

A G E N D A

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METRO

Agenda

MEETING: METRO COUNCIL/EXECUTIVE OFFICER INFORMAL MEETING
DATE: April 11, 2000
DAY: Tuesday
TIME: 2:00 PM
PLACE: Council Annex

CALL TO ORDER AND ROLL CALL

- I. UPCOMING METRO LEGISLATION
- II. GROWTH MANAGEMENT PERIODIC REVIEW Park/Cooper
- III. EXECUTIVE OFFICER COMMUNICATIONS
- IV. COUNCILOR COMMUNICATIONS

ADJOURN

EXHIBIT A

DRAFT

**Proposed Urban Growth Boundary Periodic Review Work Program 2000
Citizen Involvement Element
4/11/00**

Citizen Involvement Program

Purpose: To inform the public and provide opportunities for meaningful input into the planning process. To meet the requirements of State Goal 1 and RUGGOs Goal 1, Objective 1.

Evaluation and Work Program Review

1. Coordination with local governments and stakeholders
 - a. Send notice and draft work program and evaluation to local governments
 - b. Send notice and draft work program and evaluation to stakeholders
 - c. MTAC, MPAC and MCCI review
2. Hearing at Growth Management Committee on Evaluation and work program
3. Hearing and adoption of evaluation and work program by Metro Council

B. Work Program public involvement

1. Coordination with local governments
 - a. Send notice to local governments of work program products and comment opportunities (Goal 14 analysis, selection criteria and revised need tables)
 - b. Review and comment by MTAC and MPAC
 - c. Metro Council hearings
2. Citizen and stakeholder input
 - a. Notice to stakeholders and property owners of program products and comment opportunities (Goal 14 analysis, selection criteria and revised need tables)
 - b. Community Forums for the public on process, study areas and selection criteria
 - c. Information sheet on process and comment opportunities
 - d. Metro web page on process and contacts
 - e. Phone line with information on process and contacts
 - f. Growth Management Committee comment and information
 - g. Property owner notice of hearings
 - h. Metro Council hearings

C. Develop and initiate process to respond to citizen and local government comments

D. Refine and outline citizen involvement program for Phase II and Phase III

EXHIBIT B

DRAFT

Proposed Urban Growth Boundary Periodic Review Work Program 2000 Evaluation and Work Program Outline 04/11/00

Evaluation

Evaluation of regional urban growth boundary and Metro code

Purpose: To weave together the related issues having to do with timing, prior decisions, general approach, changes in policies and circumstances and establish what needs to be addressed in periodic review.

- A. Substantial change in circumstances
 - 1. Urban reserves are no longer in place
 - 2. Last periodic review was 1992
 - 3. Goal 5 resource protection impacts land supply
- B. Implementation decisions are inconsistent with statewide goals
No inconsistencies
- C. Issues of regional/statewide significance must be addressed
 - 1. State requirements OAR 660-0025-0030(1), (2)(d) requires Metro to review UGB every five to ten years
 - 2. Metro deadline for UGB expansion based on 1997 need is October 31, 2000
- D. Prior decisions
 - 1. 1997 – 2017 need
 - 2. HB 2709 requirements/deadlines
- E. General approach
 - 1. Address regional need for housing and jobs in phase 1
 - 2. Assess subregional need in second phase
 - 3. Update forecast in second phase

Work Program Elements

PHASE 1 –CONTINUATION OF 1997 REGIONAL NEED ANALYSIS AND URBAN GROWTH BOUNDARY AMENDMENT DECISIONS

I Citizen Involvement Program – See Exhibit A

II Determination of Need

Purpose: To verify, reconcile and report on data, timing, specific UGR factors, development activity from 1993 to 1998 and to present a unified approach to establishing need.

- A. Document that inside the UGB the following Functional Plan requirements of local governments to change zoning to support a compact urban form
 - 1. 2040 design types – mixed use area planning
 - 2. Lot partitioning requirement
 - 3. Housing minimum densities
 - 4. Accessory dwelling unit requirement
 - 5. Industrial, office and retail building FARs are established
 - a. Recommended design type persons per acre (fp)
 - b. Mixed use area planning (local plans)
- B. Verify regional need for housing units and jobs
 - 1. Staff report on baseline data 1997-2017 time horizon
 - 2. Accessory dwelling unit verification
 - 3. Development density of constrained lands verification
 - 4. Jobs research on type and size of sites

5. Final compilation
- C. Reconcile Urban Growth Report with Metro Functional Plan Table 1 and Metro Code
 1. Staff analysis and report
 2. Recommended changes to the Functional Plan
 3. Recommended changes to Metro Code

III Alternative Analysis

Purpose: To identify exception lands and exclusive farm use land that is completely surrounded by exception land for possible inclusion in the urban growth boundary. A more detailed work plan has been prepared for this task.

- A. Identify study areas
- B. Discussion paper of relevance of other studies pertaining to exception lands
 1. Information from Local governments
 2. Information from citizens/property owners
- C. Data Collection
 1. Description of each study areas
 2. Assessment of potential dwelling units/jobs
 3. Serviceability/Public facility rating
- D. Resource Assessment
- E. ESEE Analysis
- F. General determination of lands to be considered for inclusion in the UGB

IV Refine Analysis of Exception Lands

Purpose: Analyze the remaining exception lands (per the alternative analysis) in the context of Metro policies and goals. Make recommendations as to the effectiveness of different exception land to meet regional policies, such as jobs/housing balance and complete communities.

- A. Establish criteria for selection of exception land for inclusion in the UGB
 1. Boundary Location Issues
 - RUGGO Boundary Features
 - Natural and built features as edges
 2. Separation of Communities
 - a. RUGGO Urban/Rural Transition
 - b. RUGGO 2040 Growth Concept – Rural Reserves
 3. Complete Communities
 4. Jobs/Housing Balance
 - a. RUGGO Built Environment
 - b. RUGGO Housing
 - c. RUGGO 2040 Growth Concept
 - d. RUGGO Transportation
 - e. RUGGO Economic Opportunity
 5. Transportation Considerations
 - a. RUGGO Transportation and RTP
 - Planned and existing transportation infrastructure and unused capacity
 - b. Urban Growth Management Function Plan – Title 6
 - Opportunities for connectivity (limited stream crossings)
 6. Public Facilities
 - RUGGO 18 Public Services and Facilities
 - Maximizing public investment and efficiencies
 7. Resource Protection
- B. Analyze exception land with the selection criteria

V Selection of Exception Lands for urban growth boundary amendment

- A. Technical Amendments to the UGB Part 1
 1. Analysis of technical problems with the location of the boundary line
 - a. Inconsistency of location of boundary in relationship to streets
 - b. etc.
 2. Review Metro code for administrative issues
 3. Draft proposed changes to boundary line and administrative language

4. Identify properties for amendment process
- B. Selection exception land for urban growth boundary amendments
- C. Notice property owners
- D. Coordinate with Local Governments (MTAC/MPAC) and respond to comments
- E. Prepare summary staff report
- F. Conduct Public Hearings before Growth Management Committee and Metro
- G. Metro Council hearings in September (4 to 5 hearings)
- H. Adoption of ordinances and amendments of the urban growth boundary to comply with ORS 197.293 and to address technical issues

PHASE 2 - SUBREGIONAL ANALYSIS AND URBAN GROWTH BOUNDARY DECISIONS AS NECESSARY

I Evaluate and Revise Work Program

Purpose: To revise and update the assessment of the capacity of the urban growth boundary to address subregional need, a 2022 forecast and 2002 periodic review as required by Metro code section 3.01.080 and State statute

- A. Review changes to Goal 14 and administrative rules
- B. Review Metro policy
- C. Revise work program
- D. Coordinate with local governments
 1. MTAC and MPAC review and comment
 2. Notification to local governments of process and opportunities for comment
 3. Metro Council hearing and adoption of revised work plan
- E. Coordinate with DLCD
- F. Submit proposed periodic review work program changes to LCDC

II Subregional Analysis

- A. Identify existing policy basis for subregional analyses (e.g. jobs/housing balance and economic development goals)
- B. Define subareas according to subregional issue or policy (use existing 400 zone system to delineate area)
- C. Formulate policy scenarios that can be analyzed
- D. Identify measures for policy performance
- E. Refine regional growth management policies on subregional demand for housing and jobs, based on policy factor analysis such as:
 1. equitable distribution of jobs, income, investment and tax capacity
 2. achieving subregional vitality through "equitable" distribution of jobs, wages and affordable housing
 3. reductions in VMT per capita or other comparable measures
- F. Determine if there is a need for an amendment in the urban growth boundary to ensure a 20-year supply of land to meet subregional need
 1. Analyze the policy scenarios
 - a. Test scenarios on exception land only
 - I. Evaluate impact/outcome of each policy scenario
 - II. Evaluate each policy by its measure of performance
 - III. Evaluate effectiveness of each policy according to core policy targets
 - b. Test scenarios on lower priority land, if necessary
 - I. Evaluate impact/outcome of each policy scenario
 - II. Evaluate each policy by its measure of performance
 - III. Evaluate effectiveness of each policy according to core policy targets
 2. Draft memo on performance of the different policy scenarios
- G. Draft recommendations on amendments to the urban growth boundary

III Alternatives Analysis

- A. Identify Study Areas
- B. Data Collection
 - 1. Description of each study area
 - 2. Assessment of potential dwelling units/jobs
 - 3. Serviceability/Public facility rating
- C. Resource Assessment
- D. ESEE Analysis
- E. Development of selection criteria
- F. General determination of lands to be considered for inclusion in the UGB

IV Selection of lands for urban growth boundary amendment

- A. Selection exception land or lower priority lands if necessary for urban growth boundary amendments
- B. Notice property owners
- C. Coordinate with Local Governments (MTAC/MPAC) and respond to comments
- D. Prepare summary staff report
- E. Conduct Public Hearings before Growth Management Committee and Metro
- F. Metro Council hearings
- G. Adoption of ordinances and amendments of the urban growth boundary

PHASE 3 – COMPLETION OF 5 YEAR REGIONAL ANALYSIS AND URBAN GROWTH BOUNDARY AMENDMENT DECISION

I Regional Forecast, Allocation and Research

- A. Forecast
 - 1. Update regional forecast to 2022 (2000 update)
 - 2. Local allocation process for regional forecast
 - a. Local government participation
 - b. Land use and transportation analysis
 - c. Peer review
- B. Update 1997 Housing Needs Analysis

II Land Supply Analysis

- A. Update Vacant Land Data
 - 1. Aerial photos – July 2000
 - 2. Aerial data to Metro - December 2000
 - 3. Vacant Buildable Lands data available – March 2001
- B. Research on Capacity Factors
 - 1. Refine and update zoning categories
 - 2. Jobs research on type and size of site
 - 3. Update accessory dwelling unit data based on survey of sample areas

III Determination of Regional Need

- A. Compare demand to supply
- B. Report on analysis and outcomes

IV Alternatives Analysis

- A. Identify Study Areas
- B. Data Collection
 - 1. Description of each study area
 - 2. Assessment of potential dwelling units/jobs
 - 4. Serviceability/Public facility rating
- C. Resource Assessment
- D. ESEE Analysis
- E. Development of selection criteria
- F. General determination of lands to be considered for inclusion in the UGB

V Selection of lands for urban growth boundary amendment

- A. Technical Amendments to the UGB Part 2
 - 1. Analysis of technical problems with the location of the boundary line
 - 2. Review Metro Code for administrative issues
 - 3. Draft proposed changes to boundary line and administrative language
 - 5. Identify properties for amendment process
- B. Selection land for urban growth boundary amendments
- C. Notice property owners
- D. Coordinate with local governments (MTAC/MPAC) and respond to comments
- E. Prepare summary staff report
- F. Conduct Public Hearings before Growth Management Committee and Metro
- G. Metro Council hearings
- H. Adoption of ordinances and amendments of the urban growth boundary to comply with ORS 197.293 and to address technical issues

Discussion of the specifics of Phase I section IV Refine Analysis of Exception Lands

Purpose: Analyze the remaining exception lands, per the alternative analysis in the context of Metro policies and goals. Make recommendations as to the effectiveness of different exception land to meet regional policies.

Recommended approach:

- Use the RUGGOs, Functional Plan and the Regional Transportation Plan as a basis for suggested criteria
- Consider the performance of an area as a balance among the criteria as opposed to an "either/or" analysis
- Choose evaluation measures that are very simple/practical and require limited staff analysis

Boundary Features

RUGGO 22.1 Boundary Features

The Metro UGB should be located using natural and built features, including roads, rivers, creeks, streams, drainage basin boundaries, floodplains, power lines, major topographic features and historic patterns of land use or settlement.

Review methodology: map review

Staff: GMS/DRC

Separation of Communities

RUGGO Objective 22 Urban/Rural Transition

There should be a clear transition between urban and rural land that makes best use of natural and built landscape features and that recognizes the likely long-term prospects for regional urban growth.

RUGGO II.4 Metro 2040 Growth Concept - Rural Reserves

Rural reserves also would be retained to separate cities within the Metro boundary. Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville all have existing areas of rural land that provide a break in urban patterns.

Review methodology: map review

Staff: GMS/DRC

Complete Communities

RUGGO II.2 Built Environment

Development in the region should occur in a coordinated and balanced fashion as evidenced by:
II.2.v The creation of a balanced transportation system, less dependent on the private automobile, supported by both the use of emerging technology and the location of jobs, housing, commercial activity, parks and open space

Review methodology: local jurisdictions

Staff: local governments/GMS

Jobs/Housing Balance

RUGGO II.2 Built Environment

Development in the region should occur in a coordinated and balanced fashion as evidenced by:
II.2.iii The continued growth of regional economic opportunity, balanced so as to provide an equitable distribution of jobs, income, investment and tax capacity throughout the region and to support other regional goals and objectives.

RUGGO Objective 17 Housing

The Metro Council shall adopt a "fairshare" strategy for meeting the housing needs of the urban population in cities and counties based on a subregional analysis that provides for:

- a balance of jobs and housing within the region and subregions.

RUGGO11.4: Metro 2040 Growth Concept

In keeping with the jobs/housing balance in centers, a jobs/housing balance by regional sub-areas can and should also be a goal. This would account for the housing and employment outside centers and direct policy to adjust for better jobs/housing ratios around the region.

RUGGO Objective 19 Transportation

A regional transportation system shall be developed which:

- 19.v Supports a balance of jobs and housing as well as the community identity of neighboring cities.

RUGGO Objective 20 Economic Opportunity

Expansions of the UGB for industrial or commercial purposes shall occur in locations consistent with these RUGGOs and where an assessment of the type, mix and wages of existing and anticipated jobs within subregions justifies such expansion. The number and wage level of jobs within each subregion should be balanced with housing cost and availability within that subregion.

Review Methodology: Rely on local government input as to the need for jobs or housing. This is a recommended approach for Phase I due to the limited time frame for a Metro Council decision. GMS research on jobs may also be included in this element.

Staff: local governments/GMS

Transportation

RUGGO 19 Transportation

A regional transportation system shall be developed which:

- 19.vi Recognizes financial constraints and provides public investment guidance for achieving the desired urban form; and

- 19.vii minimize the impacts of system development, operations and maintenance.

19.2 Environmental Considerations: Planning for the regional transportation system should seek to:

- 19.2.2 Maintain the region's air and water quality; and

- 19.2.3 Reduce negative impacts on parks, public open space, wetlands and negative effects on communities, neighborhoods arising from noise, visual impacts and physical segmentation.

RTP Policy 7.0 The Natural Environment

Protect the region's natural environment

- Objective:** Place a priority on protecting the natural environment in all aspects of the transportation planning process.
- Objective:** Reduce the environmental impacts associated with transportation planning, project construction and maintenance activities
- Objective:** Reduce negative impacts on parks, public open space, natural areas, wetlands and rural reserves arising from noise, visual impacts and physical segmentation.

Urban Growth Management Functional Plan Title 6: Regional Accessibility

3.07.630 Design Standards for Street Connectivity

The design of local street systems, including "local and "collector" functional classifications, is generally beyond the scope of the Region Transportation Plan (RTP). However, the aggregate effect of local street design impacts the effectiveness of the regional system when local travel is restricted by a lack of connecting routes, and local trips are forced onto the regional network. Therefore, streets should be designed to keep through trips on arterial streets and provide local

trips with alternative routes. The following design and performance options are intended to improve local circulation in a manner that protects the integrity of the regional system.

.... For new and residential and mixed use development, all contiguous areas of vacant and primarily undeveloped land of five acres or more shall be identified by cities and counties and the following will be prepared, consistent with regional street design policies:

A map that identifies possible local street connections to adjacent development areas.

The map shall include:

a. Full street connections at intervals of no more than 530 feet, except where prevented by topography, barriers such as railroads or freeways, or environmental constraints such as major streams and rivers. Street connections at intervals of no more than 330 feet are recommended in areas planned for the highest density mixed use development.

b. Accessways for pedestrians, bicycles or emergency vehicles on public easements or right-of-way where full street connections are not possible, with spacing between full street or accessway connections of no more than 330 feet, except where prevented by topography, barriers such as railroads or freeways, or environmental constraints such as major streams and rivers.

Review Methodology: Map review

Staff: local governments and RTP staff and greenspaces staff

Public Services and Facilities

RUGGO 18 Public Services and Facilities

Public services and facilities including but not limited to public safety, schools, water and sewerage systems, telecommunications and energy transmission and distribution systems, parks, libraries, historic or cultural facilities, the solid waste management system, storm water management facilities, community centers and transportation should be planned and developed to:

18.i Minimize public and private costs;

18.ii Maximize service efficiencies and coordination;

18.iii Result in maintained or enhances environmental equality and the conservation of natural resources;

Review Methodology: Review short list (after Goal 14 analysis) of potential UGB amendment sites with local service providers. Because of the short time frame for a Metro Council decision, the review can only be undertaken on a limited number of sites.

Staff: local governments/GMS

Resource Protection

To be developed

Draft UGB Periodic Review Work Plan

(Based on Compliance with Metro Council Resolution 99-2855C)

4/4/2000 *
October

	January 2000	February	March	April	May	June	July	August	September	October
1.0 Periodic Review Urban Growth Boundary Amendments (UGBA)				Council consideration of periodic review for UGB process	Submission of evaluation of UGB		-45 day LCDC notice -Property owner notices for community forums -LCDC hearing on work program	Complete Staff Goal 14 report	Evidentiary Public Hearings	Preliminary Decision Findings Metro Council adopt UGB ordinances
1.1 Periodic Review Goal 14 Urbanization Alternatives Analysis (exception lands)	Send letter to local governments. Identify additional areas for further study	GMC & MTAC discussion on areas for study	Initiate consultant Goal 14/alternatives analysis	MPAC discussion of Goal 14/alternatives analysis process	-Report on area selection criteria to GMC/MPAC -Complete consultant work and alternatives analysis	GMC authorizes 45 day notice - GMC/MPAC presentation of analysis and selection criteria GMC accepts areas for notice of UGBA consideration -Preliminary revised capacity tables based on 2.1-2.4 Metro Council Hearings and Need Consideration				
2.0 Periodic Review Decision on Goal 14 Need for UGB capacity				Propose clarification of need method for functional plan					Revised capacity tables	Metro Council Need Verification
2.1 Jobs Research	Preliminary Overview of Regional Forecast and Peer Review	Begin Policy Dialogue	Analyze industrial land capacity by type, parcel size and distribution	Tabulate industrial land capacity/supply	Complete jobs land analysis by type, parcel size & geographic distribution	Council/MPAC review of jobs land needed & locations				
2.2 Urban Growth Report (UGR) Two follow up issues	Begin studies of Accessory Dwelling Unit (ADU) and Density of Environmental lands		Complete analysis and report on ADU's	-Complete analysis and report on Density of Environmental Lands -MPAC discussion and recommendation	Metro Council hearing and decision on two UGR issues					
2.3 Goal 5 Riparian	Local government contact, advisory committee review, public outreach	Public Open Houses	MPAC discussion				Public Open Houses		Metro Council hearings	Metro Council hearings and Decision
2.4 Storm Water Interim Regulations (Goal 6)					GMC direction	Draft Functional Plan Language	MPAC Recommendation			
					Introduce interim 4D storm water regulations	Draft functional plan language	Public Open Houses	Metro Council hearings	Metro Council Decision	
						MPAC discussion	MPAC Recommendation			