

## A G E N D A

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**METRO**

**Agenda**

MEETING: METRO COUNCIL REGULAR MEETING  
 DATE: October 26, 2000  
 DAY: Thursday  
 TIME: 2:00 PM  
 PLACE: Metro Council Chamber

**CALL TO ORDER AND ROLL CALL**

**1. INTRODUCTIONS**

**2. CITIZEN COMMUNICATIONS**

**3. EXECUTIVE OFFICER COMMUNICATIONS**

**4. AUDITOR COMMUNICATIONS**

**5. MPAC COMMUNICATIONS**

**6. CONSENT AGENDA**

6.1 Consideration of Minutes for the October 19, 2000 Metro Council Regular Meeting.

**7. ORDINANCES – SECOND READING**

7.1 **Ordinance No. 00-871A**, For the Purpose of Completing Council Consideration of Urban Growth Boundary Amendments Required by ORS 197.299, Completing Periodic Review Work Task 1 and Adopting Amendments to the Regional Framework Plan and Section 3.01 of the Metro Code. Park

7.2 **Ordinance No. 00-879A**, For the Purpose of Amending the Regional Framework Plan Ordinance No. 97-715B for Statewide Planning Goal Compliance of Component 1: Urban Form and, Component 2: Water Quality and Management And Flood Hazard and Declaring an Emergency. Park

**8. RESOLUTIONS**

8.1 **Resolution No. 00-2990A**, For the Purpose of Approving Amendments to the FY 2001 Unified Work Program. Kvistad



- 8.2 **Resolution No. 00-2991**, For the Purpose of Modifying the Existing Intergovernmental Agreement Specifying Roles and Responsibilities for the Bi-State Transportation Committee. Monroe
- 8.3 **Resolution No. 00-2993**, For the Purpose of Confirming the Appointment of Kay Dean Toran to the Metropolitan Exposition-Recreation Commission. Washington
- 8.4 **Resolution No. 00-2994**, For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Include \$370,000 of State Transportation Enhancement Funds for the Portland Gateway Project. McLain

**9. COUNCILOR COMMUNICATION**

**ADJOURN**

**Cable Schedule for October 26, 2000 Metro Council Meeting**

	Sunday (10/29)	Monday (10/30)	Tuesday (10/31)	Wednesday (11/1)	Thursday (10/26)	Friday (10/27)	Saturday (10/28)
<b>CHANNEL 11</b> (Community Access Network) (most of Portland area)		4:00 P.M.					
<b>CHANNEL 21</b> (TVCA) (Washington Co., Lake Oswego, Wilsonville)							
<b>CHANNEL 30</b> (TVCA) (NE Washington Co. - people in Wash. Co. who get Portland TCI)							
<b>CHANNEL 30</b> (CityNet 30) (most of City of Portland)	8:30 P.M.						
<b>CHANNEL 30</b> (West Linn Cable Access) (West Linn, Rivergrove, Lake Oswego)	7:00 A.M. (previous meeting)	4:00 P.M. (previous meeting)	8:00 A.M. (previous meeting)		5:00 P.M. (previous meeting)	8:00 A.M. (previous meeting)	6 P.M. (previous meeting)
<b>CHANNEL 33</b> (ATT Consumer Svcs.) (Milwaukie)	4:00 P.M. (previous meeting)					10:00 P.M. (previous meeting)	9:00 A.M. (previous meeting)

**PLEASE NOTE THAT ALL SHOWING TIMES ARE TENTATIVE BASED ON THE INDIVIDUAL CABLE COMPANIES' SCHEDULES. PLEASE CALL THEM OR CHECK THEIR WEB SITES TO CONFIRM SHOWING TIMES.**

<b>Portland Cable Access</b>	<a href="http://www.pcatv.org">www.pcatv.org</a>	<b>(503) 288-1515</b>
<b>Tualatin Valley Cable Access</b>	<a href="http://www.tvca.org">www.tvca.org</a>	<b>(503) 629-8534</b>
<b>West Linn Cable Access</b>	<a href="http://www.ci.west-linn.or.us/wltvsked">www.ci.west-linn.or.us/wltvsked</a>	<b>(503) 722-3424</b>
<b>Milwaukie Cable Access</b>		<b>(503) 654-2266</b>

Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, 797-1542. Public Hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be considered included in the decision record. Documents can be submitted by email, fax or mail or in person to the Clerk of the Council. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).



Consideration of the October 19, 2000 Regular Metro Council Meeting minutes.

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber



**Ordinance No. 00-871A**, For the Purpose of Completing Council Consideration of Urban Growth Boundary Amendments Required by ORS 197.299, Completing Periodic Review Work Task 1 and Adopting Amendments to the Regional Framework Plan and Section 3.01 of the Metro Code.

***Second Reading***

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF COMPLETING	)	ORDINANCE NO. 00-871A
COUNCIL CONSIDERATION OF URBAN	)	
GROWTH BOUNDARY AMENDMENTS	)	
REQUIRED BY ORS 197.299, COMPLETING	)	Introduced by Growth Management
PERIODIC REVIEW WORK TASK 1 AND	)	Committee
ADOPTING AMENDMENTS TO THE	)	
REGIONAL FRAMEWORK PLAN AND	)	
SECTION 3.01 OF THE METRO CODE	)	

WHEREAS, Metro is responsible for the regional Urban Growth Boundary ("UGB") for the 24 cities and urban and urbanizable portions of 3 counties under ORS 268.390(3); and

WHEREAS, the courts have determined that the regional UGB, including Metro's UGB amendment process, is a comprehensive plan provision subject to Land Conservation and Development Commission ("LCDC") acknowledgment and Periodic Review for compliance with applicable statewide land use goals; and

WHEREAS, Metro's established UGB last completed Periodic Review by LCDC in December, 1992; and

WHEREAS, Metro's regional UGB is subject to its regional urban growth goals and objectives, including the Region 2040 Growth Concept which was acknowledged by LCDC in 1996; and

WHEREAS, Metro adopted Ordinance 96-647C the Urban Growth Management Functional Plan ("UGMFP"), in November 1996, to implement Metro's acknowledged Region 2040 Growth Concept which establishes the policies and identifies the compact urban form for the region to the year 2040 on the acknowledged concept map; and

WHEREAS, Metro incorporated the UGM Functional Plan into the Regional Framework Plan, Ordinance No. 97-715B, and into Metro Code Chapter 3.07; and



WHEREAS, the UGMFP required local governments in Metro's jurisdiction to adopt new measures to increase the zoned capacity for housing to meet target capacities for residential dwelling units, for mixed use areas, and for employment, set forth in Title 1, Table 1 of the UGMFP (Metro Code 3.01.110); and

WHEREAS, local governments were required to adopt these new measures in their comprehensive plans and zoning ordinances by February, 1999. Most local governments in Metro's jurisdiction have complied with Title 1 or have or requested a limited extension from the Metro Council; and

WHEREAS, future analysis of the capacity of the regional UGB will take into account the performance of local governments in complying with the UGM Functional Plan; and

WHEREAS, in December, 1997, to carry out Section 5(2)(b)(2) of the Metro Charter, Metro adopted Ordinance 97-715B the Regional Framework Plan ("RFP") which included provisions for "management and amendment of the urban growth boundary;" and

WHEREAS, the RFP sets forth nine variables that Metro is required to consider during any legislative amendment of the UGB; and

WHEREAS, also in December, 1997, as part of its five-year legislative review of the UGB, Metro completed an Urban Growth Report applying the nine variables for legislative amendments of the UGB consistent with the RFP; and

WHEREAS, pursuant to ORS 197.299, Metro was required to meet three deadlines to determine whether the regional UGB required expansion for the period 1997-2017; and

WHEREAS, the Metro Council met the first deadline in 1997 by completing an inventory of buildable lands based on 1994 data and adopting a need in for approximately 32,370 dwelling units that could not otherwise be accommodated in the UGB; and



WHEREAS, in 1998, the Metro Council complied with the second deadline in ORS 197.299 by adding 3,527 acres of land to the UGB, by ordinance, to provide capacity for approximately one-half of the dwelling units-needed for a 20-year housing capacity inside the UGB; and

WHEREAS, DLCD Director Benner concluded that Metro's 1998 UGB amendments met the second deadline in ORS 197.299; and

WHEREAS, to estimate the remaining housing capacity inside the UGB to determine any need for UGB amendments to meet the third deadline in ORS 197.299, and meet the requirements of Goal 14, Metro worked throughout 1999 to publish the 1997 Urban Growth Report Update containing the best available data for the period 1994-1998, and again applying the nine variables required by the RFP; and

WHEREAS, during 1999 Metro adopted legislative UGB amendments and one locational adjustment that provided approximately 2,100 dwelling units; and

WHEREAS, the 1997 Urban Growth Report Update revised the 1997 assumptions on the extent of riparian protection for environmentally sensitive areas to reflect the vegetated corridor requirements in the water quality and flood management sections of Title 3 of the UGMFP (Metro Code 3.07.340); and

WHEREAS, the Metro Council accepted the calculation of need in the 1997 Urban Growth Report Update for the purpose of requesting an extension from the LCDC for meeting the third deadline in ORS 197.299; and

WHEREAS, LCDC granted the extension to allow Metro to review calculations for accessory dwelling units, environmentally constrained land and the potential impact of Metro's



Fish and Wildlife Habitat Conservation program which would amend Title 3, Section 5 of the UGMFP; and

WHEREAS, on April 13, 2000, the Metro Council requested that LCDC initiate periodic review of the Metro UGB; and

WHEREAS, on May 25, 2000, the Metro Council adopted a periodic review work program and thereafter transmitted the work program to LCDC for approval; and

WHEREAS, Task 1 of the periodic review work program requires Metro to determine the supply of buildable land for housing and jobs for 20 years and accommodate any need, if such a need were determined, through UGB expansion; and

WHEREAS, on July 28, 2000 LCDC approved Metro's periodic review work program; and

WHEREAS, Metro staff completed an Urban Growth Report 2000 Update to address the work identified by LCDC in its January 3, 2000 order granting Metro's extension; and

WHEREAS, The computation of need described in Exhibit A applies the nine variables identified in the RFP for considering legislative amendments to the regional UGB. This computation demonstrates that the UGB contains sufficient buildable lands to accommodate housing needs for the years 1997-2017 resulting in a 100 dwelling unit surplus for that 20 year period; and

WHEREAS, notice of hearing, consistent with Metro Code and ORS 197.610(1), was sent to the DLCD at least 45 days prior to the first evidentiary hearing on September 14, 2000; and

WHEREAS, hearing(s) were held before the full Metro Council on September 14 and 21, 2000, and October 12, 19 and 26, 2000; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. That the Metro Council adopts the inventory of buildable lands, and estimate of housing need required by ORS 197.299(2)(b) and 197.296(3) attached and incorporated herein as Exhibit A.
2. That the Regional Framework Plan is amended as shown in Exhibit B, attached and incorporated herein.
3. That the Metro legislative amendment criteria (Metro Code 3.01.020) for amending the regional urban growth boundary are amended as shown in Exhibit C, attached and incorporated herein.
4. That Metro adopts the Findings and Conclusions supporting this ordinance in Exhibit D, attached and incorporated herein.
5. The provisions of this ordinance are separate and severable. The invalidity of any clause, sentence, paragraph, section, subsection, or portion of this ordinance or the invalidity of the application thereof to any city, county, person or circumstance shall not affect the validity of the remaining provisions of this ordinance or its application to other cities, counties, persons or circumstances.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2000.

\_\_\_\_\_  
David Bragdon, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel



**Exhibit "A" of  
Ordinance No. 00-871A**

**State Law Requirements for 20 Year Buildable Land Supply**

State law requires that at the time of periodic review or any other legislative review of the urban growth boundary ("UGB") Metro must "provide sufficient buildable lands" within the urban growth boundary ("UGB") to "accommodate estimated housing needs for 20 years." ORS 197.296(2). In 1997, the Oregon Legislature adopted legislation requiring Metro to accomplish three tasks related to the regional UGB. ORS 197.299. The legislation first required Metro to complete an inventory of buildable lands<sup>1</sup> within the UGB. Metro completed this task by calculating the inventory of buildable lands in the 1997 Urban Growth Report and adopting the conclusions of that report in the Regional Framework Plan. As of 1997, the calculations indicated a need for approximately 32,370 dwelling units for the period 1997-2017 based on 1994 data. As a second task, the legislation required Metro to "take such action as necessary" to provide one-half of the land needed to accommodate housing needs for 20 years by the end of 1998. Metro complied with this provision by adopting UGB amendments to add land to accommodate approximately 18,100 dwelling units.

As the third task, the legislation required Metro to "take all final action \* \* \* necessary to accommodate a 20 year buildable land supply." ORS 197.299(2)(b). In 1999, Metro staff compiled data in the 1997 Urban Growth Report Update (September 1999) ("UGR Update") to respond to this requirement. The data and analysis in the UGR Update was accepted by the Metro Council in Resolution 99-2855C in November, 1999, for the purpose of requesting that the Land Conservation and Development Commission ("LCDC") grant Metro an extension to complete the requirements of ORS 197.299(2)(b). The data in the UGR Update showed that the area within the UGB as of 1999 contained a surplus of 200 dwelling units. However, Metro identified a potential need for up to 15,000 dwelling units resulting from regional regulations to protect Fish and Wildlife Habitat pursuant to Title 3, Section 5 of the Urban Growth Management Functional Plan ("UGMFP") that Metro anticipated adopting by the end of 2000.

On January 3, 2000 LCDC granted Metro extension to ORS 197.299(2)(b) to October 31, 2000 to complete additional calculations regarding environmentally sensitive lands, jobs/housing imbalances, and estimated numbers of accessory dwelling units. During early 2000, the Metro Council determined that the process to adopt regional regulations for Fish and Wildlife Habitat protection would likely extend into 2001.<sup>2</sup> For this reason, calculations to estimate the dwelling unit capacity of environmentally sensitive areas were limited to areas regulated by Metro's Water Quality and Flood Management areas identified in Title 3, Sections 1-4 of the UGMFP. To complete the work required to

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<sup>1</sup> "'Buildable lands' means lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. 'Buildable lands includes both vacant land and developed land likely to be redeveloped.'" ORS 197.295(1).

<sup>2</sup> Resolution 00-2912.

comply with ORS 197.299(2)(b), and to comply with Statewide Planning Goal 14 which requires local governments to use the best available data when considering UGB amendments, Metro staff conducted a review of the data in the UGR Update accounting for the first year (1997-1998) of development that occurred for the period 1997-2017, addressing the estimates required by LCDC and calculating the remaining dwelling unit need for 1998-2017. This data is contained in the 1997-2017 Land Need Report.

## **Data and Calculations to Support Final Action to Accommodate 20 Year Buildable Land Supply**

### 20 Year Forecast of Population

A calculation estimating whether sufficient buildable land exists within the UGB starts with a forecast of population as required by state law and Statewide Planning Goal 14. ORS 195.036. The RFP requires Metro to base its assessment of UGB capacity on “a forecast of population and jobs for the new 20 year period.” Chapter 1, RFP, p. 41. Metro’s compliance with ORS 197.296 and 299 are based on the “2015 Regional Forecast.”<sup>3</sup> The forecast estimates that by the year 2017, the four county area of Washington, Clackamas, Multnomah and Clark counties will have approximately 579,700 new residents. Historically, the Metro UGB has attracted about 70 percent of new population growth. That means by 2017, the Metro UGB will have a need to accommodate housing for about 410,000 more residents resulting in a demand for approximately 205,200 new dwelling units for the period 1997-2017.

### Inventory of Buildable Lands

To ensure that urban growth boundaries contain sufficient land to accommodate estimated housing needs for 20 years local governments and Metro must “inventory the supply of buildable lands within the urban growth boundary.” ORS 197.296(3). This inventory is then compared to the forecasted need for housing. State law does not prescribe any particular methodology for conducting the inventory. In 1997, the Metro Council adopted variables in the Regional Framework Plan that Metro must consider in calculating the supply of buildable lands for the region. The variables were applied in the 1997 Urban Growth Report, UGR Update and are the basis for completing the additional work required by LCDC in its January 3, 2000 extension order. The estimates related to these variables are the data used to determine whether the UGB contains sufficient buildable lands for 20 years in compliance with ORS 197.296(2).

The RFP requires Metro to complete specific estimates for buildable lands, reductions for public facilities and services and additions for redevelopment, infill development and upzoning by local governments. Chapter 1, RFP p. 41.

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<sup>3</sup> The analysis in the 2015 Regional Forecast was extended to calculate a population forecast for all years up to 2020 to account for the 20 year period 1997-2017.



### *Estimate of Unbuildable Land*

The RFP requires that Metro “estimate the amount of unbuildable land (land over 25 percent slope, etc.).” The 1997 Urban Growth Report estimated unbuildable lands by considering steep slopes and assuming a 200 foot unbuildable area on both sides of streams within the UGB. Since Metro has not yet completed regulations for Fish and Wildlife Habitat areas, the UGR Update assumes that only the area regulated by Title 3 Water Quality and Flood Management regulations.<sup>4</sup> This means that for most streams in the region, the area between 50 and 200 feet from the edge of streams will be assumed to be buildable to some degree. The UGR Update estimated the dwelling unit capacity of these lands to be approximately 3,200 dwelling units based on historical densities.

After reductions for Title 3 regulated areas and steep slopes, the estimate of Gross Buildable Acres (all buildable lands) inside the UGB is 37,600 acres.

### *Reductions for Infrastructure and Facilities*

The RFP requires that the calculation of need make reductions to the buildable land estimate for “streets, parks, etc.” Metro staff identified several categories of land that are not available for housing or employment because the land provides for infrastructure, public facilities, religious and social services or is already platted and legally buildable for single family residential use.

### *Exempt Land*

These are lands that are owned by federal, state, county or city governments in their proprietary capacities. The land is assumed to be available for facilities and services essential to those governmental bodies’ respective functions. The estimate for these exempt lands within the UGB is 1,900 acres.

### *Land Already Platted for Single Family Residential Use*

Lands already platted for single family lots are assumed to already be available for residential use and, therefore, are unavailable for other categories of use that may occur on buildable lands generally. These platted lots, approximately 16,300 lots, are considered part of the supply of residential land supply in a subsequent step in the RFP analysis. The estimate for the number of acres of legally buildable single family lots is 2,900 acres.

### *Streets*

The number of acres needed for the provision of future streets is estimated on a sliding scale. No reduction is applied for parcels of land less than  $\frac{3}{8}$  of an acres in size. A 10 percent reduction is applied for lots between  $\frac{3}{8}$  and one acre in size. An 18.5 percent

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<sup>4</sup> 1997 Urban Growth Report Update p. 66.

reduction is applied to parcels larger than one acre. The estimate for the amount of land needed to provide for future streets is 5,400 acres.

### *Schools*

The number of acres needed for future schools is estimated by calculating students per acre for each school category - elementary, middle and high schools. Metro gathered information on students per acre through informal surveys of school districts in the Metro area. The estimate for the amount of land needed for future schools is 1,100 acres.

### *Parks*

Land needed to provide for future parks is estimated by determining the existing number of park acres within the UGB per 1,000 persons. Metro owned lands outside the UGB purchased with Open Spaces Bond Measure funds are anticipated to provide park land amenities to residents inside the UGB. For this reason, the estimate of land needed for future parks inside the UGB is reduced by those acres of open space lands already purchased by Metro and the number of acres anticipated to be purchased outside the UGB in the future. The estimate for the amount of land needed for future parks is 3,700 acres.

### *Churches and Social Organizations*

Like the parks estimate, the amount of land needed for future places of worship and social organizations is calculated by determining the existing number of acres for such uses within the UGB per 1,000 persons. Metro estimates this ratio to be 1.4 acres of church and social organization land per 1,000 persons. Based on this ratio, future need for these lands is about 600 acres. However, Metro staff identified approximately 717 acres of vacant land currently owned by churches and social organizations. This amount of land will satisfy the 600 acre identified need, and because the surplus 100 acres will not necessarily be available for future housing or employment use, the actual amount of land owned by these organizations is considered the amount that will be needed for future use. The estimated amount of land needed for churches and social organizations is 700 acres.

### Calculation of Net Vacant Buildable Acres

The estimate of net vacant buildable acres is calculated by subtracting the RFP variable estimates for unbuildable lands, exempt lands, legally buildable single family lots, streets, schools, parks, churches and social organizations from the estimate of gross vacant buildable acres. After these reductions, there are estimated to be 21,900 net vacant buildable acres within the UGB. This estimate includes vacant land available for all types of urban uses such as, residential, commercial and industrial use.

The RFP variables require further estimates to determine the approximate number of dwelling units that can occur on vacant residential land. Residential land is a subset of the 21,900 acres of net developable land. It is estimated that approximately 13,200 acres



of the 21,900 net developable acres are available for residential use.<sup>5</sup> Based on Standard Regional Zoning Designations for residential and mixed use zones, it is estimated that the 13,200 acres of residentially zoned land within the UGB can accommodate approximately 88,600 dwelling units.

### ***Difference Between Zoning Maximum Densities and Actual Built Densities***

The RFP requires that the estimate of the number of dwelling units that can be accommodated on residentially zoned lands be reduced to account for the "probable difference between zoning maximum densities and actual built densities." This requirement is addressed by an estimate of the "underbuild rate."<sup>6</sup> Underbuild represents the number of dwelling units that are not likely to occur on residentially zoned lands because property owners, for a variety of reasons, decide not to develop their property to the maximum allowed under local zoning codes. In 1996, the Metro Council adopted requirements in Title 1 of the UGMFP that local governments adopt measures to insure residential zones are developed to at least 80 percent of the maximum allowed density. This regional requirement is the basis for the assumption that the underbuild rate will be no more than 20 percent for residential development within the UGB. The estimate of the difference between zoning maximum densities and actual built densities is a reduction of 25,800 dwelling units. However, local compliance with the UGM Functional Plan indicates that many jurisdictions are requiring and achieving minimum densities of greater than 80%, so that the actual underbuild in the future may be less than 20%.

The reduction for underbuild is partially offset by two additional estimates that will add to the number of dwelling units that can be accommodated within the UGB for 20 years. Those estimates are for development in mixed use zones and dwelling units estimated to result from local government upzoning to meet Region 2040 Growth Concept goals. The estimate for the number of dwelling units that may occur as a result of local implementation of mixed use zones is an additional 4,300 dwelling units for the 20 year period.<sup>7</sup>

The estimate for the number of dwelling units that may be added as a result of local implementation of the Region 2040 Growth Concept assumes higher densities along transit corridors, main streets and regional and town centers. The estimate for the number of dwelling units to be added due to 2040 upzoning is 36,200 dwelling units for the 20 year period.

### ***Reductions for Parcels with Full Buildout Obstacles***

The RFP requires estimates of the number of dwelling units that may not occur due to development obstacles including lands with "8-24 percent slopes." The UGR Update estimated that most of the buildout obstacles in areas of moderate slopes would occur in

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<sup>5</sup> 1997 Urban Growth Report Update, p. 37.

<sup>6</sup> 1997 Urban Growth Report Update, p. 38.

<sup>7</sup> 1997 Urban Growth Report Update, p. 37.

lands regulated by Metro's Title 3 water quality and flood management regulations. Based on historical levels of development, the UGR Update estimated that approximately 3,200 dwelling units could be accommodated in Title 3 regulated areas.<sup>8</sup>

As part of its extension order, LCDC required Metro to reassess development capacity in environmentally sensitive areas. Staff analysis examined the lots that were partially and fully regulated by Title 3. Where existing residences were already located in Title 3 areas it was assumed that Title 3 would likely limit full buildout. However, for vacant lots that are located completely inside the Title 3 regulated area it was assumed that at least one single family residence would be allowed consistent with the UGMFP. Approximately 500 lots were identified in these areas yielding an estimate of 500 dwelling units for these lots. Staff also identified approximately 250-300 permits issued on vacant lands in Title 3 regulated areas during 1998 and 1999 that would add to the number of dwelling units allowed in environmentally sensitive areas.<sup>9</sup>

### ***Consideration of Time to Allow Local Jurisdictions to make Zoning Changes***

The RFP requires that Metro consider the "time to allow local jurisdictions to make zoning changes if higher densities are to be allowed and required." Identified as "ramp up," this calculation is related to Title 1 UGMFP requirements to achieve 80 percent of zoned densities in existing residential zones within the UGB. This consideration is accomplished by estimating the number of dwelling units per year, over a five year period (1994-1999), that will not be accommodated because local governments region wide have not fully implemented Title 1 of the UGMFP. The number of unrealized dwelling units is estimated for 1999, the final year of ramp up, at 1,300 dwelling units.

### ***Redevelopment and Infill***

The RFP requires "an estimate of the probable amount of additional redevelopment" and "projections of probable infill on built land." Residential redevelopment occurs when a structure is demolished and others are constructed in its place. Infill occurs when residential land that already supports dwelling units adds additional dwelling units as permitted in the zone. The UGR Update combines these two estimates into one estimate called "refill." Residential lands within the UGB are estimated to refill at an average rate of 28.5 percent over the period to 2017. Applying this rate results in an estimated additional accommodation of 58,500 dwelling units over 20 years.

Infill also includes estimates for accessory dwelling units. The UGR Update estimated approximately 7,500 dwelling units could be accommodated through accessory dwelling units in residential zones. As part of LCDC's extension order, Metro was required to review this estimate. Metro staff completed this review and determined that 7,500 dwelling units is the best estimate based on available data.<sup>10</sup>

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<sup>8</sup> 1997 Urban Growth Report Update, p. 25.

<sup>9</sup> July 6, 2000 memorandum, "Re: Projected Development Capacity in Title 3 regulated areas."

<sup>10</sup> March 31, 2000 memorandum, "Re: Accessory Dwelling Units."



***Evaluation of the Amount of Farm Tax Assessment Lands Within the  
UGB that are Likely to be Urbanized***

Consistent with Goal 14, all-land inside the UGB is assumed to be available for urban use. Over the 20 year planning period, staff assumed that all lands that currently qualify for farm tax assessment are likely to urbanize.

**Conclusion - Comparing Regional Forecast and Supply of Buildable Lands**

Total supply of residential land to accommodate housing needs within the UGB is calculated by making the additions and reductions for the estimates required in the RFP. This calculation is summarized in the 1997-2017 Land Need Report and in Exhibit B, Table 1.1 of this ordinance. The calculation required by the RFP shows a dwelling unit supply prior to the UGB amendments adopted by the Metro Council in 1998 of approximately 185,100 dwelling units.<sup>11</sup> The UGB amendments adopted in 1998, using the same assumptions to determine net developable land and dwelling unit capacity result in approximately 18,100 additional dwelling units to accommodate housing need to 2017. Additional land to accommodate housing need was added to the UGB by the Metro Council in 1999. These were comprised of portions of former urban reserve areas 41 and 65, and a locational adjustment that in total added an additional estimated 2,100 dwelling units. Adding the capacity of these UGB amendments to the estimate of housing supply in 1997 results in a total supply of 205,300 dwelling units to accommodate housing need for the period 1997-2017.

The Regional Forecast discussed above estimates that approximately 205,200 dwelling units will be needed within the Metro UGB to accommodate projected population increases to 2017. Comparing the estimated supply of dwelling units to the Regional Forecast results in a 100 dwelling unit surplus for 2017. This calculation demonstrates that there is no “demonstrated need to accommodate long-range urban population growth requirements” to satisfy Goal 14. The 100 dwelling unit surplus also demonstrates that no further UGB amendments are required to satisfy the requirements of ORS 197.299(2)(b).

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<sup>11</sup> This includes the estimated 16,300 existing legally buildable lots identified in the calculation of net vacant land.

**Exhibit "B" of  
Ordinance No. 00-871A**

Amend Chapter 1 of the Regional Framework Plan (Ord. 97-715B), UGB Analysis pg. 41:

The Urban Growth Boundary is one of the primary tools available to the region for managing urban form. In turn, the estimated capacity of the boundary to accommodate growth is of critical importance to managing the UGB. ~~Assessment of the current UGB capacity includes analysis of nine variables.~~ At periodic review or any other legislative review of the urban growth boundary Metro shall calculate, consistent with ORS 197.296 (1999), the supply of buildable lands for housing and employment within the urban growth boundary by determining estimates of at least the following variables:

- ~~a~~ A 20 year forecast of population and jobs for the land inside the existing urban growth boundary consistent with ORS 195.036. ~~next 20 year period~~
- ~~an estimate of~~ The amount of unbuildable land (land over 25 percent slope, etc.); including regulated Water Quality and Flood Management areas, Fish and Wildlife Habitat Conservation areas and lands having slopes equal to or exceeding 25 percent.
- The number of dwelling units that may occur on buildable parcels considering buildout obstacles, including Water Quality and Flood Management Areas, Fish and Wildlife Habitat Conservation areas and land with 8-24 percent slopes.
- ~~reductions to remaining buildable land for streets, parks, etc.~~ The amount of land unavailable for development that is used for streets, schools, parks, churches and social organizations, vacant legally buildable single family lots, and federal, state, county and city owned lands.
- The number of dwelling units that may occur on vacant buildable land inside the existing urban growth boundary based on current residential zoning designations.
- Reductions of the number of dwelling units that may occur due to the probable difference between zoning maximum densities and actual built densities, taking into account zoned minimum densities.
- The number of additional dwelling units, if any, that may occur in mixed use zones and other zone changes required in local implementation of the Region 2040 Growth Concept.
- ~~consideration of time to allow local jurisdictions to make zoning changes if higher densities are to be allowed and required~~ If Metro adopts new measures to increase residential densities inside the existing urban growth boundary the number of additional dwelling units resulting from the new measures, and an estimate of the amount of time for local implementation.
- ~~reductions for buildable parcels with full buildout obstacles (e.g., land with 8-24 percent slopes, etc)~~

- ~~an estimate of~~ The number of dwelling units resulting from probable amount of additional redevelopment of land inside the existing urban growth boundary and infill development on built land including accessory dwelling units.
- The amount of employment accommodated through infill and redevelopment inside the existing urban growth boundary.
- ~~projections of probable infill on built land~~
- ~~evaluation of the amount of farm tax assessment lands within the current UGB that are likely to be urbanized.~~

The application of these variables shall take into account changes to local government comprehensive plans and implementing ordinances that have been made pursuant to the Region 2040 Growth Concept and the Urban Growth Management Functional Plan. The Urban Growth Management Functional Plan, particularly Title 1 "Requirements for Housing and Employment Accommodation," includes measures which increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the period 1997 to 2017.

Metro shall determine the actual density and the actual average mix of housing types of residential development and conduct an analysis of housing need by type and density range consistent with ORS 197.296 (1999). Metro shall conduct an analysis using available data to determine whether local governments are meeting the target capacities set forth in Title 1, Table 1 of the Urban Growth Management Functional Plan.

If Metro determines that the supply of buildable lands is not sufficient to accommodate housing needs for 20 years at the actual developed density since the last periodic review of the urban growth boundary or that the target capacities in Title 1, Table 1 of the Urban Growth Management Functional plan are not being met, Metro shall:

1. Consider additional measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years or will assist local governments in meeting the target capacities in Title 1, Table 1 of the Urban Growth Management Functional Plan; and
2. Adopt any additional measures the Metro Council determines are appropriate to accommodate housing need for 20 years; and
3. Estimate the probable number of additional dwelling units that may occur resulting from the additional measures the Metro Council adopts, if any.
4. If the Metro Council finds that the adoption of additional measures is not sufficient to fully accommodate housing and employment needs for 20 years, the Council shall amend the urban growth boundary to include sufficient lands to accommodate that need consistent with ORS 197.296 (1999) and applicable statewide land use goals.



In ~~1997~~2000, as part of completing the review of the regional urban growth boundary required by state law, the Metro Council concluded that lands within the existing urban growth boundary were sufficient to accommodate estimated housing needs to the year ~~2017~~ capacity for the additional dwelling units needed to accommodate the year ~~2017~~. ~~forecasted need was not totally available within the current Urban Growth Boundary.~~ The following tables provides a step-by-step description of that process, assumptions and conclusions about the capacity of the region's Urban Growth Boundary in ~~1997~~2000.

Table 1.1 of the RFP is replaced by Table 1.1 Calculation of Current Urban Growth Boundary Capacity - Housing and Table 1.2 Calculation of Current Urban Growth Boundary Capacity – Employment of this exhibit.

Table 1.2 of the RFP is replaced by Table 1.3 Regional Housing Need by Type and Density Range of this exhibit.

**Table 1.1**  
**Calculation of Current Urban Growth Boundary Capacity - Housing**

		<b>Net Capacity</b>	<b>Dwelling Unit Demand</b>	
<b>Residential Demand Estimates (in Dwelling Units)</b>				
1998-2017 Capture 70% of 4-County Forecast in Metro UGB			205,200	
<b>Land Supply Estimates -- ACRES</b> (Excludes UGB areas added 12/98 by Ordinance)				
All Gross Vacant Buildable Acres in UGB (with Title 3)		37,600		
Less: Vacant Federal-, State-, County- and City-owned lands		(1,900)		
Less: Acres of Platted Single Family Lots (16,300 Lots)		(2,900)		
Less: Acres for Streets		(5,400)		
Less: Acres for Schools		(1,100)		
Less: Acres for Parks		(3,700)		
Less: Acres for Churches & Social Organizations		(700)		
Net Vacant Buildable Acres (NVBA) in UGB without Reserves		21,900		
<b>Residential Supply Estimates (in Dwelling Units)</b>				
Dwelling Unit Capacity at Current Local Zoning (13,200 net acres)		88,600		
Add: Residential Development in Mixed Use Areas (MUC)		4,300		
Add: Units from 2040 Growth Concept Upzone		36,200		
Less: Units Lost to Underbuild (20%)		(25,800)		
Less: Units from Ramp-Up (1 year)		(1,300)		
Add: Units from Residential Refill (28.5%)		58,500		
Add: Minimal Development Capacity on Title 3 Land		800	(change from 3,200)	
Add: Units from Accessory Dwelling Units		7,500	(verified - no change)	
Add: Number of Dwelling Units from Single Family Platted Lots		16,300		
				↓
	<b>Dwelling Unit Loss/Gain</b>	<b>Supply</b>	<b>Demand</b>	<b>Surplus/ (Deficit)</b>
<b>Dwelling Unit Capacity before 12/98 UGB Amendments:</b>		185,100	205,200	
Add: Dwelling Capacity gained with 12/98 UGB Amendments		18,100		
<b>Dwelling Capacity with 12/98 UGB Amendments:</b>		<u>203,200</u>		<u>(2,000)</u>
<b>UGB Adjustments to 2000 UGR Update:</b>				
<b>Dwelling Capacity with 12/99 UGB Amendments</b>				
Add: Dammasch Master Plan (part of UR 41)	1,300			
Add: SW Wilsonville (UR 39, school site)	0			
Add: Bethany (part of UR 65)	700			
Add: Jenkins - Kim	100			
		2,100		
		<u>205,300</u>	<u>205,200</u>	
<b>Surplus Dwelling Need:</b>				<b>100</b>

Table 1.2

**Calculation of Current Urban Growth Boundary Capacity - Employment****DEMAND****Non-Residential (Employment/Jobs) Demand Estimates (in net acres):****8,364**

1998-2017 Captured (82 %) Metro Urban Growth Boundary Demand

Forecasted Employment Demand (1998-2017) = 340,600 jobs based on historical development trends.

(Jobs measurement includes full &amp; part time wage &amp; salary positions and self-employed workers.)

Source: land need determined by Zonal Employment Land Demand Analysis Model - ZELDA)

Metro, Data Resource Center (DRC)

<b>DEMAND (net acres)</b>	<u>Clack.</u>	<u>Mult.</u>	<u>Wash.</u>	<u>Total</u>
Industrial	996	1,605	1,486	4,088
Commercial (non-Industrial)	1,085	1,587	1,605	4,276
<b>Total</b>	<b>2,081</b>	<b>3,192</b>	<b>3,091</b>	<b>8,364</b>

**SUPPLY - Long Run Inventory Capacity Estimate****Non-Residential Land Supply Estimates (in net acres):**

source: 1998 Vacant Land Study, Metro DRC

	<u>Clack.</u>	<u>Mult.</u>	<u>Wash.</u>	<u>Total</u>
Commercial - Central City	13	62	61	136
Commercial - General	138	164	331	633
Commercial - Neighborhood	4	41	32	77
Commercial - Office	79	35	220	334
Industrial - Heavy	129	2,524	740	3,393
Industrial - Light	239	715	1,884	2,838
Industrial / Commercial Mix	372	389	69	830
Town Center Mixed Use	1	143	75	219
Regional Center Mixed Use	3	36	193	232
Central City Mixed Use	0	0	0	0
<b>SUPPLY (net acres)</b>	<b>Clack.</b>	<b>Mult.</b>	<b>Wash.</b>	<b>Total</b>
Industrial	740	3,628	2,693	7,061
Commercial	234	302	644	1,180
Mixed Use	4	179	268	450
<b>Total</b>	<b>978</b>	<b>4,109</b>	<b>3,605</b>	<b>8,691</b>

Net Vacant Buildable Employment Land (*before UGB Amendments*):

8,691

less: Residential Development/Utilization in Mixed Use Areas

(202)

(source: ZELDA analysis to avoid mixed use "double-counting")

**Capacity without 12/98 UGB Amendments:**

8,489

add: Employment land from UGB amendments (Productivity Analysis)

145

**Non-Residential Land Supply Estimates (in net acres):****8,634**

Industrial 7,063 net acres

Commercial (non-Industrial) 1,571 net acres

**8,634****Less: Projected Land Demand Estimate to Year 2017****8,364****Composite Employment Land Need: Surplus Capacity (net acres):****271**

less: Placeholder - Title 3 and 200 foot buffer (in net acres)

(964)

**Employment Land Need: Deficit Capacity (net acres):****(694)**

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Ord. No. 00-871

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Exhibit "B" of Ordinance No. 00-871

Table 1.3  
Regional Housing Need by Type and Density Range

		(Original 1997 UGR)	(REVISED 1999 UGR Update)	Detached Housing		Attached Housing			
Monthly Rental Cost	Approximate Equivalent Ownership Price	Number of New Housing Units Needed (1994-2017)	Number of New Housing Units Needed (1998-2017)	Detached Single Family & Manufactured Homes on Individual Lots	Detached Small Lot Single Family & Mobile and Manufactured Housing in Parks	Attached Single Family & Rowhouses	Multi-Family Low Rise	Multi-Family Mid Rise	Multi-Family High Rise
\$ 0 – 299	\$ under 50,000	2,381	1,956	N/A	N/A	N/A	A,R	A,R	A,R
300 – 399	50,000 – 59,999	10,340	8,494	N/A	N/A	N/A	A,R	A,R	A,R
400 – 499	60,000 – 74,999	25,859	21,242	N/A	N/A	A,R	A,R	A,R	A,R
500 – 599	75,000 – 89,999	32,993	27,102	O	O	A,R	A,O,R	A,O,R	A,O,R
600 – 749	90,000 – 114,999	38,823	31,891	O	O	O,R	O,R	O,R	O,R
750 – 999	115,000 – 149,999	51,823	42,570	O	O	O,R	O,R	O,R	O,R
1,000 – 1,165	150,000 – 174,999	39,082	32,104	O	O	O,R	O,R	O,R	O,R
1,166 – 1,330	175,000 – 199,999	12,693	10,427	O	O	O,R	O,R	O,R	O,R
over 1,330	over 200,000	35,806	29,413	O	O	O,R	O,R	O,R	O,R
<b>Total Units:</b>		<b>249,800</b>	<b>205,200</b>						

"O" means that the new housing is expected to be primarily owner occupied;

"R" means that the housing is expected to be primarily renter occupied;

"A" means assisted housing.

Source: Housing Needs Analysis – Final Draft, December 18, 1997, p. 80

**Exhibit "C" of  
Ordinance No. 00-871A**

Amends Metro Code 3.01.020(b)(1):

- (A) The district shall develop 20-year Regional Forecasts of Population and Employment, which shall include a forecast of net developable land need, providing for ~~review and comment by~~ coordination with cities, counties, special districts and other interested parties, and review and comment by the public. After deliberation upon all relevant facts the district shall adopt a forecast. This forecast shall be completed at least every five years or at the time of periodic review, whichever is sooner. Concurrent with the adoption of the district's ~~growth forecast~~ 20 – year Regional Forecast, the district shall complete an inventory of net developable land calculating the supply of buildable land within the urban growth boundary by applying the variables set forth in Chapter 1 of the Regional Framework Plan. ~~The district shall provide ing~~ the opportunity for review and comment by all cities and counties in the district, and by the public.
- (i) In calculating the supply of buildable lands in the urban growth boundary, the district shall estimate the effect, based on the best information available, of changes to zoned capacity that have been adopted and implemented by local governments to comply with the Region 2040 Growth Concept and all titles the Urban Growth Management Functional Plan.
- (ii) The district shall estimate the number of gross vacant buildable acres within the urban growth boundary.
- (iii) The district shall estimate the number of net vacant buildable acres within the urban growth boundary from the gross vacant buildable acres. The number of acres estimated to be unavailable for housing development shall be subtracted to estimate the net acres, including, but not limited to:
- (I) Lands in environmentally sensitive areas and lands with slopes equal to or exceeding 25 percent, provided those lands are zoned so as to be unavailable for housing development.
- (II) Lands for streets, schools, parks, churches and social organizations.
- (III) Vacant legally buildable lots zoned for single family residential use.
- (iv) The district shall estimate the number of net vacant buildable acres that are available for residential use based on current local government zoning designations. The district shall also estimate the number of dwelling units that these residentially zoned lands can accommodate under existing zoning designations.

- (v) The district shall reduce the estimated number of dwelling units that can be accommodated on vacant residential lands to account for the following:
- (I) The number of dwelling units estimated to be lost when property owners do not develop to maximum residential densities, taking into account zoned minimum densities; and
  - (II) If Metro adopts additional measures to increase residential densities inside the existing urban growth boundary, the number of additional dwelling units estimated to be accommodated as the result of the new measures.
- (vi) The district shall increase the estimated number of dwelling units that may be accommodated on vacant residential lands due to changes in zoning or development patterns, including but not limited to, the following:
- (I) Local adoption of mixed use zoning designations;
  - (II) Local adoption of increased residential densities to meet Region 2040 Growth Concept and Title 1 of the Urban Growth Management Functional Plan;
  - (III) The estimated number of dwelling units that may be accommodated as a result of redevelopment and infill development and accessory dwelling units;
  - (IV) The estimated number of dwelling units allowed on legally buildable lots in environmentally constrained areas;
  - (V) Development on vacant and legally buildable lots zoned for single family at a rate of one dwelling unit per lot.
- (B) The forecast and inventory, along with all other appropriate data shall be considered by the district in determining the need for ~~urban net~~ developable land. Appropriate data includes, but is not limited to, estimates of the actual density and the actual average mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review of the urban growth boundary or last five years, whichever is greater. The results of the inventory and forecast shall be compared, and if the net developable land equals or is larger than the need forecast, then the district council shall hold a public hearing, providing the opportunity for comment. The council may conclude that there is no need to move the UGB and set the date of the next five-year review or may direct staff to address any issues or facts which are raised at the public hearing.

- (C) If the inventory of net developable land is ~~less than the need forecast~~, insufficient to accommodate the housing need identified in the 20-year Regional Forecast at the actual developed density that has occurred since the last periodic review of the urban growth boundary, the district shall:
- (i) Conduct a further analysis of the inventory of net developable land to determine whether the identified need can reasonably be met within the urban growth boundary including a consideration of whether any significant surplus of developable land in one or more land use categories could be suitable to address the unmet forecasted need;
  - (ii) Estimate city and county progress toward meeting the target capacities for dwelling units and employment set forth in Title 1 of the Urban Growth Management Functional Plan (Metro Code, Table 3.07-1);
  - (iii) Consider amendments to the Urban Growth Management Functional Plan that would increase the number of dwelling units that can be accommodated on residential and mixed-use land within the urban growth boundary;
  - (iv) Adopt amendments to the Urban Growth Management Functional Plan that the Metro Council determines are appropriate;
  - (v) Estimate whether the increased number of dwelling units accommodated within the urban growth boundary due to amendments to the Urban Growth Management Functional Plan will provide a sufficient number of dwelling units to satisfy the forecasted need.
  - (vi) The Metro Council shall hold a public hearing prior to its determination of whether any estimated deficit of net developable land is sufficient to justify and analysis of the locations for a legislative amendment of the UGB.

Amend definition of net developable lands:

- (o) "Net developable vacant land" means the ~~amount of land remaining when gross developable vacant land is reduced by the amount of the estimated land needed for the provision of additional roads, schools, parks, private utilities and other public facilities~~ number of acres that are available for all types of development after the total number of developable acres within the UGB is reduced by the amount of land for the provision of roads, schools, parks, private utilities, churches, social organizations, legally buildable single family lots, and other public facilities.



**Exhibit "D" of  
Ordinance No. 00-871A**

**FINDINGS AND CONCLUSIONS**

On April 13, 2000, the Metro Council adopted Resolution No. 00-2934 requesting that the Land Conservation and Development Commission ("LCDC") initiate Periodic Review of the Metro urban growth boundary ("UGB"). On May 25, 2000, the Metro Council adopted Resolution No. 00-2952A adopting an evaluation of the regional UGB and a Periodic Review work program that was transmitted to LCDC for approval. LCDC at its July 28, 2000 meeting voted to approve Metro's Periodic Review work program. Metro received LCDC's final order of approval on September 20, 2000.

Task 1 of the approved Periodic Review work program includes six subtasks. Ordinance No. 00-871A responds to Subtasks 1 and 2. Subtasks 3 through 6 were made part of the work program in order to comply with Goal 14 in the event that Metro determined under Subtask 2 that there was a need for housing for the period 1997-2017. As explained in the analysis below, the Council finds that there is sufficient land to accommodate housing needs for the 20 year period from 1997-2017. Consequently, the Council finds no basis upon which to adopt UGB amendments as part of Task 1. Therefore, it is unnecessary to complete Subtasks 3-6 at this time. However, Metro has undertaken the extensive work on the Alternatives Analysis, study of exception lands and UGB map inconsistencies which will provide the factual basis for any needed regional or subregional UGB amendments that may be identified during Task 2 of Periodic Review.

**SUBTASK 1**

**A.1. Coordination with local governments.**

Metro has coordinated extensively with its local partners in the region. The regional need for housing and the data that supports this ordinance were reviewed by the Metro Technical Advisory Committee ("MTAC") which made a recommendation to the Metro Policy Advisory Committee ("MPAC") that the basis for Metro's conclusions on regional housing need are sound. MPAC, by a nearly unanimous vote, adopted MTAC's recommendation as its own supporting the conclusion that the region current contains an approximately 100 dwelling unit surplus of housing.<sup>1</sup> This consultation and review by MTAC and MPAC demonstrates coordination consistent with Goal 2 and the Metro Charter.

In August, 2000, Metro sent letters to all 27 local governments in Metro's jurisdiction soliciting comments and offering to coordinate on housing need. Only one local government, the City of Hillsboro requested Goal 2 coordination. Hillsboro provided Metro with data from its City Housing Need Study which, at DLCD's prompting, the city prepared to comply with ORS 197.296. At its September 14, 2000, meeting the Metro Council received Hillsboro's testimony and data. Metro responded by sharing information and identifying when Hillsboro's request could be addressed during Periodic Review.

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<sup>1</sup> MPAC recommendation, October 5, 2000.

Councilor Rod Park attended the Hillsboro City Council meeting on September 19, 2000 to further discuss the city's request for more land for housing. Metro's Growth Management Director, Andy Cotugno sent a letter to DLCD reminding the department that within Metro's jurisdiction, consistent with Metro's responsibility to manage the regional UGB, Metro is the local government that has the duty to identify housing need and provide land to accommodate housing needs for 20 years under ORS 197.296. In a October 3, 2000 letter to Mayor Gordon Faber, Presiding Officer David Bragdon again exchanged information and explained that Hillsboro's request could be accommodated during Task 2 of Periodic Review. During Task 2, Metro is scheduled to consider subregional need for housing. Councilor Bragdon stated that Metro will accommodate Hillsboro's request in Task 2 by considering all options available under state law to address Hillsboro's request at that time.<sup>2</sup>

#### **A.2. Citizen and stakeholder input.**

Metro's Regional Urban Growth Goals and Objectives ("RUGGO") require Metro to provide public notice and provide a high level of awareness of the consequences of proposed legislative actions. The Metro Code also requires public notice and the opportunity for testimony for legislative reviews of the UGB. In June and July, 2000 Metro staff completed work necessary for the Council to determine whether additional lands were needed to accommodate housing in the regional for the period 1997-2017. This and other data were compiled into the "1997-2017 Land Need" report. The report was presented at public hearings before the Metro Growth Management Committee in July, 2000. Public notice was provided for that hearing.

Metro Code 3.01.015 sets forth the procedural requirements for legislative amendments of the UGB. Even though the "1997-2017 Land Need" report concluded that Goal 14 need to amend the UGB does not exist at this time, Metro provided a precautionary 45 day notice to DLCD in compliance with Metro Code 3.01.050. However, because Ordinance No. 00-871A does not include a UGB amendment, Metro did not publish a 45 day newspaper notice as required by Metro Code 3.01.050(b). For the hearings before the Council, Metro followed the Metro Code requirements for notice of legislative matters by publishing newspaper notice about seven days before each of the public hearings in which the Council considered this ordinance. The first of those hearings was held on September 14, 2000 in Hillsboro. Subsequent hearings were held on September 21, and October 12, 19 and 26.

### **SUBTASK 2**

#### **A. Document that inside the UGB that the Metro Functional Plan requirements support the development of a compact regional urban form and determine the extent to which local governments are complying with these requirements based on local compliance reports.**

The Region 2040 Growth Concept sets forth the objectives for maintaining a compact urban form for the lands within the Metro UGB. The RUGGOs, of which the Growth Concept is a part, have been acknowledged by LCDC. The Metro Urban Growth Management Functional

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<sup>2</sup> October 3, 2000 letter from Councilor Bragdon to Mayor Gordon Faber.

Plan ("UGMFP") was adopted in November, 1996, to implement the 2040 Growth Concept.<sup>3</sup> Consistent with state law, the UGMFP contains recommendations and requirements for local governments to amend their comprehensive plans to maintain a compact urban form. ORS 286.390(4). Local government implementation of UGMFP requirements constitute measures under ORS 197.296(4) which support the development of the compact urban form set forth in the 2040 Growth Concept. These measures include requirements for comprehensive plan amendments, as necessary, to focus intensive urban development in regional centers and town centers, allow mixed residential and commercial zoning and minimum residential densities.

The measures that contribute most to achieving compact urban form are identified in a June 15, 2000 Growth Management staff report.<sup>4</sup> These measures include requirements for housing and employment accommodation, adopting 2040 planning design types for mixed use area planning, minimum residential densities, lot partitioning, accessory dwelling units, parking policies and standards. The staff report provides data that demonstrates that the majority of cities and counties have adopted these new measures that support the urban form according to the 2040 Growth Concept and UGMFP. The Council adopts and incorporates the findings and conclusions of the June 15, 2000 staff report into these findings by this reference.

The Council also finds that the local government compliance report data summarized in the June 15, 2000 staff report is persuasive evidence that demonstrates that residential densities will occur at levels sufficient to accommodate housing needs for the 20 year period from 1997-2017. This conclusion is based on the local compliance report data discuss more fully in the findings for Section A.2.C "Reconcile Urban Growth Report with Metro Functional Table 1 and Metro Code" of these findings.

#### **B. Verify regional need for dwelling units and jobs.**

Exhibit "A" of this ordinance demonstrates compliance with this Periodic Review Subtask. In Exhibit "A," the Council compares the 20 year regional demand for housing with the supply of net developable residential land using data from the "1997-2017 Land Need" report. This comparison applies ORS 197.296. For the reasons explained more fully below, the Council finds the data in the "1997-2017 Land Need" report to be the most reliable evidence for determining the regional need for housing to the year 2017. Findings for this section demonstrate compliance with Metro's Regional Framework Plan, state law and Statewide Planning Goal 14. Based on the calculations in Exhibit "A," and as described in Table 1.1 of Exhibit "B," the Council finds that the UGB contains a 100 dwelling unit surplus of land to accommodate housing for the period 1997-2017.

#### **Regional Framework Plan**

The 1997 Regional Framework Plan ("RFP") sets forth nine variables that Metro must consider when determining regional housing need.<sup>5</sup> Metro's 1997 Urban Growth Report

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<sup>3</sup> Ordinance No. 96-647C.

<sup>4</sup> Memorandum, June 15, 2000 from Mary Weber to Andy Cotugno, Re: "Discussion that Metro Requirements Support a Compact Urban Form – Periodic Review Work Program Task 1, Subtask 2(a)."

<sup>5</sup> Ordinance No. 97-715B. RFP, p. 41.

("UGR") applies these variables as have all subsequent updates of the UGR. The UGR analyzed 1994 data which the Council found was the best available data at the time. Metro's application of the nine RFP variables in the UGR Update and "1997-2017 Land Need" report which include data to 1998, is designed to meet the statutory requirements of ORS 197.296(2) and (3)(a).

Applying the nine RFP variables in 1997, the Council found that land to support approximately 32,370 dwelling units was needed to accommodate housing needs to the year 2017. Based on that conclusion, the Council adopted UGB amendments that added land to serve approximately 18,100 dwelling units.<sup>6</sup> The amendments were subject to post-acknowledgment review by the Department of Land Conservation and Development ("DLCD"). The majority of the UGB amendments were unappealed and, therefore, are deemed acknowledged by LCDC. In a subsequent letter from Director Richard Benner, the department concluded that Metro's determination of need and 1998 UGB amendments satisfied the requirements of state law.<sup>7</sup> In 1998, the Council adopted several resolutions indicating Council intent to amend the UGB in certain areas after those locations were annexed to Metro's jurisdictional boundary. In 1999, the Council adopted several UGB amendments which completed the process initiated with those resolutions. These UGB amendments were adopted to satisfy about 2,100 dwelling units of the regional need for housing identified in the RFP and 1997 UGR. Based on DLCD and LCDC's implicit approval of the variables set forth the RFP and Metro's application of those criteria, the Council concludes that the criteria and methodology applying the criteria in the UGR and Exhibit "A" of this ordinance constitute the best available procedure to determine the amount of land needed to accommodate housing for 20 years on a regionwide basis.

In 1999, Metro began compiling data that would be the basis for additional UGB amendments to satisfy the remaining portion of the 32,370 dwelling unit need for housing. Once again, Metro applied the nine RFP variables to the best data available in 1999. Those calculations are summarized in the 1997 UGR Update ("UGR Update").<sup>8</sup> The UGR Update is based on data for years up to 1998 which was the best available data at the time. The new data caused refinements in many of the resulting estimates required by the nine variables in the RFP.<sup>9</sup> The UGR Update received extensive review by the public, MTAC, MPAC, and a peer review panel.<sup>10</sup> The peer review panel consisted of experts in the fields of economics and planning. The participants on the panel offered comments and recommendations primarily for future refinements of an already sound approach to calculating housing need. In contrast to the peer review panel, a study funded by the Westside Economic Alliance and submitted by Randy Pozdena was more critical of the data and calculations in the UGR Update. The Growth Management staff provided a point-by-point response to the Pozdena report.<sup>11</sup> The staff response persuades the Council that the critique provided by Pozdena represent differences in opinion as to whether market conditions may be considered in estimating the supply and demand for housing under state law. However, the Council finds that state law does not require local governments to consider market factors in providing a 20 year supply of land for housing. In

<sup>6</sup> Memorandum, June 9, 2000 from Mary Weber and Lydia Neill to Andy Cotugno.

<sup>7</sup> December 22, 1998, letter from Richard Benner to Mike Burton.

<sup>8</sup> The 1997 UGR Update was completed in September, 1999.

<sup>9</sup> The differences between the 1997 UGR and UGR Update are summarized at pp. 2-3 and 66-67 of the UGR Update.

<sup>10</sup> Peer Review Report, Reviewing 1997 Urban Growth Report Update, September 21, 1999.

<sup>11</sup> Memorandum, September 20, 1999, Elaine Wilkerson and Mark Turpel to Mike Burton and the Metro Council.



fact, in previous reviews of the UGB before LCDC, the commission has rejected the use of a market factor to justify a larger urban area. The Council concludes that the Pozdena report does not provide evidence or argument that refutes the methodology or calculations in the UGR Update or "1997-2017 Land Need" report.

The UGR assumed that a 200 foot area on both sides of streams would be unbuildable, anticipating future Council adoption of fish and wildlife protection regulations. The Council's conclusion that about 32,000 dwelling units were needed was premised in part on this assumption.

Although calculations in the UGR Update showed about a 200 dwelling unit surplus for 1997-2017, the report estimated that anticipated Metro regulations implementing the UGMFP Title 3, Section 5 Fish and Wildlife Habitat Conservation could create the need for up to 15,000 additional dwelling units. Not knowing the extent of any final fish and wildlife regulations had the potential to significantly reduce the Council's 32,370 estimated dwelling unit need. For this reason, the Council requested a limited extension from LCDC consistent with ORS 197.299(3) to consider any additional UGB amendments pursuant to ORS 197.299(2)(b). LCDC granted the extension to October 31, 2000, and required Metro complete any additional work on environmentally sensitive lands, jobs/housing imbalances, and estimates for accessory dwelling units.<sup>12</sup>

Metro has not yet adopted regional regulations for Fish and Wildlife Habitat Conservation pursuant to Title 3, Section 5. For this reason, Metro confirms its estimate of environmentally sensitive land in the UGR Update as those lands subject to adopted Title 3 regulations. During the extension period, Metro refined estimates of the number of dwelling units that could develop within Title 3 regulated areas. The UGR Update initially estimated the capacity of Title 3 regulated areas at approximately 3,200 units. The refined analysis in the "1997-2017 Land Need" report reduced this estimate to about 800 dwelling units after identifying the approximate number of legally buildable lots completely inside Title 3 regulated areas that Title 3 allows to be developed with at least one single family residence.<sup>13</sup> The Council finds that the 800 dwelling unit estimate is the most reliable data estimate because local implementation of Title 3 is relatively recent and data showing the levels of residential development in Title 3 regulated areas is not yet available.

Metro did not undertake further jobs/housing imbalance research during Task 1 because the Periodic Review work program, which was approved by LCDC after the January 3, 2000 extension order, identifies Task 2 as the appropriate time to review such imbalances as part of Subtask 8. The Council finds that a review of jobs/housing imbalances is properly delayed until Task 2.

To comply with LCDC's direction to review accessory dwelling units, Metro conducted new research to test the estimate of accessory dwelling units in the UGR Update. There is very little building permit data on the rate of accessory dwelling unit creation in existing neighborhoods. Many local jurisdictions do not track accessory dwelling units and when they do

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<sup>12</sup> LCDC Order No. 2000- ACK-022, January 3, 2000.

<sup>13</sup> UGMFP, Title 3 – Metro Code 3.07.340(B)(3). See also, July 6, 2000 memorandum, Re: "Projected Development Capacity in Title 3 regulated areas."

there is no uniform method of accounting for such units. Testimony from the Home Builders Association of Metropolitan Portland (“Home Builders”) suggests that the assumed rate of accessory dwelling units be based on the number of verifiable building permits issues specifically for accessory dwellings in 1999. The Council rejects this approach because the permit data may not accurately reflect the true number of accessory dwelling units permitted, and because a single year’s worth of data does not demonstrate a meaningful trend that assists the Council in estimating the development of accessory dwelling units over a 20 year period. The more persuasive evidence of long term estimates of accessory dwelling unit production is identified the “1997-2017 Land Need” report. That estimate relies on information on national trends which indicate that with zoning codes that permit accessory dwellings, such as those of all the 27 local governments in Metro’s jurisdiction, that one accessory dwelling unit per 1,000 single family homes is a reasonable long range estimate.<sup>14</sup> This estimate is consistent with the compact urban form policies in the 2040 Growth Concept. The Council finds that at this rate, the UGB can expect to accommodate at least 7,500 accessory dwelling units for the period 1997-2017.

### **Inventory of Buildable Lands**

State law requires Metro to “inventory the supply of buildable lands within the urban growth boundary.” ORS 197.296(3)(a). Exhibit “A” of this ordinance explains how Metro calculated the supply of buildable lands for the period 1997-2017. Exhibit “A” relies on data from the UGR, UGR Update, and data in the “1997-2017 Land Need” report. The Council adopts Exhibit “A” as Metro’s statement of the current regional inventory of buildable lands for the purposes of complying with ORS 197.296(3)(a).

Although state law does not prescribe a method for conducting the inventory of buildable lands, several participants in the public review of the UGR Update and “1997-2017 Land Need” report have disagreed with the method Metro has used to calculate the inventory.

State law required Metro to begin its complete its analysis of the supply of buildable land in 1997. ORS 197.299(1). That state requirement sets the 20 year period for which Metro is required to complete its initial review of housing capacity in the UGB. That period is 1997-2017. That the Council is completing the requirements of state law in 2000, as permitted by ORS 197.299 and LCDC order, does not change that planning period. The Home Builders provided comments critical of the way in which Metro has made the estimates required by the RFP. Home Builders have asserted that Metro’s UGR Update and “1997-2017 Land Need” report update the supply of buildable land in the UGB without updating the demand calculations. Home Builders provide no evidence that supports their claim. Metro’s demand calculations are based on the 2015 Regional Forecast which contains data that predicts the region’s demand for housing through 2020. The Regional Forecast is an econometric model that accounts for international, national, and regional growth trends. The model has predicted population growth accurately to within a margin of about .05 percent for at least the past five years. The Council finds that the Regional Forecast’s incredible record of predicting actual population growth is persuasive evidence that the econometric model assumptions are accurate. The data presented in

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<sup>14</sup> Metro Code 3.07.120(C) – “Cities and counties shall not prohibit the construction of at least one accessory unit within any detached single family unit” for residential zones inside the UGB.

the “1997-2017 Land Need” report relies on the Regional Forecast data through 2017. That population information representing the demand for housing in the region is entirely consistent with Metro’s estimates of inventory of the supply of buildable lands for the period 1997-2017.

Home Builders claim that Metro has miscounted the housing capacity attributable to partially vacant lands because the analysis is not the same as that used to estimate the productivity of urban reserves. The Council finds that estimating the 20 year supply of land inside a UGB is substantially different from estimating the number of dwelling units that might be accommodated in an urban reserve area 30 –50 years in the future. For urban reserves, local governments are required to generally determine that designated urban reserves can satisfy the 30 – 50 year need for land that the reserves are intended to serve. In contrast, Goal 14 requires that urban land be considered available for housing and other urban uses over the 20 year planning period covered by local comprehensive plans. Moreover, state law does not mandate that the potential for land inside a UGB to supply housing be calculated in the same manner that productivity of urban reserves are calculated.

The Home Builders err in including the Franciscan Retreat and the Grotto in their arguments. The UGR is a regional accounting of buildable lands. The UGR explicitly deducts all amount of church owned vacant land. A portion of the Franciscan Retreat and Grotto is identified as partly vacant in the RLIS database, but its capacity has been previously deducted by the UGR in a gross-to-net deduction step. About 18 acres of the Lewis and Clark campus is designated as partly vacant land. About nine acres of this is upland steep slopes and another six acres is environmentally constrained.

Contrary to the Home Builders’ assertion, there is evidence in the record that considers the environmental restrictions of local jurisdictions. The “1997-2017 Land Need” report verifies that locally zoned environmental restrictions like Portland e-zones yield no statistical difference in housing capacity than Metro’s estimate of lands regulated by Title 3 of the UGMFP.

The method by which Metro estimated how much land may be needed for future schools was also criticized by the Home Builders. They argue that Metro estimates too little land for schools, forcing “big box” schools on less land. Although Home Builders fail to provide evidence establishing a different level of needed land for schools, they claim that schools need much more land than Metro estimates leading to “hundreds of acres of additional land need.” Metro has estimated the current ratio of elementary, middle and high schools students per acre in the UGB. This ratio was combined with an estimate of the student population from the Regional Forecast which produced an estimate of the number of acres needed for future schools.<sup>15</sup> The land needs for higher education are estimate to be largely provided in commercial land use designations. Information on the only new higher education facility in the region is for the University of Phoenix which is housed in a multistory commercial office building. In the absence of any contrary evidence, the Council finds that Metro’s estimates of land needed for future schools is the best available data.

Home Builders make additional critique of Metro’s estimate of the land needed for future parks. Metro’s basis for estimating the land needed for future parks is adequately explained in

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<sup>15</sup> UGR Update, p. 26-27.

Exhibit "A" of this ordinance. The Home Builders also allege various statewide planning goal violations related to Metro's estimate of land needed for parks. Those claims are discussed below. Although Home Builders again disagree with Metro's calculation, they supply no evidence to support their theory. In particular, the Council rejects Home Builders' assertion that Metro should not assign housing capacity in exiting residentially zoned lands that are listed on local park provider land acquisition plans. There is no evidence in the record that these lands have been purchased and transferred from residential to park use. The Council finds that until those lands are actually transferred to park use, that those residentially zoned lands are more accurately assumed to be available for housing needs.

Metro's estimate of the rate of redevelopment and infill development is challenged by Home Builders. The refill rate is estimated on fairly recent data. Long term historical data on the rate of infill and redevelopment is not available. The recent short term rate based on the Residential Refill Study, based on 1995-96 data is about 25.4 percent. More recent data suggests the ratio has recently increased to about 26.3 percent. The Council has identified 28.5 percent as an aggressive yet reasonable future estimate of the refill rate. The Council finds that even before local implementation of the UGMFP began in early 1999, that the refill rate appeared to be trending upward. The requirements mandated in Title 1 of the UGMFP that local governments increase their zoned capacity for residential land are currently being met and create the opportunity for a higher rate of refill than historical data can account for. Minimum residential densities, lot partitioning for lots twice the minimum lot size and opportunities for higher residential densities in 2040 regional and town centers provide the basis for market forces that the Council finds are a reasonable basis to assume a 28.5 percent refill rate which is about 2-3 percent more optimistic than historical estimates. Therefore, the Council finds that there is an adequate factual basis supporting a 28.5 percent refill rate.

Home Builders claim that Metro's estimate of the amount of the four county region's growth that is captured in the Metro UGB is too low. Home Builders assert that Metro should use data just from the period 1994-1998 which indicates that about 75 percent of the population growth the four county region is settling in the Metro UGB. Home Builders provide an opinion by consultant Jerry Johnson, using Metro data that purports to show about a 73 percent capture rate.

In contrast to information on redevelopment and infill, available data on the "capture rate" exists in census data that provides a longer term 20 years of data. This data demonstrates that a 70 percent capture rate for the Metro UGB is reasonable estimate. Home Builders own analysis finds that Clark County receives about 27 percent of the regional population growth. The permit data in Metro's RLIS system for housing development outside the UGB indicates that about 4 percent of development permits for housing were issued outside the UGB in neighboring cities within the four county region. Even if the Council were to accept Mr. Johnson's assumptions, it appears that the resulting capture rate would be about 69 percent. For these reasons, the Council finds that Home Builders evidence is not inconsistent with the way that Metro has estimate the capture rate and does not demonstrate an error in Metro's methodology. The Council concludes that a 70 percent estimate of the capture rate is the most accurate available at this time.



Home Builders assert that Metro's buildable land inventory is flawed because it does not eliminate lands that are not suitable and available for housing consistent with the Goal 10 administrative rule. The Council finds that the estimated reductions to the regional supply of gross vacant buildable acres identified in Exhibit "A" of this ordinance eliminates about 15,700 acres of land that is not "suitable and available" for housing use. Home Builders further assert that according to Goal 10, Metro should not account for the housing capacity added to the region by the UGB amendments adopted in 1998 and 1999 like that in the Pleasant Valley area near Gresham. The Home Builders claim that since this land does not currently have all public facilities it should not be considered available for housing over the 20 year planning period established by ORS 197.296(2). The Council rejects this approach. Failure to consider the urbanizable land in new UGB amendment areas, like Pleasant Valley, as available for urban development is contrary to Goal 14. Moreover, Home Builders method of determining what land should be considered "buildable" would require local governments to undertake additional UGB amendments before new UGB amendment areas are developed with housing that will satisfy the requirement of ORS 197.296(2). This undercuts the purpose of identifying the 20 year need for housing and would likely result in premature expansions of the UGB which would violate Goal 14.

1000 Friends argues that Metro should allocate a larger estimate of housing and employment capacity to churches, social organizations and lands that contain certain public facilities because those institutions have the potential to provide some level of both housing and employment. 1000 Friends did not submit evidence the provides examples of locations where housing is provided on church and social organization land. Until such data becomes available, the Council assumes that land owned by churches and social institutions is being used to serve the participants for religious and social functions. Similarly, the Council finds that public facilities including homeless shelters are likely to provide only temporary housing for their clients. The Council will review additional data on the capacity of these lands, if it becomes available, in future legislative reviews of the UGB.

### **Actual Density and Mix of Housing Types**

State law requires local governments to "[d]etermine the actual density and the actual average mix of housing types of residential development that have occurred within the UGB since the last Periodic Review or five years, whichever is greater." ORS 197.296(3)(b). Based on the information in the July 3 staff memorandum, the approximate total number of new housing units produced from 1992-1998 is 63,085. At an average net density of 9.1 units per acre, approximately 6,930 net acres were consumed for housing from 1992-1998. That results in rate of consumption of about 1,150 net acres per year. The current supply of net developable residential land in the UGB is approximately 13,200 acres. If housing development were to occur at the average density and average mix, consuming about 1,150 net acres per year, the current supply of buildable land will last about 11.5 years. The Council finds that without the new measures local governments have been required to take pursuant to the UGMFP, the existing supply of buildable land is not sufficient to accommodate housing needs for 20 years.

ORS 197.296(4) offers local governments three options for addressing an identified shortfall of buildable land for housing for the 20 year period. Local governments may adopt

UGB amendments to provide sufficient land for the identified housing need, adopt measures that demonstrably increase the likelihood that densities can accommodate housing need for 20 years or adopt a combination of the two. ORS 197.296(4)(c). The Council has complied with state law by both adopting UGB amendments in 1998 and 1999 and requiring local governments to adopt measures implementing the UGMFP that have demonstrably increased the likelihood that housing needs can be accommodated for 20 years. Those measures are having a demonstrable impact on the capacity of existing residential lands to accommodate additional dwelling units for the next 20 years.

As part of Subtask 2a, Metro demonstrated that a majority of local governments have adopted most of the Title 1 requirements to increase housing in their jurisdictions. For some of the local governments that made requests, the Council has granted extensions to complete UGMFP compliance. Most of those extensions expire at the end of 2000. The June 15, 2000 staff report which shows compliance with Subtask 2a states that local governments have adopted minimum densities, allow partitioning of lots that are twice the size of minimum lot size, and are permitting accessory dwelling units. Although the full impact of these new measures may not be realized, compliance reporting has demonstrated that the measures are having a demonstrable increase on residential densities.

Exhibit "B" of the June 30, 2000 staff report provides a table that shows compliance with Periodic Review Subtask 2c and demonstrates that local governments are meeting or exceeding their UGMFP Title 1, Table 1 target capacities.<sup>16</sup> The exhibit shows the 1996 UGMFP Title 1, Table 1 targets which were based on 1994 data. Then targets are adjusted to account for reported development permit activity for the four years from 1995-1998. This renders an estimated Title 1, Table 1 target for each jurisdiction for the period 1998-2017. The exhibit then compares the estimated targets to local government compliance report data and checks the local government report data against a Metro estimate of the range of dwelling units that can be expected for the period 1997-2017. The table demonstrates that 20 of the 27 local governments in Metro's jurisdiction are meeting or exceeding the adjusted UGMFP Title 1, Table 1 targets for the period 1998-2017. Moreover, all 27 local governments are within the range of dwelling unit target capacities that Metro estimated for the region to 2017. The middle range of Metro's check of local compliance data estimates that the number of dwelling units that about 186, 800 dwelling units can be accommodated under local zoning that complies with the UGMFP. This is very close to the 185,100 dwelling units that Metro's inventory of buildable lands estimates can be accommodated to the year 2017.<sup>17</sup> Combined with the number of dwelling units estimated to result from the UGB amendments the Council adopted in 1998 and 1999 (20,200 dwelling units), the Council concludes that the Metro UGB will have about a 100 unit surplus to the year 2017. The Council also finds that local compliance report data corroborates Metro's UGB capacity estimates and demonstrates that residential densities will be sufficient to accommodate housing needs to 2017.

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<sup>16</sup> Memorandum, June 30, 2000, Mary Weber and Dennis Yee to Andy Cotugno, p.10.

<sup>17</sup> Memorandum, June 30, 2000, Mary Weber and Dennis Yee to Andy Cotugno, p.11.

## Housing Need by Type and Density Range

State law requires local governments at Periodic Review or other legislative review of their UGBs “conduct an analysis of housing need by type and density range.” ORS 197.296(3)(c). Table 1.3 of Exhibit “B” of this ordinance shows the regional housing need by type and density range. Table 1.3 provides available information on attached and detached single family housing, government assisted housing, and manufactured homes on single family lots and in parks in compliance with ORS 197.303.<sup>18</sup> The total number of “need” housing units in each category is identified for the period 1997-2017 accounting for the development permits issued for the period 1994-1998.<sup>19</sup>

State law requires local governments to respond to the information on type and density range of housing, if necessary, adopt measures which demonstrably increase the likelihood that residential development will occur at a density and mix to provide needed housing for 20 years. ORS 197.296(5). Metro addresses this requirement in a July 3, 2000 staff report and in the recommendations of the June 22, 2000 “Regional Affordable Housing Strategy.” The staff report concludes that demand for attached (row houses) and detached single family housing is projected to be approximately 86,000 – 113,00 dwelling units to 2017. The projected supply of single family attached and detached housing is estimated at 107,600 dwelling units, well within the projected demand range.<sup>20</sup> Similarly, demand for multifamily dwelling units is estimated in the range of 72,000 to 80,000 dwelling units. Supply of multifamily units is estimated at about 96,500 dwelling units for the period ending 2017, which exceeds the demand for this type of housing.

Table 1.1 of Exhibit “B” of this ordinance shows the current estimate of the mix of housing types as reflected in development permit data from the last Periodic Review of the Metro UGB in 1992 to 1998. The mix is approximately 57 percent single family dwelling units, 4 percent Manufactured homes and about 39 percent multifamily dwelling units. The projected demand of the mix for these housing types is shown in Figure 2.3 of the July 3, 2000 staff report. That figure provides two demand estimates; one assumes a high component of row houses, the other assumes a lower component of row houses.<sup>21</sup> The results of the high row house assumption show a estimated housing mix of about 61 percent single family to 39 percent multifamily dwelling units. The low row house assumption results in a 65 percent single family to 35 percent multifamily mix of housing types.

Based on these estimates, the Council finds that the anticipated supply and mix of attached and detached single family homes, government assisted housing, and manufactured homes on single family lots and in parks is very likely to correspond to the demand for those of housing types and mix of housing types to the year 2017. No additional measures are necessary

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<sup>18</sup> Table 1.3 of Exhibit B is an update of Table 1.2 of the 1997 RFP. The explanatory notes in Table 1.2 of the RFP, apply to the same categories of housing types in Table 1.3 of Exhibit B of this ordinances to the extent they are consistent.

<sup>19</sup> The same permit data used in the estimates to comply with Periodic Review Subtask 2c are broken down by type and density range and approximate rental or ownership price.

<sup>20</sup> Figure 2.1 of the July 3, 2000 staff report – includes 1999 UGR and 1999 UGB amendment capacity of 106,500 + 1,100 dwelling units.

<sup>21</sup> Manufactured homes on single family lots and in parks are included in the single family demand estimate.

at this time to comply with the requirements of ORS 197.296(5). However, the findings of the Regional Affordable Housing Strategy suggest that the region may fall short of supplying the need for affordable housing units to the year 2017. Although the private home building market is expected to sufficiently provide for housing types that cost \$115,000 or more, or rent for \$750 a month or more, other strategies will be needed to provide for housing in lower prices ranges. The Regional Affordable Housing Strategy makes a number of recommendations for the Council to consider in future ordinances that could increase the supply of affordable housing.<sup>22</sup> These recommendations do not include providing additional land through UGB amendments at this time. While the Council may determine in the future that UGB amendments are one of the measures that can increase the supply of affordable housing, the Council concludes that at this time adding additional land to the regional UGB is not needed to provide for the identified deficit of affordable housing units in Metro's jurisdiction.

**C. Reconcile Urban Growth Report with Metro Functional Plan Table 1 and Metro Code.**

In 1996, when the Council adopted the UGMFP, target capacities for housing, mixed use areas and employment were set for each of the 24 cities and urban portions of three counties in Metro's jurisdiction. Title 1, Table 1 identifies these "targets." The targets were set as goals for each jurisdiction to meet by the year 2017. The targets were not intended to determine the Goal 14 need for housing for the period 1997-2017. However, local adoption of minimum residential densities and other mechanisms for increasing the quantity of dwelling units in the region pursuant to Title 1, represent measures that increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs to 2017.

As explained above, the RFP provides the nine variables that Metro applies to determine the current need for land for housing at Periodic Review or any other legislative review of the UGB. The application of the nine variables in the RFP and calculations in the UGR and the UGR Update provide data that not only establishes Goal 14 need, but also indicates regional progress toward achieving the targets in Title 1, Table 1. Periodic Review Subtask 2c "reconciles" the RFP and Title 1, Table 1 by charting local government compliance report data (compliance with Table 1) against the estimated need for land housing in the UGR Update and "1997-2017 Land Need" report. This analysis is contained in a June 30, 2000 staff report to Growth Management Director, Andy Cotugno.<sup>23</sup> The Council adopts the findings and conclusions of the staff report here by this reference.

## **STATEWIDE PLANNING GOALS**

Both Periodic Review requirements and ORS 197.296(6) require a demonstration that a UGB decision comply with applicable statewide planning goals. Compliance with Goals 1 and 2 is demonstrated in Metro's compliance with Periodic Review Subtask 1 discussed above.

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<sup>22</sup> Report, June 22, 2000, "Regional Affordable Housing Strategy: Recommendation of the Affordable Housing Technical Advisory Committee accepted by the Metro Council, p.67-76.

<sup>23</sup> Memorandum, from Mary Weber and Dennis Yee to Andy Cotugno, Re: "Urban Growth Management Functional Plan Capacity Targets and the 2000 Urban Growth Report Update – Periodic Review Work Program, Task 1, Subtask 2c."



Compliance with Goal 14 is demonstrated below. Participants in hearing before the Council raised concerns about compliance with Goal 9, and in relation to how Metro estimates the amount of land needed for future parks in the inventory of buildable land, Goal 8, 11 and 12.

### Goal 14

Goal 14, Factor 1 requires that need for housing be supported by “[d]emonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.” This is a determination that must be demonstrated at the time of a UGB amendment. To comply with Goal 14 local governments must use the best available data to determine need for housing. *1000 Friends of Oregon v. City of North Plains*, 27 Or LUBA 372 (1994), *aff’d* 130 Or.App. 406, 882 P.2d 1130 (1994). The requirements of Goal 14, Factor 1 are consistent with ORS 197.296 and ORS 197.299 which direct local governments to inventory buildable land as part of determining need. Goal 14 predates those statutes, but the requirements of ORS 197.296 are properly viewed as complementary to Goal 14 to the extent that the statute provides guidance on how estimate Factor 1 housing need. Nothing in state law indicates that local governments are relieved of the duty to use the best available data and to comply with Goal 14 when completing the requirements of ORS 197.296 and 299. Furthermore, nothing in the text of the statutes shows that ORS 197.296 and 299 were intended to supercede the requirements of Goal 14.

Metro’s Data Resource Center collects data on a wide range economic, demographic, housing and transportation topics. On an annual basis, Metro receives development permit data from local governments which is combined with data from yearly aerial photo surveys of the region to track the regional consumption of land for all manner of urban uses. The information is cataloged in Metro’s Regional Land Information System (“RLIS”) is available to the public as well as to Metro departments to aid in their various functions. The Council finds that the data contained in RLIS is the most reliable source of information for determining the amount of land that is available for housing development in the Metro region. Because the RLIS data is readily available, Metro must consider the impact of that data within the context of complying with this Periodic Review work task to comply with Goal 14.

### Goal 9

Two parties have asserted that Metro has not considered issues related to Goal 9. The Council considers jobs and employment opportunities to be an important regional issue. However, completing analysis and taking action to address employment needs is not part of Periodic Review Work Task 1. Table 1.2 of Exhibit “B” provides an estimate of employment needs to 2017. Exhibit “B” represents a synthesis of data in the “1997-2017 Land Need” report. Periodic Review Work Task 2 requires Metro to evaluate employment needs for the region and amend the UGB to accommodate those needs if necessary. The Council finds that the “1997-2017 Land Need” report and Table 1.2 of Exhibit “B” are the most reliable starting point for the employment analysis in Task 2.

### **Goals 8, 11, 12 and 14**

Home Builders have claimed that Metro's estimate of the land needed for future parks violates Goals 8, 11, 12 and 14. The concerns are narrowly related only to the parks calculations and have not been asserted for any other part of Metro's buildable lands inventory estimate. Therefore, the Council responds to these arguments only as they relate to the parks calculation.

Exhibit "A" of this ordinance states that Metro anticipates the region will need about 3,700 acres of land for future to 2017. To calculate the amount of park land that may not be available for housing over the period 1997-2017, Metro estimated the current ratio of parks acres per 1,000 population in the UGB. That ratio simply tracks the level that park land has historically been provided by local governments in Metro's jurisdiction. Home Builders theory is that Goals 8, 11, 12 and 14 require a certain level of service in acres per 1,000 population and Metro is not providing that level. However, the Council is unable to identify anything in those Goals or their implementing rules that require a particular level of service for parks and, once again Home Builders fail to provide any evidence that demonstrates that the existing rate of park acres per 1,000 population is insufficient satisfy park needs in the region.

The RFP does not set a level of service for the provision of parks for the region. Chapter 3.5.8 of the RFP states only that Metro will develop criteria that local governments should consider in adopting their own level of service standards for the amount of park land in their jurisdiction. Metro assumes that local governments will determine their own level of service for parks. Furthermore, the Council is not aware of any local government that has adopted local level of service standards for parks.

Metro assumes that Metro-owned open space lands outside the UGB will provide for part of the recreation needs of citizens living inside the UGB. Those open space lands were purchased with bond measure funds approved by the citizens of the regions to accomplish precisely that purpose. This assumption does not eliminate the need for park lands inside the UGB or force an increase in vehicle miles traveled. For these reasons, the Council finds that Metro's parks estimate of 3,700 acres adequately responds to the need for parks in the region, and to the extent that Goals 8, 11, 12 and 14 are even applicable to this estimate, that Metro's calculations are consistent with those Goals and their implementing rules.

## STAFF REPORT

### ORDINANCE NO. 00-871, FOR THE PURPOSE OF COMPLETING COUNCIL CONSIDERATION OF URBAN GROWTH BOUNDARY AMENDMENTS REQUIRED BY ORS 197.299, COMPLETING PERIODIC REVIEW WORK TASK 1 AND ADOPTING AMENDMENTS TO THE REGIONAL FRAMEWORK PLAN AND SECTION 3.10 OF THE METRO CODE

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Date: September 14, 2000

Presented by: Andy Cotugno  
Mark Turpel  
Mary Weber

#### Purpose

This ordinance is intended to complete a periodic review of the region's urban growth boundary for the period 1997-2017 as required by State law. The ordinance does so through consideration of the 1997-2017 Land Need Report (this can be found on Metro's web page see: [http://www.Metro.dst.or.us/growth/1997\\_2017\\_Land\\_Need.pdf](http://www.Metro.dst.or.us/growth/1997_2017_Land_Need.pdf) ), which compares the capacity to accommodate growth with the expected forecast growth during this twenty year time period. Amendments to the Regional Framework Plan and section 3.10 of the Metro Code (this pertains to Metro urban growth boundary procedures) reflecting this latest information are also included in order to ensure that Metro policies are consistent with this information.

#### Background

State law (ORS 197.296) requires Metro to periodically update the region's Urban Growth Boundary (UGB). This task includes the comparison of an inventory of buildable lands for housing within the UGB with a 20-year forecast of housing need. It also requires that within this overall supply there be an adequate supply of single family and multi-family housing land. Completion of this work determines if there is sufficient buildable land within the UGB to accommodate the 20-year housing need by type (single family/multi-family) and density range.

#### Factual Analysis

The detailed analysis for this ordinance is documented in the 1997-2017 Land Need Report. This document provides the assumptions and computations for the requirements established by the State Legislature, through ORS 197.299, that require Metro to complete various analyses and meet several deadlines. The first deadline was that no later than January 1, 1998, Metro was to complete an initial inventory, determination and analyses of the housing need for expansion of the UGB. This was completed by Metro in December 1997, with the adoption of the 1997 Urban Growth Report. This report estimated that there was a housing capacity deficit of 32,370 dwelling units that could not otherwise be accommodated within the existing UGB. This analysis was based on the assumption that riparian corridors would eventually regulate a 200 foot wide area.

The second State requirement was that within one year of completing the analysis (by December 1998), Metro was to accommodate at least one-half of any identified deficit in order to ensure a 20-year buildable land supply. Metro added 3,547 acres (17,900 dwelling unit capacity) to the UGB in December 1998. This addressed 55 percent of the potential 32,370 dwelling unit need.

The third State requirement was that Metro was to take final action to accommodate the 20 year need by December 1999. The State Department of Land Conservation and Development also notified Metro that it could only base capacity on adopted regulations. This meant that the 200-foot assumption for riparian areas used in the 1997 Urban Growth Report would have to be modified to reflect only adopted Metro regulations. The significant result was that the adopted water quality and storm water protection requirements along rivers, streams, lakes and wetlands in the region could be addressed, but not – future potentially more restrictive requirements of Goal 5 fish and wildlife habitat could not be accounted for at this time..

In response to these requirements, Metro worked through September 1999 to publish the Urban Growth Report 1999 Update containing new data reflecting the period 1994 to 1998. This report included calculation of the housing capacity of buildable lands inside the UGB based only on the adopted water quality portion of Metro Title 3. This report estimated that when the forecast 20-year need was compared with the capacity (including 1998 UGB expansions) it resulted in a 200 dwelling unit surplus. Alternatively, it found that if a 200-foot assumption was made about limiting growth in riparian corridors, a deficit of as much as 15,000 dwelling units could exist. After the analysis was reviewed by the Metro Council, the Council called for further examination of the development capacity of environmentally sensitive land (Title 3 areas) and accessory dwelling units (Resolution No. 99-2855C). It also directed that the Regional Goal 5 Program proceed, a time extension be sought and that local government implementation of Title 1, Table 1 of the Urban Growth Management Functional Plan be analyzed for consistency with urban growth report estimates.

Metro then requested a time extension. The State Land Conservation and Development Commission authorized a time extension for good cause and did so for a new deadline of October 31, 2000.

The 1997-2017 Land Need report is the documentation for the final action by the Metro Council to conclude task 1 of its periodic review of the region's urban growth boundary. Key conclusions are:

- The potential need for as much as 15,000 dwelling units to address lost capacity as a result of a future regional Goal 5 program will be deferred to later UGB decisions.
- The development capacity estimate of accessory dwelling units of 7,500 units (remaining unchanged).
- The development capacity on Title 3 lands is decreased to 800 units (a reduction of 2,400 units).



- UGB amendments in late 1999 and 2000 added 2,300 units. [This includes the legislative amendments in 1999 (2000 dwelling units) and the one quasi-judicial amendment made in 2000 (100 dwelling units) for a total of 2,100 dwelling units. In addition, an adjustment of 200 dwelling units to the 1998 amendments was made to reflect Title 3 regulations only.]
- As a result of these changes, overall the estimated housing capacity changed from a 200-unit surplus to a 100-unit surplus.
- A reconciliation of this capacity with the Title 1, Table 1 implementation analysis, found that the 2000 Update is within the range reported by local governments as a result of their actions to change zoning to meet the Title 1, Table 1 targets.

It must be noted, however, that these estimates do not reflect the impact of future regulations or additional analyses in our periodic review work plan. That is, the future UGB is tied to completion of the regional Goal 5 program, the subregional need analysis part of Task 2 of the work plan and the 2022 forecast and UGB review part of Task 3 of the work plan.

Also accompanying the ordinance are proposed changes to the Regional Framework Plan and section 3.10 of the Metro Code. These changes are proposed in order to ensure consistency between these documents and the analysis contained within the 1997-2017 Land Need Report, if accepted by the Metro Council.

#### Budget Implication

There are no direct budget implications to adoption of this ordinance.

**Actual Density and Mix of Housing (1992-1998).**

**Issue:** Conduct an analysis of actual density and mix of housing in accordance with ORS 197.296.3(b) and statewide planning goals to determine compliance with state laws.

**Summary Findings:** State law requires the responsible government body to maintain a 20 year supply of residential land inside its UGB to accommodate future need. If aggregate capacity falls short of expected total need, the local government may (1) expand its UGB to satisfactorily accommodate its forecasted 20 year need (2) amend its local zoning ordinances and/or functional plan to increase densities and residential capacity to accommodate expected future growth in its current UGB (3) or a combination of (1) and (2). In addition, the referenced statute also requires local jurisdiction with authority to amend its UGB to consider the actual mix of housing units (i.e., single family, manufactured homes and multi-family units) that have occurred in recent years.

The following table, figure 4.1, demonstrates three items: (1) the actual mix of housing types by single family, manufactured, and multi-family residential units. (2) actual densities per gross acres (3) and the actual densities per net acre. The difference between gross and net is the deduction of the following gross to net factors to achieve a net acre estimate: exempt land, schools, parks, churches, and streets. The amount or rate of deduction assumed in the gross-to net calculation is documented in the 1999 Urban Growth Report Update, September 1999.

**Recommendations:** None. This material is included to comply with requisite State law concerning actual development densities.

**Figure 4.1**  
**Actual Density and Mix of Housing Units inside UGB**  
**1992-1998**

<b>Mix of Housing Types</b>				
<b>Year 1/</b>	<b>Single-family Units 2/</b>	<b>Manufactured Homes</b>	<b>Multi-family Units</b>	<b>Total Units</b>
1992	4,421	128	2,153	6,702
1993	4,361	413	1,415	6,189
1994	5,042	396	2,672	8,110
1995	5,687	589	5,200	11,476
1996	5,388	363	4,085	9,836
1997	5,455	167	4,564	10,186
1998	5,844	251	4,491	10,586
<b>TOTAL</b>	<b>36,198</b>	<b>2,307</b>	<b>24,580</b>	<b>63,085</b>
<b>Housing Mix Percent of Total</b>	<b>57.4%</b>	<b>3.7%</b>	<b>39.0%</b>	<b>100%</b>

<b>Actual Density per Gross Acre 3/</b>			
	<b>Single family 5/</b>	<b>Multi-family</b>	<b>Total Residential Land Developed</b>
Gross Residential Land Developed (1992-98) in gross acres 4/	10,827	1,827	12,654
Average Gross Density by Housing Types (units/acre)	3.3	13.5	
Average Gross Density of <u>All</u> Housing Types (units/acre)			5.0

<b>Actual Density per Net Buildable Acre</b>			
	<b>Single family 5/</b>	<b>Multi-family</b>	<b>Total Residential Land Developed</b>
Net Residential Land Developed (1992-98) in net buildable acres	5,893	1,067	6,960
Average Net Density by Housing Types (units/acre)	6.1	23.0	
Average Net Density of <u>All</u> Housing Types (units/acre)			9.1

sources: RLIS database, 1992-98; RLIS Buildable Lands Report, 1992-98; 1999 Urban Growth Report Update, Sep. 1999  
reference: HousingNeed.xls

1/ Calendar Year basis

2/ Single family definition includes detached and attached (rowhouses, townhomes, etc.) single family units - also manufactured and mobile homes.

3/ Gross Acres includes environmentally constrained land (i.e. Title 3). Does not deduct for streets, parks, schools, churches, and public facilities.

4/ Amount of developed land is calculated as a residual of vacant land. The change in measured vacant land in 1992 less 1998 is the assumed amount of vacant land consumed (or developed). This number is adjusted to match changes in land accounting between 1996-97 in which the parks inventory was updated, Portland tax lots were re-mapped, additional water miles were identified through the Title 3 process, improved aerial photos identified more vacant land.

5/ Includes land used for both attached and detached single-family units, and manufactured homes

6/ Net buildable acres removes environmentally constrained land (i.e. Title 3) and reduces gross acres by an amount for streets, parks, schools, churches, and other public facilities (per 1999 UGR Update, Sep. 1999, p.6)

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**Ordinance No. 00-879A**, For the Purpose of Amending the Regional Framework Plan Ordinance No. 97-715B for Statewide Planning Goal Compliance of Component 1: Urban Form and Component 2: Water Quality and Management and Flood Hazard and Declaring an Emergency.

***Second Reading***

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING )  
THE REGIONAL FRAMEWORK PLAN )  
ORDINANCE NO. 97-715B FOR ) ORDINANCE NO. 00-879A  
STATEWIDE PLANNING GOAL )  
COMPLIANCE OF COMPONENT 1: )  
URBAN FORM AND, COMPONENT 2: ) Introduced by Councilor Rod Park  
WATER QUALITY AND )  
MANAGEMENT AND FLOOD HAZARD )  
AND DECLARING AN EMERGENCY )

WHEREAS, the Metro Council adopted the Regional Framework Plan in December, 1997, addressing the planning subjects required by the 1992 Metro Charter; and

WHEREAS, the entire Regional Framework Plan was submitted to the Land Conservation and Development Commission ("LCDC"); and

WHEREAS, acknowledgment of the Regional Framework Plan is required to be "in the same manner" as comprehensive plan by ORS 197.274; and

WHEREAS, LCDC has interpreted acknowledgment of a complete Regional Framework Plan "components" to require Plan policies and policy implementation that includes requirements for city and county planning; and

WHEREAS, the Regional Framework Plan addresses some planning subjects by requiring implementation only in Metro planning activities, consistent with Metro's long standing approach in its acknowledged regional goals and objectives that regional policies and objectives apply only to Metro until a more specific functional plan is adopted; and

WHEREAS, the need to identify complete components within the Regional Framework Plan for acknowledgment caused LCDC to request that Metro resubmit individual plan components to the Department of Land Conservation and Development ("DLCD") for acknowledgment for separate notice and LCDC consideration by component; and

WHEREAS, DLCD found the submittal of Component 1: Urban Form and Management and Component 2: Water Quality and Flood Hazard to be complete and mailed notice to interested parties on June 30, 2000; and

WHEREAS, DLCD received objection letters from 1000 Friends of Oregon, the Portland Planning Bureau, the Commercial Real Estate Economic Coalition, the Home Builders of Metropolitan Portland, and the Columbia Corridor Association by April 14, 2000; and

WHEREAS, LCDC considered Metro's submission of two components, DLCD staff report and comments of other parties about these components on September 28, 2000; and

WHEREAS, LCDC approved Metro's request for acknowledgment of these two components subject to a series of plan amendments clarifying and updating several plan provisions; and

WHEREAS, the Metro Council generally concurs with these clarifying amendments of the Regional Framework Plan and desires to complete LCDC acknowledgment of the first two components of the plan; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Section 1. The Regional Framework Plan in Ordinance No. 97-715B is hereby amended to assure that components 1 and 2 of the Regional Framework Plan comply with applicable statewide goals by adding the clarifying amendments indicated in Exhibit "A," attached and incorporated into this ordinance.

Section 2. Upon adoption by the Metro Council, the Executive Officer shall submit this ordinance to the Department of Land Conservation and Development with a request for issuance of an Acknowledgment Order consistent with LCDC's approval of Metro's request for acknowledgment.

Section 3. This ordinance is necessary for the immediate preservation of public health, safety and welfare because LCDC acknowledgment of the Regional Framework Plan has been pending since December, 1997, is needed for further implementation of regional land use policies; an emergency is therefore declared to exist, and this ordinance shall take effect immediately, pursuant to Metro Charter Section 39(1).

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2000.

\_\_\_\_\_  
David Bragdon, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## **GROWTH MANAGEMENT COMMITTEE REPORT**

CONSIDERATION OF ORDINANCE NO. 00-879A, FOR THE PURPOSE OF AMENDING THE REGIONAL FRAMEWORK PLAN ORDINANCE NO. 97-715B FOR STATEWIDE PLANNING GOAL COMPLIANCE OF COMPONENT 1: URBAN FORM AND, COMPONENT 2: WATER QUALITY AND MANAGEMENT AND FLOOD HAZARD AND DECLARING AN EMERGENCY

Date: October 17, 2000

Presented by: Councilor Park

**Committee Action:** At its October 3, 2000 meeting, the Metro Growth Management Committee voted 3-0 to recommend Council adoption of Ordinance 00-879A Voting in favor: Councilors Bragdon, McLain and Park.

### **Background**

- Existing Law: Ordinance 00-879 amends Metro's Regional Framework Plan, which was adopted in December 1997. Completion of the Framework Plan is called for in the 1992 Metro Charter. Once adopted by Metro, the Framework Plan requires acknowledgement by the Land Conservation and Development Commission, as specified by ORS 268.390(5). While some components of the Framework Plan have previously been acknowledged by LCDC, e.g. RUGGO's, other components have not, e.g. the Urban Growth Management Functional Plan. Nor has the Framework Plan as a whole been acknowledged.
- Budget Impact: Completes a budgeted item in the Growth Management Services Department.

**Committee Issues/Discussion:** Andy Cotugno made the staff presentation on Ordinance 00-879A. The ordinance contains amendments to the Regional Framework plan that issue from DLCD review of components 1 Urban Form, and 2 Water Quality and Flood Management. The amendments reflect recommendations by LCDC, of a clarifying nature, to several Urban Growth Management Functional Plan provisions. On September 29, 2000, LCDC did acknowledge these Regional Framework Plan Components, subject to Metro adopting the clarifying changes in Ordinance 00-879.

In response to a question, Larry Shaw, OGC, said that the amendments are not intended to limit Metro's ability to identify urban reserve areas.

In response to a specific LCDC direction, the Growth Management Committee agreed to amend Framework Plan policy 4.14 to read "...protecting wetland values with sufficient buffers..." While discussion elicited the comment that perhaps "functions" would be a better word, the committee agreed to add the word "values," thus leading to an A version of the ordinance.



## STAFF REPORT

FOR THE PURPOSE OF CONSIDERATION OF ORDINANCE NO. 00-879 FOR THE PURPOSE OF AMENDING THE REGIONAL FRAMEWORK PLAN ORDINANCE NO. 97-715B FOR STATEWIDE PLANNING GOAL COMPLIANCE OF COMPONENT 1: URBAN FORM AND, COMPONENT 2: WATER QUALITY AND MANAGEMENT AND FLOOD HAZARD AND DECLARING AN EMERGENCY

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Date: September 21, 2000

## PROPOSED ACTION

This ordinance would amend the Regional Framework Plan ("RFP") to clarify the Plan as recommended in the Department of Land Conservation and Development staff report on acknowledgment of Components 1 and 2 of the RFP. These amendments update the Plan components to reflect changes in law and improve consistency between RFP policies and Functional Plan implementation provisions.

## EXISTING LAW

The 1992 Metro Charter and ORS 268.390(5) contemplate Metro seeking acknowledgment of the RFP by the Land Conservation and Development Commission ("LCDC"). Acknowledgment is a certification that a local plan complies with all applicable statewide land use goals and rules. The RFP is a unique local plan that has not been acknowledged before. LCDC must determine how to acknowledge it "in the same manner as a comprehensive plan" under ORS 197.274(1)(a).

## FACTUAL BACKGROUND AND ANALYSIS

Metro's RFP was adopted in December, 1997, and submitted to the Department for compliance review consistent with the 1992 Metro Charter. The RFP includes, as required by law, previously acknowledged Regional Urban Growth Goals and Objectives, including the 2040 Growth Concept. The RFP includes the unacknowledged Urban Growth Management ("UGM") Functional Plan as an appendix. After appeals of the affordable housing policy were settled in mediation, that RFP policy was amended in 1998. Subsequent amendments to the UGM Functional Plan have modified the RFP somewhat.

The Commission has reviewed the Department's suggested approach to consider "components" of the RFP for initial acknowledgment "in the same manner as a comprehensive plan" pursuant to ORS 197.274(1)(a). The Commission consideration of RFP "components" required Metro submission of the ordinances and local record to comply with OAR 660-003-0010(2). Metro made a formal submission of portions of the RFP for the first two components to be considered at the Commission's September 28-29, 2000 meeting. The DLCD staff has not

accepted the few objections and exceptions filed in response to their notice. DLCD recommends LCDC approval of acknowledgment of Components 1 and 2 subject to Metro adoption of the RFP amendments in this ordinance. Metro Council and MPAC consideration of these changes is needed. The Department director issues the acknowledgment order after receipt of Metro's adopted ordinance.

#### BUDGET IMPACT

Adoption of this ordinance would complete work on RFP Components 1 and 2 reflected in the Growth Management Department budget.

#### RECOMMENDATION

MPAC and Growth Management Committee consideration and approval.

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OGC/LSS/kvw (09/21/00)

**Exhibit "A" of  
Ordinance No. 00-879A**

**Component 1 Urban Growth Amendments**

Policy 1.4 Economic Opportunity, convenience is amended to read as follows:

Metro should support public policy that maintains a strong economic climate through encouraging the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region.

In weighing and balancing various values, goals and objectives, the values, needs, choices and desires of consumers should also be taken into account. The values, needs and desires of consumers include:

- low costs for goods and services
- convenience, including nearby and easily accessible stores; quick, safe, and readily available transportation ~~to~~by all modes
- a wide and deep selection of goods and services
- quality service
- safety and security
- comfort, enjoyment and entertainment.

Expansions of the UGB for industrial or commercial purposes shall occur in locations consistent with this plan and where, consistent with state statutes and statewide goals 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. Strategies should be developed to coordinate the planning and implementation activities of this element with Policy 1.3, Housing and Affordable Housing, and Policy 1.8, Developed Urban Land.

Policy 1.6 Growth Management is amended to read as follows:

The management of the urban land supply shall occur in a manner consistent with state law that:

- encourages the evolution of an efficient urban [*growth*] form
- provides a clear distinction between urban and rural lands
- supports interconnected but distinct communities in the urban region

Policy 1.7 Urban/Rural Transition, Urban Reserves is amended to read as follows:

- Urban Reserves – "Urban reserve areas," ~~shall~~may be designated by Metro consistent with state law. Urban reserve designations shall be consistent with the Regional Framework Plan policies and shall be reviewed by Metro at least every 15 years after adoption.

- The priority for inclusion of land within an urban reserve area shall generally be based upon the locational factors of Goal 14. Lands adjacent to the UGB shall be studied for suitability for inclusion within urban reserves as measured by factors 3 through 7 of Goal 14 and by the requirements of OAR 660-04-010. (Copies of Goal 14 and OAR 660-04010 are included in the Appendices for informational purposes.)
- Lands of lower priority in the LCDC rule priorities may be included in urban reserves if specific types of land needs cannot be reasonably accommodated on higher priority lands, after options inside the UGB have been considered, such as land needed to bring jobs and housing into close proximity to each other.
- Lands of lower priority in the LCDC rule priorities may be included in urban reserves if higher priority land is needed for physical separation of communities inside or outside the UGB to preserve separate community identities, but only when documented by reasons that comply with state statutes governing urban growth boundary amendments and that balance the competing values among statewide land use Goals.
- Expansion of the UGB shall occur consistent with the urban/rural transition, developed urban land, UGB and neighbor city objectives. Where urban land is adjacent to rural lands outside of an urban reserve, Metro will work with affected cities and counties to ensure that urban uses do not significantly affect the use or condition of the rural land. Where urban land is adjacent to lands within an urban reserve that may someday be included within the UGB, Metro will work with affected cities and counties to ensure that rural development does not create obstacles to efficient urbanization in the future.

Policy 1.9 Urban Growth Boundary is amended to read as follows:

The regional UGB, a long-term planning tool, shall separate urbanizable from rural land and be based in aggregate on the region's 20-year projected need for urban land. The UGB shall be located consistent with statewide planning goals and these RUGGOs and adopted Metro Council procedures for UGB amendment. In the location, amendment and management of the regional UGB, Metro shall seek to improve the functional value of the boundary- through:

1.9.1 Expansion into any Urban Reserves – Upon demonstrating a need for additional urban land, major and legislative UGB amendments shall ~~only~~ occur first within any adopted urban reserves, unless urban reserves are found to be inadequate to accommodate the amount of land needed for one or more of the following reasons:

- Specific types of identified land needs cannot be reasonably accommodated on urban reserve lands

- Future urban services could not reasonably be provided to urban reserves due to topographical or other physical constraints
- Maximum efficiency of land uses within a proposed UGB requires inclusion of lower priority lands other than urban reserves in order to include or provide services to urban reserves.

~~1.9.2 First Tier Urban Reserves – Some urban reserves adjacent to the UGB shall be designated as first tier urban reserves. First tier urban reserves shall be included in the Metro Urban Growth Boundary prior to other urban reserves unless a special land need is identified which cannot be reasonably accommodated on first tier urban reserves.~~

1.9.32 Urban Growth Boundary Amendment Process – Criteria for amending the UGB shall be adopted based on ~~statewide planning goals 2 and 14, other~~ applicable state planning goals and relevant portions of the RUGGOs and this Plan:

- Major Amendments. Proposals for major amendment of the UGB may be made through a quasi-judicial or a legislative process using Metro's regional forecasts for population and employment growth. The legislative amendment process will be initiated by a Metro finding of need, and involve local governments, special districts, citizens and other interests.
- Locational Adjustments. Locational adjustments of the UGB shall be brought to Metro by cities, counties and/or property owners based on public facility plans in adopted and acknowledged comprehensive plans.

1.9.43 Urban Reserve Plans – A conceptual land use plan and concept map coordinated among affected jurisdictions shall be required for all quasi-judicial and legislative amendments of the Urban Growth Boundary which add more than twenty net acres to the UGB. The Metro Council shall establish criteria for urban reserve plans coordinated among affected local governments and districts which shall address the following issues:

- Annexation to a city prior to development whenever feasible.
- Establishment of a minimum average residential density to ensure efficient use of land.
- Requirements to ensure a diversity of housing stock and meet needs for affordable housing.
- Ensure sufficient commercial and industrial land to meet the needs of the area to be developed and the needs of adjacent land inside the Urban Growth Boundary consistent with 2040 Growth Concept design types.



- A conceptual transportation plan to identify large scale problems and establish performance standards for city and county comprehensive plans.
- Identification of natural resource areas for protection from development.
- A conceptual public facilities and services plan including rough cost estimates and a financing strategy for the provision of sewer, water, storm drainage, parks, transportation, fire and police protection.
- A conceptual plan estimating the amount of land and improvements needed for school facilities.
- A concept map showing the general locations of major roadways, unbuildable lands, commercial and industrial lands, single and multi-family housing, open space and established or alternative locations for any needed school, park and fire hall sites.

The actual specific criteria will be adopted as part of the Metro Code.

All references to “first tier” urban reserves shall be omitted from Appendix A, the Urban Growth Management Functional Plan.

Policy 1.11 Neighbor Cities, Green Corridors is amended to read as follows:

The “green corridor” is a transportation facility through a rural reserve that serves as a link between the metropolitan area and a neighbor city which also limits access to the farms and forests of the rural reserve. The intent is to keep urban to urban accessibility high ~~to encourage a balance of jobs and housing~~, but limit any adverse effect on the surrounding rural areas.

Chapter 1, Requirements is amended to read as follows:

In order to immediately implement the land use portion of the Regional Framework Plan, Metro has adopted Metro Code Chapter 3.01, Urban Growth Boundary Amendments, and Urban Growth Management Functional Plan. These documents are incorporated as components of the Regional Framework Plan in Chapter 8 and are included in the Appendices. The Urban Growth Management Functional Plan contains requirements for cities and counties. ~~Any~~ To the extent needed in the future, additional land use planning requirements for cities and counties adopted by Metro ~~should~~ shall be incorporated into the Urban Growth Management Functional Plan structure.

Table 1.1 is amended to add the following footnote:

This table is included in order to demonstrate the calculations made for determination of the sufficiency of capacity within the current Metro urban growth boundary to accommodate forecast urban growth for the time period 1997-2017. Future calculations

may be modified from the methods used for the 1997-2017 period to reflect new information and changed conditions consistent with State law.

## **Component 2 Water Quality Amendments**

Policy 4.13 Overall Watershed Management natural processes is amended to read as follows:

- encourage the use of techniques relying on natural processes to address flood control, stormwater management, abnormally high winter and low summer stream flows and nonpoint pollution reduction. (Note: Even though these techniques are encouraged, emphasis is still placed on maintaining intact naturally functioning systems, ~~i.e., w~~ Wetlands, and riparian and floodplain. These natural systems corridors in the Water Quality Management Area should not be used as stormwater treatment facilities.) The construction of dikes, levies, or other engineered approaches to flood management is discouraged in floodplains.

Policy 4.14 Water Quality Goals is amended to read as follows:

Metro ~~should~~shall protect and enhance the water quality of the region by:

- establishing vegetative corridors along streams;
- encouraging urban development which minimize soil erosion;
- implementing best management practices (BMPs);
- maintain vegetation buffers along riparian areas;
- protecting wetlands values with sufficient buffers to maintain their water quality and hydrologic function.

Policy 4.17 Water Quality Protection is amended to read as follows:

The water quality of the region ~~should~~shall be protected and restored by:

- implementing watershed wide planning;
- implementing erosion control practices;
- promoting the protection of natural areas along waterways and encourage continuous improvement of water quantity and quality through liaison with agencies that influence changes along streams, ~~and rivers,~~ and wetlands in the metropolitan area.

Title 10 of Appendix A, The Urban Growth Management Functional Plan is amended to add the following definition of stormwater treatment:

A created or constructed structure or drainage way that is designed, constructed and maintained to collect and filter, retain or detain stormwater run-off during and after a storm event for the purpose of water quality improvement.

### **Component 3, Flood Hazard Amendments**

Policy 5.2.1 is amended to read as follows:

Metro will protect the function of floodplains to safely convey flood waters in the region by implementing the following:

- Metro will collaborate with federal agencies and local governments in using the February 1996 flood elevation and other relevant data to update the existing 100 year floodplain map.
- Metro will require local governments to maintain or increase the flood storage and conveyance capacity of floodplains through such measures as balancing fill in the floodplain with an equal or greater amount of soil material removal.

**Resolution No. 00-2990A**, For the Purpose of Approving Amendments to the FY 2001 Unified Work  
Program.

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING )  
AMENDMENTS TO THE FY 2001 )  
UNIFIED WORK PROGRAM )

RESOLUTION NO. 00-2990A

Introduced by Councilor Jon Kvistad,  
JPACT Chair

WHEREAS, The Unified Work Program describes all federally-funded transportation planning activities for the Portland-Vancouver metropolitan area to be conducted in FY 2001; and

WHEREAS, The FY 2001 Unified Work Program indicates federal funding sources for transportation planning activities carried out by Metro, Regional Transportation Council, Oregon Department of Transportation, Tri-Met and the local jurisdictions; and

WHEREAS, Approval of the FY 2001 Unified Work Program is required to receive federal transportation planning funds; and

WHEREAS, With adoption of the Regional Transportation Plan and review of the scopes of work and resources allocated to the I-5 Trade Corridor Study, the TCSP Eastside Urban Reserve Planning Study, and the Highway 217 Corridor Study, planning conditions and needs have changed since adoption of the FY 2001 Unified Work Program; and

WHEREAS, The changing conditions warrant an amendment to the FY 2001 Unified Work Program; and

WHEREAS, the proposed amendments to the FY 2001 Unified Work Program is consistent with the Metro budget approved by the Metro Council; now, therefore,

BE IT RESOLVED,

That the Metro Council hereby declares:

1. That the FY 2001 Unified Work Program is amended as shown in Exhibit A.



2. That Metro's Executive Officer is authorized to apply for, accept and execute grants and agreements specified in the amendments to the Unified Work Program.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2000.

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David Bragdon, Presiding Officer

Approved as to form:

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Daniel B. Cooper, General Council

Attachment: Exhibit A – Amendments to the Unified Work Program

MGH:rmb

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**HIGHWAY 217 CORRIDOR STUDY****PROGRAM DESCRIPTION**

The Highway 217 Corridor Study has been deferred in the FY 2001 UWP pending completion of the Corridor Initiatives Program. The project is recognized as a priority refinement study as identified in the adopted 2000 RTP. The study will be reconsidered for funding in the FY 2002 UWP.

The Highway 217 Corridor Study will identify transportation-access strategies for the regional centers and meet other access and mobility needs in the Highway 217 Corridor. The need for this study results from a number of other related studies that have called for: 1) additional capacity on Highway 217; 2) commuter rail between Wilsonville and Beaverton; 3) increased development in the Washington Square and Beaverton Regional Centers; 4) improvements to the I-5/217/Kruse Way interchange and addressing circulation issues through local system plans. Metro is lead agency on the second phase of the Highway 217 study, which commenced with an engineering-constraints analysis by ODOT.

The study will use previously-developed information from regional center development plans, the Western Bypass Study, commuter rail and the Regional Transportation Plan as the basis for beginning the analysis. However, the program is essentially a new separate study responsible for updating or developing all relevant data and information as necessary. The study began with significant background work started by ODOT in FY 1999 and completed in mid-FY 2000. Metro commenced the second phase in mid-FY 2000.

Recommendations from the Highway 217 Study could affect access to the Beaverton and Washington Square Regional Centers and other commercial and residential access between Highway 26 and I-5 in Beaverton, Tigard and Portland. Highway 217 also serves the industrial and high-technology centers off US 26 and is the primary freight facility on the West Side of the region.

**RELATION TO PREVIOUS WORK**

In FY 2000, the following activities were accomplished:

- Development of background data on travel patterns;
- Identification of the physical constraints within the corridor, which will define the envelope for capacity improvements;
- Establishment of a preliminary range of costs for various capacity improvements;
- Preliminary assessment of potential operational benefits of various initial capacity improvement concepts;
- Scoping (in consultation with local governments and interested parties);
- Stakeholder interviews to determine issues and interests;
- Definition of problems and needs in the corridor, including the role of multi-modal access needed to support 2040 Growth Concept land-use goals and to facilitate regional travel;
- Interviews with area shippers to identify freight issues;
- Establishment of a technical and policy review process; and
- Establishment of a public-involvement process that keeps the public actively involved through regularly scheduled meetings with a Citizens Advisory Committee, general mailings and other outreach efforts.

**OBJECTIVES**

- Establish a public-participation program consistent with Metro's Public Involvement Policies;
- Define the problems and needs in the study area, including travel patterns and land-use goals;
- Define and evaluate a relevant range of alternatives;
- Coordinate with other affected jurisdictions and agencies in technical analysis and public outreach; and
- Develop Metro Council recommendations for inclusion in the Regional Transportation Plan.

**PRODUCTS AND TARGETS**

If the study is commenced in FY 2002, the products and targets will include:

- Development of evaluation criteria and methodology for selecting a preferred strategy, including budget and intergovernmental agreement implications;

**HIGHWAY 217 CORRIDOR STUDY**

- Development of a wide range of alternatives for all modes in addition to demand management;
- Conduct preliminary evaluation of the improvement scenarios with respect to criteria, including but not limited to cost, financing and travel performance;
- In conjunction with advisory groups, select a smaller group of three to five alternatives for detailed study;
- Perform engineering, detailed cost, travel performance and land-use/community analysis of three to five alternatives; and
- Select preferred alternative in conjunction with advisory groups that defines the 20-year strategy within the 217 Corridor including:
  1. Recommendations for motor-vehicle operations, including strategies for general purpose, express and HOV lanes;
  2. Freight preferential treatments, as appropriate;
  3. Arterial, collector and local street improvements to the degree necessary to preserve Highway 217 function and level-of-service;
  4. Preferential treatment for transit within the study area;
  5. Appropriate TSM/TDM strategies to manage demand and enhance system operations; and
  6. Appropriate design, mitigation or local strategies to enhance communities within the corridor consistent with their 2040 Growth Management Concept designation.

**Budget Summary**

<b>Resources:</b>		<b>FY 2001</b>
FY 01 PL		\$ 274,584
FY 01 Section 5303		\$ 30,000
FY 01 STP/ODOT Match		\$ 70,928
FY 01 ODOT Supplemental		\$ 85,000
Metro		\$ 28,988
Other		\$ 150,000
<b>Total Resources</b>		<b>\$ 639,500</b>
<b>Requirements:</b>		
Personal Services		\$ 315,760
Materials & Services		\$ 185,000
Interfund Transfers		\$ 125,546
Computer		\$ 13,194
<b>Total Requirements</b>		<b>\$ 639,500</b>
<b>Time Equivalent Staffing</b>		
Regular Full-Time Equivalent Staffing		3.860
<b>Total Full-Time Equivalent</b>		<b>3.860</b>

**Clackamas and Washington County Arterial ITS Master Plans**

In fiscal year FY 00-01, both Clackamas and Washington County will prepare master plan documents for deployment of comprehensive arterial ITS management systems on significant facilities, including inventory of controller and signal equipment status and compatibility, field device communication concepts and routing, preliminary evaluation of surveillance needs and locations, preliminary evaluation of onstreet variable message signage needs and locations and management center hardware and software requirements. Additional projects funds have been allocated in FY 02 and 03 for first phase preliminary engineering and signal timing plan development to support procurement and deployment of equipment. A critical aspect of the planning work will be to assure compatibility of county arterial management systems with the regional ITS architecture and national ITS standards.

**Resources****FY 2001**

FY 01 Regional STP  
FY 01 CMAQ

\$ 70,000  
\$130,000

(This report will be added to the FY 2000-01 UWP, pages 40-48.)

***I-5 NorthTrade Corridor Study*****PROGRAM DESCRIPTION**

The I-5 Corridor is critical to the metropolitan economy and to national and international trade. I-5 is an important trade route from Canada to Mexico. Ports along the I-5 route also serve significant international trade, including the large Pacific Rim trade. Traffic congestion on I-5 affects goods moved by air, rail, barge and truck and passenger travel. Within the Portland/Vancouver region, I-5 has a number of bottlenecks. The most significant bottleneck in the I-5 corridor in the region occurs between I-205 in Vancouver, Washington and I-84 in Portland. Within this corridor across the Columbia River lies one of the last and most active remaining drawbridges on the interstate system. Developing plans to address this bottleneck will require bi-state involvement. Because of the importance in the region of community livability, the environment and national and international trade, plans to address the bottleneck must address a broad range of issues and include numerous stakeholders and the public.

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) recognizes the importance of trade corridors to the national economy and has designated I-5 within the Portland Vancouver region as a Priority Corridor under the National Trade Corridors and Borders Program. This means that I-5 is eligible to apply federal funds under the National Corridors and Borders Program.

**RELATION TO PREVIOUS WORK**

The I-5 North Trade Corridor Study builds on work previously completed in FY 1999-2000 by ODOT and WSDOT in coordination with Metro and other jurisdictions. During the last fiscal year, the I-5 Trade Corridor Study applied for and received a grant from FHWA from the National Corridors and Borders Program for study of the I-5 Trade Corridor. Over the last fiscal year, the ODOT and WSDOT convened a Leadership Committee, made up of civic and business leaders from the bi-state area. After consideration of a range of possible approaches to the problems in the I-5 corridor, the committee concluded with recommendations that:

- The problems in the I-5 corridor are significant and will require a significant effort to address but that the region can not afford to do nothing.
- The Corridor needs to have a multi-modal approach to the problem that includes freight rail, highway, arterial and transit improvements in addition to policies and programs that reduce travel demand.
- Funding for the bridge and other improvements in the corridor will require the use of tolls, assuming the current structure of public funding.
- All jurisdictions in the bi-state area, both state legislatures and congressional delegations will need to work together to support projects, policies and programs for the corridor.

**OBJECTIVES**

In FY 2001, the I-5 Trade Corridor Study will evaluate the range of possible rail, transit, highway and arterial projects that improve the flow of goods across the Columbia River and support the region's land use goals. The study will also identify reasonable demand management policies to reduce the need for additional capacity. The study will work with the public, business community, jurisdictions and agencies on both sides of the Columbia River to develop a corridor plan that supports the community's land use and economic vision for the area. The program will also develop a funding and phasing strategy for the plan, including working with state and congressional delegations to identify possible funding sources.

ODOT and WSDOT will co-lead the I-5 Trade Corridor Study with coordination with Metro, RTC and other jurisdictions and agencies. Metro staff will participate on the various advisory and technical committees that will oversee the work on this study.

Services, Products, Activities:

- Briefing of the Bi-State Transportation Committee, JPACT, Metro Council and other elected officials and agencies on the options for the corridor plan elements.
- Participating in the project management and advisory groups for the study to advise on the overall study direction and development of project milestones.



- Participating in technical review committees to review travel demand forecasts, costs, land use issues and other technical study elements including an assessment of the effect of corridor options on the regional and national economy, mobility, access and land use goals.
- Participating in public outreach committees that oversee the nature and extent of efforts to involve the general population and persons of low-income minority and other special populations in the consideration of corridor options.

Customers, Clients or Target Groups:

I-5 North corridor improvements would affect travel patterns and land use in both the Metro and Clark County areas. This will affect the public at large, the shipping and carrier industries at large, the Ports of Portland and Vancouver, access to intermodal facilities and industrial area in North Portland and in Clark County and neighborhoods in both North Portland and Clark County. The I-5 Corridor also affects goods shipped from both Oregon and Washington as well as forming a critical link in the national shipping needs.

**PRODUCTS AND TARGETS**

Metro staff will participate with other agency staff, the public and elected officials to work together as one region to:

- Identify priorities for federal funding requests for the Corridor that have regional and bi-state support.
- Identify the rail, transit, highway and arterial projects for consideration as part of the I-5 Corridor plan and analyze their feasibility and extent to which they support land use goals.
- Identify public support for projects, policies and programs in the I-5 Corridor.
- Identify policies and programs that lead to reducing travel demand in the corridor
- Identify level of support from private sector, including the railroads, for the corridor plan.
- Identify a financing strategy and phasing plan.
- Begin seeking approval of the corridor plan.

**Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>	<b>Resources:</b>	<b><u>FY 2001</u></b>
FY -1 STP/ODOT Match	\$82,532		
Metro	\$ 4,468		
<hr/>			
<b>Total Resources</b>			
<hr/>			
<b>Requirements:</b>			
Personal Services	\$60,727	FY 00 PL	
Materials & Services	0	FY 00 STP/ODOT Match	
Inter-fund Transfers	\$26,273	FY 00 ODOT Supplemental	
Contingency		Metro	
Computer	0		
<b>Total Requirements</b>	<b>\$87,000</b>		
<hr/>			
<b><u>Full-Time Equivalent Staffing</u></b>			
Regular Full-Time Equivalent Staffing	0.660		
<b>Total Full-Time Equivalent</b>	<b>0.660</b>		

**Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>
FY 01 PL	\$ 61,350
FY 01 Section 5303	\$ 10,000
FY 01 STP/ODOT Match	\$ 52,575
FY 01 ODOT Supplemental	\$ 30,000
Metro	\$ 10,075

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<b>Total Resources</b>	<b>\$ 164,000</b>
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<b>Requirements:</b>	
Personal Services	\$ 101,136
Materials & Services	\$ 20,000
Interfund Transfers	\$ 40,164
Computer	\$ 2,700

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<b>Total Requirements</b>	<b>\$ 164,000</b>
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<b>Full-Time Equivalent Staffing</b>	
Regular Full-Time Equivalent Staffing	1.393

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<b>Total Full-Time Equivalent</b>	<b>1.393</b>
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**PROGRAM DESCRIPTION**

As provided by the State Transportation Planning Rule, the 2000 Regional Transportation Plan (RTP) calls for completion of a number of specific corridor refinements and studies. The RTP has identified significant needs in these areas, which require further analysis before a specific project can be developed. The Corridor Initiatives Program would establish the region's approach to completion of those refinements and studies. This work program would: prioritize completion of the corridor studies, identify the resources necessary to complete them and address a number of common scope and technical issues.

If appropriate based on the first phase of the work program, above, this work program would also allow for commencement of scoping and background analysis of a selected priority corridor.

The completion of corridor studies has become more complex and expensive. The need to include multi-modal alternatives, develop transportation that supports communities in the 2040 plan and address the Endangered Species Act, Goal 5 and federal environmental streamlining objectives requires extensive additional technical analysis. In addition, fiscal constraints necessitate that studies include a financial plan. Adequately addressing these issues will require more resources than are currently available through Metro or ODOT.

**RELATION TO PREVIOUS WORK**

Chapter 6 of the RTP describes a number of corridor needs and outlines specific issues and design elements to be addressed. The TPR requires prompt completion of corridor refinements and studies as part of a TSP. This is a new work program designed to further develop an implementation plan for the corridor studies listed in the RTP.

**OBJECTIVES**

- Identify interests and concerns of regional partners associated with completion of Corridor Studies and Refinements listed in the 2000 RTP
- Outline general approach for major steps in project development (e.g. Purpose/Need, Alternatives Analysis, etc.)
- Propose funding approach for completion of Corridor Studies and Refinements
- Prioritize completion of Corridor Studies and Refinements
- Initiate priority Corridor Study

**PRODUCTS AND TARGETS**

- Establish technical advisory process for involving regional partners
- Research common issues for various steps in project development
- Review status and major issues associated with 16 Corridor Studies and Refinements listed in the 2000 RTP
- Estimate budget issues associated with completion of Corridor Studies and Refinements
- Investigate possible funding sources for Corridor Studies and Refinements
- Obtain TPAC and JPACT approval of Corridor Initiative Program
- Identify funding for, and commence work on, priority corridor identified, above.

**Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>
FY 01 PL	\$ 20,144
FY 01 Section 5303	\$ 20,000
FY 01 STP/ODOT Match	\$ 60,493
FY 01 ODOT Supplemental	\$ 55,000
Metro	\$ 10,363

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<b>Total Resources</b>	<b>\$ 166,000</b>
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<b>Requirements:</b>	
Personal Services	\$ 106,013
Materials & Services	\$ 15,000
Interfund Transfers	\$ 42,287
Computer	\$ 2,700

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<b>Total Requirements</b>	<b>\$ 166,000</b>
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<b>Full-Time Equivalent Staffing</b>	
Regular Full-Time Equivalent Staffing	1.350

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<b>Total Full-Time Equivalent</b>	<b>1.350</b>
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## **REGIONAL TRANSPORTATION PLAN**

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### **PROGRAM DESCRIPTION**

The adopted Regional Transportation Plan (RTP) serves as a policy and investment blueprint for long-range improvements to the region's transportation system. Ongoing maintenance and periodic updates of the RTP ensure that the plan adequately reflects changing population, travel and economic trends; including Federal, State and regional planning requirements.

Local transportation plans in the region must conform with the RTP. Metro provides ongoing technical and policy support for local transportation planning activities. The RTP program also includes corridor studies conducted in cooperation with the state and local jurisdictions.

### **RELATION TO PREVIOUS WORK**

A major update to the RTP began in FY 1997 and was concluded in FY 2000. The purpose is twofold: First, the plan was updated to meet requirements set forth in the State Transportation Planning Rule and federal planning regulations. Among other provisions, the rule seeks to reduce reliance on the automobile and promote the use of alternative modes of transportation. Second, revisions must reflect the ongoing Region 2040 planning effort and serve as the transportation element of the Regional Framework Plan. During FY 1998-99, the RTP update focused on policy revisions, technical research and system alternatives analysis. The final draft was adopted by Council ordinance in Fall 1999. As a result, the focus of the project in FY 2001 will shift to emphasis on public review and comment, Council adoption and implementation through local transportation plans.

The current RTP update represents the most dramatic change since the plan was originally adopted in 1982 and, upon completion, will significantly affect local transportation plans. As a result, the update process was developed to foster extensive involvement of the public and local jurisdictions at every step. This included ten technical work teams made up of local planners, engineers and citizen experts and a 21-member RTP Citizen Advisory Committee (CAC) that met monthly to discuss each step of the update. The CAC's final recommendations on transportation policies and principles for project development were forwarded to both JPACT and the Metro Council. In addition, regular joint RTP workshops of TPAC/MTAC and JPACT/MPAC were held to ensure an ongoing dialogue on the policy implications of the update.

The updated policy component of the RTP update was approved by resolution in July 1996; and in 1997, it became the basis for adopting Chapter 2 of the Regional Framework Plan (RFP). The RTP policies also serve as the foundation for Title 6 of the Urban Growth Management Functional Plan (UGMFP), which was adopted in November 1996 and amended in conjunction with the RFP adoption in December 1997. In FY 2000, the program emphasis focused on completion of the system component of the plan, including a financial constraint analysis. On December 16, 1999, the Metro Council approved the updated RTP by resolution. Upon completion of the financial constraint element, the updated plan will be adopted by ordinance, including policies, findings, recommended projects, implementation requirements and a technical appendix detailing the methodology used in developing the plan (see Local Plan Coordination Program).

In FY 2001, the work program will shift toward implementation. State transportation planning rules require the 24 cities and three counties in the Metro region to update their local plans within one year of adoption of the RTP for consistency with regional requirements. Technical support and review of these local plans will be the primary focus of RTP staff during this period, which roughly extends through FY 2001.

### **OBJECTIVES**

**RTP Adoption:** The Metro Council is scheduled to approve the full RTP by ordinance in July 2000, triggering a one-year period in which local plans must be updated for compliance with the RTP.

- When adopted by ordinance early in FY 2001, the plan will feature two distinct components: Relevant federal planning guidelines and provide the basis for selecting projects for funding through the MTIP. This plan is based upon a conservative estimate of reasonable, anticipated revenue and is the plan modeled for air-quality conformity.



## **REGIONAL TRANSPORTATION PLAN**

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- **Strategic Plan.** This plan represents a desired 20-year outcome and includes a strategy to pursue additional revenue xxx xxx what is assumed in other financially constrained xxxx. This strategically greater investment scenario will enable the region to better xxx objectives for preservation and performance of the multi-modal system. It also better achieves the goals defined in Metro's Region 2040 Growth Concept and represents the system that complies with the State Transportation Planning Rule.

Upon adoption by ordinance, findings of compliance with TEA-21 and an air-quality conformity determination will be submitted to FHWA/FTA.

**Local TSP Implementation:** Metro will work closely with local governments during the next fiscal year to ensure that regional policies and projects are reflected in local plans. This work element will also include a range of informational materials intended to assist local jurisdictions in satisfying regional transportation planning requirements.

**Management Systems:** Congestion (CMS) and Intermodal Management Systems (IMS) plans were completed in FY 1998. Key activities for FY 2001 will be to incorporate information into planning activities, system monitoring based on management-system performance measures, local project review for consistency with the systems and ongoing data collection and input to keep the systems current.

**Street Design and Connectivity:** Metro will conduct a follow-up study on street connectivity standards to determine the mode-split benefits for transit, bicycling and pedestrians as well as refine estimates for VMT reduction. The study will assist local governments in meeting Regional Framework Plan mode-split targets. Metro has also proposed an environmental street design handbook to guide transportation improvements in sensitive areas. Work on the handbook would be completed during FY 2001.

**Green Streets Project:** Metro has been awarded TGM funds by the State of Oregon to complete this project. The purpose is to develop a handbook of "best practice" street designs that consider opportunities for mitigating stormwater runoff. The project also includes a detailed inventory of stream culverts on regional facilities where retrofits are necessary to enable salmonoid fish migration (see Green Streets Program).

**Regional Transportation and Information:** A transportation "annual report" will be prepared detailing key RTP policies and strategies; listing information and data commonly requested by the public and media, including supporting text and graphics. The report will include a user-friendly public-release version and a technical appendix.

**Public Involvement:** All activities require early, ongoing and responsive public involvement techniques. Final hearing and adoption actions will occur late in FY 2000. Comment/response documents will be developed and records compiled for submittal with update study findings to DLCD. Metro's Public Involvement Procedures will also be updated based upon lessons learned from the RTP update and other studies. As part of reviewing the Public Involvement Procedures, approaches for addressing Environmental Justice outreach and impacts will be developed for planning and programming activities.

### **PRODUCTS AND TARGETS**

1. Meet or exceed provisions of the state TPR for development of multi-modal policies, plans and programs in the updated RTP. As the transportation functional plan for the Regional Framework Plan, the RTP will include the following components:
  - Modal elements for motor vehicles, public transportation, pedestrians, bicycles and freight;
  - Street design provisions that integrate modal considerations and relate the RTP to 2040 Growth Concept land use and transportation policies;
  - Transportation system management, parking and demand-management strategies;
  - Financial forecast and corresponding system implementation strategies; and
  - Specific corridors and sub-areas where refinement plans are warranted.
2. Satisfy Federal TEA-21 planning requirements in the updated RTP;

## **REGIONAL TRANSPORTATION PLAN**

3. Initiate a broad public outreach effort prior to adoption of the updated RTP;
4. Publish an adopted Regional Transportation Plan with corresponding "citizen's handbook" version for regional distribution;
5. Complete and publish the RTP Technical Appendix for regional distribution;
6. Complete follow-up studies on street design and connectivity;
7. Create and publish the proposed "Green Streets" environmental design handbook;
8. Create and publish a series of local transportation tools based upon the updated RTP;
9. Coordinate and provide technical assistance in local transportation system plan development and adoption;
10. Continue to coordinate regional corridor refinement plans identified in the RTP with ODOT's corridor planning program;
11. Maintain and update the RTP database consistent with changes in the population and employment forecasts, travel-demand projections, cost and revenue estimates and amendments to local comprehensive plans. Produce a corresponding "annual report" highlighting key information and trends; and
12. Participate with local governments on state TGM grants related to implementation of the updated RTP and development of local transportation system plans; and
13. Revise, as necessary, Metro's Public Involvement procedures and define planning and programming approaches to address federal Environmental Justice requirements.

### **Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>
FY 01 PL	\$ 146,700
FY 01 STP/ODOT Match	\$ 26,431
FY 01 Section 5303	\$ 45,000
FY 01 ODOT Supplemental	\$ 50,000
FY 01 Tri-Met	\$ 36,000
Metro	\$ 42,869
<b>Total Resources</b>	<b>\$ 347,000</b>
<b>Requirements:</b>	
Personal Services	\$ 215,401
Materials & Services	\$ 20,200
Interfund Transfers	\$ 96,504
Computer	\$ 14,895
<b>Total Requirements</b>	<b>\$ 347,000</b>
<b>Full-Time Equivalent Staffing</b>	
Regular Full-Time Equivalent Staffing	2.914
<b>Total Full-Time Equivalent</b>	<b>2.914</b>

## **TRANSIT PLANNING PROGRAM**

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### **PROGRAM DESCRIPTION**

Because this effort will result in transit and alternative transportation improvements, it supports the budget theme that Metro will identify and promote multiple transportation choices to easily access all areas of the region. Increased transit use and reduced dependency on single occupant vehicles also supports the budget theme of improving air quality. This program will implement the transit-policy direction established by the RTP with an emphasis on coordinating with Tri-Met and other transit providers to ensure that short, medium and long-range transit needs are addressed.

### **RELATION TO PREVIOUS WORK**

This program follows up on the FY 99-00 adoption of the Regional Transportation Plan (RTP). The Transit Element of the RTP needs to be followed by concerted efforts to ensure that transit providers and local jurisdictions implement transit service that supports the policy direction of the RTP. In addition, Tri-Met undertook several transit-planning and service-improvement efforts in FY 99-00, such as the McLoughlin Corridor Improvement Program and the Transit Choices for Livability initiative. Tri-Met is also looking at developing rapid bus service within Barbur Corridor. These efforts would benefit from the assistance of Metro to ensure that local jurisdiction and Tri-Met or SMART transit plans are implementing the RTP policy direction and that high capacity transit initiatives are regionally prioritized.

### **OBJECTIVES**

- Ensure that RTP transit-policy direction is implemented by transit providers and local jurisdictions;
- Evaluate the potential of providing inter-urban passenger rail service in underutilized rail corridors, such as the Jefferson Branch Line to Lake Oswego or the Wilsonville to Beaverton corridor;
- Assist transit operators and local jurisdictions in the development of their short, medium and long-range transit plans; in particular, Elderly and Disabled Service Plans and Tri-Met's Transit Choices for Livability program, Annual Service Plan and 10-Year Service Plan;
- Evaluate high capacity transit corridors for future project development;
- Identify promising transit modes to address high capacity transit corridor needs;
- Assist transit operators in meeting the service requirements mandated by the Americans with Disabilities Act, the Environmental Justice Executive Order and other federal requirements;
- Assist transit operators in the implementation and evaluation of the federal Access to Jobs and Reverse-Commute initiative;
- Provide guidance to transit operators and local jurisdictions regarding potential federal, state and local funding sources; and
- Evaluate institutional arrangements for the provision of transit service to low-density areas of the region.

### **PRODUCTS AND TARGETS**

- Identify needs, and facilitate discussion, with Tri-Met, SMART and local jurisdictions on how best to address them;
- Perform technical analysis to refine RTP policy directives;
- Develop and manage a public-involvement program as needed;
- Prepare detailed work programs, budgets and schedules for various activities;
- Manage the study in accordance with the work program, budget and schedule;
- Procure consultant assistance as required;
- Manage federal grant funding and execute Intergovernmental Agreements as needed; and
- Serve as liaison with the Federal Transit Administration.

## ***TRANSIT PLANNING PROGRAM***

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### **Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>
FY 01 STP/ODOT Match	\$ 72,571
FY 01 Tri-Met	\$ 76,500
Metro	\$ 3,929

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<b>Total Resources</b>	<b>\$ 153,000</b>
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<b>Requirements:</b>	
Personal Services	\$ 106,516
Materials & Services	\$ 0
Interfund Transfers	\$ 41,804
Computer	\$ 4,680

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<b>Total Requirements</b>	<b>\$ 153,000</b>
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<b>Time Equivalent Staffing</b>	
Regular Full-Time Equivalent Staffing	1.370

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<b>Total Full-Time Equivalent</b>	<b>1.370</b>
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## **TCSP EASTSIDE URBAN RESERVE PLANNING**

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### **PROGRAM DESCRIPTION**

Conduct a cooperative planning project to provide conceptual planning for the Pleasant Valley/Damascus urban reserve areas with the Transportation and Community and System Preservation Pilot Program (TCSP) grant from the Federal Highway Administration. Cooperating jurisdictions include Gresham, Portland and Clackamas County as well as Portland State University. Planning will include determining necessary natural resource protection, transportation connections and improvements and the appropriate locations for various land uses. The project is expected to take 27 months.

### **RELATION TO PREVIOUS WORK**

The TCSP grant award is the first of its kind, involving several key stakeholders. During FY 2000, Metro developed and refined a work plan that met the needs of two cities, a county, Portland State University and a consultant. This effort required the following:

- Defining the roles and staffing needs of each participant;
- Coordinating the TCSP process with another grant effort undertaken by Clackamas County;
- Assessing the technical capabilities of each participant;
- Developing a comprehensive public outreach program; and
- Determining the role of the consultant(s).

### **OBJECTIVES**

- Land-use planning that ensures adequate densities and a good mix of land uses to balance access to jobs and services;
- Model development and analysis of alternative transportation networks;
- Development of a multi-modal regional transportation framework that addresses the deficiencies of the current road network to provide good local and regional access for future residents and employees;
- Minimize storm-water runoff from the increased urbanization that could otherwise worsen the severe annual flooding in the lower Johnson Creek; and
- Minimize further degradation of water quality due to increased sources of pollution in the upper Johnson Creek and Rock Creek watersheds.

### **PRODUCTS AND TARGETS**

- Maps of natural resource and hazard areas including drainage basins, floodplains, steep slopes and streams and wetlands;
- A mediation framework for resolving issues between public agencies regarding infrastructure development and wildlife habitat protection;
- Schematic urban reserve plan for areas not yet added to urban growth boundary (reserves 6-11) that addresses future transportation connections, storm-water drainage, natural resource protection and land use;
- Urban reserve concept plan and policies for areas already inside the urban growth boundary (reserves 4 and 5) that address the issues listed above as well as the jobs housing balance and more detailed analysis and policy development for environmental protection;
- "Green Streets" Handbook (funds for transportation designs provided by a separate TGM grant) to provide model transportation and development designs that protect streams and wildlife corridors from urban impacts; and
- Comprehensive project evaluation performed by PSU, resulting in a model process.
- Summary of transportation system performance with regard to various evaluation measures.



## **TCSP EASTSIDE URBAN RESERVE PLANNING**

### **Budget Summary**

<b>Resources:</b>		<b>FY 2001</b>	<b>Full Grant</b>
TCSP Grant		\$ 345,000	\$ 500,000
<i>FY 01 STP/ODOT Match</i>		<i>\$ 67,354</i>	
Metro	\$	<u>88,646</u> 85,000	\$ 100,000
Gresham		\$ 15,000	\$ 20,000
Portland		\$ 25,000	\$ 30,000
Clackamas County		\$ 35,000	\$ 60,000
<b>Total Resources</b>	<b>\$</b>	<b><u>5576,000</u>05,000</b>	<b>\$ 710,000</b>
<b>Requirements:</b>			
Personal Services	\$	<u>92,595</u> 50,000	\$ 50,000
Materials & Services		\$ 0	
Payments to Other Agencies		\$ 255,000	\$ 365,000
Contractual		\$ 200,000	\$ 295,000
<i>Interfund Transfers</i>		<i>\$ 14,805</i>	
Computer		\$ 13,600	
<b>Total Requirements</b>	<b>\$</b>	<b><u>5576,000</u>05,000</b>	<b>\$ 710,000</b>
<b>Full-Time Equivalent Staffing</b>			
Regular Full-Time Equivalent Staffing		<u>1.0560</u> .500	
<b>Total Full-Time Equivalent</b>		<b><u>1.0560</u>.500</b>	

## ***I-5 NorthTrade Corridor Study***

### **PROGRAM DESCRIPTION**

The I-5 Corridor is critical to the metropolitan economy and to national and international trade. I-5 is an important trade route from Canada to Mexico. Ports along the I-5 route also serve significant international trade, including the large Pacific Rim trade. Traffic congestion on I-5 affects goods moved by air, rail, barge and truck and passenger travel. Within the Portland/Vancouver region, I-5 has a number of bottlenecks. The most significant bottleneck in the I-5 corridor in the region occurs between I-205 in Vancouver, Washington and I-84 in Portland. Within this corridor across the Columbia River lies one of the last and most active remaining drawbridges on the interstate system. Developing plans to address this bottleneck will require bi-state involvement. Because of the importance in the region of community livability, the environment and national and international trade, plans to address the bottleneck must address a broad range of issues and include numerous stakeholders and the public.

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) recognizes the importance of trade corridors to the national economy and has designated I-5 within the Portland Vancouver region as a Priority Corridor under the National Trade Corridors and Borders Program. This means that I-5 is eligible to apply federal funds under the National Corridors and Borders Program.

### **RELATION TO PREVIOUS WORK**

The I-5 North Trade Corridor Study builds on work previously completed in FY 1999-2000 by ODOT and WSDOT in coordination with Metro and other jurisdictions. During the last fiscal year, the I-5 Trade Corridor Study applied for and received a grant from FHWA from the National Corridors and Borders Program for study of the I-5 Trade Corridor. Over the last fiscal year, the ODOT and WSDOT convened a Leadership Committee, made up of civic and business leaders from the bi-state area. After consideration of a range of possible approaches to the problems in the I-5 corridor, the committee concluded with recommendations that:

- The problems in the I-5 corridor are significant and will require a significant effort to address but that the region can not afford to do nothing.
- The Corridor needs to have a multi-modal approach to the problem that includes freight rail, highway, arterial and transit improvements in addition to policies and programs that reduce travel demand.
- Funding for the bridge and other improvements in the corridor will require the use of tolls, assuming the current structure of public funding.
- All jurisdictions in the bi-state area, both state legislatures and congressional delegations will need to work together to support projects, policies and programs for the corridor.

### **OBJECTIVES**

In FY 2001, the I-5 Trade Corridor Study will evaluate the range of possible rail, transit, highway and arterial projects that improve the flow of goods across the Columbia River and support the region's land use goals. The study will also identify reasonable demand management policies to reduce the need for additional capacity. The study will work with the public, business community, jurisdictions and agencies on both sides of the Columbia River to develop a corridor plan that supports the community's land use and economic vision for the area. The program will also develop a funding and phasing strategy for the plan, including working with state and congressional delegations to identify possible funding sources.

ODOT and WSDOT will co-lead the I-5 Trade Corridor Study with coordination with Metro, RTC and other jurisdictions and agencies. Metro staff will participate on the various advisory and technical committees that will oversee the work on this study.

Services, Products, Activities:

- Briefing of the Bi-State Transportation Committee, JPACT, Metro Council and other elected officials and agencies on the options for the corridor plan elements.
- Participating in the project management and advisory groups for the study to advise on the overall study direction and development of project milestones.

**I-5 NorthTrade Corridor Study**

- Participating in technical review committees to review travel demand forecasts, costs, land use issues and other technical study elements including an assessment of the effect of corridor options on the regional and national economy, mobility, access and land use goals.
- Participating in public outreach committees that oversee the nature and extent of efforts to involve the general population and persons of low-income minority and other special populations in the consideration of corridor options.

Customers, Clients or Target Groups:

I-5 North corridor improvements would affect travel patterns and land use in both the Metro and Clark County areas. This will affect the public at large, the shipping and carrier industries at large, the Ports of Portland and Vancouver, access to intermodal facilities and industrial area in North Portland and in Clark County and neighborhoods in both North Portland and Clark County. The I-5 Corridor also affects goods shipped from both Oregon and Washington as well as forming a critical link in the national shipping needs.

**PRODUCTS AND TARGETS**

Metro staff will participate with other agency staff, the public and elected officials to work together as one region to:

- Identify priorities for federal funding requests for the Corridor that have regional and bi-state support.
- Identify the rail, transit, highway and arterial projects for consideration as part of the I-5 Corridor plan and analyze their feasibility and extent to which they support land use goals.
- Identify public support for projects, policies and programs in the I-5 Corridor.
- Identify policies and programs that lead to reducing travel demand in the corridor
- Identify level of support from private sector, including the railroads, for the corridor plan.
- Identify a financing strategy and phasing plan.
- Begin seeking approval of the corridor plan.

**Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>	<b>Resources:</b>	<b><u>FY 2001</u></b>
FY -1 STP/ODOT Match	\$82,532		
Metro	\$ 4,468		
<hr/>			
<b>Total Resources</b>			
<hr/>			
<b>Requirements:</b>			
Personal Services	\$60,727	FY 00 PL	
Materials & Services	0	FY 00 STP/ODOT Match	
Inter-fund Transfers	\$26,273	FY 00 ODOT Supplemental	
Contingency		Metro	
Computer	0		
<b>Total Requirements</b>	<b>\$87,000</b>		
<hr/>			
<b>Full-Time Equivalent Staffing</b>			
Regular Full-Time Equivalent Staffing	0.660		
<b>Total Full-Time Equivalent</b>	<b>0.660</b>		

### **PROGRAM DESCRIPTION**

Resolution No. 00-2969B before the Metro Council for the purpose of adopting the 2000 Regional Transportation Plan provided for additional work with the regional business community. Specifically, the resolution stated: "That Metro will undertake an additional analysis of the region's transportation problems and solutions with various regional business coalitions in the metropolitan area and that JPACT, MPAC and the Metro Council consider resulting modifications or refinements to the RTP within one year of this additional effort."

This work program would undertake a series of activities designed to engage the business community in the Regional Transportation Planning process, to establish partnerships and to develop agreement on a 3-5 year Action Plan for implementation.

### **RELATION TO PREVIOUS WORK**

This work program would build upon work completed as part of the 2000 RTP, the Commodity Flow Analysis and the I-5 Trade Corridor study. Additional outreach would be performed to further identify business transportation needs within the region. Existing data and models would be analyzed to address more specifically the identified needs and problems and to propose solutions. These problems and solutions would then be presented to area business coalitions and a joint government/business action plan developed for implementation of agreed upon priorities.

### **OBJECTIVES**

- Increase awareness on the part of public agencies of the transportation needs and priorities of businesses in the metropolitan area.
- Coordinate activities with the Transportation Summit and other related efforts.
- Develop a common understanding regarding transportation and land use planning concepts and principles.
- Establish a process for involving the regional business community in regional transportation planning decisions.
- Create joint business/government ownership of transportation problems and a partnership to develop a more efficient and effective transportation system.

### **PRODUCTS AND TARGETS**

- Meet with stakeholder groups and individuals throughout the region to finalize a scope of work for this work program.
- Establish a single business advisory committee to oversee this work program at key points throughout the process.
- Conduct interviews and workshops with representatives of the regional business community to identify specific business transportation needs and priorities.
- Analyze problems identified by stakeholders. Current budget allows use of existing data from recent and on-going studies as well as limited new analyses.
- Develop agreement with the business advisory committee on how 2000 RTP projects can be better prioritized or how new projects could be developed to address the most critical needs.
- Propose a short list of projects and processes to address key concerns identified, above, and to be included in the RTP, as necessary.
- Through workshops or other public involvement techniques, establish agreement on a short-term (approximately 3-5 year) Action Plan, including specific processes, policies and projects, with deadlines, to implement identified priorities. Medium-term goals may be developed as well. This Action Plan may include specific transportation finance strategies identified by the Transportation Summit.
- Obtain TPAC, JPACT and Metro Council approval of the recommended Action Plan.
- Produce and distribute final brochure or other outreach materials to highlight Action Plan.

## ***RTP BUSINESS PARTNERSHIPS***

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### **Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>
FY 01 PL	\$ 61,350
FY 01 Section 5303	\$ 10,000
FY 01 STP/ODOT Match	\$ 52,575
FY 01 ODOT Supplemental	\$ 30,000
Metro	\$ 10,075

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<b>Total Resources</b>	<b>\$ 164,000</b>
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<b>Requirements:</b>	
Personal Services	\$ 101,136
Materials & Services	\$ 20,000
Interfund Transfers	\$ 40,164
Computer	\$ 2,700

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<b>Total Requirements</b>	<b>\$ 164,000</b>
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<b>Full-Time Equivalent Staffing</b>	
Regular Full-Time Equivalent Staffing	1.393

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<b>Total Full-Time Equivalent</b>	<b>1.393</b>
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## **CORRIDOR INITIATIVES PROGRAM**

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### **PROGRAM DESCRIPTION**

As provided by the State Transportation Planning Rule, the 2000 Regional Transportation Plan (RTP) calls for completion of a number of specific corridor refinements and studies. The RTP has identified significant needs in these areas, which require further analysis before a specific project can be developed. The Corridor Initiatives Program would establish the region's approach to completion of those refinements and studies. This work program would: prioritize completion of the corridor studies, identify the resources necessary to complete them and address a number of common scope and technical issues.

If appropriate based on the first phase of the work program, above, this work program would also allow for commencement of scoping and background analysis of a selected priority corridor.

The completion of corridor studies has become more complex and expensive. The need to include multi-modal alternatives, develop transportation that supports communities in the 2040 plan and address the Endangered Species Act, Goal 5 and federal environmental streamlining objectives requires extensive additional technical analysis. In addition, fiscal constraints necessitate that studies include a financial plan. Adequately addressing these issues will require more resources than are currently available through Metro or ODOT.

### **RELATION TO PREVIOUS WORK**

Chapter 6 of the RTP describes a number of corridor needs and outlines specific issues and design elements to be addressed. The TPR requires prompt completion of corridor refinements and studies as part of a TSP. This is a new work program designed to further develop an implementation plan for the corridor studies listed in the RTP.

### **OBJECTIVES**

- Identify interests and concerns of regional partners associated with completion of Corridor Studies and Refinements listed in the 2000 RTP
- Outline general approach for major steps in project development (e.g. Purpose/Need, Alternatives Analysis, etc.)
- Propose funding approach for completion of Corridor Studies and Refinements
- Prioritize completion of Corridor Studies and Refinements
- Initiate priority Corridor Study

### **PRODUCTS AND TARGETS**

- Establish technical advisory process for involving regional partners
- Research common issues for various steps in project development
- Review status and major issues associated with 16 Corridor Studies and Refinements listed in the 2000 RTP
- Estimate budget issues associated with completion of Corridor Studies and Refinements
- Investigate possible funding sources for Corridor Studies and Refinements
- Obtain TPAC and JPACT approval of Corridor Initiative Program
- Identify funding for, and commence work on, priority corridor identified, above.

## **CORRIDOR INITIATIVES PROGRAM**

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### **Budget Summary**

<b>Resources:</b>	<b><u>FY 2001</u></b>
FY 01 PL	\$ 20,144
FY 01 Section 5303	\$ 20,000
FY 01 STP/ODOT Match	\$ 60,493
FY 01 ODOT Supplemental	\$ 55,000
Metro	\$ 10,363

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<b>Total Resources</b>	<b>\$ 166,000</b>
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<b>Requirements:</b>	
Personal Services	\$ 106,013
Materials & Services	\$ 15,000
Interfund Transfers	\$ 42,287
Computer	\$ 2,700

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<b>Total Requirements</b>	<b>\$ 166,000</b>
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<b>Full-Time Equivalent Staffing</b>	
Regular Full-Time Equivalent Staffing	1.350

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<b>Total Full-Time Equivalent</b>	<b>1.350</b>
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## **OTHER PROJECTS OF REGIONAL SIGNIFICANCE**

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### **Clackamas and Washington County Arterial ITS Master Plans**

In fiscal year FY 00-01, both Clackamas and Washington County will prepare master plan documents for deployment of comprehensive arterial ITS management systems on significant facilities, including inventory of controller and signal equipment status and compatibility, field device communication concepts and routing, preliminary evaluation of surveillance needs and locations, preliminary evaluation of onstreet variable message signage needs and locations and management center hardware and software requirements. Additional projects funds have been allocated in FY 02 and 03 for first phase preliminary engineering and signal timing plan development to support procurement and deployment of equipment. A critical aspect of the planning work will be to assure compatibility of county arterial management systems with the regional ITS architecture and national ITS standards.

#### **Resources**

#### **FY 2001**

FY 01 Regional STP  
FY 01 CMAQ

\$ 70,000  
\$130,000

(This report will be added to the FY 2000-01 UWP, pages 40-48.)

## **TRANSPORTATION PLANNING COMMITTEE REPORT**

### **CONSIDERATION OF RESOLUTION NO. 00-2990A, FOR THE PURPOSE OF APPROVING AMENDMENTS TO THE FY 2001 UNIFIED WORK PLAN**

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Date: October 18, 2000

Presented by: Councilor Kvistad

**Committee Recommendation:** At its October 17 meeting, the Committee considered Resolution No. 00-2990A and voted unanimously to send the resolution to the Council as amended. Voting in favor: Councilors Kvistad and McLain and Chair Monroe.

**Background:** Federal regulations require that Metro annually adopt a unified work plan for the Transportation Planning Department. Occasionally plan amendments are required when a particular project is dropped or funding is received for a new program or project.

**Committee Discussion:** Andy Cotugno, Transportation Planning Director, presented the staff report. He explained that the purpose of the proposed resolution was to amend the FY 2001 unified work plan (UWP). He noted that the current plan included the initiation of work on a Highway 217 corridor study. However, the study was dependent upon the receipt of funding from the Oregon Department of Transportation (ODOT) and Washington totaling 50% of the total budget for the study. Both ODOT and the county have advised Metro that they do not wish to fund the study at this time. Therefore, the proposed resolution would amend the UWP to reallocate the \$630,000 in Metro funds allocated for the study to other purposes. The resolution also would make certain technical changes in the plan to address recent changes in federal regulatory requirements.

The funds would be reallocated in the following manner:

- 1) Corridor Initiatives Program (\$166,000)—Given the inability to initiate the 217 study, this program would be established to review the current process for identifying and conducting corridor studies. Recommendations would be made related to the level of interest in continuing corridor studies, prioritizing a list of corridor studies, funding approaches and establishing a methodology for conducting corridor studies. A total of 1.35 FTE would be assigned to the program.
- 2) Regional Transportation Plan (RTP) Business Partnerships (\$164,000)—The region's business community has expressed interest in working with Metro to implement the recently adopted RTP, with a particular emphasis on financing issues. The partnership program would include coordinating efforts of the regional transportation summit, establish a business advisory committee, address issues of particular interest to the business community (commodity flow, freight), and develop a 3-5 year action plan. A total of 1.393 FTE would be assigned to the partnership program.
- 3) TCSP Eastside Urban Reserve Planning (\$154,000)—The region has received a federal grant (Transportation and Community and System Preservation Pilot Program for planning in the Damascus/Pleasant Valley Urban Reserve Area. The funding would allow Metro to participate in the planning through providing travel forecasting information and in the development of a transportation network. A total of 1.056 FTE would be assigned to this work.

- 4) I-5 Trade Corridor Study (\$87,000)—Funding would allow Metro to provide additional travel forecasting, land use impact and evaluation assistance to the corridor study. In addition, Metro would provide enhanced public outreach assistance to the study. A total of .66 FTE would be assigned to this work.

The technical amendments included in the proposed resolution include:

- 1) Recognition of funding for the development of the Washington and Clackamas County Arterial ITS Master Plans
- 2) Recognition of the need to address environmental justices issues related to the implementation of the RTP, and
- 3) The need to assist transit operators in the development of elderly and disabled service plans within the transit-planning program.

Councilor McLain questioned the need to fund ITS planning work, given the questionable value of the freeway-based traffic information signs that are part of the current ITS program. Cotugno responded that the master planning in Washington and Clackamas Counties would focus primarily on synchronized signaling systems on arterial streets and tying the systems in these counties to projects already completed in Portland and Multnomah County.

Councilor Bragdon asked why there is no reference to financing in the business partnerships program description. Cotugno answered that the discussion of financing was included in other portions of the work plan.

Council Analyst Houser asked if any of the new programs would require additional Metro funding in future fiscal years. Cotugno responded that the business partnership and corridor initiatives programs could include additional funding needs depending on the outcome of the work completed during the current fiscal year.

Councilors Kvistad and McLain expressed concern about the deletion of all references to the Highway 217 study. They noted that, while the study will not occur during the current fiscal year, improvements in the corridor will be critical to future implementation of the RTP. Councilor Kvistad suggested that the language be retained with additional language, which notes that the study is not being initiated at this time. The committee agreed to this change. Cotugno indicated that the amendment language would be considered by JPACT at its October 19 meeting and, if approved, would be included in the Council agenda packet for the October 26 meeting.

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 00-2990A FOR THE PURPOSE OF APPROVING AMENDMENTS TO THE FY 2001 UNIFIED WORK PROGRAM.

Date: September 20, 2000

Presented by Andrew C. Cotugno

## PROPOSED ACTION

This resolution would amend the FY 2001 Unified Work Program (UWP) to conduct follow-up work to the Regional Transportation Plan for business outreach activities, corridor planning, and environmental justice, as well as add additional Metro staff activities in conjunction with I-5 Trade Corridor Study and the TCSP Eastside Urban Reserve Planning. Exhibit A to the resolution also corrects minor technical errors. The Highway 217 Corridor Study is proposed to be dropped from this year's work program.

## FACTUAL BACKGROUND AND ANALYSIS

The FY 2001 Unified Work Program (UWP) describes the transportation planning activities to be carried out in the Portland-Vancouver metropolitan region during the fiscal year beginning July 1, 2000. Included in the document are federally-funded studies to be conducted by Metro, Regional Transportation Council (RTC), the Oregon Department of Transportation (ODOT), the City of Portland, Tri-Met and local jurisdictions. Major commitments continue for implementing the adopted Regional Transportation Plan, developing alternatives in the South Corridor, and increasing the communication of transportation system performance, needs and proposed plans. In addition, it includes a greater emphasis on freight planning and further advancements in travel modeling in cooperation with Los Alamos National Laboratories.

Since the UWP was adopted, a number of actions have occurred that warrant its revision. First, full funding for the Highway 217 corridor study was not achieved. Concerns were raised as to the scope and expectations of the study, particularly in relationship to other regional needs. Second, adoption of the RTP identified the immediate need to respond to issues identified by the business community. Their issues included evaluating the impact of congestion on business, the lack of a finance plan, and general communication and outreach concerns. Third, additional resources are needed for travel forecasting as part of the TCSP Eastside Urban Reserve Planning and for Metro staff support to the I-5 Trade Corridor Study.

This resolution addresses those needs.

## EXISTING LAW

Federal transportation agencies (Federal Transit Administration [FTA] and Federal Highway Administration [FHWA]) require an adopted or adopted, as amended, Unified Planning Work Program as a prerequisite for receiving federal funds.



## BUDGET IMPACT

The UWP amendment matches the resources reflected in the Metro budget adopted by the Metro Council in June 2000.

Approval will mean that existing grants can be submitted and contracts executed so work can commence on the new activities described in the exhibit to the resolution and in accordance established Metro priorities.

MGH:rmb

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*Agenda Item Number 8.2*

**Resolution No. 00-2991**, For the Purpose of Modifying the Existing Intergovernmental Agreement  
Specifying Roles and Responsibilities for the Bi-State Transportation Committee

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF MODIFYING THE ) RESOLUTION NO. 00-2991  
EXISTING INTERGOVERNMENTAL AGREEMENT )  
SPECIFYING ROLES AND RESPONSIBILITIES FOR ) Introduced by  
THE BI-STATE TRANSPORTATION COMMITTEE ) Councilor Jon Kvistad,  
JPACT Chair

WHEREAS, Metro established a Bi-State Transportation Committee to develop recommendations to the Joint Policy Advisory Committee on Transportation (JPACT) and the Southwest Washington Regional Transportation Council (RTC) on bi-state transportation issues (Resolution No. 99-2778); and

WHEREAS, Metro and RTC approved an Intergovernmental Agreement specifying roles and responsibilities for the Bi-State Transportation Committee; and

WHEREAS, The Bi-State Transportation Committee has identified modifications to the Intergovernmental Agreement that would allow the agreement to reflect the committee's practice in the past year.

BE IT RESOLVED:

1. That Metro and RTC authorize the modifications to the existing Intergovernmental Agreement (as substantially reflected in Exhibit A) specifying the roles and responsibilities of the Bi-State Transportation Committee.

ADOPTED by the Metro Council this \_\_\_\_\_, day of \_\_\_\_\_, 2000.

Approved as to Form:

\_\_\_\_\_  
David Bragdon, Presiding Officer

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

ADOPTED by the Board of Directors of the Southwest Washington Regional Transportation Council this \_\_\_\_\_ day of \_\_\_\_\_, 2000.

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Royce E. Pollard  
Mayor, City of Vancouver and RTC Chair

**Intergovernmental Agreement**  
**Specifying the Roles and Responsibilities of a**  
**Joint JPACT and RTC Bi-State Transportation Committee**

**Role**

The Bi-State Transportation Committee shall review all issues of major bi-state significance for transportation and present recommended actions to RTC and JPACT.

JPACT and RTC Board shall take no action on an issue of bi-state significance without first referring the issue to the Bi-State Transportation Committee for their consideration and recommendation. Any member of JPACT or the RTC Board may request referral of an item for consultation prior to action, but it takes a majority of the JPACT or RTC Board to refer an item to the Bi-State Transportation Committee. The Bi-State Committee members may also select items for consideration.

**Membership**

~~JPACT and RTC Board will nominate membership in the Bi-State Transportation Committee.~~ Membership will be drawn from agencies serving on JPACT and RTC Board with representation in Washington from the Washington Department of Transportation, C-TRAN, City of Vancouver, one of the smaller cities in Clark County, Clark County and the Port of Vancouver. In Oregon, membership will be from Oregon Department of Transportation, Tri-Met, one of the Counties of the tri county region, City of Portland, Metro, the Port of Portland and a smaller city from Multnomah County. Each agency shall select their member for the Bi-State Transportation Committee and shall also identify an alternate member.

The Bi-State Transportation Committee may create working groups on a topical basis that involve other elected officials and business or community representatives as needed.

Membership will be valid as long as the member is a member of JPACT and the RTC Board or appointed by JPACT or RTC Board.

**Chair and Vice Chair**

The Bi-State Transportation Committee shall elect its Chair and Vice-Chair. The Chair and Vice-Chair shall not be representatives of the same state.

**Voting**

Each member will have one vote. A simple majority vote is needed to pass an action item. A quorum is needed for a vote to be valid.

## **Quorum**

A quorum is defined as four members from each state for a total of eight.

## **Reporting**

The Bi-State Transportation Committee shall ~~report to JPACT and the RTC Board semi-annually to alert JPACT and the RTC Board the full committees on issues of bi-state significance and the schedule for upcoming action items.~~

The Bi-State Transportation Committee shall submit an annual report to JPACT and RTC Board that highlights the committee's major accomplishments and progress over the last year. The report will be distributed to JPACT and RTC Board one year after the date of their first meeting and annually on each subsequent year.

Minutes of each meeting shall be taken and shall be distributed for approval at the subsequent Bi-State Transportation Committee meetings.

## **Amendment**

Any amendment to this agreement shall require the approval of JPACT, the Metro Council and RTC Board.

## **Termination**

Termination of this agreement and the Bi-State Transportation Committee will require written notice sixty (60) days prior to the termination date proposed by JPACT or RTC Board.

## **Meeting Location**

Meetings will alternate between sites in Oregon and Washington.

## **Public Notice**

The public shall be notified of the Bi-State Transportation Committee meetings consistent with other public meeting notices required by Metro or RTC.

## **Administrative Support**

Metro and RTC shall share in the costs for administrative support and staffing to the Bi-State Transportation Committee.

## **Budget/Expenses**

Expenses for conducting Bi-State Transportation Committee meetings shall be equally shared between Metro and the RTC.



## **TRANSPORTATION PLANNING COMMITTEE REPORT**

CONSIDERATION OF RESOLUTION NO. 00-2991, FOR THE PURPOSE OF MODIFYING THE EXISTING INTERGOVERNMENTAL AGREEMENT SPECIFYING ROLES AND RESPONSIBILITIES FOR THE BI-STATE TRANSPORTATION COMMITTEE

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Date: October 18, 2000

Presented by: Councilor Monroe

**Committee Recommendation:** At its October 17 meeting, the Committee considered Resolution No. 00-2990A and voted 2-0 to send the resolution to the Council for adoption. Voting in favor: Councilor Bragdon and Chair Monroe.

**Background:** The Bi-State Transportation Committee was initiated in September 1999 to provide a forum for elected officials and transportation agency representatives to engage in an in-depth discussion of transportation issues that affect both the Portland area and Clark County in Washington. It was agreed that the committee's bylaws would be reviewed after a year of operation to determine if any changes were needed.

**Committee Discussion:** Andy Cotugno, Transportation Planning Director, presented the staff report. He explained that the purpose of the proposed resolution was to amend the Bi-State Committee bylaws. The three specific changes would include: 1) allowing committee members to identify agenda items, 2) clarifying that the agencies with representation on the committee would select their members, and 3) that the committee would request the scheduling of items for JPACT and the RTC as needed, rather than reporting semi-annually to these groups.

Councilor Kvistad was not present during the original committee discussion, but during councilor communications he expressed his opposition to the provision in the resolution that allowed the committee to initiate its own agenda items. He noted that the committee was a subcommittee of JPACT and the RTC and, therefore, these oversight committees should drive its agenda. Councilor Monroe responded that the committee was not really a subcommittee and that its membership included elected officials that should have the freedom to raise issues of interest to them and their constituents.

## STAFF REPORT

### FOR THE PURPOSE OF MODIFYING THE EXISTING INTERGOVERNMENTAL AGREEMENT SPECIFYING ROLES AND RESPONSIBILITIES FOR THE BI-STATE TRANSPORTATION COMMITTEE

Date: September 29, 2000

Presented by: Andrew C. Cotugno

#### PROPOSED ACTION

Approval of this resolution would modify the existing Intergovernmental Agreement for the Bi-State Transportation Committee to bring it in line with the practice that the committee has developed over their first year of operation. The modifications include the following:

- Clarify that Bi-State Committee members may identify agenda items for discussion in addition to those referred to them by the Joint Policy Advisory Committee on Transportation (JPACT) and the Southwest Washington Regional Transportation Council (RTC).
- Clarify that the agencies named in the Intergovernmental Agreement to serve on the committee shall select their member and alternate.
- Clarify that the Bi-State Committee is responsible for scheduling bi-state issues for JPACT and RTC action as needed, instead of reporting to JPACT and RTC semi-annually.

The Bi-State Transportation Committee discussed these changes to the Intergovernmental Agreement at their September 2000 meeting and approved a motion to submit them to Metro and RTC for approval.

#### EXISTING LAW

Metro is the designated Metropolitan Planning Organization (MPO) for federal transportation planning purposes. Metro has the authority to create subcommittees such as the Bi-State Transportation Committee to help meet its roles and responsibilities as the regional transportation planning agency.

#### BACKGROUND AND ANALYSIS

In May of 1999 JPACT and RTC approved the creation of a Bi-State Transportation Committee to develop recommendations to JPACT and RTC on bi-state transportation issues. As part of the establishment of the new committee, Metro and RTC adopted an Intergovernmental Agreement specifying the roles and responsibilities of the Bi-State Transportation Committee. The committee began meeting in September 1999.

Based on their operating experience over the last year, the Bi-State Transportation Committee identified a few modifications to the Intergovernmental Agreement to better reflect the committee's operating procedures.

BUDGET IMPACT

None.

CD:rmb

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*Agenda Item Number 8.3*

**Resolution No. 00-2993**, For the Purpose of Confirming the Appointment of Kay Dean Toran to the Metropolitan Exposition-Recreation Commission.

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber

BEFORE THE METRO COUNCIL

For the purpose of confirming	) Resolution No. 00-2993
the appointment of Kay Dean Toran	)
to the Metropolitan Exposition-	) Introduced by Mike Burton
Recreation Commission	) Executive Officer

WHEREAS, the Metro Code, Section 6.01.030, provides that the Council confirms members to the Metropolitan Exposition-Recreation Commission; and

WHEREAS, City of Portland appointee Baruti Artharee has resigned; and

WHEREAS, City of Portland Commissioner Dan Saltzman has nominated Kay Dean Toran to fill that position; and

WHEREAS, the Executive Officer has accordingly appointed Kay Dean Toran to serve on the commission starting immediately; and

WHEREAS, the Council finds that Kay Dean Toran has the experience and expertise to make a substantial contribution to the critical work ahead before the commission; now therefore,

BE IT RESOLVED,

That Kay Dean Toran is hereby confirmed for appointment as a member of the Metropolitan Exposition-Recreation Commission beginning immediately.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 2000.

\_\_\_\_\_  
David Bragdon, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## STAFF REPORT

### CONSIDERATION OF RESOLUTION 00-2993 FOR THE PURPOSE OF CONFIRMING THE APPOINTMENT OF KAY DEAN TORAN AS A MEMBER OF THE METROPOLITAN EXPOSITION-RECREATION COMMISSION

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Date: September 26, 2000

Presented by: Mike Burton

#### EXISTING LAW

Metro Code, Section 6.01.030, provides that the Council confirms members to the Metropolitan Exposition-Recreation Commission and that the City of Portland has two seats on that commission. The candidates must be residents of the City of Portland.

#### BACKGROUND

Baruti Artharee submitted his resignation from the Metropolitan Exposition-Recreation Commission to which he was appointed by the City of Portland in 1994 to one of their two seats. Commissioner Dan Saltzman nominated Kay Dean Toran to replace Mr. Artharee. Metro Executive Officer Mike Burton interviewed Ms. Toran, determined she is willing and able to serve, and concurs with Commissioner Saltzman's nomination. Her resume is attached.

#### BUDGET IMPACT

None

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution 00-2993 to confirm the appointment of Kay Dean Toran to the Metropolitan Exposition-Recreation Commission and to begin serving immediately. Because the current code section regarding the commission does not designate term limits or number of terms, Ms. Toran will serve until otherwise notified.



## **Kay Dean Toran**

4008 N.E. 30<sup>th</sup> Ave  
Portland, Oregon 97212  
(503) 235-8655

### **MAJOR SKILLS**

PUBLIC ADMINISTRATION	COMMUNICATIONS
STAFF SUPERVISION	PUBLIC RELATIONS
POLICY FORMULATION	LEGISLATIVE TESTIMONY
BUDGET MANAGEMENT	CONFERENCE MANAGEMENT

### **EDUCATION**

Masters of Social Work	(Social Welfare Planning and Administration)
Portland State University	School of Social Work
Bachelor's of Art	(Sociology, Psychology, and Philosophy)
University of Portland	School of Liberal Arts

### **EMPLOYMENT HISTORY**

President/CEO Volunteers of America Oregon Portland, Oregon 97212	7/99 to Present
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Volunteers of America is a national human services non-profit delivering services at the local level. In Oregon, services are provided through three divisions: Children and Families, Community Corrections and Senior Services.

Services provided by the Children and Families division include child day care; relief/crisis nursery; Early Head Start; Parent Education; parent and child development services; domestic violence programs and a family services center. In Community Corrections, the services include: residential treatment programs for substance abuse; student attendance initiative; gang transition services; juvenile detention monitoring; and an adolescent girls shelter. In Senior Services there are four adult day care centers and a HUD contract to develop affordable housing in Estacada, Oregon. The Agency has 200 full time staff and a budget of \$12,000,000.

Director State Office for Services to Children and Families Department of Human Resources Salem, Oregon	5/94 to 5/99
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The agency provides child protective services, foster care, adoption services, in home and residential treatment services to Oregon's abused and neglected children. The agency was comprised of 2,000 staff with a budget of \$490,000,000

Multnomah County Regional Administrator  
Multnomah County Assistant Regional Administrator

1/92 to 5/94  
1/91 to 1/92

Clackamas Branch Manager  
Office for Services to Children and Family

7/90 to 1/91

Agency providing child protective services on the regional level. Region has 750 employees and a budget of \$90,000,000.

Administrator of Purchasing Division  
Department of General Services  
Salem, Oregon

5/86 to 6/90

Purchasing director for the state of Oregon. The division had a staff of 32 full time positions with a \$12,000,000 budget.

Director of Affirmative Action Office (Assistant to the Governor)  
Office of the Governor  
State of Oregon

1979 to 1987

The position was responsible for providing the leadership for affirmative action in the executive branch of government. The Director reports to the governor of the state.

## OTHER EMPLOYMENT

Deputy Director – Field Operations  
Branch Manager – Multnomah Region  
Adult and Family Services  
Department of Human Resources

Director – Learning Center (Assistant Professor of Social Work)  
Graduate School of Social Work, Portland State University

## PROFESSIONAL AFFILIATION/CIVIC INVOLVEMENT

- |                     |   |   |
|---------------------|---|---|
| Board of Directors: | <ul style="list-style-type: none"><li>▪ Business Youth Exchange, 1985-1989</li><li>▪ Mental Health Services West, 1983-1995</li><li>▪ Portland Chapter, Links Inc., President, 1984-1995</li><li>▪ The Walker Institute, Vice - President, President</li><li>▪ Linfield College, Board of Trustees, 1994-2000</li></ul> | <ul style="list-style-type: none"><li>▪ Portland State University Foundation, 1984-1989; 1999 - Present</li><li>▪ Oregon Law Foundation, 1990-1995</li><li>▪ Catlin Gable School, 1980-1984</li><li>▪ Oregon Art Institute, 1989-1993</li><li>▪ Cable Regulatory Commission, 1990-Present</li></ul> |
|---------------------|---|---|

*Agenda Item Number 8.4*

**Resolution No. 00-2994**, For the Purpose of Amending the Metropolitan Transportation Improvement Program (MTIP) to Include \$370,000 of State Transportation Enhancement Funds for the Portland Gateway Project.

Metro Council Meeting  
Thursday, October 26, 2000  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE	)	RESOLUTION NO. 00-2994
METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM (MTIP) TO	)	Introduced by
INCLUDE \$370,000 OF STATE	)	Councilor Jon Kvistad, Chair
TRANSPORTATION ENHANCEMENT FUNDS	)	JPACT
FOR THE PORTLAND GATEWAY PROJECT		

WHEREAS, Metro maintains a Metropolitan Transportation Improvement Program (MTIP) and ODOT maintains and State Transportation Improvement Program (STIP) that tracks federal funding for significant transportation projects in the Portland urban area; and

WHEREAS, Federal planning regulations require that all revisions of the STIP that effect changes to the regional transportation system within Metro's jurisdiction must also be included in the MTIP; and

WHEREAS, The six-year federal transportation bill (TEA-21) authorized annual appropriations of Transportation Enhancement funds to the State of Oregon in federal fiscal years (FY) 1998 through 2003; and

WHEREAS, The Oregon Transportation Commission (OTC) suballocated the annual statewide sums for distribution to a Statewide Transportation Enhancement Program and a separate allocation of \$1.4 million annually to Region 1; and

WHEREAS, Metro, in agreement with ODOT Salem Headquarters staff and the Region 1 Manager, assigned the FY 1998-2003 Region 1 Transportation Enhancement funds to projects during the Priorities 2000 MTIP Update; and

WHEREAS, The Statewide program operated a separate project solicitation and selection process after conclusion of the Priorities 2000 Update; and

WHEREAS, The statewide process selected the "Portland Gateway" project in Linnton, consisting of constructing a landscaped center median on US 30 with street trees through the Linnton neighborhood, for allocation of \$370,000 of Enhancement funds for obligation in FY 2001; and

WHEREAS, The FY 2000-2003 STIP included the project but no request was ever made by the statewide Transportation Enhancement coordinator to authorize obligation of the funds in the MTIP; and

WHEREAS, Metro has allocated \$70,000 of Regional Environmental Management's Rehabilitation and Enhancement Grant funds for the project; and

WHEREAS, The statewide Enhancement funds do not reduce the Region 1 program and come with their own federal obligation limitation. Now, therefore,

BE IT RESOLVED:

1. The MTIP is amended to authorize obligation of \$370,000 of federal Transportation Enhancement funds for design and construction of the Portland Gateway project in Linnton.

2. Metro Staff is authorized to coordinate programming of the funds with respect to work phase and obligation date.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 2000.

---

David Bragdon, Presiding Officer

Approved as to Form:

---

Daniel B. Cooper, General Counsel

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9/25/2000

## **TRANSPORTATION PLANNING COMMITTEE REPORT**

CONSIDERATION OF RESOLUTION NO. 00-2994, FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO INCLUDE \$370,000 OF STATE TRANSPORTATION ENHANCEMENT FUNDS FOR THE PORTLAND GATEWAY PROJECT

-----  
Date: October 18, 2000

Presented by: Councilor McLain

**Committee Recommendation:** At its October 17 meeting, the Committee considered Resolution No. 00-2994 and voted unanimously to send the resolution to the Council for adoption. Voting in favor: Councilors Kvistad and McLain and Chair Monroe.

**Background:** The Metropolitan Transportation Improvement Plan must be amended to recognize the receipt of funds and programming for any new transportation projects.

**Committee Discussion:** Andy Cotugno, Transportation Planning Director, presented the staff report. He explained that the purpose of the proposed resolution was to recognize the receipt of \$370,000 in state transportation funds for a project to make improvements along Highway 30 in the Linnton area. The proposed project is a part of the Highway 30 corridor study. It would include a landscaped median and other improvements that would provide for enhanced traffic calming in the Linnton area. The project also will be supported by a \$70,000 grant of solid waste enhancement funds approved by the Metro Central Enhancement Committee.

The committee had no questions.



## STAFF REPORT

### FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO INCLUDE \$370,000 OF STATE TRANSPORTATION ENHANCEMENT FUNDS FOR THE PORTLAND GATEWAY PROJECT

Date: September 25, 2000

Presented by: Andrew C. Cotugno

## PROPOSED ACTION

This resolution would amend the Metropolitan Transportation Improvement Program (MTIP) to authorize programming \$370,000 of Transportation Enhancement funds to design and construct "Portland Gateway" street amenities on US 30, through Linnton, consistent with programming already approved in the State Transportation Improvement Program (STIP). This resolution also authorizes staff to coordinate programming of the funds as necessary with respect to phase of work and anticipated year of obligation.

## EXISTING LAW

23 Code of Federal Regulations (CFR) Part 450 specifies that the STIP must incorporate the MTIP without change. Unless this amendment of the MTIP is approved by Metro, FHWA will not approve a request by ODOT to obligate funds for project design or construction.

## BUDGET IMPACT

The Transportation Enhancement funds programmed by this action have no direct bearing on Metro finances. However, Metro's Regional Environmental Management Department's Rehabilitation and Enhancement Grant program has pledged \$70,000 toward construction of the project. Failure to program the funds would conceivably free the grant funds for other purposes.

The project budget is summarized below:

Transportation Enhancements	\$370,000
Metro REM Rehab & Enhancement Grant	\$ 70,000
Other ODOT funds	\$ 10,000
<b>Total</b>	<b><u>\$450,000</u></b>

The project's anticipated phasing is as follows:

PE	\$ 90,000
Construction	<u>\$360,000</u>
<b>Total</b>	<b><u>\$450,000</u></b>

## BACKGROUND AND ANALYSIS

Metro maintains a Metropolitan Transportation Improvement Program (MTIP) and ODOT maintains and State Transportation Improvement Program (STIP). Both documents track federal funding for significant transportation projects in the Portland urban area. Federal planning regulations require that all revisions of the STIP that effect changes to the regional transportation system within Metro's jurisdiction must also be included in the MTIP.

Since 1992, when Congress established the Transportation Enhancement program, Metro has cooperated with ODOT to allocate these funds in the Portland urban area. This process was continued during the last MTIP/STIP update (Priorities 2000). The update reaffirmed programming of \$5.6 million of funds approved in the FY 98 MTIP and allocated another increment of \$2.8 million anticipated in FY 02 and FY 03.

However, during the 2000 STIP update, ODOT established a Statewide Transportation Enhancement program. It was funded with the increment of funds authorized by TEA-21 that was higher than had been originally forecast and allocated in the FY 98 STIP cycle. During a project solicitation and ranking process managed by ODOT, the "Portland Gateway" project, on US 30 through Linnton, was selected, with input from Metro, and approved for funding by the Oregon Transportation Commission.

The Linnton neighborhood lies at the western limits of the City of Portland and within the boundaries that define communities eligible for grants from Metro's Central Enhancement account. The project, which is recommended in the US 30 Corridor Study, would construct a landscaped median in the highway and provide street trees through Linnton. Aside from making an attractive gateway, the amenities are expected to help passively moderate travel speeds through Linnton and thus mitigate effects of the state highway on the town. In order to receive federal approval for obligation of the funds, ODOT has requested that the project be authorized in the MTIP.

TW:rmb  
9/25/2000

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600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 | FAX 503 797 1797



METRO

OCT 26 2000

October 26, 2000

The Honorable David Bragdon  
Presiding Officer  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Presiding Officer Bragdon:

At its regularly scheduled meeting on October 25, 2000, the Metro Policy Advisory Committee (MPAC) took action on Metro Ordinance 00-879A, Amendments to the Regional Framework Plan.

It was moved by Mayor Vera Katz, and seconded by Commissioner Lisa Naito that a recommendation to pass the above mentioned Ordinance (00-879A) be forwarded to the Metro Council. That motion was passed unanimously.

If you have any questions, or would like a copy of the minutes for the Council Record, please contact me.

Sincerely,

Cathy Kirchner  
Administrative Assistant  
MPAC Staff Support

cc: Lou Ogden, MPAC Chair

# MINUTES OF THE METRO COUNCIL MEETING

October 19, 2000

Metro Council Chamber

Councilors Present: David Bragdon (Presiding Officer), Susan McLain, Ed Washington, Rod Park, Rod Monroe, Jon Kvistad

Councilors Absent: Bill Atherton (excused)

**Presiding Officer Bragdon** convened the regular council meeting at 2:02 p.m. He noted that Councilor Atherton was excused for a family emergency.

## 1. INTRODUCTIONS

There were none.

## 2. CITIZEN COMMUNICATIONS

There were none.

## 3. EXECUTIVE OFFICER COMMUNICATIONS

There were none.

## 4. AUDITOR COMMUNICATIONS

**Alexis Dow**, Metro Auditor, presented a status report of audit recommendations, and a list of audit recommendation with no action, copies of which are included in the meeting record.

## 5. MPAC COMMUNICATIONS

There were none. Presiding Officer Bragdon said the last Metro Policy Advisory Committee (MPAC) meeting was cancelled, and the next meeting would be on October 25, 2000.

## 6. CONSENT AGENDA

### 6.1 Consideration of Minutes of the October 12, 2000, Regular Council Meeting

**Motion:** **Councilor Park** moved to adopt the meeting minutes of the October 12, 2000, regular council meeting.

**Seconded:** **Councilor Washington** seconded the motion.

**Vote:** The vote was 6 aye/ 0 nay/ 0 abstain. Councilor Atherton was absent. The motion passed.

## 7. ORDINANCES – FIRST READING

- 7.1 **Ordinance No. 00-860**, For the Purpose of Adding a New Chapter 2.19 to the Metro Code Relating to Advisory Committees

**Presiding Officer Bragdon** referred Ordinance No. 00-860 to the State and Federal Legislative Agenda Committee.

8. **ORDINANCES – SECOND READING**

- 8.1 **Ordinance No. 00-871A**, For the Purpose of Completing Council Consideration of Urban Growth Boundary Amendments Required by ORS 197.299, Completing Periodic Review Work Task 1 and Adopting Amendments to the Regional Framework Plan and Section 3.01 of the Metro Code

**Ken Helm**, Assistant Counsel, reviewed Exhibit D (Findings and Conclusions) of Ordinance No. 00-871. A copy of Exhibit D includes information presented by Mr. Helm and is included in the meeting record.

**Councilor Monroe** asked if the inventory includes land that the council voted to add to the urban growth boundary (UGB), but which is currently under appeal.

**Mr. Helm** said yes, until the appeals are resolved, the UGB amendments are considered valid, and are included in the analysis.

**Councilor Monroe** asked if Metro's land supply would be insufficient to meet the 20-year requirement, should one of the UGB decisions be overturned in court.

**Mr. Helm** said that was correct. Should that happen, the council would have the opportunity to address those issues during subsequent tasks in the periodic review process.

**Presiding Officer Bragdon** called for council discussion of the findings and conclusions. There was none.

**Presiding Officer Bragdon** opened a public hearing. No one came forward to speak with regard to Ordinance No. 00-871A. **Presiding Officer Bragdon** closed the public hearing.

**Councilor McLain** noted that this is only the first step of periodic review. She said the next task will examine subregional need.

**Presiding Officer Bragdon** continued Ordinance No. 00-871A to the October 26, 2000, council meeting.

- 8.2 **Ordinance No. 00-879A**, For the Purpose of Amending the Regional Framework Plan Ordinance No. 97-715B for Statewide Planning Goal Compliance of Component 1: Urban Form and, Component 2: Water Quality and Management And Flood Hazard and Declaring an Emergency

**Motion:** **Councilor Park** moved to adopt Ordinance No. 00-879A.

**Seconded:** **Councilor McLain** seconded the motion.

**Councilor Park** presented Ordinance No. 00-879A. A committee report on the ordinance includes information presented by Councilor Park and is included in the meeting record.

**Mr. Cooper** added that the amendments contained in Ordinance No. 00-879A, that would amend either policies or the Urban Growth Management Functional Plan requirements of the Regional Framework Plan, were conditions of approval for acknowledgement by the Land Conservation and Development Commission (LCDC). In his legal opinion, the amendments were technical in nature.

**Presiding Officer Bragdon** opened a public hearing. No one appeared to speak with regard to Ordinance No. 00-879A. Presiding Officer Bragdon closed the public hearing.

**Councilor Park** said LCDC's acknowledgement of the Regional Framework Plan was a tribute to all of Metro's past work.

**Vote:** The vote was 6 aye/ 0 nay/ 0 abstain. Councilor Atherton was absent. The motion passed.

7.1 **Ordinance No. 00-860**, For the Purpose of Adding a New Chapter 2.19 to the Metro Code Relating to Advisory Committees (Continued)

**Councilor Washington** noted that Exhibit A to Ordinance No. 00-860 includes an outdated membership roster for the North Portland Rehabilitation and Enhancement Committee. He said he would give an updated roster to Mr. Cooper.

9. **EXECUTIVE SESSION HELD PURSUANT TO ORS 192.660(1)(e). DELIBERATIONS WITH PERSONS DESIGNATED TO NEGOTIATE REAL PROPERTY TRANSACTIONS**

9.1 **Resolution No. 00-2992**, For the Purpose of Authorizing the Executive Officer to Execute a Voluntary Agreement for Remedial Investigation and Source Control Measures and Scope of Work Between DEQ, Metro and the Port of Portland for the Willamette Cove Property

9.2 **Resolution No. 00-2996**, For the Purpose of Authorizing the Executive Officer to Purchase Property on Rodlun Road in the East Buttes/Boring Lava Domes Target Area.

**Presiding Officer Bragdon** opened an Executive Session pursuant to ORS 192.660(1)(e) at 2:34 p.m. to discuss Resolution Nos. 00-2992 and 00-2996.

**Present:** Presiding Officer Bragdon, Councilor Washington, Councilor Kvistad, Councilor Monroe, Councilor Park, Councilor McLain, Jim Desmond, Open Spaces Acquisition Senior Manager, Alison Kean Campbell, Senior Assistant Counsel, Ms. Dow, William Eadie, Real Estate Negotiator, Joel Morton, Assistant Counsel, council staff, members of the media

**Presiding Officer Bragdon** closed the Executive Session at 3:08 p.m.

8.2 **Ordinance No. 00-879A**, For the Purpose of Amending the Regional Framework Plan Ordinance No. 97-715B for Statewide Planning Goal Compliance of Component 1: Urban Form and, Component 2: Water Quality and Management And Flood Hazard and Declaring an Emergency (Continued)

**Motion:** **Councilor Park** moved to reconsider the vote by which the council approved Ordinance No. 00-879A.



**Seconded:**        **Councilor Kvistad** seconded the motion.

**Councilor Park** said Metro Code states that the council may amend the Regional Framework Plan after seeking the consultation and advice of the MPAC. Ordinance No. 00-879A was scheduled for consideration at the October 11, MPAC meeting, but that meeting was cancelled at the request of Washington County. The next MPAC meeting is scheduled for October 25, 2000, at which time the issue can be considered. He did not anticipate a problem, but he asked for the council to reconsider Ordinance No. 00-879A at its meeting on October 26, 2000, in order to stay within Metro Code and work with Metro's local partners.

**Councilor McLain** said she was happy to do this as a courtesy. She said it should be communicated to MPAC that, due to the cancellation of MPAC meetings, schedules are being adversely affected.

**Vote:**            The vote was 6 aye/ 0 nay/ 0 abstain. Councilor Atherton was absent.  
The motion passed.

**Presiding Officer Bragdon** continued Ordinance No. 00-879A to the October 26, 2000, council meeting. He said Councilor McLain's message would be communicated to MPAC at its next meeting.

9.1    **Resolution No. 00-2992**, For the Purpose of Authorizing the Executive Officer to Execute a Voluntary Agreement for Remedial Investigation and Source Control Measures and Scope of Work Between DEQ, Metro and the Port of Portland for the Willamette Cove Property

**Motion:**        **Councilor Monroe** moved to adopt Resolution No. 00-2992.

**Seconded:**    **Councilor Kvistad** seconded the motion.

**Councilor Monroe** presented Resolution No. 00-2992. A staff report to the resolution includes information presented by Councilor Monroe and is included in the meeting record.

**Vote:**            The vote was 6 aye/ 0 nay/ 0 abstain. Councilor Atherton was absent.  
The motion passed.

9.2    **Resolution No. 00-2996**, For the Purpose of Authorizing the Executive Officer to Purchase Property on Rodlun Road in the East Buttes/ Boring Lava Domes Target Area.

**Motion:**        **Councilor Monroe** moved to adopt Resolution No. 00-2996.

**Seconded:**    **Councilor Park** seconded the motion.

**Councilor Monroe** presented Resolution No. 00-2996. A staff report to the resolution includes information presented by Councilor Monroe and is included in the meeting record.

**Vote:**            The vote was 6 aye/ 0 nay/ 0 abstain. Councilor Atherton was absent.  
The motion passed.

## 10.    **COUNCILOR COMMUNICATIONS**

**Councilor Park** asked Mr. Cooper to brief the council on a recent land use decision.

**Mr. Cooper** said the Office of General Counsel learned last week that the Land Use Board of Appeals (LUBA) affirmed the council's Jenkins/Kim Locational Adjustment. The council narrowly approved the Jenkins/Kim Locational Adjustment earlier this year, and the decision was appealed to LUBA. The petitioner in the case has decided not to pursue the matter further by appealing to the Oregon Court of Appeals. Mr. Cooper noted that this is the first time an appealed urban growth boundary amendment has been affirmed and finalized.

**Councilor McLain** said in the case of this locational adjustment, a vote for or against could be justified using Metro's locational adjustment criteria. She said the council needs to determine whether locational adjustments are still useful, and if so, tighten up the criteria.

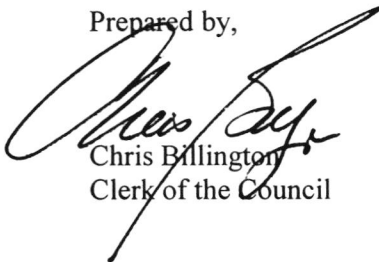
**Councilor Park** noted that the Salmon Festival at Oxbow Regional Park last weekend was well attended. He asked Charlie Ciecko, Parks and Greenspaces Director, to announce next year's festival at council two weeks before the event, so that people watching the council meetings on cable television will know of the festival in time.

**Councilor McLain** said she recently visited the Coffin Buttes landfill near Corvallis, with Terry Petersen, Regional Environmental Management Director. She noted that the landfill produces electricity to power 2000 houses. She described the landfill's new desalination process, which separates waste residue from waste water in the landfill, and then removes and cleanses the water.

#### 11. ADJOURN

There being no further business to come before the Metro Council, Presiding Officer Bragdon adjourned the meeting at 3:25 p.m.

Prepared by,



Chris Billington  
Clerk of the Council

**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF OCTOBER 19, 2000**

The following have been included as part of the official public record:

<b>Document Number</b>	<b>Document Date</b>	<b>Document Title</b>	<b>TO/FROM</b>	<b>RES/ORD</b>
101900c-01	10/19/2000	Audit Recommendations with No Action	TO Metro Council/ FROM Metro Auditor	Auditor Communications
101900c-02	10/12/2000	Minutes of the Metro Council Meeting, October 12, 2000	TO Metro Council/ FROM Chris Billington	Consent Agenda
101900c-03	10/18/2000	Ordinance No. 00-860, For the Purpose of Adding a New Chapter 2.19 to the Metro Code Relating to Advisory Committees		Ord. No. 00-860
101900c-04	10/19/2000	Staff Report for Ordinance No. 00-860	TO Metro Council/ FROM Michael Morrissey	Ord. No. 00-860
101900c-05	10/18/2000	Exhibit "D" of Ordinance No. 00-871A, Findings and Conclusions		Ord. No. 00-871A
101900c-06	10/17/2000	Growth Management Committee Report for Ordinance No. 00-879A	TO Metro Council/ FROM Rod Park	Ord. No. 00-879A

## OPERATIONS COMMITTEE REPORT

CONSIDERATION OF **RESOLUTION NO. 00-2993**, FOR THE PURPOSE OF CONFIRMING THE APPOINTMENT OF KAY DEAN TORAN TO THE METROPOLITAN EXPOSITION-RECREATION COMMISSION

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Date: 18 October 2000

Presented by: Councilor Washington

**Committee Recommendation:** At its October 18, 2000, meeting, the Operations Committee voted 2-0 to recommend Council adoption of Resolution No. 00-2993. Voting in favor: Councilors Monroe and Washington. Voting against: None. Absent: Councilor Atherton.

**Background:** Mike Burton, Executive Officer, presented the staff report. He explained that, due to the resignation of Baruti Artharee from the Metropolitan Exposition-Recreation Commission, a vacancy exists for one of two seats on the Commission appointed by the City of Portland.

Candidate Kay Dean Toran was nominated by City of Portland Commissioner Dan Saltzman as Mr. Artharee's replacement, and is being recommended for appointment by Mr. Burton, as specified in procedures outlined in Metro Code Section 6.01.030.

**Committee Issues/Discussion:** There was none.



arts. sports. conventions. shows.

METROPOLITAN EXPOSITION-RECREATION COMMISSION

October 26, 2000

Presiding Officer David Bragdon and Members of the Council  
Metro  
600 NE Grand Avenue  
Portland, Oregon 97232

RE: Confirmation of Kay Toran

Dear Presiding Officer Bragdon and Members of the Council:

I regret not being able to be present today to speak on behalf of Kay Toran who is being proposed as a new MERC Commissioner. I have known Ms. Toran and her family for over 30 years and have known her to be a hard working citizen of this community. Ms. Tran is very focused and dedicated to high benefit outcomes. Ms. Toran is a tireless worker on behalf of the whole community. Ms. Toran has been a strong proponent of business development and good outcomes for children and young people. I believe Ms. Toran will make an excellent MERC commissioner and I fully support your approval of her nomination.

Respectfully,

A handwritten signature in blue ink, appearing to read "George Bell", written over a horizontal line.

George Bell  
MERC Chair



METRO

Creating Livable Communities

**METRO**

October 26, 2000

David Bragdon, Presiding Officer  
Metro Council  
600 NE Grand Avenue  
Portland, OR 97232

Dear Presiding Officer Bragdon:

The Council and the staff deserve a hearty "well done" for your outstanding analysis of the 20-year buildable land supply and your finding that the UGB doesn't need to be expanded at the present time. This is good news for the region and for the state.

When we are faced with the daily challenges of traffic congestion, habitat destruction, and neighborhood protection, it is good to remember how fortunate we are and how much progress we have made. In the last six years Metro has established a national reputation for innovation and leadership.

Metro's stewardship of the UGB has protected precious natural resources and world-class farmland. It has helped imaginative homebuilders and developers produce exciting land-efficient housing choices in places like Orenco Station and Fairview Village.

It isn't surprising that Arizona and Colorado will be voting on measures to control sprawl. In Phoenix, for example, residential development is spreading outward at nearly a half-mile a year; more than 40 percent of all agricultural land has been lost in the past 25 years; in 1999, nearly half the residents reported that they would leave Phoenix tomorrow if they could. In Southern California, the 4 Los Angeles-area counties recently figured out that they can't afford a business-as-usual road system if they continue to sprawl. So now they are considering a regional transportation plan that looks suspiciously like the one we have already adopted.

Don't get me wrong. We can't rest on our laurels. We have major challenges ahead—a deteriorating and inadequate road system, a fragile and damaged environment, inadequate funding for urban infrastructure.

Fortunately we aren't working alone. Clackamas County is well into its Complete Communities/Concurrency project. Portland has started its visionary River Renaissance effort. Washington County jurisdictions have joined together to



tackle ESA and Goal 5 requirements. And we are participating with other jurisdictions to assess the industrial land supply.

We will continue to make significant contributions by following through on the Periodic Review workplan, completing the Fish and Wildlife Habitat Protection plan, and building synergy between our natural resource protection efforts.

Well done.

Sincerely,

A handwritten signature in black ink, appearing to read "Mike Burton". The signature is fluid and cursive, with the first name "Mike" and last name "Burton" clearly distinguishable.

Mike Burton  
Executive Officer

cc: Councilors

Andy Cotugno, Director, Growth Management & Transportation Department