

COMPREHENSIVE LAND PLANNING:
REGIONAL ANALYSIS OF A REPEAL EFFORT

by

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A RESEARCH PAPER
submitted to
THE DEPARTMENT OF GEOGRAPHY

in partial fulfillment of
the requirements for the
degree of

MASTER OF SCIENCE

June 1977

Directed by
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COMPREHENSIVE LAND PLANNING:
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ABSTRACT: A subjective model based on county demographic characteristics and regional variation in election issues was used to predict county by county election outcome on an effort to repeal mandatory comprehensive land planning in Oregon. The subjective model consisted of four county factors: 1) population density; 2) percent of urbanization; 3) percent of employment dependent on primary activities; and 4) population decrease from the 1960 to 1970 census. Major issues were identified as a statewide concern for state versus local control of the planning process and a regional conflict over urban versus rural perceptions of the land's use. The repeal effort was unsuccessful largely because of strong opposition in the urbanized Willamette Valley; the more rural coastal, southern, and eastern regions of Oregon were either divided or strongly in favor of repealing mandatory comprehensive land planning.

Ballot Measure 10, the recent attempt to repeal Oregon's comprehensive land planning legislation (SB 100), is a unique opportunity to identify statewide and regional issues concerning mandatory comprehensive land planning. The geographer is concerned both with the issues about land planning in Oregon and, more importantly, any spatial variation in land planning issues. Furthermore, a study of the issues and the vote on Ballot Measure 10 may be useful for setting the tone and thrust of future land planning programs in Oregon and the rest of the Nation.

The objectives of this study are to identify: 1) statewide and regional issues concerning the effort to repeal SB 100; and 2) characteristics of the population that account for the regional variation in the election outcome on Ballot Measure 10.

BACKGROUND

The Oregon Legislature enacted SB 100 in 1973, mandating county and community comprehensive land planning consistent with specific statewide goals and creating the Land Conservation and Development Commission (LCDC) to administer state assistance and to assure compliance with the Act. From the beginning support for this legislation varied regionally (Table 1). The Willamette Valley supported this legislation, but the coast, southern, and eastern Oregon were predominantly opposed to mandatory statewide land planning. The legislative vote on LCDC's budget (SB 5536) in 1975, shows that support in each region remained essentially the same from 1973 to 1975, except in eastern Oregon where what little legislative support was originally present for SB 100 had deteriorated. Legislative voting records for both bills are listed in Appendix A by region.

This regional variation in support of SB 100 and LCDC is consistent with conclusions drawn in two recent studies: one by Louis Harris and Associates concerning public views on environmental problems in Oregon¹, and the other by K. W. Muckleston et al. regarding legislative voting patterns on environmental issues². The Louis Harris study in Oregon found that a region's population density is correlated with the residents' concern for environmental problems. Muckleston et al. determined

TABLE 1.--LEGISLATIVE OPPOSITION COMPARED TO TOTAL VOTE ON SB 100 AND LCDC'S BUDGET, IN 1973, AND 1975, RESPECTIVELY, BY REGION.

Oregon Regions	1973 - SB 100 no votes/total votes	1975 - LCDC Budget no votes/total votes
Coast	6/8	5/9
Southern	6/9	5/9
Willamette Valley	9/58	4/58
Eastern	8/12	11/11

Source: J. Neilson, "The 1973 Legislature: An Environmental Evaluation," (Portland: Oregon Environmental Council, 1973), 8p. and R. Hemmingway, "The 1975 Legislature: An Environmental Evaluation," (Portland: Oregon Environmental Council, 1975), 8p.

that most legislators' voting trends on environmental issues reflect, in part, the characteristics of their respective constituencies. The study goes on to conclude that legislators from densely populated regions would be most likely to support environmental legislation and those from less densely populated regions would be less likely to support environmental legislation. This rural-urban relationship is evident when comparing the support for SB 100 from legislators representing the densely populated Willamette Valley in contrast to the lack of support shown by legislators from the other three less densely populated regions of the State.

In early summer 1976, a petition drive was successful in placing the question of repealing mandatory comprehensive land planning, SB 100, on the November 2, 1976, general election ballot. Oregon voters approved a previous ballot measure in 1969, that allowed voluntary comprehensive land planning.³ However, the question put before the voters in Ballot Measure 10 involved mandatory comprehensive land planning at both the county and community levels, consistent with specific statewide goals.

The repeal effort was unsuccessful, probably because Oregon Governor Robert Straub and many state legislators assured the public that SB 100 would be ammended in the 1977 legislative session to correct admitted problems in the Act. Even though the ballot measure was defeated, many of the issues concerning mandatory comprehensive land planning remain. These issues will play an increasingly important role as communities and counties in Oregon attempt to comply with SB 100.

THE STUDY

Data were gathered from four rather traditionally delimited regions within the State having similar geographic and demographic characteristics, but consistent with county boundaries (Figure 1). Data gathering and analysis are discussed in two time periods: the pre-election period, from September 1 to November 1, and the post-election period, from November 2 to November 10.

Pre-election Data Gathering and Analysis

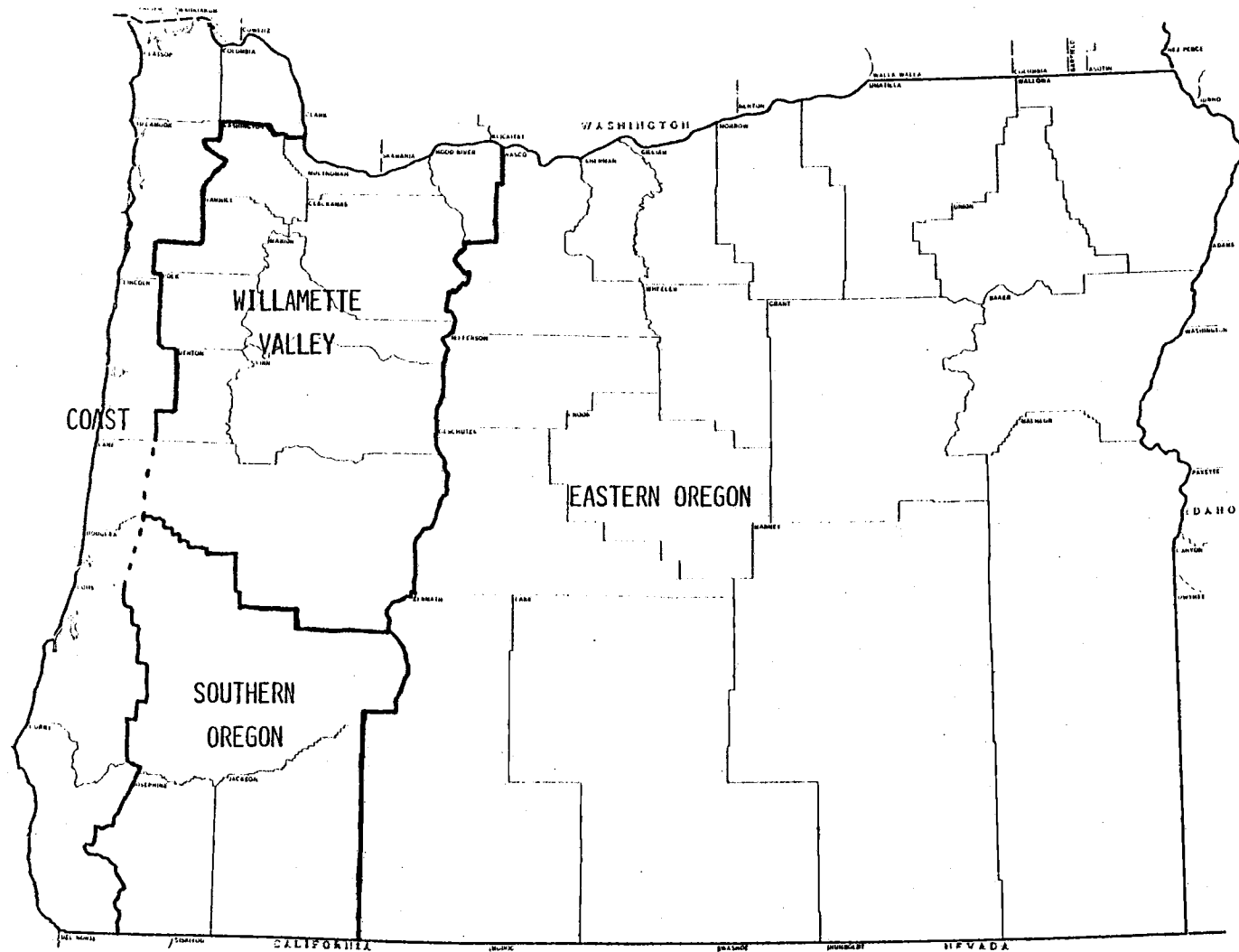
There were two specific goals for the pre-election period: first, to identify statewide and regional issues concerning SB 100 and LCDC; and second, to develop a model using identified issues and other specified factors to predict accurately, on a county by county basis, the outcome of the election on Ballot Measure 10.

Issues

Material to identify issues was gathered primarily from letters to the editor in selected newspapers from each region. In addition, each paper's editorial stand on repeal of SB 100 was noted under the assumption that the views expressed in the editorials, to some extent, reflect the sentiments of the community that the paper serves. The papers used as sources and each paper's editorial stand are listed in Appendix B.

Issues for and against the repeal of SB 100 that appeared in all four regions were considered statewide issues (Table 2). Other issues were assumed to be of concern only to a particular region and, therefore, are listed as regional issues (Tables 3 to 6).

FIGURE 1.--MAP OF OREGON SHOWING THE FOUR REGIONS USED IN THIS STUDY.



Source: Adapted from Rand McNally & Company, "State County Outline Map, Oregon," (Chicago), 1p. Scale 1:40.

TABLE 2.--STATEWIDE ISSUES FOR AND AGAINST REPEAL OF SB 100.

Issues For Repeal

Local control of planning and land-use decisions.

Objections to dictatorial role of LCDC.

Blackmailing of county and city officials by withholding State funds to force compliance with LCDC's goals and guidelines rather than the goals of local citizens.

Land planning must be flexible to be efficient; state bureaucracies can not be flexible.

Loss of individual property rights to the state.

LCDC is an additional tax burden whose tasks can be done by other previously existing State agencies.

Issues Against Repeal

Need for statewide coordination of land planning to assure a stable future for Oregon's land-based economy.

LCDC and SB 100 assure citizen involvement in the planning process.

State financial and technical assistance in the planning process is available through LCDC.

State role is needed in planning for areas of statewide concern.

TABLE 3.--SOUTHERN OREGON ISSUES FOR AND AGAINST REPEAL OF SB 100.

Issues For Repeal

LCDC and SB 100 hinder economic development.

Planning should reflect individual concerns and have popular support;
LCDC and SB 100 do not.

Issues Against Repeal

Medford has had success with planning and strong support from LCDC.

Land planning will allow each community to manage urban sprawl and
resulting community problems.

TABLE 4.--EASTERN OREGON ISSUES FOR AND AGAINST REPEAL OF SB 100.

Issues For Repeal

Goals and guidelines are not consistent with those of eastern Oregonians.

LCDC does not represent eastern Oregon; only 2/7 of the commission are from east of the Cascades.

SB 100 and LCDC restrict needed growth.

Compliance is at the cost of local community funds; the State is not accepting full financial responsibility.

Duplication of planning efforts for communities that already have a comprehensive plan.

LCDC has caused costly delays in community comprehensive plans.

Issues Against Repeal

Eastern Oregon counties are not home rule so the management of county land is subject to legislative approval. SB 100 and the county comprehensive plan would put county management under local control.

Two-thirds of the region's land is state or federally owned and coordination of management decisions is necessary.

Protection from haphazard growth.

SB 100 requires cities and counties to write plans and ordinances that they had not done prior to SB 100.

LCDC provides financial and planning assistance.

TABLE 5.--WILLAMETTE VALLEY ISSUES FOR AND AGAINST REPEAL OF SB 100.

Issues For Repeal

LCDC discriminates against those who actually live and work on the land,
the "rural folk."

Issues Against Repeal

Plan for future population growth.

Preserve agricultural land.

Coordination of many levels of Valley government that are now affecting
land-use.

TABLE 6.--COAST ISSUES FOR AND AGAINST REPEAL OF SB 100.

Issues For Repeal

LCDC is antigrowth, antijobs, and against reasonable development.

SB 100 is economic repression of the Coast by the Willamette Valley.

LCDC has all three powers of government in one commission, the power to review, to ammend, and to administer.

Costly duplication of planning efforts that are already completed.

Urban growth boundaries will cause a rise in property evaluation and increase property taxes.

Increased property taxes will cause unfair financial burden on the elderly.

Issues Against Repeal

Local officials would establish dictatorships of their own without the citizen involvement mandated by SB 100 and enforced by LCDC.

More than six years of coastal planning would be lost and coastal resources would be vulnerable to new waves of unregulated development.

Predictions

In addition to the regional issues, four categories of information were gathered to construct a model for county by county predictions of the election results on Ballot Measure 10. The four factors were chosen because each is thought to have an important influence on voting on environmental problems, such as land planning. The four factors for each county are: population density, percent of urban population, percent of employment dependent upon primary activities, and population decrease from the 1960 to 1970 census.

County population density was found to be the single most important indicator of voting on environmental legislation in the study by Muckleston et al.⁴ As previously noted, densely populated areas tend to vote for environmental legislation and sparsely populated areas tend to vote against it. Population density alone, however, does not identify completely what Muckleston et al. called "...the divergence of opinion between rural and urban constituencies" in their view of land-use.⁵ In this study population density is used in combination with a second factor, percent of urban population, as a refinement that will help clarify the position taken on land planning in some counties. For example, the population density in Deschutes County is relatively low, but the bulk of the population is found in urbanized centers. Thus, Deschutes County would more accurately be considered relatively urbanized despite its low population density.

Besides the county's population distribution, the character of the economy may have an important effect upon voting on environmental

legislation. Muckleston et al. found an inverse relationship between percent of employment dependent on primary activities and positive voting on environmental legislation.⁶ In other words, the stronger the county's economic tie to resource exploitation, the less likely the residents are to favor state regulation and preservation of land. Many Oregon counties are economically dependent upon land-based resources and, therefore, could be expected to oppose land-use legislation.

Decrease in population from the 1960 to 1970 census is a minor factor compared to the above three, but it is an aid in identifying counties experiencing ailing economies. A population decrease usually indicates a county where the young people have gone elsewhere to seek employment because of a declining economy. In this case, environmental legislation is viewed by the residents as a threat to increased employment through exploitation of the land's resources. A loss of young voters also can affect a county's vote on environmental legislation because young people are usually more sympathetic to environmental problems.

Data for population density, percent of urbanization, and decrease in population were adapted from the Atlas of the Pacific Northwest.⁷ Population density was ranked in four categories, ranging from 1500 to 100 persons per square mile in category 1, to densities of five to zero persons per square mile in category 4. Percent of urban population was ranked in five categories, ranging from category I with 100 to 75 percent of the population in urban centers, to category V with no urban population. Decrease in population was classified as either yes or no

based on county census figures in 1960 and 1970.

The percent of county employment dependent on primary activities was computed using data from the Oregon Covered Employment and Payrolls by Industry and County, Third Quarter 1975.⁸ Data used to compute these percentages are listed in Appendix C for each county. The traditional primary sector, primary manufacturing, and the construction industry (considered to be unsympathetic to land-use regulation) were included in these figures. Each county's employment dependency upon primary activities was classified as either average (within five percent of the State average of 21 percent of employment dependent upon primary activities), higher than average (27 percent and above), or lower than average (15 percent and below).

Using the four factors discussed above and a subjective evaluation of the issues in each region, a county by county prediction of the election outcome on Ballot Measure 10 was made (Table 7). The four factors were weighted according to the presumed importance of each in evaluating the expected county vote. As stated earlier, the factors of population density and percent of urbanization were combined to assess the character of the county's population distribution (i.e. urban or rural). The population distribution and percent of employment dependent on primary activities were equally important in making the county vote prediction. The fourth factor, decrease in population from the 1960 to 1970 census, was less important than the preceding factors, but helped identify counties that would likely vote yes on Ballot Measure 10 because of a decrease in population as a result of economic problems.

TABLE 7.--FOUR DEMOGRAPHIC CHARACTERISTICS USED TO PREDICT THE COUNTY BY COUNTY ELECTION OUTCOME ON REPEAL OF MANDATORY COMPREHENSIVE LAND PLANNING AND THE PREDICTED ELECTION OUTCOME, BY COUNTY AND REGION.

Counties By Region	Density ¹	Urbanization ²	Population Decrease ³	Dependence On Primary Activities ⁴	Predicted Outcome
<u>COAST</u>					
*Clatsop	2	II	no	H	yes
Columbia	2	IV	no	H	yes
Coos	2	II	no	H	yes
Curry	3	IV	yes	H	yes
Lincoln	2	III	no	A	yes
Tillamook	3	IV	yes	H	yes
<u>SOUTHERN OREGON</u>					
Douglas	3	III	no	H	yes
*Jackson	2	II	no	A	toss-up
Josephine	2	II	no	H	yes
<u>WILLAMETTE VALLEY</u>					
Benton	2	II	no	A	no
Clackamas	2	II	no	A	no
Hood River	2	II	yes	A	no
Lane	2	II	no	A	no
Linn	2	III	no	H	no
Marion	2	II	no	A	no
Multnomah	1	I	no	L	no
Polk	2	II	no	H	no
Washington	1	II	no	L	no
*Yamhill	2	III	no	H	yes
<u>EASTERN OREGON</u>					
Baker	4	II	yes	A	yes
*Crook	4	IV	no	H	yes
Deschutes	3	II	no	A	no
Gilliam	4	V	yes	L	yes
Grant	4	V	yes	H	yes
Harney	4	III	no	H	yes
Jefferson	4	V	no	A	toss-up
Klamath	3	II	no	H	yes
Lake	4	III	yes	A	yes
*Malheur	4	III	no	A	toss-up

TABLE 7.--CONTINUED

Counties By Region	Density ¹	Urbanization ²	Population Decrease ³	Dependence On Primary Activities ⁴	Predicted Outcome
Morrow	4	V	yes	A	yes
*Sherman	4	V	yes	L	toss-up
*Umatilla	3	III	no	A	toss-up
*Union	3	III	no	A	toss-up
Wallowa	4	V	yes	A	yes
Wasco	3	II	yes	A	no
Wheeler	4	V	yes	H	yes

Source: R. M. Highsmith, Jr. (Ed.), Atlas of the Pacific Northwest, 5th edition, (Corvallis: Oregon State University Press, 1973), pp. 20-21 and State of Oregon, Employment Division, Oregon Covered Employment and Payrolls by Industry and County, Third Quarter 1975, (Salem: Department of Human Resources, Research and Statistics Section, RS Pub. 1), 96p.

- ¹ County population per square mile based on 1970 census data. Categories are divided as follows: 1=1500 to 100 persons; 2=100 to 20 persons; 3=20 to 5 persons; 4=5 to zero persons.
- ² Percent of urban population based on 1970 census data. Categories are divided as follows: I=100 to 75 percent of the population is urban; II=75 to 50 percent; III=50 to 25 percent; IV=25 to 0.1 percent; V=none.
- ³ "Yes" means county's population decreased from the 1960 to 1970 census.
- ⁴ Percent of employment dependent upon the primary sector, primary manufacturing, or the construction industry. Average (A) is based upon the State average of 21±5 percent; lower than average (L) is less than 16 percent; and higher than average (H) is above 26 percent.
- * Indicates counties where the actual election outcome did not agree with the predicted outcome, or in the case of toss-up's, the actual outcome was not within ± two percent.

The issues and the general mood of the region, as reported in the local papers, could outweigh all factors in the prediction making process if the direction of the issues differed from the four prediction factors. This situation occurred in Lincoln County, a coastal county whose characteristics are: a more dense and urban population than neighboring coastal counties; an average amount of employment dependent on primary activities; and no decrease in population between the two censuses. These characteristics normally would have indicated a predominantly negative vote on Ballot Measure 10. However, the issues in the region strongly suggested a positive vote, a prediction that agreed with the actual election outcome. A few counties in eastern Oregon, and Jackson County in southern Oregon were predicted as toss-up's because the issues in each respective region and the four factors indicated a situation that was too close to call.

Post-election Data Gathering and Analysis

Using unofficial election returns from the Oregonian newspaper, county and regional breakdowns of vote totals and percentages for and against Ballot Measure 10 were computed (Table 8).⁹ The actual vote in each county was then compared to the pre-election prediction. Counties where the prediction was in error are indicated by an asterisk next to the county name in Table 8.

DISCUSSION

Statewide Issues

The statewide and regional issues surrounding the attempt to repeal

TABLE 8.--UNOFFICIAL ELECTION RESULTS AND PERCENTAGES, FOR AND AGAINST
BALLOT MEASURE 10, LISTED BY REGION AND COUNTY.

Counties by Region	Yes Vote	Pct.	No Vote	Pct.
<u>COAST</u>				
Clatsop	5908	44	7372	56
Columbia	6921	54	5804	46
Coos	16583	69	7291	31
Curry	3899	75	1308	25
Lincoln	6091	56	4792	44
Tillamook	4054	58	2971	42
Subtotal	43456	60	29538	40
<u>SOUTHERN OREGON</u>				
Douglas	20822	67	10185	33
Jackson	19538	44	24898	56
Josephine	13326	68	6318	32
Subtotal	53686	56	41401	44
<u>WILLAMETTE VALLEY</u>				
Benton	6870	26	19850	74
Clackamas	40024	46	46981	54
Hood River	2697	45	3359	55
Lane	39139	39	60217	61
Linn	11936	42	16528	58
Marion	24737	38	40207	62
Multnomah	75445	34	149547	66
Polk	6281	39	9678	61
Washington	34509	43	46514	57
Yamhill	7749	44	9761	56
Subtotal	249387	38	402642	62
<u>EASTERN OREGON</u>				
Baker	3294	54	2770	46
Crook	2077	48	2206	52
Deschutes	6422	41	9430	59
Gilliam	534	52	499	48
Grant	1601	61	1015	39
Harney	1599	52	1501	48
Jefferson	1494	49	1570	51
Klamath	10973	53	9662	47
Lake	1912	98	46	02
Malheur	2342	35	4355	65
Morrow	1058	50	1041	50
Sherman	475	45	578	55
Umatilla	6466	41	9133	59
Union	2208	45	2721	55
Wallowa	1591	57	1222	43
Wasco	3446	42	4808	58
Wheeler	449	63	265	37
Subtotal	47945	48	52822	52
<u>TOTAL</u>	393996	43	526680	57

Source: Oregonian, "Election Results," (Portland: November 4, 1976), p.A12.

SB 100 had many diverse themes. Many of the issues, however, were superfluous to the repeal of mandatory land planning laws. For example, LCDC was charged with preventing the granting of septic tank permits and variances, and with promoting communism.¹⁰ These are not functions under LCDC's jurisdiction, but to some Oregonians LCDC became the scapegoat for all real and imagined government functions. More importantly, this study sought to illuminate the broader, more central issues surrounding the repeal effort.

At no time did the debate deal with the need for land planning itself. The forces for and against repeal both agreed that future growth and land uses should be planned.¹¹ However, the predominant statewide issue was control of planning; specifically, the issue was whether planning should be under State or local jurisdiction. Those who supported repeal viewed SB 100, LCDC, and the statewide goals as a dictatorial power that used the blackmailing technique of withholding State funds to force local officials to comply with State rather than local goals.¹² At the root of this issue was the fear that state control of planning meant the loss of private property rights, except the right to pay taxes.

The voters against repeal countered that the State needs statewide coordinated land planning to protect its land-based economy.¹³ Those against repeal also charged that some communities, if left alone, would either not plan at all, or planning would be done by and for local special interests. Furthermore, antirepeal forces argued that SB 100 and LCDC do not control local planning. The law, they contend, merely assures that planning will be done at the local level and that citizen

involvement will be assured at all levels of the planning process.¹⁴

These statewide arguments for and against repeal of SB 100 were clearly defined and adamantly debated through mass media sources during the month preceding the election. The philosophical question of state versus local control underlies American political life in general and was not reconciled in this case by the failure of the repeal effort. LCDC and the land planning program in Oregon will come up against this conflict throughout the State in the future.

Regional Issues

The major regional issue perceived by voters in three of the four regions (southern Oregon, eastern Oregon, and the Willamette Valley) was the urban versus rural perception of the land's function. Each of these three regions had different specific arguments concerning this issue, but the theme was basically the same.

Southern Oregon

Southern Oregon showed the most obvious evidence of the urban-rural conflict over land planning in the region's issues and in the final vote. The populace in the urban centers of Medford and Ashland were predominantly in support of statewide land planning. Medford in particular has had a favorable experience with and a good impression of LCDC. In fact, Medford-Central Point was the first community to have its comprehensive plan approved by LCDC.¹⁵

Unlike metropolitan Medford, the rural dwellers in southern Oregon apparently do not feel a strong need for mandatory land planning. In addition, the rural voters are more dependent upon land resources for

their economic existence. As a result, there is a striking difference between urban and rural perceptions of land in southern Oregon as demonstrated by the vote on Ballot Measure 10. Specifically, Jackson County, an urbanized county with only average dependence on primary activities, voted against repeal of SB 100. Douglas and Josephine Counties, on the other hand, voted for repeal and are somewhat less urbanized and much more dependent upon primary activities.

Eastern Oregon

In eastern Oregon the urban-rural conflict over land planning is more clouded than in southern Oregon because the region perceives itself as essentially all rural even though many eastern Oregonians live in urban centers. Thus, issues were less clear-cut because people viewed their economic relationship to the land in a typically rural fashion, but because many live in urban centers, they also felt the need for some form of land planning. For example, Deschutes County is experiencing rapid development and residents there fear the problems of urban sprawl.

Although less distinct than in southern Oregon, the region's issues generally fit into the urban-rural dichotomous mold. The predominant issue in favor of repeal was the failure of Salem, a distant urban center, to understand or represent eastern Oregon's interests, primarily because LCDC's representation is unfavorably weighted against eastern Oregon.¹⁶ On the other hand, residents of the urban centers, aware of the need for land planning, perceived LCDC as a means of assistance for developing a comprehensive land-use plan.¹⁷

Willamette Valley

The urban-rural conflict in the Willamette Valley region was dominated by urban interests. Nevertheless, despite the predominantly urban nature of the region, the urban-rural debate was still present. For example, the vote in highly urbanized Multnomah County strongly opposed repeal of SB 100; whereas, in Clackamas, Washington, Yamhill, and Hood River Counties, Portland's more rural neighbors, opposition to Ballot Measure 10 markedly decreased (Table 8).

In an editorial in the Canby Herald, SB 100 and LCDC were charged with discriminating against the "rural folk...the persons who actually live and work on the land."¹⁸ The rural view in the Willamette Valley, however, was outweighed by a consensus among urban voters and some rural voters on the urban fringe that land planning is necessary because of ever-increasing population pressures on the land.

Coastal Oregon

The coastal region most adamantly favored repeal of SB 100 and LCDC. The predominant urban-rural dichotomy underlying the issues perceived by voters in other regions was not recognized by coastal voters. Coastal voters were concerned that SB 100 was a form of economic repression over coastal residents by the Willamette Valley. The coastal view of SB 100 is analagous to a developing nation's view of developed nations. The coastal voters tended to feel that the Willamette Valley, like a developed nation, is using SB 100 and LCDC to prevent the Coast from developing its economy.¹⁹ To most coastal residents, SB 100 is antigrowth and antijobs; both characteristics coastal residents want to develop.²⁰

The coastal Oregon-Willamette Valley conflict is the strongest statewide example of the urban-rural perceptions of land resources and the need for land planning. Most coastal county economies are highly dependent upon primary activities. Additionally, a major source of the coastal economy is tourism, an activity that is highly dependent upon the land-base. Thus, dependence on primary activities alone underestimates coastal economic dependence on the land. Coastal residents fear that the urbanized Willamette Valley seeks to manage coastal lands through SB 100 for the Valley's own less economically oriented goals. Thus, whereas the urban-rural conflict in the other three regions is essentially intraregional, the same conflict on the Coast can be characterized as interregional (Coast versus Willamette Valley).

Again, the stand each coastal voter took on the repeal of SB 100, like that of voters in other regions, was influenced largely by each voter's economic ties to the land. Urban dwellers employed in the tertiary sector are economically removed from the land. Thus, the urban dweller has more freedom to view the land's uses for purposes other than economic ones (e.g. aesthetic, wildlife, or recreational uses) and wants the land to be planned and regulated to protect desirable non-economic uses.

In contrast, rural dwellers are acutely aware of the role land-based resources play in their economic well-being. The "rural folk" are fearful of any attempt by government to regulate land use because it might limit or hinder their economic development.

The Model as a Predictor

The vote prediction model based on local issues and four demographic characteristics in each county was 78 percent accurate in predicting county by county election results on Ballot Measure 10. The characteristics of a county's population and its economy that were used in this study, along with an understanding of issues, such as state versus local control and urban versus rural interests, may be useful for evaluating future elections on environmental issues in Oregon.

Most of the prediction errors occurred in eastern Oregon counties and can be attributed to the researcher's unfamiliarity with the area and the relatively poor coverage of the repeal effort in the eastern Oregon press. Clatsop County's break with the rest of the Coast in voting against repeal of SB 100 is unexplainable at this time and merits²¹ further research.

CONCLUSIONS

As stated at the outset, the objectives of this study have been to identify: 1) statewide and regional issues concerning the effort to repeal SB 100; and 2) characteristics of the population that account for the regional variation in the election outcome on Ballot Measure 10. The model outlined and used in this study, even though subjective, proved to be useful in explaining regional variation in opinion concerning mandatory land planning.

The statewide issue of state versus local control of the planning process and the regional issue of urban versus rural perceptions of land-use are issues that will underlie future elections on environmental

problems. The characteristics of population density and the economy outlined in previous studies were used in this study to help explain a county's stand on these issues and on comprehensive land planning. In addition, these characteristics show great promise for explaining county positions taken on other environmental issues.

In general, the Oregon public feels comprehensive land planning is necessary. Statewide and regional dissatisfaction centers around the approach of the specific legislation (SB 100) and its implementing agency (LCDC). Mistakes with SB 100 have been made, but this should be expected with any revolutionary legislation. A majority of Oregon voters have chosen to correct the mistakes in this Act rather than repeal the legislation. This Oregon experience with mandatory statewide comprehensive land planning has raised issues and conflicts that may aid other states in future attempts at statewide land planning.

FOOTNOTES

- 1 Louis Harris and Associates, Inc., The Public's View of Environmental Problems in the State of Oregon, Study No. 1990, 1970, 89p.
- 2 K. W. Muckleston, T. J. Maresh, and D. Mukerrji, "Legislative Voting on Environmental Bills in Oregon," Yearbook of the Association of Pacific Coast Geographers, Vol. 38, 1976.
- 3 Herald and News, "LCDC Fouled Own Nest; Should be Repealed," (Klamath Falls: October 22, 1976), p. 24.
- 4 Muckleston et al., op. cit., footnote 2, p. 8.
- 5 Muckleston et al., op. cit., footnote 2, p. 8.
- 6 Muckleston et al., op. cit., footnote 2, p. 8.
- 7 R. M. Highsmith, Jr. (Ed.), Atlas of the Pacific Northwest, 5th edition, (Corvallis: Oregon State University Press, 1973), pp. 20-21.
- 8 State of Oregon, Employment Division, Oregon Covered Employment and Payrolls by Industry and County, Third Quarter 1975, (Salem: Department of Human Resources, Research and Statistics Section, RS Pub. 1.), 96p.
- 9 Oregonian, "Election Returns," (Portland: November 4, 1976), p. H12.
- 10 Mail Tribune, "Editorial," (Medford: September 5, 1976), p. 4A and Merril Mosher, "Letter to Editor," (North Bend: The News, September 2, 1976), p. 2.
- 11 Democrat-Herald, "Editorial," (Albany: October 15, 1976), p. 4.
- 12 These charges against LCDC were made in editorials and articles in the following papers: Harbor Pilot, Brookings; Herald, Canby; The Siuslaw News, Florence; Daily Courier, Grants Pass; Herald and News, Klamath Falls; News-Times, Newport; Lake County Examiner, Lakeview; The News, North Bend.
- 13 This view supporting SB 100 was made in editorials and articles in the following papers: Democrat-Herald, Albany; Democrat-Herald, Baker; Bulletin, Bend; Gazette Times, Corvallis; Register-Guard, Eugene; News, Hood River; Express, Lebanon; Mail Tribune, Medford; Daily Argus Observer, Ontario; Oregonian, Portland; Capital Journal, Salem.
- 14 A few examples of articles where this issue was addressed are: East Oregonian, "A 'Yes' For Land Planning," (Pendleton: October 15, 1976), p. 10 and Mail Tribune, "Ashland Candidates Speak Out: Support For Land-Use Planning," (Medford: October 7, 1976), p. 6A.

- 15 Mail Tribune, "Medford Council to Oppose Repeal of Land-Use Law," (Medford: October 1, 1976), p. 9A and Mail Tribune, "Valley Land-Use Plans in Line for State Compliance-A First," (Medford: September 9, 1976), p. 3A.
- 16 Lake County Examiner, "Editorial," (Lakeview: September 23, 1976), p. 2 and Herald and News, "Thorne, Williams Debate About Ballot Measure 10," (Klamath Falls: October 22, 1976), p. 9.
- 17 Bulletin, "Out of Step," (Bend: October 16, 1976), p. 6 and East Oregonian, op. cit., footnote 12, p. 10.
- 18 Herald, "Editorial," (Canby: October 27, 1976), p. 4.
- 19 Harbor Pilot, "Editorial," (Brookings: October 21, 1976), p. 2 and Thomas Schaeffer, "Letter to Editor," (North Bend: The News, September 9, 1976), p. 2.
- 20 News-Times, "Editorial," (Newport: September 22, 1976), p. 4.
- 21 An interview with Dr. James Pease, Oregon State University, Extension Land Resource Management Specialist, November 4, 1976.

APPENDICES

APPENDIX A.--LEGISLATORS BY REGION AND THEIR VOTE ON SB 100 IN 1973,
AND LCDC'S BUDGET (SB 5536) IN 1975.

Region and Legislative Seat	SB 100 Legislator	Vote ¹	LCDC Budget SB 5536 Legislator	Vote ¹
<u>COAST</u>				
Senate District				
1	Holmstrom	-	Hanlon	+
2	Ouderkirk	-	Ouderkirk	-
24	Ripper	+	Ripper	+
House District				
1	Magruder	-	Magruder	-
2	Cole	-	Wyatt, W.	-
3	Hanneman	-	Hanneman	-
38	MacPherson, G.	-	Rijken	+
47	Grannell	+	Grannell	+
48	Stevenson	A	Stevenson	-
Votes Against/Total Votes		6/8	5/9	
<u>SOUTHERN OREGON</u>				
Senate District				
23	*Boe	+	Boe	-
25	Potts	-	Potts	-
26	Newbry	-	Hannon	+
House District				
45	Stults	-	Stults	-
46	Markham	-	Bonebrake	-
49	Bazett	-	Johnson	-
50	Densmore	+	Densmore	+
51	Morris	+	Morris	+
52	Johnson	-	Mitchell	+
Votes Against/Total Votes		6/9	5/9	
<u>WILLAMETTE VALLEY</u>				
Senate District				
3	Hartung	+	Whipple	+
4	Atiyeh	+	Atiyeh	+
5	Hallock	+	Hallock	A
6	Burns	+	Lang	+
7	Howard	+	Howard	+
8	Stevenson	+	McCoy	+
9	Mahoney	+	Roberts, E.	+
10	Roberts, B.	+	Roberts, B.	+
11	Burns	-	Roberts, M.	+

APPENDIX A.--CONTINUED

Region and Legislative	SB 100		LCDC Budget SB 5536		
Seat	Legislator	Vote ¹	Legislator	Vote ¹	
	12	*Cook	-	Cook	+
	13	Eivers	-	Brown	+
	14	Groener	A	Groener	+
	15	*Meeker	-	Meeker	+
	16	Carson	+	Carson	+
	17	Burbidge	+	Burbidge	+
	18	Hoyt	+	Trow	+
	19	Macpherson, H.	+	Powell	+
	20	Fadeley	A	Wingard	+
	21	Wingard	+	Fadeley	+
	22	Browne	+	Browne	+
House District					
	4	AuCoin	+	Ferguson	-
	5	Hampton	+	Marsh	+
	6	Ragsdale	+	Ragsdale	+
	7	Whiting	+	Whiting	+
	8	Katz	+	Katz	+
	9	Rieke	+	Rieke	+
	10	Lang	+	Lang	+
	11	Blumenauer	+	Blumenauer	+
	12	Peck	+	Peck	+
	13	Kafoury	+	Kafoury	+
	14	Cherry	+	Cherry	+
	15	McCoy	+	Chrest	+
	16	Priestley	+	Priestley	+
	17	Elliott	+	Starr	+
	18	Kinsey	+	Kinsey	+
	19	Skelton	+	Myers, H.	+
	20	Roberts	+	Davis	+
	21	Willits	+	Gustafson	+
	20	Akeson	+	Akeson	+
	23	*Otto	-	Otto	+
	24	Martin	+	Martin	+
	25	Whallon	+	Whallon	+
	26	Lindquist	+	Lindquist	+
	27	Groener	+	Groener	+
	28	*Wolfer, C.	-	Wolfer, C.	+
	29	*Bunn	+	Bunn	-
	30	Gilmore	-	Gilmore	-
	31	Paulus	+	Paulus	+
	32	Dereli	+	Dereli	+
	33	Wolfer, M.	+	Forbes	+
	34	Marx	+	Marx	+

APPENDIX A.--CONTINUED

Region and Legislative Seat	SB 100		LCDC Budget SB 5536	
	Legislator	Vote ¹	Legislator	Vote ¹
35	Ingalls	+	Van Vliet	+
36	Gwinn	+	Gwinn	+
37	Byers	-	Byers	A
39	Whitehead	+	Kerans	+
40	Perry	+	Frohnmayr	+
41	Burrows	+	Burrows	+
42	Fadeley	+	Fadeley	+
43	Stults	-	Kulongski	+
44	Eymann	+	Rogers	-
Votes Against/Total Votes		9/58	4/58	

EASTERN OREGON

Senate District

27	Heard	-	Heard	-
28	*Jernstedt	+	Jernstedt	-
29	Thorne	+	Thorne	A
30	Smith	-	Smith	-

House District

53	Wilhelms	-	Wilhelms	-
54	*Johnson, S.	+	Johnson, S.	-
55	Sumner	-	Sumner	-
56	Walden	-	Walden	-
57	Hansell	-	McCrae	-
58	*Patterson	+	Patterson	-
59	Oakes	-	Simpson	-
60	Jones	-	Jones	-

Votes Against/Total Votes 8/12 11/11

Source: J. Neilson, "The 1973 Legislature: An Environmental Evaluation,"
(Portland: Oregon Environmental Council, 1973), 8p. and R.
Hemmingway, "The 1975 Legislature: An Environmental Evaluation,"
(Portland: Oregon Environmental Council, 1975), 8p.

¹ A "+" stands for a vote in favor of the bill; a "-" is a vote against the bill. An "A" means no vote was cast.

* Indicates legislators present in both sessions who changed their vote from 1973 to 1975.

APPENDIX B.--POSITION TAKEN ON BALLOT MEASURE 10 BY A SELECTED NUMBER OF
NEWSPAPERS IN OREGON.

Newspaper	Location	Position	Ammendment ¹
Democrat-Herald	Albany	no	yes
Democrat-Herald	Baker	no	yes
Bulletin	Bend	no	yes
Harbor Pilot	Brookings	yes	
Herald	Canby	yes	
Register-Guard	Eugene	no	yes
Siuslaw News	Florence	yes	
Daily Courier	Grants Pass	yes	
News	Hood River	no	yes
Herald and News	Klamath Falls	yes	
Express	Lebanon	no	yes
Mail Tribune	Medford	no	yes
News-Times	Newport	yes	
Daily Argus Observer	Ontario	no	yes
Lake County Examiner	Lakeview	yes	
News	North Bend	yes	
East Oregonian	Pendleton	no	yes
Oregonian	Portland	no	yes
Oregon Journal	Portland	no	yes
Capital Journal	Salem	no	yes
Capital Press	Salem	no	yes
Oregon Statesman	Salem	no	yes
Headlight-Herald	Tillamook	no	yes

¹ "Yes" indicates papers that favor ammendments to SB 100 in the 1977
Legislative Session.

APPENDIX C.--EMPLOYMENT IN PRIMARY DEPENDENT ACTIVITIES (P.D.A.) AS A
PERCENT OF TOTAL EMPLOYMENT FOR COUNTIES IN OREGON.

Counties	Employment		Pct. Of Total	Category ²
	Total	P.D.A. ¹		
Baker	4218	971	23	A
Benton	18477	3418	18	A
Clackamas	43517	8041	18	A
Clatsop	10797	3116	29	H
Columbia	7925	4113	52	H
Coos	18918	6494	34	H
Crook	4347	2074	48	H
Curry	4259	1496	35	H
Deschutes	14028	3354	24	A
Douglas	27994	10815	39	H
Gilliam	484	26	05	L
Grant	2356	726	31	H
Harney	2492	966	39	H
Hood River	5517	1422	26	A
Jackson	33610	8123	24	A
Jefferson	3080	644	21	A
Josephine	12389	3306	27	H
Klamath	16986	5080	30	H
Lake	2070	505	24	A
Lane	79725	21125	26	A
Lincoln	9102	1603	18	A
Linn	26204	10026	38	H
Malheur	8554	2218	26	A
Marion	63685	14558	23	A
Morrow	1781	367	21	A
Polk	8523	3141	27	H
Sherman	610	50	08	L
Tillamook	4846	1381	28	H
Umatilla	16142	3210	20	A
Union	6559	1535	23	A
Wallowa	1743	435	25	A
Wasco	6899	1148	17	A
Washington	57021	7819	14	L
Wheeler	421	210	50	H
Yamhill	11977	3279	27	H
STATE	830009	171270	21	-

Source: Adapted from State of Oregon, Employment Division, Oregon Covered Employment and Payrolls by Industry and County, Third Quarter 1975, (Salem: Department of Human Resources, Research and Statistics Section, RS Pub. 1), 96p.

¹ Percent of employment dependent upon the primary sector, primary manufacturing, or the construction industry.

² Average (A) is based upon the State average of 21±5 percent; lower than average (L) is less than 16 percent; and higher than average (H) is above 26 percent dependent on primary activities.

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News, North Bend, August 26, to October 28, 1976.

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Observer, La Grande, September 23, to November 2, 1976.

Oregonian, Portland, July 1, to November 4, 1976.

Oregon Journal, Portland, October 15, to November 2, 1976.

Oregon Statesman, Salem, October 15, to November 2, 1976.

Register-Guard, Eugene, September 1, to November 2, 1976.

Siuslaw News, Florence, October 7, to October 28, 1976.

Times-Herald, Burns, September 16, to October 28, 1976.

The News-Review, Roseburg, October 14, to November 2, 1976.