



Governing American Metropolitan Areas

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institute on race & poverty

Research, Education and Advocacy

Outline

- I Introduction
- II Institutional Options
- III Case Study: Twin Cities Metropolitan Council
- IV Case Study: Case Study: Portland Metro
- V Outcomes—Twin Cities and Portland Compared to 25 Largest Metros
- VI Conclusions

I: Introduction

A Rationales for regional planning institutions

- i. Planning
- ii. Environment
- iii. Transportation
- iv. Affordable housing
- v. Fiscal equity

II: Institutional Options

- A. Summary of political fragmentation in 25 largest metros
- B. Multi-purpose governments
- C. Councils of governments (COGs)
- D. Metropolitan Planning Organizations (MPOs)
- E. Other options
- F. Summary of options used in large metros

A. Political Fragmentation

Rank	Metropolitan Area	Local governments per 100,000 residents
1	Pittsburgh	17.7
2	Minneapolis-St. Paul	12.3
3	St. Louis	12.2
4	Cincinnati	12.2
5	Kansas City	10.6
...		
13	Portland	4.1

F. Institutional Powers of Regional Councils

Region	Regional Council (according to National Association of Regional Councils)	PLANNING			SERVICE PROVISION			HOUSING Regional Housing Authority
		Transportation (MPO)	Land Use	Growth Mgmt	Transit	Waste- water	Solid Waste	
Atlanta	Atlanta Regional Commission	✓	✓	✓				
Boston	Metropolitan Area Planning Council	✓	✓					
Chicago	Northeastern Illinois Planning Commission							
Cincinnati	Ohio-Kentucky-Indiana Regional Council of Governments	✓	✓					
Cleveland	Northeast Ohio Areawide Coordinating Agency	✓						
Dallas	North Central Texas Council of Governments	✓						
Denver	Denver Regional Council of Governments	✓	✓					
Detroit	Southeast Michigan Council of Governments	✓						
Houston	Houston-Galveston Area Council	✓						
Kansas City	Mid-America Regional Council	✓	✓				✓	
Los Angeles	Southern California Association of Governments	✓	✓					
Miami	South Florida Regional Planning Council							
Milwaukee	Southeastern Wisconsin Regional Planning Commission	✓	✓					
Mpls-St. Paul	Metropolitan Council of the Twin Cities Area	✓	✓	✓	✓	✓		✓
New York	Long Island Regional Planning Board		✓					
	Hudson Valley Regional Council							
Philadelphia	Delaware Valley Regional Planning Commission	✓	✓					
Phoenix	Maricopa Association of Governments	✓						
Pittsburgh	Southwestern Pennsylvania Commission	✓						
Portland, OR	Metro	✓	✓	✓			✓	
St. Louis	East-West Gateway Coordinating Council	✓						
San Diego	San Diego Association of Governments	✓	✓				✓	✓
San Francisco	Association of Bay Area Governments		✓	✓				✓
Seattle	Puget Sound Regional Council	✓						
Tampa	Tampa Bay Regional Planning Council							
Washington, D.C.	Metropolitan Washington Council of Governments	✓						

III: Twin Cities Case Study

A. Political underpinnings

B. Institutional history

C. Philosophical history

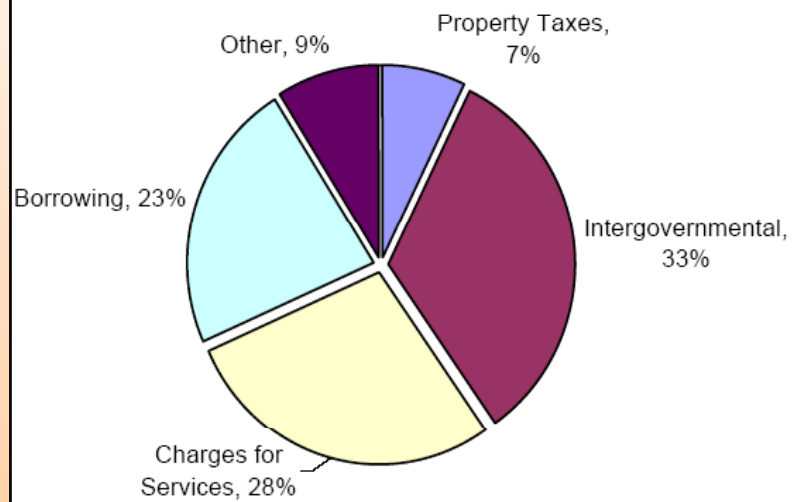
D. Current size and scope

- i. Functions

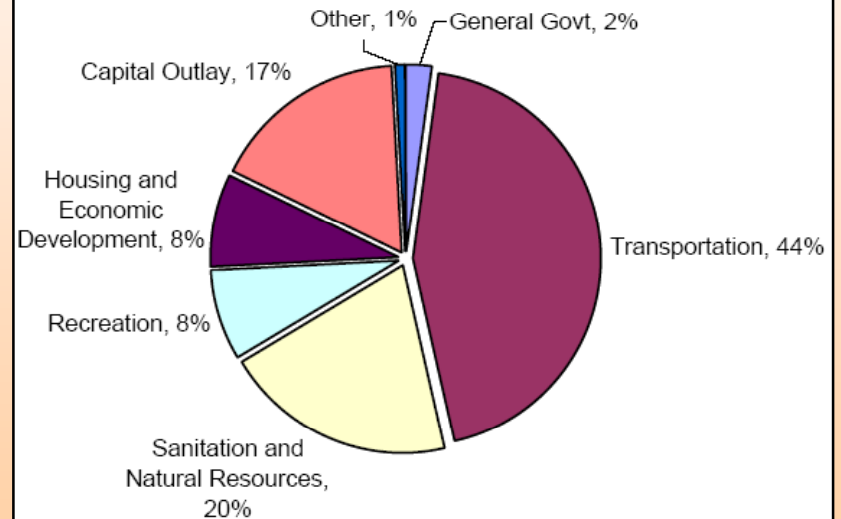
- ii. Revenues and expenditures

- iii. Bonding

Metropolitan Council Revenue Shares, 2005
Total Revenue, \$917 Million



Metropolitan Council Expenditure Shares, 2005
Total Expenditures, \$843 Million

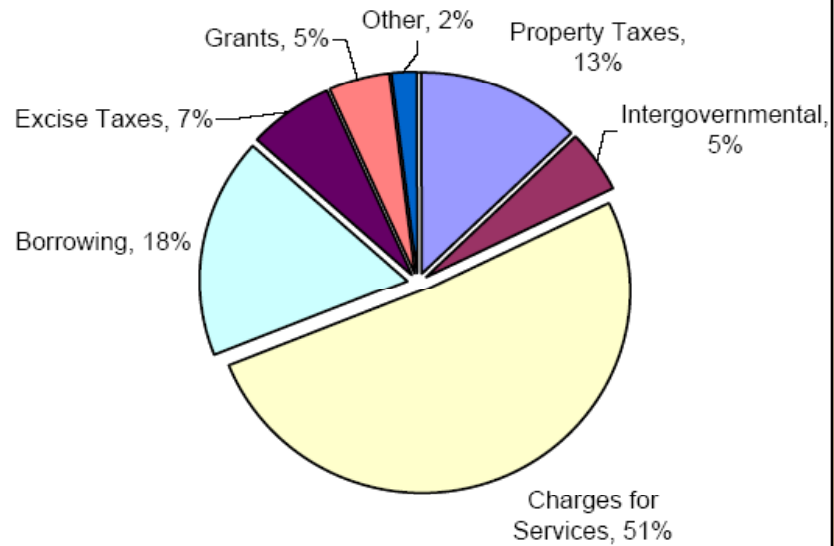


IV: Portland Case Study

- A. Political underpinnings
- B. Institutional history
- C. Philosophical history
- D. Current size and scope
 - i. Functions
 - ii. Revenues and expenditures
 - iii. Bonding

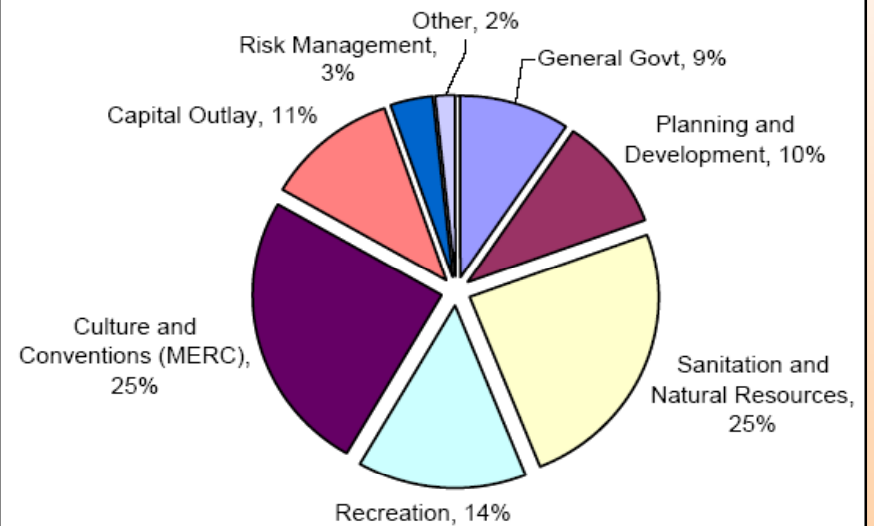
Metro Revenue Shares, 2005-2006

Total Revenue, \$216 Million



Metro Expenditure Shares, 2005-2006

Total Expenditures, \$206 Million

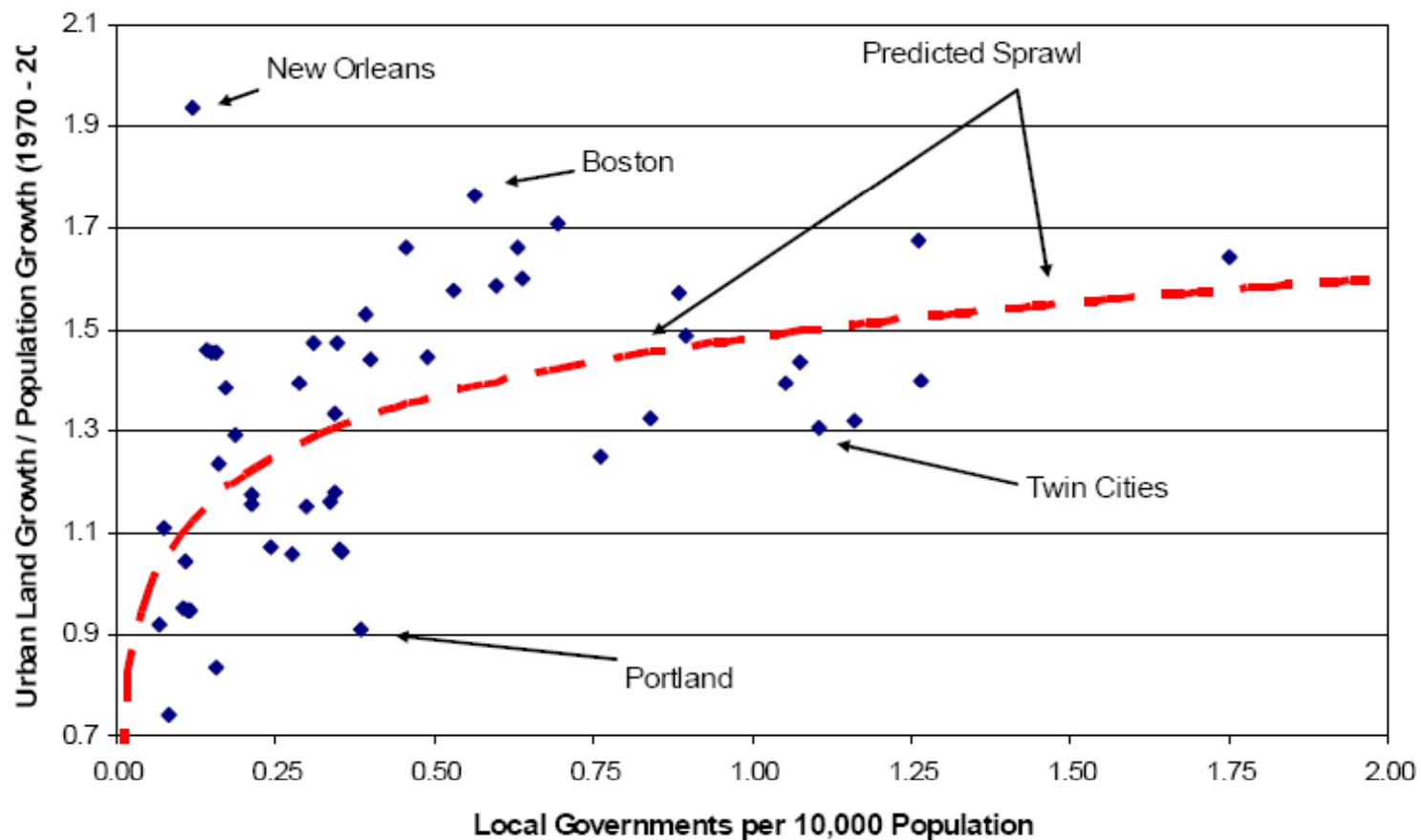


V: Outcomes

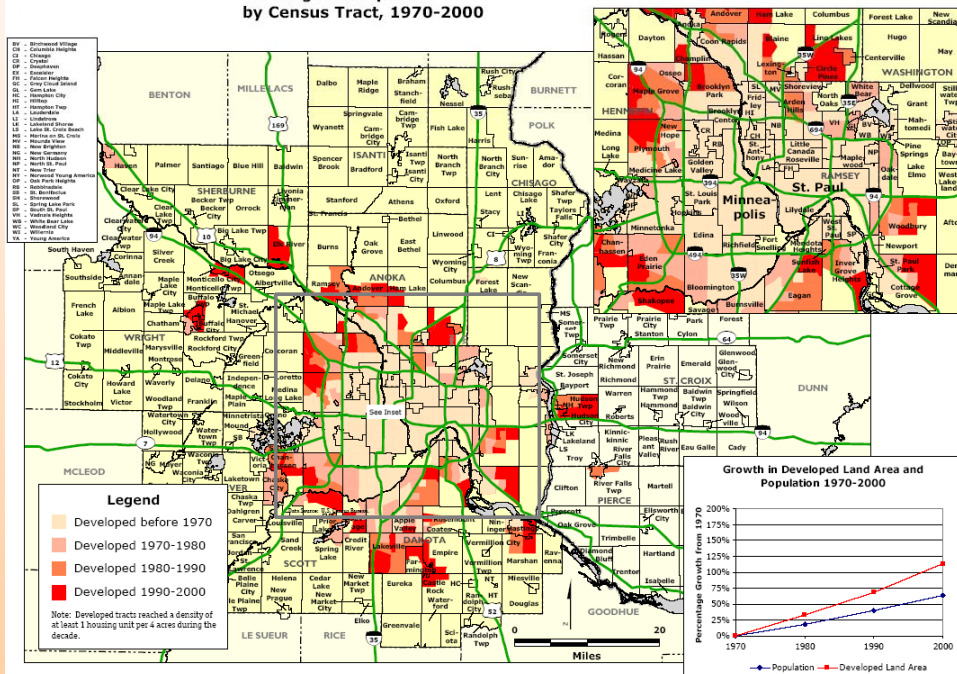
Twin Cities and Portland Compared to 25 Largest Metros

- A. Urbanization and Sprawl
- B. Housing
- C. Jobs and job change
- D. Transportation/Congestion
- E. Transit coverage and usage
- F. Fiscal equity

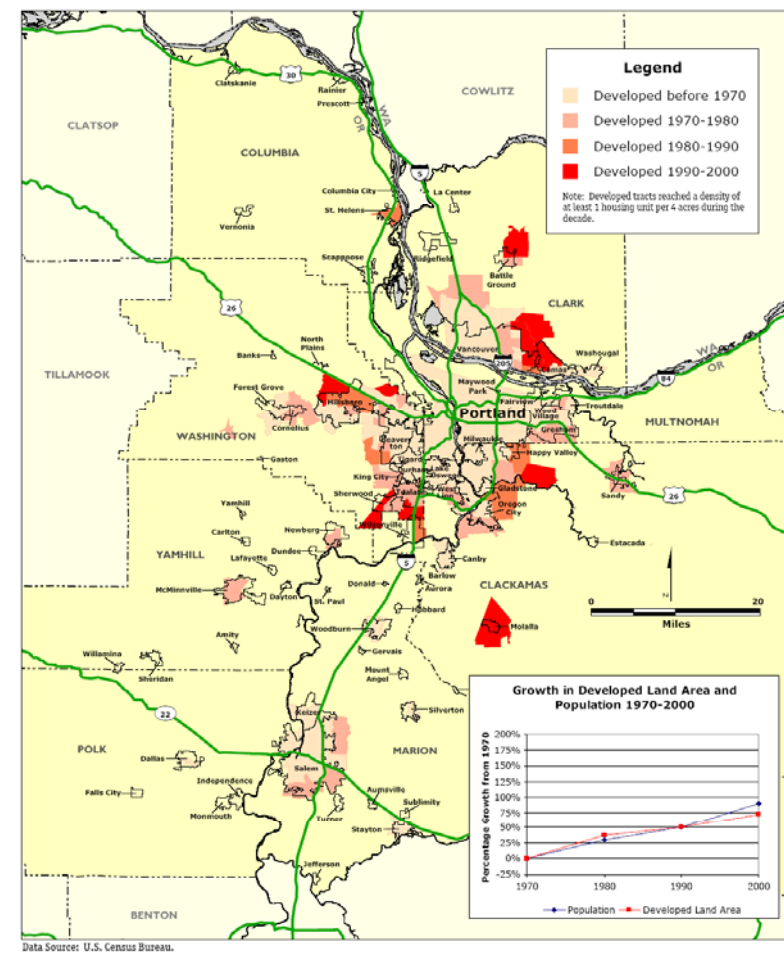
A. Urbanization and Sprawl



**TWIN CITIES REGION:
Housing Development
by Census Tract, 1970-2000**

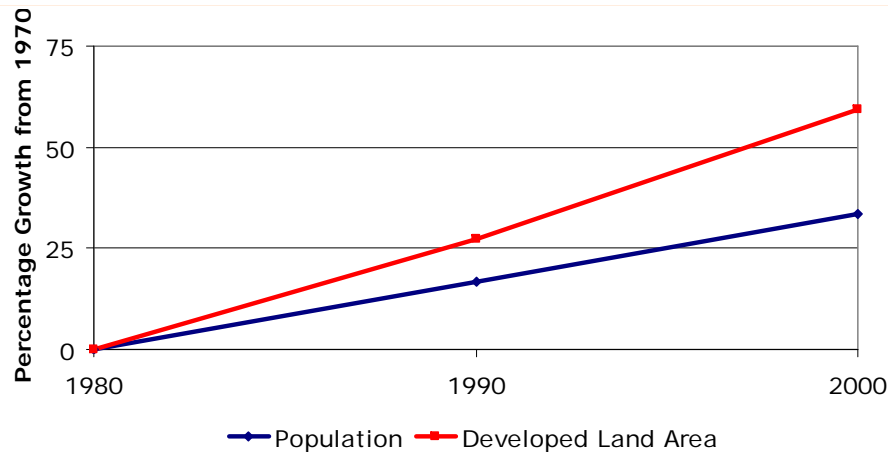


**PORTLAND REGION:
Housing Development by Census Tract, 1970-2000**

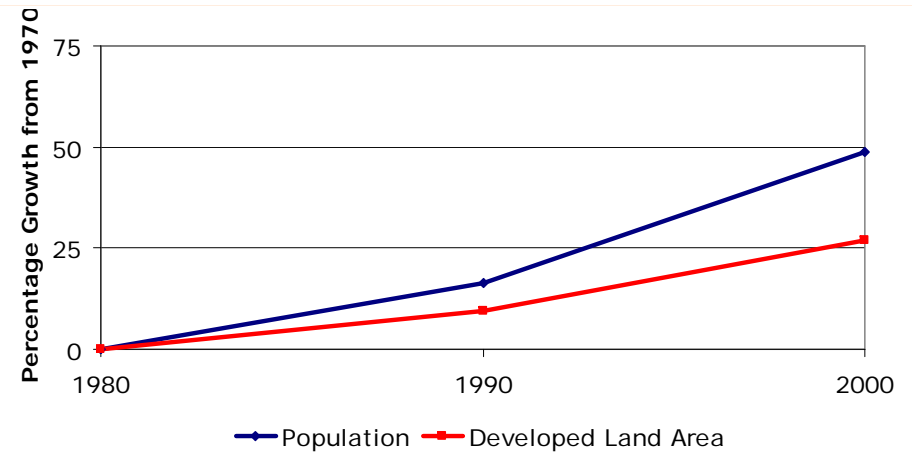


Urban Land Growth vs. Population Growth

Growth in Developed Land Area and
Population 1980-2000
Twin Cities



Growth in Developed Land Area and
Population 1980-2000
Portland



Urbanized land grew by considerably more than population in the Twin Cities between 1980 and 2000, while the reverse was true in Portland.

A significant part of the explanation for the difference – controlling growth outside the “growth boundary”

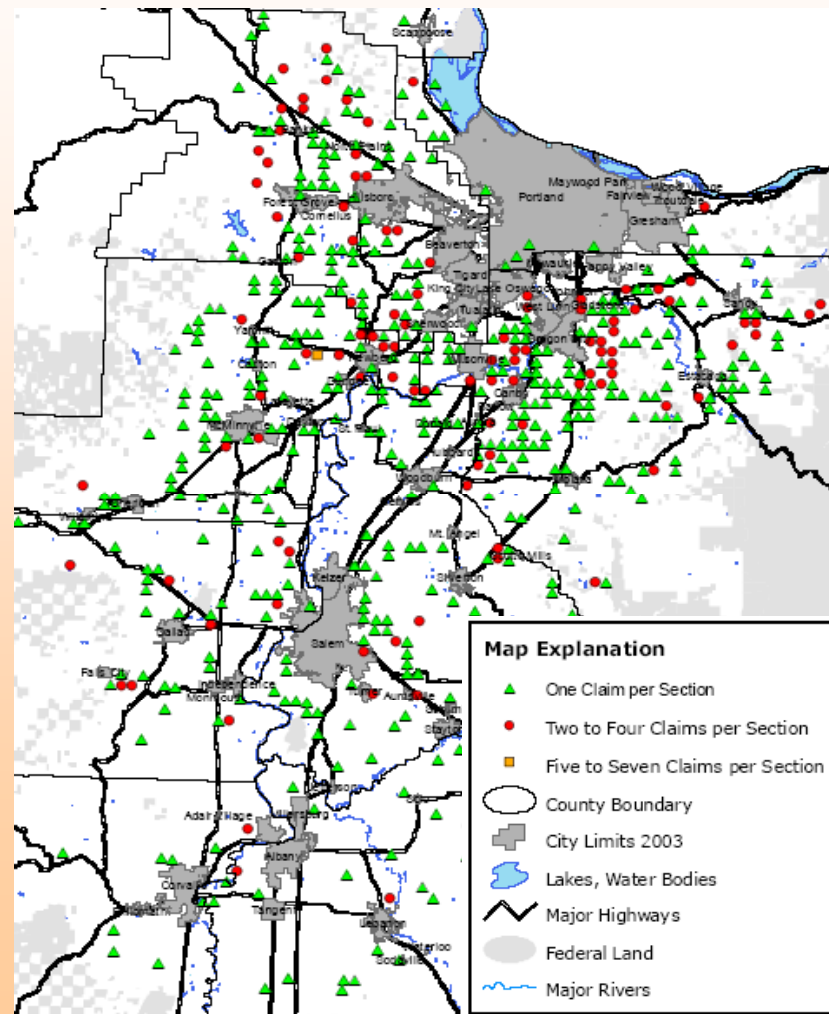
- 86 percent of population growth in the Portland metro (OR portion) in the 1990s occurred within the UGB, while
- < 73 percent of population growth in the Twin Cities metro (MN portion) occurred within the MUSA.
- Just 22 percent of urbanized land in the Twin Cities was outside the MUSA in 1986, but 47 percent of subsequent growth in urbanized land was outside the MUSA.

Measure 37

Portland Metro's ability to control growth outside the UGB has eroded as well because of Measure 37, passed in 2004.

- Measure 37 makes government liable for losses in property value caused by land-use regulation.
- Through 2007, claims have totaled \$19 billion, and regulations have been waived in every case to avoid the costs.
- Claims have been made on 148,880 acres, nearly all of which are outside the UGB. This represents 58 percent as much land as is currently inside the UGB.

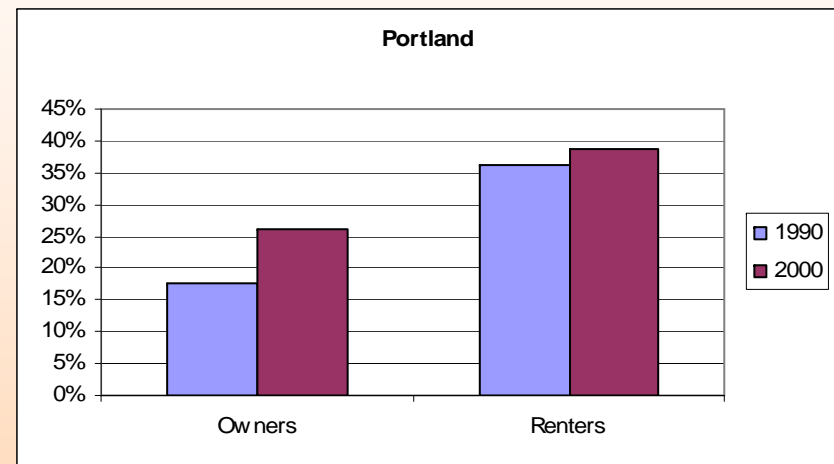
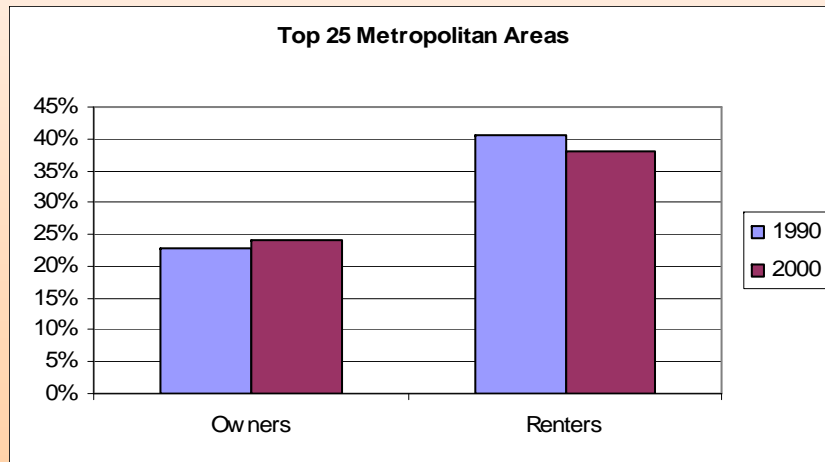
Measure 37 Claims



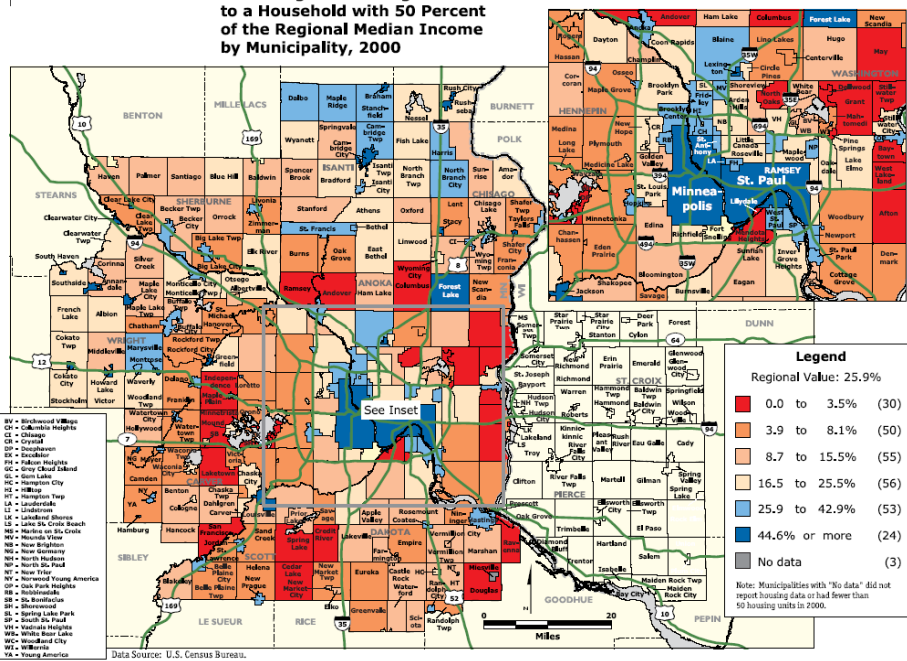
Source: Oregon Department of Land Conservation and Development

B. Affordable Housing

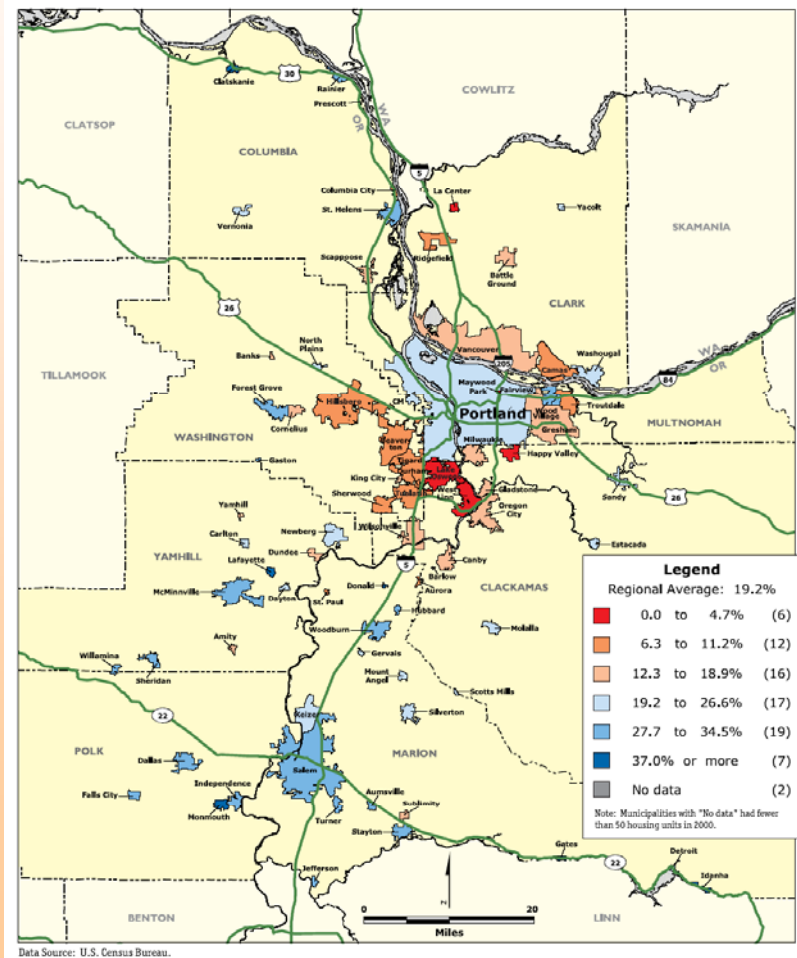
Percent of housing units costing 30 percent of household income or greater:



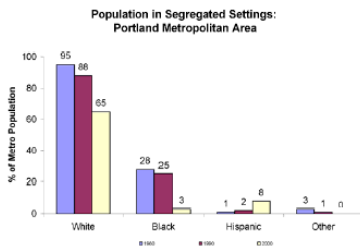
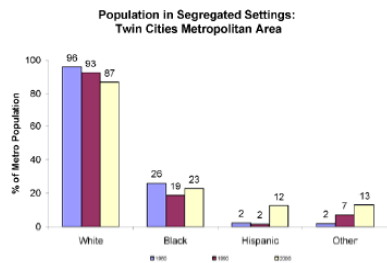
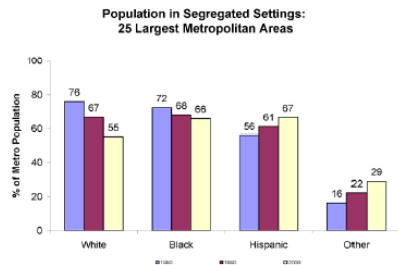
MINNEAPOLIS-ST. PAUL REGION:
Percentage of Housing Affordable to a Household
with 50 Percent of the Regional Median Income
by Municipality, 2000



PORTLAND REGION:
Percentage of Housing Affordable to a Household
with 50 Percent of the Regional Median Income
by Municipality, 2000



Racial Segregation



Twin Cities

Tract Status in 2000

<u>Tract Status</u> <u>in 1980</u>	<i>Segregated</i>	<i>Integrated</i>
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<i>Segregated</i>	83	17
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<i>Integrated</i>	56	44
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Portland

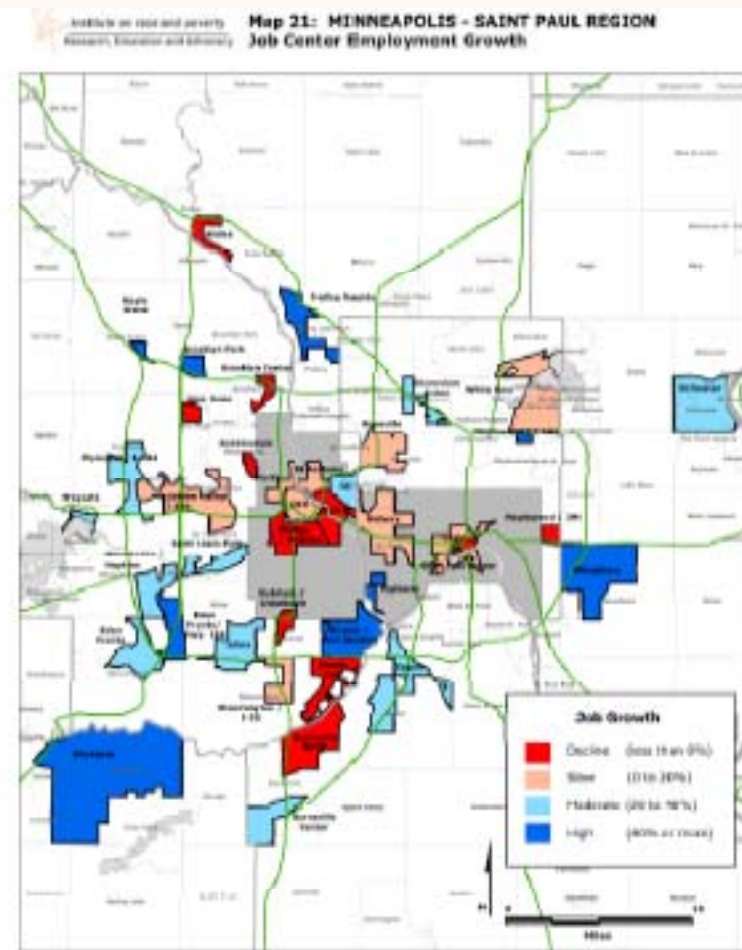
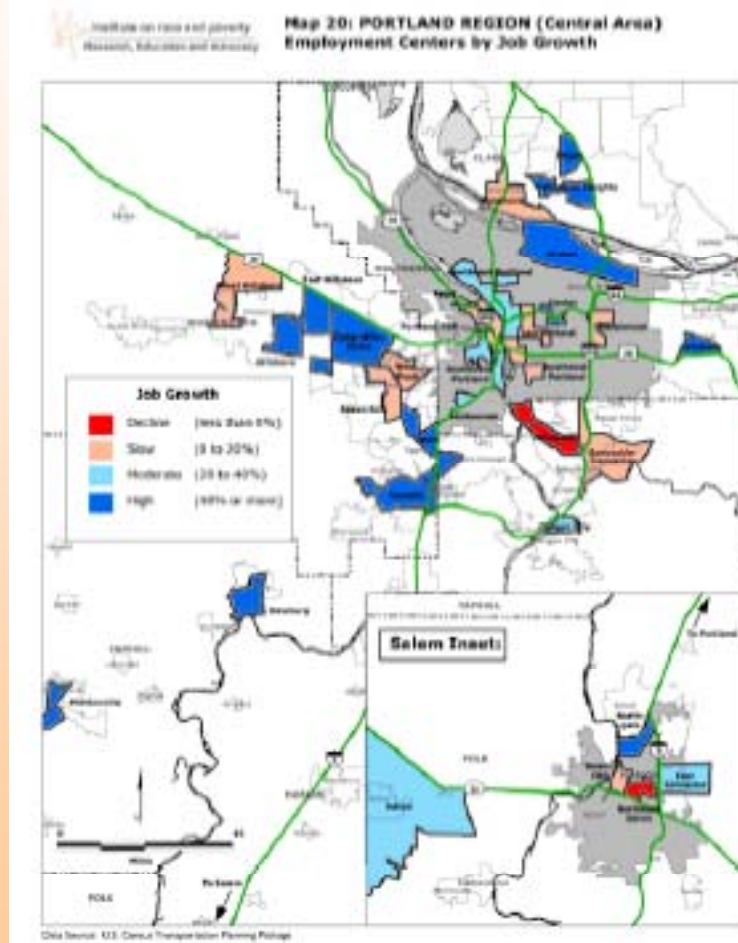
Tract Status in 2000

<u>Tract Status</u> <u>in 1980</u>	<i>Segregated</i>	<i>Integrated</i>
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<i>Segregated</i>	64	36
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<i>Integrated</i>	19	81
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C. Job Clustering and Job Change



Job Change

	Percentage of Regional Jobs		Percentage Change 1990 to 2000	
	<u>Portland</u>	<u>Twin Cities</u>	<u>Portland</u>	<u>Twin Cities</u>
<u>Employment Center</u>				
Central Business District	9	11	15	6
Other Central City	20	13	33	4
Inner Suburb	10	12	28	19
Middle Suburb	9	13	60	22
Outer Suburb	4	3	117	37
Total – Employment Centers	52	52	36	14
Non-Clustered Employment	48	48	34	31
Total – Metropolitan Area	100	100	35	22

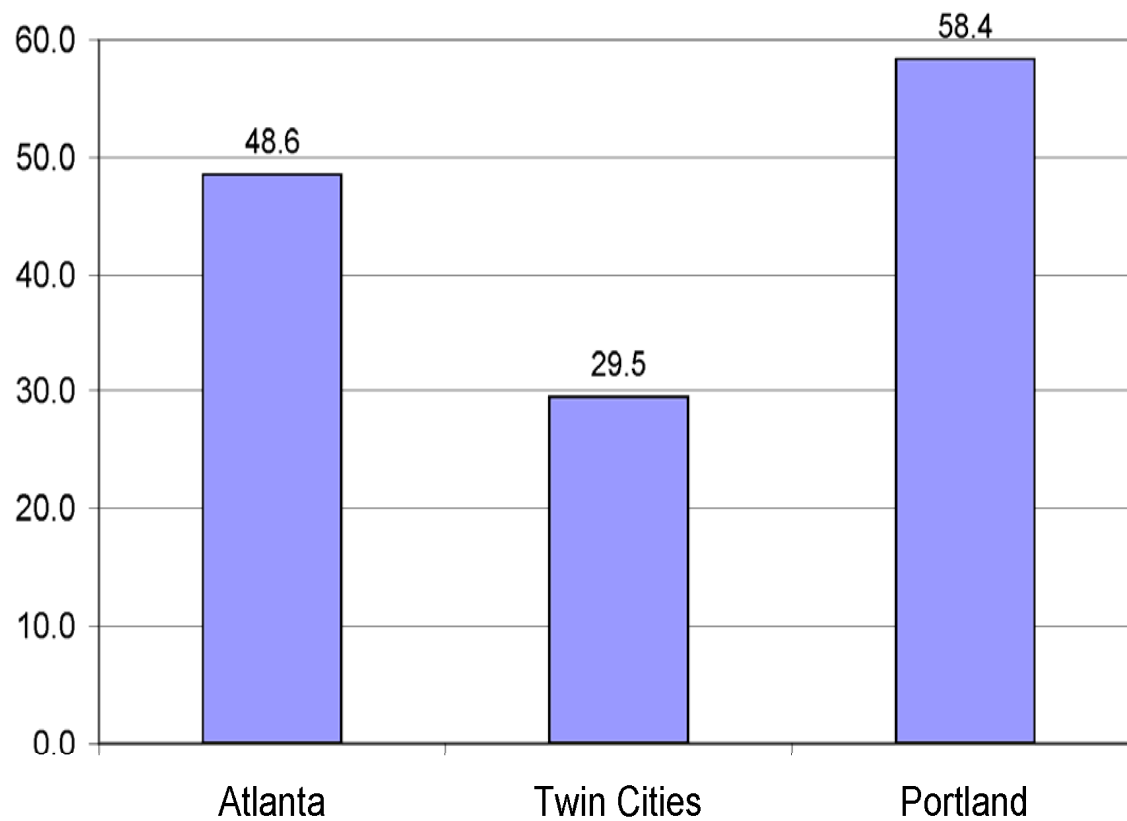
D. Transportation/Congestion

Percent of Population Within 30 Minutes of a Job Center (Average):

	<u>Portland</u>	<u>Twin Cities</u>
Central Bus. Districts	34	43
Other Central City	35	52
Inner Suburb	32	52
Middle Suburb	30	44
Outer Suburb	19	34
Total Employment Ctrs	31	46

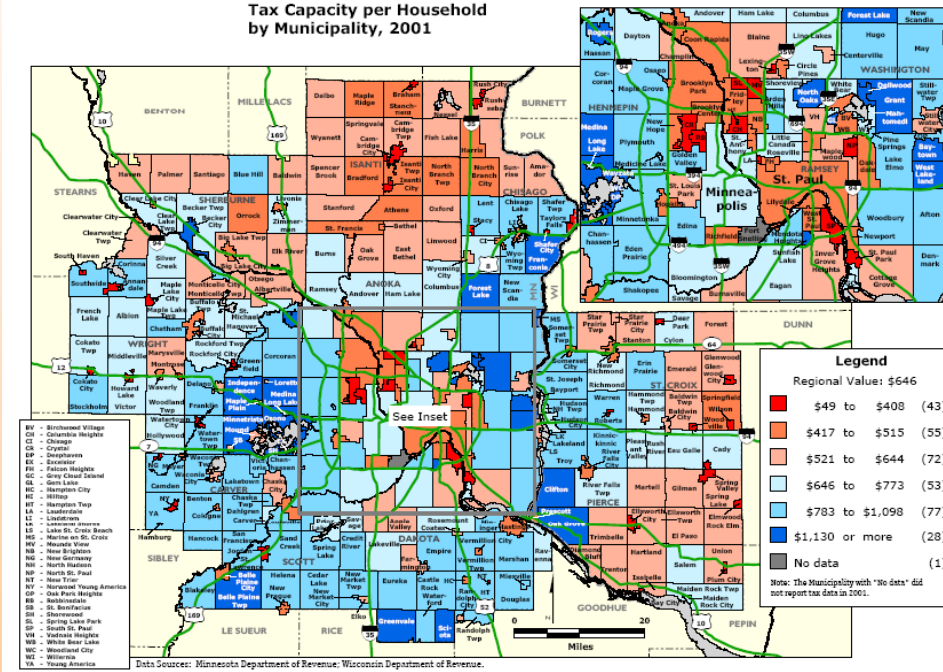
E. Transit Usage

Unlinked Public Transportation Passenger Trips Per Person in 2003:



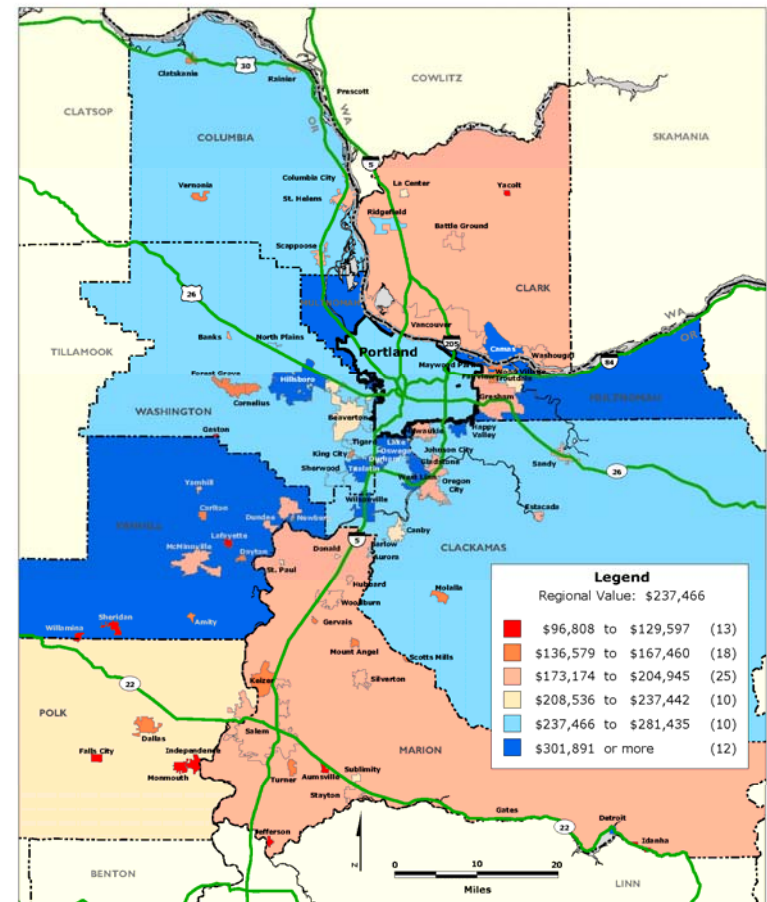
F. Fiscal Equity

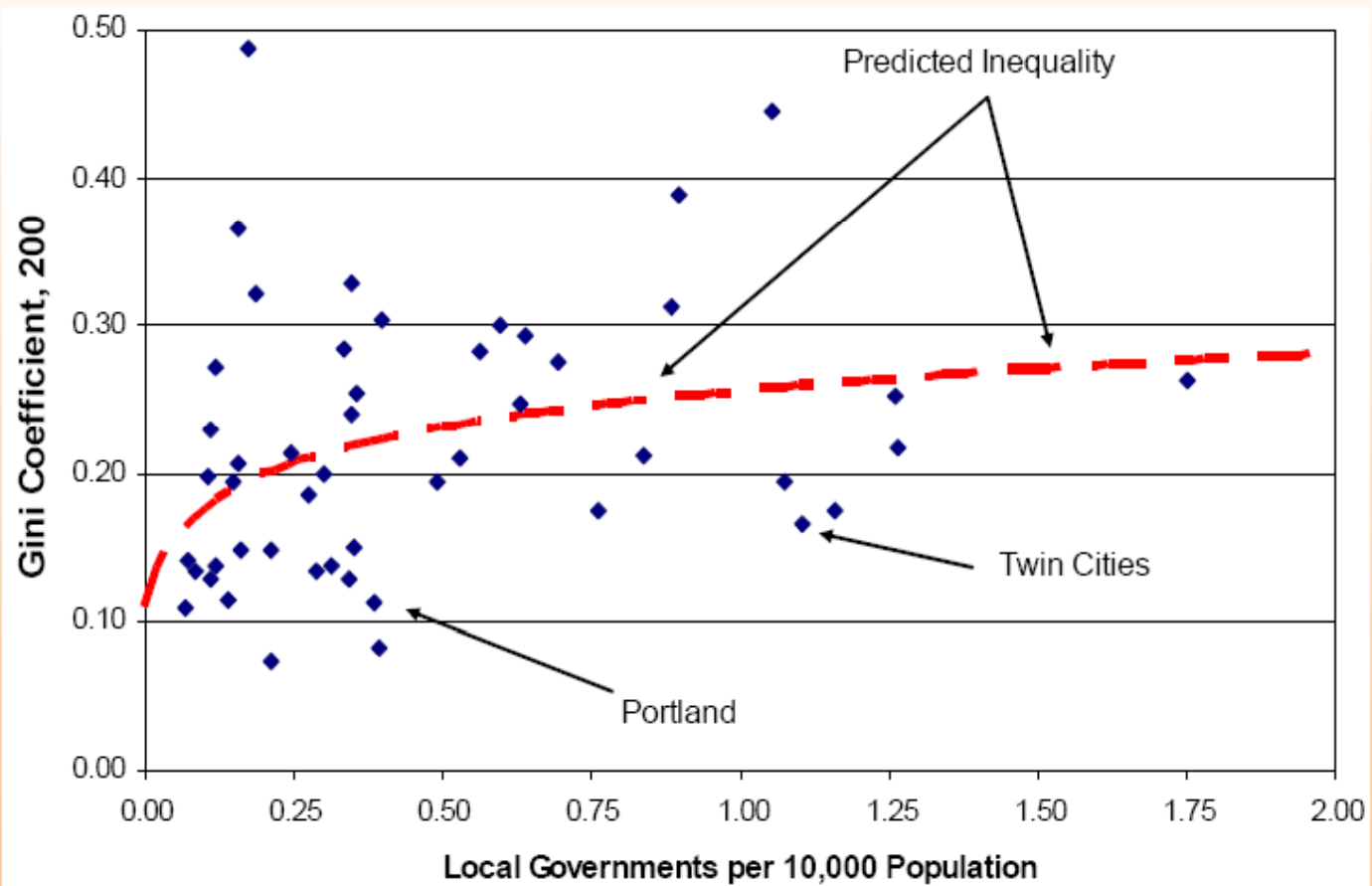
**TWIN CITIES REGION:
Tax Capacity per Household
by Municipality, 2001**



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**PORTLAND REGION
Total Real Market Value per Household by
Place and County Unincorporated Area, 2004/05**





Other regional and state institutions affecting fiscal equity

- State aid – evidence from late 1990s (*American Metropolitcs*) implies that state aid to municipalities in Portland reduces fiscal inequality (measured by the Gini coefficient) more effectively than in the Twin Cities – by 12 percent vs. 3 percent.
- Tax-base sharing – Twin Cities Fiscal Disparities Program reduces inequality by about 20 percent. There is no equivalent in Portland (or elsewhere).

VI: Conclusions

- A. Formal powers matter (TC and Portland compared to 25 largest)
- B. But other factors must also matter (TC and Portland comparisons)
 - i. Philosophy
 - ii. State laws
 - iii. Elected vs. Appointed councils?
 - iv. Growth and geography