

COMMITTEE III

LAND USE, RECREATIONAL AND CULTURAL ACTIVITIES

June 1, 1976

Noon

CRAG Conference Room D

A G E N D A

1. Call to order
2. Review of committee activity to date
3. Discussion
4. Future committee plans
5. Other business
6. Adjournment

MINUTES OF THE MEETING OF COMMITTEE III,

LAND USE, RECREATIONAL AND CULTURAL ACTIVITIES

Held: June 1, 1976

MEMBERS PRESENT: Gisvold, Chairperson; Blunt, Brickley, Bullier, Herrell, Jaegger, Kirkpatrick, Lang, Sprecher and Stevenson; Cease, Commission Chairman

EXCUSED: M. Johnson and Moshofsky

STAFF: Rich, Lamb and Martin

Work Session

Mr. Gisvold explained that this meeting was to determine the directions the committee wanted to go in land use planning, and to determine if there was sufficient information on libraries and parks and recreation. Mr. Lamb reviewed the previous three meetings, noting that clear preferences for the assignment of library activities had been expressed by the library resource persons with regard to the latter function. At the last meeting, the committee was introduced to land use planning by the professionals in the area. Does the committee wish to hear from more professionals, or does it wish to hear, as had been suggested at the initial meeting, from the "clientele"?

Mr. Bullier suggested R. J. Frank (Columbia River South Shore Study Ass'n.). Mr. Sprecher suggested Jim Allison and Dale Johnson. Mr. Gisvold said there are a number of people who want to amend LCDC processes; he suggested attorneys Joe Voboril (Lincoln Savings & Loan case) and Steve Janik (Forest Park case). Ms. Jaegger suggested someone from 1000 Friends of Oregon.

Mr. Herrell and Mr. Sprecher questioned whether LCDC was an issue for the committee. Mr. Gisvold replied that there are problems with its hearings and appeals processes. Should LCDC be handling appeals from local jurisdictions? Dr. Cease said the LCDC's relationship to CRAG and local jurisdictions is not yet clear.

Mr. Gisvold suggested that Mr. Allison, Henry Richmond (1000 Friends), Mr. Voboril and Mr. Janik be invited to meet with the committee at its next meeting.

Mr. Lamb pointed out that the committee should decide how much time it wanted to devote to land use planning, as there are only six meetings, including a wrap-up meeting, before July 15. Mr. Gisvold said he thought the committee had pretty well covered its other assignments. Mr. Herrell said some time should be devoted to enforcement, building permits, etc. Mr. Sprecher said there was a need to relate land planning to public facilities.

Mr. Gisvold suggested that the June 15 meeting be devoted to enforcement and the June 22 meeting be a joint meeting with the committee dealing with public facilities.

Ms. Jaegger and Ms. Stevenson said there was a need to look at the views of individual property owners.

Dr. Cease said the state's "one-stop" permit system should be looked at.

Mr. Gisvold asked if there needed to be another meeting on the stadium, coliseum, etc. Mr. Herrell expressed an interest in integrating the management of these several facilities. The present system makes no sense. Dr. Cease said he thought the subject should be reviewed. Ms. Jaegger suggested that the committee hear a representative of the ER Commission. Kay Rich said there is a report available on the functions, budgets, etc. of the several facilities. The committee could invite the director of each. Mr. Sprecher said he saw no need for a meeting on the subject. Ms. Stevenson said that all the directors could do would be to defend the status quo. Mr. Herrell suggested the ER representative and Connie McCready. Dr. Cease suggested that Ms. McCready could be contacted for suggestions.

Mr. Gisvold then suggested that the June 29 meeting be devoted to these facilities and that the next two meetings be reserved for work sessions and wrap-up. He said he would like to get the staff started on the report and asked that staff prepare recommendations on library services to be circulated to the resource persons for comment.

Mr. Gisvold asked if there were any further thoughts on parks and recreation. Mr. Herrell commented that Model II would greatly affect city and county park systems. Mr. Gisvold asked the staff to prepare alternate criteria for classifying parks as regional, etc. Dr. Cease asked if there hadn't already been much study of park systems. Kay Rich replied that there had been some work by the Metropolitan Planning Commission about ten years ago and something more recently by CRAG. There is not much on who should have what responsibility. We could extract some definitions. Ms. Jaegger commented that classification depends upon function, not size.

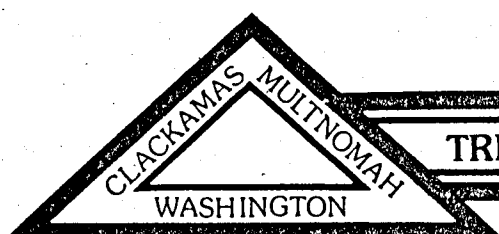
Mr. Herrell said he was frustrated in that he did not feel he was getting enough information to make decisions. Ms. Stevenson said she was worried there wouldn't be enough time for decisions. Mr. Gisvold replied that was the reason for getting the staff work started. Kay Rich pointed out that one other committee has assigned particular areas to individual members. We are trying to do a four-year project in 18 months. From July through September, the committees will be rethinking their conclusions as input comes in from the other committees. There will be great flexibility in that period.

Ms. Jaegger expressed concern that everything was being discussed in regional terms - - what about the people on the bottom? Ms. Stevenson suggested the committee re-read the mail-out on neighborhoods, which deals at length with land use. Mr. Gisvold pointed out that many committee members reflect the view of the neighborhoods. Ms. Jaegger said the problem is that the lower tier is not being discussed. Dr. Cease said that the point was well taken, and that it is getting lost in Phase II.

Kay Rich said that the basic question that must be asked about the lower tier is: Should there be a unit below the city level to provide services? If so, it will have to be institutionalized. No one has suggested that, yet. He also called attention to the fact that the Guide sent out to the commission indicates that the lower tier may be institutionalized and still not provide services: it could perform a mandatory review of middle-tier activities, perhaps even exercising a veto power.

It was agreed that the matrix would be revised to provide a fifth column for an advisory role.

Lamb:els



# TRI-COUNTY LOCAL GOVERNMENT COMMISSION

1912 S.W. SIXTH, ROOM 244

PORTLAND, OREGON 97201

(503) 229-3576

Ronald C. CEASE  
Chairman  
Carl M. HALVORSON  
Vice Chairman  
A. McKay RICH  
Staff Director

July 8, 1976

## M E M O

TO: LAND USE, RECREATIONAL & CULTURAL ACTIVITIES COMMITTEE

FROM: KEN MARTIN

RE: LAND USE FUNCTIONAL ASSIGNMENT

John BAILEY  
Herb BALLIN  
Marlene BAYLESS  
Mary-Elizabeth BLUNT  
Philip R. BOGUE  
Ilo BONYHADI  
Alan BRICKLEY  
Dennis BUCHANAN  
Albert BULLIER, Sr.  
Joy BURGESS  
Ted CLARNO  
Elsa COLEMAN  
John FREWING  
Dean GISVOLD  
William GREGORY  
Lloyd HAMMEL  
Hazel G. HAYS  
Stephen B. HERRELL  
Nancy HOOVER  
Barbara JAEGER  
Leland JOHNSON  
Martin JOHNSON  
Charles JORDAN  
Hugh KALANI  
Julie KELLER  
Corky KIRKPATRICK  
Loyal LANG  
Robert LANDAUER  
Ed LINDQUIST  
Harold LINSTONE  
Raymond MAIER  
Tom MARSH  
G. H. MATTERS DORFF  
Wanda MAYS  
Maria Elena Bazan  
McCRACKEN  
Hugh McGILVRA  
Douglas MONTGOMERY  
William MOSHOFSKY  
Gary NEES  
Jack NELSON  
John NIGHTINGALE  
Mary OPRAY  
Mary RIEKE  
Frank ROBERTS  
Edward ROSENBAUM  
Fred RUSSELL  
Betty SCHEDEEN  
Robert SCHUMACHER  
Mildred SCHWAB  
Virginia SEIDEL  
Mike SHEPHERD  
Robert SIMPSON  
Estes SNEDECOR  
Larry SPRECHER  
Marlene STAHL  
Ardis STEVENSON  
Donna STUHR  
Steve TELFER  
Ora Faye THORGERSON  
Jerry TIPPENS  
William B. WEBBER  
Julie WILLIAMSON  
Roger W. YOST

Following the July 13th meeting the staff reworked the allocations chart, and the revision is attached. Several members of the committee expressed an interest in making written statements defining their interpretation of what aspects of planning should be at which levels. There seemed to be general agreement that planning should be split between state, regional and local entities, but there was no consensus on what should be identified as a matter of state-wide, regional or local planning concern. There also appeared to be little consensus on the types of interrelationships which should be established between these three levels. That is, procedurally, how does one level relate to and deal with the next?

Hopefully, the attached chart can be utilized by those wishing to make written comments. Aside from the problems of defining local, regional and state-wide areas of concern, the chart should reflect the other changes noted at the July 13th meeting.

KM:els  
Attachment: Chart

Land  
Use

State

Statewide  
Planning  
• Funding  
• operations

Local  
Planning  
• Funding

Upper  
Tier

Area-Wide  
Planning  
• Funding  
• operations

Zoning  
• ordinance  
format  
• language  
uniformity

Inspectors  
• training  
• pooling

Middle  
Tier

Local  
Planning  
• Funding  
• operations

Zoning  
• Funding  
• operations

Subdivision  
Control  
• Funding  
• operations

Building  
Inspection  
• Funding  
• operations

Building  
Permits  
• Funding  
• operations

Lower  
Tier

Review + Comment  
District plans  
zoning  
capital impr.

**Metro Archives and Special Collections: Tri-County Local  
Government Commission Records – Land Use,  
Recreational and Cultural Activities Committee Meeting  
Minutes**  
**Meeting Date: 05/25/1976**

**Box No. COUNC0567 / Folder 61**

MINUTES OF LAND USE, RECREATIONAL & CULTURAL ACTIVITIES MEETING, COMMITTEE III

Held: May 25, 1976

MEMBERS PRESENT: Gisvold, Chairperson; Blunt, Herrell, Jaegger, Moshofsky, Sprecher and Stenenson.

EXCUSED: Brickley, Bullier, M. Johnson and Kirkpatrick.

Staff: Rich, Lamb and Martin.

Invited Guests: Steve Schell, member, Land Conservation and Development Commission

Andy Jordan, counsel, CRAG

Martin Crampton, Planning Director, Multnomah County

Gus Riviera, Planning Director, Clackamas County

John Rosenberger, Planner, Washington County

Ernie Bonner, Planning Director, City of Portland

Richard Bolen, Planning Director, City of Tigard

Mr. Gisvold explained that this was the first of a series of meetings the committee will hold on land use and that the topic for today would be state-local relationships. He then called upon Mr. Schell.

Mr. Schell said that LCDC had adopted statewide goals and guidelines as of January 1, 1975, with which cities and counties were supposed to have complied by January 1, 1976. Time for compliance has been extended. In the metropolitan area, the extension is on the basis of three-month reviews to identify problems.

Problems which have been indentified include: (1) Citizen involement. There has been resistance from elected officials who fear they are being by-passed. (2) The detailed evaluations each juresdiction must make. LCDC is modifying these requirements for smaller jurisdictions.

Of \$3.3 million available for allocation to local governments, more than \$1 million has been allocated to date. Nearly all of the \$1.1 million for allocation to coordinating bodies, such as CRAG, has been allocated.

Mr. Moshofsky asked if LCDC had power to review all aspects of local planning. Mr. Schell replied no, that it had no power over areas of purely local interest. The commission feels that planning is basically a local function.

Mr. Gisvold asked Mr. Schell what changes from the present system he would recommend. He replied that CRAG needed to assume responsibility for matters of regional significance. It has the statutory authority but has been understandably reluctant to use it.

Also, the legislature should review the appeals procedure and elvaluate whether the commission is best fitted to handle it. Its role should be better defined, or there could be an independent appeals agency.

Minutes of Land Use, Recreational & Cultural Activities Meeting, Committee III, cont.

Mr. Moshofsky asked about restricting LCDC's appeal role to only matters of statewide concern. Mr. Schell replied that the statute gives standing to appeal to any substantially affected person. The commission has taken the position that no one who has not participated in the proceedings below has standing to appeal to the commission.

Mr. Herrell asked what jurisdictional conflicts there were in the metropolitan area.

Mr. Bonner stated that the basic question must be as to what planning is for. The planner must protect the interests of future generations in the decision-making process. He also adds a systematic process, for which an objective is required.

Mr. Herrell asked is planning needed to be done on an areawide basis. Mr. Bonner replied that some decisions need to be made at the neighborhood level.

Mr. Crampton displayed two charts on the planning process (at the committee's request, these are being duplicated for distribution to the committee). He said that the LCDC goals and guidelines are the planning base; specific application is made by the cities and counties. At the same time, local government responds by formulating its own general rules. There is a regional responsibility for things of less than statewide concern and more than local concern.

Mr. Bolen commented that by the time things get down to the neighborhood level, the decisions have been pretty well made. How do they get to participate in the choices sooner. Mr. Crampton said there needs to be a metropolitan forum for neighborhood input so the neighborhoods can understand the impact of their choices on the region.

Mr. Moshofsky asked if CRAG's present role was one of metropolitan screening. Mr. Crampton replied that it was supposed to be. We have a good structure, but we haven't addressed ourselves to substance.

Mr. Schell said the system was too new to tell how it's going to fit together. Don't shuffle the boxes now. What is needed is better communication.

Ms. Jaegger asked how a regional agency like the Port fitted in. Mr. Crampton said there would be no problem if CRAG formed a coordinating function, since the Port participates in CRAG.

Mr. Herrell asked what the problem is with CRAG. Mr. Crampton said it was an inability to bridge the gap between technical processes and decision making.

Mr. Moshofsky asked, if CRAG members don't think regionally, what about an elected body? Mr. Schell said that people are more apt to identify with and hold accountable their present elected officials.

Mr. Joreau said CRAG had three problems: (1) The board reacts defensively; the members tend to wear their local, rather than their regional, hats. (2) Staff moral - - they don't feel they have anyone, a governing body, they are committed to. (3) With growing pressures to get the job done, board members just don't have the time because of the press of problems of their own jurisdictions.



Minutes of Land Use, Recreational & Cultural Activities Meeting, Committee III, cont.

Mr. Moshofsky commented that it seemed that a better defined metropolitan function would solve some problems. Mr. Jordan said that you don't want CRAG to be just one more appellate hoop to jump through. Mr. Moshofsky suggested it would be better to have appeals at the regional level than at the state level.

Mr. Riviera commented that the more levels of government, the more the pressure on the citizen at the bottom. The county staff also feels frustrated, he said, because they feel all of the decisions have been made for them. Mr. Bonner replied that there has been feedback from the communities to CRAG which has changed some decisions. Mr. Crampton pointed out that it was possible, and the importance to make exceptions, if justified, to the LCDC goals and guidelines at the local level.

Ms. Jaegger observed that neighborhood groups now have to go to a variety of agencies and wondered if a regional planning agency could furnish a single place to go.

Mr. Jordan questioned whether there was such a thing as a matter of regional significance as opposed to state significance and local significance.

Mr. Gisvold asked if it would be better to have a board of both representative officials and directly elected members. Mr. Schell replied that he thought the present study might be premature, since things are still in a state flux from the 1973 legislation.

Mr. Bonner said the important thing was to have purpose at each level of planning; the present structure permits this. Mr. Riviera commented that each level tends to justify itself at someone else's expense.

Mr. Moshofsky and Mr. Gisvold asked the guests to make further comments to the staff.