

Chandler's Reply
Attached

COLUMBIA REGION ASSOCIATION OF GOVERNMENTS -

OUR METROPOLITAN PLANNING AGENCY

Analysis and Recommendations

The following analysis of the Columbia Region Association of Governments (CRAG) has been made by a group of professional planners and associated lay persons in the Portland metropolitan area. It has been made because of their concern about the quality of metropolitan planning being carried out by CRAG. It is intended as a constructive critique of the present CRAG operation and includes recommendations for change in hope that they can be used by CRAG to strengthen its vital role in shaping the future of the Portland metropolitan area.

CRAG was created in 1966 in response to demands by the U.S. Department of Housing and Urban Development (HUD) that, in order for political subdivisions within the Portland, Oregon Standard Metropolitan Statistical Area (SMSA) to qualify for Federal financial assistance, an agency responsible for a coordinated program of continuous and comprehensive metropolitan planning be formed. At the time of the formation of CRAG, its General Assembly adopted a resolution (Number 5) which clearly states that the primary purposes and activities of CRAG are: (1) to conduct a coordinated program of comprehensive metropolitan planning for the Portland-Vancouver metropolitan 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 states 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.

This resolution is sufficiently broad to allow CRAG to engage in all aspects of physical and socio-economic planning (e.g. the specialized law enforcement planning program now underway) and to review and propose methods for plan implementation. To date there has been no strong indication that CRAG is to be any more than a metropolitan planning agency; as presently established and operating it has only a Federal review power and no legislative authority or operating agency function.

Since 1966, the Bureau of Budget and the Governor's Office have added new responsibilities for Councils of Governments, the review of project applications for grant and loan funds and the establishment of development priorities. These actions have added new dimensions to CRAG's ability to assume a comprehensive metropolitan planning role.

METROPOLITAN AND LOCAL PLANNING

The need for a vigorous metropolitan planning program is based primarily upon the view that problems of urban growth, economic health and social well-being transcend the established political boundaries of cities, counties, districts and states. These problems cannot even be properly identified and described at a level smaller than the total urban community. Obviously, programs to deal with these issues must be conceived at the metropolitan level, although they may be perfected and implemented only by local governments.

A metropolitan planning organization should address itself to:

1. An ever-evolving statement of goals and objectives for the entire area.
2. The selection of the most suitable pattern of urban occupancy - the major concept of a land use plan.
3. The development of basic standards to assure environmental quality.
4. Planning for the economic vitality of each segment of the community.
5. Programs responsible to human needs and social goals.
6. The building and operation of utility and service systems which aid in achieving community goals and with appropriate scope, cost and order of priority.
7. The resolution of priorities.
8. The most efficient allocation of resources.

Coordinated efforts in these directions will assist each local community to define and accomplish programs of local need and extent. Metropolitan planning, however, must be at least equal to local planning in competence and quality. A weak area-wide program cannot be expected to develop the satisfactory guide lines necessary for individual government activities in the field of community building. Far more responsible results can be attained by working closely together than by acting separately.

It appears to us that CRAG presently has not accepted strong, comprehensive planning as vital to this community. A significant shortcoming has been the failure to seize the initiative in establishing a process for determining long-range goals and objectives for the area. CRAG's recently published goal statements are too general to be useful and too narrowly developed to have broad acceptance. Also, no program to seek community participation in goal formulation has been initiated.

While research is important to any sound comprehensive planning program, it has been over-emphasized to the detriment of other important work. Nearly all staff effort seems to have been directed towards:

1. Research.
2. Planning of functional elements to promote the perpetuation of present development trends (what may be termed "trend city") without making any real effort to determine and evaluate alternative directions for development.
3. Keeping the waters calm by actively promoting present development trends.
4. Handling Federal grant applications without proper evaluation.

The planning that has been accomplished by CRAG is, in our judgement, inadequate, and lacks coordination. Little effort has been expended to harmonize the specific or functional plans developed, such as those for sewers or highways, with each other or with any overall master plan. Most important, there has been a failure to utilize the planning of public works to achieve specific objectives visualized in a master plan; extension of sewer lines, improvements of highways, etc., have not been used to encourage growth in optimum directions as determined from a metropolitan-wide point of view. Not only has research been over-emphasized, research studies have been used for purposes for which they are not intended or designed; e.g. a study of Wilbur Smith & Associates clearly stated its specific purpose and the limitations inherent in its data, yet it has been used as a de facto general plan.

1970-71 WORK PROGRAM

A metropolitan planning agency should have a long-term work outline, a schedule of tasks to be completed and an identification of the desired status of accomplishment at various stages. Resolution Number 5 (referred to earlier) contains a generalized short-range program, stating six work elements and a target date for completion. While these elements have now been published, no outline for work in future years has been developed. ✓

Considering the scope of the present work program, which is to be completed by June, 1971, it is our opinion that an adequate plan cannot and will not be formulated in so short a time. Again, this work program appears to be addressed primarily to research. A plan developed under these conditions would have no depth of acceptance by the member governments or the public, and would be little more than a "back room" effort with the main if not sole purpose of meeting a HUD time schedule. The emphasis on covering all bases to maintain fund eligibility without a commensurate concern for quality of performance is not responsive to the real needs of this metropolitan area.

The primary concern should not be the HUD time schedule, but preparing a quality plan and instituting a proper planning process for the desired development of the metropolitan area.

RECOMMENDED PROGRAM

CRAG has developed one generalized metropolitan plan, but it is only a composite or patching together of existing individual plans for future development in each of the constituent jurisdictions within the metropolitan area. As such, it represents the necessarily narrower vision of each member area with few metropolitan-wide considerations.

The composite represents one option, the one that would result if CRAG did not exist; it only shows how the Portland area will develop without a metropolitan plan, without metropolitan goals, without metropolitan direction. There must be other options and the community at large must be involved in the evolution of the option most appropriate to the entire Portland metropolitan area. Within the time allotted in the present work program (as noted above), no staff could prepare a metropolitan plan recognizing options and including community participation in the planning process.

We strongly recommend, therefore, that regardless of present HUD time schedules, several alternative concepts of directed urban growth be prepared with certain specified metropolitan-wide goals in mind; and that these alternatives, along with their goals and public policy implications, be subject to the widest possible publicity with the deliberate intent of generating community discussion and evaluation.

The resulting reaction, both from the general public and from their elected and appointed policy makers, should form the basis for a consensus plan complete with proposed public goals and policies that can be adopted by the CRAG General Assembly.

Once adopted, such a plan must be the basis for more detailed planning and for the redesign of the several functional plans (water, sewers, transportation) that have been previously prepared by CRAG and which now foster "trend city" development. It is through its power of review over federally assisted capital improvement programs which will implement these functional plans that CRAG can, if it will, exert a powerful influence on shaping the metropolitan area toward predetermined ends.

As a start toward these ends, we suggest the following activities for the planning division of CRAG for the next several months:

1. Develop a new short-term work program (5 years) and a work schedule of elements for the next fiscal year.
2. Refine the goals and objectives statement (This should be a continuing activity).
3. Evaluate the strengths and weaknesses of the Interim Land Use Plan.
4. Identify and rank the more fixed features (givens) of the area.
5. Determine the soft areas which constitute the possible directions of future growth or change.

CRAG ORGANIZATION AND MANAGEMENT

In order for CRAG to carry out its stated function as a metropolitan planning agency, CRAG must be well organized and managed, adequately staffed, and should seek community participation in the planning process. Therefore, we have felt that this paper must go beyond the foregoing general evaluation of CRAG's planning program and also examine CRAG in some depth.

CRAG is organized at two levels: the member agencies and the staff. The member jurisdictions participate as the General Assembly and its Executive Committee, both composed of elected officials, and the several advisory committees composed of technical personnel from the members, sometimes augmented by technicians from other entities. The staff is divided into divisions related to the general work assignments. Management duties are performed by the staff.

A. CRAG Organization

1. The General Assembly

The General Assembly is, in fact, the Columbia Region Association of Governments. Its function as policy maker, coordinator, and implementor of programs should be strong. Since formation, however, it has played a minor and largely ineffective role. Presently, the Assembly meets semi-annually, only for generalized review of program status.

Recommendations

- a. The Assembly should assume a much more dominant place in the leadership of CRAG and should enunciate the purposes and functions of CRAG as guidance for the Executive Committee, the Chairman, the Advisory Committees and the staff.
- b. The Assembly might be organized into functional action committees in order to develop programs for plan implementation.
- c. The Assembly should develop methods to improve liaison between member jurisdictions and CRAG.
- d. The Assembly should be served by its Executive Committee, Chairman, and staff on a regular and meaningful basis.
- e. A systematic communications system should be established so that the Assembly may be effectively informed.

2. The Executive Committee

The Executive Committee is designed to act on matters of policy, budget, work programs, plan formulation, etc., in the name of the General Assembly. It has not been completely successful in fulfilling its duties. Much time and valuable leadership has been wasted on the routine review of applications for grants and loans, and there have been no apparent efforts on the part of the staff to press for changes in this pattern. Recently the Executive Committee itself has begun revising its agenda with a view to assuming a more effective role. Further progress is needed in this area.

Recommendations:

- a. The Executive Committee should redefine its role in the CRAG organization and adopt methods necessary to achieve them.
 - b. The Committee should direct the design and implementation of a continuous planning process of goal development and review, metropolitan concept planning, development of plan elements in the proper order, and methods of plan realization.
 - c. The Committee should direct the staff to propose and implement a revised management and reporting system to help assure greater efficiency and higher quality of work.
 - d. The Committee should develop clear statements of purpose and a series of guidelines for Committee performance, staff performance, and local area responsibilities.
 - e. New fields of activity for the Committee or the staff should be carefully evaluated by the Committee in light of the primary duties now assumed. The thrust of the CRAG programs must not be blunted with unnecessary and untimely expansions of responsibilities at this stage of basic plan formulation.
3. Advisory Committees

The Advisory Committees are organized at two levels: a General Advisory Committee and several special-function advisory committees. All are composed of technicians from the member agencies, sometimes augmented with other technical personnel from other sources.

a. General Advisory Committee

The General Advisory Committee is intended to have a direct relationship with the Executive Committee. This Advisory Committee now meets regularly for the sole purpose of reviewing and acting upon grant applications. The work load is thus related to the number of applications submitted. Very little staff assistance is given. In fact, the Committee functions as a staff for the Executive Committee; each member must do his own independent analysis of the project at hand and formulate a proposed course of action based upon his personal vision of a total objective. The technical abilities and higher salaries of the Committee members are not being used

effectively in this way. The Committee has no responsibilities for CRAG program design, for coordination of staff work or the review of the activities of the functional advisory committees.

Recommendations:

- (1) The charge to the General Advisory Committee should be re-evaluated and re-directed.
- (2) The grant application review process should be streamlined. More work in this field must be done by the CRAG staff and reported with recommendations to the Committee.
- (3) The Committee should review and assist in the coordination of the activities of the functional advisory committees.
- (4) The Committee's recommendations should be submitted directly to the Executive Committee in writing.
- (5) The Committee should play a more active role as advisor to the Executive Committee in the development and execution of the staff work program.

b. Functional Advisory Committee

Several Functional Advisory Committees have been established, generally related to the functional planning programs of CRAG. Some are well established and play relatively stable roles (e.g. Technical Advisory Committee of the Transportation Study). Others are ill-defined as to membership and fluid as to responsibility (e.g. "Planning" or "Environmental Quality"). Few clear statements of purpose have been developed for these groups. There is no apparent correlation between the several committees.

In some respects, the committee members are expected to function as extensions of the CRAG staff. This situation has been used to explain why the CRAG staff can remain small, technically weak and ineffective in initiating and carrying out adequate programs.

At the same time, evaluations of program content by committee members, as well as corrections of factual data, are often ignored or verbally explained away by the staff or answered with glowing descriptions of program accomplishments.

The Functional Advisory Committees are not being used effectively. Committee meeting agendas frequently cover a wide range of subjects, only obliquely related to the committee purpose. At the end of a project time schedule, the committee is often asked by the CRAG staff to ratify a hastily conceived and executed product -- in order to meet a newly announced deadline. The sincere and dedicated members of these committees are frustrated because their time and efforts are being wasted.

Recommendations:

- (1) The organizational structure of the Functional Advisory Committees should be related to the functional elements of the CRAG work program.
- (2) Committees should parallel the staff divisional organization.
- (3) Statements of purpose and specific charges to each committee should be written.
- (4) Relationships and communication between committees should be established.
- (5) A system for the initiation and review of the plans and projects of CRAG and the member jurisdictions should be developed.
- (6) Qualifications for membership on committees are needed. Each jurisdiction should make regular participation of its representatives mandatory.
- (7) Content of committee meeting agendas must be related to the committee function and the CRAG work program.

B. Staff Organization

The CRAG staff is organized in functional divisions related to the major elements of the work program and to management elements. This structure is appropriate to the functions assigned, but the working relationships between divisions are unclear and the management and reporting systems need greater attention. Further, there are not strong relationships between the staff divisions and the Functional Advisory Committees.

Recommendations:

1. The responsibilities of each division head and his staff must be clearly established.
2. A team relationship must be created so that the staff may work purposefully toward common objectives. Exchanges of information and review of work must be on a regular basis.
3. A functional relationship must be created between the division heads and the Functional Advisory Committees.

C. Quality of Staff

The attitude of the CRAG staff has been to REACT rather than to ACT. The staff has had a tendency to allow its work to become an end in itself, rather than clearly directing its efforts to the attainment of improved metropolitan livability.

There does not appear to be any acceptance of the concept that the planning work of CRAG could influence the course of urban development in positive ways. The "Interim Land Use Plan" is sufficient evidence to illustrate, in our opinion, that the present quality of the planning effort is below acceptable professional standards.

The Planning staff of CRAG should be at least as competent as any in the area. It should be able to establish and maintain a position of professional leadership in the planning function. The planning departments of the member jurisdictions have no metropolitan-wide responsibilities. Only CRAG can and should assume this role.

The management qualities of the Executive Director must be properly utilized to realize the full potentials of the CRAG organization. Among other things he should have:

1. Policy guidance from the Executive Committee.
2. An organizational structure with clear lines of authority, responsibility and process.
3. Strong and capable division heads who can work together. He should be able to rely upon their professional and technical qualities rather than substituting his own in each field.

The quality and the depth of staff should be realistically related to the adopted work programs and responsibilities. Planning positions should be filled by professional planners and specialists should be employed through the addition of new positions instead of by converting planning positions as has been done in the past.

The staff (and the Executive Committee) must develop a philosophy of positive influence on the course of events and a vision of the potential for the future of this area. A sense of program continuity can thus be formed.

In order to assure the success of the primary function of CRAG, that of a metropolitan planning agency, the Planning Division must be the equivalent of the other staff divisions. Each of the CRAG division heads should be called upon to report directly to the Executive Committee and should be made responsible for their recommendations and for their accomplishments.

Recommendations:

1. In order to fulfill its responsibilities for metropolitan planning, CRAG must have a competent staff with strong and knowledgeable leadership.
2. It is absolutely essential that more monies be appropriated to provide sufficient staff and to pay the salaries necessary to compete with other jurisdictions for professional personnel.
3. CRAG staff must include both a highly qualified planning director and other competent professional planners as found necessary to accomplish planning for the metropolitan area.
4. The Planning Director, being responsible for metropolitan planning, should report directly to the Executive Committee and the Assembly

December 15, 1970

Mr. Eldon Hout, Chairman
Columbia Region Association of Governments Executive Committee
429 S. W. Fourth
Portland, Oregon 97204

Gentlemen:

At your November 20th meeting, we were directed to prepare a report to you respecting the organization, operation and financing of the Columbia Region Association of Governments. This directive was broadly defined in the following three questions:


- 1). What should be the scope of CRAG goals and objectives?
- 2). How should CRAG be organized in order to achieve maximum participation from members and non-members for the accomplishment of CRAG goals?
- 3). What should the level of financing be to meet the above and how should this obligation be raised?

The attached report attempts to answer these questions and represents our recommendations to you. It is our hope that these recommendations will result in a strengthened administrative structure for CRAG and provide the means whereby your committee and the CRAG staff can accomplish the important role which a council of governments can serve in a metropolitan area. Several of these recommendations will require an amendment to the CRAG constitution and, if approved by your Board, the Executive Director should be instructed to prepare the necessary amendments for consideration by the General Assembly.

The Advisory Committee met frequently for long efforts to complete this report. Homer Chandler, the Executive Director, was in attendance at every meeting and offered assistance and cooperation at all times for which we extend our appreciation.

We will be in attendance at your special meeting December 21st to discuss this report with you and answer any questions which may arise.

Respectfully Submitted,


Richard Milbrodt, Chairman
CRAG Advisory Committee

RM/lw

REPORT TO CRAG EXECUTIVE COMMITTEE

Prepared by: Advisory Committee
December 14, 1970

I. GOALS & OBJECTIVES:

In order to define the role of CRAG a careful examination was made of resolution no. 5 adopted by the General Assembly in November, 1966, (Copy attached). This resolution sets forth the purpose of CRAG and describes goals and objectives to meet that purpose.

It was our finding that the resolution is well written and does not require revision at this time. Rather, it appears necessary to more frequently examine the statement to be certain that CRAG is meeting its intentions. At the same time, based on experience of the first four years of existence, some adjustment is needed to the organization, staffing and financing of CRAG in order to achieve the intentions of resolution no. 5.

II. ORGANIZATION:

Present organization was analyzed and evaluated against constructive criticisms related to the processing of matters, completion of staff work and over-all performance of CRAG. These criticisms basically are:

- a). Lack of participation in CRAG decisions by non-member agencies with considerable interest in the subjects;
- b). Need for improved communication between various advisory committees, staff and the Executive Committee; and,
- c). Need for increased attention to a general plan as opposed to the highly specialized elements of the general plan.

Attached is a revised organization chart which we recommend to you as a means of meeting the above three points. The primary features of this organization are as follows:

- 1). The name of the Executive Committee should become Executive Board and the name of the Advisory Committee should be the Advisory Board. All other Advisory Committees should be known as Technical Committees.
- 2). The Advisory Board, or a representative, should attend each meeting of the Executive Board. Further, the Advisory Board should be concerned with the full spectrum of management responsibilities with respect to the making of recommendations to the Executive Board for consideration. This includes: legislation, budget, re-organization proposals, public relations and general administration. As the needs of these responsibilities require it, special ad hoc technical committees can be created.
- 3). The CRAG membership base needs to be broadened and a framework created for maximum contribution to policy formulation and program achievement by the appropriate levels of constituent members.

To accomplish this last point, we recommend establishment of six functions, or departments, within CRAG. Each function would be served by both CRAG staff and a technical committee composed of constituent members. This will create a dual structure of staff organized together with supportive advisory panels (Technical Committees) at all levels to improve the breadth of work, offer well supported alternatives and provide the Executive Board with a stronger position from which to make decisions.

The function and role of CRAG staff is to provide staff work under the direction of the Executive Director through the department heads (e. g. transportation planner).

The staff and technical committess inter-act to provide recommendations to the Advisory Board and on to the Executive Board. The staff should challenge the Technical Committees with alternatives which represent the regional or metropolitan approach to problem solving.

The Technical Committee should be responsible for developing concepts and approaches for the planning process and be reacting with and to staff prepared materials for a final recommendation. To function effectively in this matrix requires considerable attention to inter- and intra-group coordination and with staff and committees.

- 4). Functions which the CRAG organization should include within its framework are: area development, transportation, public services, social services, justice and education. These functional programs are defined as planning for the regional aspects of:

Area Development - Includes comprehensive regional land use planning.

Transportation - Includes air, surface, water, rail and transit.

Public Services - Includes sewage collection and treatment facilities, water supply and distribution systems, air pollution, noise pollution, solid waste and surface water and flood control and related public services functions.

Social Services - Includes housing, health, welfare and recreation.

Justice - Includes law enforcement, court systems, prosecution of crime, rehabilitation of offenders, custody of offenders, probation and related.

Education - Includes elementary, secondary, community college and higher education activities.

Note: Not listed here but shown on the original chart is a group called "Support Services". This is a housekeeping activity for the management of CRAG, does not require a technical committee and is not considered a functional program for the purpose of this report.

- 5). The Advisory Board should be expanded from its present nine members which represent constituent members of the Executive Board to include at least one ex-officio member from each of the six functional technical committees.
- 6). The Executive Board, from time to time, depending upon the subject matter before it, may expand its membership on an ad hoc basis to include representation from the policy making members of the particular jurisdiction or agency concerned with the subject. For example, in the field of transportation when the Executive Board is scheduling decisions that involve the transportation function, the membership of the Executive Board would be expanded with voting rights extended to persons from the policy making body of the appropriate transportation agencies.

III. STAFFING AND FINANCING:

a). Staffing:

Following adoption of these proposals, it is recommended that the assignment of the Advisory Board, CRAG staff and Technical Committees should be to determine what the scope of CRAG's role in regional planning is.

Until this is resolved, it is almost impossible to determine the size of staff and level of financing that will allow CRAG to meet its obligations. However to meet CRAG's minimum needs, we recommend that the Executive Board approve at this time the creation of three new positions: These should be:

- 1). An Assistant Director whose primary duty will be to coordinate the planning efforts of the functional departments;
- 2). A Transportation Director;
- 3). A Transit Coordinator who will serve under the direction of the Transportation Director.

It is further recommended that CRAG should seek financial assistance from the Oregon and Washington Highway Divisions to reimburse CRAG for the salaries of the two transportation personnel.

It is further recommended that the 1971 - 72 budget be increased sufficiently to finance the position of Assistant Director and that this position then be filled immediately.

It should also be pointed out that the three new positions should be considered as minimal in meeting CRAG's staffing needs. Therefore, we suggest that the Executive Board should be prepared to supplement the current budget prior to the 1971 - 72 year or an increased new budget when the staffing needs are more definitely understood.

It is suggested as salaries for the three positions:

- \$22,500 - Assistant Director
- \$20,000 to \$21,000 - Transportation Director
- \$18,000 - Transit Coordinator

b). Financing:

It is recognized that approval of the recommendations in this report will require an increase in financing over the current level. It is our belief, however, that CRAG has completed its development period and must now improve its depth and capability of staff in order to more effectively meet area wide regional planning needs. This requires an improved financial base. To accomplish this, we recommend several approaches, all of which should be pursued as no one alone can relieve the present fiscal dilemma.

- 1). State Appropriations: The State of Oregon has expressed a sincere interest in councils of governments as they offer the only means to keep local government functional at the same time that area-wide requirements are attained. The time has come for definite financial aid for the CRAG to meet its obligations. CRAG members should exercise all available means to produce state financial assistance commencing July 1, 1971.
- 2). Associate Memberships: In keeping with the concept of expanded participation in CRAG activities, the Executive Board should give consideration to a form of membership other than that enjoyed by the present constituent members. This alternate form we would designate "associate membership." The amount of annual dues for such membership should be determined by the Executive Board based on recommendations from CRAG staff. Associate members would be extended participation of staff personnel on appropriate Technical Committees and members of the policy-making board of associate members would be extended voting privileges on those subject matters of direct concern.
- 3). Special Contracts: Immediate attention should be given to execution of contract agreements with agencies holding major interest in the CRAG work program without a requirement for voting rights. One such example would be highway departments from Oregon and Washington. Such a contract agreement would enable recruitment and retention of highly qualified professional staff on a continuing basis. Again, precise recommendations from CRAG staff are needed as to amount of contract and type of agency this policy would cover.
- 4). Fees: Consideration should be given to requesting federal agencies to permit payment to CRAG (and other councils of governments) from each

grant program approved for an agency within the jurisdiction of CRAG.

Such payment could be either percentage of the grant or a processing fee based on a fixed amount per application.

- 5). Per Capita Assessment: As a last resort, consideration needs be given to raising the per capita assessment paid by constituent members. This is not the first priority for revenue in recognition of monetary limitations facing all members. Realistically, however, this source cannot be overlooked and in the last analysis, is the only method to compensate the CRAG treasury should the above alternates be proven not feasible or inadequate.

c). General Management:

Two additional items warrant attention by the Executive Board which do not fit into any of the above categories but are indirectly included in all of them. They are: allocation of grant priorities and physical facilities of the CRAG organization.

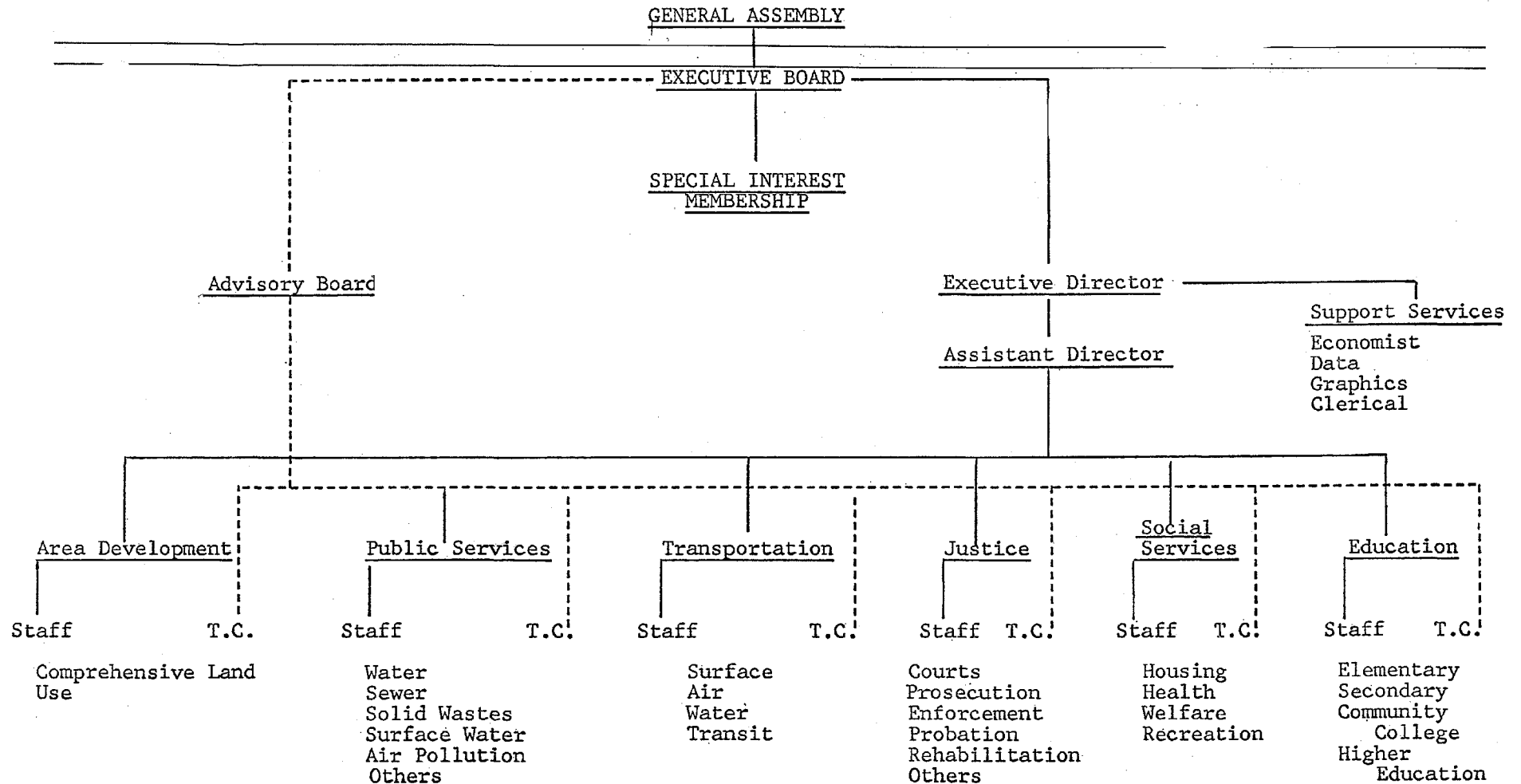
- 1). Grant Priorities: One important role of CRAG, to date under emphasized, is to assign priorities to federal grant applications so that regional needs are met on an orderly basis. At the present time, grant-in-aid applications are processed as submitted by the applicant and the review by CRAG has been to assure no conflict with existing plans or previously approved grants. It is recommended that the CRAG staff be authorized to develop a means of rating grants in terms of regional needs and present such a rating system to the Executive Board for consideration. This would permit a means for guiding federal and state agencies as to the relative need for grants on an area-wide scale over and above the immediate qualifications of the applying agency.

- 2). Office Space: Present quarters for CRAG are inadequate. No room exists for staff expansion, office layout is awkward for efficient management, building transportation is unacceptable, parking is unavailable in conjunction with the office and meeting facilities do not meet the needs of the groups which must meet there. It is therefore, recommended new facilities be acquired for occupancy on or before July 1, 1971 and the cost thereof be included with the added financing which this report proposes.

In considering new quarters, it is recommended that space be ample enough to accomodate needs of the Metro Service District and any other similar metropolitan operation. This would be in keeping with the emphasis that we believe need be placed on area-wide regional planning.

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CIRAG TABLE OF ORGANIZATION



Received cover
Letter - Sat.
Dec. 19

December 17, 1970

Executive Committee
Columbia Region Association of Governments
429 SW 4th Avenue
Portland, Oregon 97204

Gentlemen:

Subject: The attached paper entitled:

COLUMBIA REGION ASSOCIATION OF GOVERNMENTS-
OUR METROPOLITAN PLANNING AGENCY

Analysis and Recommendations

For several years there has been increasing concern, not only among professional planners but among some other people as well, about the quality of metropolitan planning being carried out by the Columbia Region Association of Governments (CRAG).

Consequently, during recent weeks there has been a series of meetings of professional planners and associated lay persons in the Portland metropolitan area to discuss this problem. These meetings have culminated in approval by the group of the attached paper - the result of final careful revisions of a third draft discussed by the group.

We realize that some statements in our paper may not be new to you due to recent work along this line by the Advisory Committee and the Planning Directors Committee at your request. However, we believe the material in our paper will supplement those efforts.

Moreover, our group feels that it is essential to make our views fully known because:

- a) it has become rather well known that we have been discussing CRAG's planning efforts.
- b) most of the material in our paper was included during the month of November and our third draft was completed during the first few days in December.

A Committee of our group has discussed this paper with Mr. Homer Chandler, Executive Director of CRAG, and a copy of this letter and the paper are being sent to him.

Executive Committee
Columbia Region Association of Governments
Page 2
December 17, 1970

We sincerely hope that our analysis and recommendations will help to improve metropolitan planning in the Portland area. A committee of our group can meet with you at your earliest convenience to discuss our recommendations.

The names of those who have approved the attached paper are listed below.

Respectfully submitted,



Dale D. Cannady
Chairman Pro-Tem
2947 NE 88th Place
Portland, Oregon 97220
Telephone 254-1428

cc: Homer Chandler

NAMES OF THOSE APPROVING REPORT:

Robert S. Baldwin - mult. Co.	Dale D. Cannady - Port.
Rodney O'Hiser - port.	Curtis R. Close - mult. Co. - Counsel
Frank N. Frost - port.	Nick Stefanoff - mult. Co.
Kenneth R. Hampton - port.	Richard D. Brainard - CH2m - from port.
Thomas M. Poulsen - Prof. P.S.U.	Raymond A. Boucher - Architect - CH2m
Arnold C. Cogan	Ronald W. Johnson -
Arthur J. Schlack - Mult. Co.	Spencer H. Vail - port.
Edward F. Wagner - port.?	Gordon C. Clark - Port.
Roger J. Budke - CH2m	John McCormick -
Richard E. Lakeman - port.	Willard Rhynsburger -
Bradford L. Blandin - port.	John G. Perry - port.
John M. Holst - Pres. Consult. firm, mult. Co.	Wink Brooks - mult. Co.
James P. Holl - port.	Terry D. Sandblast -

At the time of mailing, others are still considering approving this paper.

comment we received from the directors was that we were attempting to do too much in too short a time.

In our meeting of December 9, I again outlined the five steps suggested on page 5 as the approach to developing an area-wide urban concept. It's gratifying to me to see that those planning experts who, at least in the case of some, have, for the past few weeks been pleading and plotting "to get Homer" and to place a professional planner in the Executive Director's position are now following his leadership.

I do however wish to point out that the premises on which these critics base their objections are in my opinion generally not valid and they either misunderstand the policies we have followed or they are disputing the wisdom and leadership of the elected officials of the area. To further explain:

POLICY OF CRAG:

Resolution #5

The General Assembly members adopted a resolution setting forth what they wanted CRAG to accomplish. Their first statement of instructions says, "Comprehensive planning is recognized as a continuing process." Next it says, "It is necessary and desirable to adopt policies and programs in order to guide the conduct of comprehensive planning to assure the proper scheduling of projects and facilities."

The next point made in Resolution #5 sets forth a scheduling of work. It says that our first efforts were to develop: See Items 1-7, page 2, Short Range - Emphasize Existing Plans

When we analyze these three points I believe they say one thing - Develop Interim plans that can serve as the foundation on which we can build more detailed and lasting plans.

December 21, 1970

This policy was further emphasized by three other actions involving the Executive Committee and one action involving the Planning Directors. These were:

1. In relating the development of the various elements of a Comprehensive plan, I suggested the need of slowing down and perhaps even stopping the actual construction of facilities that would have a vital impact on planning. The reply of the Executive Committee was (1) the area cannot stop improvement projects, therefore, develop plans that will reflect immediate needs and long-range goals and then each project would be evaluated as to which category they fit into.

I submit to you that of all of the projects, particularly water, sewer and transportation, not one has been developed that did not meet an immediate need of existing communities and all have been coordinated with each other plus with land use concepts. There has not been one project constructed since CRAG began operation that mitigates against this area's ability to alter or reshape its urban form, if that's desired, except in the case of the Hockinson Water District in Clark County.

The Planning Director's action I referred to came in the form of a unanimous recommendation that CRAG use the trend city concept to meet its short range land use planning responsibility. This action was taken in a meeting held in Lloyd Keefe's office on a motion by Mr. Baldwin, seconded by Mr. Dale Johnson.

The second action of the Executive Committee that guided our policy of developing interim plans that would serve as the basis of future planning was the instruction that we should take the composite of all land use planning in

the area and project this to the year 2000. In order to do this we had to make the assumption that the policies of Trend City Development would continue in the years ahead.

Finally on this point, the Executive Committee, meeting in Vancouver instructed us to move forward on an urban forms study but that in so doing one criteria that must be used is that of allowing industrial development throughout the area so as to guarantee each community a sound tax base.

Now I submit to you we have completed each of the tasks set forth in the short range and this community is in a far better position to develop orderly than it would be otherwise. In fact the only real obstacle we face in taking these interim plans and using them as a spring board to a finer program is either the lack of vision and/or commitment on the part of some of our planning technicians. This same reluctance is not apparent with other technicians such as City and County Engineers and Public Works Directors, thus we are today in the implementation phase of the facilities development.

III. Planning Concept:

One of the major questions raised in the technician's position paper tends to repudiate the development and use of interim plans. I would submit again the thought that many outstanding concepts and plans have never seen the light of day because they were based on thoughts and ideas that were not acceptable. The lack of acceptance often has been based on the fact that the plans called for too much with too little understanding. The planning process must be an evolution and the development of an interim plan, one that answers immediate needs while at the same time pointing to the need of further planning for a better community is the first step.

The position paper accuses both the elected officials and the CRAG staff of poor quality work because of interim plans and infers that a so called "professional" organization would never stoop to such a practice.

It may be of interest to note that after at least eight (8) years of trying to develop a "Grand Design" the Seattle COG, the Puget Sound Governmental Conference, is now calling for the development of an Interim Land Use Plan. The Council of Governments in Eugene adopted an Interim Land Use Plan, this too coming after a large citizens committee had failed to develop a "Planners Plan." Also ABAG, San Francisco's COG, has adopted an interim plan which is to be their basis for further planning. Others can be enumerated but these three, I recite because they are the three that CRAG is so often compared with. Apparently our poor quality of planning must be shared with highly recognized agencies, all of whom have larger budgets, and larger staffs, than CRAG, and some are directed by professional planners.

CRAG has not, however, just "patched" plans together. If the planning technicians will honestly and sincerely study the policies

and goals under which CRAG has worked, I believe they will have to admit that, if these plans are followed and the improvements scheduled according to a priority system, we can shape the future of this area in a sound, progressive manner.

This possibility becomes even more likely because of one other CRAG policy, that being--plans to be of value must be implemented and the cities and counties, in order to implement regional concepts must have the political tools with which to work. This policy led the Executive Committee and the Executive Director to support and help obtain passage of bills that created the Metro Service District, the Boundary Commission and the Unified County Service law. Each of these agencies were viewed as a partner with the cities and counties, through CRAG, in the design and development of the metropolitan area. Together this group has the capabilities of shaping this community along any plans provided the plans are saliable.

In conclusion, I submit that those individuals who have indicated their concern with CRAG's program have failed to see the orderly plan that has been followed. It reflects the following pattern

- a. Develop acceptance of regional concept.
- b. Guarantee political leadership in planning.
- c. Set forth goals and objectives that:
 - 1. Answers immediate needs.
 - 2. Points to the future.
- d. Develop interim plans that:
 - 1. Guide short-range improvements.
 - 2. Serve as a springboard for more detailed planning for future growth.
- e. Provides for the ability to implement regional plans and systems.

I submit that in following this work outline, CRAG has given definite leadership and direction to this area and that the CRAG staff has performed admirably and in a most professional manner under the most difficult conditions. Instead of condemnation, they deserve the greatest respect from their employers, professional associates and the citizens of this area.

Yes, we do need to look at ourselves now and ask, can we now proceed into the next phase of our community development. Because I believe in this need, the CRAG staff has fully cooperated in the efforts of your Advisory Committees to strengthen the organization. I am of the opinion that nothing but good can come from that exercise, but I submit those efforts have been carried out in a spirit of objectivity, open give and take in discussions and with no spirit of animosity towards any individual or group.

In this manner, real progress, I believe, has been made. I salute those involved, including the Planning Directors. I only wish that those individuals whose names appear on the "white paper" had been as forthright in their efforts to improve CRAG.

PORTLAND AREA PLANNING ORGANIZATION

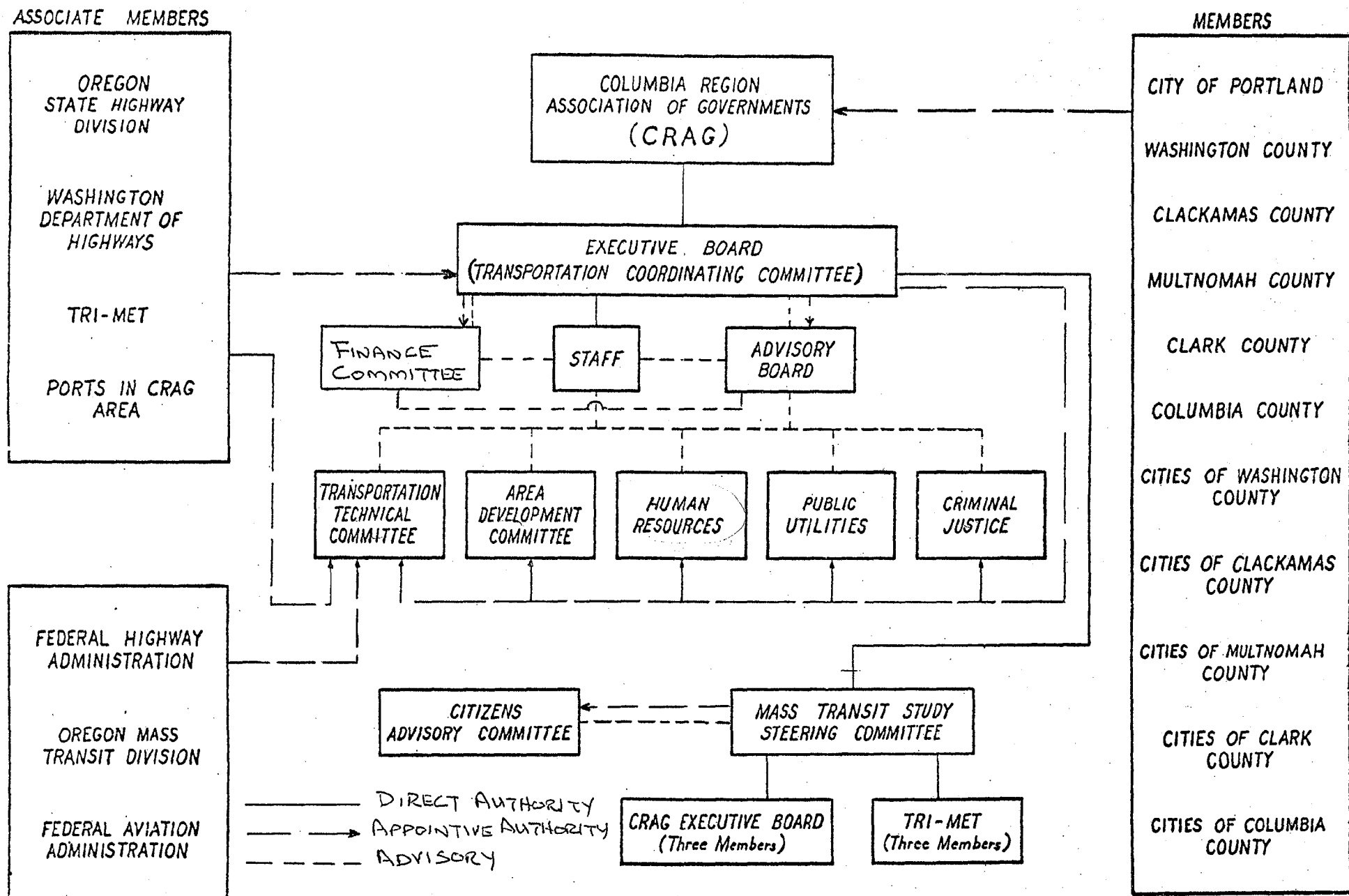


FIGURE 1