

MEMORANDA ON THE  
REGIONAL COMPREHENSIVE PLAN

-- PART I --

COLUMBIA REGION ASSOCIATION OF GOVERNMENTS



# COLUMBIA REGION ASSOCIATION of GOVERNMENTS

424 S. W. MAIN STREET • PORTLAND, OREGON 97204 • (503) 226-4331

CLACKAMAS COUNTY, OREGON  
*Cities in Clackamas County*

CLARK COUNTY, WASHINGTON  
*Cities in Clark County*

MULTNOMAH COUNTY, OREGON  
*Cities in Multnomah County*

WASHINGTON COUNTY, OREGON  
*Cities in Washington County*

October 24, 1967

## COMPREHENSIVE PLAN MEMORANDUM #1

TO: Advisory Planning Directors

SUBJECT: Charting a Course for Area-wide Planning

The enclosed composite maps of local agency development plans and local zoning were prepared as a starting point for the design of an area-wide comprehensive plan. We would appreciate your reviewing these maps in preparation for discussion at our meeting this coming Friday afternoon (October 27th at 2 p. m.).

We anticipate that this will be the first of a series of in-depth discussions for the purpose of charting CRAG's direction in area-wide comprehensive planning. A number of problems and questions are at issue, such as the following:

- Where are we now?
- Where are you now?
- Where should we be going?
- What should be CRAG's role as an area-wide planning agency?
- What should be the content, scope, and detail of an area-wide plan?
- What about target dates and "intermediate" planning?
- How would an area-wide plan be used?
- What about alternatives to the existing trends and policies plan?
- Are these the right questions to be asking?

The enclosed composite of local agency development plans is a generalized version of a colored display map drawn at 1" = 2000'. Individual plans from which the composite was made differ somewhat in amount of detail and in nomenclature, and apparently to some extent in concept. An attempt was made on the composite to preserve as much of the detail as possible from the original source maps, but at the same time to utilize categories which would facilitate reading the consistencies and inconsistencies actually involved.

Inconsistencies between agencies are in areas of target dates, assumptions and treatment of "agricultural" lands, amount of detail, official status, and perhaps in other areas. The balancing of probable future space requirements for different types of land uses between jurisdictions is a special problem for further study, in the light of a new overall review of the area's economic and population prospects. The distribution of industrial land is a key example.

An important consistency between local agency plans is that all reflect a projection of past trends and development patterns into the future, and a continuation of past and current public development policies. This is also consistent with the assumptions used in the land use growth factors and future trafficways patterns being used in the Portland-Vancouver Metropolitan Transportation Study.

FORMAL STATUS OF LOCAL AGENCY DEVELOPMENT PLANS

<u>Unit of Government</u>	<u>Date Completed or Adopted</u>	<u>Officially Adopted By</u>		<u>Not Officially Adopted</u>	<u>Document Published</u>
		<u>Planning Commission</u>	<u>Governing Body</u>		
Clackamas County	'59-63	X			
Clark County, Wash.	1960	X			X
Multnomah County	1964	X			
Washington County*	'59-64	X	X		
City of Portland	1966	X			X
Other Cities:					
Gladstone	1960			X	X
Happy Valley	--				
Lake Oswego	1963	X	X		X
Oregon City	'49-52			X	X
Milwaukie	1966	X	X		X
Canby	--				
Barlow	--				
West Linn	'54-55'			X	X
Camas	1963	X	X		X
Vancouver	1964	X	X		X
Washougal	1962	X	X		X
Fairview	1964	X	X		
Gresham	1965	X			X
Troutdale	1964	X	X		
Wood Village	1964	X	X		

Banks\*  
 Beaverton\*  
 Cornelius\*  
 Forest Grove\*  
 Hillsboro\*  
 Durham\*  
 King City\*  
 North Plains\*  
 Sherwood\*  
 Tigard\*  
 Tualatin\*

\* The City-County Joint Planning Department of Washington County published a plan for the urbanizing portions of the county in 1965, including each of these cities. Other plans have been prepared previously, such as the Washington Co. plan cited above and plans for Beaverton, Cornelius, Forest Grove and Hillsboro. None, except the original Washington Co. plan, now badly out of date, have been officially adopted.

PLANS SHOWN ON THE COMPOSITE OF  
LOCAL AGENCY DEVELOPMENT PLANS

<u>Area</u>	<u>Originating Agency</u>	<u>Date Prepared</u>
<u>LAND USE PLANS</u>		
Clackamas County Uninc.	County Planning Commission	1959-1963
Clark County Wash. Uninc.	" " "	1960
Multnomah County Uninc.	" " "	1964
Washington County Uninc.	City-County Joint Planning Dept.	1965
City of Portland	City Planning Commission	1966
Other Cities:		
Gladstone	Bureau of Governmental Research & Service	1960
Happy Valley	Clackamas County Planning Commission	1962
Lake Oswego	Bureau of Governmental Research & Service	1963
Oregon City	Clackamas County Planning Commission	1961
Milwaukie	Bureau of Governmental Research & Service	1966
Canby	Clackamas County Planning Commission	1963
Barlow	Clackamas County Planning Commission	1963
West Linn	Clackamas County Planning Commission	1961
Camas	Consultant	1963
Vancouver	Vancouver City Planning Commission	1964
Washougal	Consultant	1961
Fairview	Multnomah County Planning Commission	1964
Gresham	Bureau of Governmental Research & Service	1965
Troutdale	Multnomah County Planning Commission	1964
Wood Village	" " " "	1964
Banks	City-County Joint Planning Department	1965
Beaverton	" " " "	"
Cornelius	" " " "	"
Forest Grove	" " " "	"
Hillsboro	" " " "	"
Durham	" " " "	"
King City	" " " "	"
North Plains	" " " "	"
Sherwood	" " " "	"
Tigard	" " " "	"
Tualatin	" " " "	"
<u>TRAFFICWAYS PLAN</u>		
36th Test System Plus "Future Extensions to the Plan"	Technical Advisory Committee Portland-Vancouver Metropolitan Trans- portation Study	1966

## COMPREHENSIVE PLAN MEMORANDUM #2

TO: Advisory Planning Directors

SUBJECT: Assumptions for Comprehensive Planning:  
Plan versus projection.

The composite map of local agency development plans generally reflects a projection of past trends and development patterns into the future, and a continuation of past and current public development policies ranging from zoning to provision of utilities. Patterns of future trafficways are being tested by the Portland-Vancouver Metropolitan Transportation Study in the light of growth factors which are consistent with the composite "projection plan".

Decisions on highway improvements needed today are reinforcing the "projection plan". The work currently under way by Wilbur Smith and Associates for the Oregon State Highway Department, projecting planning data by traffic zone, also will assume continued use of the "projection plan", except to the extent that modification of that plan within the next few weeks by local area planners is desired and feasible.

CRAG is committed to the preparation of area wide plans for sewerage and for water supply and distribution, with a target date of July, 1968, for major facilities layouts. This target date can only be met if the "projection plan" for land use, together with any modifications, is used as the basis for growth factors and estimation of water demand and sewage volumes in each drainage area. Utilities planning thus will also reinforce the "projection plan". The same can also apply to airport planning which CRAG is newly undertaking.

Each of the in-depth studies of individual land use components by the Metropolitan Planning Commission also tends to reinforce the "projection plan". These studies include Land for Industry, Population Prospects, Commercial Patterns, Recreation Outlook and others as shown on the attached chart. From a design standpoint, this reinforcement does not necessarily have to be given as recognized by the Metropolitan Planning Commission in its review of alternative urban forms, published as How Should Our Community Grow.

A broader regional or state planning question may also be raised: What would be the optimum (as opposed to the projected) distribution of growth within the overall Willamette-Cowlitz region? Should rapid and unlimited growth in the Portland-Vancouver regional center continue to be encouraged, with the attendant increase in the problems of metropolis, such as traffic congestion, police and fire protection, air and water pollution, and growth of ghetto areas? Or should dispersion of growth to other Willamette-Cowlitz centers be promoted wherever possible? New modes of communication and transportation and even our newly completed freeways, may make geographic distances rather immaterial in the future as compared to the present.

From a practical standpoint it may be necessary in short-range planning to continue to follow and reinforce the "projection plan" at least temporarily.

The unanswered question is the extent to which long-range design planning should focus on significantly different urban and regional forms (see attachments), as opposed to studies of how to make "more of the same", the "projection plan", more livable.

Wilbur Smith and Associates have warned in their Procedural Manual for Projecting Planning Data by Traffic Zone that "these projections are not based on a plan but rather on what appears to be the likely consequence of present trends. The evaluation of these consequences and the alteration of conditions determining them are planning activities which lie outside the projection process per se..." Presumably the factors over which local, state and federal governments have control, such as zoning, provision of utilities and other services, provision and improvement of streets and highways, etc., can be reoriented to reinforce a plan as opposed to a projection.

As a starting point for resolving the plan versus projection dilemma, the following basic assumptions used in planning for the Portland-Vancouver area to date need to be re-examined:

1. Overall metropolitan population will continue to increase as projected.
2. Distribution of population within the metropolitan area will be in accordance with current indicators.
3. New methods of mass transit, or other technology or new developments will not change significantly the relative role mass transit plays or the accessibility and relative attractiveness of potential residential areas, the relative attractiveness of competing shopping areas, or the relative attractiveness of alternative industrial areas.
4. Present zoning policies, land use plans, tax policies, policies governing the extension of utilities or the improvement of streets, and present powers of local governments will continue to affect the intensity and direction of residential growth as they have in the past. Residential growth will be in line with present densities and trends, although overall net density will decline somewhat due to the preponderance of growth in outlying areas at suburban densities.
5. The development of shopping and business centers will be at locations presently designated for the purpose and will follow similar patterns in undeveloped areas. Industrial development, and hence industrial employment and trips to work will occur in areas presently set aside for that purpose. (Note, however, that the Port of Portland's projections for Rivergate will have a serious impact on the use of industrial land elsewhere in the metropolitan area to the extent that these projections are achieved through successful competition with other local sites as opposed to the attraction of new industrial development which would not otherwise be attracted to the Portland area at all.)

6. The approved Interstate freeway system and additional expressways and major streets will improve travel times and accessibility in accordance with the 1955 report by the Oregon State Highway Department, Freeway and Expressway System, Portland Metropolitan Area.
7. Trip data obtained in the 1960 Origin-Destination Survey provides an acceptable model of existing trip patterns and a means for determining relationships between land use and trip-making; or in other words, that how frequently and where people went in 1960 was how frequently and where they really wanted to go.

### COMPREHENSIVE PLAN MEMORANDUM #3

TO: Advisory Planning Directors

SUBJECT: The Function of the Comprehensive Plan

The term "comprehensive plan" has come to connote many different things. For example, if it's "comprehensive", it's got to be good. Or, one hears frequent reference to a needed "comprehensive health plan", or to a "comprehensive sewer plan", or to a "comprehensive land use plan". A comprehensive development plan presumably is the comprehensive "comprehensive plan", albeit normally with an orientation to physical matters.

To be literally "comprehensive" would be to take into account all pertinent factors, with the selection of what is pertinent depending on how the comprehensive plan is to be used. Historically, a number of uses can be identified. The planning process and the plan document provide a kind of framework around which knowledge about conditions in the community can be organized. Publication of a plan document containing important proposals may serve as a trial balloon used by an elected official for judging probable support for a possible course of action. A plan may serve as a blueprint for action on certain immediate and short-range problems. A plan may be a statement of public policy on key issues, or it may be a vehicle for stimulating public discussion or for calling attention to problems. The planning process and the plan document may serve in a general way to promote communication between offices and agencies otherwise fenced off by their separate responsibilities. The plan may be used as support for decisions and actions proposed for non-related reasons.

The purpose of this paper is to argue the thesis that we have tried to do too much with the comprehensive plan, and that the many functions of the comprehensive plan need to be sorted out, and that the best way to satisfy the needs to be filled by the plan is first to identify all of them as precisely as possible. The first step in designing a continuing planning program, whether for a local jurisdiction or for the region as a whole, should be to determine in concrete terms just what is hoped to be accomplished by planning. What is the real agenda? Are there any hidden agendas which should be made explicit before we start?

Despite the fact that the comprehensive plan has had many functions, this paper is entitled "The Function ...". The balance of the paper will attempt to define the most important function of the comprehensive plan, or at least of the regional comprehensive plan, in such a way as to give a clearer picture of how regional planning should work. The thesis is that the regional plan is not and cannot be a blueprint defining "ultimate" regional development. Instead, it should be used as a managerial tool for identifying the consequences of alternative choices which must be decided on in the present, e.g. a freeway, an airport, a utility line located here rather than there.

To explain this thesis, it is helpful to review how public decisions are made, and to review the objectives of planning in this context.

How Public Decisions are Made

The existence of a "general public" to which planning owes its allegiance is a myth, which tends to blind us to the dynamics of public decision-making. The public is a pleuralistic conglomeration of many different pressure and special interest groups, with varying and shifting degrees of influence. The public includes unorganized interests which may be common in some cases to large numbers of people and in other cases to very small numbers of people.

The pattern of special interests is constantly changing. Unorganized interests may become organized (an effect of the War on Poverty, of Saul Alinsky, or of Black Power), new common interests may become recognized, and strong or vocal existing interests may lose influence. Special alliances may result in response to special threats or problems (for example, neighborhood groups in opposition to a proposed freeway). Once the problem is resolved the alliances evaporate, the special interest groups disappear (for example, after a zone change hearing).

At the one extreme are the minorities with no effective voices. At another extreme may be the indirectly affected and hence apathetic and voiceless majority. (Why don't people in favor of good planning appear in support of important planning proposals, and counter the vocal minority who are injured or disadvantaged?) In the middle are the organized and vocal minorities who are directly affected.

In politics as in everything else the squeaky wheel gets the grease. Public decisions almost inevitably are oriented to present expediency and compromise, to striking an acceptable balance between the different interests involved. And they are made in the context of the specific social, economic, legal, political factors and pressures of concern to the officials of the specific unit of government most immediately responsible. The voiceless majority interest (which might be served by careful planning, by careful administration) receives less consideration than the vocal minorities. The voiceless future public receive even less consideration, depending on how effectively or persuasively they are represented by planners at both the technical and political levels. The more autocratic public agencies, or those such as authorities which are farther-removed from the vote; may be more long-range in their orientation. But they also have single-purpose responsibilities and hence develop sub-optimal (i.e. non-comprehensive) solutions which serve some publics more effectively than others.

What is the Objective of Planning in this Context?

The objective of planning in this context is to bring into the decision-making process two factors which are not adequately represented by the different pressure and special interest groups: (1) comprehensive evaluation of all relevant interests and (2) evaluation of future consequences or impact on future interests.

Stated in another way, the objective is to provide a comprehensive rational framework within which individual problems, solutions and consequences thereof can be viewed and tested. "Comprehensive" here means that indirect as well as direct consequences of an action should be in view. It also means that long-range as well as short-range consequences are in view. "Rational" means consistent, or in other words that all individual actions are directed to the same set of public goals. (Although the insistence of the elected official on his freedom to be self-contradictory in the face of conflicting value systems must be recognized!) Recognizing that the community is a multiplicity of special interests competing and pushing against one another in constantly changing ways, the set of goals represents a balance of the interests of the many individual publics, a balance adopted for operating purposes. The set of goals is very much like a political platform.

#### The Function of a Plan

A comprehensive regional plan is not comparable to plans for a building. It is not like a blueprint which will be followed until the building is complete. There are a number of reasons a regional plan (and probably also a city plan) is not comparable to a blueprint. In the first place it must take into account things which are only dimly seen. Forces which in the future will have primary impacts can be estimated only very imprecisely: (1) changing birth and death rates, in and out migration, local and regional and national economics; (2) the effect of automation on types and locations of jobs, length of workweek, commercial/industrial land requirements, modes of transportation, speeds and distances people are willing to travel; (3) future preferences for housing, structure types, densities; (4) the effect of leisure (Will leisure time be used like today or will it result in completely new patterns of activities? Will more families be two-home families, one in the city and one in the country rather than one in the suburbs? Will longer commuting be acceptable, making possible greater dispersion of population?); (5) the increasing complexity of society, with greater needs for extended education, adult education and re-training; (6) the effect of the mass media, new communication devices and the computer on the dispersion of population, and on the nature and results of the political process.

Aside from the fact that the comprehensive plan must make assumptions about forces and trends only dimly seen, it cannot be like a blueprint for a building because it can have no completely specific target. The community can have no ULTIMATE development pattern because there is no "ultimate", only the here and now at any given point in time.

Changing conditions require the comprehensive plan's continual revision. The contractor for a building would go "mad" if his client handed him a "flexible" plan, yet a central requirement of a comprehensive plan is always that it be flexible and, further, that it should be completely revised every several years (five is frequently recommended).

A comprehensive plan also is not comparable to blueprints for a building because the building generally is for a single client with a single more or less consistent set of objectives to be realized. At least in the case of conflicting objectives the client can normally state which is the most important.

The comprehensive plan on the other hand is for a multiplicity of clients, whose "adopted" set of objectives (if objectives can be "rationalized" at all) will inevitably change many times within the design period for the plan (typically twenty years).

Finally, a comprehensive plan is not comparable to blueprints for a building because the time scale is different. The building will be built in accordance with the client's objectives, the standards, the architectural style, the construction technology, the economics of a given point in time. The design period for the comprehensive plan will encompass many shifts not only in public objectives but in values, standards, living styles, construction and transportation and communication technology, land use and structure needs and economic feasibility. Compare any plan drawn twenty to thirty years ago with the present land use and transportation patterns.

The background of planning in the design professions probably accounts for the lack of sensitivity to the contradictions inherent in the philosophy that the comprehensive plan is a "flexible blueprint" guiding us toward a desirable state of "ultimate development." As the examples mount of comprehensive plans which are implemented only in small part, if at all, a more workable concept of what the plan is and is not will have to be found. It is the thesis of this paper that the design concept of a more or less static (but flexible) comprehensive plan must be replaced by a concept viewing the physical design plan itself as a dynamic decision-making tool. Static physical designs will continue to be necessary, but only to guide developments in the immediate future and not for the next twenty years.

If a comprehensive plan is not to serve as a blueprint for the future growth of the community, what is its function? How does it really work in practice, insofar as it works at all? The plan functions by rationalizing and clarifying consequences of proposals or decisions required in the present, whether they be decisions on zoning matters, freeway location, transit, utilities, programs to increase the tax base or promote employment or whatever. The consequences which the plan will highlight may be short or long-term consequences; they may be in a field seemingly far-removed from the field in which action is processed.

It is frequently urged, for example, that before a zone change contradictory to the plan is granted the plan itself should be amended to make it consistent with the zone change proposal. The purpose of such action is to make sure that the consequences of the zone change have been considered and found desirable or acceptable. Except for this function there would be little point in having a plan at all, whether the zone change is approved or not, unless it is the rather toothless objective of showing the developer what we hope he will do.

In summary, the function of the comprehensive plan is to provide a means of testing alternatives which must be decided on in the present, testing them for their consequences in other current areas on concern (granting the zone change may mean the need to extend utility service and even finance a new trunk sewer line, or build a new school), and testing them for future consequences of all sorts (renewal may mean a housing shortage for low-income groups, or it may leave struggling embryonic enterprises with no place to grow). What of social and psychological consequences? The future is still seen through a glass darkly,

but the planning process may assure that it is at least seen somewhat.

If the comprehensive plan is not a blueprint with specific instructions to be carried out; if instead it is like a clouded window through which to view the consequences of decisions which must be made today, then the planning process and <sup>not</sup> The Plan must be primary.

The planning process must take into account community values and objectives, without which there can be no choice between alternatives, nor even any selection of alternatives to look at. But statements of values and objectives, like planning policies, are for the illumination of today's problems; tomorrow they will be different. The making of a major decision produces a new set of existing conditions, a new set of problems requiring a new or at least an amended plan.

What are the consequences of this view of the comprehensive plan and the planning function for the design of a regional planning program? This is a subject for another paper, but a few general consequences can be suggested. First, the planning program should be strongly oriented to identifying and proposing solutions for current issues and problems, but with an emphasis on understanding long-range consequences in all affected areas of concern.

Second, this view of the comprehensive plan reinforces programs for development of relevant data files and an effective storage and retrieval system. It also lends weight to the development of mathematical simulation and forecasting models, in which the consequences of manipulating a variable (the consequences of alternative courses of action) can be quickly and efficiently tested. Eventually the comprehensive plan itself might be in the form of a set of simulation models, rather than in static map form. Or the map might be viewed as an "output device" for visual review of the plan at any given point in time.

Finally, this view of the comprehensive plan implies that in a planning program, as in a boxing match, shifts in direction should be easy to make. Effectiveness should be re-evaluated regularly and frequently, and long-term commitments should not be allowed to dampen the program's responsiveness to changing problems. The program should be immediate and responsive, but at the same time not sacrifice "comprehensiveness" or thoroughness for expediency.

## COMPREHENSIVE PLAN MEMORANDUM #4

SUBJECT: An Analysis of the Relationship of Past Reports  
To a Comprehensive Development Plan

### Introduction:

The reports and studies completed by the Metropolitan Planning Commission were directed towards at least two goals. One goal was to furnish information of an immediate nature to those needing it. The other was to provide a broad source of information and knowledge about the local areas that would eventually permit a realistic area-wide development plan to be formulated. In furtherance of this last goal, the following narrative is a brief review of the conclusions and findings of those reports which seemed most oriented towards the fulfillment of an area-wide plan.

The reports generally may be viewed as falling into three categories:

- (a) Those that are primarily projections and forecasts.
- (b) Those that are essentially inventories of particular aspects of existing urban development and
- (c) Those that are explanatory in nature, i.e., provide in-depth explanations of a particular subject.

None of the reports fits any one of these categories exclusively, e.g., many of the inventories will contain forecasts or projections, et cetera.

In order to determine the effect or significance that each of these publications might have on a comprehensive development plan, the basic findings, conclusions, or recommendations of each publication has been evaluated in relation to a set of goals. These are subjective goals which were considered to be desirable factors for the comprehensive plan to attempt to resolve.

### Goals

The goals may be expressed in many ways, but in order to provide a starting point for discussion, they have been presented as follows. They are not necessarily in order of importance. (These same goals were included in the Metropolitan Planning Commission brochure "How Should Our Community Grow.")

- (a) Recognition and conservation of unique natural features.

- (b) Preservation and a more even dispersal of open space throughout the area.
- (c) Provision of a wide choice of both commercial and industrial employment centers.
- (d) Industries which are incompatible with other areas and goals should be located in planned districts. Certain industries require river frontage, resources, etc., and only those industries actually requiring these locations should occupy them.
- (e) The planned land pattern should provide a framework which can accommodate the "Free-market" development of retail commercial uses, preferably within commercial centers.
- (f) Major cultural and institutional facilities should be located to make them readily accessible to residents throughout entire areas.
- (g) Subareas of the metropolitan community should be emphasized and distinguished for community identity and "image" of place.
- (h) Development should be programmed in tune with a comprehensive plan either as completed sections of a planned pattern or as isolated portions but restricted as to timing and conformation to the planned pattern.

#### The Reports

The reports falling primarily within the projections and forecasts category are "Population Prospects" and "Growth Factors, 1962-1980." Those reports which include projections, but not as their primary objective, are "Commercial Patterns, Part I and II," "Recreation Outlook, 1962-1975," "Planning for Open Space," "Housing Analysis."

All projections and forecasts included in these reports are based on past trends. A comprehensive plan based on projections tends to be controlled somewhat by them. Consequently, the preliminary comprehensive plan should use these projections only as a minimum guideline on which to base its adequacy. If the plan does not, at the very least, satisfy those projections which have been made, it cannot be considered reasonable. If the plan does meet the basic requirements of the projections by adequately providing projected amounts of land for specific uses, it may then be con-

sidered suitable quantitatively. However, there still exists the possibility that the plan could be deficient as far as quality or desirability of physical land arrangements are concerned.

Inasmuch as the projection-type reports are quantitative by nature, they could tend to have a negative influence on the goals which by their nature are qualitative. As the projections are based on past trends, they tend to encourage an extension of such trends into the future. Projection-type reports take into consideration such variables as available land, trafficways expansion, and the impact of such programs as urban renewal, when the projections are formulated. As such, they provide a reasonably good idea of available land, needed land, and probable areas where future growth will occur.

Because projections have a tendency to extend and reinforce past trends, many of the goals concerned with the quality of the urban environment tend to be ignored, i.e., the relative dispersal of recreational, industrial, and commercial lands in relation to one another. The danger exists that any comprehensive plan leaning too heavily on past trends and characteristics might become the victim of the self-fulfilling features of trend projections with the unfortunate exclusion of creative design and goal satisfaction.

#### Forecasts and Projections

Two reports are purely forecasts in nature, "Population Prospects" and "Growth Factors," 1960-1980.

"Population Prospects" presents a forecast and distribution of population to the year 1975 and includes sex-age distribution for ten year intervals; "Growth Factors" is basically a five-year extension of this with added income, and automobile ownership and other information.

These reports have at least a three-fold impact on development consideration for the Metropolitan Area: They provide--

- (1) An overall forecast of the numbers of people whom will occupy the geographic area.
- (2) a. An implicit decision on the distribution of the population.  
b. A decision as to what the ultimate holding capacities of the subareas will be, and;

- (3) The decision that future development will be a continuation and reinforcement of existing patterns of land development and transportation systems.

As stated previously, projections tend to have two inherent characteristics which have a negative effect on a comprehensive development plan.

- (1) They are quantitative and as such, they differ with the goals which tend to be qualitative.
- (2) They tend to be self-fulfilling prophecies.

Consequently, they tend to have a negative effect on most of the goals talked about in this narrative in the following ways:

- (a) They tend to downgrade preservation of the natural environment by promoting a continuation of the existing trend of maximum utilization of land for single family residences. This has a direct negative affect on preservation of large pieces of open land, or "natural environment."
- (b) The present tendency for local areas to merge into the whole in visual and physical terms and thus loose "place identity" is supported by the continuation of unmitigated urban sprawl. Continuation of present growth patterns will tend to promote this loss of identity.
- (c) The population forecasts do not, and were not so intended to encourage a more even dispersal of open space throughout the urban area.
- (d) Projection of existing trends promotes the "free-market" development of retail uses, but does not necessarily encourage such development within centers.
- (e) Implicit in these projections is the notion that services will be provided as they are now, on the basis of need as development occurs rather than providing them according to a more economical planned program for the entire urban area.

Forecasts and projections adequately serve the needs of various sectors of the business and private community. However, after viewing their inherent negative affect on our stated goals and criteria, their relationship to a comprehensive plan must be evaluated mainly as a measuring device rather than as the framework within which a plan is formulated.

Those reports, which provide guidelines as to what the physical needs of the area will be, are "Land for Industry," "Commercial Patterns," "Recreation Outlook," "Planning for Open Space," and "Housing Analysis." They indicate what changes are necessary in order to reach minimum standards. An analysis of these publications outlining some of the needed changes is presented below.

#### "Land for Industry"

In 1960, there was three times more "ready to use" industrial land available than would be needed by 1975, and more than enough land zoned to fill all foreseeable needs. The following goals: (1) Preservation of natural features; (2) Provision for a wide choice of industrial employment centers; and (3) Regulation of industries with land use needs incompatible with the comprehensive plan, could be facilitated by proper manipulation of the locations of existing and future industries within those areas already shown to be useable for industry.

In view of the fact that only a minority of industries concluded that they actually needed river frontage access or river water in their manufacturing process, emphasis can, therefore, be given to the goal of preservation of unique natural features.

Industries requiring natural resources must be carefully and creatively provided for within the comprehensive plan. With environmental considerations in mind, industry should be somewhat contained within given locations, and outlying industrial sites should not be developed until a coordinated system of access and services have been provided.

This study presents a guide for locational and facility requirements by type of industry, using these guides, the development plan can reflect and allocate industrial land accordingly.

#### "Commercial Patterns Parts I & II"

These companion reports recommend that more commercial activity be placed in designed shopping centers. The present trend of developing planned retail centers, promotes the goal of having a wide choice of commercial employment centers close to residential areas.

Planned locations for centers will facilitate the fruition of several goals. They can promote free-market development and location of retail uses. They can further subarea identity and self-image by acting as foci for community growth. Planned centers can aid the goal of promoting urban development in planned segments by forming a nucleus around which other land uses can be attracted and supported.

Although emphasis is placed on retail shopping centers, the fact that some retail activities cannot satisfactorily exist in designed centers is recognized. These non-center users have certain unique problems which must be solved. Solution of their traffic problems for instance, could be achieved through the creative design and implementation of buffer strips, frontage roads, and automotive "malls."

#### "Recreation Outlook"

Three goals are promoted by this study. (1) The recognition and preservation of unique natural features, (2) a more uniform dispersal of open spaces throughout the area, and (3) the preservation of the identity of subareas.

The first goal is encouraged by specifying that certain natural features, (hilltops, rivers, floodplains,) be utilized as parklands or viewpoints.

Recognition and preservation of unique natural features is furthered by the stress placed on the present inadequate utilization of our rivers and islands for recreation purposes. This inadequacy is characterized by the virtual impossibility of river front access for passive park purposes.

The second and third goals could be achieved by establishing a system of community and neighborhood parks throughout the areas, as well as scenic drives, parkways and large area-wide parks envisaged in the report.

- These items may, if properly implemented, serve to establish the identity of individual communities. Defining buffer strips, large parks, or a series of small parks could provide visual breaks between one community and another. This in turn, would provide foci for community reference or act as general reference points in the urban landscape.

#### Reports that Provide Guidelines for Gross Physical Land Needs.

##### "Planning for Open Space"

The measurement of existing 1960 open spaces and other land uses was accomplished in this study and projections were made for space allocations to 1980.

Recognition and preservation of unique natural features are sanctioned in this report by urging that steep hillsides, flood plains, and canyons (all areas that are presently expensive to

develop) be acquired before technology and urban pressures cause them to be lost for open space purposes. Action in open-space preservation is needed now, on an almost do-or-die basis. Urban expansion is presently occurring so rapidly as to preclude open space acquisition, in many areas, without excess expense in acquiring built-up lands. This feature is further dramatized by the fact that by 1980, urbanization will reduce existing vacant lands by 25%.

A comprehensive open space program will insure that there is a uniform dispersal of such land throughout the urban area. Development according to a comprehensive plan would enable open space to be acquired on priority basis. One of the secondary benefits of open space acquisition is that open space tends to visually reinforce a comprehensive plan.

#### "Housing Analysis"

This report basically provides a guide for the quantities, types, and general location of housing to the year 1980. It promotes continuation of existing housing trends and policies, assuming that future development will occur in a pattern that is an extension of existing development. From this report, the consequences of extending residential land use patterns can be evaluated in terms of the acreages necessary to support such development in the future.

The study areas used in this report are of such a general nature as to preclude using them as a basis for detailed planning. The report can, however, provide guidelines for estimating future residential acreage needs which in turn have an important impact on the formulation of a generalized plan or alternative urban form. Furthermore, examination of probable future housing development can facilitate present day decisions as to where industrial, commercial, recreational, and open spaces should be located in reference to the population.

#### General Information Reports

##### "The Three Basic Services: Water, Sewer, and Access."

This general information type report relates most directly to a comprehensive plan by evaluating the influence that the urban services of water distribution, sewerage, and accessibility have on urban growth and development. Conversely, the attempt was made to discover what influence, if any, that urban development has on the provision of such services.

The result of this study indicated what amounts to a chicken and egg controversy. On the one hand, services, particularly water and sewerage disposal, were necessary before intensive urban development occurred. On the other hand, these services could not economically be offered until urban development was sufficient to pay for them. The conclusion, therefore, was that in reality the one was a direct function of the other, the variables being in the location and timing of urban development and/or services.

As cost is an overriding factor in local development as well as in provision of services, the cost influencing factors, such as topographical, geological, and soil conditions and availability of sources of water and means of sewerage disposal became the focus of the study.

Identification of those areas having conditions implying potential excess development costs was accomplished. These locations were manifested by such things as low water tables, bedrock formation at depths less than ten feet, and extreme steepness of the terrain.

An examination of past trends showing direction and nature of development, was related to the above factors in order to identify the probable direction and magnitude of future development.

Another aspect of this investigation was the notion of economy of scale in providing services. The conclusions reached were that well directed and planned services on an area-wide basis would enable many potential and existing nodes of development to attain service levels they could not otherwise achieve by supporting their own sewerage disposal plant or water distribution system.

The influence of this report upon an ultimate choice of a preferred "urban form" will be primarily within the aspect of monetary savings which may accrue by furnishing services to concentrated areas of growth as opposed to those of widely dispersed development.

### Conclusion

The past reports of the Metropolitan Planning Commission indicate that an area-wide development plan could be constructed based on the information they contain. It would be difficult, however, to design a plan based on these studies which would be significantly different from the composite plans presently in existence. The existing reports, however, could be used as an input to an area-wide development plan by providing a valuable measure of the plan's adequacy.

Irrespective of the kind of plan that is ultimately developed for the Portland-Vancouver Metropolitan Area, the conclusions, procedures, recommendations and implementation proposals, found in the past reports are valid and useful. They provide needed information. They provide reasonable approaches to the problems. They provide guages for anticipating and measuring future growth.

The view that a development plan is a management tool for identifying the consequences of today's decisions as they affect future development, was expressed in Planning Memorandum #3. Using this as a point of departure, projections of trends is a logical step in evaluating how we may want to see the community develop. If the resulting projections do not satisfy the future needs of the community, we are then in the position to weigh these desires against the cost of changing the trends. If the result is that the cost is more than the benefit we might receive, it may be deemed reasonable to encourage the trends even if they don't satisfy all of our needs.

Present trends are reflective of overt and implied policies of the governmental, business and social structures in the community. Identification of these policies, the overt as well as the implied, is the next step in being able to evaluate the need for change in the development trends of the region.

The initial task in approaching a policy plan, will be an array of land use elements for the year 2000. At the completion of this land use distribution map, the ensuing water, sewer, and transportation plans will be incorporated and evaluated. The existing composite development plan will then be evaluated as to completeness and adequacy. Ultimately, a refinement of the area-wide land use plan will be accomplished.

Concurrently with the refined land use plan, a refinement and design of an ultimate "urban form" will proceed with the aid of a "conceptual design" committee. This committee will be made up of architects, landscape architects, urban planners and related professionals.

These two future tasks will inherently demand that a set of policy goal statements be derived.

Goal statements from each local jurisdiction will be merged with similar statements for the metropolitan area as derived by the CRAG staff.

These goals will be the basis for continuation of the comprehensive planning process as outlined in the Metropolitan Planning Commission report "Prospectus for Land Use and Transportation Planning" printed in 1967.