

Urban Growth Management Study

Portland Case Study

Prepared by
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TABLE OF CONTENTS

	Page
CHAPTER ONE - INTRODUCTION	1
A. PURPOSE	1
B. METHODS	1
C. HOW TO READ THIS REPORT	4
CHAPTER TWO - CASE-STUDY AREA PROFILE	5
A. BOUNDARIES	5
B. SIZE	5
C. ECONOMIC BASE	5
D. GROWTH INDICATORS	5
CHAPTER THREE - FINDINGS AND CONCLUSION	7
A. DEVELOPMENT ISSUES	7
B. LIVABILITY ISSUES	15
APPENDIX - DESCRIPTION AND EVALUATION OF DATA	A-1
A. PREFACE	A-1
1.0 Socioeconomic Indicators	A-2
2.0 Growth Management Policies and Regulations	A-4
3.0 Land Development Data	A-8
4.0 Urban Livability Issues	A-57
5.0 Development Potential	A-65
6.0 National Urban Growth Data	A-74

CHAPTER ONE INTRODUCTION

A. PURPOSE

In June 1989 the Oregon state legislature approved funds for the Oregon Department of Land Conservation and Development (DLCD) for an Urban Growth Management Study to (1) evaluate the effectiveness of the growth management policies of Oregon's statewide planning program, and (2) determine how they could be improved. One component of that larger study is this study of urban growth in four urban areas.

In April 1990, DLCD hired ECO Northwest, a consulting firm in land-use planning and economics, to study issues related to urban growth in the four case-study areas in Oregon. ECO's previous report (*Case Studies, Phase 1: Methodology*, May 1990) describes in more detail the purposes of the study and the issues it is to address.

This report presents our preliminary analysis of urban growth in the Portland case study area. This report serves as a working paper that will be reviewed by planners and officials in the Portland case study area. Comments and suggestions by these reviewers will be included in the final case study report as appropriate. To facilitate comments, we have printed the report as a draft with a wide right margin.

B. METHODS

For a detailed description of the issues this case study is designed to evaluate, and the methods for making that evaluation, see the previous reports that were part of this project: *Case Studies, Phase 1: Methodology*, May 1990; and *Supplement to the Methodology Report*, July 1990. For details on specific methods and sources used for this case study, see the Appendix to this report.

We defined the Portland case study area as the three metropolitan counties (Clackamas, Multnomah, and Washington). These counties are rough proxies for Oregon's portion of what we call the Portland *urban region*: the area within commuting distance of Portland-area employment. In addition, for some of our measurements, we included Vancouver and part of Clark County, Washington.

Over thirty cities and counties are responsible for land use planning and growth management in this area. We could not collect and analyze data from every jurisdiction. Therefore, we had to rely on standard data sources for our area-wide analysis. The Metropolitan Service District (Metro) in Portland and the Intergovernmental Resource Center (IRC) in Vancouver collect and analyze data from an area that covers our study area.

Our analysis focuses on changes in urban growth from 1985 through 1989. This time period was chosen because (1) it represents the period of greatest growth since comprehensive plan acknowledgement, and (2) it allows for the greatest possible comparability between case studies as data are not generally available for earlier periods. When we could not obtain data even for this time period, we obtained data for the longest subset of that period possible.

Using the Metro and IRC data, we defined four *analysis areas* based on (1) the density of development in 1985, measured as population plus employment per acre, and (2) location with respect to the UGB. For Oregon, Metro reports population and employment data by *Underlying Zone* (UZ): the 1806 UZs in the three-county study area, defined for transportation analysis purposes, aggregate to census tracts. In Oregon, the *urban area* consists of UZs containing high density development inside the UGB in 1985. In practice, the cut-off

density between urban and urbanizable was about five people (population plus employment) per acre. Our hope is that the definition is such that most new development in the urban area consists of infill or redevelopment. The *urbanizable area* consists of the remaining UZs in the UGB. Low density is our proxy measure for the real variable of concern that was not readily available: vacant land. UZs outside and within about a mile of the UGB define the *urban fringe*. The *rest of the urban region* consists of the remaining UZs in the study area. For convenience we sometimes refer to the combination of the urban fringe and the rest of the region (i.e., all land outside the UGB) as the *exurban area*. Figure 1-1 shows roughly our analysis area as defined by 1985 densities and the UGB.

In Clark County, the IRC collects data for 123 Transportation Analysis Zones (TAZs) which also aggregate to census tracts. In Clark County, TAZs replace UZs and the urban/rural service boundary replaces the UGB in the analysis. As we explain in more detail in the Appendix (section 3), using the Clark County service boundary is a poor proxy for an urban growth boundary, but the best available to us. Compare Oregon and Washington data about development inside and outside the urban/rural boundaries with care.

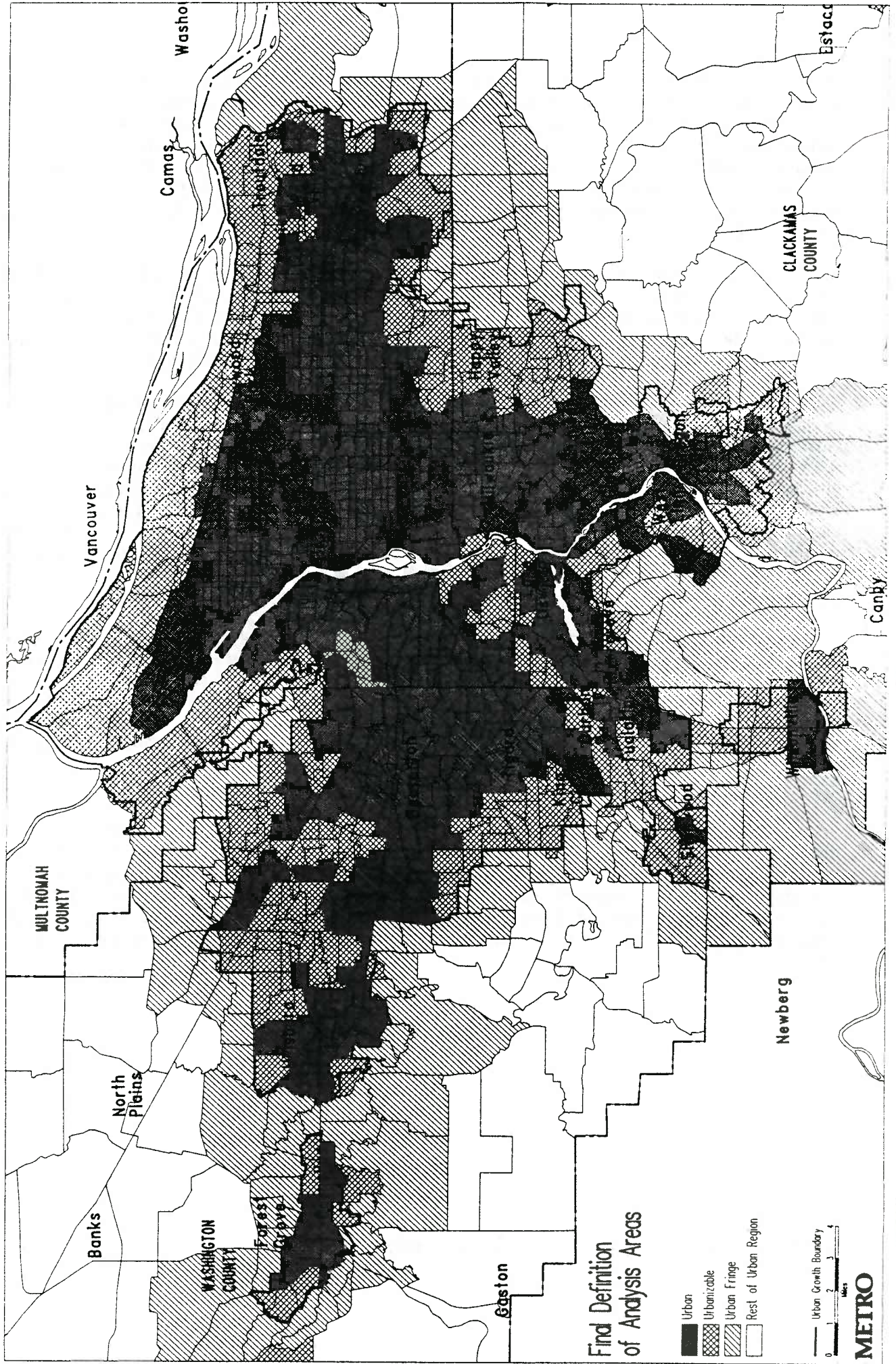
We used several databases to describe growth in the study area. Metro provided residential building permit data by UZ from 1985 through 1989, as well as employment and population data by UZ from the first quarter of 1985 to the first quarter of 1988. The IRC supplied employment and population data by TAZ from 1985 through 1988. Brent Bishop, a real estate analyst and property management consultant, maintains a database which, among other things, shows lot size for every subdivision built in the study area from 1985 through 1989. 1000 Friends of Oregon supplemented the Bishop data with zoning data collected as part of their housing study in progress. Brent Bishop also provided a database containing information on every apartment complex containing thirty or more dwelling units. 1000 Friends also supplemented this database by adding smaller complexes and as well as zoning information. We also were provided preliminary data, from work in progress, by Clackamas County concerning development patterns near the UGB.

In addition to our regional analysis, we conduct a more detailed analysis of building and land division for a subarea of the region. We chose an area in Washington County that we felt would give data about three of our four analysis areas (urban, urbanizable, and fringe,). It includes the unincorporated Metzger area east of Beaverton, most of the City of Beaverton, the unincorporated Cooper Mountain area west of Beaverton and inside the UGB, and the unincorporated Cooper Mountain area outside the UGB. In this subarea, we look at all land partitions, subdivisions, and multiple family developments. This subarea study is not statistically representative of the entire study area: readers will have to draw their own conclusions about the extent to which the development patterns we report are representative of other subareas in the region.

The Portland case study is unlike the other three case studies (Bend, Brookings, and Medford) in that the metropolitan area has a single UGB that applies to 24 cities and 3 counties. We could not evaluate policies and data for each of those jurisdictions: we had to use consolidated data from state and regional agencies. As a result, we did not address some of the issues that we addressed in other case studies. In particular, an analysis of local infrastructure finance--which in other case-study areas required, at a minimum, an evaluation of local public facility plans and interviews with city and special district planners and engineers--was not possible in Portland.

Figure 1-1

ANALYSIS AREAS



C. HOW TO READ THIS REPORT

Readers not familiar with the Portland area should begin with **Chapter Two**, which gives a brief overview of growth in the area. Readers wanting a summary of the findings should go to **Chapter Three**, which describes changes in three classes of issues of concern to DLCD: (1) land development, (2) livability, and (3) infrastructure investment from 1985 through 1989¹. The data in Chapter Three are all contained in more detail in an **Appendix**, which describes sources, methods, and our analysis of all the data we collected. The full Appendix will probably be of interest only to a technical audience; others may want to scan it or turn to it for more detail about issues of interest to them.

¹We provide these three classifications to help organize the report. DLCD's concerns remain the individual issues that compose these classes, not the classes themselves.

CHAPTER TWO CASE-STUDY AREA PROFILE

In this chapter we provide an overview of the Portland case-study area. We describe the following key characteristics that affect growth in the Portland case study area: (1) jurisdictions included in this case study, (2) size (e.g., population, employment, and land area), (3) base economic activities; and (4) historic population and employment growth.

A. BOUNDARIES

This report defines the Portland case study area as Clackamas, Multnomah, and Washington Counties. We also analyze data from Clark County in Washington state. Large parts of all three counties and 24 cities are contained by a single urban growth boundary for the Portland metropolitan area. Smaller incorporated areas exist outside this main UGB.

B. SIZE

The metropolitan area, consisting of Multnomah, Washington, and Clackamas Counties, covers 3,026 square miles, with Clackamas County comprising about 60 percent of this total. As of 1989, the Portland State Center for Population Research and Census (CPRC) estimated that the metropolitan area had a population of about 1.1 million, making it the most heavily populated portion of Oregon. Multnomah County had about 600,000 residents in 1989 (83% of which live the Portland) making it the most populous county in Oregon. The metropolitan area's overall population density in 1989 was about 377 persons per square mile. By the year 2000, the metropolitan area's population is expected to grow to about 1.3 million.

C. ECONOMIC BASE

The area economy is the largest urban economy in Oregon. Its industrial base is a highly diversified manufacturing sector, business and personal services, and trade. The manufacturing sector produces a wide range of products including computers, instruments, transportation equipment (e.g., trucks, barges, and rail cars), paper, electrical and non-electrical equipment. Portland service firms in the medical and financial markets export to other national and international markets, particularly to Pacific Rim countries. Warehouses in Portland serve manufacturers and retailers throughout the Pacific Northwest. Portland has one of the most diversified economies on the Pacific coast, which makes it attractive to a broad cross-section of expanding industries and reduces the local effects of national recessions.

D. GROWTH INDICATORS

Table 2-1 shows population and employment growth in the metropolitan area from 1985 to 1988 (the last year for which Metro has data). The area had an annual employment growth rate of over 4% since 1985 and annual population growth of 1.3%. The fastest growing areas are in Washington and Clackamas Counties.

TABLE 2-1

HISTORIC POPULATION AND EMPLOYMENT GROWTH FOR
 PORTLAND METROPOLITAN AREA AND OREGON, 1985-89

Jurisdiction	1985	1988	% Change	Average Annual Growth Rate
Population	1,076,975	1,119,710	4.0	1.3%
Clackamas	248,991	262,044	5.2	1.7%
Multnomah	563,996	568,486	0.8	0.3%
Washington	263,988	289,180	9.5	3.2%
Employment	553,940	627,676	13.3	4.4%
Clackamas	85,070	99,107	16.5	5.5%
Multnomah	347,653	387,841	11.6	3.9%
Washington	121,217	140,728	16.1	5.4%

Source: Metropolitan Service District Underlying Zone Database.

