

A stylized map of a city grid with a red path and blue waterways. The map features a dense network of white lines representing streets and a blue network representing waterways. A prominent red path, composed of small red dots, winds through the city grid, starting from the top center and moving generally southwards with several turns. The background is black.

# Pathways to Managing Regional Growth

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# Comparative case studies of Portland, Oregon and Denver, Colorado



# Evolution of U.S. Regionalism

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- **First Wave** - Structural Consolidation through state and local initiatives (1850s-1920s)
- **Second Wave** - Coordinated Planning as local and federal initiatives (1930s-1970s)
- **Third Wave** - Market based intra-regional competition and state mandated growth management (1980s)
- **Fourth Wave** - Collaboration or collective action/sustainability (1980-present)

# Driving Forces

**OLD**

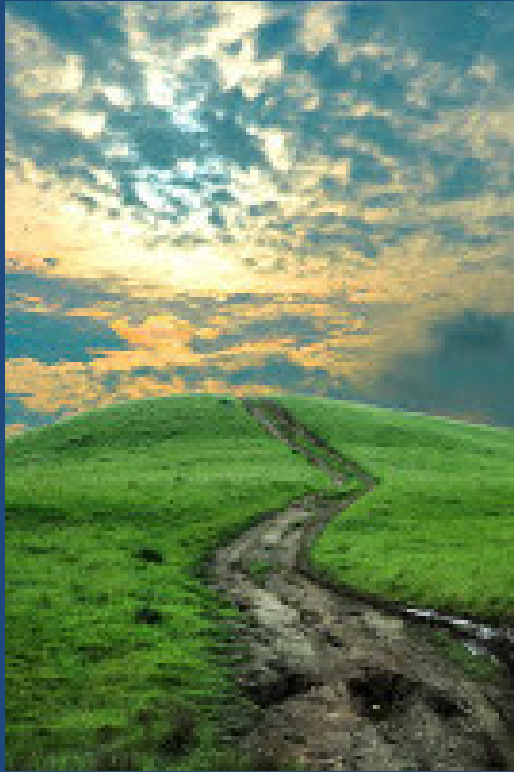


**NEW**



Wave/Approach	Economic Competitiveness	Land Use and Infrastructure	Social Equity
1. Structural consolidation 1850s-1920s	City size equals competitiveness	Water supply	
2. Coordination 1930-1970s	Indirectly addressed through infrastructure	Comprehensive infrastructure and open space planning	Fair share affordable housing supply
3. Market-based (public choice) & state growth management 1980s	Intra-regional market competition	Intra-regional market competition	Affordable housing supply
4. Collaboration/sustainability 1980s-present	Regions as units of economic competitiveness	Collaborative preservation of regional assets	Transit and workforce housing





The old and new regionalism represent different pathways toward the economic and administrative development of regions.

Despite the names, the old regionalism continues and the new regionalism has roots reaching back well before its period of current recognition.

# Old vs. New Regionalism

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Old regionalism as a top-down path to reform while the new regionalism is more bottom up.

- Geography: regionalism vs. metropolitanism (polycentrism vs. monocentricism)
- Multiple (matrix) vs. single boundaries
- Governance vs. Government (network-based)
- Collaboration vs. coordination (trust-based)
- Multi-sector vs. public sector (shared power)
- Multiple interrelated goals (sustainability)

# Land Use under the Old Regionalism

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Emphasis on regulatory mechanisms and rigorous technical analysis

- Developments of Regional Impact (DRIs)
- Areas of Critical State Interest
- Urban Growth Boundaries (UGBs)
- Urban Service Boundaries
- Hierarchically structured state growth management

# Land Use under the New Regionalism

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Combines market with collaborative approaches

- Transfer of Development Rights (TDRs)
- Pollution trading regimes
- IGAs and MOUs: intergovernmental agreements used to implement agreements
- Visioning and Scenario Mapping: procedures for consensus formation
- Urban Growth and Form Boundaries



# Urban Growth Boundaries

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- Sets a specific physical boundary outside of which urban density development is not allowed.
- May incorporate a partial or complete greenbelt
- Requires a mechanism for adjusting the boundary to accommodate population growth (growth may occur beyond the greenbelt)
- May incorporate satellite towns





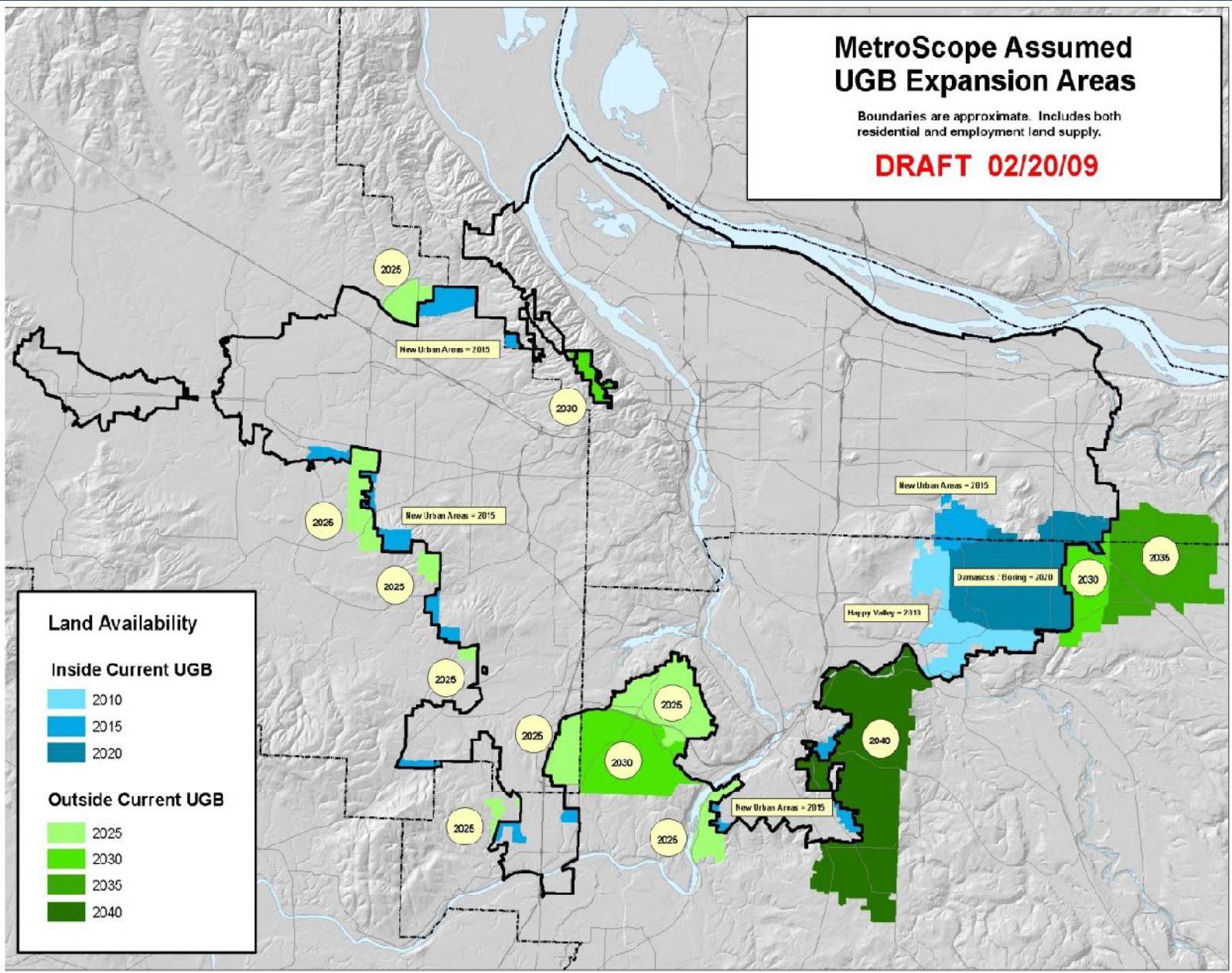
## Portland, Oregon

- City population of 529,000; metro-area of 2.2 million (excluding Vancouver, WA)
- 1973, state growth management act passed mandating growth boundaries
- Portland is the only city with a metro-wide boundary

# MetroScope Assumed UGB Expansion Areas

Boundaries are approximate. Includes both residential and employment land supply.

**DRAFT 02/20/09**





# Process Factors

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- CRAG and then Metro were responsible for drawing the UGB.
- When established, Metro became the first and only directly elected regional government in the U.S.
- UGB has been adjusted three dozen times since it was established, adding relatively modest reserves of land.

### Portland Metro 2010-2035

Based on Metro polices in effect 10/2011

	Total 2010 UGB Area (Sq. Miles)	Households in 2010 UGB Area (HH Total)	Density in Total 2010 UGB Area (HH/Sq. Miles)	Total 2035 UGB Area (Sq. Miles)	Households in 2035 UGB Area (HH Total)	Density in Total 2035 UGB Area (HH/Sq. Miles)	Percentage Increase in Density from 2010
<b>Clackamas County</b>	96.20	101,236	1,052	99.25	163,959	1,652	57.0%
<b>Multnomah County</b>	183.60	283,693	1,545	183.60	474,477	2,584	67.3%
<b>Washington County</b>	119.70	179,153	1,497	138.79	270,389	1,948	30.2%
<b>Metro UGB</b>	399.60	564,082	1,412	421.64	908,825	2,155	52.7%
<b>Clark County Washington (rough estimate of UGA)</b>	116.34	134,205	1,154	126.57	191,644	1,514	31.3%
<b>Total 4 County Urbanized Region</b>	515.94	698,287	1,353	548.21	1,100,469	2,007	48.3%

household	2.52		household	2.41	
515.94	1,752,700	3,397	548.21	2,652,130	4,838    42.4%

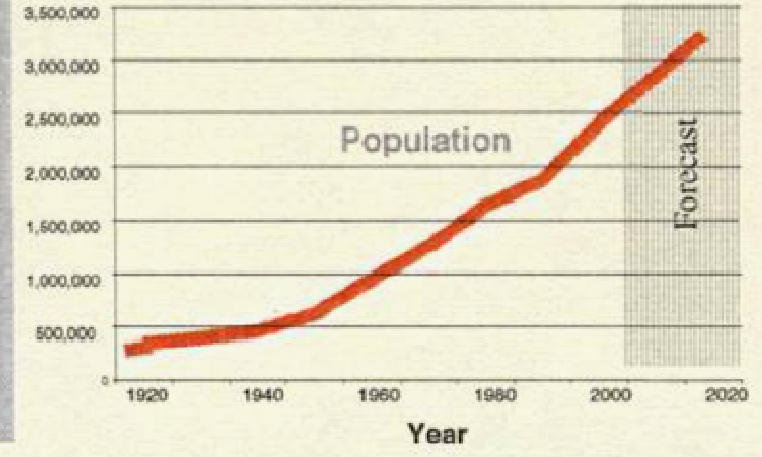
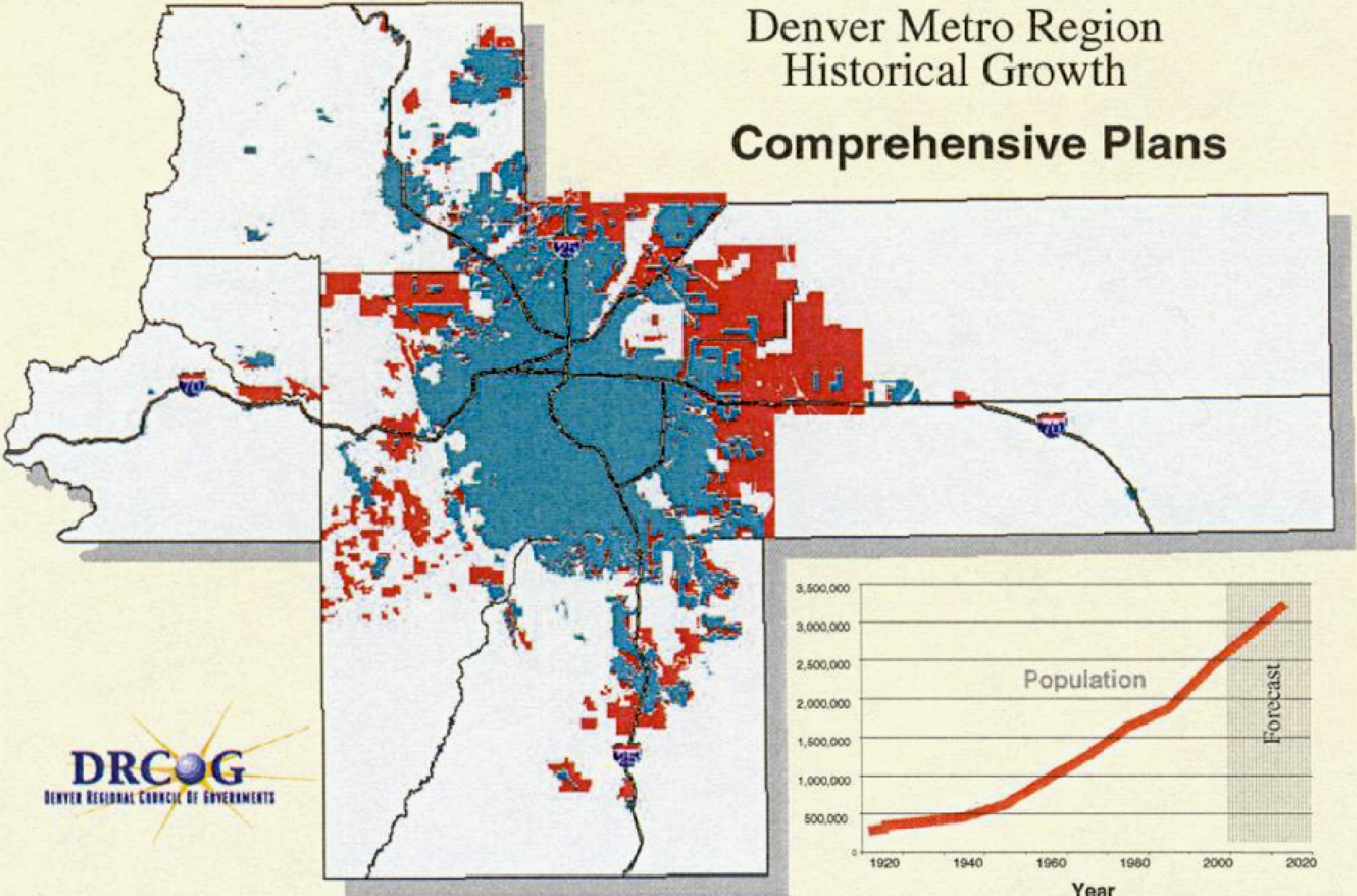
## Denver, CO

- City population 600,000; metro-area 2.93 million
- 1976, state failed to pass growth management
- During the 1970 and 1990s the metro area had the fastest growing counties in the country





# Denver Metro Region Historical Growth Comprehensive Plans





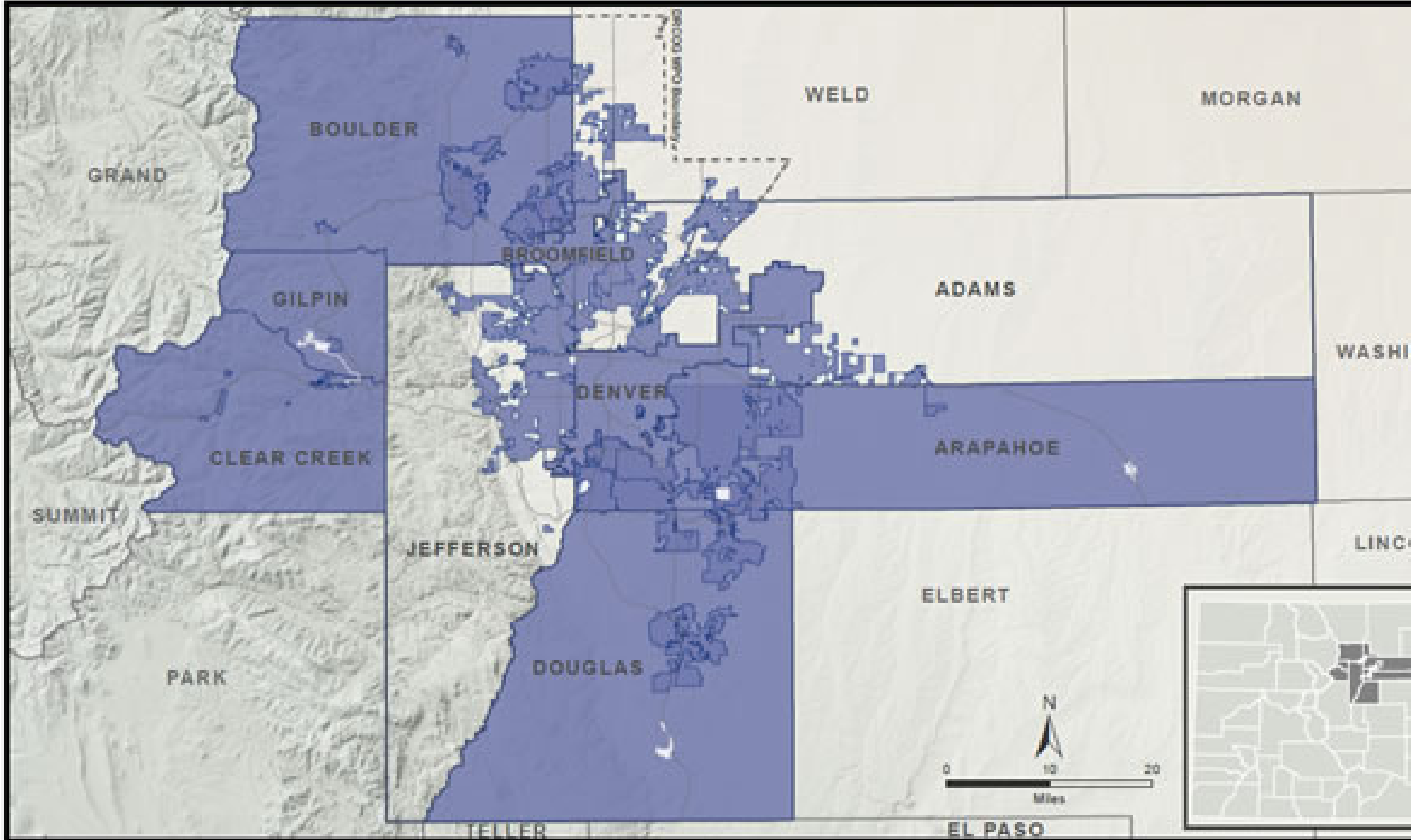
DENVER REGIONAL COUNCIL OF GOVERNMENTS

*We make life better!*

1220 Broadway, Suite 700, Denver, CO 80203

Phone: 303-455-1000 | Fax: 303-480-6790 | Web: www.drcog.org

# Mile High Compact Particip



# Process Factors

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- In 1993, the Metro Mayors Caucus ( a voluntary group) promoted development of a regional vision.
- Vision 2020 was developed by DRCOG as an enhanced framework for long range transportation planning.
- A key component of the vision is the Mile High Compact that established a “voluntary” regional growth boundary adopted in 2000.

### Metro Denver Population 2006-2035

DRCOG estimate 5/2009

	Total 2006 Urban Area	Households in 2006 Urban Area	Density in Total 2006 Urban Area	2035 UGB	Households in 2035 UGB	Density in 2035 UGB	Percentage Increase in Density from Total 2006 Urban Area Baseline
	(Sq. Mi.)	(HH)	(HH/Sq. Mi.)	(Sq. Mi.)	(HH)	(HH/Sq. Mi.)	
<b>Adams County</b>	116.5	144,182	1,238	178.4	280,917	1,575	27.2%
<b>Arapahoe County</b>	126.0	210,559	1,671	158.9	358,451	2,256	35.0%
<b>Boulder &amp; Broomfield Counties</b>	107.3	129,486	1,207	134.6	202,657	1,506	24.8%
<b>Clear Creek &amp; Gilpin Counties</b>	11.1	1,953	176	15.2	3,675	242	37.4%
<b>Denver</b>	102.6	255,897	2,494	112.8	358,005	3,174	27.3%
<b>Douglas County</b>	90.9	81,942	901	121.0	184,728	1,527	69.4%
<b>Jefferson County</b>	158.6	200,452	1,264	179.6	278,749	1,552	22.8%
<b>SW Weld County</b>	19.3	11,853	614	80.9	56,211	695	13.1%
<b>Total</b>	<b>732.3</b>	<b>1,036,325</b>	<b>1,415</b>	<b>981.4</b>	<b>1,723,393</b>	<b>1,756</b>	<b>24.1%</b>

household 2.53

pop 2621902.00 **3580.00**

household 2

pop 4205079.00 **4286 16.50%**

# Comparison of Performance

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- Portland achieves a higher projected density than Denver (4,838 vs. 4,286 persons per square mile) and greater densification (42.4 vs. 16.5% over the base year).
- Portland has strong legal authority to maintain the boundaries that it establishes, whereas Denver offers some incentives but must rely on MOUs and voluntary adjustments to comp plans to achieve compliance.
- Portland is vulnerable to attacks to the system (e.g., through initiatives) while Denver could suffer unraveling of trust-based relations

# Underlying Similarities

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- Each region has a strong network of cross sector interests with a history of collaboration and who have developed trust.
- These interests provide the foundation for different administrative solutions for addressing growth.
- There are a few “policy entrepreneurs” who work to bring key stakeholders together.
- The solutions adopted significantly reflect possibilities and limitations on the state level

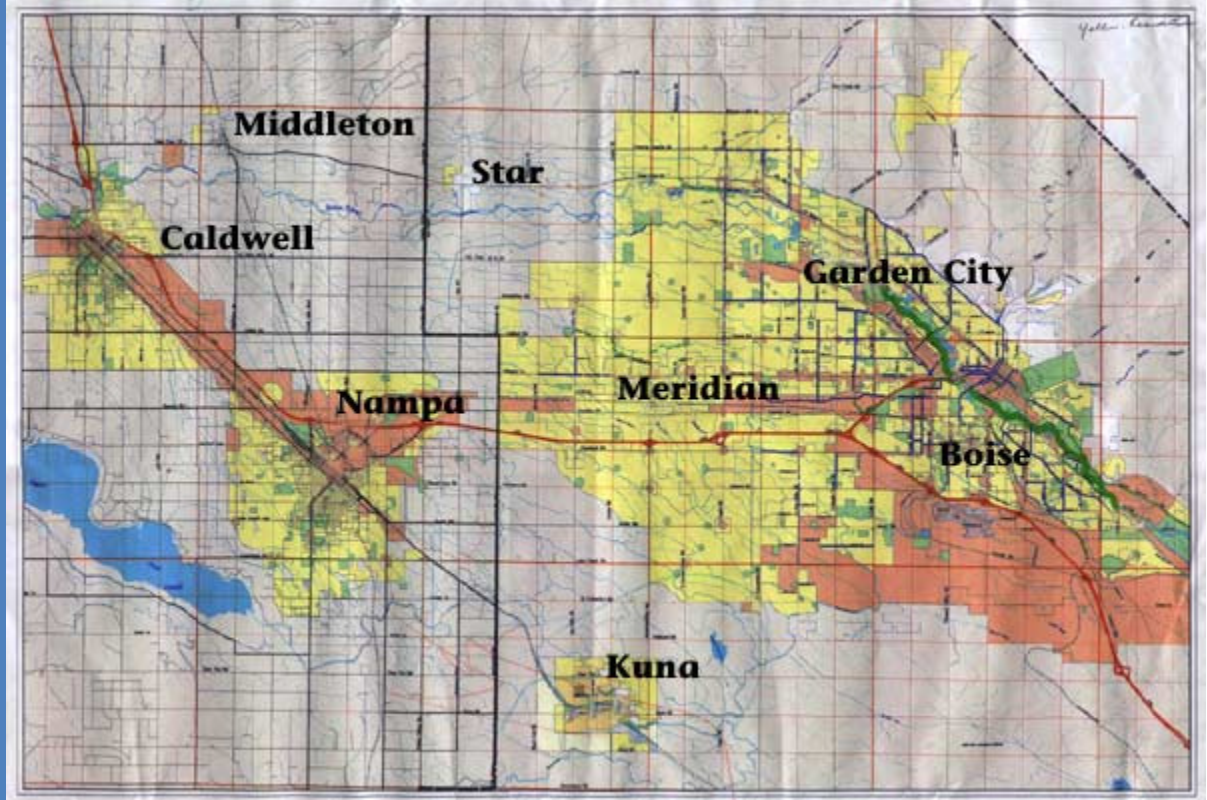


# Which Pathway is Better?

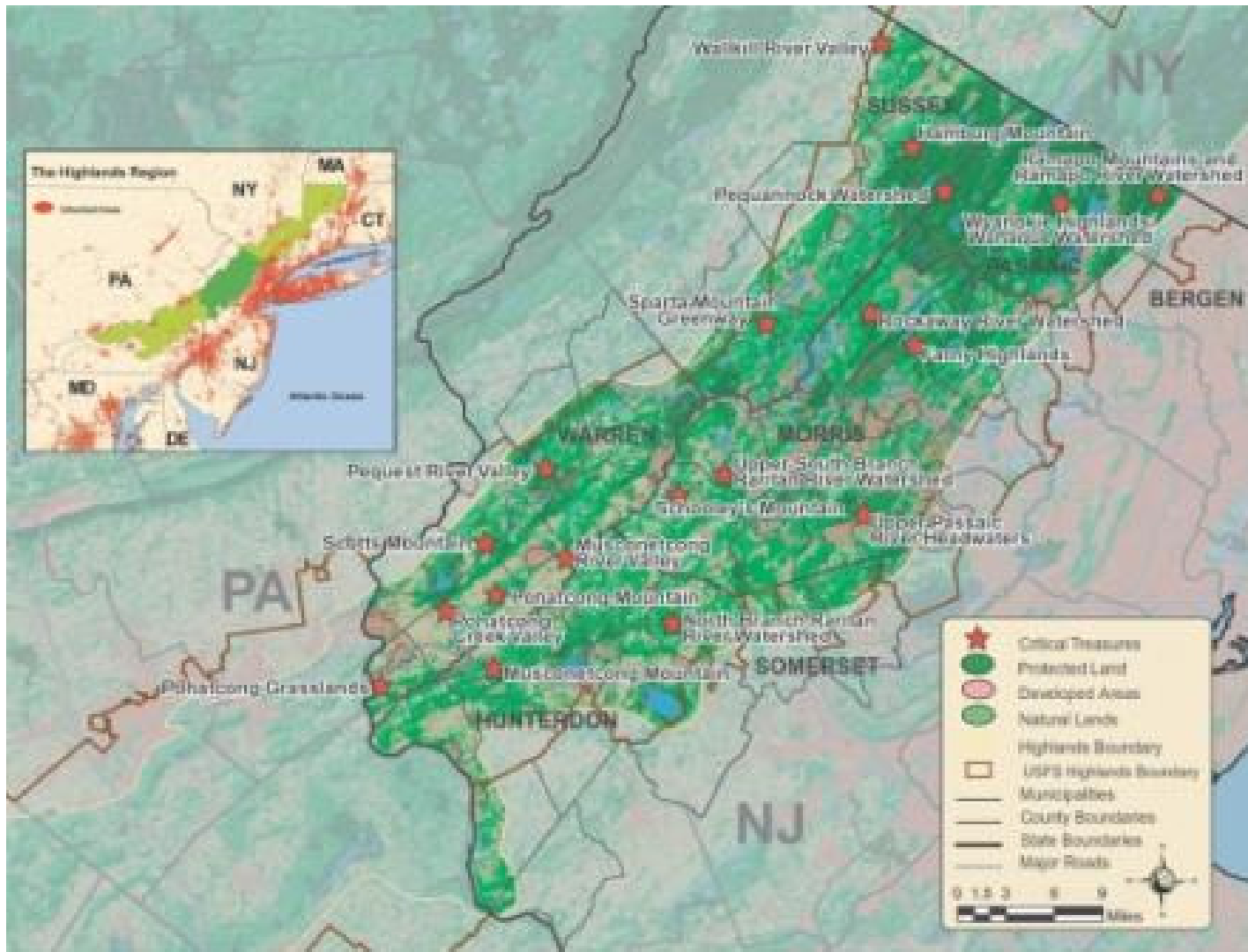
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- The Portland approach is greatly admired for its performance but virtually never emulated.
- It's difficult if not impossible to replicate the conditions of political culture that gave rise to its approach.
- Denver's approach may be easier to emulate, but it still requires a strong culture of regional collaboration.

Other Examples of  
Collaborative Approaches to  
Managing Regional Growth



## Idaho's Treasure Valley Partnership



## New Jersey Highlands



## Mayflower Compact: Southeastern, MA