have served a most useful purpose if only to point out what needs yet to be done.

Under the present law, membership in CRAG, as in all COGS, is voluntary. Members may withdraw at will but only the City of Canby has done so, and it has subsequently rejoined. Further, the statutes authorizing the existence of COGS leave funding to be handled by the contracts with their members. At present, CRAG obtains about two-thirds of its funds from federal government programs (essentially for specific projects) and approximately one-third from its members. A small amount comes from the State of Oregon.

This City Club Committee, as well as the CRAG organization itself, is coming to the realization that CRAG's voluntary nature and its sometimes uncertain funding also are basic handicaps to CRAG's proper and effective development.

#### IV. DISCUSSION

All persons interviewed thus far have stressed the need for comprehensive land use planning, including (1) open space, agricultural, residential, commercial, industrial and supporting uses, (2) transportation in all its aspects, especially mass transit, (3) sewage and water facilities, (4) waste disposal facilities, (5) park and recreation facilities, and (6) pollution control.

The principal differences of opinion center upon (1) how much growth can be assimilated by the area without deteriorating the quality of life for those already here, (2) who should do the planning, and especially (3) who should have the authority to see that the plans are carried out.

Some people believe that planning, the responsibility for planning, and authority to carry the plans into effect are matters of strictly local concern, i.e., individual cities, counties, or districts should be masters of their own development fate. These people see COGS as just another unwanted layer of government.

On the other hand, many others believe that it does not make much sense from service and economic standpoints, for each individual community to have its own water or sewage facilities. They believe that these facilities should not be established solely on the basis of local political boundaries. They believe that even though a city might want a factory built within its boundaries for prospective tax revenues or a road located in a certain place for the business it will attract, it might be better for the entire region if the factory or the road were placed elsewhere. Given the present makeup of CRAG (and the other COGs) there is nothing much CRAG can do if a city insists upon its factory. All CRAG can do is revise its comprehensive plan to show the factory in that city.

Many people are concerned that Oregon is running out of resources such as agricultural land, clean air and pure water, and that area-wide planning is needed to guard against large city ills, to conserve agricultural lands, and to maintain the quality of life.

CRAG has reviewed authority with respect to the expenditure of federal funds. If a land development project or any other kind of project is to be built with federal funds, CRAG can recommend against the project or propose modifications to it. If federal funds are not involved CRAG's only power at present is the power of persuasion.

When CRAG first set about in 1967 to prepare an overall land use plan for the CRAG area, it was directed by its Resolution No. 5 to ". . . [recognize] . . . the existing comprehensive . . . plans . . . of the member agencies . . ." and to coordinate these various plans into a master plan for the entire area. In due course a comprehensive plan was devised, although many people believe this took longer than necessary. It became apparent, however, that because the various individual plans were not coordinated, the CRAG comprehensive plan was, in some instances, inconsistent. This has caused criticism of CRAG's leadership and staff, which the Committee is coming to believe, as it continues its interviews and discussions and begins to understand the limitations on the authority of COGs, is in many instances unjust.

One of the most disturbing problems revealed by the CRAG comprehensive plan is that many CRAG members have planned to devote much too much of their land to industrial use. Several witnesses told your Committee that the present plan devotes *at least* five times more land to industrial use than will be needed by the year 2000.

This excess does not stem from anything which CRAG can control. It stems from the plans of CRAG's members which CRAG was instructed to incorporate into its own comprehensive plan. It also indicates that, at least in some instances, the members are more interested in the revenues that industry will bring than they are in the long term economic and social impact of that industry on the quality of the life that might be enjoyed by all the communities in the area if the planning were more realistic.

This is not to say that this Committee is anti-industry in outlook; it merely illustrates the weakness of attempting to make a master plan from a series of smaller plans uncoordinated with each other. It also points out that the plans of the members—that is, the counties or cities in the area—are being made without consideration for how those plans affect the neighbors in the area.

As a result of the developments outlined, CRAG has been taking a new look at itself within recent months. This is indicated by its report, *Planning in the CRAG Region: An Appraisal and New Direction* (September, 1972), and the proposals of the Action and Direction Committee, a body created by the CRAG Executive Committee to consider the role of CRAG and recommend ways of strengthening the organization. Moreover, CRAG's comprehensive plan has been adopted by the CRAG General Assembly as an interim plan and a new comprehensive plan is being prepared. The new plan is being done not only with its individual members but the entire area in mind.

### V. CONCLUSIONS

The background and experiences of CRAG, as briefly related above, become relevant and must be kept in mind in any discussion of SB 100, or any other land use planning bill. From this background and these experiences, your Committee draws the following general conclusions:

1. That comprehensive land use planning is needed, and needed now, is beyond argument.
2. Land use planning, in all its aspects, is a matter of regional concern as well as the concern of each political subdivision within the region. Its effectiveness is also of increasing concern to state and federal governments.
3. Any jurisdiction charged with land use planning must be sensitive to the plans, if any, of the political subdivisions within the jurisdiction, but primary emphasis must be given to coordination of the plans of the subdivisions with the plans of the region and the state rather than the other way around.
4. As long as CRAG must rely upon voluntary membership and upon contributions of its members and federal funds which may or may not continue from year to year, it cannot effectively plan for continuity in hiring its staff beyond a year-to-year basis, nor can it confidently plan for continuity in carrying out its programs.
5. CRAG's role as a regional planning body has been extremely limited; however, a serious attempt is now being made by CRAG and by persons who believe in the regional planning concept to develop the organization as a true regional planning agency. The regional concept is vital in the Portland area in view of the multiple jurisdictions involved.

### VI. RECOMMENDATIONS

This Committee has not yet had the opportunity to study in detail all the complicated problems associated with land use planning. However, the Committee feels that it can in good conscience offer certain broad recommendations which should be followed in any legislation on the subject. These recommendations are:

1. Legislation pertaining to comprehensive land use planning should be passed by the present Oregon Legislature.
2. The State government should have authority to provide *guidelines* for all land use planning in Oregon and to specify that certain activities and geographical areas are of critical State concern. These activities and areas should be determined by the Legislature. The State government should have the legal means to ensure that such activities and the use of such areas are in the long-term public interest.



3. Except for activities and areas of critical State concern, CRAG (or some other organization of regional scope) should have authority to develop integrated regional plans in the region wherein Portland is located. It should have authority to review plans and the implementation of programs developed at any level of government within the region or which affect the region. Review authority should include the right to approve, disapprove, and modify plans and programs as they affect the region.
4. Similar organizations of regional scope with similar authority, duties, etc., should be established in other appropriate regions throughout the state.
5. With reference to areas and activities of critical State concern, the State and the regional organizations should work together to coordinate regional and local plans with the State plans.
6. The regional organizations should be recognized as more than simply voluntary organizations so they can perform the tasks indicated in Recommendation No. 3 as well as other regional functions. These organizations should have solid sources of funding beyond the contributions of members.
7. Membership of Clark County and the cities therein in CRAG (or the regional organization wherein Portland is located) should be continued on a voluntary basis. More formal and permanent membership of these subdivisions through interstate compact should be sought.

Respectfully submitted,

Clarke H. Brooke  
Ronald C. Cease  
George D. Dysart  
Don A. Ellis  
Baird M. French  
Lloyd G. Hammel  
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