

Dear Media Contact:

This year marks the 25th anniversary of Oregon's statewide planning program. This anniversary comes at a time when more Oregonians than ever are concerned about protecting our state's livability in the face of rapid growth. There is a high level of public interest in growth management, the environment, public costs of growth, and many other issues our planning program deals with. This "25th anniversary packet" provides information about our planning program and its history. It contains the following:

- a brochure on the program;
- a copy of Governor Kitzhaber's proclamation declaring May as Land Use Planning Month;
- some possibilities for story ideas;
- a list of activities that have already taken place or are planned over the next few months;
- a brief history of planning for land uses in Oregon, before the current program;
- highlights and key dates from the program's 25-year history;
- an analysis of future challenges;
- some of the program's major accomplishments;
- quotations about the planning program from all Oregon governors since Gov. Tom McCall, who requested the original legislation; and
- a reference to key internet sites on planning.

We hope you will find this information useful. Please let us know if you need additional information or if there are other resources we can supply that will help you.



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John A. Kitzhaber  
Governor



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OFFICE OF THE GOVERNOR  
STATE OF OREGON



PROCLAMATION

**WHEREAS:** land is the foundation of Oregon's environment, economy, and quality of life; and

**WHEREAS:** Oregonians share a long-standing tradition of respect and reverence for the land; and

**WHEREAS:** the way in which we use our land profoundly affects the beauty and bounty of our state and the livability of our communities; and

**WHEREAS:** Oregon's legislature in 1973 heeded the calls of their fellow citizens and their governor to protect our state's landscape from the ravages of unbridled growth, and passed into law a statewide program for land use planning; and

**WHEREAS:** in the 25 years since its enactment that program has gained national and international acclaim for its innovative partnership between state and local government and its work in conserving farm and forest lands, controlling urban sprawl, protecting natural resources, and maintaining Oregon's special quality of life; and

**WHEREAS:** it is timely, as we enter the next millennium, that all Oregonians, native and newly arrived, young and old alike, pause in our daily pursuits to consider our accomplishments and challenges in stewardship of the land, and to envision the future of our landscape for generations yet to come.

**NOW,**  
**THEREFORE,** I, John A. Kitzhaber, Governor of the State of Oregon, hereby proclaim May, 1998 to be

**LAND USE PLANNING MONTH**

in Oregon and encourage all citizens to join in this observance.

IN WITNESS WHEREOF, I hereunto set my hand and cause the Great Seal of the State of Oregon to be affixed. Done at the Capitol in the City of Salem in the State of Oregon on this day, January 27, 1998.



John A. Kitzhaber, Governor

Phil Keisling, Secretary of State

## LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE

### *Ideas, Suggestions, Possibilities:*

#### *Some possible story ideas revolving around local communities and the 25th anniversary of Oregon's planning program*

**Proclamation.** Governor Kitzhaber has declared the month of May to be Land Use Planning Month. Local elected officials may also be doing some sort of proclamation for Land Use Planning Week or Day.

**Then vs. Now.** What is different in your community because of planning? What kinds of decisions were made over the past 25 years that have affected the look and feel of the community and how it works? For example, the citizens of Portland made a decision to stop the proposed "Mt. Hood Freeway" and emphasize light rail instead. The citizens of Eugene now have Alton Baker Park where there was once a garbage dump and gravel pits; they have 4 bike bridges across the Willamette where there were none, and almost 100 miles of city bikeways where there was no bikeway system.

What was different in your community 25 years ago, regardless of planning? How many people lived there? Who were the biggest employers? How many schools were there, how many children in the school system? What was the standard household size, or the median age of the population? How many miles of roads, and where were they? How much water did the community use? How many acres of farmland were there in the county, and what was the major crop?

These contrasts are of interest to both longtime residents and relative newcomers. They paint a picture of what your county or town was like in the not-too-distant past, and give everyone a sense of some of the remarkable changes that have taken place since then.

**People.** Who was on your community's planning commission during the 1970s? Who else played key roles in creating the community's first comprehensive plan? Are there still city or county staff present who were a part of that effort? Often local OSU extension agents played a significant part in helping develop policies or facilitating meetings.

If you can locate some of these original players, they may help you find others. Another possibility might be to interview former and current planning commissioners to hear from them how the Planning Commission's job has changed over the past 25 years.

## LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE

### *25th-Year Anniversary Activities 1998*

What follows is a partial list of activities related to land use planning, Oregon's planning program, and the 25th anniversary. There may be others in your community or nearby. We encourage you to let us know of other activities, so we can update the list on our web site.

- In December 1997, local planning departments received letters taking note of the anniversary and suggesting that they may wish to consider some local form of observance;
- On January 8, 1998 during its "Oregon Considered" program, Oregon Public Broadcasting aired the land use part of Governor Tom McCall's speech to the 1973 Oregon Legislature (this was the actual anniversary day of the speech);
- On February 12, at the annual conference of the American Planning Association (Oregon chapter), keynote speakers evaluated Oregon's planning history and discussed its future course;
- On February 27, in a University of Oregon-sponsored land use law symposium in Portland, several speakers reviewed Oregon's planning history;
- In early March, anniversary packets will go out to planning departments across the state, with sample press releases and proclamations for a local Land Use Planning Week, celebration ideas and suggestions, a brief history of Oregon land use law and a calendar of special dates on which related activities might be focused;
- In mid-April, press kits are being sent to over 300 media outlets statewide;
- Governor Kitzhaber has proclaimed May to be Land Use Planning Month;
- On the evening of May 1, at the Portland Art Museum, 1000 Friends of Oregon will celebrate a quarter-century of sensible growth management, with a brief program and food, drink, and music;
- On May 5, the Tom McCall Forum will take place at Oregon State University, featuring a discussion of Tom McCall's legacy by a three-member panel. Panelists are Carl Abbott, Portland State University (PSU) Professor of Urban Studies and Planning; Roberta Ulrich, a experienced Oregon journalist (25 years with UPI, 11 years with the *Oregonian*); and William Lang, PSU Professor of History and Director of the Center for Columbia River History. Bill Lunch, political analyst for Oregon Public Broadcasting, will moderate the discussion, which is free and open to the public;

- On May 29, there will be a noontime reception in the state capitol in Salem, honoring both the 25th anniversary of Senate Bill 100's signing and the service of two retiring LCDC commissioners, Hector Macpherson and Bill Blosser, who have contributed greatly to the statewide planning program;
- On Saturday, May 30, the Linn County chapter of the Oregon Farm Bureau and Friends of Linn County will celebrate the 25th anniversary of Senate Bill 100 at the Albany Senior Center, from 4 to 7 p.m. The celebration will include wine, hors d'oeuvres, entertainment, and speeches.

## LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE

### *A Brief History of Oregon's Land Planning*

This year marks the 25th anniversary of Oregon's statewide land use planning program--an occasion the program's early opponents and supporters thought they would never see. The 1973 legislation that established the program was of major significance. Today visitors from the rest of the country and the world regularly praise our efforts when they come here and see how it works. But planning for land uses is a long tradition in Oregon. It was a shared value here even before we became a state.

The act creating the Oregon Territory became law on August 14, 1848. It had passed Congress during a time of high political tensions, horse-trading, and dispute over basic land policy both in the nation's capitol and in Oregon. One of the act's flaws soon became apparent: it contained no methods for settling land titles. All the existing land laws of the provisional government were declared null and void, but no replacement arrangements were added. As David Lavendar puts it in his book, *Land of Giants*, "To the Northwest this was intolerable. They wanted their titles unclouded--and free." The Donation Land Law of 1850 was passed to remedy this situation. It established terms by which citizens could receive free land in their own names, provided they were willing to work it. This put Oregon in what over time would become a familiar position: a proving ground for trying new approaches before they became national policy. The Donation Land Act laid the groundwork for President Lincoln's national Homestead Act 14 years later.

With laws on the books that would secure settlers' title to their land, Oregon in the late nineteenth century became essentially a great close-out sale that gave away or sold over 29 million acres of land. A wide variety of further donation and homestead laws succeeded the original Donation Law, and patterns on the land changed from open meadows to squared, surveyed fields and city lots. Just after the turn of the century, the first city and county planning laws began to appear, attempting to reorganize and better shape Oregon's new growth. In 1919 the state granted authorities to cities to plan and zone; this was challenged in court and upheld as valid in 1925, two years before the U.S. Supreme Court established a national precedent for such authority. Legislation enabling counties to plan and zone was passed in 1949, and subdivision laws were passed in 1955.

Some of the most notable features of our present program for land planning were issues for our predecessors long before 1973. For example, at the request of Oregon citizens, Crater Lake was recognized early in settlement days as a unique and special treasure; President Cleveland withdrew it from homestead claims in 1885. Forest reserves for forest uses were authorized before 1900. In 1913, Governor Oswald West convinced the legislature to designate all Oregon beaches as a public highway; the law declared that from the mouth of the Columbia River to the California border, the entire beach between low and high tides would be forever open to the public. Important scenic preservation and parks legislation passed in 1921, during the administration of Governor Ben Olcott. Special tax treatment for land in farm zones became effective in 1961, and by 1963 Exclusive Farm Use zones had been created to enable counties to protect good farmland.

While 1973 was a watershed year for land use law in Oregon, the handwriting was already on the

wall as far as popular support was concerned. Citizen worries about losing access to their cherished Pacific coast led to the 1967 Beach Bill, and the 1969 legislature's Senate Bill 10 laid down general goals for plans and zoning to guide local efforts. SB 10 reflected a concern that would be central to Senate Bill 100 just four years later: "To conserve prime farm lands for the production of crops and provide for an orderly and efficient transition from rural to urban land use."

The two and a half decades since Governor Tom McCall signed Senate Bill 100 into law are more recent history, known to many of the Oregon citizens who still participate in land use planning today. But even those who have been a part of that recent history may be unaware that in their work to protect Oregon's landscape and wonderful quality of life, they are bearing a torch that Oregonians have been passing down, generation to generation, for a very long time. Both for settlers who came here on the Oregon Trail and for our neighbors still coming here today, planning for the land is an Oregon value. It's one of the main reasons that "things look different here."

## LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE

### *A Quarter-Century of Planning, 1973-1998*

It's been 25 years since Oregon's Senate Bill 100 (SB 100) became law. The bill established a statewide program for land use planning that would earn our state high praise for our determination to protect farm and forest land, manage urban growth, control public costs, and conserve our coastlands and other natural resources.

Today, the planning program may seem like a long-established fact to many who move here or are just now reaching adulthood. But when the program first began, it was a brand-new idea and even its fiercest defenders were not always certain exactly how its lofty ideals would actually be implemented. What follows is a brief chronology of the program over the course of the past two and a half decades.

**January 1973:** Responding to widespread citizen concern about Oregon's declining livability in the face of rampant growth, Governor Tom McCall asks the Oregon Legislature for strong land use laws to guard against "sagebrush subdivisions," "coastal condomania," and "the ravenous rampages of suburbia."

**May 1973:** Governor McCall signs SB 100, calling it "the most momentous piece of legislation passed during my time here." State Senators Hector Macpherson and Ted Hallock, who guided the bill on its often stormy journey through the legislature, witness the signing.

**October 1973:** the Land Conservation and Development Commission (LCDC), appointed by Governor McCall, holds its first meeting.

**Spring through fall 1974:** LCDC holds mass citizen workshops, involving thousands of people throughout the state, to determine Oregonians' most important goals for land use.

**December 27, 1974:** LCDC adopts the first 14 statewide planning goals. All cities and counties begin to work with their citizens in creating comprehensive plans that show how their communities will meet the statewide goals. It is hoped that the plans can be completed within one year. (This process took far longer than anyone anticipated--over ten years!)

**December 6, 1975:** LCDC adopts Goal 15, for the Willamette River Greenway.

**October 8, 1976:** Medford and Central Point become the first cities to have LCDC approve, or "acknowledge," their comprehensive plans.

**November 2, 1976:** By a vote of 43% to 57%, Oregon voters reject a state ballot measure that would abolish the planning program.

**December 18, 1976:** LCDC adopts Goals 16-19, for estuaries, coastal shorelands, beaches, dunes, and the ocean.

**July 8, 1977:** Gilliam County is the first county to have its comprehensive plan acknowledged.

**November 7, 1978:** Oregon voters reject a second ballot measure aimed at abolishing the planning program. This time the vote is 39% to 61%.

**November 2, 1982:** Oregon voters reject a third ballot measure attempt to abolish the planning program (45% to 55%).

**August 7, 1986:** LCDC acknowledges the Grant County and City of Granite comprehensive plans. All Oregon cities and counties now have adopted comprehensive plans for the land within their jurisdiction, and LCDC has acknowledged that those plans meet the statewide planning goals.

**Since the mid-1980s,** the statewide planning goals and local comprehensive plans have been a stable framework for managing growth over time and through changing circumstances. The partnership of state and local government has been key to the program's success, and this partnership continues to evolve as local plans are updated to adapt to new local, regional, and state conditions.

Several legislatures have added detail or clarified certain aspects of the program. For example, **in 1993** a law was passed that permitted more flexibility for development on farmland not classified as "high-value," thus loosening some restrictions on central and eastern Oregon farmland while continuing to protect the more productive Willamette Valley farmland.

**In the 1990s** Oregon is once again experiencing rapid population and economic growth, and the planning program has begun to devote increased attention to our state's urban areas. A new focus on transportation has led to the Transportation and Growth Management Program, a joint effort by the Oregon Departments of Transportation and Land Conservation and Development to help communities co-ordinate their land use and transportation planning for better livability. More areas are turning to regional approaches for solving certain growth-related problems, and state agencies that work with developing communities are co-ordinating their efforts through a number of "Quality Development Objectives" for maintaining the quality of life in those communities.

Twenty-five years ago, Oregonians cared so much about their state's livability that they supported strong new state laws to protect it. Today, Oregon's statewide planning program is still working hard to protect that quality of life that Governor McCall once called "the Oregon mystique."

## **LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE**

### ***Challenges of the 21st Century***

Oregon is in the midst of changes that will continue into the next century. Our population is growing steadily, adding about 50,000 people a year--the equivalent of a new Corvallis every 12 months. And the old notion of fast growth only in the Willamette Valley doesn't fit the new reality. Our two fastest growing counties in the 1990s are east of the Cascades: from 1990 to 1997, Deschutes County grew 35 percent and Jefferson County grew by 25 percent.

Our economy, too, is growing and changing in ways that are likely to continue well into the next century. In 1995, for the first time the number of workers in high tech employment exceeded the number of workers in Oregon's wood products industry.

How will such growth and change in our state's population and economy affect our quality of life? We're going to need to refine our tools and approaches, maybe even develop new ones, if we are to help communities successfully cope with growth and still protect their quality of life.

### ***Keeping Citizens Involved***

Everyday citizens, not professional planners, built Oregon's planning program, and their continued interest and participation keeps it alive. But barriers to meaningful citizen involvement seem to be growing.

The barriers come in two main forms: first, an increase in the amount of information a citizen must know to participate effectively; and second, an increase in the number of institutional constraints. To overcome the first barrier, we must expand our public outreach and education efforts.

To overcome the second barrier is more difficult. Some institutional constraints have been imposed by courts, some by the legislature, some by state or local governments. These measures may have occurred for good reasons, but their cumulative effect is to make it harder for citizens to play a role.

The recent interest in city-wide votes on annexations is a telltale sign of citizen frustration. Where citizens find the planning process too difficult, too slow, and too unresponsive to use, they will turn to other, more expedient measures. We **MUST** make our planning process more open to all Oregonians and show them that it does respond to their needs, and we must do it **NOW**.

### ***Improving Our Urban Environment***

Even if people from other places stopped moving to Oregon, we would still need to plan for growth, although it would occur at a slower rate. If we want to slow down the pace at which we use up our land, and have new development be more in tune with the needs and values of local

communities, then we need to change our planning processes to allow that to happen. We need to pay less attention to the way things have always been done, and more attention to how our towns work and feel and look--what is often called our "built environment."

We tend to think of planning in defensive terms such as protecting and preventing. A serious challenge for the coming decades will be how to focus our efforts on communities' vision for their future, what they can achieve and accomplish in the framework of planning goals and community values. This challenge involves architecture, design, and aesthetics. The standard-bearers of our planning program must ascertain their communities' values and translate them into the plans and standards that turn vision into reality, if the Oregon of 2025 is to be a great place.

### ***Paying the Costs***

A typical urban home today is served by about 20 public services and utilities--streets, water and sewer systems, police, electricity, school buses, and so on. Many of these systems didn't exist 100 years ago. But we continue to fund them with a patchwork of taxes and fees from another century. The resulting funding process is complex, outdated, inequitable, and inefficient.

The problem of infrastructure funding is most visible in debates about systems development charges. Cities that have not used them in the past are now turning to them as a way to help meet the extensive public costs of increased growth. Other cities are increasing their fees, or adding new ones.

This pocketbook issue is not just a challenge for the planning program; it's a challenge for the entire state. How will we pay for the public systems and services that shape the livability of our communities?

These are daunting challenges. But our state won't survive as a place we love and treasure, if we don't at least try to meet them. Tom McCall, who seldom shied away from challenge, put it this way: "You go as far as you can; make the great fight and maybe you are going to fall back and only get ten or fifteen per cent. But that's a building block. You don't achieve it all at once. You set your goals and you go to work."

## LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE

### *Accomplishments*

In the 25 years since the beginning of Oregon's statewide planning program, much has been accomplished. Even though we face significant challenges for the near future (see "Challenges for the 21st Century"), it's worth taking a step back at this point to see what we've been able to do so far. Many, many things have been accomplished by cities and counties around the state, within their own local communities. But a few major achievements stand out:

- Every acre of land in Oregon has been planned and zoned for a particular use (farming, forestry, residential, commercial, industrial, open space, etc.), and is now subject to the land use laws of our state.
- Every one of Oregon's 276 cities and counties has a comprehensive land use plan, drawn up and revised by local residents, that meets statewide planning goals.
- Every city has an urban growth boundary that restricts urban development to the land within that boundary.
- Oregon's rate of farmland loss has declined considerably since the planning program went into effect. According to the U.S. Census of Agriculture, between 1959 and 1974 our state lost 2,994,853 acres of farmland. Between 1974 and 1992, we lost 631,948 acres. We are still losing more than we would like, but our planning program has clearly put on the brakes. This is especially clear when we compare our state with our neighbors: between 1978 and 1992, California lost 11.5 % of its farm acreage; Idaho lost 8.4%; Washington, 6%; and Oregon, 2.5%.
- Every estuary on Oregon's coast has a management plan that lays out in detail which of its resources can be used, which must be protected, and exactly what those protections are. This halted unnecessary, unregulated dredging and filling in estuaries.
- Oregon was the first state to have a complete state-level ocean management plan for our ocean waters.

## LAND USE PLANNING: OREGON'S TRADITION, OREGON'S FUTURE

### *Our Governors Speak*

**Governor Tom McCall:** "There is a shameless threat to our environment and to the whole quality of life--unfettered despoiling of the land. Sagebrush subdivisions, coastal 'condomania,' and the ravenous rampage of suburbia in the Willamette Valley all threaten to mock Oregon's status as the environmental model for the nation. We are dismayed that we have not stopped misuse of the land, our most valuable finite natural resource.

We are in dire need of a state land-use policy, new subdivision laws, and new standards for planning and zoning by cities and counties. The interests of Oregon for today and in the future must be protected from grasping wastrels of the land. We must respect another truism: That unlimited and unregulated growth leads inexorably to a lowered quality of life."

(From Gov. McCall's opening address to the 1973 Legislative assembly, January 8, 1973)

**Governor Bob Straub:** "I want to publicly express the support and commitment I feel for the vast importance of the work that this committee is pursuing.... I consider [land use planning] the most difficult challenge that we face in the state of Oregon...in trying to preserve and enhance the long range beauty that we all want to save."

(Testimony in front of the Land Conservation and Development Commission, December 13, 1974)

**Governor Victor Atiyeh:** "I support statewide land use planning. I have supported it from the beginning. Land use planning is vital to our future. It is a blueprint for our growth as a state."

(Inaugural address, January 10, 1983)

**Governor Neil Goldschmidt:** "[The Land Conservation and Development Commission is] Oregon's most important state board for saving agricultural and forest land."

(Foreword, *The Boys Up North*, 1997)

**Governor Barbara Roberts:** "Every legislature since 1973, and every governor since Tom McCall, have supported the basic principle that farm and forest land that can be part of commercial operations must be saved for future farm and forest use. That is the cornerstone of Oregon's land use program..."

Oregon must reassert its position as the nation's showcase for proving growth and the environment can live harmoniously. Even more than saving rivers and stopping pollution, it is my intention to build the nation's most integrated planning framework for providing livable communities and for handling the rapid growth we face."

(Governor's Symposium on Growth, March 26, 1991)

**Governor John Kitzhaber:** "Our land-use laws...are the best illustration of strategic planning anywhere in the country, an example of a society committed to a long-range goal."

(Speech, February 15, 1995)

"We have plenty of work ahead of us in order to protect the region's quality of life. I think our state's experience in the last 25 years demonstrates that managing growth is the right approach to the challenges that lie ahead."

(Speech to the Willamette Valley Livability Forum, October 30, 1997)

## USEFUL WEB SITES ON LAND-USE PLANNING

DESCRIPTION OF SITE	ADDRESS ("URL") (All URL's begin with http://www. All are in HTML.)
<b>Oregon Department of Land Conservation and Development's web site</b>	<a href="http://lcd.state.or.us">lcd.state.or.us</a>
<b>Oregon Revised Statutes (ORS) on land use planning</b> (See Chapters 92, 195, 196, 197, 215, and 227.)	<a href="http://lcd.state.or.us">lcd.state.or.us</a> or <a href="http://leg.state.or.us">leg.state.or.us</a>
<b>Oregon Administrative Rules (OARs) on planning</b> (Chapter 660 has rules that deal with planning.)	<a href="http://lcd.state.or.us">lcd.state.or.us</a> or <a href="http://sos.state.or.us">sos.state.or.us</a>
<b>Recent legislation</b> (Text & history of all bills considered by 1997 legislature)	<a href="http://leg.state.or.us">leg.state.or.us</a>
<b>Oregon Blue Book</b>	<a href="http://sos.state.or.us">sos.state.or.us</a>
<b>University of Oregon's Planning Program</b>	<a href="http://darkwing.uoregon.edu/~pppm/landuse">darkwing.uoregon.edu/~pppm/landuse</a>
<b>Oregon Chapter of American Planning Assn. (APA)</b>	<a href="http://darkwing.uoregon.edu/~apa">darkwing.uoregon.edu/~apa</a>
<b>American Planning Association (National)</b>	<a href="http://planning.org">planning.org</a>
<b>Planning Commissioners Journal (National)</b>	<a href="http://webcom.com/~pcj">webcom.com/~pcj</a>
<b>Cyberbia: Planning &amp; Architecture Internet Resource Center (National)</b>	<a href="http://arch.buffalo.edu/pairc">arch.buffalo.edu/pairc</a>