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METRO

Agenda

MEETING: METRO COUNCIL/EXECUTIVE OFFICER INFORMAL MEETING
DATE: June 13, 2000
DAY: Tuesday
TIME: 2:00 PM
PLACE: Council Annex

CALL TO ORDER AND ROLL CALL

I. UPCOMING METRO LEGISLATION

II. GROWTH ISSUES

Park

- ALTERNATIVES ANALYSIS CRITERIA FOR SELECTION OF EXCEPTION LANDS
- GOAL 5

III. EXECUTIVE OFFICER COMMUNICATIONS

IV. COUNCILOR COMMUNICATIONS

ADJOURN

M E M O R A N D U M

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METRO

DRAFT

Date: June 13, 2000
To: Metro Council Growth Management Committee and Metro Council
From: Andy Cotugno
Growth Management Services Department Director
Re: ***UGB Amendment Consistency with RUGGO***

The purpose of this memorandum is to serve as a discussion and preliminary review of the Regional Urban Growth Goals and Objectives (RUGGO) as they relate to legislative decisions to amend the Urban Growth Boundary (UGB). The recent action by the Land Conservation and Development Commission (LCDC) to place Metro into Periodic Review for the UGB requires that Metro complete a work program for approval by the LCDC. As part of this exercise, staff has reviewed the RUGGO as a tool for helping Metro choose among the various candidate sites that will be available for inclusion into the UGB. The RUGGO state that the management and periodic review of the UGB shall be consistent with the RUGGO and that consistency may involve a balancing of the objectives by the Metro Council. Metro staff is seeking guidance from the Metro Council regarding the use of the RUGGO as a selection tool.

Goal 14 Factors and RUGGO

Many of the RUGGO address the same issues that are articulated in the seven factors in the State Land Use Goal 14 that must be addressed prior to expansion of the UGB. Factors 1 and 2 outline the requirement to establish if additional capacity within the UGB is required to meet the 20-year need for dwelling units and jobs. RUGGO Objective 24 overlaps Factors 1 and 2.

Factor 3 requires the orderly and economic provision of public facilities and services. RUGGO Objective 18 addresses minimizing cost and maximizing service efficiencies and Objective 19 sets a priority system for meeting the mobility needs of the region. The strategies outlined in Objective 14 Air Quality are tied to the transportation policies in Objective 19 and are indirectly addressed in Factor 3. Objective 13, Urban Water Supply is also generally included in the Factor 3 analysis.

Factor 4 requires maximum efficiency of land uses within and on the fringe of the existing urban area. This is interpreted to mean that local government should avoid premature conversion of land outside the UGB. RUGGO Objective 23 addresses redevelopment and infill as an element when calculating capacity.

Factor 5 requires that an environmental, economic, social and energy analysis be performed to determine whether the area will render results that are no worse than including other lands into the UGB. RUGGO Objective 15 addresses the need for open space in the region and access to sites for recreation and opportunities for wildlife corridors. This objective overlaps somewhat with the

environmental component of Factor 5. RUGGO Objective 12 Watershed Management and Regional Water Quality describes a process for developing a regional strategy to improve the quality and ensure sufficient quantity of surface and ground water. The protection policy portion (12.1.1) of the objective is also generally addressed in the environment component of Factor 5.

Factor 6 requires retention of agricultural land, with Class I soils being the highest priority for retention and Class VI being the lowest priority. Consideration of non-agricultural land before agricultural land is a requirement. Metro RUGGO Objective 16 Protection of Agriculture and Forest Resource Lands describes an approach for protecting resource lands outside the UGB.

Factor 7 requires an assessment of compatibility of proposed urban uses with nearby agricultural activities. Objective 16 is also indirectly addressed in the Factor 7 analysis.

Discussion of RUGGO Objectives

The following discussion is comprised of four sections. First, the objectives applicable to legislative UGB decisions that are unique and are not duplicated in the Goal 14 factors. The second section is objectives addressed in the Goal 14 factors and that are covered by Metro's Alternative Site Analysis and ESEE Analysis. Third, Objectives that relate to creating complete communities and fourth, objectives that are not directly applicable to a legislative UGB decision. As you read through these objectives, keep in mind that consistency with the RUGGO involves a balancing of objectives that considers the relative impacts of a particular action.

Section 1: OBJECTIVES THAT ARE UNIQUE TO METRO POLICIES

Objective 3: Applicability of Regional Urban Growth Goals and Objectives defines the standing and role of the RUGGO.

Section 3.1.2 states that the management and periodic review of the UGB shall be consistent with the RUGGO. According to Section 3.2.2, consistency with the RUGGO may involve a balancing of the objectives by the Metro Council.

Objective 4: Urban Growth Boundary Plan defines the two components of such a plan: the acknowledged UGB line and the acknowledged procedures and standards for amending the UGB line.

Metro has adopted procedures and standards for amending the UGB (Metro Code 3.01). Any UGB amendment must demonstrate consistency with these standards.

Objective 24: Urban Growth Boundary states that the UGB shall separate urbanizable from rural land, be based on the region's 20-year projected need for urban land and be consistent with state goals, RUGGO and adopted Metro Council procedures for UGB amendment. Further, major amendments to the UGB shall be made through a legislative process in conjunction with the development and adoption of regional forecasts for population and employment growth.

Consistency with this objective must include a determination that the amended UGB is located consistent with the RUGGO and was performed in accordance with Metro's adopted procedures.

Section 2: OBJECTIVES THAT ARE ADDRESSED IN THE GOAL 14 FACTORS

Objective 12: Watershed Management and Regional Water Quality describes a process for developing a regional strategy to improve the quality and ensure sufficient quantity of surface and ground water.

Consistency with this objective can be determined through the evaluation of the candidate sites contained in the ESEE analysis. This analysis addresses the impact of potential urbanization of the candidate site areas to these resources.

Objective 13: Urban Water Supply describes a process for developing a coordinated regional strategy and plan to meet future needs for water supply to accommodate growth.

Consistency with this objective can be determined through the evaluation of the candidate sites contained in the Alternative Analysis. This analysis includes an assessment of domestic water supply for each site. Each site is then rated as easily served, moderately easy to serve, or difficult to serve.

Objective 14: Air Quality describes need and approach for developing strategies to protect and enhance air quality.

Consistency with this objective should include a consideration of how the various candidate sites affect the number of vehicle miles traveled (VMT), connectivity and accessibility, and use of alternative mode of travel.

Objective 15: Natural Areas, Parks, Fish and Wildlife Habitat describes approaches to achieve sufficient open space in region to provide opportunities for recreation and wildlife corridors.

Consistency of any UGB amendment decision with this objective could be determined relative to Metro's parks and opens space program including acquisition target areas, location of publicly owned open space and regionally connected wildlife corridors.

Objective 16: Protection of Agriculture and Forest Resource Lands describes approach for protecting these resource lands outside UGB.

Consistency with this objective can be determined through the evaluation of the candidate sites contained in the Alternative Analysis and the ESEE Report. The analysis identifies the location of high value farmland and class I and II soil areas; the ESEE report analyzes the economic effects of UGB expansion on farm and forest lands as well as discusses the issue of compatibility between urban use and resource land use.

Objective 18: Public Services and Facilities indicates that planning and development of these are needed to minimize cost, maximize service efficiencies, enhance environmental quality and shape growth to meet regional objectives; and requires a connection between services/facilities planning and the place and timing of growth.

Consistency with this objective can be determined through the evaluation of the candidate sites contained in the Alternative Analysis. This analysis includes a public facility assessment for sanitary

sewer, domestic and storm water and transportation for each site. Each site is then rated as easily served, moderately easy to serve or difficult to serve.

Objective 19: Transportation indicates that development of a regional transportation system should be based on several objectives including protecting freight movement, reducing reliance on a single mode, providing adequate mobility levels, supporting a jobs/housing balance, achieving the desired urban form and minimizing environmental impacts. This objective also sets out a priority system to meet the mobility needs of the city center, regional centers and their designated suburban arterials.

Consistency with this objective can be determined through the evaluation of the candidate sites contained in the Alternative Analysis. For the transportation component, this analysis considers the intensity of proposed uses, proximity and potential connectivity to high-level regional facilities, and a qualitative assessment of available system capacity. The analysis relies on housing and employment studies, the 2020 travel forecasts and Title 3 mapping.

Section 3: OBJECTIVES THAT RELATE TO CREATING COMPLETE COMMUNITIES

Objective 14: Air Quality describes need and approach for developing strategies to protect and enhance air quality.

Consistency with this objective should include a consideration of how the various candidate sites affect the number of VMT, connectivity and accessibility, and use of alternative mode of travel.

Objective 15: Natural Areas, Parks, Fish and Wildlife Habitat – describes approaches to achieve sufficient open space in region to provide opportunities for access to recreation and wildlife corridors.

Consistency of any UGB amendment decision with this objective could be determined relative to Metro's parks and opens space program including acquisition target areas, location of publicly owned open space and regionally connected wildlife corridors.

Objective 17: Housing describes approach for a 'fair share' strategy for meeting housing needs of the urban population.

Consistency with this objective requires consideration of the following: a range of diverse housing types; low and moderate income housing; housing densities supportive of adopted policy for development of transportation system; and a jobs/housing balance.

Objective 20: Economic Opportunity includes, in part, the requirement that expansions of the UGB for industrial or commercial purposes shall occur in locations consistent with the RUGGO 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 region should be balanced with housing cost and availability.

Consistency with this objective should include consideration of Objective 17 (Housing) and Objective 23 (Developed Urban Land) to assess the best candidate sites for meeting identified need for industrial and commercial land.

Objective 22: Urban/Rural Transition indicates that there should be a clear transition between urban and rural land that makes best use of natural and built features.

Section 22.1 states that the UGB should be located using historic patterns of land use and settlement as well as using natural and built features. This can be evaluated to determine if the site represents reasonable boundaries, breaches these boundaries or is indifferent. In addition, this objective can be interpreted to reinforce the concept of maintaining the separation of communities, e.g. between Tualatin and Wilsonville and between Hillsboro and Cornelius.

Objective 26: Neighbor Cities includes, in part, the concept of 'green corridors' as a means to maintain high accessibility between urban areas while limiting any adverse effect on the surrounding rural areas.

Consistency with this objective should include consideration of maintaining the 'green corridors' as identified on the 2040 Growth Concept map.

Section 4: OBJECTIVES NOT DIRECTLY APPLICABLE OR THAT ARE SATISFIED BY COMPLIANCE WITH METRO CODE FOR LEGISLATIVE AMENDMENTS

Objective 1: Citizen Participation requires Metro to establish a Committee for Citizen Involvement and to develop notification programs to reach affected citizens concerning proposed actions.

Objective 2: Metro Policy Advisory Committee outlines the role of MPAC.

Objective 5: Functional Plans describes functional plans, their development and use.

Objective 6: Regional Framework Plan describes role of Regional Framework Plan its relationship with functional plans.

Objective 7: Period Review of Comprehensive Land Use Plans defines role of MPAC during LCDC initiated periodic review of comprehensive land use plans in the region.

Objective 8: Implementation Roles describes roles and inter-relationships among cities, counties, special districts, Metro and the State.

Objective 9: Future Vision defines the Future Vision and sets forth a periodic review and amendment of it.

Since it is not a regulatory document, not intended by the Metro Charter to have any effect that would allow a court or agency review of it and is a visionary statement covering nine counties, this objective does not directly apply to actions amending the UGB.

Objective 10: Performance Measures defines performance measures and describes how they will be used to measure the RUGGO.

Since performance measures have not been developed or adopted by the Metro Council, this objective does not directly apply to actions amending the UGB.

Objective 11: Monitoring and Updating describes a process for reviewing and amending the RUGGO, Regional Framework Plan and functional plans.

Objective 21: Urban Vitality states that special attention shall be paid to promoting mixed use development in existing city and neighborhood centers that have experienced disinvestment, are underutilized or populated by a disproportional high percentage of people living at or below 80 percent of the area median income.

Objective 23: Developed Urban Land addresses need to identify infill and redevelopment opportunities within existing urban land and assess their potential when calculating the buildable land supply in the region.

This objective does not directly apply to actions amending the UGB. The analysis of these urban lands has already been completed and included in the buildable land supply calculation.

Objective 25: Urban Design sets out design components for achieving identifiable and functioning communities.