

AN ABSTRACT OF THE THESIS OF

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Three key variables are examined to determine their influence on the process of community planning at Corvallis, Oregon. These are (1) the setting of priorities, (2) organization and (3) external reference. Interactions of goals program participants were recorded as the community responded to comply with Oregon Senate Bill #100's requirement to formulate plans.

The community's past is presented in the light of its history of planning and development. Data from citizen statements are presented and discussed in their frequencies of reference to the variables.

It is concluded that the resulting goals are too generalized to be used as a basis for good planning. The low frequencies of reference to the key variables are a partial explanation of why this community's planning process did not comply with the intent of the law. Implications are drawn as to how this process may be improved upon in future planning programs.

Community Planning and Adaptation:
A Case Study at Corvallis, Oregon

by

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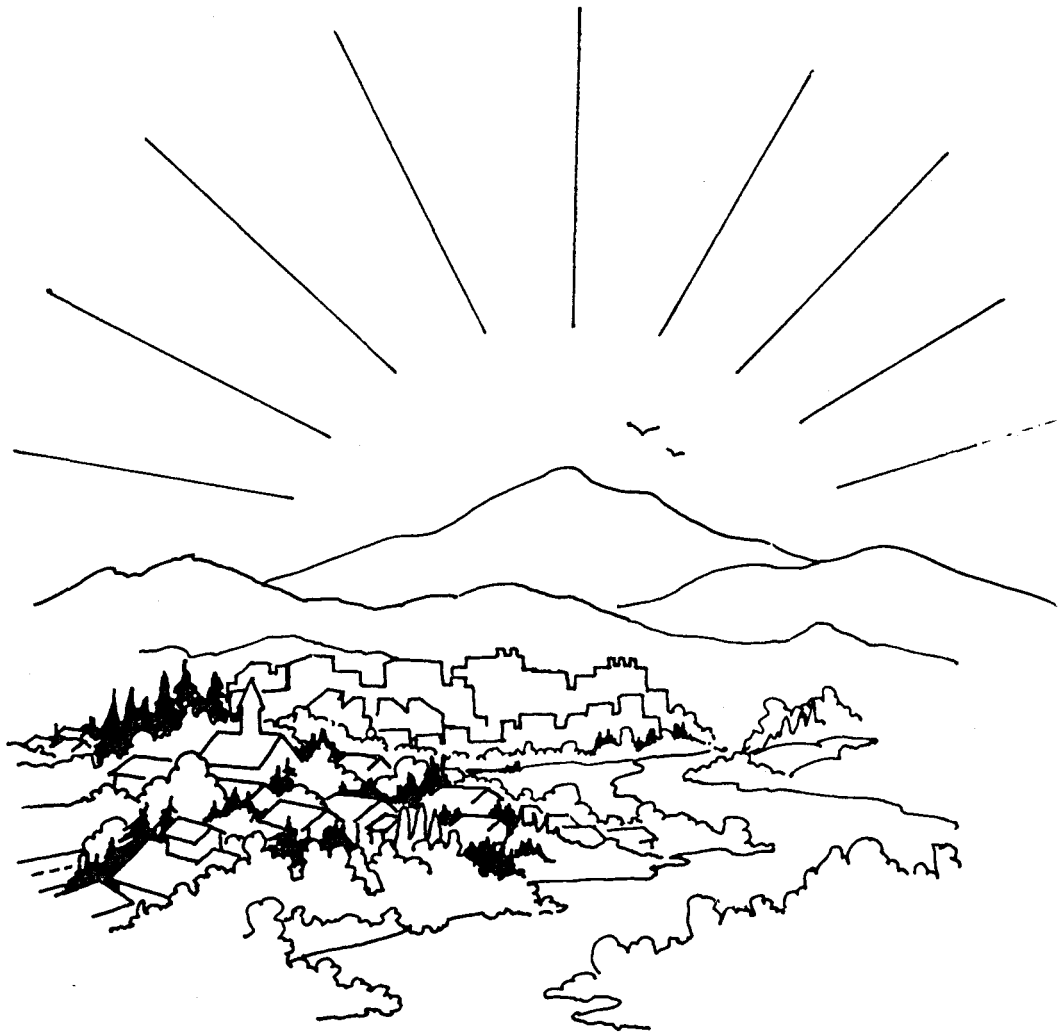
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COMMUNITY PLANNING AND ADAPTATION:
A Case Study at Corvallis, Oregon

I. INTRODUCTION

There are serious planning problems in Corvallis, Oregon, and in other communities in the United States. There are no tried and true methods of community adaptation to particular changes ongoing in the nation. The planning process presents no ideal structures, procedures or mechanisms for the formulation of community organizations, practical land use plans, or environmental formulae. Instead, there is dissention over the fact and necessity of change itself. This is partially because there are no clear models of experiences with change from outside the community. Communities have no patterns which they are required to follow to develop goals for achieving future success. Further, many communities have not come to grips with the hard realities of setting priorities in land-use planning. The broad goals statements that have been formulated by communities often are so vague that they cannot be specifically reinforced by legislative policy or confined specifically to funded projects.

Since communities in the United States are not autonomous enough to assume responsibility for full control of their future, they are vulnerable to disintegration from numerous external pressures. If local governments lose all autonomy, priorities will be directed by vested interest groups and other agencies of government. By abdicating responsibility for setting priorities to state and federal levels of authority, or by allowing manipulation through vested interests,

community level government loses its reason for existence.

A well-known biological axiom states that organisms are constantly changing in order to stay the same. Although outwardly humans appear the same, millions of cells are replaced every day. As with organisms it is virtually impossible for a human community to be isolated from effects of events occurring in the environment beyond its boundaries. In government, our legislative and judicial branches must constantly update and reinterpret laws in light of changing customs and national values. Similarly, community officials must be able to get funds for ongoing programs, and they must be attentive to changing expectations about the role that government plays in relation to citizen needs.

The way a community or culture responds to a new situation determines whether it subsequently will be viable or maladjusted. A "viable" community is one that can adapt in a way which allows the fulfillment of needs of local citizens. It can also direct its own future through development of plans congruent with occurrences and needs of the rest of the environment. A well-adjusted or viable culture is also one which can maintain an equilibrium between its own needs and rate of change in response to inside needs or outside stimuli without going into a disintegrative state. But a maladjusted or disintegrative community or culture declines in population and loses characteristic functioning of its social institutions (Leighton, 1959: 232). The only way to achieve viable adaptation is to prepare for the future with realistic plans.

A. Inhibitors of Good Planning

Community plans are often abortive because they are based on false assumptions or myths about the inevitability of current trends, about "bigger being better," and about several heads being better than one. These inhibitors must be overcome in the formation of viable plans. To do this it is helpful to better understand the inhibiting problems.

1. Assumption of Inevitability

It is most difficult to foresee the future direction of our culture but people assume that, given the facts at hand, they do know. By making assumptions about the inevitability of existing conditions, two opposing points of view (both inhibiting to the formation of viable plans) come into being. The first point of view assumes that present conditions are the inevitable and immutable result of a natural evolution of events, and that future events will evolve in the same fashion, without regard to the needs or desires of individuals. There are no problems, then, that will not eventually resolve themselves. Plans therefore, are not needed. This view further holds that things have always worked out somehow, and will continue to do so without citizen participation in planning.

The second point of view also precludes planning but for a somewhat different reason. Recognizing that there are problems, for which solutions can and must somehow be found, people nevertheless maintain that there is no reason for them to try to do anything about the problems. They seem to feel that their plans could or would not be carried out anyway. Holders of either of these inhibiting points of

of view are reluctant to contribute to planning.

2. Assumption of Bigger Being Better

At some point in the near future it will become necessary for our communities to redefine the meaning and measure of prosperity. Obviously, some limits must be made on economic and population growth. Although some communities are now able to afford the luxury of isolationist thinking, this can only be a temporary stance. Eventually a more universally responsible approach -- thinking beyond the city limits -- must be taken. I believe that all communities must plan how to best fit everyone's needs into the capacity of the total environment. If this is not done the system will fail and no one will prosper.

3. Assumption of Collective Intelligence

Another problem is the state-imposed notion that viable comprehensive plans and support for them will result from efforts to get broadly based citizen input into goals formulation. The assumption is made that a collective intelligence results from an aggregate of people exchanging ideas (Killian 1970). In actual practice, however, only a small segment of citizens participate, and some ideas dominate others so that planning programs pay only lip service to the idea of full representativeness. This, like the other myths, leads to a false sense of security, rather than to true cultural viability.

4. Philosophical and Structural Restraints

A perusal of the anthropological literature on community planning shows a similar patterning in procedure and results. The city of Boulder formulated specific goals based on expressed citizen needs. It enjoyed initial success because it did consider the growth issue

and offered several possible scenarios or hypothetical models for future growth.

Its difficulties stemmed from the fact that people were unable to agree on future direction or on reliable alternatives for fitting into a rapidly changing environment (Ibid.). Further, although they were concerned about land use, they were unable to formulate a viable plan. They were uncertain of how to plan or finance programs to handle problems. They chose, therefore, to perpetuate an uncertain but tangible present by planning not to change. Boulder was successful in relating to its citizen's felt needs, but not to the rest of the world.

Boulder did restrict the impact of the outside environment by presenting a statement of physical service limitations (putting a lid on population). This was upheld by local courts. It was supported as a reasonable restriction by present standards. Boulder's local ruling will not be enforceable indefinitely, however, because it is inconsistent with the future needs of the rest of the country. Federal law states that movement of people (which includes their choice of where they go to live) cannot be restricted. Since population is increasing it is apparent that communities' physical services "limitations" will have to be redefined.

Corvallis, Oregon was different from other communities in that it attempted to use a broad citizen participation base. City hall set up a structured goals program. But basic input originated with members of vested interest groups who tended to dominate rather than exemplify representative opinion. The program was structured with several layers of responsibility and authority. Unresolved issues and conflicting

goals statements from sub-committees were passed without discussion between interest groups. Unfortunately, no group of collective intelligence nor level of authority was able to prioritize the numerous and varied goals, and they reached the City Council in an extremely malleable form. Appendix A is a copy of the summarized goals statements published by the city at the end of the Community Goals Program in June of 1975. It is divided by committee, and it states the goals in their most general form. A complete copy of the revised comprehensive land use plan is available for perusal at the Corvallis city hall.

5. Other Planning Inhibitors

There are problems in using city and interest group stereotypes which are often applied in considerations for community development instead of examples of real outside experiences as models (Goodenough 1963: 380). A brief review of literature on changing communities and cultures shows that in order for community development to take place, individuals must have the conviction that change is possible (Ibid.). But the approach of avoiding change is unlikely to succeed. There may be changes of a questionable value to the individual, e.g., population and business growth or increased taxes. But these cannot be controlled by waiting until they are already in progress, or by making no plans at all.

Further according to Mead (1968: 178), if these unwanted changes are totally explained as the responsibility of supernatural activity, nature, or other uncontrollable outside forces such as the state or nation, the sense of helplessness on the local level will lead to apathy. This planning inhibitor must be overcome by using experiences

of actual responses of other communities. The armchair approach of planning around hypothetical choices is much less likely to result in viable planning.

Unclear choices in community direction lead to insecurities among goals program participants. Taking responsibility for planning can be frightening. For community development programs to be successful, the literature indicates that not only must the participants recognize that they can help control their collective future, but they must also be willing to change on a personal level. Goodenough (1963: 217) says that change in its initial stages can be caused by "confronting people" with an honest image of themselves as others see their community. He tied individual and group change together by stating that community development is the process of collective identity change.

Here again is the element of risk. A person cannot even enter into a one-to-one social exchange unless his sense of personal worth is confirmed (Op. Cit. 1963: 176). It would seemingly be even more precarious to expose oneself to a community planning discussion group which might plan to direct collective identity change toward an unclear, but decidedly different, community image.

According to Goodenough (1963: 217-245), the only way personal identity change can take place is if action results in a "consolidated sense" of achieving a new image. There is a similar need for this recognition on the community level. Filling of these needs must be incorporated into community planning. It seems evident that not only does one need a clear image of what potential end-state one wants to reach on personal and group levels, but there must be reinforcement

that the desired state has been reached. This kind of reinforcement for reaching goals can come from one's own "sense of power and peace," or from other's acceptance of a community's stated aspirations and recognition by other communities that a desired changed state has been achieved (Ibid.: 241).

Your author has cited recognition of ability and willingness to change as two requisites for community planning. A third is the necessity of addressing individual felt needs. These are variously expressed in individual statements and collective interest group statements as frustrations, ideals and goals. Motivation to plan for change can be stimulated by addressing these needs and increasing or decreasing frustrations. This may be done by changing the numbers of outlets for self-expression (Op. Cit.: 123). Values may be over-emphasized if participants are not sure of gratification. On the other hand, removal of only some needs through a community planning program may make the other felt needs stand out more clearly and seem harder to bear (Ibid.). If successful a community planning program would address these felt needs and channel frustrations and energies of individuals and splinter groups. The more of these channels a program can create to be used for displacement, the easier it will be for people to resolve frustrations and channel support toward a planning program.

B. Measuring Success

How well a community has planned can be measured by who ends up benefiting from or exploiting the results and to what degree (Ibid.: 17). Another measure of this success is how individuals or groups view the desirability of the direction of the results in the light of their

wants and needs. Even when outside pressure is a strong motivational factor in planning for community change, success would seem more attainable if the planning agent takes the approach of "clarifying problems rather than of recommending action" (Ibid.: 51).

In the United States, communities very often face the externally imposed need to formulate goals. Any level of authority can write ideas on paper and the community may appear to agree. When the time comes to vote on spending of tax money for implementation of plans, however, the opposite may become apparent. Individuals or groups instrumental in community development can set into motion processes which cause changes, but not necessarily the ones they had in mind. Communities can make choices and compromises to reach goals, but there is no assurance of good results or positive adaptation.

C. Where Does the Buck Stop?

This country has not resolved the problem of community planning. Who will take the responsibility for deciding where the community development money should go? Literature suggests that the question has been ignored in hopes that it will solve itself at some as yet undetermined level of authority (Godwin & Shepard 1974). If that fails, it may be put out to pasture with another committee or new bureaucratic agency. Printed community plans are powerless without specific action by a city council to incorporate them into law. Likewise community backing of plans is powerless if not reinforced and upheld on the state level. As Goodenough (1963: 365) puts it: "Legislation, the definition of rules of conduct by constitutional authority, is a necessary feature of social change" (1963: 365).

So far, neither state or local levels have been able to set specific and clear priorities for community planning or to provide reinforcement for them. Godwin and Shepard have addressed this problem in their report State Land Use Policies: Winners and Losers (1974). They pointed out that state legislators compromised the language of the land use policy when they established acts to keep everyone happy at the local level. They asked citizens to determine local priorities. Perhaps it was also a case of the state itself not wanting or being unable to tackle the planning problem.

Local communities have not solved the planning problem for them. So, the state legislators contribute to "establishing bureaucracy that will ultimately decide the adequacy of local plans and will take on the actual task of completing the planning in most cases. It will be this new bureaucracy, rather than either the local government or the legislature, that will decide the state's priorities in land use planning" (Op. Cit: 30). This exemplifies the history of community planning and development in the United States to date. I feel that the states have set up procedure without reinforcement through legislative channels to implement potential goals and plans.

D. Thesis

Communities which not only use a good organizational structure, but which also set priorities and make plans on the basis of concrete models of other communities, have a higher probability of viable adaptation to externally imposed change. The extent to which Corvallis, Oregon made appropriate use of these three planning variables in its formulation of goals, determines the probability of adaptive response

to change imposed by Oregon State Senate Bill #100, which is elaborated upon in a later section.

Examples of successful adaptation in other communities can be used to help fill one's own community's needs, to maintain harmony with higher levels of authority and to avoid disintegration in the face of externally imposed change. Communities which have no external information and who must rely only on internal experience of their own members in setting priorities have a greater probability of risk involved with planning.

The above considerations were brought to bear on the Corvallis community in its response to Senate Bill #100. Records of this and other community responses must be kept and made available as reference material for communities in future planning situations. This type of record will have implications for viable adaptation on the cultural level. The following study of the Corvallis response is one contribution toward compilation of such a data base.

II. RESEARCH SETTING & CORVALLIS CASE

A. Research Setting

The research setting involved a study of community adaptation through a planning process. I observed a community's response to an outside stimulus -- a state land use law. I identified three planning variables which were postulated to lead to formulation of reasonable goals to be used in community planning. Appropriate use of these variables would therefore be an example of viable community change or adaptation. Or instead, by a low frequency of use of these variables, the result would be unrealistic goals and priorities thereby contributing to poor planning and community disintegration. Thus I sought to document use of variables of a planning process in the Corvallis Community Goals Program which either contributed to community variability and might be introduced into other communities for similar results, or which would lead to disintegration and therefore should be avoided in future community planning programs. As a city planning department intern and citizen, I had access to city publications and Goals Program meetings. It was from this position that I observed the Corvallis response to outside pressure for change.

1. Corvallis Area History

Corvallis' past history shows how area citizens planned in response to outside stimuli. As the country's modes of transportation evolved from use of rivers to railroad and highway, the Corvallis area made parallel responses in an attempt to become the trade center for the Willamette Valley. Always a little behind, Corvallis had only

brief moments of success. Today, even though it houses the Benton County seat, Corvallis is not a major trade center for the Willamette Valley. It is located twenty miles off the main highway between other larger centers. (See figure 1.)

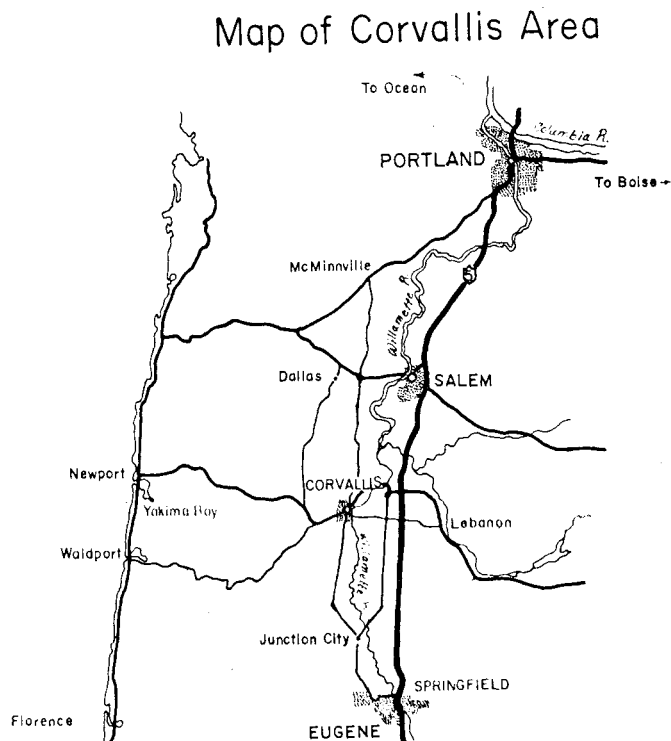


Figure 1

FIGURE 1

From its earliest history the Willamette area was affected by water route connections to the rest of the country. Indians and other early trappers went from interior hunting grounds to trading posts by canoe and Indian trail. Fur dealers sent their goods out of the

wilderness down bigger rivers to the Pacific Ocean. The Russian American Fur Co., one of many competitors for natural resources in the Pacific Northwest, claimed territory as far south as the Columbia River drainage (Oregon Historical Records 1942). The Hudson's Bay Co. was also interested in this area and their competition drew the attention of settlers in the Willamette and Columbia Valleys. Eventually the two companies merged to more efficiently exploit the Pacific Northwest drainages (Ibid.).

In the 1840's two settlers in the Willamette Valley, Avery and Dixon, played major roles in planning for economic development by making use of nature's highways: the rivers (Fagen 1889: 324). They established their 640 acre homesteads at the confluence of two major waterways: Mary's (then called Mouse) and Willamette. Recognizing the economic potential of a trade center in productive agricultural land, these two men platted out city lots and sold them to whoever of the following settlers would buy. They further started businesses including a ferry service across the Willamette River (Ibid.). As farming increased they each donated forty acres of land to be used for county buildings and development (Ibid.: 357). Corvallis' connection to the sea through the Willamette's contribution to the Columbia River was later to play an important role in her economic history.

The original site of Corvallis, called Marysville, was established during the 1850's to be a trade center for steamer routes on the Willamette River. For a few years this center sent supplies to the gold fields farther south (Ibid.). In 1951, Marysville was the first county seat (Inventory of Benton County Place Names, 1942). In 1853,

the Marysville settlement changed its name to Corvallis meaning "heart of the valley" as suggested by Mr. Avery (Op. Cit.). It also tried to change its role to become the major trade center for the Willamette Valley (Fagen 1889: 333).

There were many plans to establish Corvallis as a territorial center. Each of these failed. They involved transportation plans, including river and railroad. The biggest scheme was in 1885 for a railroad route from Corvallis directly to the ocean (Martin 1938; vol. VI: 5). Col. T. Egerton Hogg began building this railroad which followed the route of the military wagon road established about 1866. This followed the Mary's River to Yaquina Bay on the Pacific Coast. The Oregon Pacific R.R. was built from Corvallis to the bay. Ocean steamers carried wheat and other Willamette Valley products to California markets. This gave them an outlet into the rest of the country (Ibid.: 5).

But the railroad plan had started off in serious debt and never recovered. As soon as it was completed, many workers (excluding Chinese hired for low wages) struck for the months of back pay owed to them (Ibid. Vol. VII: 1). Without worker unity it was an ineffective strike and only a portion of back wages were paid. In the meantime, however, country-wide shipment of goods via water routes increased and so did the size of ships. Several steamers ran aground in shallow Yaquina Bay. In spite of much discussion in Corvallis, the capital could not be raised to back up a plan for improvement of Yaquina Bay to bring it up to competitive standards of depth and convenience needed by larger vessels (Ibid.: 9). Consequently, the

Pacific R.R., and with it the major bank of Corvallis, went bankrupt in the late 1880's (Op. Cit., vol. VII: 14).

Another plan was to compete with the already established steamer routes that took agricultural products down the Columbia River to the Pacific Ocean. This was done by setting up a parallel trade route which took goods down the Willamette River to its connection with the Columbia River. This did not prove to be adequate competition for the enterprise to be self-sufficient, however. Still another attempt was for a more direct outlet using an overland railroad route. There were attempts to build a railroad over the Cascade Mountains to connect with Boise, Idaho (Martin, 1938, vol. VI: 10). The railroad was never completed.

During another short boom for Corvallis in 1889, local businessmen's plans for expansion succeeded. They invited outside investment and several businesses were established locally at this time (Ibid. vol. VII: 1). These included real estate and retail establishments. But these plans to establish Corvallis as a trade center consisted of a series of booms and declines from which Corvallis did not emerge as the hub of trading in the state. The city gained little recognition in spite of the expansion of an agricultural college (Ibid.).

The college at Corvallis began as a community school in 1856. Then in 1860 it became a Methodist college (Lovell, 1975: 6). In 1862 Abraham Lincoln signed the Morrill Act which made it the state agricultural college. With this designation came 90,000 acres of land, funding, more people and the need for more planning (Ibid.). The college continued to grow slowly and in 1891 it also housed an Agri-

cultural Experimental Station (Op. Cit.). The year 1907 marked the beginning of a period of rapid expansion during which most of the major schools of the present day University were established. The schools of Liberal Arts were soon to follow. Notable among these were Forestry in 1913 and General Science in 1932 (Ibid.: 7). In 1961 it was designated a university (OSU Bulletin, 1972: 3).

Because of Oregon State, a land and sea grant university, Corvallis is rated as the research center of Oregon. Notably there is the School of Oceanography and the Radiation Center. A major tourist attraction is the OSU Marine Science Center on the Pacific coast at Newport. OSU also offers a Computer Center along with a broad range of other service and academic units. In very recent years university enrollment has remained stable but it is expected that a new "clean" industry (Hewlett-Packard) will again increase population growth for the city. Steady expansion has characterized Corvallis' growth from its founding to the present. (See figure 2 on population of Corvallis)

POPULATION OF CORVALLIS										
DATE	1880	1890	1900	1910	1920	1930	1940	1950	1960	1978
POPULATION	1128	1527	1819	4552	5752	7585	8392	16,207	20,669	35,153

FIGURE 2

Sources: Department of the Interior Census Office. Compendium of the Eleventh Census: 1890, Part I - Population. Washington, D.C.: Government Printing Office, 1892, p. 456.

U.S. Bureau of the Census. 1970 Census of Population. Vol. I Characteristics of the Population. Part 39 Oregon, 1973.

Present payrolls in Corvallis are mainly from the state (including OSU) and federal governments. The Willamette Valley continues to be strongly agricultural although there was a partial shift to a manufacturing base after World War II. Other employers are sawmills, design and manufacture of wood products, fiberglass, drainage tile, chemicals, food processing, poultry, metal fabrication, concrete products and heavy machinery (Corvallis Chamber of Commerce 1976).

The citizen profile is decidedly white, anglo-saxon and protestant. Corvallis citizens strongly support education. This is evidenced by use of the largest share of taxes being for schools and the existence and support of several of the progressive, and upper class, Montessori type schools. The average family income is the second highest in the state at \$12,000.¹ A white collar worker's joke says that "it is against the law to carry a lunch pail on the streets," and one city planner referred to Corvallis as a "pristine ghetto."

A few well established citizens trace their family ties back to the founding of Corvallis. Some citizens, who have been influential in area planning represent real estate, housing and timber interests. By contrast, half of Corvallis' citizens, whether originally attracted by university positions, educational opportunity, the quiet and scenic setting or seasonal cannery work, stay less than five years (Ibid.). According to three studies, most of Corvallis' residents liked things

¹From public statement of Corvallis Goals Program director at First Congregational Church of Corvallis on December 9, 1975.

pretty much as they were.² The majority think community planning should ensure that the growth rate either stay the same or decrease. The Chamber of Commerce describes the community as having citizenry who "take pride in their homes and their community." They further assert that "ours is a clean, friendly, forward looking city with an atmosphere conducive to contented living."

2. Corvallis and Senate Bill #100

Many Corvallis citizens felt that their "contented living" was threatened by a state law which questioned the present quality of life and which required planning. Oregon Senate Bill #100, which is spelled out in the Comprehensive Planning Coordinating Statute #197, imposed external change on the community on November 1, 1973. It stated that citizen advisory committees had to be set up to "assure widespread involvement in all phases of the planning process." This had to be done before the city could receive revenue-sharing funds.

Also counties, and under them the cities, were listed as responsible for preparing a comprehensive plan consistent with state goals and for enacting zoning and subdivision ordinances to implement their plans. State priorities, which cities such as Corvallis were supposed to use as guidelines, required formulation of plans for the following:

- 1) public transportation, 2) sewerage systems, 3) schools, and 4)

²These results were found in three surveys dealing with growth and livability made in the community during the time of this study. Professor Becker of OSU made one on April 13, 1974, the Community Goals Program made one on October of 1974, and my own was made in June 1975 (M. Becker).

lands adjacent to highway interchanges. Along with these were nine other priorities devoted to environmental concerns such as use of agricultural lands.

This law required cities to make plans for their futures. It therefore necessitated an assessment and critique of the present quality of life and implied that the status quo might not be maintained without planning.

It is possible that uncontrollable circumstances kept past Corvallis businessmen's plans from success in making the area a major trade center, but in 1975 it seemed evident to me that there was a resistance to change and to planning of any kind. It is also possible that this same circumstance existed in the past. There was dissention over the idea of change itself and most citizens of Corvallis would have preferred not to even think about a planning program to address changes. In fact, only a very small portion of them did so.

Figure 3 shows that portion of the Corvallis area population which became involved in the Community Goals Program. The darkened portion represents that a maximum of three hundred were involved out of the approximately forty thousand affected. Still Senate Bill #100 did require some kind of response and it came from only this small percentage of the population.

(See Figure 3 on page 21)

Population Involved

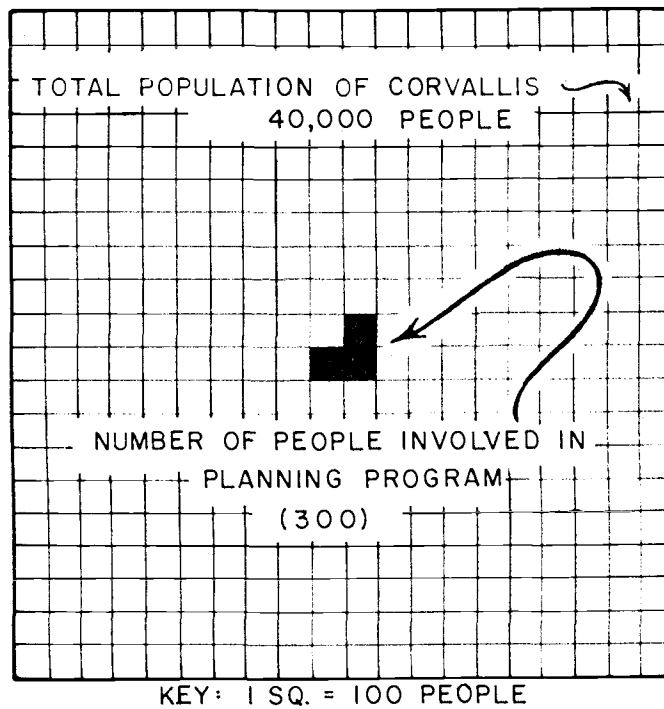


Figure 3

FIGURE 3

State legislation did not specify what organizational procedures cities were to use to comply with the general directive of getting wide-spread citizen participation in setting of land use priorities for future planning. The Corvallis response is unusual in that it involved citizens in the planning stages of its Community Goals Program.

City hall at Corvallis responded to the state mandate for a plan by setting up a program capable of getting input from people of widely differing backgrounds and areas. A receptive Council welcomed an

opportunity to hear from its pluralistic constituents. The Goals Program also had the potential to benefit citizens by giving them a better understanding of city functioning and problems on a city-wide scale. From this they could better understand city official and staff planning problems. Also, if citizens were allowed to function in an advisory capacity to city government, it was thought that they could have a better understanding of how to gain approval for their ideas for changes or improvements. Thus the emergent Goals Program may be described as something of a synthesis -- "a Council eager to hear informed citizen opinions, and citizens eager to be informed and to be in a position to make input into community planning".

For what other reasons did the Council respond by setting up such an elaborate citizen participation program? According to the head of the Corvallis Planning Department, they could have just talked with a few appointed "blue ribbon" committees. Instead the Council had actively enlisted citizens of different backgrounds to set up a Program to get public ideas. Some explanation is found in the fact that the Council composition, contrary to homogeneity of earlier years, was diverse in interests itself. Therefore, the people whom each of the Council people appointed to the Steering Committee for the Goals Program were also of diverse interests.

Further explanation of the Community Goals Program as a response lies in the fact that both city hall and the public recognized the need for better understanding and communication. The Council wanted to know if the citizens could really agree on a plan to give their community direction after having learned more about city government

function and potential.

Involved citizens recognized the opportunity to learn the reasons behind the red tape and found out how to better communicate with city hall. The Council found an opportunity to educate the citizens. And the citizens found an opportunity to revise the document which established priority and policy at city hall -- the comprehensive plan.

The Council members had done more than comply with the letter of the state law and they had done more than just appoint friends who would represent their views. They had clearly given responsibility for revision of the comprehensive plan to Goals Steering supervision. Thus, the responsibility for establishing planning goals for 1985 was placed in the hands of the citizens. The role of the city staff, according to a handbook which they helped write and send out, was to function as a data source. The Mayor and Corvallis City Council were to be available only in an advisory capacity even though they were to be accountable for the finished product.

Like the termite that cannot digest food without the help of smaller protozoa inside it, city hall seemed to conclude that they could better fulfill their function and citizen needs by involving more people in the process of digesting problems and in finding planning solutions. The Goals Program, with a structure that could allow mutual teaching and learning between city hall and community residents, was a potential solution to state pressure and community "indigestion."

Consequently great effort was made by the city-hired director and the appointed Steering Committee to acquire citizen participants

from varied backgrounds for the Program. Although the Goals Steering Committee had met half a year before I began attending meetings, I saw from past Council minutes that a lack of understanding and/or empathy between the Council and citizens had existed in the past as well as in the present. Almost every day during the year of my study the local newspaper published letters to the editor in which a citizen criticized city government. Throughout my study it was evident to me that people used news media as a medium of expression and it influenced them. Perhaps this is one reason why the Steering Committee deliberated at length on the best way to organize to get a representative sampling of citizens involved. They even put advertisements in the newspaper. According to one member of the Steering Committee who had served on other citizen committees, previous attempts at reaching community goals had failed. Perhaps this time would be different because a more liberal Council had set things up and made an effort to get varied input. The Council had also promised to really use citizen ideas in future policy decisions.

It seemed apparent that, in spite of past failures, Corvallis continued to rely on the assumption of collective intelligence in forming its goals. From my initial impressions as a non-participant observer, it appeared that city hall thought its obligations in response to the state law would be filled if it set up a structure which allowed an aggregate of citizen thought to occur. They did this by setting up an organizational structure which would channel ideas and facilitate communications between citizens and Council.

At this point in the establishment of the Community Goals Program,

I decided to make a case study of the process. I proposed to find out if there were identifiable variables in the planning process which were more conducive to viable adaptation than others. I was also interested in seeing if this particular Program could reverse past trends by allowing citizen plans to succeed.

B. Corvallis Case: Organization & Procedures to Comply with SB #100

Early in 1975 the Corvallis City Council appointed a citizen Steering Committee and gave them general instructions for establishing a community goals program. After this Goals Program had held several meetings, the city hired a director who had had experience coordinating similar programs in other areas. He was given an office in the planning department of city hall and worked with the Steering Committee as well as relating to other citizens and other city departments.

As part of their function, city hall had already partially assessed community needs and formulated some potential goals and plans for addressing these. In response to Senate Bill #100 they now spent a larger portion of their time getting more data which could be used as an inventory of needs upon which to base plans. This base was intended to aid citizen participants in a city-wide program for goals formulation and to anticipate the areas in which citizens might soon request staff help.

Together, the director and the Steering Committee organized "neighborhood" meetings to invite further citizen participation in the the Goals Program. The neighborhood boundaries were based on an earlier city study on that subject. These evening neighborhood meetings were

publicized, and those willing to commit themselves to a year of weekly meetings signed up for further discussion and work in the Goals Program. From these lists of devotees, "element" committees were called: 1) Economic Development, 2) Governmental Activities, 3) Human Needs, 4) Land Use and 5) Physical Services. Each of these met separately and further divided into task forces to study specific topics and make recommendations in the form of objectives and goals.

The composition of these element committees paralleled the broad spectrum of the community by virtue of a design that attempted to acquire members from as wide a range of interests or "splinter groups" as possible. Each element committee was to have consisted of three Steering Committee members, either volunteer citizens who signed up at neighborhood meetings or Council-appointed people from the neighborhood divisions, one Benton County appointed representative, one City Planning Commission appointee and one City Council appointee. The organizational chart, (figure 4), illustrates the organizational line of authority.

(See Figure on page 27)

ORGANIZATIONAL CHART
of
Corvallis Community Goals Program

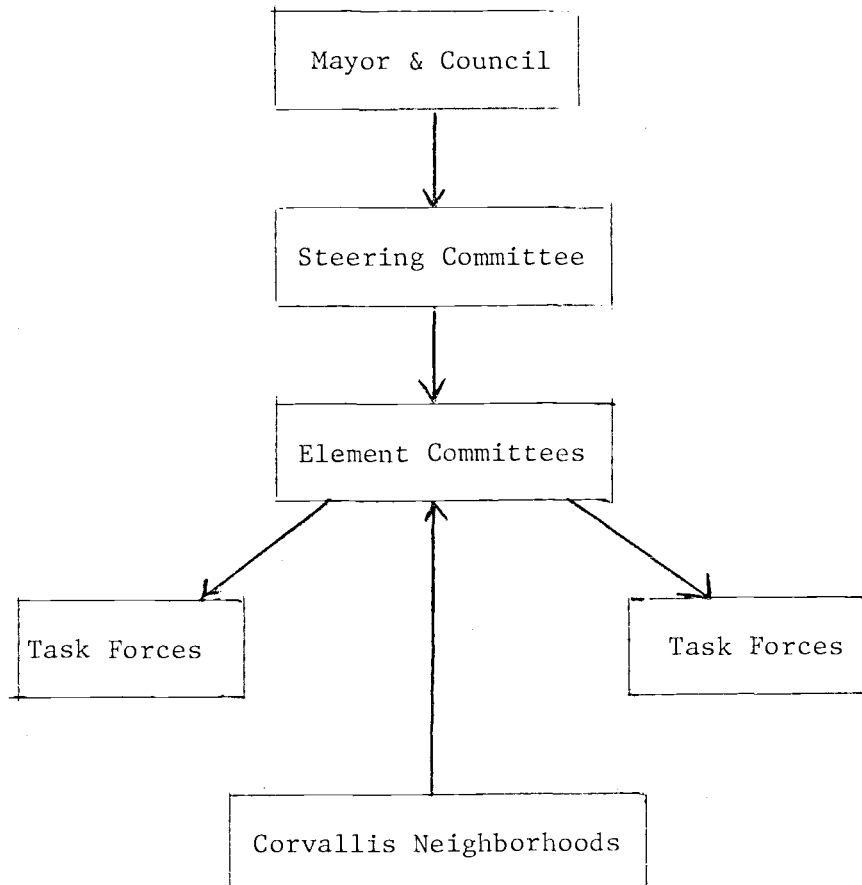


FIGURE 4

This shows the relationship of the citizen participants to other members of the city-organized Goals Program hierarchy. This is further discussed under Corvallis organization in response to Senate Bill #100. An overall committee, Goals Steering, edited and revised element committee input before it was sent to City Council.

Some participants came from each neighborhood of the community, but a high percentage (57%) gathered at the central west neighborhood

meeting. Everyone who demonstrated interest at these initial meetings was invited into the ongoing Goals Program. The resulting group of participants varied in age and type of employment or affiliation.

Initial citizen response came from a wide range of interests and showed that the potential or need for forming community goals had a strong appeal to many people. Figure 5 shows composite frequency of attendance for Goals Program participants.

Goals Program Attendance

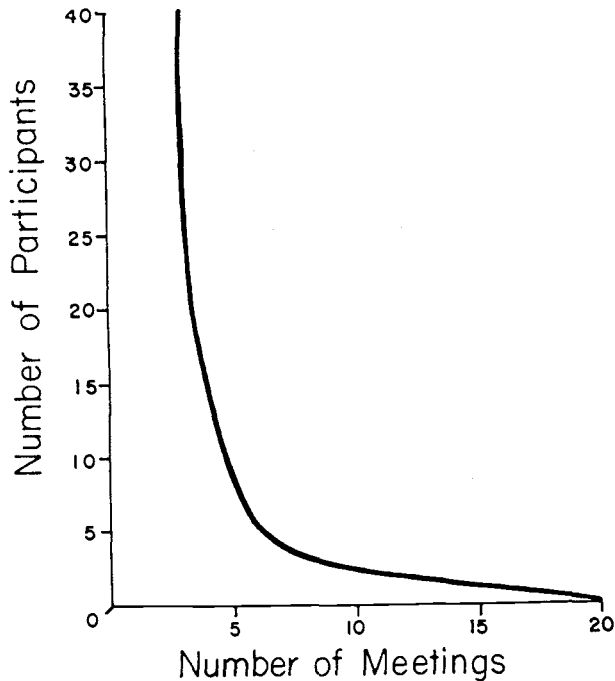


Figure 5

FIGURE 5

"Participants" is defined as any person attending at least three meetings. (This included all element committee meetings but not the task force meetings.) As the curve illustrates, a large portion of

participants attended a few meetings and a few attended as many as fifteen.

A relatively high attendance at the first meeting for each element committee indicated an initial interest; attendance had significantly decreased by the third meeting. One community minority leader felt that this drop out rate was due to disillusionment with the Goals Program. He said many people felt (as he did) that the structure of the Goals Program had preconceived goals from city hall which precluded acceptance of citizen input. He therefore did not attend more than the first two meetings.

The City Council and Steering Committee gave much thought and discussion to potential organization of the Goals Program before actually setting it up. A general schedule was set up having an "inventory phase" which addressed Corvallis problems and potential, and a "goals phase" during which goals were put in writing to be passed to higher levels of authority. Between these two phases was a "joint goals" meeting at which element committee chairpersons made public presentations of progress to date. (See Goals Program time table, figure 6 on page 30 for sequence of events.)

TIME TABLE
for
COMMUNITY GOALS PROGRAM

EVENT	DATE
Council initiated Goals Prog.	9/73
Inventory Phase	3/74 to 9/74
Joint Goals Meeting	9/5/74
Goals Phase	9/74 to 6/75
Goals Sent to Council	6/23/75

FIGURE 6

The portion of the Goals Program involving citizen participation in goals formulation in element committees lasted over a year from March of 1974 to June of 1975. During this time a Goals Program questionnaire was sent (by the Goals Program itself) to a random selection of people in the Corvallis community. After the Goals Program ended in June of 1975, when its goals were given to City Council, there was some contact maintained by city hall with members of the then disbanded element committees. This communication took the form of two progress report meetings or "parties" and news releases. Shortly after the element committees were disbanded, City Council elections took place. A revised comprehensive land use plan in compliance with Senate Bill #100 had not yet been written. By that time the Council was not composed of all the same members who had charged the citizens with the task of formulating goals for input into the comprehensive plan. This situation further contributed to the disintegrative process.

III. METHOD

A. Planning Variables

I studied three variables of the community planning process which are potential contributors to viable adaptation. These are: 1) a program structure or organization which allows for communication and the flow of information, 2) the establishment of priorities and 3) reference to experience outside the community. I proposed that the incorporation of these three planning variables was necessary for viable community planning. I observed that the Goals Program focus was community oriented, and that possibility or need for change was not demonstrated during the Goals Program. Like an election with only the incumbent running, the inevitable result of a goals program with no alternative models is to maintain the status quo. I felt that viable adaptation could not take place without clear alternate choices of ways to satisfy specific priorities.

1. Organization

Communication is obviously a requisite for group decision-making which can lead to good planning. Plausible ideas for goals will be useless if they are not passed on to other people, and important group decisions will be lost if not recorded and passed on to other levels of decision-makers. Enough structure is needed in a goals program to help organize ideas and to channel decisions about plans to other levels of authority where implementation is possible. On the other hand, a program which is overly structured, whether by being restrictive in membership, over-selective in compilation of data, or regimental in

schedule also will be unlikely to formulate viable plans. For an adequate flow of information, a goals program organizational scheme must include enough structure to receive, process and disseminate ideas but not be so highly structured as to start out with plans that inhibit creative thinking or which eliminate cogent pieces of information.

2. Priorities

The second planning variable involves the setting of priorities. Issues are not faced and significant decisions not made until priorities are established. When it is time for decisions on what actions to take or how to allocate limited funds, a mere listing of all individual ideas for community projects falls short of fairness to the public and is not a good basis for planning. The quality or priorities that communities set can be questioned, but it seems certain that community priorities must be made before it is possible to plan for effective action on the local level. Therefore, the system of planning must be conducive to setting of priorities.

3. Outside Experience

Use of the third planning variable, reference to experience beyond the local community, is also essential to viable adaptation. It is evident that a concensus can be reached, decisions made and priorities set without regard to experiences of others who have gone through the same problems. But observing what goals were developed in other communities' plans can provide example models dictated by community choices of action.

Further, seeing what potential goals could not be reached using a given model could be warning of what to avoid and therefore could be a

further contribution to subsequently viable choices for planning. Therefore, I hypothesized that there would be a positive correlation between degree of viable adaptation and the degree of experience used in goals formulation.

The variable of experience is shown on a continuum in figure 7. According to my hypothesis community which makes plans based on a large number of other experiential models will be found on the viability side of the continuum. But a community which makes planning decisions based on only a little experience will maintain the status quo, and a community which uses no outside experience will be found on the disintegrative end of the continuum. By introducing or increasing use of the variables discussed herein, it will be possible to halt or reverse a community's movement on this continuum. (This simple model may also be appropriately used in less complex communities, but I found it useful and appropriate to reduce the philosophy of this study to its simplest form.)

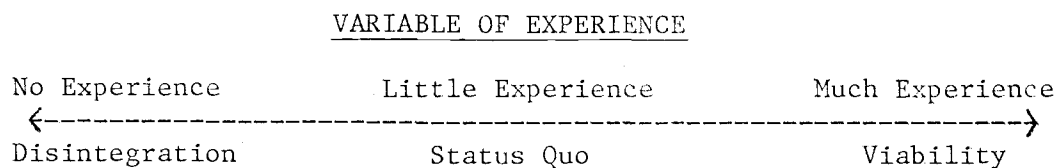


FIGURE 7

According to my own definition, plans which are made without regard to the needs of the broader environment are not viable adaptations. Reference to experiences outside the local community is a necessary requisite for viable planning because communities then face the ethical issue of how they could best relate to the needs of the rest of the environment. And, reciprocally, the rest of the environ-

ment will be more apt to be able to cope with them.

According to my thesis, an illustration similar to figure 7 could be made for each of the planning variables. Much use of the variables would be at the right because this would lead to viable adaptation through good planning. Little use of the variables would lead to disintegration through poor planning. Given the existence of constant change in the environment, the status quo would slide toward disintegration. This would happen because, as more and more new occurrences take place in the outside environment, what started out to be at least a "little experience" becomes relatively closer to "no experience." A movement from little to no experience may be viewed as movement from status quo to disintegration. Implicit in my hypothesis is the idea that trying to coast along with the status quo sends a community into the disintegrative state. A similar thing happens on the cultural level. However, it is possible to start a trend back in the viable direction through proper use of the planning variables.

Thus communities whose plans include proper organization, the setting of priorities and reference to a broad base of external experience will have the highest probability of making a viable adaptation in reference to future conditions. Conversely, communities whose planning programs do not include these three features will be unlikely to be able to stand on their own, and will tend to disintegrate except by many other factors left to chance.

B. Data Collection

Data were gathered for this study by reviewing literature on

planning processes of other communities, by attending Corvallis Goals Program, City Council, and Planning Commission meetings, and by recording statements made by other members of the community. I gathered staff reports and other printed material relating to community planning from city offices and recorded the content of statements made by people at a variety of community group meetings and settings. This was done throughout the year of March 1974 to March 1975.

This information and these statements were recorded on file cards, and were broken down into the smallest phrases or other unit which had a thought that could stand on its own in meaning. These divisions were called syntax units. For example, the hypothetical statement "I think the Goals Steering Committee should set priorities because we cannot agree" would be broken into the following units: 1) I think, 2) the Goals Steering Committee should set priorities, and 3) because we cannot agree. The significance of each of these verbal categories would be recorded in syntax units as follows: 1) indication of value judgement, 2) designation of a role responsibility, and 3) acknowledgement of a conflict situation. In other words the three syntax units of the example statement would be counted for their reference to the three categories of value, role and conflict. In this way numerous verbal units were designated into groups which would be considered for their frequency of reference to the three planning variables. The resulting frequencies of reference were an indication of what part the variables played in the planning outcome.

Groups of community members from whom statements were recorded in a judgmental sampling were the following: citizens not involved in the

Goals Program, Goals Program participants (both as individuals and as members of various committees), city hall employees, and members of the City Council and City Planning Commission. Settings in which observations were made included street corners, a doctor's office, bars, coffee shops, Oregon State University campus, public Goals Program meetings and city hall. Statements were also recorded from news media. These sources were radio and television coverage of issues and announcements of Goals Program agenda (KOAC, KFLY, CEPBS) and editorials and letters to the editor in local papers (Corvallis Gazette-Times and OSU Barometer).

It was not possible to attend all the Goals Program meetings, but a judgmental sampling was taken by consulting the monthly Goals Program calendar and by planning attendance to cover the largest possible range of announced topics and issues. For still further data on people's orientation to issues involved in planning, I sent a questionnaire to a portion of the Corvallis population involved in the Goals Program. I also wrote down, as closely to verbatim as possible, verbal exchanges and made a collection of all available written communications which related to current issues and to the Goals Program.

Whenever possible, notes were taken during conversations in an attempt to make an accurate record of statement content and wording. (Note taking did not seem out of place at public meetings because other persons were also taking notes.) Additional notes were made after communications were observed. Using this technique, all data for this study were recorded no later than half an hour after they were observed or otherwise noted.

C. Analysis Framework

Significance of the three variables was assessed in terms of how well (or poorly) the Goals Program functioned to help the community realistically relate to its future. Viable choices would lead to good planning to fill needs of local citizens without disregarding the context of needs and occurrences in the broader environment. Further implications were made as to whether or not conditions recorded in this case study (including use of the three variables) answered the questions: 1) did the Goals Program organization help communication, 2) what led to or precluded setting of priorities, and 3) did use of a practical model or direction for the community relate to reference made to outside experiences and, finally, 4) did proper use of these variables lead to good planning?

Data were treated in two ways. The first covered my observations of community sentiment and atmosphere in general and specifically in reference to the variables. Since recording of this data involved a high degree of subjectivity and it was difficult to quantify and analyze numerically, data were recorded by describing and explaining them in narrative fashion only. The second method of recording data was to code statements in terms of frequency of their reference to meaning categories. The categories had implications for the three variables. Data sets of 1) statement units divided by meaning category, 2) responses to my questionnaire, 3) frequency of reference to the variable of outside experience were all compiled. Numerical data were supplemented in the text by narrative description and used to provide a context and explanation of whether or not the kind of organization,

the ability to set priorities, and kind of experience referred to did in fact lead to a prospect of community viability. This was done by describing the relationship between frequency of proper use of the three planning variables, and the relative success or failure of the Goals Program in reaching viable plans.

Therefore, if results from this study demonstrated a high frequency of significant or proper use of the variables, and if resulting goals could serve as the basis for viable plans, this would be considered evidence that use of the variables had contributed to community viability. Likewise, the same thing would be true in reverse: if there was a low frequency of significant or proper use of any or all of the variables, and if the resulting goals were such that they could not be used as the basis for viable plans, this would also demonstrate the significance of the planning variables. Viable plans would be ones which would fill the needs of citizens while complying with requirements imposed by governmental authority. Either of these cases would, then, substantiate the hypothesis.

Further significance would be drawn from the above considerations by subjecting them to the biological law of the minimum. This law states that "an animal's ability to survive depends on those requirements that must be present in at least minimal amounts for the needs of the organism in question, even though all other conditions are fully met" (Hickman, 1966: 785). In other words the absence of a survival factor needed only in small amounts will be fatal. This idea may be extended to the animal man in his/her collective community form. Using the premise that each of the three variables is required for

good planning, the absence or insufficient use of any one of them would result in failure of a goals program to do its necessary part in helping communities formulate viable plans.

D. Data Presentation

Data for this study were based on analysis of numerous statements in their indirect relationship to the three planning variables. Further data were taken from a questionnaire and my own notes in descriptive narrative. Specifically this deals with Corvallis' response to Oregon Senate Bill #100.

The data presented below are in three sections. The first shows data from portions of statements (syntax units) in their relationship to several meaning categories. The categories are then described in relationship to the three variables. The second section deals with questionnaire responses, and the third section deals with the number of syntax units observed to relate to the specific variable of experience from outside of the community.

1. Syntax Units

This data section shows how syntax units were grouped by category. From records of interpersonal communications observed at thirty-five Goals Program meetings, 1706 syntax units were sorted according to my judgment of their relationship to given categories of meaning. The syntax categories, which were chosen in advance of the study, have implications for significance of the three variables in community planning. Frequencies of syntax reference were considered for each category. Implications are discussed in narrative form and based upon

the substantive data below.

For example, one syntax category was called "role" designation. Every syntax unit which made reference to a person or group's role in the planning process was counted in this category. Frequency of reference to the role category has implications for how well or poorly a participant understood his capabilities to influence the planning process. In turn the participant's feeling about his role was influenced by the variable of the organizational structure, and had significance for the variable of priority setting. An example of statement relationship to outside experience is when a participant presented statistics. This was an indication of the amount of experience which was offered for use in making plans. (For a description of the twenty categories used see Appendix B.)

Figure 8 lists percent of reference to all recorded syntax units for some categories of meaning. (See Appendix C for this same frequency of reference in further subdivision according to Goals Program committees, and time period.) In figure 8 the meaning categories, listed on the left, represent the portion of the 20 total categories which seemed to be most significant in their implications for planning. The percentages, listed at the right of each category, tell what portion of all statement units referred to that category. Discussion in relation to the variables follows.

FREQUENCY OF REFERENCE

to Meaning Categories by Percentages
of Total Syntax Units Recorded

<u>Meaning Category</u>	<u>% Reference</u>
Issues	27.2
Dynamics	19.0
Value	8.6
Clarification	8.0
Statistic	7.5
Negative	7.0
Role	4.8
Positive	3.8
Disagreement	2.7
Agreement	2.6
Pressure	2.6
Growth	2.5
Change	2.1
Qualification	2.1
Idea	1.9
No Growth	1.4
Aside	.9
No Change	.1
Consensus	Less than one hundredth of one %

FIGURE 8

Categories and Organization

The way the structural organization of the Goals Program affected the outcome of final goals is reflected in some of the frequencies of reference to statement meaning categories. A very high frequency of reference was made in relation to group "dynamics." Nineteen percent of syntax units of participant statements were used to facilitate communications to keep the Goals Program running smoothly.

"Clarification" of what a speaker meant was offered or requested half as often -- in 8% of syntax units. This is still a relatively high frequency of reference to a category which has implications about the organizational structure. Similarly question or discussion about

"roles" (what are we supposed to be doing?) was recorded at 4.8% and a feeling of being "pressured" at 2.6% of the time contributes to the picture of how participants related to the organizational structure.

Frequencies of "qualifying" statements (2.1%) parallels the hesitancy about roles and the apparent need to facilitate group dynamics. Statements which contained these qualifying units were all given with some reservations. This category differs from that of clarification in that units used to qualify statements also reduced statement intensity. Statements would have been stronger had not the speaker felt they had to be made in conjunction with a phrase such as "in my opinion."

It is interesting to note that what the observer termed frequency of reference to "negative" overtones in statements occurred at 7% frequency while the "positive" frequency was considerably less at 3.8%. There was observed to be very little difference between disagreement at 2.7% and agreement at 2.6%. The frequencies in relationship to origin of new "ideas" at 1.9% and "concensus" or total agreement on anything (at only .05%) give further insight into the type of communications taking place within the organizational structure. I noted the ideas which surfaced during the Goals Program because I was interested in tracing how these might work through the structure to become part of finished goals or plans. However, almost none of these ideas were incorporated into recognizable end products. This is further substantiated by the above infrequent concensus on any subject. It also relates to the following presentation of category relationship to the variable of setting priorities.

Categories and Priorities

As the percentage of 27.2 indicates, frequency of reference to issues was almost twice as high as to any other category. People wanted to talk about current issues. Statements including indication of speaker "values" is also very high at 8.6%. Two of the specific issues "growth" and "change" also show relatively high frequencies in comparison to the original twenty categories recorded. This clearly shows that participants had definite ideas about general and specific issues and wanted to talk about them. Yet as discussed above, there were uncertainties about how to use the Goals Program to express ideas. The result was not anything which could have been called agreement on ideas, setting of priorities or making of plans. As previously mentioned there were no priorities given in the final list of objectives and goals.

Categories and Outside Experience

Little discussion can be made of data relating to this variable because there was almost no reference to it. Of the total list of categories recorded, statements which included some kind of "statistics" was the only one to occur frequently enough to be included in figure 8. Reference to this category was counted when a statement continued any kind of factual information at all. Such information could include use of experience from outside the community as models for planning. It did so, however, on a very low frequency. The structure and policy of the program precluded use of individual past experiences. Data drawn from a larger base (but including these participant statements)

are discussed in a following section.

When frequencies of reference were broken down and compared by element committee, a few differences stand out. The Economic Development Committee was observed to relate most frequently to statistics. But the Goals Steering Committee related to statistics least frequently of all the committees at 1.5%.

Frequencies of reference to the syntax categories indicated that, due to factors in the organizational structure and participant profile, there were unresolved difficulties with communication about issues and in setting of priorities. Only partially appropriate use was made of these planning variables. Even less frequent or appropriate use was made of the final variable of experience from outside the community.

2. Questionnaire Responses

This second data section deals with responses to a questionnaire* which I sent out to active participants in the Goals Program. The questions addressed attitudes about personal and collective change. It was based on the premise (discussed earlier) that a community cannot make viable plans for change unless its members themselves are also willing to change. Again, responses were recorded and considered for their implications in the use of the three planning variables.

These data are briefly discussed in the text and further recorded in the appendixes. Appendix D is listing of the questions and that number of the total responses which was recorded for each questions.

*Before it was used, the questionnaire itself was approved by the Oregon State University Human Protection Committee.

All comments which were written onto the questionnaire are in Appendix E. The questionnaire requested comments as a response to the Goals Program. The reactions range from questions about wording and meaning of specific questions on the questionnaire, to statements about world view. Also included are some comments from field notes taken at Goals Program meetings. These latter are felt by this observer to be representative of participant attitudes or to give insight into inter-personal relationships, conflicts and possible trends of the Corvallis community. One such statement was "We agreed not to have conflicts in goals statements."

There was a 27% return of my questionnaires or 35 (corrected for the ones which were undeliverable from the one hundred twenty-five active Goals Program participants). Of the respondents, 26 or 77% were male. This apparent overbalance parallels the high percentage of male participants in the Goals Program itself.

According to the total response, little change would be needed for Corvallis to be the best possible community. Similar feelings were expressed about the need for lifestyle change. Fifteen respondents said they would have to change very little and 18 said that other people felt the same way about changing their (others') lifestyle to have the best possible community. Further, 19 agreed that economic growth had been about right over the past ten years, and 17 respondents said that growth of population had been too fast while 19 said economic growth was about right.

Attitudes which people brought with them into a planning program can be expected to affect the outcome of that program. The data

above indicate the opinion that change was not needed. Therefore the need to clearly define roles and resolve conflicts in order to set priorities was not felt. These attitudes parallel the findings of the first data section which showed that clear communications as a way to deal with issues and set priorities was not established. Some comments written onto my questionnaire by respondents clearly related to participant values and priorities. However, these priorities did not seem to be reflected by the Goals Program. The problems of the inadequate use of these two variables (organization conducive to communication and the setting of priorities) set the stage for problems with the final variable.

3. Outside Experience

Special attention was given to this final variable because frequency of reference to it was considered to be a major potential contributor to planning for community viability. Every possible source of communication about this variable was examined. The same (1706) syntax units recorded in statements at the Goals Program meetings were added to others from sources in the rest of the community. A total of 3394 syntax units were examined for their possible reference to the variable of experience from outside the community.

Figure 9 shows totals of recorded syntax units which referred to experiences outside the community. Subtotals are shown for the Goals Program and for the rest of the community. These are followed by a total frequency of reference from all data sources.

OUTSIDE EXPERIENCE

Frequency of Reference Made in Syntax Units

Statement Source	Total Units	Number References	Percent References
Community Goals Program	1706	145	8.5
Other Community Sources	1688	622	36.8
All Sources Average	3394	767	22.0

FIGURE 9

People in Corvallis made very little reference to outside experience in the citizen portion of its planning process. For the Goals Program, observed percent of reference to outside experience was low with only 8.5 from 1706 syntax units. The other (outside Goals Program) total was 1688 units of which a high percentage of 36.8 related to outside experience.

There was a point of interest on the committee level: the Goals Steering Committee, which might be expected to have taken leadership in presentation of models for plans, was observed to refer to outside experience least frequently of all the committees.

My findings were that, during the Goals Program period, the community rate of reference to outside experience was 36.8% but the Goals Program was only 8.5%. The other community sources made infrequent reference to experience outside its boundaries, but the Community Goals Program made almost none.

Even less reference was made to the specific portion of outside

influence which was the motivation for formation of the Goals Program to revise the comprehensive plan. A further division of observed relation to outside experience is the frequency of reference to Senate Bill #100 itself. (In Appendix F the data in reference to Senate Bill #100 are listed using the same format as in figure 9.) Based on the 3394 syntax units, the total frequency of reference to this Bill was less than one third of one percent.

The Corvallis Goals Programs outcome may be exemplified by the fact that the stack of printed goals statements, left in city hall, could not even be given away. A similar reaction came from City Council when they saw the finished product. They noted that the goals were expressed as very broad aims without priority rating. The Council stated that it would take responsibility for resolving conflicts and setting of priorities through planning policy and funding decisions. Further they would appoint the Goals Steering Committee members to be the citizens advisory committee required by the state. This is how the city of Corvallis complied with externally imposed change in the form of Senate Bill #100. These observations, along with the other data presented above, were analyzed as the basis for conclusions and implications about community planning.

IV. ANALYSIS

Lack of appropriate use of the planning variables lessened chances of Corvallis making viable plans in response to externally imposed change. The potential of making good plans was not realized. The trends shown in data presented gives an explanation of why this was the case.

An elaborate structure was set up, and authority to set priorities was given. On the face of things it looked like this should have provided two of the three planning variables proposed to be needed for good planning -- organization conducive to communication and an ability to set priorities. However, the trend of avoiding issues, which was encouraged by the structure and participant attitudes, was enough to hinder the planning process. In addition the conspicuous absence of models of any kind, particularly any of those based on compliance with Senate Bill #100, precluded any other choice but to maintain the status quo. How this took place is spelled out under the variable headings below.

A. Variable of Organization

As the Goals Program plan was carried out it did not continue to provide an atmosphere conducive to relaxed discussion of opinions and goals. Discussion at initial meetings was led away from issues and setting of priorities. Subsequent division into groups of participants, who for the most part held similar interests, contributed to continuing avoidance of conflict. The high frequency of reference to issues and

to outside models made by the community, as compared to within the Goals Program, indicates that greater attention would have been given to these matters within the Goals Program also had it been allowed.

Strong statements about planning for any kind of change were virtually ignored. Change proponents were eager to implement the full impact of their ideas. I felt this response occurred as a defensive reaction because the element groups were inclined to quickly dismiss ideas requiring change. Proponents of change planning might have felt less strongly if there had been more open discussion in relation to their ideas. The trend to ignore controversial topics, even though their felt importance was demonstrated by a high frequency of reference to them, shows that organizational grounds were laid for polarization rather than compromise. This is one explanation of the high drop out rate.

Although the Goals Program started out with a balance of participant interests, my observation of attendance lists showed that there was a high turnover of people involved. The goals director and Steering Committee spent a part of their administrative time trying to find capable and interested replacements for resigning committee members. (The participants left for a variety of reasons including movement out of the area.) However, it was not always possible to find new participants with the same interests as the people they were intended to replace.

B. Variable of Priorities

The weaknesses in the organizational structure added to the problems of setting priorities. It allowed each subgroup to address

interests and ideas for planning without reference to those of others. When conflict did seem imminent, the problem was "solved" by passing it on to the next level of the authority hierarchy. But mutual endorsement of all suggested goals is not the same as assessing citizen needs, establishing direction of objectives accordingly and setting priorities and goals for viable adaptation. In short, this was not good planning.

As it was, no process for discussion of new concepts or less popular values had been established. Ideas proposing planning for change away from known community customs or traditional thought patterns were disarmed by putting them under a heading called "minority reports." Rather than incorporating new planning ideas which could have contributed to community viability, they were rendered harmless by putting them in a form which could be easily ignored or manipulated by interest groups and local politicians.

Besides, my observations of the Corvallis planning process as discussed above under organization show that participants were uncertain of their ability to resolve issues and internal conflicts. Roles of people in the different components of the organizational structure were ambivalent and participants were more concerned with getting along (facilitating group dynamics) than with resolving issues to reach consensus for goals or plans. Also they felt pressures brought to bear on them from the structure.

These problems are also seen in responses to the three questionnaires distributed during the Community Goals Program time period. Responses indicated that change was not wanted either on a personal or community level. Instead, respondents said everything was fine at

present and that they were opposed to change. Since issues were not addressed priorities could not be agreed upon. Similarly the Goals Program failure to find ways to plan for change seems to lead to a self-fulfilling prophecy. Since no change was admitted to be needed, no plans were made.

Because of the above patterns, there was a need for an emphasis on group dynamics to answer the question of how participants were to get along with each other while talking around unresolved problems. It is not surprising that if taking responsibility for discussing issues and setting priorities was not accomplished on the local level, it was not done in relation to the rest of the environment either.

C. Variable of Outside Experience

The need to establish a plan and to set priorities was not discovered because issues were not discussed. This deficiency was reinforced by the infrequent reference to outside experience. The majority of references to statistics and other input, especially during the inventory phase, were from local information rather than from practical models from outside the community. By itself, an ideal organizational set up for a goals program does not fill all the requisites for good planning. Clear models of possible community direction must be seen. There was not enough reference to outside experience to give a sense of clear models for choices of community direction.

Also, it came to my attention that many citizens had no clear idea of what the future direction of the city was planned to be in terms of policy of the comprehensive plan used by city staff. There

was uncertainty on the parts of both citizen and city officials as to what planning was needed and wanted. With no model to compare with the status quo, the possible advantages of change or necessity to set planning priorities was not recognized. Planning as such did not take place and the results reflected only minimal considerations of the needs of the greater environment.

V. INTERPRETIVE SUMMARY

With consideration of city official and staff's difficult position of trying to please the public while coping with the actualities of preparing Corvallis for the future, the broad citizen Goals Program was a good effort. It was a good framework for educating citizens, getting informal feedback and providing a forum for airing conflicts. Some communication between citizens and city staff and officials was already possible through direct contact, Council and Planning Commission meetings. A good result of the Goals Program was that more communication channels were established. The city had found strong, better informed and more experienced representatives of interest groups for future contacts. Further, the apparent city goal of getting varied citizen input to comply with Senate Bill #100 was reached.

It is difficult to say whether or not the Goals Program organization allowed good planning through representative input because the community itself was too divided by interest and experiential backgrounds to be described in any unifying terms. (There was not even a sense of neighborhood identity.) The recorded increase over time in agreement and concensus, with reciprocal decrease in disagreement during the Goals Program, probably means participants who disagreed left the Goals Program rather than that representative goals were reached. It seems evident to the observer that participants who remained felt increased pressure from inside and outside the community. I recorded what I interpreted as an 11% increase in statement reference to felt pressures between the time of the inventory and the goals

phases of the Goals Program.

A. Organization and Communication

Within the organization of the Goals Program, each segment of people thought its interest group had the "truth" about the future and how to react to it. Strong personalities more knowledgeable in city and county government were able to dominate others. They pressured and restrained less informed participants of the Goals Program. Further, the Steering Committee was the actual decision-making body for goals rather than the individual citizens and committees. Steering Committee editing was inherent in the Goals Program structure. It would have happened more than it did if representatives of some element committees had not been present at Steering Committee meetings to function as interpreters of their written goals.

In spite of the sincere attempts by many participants to be fair, the Goals Program results were not representative of the participants. On the other hand, the results of being dominated by interest groups, and of writing goals which were difficult to base plans upon, may be viewed as being representative of the community. The community lacked consistent patterns. If this is the case, the Goals Program structure had allowed expression of representative citizen feelings.

Participants' attitudes about how they fitted into the community Goals Program and about how they could or could not influence the way their community fitted into the rest of the environment is important in community planning. In the Corvallis case the idea of needing to plan was resisted by the majority of citizens.

In contrast, state legislation assumed that change happens and requires preparation in the form of plans. Corvallis, in wanting to preserve its status quo, did not recognize that a workable plan was necessary to manipulate the outside environment even in order to stay the same. The avoidance of conflicts inherent in the Goals Program structure, resulted in avoidance of setting priorities. It seems evident that such a response makes a community vulnerable to disintegration. Even among participants committed to the necessity of good planning, there arose the question of the value of investing time in a program using this process. As one environmentalist participant put it, "We all know what the costs of public participation are. And they are high ones of boredom, etc."

The observer's attitude questionnaire paralleled two earlier ones in indicating that most Corvallis citizens were fairly happy with things as they were. They did not want change. For the most part the Community Goals Program results were no different. Very few strong statements were made asking for change. In short, the structure of the Goals Program was successful in getting input representative of the Corvallis community. Not only did it represent the confusion in widely divergent opinion of a pluralistic community, but it also reflected the unwillingness to make or let happen any planning for change. But this citizen input did not lead to good plans.

Of the three planning variables the organizational structure is the only one which was present in a close to functional form. But confusion in communication, pressures felt from deadlines, and uncertainties about roles hindered good planning. Even if adequately

used by itself, this single variable would not have been enough to result in good planning.

B. Dealing With Issues and Priorities

Decision-making concerning spending tax money brings out differences in values relating to issues. But assumptions or premises of conflicting groups were not identified as such or clarified enough to resolve conflicts in dealing with issues. The Goals Program was set up from a community-wide base where participants had the opportunity to test their values against those of others. Likewise there was an opportunity to find people with similar thought patterns and values. But the Goals Program's method of dealing with issues precluded the setting of priorities. The final goals sent to City Council were conflicting.

It was obvious that there were many differences of opinion left unresolved. Still, issues were avoided on the Goals Program structural level. The director stopped discussion of major issues and terminated arguments during the first meetings at which attendance was greatest. Perhaps this was a necessary step taken by city hall. In the Corvallis case, previous experiences may have indicated to city officials that consensus on goals for future city direction was not possible. Reasoning may have been that the only possible way to get input from widely differing orientations would be to separate participant interest groups from each other.

Thus "goals" from as large a range of citizens as possible might be obtained without conflict or compromise. With this structure, each

divided group could be led by dominant personalities or vested interest group representatives. Many participants were impressed by those with more experience than themselves. Few opposing opinions were expressed. The city Goals Program may have tried to avoid this problem by trying to give all participants a common base of information during the inventory phase. This amounted to an educational input sponsored by city hall. Some participant statements indicated a degree of resentment with this approach. Participants already seemed to feel they were informed and simply wanted a chance to make input to control community planning. They felt the Goals Program's approach kept citizens from forming their own priorities. The observer found this to be the case also.

C. Outside Experience

Little reference was made to experience outside the community. Reference to outside data, issues or other outside experience in response to Senate Bill #100 were minimal. Much effort to resolve conflicts did not get beyond administrative procedure. Also participants were educated in community potential and functioning by sources mostly from inside the community. It is questionable whether quality of input was helpful enough to compensate for resentment implicit in some participant comments at being "educated" or directed in identity of problems.

Goals Program participants did not serve as a tie between the rest of the community and the outside world. Neither did the Goals Steering committee. Of all Goals Program committees the Steering Committee reference to outside experience was least. By contrast, the felt need

to relate to experience outside the community appears to have been expressed much more frequently by the rest of the community. Thus, apparent felt needs were not filled by the Goals Program. This is further reflected by the small degree of reference observed to relate to Senate Bill #100. It would seem logical that felt needs of a community to relate to the outside world, would have been expressed in the Goals Program. But this did not happen.

Even when viewing the above considerations in their most favorable light, without using experiential models from outside the community, the resulting citizen input was not such that it could serve as the basis for community planning. It was the letter and not the intent of the law that was satisfied. Since for the most part issues were avoided, more similarities than differences of opinion were discussed. Participants were not encouraged to critically evaluate or clarify their own positions because they interacted mostly with people holding only similar opinions, and because no other models were used to serve as motivation to change. Little interest group interaction took place to challenge ideas; thus conflicting goals (originating in isolated element committees) were passed on to the Steering Committee.

This Steering Committee may have felt that community goals and aspirations, as identified for them by the element committees, were too pluralistic to be resolved into a pattern for viable planning. Goals presented to them were too assorted to indicate community consensus. Enforced by some confusion about their roles as interpreters or decision-makers, they avoided synthesizing differing goals. So, not only did very little communication about outside reference take

place, but interaction was restricted between community members themselves.

However, the Steering Committee itself had no greater choice of models to show them possibilities or reasons for change than did the rest of the Goals program participants. The organizational structure only partly provided the opportunity for open communication, priorities were not set, and the resulting goals were based on a relatively small amount of experience outside the community's boundaries. The final result was that the citizens returned the responsibility for decision-making to city hall. As such the Goals Program and its participants only partially helped the city comply with Senate Bill #100.

VI. CONCLUSIONS

City hall and the Chamber of Commerce seemed to get what they needed through the Goals Program. The Council had the required input from citizens and Chamber of Commerce saw more revenue-sharing funds coming into the area. But did the citizens get what they wanted and needed? All indications are that the citizens did not want change. Therefore they did not want to plan. The Goals Program goals were so vague and contradictory that they were not likely to be the origin of planning changes. However, the citizens with environmental and other interests were given more attention in other frameworks such as the BTR (Bend in the River) program which was outside of the Goals Program. It seems apparent that structured community goals programs may be useful for vested interest groups but not necessarily as much so for filling real needs of the citizens.

Even if the stated goals had been specific, prioritized, and supported by City Council, they might not have been backed by the rest of the community when it came time to vote on taxes. It is not logical to expect uninvolved citizens to accept results of a Goals Program of which they are not a part. And most area citizens were not a part of the Goals Program at Corvallis. Planning was resisted on the community level and events outside the community were ignored. Outside experience should have been used to illustrate the importance of planning.

As it was Senate Bill #100, which was a state wide land use issue, had been almost totally ignored in the Corvallis community. Because

of its inadequate response Corvallis, Oregon has run the risk of becoming maladaptive under externally imposed change. Its citizen input was gathered under a restrictive structure which did not set priorities or base its goals upon considerations of experience from outside the community. Restriction of interaction between participants of the Goals Program and in their relation to outside experience lessened chances for viable planning.

Increased reference to ways in which other communities have handled other goals programs in response to Senate Bill #100 would have increased citizen awareness of the need to plan for viable alternatives to imposed change. Instead most people connected with the Goals Program appear to have responded to their external environment by sharing community frustrations and fatalistic approach to planning, and in thinking they were unable to manipulate outside forces.

Had the community based its Goals Program on the proper use of the three variables discussed, it would have really come to grips with the sense of the state law and would have been able to control change. Instead, change controlled the community because there was no substantial plan to direct outside forces. Results from a well adapted community would have been expressed in prioritized goals and would have been a plan workable with other levels of decision making. A variety of thinking patterns would allow for incorporation of new ideas or supply ways to handle change in future planning. This did not happen in Corvallis. Instead, the lack of clear models from outside the community emphasized uncertainties (already present in a pluralistic community) and resulted in control by externally imposed change.

VII. IMPLICATIONS

A pattern similar to the one described in Corvallis may be seen in other communities in the United States. There, too, pluralistic interests increase confusion on establishing goals and priorities. Responsibility for community planning is passed from one level of authority to another. Very little is resolved by this process and planning does not take place.

Change happens even if a community chooses not to make plans to cause specific changes in directions favorable to its wishes. A community can maintain some control over its future by developing ways to cope with conflict, and by setting planning priorities in order to lessen the impact or pace of change. It could be argued that a community which has adapted to outside pressures or forces, by allowing the outside powers to make decisions, is well adapted. However, the author does not consider this to be a viable alternative to planning on the local level. Higher levels of authority have already responded to planning difficulties by asking that it be taken care of by the local citizens.

Who then should do the required planning? Passing the buck must stop. The responsibility should lie with officials and citizens of the community itself to make their own plans. This would be a more viable adaptation than refusing to plan for change. It is too easy to sit back and complain about what "they" (outside forces) are doing to the community.

Planning programs should provide a structure or atmosphere where

respectful exchange of opinions can take place, communities should come to grips with setting of priorities, and citizens should make themselves aware of the process and necessity of planning for change. This should take place through familiarity with experiences of the environment beyond their own city limits. Experiences of communities in the United States already show that the time is here when it is not enough simply to function as a voice of dissent when something is disliked. A more positive role must be taken by citizens and city staff to contribute to good planning. They have the further responsibility of keeping their plans from being lost in subsequent levels of the bureaucratic hierarchy.

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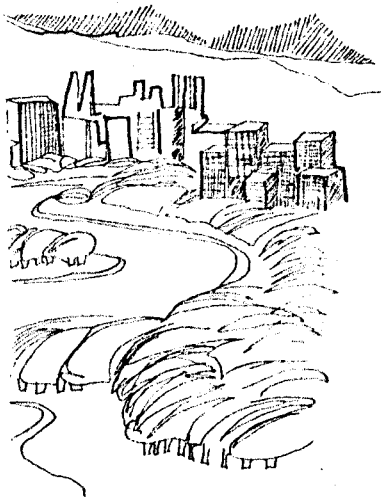
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APPENDIX A

Summarized Goals Statements



ECONOMIC DEVELOPMENT SUMMARY

To redevelop downtown Corvallis as an attractive, functional "customer pleasing" major regional shopping center, systematically combined with neighborhood type retail facilities, professional, governmental, financial, entertainment, open space and cultural facilities.

To provide suitable employment opportunities for residents of Corvallis urban area, including University college students and student families.

To provide for a stable, diversified economic base, including industries funded by federal, state, and local governments, as well as private financing.

To develop the Corvallis Airport into a quality facility and to seek "third level" transportation serving the Portland International Airport.

To promote the City of Corvallis as a viable, competitive visitor and convention center.

PHYSICAL SERVICES SUMMARY

To protect life and minimize property loss from fire, through effective fire prevention and fire fighting programs, and to provide ambulance service as needed.

To plan for, construct, maintain, and operate facilities for providing a safe and reliable water supply to meet user demands and provide for adequate fire protection.

To develop an adequate sanitary sewage collection and treatment system which will meet State and federal standards, serve the Corvallis area, and be capable of expansion to meet future City growth.

To plan for, construct, and maintain safe and adequate drainage facilities.

To provide for safe, convenient and efficient movement of people and goods within and circumventing the City without diminishing livability.

To promote the use of bicycles as a significant part of the transportation and recreation system of the City by providing a network of safe, convenient bikeways linking the places people live, with school, business, and recreation areas.

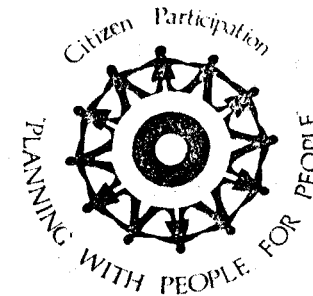
To attain efficient maximum total resource recovery and recycling of solid waste.

CITY HALL
CORVALLIS, OREGON 97330

501 S.W. MADISON AVENUE
(503) 752-4292

There are books entitled "Corvallis in 1985" available in the Planning Department at City Hall. Please feel free to come in and pick one up if there is any further information desired.

Corvallis Community GOALS PROGRAM



Prepared by the Citizens of Corvallis
June 1975

GOVERNMENTAL ACTIVITIES SUMMARY

Develop and maintain an equitable balance of revenues from property and other taxes. Seek new income taxes and revenues from other governments in order to finance City services.

Effectively communicate to the citizens facts and pertinent facts regarding City services and expenditures for these services through sound analysis and up to date information.

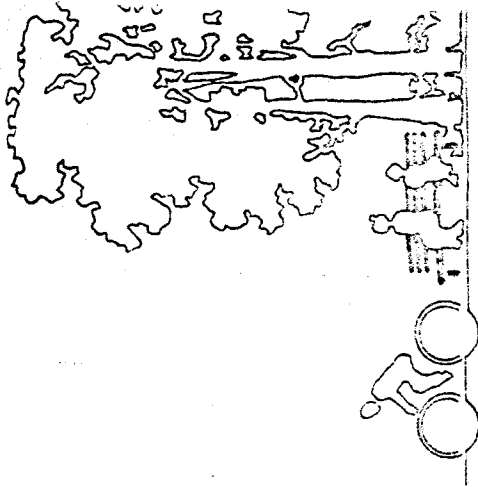
If Corvallis continues to grow, direct and indirect employment will be sufficient to ensure proper facilities, structure and a good life for the future.

Reduce community cost for public facilities and new developments.

Continually examine and evaluate the City's financial affairs. The State, Federal, and other private organizations should be approached to insure that they are not overlooking the City with respect to existing needs, problems, and plans in the Corvallis community.

To achieve effective laws by legislative action, public opinion and governmental and development agencies should work together.

To promote and expand basic research, development and high quality in the natural and human resources for the betterment of the quality in the City.



HUMAN NEEDS SUMMARY

To maintain in all municipal business and decision making general concern for human problems, and a particular concern for the problems of those segments of the population who have been unable to achieve an adequate and independent standard of living.

To make crime prevention the primary concern by concentrating on the needs of children before their behavior becomes negatively set.

Establish or expand juvenile crime prevention services.

To continue to provide a broad range of library services to citizens in the community.

To encourage construction of significant historical buildings in Corvallis.

To maximize educational opportunities for the people of Corvallis of all ages.

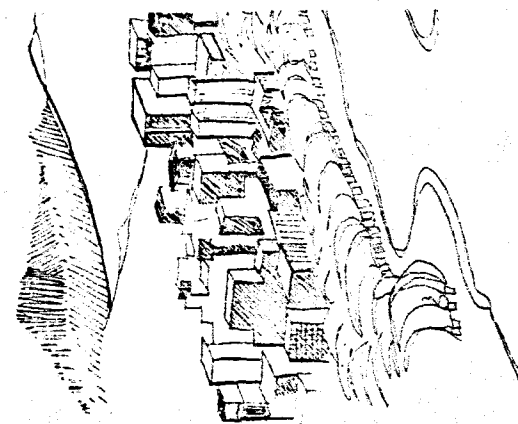
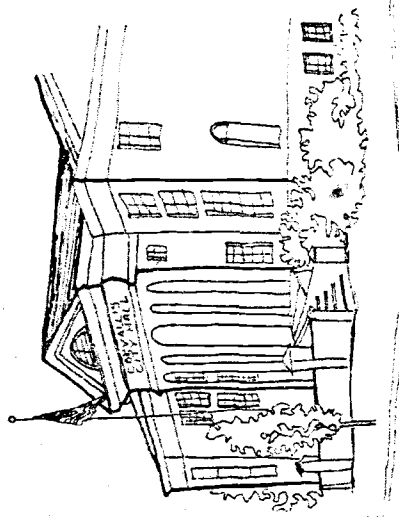
Respond more adequately to those with special educational needs, such as speech, hearing or learning disabilities.

To maintain and enhance the educational climate in Corvallis through:

- 1) improved communication within the community regarding educational opportunities and needs.
- 2) improved coordination between the City and school district.
- 3) the provision of stabilized sources of revenue, and
- 4) utilization of schools as neighborhood and community centers.

Provide functional, attractive, well-staffed, convenient for equipped, indoor recreational facilities, with multi-use features.

Anticipate and meet the growing need for outdoor recreation, increasing the areas and outdoor facilities available for public use.



LAND USE SUMMARY

To have available safe, decent housing for all residents, at a price each can afford to pay.

Eliminate any unnecessary costs of land and land development.

Assist low and moderate income families and individuals in meeting their housing needs.

Establish a city agency or agent to monitor housing supply and demand.

To maintain and enhance the livability of the City and its urban fringe by providing an orderly and efficient transition from rural to urban land uses.

Encourage the preservation of productive farm and timber land.

Encourage the redevelopment of urban land which is insufficiently used.

To encourage the development of various identifiable neighborhood areas, each of which contains a variety of housing densities, and provides convenience and service areas.

Make definite plans for placement of arterial roads and utilities far in advance of the need.

Make broad plans for placement of schools and neighborhood shopping centers far in advance of the need.

Acquire a planned system of parks and open spaces that give relief from the forces and effects of urbanization.

Establish an urban greenbelt system.

APPENDIX B

Syntax Categories Described

APPENDIX BSyntax Categories Described

- | | | |
|-----|---------------------------|---|
| 1. | participant | attended at least one Goals Program meeting |
| | participant group | element committies of the Goals Program:
Steering, Governmental Activities, Human Needs,
Economic Development, Land Use & Physical Services |
| 2. | issues | topic was the subject of opposing views |
| 3. | value | attachment of felt importance to subject |
| 4. | idea | first noted reference to a subject which
might be included in final goals statements |
| 5. | change | indication of willingness to change |
| 6. | no change | indication of resistance to change |
| 7. | growth | indication favorable to growth |
| 8. | no growth | indication not favorable to growth |
| 9. | +(positive) | content optimistic or supportive of others |
| 10. | -(negative) | content pessimistic or derogative |
| 11. | disagree | statement contrary to another person's |
| 12. | agree | statement in accord with another person's |
| 13. | concensus | voting members agreed |
| 14. | dynamics | contributed to ongoing interaction |
| 15. | clarification | added explanation of earlier statement |
| 16. | pressure | statement indicates actor feels forced,
constrained or hurried by Goals Program
structure, other persons or groups |
| 17. | role | reference to own or group identity in
relation to other people or groups |
| 18. | statistic | dataare included in statement |
| 19. | aside | addressed to less than the entire group |
| 20. | q. (qualifying)
phrase | lessens impact of the rest of the statement |

APPENDIX C

Frequencies of Reference
to Syntax Categories by Committee

APPENDIX C

FREQUENCIES of REFERENCE by COMMITTEE

Participant group	Inventory Phase						Goals Phase						
	GS	GA	ED	HN	LU	TOTAL	GS	GA	ED	HN	LU	PS	TOTAL
issue	4	27	12	12	56	142	33	79	52	51	57	29	301
value	20	14	7	4	36	81	16	36	18	18	18	21	159
idea	4	0	1	1	6	12	2	10	13	15	16	7	63
change	1	2	2	4	18	27	4	31	24	22	20	12	133
no change	2	2	8	0	8	20	5	14	13	16	8	2	58
growth	0	0	8	1	18	27	5	10	9	2	7	3	36
no growth	0	2	1	0	5	8	1	5	10	0	5	2	23
+ (positive)	8	8	3	5	17	41	21	31	29	35	35	13	164
- (negative)	2	20	5	3	48	78	36	66	27	47	64	20	260
disagree	17	15	4	1	42	79	24	45	24	40	36	15	164
agree	23	6	6	3	15	53	35	67	34	20	50	21	227
concensus	6	2	0	2	6	16	5	11	10	21	19	8	74
dynamics	6	12	8	4	33	63	47	59	43	45	65	24	283
clarification	11	16	2	11	3	43	16	22	18	26	25	15	122
pressure	4	5	1	0	10	20	6	20	4	12	17	6	65
role	18	19	2	7	12	58	17	25	11	24	20	9	106
statistics	9	4	5	5	17	40	3	7	8	16	12	7	53
aside	3	3	0	0	12	18	3	10	3	4	13	2	35
qualifying phrase	3	7	1	2	15	18	3	21	19	16	19	11	89

KEY TO PARTICIPANT GROUPS

GS = Goals Steering

GA = Governmental Activities

ED = Economic Development

HN = Human Needs

LU = Land Use

PS = Physical Services

APPENDIX D

Summary Questionnaire Responses

APPENDIX DSUMMARY QUESTIONNAIRE RESPONSES

Question	Number of Response from 35 total
1. Identity	15 (identified themselves)
Male	26
Female	8
Age 20 to 30	5
Age 31 to 50	14
Age 50 & over	13
2. Population growth has been:	
too fast	17
too slow	4
about right	13
3. Economic growth has been:	
too fast	4
too slow	10
about right	19
4. How much would Corvallis have to change to become the best possible?	
none	1
very little	15
moderately	14
greatly	5
completely	
5. How much would your lifestyle have to change to have the best possible community?	
none	7
very little	15
moderately	7
greatly	3
completely	1
6. How much do others feel they would have to change to have the best possible community?	
none	2
very little	18
moderately	8
greatly	0
completely	1

* The total response per question is less than 35 when all respondents did not answer the question.

APPENDIX E

QUESTIONNAIRE & COMMUNITY COMMENTS

APPENDIX EQUESTIONNAIRE & COMMUNITY RESPONSES

We agreed not to have conflicts in goals statements.

Think positive in a creative manner -- change will be ever present, we should assist to guide and direct same.

Goals Program has failed to come to grips with the single most important factor determining the future and liveability of Corvallis -- namely, increased population. Corvallis must slow or stop its present growth rate or prepare to become like hundreds of crowded, congested, high-cost suburbs with sterile life styles.

Unfortunately, mostly people with a vested interest participate, and rarely do unbiased opinions prevail. As in the L.C.D.C. meetings, more real estate people show up than anyone else. I think the Program was a good start, however, at an attempt to get community participation going. I think the HP issue served to illuminate a lot of the problems that otherwise wouldn't have surfaced.

More specific direction, less internal committee discussion (needed).

We do not have enough of a balanced program here to allow for the proper proportions of young people 22-35 to live in Corvallis. I know young girls in the above age bracket who have had to leave here because there aren't enough males in the same age bracket to meet and share their life together.

HP will adversely affect the life-style in the city. The air quality will deteriorate, the traffic patterns will be congested, urban sprawl will result. We should not be seeking to have a larger community and let people have the option to live in a community this size instead of always having to grow and get bigger. Soon what brought people to our town will be gone and we will be just another nondescript town -- polluted and ugly.

Questions 5 & 6 are meaningless. What do you mean by "life-style"? More religion? More income? More restaurant dining? Opera? Symphony orchestras?

The vast majority of citizens are unaware of the Goals Program, and many participated as I did in only a narrow segment of the program. It would be hard to say that the goals represent the people's thinking. They instead represent a small minority who happened to be interested and willing to participate. Therefore, public reaction will as usual be on the effect on personal life rather than good of community. The "X" (mark on questionnaire) in number 6 is more of a hope than a conviction.

My major involvement with the Goals Program was as Chairperson of the

(APPENDIX E Cont. 2)

Education task force of the Human Needs element committee. I felt some frustration in our efforts to get community input. It was a profitable educational experience for those of us who participated and I feel that the program was a laudable effort to maximize community participation in community planning. My own priority concerns are in areas that can be broadly defined as "social". I am particularly concerned about racism and this concern made it difficult for me to answer question #4 on your questionnaire. I think it will still involve a fair amount of change in community attitudes and community services, facilities, etc. before Corvallis will appeal to a range of ethnic minorities and become a heterogeneous rather than a homogeneous community.** This is one area where I feel considerable change would be desirable. Most other aspects of Corvallis are satisfactory.

When the School Board closed the two downtown schools (Washington & Roosevelt) without even consulting the community goals program, it confirmed my suspicion that the program was just one more well-intended time-consuming academic exercise.

A good effort; too bad more people didn't participate. Believe it should have a lot of community publicity during next 12 months.

I'm not sure what you're after here, Dottie, but these questions are very difficult to deal with.

Too much planning but lack of knowledge for a program of balanced growth of population with economic factors. People need jobs to live. Check how large a building you could build on a corner lot on 9th street with all the (required city standard) setbacks. I recently had an introduction and spent one-half a day with an airplane pilot who moved to Corvallis because his son got married here and told his dad, "Corvallis is a fine place to live." Dad now agrees. We have some lack of balance on the city council. Manager's office has too many assistants and engineers. Our taxes are too high because of too much spending.

The Goals Program has been a useful undertaking to achieve citizen input in the necessary process of planning for the future physical and sociological needs and desires of a community. This is one way in which all interested citizens can affect the direction of future growth or change in this city.

Unfortunately, while most will probably not expect to "have to alter their life-style," unless we all significantly change our consumptive

** The Corvallis community includes only a few minority residents. This number is below the average percent for the rest of the country.

(APPENDIX E Cont. 3)

living and our "growth is good" attitude, we will destroy this community and contribute to the general demise of the world through over-population and abuse of energy and resources.

We must make more progress in improving physical services -- sewers, streets, city hall, etc. Few people really realize the way the city is deteriorating!

Having lived in areas of high crime and poor city services, my concern is that Corvallis citizens will not support their city. The alternatives of not supporting the city need to be explained -- they are poor.

Your questions 5 & 6 are ambiguous since I cannot tell if you mean I would have no choice in altering my life-style or would do so willingly.

A white-wash. In the attempt to make general statements nothing was said. The Steering Committee unduly influenced the goals statements. Didn't go to the second public meeting (final news release), but if it was like the first, the Goals Program is a failure.

I realize we all will alter life-styles tremendously in the years to come as a result of the balance of population and resources. As youth we endured a depression that saw life-styles as I imagine they may be again one day -- a period when we husbanded our resources which were limited because of lack of money.

I feel that the Goals Program has been valuable. Citizens are realizing that goals must be set and met in order to have a liveable community. Corvallis has developed fast and in a rather hodge-podge fashion especially with regard to physical services in the past 20 years.

The present leaders of Corvallis are not concerned with "quality of life," humanism. They are concerned with making money. It is my observation that Chamber of Commerce, city council majority, county committees, etc. would like to see Corvallis grow. They don't realize the detriments to growth.

Certain economic sacrifices must be made in order to obtain the funds necessary to make major improvements in the liveability of Corvallis; i.e., Highway 20 and 99 bypass of the town, the establishment of certain arterial "belt line" roads inside Corvallis for major traffic movement such as Circle Blvd. and Walnut Blvd. and eventually Lewisburg Rd. There seem to be too many anti-growth interest groups to get cooperative support for major projects, especially from non-economic related jobs such as OSU, EPA and other government employees. P.S.: You would probably get better or at least quicker response with pre-addressed envelopes.

A comprehensive plan combining land use, housing, recycling, needs to be done.

(APPENDIX E Cont. 4)

RE: questionnaire 5

We are a one-car, 5 bike family. I would use a bus if it came by my area. I would alter my house for solar energy if it becomes available. We would (will) move to an area where we can be self-sufficient in food within the next 10 years. I would like to see remaining development patterned after European style villages for saving energy and making life more sensible. I would alter to whatever degree necessary.

RE: questionnaire 2

I'm more concerned about future growth rate than past.

RE: questionnaire 3

More concerned about future.

RE: questionnaire 4

This town thinks its great and that's precisely its problem.

APPENDIX F

Frequencies of Reference
to Senate Bill #100

APPENDIX FREFERENCE TO SENATE BILL #100

Source	Total Units of Syntax	Number of Units Referring to SB #100	% Units Referring to SB #100
Goals Program	1706	5	.29
Other Community	1688	4	.24
All Sources	3394	9	.27