



METRO

Agenda

MEETING: METRO COUNCIL WORK SESSION
DATE: July 29, 2008
DAY: Tuesday
TIME: 2:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- 2:00 PM** 1. **ADMINISTRATIVE/CHIEF OPERATING OFFICER
COMMUNICATIONS**
- 2:15 PM** 2. **METRO COUNCIL COMMENTS ON BIG LOOK** Cotugno,
TASK FORCE RECOMMENDATIONS Bailey, Clark
- 3:50 PM** 3. **COUNCIL BRIEFINGS/COMMUNICATION**

ADJOURN

**METRO COUNCIL COMMENTS
ON BIG LOOK TASK FORCE
RECOMMENDATIONS**

Metro Council Work Session
Tuesday, July 29, 2008
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: July 29, 2008 Time: _____ Length: 90 minutes

Presentation Title: Metro Council comments on Big Look Task Force Recommendations

Department: Planning

Presenters: Andy Cotugno and several members of the Big Look Task Force

ISSUE & BACKGROUND

The Big Look Task Force has released preliminary recommendations and is actively seeking feedback from stakeholders. Over the next several months, they will be considering the input received and refining their recommendations. In the fall, they will be engaging in another outreach program, this time aimed at the broader public. It will be accompanied by a wide range of media including a newspaper insert, broad dissemination of a "meeting in a box," a video, an on-line survey and others. Following the general public outreach, the Task Force will be crafting their recommendations to the '09 Legislature.

David Bragdon, Metro Council President, serves on the Big Look Task Force.

OPTIONS AVAILABLE

The Metro Council could chose to submit comments on behalf of the Council as a whole, could simply allow individual Councilors submit comments or could not submit comments. MPAC has already submitted comments via their Chair, Alice Norris (attached).

IMPLICATIONS AND SUGGESTIONS

Attached is a draft comment letter that could serve as a starting place for Council comments. Following the worksession, staff will incorporate changes directed by the Council

QUESTION(S) PRESENTED FOR CONSIDERATION

1. Are there recommendations of the Task Force the Council wishes to endorse?
2. Are there recommendations of the Task Force the Council wishes to oppose?
3. Are there recommendations needing refinement/revision?
4. Are there additional recommendations the Task Force should consider?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes XNo
DRAFT IS ATTACHED __Yes __No

DRAFT

Mike Thorne, Chair
Oregon's Task Force on Land Use Planning
635 Capitol St. NE, Suite 150
Salem 97301-2540

July _____, 2008

Dear Mr. Thorne and members of the Task Force:

On behalf of the Metro Council and local governments of the Metro region represented through the Metro Policy Advisory Committee, we are pleased to submit these comments on the preliminary recommendations of the Task Force. We do this based upon our own careful consideration of how to improve the land use planning program, especially from the vantage of managing growth and transportation in the Portland region at the regional and local level. We appreciate the efforts of the Task Force and congratulate you for a number of bold recommendations largely consistent with the directions we are trying to set for the Portland region. We offer comments on these recommendations in the spirit of improving and refining the general direction you are recommending.

Please consider the following:

1. Policy attention to urbanization is welcomed

When the Department of Land Conservation and Development was established to administer the state land use program, it was with the conscious intent to signal the two missions of the program, to implement a "conservation" strategy outside urban growth boundaries (UGBs) in support of the farm and forest industry while implementing a "development" strategy inside UGBs. However, the focus and resources of the agency over the past 30+ years has been disproportionately weighted toward the "conservation" mission outside UGBs. These recommendations of the Task Force provide a welcome emphasis on changes needed to support the "development" mission of enhancing the quality within UGBs. In particular, the recommendations of the Task Force on Growth Management, Governance and Economic Prosperity include changes that will benefit the aspects of the program intended to support enhanced urbanization.

However, the recommendations on Resource Lands and Rural Areas may have an unintended consequence on urban areas. The recommendations of the Task Force call for designation of the portion of rural lands that are of the highest statewide significance for the agriculture and timber industries and for protection of significant wildlife habitat and watersheds. With this designation, there would be the initiation of a statewide planning process to establish the disposition of the remaining rural lands. The Task Force should be mindful that this is a significant undertaking that will place a large workload on the Department of Land Conservation and Development ***and divert it from the new direction other recommendations would have the department take.*** As such, it would be wise to prioritize implementation of the other recommendations first since there is a more imminent threat from ongoing urbanization. Otherwise, this welcomed shift in emphasis could be swamped by a divisive and difficult rural planning process.

2. Urbanization recommendations are a step in the right direction

The Growth Management recommendations for expanded use of Urban Reserves and

Rural Reserves and Contingency Planning and the Economic Prosperity recommendations for a “rapid response” process to respond to economic opportunities are consistent with approaches that the Portland region is pursuing and could be further expanded to provide an even greater tool. We agree with the approach of using contingency planning to examine the potential consequences of alternative future scenarios. We are using this method to both consider alternative urban form and transportation system choices as well as to examine the consequence of different growth rates. It would be helpful if your recommendations could include a more thorough description of the contingency planning approach and allow regional and local governments to formally adopt conclusions about these alternative futures that facilitates shifting to these changing conditions as they are detected. While the ability to quickly adapt using a rapid response process to add more industrial lands to the UGB is good, there is also a good argument for a more rapid response to zoning changes inside the UGB or changes in infrastructure strategies to react to changing conditions. For example, industrial land inventories for the Portland region indicate that a significant share of the industrial land inventory within the existing UGB is encumbered by lack of infrastructure and/or the need for land assembly. It may be that a more rapid response can be executed to make these lands available for industrial development.

You may also want to consider incorporating a recommendation to recognize the approach the Portland region is pursuing to define performance measures that are employed to make a broad range of growth management decisions over time. It reinforces your recommendation for contingency planning but goes farther by recognizing that the area faces a range of possible growth rates and provides for the establishment of a set of performance measures up front to guide decisions that respond to these changing conditions.

On a more specific note, the recommendation to prioritize and increase funding for infrastructure to support infill development and new urban areas is very important and deserves greater emphasis. Without infrastructure funding, state and local governments are severely hampered in their ability to implement their local comprehensive plans. In addition, while the recommendation to target redevelopment of brownfield sites is good, a broader recommendation to target redevelopment of underutilized land (sometimes referred to as greyfield sites, not polluted but still needing redevelopment) should also be emphasized.

3. Rural lands not of statewide significance

We understand and support the recommendation of the Task Force to designate rural lands of statewide significance for agriculture, timber and wildlife habitat purposes but have concern that the disposition of the remaining lands is not fully developed. If these lands are simply released from the limits on development now provided by the state land use program, there could be a significant increase in rural residential development, creating the need for expensive public facilities and services, increasing the potential for incompatible land uses adjacent to protected resource lands and undermining the viability of urbanization plans within nearby UGBs. This is especially important in the broad 7-county commute shed around the Portland Metro UGB especially those lands beyond the Urban Reserves that we expect to establish where there is the greatest demand for urbanization and the lack of mechanisms for coordination outside Metro’s boundary. The recommendations of the Task Force should be taken farther to more completely define the state’s interest in these areas

and more completely describe the planning process that will need to be undertaken for these areas.

4. Governance responsibilities for delivery of urban services

The Portland region faces a significant challenge in implementing the goals of the state lands use program due to the large amount of urbanized territory and population outside incorporated cities. This inconsistency leads to confusion over the level of urban services that are provided, the responsibility for their provision and fiscal equity. The situation is potentially exacerbated as the UGB for the region is expanded if annexation or incorporation processes are not coordinated with those expansions. We understand that this may be a daunting challenge that the Task Force views as being beyond their charge. However, it would be helpful to at least recognize the issue.

Thank you for consideration of these comments. We look forward to reviewing the final recommendations of the Task Force this fall and pledge our support in seeking implementation at the '09 Legislature.

Sincerely,

David Bragdon
President, Metro Council

Cc: Metro Council
MPAC

Summary of comments from MPAC to the Big Look Task Force Recommendations
July 9, 2008

Summary of comments from MTAC to the Big Look Task Force Recommendations

July 2, 2008

1. Resource Lands and Rural Areas

- a. *There is a concern that the designation of rural lands of state significance will result in a large share of rural lands no longer being protected by state policy. If this is the case, this recommendation would have severe consequences.*
- b. *If rural lands not of statewide significance are subject to a planning process to redefine allowed land uses, the cities that could be impacted by greater levels of development around them should be a party to this planning process. If not, it could lead to areas of rural residential development that may need urban services at some time in the future which that city will find very difficult and expensive to provide.*
- c. Loosening up controls on rural lands shouldn't propagate small clusters of rural residential development.
- d. The presentation emphasized initiation of a planning process in those area not defined as farm, forest and wildlife lands of statewide significance. Such a process would develop a land use plan taking into consideration efficient and cost-effective delivery of services, compatibility with nearby resource lands and impact of diverting urban growth on the vitality of nearby urban areas.
- e. The addition of significant wildlife lands to the current attention to farm and forest protection is good. It should focus on the integrity of interconnected systems, not isolated patches.
- f. The Oregon program has always traded flexibility for predictability. These increases in rural flexibility may lead to uncertainty for the property owner and the community.
- g. If these changes are intended to recognize private property rights, they should be linked with private property responsibilities.
- h. The principles of fairness and equity do not just apply to private property owners. They must also account for the common good.
- i. This will lead to major new costs for updating plans. The Legislature should consider providing funds. Also, it would help to clarify that a surcharge on building permits can be used for long-range planning.

2. Growth Management

- a. *These growth management recommendations are of vital importance to the feasibility of providing cost-effective transit services.*
- b. *The recommendations to increase the emphasis on quality of life in the urban areas is very important. The target should be set high and tools to accomplish this should be provided.*
- c. *Schools need to be better integrated into the state land use program.*
- d. The recommendations should include a recognition for increased use of discretionary design review in urban areas.
- e. Recommendation related to quality of life needs to be beefed up, including locating housing near jobs based upon income levels of the jobs, access to

- community services, increased attention to redevelopment generally, not just brownfields.
- f. Use of safe harbors that streamline the application of a state average isn't good enough; the program should seek better than average.
 - g. Infill expectations should be realistic regarding neighborhood compatibility.

3. Governance

- a. ***The role of cities within UGBs should be better recognized. If the Growth Management recommendations on developing quality urban places are to be realized, cities are the best equipped to accomplish this. This is especially true in areas needing redevelopment that are now urban unincorporated and existing urban services are substandard.***
- b. The recommendations should address the funding issue for infrastructure in UGB expansion areas.
- c. Increase focus on education of planning issues is needed, including in the schools, for planning commissioners, using better visualization tools.
- d. Annexation issues need to be addressed.
- e. Link Urban Reserves process to city governance.
- f. The increased emphasis on local flexibility should be accompanied by return of some of the tools that have been preempted by the state.

4. Economic Prosperity

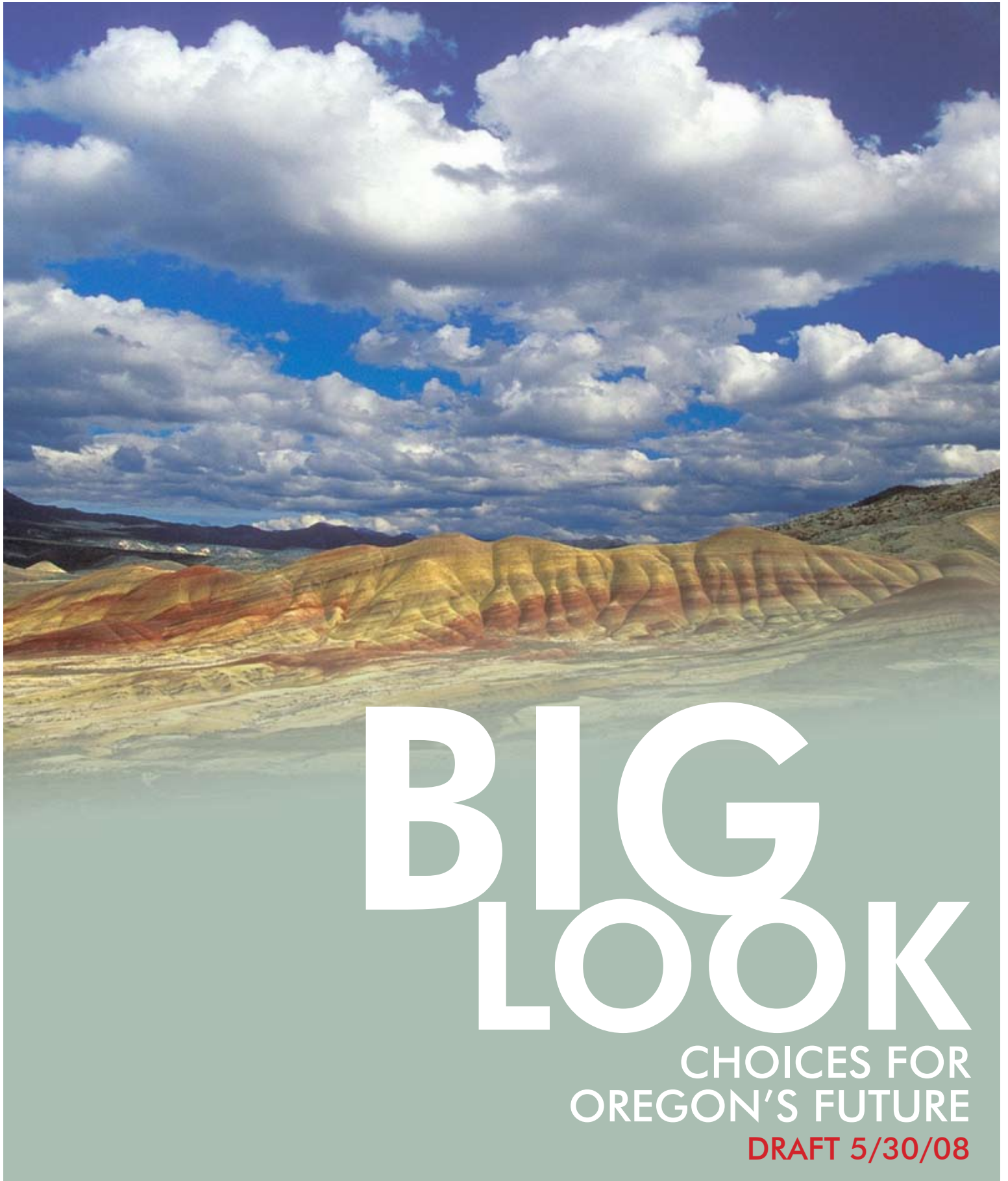
- a. ***There should be increased attention to preserving industrial sites already available within UGBs to ensure they don't convert to commercial, medical, schools, parks or other non-industrial uses.***
- b. The role of transportation on economic prosperity should be better recognized, i.e., cost of congestion, industrial access, etc.
- c. Recommendations need a higher level recognition of the issues affected by the public sector: land, access to labor, provision of infrastructure.
- d. Certified industrial sites program has been successful but most are now developed. Continued success depends on infrastructure.
- e. Beef up the recognition of traded sector jobs.

5. Climate Change

- a. Recognition of climate change is good but it should be in the broader framework of sustainability.
- b. Incorporate the responsibilities of planning to address the need to adapt to changes expected from climate change.
- c. Recognize that some of the rural recommendation in section 1 could be counterproductive to reducing greenhouse gases (i.e., more rural residential leads to more VMT).

Note:

MPAC comments are shown in Bold Italics.
MTAC comments are shown in regular text.



BIG LOOK

CHOICES FOR
OREGON'S FUTURE

DRAFT 5/30/08

The Big Look Task Force
on **Oregon Land Use Planning**



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Executive Summary

OREGON'S BIG LOOK TASK FORCE

This report summarizes the preliminary ideas of Oregon's Big Look Land Use Task Force for reforming Oregon's Land Use Planning Program. The Task Force was formed to evaluate Oregon's Land Use Planning Program and make recommendations for how it should be adapted to address the challenges of the future. The Task Force has some initial ideas, but it needs your advice and expertise to develop recommendations.

OVERARCHING PRINCIPLES

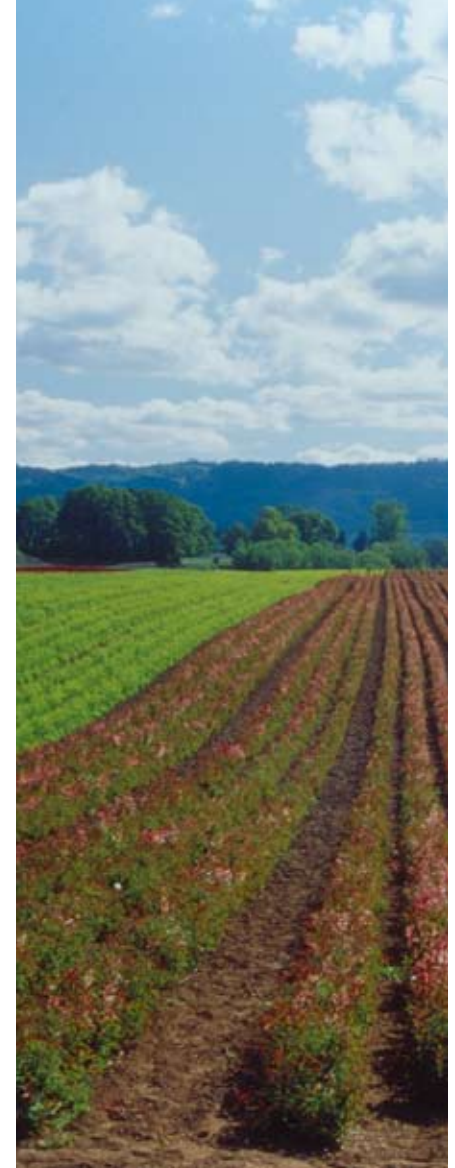
A key aspect of the Big Look Task Force's work so far is the recommendation that the Oregon Land Use Planning Program be founded on four overarching principles. Together, these four principles describe what the Oregon Land Use Planning Program is to accomplish. The Task Force believes that these principles portray a vision of what the planning program should be achieving, in terms that all Oregonians can understand and support.

The current Oregon Land Use Planning Program has a set of narrower goals that have become so complex that they do not clearly describe what the program is supposed to achieve. While the Task Force believes much of what are currently termed "goals" continue to reflect important policy objectives, the program would be better cast in the context of principles defining outcomes that are readily understood by all Oregonians.

The Task Force's four overarching principles for land use planning are:

- Providing a healthy environment
- Sustaining a prosperous economy
- Ensuring a desirable quality of life
- Maintaining a program that is fair and equitable

Oregon's current Land Use Planning Program has been effective in meeting many of the original goals set by the Oregon Legislature. However, it also is apparent that the program needs to be changed to prepare Oregon for the future. The coming decades will bring unprecedented growth, as Oregonians continue to raise families here and new residents move to many (but not all) parts of the state. Over 1.7 million more people are expected to reside in Oregon by the year 2040. Providing adequate water, sewer, roads, transit and other infrastructure systems will require significant new revenue





sources. Deciding where to invest and where growth should occur will present difficult tradeoffs. At the same time, the world is facing the collective challenge of climate change and rapidly increasing oil costs. The Task Force believes that it is imperative to plan for and invest in communities that are resilient to challenges such as water shortages, high gasoline costs, and climate-related changes that were unimaginable just a few years ago.

The Task Force has developed preliminary recommendations to review with stakeholders over the next two months. These recommendations represent the initial thinking of the Task Force, after hearing from nearly 200 persons over the past two years. The recommendations will evolve as the Task Force gets further input from stakeholders, and in September and early October, the Task Force will carry out a multi-faceted public engagement program to hear the ideas of Oregon's citizens concerning the Oregon Land Use Planning Program and how it should be designed for the future.

PRELIMINARY RECOMMENDATIONS

The preliminary recommendations are:

1. Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.
2. Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth expected to occur.
 - Prioritize funding for infrastructure to support infill development and efficient new urban areas;
 - Provide incentives for redevelopment of brownfields;
 - Provide more predictability, through the designation of urban and rural reserves;
 - Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen events; and
 - Provide for more "safe harbors" to simplify local land use planning.

3. Realign the Oregon Land Conservation and Development Commission to carry out long-range land use planning for the state, and give the Oregon Department of Land Conservation and Development the resources to facilitate and assist regional collaboration and local planning efforts.

- Audit state statutes and rules for performance to reduce complexity, and to restore flexibility;
- Realign LCDC to coordinate long-range land use planning for the state;
- Build state resources to support local and regional planning, including a GIS library; and
- Encourage collaborative regional planning that allows contiguous cities and counties to work collaboratively to meet statewide goals.

4. Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both already available tools for economic development and a new “rapid response” process to respond to new economic opportunities.

5. Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission, with broad involvement of local entities and the public. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use and transportation alternatives.

- Ensure that infrastructure investments support compact development in urbanized areas;
- Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions;
- Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions;
- Provide technical assistance to local and regional governments to carry out these best practices; and
- Help communities plan for climate change.



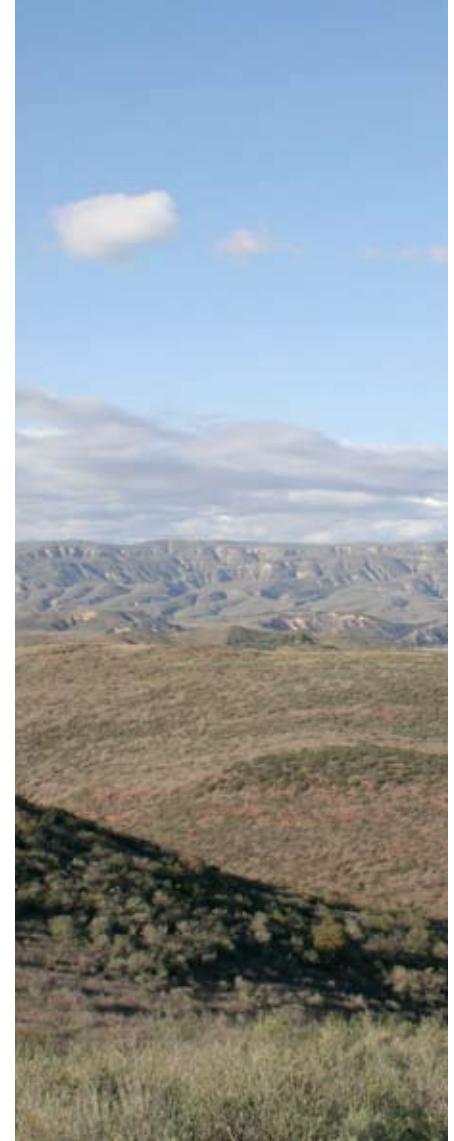
Introduction

During the 1970s Oregonians forged new ground by crafting statewide policies that protect farms, forests and beaches through coordinated land use planning. For more than three decades, this program has performed those purposes well, and Oregon is recognized nationally and internationally as a planning success story.

There are new challenges facing the state since the Oregon Land Use Planning Program was established more than 35 years ago. At that time, Oregon was concerned with issues such as loss of farms, sprawl, coastal development, water pollution and litter. Today's challenges are more complex and varied. They include issues such as population growth, climate change and global competition in a region with an economy that is more diversified, but where land use conflicts have become sharper. Some parts of the state have seen tremendous growth, while other parts face lagging employment and long-term economic downturns.

In addition, the balance between public values and property rights has been widely debated in Oregon, and in recent years major changes have been made at the ballot box. Today, Oregon has laws that offer some protection regarding how new land use regulations affect property values. The effect of these laws has not been fully realized, but they are likely to influence future land use planning efforts.

In 2005, the Oregon Legislature saw that the time was ripe for a significant review of the land use planning program. The legislature created the Oregon Task Force on Land Use Planning (the "Big Look Task Force") to review the program and to develop new strategies for meeting Oregonians' current and future needs. To do this, the Task Force is working with citizens and stakeholders from across the state to recommend that the legislature create a new land use planning program that will meet Oregon's needs for the 21st century. In addition, the Task Force is examining how to re-shape the current land use program. In many cases, this means taking an approach that is fundamentally different than what is present today. In other cases, existing elements of the land use planning program should be preserved.





WHAT IS THE BIG LOOK TASK FORCE?

The Task Force was created by Senate Bill 82 (2005). The Oregon Legislature charged the Task Force with conducting a comprehensive review of Oregon's Land Use Planning Program, focusing specifically on:

1. The effectiveness of Oregon's Land Use Planning Program in meeting the current and future needs of Oregonians in all parts of the state;
2. The respective roles and responsibilities of state and local governments in planning; and
3. Planning issues specific to areas inside and outside urban growth boundaries and the interface between areas inside and outside urban growth boundaries.

The legislature asked the Task Force to make recommendations for consideration in the 2009 regular session of the Legislative Assembly.

The Big Look Task Force consists of 10 members appointed from all parts of Oregon. They represent a variety of professions and points of view, from metropolitan to small city and rural, and from business, local government, farming and forestry. All have extensive experience with the existing program. In the last two years they have worked together for hundreds of hours to develop a program to address the needs of land use planning in Oregon. While the Task Force members have very diverse points of view, they have reached agreement on a set of overarching principles that describe the outcomes they believe most Oregonians want.

OVERARCHING PRINCIPLES

The Big Look Task Force recommends the planning program be founded on four overarching principles that, together, describe what Oregon's Land Use Planning Program should achieve. These principles portray what the Task Force believes is a shared vision of how a reshaped land use program could meet the needs for all Oregonians.

The current Oregon Land Use Planning Program was built around a set of specific "goals" that focus on issues such as farm land protection, transportation and urban growth. While the Task Force believes that these "goals" still include some important policy objectives, they should be recast into a broader set of four overarching principles that serves as a foundation for all land use policy decisions.

The four overarching principles for land use planning are:

- Providing a healthy environment
- Sustaining a prosperous economy
- Ensuring a desirable quality of life
- Maintaining a program that is fair and equitable

The advantage of these overarching principles is that they describe intended outcomes that the Task Force believes everyone can understand and support. In addition, they leave room for flexibility—so that Oregon can respond to changing needs and accommodate innovative new approaches. A frequent criticism of the current land use planning program is that it is a “one size fits all” program that doesn’t adapt to changing needs and different circumstances in distinct communities throughout the state.

PRELIMINARY TASK FORCE CONCLUSIONS

The Big Look Task Force began examining the current land use planning program’s effectiveness by using six working groups that met with nearly 200 Oregonians, all of whom have direct experience with planning in Oregon. Afterward, the Task Force met as a group, examined the critical issues, and developed the following conclusions:

- Oregon’s Land Use Planning Program has protected agricultural and forest lands.
- Oregon’s Land Use Planning Program has contained sprawl and managed growth better than most other states.
- Oregonians generally support land use planning, but they also believe strongly in private property rights.
- Oregon’s Land Use Planning Program is often viewed as being too rigid and not outcome-oriented.
- Many people feel that the land use planning program is too complex and does not have the flexibility for a changing Oregon.
- The state is facing infrastructure, water and environmental challenges, partly (but not exclusively) as a result of population growth.
- Other states’ growth management programs provide lessons for Oregon.
- Future growth will challenge Oregon’s ability to preserve prime agriculture and forestry lands in seven or eight fast-growing metropolitan regions—but not in every county.
- Many of the state’s 19 existing land use planning goals don’t fit the definition of “goals”—instead, they are strategies, tactics or tools.



While Oregon's land use planning program has been effective in meeting the original goals set by the Oregon Legislature, the Task Force believes that the program should be changed to adequately prepare Oregon for the future.

The coming decades are expected to bring unprecedented growth, as Oregonians continue to raise families here and as new residents move to many (but not all) parts of the state. More than 1.7 million more people are expected to live in Oregon by 2040. Providing adequate water, sewer, roads, transit and other infrastructure systems will require significant new investment, difficult decisions about where growth should occur, and innovative financing tools.

At the same time, the world is facing the collective challenge of climate change and rapidly increasing oil costs. It is imperative, then, to plan for and invest in communities that are resilient to challenges such as water shortages, high gasoline costs, and the consequences of climate changes that were unimaginable just a few years ago.

The Oregon of yesterday was an era of pioneering and innovation. Today represents an important opportunity to shape future choices. Tomorrow will bring a new era of exceptional challenges, as Oregon embarks on the next step in its remarkable journey.

THIS DOCUMENT'S PURPOSE

This document provides an overview of the Task Force's preliminary conclusions and describes a preliminary set of recommendations that the Task Force will discuss with stakeholders in June 2008. These preliminary recommendations represent the beginning of a conversation between the Task Force, stakeholders and the public. Most likely, some actions will be revised and others will be added as those conversations progress. In other words, this is far from a completed document—the Task Force expects and welcomes significant input and changes. By late summer, the Task Force plans to present a revised set of actions to the broader public for its review, input and changes. The final step will be using revisions—from stakeholders and the public—to create a final recommendation to the governor and the legislature.



Proposed Recommendations

Each of the following five major sections (Resource Lands and Rural Areas, Growth Management, Governance, Economic Prosperity, and Climate Change) is broken down into two sections: “current problems” and “proposed recommendations.”

RESOURCE LANDS AND RURAL AREAS

CURRENT PROBLEMS

The Oregon Land Use Planning Program classifies lands for farm and forest uses but has become complex and rigid over time - the clear connection between many regulations and desirable policy outcomes has become lost. Some lands that have little economic utility for farming or forestry are classified for those uses, creating significant frustration. Rural zoning has very little nuance or variation. At the same time, there is little or no protection for significant natural areas such as important wildlife habitat and watersheds.

The current program also relies almost exclusively on regulatory tools. Oregon lacks market-based tools that have been developed in other states to promote particular uses of land that the public desires. Relying exclusively on regulations creates equity issues, has limited effect in motivating positive actions to manage lands for desired uses, and may be unstable over time.

Back when zoning designations on resource lands were adopted in the 1970s, state and local governments had limited technical information compared to today. Planners were dealing with the economics and technology of then, not now. Resource lands were identified only through aerial observation, soils maps and laborious analyses of existing uses and parcels. Today, modern computerized tools that have been created during the past 30 years—such as computer-aided mapping, satellite photography, and a larger body of technical knowledge—should be integrated into the planning program.

In particular, in the last 15 years, Geographic Information Systems (GIS) have risen as a critically important tool in managing land and infrastructure. LCDC and DLCDC generally do not have such systems, and there is no statewide repository of land use or land use planning data. GIS can provide sophisticated analyses of factors such as crop value potential, parcel size, nearby uses or conflicts, access to water and transportation, and clusters of similar crops and activities—which could be used to help identify the relative importance of farm and other resource land, as well as important ecological and environmental information. In addition, data gathered by



OREGON'S WINE COUNTRY

In the 1970s, Oregon wine was produced by a few pioneers as well as hobbyists for personal consumption and a small clientele of restaurants and retailers. Today Oregon wines are distributed throughout the world. The industry's explosive growth posed multiple land use challenges. For example, vineyards don't require the prime soils needed for other agricultural types, and they also require more infrastructure than other agricultural businesses. Oregon successfully made the needed changes to codes, criteria, designations, and investments. The results now can be seen on shelves, restaurants and in wine cellars world wide.



local governments should be collected in a statewide system, providing an invaluable resource for informing policy decisions. The proposal on Governance includes the development of a state GIS system that contains the best available data. This proposal regarding resource lands is one of the ways that new capability should be used.

**RESOURCE LANDS AND RURAL AREAS
PRELIMINARY RECOMMENDATIONS**

Identify farm, forest and environmental resource lands of statewide importance, and apply market-based tools to complement regulation as a means of preventing development on those identified lands most at risk of being converted to other uses.

Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.

Develop tools to identify resource lands of statewide importance, along with the criteria for what lands are most important, and carry out a peer-reviewed public process to designate these lands.

The state should create a GIS database that contains objective information for evaluating and identifying lands that are of statewide importance for protection. Using this GIS database, the state should analyze lands in three categories: agriculture, forestry and the natural environment. The Oregon Departments of Agriculture, Forestry, and Fish & Wildlife should utilize the GIS database to identify what lands are priorities for protection in each of these three categories. An expert statewide peer review group should work with these agencies, both to establish the criteria that are used to determine which lands are of statewide importance, and in reviewing the proposals.

Identify which lands of statewide importance are at the greatest risk of future development.

Combining the work identifying lands of statewide importance with data on areas of expected growth and development, DLCDC should identify the lands of importance that also are under the greatest threat of development. These high-risk lands should be preserved using a combination of market-based tools as well as regulation. DLCDC's recommendations for lands of statewide importance that are also under greatest threat should be reviewed in a public process by LCDC.

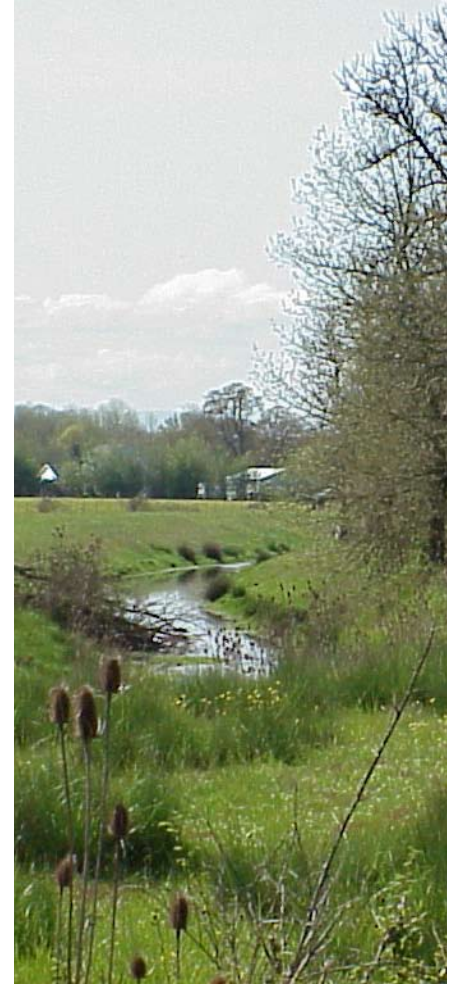
Use market-based tools, along with regulation, to keep important lands that are at the greatest risk in resource use.

To make protection effective over the long term and to provide for fairness and equity, the state should work with existing land trusts or develop new entities and funding sources to purchase (and, where appropriate, transfer) lands, easements or development rights. These market-based efforts should focus particularly where land values for development purposes are high, or where there are opportunities to preserve significant areas.

Allow land uses for rural lands that are not of statewide importance to be determined by local and regional governments, as long as those uses are consistent with efficient public services and carrying capacity, and as long as impacts to neighboring uses are acceptable.

For lands that are not of statewide importance, local governments would have the responsibility to develop plans to determine the appropriate uses of these lands. In some cases, local governments would protect additional lands as regionally or locally important. In other cases, local governments would allow additional uses on rural lands that are not allowed today. However, the uses that are allowed must reflect the long-term carrying capacity of those lands, along with impacts to neighboring uses.

The Task Force believes that protecting important resource lands and natural areas should continue to be a high priority for the Oregon Land Use Planning Program. The tools to identify these lands more accurately now exist. Adding market-based approaches to strategically protect important lands that are under development pressure would improve the land use program's long-term effectiveness and also address inequities that have frustrated some landowners. Under this proposal, the state would identify and protect the most important lands, while regional and local governments would be given more autonomy to plan what uses should be allowed on less important lands.





GROWTH MANAGEMENT

CURRENT PROBLEMS

While Oregon has defined high quality farm and forest land, and have developed measures to preserve it, the Task Force believes the same energy has not been put into defining the needs for cities. Planning should occur at the state level to support the creation of sustainable housing, jobs, recreation and other uses. When setting state standards for urban development, there is a tendency to focus on the statistical efficiency of the development and containment of urban expansion within cities, instead of on the quality or character of the places most people will live. While the Oregon Land Use Planning Program is predicated on absorbing most population growth within urban areas and creating efficiencies for public facilities and infrastructure, it lacks tools to foster desirable patterns of urbanization. The Oregon Land Use Planning Program should focus on creating quality urban places in small and large cities, in the same way that it has succeeded in protecting land for farms and forestry operations.

Oregon's land use planning program divides the landscape into two main categories, urban and rural. Focusing population and job growth in urban areas, with efficient transportation, is crucial to maintaining and creating healthy cities and towns. Oregon's land use planning tools, including urban growth boundaries (UGBs), have helped Oregon grow by 1.7 million new residents since 1970 without the extent of land consumption which would have occurred in most other states. In the coming decades, however, Oregon's population is projected to grow by another 1.7 million people. The means to finance the public improvements that will be needed to accommodate this significant growth are currently not present. In addition, new challenges, such as rising petroleum costs and climate change, will likely require Oregon to review and possibly strengthen its system of urban growth management.

GROWTH MANAGEMENT PRELIMINARY RECOMMENDATIONS

Use planning to improve the quality of life in Oregon’s urban places, while also making room for significantly more people to live and work in those areas.

Oregon’s land use planning program should focus on making all of Oregon’s cities—large and small—great places to live by providing economic opportunity, affordable housing, efficient transportation, and access to quality open spaces and natural areas for the people who live there. Specific recommendations for how Oregon’s land use planning program should encourage economic prosperity are provided in a later section of this document. Other important strategies for creating these highly livable cities should include:

Prioritize and increase funding for infrastructure to support infill development and new urban areas, making it possible for the private sector to create housing and employment options within cities.

While the amount of UGB expansions needed over the next 50 years is likely to be relatively small—probably between 40,000 to 120,000 acres—providing urban services to newly urbanized areas can be problematic. (will add maps and graphs from the earlier TF work) Developing additional sources of funding for infrastructure investment is critical to making both small and large cities work as places that the private sector will invest in and that people want to live in. A fund that is targeted for these areas is essential.

Target redevelopment of brownfield sites.

Despite demand for building locations, there are a number of significant sites that often sit unused because of significant barriers, such as brownfield sites that require some environmental cleanup before they can be redeveloped. Land use plans should encourage redevelopment of these underused brownfield sites by creating incentives and targeting funding. In addition, there are underutilized sites throughout the metropolitan areas, with existing infrastructure, that should be considered as an important part of land that can be redeveloped. These sites are usually occupied by former uses that are no longer viable and may, or may not, have environmental issues.



SAFE HARBORS

Currently, to update an urban growth boundary, local governments have to conduct extensive research on current land supply and land needs. Despite this research, most urban growth boundary decisions fall within a fairly narrow range of overall city density. In developing a safe harbor, cities could rely on using a state average for land use efficiency rather than having to develop extensive local documentation. For example, local plans that meet an average development density can be assumed to be making an efficient use of the land for the purpose of establishing an urban growth boundary.



Expand the use of urban/rural reserves.

The legislature has given the Portland metropolitan region the authority to identify both urban and rural reserves within its region. Urban reserves are areas designated for inclusion within urban areas once the supply of land within existing urban growth boundaries has been exhausted. Rural reserves are areas designated for the purpose of providing long-term protection of lands for farm, forestry and natural resource uses. Similar legislation should be considered for other parts of the state where rapid growth is occurring.

In rapidly growing areas of the state and in other areas where the amount of land is constrained, the state program should allow cities and counties to designate rural reserves to support farm and forestry economies and significant natural resource areas. Through this process, areas designated as urban reserves will become priority areas for expansion of UGBs and rural reserves will become areas that will not be part of the urban landscape. This would ensure that rural lands are not simply holding zones for future urban development. Rural reserves may also be areas for state and private land trusts to purchase conservation easements and development rights, providing permanent protection from development.

Allow contingency planning for new circumstances or unforeseen events.

Urban growth management in Oregon relies on long range forecasts of people, housing and jobs to shape comprehensive plans. But the reality is that forecasts are often wrong because of the many unanticipated events (e.g., global issues such as climate change, major downturns in the economy, etc.) that can occur. Instead of developing just one plan to accommodate the growth and circumstances that can be reasonably predicted, plans for urban growth should be able to accommodate unforeseen changes by defining what planning outcomes may occur depending on how key aspects of a community evolve. With contingency planning, policies and short-term actions should be identified for a series of plausible scenarios. This would give cities and counties the flexibility they need—so that they don't have to rely on a single long-range plan based on a narrow set of assumptions.

Provide for “safe harbors” that allow for simpler plan review processes, but that still maintain high state standards.

A “safe harbor” is a type of state regulation that provides a straightforward “recipe” for a local decision to comply with a state regulation. If local decisions are made within defined parameters, the amount of backup research can be kept to a minimum. The existing land use planning program already contains some safe harbors for a number of planning decisions made by local communities, but their use should be expanded and they should be tailored for large and small cities. Local governments are allowed, but not required, to use safe harbors. This gives an option, especially where local governments do not have the resources to undertake expensive research or analysis that would otherwise be required.

Clearly, the state’s growth management program should be further strengthened so that it can better meet the long-term needs for both urban and rural areas as they accommodate new residents and uses. Lands should be identified both for long-term urban uses and for farm, forest and natural resource uses. This will provide more stability and certainty while also improving public and private investment in urban and rural uses. In addition, cities and counties would have more flexibility to adapt to unforeseen events. In some cases, land that currently is preserved under today’s rules would be prioritized for addition to urban areas. Other lands that are near urban areas would be protected from development. Newly-created market-based tools would complement regulation, making the protection more permanent and providing a more equitable solution for property owners.

In addition to expanded use of urban and rural reserve designations, the state should help cities in redeveloping brownfield sites, provide safe harbors when appropriate, and support contingency planning for better long-term flexibility. All of these key growth management strategies would help Oregon meet 21st century needs and challenges.





HEARD FROM THE EXPERTS

”The land use planning system has been continually, incrementally changed, modified, refined and redefined by a variety of forces that have fundamentally changed from the original intent of SB 100. A variety of “forces” have intentionally and unintentionally impacted the planning vision and processes including the courts, LCDC, DLCD staff, the electorate, and the marketplace. All of the above, with a constant barrage of new regulations, rules, directives and requirements, have resulted in a complex, legalistic, and perplexing statewide land use planning system that is difficult to understand and implement for average citizens as well as planning professionals.”

- Oregon’s City Planning Directors, 2006, submitted to Task Force

GOVERNANCE

CURRENT PROBLEMS

Over the years, many of the land use provisions in administrative rules have been placed in Oregon statutes. Instead of a system that allows LCDC to adapt the land use planning program to different areas of the state, or to changing conditions over time, the fixing of requirements in statutes now prevents regional variation or easy adaptation over time. The result has been both an increase in complexity and a lack of flexibility for local governments, property owners and the public.

Oregon’s current land use planning program is not based on any strategic planning for identifying desirable growth, what will be needed to accommodate the state’s projected significant growth, or how to fund the public facilities that will be required as a result of it. A recent report by the Department of Economic and Community Development estimates that there are over \$10 billion in unmet infrastructure needs at the local level alone, in rural as well as urban areas of the state. Multiple state agencies are responsible for key components of long-term growth issues, such as the Oregon Department of Economic and Community Development, the Oregon Department of Transportation, and the Oregon Department of Housing and Community Services. However, there is no coordinated long-range plan among these agencies to shape future growth and address infrastructure needs.

The land use planning program depends on local governments for implementation. To keep the program updated, and responsive to changing local (as well as state) priorities, resources are needed to support regular reviews of local plans. At the same time, DLCD’s capacity to provide technical and financial assistance to communities for land use planning has been seriously eroded by funding cuts. In constant dollars, funding for local grants has been cut in half over the past ten years.

Another noticeably absent resource is a statewide Geographic Information System (GIS). Such a system would serve as a valuable electronic repository of local and regional plans, and the data essential to their development. Without a GIS system, it is difficult for state agencies, local governments, planning organizations and the public to gather data, conduct research, and make informed decisions.

As the state faces important new challenges such as global climate change, rapidly escalating energy prices, and shifts in the economy, the land use planning program should be able to adapt to new needs and priorities. To do that, the state's land use governance structure should be examined carefully so that it works collaboratively, fluidly and effectively to address current and future land use issues.

GOVERNANCE PRELIMINARY RECOMMENDATIONS

Review state statutes and rules for performance—to reduce complexity and restore flexibility.

The Big Look Task Force recommends conducting a comprehensive review of state land use statutes and administrative rules, based on three criteria: (1) how effectively they promote or achieve outcomes consistent with the four overarching principles (a healthy environment, a prosperous economy, quality of life, and a fair and equitable program); (2) to eliminate unnecessary complexity, and any internal conflicts; and (3) to structure statutes to allow flexibility and adaptability of the program, where appropriate. The Task Force recommends considering moving many of the provisions now in statute back to LCDC administrative rules, guided by key statutory directives, the four overarching principles for the land use program, and the statewide planning goals. This review should be carried out by a small team of state, local and private sector experts, with guidance from a select group of legislators.

Results of this review should serve as the foundation for a legislative proposal that restores the day-to-day administration of the program to LCDC, reserving only fundamental program elements in state statutes. The legislature should not try to function as the planning commission for the state, but should instead hold LCDC and local governments accountable for achieving broad policy direction.





OREGON CERTIFIED INDUSTRIAL SITES PROGRAM

The Oregon Certified Industrial Sites program is a good example of a program designed to assist employers who are looking for new facilities. Under this program, local jurisdictions are offered financial and technical assistance to identify parcels with adequate transportation and services for industrial or similar uses. Ideally, a business should be able to break ground on a certified parcel in 90 days or fewer. The process requires coordination among various regulatory agencies and land owners, but the result can yield substantial benefits for communities seeking to expand their job base.

Programs such as this are examples of how planners can partner with communities and employers to deliver suitable properties. This type of success may serve as a good model for a broader statewide approach.

Realign LCDC to coordinate strategic land use planning for the state.

The Task Force recommends that LCDC return to the role of long-range planner for the state's land use planning program. Its principal responsibility should be to ensure that the program can produce solutions and processes that are consistent with the four overarching principles, as refined and modified by the legislature over time. LCDC should shift away from regulatory, adjudicative and appellate functions—and toward developing a long-term vision for the state, along with a shorter-range strategic plan for meeting future challenges. LCDC's first major initiative should be to develop a long-range vision and a 10-year strategic land use and infrastructure plan, in coordination with state agencies, local governments and the public.

Build state resources to support local and regional planning, including a GIS library.

LCDC and DLCD also should shift from a regulatory body to being more of a partner that works with communities to create solutions that meet both state and local needs. An important component of this should be to provide adequate funding for local governments to carry out regular reviews of their land use plans, and for strong communication between state and local governments and citizens in developing and reviewing plans. In addition, the state should create a repository for land use planning materials in a GIS and planning library. Such a library would be a tremendous resource for local governments, state agencies and the entire public. The library also should contain a thorough collection of best planning practices from around the country, with on-site expertise to help local governments implement them. With today's computer and software capabilities, this could be done at a very small cost, using off-the-shelf hardware and software.

Encourage collaborative regional planning that allows cities and counties collectively to meet statewide goals.

Through funding incentives and technical support, DLCD should help local governments plan cooperatively to address common challenges such as transportation, open space and natural resource protection, adequate housing, and economic development. The current state Regional Problem Solving process (RPS) has shown some promise, but has limited success because it requires unanimous agreement among local governments. A more realistic decision-making structure should be used to make regional planning more effective.

ECONOMIC PROSPERITY

CURRENT PROBLEMS

Oregon's economy today is less dependent on agriculture and timber than it once was, and has diversified into high-tech, manufacturing and information sectors. Oregon also has developed a sizeable export economy, with 8.5 percent of the state's annual gross state product sold outside its borders. Agriculture represents a major portion of the exports, with nursery products being an outstanding example. Diversification has come with a cost, however, as some rural areas of the state (particularly areas dependent on timber harvest) have stagnated or declined.

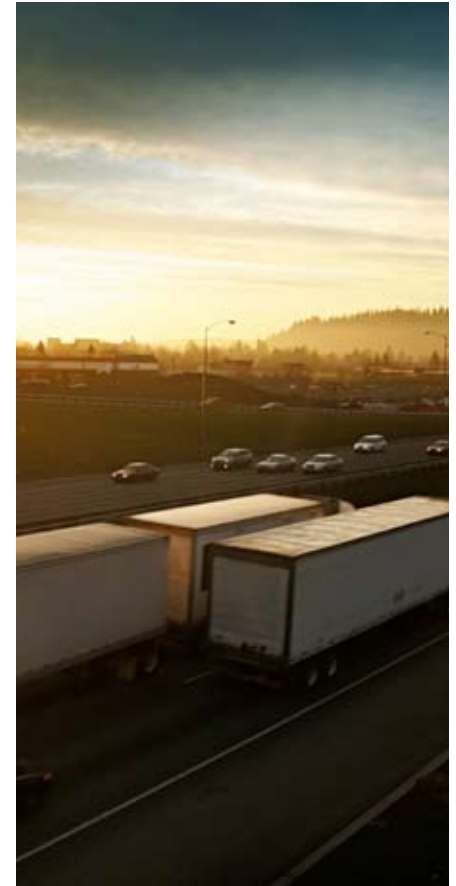
The types of industries that drive employment growth now evolve more quickly than in the past, as do the types and amounts of land that they need in relation to the location of housing, other companies, and key services. This rapid evolution creates a challenge in ensuring that permitting is predictable and quick. In the time it takes to obtain needed changes to a land use plan, a company may go through several product cycles. Oregon's land use planning program is neither nimble nor balanced enough to deal with today's economy, the need to update facilities quickly, and respond to changes in work forces and other resources.

A related issue is converting lands that are planned for industrial use to other uses. Market forces often push industrial land owners to seek zone changes to convert their lands to retail or residential uses that can be marketed quickly. This, in turn, decreases the availability of the larger parcels for future businesses that require more land.

The way planning is done for communities' future economic growth simply is not adaptable enough. Economic development efforts often don't consider Oregon's many land use standards, and the frequent results are delays and frustration.

ECONOMIC PROSPERITY PRELIMINARY RECOMMENDATIONS

Identify the land needs of areas of the economy that are likely to grow or that should be encouraged, and plan for those land needs using both the tools already available and a new "rapid response" process to quickly adapt to new economic opportunities. These tools should include both the certified sites program and urban reserves.



Oregon should apply the same range of strategic approaches it uses in environmental and community planning in ensuring that the state's economic engine runs smoothly. With an eye toward economic sustainability and diversity, planners and statewide agencies should work more closely with existing businesses to better understand their land needs.

This requires that statewide planning agencies become centers of information about industry land use trends, infrastructure requirements, and related issues—all of which would help local and regional governments plan for their employment lands. It's important to note that there is no need to modify the current planning process for retail and office uses, which can be accommodated in the existing program. Instead, the focus should be on seeking and accommodating sustainable industries that provide family-wage jobs, improve research capabilities, and produce the goods and services demanded by state, national and international customers. These opportunities should be provided by establishing inventories of employment lands for a range of possible employers, while also working to prevent incompatible land uses.

Already, many of the tools needed to accomplish this are available. For example, the governor's Certified Industrial Sites Program, which identifies lands with sufficient transportation and service infrastructure, ensures there is an inventory of land to accommodate employment opportunities quickly and with minimal permitting uncertainty or risk.

Cities, counties and state agencies also should be able to develop contingency plans, based on a range of potential future outcomes, and shift priorities and land uses quickly when opportunities arise, so long as key planning objectives are met. Using a rapid response system to evaluate and process changes in land use means Oregon can help support rather than unintentionally thwart economic development.

Within this discussion of the economic needs within Oregon, the Task Force continues to recognize that even though agriculture and forestry no longer dominate Oregon's economy, they are still extremely important as contributors to a more diversified economy. This is reflected in the efforts to protect lands for these important industrial sectors.



CLIMATE CHANGE

CURRENT PROBLEMS

Climate change—which refers to increasing levels of greenhouse gases that lead to warming temperatures around the globe—is having a profound effect on the natural world. These atmospheric gases, including carbon dioxide, methane and nitrous oxide, are necessary at normal levels to keep the Earth at a temperature that can support life. Increasing levels of these gases produced by human activity are threatening ecosystems and everyday life.

A recent report from the Oregon Governor’s Climate Change Integration Group showed that in 2004, transportation was responsible for about 34 percent of greenhouse gas emissions in the state, with the main components being fuel consumption, efficiency, carbon content of the fuel, and vehicle miles traveled (VMT). Models show that if VMT increases, it may cancel out the benefits of planned increases in fuel efficiency.

The 2007 Oregon legislature adopted the following targets for reductions in greenhouse gas emissions:

- By 2010, arrest the growth of Oregon’s greenhouse gas emissions (including, but not limited to CO₂) and begin to reduce them, making measurable progress toward meeting the existing benchmark for CO₂ of not exceeding 1990 levels.
- By 2020, achieve a 10 percent reduction below 1990 greenhouse gas levels.
- By 2050, achieve a “climate stabilization” emissions level at least 75 percent below 1990 levels.

Key recommendations from the Climate Change Integration Group’s A Framework for Addressing Rapid Climate Change directly relate to the role of land use and transportation planning, including:

- Ask the Big Look Task Force to explicitly address climate change as a core issue in planning.
- Incorporate climate change effects and impacts into new transportation initiatives.



PORTLAND’S GREEN DIVIDEND

One recent study by CEOs for Cities found that Portland area residents save a total of \$2.6 billion because of the city’s land use and transportation policies. For example, the city’s median commute is four miles shorter than the national average, and there are corresponding high rates of transit and bike use. The cost savings are pumped into the local economy resulting in what the report calls “Portland’s Green Dividend.” As Oregon responds to climate change, documenting the benefits to the local economy will be as important as the benefits to the environment.



DESCHUTES RIVER CONSERVANCY

Through an innovative Oregon Climate Trust (OCT) project, the Deschutes River Conservancy recruits and pays area landowners to plant native trees along denuded riparian habitat. With carbon offsets monitored and accredited through strict verification that ensures the offset would not have occurred otherwise, the project results in the carbon emissions reduction equivalent of taking over 46,000 cars off the road for a year. Landowners enter legally binding agreements to plant and maintain trees for at least 50 years and receive compensation funded from the purchase of OCT offsets. As the trees grow they sequester carbon, rehabilitate trout habitat, improve water quality, and present a new model for addressing climate change through rural economic partnerships on resource lands.

The report concluded that “a combination of pricing policies, transportation options, and land use planning is the most effective way to reduce VMT (vehicle miles traveled).”

The connection between land use and travel is one of the most studied subjects in urban planning today. Over 100 rigorous empirical studies have been completed, and have established that more compact development can reduce vehicle miles traveled by 20% to 40%. Oregon has oriented its land use program to reduce VMT for some time, through its Transportation Planning Rule. Today, Oregon’s per capita gasoline consumption has fallen to the levels of 1966, while consumption has increased in the rest of the country

In addition, it appears an era of permanently high oil prices has arrived. With \$4.00 a gallon gas a reality in parts of Oregon and no end in sight for the price increases, Oregon’s competitiveness as a state depends on continuing to make its communities more efficient. That can only be done by locally-led changes that make communities more efficient, having shopping and work closer to home, making cities more walkable and bikeable, and making travel by transit practical, affordable, and comfortable.

With a growing concern over climate change, and Oregon’s aggressive goals to reduce its greenhouse gas production, it is clear that using land use patterns to reduce the carbon footprint needs to be a part of the state’s strategies. This is why it is essential that Oregon’s land use planning program have a strong set of policies that support and encourage local and regional governments to reduce carbon emissions.

Each of Oregon’s rural, urban and suburban areas has a different role in helping to address climate change. In rural areas, there are opportunities to sequester carbon through particular farm and forest practices. However, rural residents are not likely to reduce their long-distance transportation needs. In urban areas, while many land use tools have led to reductions in per capita auto travel and a shift to transit, walking and biking, those developments are not enough to keep overall carbon emissions from growing due to population increases.

One of the major impediments to addressing carbon reduction is that the related tools to measure the effect of land use changes on carbon emissions are new, fairly complex and may not be easily available. It’s important to improve these tools quickly to ensure that resources are invested wisely in planning for lower carbon impacts.

CLIMATE CHANGE PRELIMINARY RECOMMENDATIONS

Oregon should establish benchmarks for reducing greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission and state and local entities. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use, building and transportation alternatives.

Once these benchmarks and tools have been established, DLCDC should work with other state agencies and metropolitan planning organizations to assemble and disseminate best practices for land use planning techniques to reduce carbon emissions from around the country and the world. This should include land use planning to support alternative transportation modes and trip reduction. In addition to better tools, a set of “safe harbor” standards should be established that give credits to actions without requiring extensive local analysis.

One way to reduce carbon emission is to retain or expand open spaces that capture carbon dioxide in organic matter—preserving or expanding forests is an example. Trapping carbon in systems like this is called carbon sequestration. Given a global effort to reduce carbon emissions, programs that can be certified to trap carbon can attract private investment because the credits can be sold to projects that need an offset to their carbon emissions. These are called carbon sequestration credits. There should be a simultaneous effort to use carbon sequestration credits to help preserve open space and agricultural and forestry lands.

Other known strategies to reduce greenhouse gas emissions that should be considered include:

- Ensuring that infrastructure financing supports compact development in urban areas.
- Developing tools for cities to calculate a “climate impact” for proposed land use actions including sustainable building practices.





These actions should be initiated through development of better tools, incentives and demonstration projects. In addition, the state should provide technical services and promotion, marketing and education, and other resources to local communities so that they can carry out these strategies at the local level. After demonstrations and trials of climate change policies have been developed, the state could decide what, if any, mandatory standards could become part of the state planning program.

All of these climate change strategies should come under the umbrella of a new state business plan, which would include staying abreast of new research and best practices occurring elsewhere, and monitoring its progress regularly.

Public Engagement and State and Local Land Use Planning

The Task Force spent considerable time evaluating the role that public engagement (also known as public involvement) plays in our land use decision-making processes. While the Task Force sought to develop a recommendation that would strengthen and make more meaningful the role that public engagement plays in land use programs, they have not reached consensus about how current public engagement processes can be improved.

The section below describes the Task Force's thoughts about how to evaluate the public engagement process as it relates to state and local land use programs. As with their five recommendations, the Task Force is seeking input and comment on how we could improve the public engagement process for individuals providing testimony, individuals seeking to gather information, and plan preparers and policy makers interested in gathering input.

Citizen involvement is an essential component of the Oregon Land Use Planning Program. The importance is recognized by establishing the requirements for citizen involvement in Goal 1 of the program, which calls for responsible units of government:

“To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.”

There is such strong emphasis on citizen involvement because decisions that affect land use plans have widespread impact on individuals that should have a say in the plans that affect them. Furthermore, many of the decisions represent trade-offs between meeting the values and goals held important by one constituency rather than meeting the values and goals held by another constituency. It is only through the effective involvement of the public that the right balance between competing values and goals can be ascertained. And it is only through the support of the citizenry that the program will be sustained.

In addition to the requirements that support the philosophical expectation that the public should be effectively engaged at every stage of the planning process, the Oregon program also establishes legal procedures relating to standing and rights to participate, intervene or appeal a decision. The exercise of these rights by individuals or advocacy groups provides the enforcement of requirements to involve the public by establishing recourse for individuals that disagree with decisions.



What is the right balance between providing individuals with the right to appeal versus having a result that the action of these individuals simply have the affect of overriding the interests of others that are satisfied with the balance that has been struck? What constitutes adequate and effective involvement versus abuse of the program?

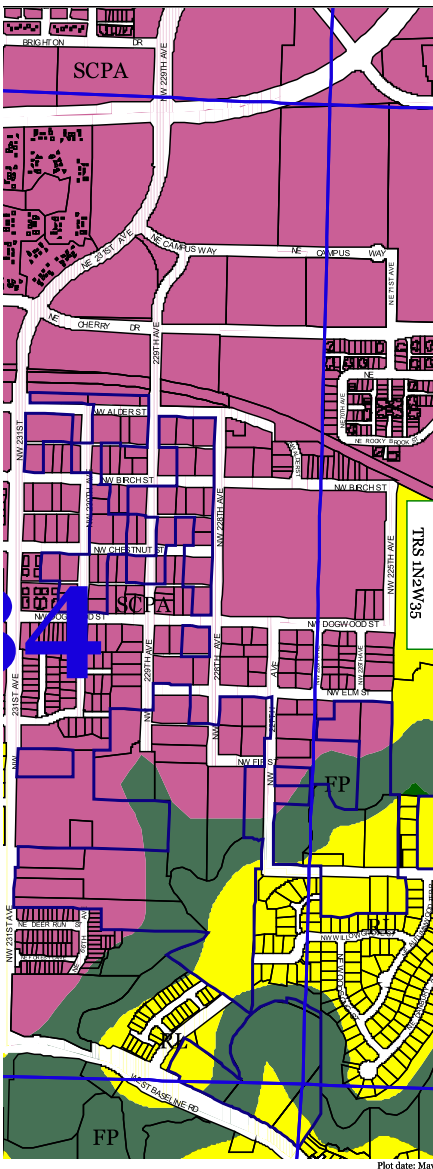
So, the issue under evaluation is where on a continuum from broad public engagement to legalistic standing and appeals should the Oregon Land Use Planning Program be positioned? For the sake of ensuring public involvement, has the program established too many opportunities for too many individuals to appeal a decision? Has this, in turn, resulted in land use plans and decisions that the majority of the public support being overturned? Conversely, has the program become so legalistic and difficult to engage that the average person has chosen to disengage?

In order to evaluate this question, it is useful to understand the nature of the requirement for public involvement, which varies at different steps of the process. Presented below is a possible framework for evaluation.

I. COMPREHENSIVE PLAN DEVELOPMENT

A comprehensive planning process is one that would evaluate a broad range of issues for an entire jurisdiction or a large sub area of the jurisdiction. This was carried out in the 1970s and 1980s throughout Oregon in response to the newly adopted state requirements. It would also be carried out when a local government goes through “periodic review” of their comprehensive plan, for areas newly added to the UGB and through sub area or neighborhood plans that may be undertaken to refine the comprehensive plan for that area.

At this stage, the broadest public outreach is essential. Mechanism to solicit input on values and preferences should be employed to ensure the final result is responsive to the issues at hand. It is at the conclusion of this process that the basic decisions are made on what land uses will be allowed, where and under what conditions. It is also through this final conclusion that plans for infrastructure are aligned with plans for private development. Finally, it is through this action that local governments demonstrate how they met the state requirements and how that overlays with trade-offs in meeting local values. The final decision of the local government is a legislative one adopted by the governing body (City Council, County Commission, Special District Board of Directors, and Metro Council).



Certain decisions of the governing body are subject to approval by the Oregon Land Conservation Commission. Others can be appealed to the Oregon Land Use Board of Appeals (LUBA), a branch of the state court system.

2. COMPREHENSIVE PLAN AMENDMENT

An amendment to a comprehensive plan is generally much narrower than to broader comprehensive plan development stage. It may involve only a few parcels of property or a single topic or project. Rather than a process aimed at comprehensively evaluating values throughout the community and setting goals based upon competing interests, an amendment could be characterized as evaluating whether the proposed change is compatible with the broader goals and values that have already been set. Often, the amendment is conducted as a quasi-judicial process wherein a hearings officer is required to consider very specific criteria for the amendment to be approved.

At this stage, the appropriate citizen involvement is much narrower than at the plan development stage. The magnitude of the issue is smaller in scope and therefore the potential to impact other areas or instigate other issues is more limited.

Most decisions would be appealable from the Hearings Officer to the governing body and then appealable to LUBA.

3. APPROVAL BY THE OREGON LAND CONSERVATION AND DEVELOPMENT COMMISSION

Under state statute, the LCDC is the body appointed to develop state land use policy direction and ensure it is carried out through local comprehensive plans and through the plans and actions of state agencies. Under this process, LCDC has adopted the 19 statewide goals and administrative rules for their implementation. Through the goals and administrative rules, certain minimum standards and mandates, as well as guidelines, are established which must be met through local comprehensive plans. Local governments are required to submit their comprehensive plans (and certain amendments) to LCDC for “acknowledgment” that the state requirements have been met.

At this stage, the appropriate citizen involvement should be limited to whether the local government had adequately met the state requirement. Often, this is a discretionary decision that requires the judgment of the LCDC on how the state requirements were balanced against other competing local values of the community. This is not the appropriate





opportunity for citizens that were involved at the local comprehensive planning step to revisit the many issues considered at the local level. It is the role of the state to evaluate how the state mandates were implemented, not superimpose the judgment of the LCDC as a substitute for the judgment of the local governing body on issues and values of local concern.

Decisions of the LCDC are appealable to the Oregon Court of Appeals.

4. DEVELOPMENT PERMITTING

Once a comprehensive plan has been adopted (or amended) and approved by the state (and survived any appeals), permitting of individual development proposals can occur consistent with the plan. These could take the form of a subdivision approval, a conditional use approval, a variance and/or a building permit. Certain of these actions are purely administrative in nature and provide no opportunity for citizen input at all. Others have an established public input procedure and certain approval steps that are required.

At this stage, the appropriate citizen involvement would relate to design and impact issues rather than allowable land uses. The earlier steps of the process would have decided what land uses are allowed at this step, dealing with the specifics of how it is designed and how to mitigate the expected impacts that may occur as a result of building the development. If the nature of the citizen concern that is being raised involves whether the development should be permitted at all, rather than design and impact mitigation, then the governing body should initiate a broader sub area plan amendment process.

Permitting decisions generally have appeal opportunity to the local government planning commission, the governing body and then LUBA.

5. PUBLIC EDUCATION

In addition to public involvement in the various planning decisions, it is important for state and local governments to engage the public in a continuous education program. Through this, it is important to provide an easy understanding of the plans for the community, the values upon which they are based and methods of providing the appropriate type of input into decisions that may be forthcoming. This is important both to ensure that the plans of the community are supported by the citizenry and to assist the public in understanding the type of input appropriate to ongoing permitting activity versus reconsidering the plans through a future update process.

ISSUES/APPROACH

- Describe the requirements that guarantee access to the process
- Describe the requirements that establish standing
- Describe key differences in standing at the legislative, quasi-judicial, permitting and appeal steps
- Describe actions taken in the past to modify/limit standing
- Lay out options
- Summarize best practices

Next Steps

The Big Look Task Force is working to develop a set of recommendations for the 2009 legislative session. To develop those recommendations, the Task Force will be engaging in several rounds of discussion and input with stakeholders, and with the general public around the state.

The timeline is ambitious. Although Phases 1 and 2 of the Task Force's work plan are complete, three phases remain. Below are details for upcoming phases:

PHASE 3: MAY 2008 – OCTOBER 2008

May 2008-June 2008

- Attend, facilitate, listen, and document responses and ideas at meetings with about 30 stakeholder groups

July 2008-August 2008

- Refine issues, findings, actions, and recommendations, based on input from stakeholder groups

August-October 2008

- Conduct a statewide public engagement program that includes:
 - 10 open houses reaching more than 1,500 participants
 - Newspaper insert reaching more than 1.2 million readers
 - Production of a 20 to 30 minute video for presentation on television, cable channels, and to local group meetings
 - "Meetings in a box" with a minimum of 30 meetings, reaching 900 or more citizens
- Presentations at statewide conferences to government and professional associations, with about 500 participants
- Scientific polling and surveying of 450 residents
- Web site updates as an information and feedback vehicle, with a projected 5,000 hits/month and 10,000 participants

PHASE 4: OCTOBER – NOVEMBER 2008

- Refine issues, findings, and recommendations
- Assemble information from outreach efforts; prepare a report regarding the findings, and Task Force discussion on final recommendations.

PHASE 5: NOVEMBER – DECEMBER 2008

- Draft legislative recommendations.
- Review recommendations with governor's office, LCDC and legislative leaders.





Conclusions

The Big Look Task Force continues to listen, work, and develop ideas that will help Oregon build upon its strong foundation of successful land use planning ideals and strategies. These proposals will generate controversy. For some people, these proposals will not be strong enough; for others, they will be too radical. As individuals in a group, Task Force members have different ideas on these topics as well. But, with the help of Oregonians, the Task Force will be able to reenergize the Oregon Land Use Planning Program, keeping what is best, and adapting it for tomorrow's challenges.

We expect these proposals to stir debate, and we pledge to listen and consider your ideas, advice, cautions, and critiques.

Included with this document is a survey form that we would like you to fill out—it is also available on our Web site at <http://www.oregonbiglook.org>. We are truly grateful for your time, and thank you for contributing to Oregon's successful future.

Appendix

Appendices

Table 1: Relationship between Legislative Charges and Task Force Findings and Recommendations

Legislative Charges: Study and make recommendations on:	Preliminary Findings and Recommendations
<p>The effectiveness of Oregon’s land use planning program in meeting the current and future needs of Oregonians in all parts of the state.</p>	<ul style="list-style-type: none"> • Oregon’s land use planning program has protected agricultural and forest lands. • Oregon’s land use planning program has contained sprawl and managed growth better than most other states. • Oregonians generally support land use planning, but they also believe strongly in private property rights. • Oregon’s land use planning program is often viewed as being too rigid and not outcome-oriented. • Many people feel that the land use program is too complex and does not have the flexibility for a changing Oregon. • The state is facing infrastructure, water and environmental challenges, partly (but not exclusively) as a result of population growth. • Other states’ growth management programs provide lessons for Oregon. • Future growth will challenge Oregon’s ability to preserve prime agriculture and forestry lands in seven or eight fast-growing metropolitan regions -- but not in every county. • Many of the state’s 19 existing land use planning goals don’t fit the definition of “goals” – instead, they are strategies, tactics or tools.
<p>The respective roles and responsibilities of state and local governments in land use planning</p>	<ul style="list-style-type: none"> • Review state statutes and rules for performance – to reduce complexity and restore flexibility. • Realign LCDC to coordinate strategic land use planning for the state. • Build state resources to support local and regional planning, including a GIS library. • Encourage collaborative regional planning that allows cities and counties collectively to meet statewide goals.
<p>Land use issues specific to areas inside and outside urban growth boundaries and the interface between areas inside and outside urban growth boundaries.</p>	<p>Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.</p> <p>Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon’s urban places, while making it possible for cities to absorb the significant population growth expected to occur.</p> <ul style="list-style-type: none"> • Prioritize funding for infrastructure to support infill development and efficient new urban areas; • Provide incentives for redevelopment of brownfields; • Provide more predictability, through the designation of urban and rural reserves; • Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen events; and • Provide for more “safe harbors” to simplify local land use planning.
	<p>Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both the tools already available for economic development and a new “rapid response” process to respond to new economic opportunities.</p> <p>Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission, with broad involvement of local entities and the public. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use and transportation alternatives.</p> <ul style="list-style-type: none"> • Ensure that infrastructure investments support compact development in urbanized areas; • Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions; • Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions; • Provide technical assistance to local and regional governments to carry out these best practices; and • Help communities plan for climate change.

Big Look Task Force Recommendations and Principles

Each of the five preliminary recommendations falls under one or more of the four Overarching Principles that the state land use system should work to achieve. Below is a matrix indicating how each recommendation addresses each of the principles.

XX- Recommendation has a direct relationship to overarching principle.

X - Recommendation secondarily addresses overarching principle.

Table 2: Relationship between Recommendations and Overarching Principles

	Providing a healthy environment	Sustaining a prosperous economy	Ensuring a desirable quality of life	Maintaining a program that is fair and equitable
<p>1. <i>Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.</i></p> <p>This proposal results in better identification, management, and protection of critically important resource lands in order to provide a healthy environment and ensure a high quality of life. Adding market-based approaches to land protection will improve the land use planning program's long term effectiveness, allow some local government flexibility, and address landowner inequities that have riddled the state.</p>	XX	X	X	XX
<p>2. <i>Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth expected to occur.</i></p> <ul style="list-style-type: none"> ● <i>Prioritize funding for infrastructure to support infill development and efficient new urban areas;</i> ● <i>Provide incentives for redevelopment of brownfields;</i> ● <i>Provide more predictability, through the designation of urban and rural reserves;</i> ● <i>Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen events; and</i> ● <i>Provide for more "safe harbors" to simplify local land use planning.</i> <p>This proposal provides improved systems for infrastructure funding and incentives for new development aimed at creating quality urban places in both small and large cities. With targeted funding sources, the private sector is more likely to invest in urban places throughout the state building stronger local economies and vibrant places to live. Cities and counties enjoy increased flexibility and simplicity in local planning ensuring greater fairness.</p>	X	X	XX	X

	Providing a healthy environment	Sustaining a prosperous economy	Ensuring a desirable quality of life	Maintaining a program that is fair and equitable
<p>3. <i>Realign LCDC to carry out long-range land use planning for the state, and give DLCD the resources to facilitate and assist regional collaboration and local planning efforts.</i></p> <ul style="list-style-type: none"> • <i>Audit State Statutes and Rules for Performance to reduce complexity, and to restore flexibility;</i> • <i>Realign LCDC to coordinate long-range land use planning for the state;</i> • <i>Build state resources to support local and regional planning, including a GIS library; and</i> • <i>Encourage collaborative regional planning that allows contiguous cities and counties to work collaboratively to meet statewide goals.</i> <p>This proposal allows LCDC to adapt the land use planning program to different parts of the state increasing flexibility, fairness and collaboration in addressing local needs and improving quality of life. A comprehensive review of the state's land use planning program results in streamlined policies and regulations as well as better data and research to support planning decisions contributing toward a more fair and equitable program.</p>	X	X	XX	XX
<p>4. <i>Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both the tools already available for economic development and a new “rapid response” process to respond to new economic opportunities.</i></p> <p>A rapid response system provides nimbleness and balance in accommodating and furthering economic development locally, regionally, and statewide. Permitting is predictable and attempts to proactively mitigate environmental constraints as the system quickly adapts to changing economic conditions. A more fluid planning process helps municipalities address shifting employment land needs keeping local economies strong and quality of life high.</p>	X	XX	XX	X
<p>5. <i>Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission, with broad involvement of local entities and the public. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use and transportation alternatives.</i></p> <ul style="list-style-type: none"> • <i>Ensure that infrastructure investments support compact development in urbanized areas;</i> • <i>Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions;</i> • <i>Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions;</i> • <i>Provide technical assistance to local and regional governments to carry out these best practices; and</i> • <i>Help communities plan for climate change.</i> <p>Making Oregon’s communities more land use and transportation efficient will reduce the state’s collective greenhouse gas contribution and improve local and state environmental quality. With no end in sight to rising oil prices, infrastructure investment and development that minimizes energy use, such as compact development, provides for wise allocation of municipal funds and reinvestment in existing communities.</p>	XX	X	XX	X

Please return completed survey to :
BIG LOOK TASK FORCE CONSULTANT TEAM
333 SW 5th Ave., Suite 300
Portland, OR 97214

Big Look Stakeholder Survey

Thank you for taking the time to meet with the Task Force to review our proposals. We'd like to receive your ideas and thoughts about these proposals, and we ask that you take a moment to fill out this survey. Please return the survey to us in the self-addressed, stamped envelope by June 28th, 2008.

For your convenience, the survey is also available online at:

<http://www.oregonbiglook.org/survey>

Please take a moment to fill out some basic information about yourself. It is important that we know which meeting you attended for our tracking purposes.

Your Name: _____

Your Address: _____

Your E-mail Address: _____


Which stakeholder meeting (if any) did you attend? Group: _____

Date: _____


Would you be interested in receiving periodic updates on Big Look Task Force activities via e-mail? Yes No

Are you interested in hosting a meeting about the Big Look Task Force materials to your group or organization? Yes No

In this survey, we will ask you questions related to the Big Look Stakeholder Proposals in the following areas. Please fill out the **entire** survey as best you can.

 Resource Lands & Rural Areas

 Economic Prosperity

 Growth Management

 Climate Change

 Governance

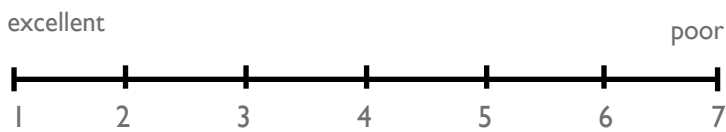
The Big Look Task Force on Oregon Land Use Planning



Resource Lands and Rural Areas

Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.

1. How would you rank this concept? (circle one)



2. Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

3. How would you rank with your modifications? (circle one)



4. Should this proposal be dropped altogether? Yes No

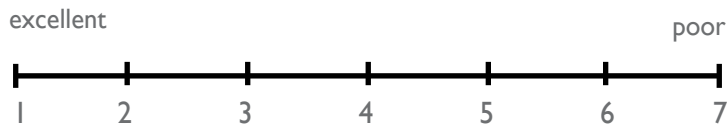
5. If Yes, why?

6. Do you have any other ideas and/or proposals for Resource Lands and Rural Areas you want to share?

Growth Management

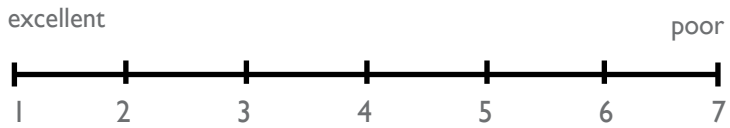
Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth expected to occur.

1. How would you rank this concept? (circle one)



2. Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

3. How would you rank with your modifications? (circle one)



4. Should this proposal be dropped altogether? Yes No

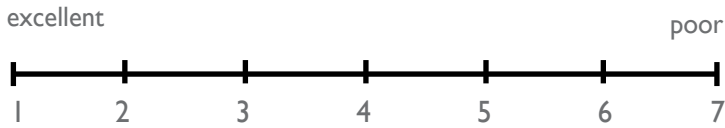
5. If Yes, why?

6. Do you have any other ideas and/or proposals for Growth Management you want to share?

Governance

Realign the Oregon Land Conservation and Development Commission to carry out long-range land use planning for the state, and give the Oregon Department of Land Conservation and Development the resources to facilitate and assist regional collaboration and local planning efforts.

1. How would you rank this concept? (circle one)



2. Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

3. How would you rank with your modifications? (circle one)



4. Should this proposal be dropped altogether? Yes No

5. If Yes, why?

6. Do you have any other ideas and/or proposals for Governance you want to share?

Economic Prosperity

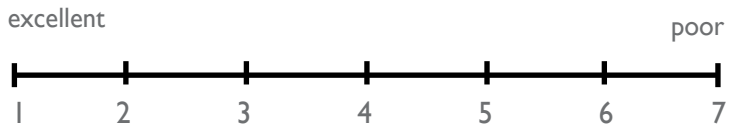
Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both already available tools for economic development and a new “rapid response” process to respond to new economic opportunities.

1. How would you rank this concept? (circle one)



2. Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

3. How would you rank with your modifications? (circle one)



4. Should this proposal be dropped altogether? Yes No

5. If Yes, why?

6. Do you have any other ideas and/or proposals for Economic Prosperity you want to share?

Climate Change

Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation.

1. How would you rank this concept? (circle one)

excellent poor



1 2 3 4 5 6 7

2. Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

3. How would you rank with your modifications? (circle one)

excellent poor



1 2 3 4 5 6 7

4. Should this proposal be dropped altogether? Yes No

5. If Yes, why?

6. Do you have any other ideas and/or proposals for Climate Change you want to share?



Stakeholder Group Briefings
June 2008





"What began as a visionary program in 1973 has become more complex; more about regulation and less about the vision for Oregon's future. In the three decades that have passed since our statewide land use program was established, Oregon has changed – and in that time, too many Oregonians have lost touch with their land use system.

That's why we need this review – to reconnect Oregonians to the values and ideals that inspired the program in the first place."

- Gov. Kulongoski, Sept. 2005





Big Look Task Force's Charge

- The Oregon Legislature created the Big Look Task Force in 2005 with SB 82 (2005)
- The Task Force was tasked to:
 - conduct a comprehensive review of Oregon's planning system
 - make recommendations on land-use policy to the 2009 Legislature





Task Force Members



**Ken
Bailey**



**David
Bragdon**



**Gretchen
Palmer**



**Mike
Thorne**



**Judie
Hammerstad**



**Cameron
Krauss**



**Jill
Gelineau**



**Nikki
Whitty**



**Steve
Clark**



**Wes
Hare**





Timeline of Work

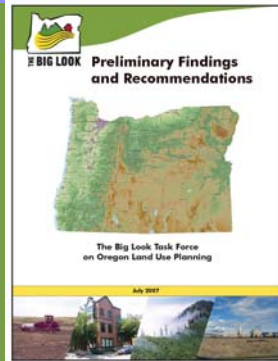
1 2006 - 2007

2 June 2007 -
October 2008

3 October 2008 –
January 2009



Background Research
Meetings



Preliminary
Recommendations &
Public Outreach



Public Involvement
Legislative
Liaison





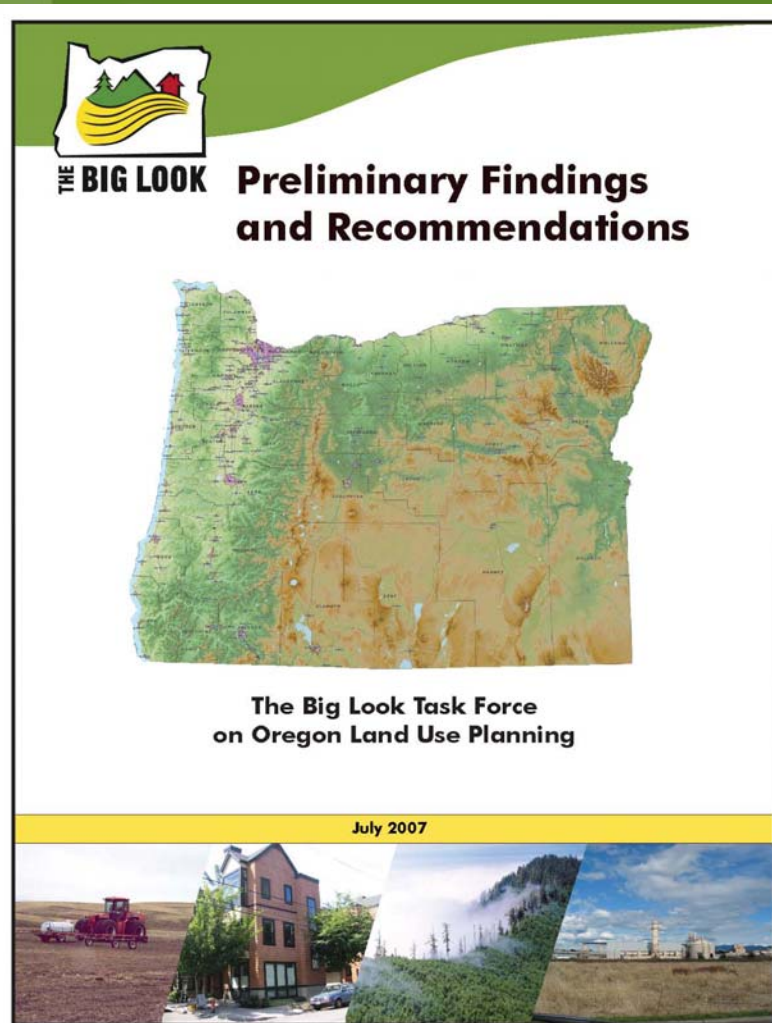
Task Force Meetings Testimony

Over 200 individuals testified including:

- Citizens, Mayors, Local/Tribal Gov'ts
- OR Chapter American Planning Assoc.
- Oregon Department of Transportation
- Metro
- League of Oregon Cities
- Oregon Homebuilders Association
- Cascade Policy Institute
- Oregonians in Action
- The Nature Conservancy
- 1000 Friends of Oregon
- Governor Kulongoski
- Oregon Farm Bureau
- Oregon League of Women Voters
- Confederated Tribes of Umatilla



July 2007 Preliminary Findings



Task Force released their preliminary findings which included 11 conclusions based on Task Force analysis and meeting input.





Schedule - March/May 2008

Taskforce Recommendations March-May 2008

- Task force members create a small set of preliminary recommendations to be reviewed by stakeholders.
- The recommendations have potential to be turned into legislative action.





Schedule – June/July 2008

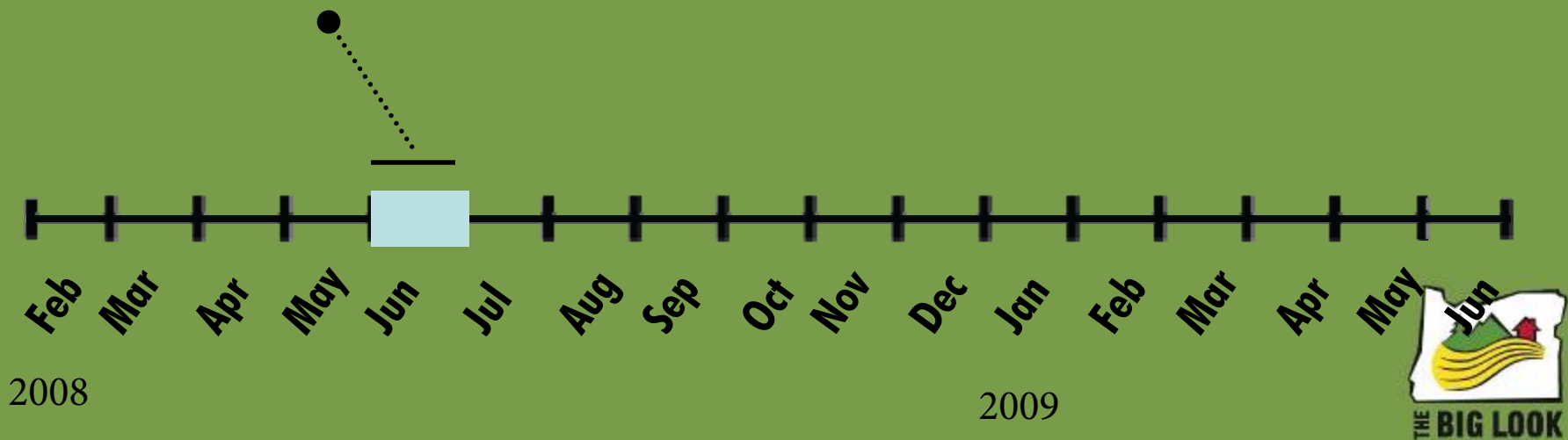


Stakeholder Outreach

June-July 2008

- Task Force members will discuss their preliminary recommendations with critical stakeholder organizations.

- The goal is to encourage stakeholder suggestions.



Schedule – July/August 2008

Fine Tune Recommendations July-August 2008

- With stakeholder input, the Task Force will develop more refined recommendations.

- Issue white papers will provide more detailed information.

- A set of clear choices will be presented to the public in September.



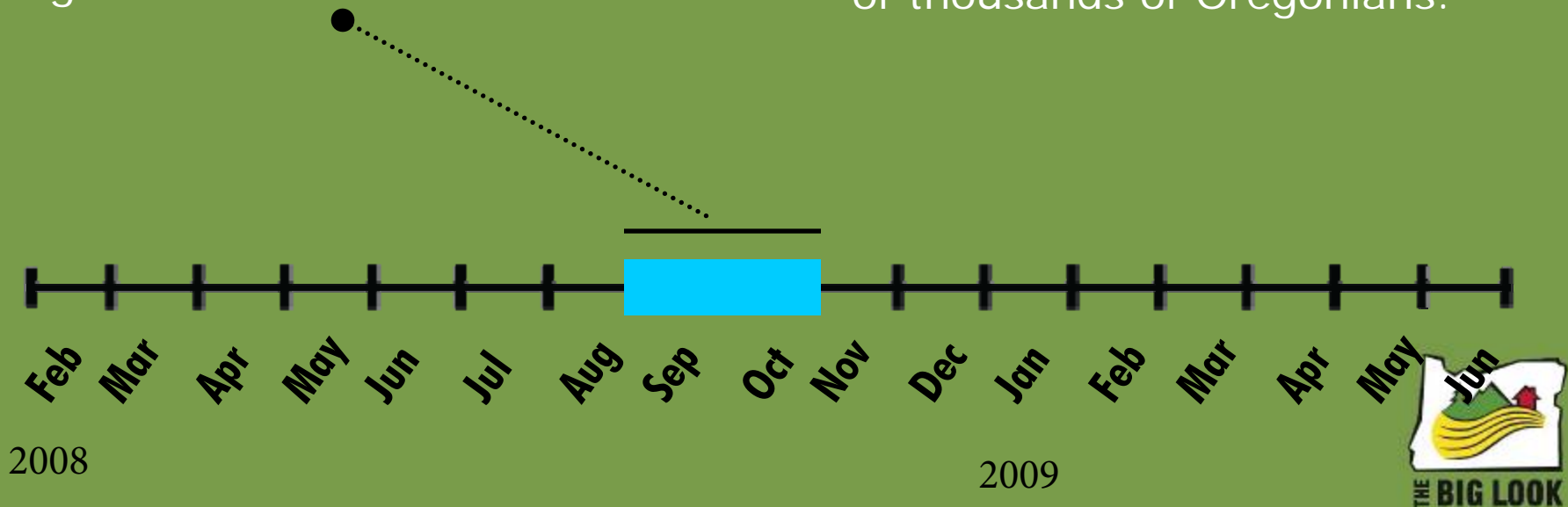


Schedule – Sept./October 2008



Large Scale Public Outreach August - October 2008

- Broad public outreach will be performed in an 8-week period in September and October 2008. Regional meetings, video, media outreach, newspaper inserts, and other methods will engage tens of thousands of Oregonians.



Stakeholder Booklet & Survey

SURVEY FORM

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333 SW 5th Ave., Suite 900
Portland, OR 97214

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Are you interested in hosting a meeting about Big Look Task Force materials to your group or organization? _____

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Resource Lands & Rural Areas Economic Prosperity
 Growth Management Climate Change
 Governance

The Big Look Task Force on Oregon Land Use Planning

SURVEY FORM



BIG LOOK
CHOICES FOR OREGON'S FUTURE
DRAFT 5/30/08

The Big Look Task Force
on Oregon Land Use Planning





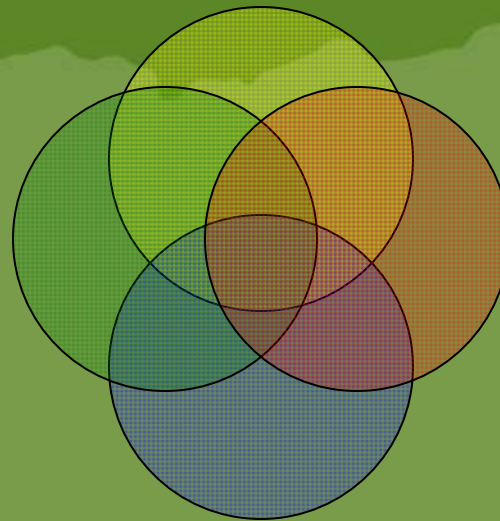
Overarching Principles

Economic Prosperity

**Healthy
Environment**

**Equity and
Fairness**

**Quality of Life and
Livable Communities**



Revised Preliminary Recommendations

- Resource Lands and Rural Areas
- Growth Management
- Governance
- Economic Prosperity
- Climate Change





Resource Lands and Rural Areas—background

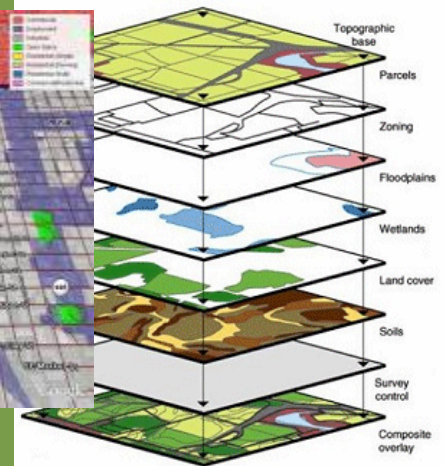
- Program defines land for farm and forest lands
 - 1970's: resource lands identified by soil maps, aerial observation, and analysis of parcels
 - 2008: computer-aided mapping, satellite photos, advanced technology available



1970's



2008





Resource Lands and Rural Areas—current problems

- No statewide repository of land use data
- Land not evaluated or protected for ecological value
- Program is complex, rigid, based on regulation
- Some classified lands offer little economic utility
- Rural zoning has very little nuance



THE BIG LOOK



Resource Lands and Rural Areas—recommendation

- Identify lands of statewide importance
- Use market-based tools in addition to regulation



Resource Lands and Rural Areas—recommendation

- Allow more flexibility for lands that are not of statewide importance



Growth Management—background

- 1.7 million more people expected by 2040
- Need to provide water, sewer, roads, transit, and other infrastructure
- Challenges of climate change, skyrocketing energy prices
- Need to invest in communities resilient to water shortages, flooding, sea level rise, and other consequences of climate change





Growth Management—current problems

- UGB expansion of 40K-120K acres (over 50 years)
- Large percentage of growth expected through infill – tens of thousands of acres
- Not enough focus on quality or character of communities
- Lacking tools to foster desirable urban patterns
- Public improvement financing not in place



An aerial photograph of a suburban neighborhood. The image shows a mix of residential housing, including large multi-unit apartment complexes with flat roofs on the left and smaller, single-family homes with pitched roofs on the right. There are green spaces, trees, and roads throughout the area. A semi-transparent dark grid-patterned box is overlaid on the center of the image, containing text.

Growth Management—recommendation

- Improve quality of life in urban places while making more room for people to live and work

An aerial photograph of a suburban neighborhood. The foreground shows a mix of residential houses, some with solar panels, and a large, flat, brownish area that appears to be a brownfield site or a large lot. In the middle ground, there are several large, rectangular industrial or warehouse buildings with grey roofs. The background shows a dense residential area with many houses and trees. A semi-transparent text box is overlaid on the middle of the image, containing the title and a bulleted list.

Growth Management—recommendation

- Provide funding for infill development
- Target development of brownfield sites

An aerial photograph of a suburban neighborhood. The image shows a mix of residential housing, including single-family homes and larger multi-unit buildings. There are green spaces, trees, and parking lots. A semi-transparent text box is overlaid on the center of the image, containing the title and a list of bullet points.

Growth Management—recommendation

- Expand urban and rural reserves
- Allow contingency planning
- Provide for “safe harbors”



Governance—current problems

- No regional variance or flexibility
- More complex and static over time
- Program not based on strategic planning
- No statewide GIS system in place



Governance—recommendation

- LCDC planning function

Governance—recommendation

- Reduce complexity and restore flexibility to state law

Governance—recommendation

- Build state resources to support local and regional planning
- Encourage regional collaboration

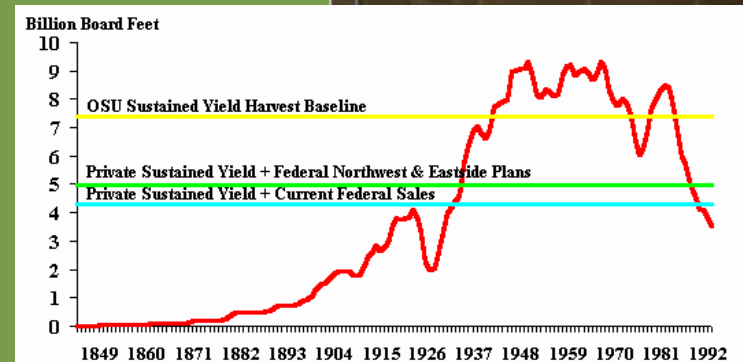


Economic Prosperity—background

- Timber a less dominant industry
- Diversified into high-tech, manufacturing, information technologies, with a strong agricultural component
- Some rural areas (i.e. timber towns) stagnant
- Industries evolve quickly to changing conditions



Oregon Timber Harvest





Economic Prosperity—current problems

- Program not nimble or balanced enough to deal with today's economy
- Conversion of industrial zoned land limiting overall large parcel supply
- Program does not adapt to changes in work force or facility needs



Economic Prosperity—recommendation

- Identify key economic land needs
- Develop “rapid response” process
- Expand certified sites program



Climate Change—background

- 2007 Oregon Legislature adopted targets:
 - 2010: arrest state GHG growth; measurable progress toward not exceeding 1990 CO₂ levels
 - 2020: 10% reduction below 1990 GHG levels
 - 2050: “climate stabilization”; 75% below 1990 levels



Oregon Strategy for Greenhouse Gas Reductions

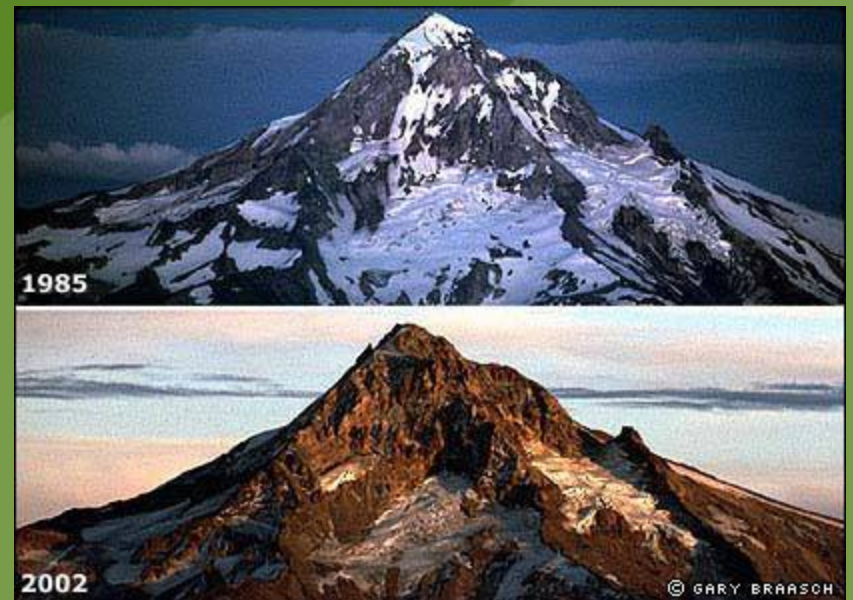
Governor's Advisory Group On Global Warming

State of Oregon, December 2004



Climate Change—current problems

- Threatens everyday life and ecosystem health
- Transportation emits 34% of total GHG emissions
- Oil price shocks economy through transportation
- Infrastructure costs rising sharply
- Long distance driving in rural areas unlikely to change





Climate Change—recommendation

- Establish benchmarks to reduce greenhouse gases
- Set targets for land use planning to reduce greenhouse gas emissions



Climate Change—recommendation

- Benchmarks should be developed by the Global Warming Commission.
- Create better analytical tools to predict carbon emissions.

Climate Change—recommendation

- Ensure investments support compact development
- Develop tools to evaluate climate impact



Climate Change—recommendation

- Develop “Best Practices”
- Provide technical assistance
- Help communities adapt to climate change

Public Engagement—background

- Goal 1 of current system calls for government to involve citizens
- Task Force seeking input and ideas
- When is citizen involvement appropriate and most useful?



THE BIG LOOK



Public Engagement—seeking input

- Rights to participate, intervene or appeal decisions
- Ability and accessibility to participate



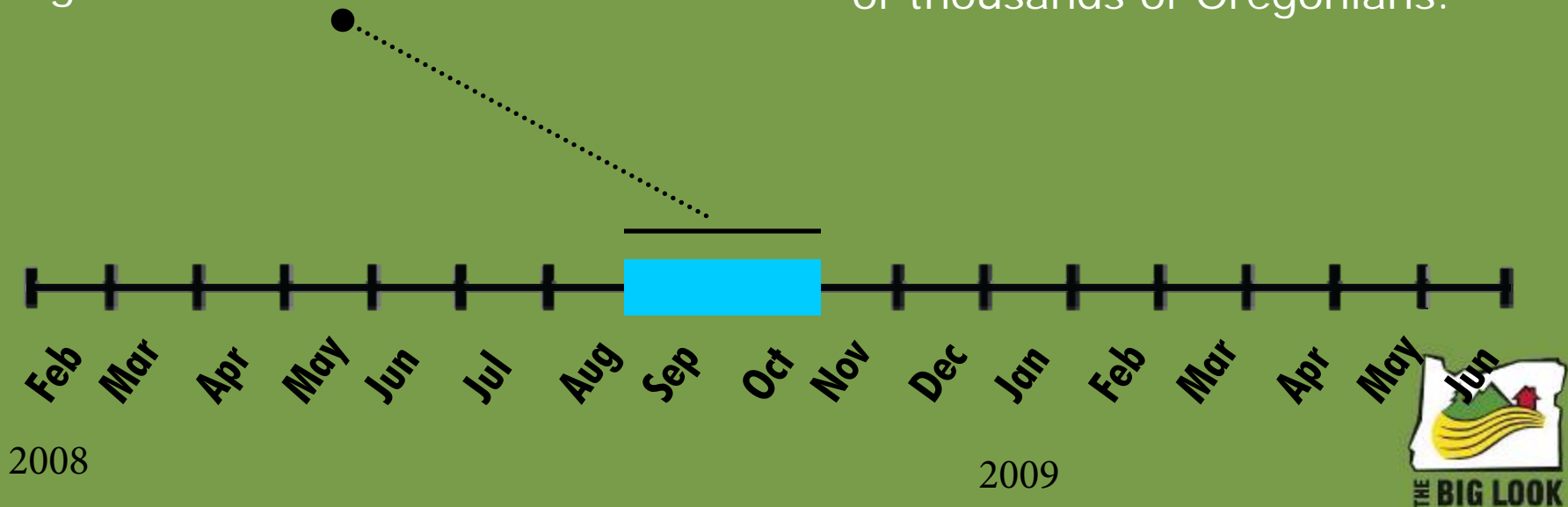


Schedule – Sept./October 2008



Large Scale Public Outreach August - October 2008

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Newspaper Insert—fall delivery

- 12 pages full color
- 650,000 copies
- All newspapers in Oregon
- Tested by focus group
- Also a scientific survey at the same time



Executive Summary

LOUISIANA SPEAKS A PLAN FOR ACTION

THE LOUISIANA SPEAKS REGIONAL PLAN IS SET TO GUIDE OUR STATE AND ITS PEOPLE ON A BOLD NEW COURSE, THROUGH OUR RECOVERY AND INTO A SAFER, STRONGER, SMARTER FUTURE.

This is a time of challenges, but we will become stronger because of them. We are a state and a people blessed with rich natural and cultural resources and opportunities. South Louisiana will continue to provide us with land for homes and jobs, water for food and industry, and wetlands for safety from storms and flooding. In exchange, we promise to be stewards of this treasured landscape, of our cities, our towns, and our people.

We will build better levees, and we will restore the barrier islands, wetlands, and

The Louisiana Speaks Regional Plan is a long document. It establishes a strategic, flexible framework that sets an aspirational compass and changes while remaining true to a long-term vision. As the plan is implemented—on levees and fish, wildlife, wetlands, commercial waterfront, and economic development—it will learn from reality as it goes on. This plan will be constantly updated, revised,

LOUISIANA SPEAKS REGIONAL VISION MAP

This map illustrates a future for South Louisiana based on the input of more than 100,000 citizens and stakeholders. It includes elements of the Coastal Protection and Restoration Authority's Master Plan.

The vision builds on a sustainable resource base, restores coastal wetlands, connects strategic urban and rural centers, and renews the Louisiana Delta.

It focuses on and beyond existing communities, linked to the economy by a network of transportation, regional transportation, and economic zones.

Reserve Sustainability
We reserve the best and expand our best by building levees that protect and restore, and that have the capacity to recover and support their recovery, and to restore the immediate needs of workers and businesses.

Regional Areas*

- Urban Center: The largest metropolitan centers—major offices, shops, civic, and cultural facilities and multi-family housing. Accessible to local and regional transit and services.
- City Center: Major sub-regional centers—offices, shops, civic, and cultural facilities, and civic and multi-family housing, convenient, and accessible to regional transit and services.
- Center: Local residential and commercial centers—local shops and offices, and single family homes, convenient and accessible to local transit and services.
- Leading Urban Area: Development with existing communities—single family homes, multifamily, commercial housing, and civic and cultural facilities.
- Special Economic Zones: Key economic centers that do not have been previously, but do have access to major transportation planning and built-up infrastructure. Includes commercial office buildings, education parks, and recreational sites.

New Growth Areas

- These Centers serving state communities—regional offices, shops, and civic and cultural facilities, as well as civic and multi-family housing, convenient, and accessible to regional and local transit and regional services.
- Replacement of aging single family homes, multifamily housing, and local shops. Accessible to transit services and roads.
- Revised Expansion: New or expanded residential districts.

Transportation System:

- New Primary: Major Louisiana intercity high speed and/or regional corridor rail.
- New or Existing Secondary Transit Corridor: Major Louisiana intercity high speed and/or regional corridor rail.
- New or Improved Roadway: Business Interstates.
- Existing US or State Highway.
- Major Road Corridor.
- Existing Rail Corridor.

Landmarks Features:

- Existing Wetland.
- New or Restored Wetland.
- New or Restored Wetland.
- Agricultural, Urban, or Rural Land Use.
- New Water.
- Existing Water.

Jurisdictional Boundaries:

- State Boundary.
- Parish Boundary.

CPRA Master Plan Features**

- New Levee.
- Opposed Levee.
- Existing Levee.
- Proposed Protection for Major Urban Centers Using Natural and/or Structural Features.
- Proposed Protection for Major Urban Centers Using Natural Features.
- Existing Levee.
- Existing Levee.
- Existing Levee.
- Existing Levee.

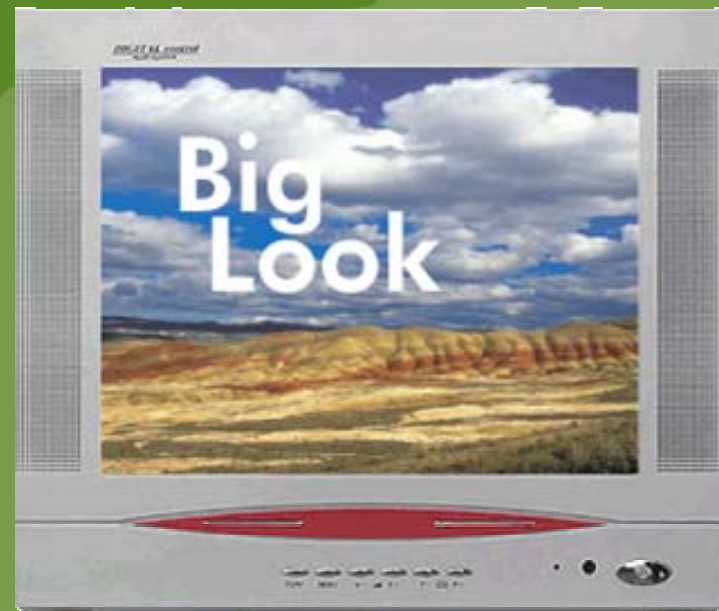
*The map illustrates a future for South Louisiana based on the input of more than 100,000 citizens and stakeholders. It includes elements of the Coastal Protection and Restoration Authority's Master Plan. **The map illustrates a future for South Louisiana based on the input of more than 100,000 citizens and stakeholders. It includes elements of the Coastal Protection and Restoration Authority's Master Plan.





Video Insert—fall viewing

- Documentary montage
- 28 minutes
- Covers core issues and proposals
- Directs people to the website and insert
- Meetings in a Box





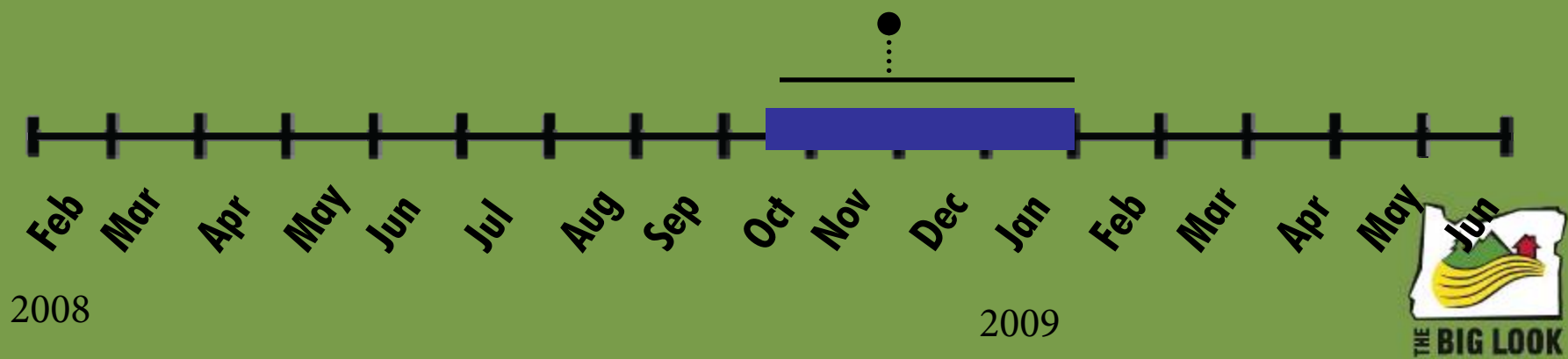
Schedule – October 2008/Jan. 2009

The Task Force will prepare final recommendations, including specific proposals to the Legislature as well as documenting the results of the outreach process.



Finalize Recommendations

October - January 2009





THE BIG LOOK