

Metro Charter Committee

PO Box 9236 • Portland, OR 97207 • 273-5570

AGENDA

DATE: September 5, 1991
MEETING: Full Committee
DAY: Thursday
TIME: 5:30 p.m.
PLACE: Metro, Room 440, 2000 SW 1st Avenue, Portland

5:30 Call meeting to order.

Testimony on metropolitan growth issues. The following individuals and organizations have been invited to speak to the Committee.

Mike Thorne, Executive Director, Port of Portland
1000 Friends, Keith Bartholomew

Don Clark, former Director, Housing Authority of
Portland

Nohad Toulon, Dean of Urban & Public Affairs, PSU
Bill Moshofsky, Oregonians in Action

Carl Halvorson, member of the 1976-77 Tri-County
Commission which made recommendations to the
Legislature on the form of Metro.

7:00 Correct and adopt minutes from previous meetings.

7:30 Adjourn meeting.

MINUTES OF THE CHARTER COMMITTEE
OF THE METROPOLITAN SERVICE DISTRICT

September 5, 1991

Metro Center, Council Chambers

Committee Members Present: Hardy Myers (Chair), Judy Carnahan, Larry Derr, Jon Egge, Charlie Hales, Matt Hennessee, Frank Josselson, John Meek, Wes Mylllenbeck, Ray Phelps, Jr., Isaac Regenstreif, Bob Shoemaker, Mimi Urbigkeit

Committee Members Absent: Ron Cease, Ned Look, Mary Tobias

Chair Myers called the regular meeting to order at 5:40 p.m.

1. Testimony on metropolitan growth issues.

Mike Thorne, Executive Director of the Port of Portland, spoke to the Committee regarding the Port of Portland's role. The Port is a transportation service agency providing the connection between international marketplaces through aviation and marine terminals, ship repair activities, and real estate to tie together and support the activities. The airport and its land is the underlying fundamental asset of the Port of Portland. The Port is crucial to the economic health of the state as can be noted by the change in focus of the Midwest rail system to get to the West Coast marketplace. The Port is a medium sized port competing with five of the largest ports in the United States. A conflict arises for the Port as to how private sector business functions should be performed when the Port of Portland is a creation of the legislature. The Port is expected to be financially sound and expects public support to be limited in the future due to the change in tax structure. \$12 billion in import and export trade activity flows through the Port of Portland, making its presence critical to the region's exporters. As the steamships go through a rationalization process, Portland must compete with Tacoma and Seattle. Currently, the steamship lines are subsidizing exporters to move their goods through Portland rather than Tacoma and Seattle. The land, which is leased or sold to private businesses, is used to support the Port's activities and bring about improvements to the export and import business which is now nine exports for every one import. The Port could be a gateway to the domestic market. The Port of Portland airport is

fortunate to have four of the strongest lines in the industry: Alaska, Delta, United, and American. The passenger growth for the Portland airport is greater than the national trend. The Port of Portland operates three general aviation reliever airports in Hillsboro, Mulino, and Troutdale to take pressure off the Portland airport. There are three rail lines serving the Portland area. The dual role of the Port is to serve a transportation function that generally needs some public support with another kind of subsidiary activity such as ship repair, which has to carry itself. At the same time the beneficiary is the community by way of taxes that come as payroll taxes. The challenge of the Port is how to access the benefits of the Port and deciding who should pay. Currently, the Port is 94-95% self sufficient and is not a profit center. The major projects of the Port of Portland are to provide services where expected and to deepen the channel to accommodate ships in the future.

Chair Myers agreed that the Port is important to the area and asked how much land the Port has.

Mike Thorne responded that it is responsible for approximately 10,000 acres including Smith and Bybee Lakes, Hillsboro airport, Troutdale airport, and Mulino airport. There are 3,200-3,500 acres at the Portland airport, 300 acres of which could be used for future development.

Chair Myers asked if the Port of Portland, excluding the airport, operates under a long term plan.

Mike Thorne replied that two years ago, the Port began to think in a strategic sense as a corporation. The plans it had been working under were master plans or facility plans which discussed how the property would be used. The Port does not have an integrated master plan for the whole Port and a strategic plan, but it is working on it.

Isaac Regenstreif asked what interaction the Port has had with Metro and how would it develop in the future.

Mike Thorne stated that he could not give a good answer to the past. It is important for public bodies to understand each other's roles to make the interface easier.

Charlie Hales stated there is a major project proposed in the future with airport light rail which would require the cooperation of JPACT, Metro, and the Port. Charlie Hales asked if Metro should take the lead role or if all three agencies should be equal.

Mike Thorne stated that the corridor to the airport is planned to guarantee that light rail gets there. If the groups are unable to work together, they may not be able to understand what to

bring to the group, and no benefits will result from bringing the groups together.

Charlie Hales restated his question to ask if coordination would be enough to get the job done and give the level of service that people expect.

Mike Thorne stated that coordination should be enough. If the Port of Portland does not coordinate with transportation issues, it is not doing its job as a transportation service provider.

Jon Egge asked how the taxing boundary for the Port of Portland matches with the Metro boundary.

Mike Thorne stated that the Port of Portland receives tax funds from the tri-county area.

Ray Phelps inquired about the 95% self sufficient figure and asked what makes up the additional 5%.

Mike Thorne stated that the Port expects revenues of \$119 million for the next year. \$12 million comes from property tax payers and the bulk comes from service payers.

Ray Phelps asked if the property tax dollars were in or outside of Ballot Measure Five.

Mike Thorne replied that \$4.5 million consists of general operating levy funds and the rest general obligation bonds. The Port revenue will not be growing from the general operating levy or general obligation funds.

Ray Phelps asked (inaudible).

Mike Thorne stated that the only time the Port will be in that situation, is if there is voter approval, major expansion, or an unknown surprise to the Port.

Ray Phelps stated that those situations would all be outside of Ballot Measure Five.

Mike Thorne stated that part of the problem the Port must face is that it is generally publicly subsidized.

Keith Bartholomew, staff attorney for 1000 Friends, stated that 1000 Friends took a prominent position in favor of Ballot Measure One in November. 1000 Friends believes there are challenges for growth in the future. Traffic on the highways is increasing eight times faster than the population, there is a holding pattern for carbon monoxide in the area, and the ozone is double the allowable limit for the area. There are also water quality problems and deficiencies in open spaces. By the year 2010,

500,000 more people should enter the area. The technology needed for the future is available now. 1000 Friends believes that future improvement needs to be in the government bodies. Since the growth challenges are regional, any effective solution will have to be a regional approach. A more bold approach is necessary. The regional issues are complex so a multi-faceted approach and firm resolve to assure effective policies are needed.

Chair Myers asked what authority Metro should have for growth management.

Keith Bartholomew stated that land use is a topic where Metro needs to take a much more aggressive role. The integration between land use and transportation is an important area for Metro to focus on. Keith Bartholomew gave the example of the Troutdale proposal for a regional shopping center at a location that was not serviceable from the region's preference for transportation.

Jon Egge asked if 1000 Friends favored giving ultimate authority for planning to Metro.

Keith Bartholomew stated that it is a consideration but the local jurisdictions should not be kept out of planning. Some planning authority should remain at the local level since some issues are of a local nature.

Jon Egge asked where the line should be drawn between regional and local authority.

Keith Bartholomew suggested that Metro have a similar process to LCDC for compliance with Metro goals and objectives. It would be a periodic review-type procedure. When there is a proposal for a major development, Metro needs to play a key role in the permit process.

Jon Egge asked if the original figure projection of new residences by the year 2010 was 500,000.

Keith Bartholomew replied yes and said the number included Clark County.

Jon Egge asked if Metro would be obligated to accommodate whatever growth comes to the area. Jon Egge also asked if part of the planning process would be to determine what level of growth the air shed could handle.

Keith Bartholomew stated there is an obligation to accommodate the growth. The state policy, Goal 10, is to provide a full range of affordable housing to all who choose to live here. The air shed issue is a policy decision made by the federal

government. Whether Oregon can accommodate the growth and maintain clean air is a question that remains to be answered. If businesses are turned away because we can't serve them, the state will be turning away economic and population growth.

Bob Shoemaker built on Jon Egge's earlier question by commenting that it sounded as if Keith Bartholomew was suggesting the addition of another layer of planning approval. Bob Shoemaker asked if there were any suggestions as to how to give Metro planning authority without adding a new layer.

Keith Bartholomew suggested shifting the entire corpus of land use review to Metro. The choice is either to do a better job of coordination or centralization.

Bob Shoemaker asked if Keith Bartholomew had any suggestions on how to achieve centralization.

Keith Bartholomew suggested adding a Metro sign-off to the dwelling permit form. In addition to having the land use authority, county sanitarian, county roads, and others, have a Metro sign-off for businesses above a certain size or employment level and for housing developments of a certain size.

Bob Shoemaker suggested that the process would be an additional layer.

Keith Bartholomew agreed. Having Metro be the sole approval authority for land use may sound perfect, but it may not be desirable.

Ray Phelps asked (inaudible).

Keith Bartholomew stated that Metro should play a role in periodic review but LCDC still has a role to play. Metro could take over the state policy which agrees to provide affordable housing for all who choose to live in the area. Part of the problem with Metro assuming LCDC powers is that the three counties have land both inside and outside the UGB.

Frank Josselson explained that some communities are discovering that they do not have the resources to support the growth. Frank Josselson asked if LCDC and Goal 10 prohibit jurisdictions from imposing growth controls where there is not enough water to support the growth.

Keith Bartholomew answered that no, there is a balancing of land use goals. For example, Goal 11 requires the provision of urban services and facilities to accommodate rural and urban development. Florida has a law, which might also be an Oregon law, where the local government must provide and maintain the necessary services in order for the development to get approval.

Frank Josselson asked if it is correct that 1000 Friends have taken the position, in litigation, that specific developments may not be permitted because transportation and public services are not available to serve them.

Keith Bartholomew agreed with the statement.

Charlie Hales summarized the discussion to say that 1000 Friends would like the Committee to consider approval authority for regional developments and the authority to change comprehensive plans. Charlie Hales went on to ask why Metro, rather than LCDC, should be the "heavy" with local governments.

Keith Bartholomew said land use review should stop at the regional level. LCDC has few resources, small staff, and is in Salem, not in this region where the action is. Metro needs to take a more pro-active role. Metro needs to have the possibility and responsibility for review.

Charlie Hales asked if the responsibility should be ongoing.

Keith Bartholomew replied yes.

Jon Egge explained that there was a difference between LCDC and Metro in the fact that LCDC does not provide services. Jon Egge asked if there could be pollution by the fact that they could make planning decisions that could enhance their service delivery ability in certain areas.

Keith Bartholomew stated that the possibility is there. Decisions made by Metro do affect the areas outside the Metro jurisdiction. Metro needs to take a responsible pro-active role in planning the region but LCDC should also have a hand in the region. It has its own set of interests which must be safeguarded.

Wes Myllenbeck asked if the Metro boundary should be expanded to cover the three counties.

Keith Bartholomew said 1000 Friends have not discussed the topic. Personally, it sounds like a good idea. There needs to be a coordinated approach to areas outside of the UGB. Columbia and Yamhill Counties could also be included.

Ray Phelps asked who would pay for the planning and what form of revenue would be used. Ray Phelps said a gross receipt on real estate might probably be better than a property tax or a real estate transactional tax.

Keith Bartholomew stated that the question is more a battle of "turf" whether it be money or political authority. A rearrangement of the property tax structure is needed for the

region so the losers can get part of the shares of the winners. RUGGO's is looking at economic activity centers to concentrate growth in the suburban areas. The disparity between various cities needs to be leveled off. One way to support Metro is through a regional tax base sharing system similar to the Minneapolis/St. Paul area.

Ray Phelps asked if it would be in the form of assessment not in the form of dues.

Keith Bartholomew replied yes.

Charlie Hales asked if the Committee should consider having Metro administer the system and keep a percentage of the revenue to operate Metro.

Keith Bartholomew answered yes. With a regional tax base sharing program for regional services, it makes sense for the regional government to run the program. The Minneapolis/St. Paul regional government began a tax base sharing program 20 years ago with the constituent counties in the area rotating the responsibility around.

Chair Myers stated that regional base sharing has significance apart from the issue of the financing of the regional government in removing the need for local governments to compete for the base. Intelligent land use planning and management can be fostered.

Keith Bartholomew agreed with Chair Myers. The Minneapolis/St. Paul regional government began the tax base sharing program to reduce the disparity between cities. The disparity between the payment rate for the jurisdictions has gone down, in the last 20 years, from 14 to 1 to the current rate of approximately 4.5 to 1. The tax base program was also started to take away some of the incentive for increased commercial and industrial development where it did not make regional sense. Financing Metro is a tough issue.

Frank Josselson asked how to maintain a sense of local identity with regional planning.

Keith Bartholomew said that it is difficult to maintain a sense of identity without regional planning. The local government could retain jurisdiction over neighborhood issues and Metro should have jurisdiction over issues such as a major retail center or center of employment.

Frank Josselson asked if 1000 Friends have been through an exercise which would address the question of how to determine what is a local issue and what is a regional issue. If not, would 1000 Friends be willing to do such an exercise?

Keith Bartholomew stated that he has not been through such an exercise but would be willing to attempt it for the Committee. 1000 Friends does have some information that addresses the issue. Keith Bartholomew will try to respond to the issue in writing at a later date.

Frank Josselson would like the information to be very specific so someone would be able to tell exactly what would be a local or regional issue. A finer line than that would be helpful.

Keith Bartholomew stated that if he could draw a fine line, he would be doing better than many forms of government that have tried. Many people have tried to draw the lines many times but the task is extremely difficult.

Matt Hennessee asked that the record show that, due to time constraints, any additional questions the Committee has for Keith Bartholomew may be given to the staff who will see that the questions reach Keith Bartholomew for comment.

Don Clark, former Director of the Housing Authority of Portland, said that he is not representing any organization and is prepared to answer any questions the Committee may have. Don Clark's past includes being a sole executive elected for local government, a major governmental agency manager appointed by a board, and a chair of a policy body and executive officer of the agency.

Charlie Hales asked to hear Don Clark's thoughts on the possibility of consolidating regional housing programs and housing authorities into Metro.

Don Clark stated he is an advocate of consolidating housing. There is a need to consolidate governments to make government less cumbersome. Metro could have the authority to consolidate housing although it would be decentralized. A greater reform would be to get rid of all the local governments and have a metropolitan/city/county government which would assume a lot of the service district functions. The public would know who is accountable. Currently, the public does not know who is responsible for everything that is happening because everything is scattered.

Chair Myers asked about Don Clark's views on the internal organization of Metro.

Don Clark suggested that there is value in the separation of powers. There is value in a policy body that deals with long term planning and policy issues and has discussions regarding the values of the community and how the programs fit with the values. There should be discussion about the quality of the programs. Currently, the wrong questions are being asked between the forms of government. The policy body should be concerned with the

value of the program and effectiveness, not just the efficiency of the program. The policy body would provide a forum for the public to respond to. With everyone elected by districts, there is a risk of log rolling and fence building for protection. Some members need to be elected at large, to prevent the log rolling and to speak for the whole area. The executive should be managing the programs, delivering the services, and administering the agencies not chairing the legislative function. With the executive serving as the chair of the legislative body, the executive will be too busy to run the city. The elected executive officer needs to be visible and accountable to the public for results. There needs to be a separate but equal position between the executive and the legislative body so there is a dialogue and a friction that exists to make sure the public purpose is served.

Ray Phelps asked for comments regarding the funding, either traditional or non-traditional, for a regional government.

Don Clark responded that no one likes taxes. Government ought to have a broad base of taxing instruments so that if things get bad in one area, funds can be received through a different means.

Ray Phelps asked if, to the fullest extent possible, the Committee should provide a wide array of funding.

Don Clark agreed with Ray Phelps. The Committee does not want to limit its funding possibilities right away through the charter. If the public does not like the taxing mechanisms, they will let their opinions be heard.

Ray Phelps asked for Don Clark's opinion as to why Metro has not been identified with its role. Ray Phelps asked for reasons why there is a lack of communication between Metro and the people.

Don Clark responded by saying that a lot of people do not know what Metro is. They do, however, know what cities and counties are. By consolidating the governments, the people will realize who is providing the services for the people. Don Clark mentioned a journal article outlining the consolidation of local governments in Kentucky.

John Meek asked if when Don Clark said "local government" he was referring to the consolidated cities/counties.

Don Clark stated that yes, local governments do refer to the city/county idea. How services are delivered and how to decentralize or centralize are other issues that will need to be addressed. Problem solving needs to happen on the regional level and in the neighborhood area to get effective solutions. Fewer governments would be a reform.

Matt Hennessee inquired how the service districts would fit into the city/county structure of government. Matt Hennessee also asked what form of government should head Metro.

Don Clark replied that the executive director should be an elected, highly visible official accountable to the people. The council should pick their own officers. On the other hand, the public has a right to hold accountable the person at the top of the government who is enforcing the laws. A direct link to the public is needed. The public should be able to identify Metro with the executive director.

Matt Hennessee asked Don Clark to speak on the service districts.

Don Clark stated that counties can assume responsibilities for the service districts currently. Metro could do the same thing. It is better for the public if Metro runs the service districts so that they can hold someone accountable.

Matt Hennessee asked what would be Don Clark's second choice if the Committee decides not to combine the cities and counties into one large government.

Don Clark responded that Portland Future Focus concentrated on the values and the regional vision. The conclusion of Portland Future Focus was that the city cannot deliver the regional services but that a grander government must. Every neighborhood ought to have a mix of population to even out the distribution of wealth and services.

Charlie Hales asked what the audit functions should be for Metro if more authority is given to Metro.

Don Clark stated that he had mixed feelings regarding an auditing function. The function is needed for continual oversight and friction, but it does not matter if the auditor is an elected or appointed position.

Chair Myers expressed his consensus with Don Clark regarding the auditor position.

Nohad Toulan, Dean of Urban and Public Affairs at Portland State University, stated that he is working on a paper entitled Oregon 2100 for the Oregon Progress Board. The community needs an understanding of vision and where the region is going. Since January first, the Oregonian has written four articles criticizing the lack of cooperation among the local governments. There are in excess of 380 elected officials in the region. 1.23-1.24 million people are living in the four metropolitan counties not including Clark County or Yamhill County. Ten of the twenty-four largest cities in Oregon, with populations over 15,000, are located in the Metropolitan area. 44% of the 1.23-

1.24 million people living in the Metropolitan area live in the suburbs outside of Portland, Gresham, and Beaverton. 500,000 people will migrate into the area during the next 20 years. Assuming that the current trends will continue, there will be a corridor built between Portland and Corvallis by the year 2040. By the year 2090, all cities along the corridor will be the size of Wilsonville. Nohad Toulan does not recommend opening the UGB because city poor areas will be developed just on the other side of the UGB. There is not an obligation to absorb growth in a specific location if growth can be provided for in another area. Metro needs to plan for growth, land use, regional facilities, and transportation. Nohad Toulan was a member of the UGB Committee with CRAG in 1976-1977. Regional planning develops the basic concepts for the local governments. Metro should be expanded to include the three counties or at least parts outside of the UGB.

John Meek asked if the lack of cooperation for local government is a band-wagon approach or a widespread problem.

Nohad Toulan replied that his statements regarding the lack of cooperation by local governments is the opinion of the Oregonian. Since Ballot Measure Five passed, everyone seems to be taking about why services are not being consolidated. Consolidation will not have immediate benefits. If consolidation is not possible, cooperation is a good alternative. Savings occur through an increased level of cooperation.

Frank Josselson stated that he understood Nohad Toulan to say that there is a limit that the metropolitan area can accommodate and maintain certain standards of quality of life and Nohad Toulan advocates a regional government with a mission to determine the level of accommodation.

Nohad Toulan stated that Frank Josselson is correct. Limitations are put on the region by the air shed. The question is not one of "no growth" but one of how should the growth be distributed.

Frank Josselson asked if and when Metro makes the determination of how the growth should be distributed, would Nohad Toulan be confident that Metro will determine that the additional 500,000 is more than the Portland area can handle.

Nohad Toulan replied that he cannot answer the question now. Questions such as how much land will be used, what densities will there be, and what the impacts are will need to be asked.

Frank Josselson asked if the 500,000 increase in population figure is an assumption that needs to be thought about before decisions are made.

Nohad Toulan replied that it should be thought over, and if it is

accepted, we need to prepare for it.

Frank Josselson asked if the figure was a well thought out assumption.

Nohad Toulan said it is a valid assumption and even possibly a conservative assumption.

Frank Josselson asked if the assumption is valid that the Metropolitan area can accommodate 500,000 more people and acceptably preserve a quality of life.

Nohad Toulan replied that the metropolitan area can absorb 500,000 people or more without destroying the quality of life. Nohad Toulan cautioned that planning should look past the next 500,000 people to the 20 years after that to maintain the same growth pattern. A strong planning role for Metro will enable Metro to work with other state agencies to determine the growth for the entire state.

Bob Shoemaker asked if there is a way to give Metro approval authority of regional facilities without adding another layer of government.

Nohad Toulan stated that there are models that do not create another layer of government if local government would delegate some of its responsibilities to the regional government. There is no proof that one government is less expensive or more efficient than many governments. Planning has been regulations with no vision as to what the regulations will do. There needs to be visions, not just regulations, accepted by the local governments.

Jon Egge asked how the 75-year, long-range plan should be financed.

Nohad Toulan had no suggestions as to how to finance the plan. Nohad Toulan suggested that future generations should not have to finance the development of today.

Jon Egge inquired as to whether Metro's delivery of services would taint the planning process should it receive planning authority.

Nohad Toulan agreed that the delivery of services could taint the planning process since the day-to-day operations may overshadow the services.

Charlie Hales discussed the 40,000 acres zoned for five-acre lots outside of the UGB. How is the local issue of implementation solved without transferring the zoning authority to Metro?

Nohad Toulán stated he did not know who he would blame, local or regional, for the five-acre lots. When the UGB was being established, the questions centered around what would happen inside the boundary rather than outside where most of the damage would occur. It is not an enforcement problem but rather the lack of experience of the group that established the UGB.

Charlie Hales asked if Metro should be empowered to move the UGB out to encompass the exception areas and zone and plan those areas for urban development since that appears to be happening.

Nohad Toulán stated that he does not favor changing the UGB if the moment they are established there is the assumption that they are valid only for the next 15 to 20 years and then will be expanded. Nohad Toulán will change his statement and favor a change in boundaries only if the UGB must be fine-tuned to correct the abnormalities that resulted from it.

Ray Phelps stated that if the policy guidelines were clear and subject to review by the executive director, a separation would occur.

Nohad Toulán agreed that a separation would occur with a strong executive to manage the agencies and activities. A strong policy body is also needed for policy decisions.

Ray Phelps added that the policy body should stake out the vision and monitor the performance toward the vision.

Nohad Toulán said he was not implying that the executive director position be watered down.

Ray Phelps stated that was not his intent with the question. The question was meant to center around the duality of responsibilities.

Nohad Toulán stated that the separation of planning from the everyday operations is the reason for planning commissions to be separate from local government officials.

Larry Derr stated that the general language in plans often becomes the regulation although it was not intended that way. Larry Derr asked if Nohad Toulán could provide the Committee with material to enable the vision to remain a vision and not become part of the regulation.

Nohad Toulán said he would offer the Committee a copy of his paper Oregon 2100 when it is complete.

Bill Moshofsky, legal council for Oregonians in Action, introduced Dale Johnson, land use planning consultant, and distributed written testimony and a brochure about Oregonians in

Action.

Dale Johnson presented the written testimony. Land use planning and public facilities planning are lacking from the regional growth plan. There needs to be land use planning at the regional level that would give specific direction to the local development policies. Oregonians in Actions believe that LCDC has no planning program for growth in the state. The regional level is not considering the allocation of the new population and the relationship of that allocation to the necessary public facilities. Oregonians in Action urge that livability, or the quality of life, within neighborhoods be the basis for planning in the region and that no land use decisions be made to jeopardize that quality. Metro must be given the responsibility to develop and implement a land use plan that sets out the broad land use allocations for living, working, shopping and recreating within the urban area. Planning must be driven by the concern for livability of the home and neighborhood. Metro should oversee the allocation of commercial and industrial designations for development, to be certain that the designation of these uses is consistent with the capacity of the housing areas to support the employment and marketing demands. All public facilities planning decisions should be subservient to the quality of life concerns within the neighborhoods. The most restrictive public facility, such as a school, should control the maximum development allowed. If the planning process fails to identify a capacity within the UGB to accommodate future growth, Metro could demonstrate a need for necessary expansion of the UGB or it could advise of the need to limit economic growth and make the necessary changes in land use designations to reflect the reduced need for industrial and commercial development. Dale Johnson cited Tri-Met and the west side light rail project land use designations as examples of the conflict between increasing population without having enough current services. Regional and local decision making should be based on whether or not the market and employment needs go beyond the city boundaries. If city boundaries are crossed, then the decision should be considered a regional decision. All decisions should be made on a case by case basis. Oregonians in Action are concerned that Metro not necessarily be the zoning agency but it should be the original comprehensive land use planning agency for the region. Certification of local agency plans would be based against that plan. The local agencies would have the responsibility to do the enforcement and implementation.

Charlie Hales said that Oregonians in Action have generally been critical of LCDC with regard to local planning. Charlie Hales asked if he was understanding correctly that Oregonians In Action constituents might favor a strong Metro as a big local government in a plan review function, as opposed to having the plan review function carried out at a similar level of aggressiveness by LCDC.

Bill Moshofsky agreed with the Charlie Hales' interpretation. Bill Moshofsky went on to say that LCDC should limit itself to issues of genuine state significance and Metro should limit itself to regional issues which would leave local issues to the cities.

Dale Johnson commented that LCDC needs to start taking some responsibility for growth issues rather than turning them all over to the cities.

Charlie Hales asked if the membership of Oregonians in Action would be satisfied with an increased net level of planning which would lead to better regional planning done by Metro, not by LCDC.

Bill Moshofsky said that was true. It would be more efficient for the metropolitan region to do its own regional planning rather than letting it be done in Salem where the region won't get special attention.

Dale Johnson stated that the ideal would be for Metro to certify the state plan and for the state to certify Metro's plan.

Bill Moshofsky said that it does not make sense for LCDC to be second guessing the metropolitan area when Metro is right here and has competent people to do the job.

Hardy Myers commented that a theme brought out in the discussion is that the current structure does not constitute a vision of the future. The vision includes where the growth will occur. Hardy Myers asked what the authority Metro should have in determining where growth should occur.

Dale Johnson stated that Metro is the only agency that can talk about the broad base land use policies for the next 500,000 people. When considering spending public money for public facilities, one has to look beyond the UGB. Dale Johnson also explained that the one difference between 1000 Friends and Oregonians in Action is that 1000 Friends' priority is efficient transportation. Oregonians in Action's priority is a livability plan starting with the neighborhoods. It would require less funding than the current plan to devise a transportation system based on the livability of the area.

Bill Moshofsky stated that the state policy is flawed. Almost every acre of private rural land is zoned for farming or forestry. Twelve million acres have been mis-zoned. The planning system should look at the totality of what the area has and come up with good answers to maintain the quality of life.

Jon Egge asked if the RUGGO's provide the proper vision or restate the same kind of policy that exists at the state level.

Dale Johnson said the RUGGO's are facility based. The basis behind them is to provide efficient facilities and then tell people where to live.

Jon Egge asked if the RUGGO's were a restatement of LCDC policy.

Dale Johnson explained that the RUGGO's were backward to what they should be. The environment should be planned first and then determine how to serve it.

Bill Moshofsky added that livability for people in this area does not necessarily mean the environment, but their personal possessions such as their cars.

Dale Johnson stated that the current land use restrictions are increasing land values which does not provide for low cost housing.

Frank Josselson asked what Oregonians in Action's answer is to the low cost housing problem.

Dale Johnson stated that the UGB created an artificial shortage which has resulted in sprawl.

Frank Josselson inquired about contradictory statements made by Bill Moshofsky regarding the UGB. He said that Bill Moshofsky has been an advocate of dividing up rural lands into five-acre home sites, and there are 40,000 acres of exceptional land surrounding the UGB which prevent the UGB from expanding. Frank Josselson said that Bill Moshofsky was advocating an UGB which grows like an amoeba as the need for additional land occurs.

Bill Moshofsky stated that if there had been a longer vision, the five-acre homesite land may have been incorporated into a city. The position of Oregonians in Action is that there need to be regulations in planning where appropriate and development should proceed. Maybe changing the annexation laws would solve some of the problems. The market place and tax measures can sometimes get around the barriers.

Dale Johnson added that if the barriers are anticipated and reacted to, much of what occurred could have been precluded by the simple addition of the requirement that a preliminary development plan be developed for the urban use of the property.

Frank Josselson replied that Bill Moshofsky has historically opposed that type of regulation.

Dale Johnson stated that Bill Moshofsky is agreeing with it now.

Charlie Hales asked if Oregonians in Action would support conferring authority on Metro to determine some sort of urban

reserve outside the current UGB.

Bill Moshofsky replied that Oregonians in Action will support it. At a recent task force meeting with LCDC on the topic, Oregonians in Action supported empowering local government to have urban reserve authority. Conditioning development measures are preferred and are less prohibitive but can accomplish the same goals.

Dale Johnson commented that the only people buying the five-acre parcels of land are the very wealthy. If the regulations were modified, there would be a better chance of getting a cross section.

Frank Josselson stated that people should not live on the five-acre parcels of land because the land does not have sewerage services and the ground water could get contaminated.

Bill Moshofsky replied that if sewerage service is not available, then people should not live there, but with today's technology it should not be a problem.

Ray Phelps asked if the definition of 'neighborhood' is being used interchangeably with city or town. The use of the word seems to be used to define a specific geographic area with a specific number of living units.

Dale Johnson said that 'neighborhood' would need to be defined.

Ray Phelps asked if there was elasticity in a large definition with a little more rigidity at some part of it being the neighborhood.

Dale Johnson commented that the sum of the total of all the neighborhoods is the population.

2. Correction and adoption of minutes

The correction and adoption of minutes was postponed until further notice.

3. Additional comments

Jon Egge asked if the planning subcommittee would have a meeting to plan the retreat and decide on a facilitator.

Chair Myers noted that Don Barney has already been selected as facilitator for the retreat. Chair Myers said he conferred with Ray Phelps and Wes Myllenbeck regarding the decision.

Jon Egge asked if the planning subcommittee will get together with Don Barney.

Chair Myers replied yes and noted that all members of the committee will be notified of the meeting.

Frank Josselson asked that the Committee ratify the decision made by the subcommittee to select Don Barney as noted in the bylaws.

Motion: Matt Hennessee moved, seconded by Wes Myllenbeck, to approve the retention of Don Barney as facilitator of the September 14 retreat.

Vote on the main motion: Chair Myers, Judy Carnahan, Jon Egge, Charlie Hales, Matt Hennessee, Wes Myllenbeck, Ray Phelps, Isaac Regenstreif, Bob Shoemaker, Mimi Urbigkeit voted aye. Larry Derr and Frank Josselson abstained. The vote was 10 ayes to 2 abstentions and the motion was approved.

Matt Hennessee stated that he made the motion out of cooperation and an understanding that the planning subcommittee would foster ideas for the full committee. The role of the planning subcommittee ought to be talked about in the future so that everyone is clear as to its role.

Frank Josselson noted that the decision was not a decision of the planning subcommittee.

Chair Myers explained the process of selecting the facilitator. The names of the facilitators were compiled and two other members of the Committee were selected to help in the process. If the selection process should have involved the planning subcommittee, Chair Myers apologizes.

Frank Josselson said that he did not want to be misunderstood. Frank Josselson understood that there was a process to appointing subcommittees which involves allowing anyone who wanted to participate on the subcommittee. Chair Myers created a subcommittee without giving others an opportunity to participate and the subcommittee made a final decision without being put in the form of a recommendation. The bylaws were adopted and should be followed.

Ray Phelps stated that the selection process for the subcommittee to select a facilitator was approved by the Committee at the last full meeting.

Jon Egge added that a majority of the Committee was present when the selection process was discussed at the last meeting.

The meeting was adjourned at 9:15 p.m.

Respectfully submitted,

Kimi Iboshi

Kimi Iboshi
Committee Clerk

Reviewed by,

Janet Whitfield

Janet Whitfield
Committee Administrator

approved 9/26/91

Materials following this page represent
Public Testimony

OREGON 2100
Urban Form and Settlement Patterns

By
Nohad A. Toulan

Dean
School of Urban and Public Affairs
Portland State University

Presented to The Oregon Progress Board
September 17, 1991

Introduction

In 1987 New York City adopted the report of its "Commission on the Year 2000". A year later Los Angeles followed the same course and approved a report prepared by its "Los Angeles 2000 Committee". In Oregon we have been equally active in the development of alternative scenarios and strategic plans for the year 2000. The Oregon Progress Board and its Benchmarks is just one example. Others include Portland's Civic Index process and Future Focus, METRO's Goals and Objectives study, and LCDC's Growth Management Study. All these studies and numerous others across the country reflect a the desire to enhance, or at least maintain, the quality of our social and physical environments as we move into the 21st century. 2000 is obviously a significant year to use as a milestone. It is not only the end of one century and the beginning of another one, but it is also the transition from one millennium to another. Other than the attached symbolism, however, the year 2000 is no more significant for us today than 1990 was nine years ago. Nevertheless, symbolism is an important and very powerful tool if used properly to challenge our imagination and focus our attention on the real issues assuming we can delineate them in the proper framework.

The Need For Long Range Planning

It is my thesis that the real challenge facing us is not what will happen in nine years, when the 20th century ends, but to determine the long term consequences of our current vision, or the lack thereof. In other words, while 2000 is a good symbol, the real target year lies further beyond in the next century, and in that case, the year 2100 is as good as any. Does this sound like a serious proposition? At first glance the answer is likely to be no; conventional planning wisdom rules out any long range planning beyond the traditional twenty year span set by Alfred Bettman in his 1928 Standard Planning Act. The "functionalists" among planners will object, on proper scientific grounds, to any attempt to develop planning scenarios for fifty or one hundred year periods. While not disputing the scientific validity of such objections nor questioning the historic attachment to the twenty year planning span, I will argue that both issues are not central to the approach advocated in this presentation. To understand why, I would start by discussing the main arguments used against long range planning.

1. The longer the planning period the less accurate are the assumptions, projections, and feasible solutions. I cannot dispute the validity of this statement but I disagree with simplistic interpretations of its implications. As the length of the planning period varies, so do the planning purposes and approaches. In other words the question of accuracy becomes moot in view of the fact that a fifty or one hundred year look into the future is more concerned with general patterns of urbanization and the relative relationships between the various elements of urban form. It deals much less, if at all, with specific courses of action and it certainly does not attempt to develop fictitious

solutions for unknown problems; those plans are primarily a visionary look into the future. Having said this, however, I will go back one step and stress that for such long term plans to be useful they must utilize long term vision to delineate short term courses of action that are designed to enhance positive trends and reverse negative ones.

2. The pace of social and technological change is too rapid to allow for any meaningful visualization of distant future urban forms. Here my disagreement becomes more pronounced. Indeed, our cities and metropolitan areas are different from those of our grandparents but, reduced to its basic elements and allowing for the difference of scale, the city of the twentieth century is not fundamentally different from that of the ancient Egyptians, Greeks, or Romans. Its problems and to some extent the awareness of the nature of those problems are much the same. The eleventh century residents of Cairo devised primitive measures to monitor air quality in different locations and used the results to guide the placement of new residences. Similarly, it was in the 16th century that Elizabeth I of England called for the establishment of green belts around English towns to prevent them from "growing into each other". These are measures that provide our current environmental and growth management programs with deep historic roots. Closer to our time, those of us who are old enough to have been educated in planning during the 1950's remember the fantastic schemes envisioned for the cities of the eighties. These included moving sidewalks and flying saucers instead of cars, resulting in the elimination of most streets as major channels for movement. Obviously none of these scenarios materialized and the basic nature of the city of the eighties was not much different from that of the fifties. Of course there have been changes particularly in the communication and information sectors but their impact on urban form is far from being revolutionary. One of the reasons for the slow pace of structural change is the dominance of the existing elements. We do not discard structures and infrastructures as fast as technology changes and this inertia serves to moderate the impact of new technology on the basic elements of urban form. Another reason is the nature of our socialization process; it evolves but does not change abruptly every time technology changes. The rediscovery of the movie theater in the face of the onslaught of television is just an example.

3. Taking care of short term problems is the gateway to a better future. Unfortunately this attitude describes many of our current planning ventures. It is not something that we are doing consciously and very few planners will willingly subscribe to this philosophy. This phenomenon is primarily the result of numerous societal and

institutional changes that occurred in the last thirty years but it has its roots in the way modern city planning thought and practice evolved during the last one hundred years. It is the result of a disequilibrium that occurs when we alter the balance between the three major components of the planning process; social, economic, and physical. The importance of balancing the three elements is not a new phenomenon. Plato's Republic and Thomas More's Utopia represented integrated visions that addressed social and economic orders as well as physical environments.

The evolution of urban and regional planning in this country is in reality a product of the search for the ideal balance. Unfortunately, it is in our nature to react more easily than to act and so we tend to alternate between extremes. The social reformers of the late 19th century hated the city because it symbolized everything negative in the industrial revolution. They were anti-urbanists who felt that cities were beyond salvation. The "City Beautiful" movement that emerged from the 1893 World Columbian Exposition of Chicago was a shift of a sort. It sought physical solutions for all urban ills and simplistically assumed all social and economic woes are environmentally based and as such could be addressed through environmental change which is the same argument made 80 years earlier by the English industrialist Robert Owen and illustrated in his proposed "Institution for the Formation of Character". We know that this is only partially true and civic activists were quick to realize this. The result was a shift to the "City Functional" movement by 1912. The return to physical planning occurred in the late 1920's and comprehensive planning for "the physical development of the city" remained the mainstay of planning thought until the early 1960's. That was the period when planners became reformers and advocates for social justice. While there is nothing wrong with placing emphasis on equal access and social justice, it was a mistake to give up long term vision and concentrate on short term activism. Since then our approach to planning has remained narrowly focused and in most instances we cared more for the process than for the product. We developed goals and objectives, programs and regulations, but no vision against which we can evaluate our objectives or programs. Vision became synonymous with utopia which in its abstract notion is erroneously defined as the "unreal" to be aspired for but not to be taken seriously. I do not want to be unduly critical of my profession and I am not. We are no more guilty than the rest of our society. Short term problems and concerns are overpowering and in our responses to them we are committing the same mistake for which we criticize developing countries; failure to define the long term direction while addressing day to day problems

and concerns. This problem afflicts most aspects of our society, including my field of higher education, but I am here to address urban form and growth and I will now move to reflect on what is right and wrong with our current approaches.

The Importance of Vision

When it comes to land use planning and growth management we in Oregon have every reason to be proud. In many ways we are the envy of planners in most other states and our fifteen year old experiment with state-wide land use regulations is monitored and examined for successes and failures by professionals and policy makers far beyond our borders. While, for some unknown reason, national observers do not consider Oregon a trend setting state, it is a fact that when it comes to land use management and environmental protection our list of firsts is very impressive. The bottle bill is a well publicized example, but others are equally or more important. Our shore line is protected from private development and undue encroachment and Salem's urban growth boundary is the first in the nation and is one case that remains a focal point for researchers from around the country. Outside of Dade County, which is a special case, we also have the first elected regional government. In brief, our list of accomplishments is impressive and I am the last individual to belittle the time and energy expended on these programs.

It does not behoove us, however, to allow our past successes to blind us to the need for self examination and reassessment. As I have already indicated our pioneering efforts are under the microscope of researchers everywhere. However, we are in a better position to judge our successes and failures and to redirect our course. Doing so does not diminish the significance of our past accomplishments and does not alter their pioneering nature.

I have stated earlier that the way we approached planning in the 1970's emphasized programs and processes, sometimes to the point of treating them as ends unto themselves. This approach is clear in the way LCDC addressed its mandate and more so in the way we developed our urban growth boundaries. In this regard, I share equal responsibility and speak from personal experience, having served on the CRAG Technical Advisory Committee that established the Portland urban growth boundary in the late seventies. The committee did its best in balancing the demands of the various affected communities but it did so without the benefit of a long term regional plan or regional vision of possible future urban patterns. These could have included potential growth poles and/or growth corridors. In other words, we put in place mechanisms for regulating growth without the benefit of a clear vision of the kind of urban or regional form that would result.

We did the same at the State level. We have one of the best and most well defined statements on land use goals and objectives. We also have in place a well developed set of regulations for local implementation and a good agency and process to monitor compliance. However, in the absence of an accepted vision or a long term plan that defines a desired future urban settlement pattern, regulations alone tend to propagate the status quo and our actions become more reactive and less proactive. In states with stable populations our current approach may be appropriate but not necessarily desirable. This is because stable systems are much easier to regulate than rapidly changing ones. In the case of the latter we are dealing with a moving target that must be clearly visualized, understood, and accepted.

To illustrate the point I am impressing on you it is useful to recall that when our planning efforts and subsequent programs were accompanied or preceded by well defined visions, the results were unmitigated successes. While we may not all agree with Tom McCall's vision of a no growth state, it is an undeniable fact that it was ideas such as the Willamette Greenway that, when combined with his crusade against growth, ignited our imagination and propelled our motion toward the goal of state wide involvement in land use planning and management. Where Tom missed the point was in not realizing that the culprit is not growth but growth of the wrong type in the wrong locations. Another example is the exceptional revival of Portland's downtown. It is the product of the vision espoused in the 1972 Plan and of Neil Goldschmidt's support for its ideals.

Our failure to define a state wide vision for accommodating future population and urban growth is already manifesting itself in the growing pressure on and challenges to the Portland area urban growth boundary. A long term vision tells us whether a growth boundary is permanent or temporary. If it is the former, and if we cannot freeze population growth, we must know when and where to direct the ensuing development. If it is the latter, as some in the suburban counties believe, our treatment of areas immediately beyond the boundary should be such that when we expand, development could proceed at normal densities. This will eliminate the necessity of leapfrogging which is the prospect currently facing us, particularly in Clackamas county. In fact, if I am allowed to borrow a technical term from August Losch's 1939 description of the structure of cities, and if we start leapfrogging, we are likely to produce what he described as city rich/city poor patterns of development. The only difference is that his are alternating corridors of high and low intensity activities, while ours will be alternating rings.

What we need, therefore, is a clear understanding of the changes that are likely to occur in our demographics not only during the next twenty years but far beyond. This understanding will help us visualize the directions that

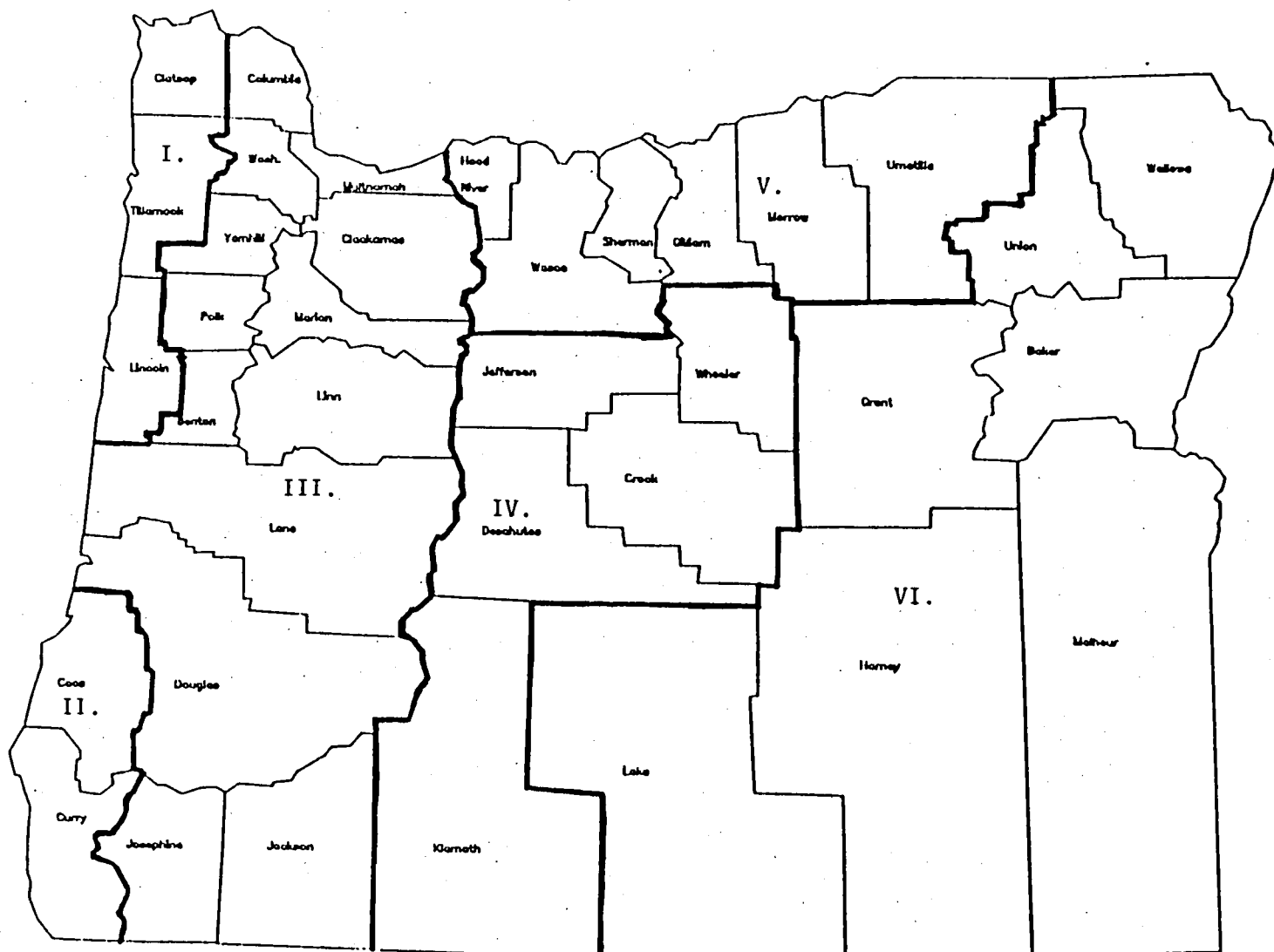
development is likely to follow. If we like what we discover the tasks lying ahead will be easy. If on the other hand the results are alarming, we need to act while we still have time to influence and redirect growth. To illustrate my point I will attempt to give you some quick analyses of the pattern of our state population distribution, how it has changed in the last 120 years and what it may be another 100 years from now. In doing so I am guilty of what my fellow scientists are not likely to tolerate; gazing into a crystal ball. But it is only an illustration and if I can get you to see where we are heading the gamble will have been worth taking.

Oregon's Population Distribution

Oregon's population as reported by the 1990 Census was slightly more than 2.84 million. This represented an increase of 8 percent since the 1980 Census. Relative to the rest of the country, our growth was below the national average of 10 percent but not by much. However, compared to the other two Pacific states we were considerably behind. In fact the Center for Population Research and Census reports that our ten year "rate of growth was less than half that of Washington (18.2%) and less than one third that of California (27.2%). This analysis, however, could be seriously misleading if used to predict future trends. The early years of the 1980's were difficult ones for our timber based economy and the impact of the recession devastated many of our smaller communities. Our population actually declined between 1981 and 1984 and after a slight increase in 1985 it declined again in 1986. Our success in stabilizing our economy and recent changes in the pattern and trend of regional migration are contributing to an invigorated growth rate. Since 1987 the rate averaged 2 percent annually, which will be more than 21 percent if it continues unchanged for the next 10 years. Currently there are no indications that our growth rate is slowing down. This could mean a population increase of more than half a million by the year 2000. This growth if concentrated in one place produces a community twice the size of the Salem metropolitan area or slightly less than half the size of the Portland metropolitan area. Obviously, growth will not be concentrated into one community, but if past trends prevail, it is safe to assume that more than eighty percent (450,000) will occur in the Portland-Ashland (I-5) corridor.

If this happens it will surprise no one since it is a natural extension of what has been happening in the State since 1870. To illustrate the evolution of our current pattern of development, and only for this purpose, I am dividing the State into six geographic regions (Figure 1). Regions I and II consist of the five coastal counties, region III encompasses the 13 counties of the Willamette valley and the I-5 corridor. East of the Cascades, region IV covers Klamath and the four east central counties, and regions V and VI cover the eastern Columbia corridor and the southeastern desert. The division is not intended to produce areas of equal size but it clusters counties that share similar

Figure I
Analysis Regions



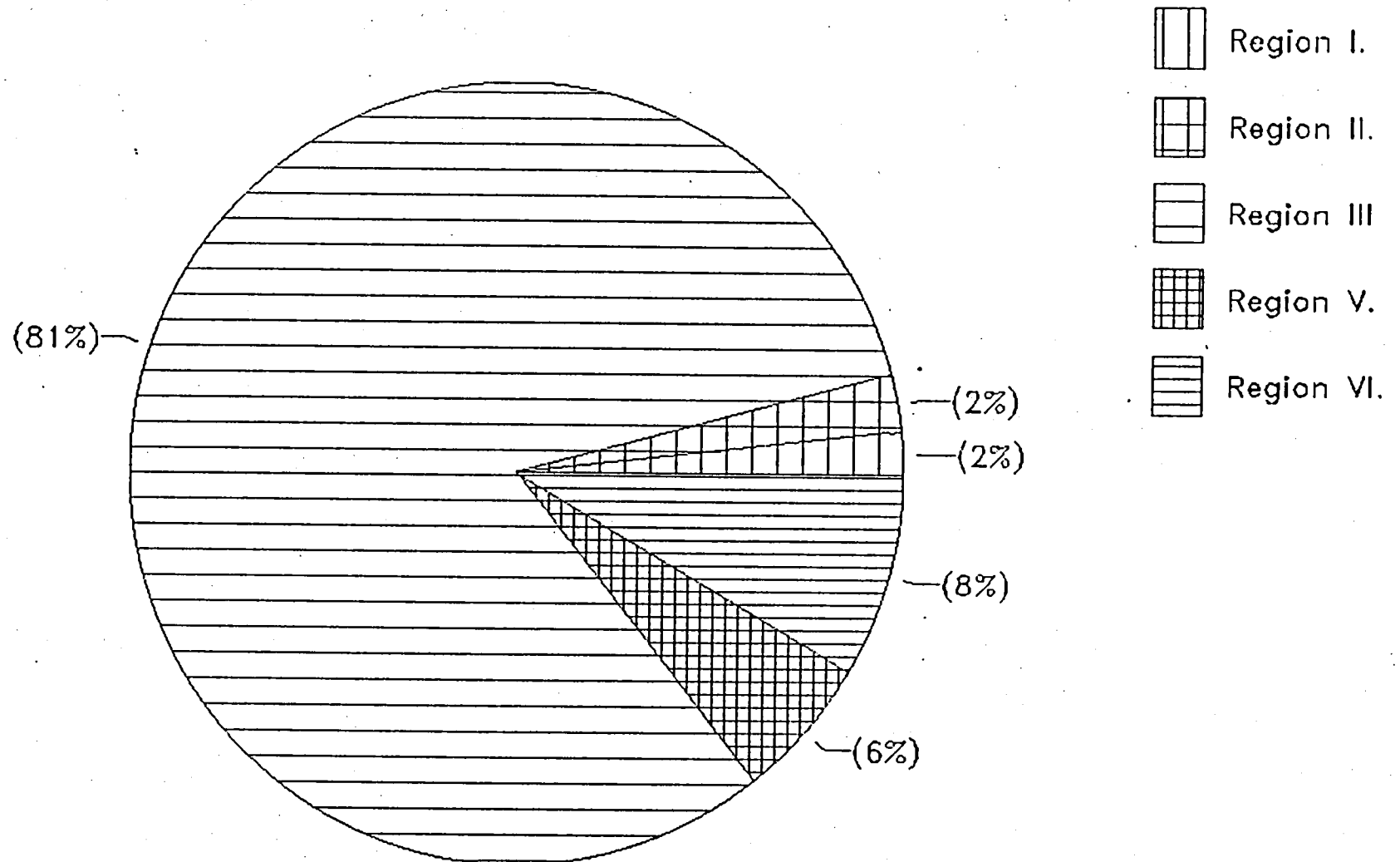
characteristics in as far as past and future development trends are concerned.

The most heavily populated of the six is region III and its dominance goes back to 1870 when the State's population was no more than 91,000. At that time the 13 counties of this region had a combined population of 74,000 representing more than 81 percent of the State's total (Figure 2). Region VI which today ranks fifth in population size was actually the second largest in 1870 with more than 7,000 inhabitants. The changes that took place during the last 120 years are reflected in figure 3, 4, and 5 and are worth examining since they provide clues to future directions of growth. Between 1870 and 1910 the State's population increased more than six-fold and the dominance of region III was reduced to less than 72 percent. Therefore, it could be argued that during those forty years the trend was in favor of a dispersion of our population. The population of Region I increased by more than twice the State's average and doubled its share of the State's total. Region VI had the second highest rate of growth and increased its share to slightly less than 10 percent. In contrast region III, while still dominant, grew at much slower rate than the State's average.

The movement towards a more balanced population distribution was reversed during the following forty years. Region III regained its growth momentum and by 1950 was home to 76 percent of all Oregonians. Regions I, II, and IV continued their relative growth enhancing their shares of the State's population. The dramatic changes occurred in regions V and VI with the latter declining to less than 6 percent of the total. By 1990 the movement towards greater population concentration has become more profound. Region III is back to where it was in 1870 with more than 81 percent of all Oregonians living in its 13 counties. Regions I and II joined V and VI in registering relative losses, leaving region IV as the only non-metropolitan region to increase its population share.

Between 1950 and 1990 the State's population grew by more than 86 percent. Only two regions grew at a faster rate. Region III doubled its population and region IV increased by more than 96 percent and is now the second largest with six percent of the State's population. The southern Oregon Coast (region II) had the third highest rate of growth, while region VI registered less than 10 percent growth in the forty year period. Today region III has a population in excess of 2.31 million and includes Oregon's four metropolitan statistical areas (MSA's). Within this region, the four counties of the Portland MSA account for 54 percent of the region's total with the Eugene and Salem areas representing another 24 percent. In other words, only twenty-two percent of the region's population live outside the three largest metropolitan areas. If we discount the Medford area, the percentage of those living in the five non-metropolitan counties is less than 16 percent. Those five counties are still

Figure 2
OREGON POPULATION ANALYSIS
1870



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Figure 3
OREGON POPULATION ANALYSIS
1910

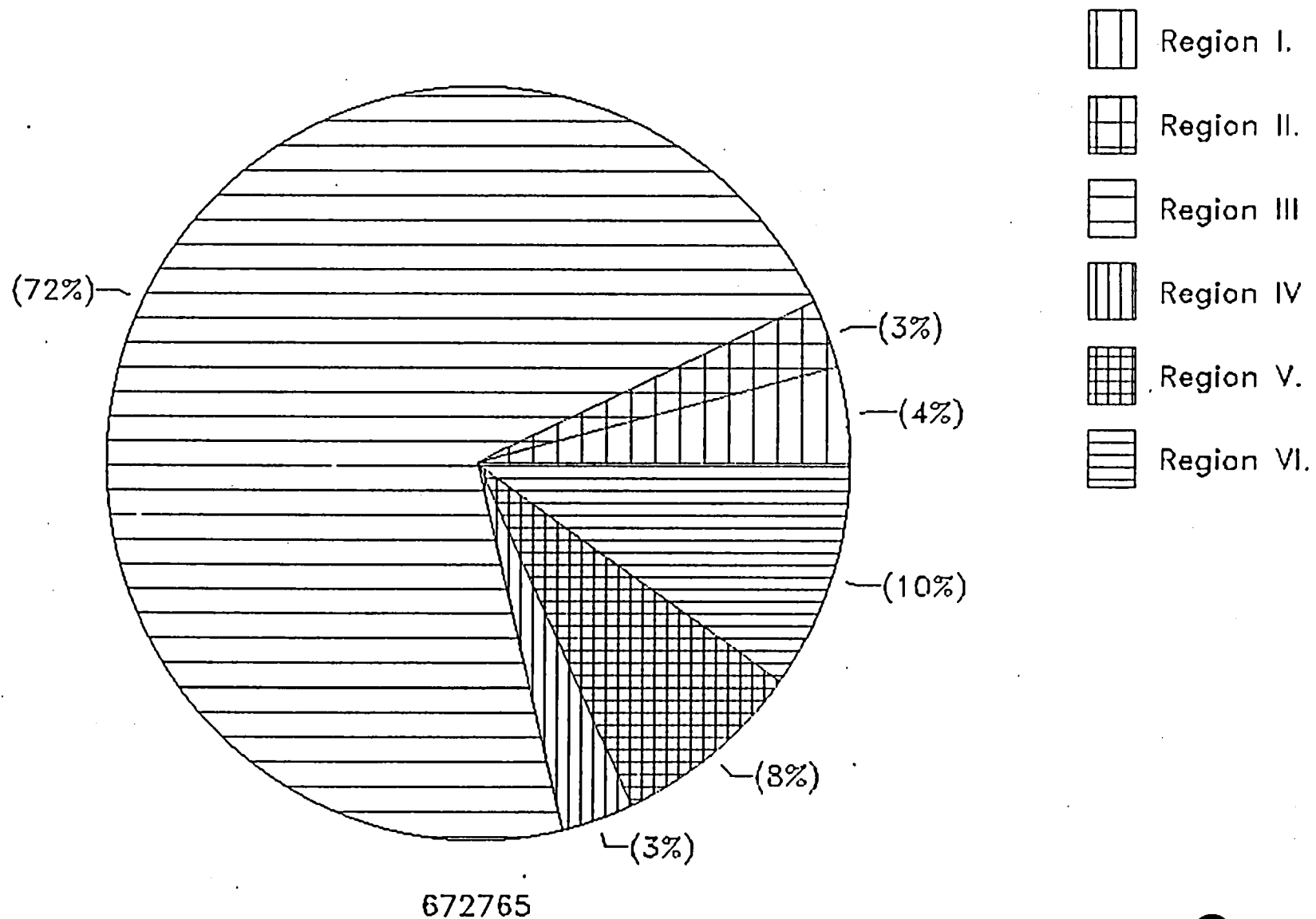
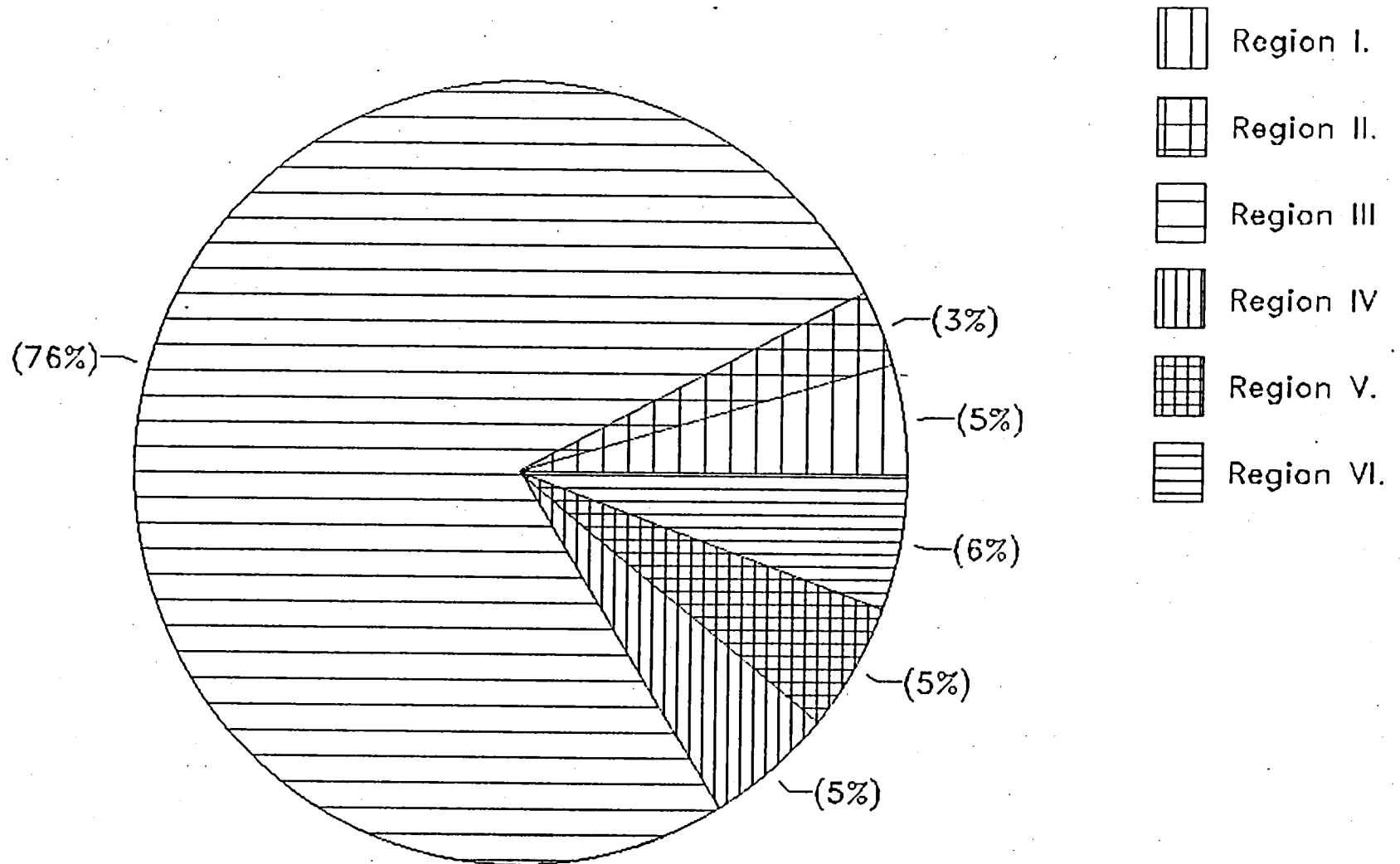


Figure 4

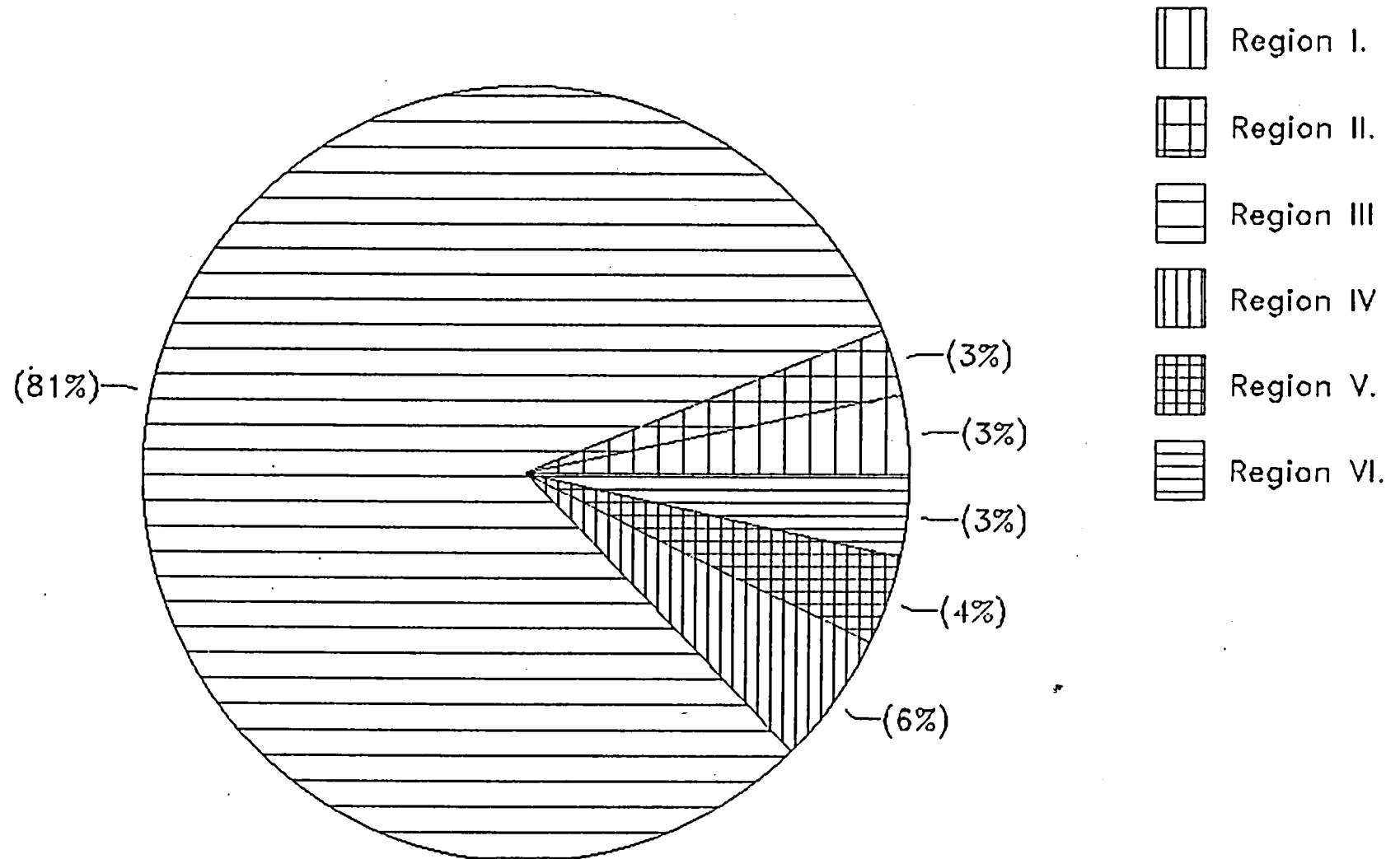
OREGON POPULATION ANALYSIS 1950



1521377

Figure 5

OREGON POPULATION ANALYSIS 1990



2842321

growing at a much slower rate than the rest of region III. This situation, however, could change under the influence of the metropolitan spillover effect, and three of these counties (Columbia, Benton, and Josephine) are already feeling the impact. It is only a matter of time (no later than the early decades of the next century) before they encounter development pressures similar to those facing the eight metropolitan counties.

Population growth by itself is no threat to our environment or the liveability of our communities. It is the way we are accommodating it that is problematic. For example we admire the quality of urban life in such central European countries as Germany, Austria, and Switzerland, but we forget that the former West Germany had a population of 65 million and a land area equivalent to that of Oregon. We also use Los Angeles and its urban spread as an example of what we do not want to be, while conveniently forgetting that most of our suburban development is taking place at densities lower than those encountered in Southern California. It is the pattern of our growth that is the culprit and not its magnitude. To illustrate this point it will be useful to examine the historical growth of our cities.

The 1990 Census identified 24 cities with populations of more than 15,000. Twenty of these cities are in region III and nine are in the Portland Metropolitan Area. Of the remaining 11 only four are in non-metropolitan counties (Figure 6). In other words two thirds of Oregon's twenty four largest cities are in metropolitan areas. Of the sixteen metropolitan cities only three were reported in the 1870 Census¹ and only four had a 1950 population that exceeded 15,000 (Figures 7, 8, 9, and 10). With the exception of Portland all these metropolitan cities more than doubled their population since 1950 and several increased by more than 30 fold. The way growth occurred, and I am only using these cities as surrogates for their larger metropolitan areas, indicates that we are growing in concentric rings with each ring slowing down as it reaches saturation. Portland which, regardless of annexations, grew by only 17 percent in forty years is the best proof that our growth is largely horizontal rather than vertical. It should be expected, therefore, that growth in medium size cities such as Gresham and Beaverton will begin to slow down as development spills over in newer areas beyond their boundaries. In other words the notion that we can absorb growth by increasing densities is not a naturally occurring phenomenon in our existing circumstances.

¹This does not mean that all other cities did not exist in 1870. It only indicates that they were too small to be enumerated separately.

Figure 6
Cities Larger than 15,000

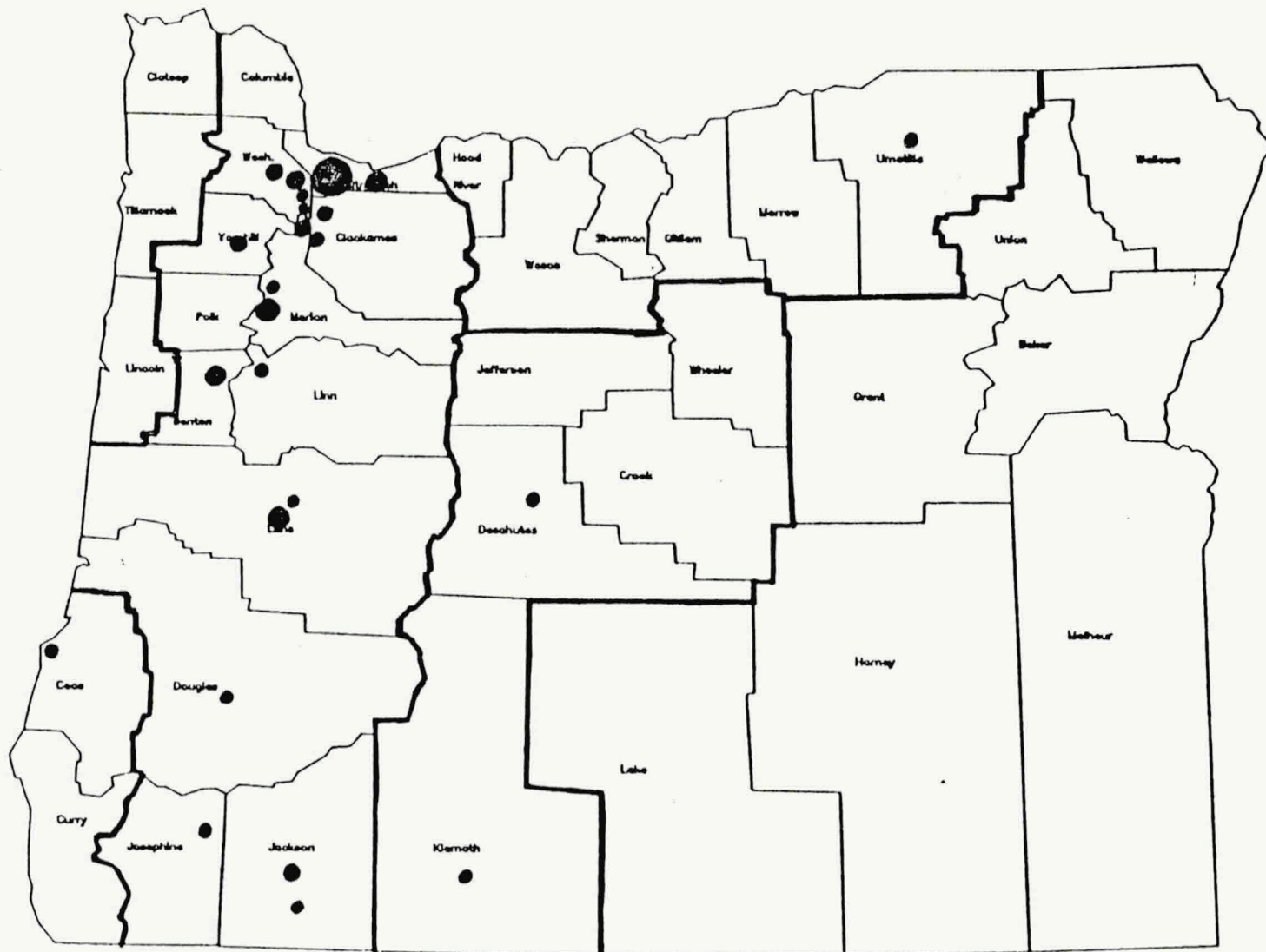


Figure 7

1990 Twenty Four Largest Cities 1870

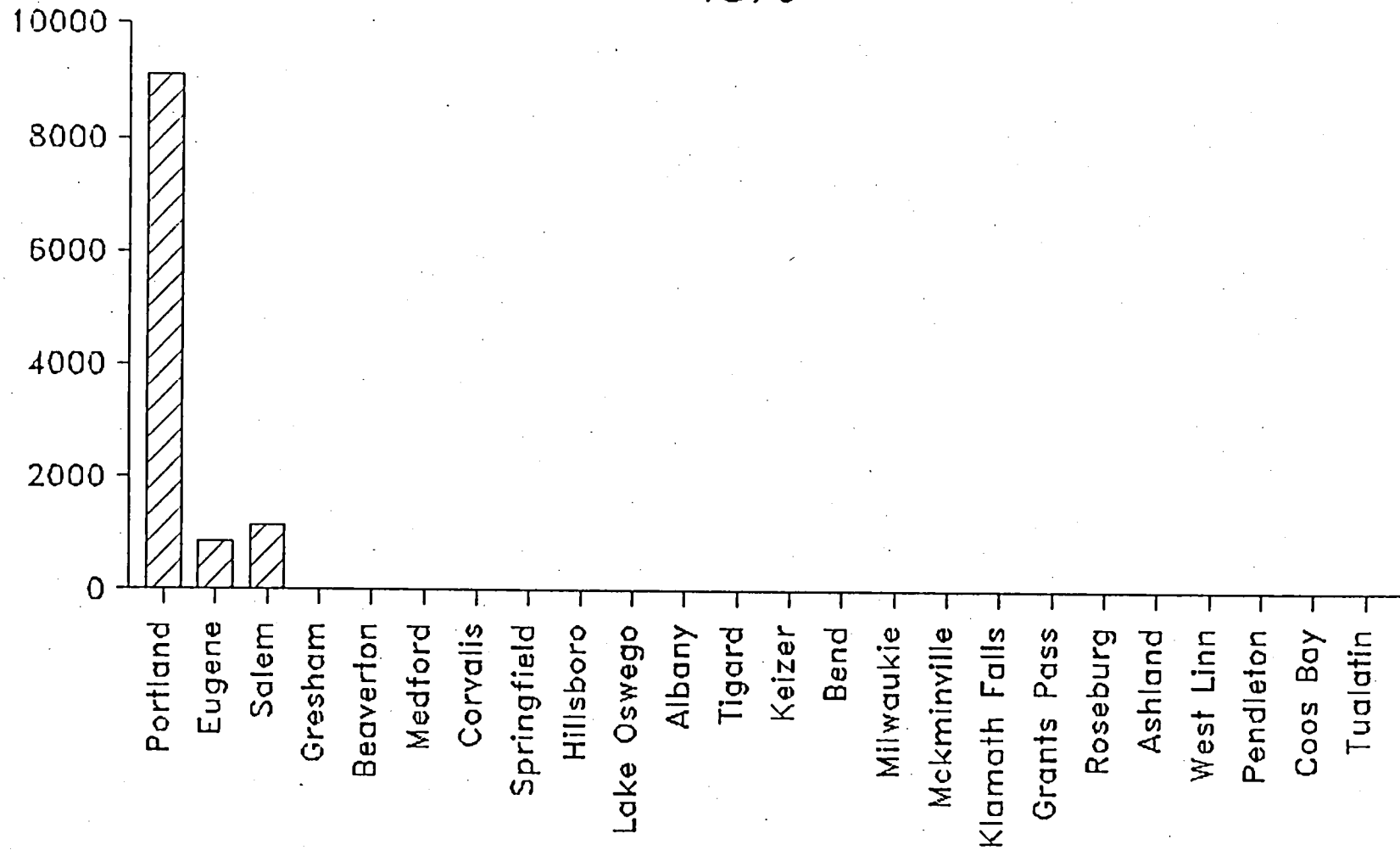


Figure 8
1990 Twenty Four Largest Cities
1910

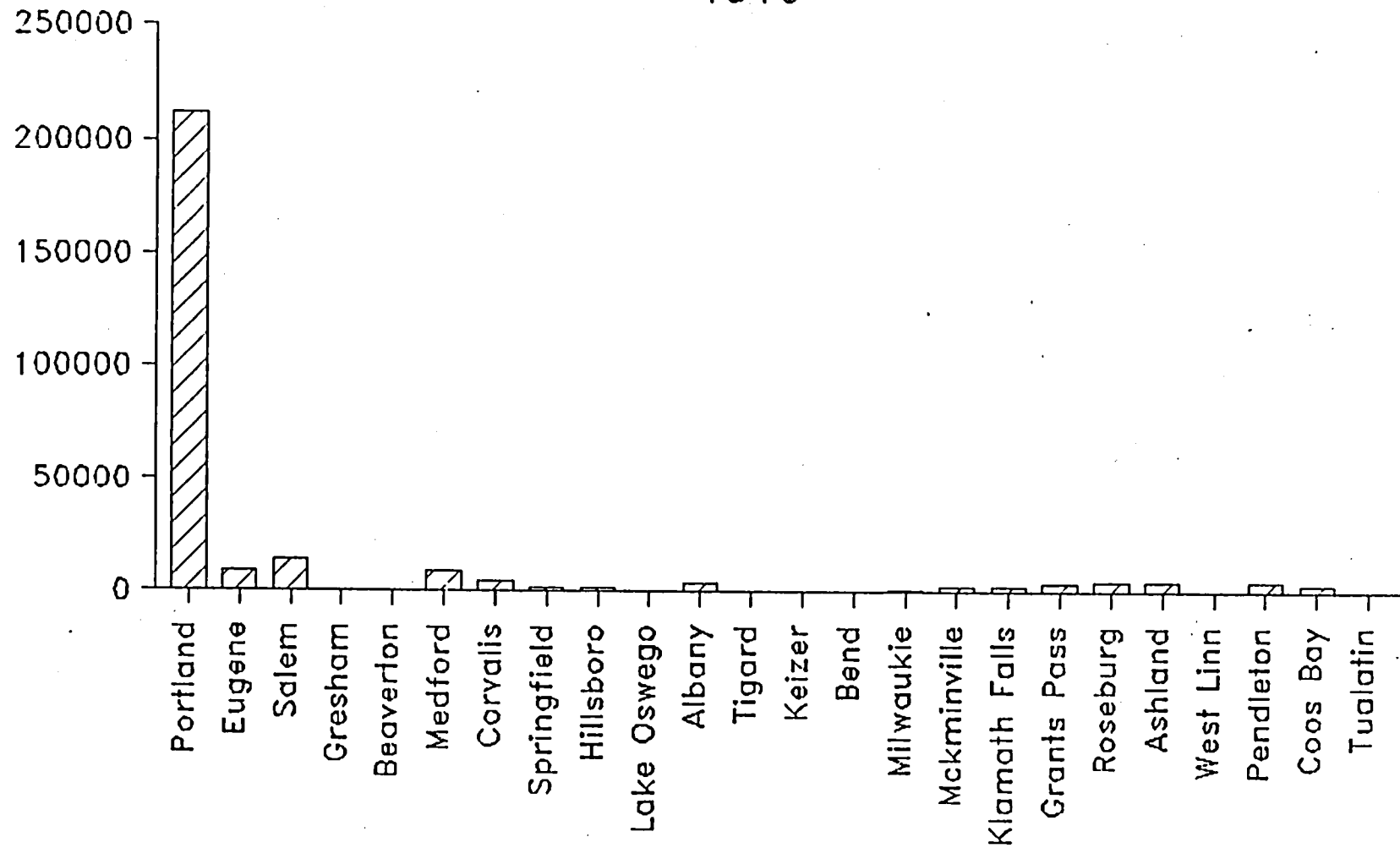


Figure 9

1990 Twenty Four Largest Cities 1950

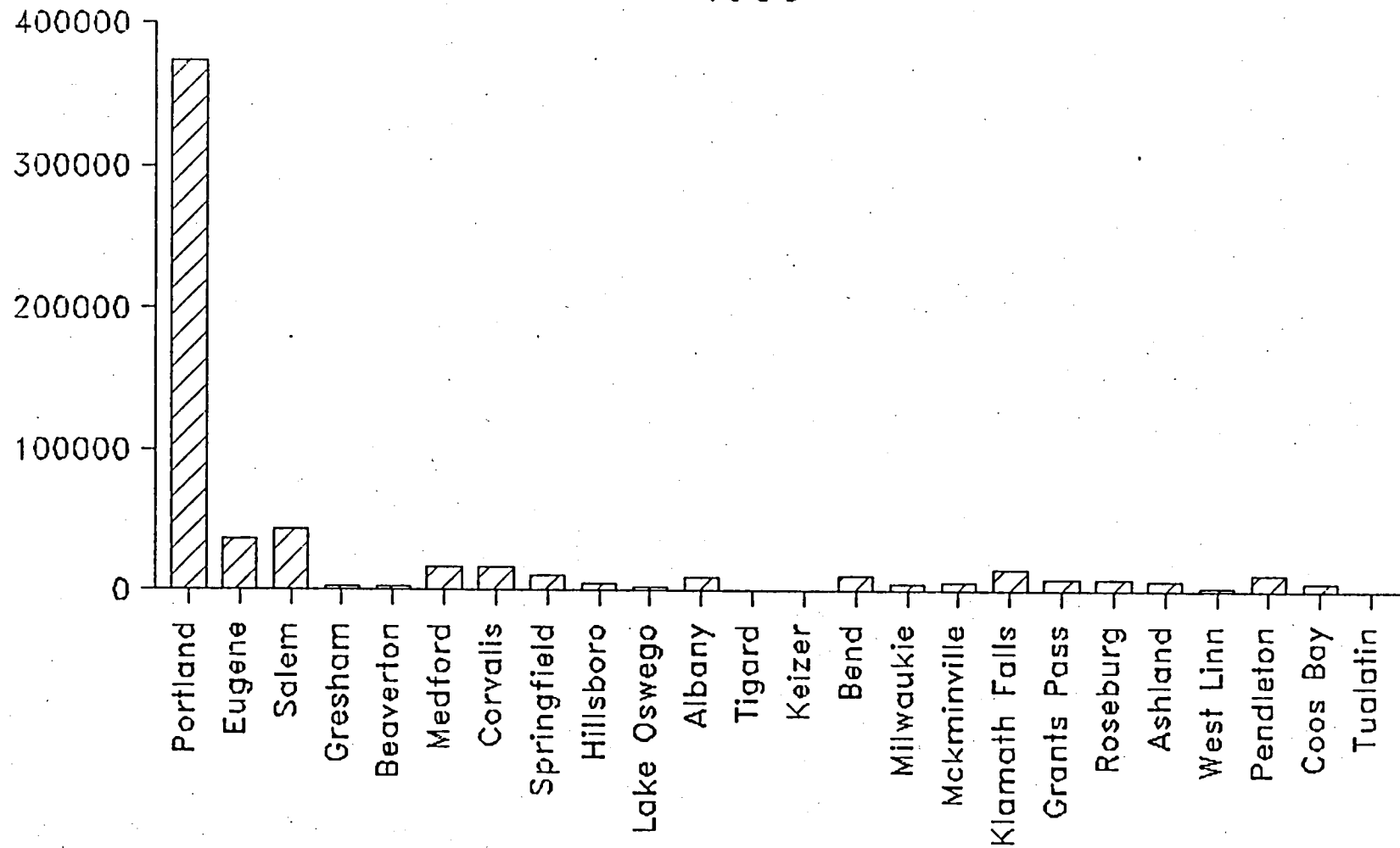
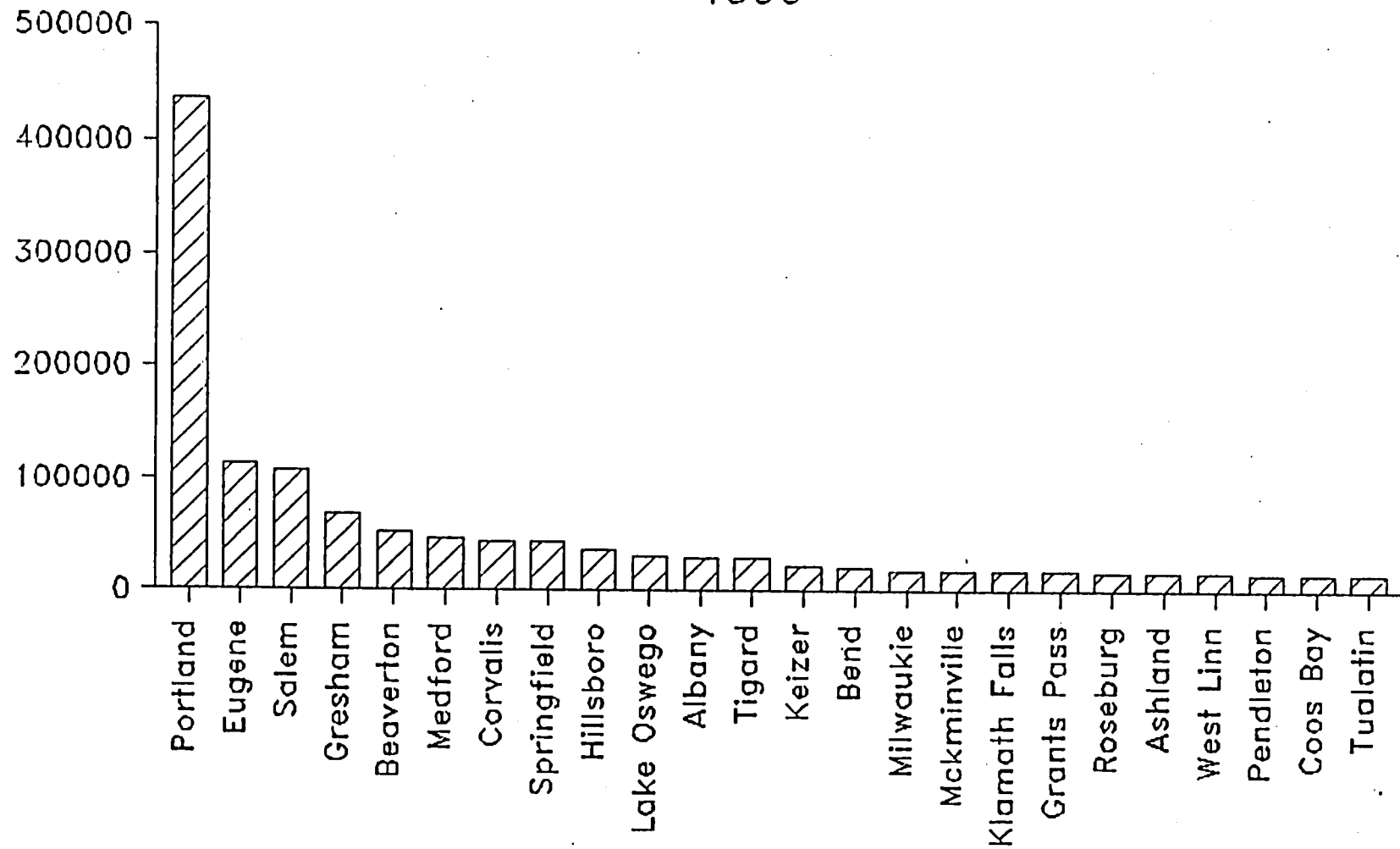


Figure 10
1990 Twenty Four Largest Cities
1990



Without altering our current development policies and planning approaches to allow for planned new communities, where higher densities are feasible and desirable, we can only increase densities at considerable price. Infill is a commendable idea but it carries some risk to the character of existing communities and is a very small part of the answer to the problems of growth. Indeed urban growth boundaries are supposed to provide the answer by limiting horizontal expansion and forcing communities to increase densities. Our experience so far does not suggest that this has happened. Without sounding redundant I must stress that the problems that we face in our large metropolitan areas especially Portland are due to the absence of a regional plan for the comprehensive development of the area. Without such plans urban growth boundaries are only temporary regulatory devices that become obsolete when they are overtaken by unplanned and uncontrolled development from the inside as well as from the outside.

For the time being and perhaps for the foreseeable future the challenges resulting from rapid urban growth are likely to be confined to the metropolitan areas.² These four areas combined had a 1990 population of more than 1.94 million and are growing much faster than the rest of the State. Their share of our population is in excess of 68 percent (Figure 11). The problems of these metropolitan areas are due in part to the fragmentation of planning efforts. In the Portland Area, for example, 42 percent of the population or more than half a million is in unincorporated areas or in cities smaller than 15,000. Under our current regulations none of these areas are exempt from the need to adopt some form of a land use plan but the larger picture is missing. In the absence of a regional plan that guides and integrates local plans our ability to direct growth is limited. Currently METRO is not empowered to develop such a comprehensive plan but it should be.

The Need for Action

Based on the trends that I have just explained we are likely to see a strengthening of four development corridors (Figure 12). The first and the most dominant is the Portland-Corvallis corridor. Growth in this corridor could easily unify Portland and Salem into one single metropolis. Before the end of the next century Eugene could actually become the southern end of that urban corridor. The second corridor is also along I-5 between Grants Pass and Ashland and all the way to the California border. The third corridor is the coastal strip from Brookings to Astoria. This is not a uniform corridor

² The analysis presented here imply that development in an area is a function of population growth in that particular area. While this may be true in most parts of the State it is not in the coastal communities and others that depend on tourism. Second homes, while not contributing to population growth, are creating serious development pressures in those areas.

Figure 11
Metropolitan Population as % of Total
1870-1990

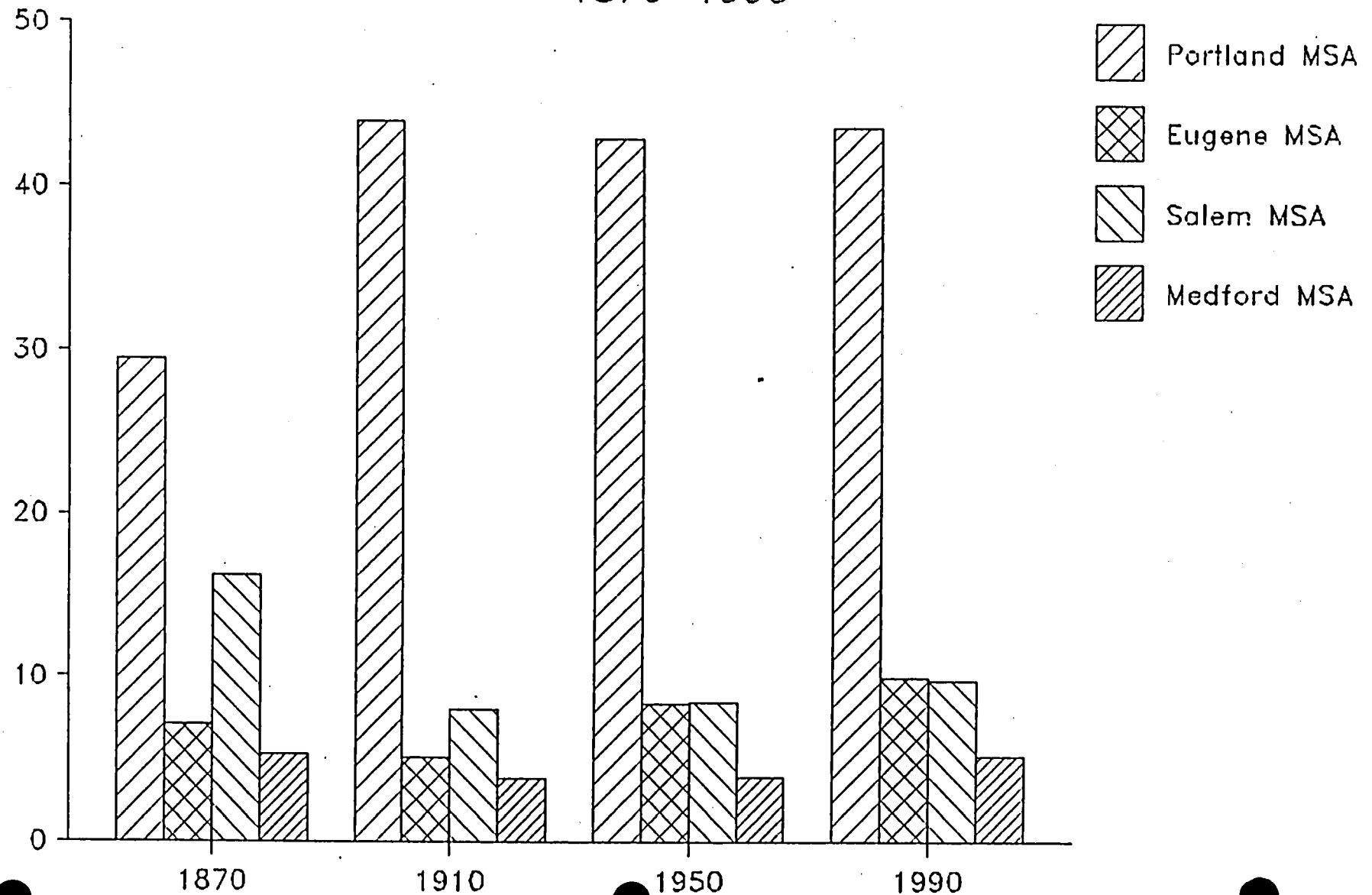
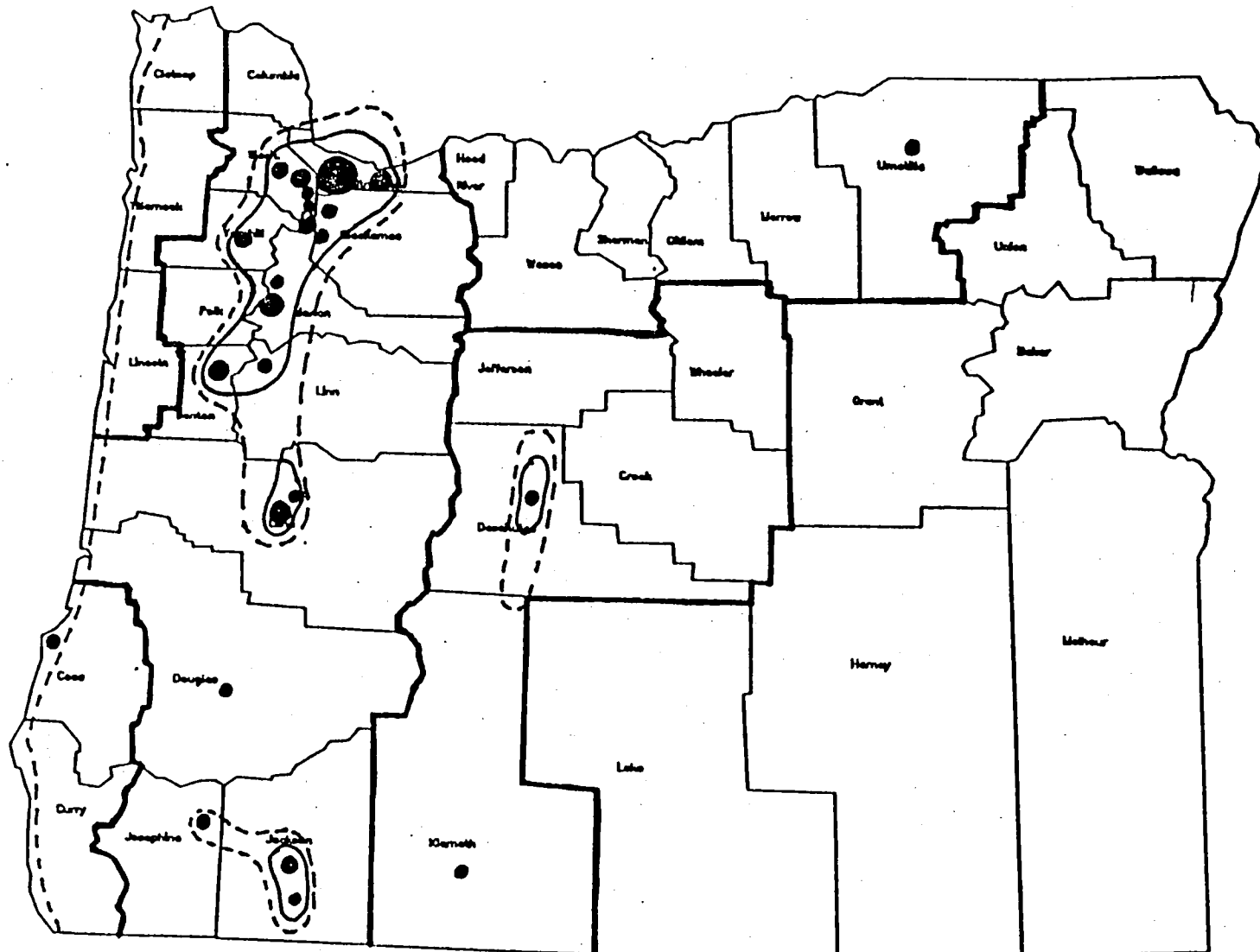


Figure 12
Growth Corridors



and its dynamics are different from the I-5 corridors. Its southern tip is attracting new migrants to the state especially those of retirement age but its central and northern parts are facing pressures resulting from growth in the Willamette valley. The fourth corridor is that extending south from Redmond through Bend and down to Sun River.

The scenario presented here runs in the face of all the UGB's and other land use regulations that we currently have. But here lies my main point. In the absence of planned alternatives that are designed to absorb or redirect growth our regulations will only perpetuate historic trends and are likely to be modified themselves as they become obsolete or politically and economically unsustainable. I am not sure I need much effort to prove this point. We only need to examine what has happened in the last fifteen years and assess the seriousness of the growing challenges. What we are facing is not the product of a failed program, rather it is the result a process that was started but never completed.

In addressing the questions that I raised I do not claim an exceptional ability to develop a comprehensive program in the brief time I had to reflect on this subject. Indeed, I have spoken extensively on the lack of long term vision in our land use and growth management approaches but I never had the time to identify specific actions. However, I can outline the main elements of what could become an action plan for the design of a state wide planning process.

1. Prepare a State Comprehensive Development Plan. This plan should be based on a clear understanding of the existing urban pattern and the forces shaping its future. It should identify positive as well as negative trends and devise appropriate responses. The plan should serve as the foundation for the development of more specific regional and local plans. It is one building block, but the key one, in what is to become a hierarchical planning process. The Plan Should address the following:

- A state urban form that is based on a desirable settlement pattern that enhances the liveability of our community and protects the quality and integrity of our environment.
- Integration of land use and transportation planning.
- Desired and feasible balances between the State's various regions. This will require us to ask questions relative the future of the regions east of the Cascades. Should they remain largely uninhabited and underdeveloped or should they absorb more of the development destined for the Willamette Valley ? I happen

to think they should but this is something that requires further investigation.

- Integration of economic development and urban growth policies. A good example for such need is the Regional Strategies program of Governor Goldschmidt. That program, like our urban growth boundaries and other land use regulations, did not have the benefit of well developed regional plans that established direction and priorities.

2. **Identify Integrated Planning Regions.** Six to eight such regions could be delineated and utilized as a mechanism for equalizing development policies. For each region a planning commission with adequate technical support (not another level of government) will be empowered to prepare comprehensive plans for the future development of the region. In the Portland Area, METRO is already in operation and is developing a new charter. It will be useful if the new charter adds comprehensive regional planning to the responsibilities of the agency and expands its planning and service boundaries to include all of Clackamas, Columbia, Multnomah, Washington, and Yamhill counties. In establishing regional planning commissions we should deemphasize regulation and emphasize the technical resource potential. Very few organizations are as influential in their regions as the Regional Plan Association in New York even though it has no enforcement functions, regardless of this, very few communities will disregard its recommendations. Regulation should follow planning and not the reverse.

3. **Develop Appropriate Incentives to Divert Development.** As I indicated earlier the existing pattern of settlements in Oregon is a continuation of what emerged in the 19th century when our economy was based on agriculture and natural resources. The raison d'etre for this pattern is no longer here and there is no reason for it to continue other than its own momentum. We already have all the infrastructures in the Valley as well as most of our cultural and educational institutions. If our population doubles before the end of the next century and given the need to replace rapidly decaying infrastructure it may be wise for us to consider long term efficiencies than short term expediencies. Given the challenge of Ballot Measure 5 this concluding recommendation, while technically correct may sound politically naive. Nevertheless I will stand by it because if we fail to alter our course today, the price that will be paid by our children and their children is too high for us to take the easy way out.