



**METRO**

**Agenda**

MEETING: METRO COUNCIL WORK SESSION  
DATE: August 5, 2008  
DAY: Tuesday  
TIME: 2:00 PM  
PLACE: Metro Council Chamber

**CALL TO ORDER AND ROLL CALL**

- 2:00 PM**      **1.      DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, AUGUST 7, 2008/ADMINISTRATIVE/CHIEF OPERATING OFFICER COMMUNICATIONS**
- 2:15 PM**      **2.      CLIMATE CHANGE ACTION PLAN**                      Jordan, Burkholder, Murchie
- 3:15 PM**      **3.      BREAK**
- 3:20 PM**      **4.      CLARK COUNTY WASHINGTON – UPDATE ON GROWTH MANAGEMENT**                                      Cotugno, Turpel
- 3:50 PM**      **5.      METRO COUNCIL COMMENTS ON BIG LOOK TASK FORCE RECOMMENDATIONS FOLLOW-UP**                                      Cotugno
- 4:20 PM**      **6.      COUNCILOR BRIEFINGS/COMMUNICATIONS**

**ADJOURN**

**CLIMATE CHANGE ACTION  
PLAN**

Metro Council Work Session  
Tuesday, August 5, 2008  
Metro Council Chamber

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: 8/5/08

Time: 2:15

Length: 1 hour

Presentation Title: Climate Change Action Plan

Department: Office of the COO

Presenters: Michael Jordan, Rex Burkholder, Peter Murchie (Oregon Solutions)

### **ISSUE & BACKGROUND**

Increased concern over climate change has led governments and businesses across the region to take action, signing commitments to reduce waste and energy use, creating long-term sustainability plans, hiring sustainability staff, and creating public outreach programs. While these actions are laudable, organizations often have limited resources with which to pursue them. Furthermore, the challenges posed by climate change are global in nature, and transcend organizational boundaries. Reducing greenhouse gas emissions to a sustainable level will require extensive coordination between governments, businesses and the public in order to enact policies that create incentives for businesses and residents to reduce their use of fossil fuels without damaging the economy or harming quality of life.

The Metro Council recently adopted a resolution calling for Metro to take a number of steps to address issues of sustainability. A copy of the resolution is included in the packet. This sustainability initiative will include working both internally and externally to create a coordinated strategy to address sustainability issues in the metro region.

The resolution called for the development of a climate change action plan to meet the State's greenhouse gas reductions targets and to coordinate a regional approach to meet these goals. In order to develop this plan, staff is proposing to convene staff, elected officials, and business representatives from across the region to create a climate action plan detailing how the region can meet Oregon's greenhouse gas reduction goals, which call for arresting the growth of greenhouse gas emissions by 2010, reducing emissions to at least 10 percent below 1990 levels by 2020, and reducing emissions to at least 75 percent below 1990 levels by 2050.

Oregon Solutions has been working with Metro staff to develop a work plan outlining the series of steps to take in creating this action plan. The suggested approach includes collecting information and conducting a greenhouse gas inventory for the region to establish baseline information; surveying existing programs, policies and goals; establishing a Climate Change Steering Committee; hosting a Climate Change Summit; and the convening of a Climate Change Task Force.

### **OPTIONS AVAILABLE**

A suggested approach, scope, and time frame for a draft Climate Change work plan will be presented for the Metro Council to provide feedback to staff.

### **IMPLICATIONS AND SUGGESTIONS**

Staff suggests moving forward with the work plan in a timely manner to ensure the establishment of a plan within the next year.

**QUESTION(S) PRESENTED FOR CONSIDERATION**

1. What feedback does the Council have on the suggested approach, scope and time frame for the draft Climate Change work plan?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION** \_\_Yes **X** No  
**DRAFT IS ATTACHED** \_\_Yes \_\_No



**BEFORE THE METRO COUNCIL**

FOR THE PURPOSE OF ADOPTING A ) RESOLUTION NO. 08-3931  
DEFINITION OF SUSTAINABILITY TO )  
DIRECT METRO’S INTERNAL ) Introduced by Councilors David Bragdon, Rod  
OPERATIONS, PLANNING EFFORTS, AND ) Park, and Rex Burkholder  
ROLE AS A REGIONAL CONVENER )  
)

WHEREAS, the 2007 report of the Intergovernmental Panel on Climate Change concluded that “warming of the climate system is unequivocal,” that “most of the observed increase in globally averaged temperatures since the mid-20th century is very likely due to the observed increase in anthropogenic greenhouse gas concentrations,” and that the impacts of climate change are likely to be more drastic and immediate than was previously expected; and

WHEREAS, the State of Oregon’s 2007 greenhouse gas reductions targets call for arresting the growth of greenhouse gas emissions by 2010, reducing emissions to at least 10 percent below 1990 levels by 2020, and reducing emissions to at least 75 percent below 1990 levels by 2050; and

WHEREAS, the cities of Portland, Beaverton, Gresham, Lake Oswego, Hillsboro, Milwaukie, and Oregon City, which together represent over 60 percent of the population under Metro’s jurisdiction, have all signed onto the U.S. Mayor’s Climate Protection Agreement, pledging to reduce their greenhouse gas emissions by 7 percent below 1990 levels by 2012; and

WHEREAS, a series of 2007 interviews conducted by Metro staff with staff and officials from city and county governments within the Portland area, including representatives of all the aforementioned cities, revealed a strong region-wide interest, and substantial progress on the part of some governments, in creating policies and programs to make internal operations more sustainable; and

WHEREAS, the same interviews also revealed a need for regional coordination and technical assistance in creating land-use plans, zoning and building codes, waste reduction programs, and public outreach programs to reduce energy and water use, single-occupant vehicle use, and waste generation; and

WHEREAS, in ordaining the Metro Charter, the people of the Metro region established a regional government that “undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for themselves and for future generations;” and

WHEREAS, sustainability considers the joint perspective of environmental, economic and community objectives, and

WHEREAS, the development of technologies and services to assist communities around the globe to become more sustainable and to respond to climate change will create opportunities for Oregon businesses to innovate and thrive; and

WHEREAS, Metro has the potential to reduce and/or sequester greenhouse gas emissions through its specific responsibilities for transportation planning, solid waste management, natural areas, and planning for long-term growth; and

WHEREAS, Metro has many existing programs, such as Transit-Oriented Development, the Green Streets Handbook, the Recycling Information Hotline, and Drive Less, Save More, that each reduce driving and waste generation in their own way but are not recognized for their sustainability functions nor coordinated to maximize mutual benefits; and

WHEREAS, in 2003 the Metro Council adopted Resolution 03-3338, "For the Purpose of Directing the Metro Chief Operating Officer to Establish a Sustainable Business Model for Metro Departments and Facilities and to Undertake Related Duties," adopted on March 22, 2003 authorizing the creation and implementation of a Metro sustainable business model; and

WHEREAS, Metro desires to work cooperatively with other governmental agencies and businesses to integrate sustainability into their operations; now therefore,

BE IT RESOLVED,

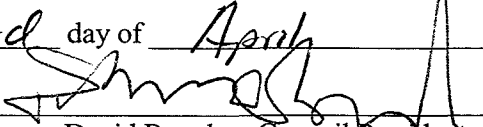
Sustainability, as defined in (1) below, shall be the guiding principle for all Metro policies and programs;

To achieve this, Metro shall:

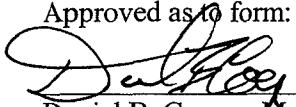
1. Adopt the State of Oregon's definition of sustainability, as defined in ORS 184.421 (4), as the working definition that shall be used at Metro: "'Sustainability' means using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives;"
2. Develop a regional climate change action plan to meet the State's greenhouse gas reductions targets and coordinate a regional approach to meeting the goals outlined in this plan;
3. Facilitate sharing of operational and planning practices that reduce waste generation; reduce consumption of energy, water, and other resources; save money; and strengthen economic development;
4. Implement stronger sustainable business practices within Metro;

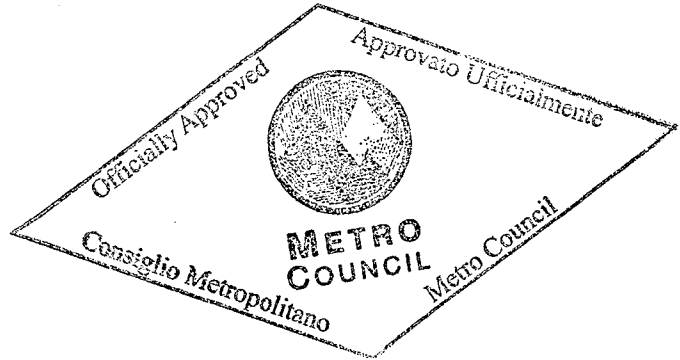
5. Direct the Chief Operating Officer to coordinate existing and future Metro policies and programs toward meeting the definition of sustainability in sub-section (1), and to communicate Metro's policies and programs to the public in terms of how they address sustainability.

ADOPTED by the Metro Council this 3rd day of April 2008.

  
\_\_\_\_\_  
David Bragdon, Council President

Approved as to form:

  
\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney



## **STAFF REPORT**

IN CONSIDERATION OF SUSTAINABILITY RESOLUTION NO. 08-3931, FOR THE PURPOSE OF ADOPTING A DEFINITION OF SUSTAINABILITY TO DIRECT METRO'S INTERNAL OPERATIONS, PLANNING EFFORTS, AND ROLE AS A REGIONAL CONVENER.

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Date: March 24<sup>th</sup>, 2008

Prepared by: Eliot Rose

### **BACKGROUND**

The majority of scientists agree that reductions in greenhouse gases of 60 to 80 percent below 1990 are necessary to stabilize climate change, and the State of Oregon's 2007 greenhouse gas reductions targets call for arresting the growth of greenhouse gas emissions by 2010, reducing emissions to 10 percent below 1990 levels by 2020, and reducing emissions to 75 percent below 1990 levels by 2050. Currently, governments in the Portland area are pursuing these targets with whatever resources they have. Their progress depends on local policy direction and resources: many have created sustainability departments and/or plans and taken steps to reduce energy use within their own operations; a few have created public outreach programs designed to reduce energy use on the part of businesses and residents; and fewer still have implemented long-term plans to promote energy and transportation efficiency. PGE and Portland's Office of Sustainable Development (OSD) informally provide technical assistance in some of these areas to other agencies in the region, but both have expressed the need for a more stable information-sharing body. Multnomah County and OSD are currently working on an update of their Local Action Plan on Global Warming, and both have asked Metro to help develop a consistent region-wide approach to reducing greenhouse gases.

As a regional government that "undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for themselves and for future generations," Metro has a responsibility not only to reduce resource consumption and waste generation in its own operations, but to facilitate the development of region-wide policies that accomplish these goals. In July, Councilor Rex Burkholder convened a meeting of staff and elected officials from around the region who had expressed interest in conducting greenhouse gas inventories and combating climate change locally. Those present agreed that the region could address sustainability more effectively and comprehensively through collaboration than through continuing to pursue it on an individual basis. In follow-up meetings, staff and policymakers from cities and counties in the Portland area emphasized the need for Metro to play a convening role in developing energy-efficiency and waste-reducing policies, planning methods, and outreach campaigns. Another common suggestion was for a workgroup made up of members from both the private and public sector to craft a long-term plan for the region to meet the State's greenhouse gas reduction targets, and then work backwards to develop interim goals for different sectors.

At the same time, there has also been an increased awareness within Metro for the need to refocus the agency's planning projects and operations around sustainability. Metro's council goals encourage increased access for all, efficient use of land, and protection of natural resources, and the agency has long pursued projects to create livable and affordable communities, make transportation more efficient, and preserve rural lands and wildlife habitat. These goals and policies are all vital to the overall goal of achieving economic, environmental, and social sustainability, but many of them date from an era when it was common practice to pursue such efforts on an individual basis rather than develop an integrated

approach to sustainability. As a result, Metro lacks methods to quantify, balance, and unify these different goals, identify internal and external opportunities for collaboration, and to communicate progress toward meeting these goals to either the public or to other agencies in the region, both of which are increasingly concerned with climate change and overuse of natural resources.

Furthermore, Metro's Environmental Action Team, ENACT, has no paid staff, only volunteers from other departments within the agency, making it difficult for the team to accomplish its mission. A 2007 report prepared for ENACT by AXIS Performance concluded, "In order to support all this work and to make future progress, Metro needs a full-time sustainability coordinator. Many municipalities in the area have sustainability coordinator positions and find that having someone dedicated to sustainability is crucial." These municipalities and counties include:

- Multnomah County, which has two sustainability managers (full FTEs devoted to sustainability) and sustainability liaisons (part-time devoted to sustainability) in each department, and they meet monthly to coordinate their efforts.
- Clackamas County, which has a full-time sustainability coordinator.
- Lake Oswego, which has a part time sustainability coordinator.
- Portland, which has full-time citywide sustainability managers and full-time sustainability coordinators in each bureau, and each bureau has to draft its own sustainability plan.

In response to the concerns of Metro's partners throughout the region, as well as to growing concern about climate change in the region and around the world, Councilors David Bragdon, Rex Burkholder, and Rod Park, with the help of council and departmental staff, have drafted a resolution to address the three sustainability-related issues outlined above:

- Metro's role as a convener in sustainability discussions
- The need for Metro to better coordinate and communicate programs and planning efforts that address sustainability issues
- The need for Metro to conserve energy, reduce waste, and save money in its own operations.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There is currently no organized opposition to the proposed resolution.

### **2. Legal Antecedents**

*Metro Council Goals:* Many Metro Council Goals relate to this resolution, particularly the following:

- 2.2 Our community is inspired to create a better future for wildlife and the environment.
- 2.3 The region's waste stream is reduced, recovered and returned to productive use, and the remainder has a minimal impact on the environment.
- 2.4 Metro is a model for sustainable business practices.
- 2.5 Urban land is used efficiently and resource land is protected from urban encroachment.
- 3.4 Stable, affordable sources of energy, combined with energy conservation, position the region for sustained economic growth and stability.

*Metro Council Resolution 03-3338:* On May 22<sup>nd</sup>, 2003, the Metro Council passed Resolution 03-3338, "For the Purpose of Directing the Metro Chief Operating Officer to Establish a Sustainable Business Model for Metro Departments and Facilities and to Undertake Related Duties," directing the Chief Operating Officer to establish a sustainable business model for Metro departments. In 2007, ENACT hired AXIS Performance to assist in creating an action plan for implementing this resolution, and AXIS recommended that Metro hire a sustainability coordinator.

*Oregon House Bill 3543*: In 2007, the Oregon legislature passed HB 3543, which mandates reductions in emissions of 10 percent below 1990 levels by 2020 and 75 percent below 1990 levels by 2050.

### **3. Anticipated Effects**

If this resolution is adopted, the Chief Operating Officer and the Senior Management Team will have to create a work plan for implementing the different tasks addressed by the resolution. This may include procedures for establishing a Metro sustainability standard for planning efforts; integrating sustainability into internal operations through evaluations, budget procedures, and the organization of ENACT and facility Green Teams; and establishing a committee and/or workgroup.

Over the long term, this resolution will help to integrate sustainability into Metro policies, plans, and operations. While this resolution may not have a substantial effect on the scope and implementation of Metro's sustainability-related projects and policies, it will refocus them around a single goal. This will help Metro adopt a coordinated, agency-wide approach to climate change, energy use, waste generation, and other sustainability-related issues, and to engage and assist partners across the region in addressing these issues.

### **4. Budget Impacts**

There is a wide range of potential budget impacts depending upon what elements the council chooses to include in the final resolution and adopt in the workplan. In particular, one item in the resolution, convening staff and officials from around the Metro area to create a regional climate change action plan, is a more aggressive step that will require greater staff and financial commitment. While this would be an unprecedented effort and the budget would depend heavily upon the process, scope, and timetable of the project, the best basis for comparison in the region is Portland and Multnomah County's Local Action Plan on Global Warming, which has required a total of slightly more than 1.0 FTE during the years that it is being compiled or updated, culled from planners and analysts in different departments throughout the two agencies.

### **RECOMMENDED ACTION**

The Council should adopt the resolution.

**CLARK COUNTY GROWTH MANAGEMENT PLAN**

Metro Council Work Session  
Tuesday, August 5, 2008  
Metro Council Chamber

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: August 5, 2008 Time: 3:20pm Length: 30 minutes

Presentation Title: Clark County Washington – Update on Growth Management

Department: Planning

Presenters: Andy Cotugno

### **ISSUE & BACKGROUND**

Clark County, immediately adjacent to the north of the Metro area and connected via the I-5 and I-205 bridges, is a part of the greater economic metropolitan area. However, as a part of the state of Washington and with its own responsibilities for land use, has both similarities and differences to the Oregon land use planning system and Metro's 2040 Growth Concept.

In February 2007, the Bi-State Coordination Committee approved, for purposes of completing the Columbia River Crossing Draft Environmental Impact Statement, a coordinated forecast of households and jobs as follows:

#### Year 2030 Forecast of Households & Employment

Clark County Households	246,848
Clark County Employment	283,875
Metro Households	877,285
Metro Employment	1,399,908
Four County Households	1,124,133
Four County Employment	1,683,783

If these forecasts are achieved, this would mean that households in Clark County would increase from about 18 percent in the year 2000 to about 22 percent in 2030 (this is the percent households in the four county area -Clark as well as Multnomah, Clackamas and Washington counties). Jobs would account for about 17 percent of all jobs in the four county area by the year 2030.

Clark County is governed by the Washington State Growth Management Act, (GMA) which was approved in 1997. The GMA created a review and evaluation program requirement, the Buildable Lands Program. It is required for six urban counties, including Clark County.

In 2007, the Clark County Commissioners approved an update to the Clark County Comprehensive Plan. The Clark County Natural Resources Council and Futurewise appealed this Update. In 2008 the Western Washington Growth Management Hearings Board agreed with many of the concerns with the urban growth area expansions included in the Update. This Hearings Board decision was appealed by Clark County in June 2008.

The GMA program requires local governments to coordinate and analyze land supply to make sure that they have enough lands for development and to make sure that their GMA comprehensive plans are doing what they are expected to do.

Under the Buildable Lands Program, local governments monitor the intensity and density of development to determine whether a county and the cities within its boundaries are achieving urban densities sufficient to meet state growth projections. If development does not occur at



planned levels, then reasonable measures, other than adjusting urban growth areas, need to be identified and appropriate action taken.

Excerpts from the latest Clark County reporting are attached to provide some perspective on growth and development in the County and will be expanded upon at the Metro Council work session.

**OPTIONS AVAILABLE**

Discussion by the Metro Council about questions they may have about the facts about growth management in Clark County could lead to the following options:

- 1) directing staff to gather more information and background on identified issues of concern;, or
- 2) initiating more contact with the Clark County Commissioners to discuss issues of interest or concern

**IMPLICATIONS AND SUGGESTIONS**

Growth Management actions by either Clark County or Metro (concerning the Metro urban growth boundary) can have significant impacts on the other entity. The Metro Greatest Places program may wish to increase coordination and information exchanges between Metro and Clark County.

**QUESTION(S) PRESENTED FOR CONSIDERATION**

Is there additional information that the Metro Council would like to have concerning growth management in Clark County?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION** \_\_Yes \_\_X\_No

**DRAFT IS ATTACHED** \_\_Yes \_\_X\_No

**(From Buildable Land Report, August 2007)**  
**EXECUTIVE SUMMARY**

This is the second report in meeting the requirements of RCW 36.70A.215, The Growth Management Act (GMA) Review and Evaluation Program. The first Clark County buildable lands report was published in August 2002. Clark County reports on residential and employment densities achieved since adoption of the 1994 Comprehensive Plan. That report documented the growth patterns observed during the first five years of planning under the GMA. This second report relies on building activity data and other available information for observations. The County no longer publishes information on all of the 23 key indicators listed in the 1994 plan, but has a continuing obligation under the buildable lands legislation (RCW 36.70A.215) and under current policies and ordinances to monitor the number of permits issued and actual density.

Clark County coordinated with its cities to compile data that shows the progress of each community's comprehensive plan toward the goals of sprawl reduction and concentrated urban growth identified in the Growth Management Act. Each community collects development data, which is forwarded to the county and added to a central database. The database and a website are made possible through the cooperation of each city and through a competitive grant from the Washington Department of Community Trade and Economic Development. Please see Appendix A for the website address.

The primary sources of data are new commercial, industrial and residential building permits, subdivisions and short plats, and site plan reviews that have been issued or reviewed from June 30, 2000 through June 30, 2006. Clark County's Geographic Information System (GIS) was used to link parent parcel serial numbers taken from new building permits issued to identify parcels within city and urban growth area boundaries, acreage and critical lands coverage.

In this report, residential, commercial and industrial acres developed are shown as **net acreage**. The Commercial and Industrial acreage does not reflect the following types of infrastructure: public right-of-way, private streets, public utility easements, open space tracts, or parks.

Following are the major observations presented in this report:

- During the analysis period (2000-2006) Clark County overall achieved a split of 78.4% single-family development and 21.6% multi-family development. Within the Vancouver city limits, the split is 47/53 between single-family and multi-family.
- Residential development within the urban growth areas of Clark County consumed 3,425 acres with a density of 6 dwelling units per acre. Based on the inventory of vacant and buildable land (vlm) there are 8,856 net buildable acres that can accommodate 63,495 households plus 6,500 households not captured by the vlm for a total capacity of 69,995 households. At 2.59 persons per household this land area will accommodate 181,288 persons.

- There were 2,900 building permits issued in the rural area on 16,109 acres. Given the underlying zoning, the total vacant and development potential in the rural area is 7,387 lots. Assuming 2.59 persons per household, there is potential for additional rural capacity of 19,132 persons.
- The review and evaluation has indicated that commercial and industrial development for the county during the period consumed 3,745 acres of land. Commercial uses consumed 1,431 acres and industrial uses consumed 2,314 acres. Based on the August 14, 2007 plan map inventory of vacant and buildable land there are 4,376 net buildable commercial acres and 3,213 net buildable industrial acres.
- Review of development indicates that 26% of all residential development occurred on land with some environmental constraint component. It is likely that the critical land layer over states the extent of critical land. More importantly, this percent does not imply that development is occurring on lands with critical areas.
- The evaluation report demonstrates that the county is close to the target of providing no more than 75 percent of one housing type.
- Employment density was difficult to estimate because of the proprietary nature of employment data. However, new building permits from 2000 to 2005 indicate an employment density observed in commercial and industrial at 7.9 and 8.2 employees per acre, respectively.
- Battle Ground and Camas industrial employment density appears to be on target, which is 15.5 and 11.0 employees per acre, respectively.
- Despite the county's observed employment density not being on target, the total number of new employees has grown since 2000. Jurisdictions are likely to have added more employees on existing and built commercial and industrial buildings without going through the permit process.

(Excerpts from Clark County Comprehensive Growth Management Plan Implementation Monitoring Report, 2007)

## Housing Densities

**INDICATOR:** The number of housing units per acre of land, and ratio of single family to multi-family units.

### Background and Relevance

The county's Comprehensive Plan assumes average residential densities in urban areas would be 8 units per net acre for Vancouver; 6 units per net acre for Battle Ground, Ridgefield, Camas and Washougal; 4 units per net acre for La Center; and no minimum for the town of Yacolt.

### Data Collection

Local jurisdictions send monthly new permit data to Clark County. It is processed through Clark County's Geographic Information System (GIS) to link parent parcel serial numbers with new building permits issued to identify parcels within city and urban growth area boundaries, net acreage and critical lands coverage. Table 3 shows the single-family and multi-family units, acres and net density for all jurisdictions in Clark County.

Table 3  
Density of New Residential Development 2007

Jurisdiction	Single Family					Multi-Family					Average Density	% Multi-Family
	#Units			Acres	Net Density	#Units			Acres	Net Density		
	SFR	ADU	MOH			MFR	DUP	MHP				
Battle Ground	83	0	0	14.51	5.7	20	0	0	1.31	15.3	6.5	19.4%
Battle Ground UGA	6	0	0	4.71	1.3	0	0	0	0.00	0.0	1.3	0.0%
Sub Total	89	0	0	19.22	4.6	20	0	0	1.31	15.3	5.3	18.3%
Camas	103	0	0	21.25	4.8	12	0	0	2.69	4.5	4.8	10.4%
Camas UGA	0	0	0	0.00	0.0	0	0	0	0.00	0.0	0.0	0.0%
Sub Total	103	0	0	21.25	4.8	12	0	0	2.69	4.5	4.8	10.4%
La Center	13	0	0	2.30	5.7	0	0	0	0.00	0.0	5.7	0.0%
La Center UGA	1	0	0	1.61	0.6	0	0	0	0.00	0.0	0.6	0.0%
Sub Total	14	0	0	3.91	3.6	0	0	0	0.00	0.0	3.6	0.0%
Ridgefield	48	0	0	8.23	5.8	4	0	0	0.23	17.4	6.1	7.7%
Ridgefield UGA	1	0	0	4.07	0.2	0	0	0	0.00	0.0	0.2	0.0%
Sub Total	49	0	0	12.31	4.0	4	0	0	0.23	17.4	4.2	7.5%
Vancouver	410	4	2	48.56	8.6	427	18	0	40.95	10.9	9.6	51.7%
Vancouver UGA	904	0	0	145.60	6.2	123	4	0	3.31	38.3	6.9	12.3%
Sub Total	1,314	4	2	194.16	6.8	550	22	0	44.26	12.9	7.9	30.2%
Washougal	120	0	0	24.12	5.0	144	0	0	9.31	15.5	7.9	54.5%
Washougal UGA	0	0	0	0.00	0.0	0	0	0	0.00	0.0	0.0	0.0%
Sub Total	120	0	0	24.12	5.0	144	0	0	9.31	15.5	7.9	54.5%
Yacolt	7	0	0	1.67	4.2	0	0	0	0.00	0.0	4.2	0.0%
Yacolt UGA	0	0	0	0.00	0.0	0	0	0	0.00	0.0	0.0	0.0%
Sub Total	7	0	0	1.67	4.2	0	0	0	0.00	0.0	4.2	0.0%
Clark County (Rural)	300	1	14	1,632.29	0.2	0	0	0	0.00	0.0	0.2	0.0%
Sub Total (Cities)	784	4	2	120.64	6.5	607	18	0	54.50	11.5	8.1	44.2%
Sub Total (UGAs)	912	0	0	156.00	5.8	123	4	0	3.31	38.3	6.5	12.2%
Sub Total (Urban)	1,696	4	2	276.65	6.2	730	22	0	57.81	13.0	7.3	30.6%
<b>Grand Total (Urban &amp; Rural)</b>	<b>1,996</b>	<b>5</b>	<b>16</b>	<b>1,908.93</b>	<b>1.1</b>	<b>730</b>	<b>22</b>	<b>0</b>	<b>57.81</b>	<b>13.0</b>	<b>1.4</b>	<b>27.2%</b>

Note: This data contains jurisdictional permit information that has a 1-3% error rate for the total number of fully completed permits received.

## Observations

In 2007:

- Overall, the UGA's observed a single-family residential density of 5.8 du's/acre.
- City of Vancouver has observed a single-family residential density of 8.6 du's/acre and Vancouver's unincorporated UGA observed a density of 6.2 du's/acre, which is an overall density of 6.8 du's/ acre.
- Based on building permits, Clark County has developed a total of 1,909 acres of single-family residential land in the rural and urban growth areas.
- Overall, the average density for multi-family building permits was 13.0 du's/acre.
- The City of Vancouver achieved a multi-family density of 10.9 du's/acre, with an overall density of 12.9 du's/acre.

## Infill Development

### Observations

Infill development has increased over the past four years. Almost two-thirds of all infill applications received from 2004-2007 were approved (56 out of 90). In 2006, infill development applications peaked at 32. In 2007, 17 applications were received, which is a 21 percent increase from 2004. The number of infill applications indicates that this strategy to encourage development on passed over property is working.

## Redevelopment Activity

**INDICATOR:** Percent of already developed land that is redeveloped.

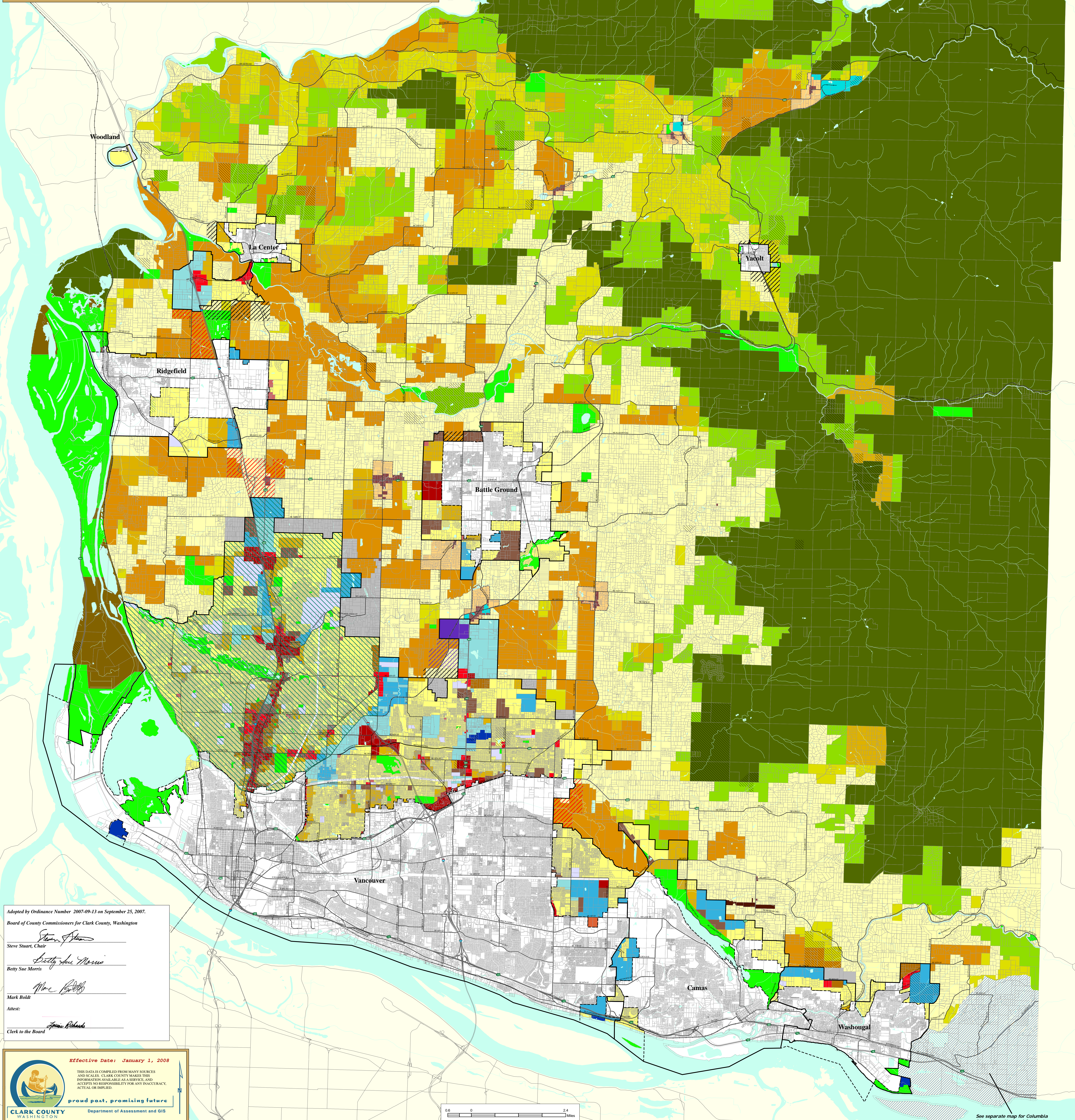
### Observations

The percentage of **new homes built** as redevelopment is in the range of 7 to 14 percent. The rate of redevelopment is significantly higher in the City of Vancouver (13.92 vs. 6.89 percent). The existing planning assumption that land will redevelop at 5% is certainly within the ballpark. The **All Not Vacant** percent is well above 5% at 11.97% of redevelopment. In 2007, VBLM assumptions indicated 69,995 total units would be built in Clark County. An estimated 11,931 units would be built in the City of Vancouver and 23,013 units would be built in Vancouver's UGA. From January 1, 2006 to and December 31, 2007 this study found 4,341 total built units in the Vancouver UGA of which 1,324 units were actually built in the City of Vancouver.



# Clark County, Washington County/UGA Comprehensive Plan Map

URBAN	RURAL/RESOURCE	Overlay	Urban Growth Boundary
Urban Low Density Residential	Rural-5	Urban Reserve	Urban Growth Boundary
Urban Medium Density Residential	Rural-10	Industrial Reserve	City Limits
Urban High Density Residential	Rural-20	Railroad Industrial Reserve	Rural Center
Neighborhood Commercial	Rural Center Residential	Mining	
Community Commercial	Rural Commercial	Columbia River Gorge Scenic Area	
General Commercial	Rural Industrial	Mining Inside CRGSA	
Mixed Use	Agriculture	Rural Center Mixed Use	
Employment Center	Agri-Wildlife	Open Space/Density Transfer	
Light Industrial	Parks/Open Space		
Heavy Industrial	Forest Tier 1		
Railroad Industrial	Forest Tier 2		
Mining Lands	Airport		
Public Facility	Urban Reserve		
Bonneville Power Administration	Water		



Adopted by Ordinance Number 2007-09-13 on September 25, 2007.  
Board of County Commissioners for Clark County, Washington

*Steve Stuart*  
Steve Stuart, Chair

*Betty Sue Morris*  
Betty Sue Morris

*Mark Boldt*  
Mark Boldt

Attest:  
*Janice Richards*  
Clerk to the Board

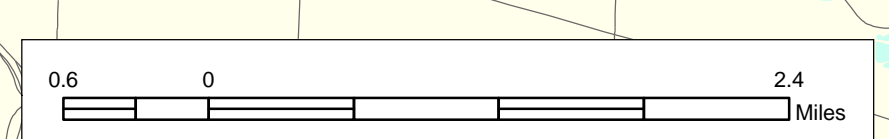
Effective Date: January 1, 2008

THIS DATA IS COMPILED FROM MANY SOURCES AND IS AVAILABLE AS A SERVICE, AND CLARK COUNTY MAKES THIS INFORMATION AVAILABLE AS A SERVICE, AND ACCEPTS NO RESPONSIBILITY FOR ANY INACCURACY, ACTUAL OR IMPLIED.

**CLARK COUNTY**  
WASHINGTON

Department of Assessment and GIS

*proud past, promising future*



See separate map for Columbia River Gorge National Scenic Area.



Agenda Item Number 5.0

**METRO COUNCIL COMMENTS ON BIG LOOK TASK  
FORCE RECOMMENDATIONS FOLLOW-UP**

Metro Council Work Session  
Tuesday, August 5, 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

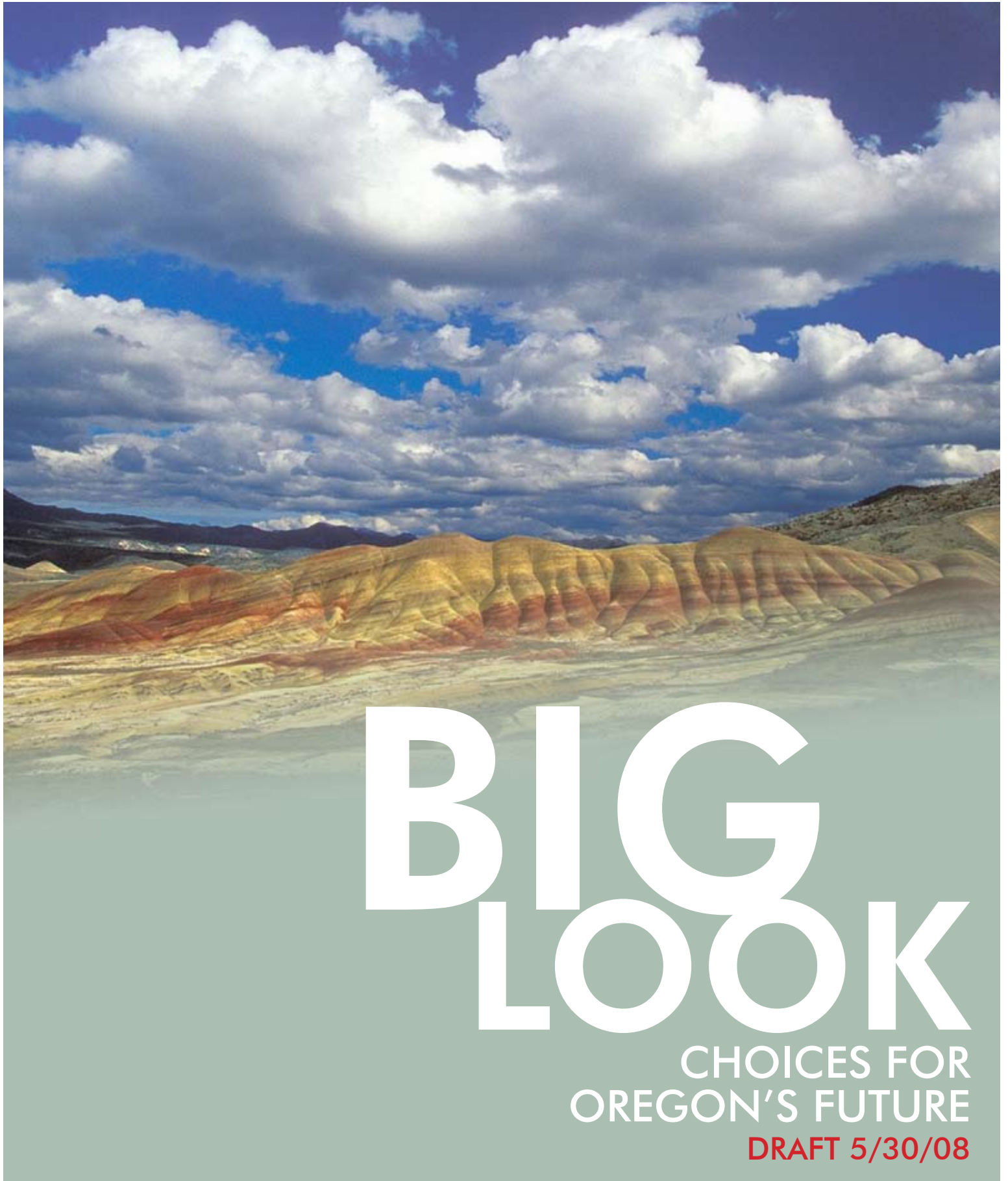
- a. ***There should be increased attention to preserving industrial sites already available within UGBs to ensure they don't convert to commercial, medical, schools, parks or other non-industrial uses.***
- b. The role of transportation on economic prosperity should be better recognized, i.e., cost 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

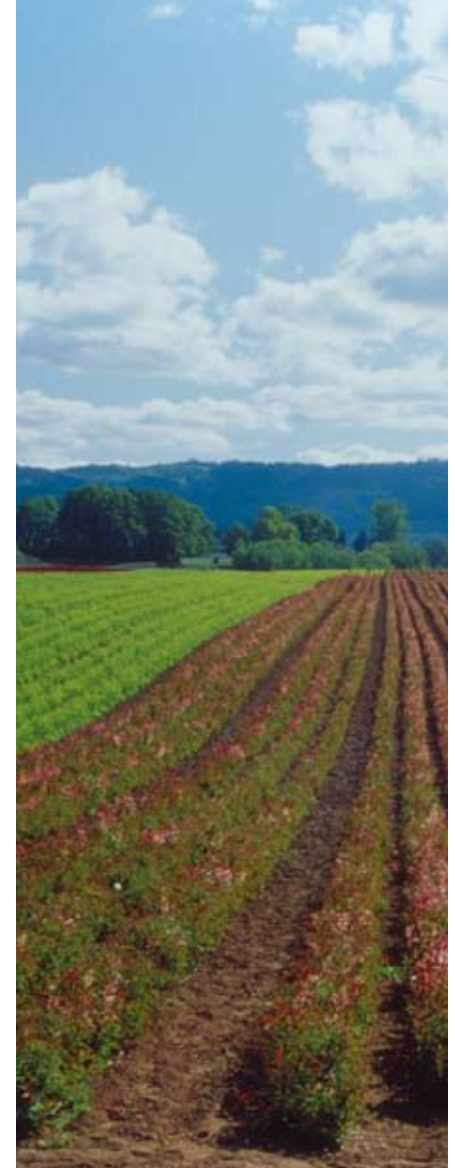
A key aspect of the Big Look Task Force's work so far is the recommendation that the Oregon Land Use Planning Program be founded on four overarching principles. Together, these four principles describe what the Oregon Land Use Planning Program is to accomplish. The Task Force believes that these principles 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.







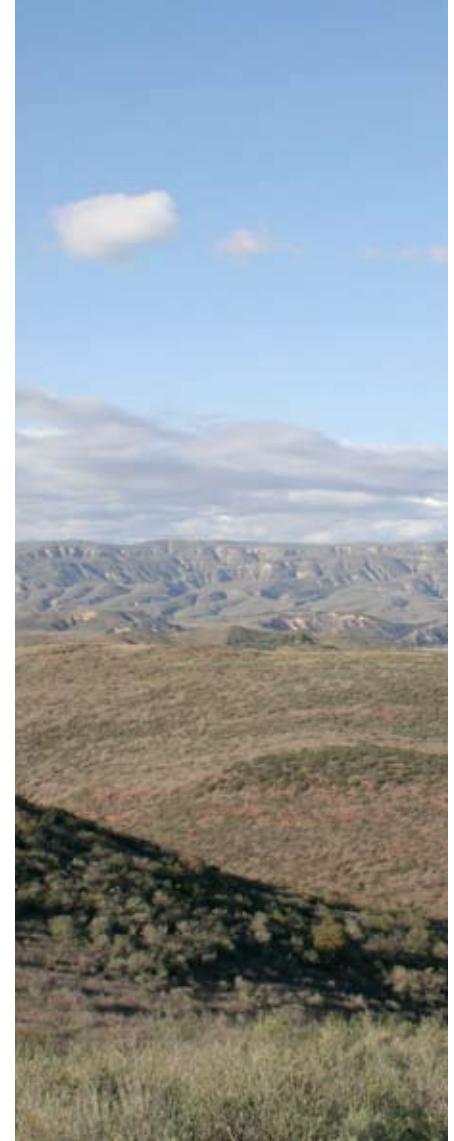
# Introduction

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.

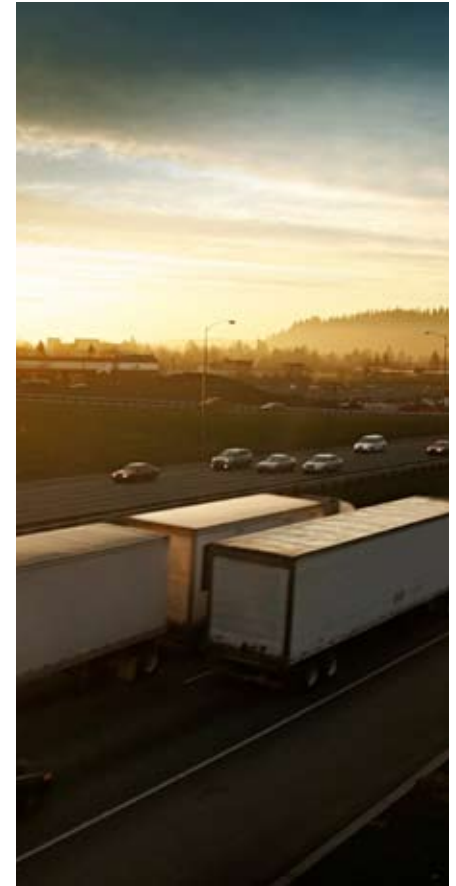
The types of industries that drive employment growth now evolve more quickly than in the past, as do the types and amounts of land that they need in relation to the location of housing, other companies, and key services. This rapid evolution creates a challenge in ensuring that permitting is predictable 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 CO<sub>2</sub>) and begin to reduce them, making measurable progress toward meeting the existing benchmark for CO<sub>2</sub> 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?

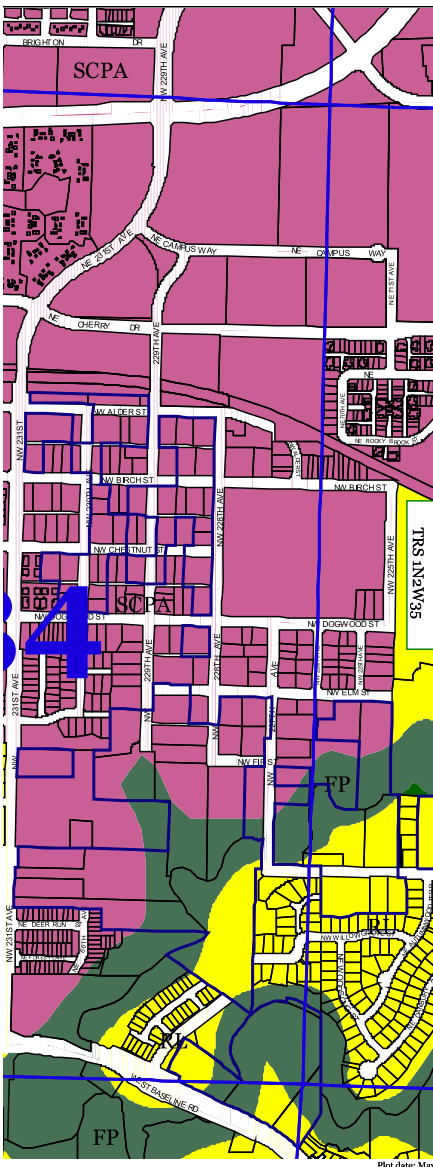
So, the issue under evaluation is where on a continuum from broad public engagement to legalistic standing and appeals should the Oregon Land Use Planning Program be positioned? For the sake of ensuring public involvement, has the program established too many opportunities for too many individuals to 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"> <li>• Oregon’s land use planning program has protected agricultural and forest lands.</li> <li>• Oregon’s land use planning program has contained sprawl and managed growth better than most other states.</li> <li>• Oregonians generally support land use planning, but they also believe strongly in private property rights.</li> <li>• Oregon’s land use planning program is often viewed as being too rigid and not outcome-oriented.</li> <li>• Many people feel that the land use program is too complex and does not have the flexibility for a changing Oregon.</li> <li>• The state is facing infrastructure, water and environmental challenges, partly (but not exclusively) as a result of population growth.</li> <li>• Other states’ growth management programs provide lessons for Oregon.</li> <li>• 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.</li> <li>• 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.</li> </ul>
<p>The respective roles and responsibilities of state and local governments in land use planning</p>	<ul style="list-style-type: none"> <li>• Review state statutes and rules for performance – to reduce complexity and restore flexibility.</li> <li>• Realign LCDC to coordinate strategic land use planning for the state.</li> <li>• Build state resources to support local and regional planning, including a GIS library.</li> <li>• Encourage collaborative regional planning that allows cities and counties collectively to meet statewide goals.</li> </ul>
<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"> <li>• Prioritize funding for infrastructure to support infill development and efficient new urban areas;</li> <li>• Provide incentives for redevelopment of brownfields;</li> <li>• Provide more predictability, through the designation of urban and rural reserves;</li> <li>• Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen events; and</li> <li>• Provide for more “safe harbors” to simplify local land use planning.</li> </ul>
	<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"> <li>• Ensure that infrastructure investments support compact development in urbanized areas;</li> <li>• Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions;</li> <li>• Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions;</li> <li>• Provide technical assistance to local and regional governments to carry out these best practices; and</li> <li>• Help communities plan for climate change.</li> </ul>

## 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"> <li>• <i>Prioritize funding for infrastructure to support infill development and efficient new urban areas;</i></li> <li>• <i>Provide incentives for redevelopment of brownfields;</i></li> <li>• <i>Provide more predictability, through the designation of urban and rural reserves;</i></li> <li>• <i>Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen events; and</i></li> <li>• <i>Provide for more "safe harbors" to simplify local land use planning.</i></li> </ul> <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"> <li>• <i>Audit State Statutes and Rules for Performance to reduce complexity, and to restore flexibility;</i></li> <li>• <i>Realign LCDC to coordinate long-range land use planning for the state;</i></li> <li>• <i>Build state resources to support local and regional planning, including a GIS library; and</i></li> <li>• <i>Encourage collaborative regional planning that allows contiguous cities and counties to work collaboratively to meet statewide goals.</i></li> </ul> <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"> <li>• <i>Ensure that infrastructure investments support compact development in urbanized areas;</i></li> <li>• <i>Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions;</i></li> <li>• <i>Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions;</i></li> <li>• <i>Provide technical assistance to local and regional governments to carry out these best practices; and</i></li> <li>• <i>Help communities plan for climate change.</i></li> </ul> <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

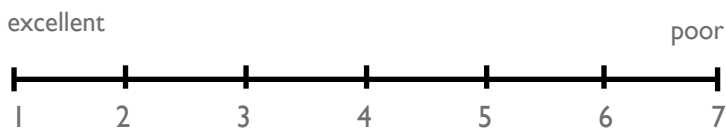




## Resource Lands and Rural Areas

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

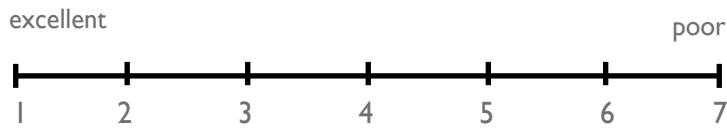
5. If Yes, why?

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

# Growth Management

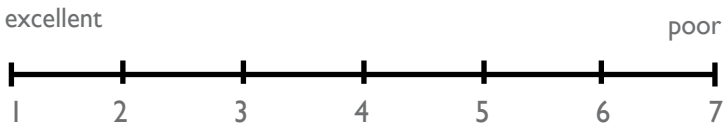
Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth expected to occur.

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

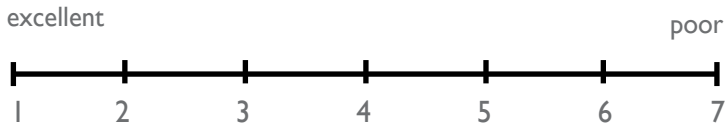
5. If Yes, why?

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?





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

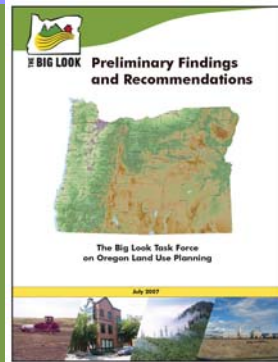
1 2006 - 2007

2 June 2007 -  
October 2008

3 October 2008 –  
January 2009



Background Research  
Meetings



Preliminary  
Recommendations &  
Public Outreach



Public Involvement  
Legislative  
Liaison







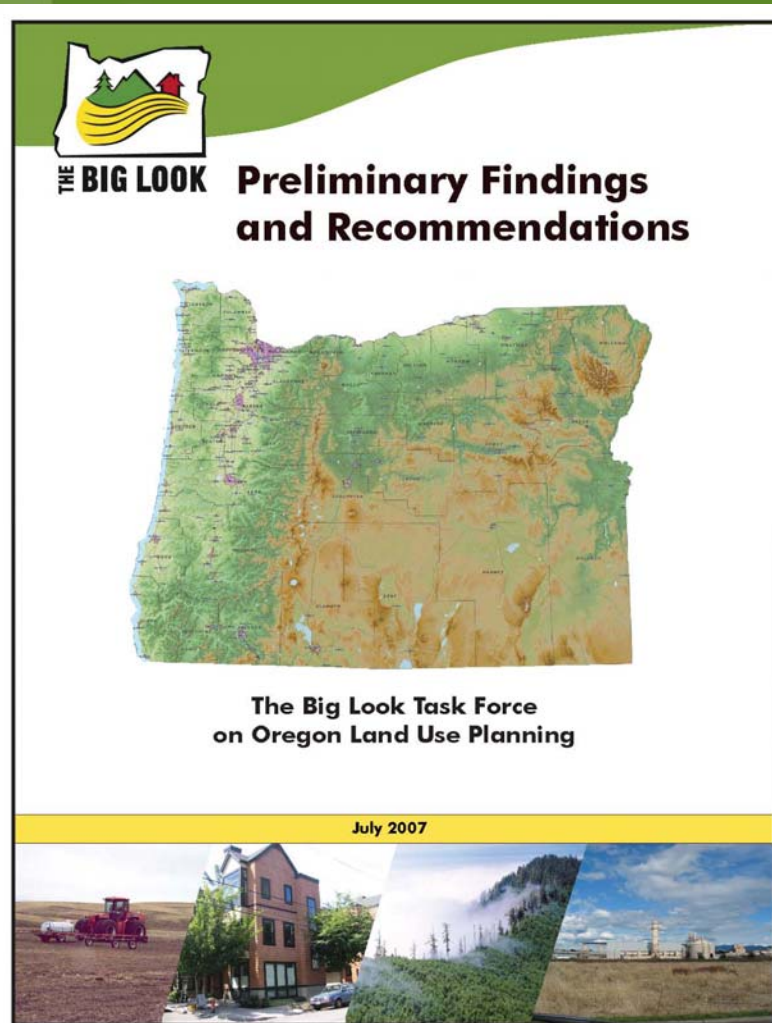
# Task Force Meetings Testimony

## 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

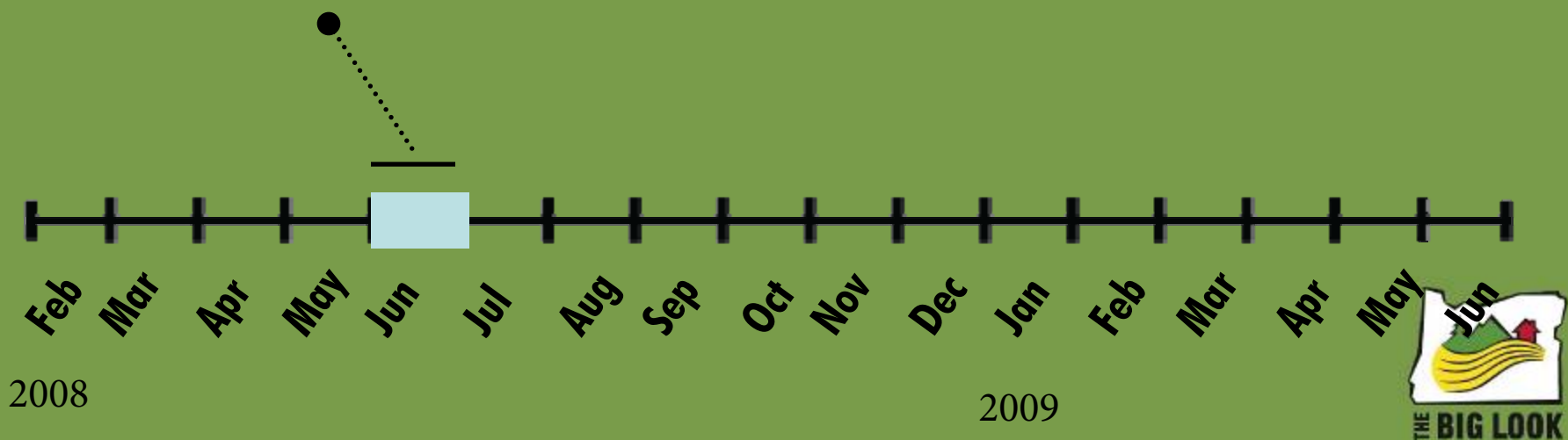


- Task Force members will discuss their preliminary recommendations with critical stakeholder organizations.

## Stakeholder Outreach

June-July 2008

- 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.





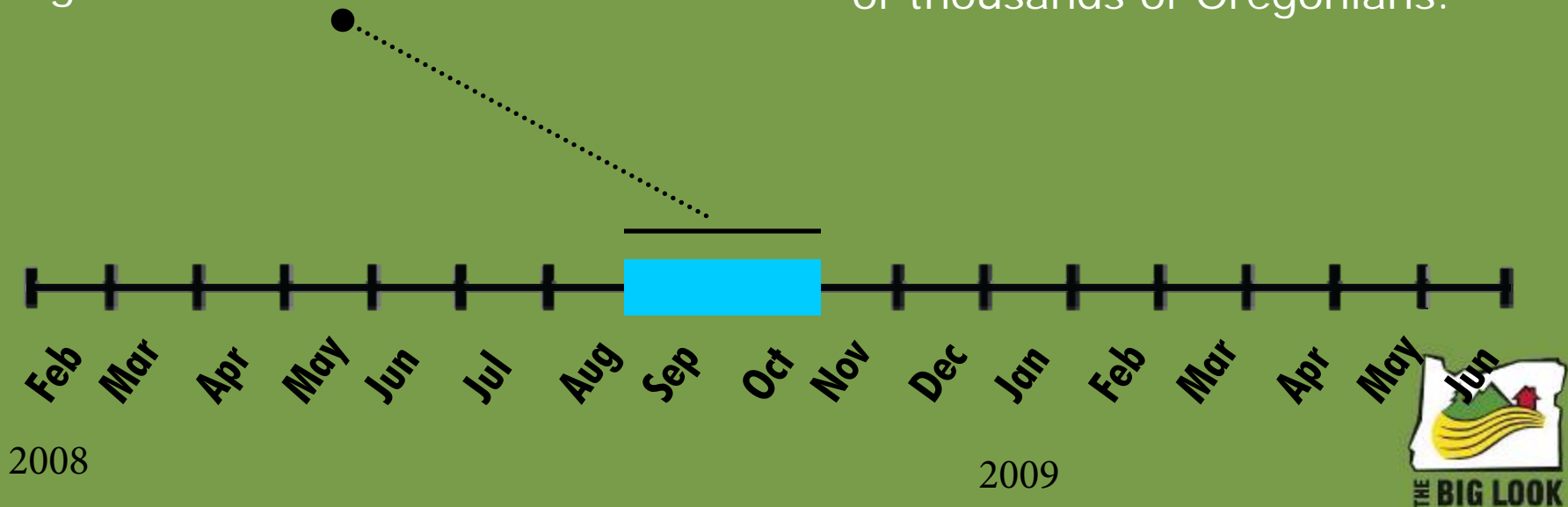


# Schedule – Sept./October 2008



## 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**

Please return completed survey to:  
**BIG LOOK TASK FORCE CONSULTANT TEAM**  
333 SW 5th Ave., Suite 900  
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**.

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Your E-mail Address: \_\_\_\_\_  
Which stakeholder meeting (if any) did you attend? \_\_\_\_\_

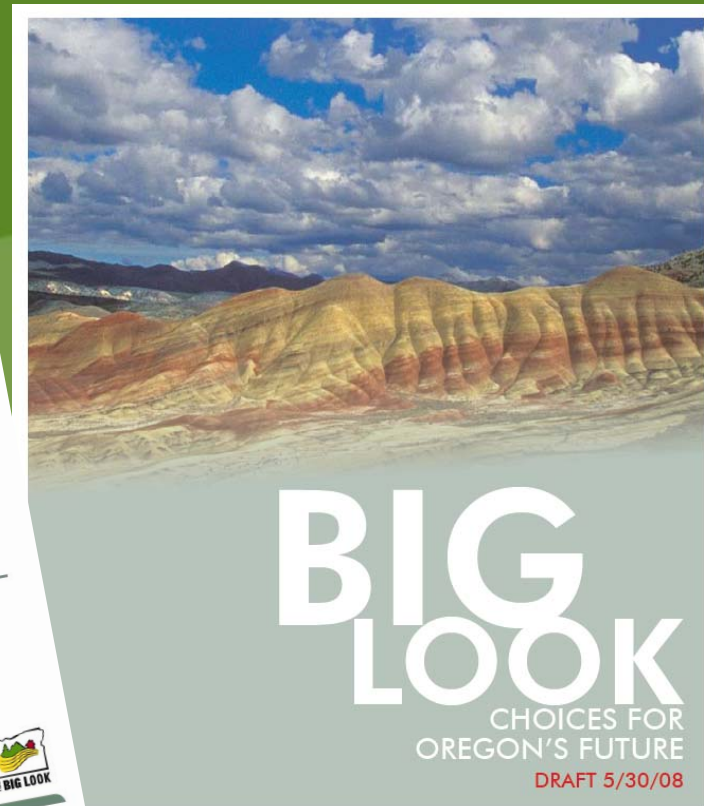
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Are you interested in hosting a meeting about Big Look Task Force materials to your group or organization? \_\_\_\_\_

In this survey, we will ask you questions related to the following issues. 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**

SURVEY FORM



The Big Look Task Force  
on Oregon Land Use Planning





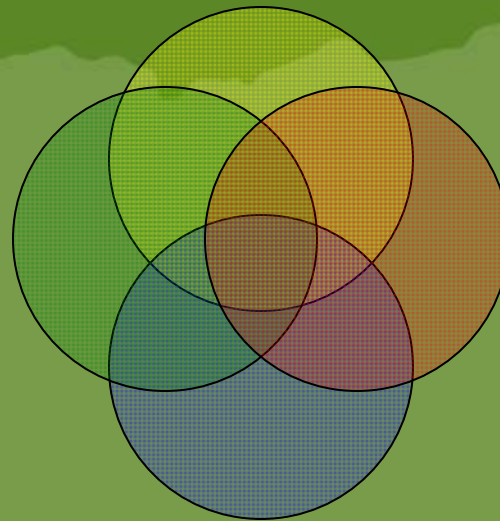
# Overarching Principles

**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

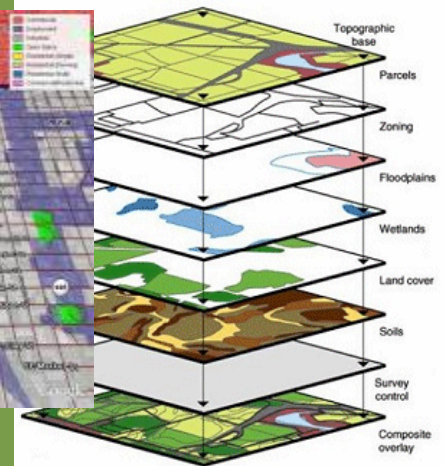
- Program defines land for farm and forest lands
  - 1970's: resource lands identified by soil maps, aerial observation, and analysis of parcels
  - 2008: computer-aided mapping, satellite photos, advanced technology available



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



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## 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 foreground shows a mix of residential houses, some with solar panels, and a large, flat, open area that appears to be a field or a parking 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 bullet point.

# 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, mostly empty lot. In the middle ground, there are several large industrial or warehouse buildings with grey roofs. The background is filled with more residential housing and green spaces. A semi-transparent dark grey box with a grid pattern is overlaid on the center of the image, containing text.

# 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 roads visible. A semi-transparent text box is overlaid on the center of the image, containing the title and a list of recommendations.

# 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



The background of the slide is a photograph of the State of Oregon flag waving on a silver pole against a bright blue sky with scattered white clouds. The flag is blue with a yellow seal in the center. The seal depicts a landscape with a plow, a sheaf of wheat, a cow, and a ship. The words "STATE OF OREGON" are written in yellow above the seal, and the year "1859" is written below it. A semi-transparent dark grid overlay is positioned behind the text.

# Governance—recommendation

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

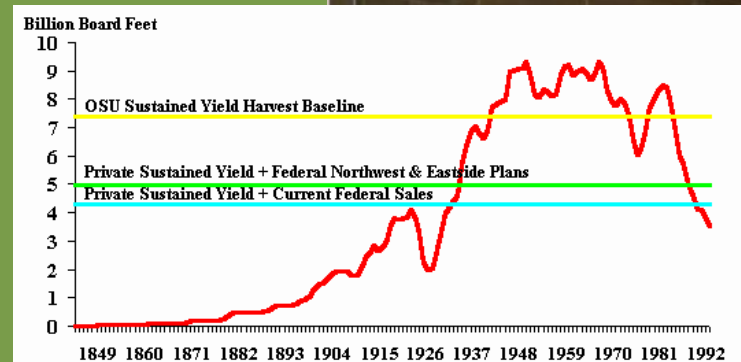


# Economic Prosperity—background

- 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 CO<sub>2</sub> 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

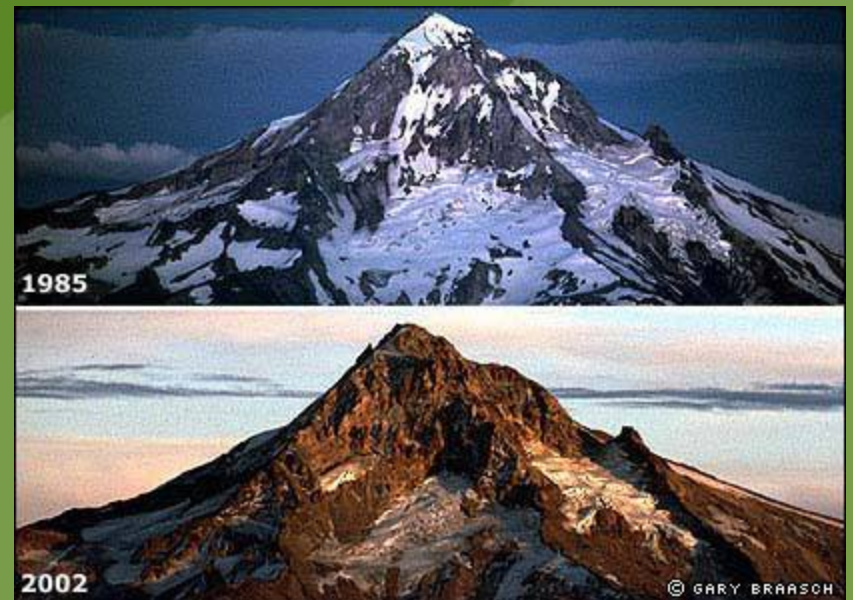
State of Oregon, December 2004





# 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





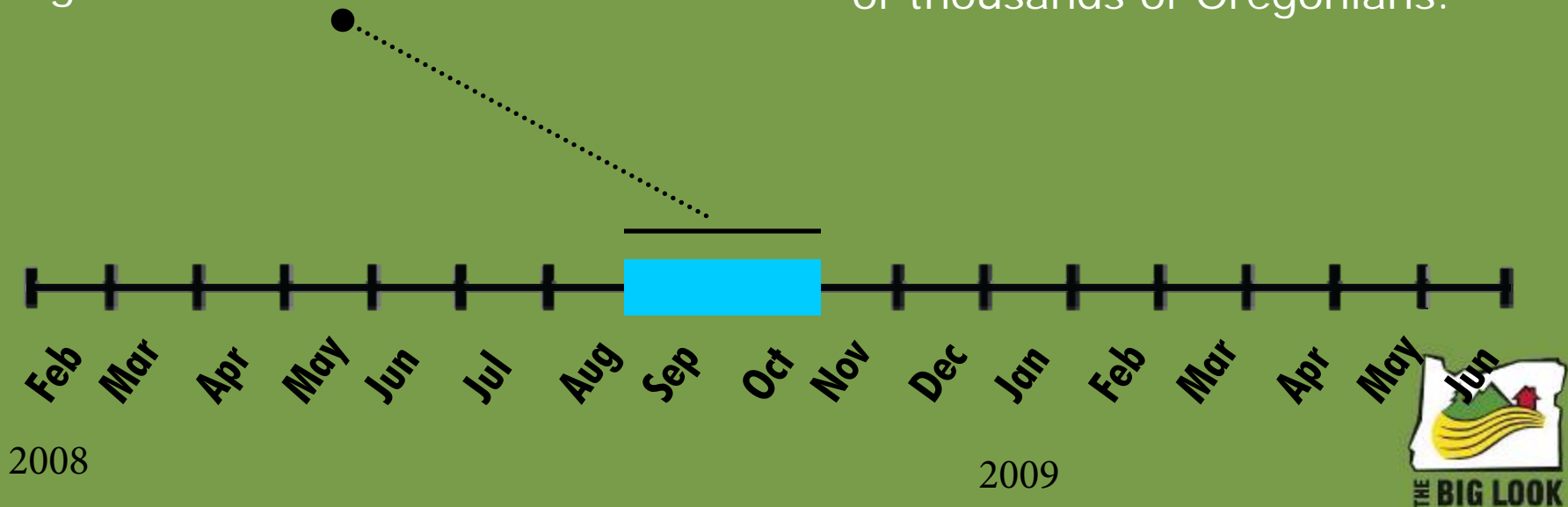


# Schedule – Sept./October 2008



## Large Scale Public Outreach August - October 2008

- 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.



# 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.

The Louisiana Speaks Regional Plan is a living document. It establishes a dynamic, flexible framework that can accommodate contingencies and change while remaining true to a guiding vision. As the plan is implemented—on issues such as high, medium, and low-risk restoration, water and land use, and economic development—we will learn from reality as it plays out. This plan will be consistently updated, revised, and refined.

### LOUISIANA SPEAKS REGIONAL VISION MAP

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

The vision builds on a sustainable recovery that restores coastal wetlands, connects to strategic, shared and resilient infrastructure, and is focused on and beyond existing communities. It is based on the authority of partnership with various regional transportation, and economic zones.

**Recover Sustainability**  
We must have immediate and expanding solutions to help building houses that protect and communities and help them by restoring and supporting their recovery and by meeting the immediate needs of workers and businesses.

**Regional Areas\***

- Urban Center** The largest metropolitan centers—major offices, shops, civic, and cultural facilities and medium-density housing. Accessible to both urban and regional transit and services.
- City Center** Major subregional centers—offices, shops, civic, and cultural facilities, and civic and medium-density housing, accessible to both transit and services.
- Center** Local residential and commercial centers—local shops and offices, and single family homes, communities and medium-density housing. Accessible to both transit and services.
- Leading Unincorporated Areas** Development with existing communities—single family homes, communities, medium-density housing, and local retail. Accessible to transit and services.
- Special Economic Zones** Key economic centers that do not have been previously, but do have access to major transit through transit planning and efforts in new development. Includes commercial facility facilities, education plans, parks, and recreational sites.

**New Growth Areas**

- Transit Centers** serving core communities—regional offices, shops, and civic and cultural facilities, as well as civic and medium-density housing, accessible to regional and local transit and regional facilities.
- Regionalized** group of single family homes, communities, medium-density housing and local shops. Accessible to transit services and roads.
- Recreated** Expansive New or expanded residential districts.

**Transportation Systems**

- New Primary** Rapid Lane/Interstate high speed and/or regional connector rail
- New or Existing Secondary Transit** Central Mass Transit/rapid rail, such as light rail or street car
- New or Improved Roadway** Business Interchange
- Existing US or State Highway**
- Major Road Corridor**
- Existing Rail Corridor**

**Landmarks Features**

- Existing Wetland
- New or Restored Wetland
- Agricultural, Openland Forest or Pasture
- Open Water

**Jurisdictional Boundaries**

- State Boundary
- Parish Boundary

**CPRA Master Plan Features\*\***

- New Corridor
- Opposed Corridor
- Existing Corridor
- Proposed Features for Major Urban Centers (Using Various Protection Levels)
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**Footnotes:**

\*This map illustrates a future for South Louisiana based on the input of tens of thousands of citizens and stakeholders. It includes elements of the Coastal Protection and Restoration Authority's Master Plan.

\*\*For more information on the CPRA Master Plan, visit [www.louisianaspooks.org](http://www.louisianaspooks.org)







## Video Insert—fall viewing

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







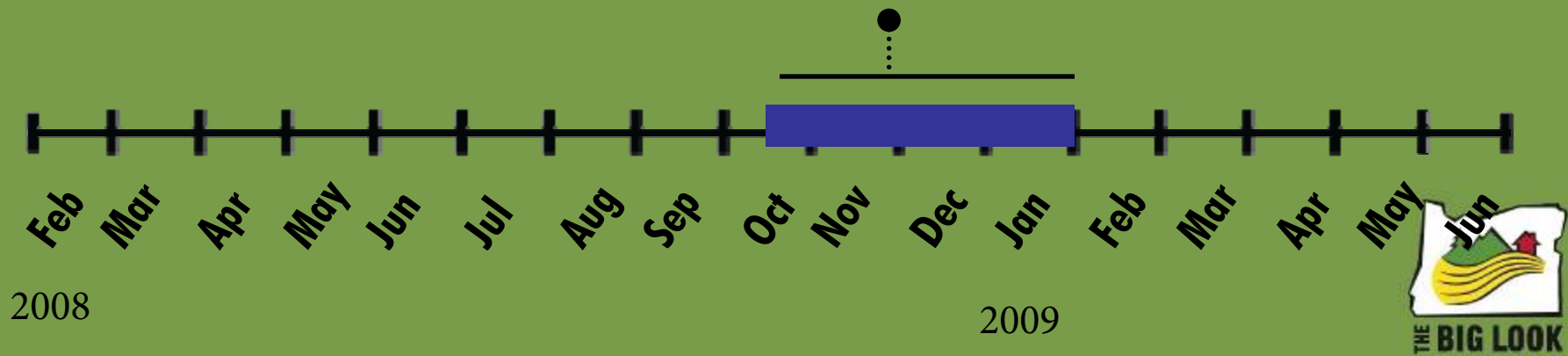
# Schedule – October 2008/Jan. 2009

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