

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AFFIRMING A ) RESOLUTION NO. 08-3940  
DEFINITION OF A “SUCCESSFUL REGION” )  
AND COMMITTING METRO TO WORK WITH ) Introduced by Councilor Carl Hosticka  
REGIONAL PARTNERS TO IDENTIFY )  
PERFORMANCE INDICATORS AND TARGETS )  
AND TO DEVELOP A DECISION-MAKING )  
PROCESS TO CREATE SUCCESSFUL )  
COMMUNITIES )

WHEREAS, the preamble to Metro’s Charter states that Metro shall undertake “...as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations...”; and

WHEREAS, the concept of “quality of life” is given further clarification in the 2040 Growth Concept, the Regional Framework Plan and Metro Council Goals and Objectives; and

WHEREAS, to preserve and enhance the quality of life for current and future generations, growth management policies should be based upon measurable performance toward the achievement of regional goals and objectives; and

WHEREAS, Title 9 (Performance Measures) of the Urban Growth Management Functional Plan states that the Metro Council shall adopt and periodically revise performance measures to be used in evaluating and adjusting, as necessary, Metro’s functional plans, the urban growth boundary (UGB), and other regional plans; and

WHEREAS, the region has an increasing ability to measure its success in realizing its goals, to use performance measures and to understand the likely effects of different policy options; and

WHEREAS, state law currently requires Metro to determine the capacity of the region’s UGB every five years, using a precise methodology set forth at ORS 197.296, and to add capacity if the UGB does not have sufficient room to accommodate population and employment growth forecasted for the next 20 years; and

WHEREAS, the current approach to growth management causes the region to apply a level of analytical precision to long-range population and employment forecasts that does not account for the dynamic nature of housing and employment needs and markets; and

WHEREAS, the current approach can lead to UGB land allocations that do not help to create great communities that enhance the quality of life for ourselves and future generations; and

WHEREAS, this cyclical approach has also had the effect of diverting the region’s attention and resources from critical, shorter-term efforts to build livable communities within the region’s centers and corridors and, instead, has directed scarce resources to a continual analysis of need to add to the region’s long-term development capacity by adding land from outside the UGB; and

WHEREAS, despite the passage of approximately 13 years since its adoption, support for the 2040 Growth Concept remains strong among local governments and the general public, and

WHEREAS, the 2040 Growth Concept also holds promise for addressing contemporary and pressing concerns, such as the region's rapid population growth and its contributions to global warming, and for directing investments in infrastructure in a time of limited funds; and

WHEREAS, in order to establish performance measures to inform future growth management decisions, the region should affirmatively state its vision of long-term success in creating a livable region and its constituent communities; and

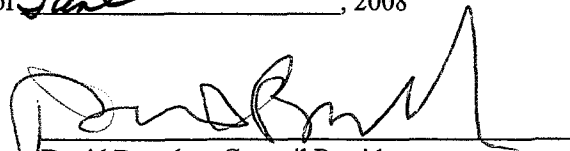
WHEREAS, a performance-based approach to growth management will be most successful if jurisdictions throughout the region participate in its development and integrate it into their decision making; and

WHEREAS, Metro and its regional partners intend to use a performance-based approach to help determine whether and where to (1) allocate growth to and within the UGB; (2) invest in communities within the UGB; and (3) expand the UGB; now, therefore

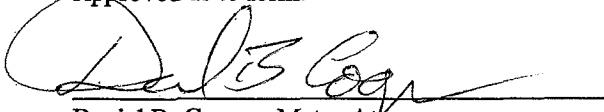
BE IT RESOLVED that the Metro Council

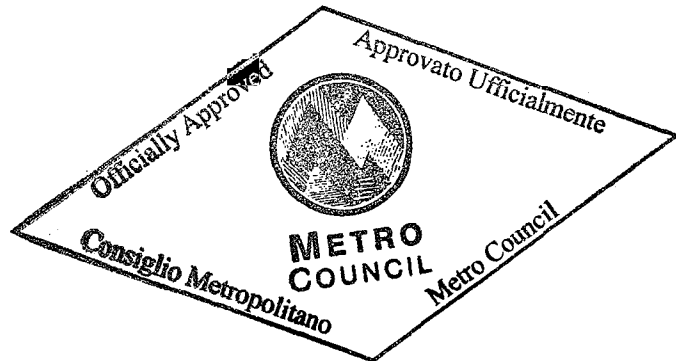
1. Affirms a definition of a successful region and its constituent communities, as set forth in Exhibit A, attached hereto.
2. Commits, based on the principles articulated in Exhibit B, to working with all of our regional partners to identify the performance indicators, targets and decision making process necessary to create successful communities.

ADOPTED by the Metro Council this 26<sup>th</sup> day of June, 2008

  
David Bragdon, Council President

Approved as to form:

  
Daniel B. Cooper, Metro Attorney



## **Exhibit A To Resolution No. 08-3940**

### **A Definition of a Successful Region**

1. People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
2. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
3. People have safe and reliable transportation choices that enhance their quality of life.
4. The region is a leader in minimizing contributions to global warming.
5. Current and future generations enjoy clean air, clean water and healthy ecosystems.
6. The benefits and burdens of growth and change are distributed equitably.

## **Exhibit B To Resolution No. 08-3940**

### Guiding Principles - Performance Based Growth Management

1. The new growth management approach should be outcome-oriented, with the outcomes endorsed through regional commitment to a definition of performance or outcome.
2. The new approach should be transparent, allowing for explicit weighing of community values and desired outcomes.
3. Performance or outcome should be defined in a way that is readily measurable and has clear cause-and-effect linkages with policy choices.
4. A combination of measures will be used to assess progress toward meeting the region's goals and will inform decisions about which policy tools are needed to achieve the desired outcomes.
5. Measurements should accommodate local aspirations and should support equitable outcomes across the region while also achieving region-wide goals.
6. The new approach will link performance measures reporting directly with growth management decisions.
7. The new approach should rely on an integrated set of policy and financial tools, including public investments, land supply decisions, local zoning and other strategies.
8. Strategies should be aligned at the regional, local, state and federal level to support progress toward achieving the outcomes desired for the region and to effectively leverage private investment.
9. Changes to state statute and administrative rules may be needed to fully implement this approach.

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 08-3940, FOR THE PURPOSE OF AFFIRMING A DEFINITION OF A “SUCCESSFUL REGION” AND COMMITTING METRO TO WORK WITH REGIONAL PARTNERS TO IDENTIFY PERFORMANCE INDICATORS AND TARGETS AND TO DEVELOP A DECISION-MAKING PROCESS TO CREATE SUCCESSFUL COMMUNITIES

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Date: June 3, 2008

Prepared by: Ted Reid

## BACKGROUND

### **Summary of MTAC and MPAC review:**

Following is a summary of MTAC and MPAC’s recent consideration of resolution No. 08-3940. In all cases, the draft of the resolution that was discussed is the same as what you have before you. This current draft of the resolution reflects MTAC’s earlier suggestion that staff drastically shorten the list of desired outcomes found in Exhibit A to the resolution.

May 7: MTAC unanimously endorsed the resolution. MTAC expressed a great deal of enthusiasm for the resolution and, more generally, for the Performance-Based Growth Management concept. MTAC did, however, have a number of suggested revisions to the resolution. Instead of attempting to reconcile those comments, staff summarized them in a May 8, 2008 memo to MPAC (Attachment 2).

May 14: On May 14, MPAC considered the resolution. The aforementioned memo (Attachment 2) summarizing MTAC’s comments accompanied the draft resolution. Staff reviewed MTAC’s comments and solicited MPAC’s response. MPAC was supportive of the resolution, and, rather than engaging in further editing, voted 16-2 to recommend that the Metro Council adopt the resolution as written.

### **Contents of the resolution:**

Staff has been developing the Performance-Based Growth Management (PBGGM) concept in order to allow for a more robust conversation about how different growth management strategies measure up to the region’s aspirations. The proposed resolution is a first step towards designing a performance-based growth management system that helps to create the successful communities that the region desires. The resolution has three main purposes:

1. Define success – The resolution describes the region’s desired outcomes with respect to creating successful, livable communities (see Exhibit A to the resolution).
2. Establish guiding principles – The resolution articulates a set of principles (see Exhibit B to the resolution) that will guide the creation of a performance-based growth management system.
3. Commit to collaboration – The resolution commits the Metro Council, based on the desired outcomes and guiding principles, to work with regional partners to identify the performance indicators, targets and decision-making process necessary to create successful communities.

### **Relationship of this resolution’s outcome statement to past Metro policy statements**

The PBGM project is not an attempt to create a new vision for the region. Rather, it is an attempt to do a better job of implementing the 2040 Growth Concept. Past policy documents such as the 2040 Growth

Concept, Regional Urban Growth Goals, and the Regional Framework plan have informed the writing of the outcome statements found in Exhibit A to the resolution.

However, the resolution's list of desired outcomes is different from previous policy statements in that it strives to articulate only the desired outcomes, not the strategies thereto. For instance, past policies have included goal statements such as "adequate land supply" or "compact urban form." While these are important strategies, these statements fail to capture what is most important to the region: outcomes like clean air and water and thriving communities. The resolution also attempts to list only those outcomes that may be most directly influenced by growth management strategies.

The resolution's focus on outcomes, not strategies, also recognizes the fact that no single strategy is likely to accomplish the desired outcomes. Instead, a combination of local and regional policies and private and public investments will be needed. Finally, given its pressing importance, an outcome statement related to global warming has been added despite its absence in past policy statements.

### **How the resolution's outcome statements could translate into strategies and indicators**

The intent is to have these desired outcomes be at the forefront when making growth management decisions. This would be accomplished through the use of performance indicators that correspond to each desired outcome.

Attachment 1 to this staff report includes, for each of the six outcome statements, illustrative examples of strategies for achieving the outcome as well as draft indicators for measuring the effectiveness of those strategies. Additional stakeholder input will be solicited before finalizing the list of performance indicators.

It is worth noting that, as with the performance indicators mandated by ORS 197.301, there is no performance indicator for adequate growth capacity. This is because the very premise of PBGM is that capacity can (and will) be provided through a variety of strategies. A PBGM system would provide the means of weighing the costs and benefits of those strategies in light of the region's desired outcomes.

The attached list of sample performance indicators includes those that are currently mandated under ORS 197.301 as well as a number of the performance indicators that were generated in Metro's agency-wide performance measurement project. These indicators were supplemented with performance indicators that are being considered for use in the Regional Transportation Plan (RTP) as well as those that are being reported in the Title 13 (Nature in Neighborhoods) *State of the Watersheds* report.

Performance indicators would be used retrospectively (to monitor past performance) as well as prospectively (to report the results of scenario modeling) to allow for adaptive management. However, there are likely to be important performance indicators for which modeling is currently not possible (e.g. many of the habitat-related indicators) or for which historic data is not available (e.g. many of the transportation indicators). Given the importance of such indicators, staff recommends that the inability to both measure and model results for a given indicator not preclude its use.

Staff anticipates that many performance indicators will be most informative when mapped, thereby allowing for sub-regional analysis and targeted corrective strategies.

### **Existing statutes**

In some ways, a PBGM system is already described in the Oregon Revised Statutes (ORS 197.301 and 197.302). Those statutes articulate a set of performance measures that are to be reported by Metro every two years and require that corrective actions be taken if additional growth capacity is needed. The proposed PBGM system is an attempt to improve upon what is already required by statute.

### **Better indicators**

One such improvement would be to develop performance indicators that measure the impacts of growth as experienced by the region's residents. In particular, most of the performance indicators currently required under ORS 197.301 (for instance, residential vacancy rates) fail to describe, in any intuitive way, quality of life or cost of living for the region's residents.

### **Adaptive management**

A second improvement would be to more explicitly link the performance indicators with growth management strategies so that such strategies specifically address performance deficiencies. Under our current system, there is no attempt to demonstrate how a particular strategy, such as a UGB expansion, might improve performance.

Adaptive strategies could take many forms, depending on the circumstances. For example, the region's experience has shown that providing land supply alone does not create a community. Improved access to open space, transit, and other urban amenities are some of the most effective means of attracting residents and employers to the region's centers, corridors and employment areas.

Scenario modeling would help establish a cause and effect linkage between a strategy and outcomes. As previously noted, under a PBGM system, performance indicators would be used both retrospectively (as required by the statute) as well as prospectively in scenario modeling. A variety of strategies, including UGB expansions, could be tested using modeled scenarios. For instance, a scenario that tests limited UGB expansions, upzoning and investments in corridor improvements could be tested against a strategy that provides for more aggressive UGB expansions and investments in transit connections between centers.

These scenarios will be an iterative process that, in coordination with local partners, will provide for the refinement of strategies. When measured against the performance indicators, some scenarios will perform better than others. However, it will be a matter for deliberation at Metro and at the local level which strategies produce the desired results at the right risk or cost level. When the Council does decide that there is a need for additional land supply, a performance-based system would provide a transparent, outcome-based means of arriving at that decision and of choosing amongst urban reserve areas, based on the quality of the concept plan.

### **Designing the decision-making system**

As noted, any policy decisions and public investments that influence urban form could be considered growth management decisions. Many of these actions are taken at the local level while the Metro Council takes others. Given the dispersed nature of these decisions, it is most accurate to describe PBGM as an outcome-oriented decision-making paradigm, rather than as a single, unified system for making all growth management decisions.

This outcome-oriented decision-making paradigm is one that is currently being incorporated into the Regional Transportation Plan (RTP). Metro's RTP staff is, in conjunction with external advisors, identifying performance indicators that will be used to monitor and model the performance of the region's transportation network and its effects on land use, thereby informing investment decisions. Staff's intent is that one set of performance indicators be used by the RTP and to guide Metro's other actions and investments.

For this decision-making paradigm to be most effective, it also needs to be relied upon by the region's cities. Consequently, the proposed resolution commits Metro to work with its regional partners to design the PBGM decision-making framework. Staff anticipates that the design of this framework will involve

the development of performance targets that are linked with adaptive strategies. Staff intends that this decision-making framework as well as the aforementioned scenario modeling capabilities be regarded by local jurisdictions as a valuable tool for considering future choices.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There is no known opposition to this resolution.

### **2. Legal Antecedents**

ORS 197.296 to 197.303

Urban Growth Management Functional Plan (in particular, Title 9, Performance Measures)

### **3. Anticipated Effects**

If this resolution is adopted, staff will work with Metro's regional partners to create a performance-based growth management system. This work will include the identification of performance indicators, performance targets, and adaptive strategies. Once implemented, a PBGM system would consist of the ongoing provision of technical resources to local jurisdictions for considering the effects of different local strategies. This technical assistance will be of particular importance as 12 of the region's cities enter Periodic Review of their comprehensive plans over the next several years. Staff does not anticipate that a PBGM system will be any easier to implement than the current growth management system. However, staff believes that a PBGM system can more be more successful in helping local jurisdictions to create great communities that are an asset to the region.

### **4. Budget Impacts**

Development of the Performance-Based Growth Management concept is already included in the budget. Though there will be no new budget impacts as a consequence of adopting this resolution, an ongoing performance-based growth management system would incur new costs, particularly for data collection, management, interpretation, and display.

## **RECOMMENDED ACTION**

Staff recommends that Council adopt the resolution.



ATTACHMENT 1 to Staff Report

**OUTCOME 1: People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs**

<b>Strategies</b>	<b>Draft performance indicators</b>	<b>Indicator mandated by state?</b>
Create a compact urban form by encouraging growth (jobs and housing) in centers and corridors	Private investment in centers and corridors as a percent of total private investment in the region	No
	Residential vacancy rates (renters, owners)	Yes
	Refill rate - industrial, commercial, residential	Yes
	Percent of employment (and employers) and population in the three-county region that is within centers and corridors	No
Encourage efficient use of land in all communities	The rate of conversion of vacant land to improved	Yes
	The sales price of vacant land	Yes
	Average density by design type (center, corridor, industrial/employment area)	No
Encourage mixed uses in centers and corridors	Percent of area within centers and corridors with compact urban form characteristics (mixed use index)	No
Provide urban amenities (parks, street car, plazas, boulevard treatments, bike lanes, sidewalks, etc)	Neighborhood score (statistical measure of neighborhood desirability - the portion of property sales price not explained by private improvements)	No
	Number and percentage of households within 1/2 mile of public open space (park, plaza, natural area)	Yes

**OUTCOME 2: Current and future residents benefit from the region's sustained economic competitiveness and prosperity**

<b>Strategies</b>	<b>Draft performance indicators</b>	<b>Indicator mandated by state?</b>
Provide for the efficient and reliable movement of freight and goods.	Total delay and cost of delay on the regional freight network in mid-day and PM peak	yes (mobility)
Provide regional access to labor and markets	Number and percentage of households and jobs within 30 minutes of the (Tier 1) central city, regional centers, and industrial areas for mid-day and PM peak (visualized using travel time contours)	yes (accessibility)
Attract employers and a qualified work force by preserving and improving the region's quality of life	Traded sector jobs in the region as a percent of the U.S. average	No
	The level of job creation within individual cities and the urban areas of a county inside the metropolitan service district	Yes
Protect critical industrial lands from conflicting uses	Percentage of employment (and employers) located in Title 4 (industrial/employment) areas	No

**OUTCOME 3: People have safe and reliable transportation choices that enhance their quality of life**

<b>Strategies</b>	<b>Draft performance indicators</b>	<b>Indicator mandated by state?</b>
Provide for the efficient and reliable movement of people	Average commute length	yes (accessibility)
Provide community access to daily activities	Number and percent of homes within 1/2 mile of regional transit service	No
	Number and percent of homes within 1/2 mile of a regional trail	No
Invest our resources wisely	User cost per mile (auto and truck)	No
Design a safe transportation system	Per capita crashes, serious injuries and fatalities by mode	No

**OUTCOME 4: The region is a leader in minimizing contributions to global warming**

<b>Strategies</b>	<b>Draft performance indicators</b>	<b>Indicator mandated by state?</b>
Reduce dependence on automobile	VMT per capita	No
	Total VMT	No
	Non drive alone mode share for central city and individual regional centers (% by mode)	No
	Tons of transportation-related greenhouse gas emissions per year	No
Encourage reductions in residential energy consumption	Average BTU consumption per household	No

**OUTCOME 5: Current and future generations enjoy clean air, clean water and healthy ecosystems**

<b>Strategies</b>	<b>Draft performance indicators</b>	<b>Indicator mandated by state?</b>
Protect / enhance ecological function	The amount of environmentally sensitive land that is protected and the amount of environmentally sensitive land that is developed (statutory language - needs refinement for use)	Yes
Preserve and improve streamside, wetland and flood area habitat connectivity	Number of acres of Class I and II high value riparian habitat	No
	Number of acres of undeveloped floodplain	No
Preserve large areas of contiguous habitat and avoid fragmentation	Number of acres of Class A and B high value upland habitat	No
Preserve and improve special habitats of concern (native oak, riparian bottomland hardwood, wetlands, river islands and deltas, as well as habitats with specific key functions)	Number of acres and categorical types of special or at-risk species	No
Minimize conversion of rural lands to urban uses	Acres consumed in UGB expansion areas	No

**OUTCOME 6: The benefits and burdens of growth and change are distributed equitably**

<b>Strategies</b>	<b>Draft performance indicators</b>	<b>Indicator mandated by state?</b>
Minimize geographic concentrations of poverty by providing housing and transportation choices in centers and corridors	The density and price ranges of residential development, including both single family and multifamily residential units	Yes
	A measure of combined housing/transportation costs (probably an index)	No
	Percent of residents living in poverty	No
	Number and percent of low-income (define) households within 1/2 mile of high-capacity transit or frequent bus service	No
Ensure clean air for all by reducing dependence on automobile	Total pounds of selected air toxins emitted.	Yes (air quality)
Encourage an efficient urban form that reduces the costs of providing infrastructure	Average regional, community, local infrastructure costs by census tract	No

ATTACHMENT 2

M E M O R A N D U M

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METRO

**To:** MPAC  
**From:** Chris Deffebach and Ted Reid, Long Range Policy and Planning  
**Date:** May 8, 2008  
**Re:** Performance-Based Growth Management

On May 7, 2008, MTAC unanimously endorsed Resolution No. 08-3940, but had the following comments for MPAC consideration in formulating its recommendation to the Metro Council:

**Governance**

A primary topic of conversation was the issue of governance. At the March 12 MPAC session, the City of Tigard suggested the addition of language for Exhibit A to the draft resolution. That language was unanimously endorsed by MPAC and read:

“New urban areas be planned and developed under municipal governance structures (within cities).”

On April 19, the draft resolution was again discussed by MTAC. MTAC requested a drastically shortened list of desired outcomes. Staff took that suggestion and re-wrote all of the outcome statements found in Exhibit A to the resolution. Staff did so with the intent to articulate only desired outcomes, not the means thereto. In that process, staff concluded that the above statement regarding governance was a “how to” statement rather than a desired outcome and did not include it in the current draft of the resolution.

During their May 7, 2008 meeting, MTAC did not come to a consensus on whether or not this statement belongs in Exhibit A to the resolution or whether it is more appropriate to consider it as a strategy for which we should develop performance indicators. Additionally, there was discussion of whether or not this statement would apply to existing unincorporated areas, or just newly urbanizing areas. Given this lack of agreement, MTAC suggests the following choices for MPAC’s consideration:

1. Incorporate the statement, as written, into Exhibit A to the resolution.
2. Incorporate the statement into Exhibit A to the resolution, and explicitly state that it applies both to newly urbanizing areas and existing unincorporated areas.
3. Do not incorporate the statement into Exhibit A to the resolution. Consider the statement as one strategy amongst many for achieving the desired outcomes. Make a point of developing a performance indicator that addresses this issue (for example, a relevant performance indicator

might fit under Outcome number 6, regarding the equitable distribution of benefits and burdens: Percent of population living in unincorporated areas).

#### **Comments on the resolution's whereas clauses**

- The resolution should explicitly state that a performance-based system is intended to do a better job of implementing existing policies such as the 2040 Growth Concept and the Regional Urban Growth Goals and Objectives. The purpose is not to create a new vision for the region.

#### **Comments on Exhibit A to the resolution (desired outcomes)**

- General comments about outcome statements:
  - This short list makes much more sense than the previous list, which was too lengthy.
- Outcome number 1:
  - Refer to “complete communities” rather than “vibrant communities.”
  - There are too many ideas incorporated into this outcome.
  - This is a complex statement, but one that is necessary to describe a desirable urban form.
  - Amend to read, “People live in complete communities, where they have choices of housing designs and prices, jobs are close to home, and they can safely and routinely walk for pleasure and to meet their everyday needs.”
  - Amend to read, “All people, regardless of income, live and work in complete communities where they can choose to walk for pleasure and to meet their everyday needs.”
  - The concept of walkability belongs under Outcome 3, transportation choices.
  - The concept of walkability is important when describing urban form and belongs in Outcome 1.
- Outcome number 2:
  - There is no need to refer to “current and future residents.” Instead, simply refer to “residents.”
  - Amend to read, “All current and future residents benefit from the region's sustained economic competitiveness and prosperity and the benefits and burdens of growth and change are distributed equitably.”
- Outcome number 3:
  - Amend to read, “People have safe and reliable access to transportation choices that enhance their quality of life.”
  - Amend to read, “All people have safe and reliable transportation choices that enhance their quality of life.”
- Outcome number 4:
  - This is an important outcome statement that we need to incorporate.
  - There should be some language about “sustainability” in this outcome.
  - Refer to “global climate change” rather than “global warming.”
  - To be consistent with state laws regarding reductions in emissions, substitute the word “reducing” for the word “minimizing.”
  - Revised, a new outcome could read, “The region is a leader in sustainability and in reducing its contributions to global climate change.”
- Outcome number 5:
  - There is no need to refer to “current and future residents.” Instead, simply refer to “residents.”
- Outcome number 6:
  - MTAC supports the consideration of equity in growth management decisions, but it was suggested that it might be more appropriate to incorporate equity into the other outcome statements rather than making it an outcome unto itself.



#### Comments on exhibit B to the resolution (guiding principles)

- Add a guiding principle that states that the 2040 Growth Concept and other existing policies are the basis for the development of a performance-based growth management system.
- Not all local aspirations are consistent with regional goals. Articulate the idea that this system should support only those local aspirations that are consistent with the regional vision. *A counter argument was made that this sentiment is already captured in the guiding principles, as follows: “Measurements should accommodate local aspirations and should support equitable outcomes across the region while also achieving region-wide goals.”*
- Because this is intended to be a collaborative approach, there should be the flexibility to amend this list of desired outcomes in the future. There should be a guiding principle to this effect or it should be stated in the “be it resolved” section. *A counter argument was made that planning is always an iterative process and that including such a clause would only serve to weaken the importance of the resolution.*

#### **Comments on attachment 1 to the staff report (example performance indicators)**

Though the resolution itself does not contain any performance indicators, the staff report gives examples of possible measures to explain how a performance-based approach might work. Pending passage of this resolution, staff will work with MTAC, MPAC, the Metro Council and other stakeholders to develop the performance indicators and targets. However, MTAC had a number of initial comments about performance indicators:

- The performance indicator for access to parks should use a ¼ mile rather than a ½ mile distance.
- There should be measures for:
  - Green building
  - Industrial emissions
  - Renewable energy
  - Percent of K-12 children that can walk to school
- The eventual list of performance indicators needs to be relatively short, perhaps two indicators for each outcome.
- Performance indicators should relate to the desired outcome, not to the strategy thereto.
- Performance indicators should measure not just the status, but change over time (e.g. percent change in...)
- Every outcome statement needs a measure of equity.
- The development of performance indicators needs to be a collaborative, transparent process.