

BEFORE THE METRO COUNCIL

DESIGNATING COUNCIL PROJECTS AND) Resolution No. 07-3860A
CONFIRMING LEAD COUNCILORS AND)
COUNCIL LIAISONS AND SUNSETTING) Introduced by Council President David
THEIR PREDECESSORS, AUGUST 2007) Bragdon

WHEREAS, the development and/or implementation of certain Metro projects have policy implications that require the attention of the Metro Council; and

WHEREAS, some projects with policy implications are of a scope and complexity that, for purposes of efficiency, benefit from the focused attention of a subset of the Council and are called "Council Projects"; and

WHEREAS, members of the Council have identified such projects; and

WHEREAS, those projects identified have been defined and put forth in the form of project proposals, included in Exhibit A; and

WHEREAS, the Council President, working with members of the council, has designated specific councilors to play lead and/or liaison roles on projects as specified in Exhibit A; and

WHEREAS, the projects in Exhibit A replace several previously-designated council projects that have now achieved their goals and completed their purpose:

now therefore

BE IT RESOLVED:

1. The Council confirms the project proposals, including the designation of projects, project definitions, lead councilor assignments, and councilor liaison assignments as specified in Exhibit A for Exploration and Framing of Conservation Education and Natural Areas Maintenance Bond Measure, Realizing the Parks and Natural Areas Network, Performance-Based Growth Management, and Urban and Rural Reserves.

2. The Council directs that the Exploration and Framing of Conservation Education and Natural Areas Maintenance Bond Measure will sunset May 31, 2008, Realizing the Parks and Natural Areas Network will sunset July 31, 2008, Performance-Based Growth Management will sunset December 31, 2009, and Urban and Rural Reserves will sunset December 31, 2009.

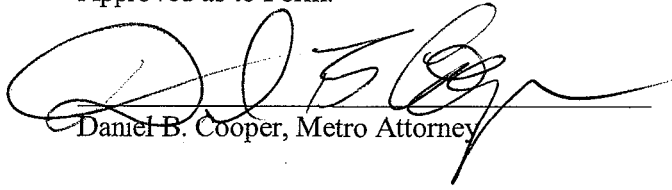
3. The Council directs that those Council Projects that have laid the groundwork for the Council Projects adopted in this resolution and which are now complete, specifically the Public Opinion Research for Conservation Education / Regional System, Shape of the Region and Neighbor Cities projects, are sunsetted as Council Projects as of the date of this resolution. The Council Projects adopted in this resolution will continue the work of the previous set, only at a new level of focus and detail.

ADOPTED by the Metro Council this 16th day of August, 2007.



David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney



**Metro Council Project Proposal / Work Plan
Part One: Council Project Proposal**

- 1) **Project Title:** Exploration and framing of conservation education and natural areas maintenance ballot measure
- 2) **Lead Councilor:** Burkholder
- 3) **Council Liaisons:**
- 4) **Project Begin Date:** August 2007
- 5) **Estimated Date of Completion:** May 2008

6) Project Description (What issue/problem will be addressed?):

Residents of the Portland region own some of the most remarkable urban natural areas and parkland in the world. Yet the level of maintenance and care that these valuable regional resources receive is currently insufficient, threatening the ecosystems that they are designed to protect and limiting public enjoyment of parks and natural resources. Local jurisdictions have identified maintenance and operations of parks and greenspaces as an area of concern. We are currently surveying parks directors to find out where the most need is within their respective departments, so that we can effectively address region-wide needs for facilities maintenance, invasive species removal, natural areas restoration, and operations support.

Not only do we need to directly address this lack of care, but we also need to educate Metro area residents to act as stewards for our region's natural resources. Ensuring the eco-literacy of today's children is essential to creating a public that is engaged in conservation issues and is sufficiently informed to provide regional leadership. Outdoor school has traditionally been Oregon's way of introducing children to the joys and science of nature. The program currently serves 12,000 of the 17,500 6th graders who are enrolled in the region's public schools, as well as over 2,000 high school students who develop their leadership skills as volunteer counselors. Many Metro area school districts cannot afford to send their students to outdoor school, and even districts that have continued the program are struggling to find ways to fund it. Solutions include cutting other programs, using staff time to organize fundraisers, shortening students' time at outdoor school from one week to three days, and passing on some or all of the program costs to families. At best, these are stopgap measures that take up disproportionate amounts of valuable time and resources in our already-strained public school system; at worst they are discriminatory policies that unfairly restrict access to environmental education for low-income families and districts. Because of the perpetual struggle to reallocate resources, it is unlikely that the outdoor school program will continue without a stable source of funding. Outdoor school costs \$60 per student to cover program costs, transportation, teacher stipends, and staff time, and it would cost roughly \$6 million in order to provide all of the region's publicly educated 6th graders with a week-long program.

Furthermore, many parks and natural areas lack sufficient educational programs and activities to engage and educate the people that they serve. All citizens of the region need opportunities to learn about the natural areas surrounding them and the importance of caring for these areas. Through learning, people gain appreciation for the environment, making them more likely to devote their time and energy to land stewardship and conservation. As a sign of the level of need for more educational programming in our parks system, the Nature in Neighborhoods grant program has generated \$18.6 million dollars' worth of project proposals in its pre-application stage over the past two years. All of the projects submitted have

had an educational component, and over 50% of them have had a “strong to medium” environmental education element. Nature in Neighborhoods, which has funded 53 projects and leveraged almost \$4 million in matching funds, will no longer be funded in 2008. Additional resources could be used to extend this program, as well as fund conservation education at the Zoo and education, community outreach, and volunteer programs in our region’s parks. The Zoo is currently updating their Master Plan and a recommendation is being brought forward to expand current conservation efforts, which includes developing a conservation education campus on site.

The recent passage of the 2006 Natural Areas bond measure brought the importance of publicly owned natural areas to the forefront. Recent public opinion research shows that over 60% of Metro area residents support tax increases to fund conservation education and natural areas maintenance. Metro has been successful in setting aside land for recreation and conservation; now we must ensure that our region’s natural areas have adequate funds and a public that is engaged in conservation issues to care for them. This project will explore the possibility of endorsing a ballot measure to raise funds to care for natural areas and support environmental education, and if so, determines the nature of such a measure.

7) Policy Questions (What major policy questions must be answered?)

- Should the Metro Council support a ballot measure in the May 2008 election to fund operations and maintenance for the region’s parks and natural areas as well as conservation education programs, including a region-wide Outdoor School equitably serving all 6th graders?
- How much money should such a ballot measure seek to raise, and how would funds be allocated between outdoor school, other conservation education programs, and maintenance and restoration projects in the region’s natural areas?
- Should the measure be created by initiative petition or council referral?
- Should the measure be funded by an increase in the solid waste excise tax, and if so, how much of an increase would be required?
- How would this additional funding affect Metro’s budget, e.g. general fund cap on expenditures?
- If this measure is funded by an increase in the solid waste excise tax, what are the economic impacts of such a tax increase and other Solid Waste initiatives?
- What benefits would the passage of this measure bring to the region?

8) Outcomes (What must be in place for policy development to be considered complete?) A council decision about whether to put a measure funding conservation education and natural areas maintenance on the May 2008 ballot. If the council decides to pursue this measure, consensus must be reached on the best way in which to move forward.

9) Connection to Council Goals and Objectives: This meets several of the Council's goals. Specifically, the Metro Charter states that Metro's "...most important service... [is] policy making to preserve and enhance the quality of life and the environment for ourselves and future generations..."

The Council Goals and Objectives this project connects to are:

- **Great Places:** Residents of the region enjoy vibrant, accessible and physically distinct places to live, work and play. Particularly 1.1, Natural areas, park land, and outdoor recreation infrastructure are accessible to all.
- **Environmental Health:** The region's wildlife and people thrive in a healthy urban ecosystem. Particularly 2.2, Our community is inspired to create a better future for wildlife and the environment.
- **Smart Government:** Metro leads a fiscally sound, efficient and congruent system of governance where public services are funded appropriately and provided by the most suitable units of government. Particularly 4.1, Regional needs are supported by appropriate regional funding mechanisms, and 4.2, Public services are available and equitable.

10) Resources Required / Budget Implications:

The work plan will include putting together the necessary components of a ballot measure, including the framing of important policy questions for Council consideration, development of agreements with local partners as it relates to the distribution options and impacts of funding, and all of the necessary details and logistics of managing this project through to an election. This budget amendment will not pay for activities related to promoting the ballot measure if the Council proposes one.

Summary of Expenses:

Election Expenses	\$290,000
Contracted Project Manager	120,000
Public Opinion Survey	30,000
Public Outreach	50,000
Misc. Supplies	10,000
Total	\$500,000

Timeline and work plan for exploration and framing of conservation education and natural areas maintenance ballot measure

Tasks	August	September	October	November	December	January
Council approves project proposal						
Hire contract project manager						
Meet with representatives of solid waste industry and local government representatives, etc.						
Meet with educators, park providers, and other stakeholders						
Determine program specific and funding amounts						
Council check in						
Broader stakeholder input						
Council vote on whether to refer ballot measure						

**Metro Council Project Proposal / Work Plan
Part One: Council Project Proposal**

- 1) **Project Title: Realizing the Parks and Natural Areas Network**
- 2) **Lead Councilor:** Bragdon
- 3) **Council Liaisons:**
- 4) **Project Begin Date:** July 2007
- 5) **Estimated Date of Completion:** July 2008 (initial phase)
- 6) **Project Description (What issue/problem will be addressed?):** The Metro Council has taken a series of steps to acquire, protect, restore and reforest natural areas and open new parks for recreational use. However, the Council's adopted strategic goal of an interconnected *system* of ecologically healthy natural areas and parks has remained out of our reach, largely for lack of a unifying vision, political will, and clear plan of action among the many jurisdictions in the region with parks and natural area authority.

Without such a vision and the collective will to implement it, this adopted Council strategic goal will not be fulfilled, and the voter-approved acquisition program may result in an accumulation of excellent purchases but no coherent network. Currently a variety of federal, state, regional and local funds (as well as Non-governmental Organization funds) are spent in support of parks and natural areas, but they are spent in a fragmented and inconsistent manner.

There are more than 50,000 acres of parks and natural areas in public ownership in the region, most of which is not providing the service it was intended to provide:

More than half of our publicly owned land is deforested. It is not good wildlife habitat; it is not cleaning the air or the water and it is not helping with global warming. Even as we purchase more land, that percentage will increase, as non-native invasive species take over.

Four in ten of our region's residents do not have a neighborhood park within walking distance. Those neighborhood parks that do exist are often deteriorating. Inequities exist in the provision of parks services and local funding efforts.

We have built only 194 miles of trail in a trails network envisioned at more than 900 miles. The existing trails "system" is a disjointed array of trail segments with 25 gaps.

Greenspaces Policy Advisory Committee envisioned the best interconnected system of natural areas and greenspaces in the world. The Council officially endorsed this vision by resolution in 2006. This project would manifest that vision by giving it definition and setting in motion its implementation.

- 7) **Policy Questions (What major policy questions must be answered?)**

How can existing parks owners and managers work more effectively together with existing resources? One first step that has been suggested is better coordination of public information, mapping, etc. A second suggestion has been the development of a unified federal agenda in the way that Joint Policy Advisory Committee on Transportation (JPACT) does for transportation.

Is there a more optimal “division of labor” among the various jurisdictions compared to the current hodge-podge of responsibilities? Specifically for our agency, should the Metro Council continue to be an operator, or should an official practice be adopted that Metro Council gets out of the operations business and serves as the acquisition agent, the educator, the conduit of funds but that local governments serve as the operator? (This question becomes increasingly germane as the Metro Council acquires more land. Should it be turned over to local operators?)

What major elements of the natural areas and parks system should be implemented next and how will they be funded? What are the region’s one, five and ten year goals?

8) Outcomes (What must be in place for policy development to be considered complete?)

1. An agreement among major parks providers in the region to work together more explicitly on key identified aspirations.
2. A decision by Council about what the agency’s future role will be with regard to operations, and a new understanding between ourselves and local governments about who is going to do what.
3. Options and strategies for what constitutes the “regional network” (not synonymous with Metro ownership) and how to fund it.

9) Connection to Adopted Council Strategic Goals and Objectives:

- 1.1 Natural areas, park land and outdoor recreation infrastructure are accessible to all.
- 2.1 Natural areas are large enough, have the appropriate balance of species and are interconnected with other natural areas so that normal ecological processes are maintained.

10) Resources Required / Budget Implications:

Contracted Consultants	120,000
Public Outreach	20,000
Misc. Supplies	10,000
Total	\$150,000

A budget amendment has been prepared that provides more detail on the budget outlined here.

Metro Council Project Proposal / Work Plan

Part One: Council Project Proposal

1) Project Title: Performance-based growth management

2) Lead Councilor: Carl Hosticka

3) Council Liaisons: TBD

4) Project Begin Date: August, 2007

5) Estimated Date of Completion: 2009

6) Project Description

The goal of this project is to ensure that growth management decisions are consistent with and reinforce the region's aspirations for compact development and urban revitalization. With a performance-based growth management approach, decisions to draw down urban reserves would be tied to efficient development in centers, corridors, and employment areas. Performance-based growth management is one of the projects in the *New Look* portfolio. The project will work in concert with the urban and rural reserves program to deliver a system that links decisions to draw down urban reserves with urban performance (efficient, quality development in centers, corridors, and employment areas).

The Metro Council is currently required by Oregon law to maintain a 20-year supply of land for housing and employment and to re-evaluate its land supply every five years. This can be accomplished by adding land to the urban growth boundary (UGB) or by adopting measures to use land within the boundary more efficiently. To meet this requirement, Metro estimates demand based on forecasts of population and job growth, as well as how demand that can be accommodated through redevelopment, infill, and absorption of vacant land. To ensure that these estimates are grounded in reality, state law requires Metro to begin its analysis by looking at data from the last five years.

The current system leaves too little room for consideration of regional aspirations and fails to adequately address local jurisdictions' readiness and fiscal ability to plan and develop expansion areas. Choices of where UGB expansion areas are located are constrained by narrow criteria (primarily soil classifications) that inadequately consider the resulting efficiency of the region's urban form.

Metro remains free, however, to make assumptions and estimates based upon other information so long as it explains why the information is a better indicator of future needs. Developing such a system will require a substantial research phase to increase Metro's understanding of relevant indicators in the urban land marketplace. Designing and implementing this system will require a high degree of collaboration amongst regional partners. It is anticipated that these collaborators will include existing Metro committees (reserves, housing, finance, employment committees) as well as state, regional, and local

partners who share implementation responsibility. The project will require work in the 2009 legislative session to make amendments to state laws, including those laws requiring a 20-year land supply and a 5-year review cycle.

7) Policy Questions

How do we define “performance”?

- *Documents such as the 2040 Growth Concept, the Regional Urban Growth Goals and Objectives, the Future Vision, the Regional Framework Plan, and Council Goals and Objectives provide some guidance. For the purposes of this proposal, what are the most essential guideposts?*

How do we measure performance?

Performance inside of the UGB:

- *What economic, demographic and land-use changes provide the best indicators of compact development and urban revitalization opportunities?*
- *Which performance indicators within the UGB demonstrate a need for increasing regional capacity through future expansion as opposed to redevelopment within the UGB?*
- *What trigger-points should signal the need for policy changes (e.g. zoning), development incentives (e.g. urban renewal), or land supply (e.g. UGB expansion)?*

Land selection outside of the UGB:

- *How do community needs and aspirations translate into criteria for choosing a particular urban reserve for UGB expansion?*
- *What environmental, economic, demographic and land-use characteristics and design preferences should the Council consider when determining which locations inside of an urban reserve meet the needs of nearby urban areas?*

How are performance criteria applied in UGB decisions?

- *At what point does the need for additional developable land (either inside or outside the UGB) necessitate action?*
 - *How can tradeoffs amongst values and inherent tensions between conflicting benchmarks be reconciled?*

8) Outcomes

- Decisions are transparent and allow explicit weighing of community values and desired outcomes.
- New measures analyze urban performance and the impacts of growth on a regular or continuous basis.
- Growth management decisions meter the supply and amount of land in Urban Reserves into the Urban Growth Boundary and guide a related set of public investments that advance the region’s 2040 Growth Concept goals.

9) Connection to Council Goals and Objectives

1. Great Places

Goal: Residents of the region enjoy vibrant, accessible and physically distinct places to live, work and play.

1.2 The region’s centers and corridors are distinctive, attractive and efficient and while fully developed they are also continually and dynamically re-creating themselves.

2. Environmental Health

Goal: The region's wildlife and people thrive in a healthy urban ecosystem.

2.5 Urban land is used efficiently and resource land is protected from urban encroachment.

3. Economic Vitality

Goal: Residents and businesses benefit from a strong and equitable regional economy.

3.1 Land is available to meet the need for housing and employment.

3.3 Access to jobs, services, centers and industrial areas is efficient.

3.6 The region's rural economy thrives because of its proximity to the urban area, not in spite of the urban area.

10) Resources Required / Budget Implications

This project will be completed using a combination of Metro staff and consultant resources. This project will require Council authorization of additional resources in the budget for 2008 / 2009 and 2009 / 2010. Resources are available in the adopted 2007 / 2008 budget for consultant services to assist in developing and refining the conceptual approach. Future budgets include additional resources for collecting and measuring data, identifying and supporting necessary legislative changes, refining the process for the new performance-based approach to growth management, and applying the approach to the 2009 Urban Growth Report and the next growth management decision in 2010.

BEFORE THE METRO COUNCIL

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THEIR PREDECESSORS, AUGUST 2007) Bragdon

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WHEREAS, the projects in Exhibit A replace several previously-designated council projects that have now achieved their goals and completed their purpose:

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BE IT RESOLVED:

1. The Council confirms the project proposals, including the designation of projects, project definitions, lead councilor assignments, and councilor liaison assignments as specified in Exhibit A for Exploration and Framing of Conservation Education and Natural Areas Maintenance Bond Measure, Realizing the Parks and Natural Areas Network, Performance-Based Growth Management, and Urban and Rural Reserves.

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3. The Council directs that those Council Projects that have laid the groundwork for the Council Projects adopted in this resolution and which are now complete, specifically the Public Opinion Research for Conservation Education / Regional System, Shape of the Region and Neighbor Cities projects, are sunsetted as Council Projects as of the date of this resolution. The Council Projects adopted in this resolution will continue the work of the previous set, only at a new level of focus and detail.

ADOPTED by the Metro Council this 16th day of August, 2007.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

**Metro Council Project Proposal / Work Plan
Part One: Council Project Proposal**

- 1) **Project Title:** Exploration and framing of conservation education and natural areas maintenance ballot measure
- 2) **Lead Councilor:** Burkholder
- 3) **Council Liaisons:**
- 4) **Project Begin Date:** August 2007
- 5) **Estimated Date of Completion:** May 2008

6) Project Description (What issue/problem will be addressed?):

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Not only do we need to directly address this lack of care, but we also need to educate Metro area residents to act as stewards for our region's natural resources. Ensuring the eco-literacy of today's children is essential to creating a public that is engaged in conservation issues and is sufficiently informed to provide regional leadership. Outdoor school has traditionally been Oregon's way of introducing children to the joys and science of nature. The program currently serves 12,000 of the 17,500 6th graders who are enrolled in the region's public schools, as well as over 2,000 high school students who develop their leadership skills as volunteer counselors. Many Metro area school districts cannot afford to send their students to outdoor school, and even districts that have continued the program are struggling to find ways to fund it. Solutions include cutting other programs, using staff time to organize fundraisers, shortening students' time at outdoor school from one week to three days, and passing on some or all of the program costs to families. At best, these are stopgap measures that take up disproportionate amounts of valuable time and resources in our already-strained public school system; at worst they are discriminatory policies that unfairly restrict access to environmental education for low-income families and districts. Because of the perpetual struggle to reallocate resources, it is unlikely that the outdoor school program will continue without a stable source of funding. Outdoor school costs \$60 per student to cover program costs, transportation, teacher stipends, and staff time, and it would cost roughly \$6 million in order to provide all of the region's publicly educated 6th graders with a week-long program.

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had an educational component, and over 50% of them have had a “strong to medium” environmental education element. Nature in Neighborhoods, which has funded 53 projects and leveraged almost \$4 million in matching funds, will no longer be funded in 2008. Additional resources could be used to extend this program, as well as fund conservation education at the Zoo and education, community outreach, and volunteer programs in our region’s parks. The Zoo is currently updating their Master Plan and a recommendation is being brought forward to expand current conservation efforts, which includes developing a conservation education campus on site.

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- How much money should such a ballot measure seek to raise, and how would funds be allocated between outdoor school, other conservation education programs, and maintenance and restoration projects in the region’s natural areas?
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- Should the measure be funded by an increase in the solid waste excise tax, and if so, how much of an increase would be required?
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9) Connection to Council Goals and Objectives: This meets several of the Council's goals. Specifically, the Metro Charter states that Metro's "...most important service... [is] policy making to preserve and enhance the quality of life and the environment for ourselves and future generations..."

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10) Resources Required / Budget Implications:

The work plan will include putting together the necessary components of a ballot measure, including the framing of important policy questions for Council consideration, development of agreements with local partners as it relates to the distribution options and impacts of funding, and all of the necessary details and logistics of managing this project through to an election. This budget amendment will not pay for activities related to promoting the ballot measure if the Council proposes one.

Summary of Expenses:

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Meet with representatives of solid waste industry and local government representatives, etc.						
Meet with educators, park providers, and other stakeholders						
Determine program specific and funding amounts						
Council check in						
Broader stakeholder input						
Council vote on whether to refer ballot measure						

**Metro Council Project Proposal / Work Plan
Part One: Council Project Proposal**

- 1) **Project Title: Realizing the Parks and Natural Areas Network**
- 2) **Lead Councilor:** Bragdon
- 3) **Council Liaisons:**
- 4) **Project Begin Date:** July 2007
- 5) **Estimated Date of Completion:** July 2008 (initial phase)
- 6) **Project Description (What issue/problem will be addressed?):** The Metro Council has taken a series of steps to acquire, protect, restore and reforest natural areas and open new parks for recreational use. However, the Council's adopted strategic goal of an interconnected *system* of ecologically healthy natural areas and parks has remained out of our reach, largely for lack of a unifying vision, political will, and clear plan of action among the many jurisdictions in the region with parks and natural area authority.

Without such a vision and the collective will to implement it, this adopted Council strategic goal will not be fulfilled, and the voter-approved acquisition program may result in an accumulation of excellent purchases but no coherent network. Currently a variety of federal, state, regional and local funds (as well as Non-governmental Organization funds) are spent in support of parks and natural areas, but they are spent in a fragmented and inconsistent manner.

There are more than 50,000 acres of parks and natural areas in public ownership in the region, most of which is not providing the service it was intended to provide:

More than half of our publicly owned land is deforested. It is not good wildlife habitat; it is not cleaning the air or the water and it is not helping with global warming. Even as we purchase more land, that percentage will increase, as non-native invasive species take over.

Four in ten of our region's residents do not have a neighborhood park within walking distance. Those neighborhood parks that do exist are often deteriorating. Inequities exist in the provision of parks services and local funding efforts.

We have built only 194 miles of trail in a trails network envisioned at more than 900 miles. The existing trails "system" is a disjointed array of trail segments with 25 gaps.

Greenspaces Policy Advisory Committee envisioned the best interconnected system of natural areas and greenspaces in the world. The Council officially endorsed this vision by resolution in 2006. This project would manifest that vision by giving it definition and setting in motion its implementation.

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Is there a more optimal “division of labor” among the various jurisdictions compared to the current hodge-podge of responsibilities? Specifically for our agency, should the Metro Council continue to be an operator, or should an official practice be adopted that Metro Council gets out of the operations business and serves as the acquisition agent, the educator, the conduit of funds but that local governments serve as the operator? (This question becomes increasingly germane as the Metro Council acquires more land. Should it be turned over to local operators?)

What major elements of the natural areas and parks system should be implemented next and how will they be funded? What are the region’s one, five and ten year goals?

8) Outcomes (What must be in place for policy development to be considered complete?)

1. An agreement among major parks providers in the region to work together more explicitly on key identified aspirations.
2. A decision by Council about what the agency’s future role will be with regard to operations, and a new understanding between ourselves and local governments about who is going to do what.
3. Options and strategies for what constitutes the “regional network” (not synonymous with Metro ownership) and how to fund it.

9) Connection to Adopted Council Strategic Goals and Objectives:

- 1.1 Natural areas, park land and outdoor recreation infrastructure are accessible to all.
- 2.1 Natural areas are large enough, have the appropriate balance of species and are interconnected with other natural areas so that normal ecological processes are maintained.

10) Resources Required / Budget Implications:

Contracted Consultants	120,000
Public Outreach	20,000
Misc. Supplies	10,000
Total	\$150,000

A budget amendment has been prepared that provides more detail on the budget outlined here.

Metro Council Project Proposal / Work Plan

Part One: Council Project Proposal

1) Project Title: Performance-based growth management

2) Lead Councilor: Carl Hosticka

3) Council Liaisons: TBD

4) Project Begin Date: August, 2007

5) Estimated Date of Completion: 2009

6) Project Description

The goal of this project is to ensure that growth management decisions are consistent with and reinforce the region's aspirations for compact development and urban revitalization. With a performance-based growth management approach, decisions to draw down urban reserves would be tied to efficient development in centers, corridors, and employment areas. Performance-based growth management is one of the projects in the *New Look* portfolio. The project will work in concert with the urban and rural reserves program to deliver a system that links decisions to draw down urban reserves with urban performance (efficient, quality development in centers, corridors, and employment areas).

The Metro Council is currently required by Oregon law to maintain a 20-year supply of land for housing and employment and to re-evaluate its land supply every five years. This can be accomplished by adding land to the urban growth boundary (UGB) or by adopting measures to use land within the boundary more efficiently. To meet this requirement, Metro estimates demand based on forecasts of population and job growth, as well as how demand that can be accommodated through redevelopment, infill, and absorption of vacant land. To ensure that these estimates are grounded in reality, state law requires Metro to begin its analysis by looking at data from the last five years.

The current system leaves too little room for consideration of regional aspirations and fails to adequately address local jurisdictions' readiness and fiscal ability to plan and develop expansion areas. Choices of where UGB expansion areas are located are constrained by narrow criteria (primarily soil classifications) that inadequately consider the resulting efficiency of the region's urban form.

Metro remains free, however, to make assumptions and estimates based upon other information so long as it explains why the information is a better indicator of future needs. Developing such a system will require a substantial research phase to increase Metro's understanding of relevant indicators in the urban land marketplace. Designing and implementing this system will require a high degree of collaboration amongst regional partners. It is anticipated that these collaborators will include existing Metro committees (reserves, housing, finance, employment committees) as well as state, regional, and local partners who share implementation responsibility. The project will

require work in the 2009 legislative session to make amendments to state laws, including those laws requiring a 20-year land supply and a 5-year review cycle.

7) Policy Questions

How do we define “performance”?

- *Documents such as the 2040 Growth Concept, the Regional Urban Growth Goals and Objectives, the Future Vision, the Regional Framework Plan, and Council Goals and Objectives provide some guidance. For the purposes of this proposal, what are the most essential guideposts?*

How do we measure performance?

Performance inside of the UGB:

- *What economic, demographic and land-use changes provide the best indicators of compact development and urban revitalization opportunities?*
- *Which performance indicators within the UGB demonstrate a need for increasing regional capacity through future expansion as opposed to redevelopment within the UGB?*
- *What trigger-points should signal the need for policy changes (e.g. zoning), development incentives (e.g. urban renewal), or land supply (e.g. UGB expansion)?*

Land selection outside of the UGB:

- *How do community needs and aspirations translate into criteria for choosing a particular urban reserve for UGB expansion?*
- *What environmental, economic, demographic and land-use characteristics and design preferences should the Council consider when determining which locations inside of an urban reserve meet the needs of nearby urban areas?*

How are performance criteria applied in UGB decisions?

- *At what point does the need for additional developable land (either inside or outside the UGB) necessitate action?*
 - *How can tradeoffs amongst values and inherent tensions between conflicting benchmarks be reconciled?*

8) Outcomes

- Land supply managed to support the 2040 Growth Concept.
- A transparent process that utilizes prioritized targets and explicit tipping points resolves tensions between conflicting values.
- Monitoring of land use system is based on continuous measurement, analyzing economic and demographic indicators that inform established land use goals.
- Criteria for establishing the inventory of urban reserves illustrate actual land use performance and expected trends. Urban reserve inventories synchronize with the needs for residential and employment land.
- Growth management decisions, such as UGB expansion and re-investment incentives, advance regional goals.
- New measures are included as standard reporting in next Urban Growth Report.
- The need for new legislation is identified and broad support for that legislation is developed prior to 2009 session.

9) Connection to Council Goals and Objectives

1. Great Places

Goal: Residents of the region enjoy vibrant, accessible and physically distinct places to live, work and play.

1.2 The region's centers and corridors are distinctive, attractive and efficient and while fully developed they are also continually and dynamically re-creating themselves.

2. Environmental Health

Goal: The region's wildlife and people thrive in a healthy urban ecosystem.

2.5 Urban land is used efficiently and resource land is protected from urban encroachment.

3. Economic Vitality

Goal: Residents and businesses benefit from a strong and equitable regional economy.

3.1 Land is available to meet the need for housing and employment.

3.3 Access to jobs, services, centers and industrial areas is efficient.

3.6 The region's rural economy thrives because of its proximity to the urban area, not in spite of the urban area.

10) Resources Required / Budget Implications

This project will be completed using a combination of Metro staff and consultant resources. This project will require Council authorization of additional resources in the budget for 2008 / 2009 and 2009 / 2010. Resources are available in the adopted 2007 / 2008 budget for consultant services to assist in developing and refining the conceptual approach. Future budgets include additional resources for collecting and measuring data, identifying and supporting necessary legislative changes, refining the process for the new performance-based approach to growth management, and applying the approach to the 2009 Urban Growth Report and the next growth management decision in 2010.

**Metro Council Project Proposal / Work Plan
Part One: Council Project Proposal**

11) Project Title

Urban and Rural Reserves

12) Lead Councilor

Kathryn Harrington

13) Council Liaisons

The entire Council will play a role in the urban and rural reserves project

14) Project Begin Date

August 2007

15) Estimated Date of Completion

2009

16) Project Description (What issue/problem will be addressed?)

Metro and regional leaders have identified the need for a different approach to selecting areas for urban expansion and for bringing these areas into the urban growth boundary. With the successful passage of House Bill 2051 and Senate Bill 1011, the region is poised to embark on a collaborative process that will utilize the results of the three Shape of the Region work elements to frame a more thoughtful regional approach to how we plan for growth through the designation of linked urban and rural reserves. Recent experience suggests that one of the unexpected outcomes of the current UGB process is less than desirable, and often impractical, urban form. Further, the current system lacks consideration of the type of community we are trying to create when we expand the UGB. Agricultural land, which receives high value in both the culture and the economy of the region, lacks long-term certainty that urbanization won't eventually limit its productivity. Finally, the current requirements do not directly reflect the value of natural areas in their own right. Though the current system allows for urban reserve designation, it does not allow for a transparent analysis of broad urbanization criteria nor does it include a role for rural reserves.

This project also includes outreach to the neighbor communities of the region through the Transportation Growth Management (TGM) Grant Metro recently received for the 2007-2009 biennium. The purpose of this grant project is to increase coordination with communities outside of Metro's jurisdictional boundary regarding transportation and land use issues that will influence the future urban and rural form of the northern Willamette Valley.

Successful completion of this project proposal will result in a new process for identifying appropriate land for urbanization purposes that incorporates local community vision and regional needs, provides certainty for rural landowners and neighbor communities, and respects the natural features that shape the sense of place for the region.

This project proposal represents three phases: Department of Land Conservation and Development (DLCD) rulemaking, identification of reserve study areas and refinement and adoption of urban

reserves in coordination with county adoption of rural reserves in 2009. This project proposal does not include the necessary additional analysis of urban reserve areas leading to a UGB expansion decision in 2010. This project does assume the creation of a Regional Reserves Committee, chaired by representatives of Metro and Clackamas, Multnomah and Washington counties, and to include representatives of other major state and regional stakeholder groups. This group will review proposed reserve study areas, regional reserve issues and recommend urban and rural reserve areas for consideration by Metro and the counties.

17) Policy Questions (What major policy questions must be answered?)

Rulemaking

- What are the key outcomes Council desires through the DLCD rulemaking process? Are there specific tools or measures that are necessary to guide the identification of reserve areas?

Reserve Study Area identification

- Are there specific locations or types of land that should not be urbanized, no matter the consequences for other parts of the region?
- Are there specific locations of land that should be urbanized to complement existing urban areas, or locations that need additional analysis?

Refinement and Designation of Urban Reserves & Coordination with Rural Reserves

- What are the specifics of the written agreement, such as the roles and responsibilities for the designation of urban and rural reserves that will provide the framework for the coordination between Metro and its partners?
- What level of analysis will the Council be comfortable with for both the identification and the refinement of reserve areas? Specifically, what level of fiscal analysis is necessary to make the most informed decision?
- What level of coordination is necessary and achievable with neighboring cities and counties?

18) Outcomes (What must be in place for policy development to be considered complete?)

- An approach to designating urban and rural reserves in a linked structure as defined by SB 1011 that meets the growth management needs of Metro, neighboring communities and counties and cities within the Metro jurisdictional boundary. The approach is developed through a DLCD rulemaking process.
- Written agreements between Metro and the counties within the metropolitan area, and adjacent counties if they are willing, that outlines the process and roles and responsibilities to designate reserves along with growth management and implementation actions that are essential for the long-term success of the reserves.
- Successful guidance of the reserves process and recommendations for urban and rural reserve areas that reflect broad support from a Regional Reserves Committee chaired by Metro and county representatives.
- Designation of urban and rural reserves as defined in the written agreement(s), adopted by Metro and the three counties, and approved by Land Conservation and Development Commission (LCDC) for utilization in future growth management decisions.

- Increased coordination with the neighboring communities of the greater region on the future urban and rural form of the northern Willamette Valley.
- A broad level of regional urban and rural land stability that provides certainty for the citizens of the greater region.

9) Connection to Council Goals and Objectives

This project is connected to all four Council Goals:

- 1) Great Places: Residents of the region enjoy vibrant, accessible and physically distinct places to live, work and play,
- 2) Environmental Health: The region's wildlife and people thrive in a healthy urban ecosystem,
- 3) Economic Vitality: Residents and businesses benefit from a strong and equitable regional economy.
- 4) Smart Government: Metro leads a fiscally sound, efficient and congruent system of governance where public services are funded appropriately and provided by the most suitable units of government.

10) Resources Required / Budget Implications

This Council Project Proposal will exceed the level of resources available in the FY0708 budget. The adopted FY0708 budget includes fewer resources in FY0708 than was available for the FY0607, yet the magnitude of the work is greater. For FY0708, staff estimates the need for another FTE to manage the Reserves process and an additional \$100,000 for the analysis and preliminary selection of reserve study areas. Staff estimates the resource needs for the Reserve analysis to increase in FY0809 to approximately \$500,000 due to the greater level of analysis leading to Council designation of Urban Reserves. These costs do not include extensive public engagement, scenario modeling or the costs of close collaboration with the Counties in the analysis and designation process. These, and other factors could increase the budget impacts of this work.

Approval of this project proposal implies additional financial commitment by the Council, or would require a revision of expectations and/or a reallocation of resources from other work program areas.

STAFF REPORT

RESOLUTION NO.07-3860, [Designating Council Projects and Confirming Lead Councilors and Council Liaisons and sunsetting their predecessors, August 2007.](#)

Date: August 16, 2007

Prepared by: Michael Wetter

BACKGROUND

This resolution recognizes that as Council Projects (policymaking projects formally designated by the Metro Council) successfully complete their original scope, they often lead to new, more focused and well-defined policymaking initiatives. At this point, it makes sense to recognize the success of the original Council Project, sunset it, and initiate its successor.

The Shape of the Region and Neighbor Cities Council Projects have completed their original scopes and laid groundwork for two new policy initiatives, the Performance Growth Management and Urban and Rural Reserves. This resolution sunsets the Shape of the Region and Neighbor Cities projects in their original form and establishes Council Projects for Performance Growth Management and Urban and Rural Reserves. Similarly, the Public Opinion Research for Conservation Education / Regional System Council Project has completed its original scope and laid groundwork for a new policy initiative, which is embodied in the Exploration and Framing of Conservation Education and Natural Areas Maintenance Bond Measure Council Project. This resolution sunsets the original proposal and initiates its successor. Greenspaces Policy Advisory Committee (GPAC), a Metro Council appointed committee, has completed its original scope and laid the groundwork for the Realizing the Parks and Natural Areas Network Council Project, which is put forth as a Council Project in this resolution.

If this resolution is approved in present form, the Council Project Portfolio, listing the completed ones at the bottom, is as follows:

Project	Liaisons	Pjct Manager	Status
Performance Growth Management	Hosticka	Reid	Active
Urban and Rural Reserves	Harrington	O'Brien	Active
Exploration and Framing of Conservation Education and Natural Areas Maintenance Bond Measure	Burkholder		Active
Realizing the Parks and Natural Areas Network	Bragdon	Wetter	Active
Investing in Our Communities	Liberty Bragdon Newman	McArthur	Active
2035 Regional Transportation Plan	Burkholder Park Newman	Ellis	Active
Regional Transportation Funding	Newman Burkholder Park		Active
Windfall Tax: Farmlands, Fairness and Fine New Neighborhoods	Liberty	Wagner	Active
Growth Management Communications Plan	Bragdon Hosticka Burkholder	Coney	Active
Housing Supply	Burkholder Liberty	Uba	Active
Disposal System Planning	Park	Ehinger	Active
Regional Solid Waste Management Plan	Park	Matthews	Active
Oregon Convention Center Subsidy Gap	Park	Wagner	Active
Health Care Delivery: Scope of Work	Hosticka	Wagner	Active
Nature in Neighborhoods Nature-Friendly Practices Program	Newman	Triplett	Active
Regional Leadership Initiative	Bragdon, Burkholder, Hosticka	Stacey	Active
<i>Public Opinion Research for Conservation Education / Regional System</i>	<i>Burkholder</i>	<i>Kent</i>	<i>Complete</i>
<i>Shape of the Region</i>	<i>Hosticka Park Newman</i>	<i>McArthur</i>	<i>Complete</i>
<i>Neighbor Cities</i>	<i>Park</i>	<i>O'Brien</i>	<i>Complete</i>
<i>2007 Oregon Legislative Assembly</i>	<i>Hosticka Newman</i>	<i>Tucker</i>	<i>Complete</i>
<i>Nature in Neighborhoods (original)</i>	<i>Hosticka, McLain</i>	<i>Deffebach</i>	<i>Complete</i>
<i>Nature in Neighborhoods Monitoring Program</i>	<i>Hosticka McLain</i>	<i>Triplett</i>	<i>Complete</i>
<i>Nature in Neighborhoods Grants Program</i>	<i>Park McLain Hosticka</i>	<i>Triplett</i>	<i>Complete</i>
<i>Measure 37 Analysis</i>	<i>Liberty Hosticka</i>	<i>Neill</i>	<i>Complete</i>
<i>Natural Areas Bond Measure</i>	<i>Bragdon</i>	<i>Desmond</i>	<i>Complete</i>
<i>Concept and Comprehensive Planning (Construction Excise Tax)</i>	<i>Newman</i>	<i>Wagner</i>	<i>Complete</i>

ANALYSIS/INFORMATION

1. **Known Opposition:** None.
2. **Legal Antecedents:** Resolution 05-3551, For the Purpose of Designating Council Projects and Assigning Lead Councilor and Council Liaisons adopted on March 3, 2005, Resolution No. 05-3628, Designating Additional Council Projects and Confirming Lead Councilor and Council Liaisons for Fall 2005 adopted on November 17, 2005, Resolution No. 06-3666, Designating Council Projects and Confirming Lead Councilor and Council Liaisons for Nature in Neighborhood and New Look Communications adopted February 9, 2006, Resolution No. 06-3692, For the Purpose of Designating an Additional Council Project and Confirming a Lead Councilor and Council Liaisons for Spring 2006 and Resolution No. 07-3815, For the Purpose of Designating Council Projects and Confirming Lead Councilor and Council Liaisons for the Regional Transportation Funding Projected adopted on May 10, 2007. All of these resolutions adopted council projects.
3. **Anticipated Effects** Authorizes lead councilors to play lead councilor role on behalf of the council and authorizes staff to begin work on projects. Projects may require budget amendments to be implemented as written.
4. **Budget Impacts** A budget ordinance would be required to designate funds for the Council Projects identified in the resolution. Council Project proposals in Exhibit A indicate the following funding requirements:

Exploration and Framing of Conservation Education and Natural Areas Maintenance Bond Measure

Expenses	\$290,000
Contracted Project Manager	120,000
Public Opinion Survey	30,000
Public Outreach	50,000
Misc. Supplies	10,000
Total	500,000

Realizing the Parks and Natural Areas Network

Contracted Consultants	120,000
Public Outreach	20,000
Misc. Supplies	10,000
Total	\$150,000

Performance Growth Management

This project will be completed using a combination of Metro staff and consultant resources. This project will require Council authorization of additional resources in the budget for 2008 / 2009 and 2009 / 2010. Resources are available in the adopted 2007 / 2008 budget for consultant services to assist in developing and refining the conceptual approach. Future budgets include additional resources for collecting and measuring data, identifying and supporting necessary legislative changes, refining the process for the new performance-based approach to growth management, and applying the approach to the 2009 Urban Growth Report and the next growth management decision in 2010.

Urban and Rural Reserves

For FY0708, staff estimates the need for another FTE to manage the Reserves process and an additional \$100,000 for the analysis and preliminary selection of reserve study areas. Staff estimates the resource needs for the Reserve analysis to increase in FY0809 to approximately \$500,000 due to the greater level of analysis leading to Council designation of Urban Reserves. These costs do not include extensive public engagement, scenario modeling or the costs of close collaboration with the Counties in the analysis and designation process. These, and other factors could increase the budget impacts of this work.

Approval of this project proposal implies additional financial commitment by the Council, or would require a revision of expectations and/or a reallocation of resources from other work program areas.