

**A G E N D A**

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



**METRO**

TEL 503-797-1540 FAX 503-797-1793

**MEETING: METRO POLICY ADVISORY COMMITTEE**

**DATE:** April 9, 2008

**DAY:** Wednesday, 5:00-7:00 p.m.

**PLACE:** Metro Council Chamber/Annex

NO	AGENDA ITEM	PRESENTER	ACTION	TIME
	CALL TO ORDER	Norris		
1	SELF INTRODUCTIONS & COMMUNICATIONS	All		5 min.
2	CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS			2 min.
3	CONSENT AGENDA <ul style="list-style-type: none"><li>March 12, 2008</li></ul>	Norris	Action	3 min.
4	COUNCIL UPDATE	Metro Councilor	Update	5 min.
5	JPACT UPDATE	Cotugno	Update	5 min.
6	URBANIZATION ISSUES <ul style="list-style-type: none"><li>Damascus Voter-approved Measures</li><li>Washington County Urbanization Forums</li></ul>	Jim Wright, Damascus Council President  Tom Brian, Washington County Board Chair	Presentation Discussion  Presentation Discussion	15 min. 15 min.  15 min. 15 min.
7	MAKING THE GREATEST PLACE SCENARIO PROPOSAL	Deffebach/Reid	Discussion	30 min.
8	RTP INVESTMENT SCENARIO	Ellis	Discussion	30 min.

**UPCOMING MEETINGS:**

MPAC: May 14, 2008

MPAC Coordinating Committee, Room 270: May 14, 2008

For agenda and schedule information, call Kim Bardes at 503-797-1537. e-mail: [bardes@metro.dst.or.us](mailto:bardes@metro.dst.or.us)

MPAC normally meets the second and fourth Wednesday of the month.

To receive assistance per the Americans with Disabilities Act,  
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# **Metro Policy Advisory Committee**

April 9, 2008

Item 3 – Consent Agenda Meeting Summary for March 12, 2007

METRO POLICY ADVISORY COMMITTEE MEETING RECORD

March 12, 2008 – 5:00 p.m.

Metro Regional Center, Council Chambers

**Committee Members Present:** Richard Burke, Jeff Cogen, Andy Duyck, Dave Fuller, Alice Norris, Michelle Poyourow, Sandra Ramaker, Paul Savas, Martha Schrader, Rick Van Beveren

**Committee Members Absent:** Ken Allen, Nathalie Darcy, Rob Drake, Fred Hansen, Tom Hughes, Tom Potter, Bob Sherwin, Erik Sten, Steve Stuart, Richard Whitman

**Alternates Present:** Randy Carson, Shirley Craddick, Craig Dirksen, Ed Gronke, Laura Hudson, Donna Jordan, Don McCarthy, Ted Wheeler

**Also Present:** Bill Bash, City of Cornelius; Hal Bergsma, City of Beaverton; Ron Bunch, City of Tigard; Carol Chesarek, Forest Park Neighborhood; Bob Clay, City of Portland; Danielle Cowan, Clackamas County; Jillian Detweiler, TriMet; Dan Drentlaw, City of Oregon City; Denny Egner, City of Lake Oswego; Meg Fernekees, DLCD; Mara Gross, Coalition for a Livable Future; Laird MacKenzie, City of Saskatoon; Doug McClain, Clackamas County; Shoshanah Oppenheim, City of Portland; Mark Ottenad, City of Wilsonville; Ron Papsdorf, City of Gresham; Kelly Ross, Western Advocates; Karen Schilling, Multnomah County; Dick Springer, West Multnomah SWCD

**Metro Elected Officials Present:** Liaisons – Carlotta Collette, Council District 2, Carl Hosticka, and Rod Park, others (in audience): Council President David Bragdon, Kathryn Harrington, Council District 4

**Metro Staff Present:** Dan Cooper, Andy Cotugno, Chris Deffebach, Kim Ellis, Ted Reid, John Williams, Robin McArthur, Amy Rose

**1. SELF-INTRODUCTIONS & COMMUNICATIONS**

Chair Alice Norris, called the meeting to order at 5:01 p.m. Chair Norris asked those present to introduce themselves.

**2. CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS**

There was none.

Mayor Craig Dirksen, City of Tigard, requested that MPAC consider making two additions to the MPAC workplan as laid out in the two letters included in the meeting packet under “miscellaneous.”

Chair Norris asked for a show of hands to indicate that the two items should be added to the work plan. A show of hands confirmed that they would be added.

**3. CONSENT AGENDA**

The meeting summary for February 27, 2008:

Motion:	Mayor David Fuller, City of Wood Village, with a second from Ed Gronke, Citizen Representative for Clackamas County, moved to adopt the consent agenda with a minor revision to attendance (see below motion).
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Vote:	The motion passed unanimously.
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Mayor Dirksen asked for a clarification of how those present at the meeting were recorded in the minutes.

Dan Cooper, Metro Attorney, explained the process.

Motion:	Mayor Dirksen, City of Tigard, with a second from Councilor Donna Jordan, Clackamas County, moved to have alternates included in attendance even if the member for that position was in attendance as well.
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Vote:	The motion passed unanimously.
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#### **4. COUNCIL UPDATE**

Councilor Carlotta Collette made some announcements for upcoming meetings and events, and then reviewed the recent and upcoming business of the Metro Council.

#### **5. JPACT UPDATE**

Andy Cotugno, Metro Planning Director, mentioned that many of the MPAC agenda items were also JPACT items slated for the JPACT meeting the next day. He briefly reviewed the JPACT agenda.

#### **6. OVERVIEW OF MULTNOMAH COUNTY'S EFFORT TO FUND WILLAMETTE RIVER BRIDGE NEEDS**

Chair Norris introduced Commissioner Ted Wheeler, Multnomah County.

Commissioner Wheeler gave a presentation regarding Multnomah county transportation issues, focusing on bridges. Multnomah County has 27 bridges and viaducts and 300 miles of roadway. He discussed the amount of deferred capital maintenance projects over the next 20 years.

The idea of a vehicle registration fee was posed in a poll and the citizens in Multnomah County were the most supportive of it as a way to gain revenue to support transportation maintenance.

Commissioner Wheeler said that he was looking for a unanimous (Inter-Governmental Agreement) IGA before taking the vehicle registration increase to a ballot measure. He noted the objections to the ballot measure as well as funding obstacles to meet the maintenance requirements. He reported that he was still in conversation with jurisdictions. He reported on his recent visits to Washington, D.C. and said that he felt that funding was uncertain. Chair Wheeler mentioned the proposal by Metro staff to have a 2-tiered MTIP funding allocation. He asked that large regional bridge projects be noted as tier 1 projects.

Mayor Norris opened the floor for questions and began by asking Chair Wheeler how a regional bridge authority would work. Chair Wheeler described what might be allowable under Oregon state law as well as gave some examples of how other regions organize. He acknowledged that there were still a lot of questions about this model.

Commissioner Andy Duyck, Washington County, asked if the action being asked of the council was related to a possible regional transportation authority. Chair Wheeler said that they were not related.

Councilor Donna Jordan, Clackamas County, noted that if more categories were added to the top tier, then money would effectively be taken away from projects in the second tier, meaning that there would be less money for local projects. Chair Wheeler recognized this impact but asked everyone to consider what the regional transportation system was and said that making bridges in the 1<sup>st</sup> tier would be making a statement of priorities for regional transportation.

Councilor Jordan raised the concern of citizen response to yet another regional project that might not impact them. Chair Wheeler said that, in his discussions with local governments, he often heard that they would like the region to move first and that he heard the regional voice (MPAC) saying that the local jurisdictions should move first. Councilor Shirley Craddick, City of Gresham, thanked Chair Wheeler for bringing this topic to regional attention and noted that Gresham city council was looking forward to participating in the discussion as a regional issue. Mayor Dave Fuller, City of Wood Village, noted that his council had voted to support Chair Wheeler and said that transportation funding should be reviewed regionally.

Mr. Rick Van Beveren, TriMet Board of Directors, voiced concerns about funding. Commissioner Duyck expressed Washington County's support of regional funding and asked for a definition of the regional system. Mr. Richard Burke, Washington County Special Districts, said that he had heard some reservations about a regional transportation authority.

## **7. RECOMMEND MTIP POLICY OBJECTIVES**

Mr. Cotugno introduced Ted Leybold, Metro MTIP Manager, and said that this topic would be in front of JPACT tomorrow.

Mr. Leybold went over what was included in the packet and updated the committee regarding recent meetings about MTIP and changes that had been made since the last time MPAC met. The committee was asked to note a new policy direction from JPACT regarding how project evaluation should respect the different stages of development (developed, developing, undeveloped) of parts of the region. Mr. Cotugno also pointed out a change regarding the objectives that were called out in the resolution as priorities.

There was discussion about what it might mean to recognize the difference in transportation infrastructure investment needs relative to an area's stage of development, as stated under Allocation Policies. It was clarified that this was meant to indicate different priorities that exist for areas at different stages of development, e.g. central city versus rural town.

It was noted that the objective relating to stormwater was changed to reflect a desire to minimize the impact of run-off. It was also noted that the two-step approach to allocating funds had been confirmed by JPACT. The first step would be an allocation to the regionally administered programs and the second step would allocate funds to local projects.

Commissioner Cogen proposed an amendment such that, in the paragraph that begins "Funding will be allocated in a two step process" and ends with "intelligent transportation systems program," after systems program, add "and the regional bridge program."

Motion:	Commissioner Jeff Cogen, Multnomah County, with a second from a member, moved for an amendment that the regional bridge program would be included in the first-tier of allocation of MTIP monies.
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Vote:	The motion passed 10-3: <b>Aye:</b> Burke, Cogen, Craddick, Fuller, Gronke, Jordan, Norris, Poyourow, Ramaker, and Schrader <b>Nay:</b> Dirksen, Duyck, and Van Beveren
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Mr. Leybold added that the evaluation process for local project applications may be changed from modal categories to categories based on performance outcomes.

Mr. Burke expressed his concern that local projects were being edged out of funding, and that the policies were directing regional flexible funds away from addressing congestion with new road capacity. He recommended reworking the entire document. In response, Mr. Cotugno directed the council to look at the chart regarding fund investment distribution and noted that the funds related to the current policy discussion were only 14% of federal transportation funding coming to the region and that approximately 40% of the funds could not be used for road capacity projects due to the purpose and federal regulations associated with those funds. Therefore, the other portions of the funds coming to the region cover projects that Mr. Burke might be concerned about.

Motion:	Motion to adopt MTIP Policy objectives as amended.
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Vote:	The motion passed 8-5: <b>Aye:</b> Cogen, Craddick, Fuller, Jordan, Norris, Poyourow, Ramaker, and Schrader <b>Nay:</b> Burke, Dirksen, Duyck, Gronke, and Van Beveren
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## 8. MAKING THE GREATEST PLACE

### 8.1 Performance-based Growth Management: Defining Performance

Councilor Carl Hosticka introduced the presentation and the possible outcomes from using performance-based growth management. Councilor Hosticka walked through the principles as presented in Exhibit B, introduced Exhibit A as an attempt to define the type of communities wanted in the region, a description of outcomes. Councilor Collette added that they would like to hear from MPAC about gaps that people saw in the list of outcomes.

Chris Deffebach, Metro Long Range Planning Manager, confirmed that this would be brought before MTAC and described the flow of ideas to strategies, as depicted in a handout that will be included in the record.

Mayor Dirksen asked where we were in the process right now and emphasized that municipal governments were best suited to meet the 2040 goals.

Mayor Dirksen moved to add: “new urban areas be planned and developed under municipal governance structures (within cities)” and also that an associated performance indicator or aspiration be added in the

proper place that would state “urban area planning and development occurs within municipalities.” This would be placed under the “great communities” list of bullet points.

Councilor Hosticka said that he considered this to be a friendly amendment.

The council discussed the implications of this amendment on land already within the UGB as well as whether land brought into the UGB would have to be added to an existing municipality in order to satisfy this amendment. It was clarified that annexation was not implied; a new municipality could be created.

Motion:	Mayor Dirksen, City of Tigard, with a second from a member, moved to add, as a definition of a successful community under the “Great Communities” bullet point in Exhibit A “new urban areas be planned and developed under municipal governance structures (within cities)” and add an associated performance measure that states: “urban area planning and development occurs within municipalities.”
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Vote:	The motion passed unanimously.
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Ms. Poyourow, Multnomah County Citizen Representative, asked that all the bullet points under “Great Communities” in exhibit A be phrased to reflect results. Councilor Hosticka agreed and said that staff would work on language.

Mr. Gronke asked about legislature and LCDC support for the Performance-based Growth Management project. Councilor Hosticka said that his impression was that LCDC supported it and somewhat the legislature, depending on if it was brought to them with a broad base of support.

## 8.2 RTP: Key Issues to Address in State Component

Kim Ellis, Metro Principle Transportation Planner, recalled her last visit and the acceptance of the federal component of the RTP as well as the request to extend the timeline for the State Component of the RTP. Her presentation will be included in the permanent record.

Chair Norris asked what the visit to LCDC would be about. Kim Ellis confirmed that they had to approve an extension of the timeline.

There being no further business, Chair Norris adjourned the meeting at 6:51 p.m.

Respectfully submitted,

Emma Stocker  
Council Policy Associate

ATTACHMENTS TO THE RECORD FOR MARCH 12, 2008

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

<b>AGENDA ITEM</b>	<b>DOCUMENT DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT NO.</b>
<b>#5 JPACT</b>	3/13/08	JPACT agenda for 3/13/08	031208-MPAC-01
<b>#7 MTIP</b>	March 2008	JPACT Agency Member Responses spreadsheet and JPACT City/County Member Responses spreadsheet	031208-MPAC-02
<b>#8 PBGM</b>	March 2008	Performance-Based Growth Management spreadsheet	031208-MPAC-03
<b>#8 RTP</b>	March 2008	Copies of slides from PowerPoint presentation: A New Look at Transportation, Linking Transportation to Land Use, the Economy and Environment (2035 Regional Transportation Plan)	031208-MPAC-04



# **Metro Policy Advisory Committee**

April 9, 2008

Item 7 – Making the Greatest Place Scenario Proposal

## MPAC Worksheet

**Agenda Item Title** *Making the Greatest Place* scenario proposal

**Presenter:** Chris Deffebach, Ted Reid

**Contact for this worksheet/presentation:** Chris Deffebach or Ted Reid

**Council Liaison Sponsor:** none

**Purpose of this item (check no more than 2):**

Information      x    
Update                
Discussion      x    
Action              

**MPAC Target Meeting Date:** April 9, 2008

Amount of time needed for:

Presentation      15    
Discussion        15  

**Purpose/Objective** (what do you expect to accomplish by having the item on *this meeting's* agenda):

(e.g. to discuss policy issues identified to date and provide direction to staff on these issues)  
Update on and discussion of the scenarios that will be conducted to inform the work programs that comprise the *Making the Greatest Place* effort.

**Action Requested/Outcome** (What action do you want MPAC to take at *this meeting*? State the *policy* questions that need to be answered.)

Our intent is to begin a discussion of how scenarios can be used as a tool to understand the likely outcomes of different regional and local policies.

**Background and context:**

In order to provide the region with better information about the implications of different policy choices, Metro staff has been working to formulate a series of questions to answer with MetroScope and the travel demand model. These scenarios are also critical components to designing a performance-based growth management system.

The modeling of these scenarios will occur throughout 2008 and 2009 and will be scheduled to coincide with *Making the Greatest Place* work programs. Scenario results will be used to engage local jurisdictions and stakeholders in a discussion of the cumulative importance of regional and local actions. Eventually, scenarios will be refined to reflect regional agreement on the prioritization of public investments, the recalibration of capacity expectations, reserve areas,

the Regional Transportation Plan, the High Capacity Transit Plan, and neighboring community growth plans.

**What has changed since MPAC last considered this issue/item?**

First consideration

**What packet material do you plan to include? (must be provided 8-days prior to the actual meeting for distribution)**

Scenario proposal

**What is the schedule for future consideration of item (include MTAC, TPAC, JPACT and Council as appropriate):**

Scenario results will be brought to MPAC throughout 2008, beginning in the summer.

# Making the Greatest Place Scenario Proposal

April 2, 2008

**Purpose:**

In order to provide the region with better information about the implications of different policy choices, Metro staff has been working to formulate a series of questions to answer with MetroScope and the travel demand model. These scenarios are also critical components to designing a performance-based growth management system.

The modeling of these scenarios will occur throughout 2008 and 2009 and will be scheduled to coincide with *Making the Greatest Place* work programs. Scenario results will be used to engage local jurisdictions and stakeholders in a discussion of the cumulative importance of regional and local actions. Eventually, scenarios will be refined to reflect regional agreement on the prioritization of public investments, the recalibration of capacity expectations, reserve areas, the Regional Transportation Plan, the High Capacity Transit Plan, and neighboring community growth plans.

**Phases for scenarios:**

Three rounds of scenarios are contemplated. Each has a different purpose:

	Spring 2008	Summer 2008	Fall 2008	Winter 2009
<p><b>Cause and effect scenarios:</b> Understand the impacts of different policy choices on where and when growth will occur and the functioning of the transportation system.</p>				
<p><b>Hybrid alternative scenarios:</b> Consider our long-term aspirations and the policy combinations that are most likely to get us there.</p>				
<p><b>Preferred alternative scenario:</b> Reflects regional agreement on the prioritization of public investments, the recalibration of capacity expectations, reserve designations, the RTP, the High Capacity Transit Plan, and neighboring community growth plans. This scenario will inform the next Urban Growth Report and subsequent growth management and transportation decisions.</p>				

**Guiding principles for scenarios:**

- Scenarios should be different enough that they illustrate policy choices and frame the boundaries of the political landscape; don't create a scenario just for the sake of creating a scenario.

- The two models, MetroScope and the travel model, each have their own strengths and weaknesses and should only be used to answer the questions that they are adequately equipped to answer.
  - MetroScope should be used for answering questions about the consumption of land for employment and housing (e.g. type, location, timing, efficiency, prices, basic commute distance, infrastructure costs, household greenhouse gas emissions).
  - The travel model should be used to answer questions about travel behavior, system performance and the function of the transportation system (mode share, travel distance, travel delay, travel-related greenhouse gas emissions).
- Scenario assumptions and results should be easy to explain – do not test too many policy variables in one scenario.

### **Model inputs and outputs:**

An understanding of inputs and outputs is helpful in considering what policy questions to explore with scenarios.

Inputs can be thought of as a set of policy “levers” that can be tested. For example, zoning designations or UGB expansions are inputs. The model will take them as a given and see how future households and employers might respond. These inputs may alternately be based on existing conditions (e.g. existing zoning) or may be manipulated in order to answer “what if” questions (e.g. what if we remove building height limits in corridors?).

Outputs are the performance indicators (results) that are reported from a scenario. For example, measures of housing affordability or greenhouse gas emissions are outputs. A standard set of performance indicators will be developed in consultation with local jurisdictions, technical experts, and other stakeholders. This same set of performance indicators will be reported for all scenarios.

### **Policy levers (inputs) to be tested with “Cause and Effect” scenarios:**

The questions listed below identify the inputs or policy “levers” to be tested with scenarios. Generally, performance indicators (outputs) are not articulated in these questions. This simplification is intended to avoid an ever-growing list that poses different combinations of input questions and output questions.

#### Urban and rural reserves

- How does the size, location, and timing of a UGB expansion affect where and when growth occurs?
- What are the outcomes of a no expansion scenario?

#### Development costs

- In what ways does the use of variable infrastructure costs (based on location efficiency) affect urban form?

- In which center and corridor locations are development incentives most effective for encouraging efficient use of land for residential and employment uses?
- In what ways is the targeted use of incentives more effective than the blanket use of incentives across all centers and corridors (as tested in previous scenarios)?

#### Urban amenities

- What are the outcomes of investments in urban amenities in various centers and corridors?

#### Regulatory barriers to density

- In what ways do current zoning regulations (e.g. building heights or prohibitions against mixed uses) limit infill and redevelopment potential in centers and corridors?

#### Neighboring communities

- How will the growth of neighboring communities affect the Metro region?
- How will our region's growth patterns affect neighboring communities?

#### Transportation investments (see RTP scenario summary for more details)

- How does a focus on investments that increase connectivity for all modes of travel affect urban mobility, community building, land use, and urban form?
- How does a focus on investments that build out 2040 Growth Concept high-capacity transit connections and expand complementary regional transit service affect urban mobility, community building, land use, and urban form?
- How does a focus on investments that add new capacity and connections to throughway system affect urban mobility, community building, land use, and urban form?
- How does a focus on investments that optimize the existing system and manage system demand affect urban mobility, community building, land use, and urban form?

### **What should our performance indicators (model outputs) do?**

- Indicators should be empirical / quantifiable, track progress towards goals, and be relevant to the decision making process
- Indicators should also address contemporary concerns such as greenhouse gas emissions
- Indicators should be available at several geographic scales and by 2040 design type
- In addition to informing decision makers, indicators should describe quality of life and cost of living (daily experiences)
- Indicators should help to understand the relative effectiveness of Metro and/or local policies
- Performance indicators should serve as an educational tool
- Though interesting, indicators that cannot be reasonably influenced by Metro and/or local policies should not be the focus
- Some indicators should allow for comparison with other metropolitan areas of similar size and between different areas within the Metro region
- Traditional indicators such as refill rate, capture rate, and primary commuter VMT will continue to be reported

- Indicators should not be limited by the data currently available. In order to provide the Metro Council and the region with the information that is most relevant, gaps should continue to be identified and new sources of data should be developed accordingly.

### **How scenario results will be presented**

- As a general rule, reports should strive to be approximately 1/3 text, 1/3 graphs, and 1/3 pictures/maps.
- Outcomes should be illustrated at both the regional and local level whenever possible.
- Data should be available by 2040 Design Type.
- Visualizations of what density could look like at the local level should be developed. Following are examples of this type of visualization.

Photo-visualizations courtesy of Fregonese and Associates



Before policy/investment actions



After policy/investment actions



## Scenario Glossary

(As used by the agency-wide performance measures with comparisons to the RTP framework)

<b>Term</b>	<b>Definition</b>	<b>Example</b>	<b>Comparison to RTP</b>
Goal / objective	Used interchangeably; a broad statement of desired outcomes; usually ambitious, and not usually measurable. Objectives are usually more specific than goals.	Accommodate growth equitably in a compact metropolitan form.	RTP explicitly distinguishes between goals and objectives.
Regional indicator	A quantitative measure that describes progress or lack thereof towards stated goals.	Refill rate	The RTP uses “performance measure” to describe quantitative measures. However, in the RTP framework, “performance measure” may be used interchangeably to mean “regional indicator” or “key performance indicator.” The RTP takes indicator to mean a conceptual or qualitative descriptor that may be tracked over time (e.g. access to jobs).
Strategy	Policies or actions that Metro and its partners may undertake to achieve goals (presumably, these strategies will positively influence progress as reported by the regional indicators).	Use incentives to encourage development in centers and corridors.	The RTP uses the term “potential actions” to define policies or actions that Metro and its partners may undertake to achieve goals.
Key performance indicator	A quantitative measure that describes the degree to which a particular strategy has been implemented (what Metro and its local partners are accountable for). <sup>1</sup>	Amount of development incentive available per dwelling unit in centers and corridors.	In the RTP framework, “performance measure” may be used interchangeably to mean “regional indicator” or “key performance indicator.”

<sup>1</sup> Key performance indicators are not likely to be scenario outputs. Rather, these help to establish linkages between strategies and outcomes.

# **Metro Policy Advisory Committee**

April 9, 2008

Item 8 – RTP Investment Scenario

## MPAC Worksheet

**Agenda Item Title:** 2035 Regional Transportation Plan – “Cause and Effect” Transportation Investment Scenarios Proposal

**Presenter:** Kim Ellis

**Contact for this worksheet/presentation:** Kim Ellis

**Council Liaison Sponsor:** Rex Burkholder

**Purpose of this item (check no more than 2):**

Information \_\_\_\_\_  
Update \_\_\_\_\_  
Discussion   X    
Action \_\_\_\_\_

**MPAC Target Meeting Date:**   4/09/08  

Amount of time needed for:

Presentation   15   Discussion   25  

**Purpose/Objective:**

- Provide input on the overall approach and policy variables to be tested in each scenario.
- Confirm RTP investment scenarios construct.

**Action Requested/Outcome:**

With Council, MPAC and JPACT support, staff will move forward to conduct the analysis.

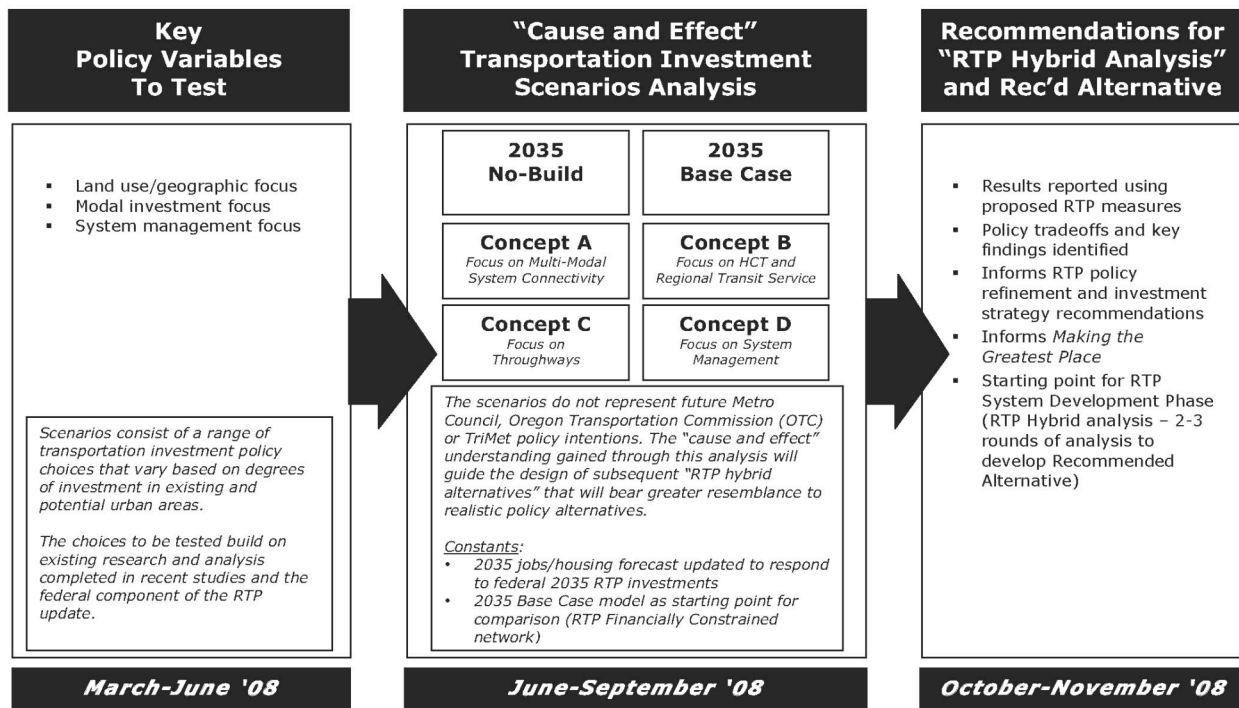
**Background and context:**

This memorandum outlines a recommended approach for analyzing the 2035 Regional Transportation Plan (RTP) “cause and effect” transportation investment scenarios. The RTP investment scenarios analysis is intended to provide policy makers with better information about new 2035 RTP policies and the implications of different transportation policy choices. Major objectives of the analysis are to:

- Evaluate distinct transportation investment policy choices that frame the boundaries of the political landscape and public opinion.
- Test RTP policies to better understand the effect of different transportation investments packages on travel behavior and development patterns.
- Test proposed performance measures to determine which measures can best evaluate whether the transportation system is successful in meeting regional goals and policies.
- Evaluate the relative effect and cost of different transportation investments packages in order to recommend what combinations of investments, tools and strategies are needed to best support the 2040 Growth Concept and other regional goals and policies.
- Provide recommendations to guide RTP System Development (“RTP hybrid analysis” and development of recommended alternative).

**Figure 1** shows the general construct and timeline for this analysis.

**Figure 1. RTP Investment Scenarios Construct and Timeline**



Each scenario is initiated by a "what if" question:

- *Concept A* - What if we focused our investments on increasing connectivity for all modes of travel?
- *Concept B* - What if we focused our investments to build out the high capacity transit connections identified in the 2040 Growth Concept and to expand regional transit service to complement the new HCT connections?
- *Concept C* - What if we focused our investments on adding new capacity and connections to the region's throughway system?
- *Concept D* - What if we focused our investments on optimizing the existing system and managing demand?

Recommendations for the *Making the Greatest Place* effort and RTP policy refinements will be developed based on what is learned through this analysis. The RTP investment scenarios analysis is also intended to be a starting point for the System Development Phase of the RTP process, which includes analysis of 2 to 3 "hybrid" alternatives in 2009. The "hybrid analysis" in 2009 will consider "blended" packages of transportation investments together with different levels of funding and, to the extent possible, land use variations identified through the Urban/Rural reserve track of the *Making the Greatest Place* effort. The "hybrid analysis" will draw from the current RTP investment pool and new ideas/strategies explored in the "Cause and Effect" scenarios to develop more realistic, yet ambitious combinations of transportation investments to implement the 2040 Growth Concept vision and meet state planning requirements. The analysis will inform development of a recommended "state" system of transportation investments and identification of the tools and actions needed to best support the 2040 Growth Concept vision for land use, transportation, the economy and the environment.

**What has changed since MPAC last considered this issue/item?**

TPAC and MTAC have reviewed the proposal and support moving forward with the analysis.

**What packet material do you plan to include?**

- **Attachment 1:** Memorandum on 2035 Regional Transportation Plan – “Cause and Effect” Transportation Investment Scenarios Proposal

**What is the schedule for future consideration of item:**

**Immediate next steps to finalize RTP investment scenarios construct:**

- **JPACT – April 10**
- **Bi-State Coordination Committee – April 17**
- **Metro Council – April 10**

**Future consideration of the results and policy implications:**

<b>May-June 2008</b>	Proposed RTP performance measures framework released for MPAC, JPACT and Metro Council discussion
<b>October 2008</b>	RTP Scenarios Analysis Report and recommendations released for MPAC, JPACT and Metro Council discussion
<b>December 2008</b>	MPAC, JPACT and Metro Council confirm RTP System Development principles and evaluation criteria

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 FAX 503 797 1794



DATE: April 2, 2008  
TO: Metro Council, JPACT, MPAC and Interested Parties  
FROM: Kim Ellis, Principal Transportation Planner  
SUBJECT: 2035 Regional Transportation Plan – “Cause and Effect” Transportation Investment Scenarios Proposal

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This memorandum outlines a recommended approach for analyzing the 2035 Regional Transportation Plan (RTP) “cause and effect” transportation investment scenarios. The analysis will evaluate the effects of distinct transportation policy choices on the future of the Portland metropolitan region. TPAC and MTAC have reviewed the proposal and support moving forward with the analysis.

**Action Requested**

- Provide input on the overall approach and policy variables to be tested in each scenario.
- Confirm RTP investment scenarios construct.

With Council, MPAC and JPACT support, staff will move forward to conduct the analysis.

**Overview**

The 2035 Regional Transportation Plan (RTP) “cause and effect” transportation investment scenarios will evaluate the effects of distinct transportation policy choices on the future of the Portland metropolitan region. The analysis will be conducted simultaneously with other *Making the Greatest Place* “Cause and Effect” land use scenarios described in a separate document. The results of the analysis will be reported using the RTP Outcomes-Based Evaluation Framework being developed by Metro staff and the RTP performance measures work group.

Recommendations for the *Making the Greatest Place* effort and RTP policy refinements will be developed based on what is learned through this analysis. The RTP investment scenarios analysis is also intended to be a starting point for the System Development Phase of the RTP process, which includes analysis of 2 to 3 “hybrid” alternatives in 2009. The “hybrid analysis” in 2009 will consider “blended” packages of transportation investments together with different levels of funding and, to the extent possible, land use variations identified through the Urban/Rural reserve track of the *Making the Greatest Place* effort. The “hybrid analysis” will draw from the current RTP investment pool and new ideas/strategies explored in the “Cause and Effect” scenarios to develop more realistic, yet ambitious combinations of transportation investments to implement the 2040 Growth Concept vision and meet state planning requirements. The analysis will inform development of a recommended “state” system of transportation investments and identification of the tools and actions needed to best support the 2040 Growth Concept vision for land use, transportation, the economy and the environment.

## **Purpose**

The RTP investment scenarios analysis is intended to provide policy makers with better information about new 2035 RTP policies and the implications of different transportation policy choices. Major objectives of the analysis are to:

- Evaluate distinct transportation investment policy choices that frame the boundaries of the political landscape and public opinion.
- Test RTP policies to better understand the effect of different transportation investments packages on travel behavior and development patterns.
- Test proposed performance measures to determine which measures can best evaluate whether the transportation system is successful in meeting regional goals and policies.
- Evaluate the relative effect and cost of different transportation investments packages in order to recommend what combinations of investments, tools and strategies are needed to best support the 2040 Growth Concept and other regional goals and policies.
- Provide recommendations to guide RTP System Development (“RTP hybrid analysis” and development of recommended alternative).

## **Questions to Answer with RTP “Cause and Effect” Investment Scenarios**

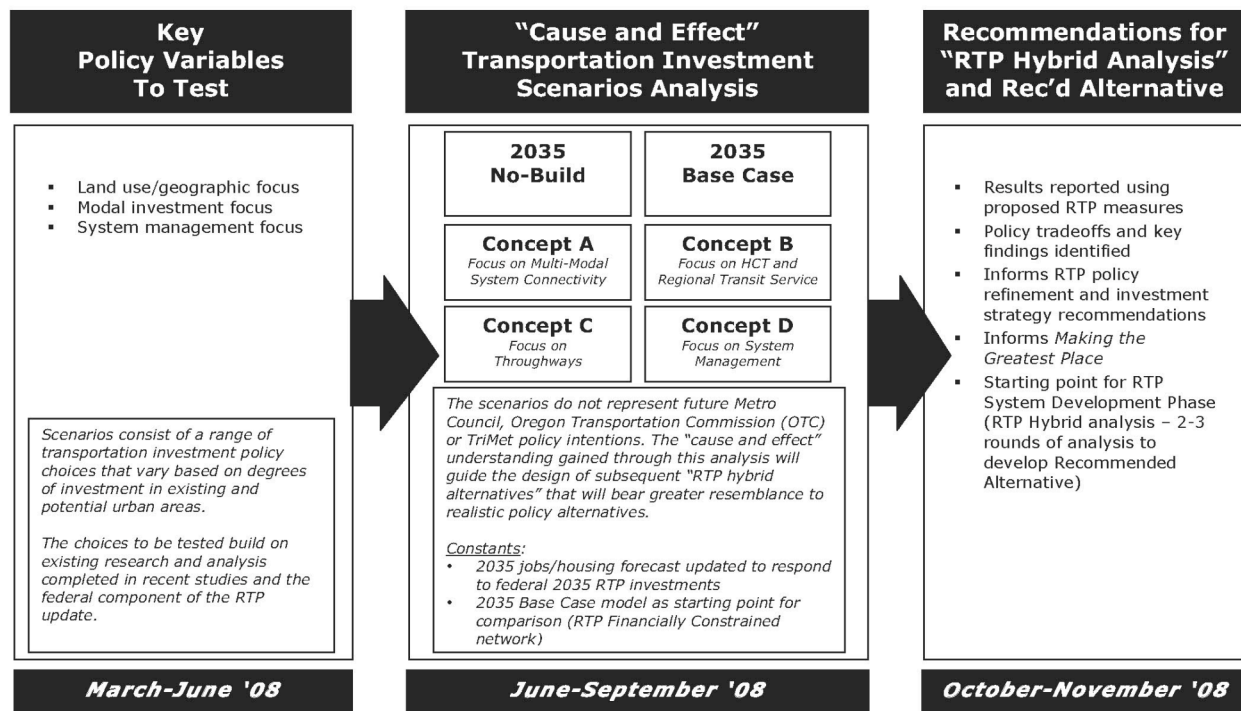
The RTP scenarios will help answer policy questions that forecasted growth and fiscal constraints in the region raise about our ability to protect the region’s quality of life and economy for current residents and future generations, including:

- What strategic transportation investments, in which key locations, best support the 2040 Growth Concept vision for vibrant communities, a healthy economy, transportation choices, and a healthy environment in an equitable and fiscally sustainable manner?
- How will future growth affect the reliability of our transportation system in providing for goods movement and access to work, school and other daily destinations?
- How do investments in major highways and transit affect travel behavior and development patterns in the region? What effect do these investments have on neighboring communities?
- What is the maximum potential for reducing drive-alone travel and optimizing performance of the existing transportation system?
- What indicators can best monitor whether the transportation system is successful in meeting regional goals and policies?

## **General Construct and Scope**

This analysis will examine a series of four conceptual motor vehicle and transit systems for their ability to serve forecast 2035 population and employment growth and support the 2040 Growth Concept. Each of the four scenarios is based on a “What if” policy-theme focus from the 2035 RTP, resulting in a distinct mix and level of transit service, motor vehicle system investments and system management strategies in each scenario. *All scenarios will have significantly more service and system investments than the “No Build” system of investments.* **Figure 1** shows the general construct and timeline for this analysis.

**Figure 1. RTP Investment Scenarios Construct and Timeline**



Each scenario is initiated by a "what if" question:

- *Concept A* - What if we focused our investments on increasing connectivity for all modes of travel?
- *Concept B* - What if we focused our investments to build out the high capacity transit connections identified in the 2040 Growth Concept and to expand regional transit service to complement the new HCT connections?
- *Concept C* - What if we focused our investments on adding new capacity and connections to the region's throughway system?
- *Concept D* - What if we focused our investments on optimizing the existing system and managing demand?

The four scenarios complement one another, and will be compared to the results of a 2035 No Build scenario and a 2035 Base Case scenario that were developed during the federal component of the 2035 RTP update.<sup>1</sup> The 2035 No-Build assumes no new revenue or investments beyond what has already been committed to transportation projects and programs in the region. The 2035 Base Case scenario assumes the 2035 RTP Financially Constrained System of projects and programs adopted by JPACT and the Metro Council in December 2007. **The scenarios do not represent future Metro Council, Oregon Transportation Commission (OTC) or TriMet policy intentions.**

<sup>1</sup> Modeling for the 2035 No Build and 2035 Base Case scenarios was conducted during December 2006-January 2007. The 2035 No-Build assumes no new revenue or investments beyond what has already been committed to transportation projects and programs in the region. The 2035 Base Case scenario uses the 2035 RTP Financially Constrained System of projects and programs.



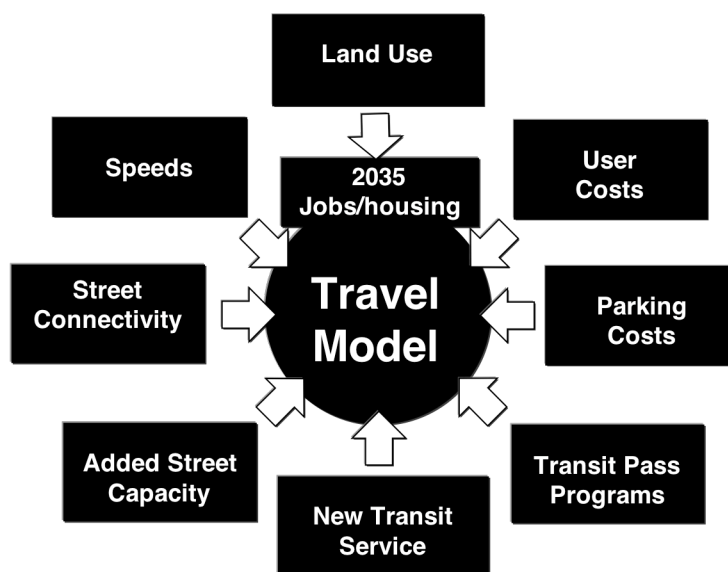
## Methodology

MPAC, JPACT and the Metro Council will provide direction on the policy variables to be tested in each of the scenarios. The RTP scenarios will be developed with the regional travel demand model for the purpose of modeling and analysis. The Metroscope model will be used to evaluate the land use and economic effects of each of the transportation networks. This approach will allow a comprehensive analysis of the relative strengths and weaknesses of each scenario in achieving the RTP goals approved by MPAC, JPACT and the Metro Council in December 2007.

## Summary of Regional Travel Demand Model

The Metro regional travel demand model forecasts travel volumes, with assignments executed in EMME/3. For travel forecasting purposes, land use assumptions are broken down into geographical areas called transportation analysis zones (TAZs). The EMME/3 model is not sensitive enough to test which policy/pricing/regulatory change is the best, but it can help demonstrate the overall effect of packages of investments. The 2035 land use assumptions will be held constant in the travel demand model for each scenario. In addition, the cost of various forms of transportation, including parking and transit fare costs, and levels of street connectivity are also assigned to each TAZ based on regional transportation and land use policies. The inputs are shown in **Figure 2**.

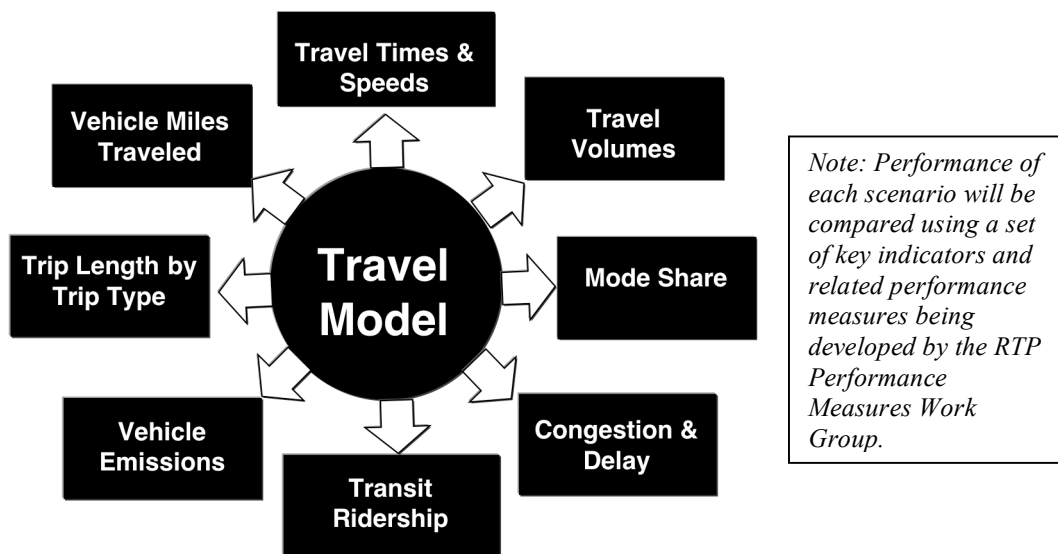
**Figure 2. Regional Travel Demand Model Inputs**



The regional travel demand model then estimates the number of trips that will be made, the distribution patterns of the trips throughout the region, the likely mode used for the trip and the actual roadways and transit lines used for motor vehicle and transit trips. Traffic volume projections from these simulations help assess transportation system performance. A broad array of model outputs can be generated using the regional travel demand model, including network miles, vehicle miles traveled, travel volumes, transit ridership, transportation-related vehicle emissions, total trips by trip type (purpose) and mode, trip lengths, travel delay and demand-to-capacity ratios (level-of-service) of motor vehicle and transit links.

The outputs can be reported at different geographic scales – region-wide, corridor-level and, in some cases, by 2040 Design Type. *Due to the macro-scopical nature of the regional model, the model does not effectively analyze walking, biking or local street traffic volumes at detailed analysis levels.* A sample of potential regional travel demand model outputs are shown in **Figure 3**.

**Figure 3. Regional Travel Demand Sample Model Outputs**



### Summary of Metroscope Model

Metroscope is a simulation model developed for testing planning policies in the urban land and real estate market. It utilizes extensive data describing attributes of the region's land and economic growth potential in order to mimic the responses of homeowners, renters, commuters, developers and business entrepreneurs to changes in the different attributes – where will people choose to live, work, travel, build new communities and engage in commerce. Data attributes include: land and real estate value, vacant buildable land, redevelopment and infill land, environmental conditions, transportation network features, development trends and population and employment growth projections.

Metroscope includes a built-in transportation model that simulates levels of travel demand and congestion for the region's road and transit system. The transportation model outputs from Metroscope are not as extensive as the outputs that can be drawn from the regional travel demand model, thereby limiting Metroscope's ability to provide detailed information about travel behavior in the region. Metroscope is capable of providing extensive information about the effects of transportation investments on development patterns throughout the region.

*Note: Land use and economic effects of each scenario will be compared using a set of key indicators and related performance measures being developed by the RTP Performance Measures Work Group.*

While the technical evaluation of the RTP scenarios will generate an extensive array of data, the analysis will focus on more generalized questions of how each scenario responds to basic concerns about growth in the region as expressed in the proposed RTP Outcomes-Based Evaluation Framework. Performance of each scenario will be compared using a set of key indicators and related performance measures being developed by the RTP Performance Measures Work Group. Planning-level cost estimates for each scenario will be developed by Metro, in partnership with ODOT and TriMet.

### Process and Products

The RTP Investment Scenarios Analysis will inform the *Making the Greatest Place* effort and state component of the RTP update. Recommendations for the *Making the Greatest Place* effort and RTP policy refinements will be developed based on what is learned through the analysis. The analysis is also intended to be a starting point for developing a recommended "state" system of transportation

improvements and programs. The "cause and effect" understanding gained through this analysis will guide the design and analysis of subsequent "RTP hybrid alternatives" that will bear greater resemblance to realistic policy alternatives in Winter/Spring 2009.

The findings from the analysis will be discussed at a joint JPACT, MPAC and Metro Council workshop in October 2008. Policy conclusions reached at this joint meeting will provide direction to Metro, ODOT, TriMet and local agency staff on the "hybrid alternatives" to be analyzed during the System Development Phase in 2009.

The policy conclusions from the scenarios analysis will be summarized in an RTP Investment Scenarios Analysis report. The report will serve as a tool in RTP public involvement activities beginning in Winter 2008. The first major public outreach for the state component of the RTP update will be a series of workshops – called "structured conversations" – to be held with freight and business interests and community-based organizations. The workshops will be designed to gather input on funding strategies and investment priorities to be included in the "state" system of investments in 2009. The RTP investment scenarios analysis report will serve as an important background document for these workshops.

### **Timeline**

The timeline for the scenarios analysis is designed to meet the Making the Greatest Place and RTP schedules:

<b><i>January – June 2008</i></b>	<i>Develop proposed RTP outcomes-based evaluation framework &amp; performance measures</i>
<b><i>April 2008</i></b>	<i>MPAC, JPACT and Metro Council confirm RTP scenarios construct and policy questions to be addressed in scenarios analysis</i>
<b><i>June-August 2008</i></b>	<i>Prepare and analyze investment scenarios using regional travel demand model and Metroscope<sup>2</sup></i>
<b><i>August-September 2008</i></b>	<i>Compile transportation analysis and summaries in RTP investment scenarios report and identify Making the Greatest Place and RTP recommendations</i>
<b><i>October 2008</i></b>	<i>RTP Scenarios Analysis Report and recommendations released for MPAC, JPACT and Metro Council discussion</i>
<b><i>December 2008</i></b>	<i>MPAC, JPACT and Metro Council confirm RTP System Development principles and evaluation criteria</i> <i>System development task begins</i>
<b><i>January-March 2009</i></b>	<i>Prepare and analyze 2 to 3 RTP "hybrid" investment alternatives using regional travel demand model</i>
<b><i>April 2009</i></b>	<i>Compile transportation analysis and summaries in RTP Hybrid Analysis report and identify Making the Greatest Place and RTP recommendations</i>
<b><i>May 2009</i></b>	<i>RTP Hybrid Analysis Report and recommendations released for MPAC, JPACT and Metro Council discussion</i>
<b><i>June 2009</i></b>	<i>MPAC, JPACT and Metro Council confirm RTP plan elements and direct staff to prepare updated 2035 RTP for public review</i>

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<sup>2</sup> Staff is working to determine whether sufficient resources exist to conduct Metroscope analysis of transportation scenarios within this timeframe.

## Transportation Policy Variables to Test<sup>3</sup>

### Concept A Focus on Multi-Modal System Connectivity

Focus on multi-modal connections throughout the region to test the RTP arterial, bicycle, pedestrian and regional transit service connectivity concepts.

*Construct variables to be tested in this concept:*

1. 4-lane major arterials spaced approximately 1-mile apart and 2-lane minor arterials and collectors spaced approximately ½-mile apart, where reasonable.
2. Throughway overcrossings spaced approximately two miles apart, where reasonable, to improve access to centers and address congestion at interchanges.
3. Grade separation of railroad and arterial street network.
4. Implementation of the 2008 Transit Investment Plan, South Metropolitan Area Rapid Transit (SMART) Transit Plan and C-TRAN transit plan.
5. Local transit circulators in regional centers.
6. Build out of the regional bicycle and pedestrian systems, including regional trails with a transportation function.

### Concept B Focus on High Capacity Transit (HCT) and Regional Transit Service<sup>4</sup>

Focus on build out of high capacity transit connections identified in the 2040 Growth Concept (e.g., Milwaukie LRT, Washington Square LRT, Oregon City LRT, Clark County LRT) and service expansions to complement new HCT connections to test RTP regional transit network concept.

*Construct variables to be tested in this concept:*

1. Transit system designs to improve coverage, speed and frequencies, address bottlenecks in the system and expand inter-urban connections.
2. HCT connections as defined in the HCT Study, including connections to all regional centers, inter-urban commuter rail to points outside the region and local aspirations.
3. HCT and streetcar network assumptions to be informed by current status of corridor studies.
4. Park-and-ride facilities and transit stations tied to new HCT service.
5. New and expanded frequent bus service on major arterials and 2040 corridors to support new HCT service, including new suburban-to-suburban connections and connections to employment areas (minimum 15-minute service most hours of the day).
6. Expanded streetcar system to complement HCT in the central city and regional centers.
7. Build out of new regional bicycle and pedestrian system connections to transit.

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<sup>3</sup> Due to the macro-scope nature of the regional model, the model is not able to effectively analyze some construct variables such as the provision of bicycle and pedestrian facilities or local street connections.

<sup>4</sup> Additional transit investment scenarios analysis will be conducted through the High Capacity Transit System Plan Alternatives Analysis to test different levels of high capacity transit and bus service coverage and frequency.

## Transportation Policy Variables to Test

### Concept C                      Focus on Throughways

Focus on expanded and new throughway connections identified in the 2040 Growth Concept (e.g., I-5/99W Connector, Sunrise Corridor, I-84/US 26 connector) to test the RTP Throughway System Concept.

*Construct variables to be tested in this concept:*

1. Throughways widened up to 10 through lanes as needed to address congestion and freight bottlenecks.
2. Interchange designs restructured as needed to accommodate additional throughway lanes.
3. New throughways connections up to 6 through lanes as needed (e.g., I-5/99W Connector, Sunrise Corridor, I-84/US 26 connector).
4. Throughway network assumptions to be informed by current status of corridor studies.
5. A "B" version of this concept includes value pricing of new capacity on selected heavily traveled throughway corridors.

### Concept D                      Focus on System Management

Focus on aggressively optimizing and managing the demand of the existing transportation facilities and services in the region to test the RTP Transportation System Management and Operations (TSMO) Concept.

*Construct variables to be tested in this concept:*

1. Value pricing and/or high occupancy vehicle (HOV)/freight-only lanes on selected heavily traveled throughway corridors to address congestion and freight bottlenecks.
2. Expanded ramp metering on throughways.
3. Signal timing on major arterials.
4. Transit signal priority and other transit-related system management strategies.
5. Access management of major arterials and removal of throughway interchange access to meet Oregon Highway Plan (OHP) interchange spacing standards.
6. Expanded transit pass programs, including "reduced fare zones" in the central city and regional centers.
7. Expanded parking management programs in the central city, regional centers, town centers and employment areas.

# **Metro Policy Advisory Committee**

April 9, 2008

Informational

Coordinated Public Involvement Plan for Urban  
and Rural Reserves

## MPAC Worksheet

**Agenda Item Title:** Coordinated Public Involvement Plan for Urban and Rural Reserves

**Presenter:** Ken Ray (staff from the counties may also present)

**Contact for this worksheet/presentation:** Ken Ray

**Council Liaison Sponsor:** Carlotta Collette

**Purpose of this item (check no more than 2):**

Information   
Update   
Discussion   
Action

**MPAC Target Meeting Date:** April 9, 2008

Amount of time needed for:

Presentation 10 minutes  
Discussion 15 minutes

**Purpose/Objective:**

The purpose of this discussion is to inform MPAC members of the content of the Coordinated Public Involvement Plan for urban and rural reserves and to describe the activities that are being carried out by Metro and Clackamas, Multnomah and Washington counties that are consistent with this plan.

**Action Requested/Outcome:**

No formal action is requested. This item is for informational and discussion purposes only.

**Background and context:**

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves and rural reserves. Following the adoption of

Senate Bill 1011, the Oregon Land Conservation and Development Commission (LCDC) adopted administrative rules to guide Metro and the counties of this region in the development, study and designation of urban and rural reserves.

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas in 2009. Staff members from the planning and public affairs departments of Metro and the three counties have been meeting regularly since December to support the work of the Reserves Steering Committee, develop a comprehensive work program to guide the development and designation of reserve areas, and develop and implement a coordinated public involvement plan as required by administrative rule.

This plan was reviewed by the citizen involvement committees of Metro and the three counties, as well as other advisory committees and the Citizen Involvement Advisory Committee of LCDC, as required by administrative rule. The Reserves Steering Committee also reviewed this plan at its March 14 meeting. Comments and feedback received from all of these entities have been incorporated into the plan.

**What has changed since MPAC last considered this issue/item?**

MPAC has not considered this item previously.

**What packet material do you plan to include?**

Packet material will include the Coordinated Public Involvement Plan as presented to the Metro Council in Resolution no. 08-3920, for the Council's consideration and adoption at its meeting on April 3, 2008.

**What is the schedule for future consideration of item?**

There are no plans to bring the Coordinated Public Involvement Plan itself before MPAC for further consideration. As public involvement activities are scheduled and implemented, Metro staff may come back to MPAC to inform the committee of these activities and the information received from them.



## **Coordinated Public Involvement Plan Urban and Rural Reserves March 2008**

This public involvement plan is the product of a coordinated effort of the staffs of Metro and of Clackamas, Multnomah and Washington counties to incorporate citizen involvement into the study and designation of urban and rural reserves. Metro and the counties are implementing a reserves study and designation process that involves the clear communication of information and timely opportunities for meaningful involvement by local and state governments, interested organizations, and members of the public.

This plan is designed to illustrate the types of public involvement activities, messages and communications methods that will be utilized at different phases of this effort. It does not provide an exhaustive list of meetings and activities that will be scheduled, target audiences that will be engaged, or messages that will be employed. Staff from Metro and Clackamas, Multnomah and Washington counties will be working closely throughout this effort to coordinate public involvement activities and will keep the Reserves Steering Committee, the Metro Council, the boards of commissioners of the three counties, the respective Metro and county citizen involvement committees, and other policy advisory committees informed of and engaged with the implementation of various citizen involvement activities throughout the different phases of the urban and rural reserves effort.

This plan incorporates the requirements of Oregon law and administrative rules governing citizen involvement in land use planning decisions. This plan reflects comments and feedback received from the Metro Council, Core 4 members, the respective citizen involvement committees of Metro and the three counties, and other county-level advisory committees, as well as the Reserves Steering Committee. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) has also reviewed this plan as required by administrative rule.

### **Background Information on Urban and Rural Reserves**

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

The longstanding system for managing the region's UGB has produced less than desirable, and often impractical, urban development patterns. This system has also failed to provide long-term protection for the region's most productive agricultural lands or for important natural landscape features, and it leaves out any consideration of the types of communities the region seeks to create when the UGB is expanded. This approach, which requires Metro to start from scratch

every five years, has led to conflict, uncertainty, and frustration for local governments, farmers, businesses, and landowners.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves as well as rural reserves.

## **Urban and Rural Reserves Study and Designation Process**

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas. The Reserves Steering Committee is co-led by one Metro Councilor and one commissioner from each of the three counties (the “Core 4”). All decisions by the Reserves Steering Committee with regard to the establishment of study areas and recommendations of reserve designations must be made by a unanimous vote of the Core 4. The Core 4 members are:

- Metro Councilor Kathryn Harrington
- Clackamas County Commissioner Martha Schrader
- Multnomah County Commissioner Jeff Cogen
- Washington County Chair Tom Brian

The Steering Committee also has seats for representatives from the two largest cities in each county, as well as one seat for each county representing the smaller cities of that county. One representative is designated to represent the neighboring cities outside Metro’s urban growth boundary. In addition, the Steering Committee includes representatives of the business community, the agricultural community, the natural resources community, social and economic equity organizations, and state agencies. A full list of Reserves Steering Committee members is included as “Attachment A” to this coordinated public involvement plan.

The Reserves Steering Committee is scheduled to meet monthly throughout 2008 and will continue to meet into 2009 when it will submit recommendations to the Metro Council and the county commissions on the designations of urban and rural reserves. Urban and rural reserve recommendations will be made through agreements between the Metro Council and the county commission in whose jurisdiction a reserve area is located. Following the signing of the intergovernmental agreements recommending reserve areas in summer 2009, the Metro Council will adopt the designation of urban reserves through amendments to the Regional Framework Plan, and the county commissions will adopt the designation of rural reserves through amendments to their comprehensive land use plans. The amendments to both the Regional Framework Plan and the county comprehensive land use plans will be submitted to the Oregon Department of Land Conservation and Development for review and acknowledgement in late 2009.

A chart illustrating the process and key milestones for designating urban and rural reserves is included as “Attachment B” to this coordinated public involvement plan. This public involvement plan is primarily organized around four important phases of this work, culminating

in intergovernmental agreements between Metro and the counties in summer 2009. Public meetings and outreach efforts are part of every phase of this project.

Following the signing of the intergovernmental agreements, the Metro Council and county commissions will conduct public hearings and other public outreach required by Oregon law and administrative rules prior to the formal designation of the reserve areas in the Regional Framework Plan and county comprehensive land use plans.

## **Principles of Public Involvement**

The following principles will apply to all public involvement activities:

1. As the designation of urban and rural reserves are linked, public outreach and citizen engagement events should be coordinated by Metro and the counties and should discuss both urban and rural reserves.
2. At major public open houses or other events designed for broad participation, both the affected county and Metro staff should coordinate and carry out the activity. It is the goal to involve elected officials from the Metro Council and the boards of county commissioners in as many activities as schedules will permit.
3. The effort of designating urban and rural reserves should be framed in aspirational terms: this is about shaping what this region will look like over the next 40 to 50 years. This will focus on protecting rural and natural areas that we treasure while determining which areas may be better suited to accommodate population and employment growth that will provide for a healthy economy.
4. Each public involvement activity related to the study of potential reserve areas should begin with a brief presentation of the need for a new approach to managing urban growth in this region, the advantages of designating urban and rural reserves, and information on the findings of the Shape of the Region Study and how those findings are applied to this work. These activities, at different phases of this work, will also feature study questions that will assist the Reserves Steering Committee in developing its recommendations.
5. Metro and the counties will seek to solicit public input through electronic means. Any public feedback solicited online or through other media should address the same study questions asked at public forums and other in-person meetings.
6. Public comments received by Metro and by the counties on matters related to urban and rural reserves will be recorded and responses published in a manner that supports the single, coordinated set of findings required by LCDC's Reserves Rule (OAR 660 Division 27).
7. Attendees at public meetings and forums who submit their names and contact information for the public record will be kept informed through written communications of the progress of the urban and rural reserve study and designation process.
8. Metro and each county may carry out their own processes for informing proposals on urban and rural reserves. Public involvement activities related to these processes are included in this coordinated public involvement plan. Input received through these processes will ultimately come to the Reserves Steering Committee to inform its recommendations on urban and rural reserve designations.

## **Phase One: Informing Recommendations of Reserve Study Areas**

Winter and Spring 2008

Phase One will focus on providing an introduction to the urban and rural reserves process. This will include an explanation of the need for this approach, the process that will be undertaken to develop urban and rural reserves, and the outcomes that the region seeks to achieve. Public involvement events and activities during this phase will also discuss the analytical approach that will be applied in the identification of reserve study areas. These meetings will be the first of several rounds of meetings with community groups and it will be emphasized that staff and elected officials from the counties and Metro will return at different phases of the project to provide updates and seek public input that informs the study and analysis of proposed reserve areas.

### **Main messages will focus on:**

- The need for a new approach to managing urban growth in this region
- The advantages of designating urban and rural reserves
- A brief overview of the factors that will be considered in evaluating potential urban and rural reserves
- How the process of studying and designating urban and rural reserves will work
- The ultimate outcomes the region seeks to achieve

### **Primary audiences and events will include:**

- **Citizen organization meetings<sup>1</sup>:** Staff from Metro and the counties will attend regularly scheduled citizen organization meetings in selected areas to provide introductory information on urban and rural reserves and to hear concerns, ideas and other feedback for informing the process of developing urban and rural reserve study areas.
- **Citizen involvement committees:** Staff and elected officials from Metro and the counties will meet with their respective citizen involvement committees to describe plans and goals for soliciting and incorporating citizen involvement into the study and designation of urban and rural reserves. Ideas for enhancing citizen involvement throughout this effort will also be sought.
- **County Coordination and Policy Advisory Committees:** The counties will staff and facilitate their respective advisory committees to develop recommendations specific to the county. In addition, Metro staff and elected officials will brief the Metro Policy Advisory Committee (MPAC) on the details of this citizen involvement plan and on the work of the Reserves Steering Committee.

### **Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed

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<sup>1</sup> For purposes of this coordinated public involvement plan, the term “citizen organization” refers to citizen participation organizations (Washington County); community planning organizations, hamlets and villages (Clackamas County), and recognized neighborhood associations (in all three counties).

- The Shape of the Region study and how it informs the reserves study and designation process
- The timeline for studying and designating urban and rural reserves
- What the region hopes to achieve through this process
- A brochure that briefly describes the urban and rural reserves program and timeline
- A description of the county's public involvement process (if applicable)
- Summaries of the three components of the Shape of the Region Study
- A description of Reserves Steering Committee: who its members are and how it operates
- A timeline of events and decision points (Reserves Milestones Chart)
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas

Maps that are utilized during this phase will illustrate the broader region outside of the Metro UGB that is being considered for study for potential reserve areas, both urban and rural. These maps will not identify areas as likely to be included in either rural or urban reserves. During this phase Metro and the counties will be gathering initial input from the public on issues and concerns regarding which areas should be studied for further analysis. There are no preconceptions as to which areas will be studied as potential urban reserves or rural reserves.

At the conclusion of Phase One, public comment will have informed the staff of Metro and the counties in the development of their preliminary recommendations to the Reserves Steering Committee on identifying reserve study areas for further analysis.

## **Phase Two: Developing Reserve Study Areas**

Summer 2008

Phase Two will focus on the selection of reserve study areas for further analysis. As we continue to share information with the public on the importance of urban and rural reserves and describe the analytical approach being taken to evaluate potential reserve areas, we will outline proposed study areas on maps for review and comment by the public. These outreach activities will also include discussions on how growth may be accommodated in communities inside the existing UGB. In addition to the main messages provided in Phase One, this phase of the program will focus on addressing at least two primary questions:

1. Are these the areas that the Reserves Steering Committee should study and analyze further?
2. What additional information should be considered in defining these study areas?

Information received through various citizen involvement activities during this phase will inform the decisions of the Reserves Steering Committee to formally establish reserve study areas for further analysis.

**Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to describe the purpose of urban and rural reserves and illustrate potential study areas. These open houses will solicit public input on the scope of the reserve study areas and related considerations. Consistent messages and questionnaires will be used at all open houses.
- **Citizen organization meetings:** Staff and/or elected officials from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees in each of the three counties to describe the recommended study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including but not limited to county planning commissions, agricultural organizations, local business groups, other interest groups and affected public agencies.

**Communication materials utilized during this phase will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The Shape of the Region study and how it informs the reserves study and designation process
  - The timeline for studying and designating urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of potential study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- A description of Reserves Steering Committee: who its members are and how it operates
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of recommended study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Two, the Reserves Steering Committee will endorse study areas for further analysis.

### **Phase Three: Analyzing Reserve Study Areas**

Fall 2008 and Winter and Spring 2009

Phase Three, which follows the establishment of the reserve study areas by the Reserves Steering Committee in summer 2008, will be the longest and employ the most intensive analytical rigor leading to the development of preliminary recommendations for reserve designations. The analyses will apply the findings of the various elements of the Shape of the Region study and the factors to consider in the designation of urban and rural reserves as described in Oregon law and administrative rule. The analyses will incorporate information related to transportation and infrastructure needs, population and employment trends, and other inputs.

Public involvement events and activities during this phase will focus on educating the public about the application of these data and factors to the reserve study areas and will solicit citizen feedback on how the Metro Council and the boards of county commissions should weigh various factors in the designation of urban and rural reserves. Included in public outreach activities during this phase will be discussions about how additional growth can be accommodated in communities already inside the UGB. In addition to the main messages emphasized in the first two phases of this project, public involvement activities during this phase will seek input on the analysis provided by staff from Metro and the counties as well as the relative weight that should be given to different factors in the ultimate designation of urban and rural reserves.

#### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to illustrate the study areas and describe the factors and findings being applied in the analyses of these study areas. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on the application of the factors and additional issues and concerns to consider. Consistent messages and questionnaires will be used at all open houses.
- **County planning commissions<sup>2</sup>:** Staff from Metro and the counties will present information to county planning commissions describing the approach to designating urban and rural reserves, highlighting the reserves study areas, explaining the factors and analytical methodology being applied to the reserve study areas, and the effects that designating urban and rural reserves will have on growth management decisions at the local and regional level. Staff will seek input from planning commissions on the application of the factors.
- **Citizen organization meetings:** Staff from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit

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<sup>2</sup> As the counties will designate rural reserves through amendments to their comprehensive land use plans in 2009, and as staff resources are limited, the focus here is on county planning commissions. However, Metro and county staff will provide information to city planning staffs for their use to inform city decision makers and citizen organizations.

feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.

- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees of the three counties to describe the recommended study areas and solicit feedback on the scope of the study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including those listed for Phase Two and others that are identified during the analytical work.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing study areas up to this point
  - How public input received up to this point has informed the establishment of the study areas
  - The Shape of the Region study and how it informs the reserves study and designation process
  - What comes next in the process of studying urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Three, the Core 4 members of the Reserves Steering Committee will, by unanimous vote, formally recommend the designations of specific urban and rural reserves to the Metro Council and boards of county commissioners for their adoption through intergovernmental agreements.



## **Phase Four: Recommending Reserve Designations** Spring and Summer 2009

Phase Four will seek public input on the preliminary urban and rural reserve designations recommended by the Reserves Steering Committee for adoption by the Metro Council and the boards of commissioners of Clackamas, Multnomah and Washington counties. Staff and elected officials from Metro and the three counties will continue to meet with the audiences and organizations that have been engaged in the study and designation of the urban and rural reserves with the aim of illustrating how citizen input has contributed to the formation of the recommended reserve designations and seeking additional public comment to inform the decisions of the Metro Council and county commissions to designate reserve areas through intergovernmental agreements.

The questions to be addressed during this phase will focus on whether the Metro Council and the boards of county commissioners should adopt the recommendations of the Reserves Steering Committee and, if amendments to the proposed reserve designations are desired, how those proposed reserve designations should be amended and why.

### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses (at least two per county) during this period to illustrate the recommended reserve designations. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on factors for the Metro Council and the county commissions to consider when determining urban and rural reserve designations.
- **Public hearings:** In addition to public open houses, public hearings will be held by the Metro Council and the boards of county commissioners to receive public comment on the recommendations for reserve designations made by the Reserves Steering Committee and to provide feedback on the draft intergovernmental agreements to be negotiated between the Metro Council and the boards of county commissioners.
- **County planning commissions:** Staff from Metro and the counties will present information to county planning commissions describing the recommended reserve designations and the factors and other considerations that contributed to those recommendations. Staff will also discuss the steps following the adoption of intergovernmental agreements designating the reserve areas, including the amendments to comprehensive plans and the Regional Framework Plan, and the roles and responsibilities of planning commissions relating to the zoning and planning of reserve areas.
- **Citizen organization meetings:** Staff from Metro and the counties will attend selected citizen organization meetings to illustrate the recommended reserve designations and solicit public feedback to present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements. The focus of this outreach effort will be on those citizen organizations serving areas in or nearest to the recommended areas for reserve designations.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees from each of the three counties to describe the recommended reserve designations and solicit public feedback to

present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing recommended reserve designations up to this point
  - What was learned in applying the technical analyses and public input to the study areas, and how they inform the recommended reserve designations
  - The next steps to be undertaken by the Metro Council and the county commissions
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Maps of recommended reserve designations
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses and public hearings.

At the conclusion of Phase Four, after receiving public comment through a variety of activities and events, the Metro Council and the boards of county commissioners will adopt intergovernmental agreements recommending the designations of urban and rural reserves. The formal designations of the reserve areas will take place in Phase Five, when the Metro Council will amend the Regional Framework Plan to designate urban reserves and the counties will amend their comprehensive plans to designate rural reserves. The amendments to these plans will be subject to review and acknowledgement by LCDC.

**Phase Five: Formal Designations of Urban and Rural Reserves**

Summer and Fall 2009

Phase Five will deal with the amendment of the Regional Framework Plan to designate urban reserves and the amendments to the comprehensive land use plans of Clackamas, Multnomah and Washington counties to designate rural reserves. Specific public involvement activities related to these amendments will be planned in 2009 prior to the adoption of the intergovernmental agreements described in Phase Four of this coordinated public involvement

plan. These activities will be conducted in accordance with requirements for public involvement established in Oregon law, Goal 1 of Oregon's Statewide Planning Goals and Objectives, and other applicable administrative rules.

**Attachment A****Reserves Steering Committee Members**

as of March 14, 2008

**Core 4**

<b>Metro Council</b>	<b>Kathryn Harrington</b>
<b>Clackamas County</b>	<b>Martha Schrader</b>
<b>Multnomah County</b>	<b>Jeff Cogen</b>
<b>Washington County</b>	<b>Tom Brian</b>

<b><u>Cities</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Portland</b>	<b>Gil Kelley</b>	<b>Bob Clay</b>
<b>Beaverton</b>	<b>Rob Drake</b>	
<b>Gresham</b>	<b>Shane Bemis</b>	
<b>Hillsboro</b>	<b>Tom Hughes</b>	<b>Aron Carleson</b>
<b>Lake Oswego</b>	<b>Judie Hammerstad</b>	<b>Donna Jordan</b>
<b>Oregon City</b>	<b>Alice Norris</b>	<b>Doug Neeley</b>
<b>Other cities – Clackamas County</b>	<b>Charlotte Lehan, Wilsonville mayor</b>	<b>Norm King, West Linn mayor</b>
<b>Other cities – Multnomah County</b>	<b>David Fuller, Wood Village mayor</b>	<b>Julie Odell, Wood Village</b>
<b>Other cities – Washington County</b>	<b>Chris Barhyte, Tualatin city councilor</b>	<b>Richard Kidd, Forest Grove mayor</b>
<b>Neighbor cities</b>	<b>Bob Austin, Estacada mayor</b>	<b>Kathy Figley, Woodburn mayor</b>

<b><u>Non-governmental stakeholders</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Business</b>	<b>Greg Manning</b>	
<b>Construction/Real Estate</b>	<b>Greg Specht</b>	<b>Bob LeFeber</b>
<b>Urban Development</b>	<b>Craig Brown</b>	<b>Drake Butsch</b>
<b>Agriculture</b>	<b>Jeff Stone</b>	<b>Shawn Cleave</b>
<b>Natural Resources</b>	<b>Mike Houck</b>	<b>Jim Labbe</b>
<b>Land Use</b>	<b>Mary Kyle McCurdy</b>	
<b>Social/Economic Equity</b>	<b>Sue Marshall</b>	<b>Ron Carley</b>

<b><u>State Agencies – serving in coordination roles</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Department of Land Conservation and Development</b>	<b>Richard Whitman</b>	<b>Bob Rindy</b>
<b>Department of Transportation</b>	<b>Lainie Smith</b>	<b>Lidwien Rahman</b>
<b>Department of Forestry</b>	<b>David Morman</b>	<b>Doug Decker</b>
<b>Economic and Community Development Department</b>	<b>Karen Goddin</b>	<b>John Rakowitz</b>
<b>Water Resources Department</b>	<b>Bill Ferber</b>	
<b>Department of State Lands</b>	<b>Kirk Jarvie</b>	<b>Peter Ryan</b>
<b>Department of Environmental Quality</b>	<b>Keith Johnson</b>	
<b>Department of Agriculture</b>	<b>Katy Coba</b>	<b>Jim Johnson</b>
<b>Department of Fish and Wildlife</b>	<b>Jeff Boechler</b>	<b>Susan Barnes</b>

**DRAFT**

# Key Milestones for Designating Urban and Rural Reserves

*work in progress*

**2008**

*Identifying and analyzing options for urban and rural reserves study areas*

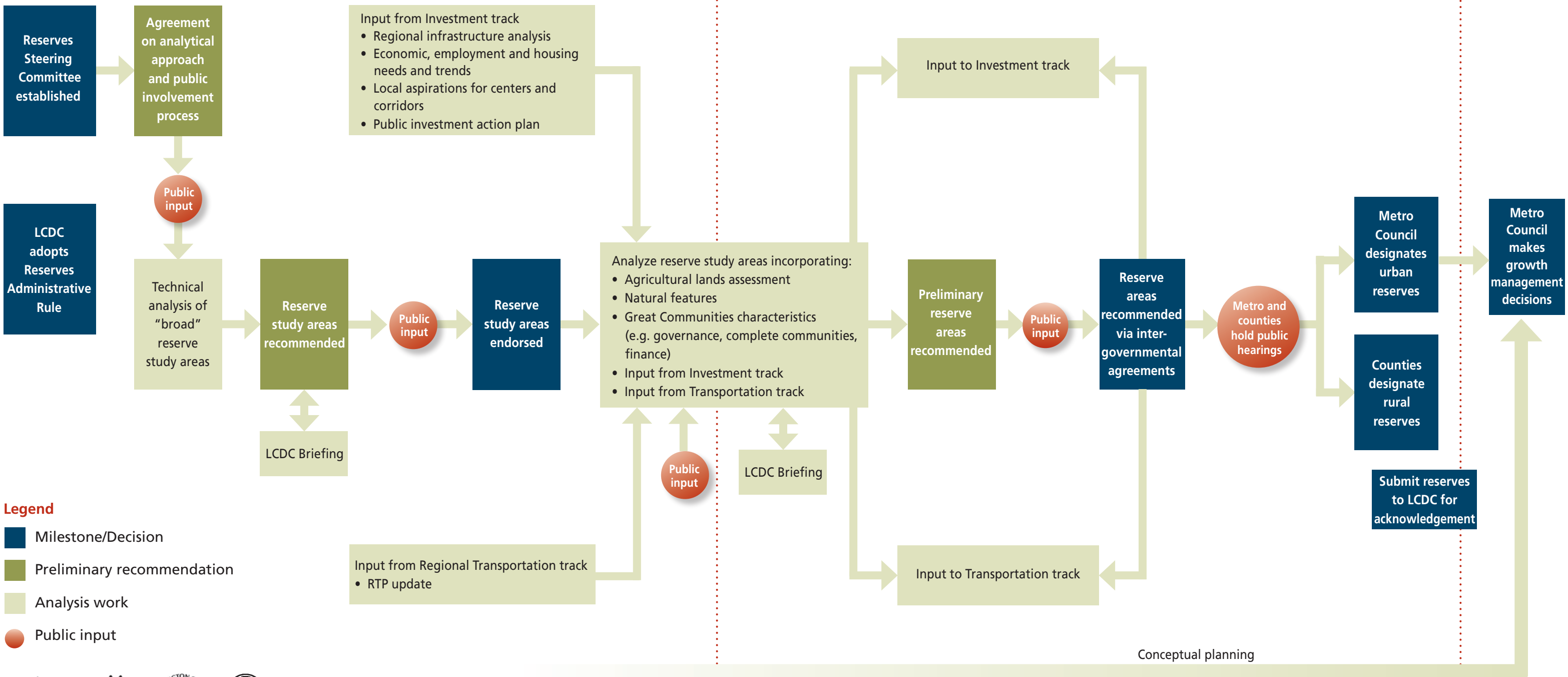
**2009**

*Final analysis and decisions on urban and rural reserves*

**2010**

*Future decisions*

WINTER      SPRING      SUMMER      FALL      WINTER      SPRING      SUMMER      FALL



**Legend**

- Milestone/Decision
- Preliminary recommendation
- Analysis work
- Public input



# **Metro Policy Advisory Committee**

April 9, 2008

Informational Item No. 2

Functional Plan Compliance Process



**METRO**

PEOPLE PLACES  
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[www.metro-region.org](http://www.metro-region.org)



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# Functional Plan Compliance Process

## *Strengthen Redesign Efforts*

March 2008

A Report by the Office of the Auditor

Suzanne Flynn  
*Metro Auditor*

*Audit Team:* Kristin Lieser, Senior Management Auditor  
Fred King, Senior Management Auditor



SUZANNE FLYNN

**Metro Auditor**

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**M E M O R A N D U M**

March 21, 2008

To: David Bragdon, Council President  
Rod Park, Councilor, District 1  
Carlotta Collette, Councilor, District 2  
Carl Hosticka, Councilor, District 3  
Kathryn Harrington, Councilor, District 4  
Rex Burkholder, Councilor, District 5  
Robert Liberty, Councilor, District 6

From: Suzanne Flynn, Metro Auditor

**Re: Audit of Functional Plan Compliance Process**

The attached report covers our audit of the process used by the Planning Department to determine compliance with the Urban Growth Management Functional Plan. This audit was included in our FY07-08 Audit Schedule.

This audit was intended to assist the Department in its redesign of the compliance process. An audit had originally been suggested by the Planning Department in the budget process and the Auditor's Office added it to the audit schedule.

The Planning Department is currently in the process of redesigning its compliance process and intends to make it more performance-based. We looked at how the Department had previously organized its compliance reviews and also at how the State manages a similar process. We also surveyed planning directors in the region to determine their views on changing the process. We are recommending that the Department strengthen the redesign process by developing a plan and timelines. We also note potential barriers based upon our survey and a review of data that might be used to measure performance.

We have discussed our findings and recommendations with Andy Cotugno, Planning Director, and Chris Deffebach, Manager, Long Range Planning. A formal follow-up to this audit will be scheduled within one to two years. We would like to acknowledge and thank the management and staff in the Department who assisted us in completing this audit.

A handwritten signature in cursive script, appearing to read 'Suzanne Flynn'.



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## Summary

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Regional growth management is the primary mission of Metro. To meet this mission, Metro develops a regional long-range plan, sets policies about transportation and land use, and requires local government plans and land use regulations be consistent with its policies. Metro is currently redesigning its process to ensure local government compliance with its Urban Growth Management Functional Plan (Functional Plan). This audit was initiated at the request of the Planning Director to examine how Metro monitors compliance and to recommend how the process could be improved.

Metro wants to shift the compliance process from what some view as a burdensome bureaucratic system to one that focuses on results and collaboration. It intends to use performance standards to evaluate progress in meeting Functional Plan goals. There are currently two projects underway that might be a source of performance measures. One is an agency-wide effort to develop budget performance measures and the other is a performance-based growth management initiative. Whichever project is used to redesign the compliance system, Metro needs to develop a plan and timelines to keep the redesign on track.

We found that there are some barriers that Metro also must consider in redesigning its system. For some areas of compliance, Metro proposes to use its own data to measure performance rather than requiring the local jurisdictions to report data. To do so would require that Metro address some weakness in the data that is available. It is also considering a system where compliance is voluntary but there are incentives provided. We surveyed planning directors in local government and found that there were reservations about this type of system.

There are also actions that the Planning Department can take to improve their compliance process. We examined the Oregon Department of Land Conservation and Development process for monitoring compliance. In comparison, Metro's process is less efficient. Metro needs to develop standard procedures for its review process and a file management system. We also reviewed annual compliance reports and found that they could be better designed to communicate more effectively.

We recommend that Metro set goals, develop a timeline, decide how to communicate to stakeholders and dedicate a team responsible for redesigning the process. We also make recommendations about improving the efficiency of the process and quality of the data that might be used.

## Background

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Metro plays an important role in coordinating regional land use in order to preserve and enhance the region's quality of life. Metro's home-rule charter, approved by voters in 1992, makes regional growth management the agency's primary mission. Metro develops a long-range plan for the region and a set of policies about transportation and land use. Metro can require local governments to ensure their comprehensive plans and land use regulations are consistent with Metro's policies.

The Urban Growth Management Functional Plan (the Functional Plan) establishes how local governments must change their comprehensive plans and land use regulations, if necessary, to comply with Metro's requirements. It contains 13 titles relating to, among other things, focusing growth in centers; using land more efficiently; preserving natural areas; improving mobility and use of alternative forms of transportation; and planning new areas brought into the Urban Growth Boundary. The Functional Plan also explains how Metro will monitor and report compliance.

The Functional Plan's compliance system has three parts:

1. **Initial review:** When a title is created or changed, Metro does an initial review to ensure that local plans and regulations are consistent.
2. **Ongoing review:** Local governments are required to send notice to both Metro and the Oregon Department of Land Conservation and Development (DLCD) when they change their comprehensive plans or land use regulations. Metro and DLCD review these changes and can challenge proposals they determine are not consistent with regional and state policies.
3. **Annual review:** Metro is required to produce an annual report on the status of compliance across the region.

Metro is currently redesigning its approach to compliance. It has suspended some of its compliance requirements due to concerns about their usefulness. It plans to create a more meaningful way of evaluating progress by integrating compliance with performance measures.

## Scope and Methodology

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The objective of this audit was to examine how Metro monitors compliance and recommend how it can improve the process.

To address our objective, we:

1. Compared Metro and the State Department of Land Conservation and Development (DLCD) compliance review processes.
2. Surveyed local planning departments to assess the perceived usefulness of reviews, ways to improve the process, and factors that help or impede local compliance.
3. Compared annual compliance reports with best practices in effective reporting.
4. Monitored Metro's activities to redesign the compliance process and evaluated them using best practices for transforming business processes identified by the U.S. Government Accountability Office (GAO).

Other audit activities included interviewing Metro and DLCD staff and local planning officials, reading compliance files, analyzing data available through Metro's Data Resource Center and attending meetings related to redesigning the process. We compiled the responses received from our survey of local planning departments and provided this information in a separate report to the Director of Planning for Metro.

The scope of this audit was Metro's process for reviewing local compliance with the Urban Growth Management Functional Plan. We initiated the audit at the request of the Planning Department. This audit was included in the FY07-08 audit schedule and was conducted in accordance with generally accepted government auditing standards.

## Results

---

Metro is redesigning its compliance process; however, it will not be successful if it does not have a strategy for creating the new system. It will need to have a well-defined plan, a timeline with milestones and a team to create the new system. Redesigning the system won't be easy. Metro must overcome barriers to approaches it is considering and fix basic weaknesses in the old system.

### **Metro needs a plan for how it will redesign its compliance process**

Metro faces the challenge of how to best marshal local and Metro resources to ensure land use goals are met and policies are followed. It wants to shift from what some view as a burdensome, bureaucratic compliance system to one that focuses on results and collaboration. It intends to develop and use performance standards to evaluate progress.

Metro's leadership has demonstrated a commitment to redesigning the compliance process. The Chief Operating Officer (COO) has been actively involved in presenting the idea to the Metro Council. The COO sent a letter to local governments about Metro's intent to suspend some compliance requirements and redesign the process. The letter stated that Metro will work with local governments over the next two years to integrate compliance with performance measures.

There are two projects underway at Metro that might be a source for performance measures. One is an agency-wide effort to develop measures as part of the budget. The second is a Planning Department initiative to create a performance-based growth management system. At the beginning of the audit, redesigning the compliance process was linked with the agency-wide effort. During the course of the audit, it has become more closely tied to the performance-based growth management initiative. There are indications that the timeline for developing agency-wide performance measures is slipping.

Making such a fundamental change to the compliance process will require long-term, concerted effort. Metro has yet to develop a plan for what the new system will look like and how it will get there. Lacking a timeline and milestones, Metro cannot monitor progress or ensure that the change is accomplished in a timely manner. It should determine its goals and priorities for the new system, and assign responsibility for designing the new system to appropriate staff.

The U.S. Government Accountability Office (GAO) has identified key practices for organizations seeking to transform their business processes to be more results-oriented, customer-focused and collaborative. In the following table, we compared Metro's activities to some of these practices.

EXHIBIT 1: **Comparison of the redesign to best practices.**

Key practices	Good progress	Some progress	Little or no progress	Summary of findings
Ensure top leadership drives the transformation.	✓			Metro's Chief Operating Officer (COO) is active in leading the transformation.
Establish goals, principles and priorities to guide the transformation.		✓		The COO's memo established a goal "to develop and use performance standards to evaluate progress in implementing the 2040 Growth Concept." Metro needs to further refine this goal, its principles and priorities and describe what this new system will look like.
Set implementation goals and a timeline to build momentum and show progress from day one.			✓	Changes to the compliance process are expected to take two years to complete. Metro hasn't established a timeline or milestones.
Dedicate an implementation team to manage the transformation process and involve key stakeholders and employees.			✓	A team to revise the Functional Plan compliance process has not been established. Metro does plan to do outreach with local governments.
Establish a communication strategy to create shared expectations and report related progress.			✓	Only four of eighteen local government respondents agreed with the statement that they "know when and what they need to report".

*SOURCE: Auditor's Office based on comparison to GAO's key practices for organizational transformation*

**There are barriers to approaches Metro is considering**

Redesigning the process will not be easy. We identified challenges Metro will face for two approaches it is considering:

1. Using its own data rather than data reported by localities, and;
2. Making parts of compliance voluntary, but providing incentives to jurisdictions in compliance.

Staff would like to use data collected in-house through the Data Resource Center to streamline and improve compliance. The data includes building taxlot records, building permits and state employment data. Gaps in these data and delays in getting some data make it unreliable for compliance monitoring.

We reviewed a sample of taxlot data and building permit data for 2000 through 2006 and found the following weaknesses:

- Metro does not get building permit data for seven cities: Damascus, Durham, Gladstone, Johnson City, Maywood Park, River Grove, and Wood Village. It did not begin receiving building permit data for two additional cities, King City and Ridgefield, until 2005.
- Of 111,639 building permit records, 8571, or 8% of the records, were missing geolocation data which would associate the record with a jurisdiction and location, and allow it to be mapped.

- The number of units in new multi-unit buildings, such as apartment buildings and condos, are not captured. Determining residential capacity would require estimating these units.
- Taxlot and permit data is frequently missing data that may be of interest for compliance, such as building value, square footage, and sales price.
- Metro does not receive data on demolition permits, so it does not know when housing is lost due to demolition.

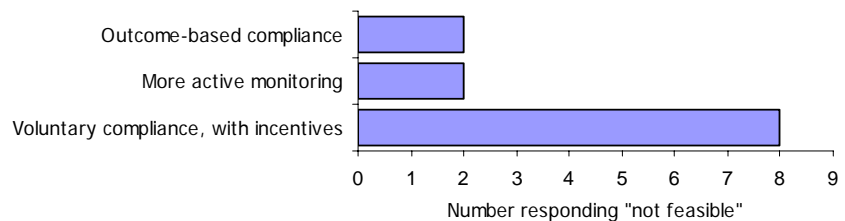
Additionally, we were told there is about a two-year lag in state employment data. Due to gaps and limitations in Metro data, local governments could easily contest compliance decisions based on this data.

Metro is considering making parts of compliance voluntary and using incentives to reward local compliance. We conducted a survey of planning directors to ask about the feasibility of three different options for transforming the compliance process. These options were:

1. Outcome-based compliance,
2. Voluntary compliance with incentives, and
3. More active compliance monitoring.

Local governments expressed reservations about a voluntary, incentive-based system. Exhibit 2 shows for each of the three options the number of respondents stating it was not feasible.

**EXHIBIT 2: Local governments' response to different compliance approaches.**



*SOURCE: Auditor's Office survey of local planning directors*

Respondents' concerns with voluntary, incentive-based compliance included:

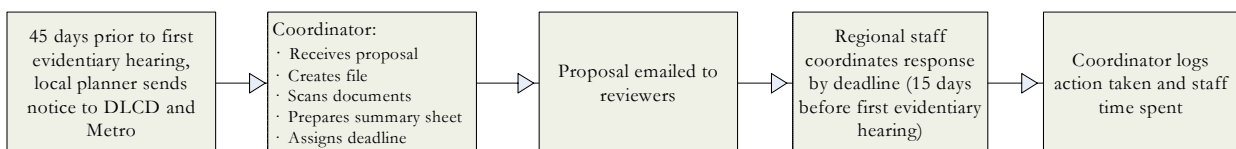
- Jurisdictions in compliance may feel at a disadvantage to jurisdictions that are not in compliance.
- Making compliance voluntary would dilute the region's shared commitment to 2040.
- Smaller jurisdictions will be less likely to comply and less likely to receive incentives if compliance is voluntary due to smaller staff and competing demands on their time.
- If money used as incentives is intended to be used for regional priorities, it shouldn't be withheld based on a city or county's Functional Plan compliance.

**Metro cannot stop doing ongoing reviews but it can significantly improve the process**

Local governments are required to send in notice of proposed comprehensive plan changes and new land use regulations to both Metro and the Oregon Department of Land Conservation and Development (DLCD). Metro and DLCD review these proposals to ensure they are consistent with state and regional goals and policies. Metro believes that these reviews are not duplicative because they review against different requirements. If Metro disagrees with a proposal, it must take action within certain deadlines or the proposal will become final if approved by the local government. Metro must continue to review local proposals; otherwise, it risks not having standing to contest undesirable land use actions.

Metro and DLCD organize their reviews very differently. DLCD's process is structured. DLCD has written procedures, maintains files for every proposal it receives, and uses a database to track proposals. It also has a dedicated coordinator to manage the review process. In 2006, DLCD received 901 proposals from local governments. Exhibit 3 provides an overview of the DLCD process.

**EXHIBIT 3: DLCD's review process**

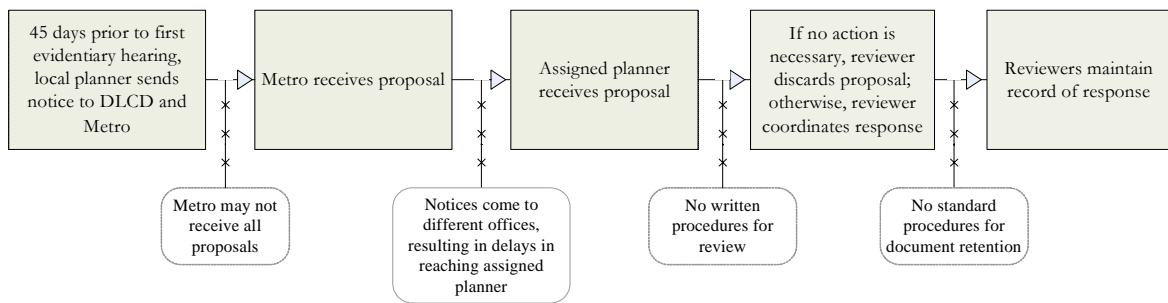


SOURCE: Auditor's Office based on interviews with DLCD staff



Metro’s process does not have the same structure, and this can lead to inefficiencies. While staff have developed checklists to guide reviews for some titles of the Functional Plan, there are no written procedures for how proposals sent to Metro are managed. Proposals are received by different offices within Metro, which can result in delays to reviews of over two weeks. Metro does not keep records consistently and there is no easy way of knowing if Metro has commented on a land use proposal. Local planning offices are not aware if Metro receives or reviews their proposals, as there is no acknowledgement process. Exhibit 4 highlights some of the challenges with Metro’s process.

**EXHIBIT 4: Metro’s review process**



*SOURCE: Auditor’s Office based on interviews with Planning Department staff*

Not all local governments are aware that they must submit notices of proposed changes to Metro. Of the 18 planning offices responding to the survey, 15 were aware that they must notify Metro, compared to 17 that knew to notify DLCD. Therefore, Metro may not be receiving all the required documents. Based on a review of 20 weeks of notices sent to DLCD, we concluded that Metro should receive about 260 proposals a year, or about one proposal every work day.

Metro can save resources, while improving its review process, by building on DLCD’s activities. DLCD scans all documents received so that they can be sent to reviewers electronically. There are two DLCD regional representatives who review proposals for the Metro region. Metro could request to be copied on proposals emailed to these regional representatives, eliminating the need for local governments to send proposals to Metro and reducing the burden on Metro of processing these proposals.

DLCD prepares a cover sheet for each proposal emailed to a reviewer. This cover sheet includes a summary of the proposal, a list of state goals impacted, a unique tracking number, the date of the local hearing and a deadline for staff to respond. Not only could this information speed Metro's review, Metro could use DLCD's deadline as a basis for setting their own response deadline and DLCD's tracking number to keep track of proposals. Metro can also use DLCD's procedures as a guide in developing their own.

**Metro's system should address weaknesses with old system**

*Policies and procedures.* Metro lacks written policies and procedures for how it conducts its reviews. Without a standard way of determining if local actions are appropriate, it risks having inconsistent reviews and missing important deadlines. It also makes it difficult for staff and local government to understand how compliance is determined and what their role is.

*File management system.* Metro does not have a standard way of managing its compliance files. This increases the likelihood that documents will be lost, unneeded documents retained, and unnecessary staff time spent locating documents. Metro discards most of the notices it receives. Those it does keep are stored in different locations. Some planners keep files at their desk, others are put in a correspondence file, in the central filing area or on the hard drive.

A good file management system allows users to store and find records quickly. Metro's Records Retention Schedule outlines requirements for how long and which documents should be kept. Creating written procedures for file management is a useful tool for ensuring the system is understood and followed. While the department may choose to have a centralized or decentralized filing system, one individual should be assigned responsibility for ensuring the proper care and management of records.

**Annual reports can be improved**

We reviewed the three annual compliance reports Metro published for 2002-2004 and an unfinished 2005 report to identify areas for improvement. We found that the reports grew longer over the three years Metro produced them. The 2002 report was 35 pages and had 6 tables. This increased to 80 pages and 58 tables in 2003, and 109 pages and 59 tables in 2004. Reports did not have tables of contents, summary information was often located in the middle of reports, and data tables were not formatted consistently, alternating from portrait to landscape orientation and organized variously by city/county, title, title element and project.

Each annual report is required to include an evaluation of the Functional Plan's effectiveness in achieving the 2040 Growth Concept; however, we found this evaluation to be limited. The text for the section on Functional Plan effectiveness is the same in the 2002 and 2003 reports. An unfinished 2005 report shows improvement and includes some pertinent performance data.

Should Metro move to a different approach to monitoring compliance, it will presumably continue to produce an annual report. A 2006 audit by this office identified several best practices in reporting and presenting data:

- Keep reports short, focusing on critical aspects of performance.
- Structure the report in an executive summary format and provide further levels of detail in layers, or even supplementary reports.
- Ensure the relationship between data and its intended purpose is clear.
- Use well-designed charts and graphs to summarize large datasets and complex relationships. Limit the number of charts and graphs.
- Use consistent layouts for similar data relating to multiple locations or periods.

**Metro will need a way to monitor compliance and will need to change its Code to reflect its new compliance system**

Metro is not performing all of the compliance activities required by the Functional Plan. It has not produced an annual compliance report or a biennial performance report since 2004 and has suspended some of its other compliance activities. In addition, Metro may not be meeting state requirements. While not explicitly stated, Oregon state statutes do require that Metro enforce its land use regulations and have a way of ensuring that local governments are complying with the Functional Plan.

The Oregon Land Conservation and Development Commission has accepted the compliance process outlined in the Functional Plan as the way Metro will enforce its land use regulations. Once Metro develops its new approach, it should revise Metro Code 3.07, which will also change the Functional Plan, and submit the changes to the state for review.

## **Recommendations**

## Recommendations

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1. **In redesigning its compliance system, Metro should:**
  - a. Dedicate a team to be responsible for managing the redesign.
  - b. Develop a timeline with milestones in order to measure progress and identify obstacles.
  - c. Clarify goals, principles and priorities.
  - d. Develop an approach for how Metro will communicate with stakeholders about the new process.
  
2. **If Metro will use data from its Data Resource Center as a basis for evaluating local compliance, Metro should:**
  - a. Address gaps in permit and tax lot data and missing permit data for some communities in Metro.
  - b. Monitor the quality of data, and
  - c. Establish a way to collect and report data regularly for compliance.
  
3. **Metro should improve the efficiency of ongoing reviews by coordinating with DLCD to receive local proposals electronically.**
  
4. **Metro should have written procedures to guide how notices of local plan changes and land use regulations are managed.**
  
5. **Metro should create a file management system for its compliance documents that:**
  - a. Follows the schedule listed in Metro's Records Retention Schedule for Functional Plan records.
  - b. Has written instructions for the organization of files and records to promote consistency.
  - c. Assigns a lead records coordinator to develop and supervise compliance files.

6. **Metro should make reports more useful by:**
  - a. Providing a table of contents.
  - b. Starting with a summary overview.
  - c. Keeping reports short and concise.
  - d. Including a substantive evaluation of the effectiveness of the Functional Plan in achieving the 2040 Growth Concept.
  - e. Using a consistent layout and organization in presenting information.
  
7. **Once Metro redesigns its Functional Plan compliance process, it should revise the Metro Code and submit the changes to DLCDC for review.**

## **Management Response**

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March 20, 2008

**To:** Suzanne Flynn, Metro Auditor  
**From:** Andy Cotugno, Director, Metro Planning Department  
**Subject:** **Functional Plan Compliance Process Audit – Management Response**

The Auditor's review of Metro's compliance process makes several accurate observations and helpful suggestions. More significantly, the report recommends that staff develop a work program to redesign the functional plan compliance system. In this response, the Planning Department reviews the history of the compliance system and identifies the steps involved in a redesign. It is our hope that this will give Council information necessary to discuss the options and make appropriate direction to staff. This response should make clear that a redesign would require a level of commitment from the Council, staff and local partners.

Following the short history and steps involved in a redesign, the Planning Department response addresses the individual recommendations.

Functional Plan Compliance – A short history

“The purpose of the Urban Growth Management Functional Plan is to implement the regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept and the Regional Framework Plan” (UGMFP section 3.07.010). Cities and counties are required to implement the comprehensive plan changes and related actions required by the functional plan, as required by the Metro Charter.

The compliance report itself has a role (1) to provide a legal basis to cities and counties to assert that they comply with the functional plan requirements (upon which they can rely in court to defend their decisions, and to show citizens who contend that they do not comply); and (2) provide the Council with feedback about the effectiveness of Functional Plan requirements.

The compliance report is not intended to be the document that describes the region's performance in achieving the goals and objectives. This is the role for the performance measure report.

The Functional Plan includes two types of requirements:

- Requirements for local comprehensive plan changes, and
- Requirements intended to help the region monitor progress in meeting the goals and objectives adopted for the region.

Most of the changes required in local comprehensive plans have been completed. Following the adoption of the 2040 Growth Concept in 1995, Metro staff provided assistance to local governments



in the successful changes to local comprehensive plans to provide a level of consistency and support in such areas as: lot size, minimum density, parking standards, street connectivity, accessory dwelling units, water quality standards, and designations of centers, corridors, employment and industrial areas.

The exception to this compliance status is the relatively new requirements adopted by the Council in the last few years for completion of concept planning, regionally significant industrial areas, and for nature in neighborhoods. Staff is continuing to assist local governments in meeting these requirements. The Metro Council, through the adoption of the construction excise tax, has demonstrated additional support for the concept planning.

A major shift in implementing the goals and objectives through the Functional Plan came with a successful lawsuit against Metro's affordable housing requirements. Through the required mediation, Metro adopted a set of requirements for voluntary actions, including the requirement that cities adopt a voluntary goal for affordable housing production and a requirement that local governments "consider" a variety of strategies to support production of affordable housing and report to Metro on their progress. Though later revised, these requirements focused on local jurisdiction consideration of plan amendments and staff review of outputs and not on performance. The latest functional plan changes shifted the tone by requiring Metro staff to work with local governments and other partners to produce estimates of the actual affordable housing stock and to revise estimates of affordable housing need.

The Functional Plan includes other requirements intended to help the region monitor progress in meeting the goals and objectives adopted for the region. Experience has shown that some of these are cumbersome to collect and ineffective in measuring performance. These include requirements that cities send Metro notices of zoning changes to demonstrate that they have not fallen below their required minimum population and employment targets, that cities submit progress reports on their centers implementation strategies and submit reports on supply of affordable housing.

In addition, not all local governments in the region have the time or staff resources to devote to completing compliance forms and submitting information to Metro consistently.

#### The New Paradigm

In recent years, Metro Council has expressed the intent to shift focus from regulation and process to efforts focused on results and to shift from monitoring local compliance to supporting our cities with incentives, tools and expertise needed to create vibrant communities. Part of the objective of the New Look (now Making the Greatest Place) was to identify how to support this shift.

Staff priority has been to support activities that "inspire, engage, teach, and invite" local jurisdictions to act in ways that support the adopted regional goals and objectives. Examples include efforts to identify policies that, if changed, could support redevelopment and to devote staff to promoting those changes in parking, system development charges, design and code barriers and others.

#### Redesign of the Functional Compliance Plan

Completing the shift to this new paradigm will involve redesigning the approach to local jurisdiction compliance as set out in the Functional Plan. The purpose of this redesign would be to clarify local jurisdiction responsibilities in reporting, to focus reporting on data that helps the region monitor progress and to revise some of the titles to match current needs, if a regulatory approach is still useful, and to eliminate the titles if not. This redesign would require a significant level of commitment from the council, local governments and other partners.

In a letter to local jurisdictions in November of 2007, the Chief Operating Officer suspended the progress reporting that staff considered not especially helpful to implement the regional goals and objectives or monitor performance. Suspensions included: annual dwelling unit and job capacity report, biennial report on actual experience of new residential density per net developed acre; annual report on number and location of new parking spaces; report on centers strategy; biennial progress report on centers; and the affordable housing supply report. Local governments must continue to submit proposed zone changes to Metro for review and use in determining that capacity does not drop below the in Title 1 targets. The letter confirmed the continuation of requirements for compliance for industrial and employment areas, concept planning and nature in neighborhoods.

The letter called for development of better integration of compliance process with performance standards.

### Proposed Approach to Redesigning the Functional Compliance Plan

As the Auditor notes, “Making such a fundamental change to the compliance process will require long-term, concerted effort. Metro has yet to develop a plan for what the new system will look like and how it will get there.” (Auditor report p. 9) Staff agrees with the Auditor’s comments. Staff has not identified a schedule to resolve the status of this suspension and revise the functional compliance plan to align it with the new paradigm.

The new approach, illustrated on Figure A, shows a system that would rely on a combination of comprehensive plan requirements and a compliance report that tallies progress on adopting these requirements. Replacing multiple monitoring requirements, the new approach emphasizes technical assistance, targeted investments, and other support to implement the regional vision. This is coupled with measures of performance that monitors progress in achieving that regional vision and provides information needed to make additional policy changes.

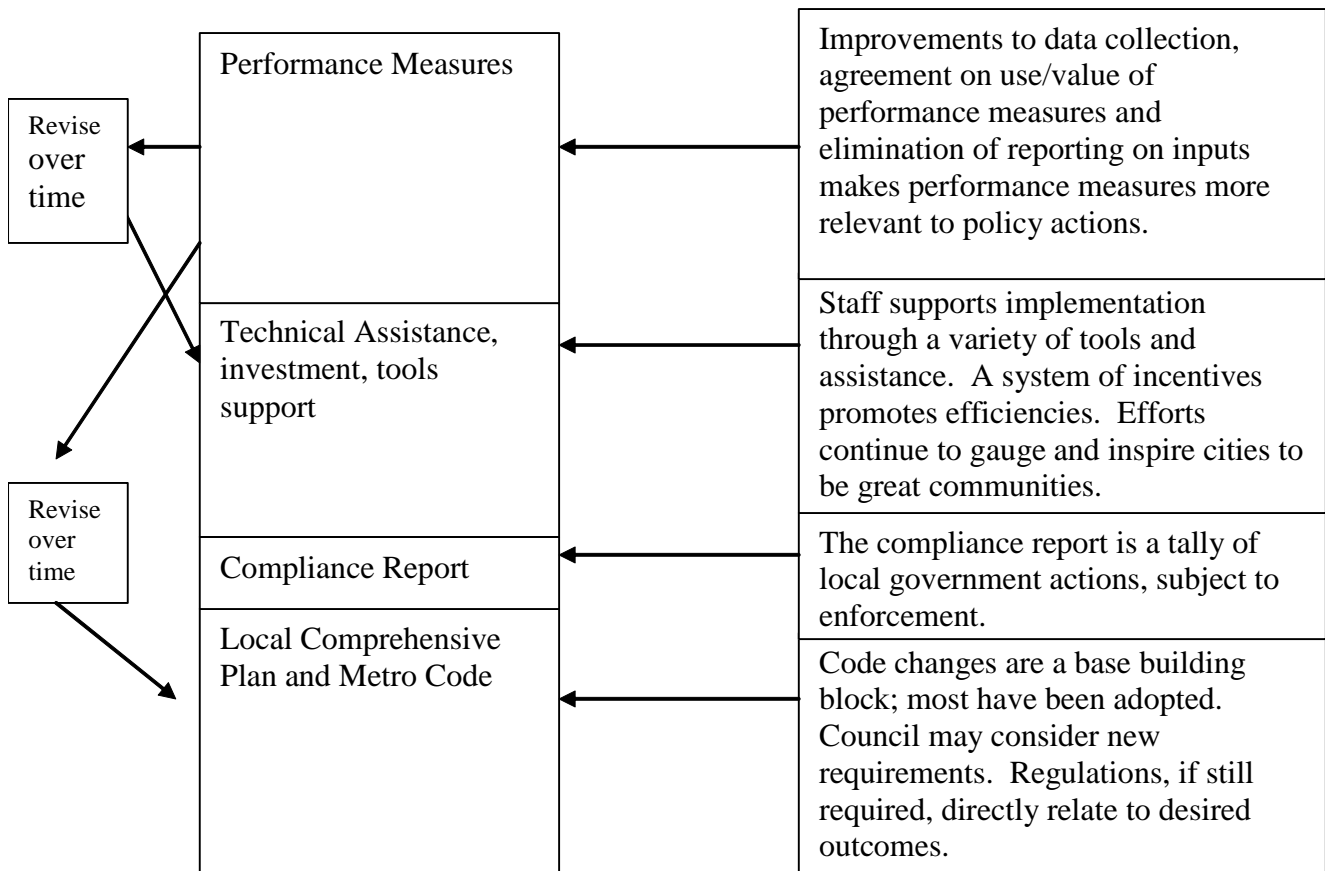
A key in the redesign is to determine the value or not of a regulatory approach and determine the best way to obtain data for monitoring performance.

As the New Look, now called Making the Greatest Place, has progressed, many of the issues involved in this redesign have begun to be raised in the discussion of the Performance Based Growth Management concept. Being more explicit about how the changes implied with the performance based approach could affect functional plan compliance will be needed. The “Road Map” calls for initiating modifications to plans and policies to implement recommendations from the Making the Greatest Place beginning in late 2008.

### Conclusion

The auditor’s report on compliance presents an opportunity to clarify the nature of Metro’s functional plan requirements and the need to update them to align with the emphasis of the agency on ‘inspire, engage, teach, and invite’ as well as report on the progress of the region in implementing the 2040 Growth Concept. Some of the recommendations call for increased efficiencies and staff appreciates and will move forward with implementation. Staff also looks forward to implementing the recommendations on redesigning the compliance process. This will require a greater level of discussion at Council and with local jurisdictions about the role of the functional plan in implementing the 2040 Growth Concept. This is a significant topic that will require the need for an open discussion among multiple stakeholders.

**Figure A**  
**Redesigned Compliance System simplifies reporting requirements and emphasizes performance measures**



## **Response to Recommendations in the Auditor's Report**

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The following summarizes the Planning Department's response to the seven separate recommendations in the Auditor's Report:

### **Recommendation 1: In redesigning its compliance system, Metro should:**

- a. Dedicate a team to be responsible for managing the redesign.
- b. Develop a timeline with milestones in order to measure progress and identify obstacles.
- c. Clarify goals, principles and priorities.
- d. Develop an approach for how Metro will communicate with stakeholders about unrolling the new process.

**Response:** Staff can clarify the schedule, team, and approach for redesigning the compliance system and bring this to Council for consideration.

The current process to revise the compliance system is included in the Making the Greatest Place Initiative as part of each of the tracks. The "road map" does not highlight revision to the compliance system as a specific task. It is implied in the reference to updating plans and policies in the Focus Investment Track and identifying performance indicators as part of the Performance Based Growth Management Track.

Our approach has been to identify the new tools, plans, and policies needed to support the region's outcomes and then figure out the best way to implement them, including the need to revise the Functional Plan. Efforts to revise the Functional Plan will likely take staff and council resources and extend into the 2010 time and beyond. Developing such a plan will require greater level of discussion of the Functional Plan and its role in an agency that now has an emphasis on "inspire, engage, teach and invite" than we have had to date. Redesigning the Functional Plan is a much bigger task that redesigning the look of the compliance report and the process for evaluating compliance of local actions with the existing Functional Plan.

### **Recommendation 2: If Metro will use data from its Data Resource Center as a basis for evaluating local compliance, Metro must:**

- a. Address gaps in permit and tax lot data and missing permit data for some communities in Metro;
- b. Monitor the quality of data; and
- c. Establish a way to collect and report data regularly for compliance.

**Staff response:** Agreed.

The shift to an emphasis on performance measures instead of monitoring compliance will require additional data collection. Through the Performance Based Growth Management and Agency Wide Performance Measure work, staff is identifying data needs to better reflect regional performance. The Planning Department recognizes that gaps in the data exist that make reporting on performance difficult and are evaluating options to improve data.

**Recommendation 3: Metro should improve the efficiency of ongoing reviews by coordinating with DLCD to receive local proposals electronically**

**Response:** This recommendation has potential that staff will explore.

The benefit of using DLCD records is that we would receive the local comprehensive plan changes electronically, convenient for filing, with due dates already established. Another benefit is that the process may increase our coordination with DLCD, leading to potentially greater efficiencies in coordinating comments.

The disadvantage is that the using the DLCD process would result in a delay of approximately 5 days in our receiving the notice. Many of the items that Metro requires of local jurisdictions are not subject to review by DLCD. Thus, it wouldn't replace staff need to review a variety of other notices, such as zone changes for compliance with Title 1 targets and local zoning changes in industrial areas for the Title 4 map.

**Recommendation 4: Metro should have written procedures to guide how notices of local plan changes and land use regulations are managed.**

**Response:** Staff can complete the written procedures to cover all functional plan requirements.

Staff has written procedures for the review of some but not all of the requirements

**Recommendation 5: Metro should create a file management system for its compliance documents that:**

- a. Follows the schedule listed in Metro's Records Retention Schedule for Functional Plan records.
- b. Has written instructions for the organization of files and records to promote consistency.
- c. Assigns a lead records coordinator to develop and supervise compliance files.

**Response:** The Planning Department will designate a lead records coordinator.

Our current records retention schedule includes maintenance of only those plans/actions for which Metro drafted a response, not for all of the ones we review and have no response. Expanding the records system to include all local actions would be burdensome.

Written instructions for the organization of files and records, beyond that listed for the records retention would be helpful and staff can do this. A more efficient way to receive information from local jurisdictions and more clarity on how Metro uses this information, as determined through the redesign of the compliance system, would be helpful to know how to structure the files.

**Recommendation 6: Metro should make reports more useful by:**

- a. Providing a table of contents so readers can find information easily.
- b. Starting with a summary overview
- c. Keeping reports short and concise.
- d. Including a substantive evaluation of the effectiveness of the Functional Plan in achieving the 2040 Growth Concept so that the relationship between compliance and the region's vision is clear.
- e. Using a consistent layout and organization in presenting information so that data can be found easily on the page.

**Response:** Staff agrees that this is the ultimate goal.

Metro code requires the compliance report to be presented and hold a public hearing to document progress that jurisdictions have made in implementing functional plan requirements. The current requirements for what needs to be reported in the compliance report focuses on outputs, not about performance of the region. As currently structured the compliance report is not the place to present this information, which is part of the need for the redesign.

**Recommendation 7: Once Metro redesigns its Functional Plan compliance process, it should revise the Metro Code and submit the changes to DLCD for review.**

**Response:** Agreed. The key is to be explicit about the redesign of the compliance system and to incorporate them into the code.



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