

A G E N D A

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METRO

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**MEETING: METRO POLICY ADVISORY COMMITTEE**

**DATE:** June 11, 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>May 14, 2008 minutes</li></ul>		Action	3 min.
4	COUNCIL UPDATE	Metro Councilor	Update	5 min.
5	REGIONAL SOLID WASTE MANAGEMENT PLAN	Hoglund	Action	30 min.
6	BIG LOOK UPDATE	Hammerstad/ Bragdon	Discussion	30 min.
7	MAKING THE GREATEST PLACE <ul style="list-style-type: none"><li>Regional Transportation Plan (RTP) Performance Measures Framework and link to Performance-based Growth Management</li><li>2060 Regional Population and Employment (50-year) Forecast Forum Recap</li></ul>	Platman/Ellis  Williams	Discussion  Info	30 min.  15 min.

**UPCOMING MEETINGS:**

MPAC:

**Canceled:** MPAC: 5-7 p.m. Wednesday, June 25, 2008

5-7 p.m. Wednesday, July 9, 2008, Metro Council Chamber

MPAC Coordinating Committee: 4-5 p.m. Wednesday, July 9, 2008, Room 270

New Metro website: [www.oregonmetro.gov](http://www.oregonmetro.gov)

For agenda and schedule information, call Linnea Nelson at 503-797-1886. e-mail: [linnea.nelson@oregonmetro.gov](mailto:linnea.nelson@oregonmetro.gov)

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

To receive assistance per the Americans with Disabilities Act,  
call the number above, or Metro teletype 503-797-1804.

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# **Metro Policy Advisory Committee**

June 11, 2008

Item 3 – Consent Agenda Meeting Summary for May 14, 2008

METRO POLICY ADVISORY COMMITTEE MEETING RECORD

May 15, 2008 – 5:00 p.m.

Metro Regional Center, Council Chambers

**Committee Members Present:** Bob Austin, Richard Burke, Nathalie Darcy, Andy Duyck, Judie Hammerstad, Dave Fuller, Richard Kidd, Alice Norris, Wilda Parks, Michelle Poyourow, Sandra Ramaker, Dan Saltzman, Paul Savas, Martha Schrader and Rick Van Beveren

**Committee Members Absent:** Ken Allen, Shane Bemis, Pat Campbell, Jeff Cogen, Rob Drake, Dave Fuller, Charlotte Lehan, Fred Hansen, Tom Hughes, Tom Potter, Bob Sherwin, Erik Sten, Steve Stuart and Richard Whitman

**Alternates Present:** Donna Jordan and Craig Dirksen

**Also Present:** Ron Bunch, City of Tigard; Bob Clay, City of Portland; Carol Chesarek, Forest Park Neighborhood; Danielle Cowan, Clackamas County; Brent Curtis, Washington County; Jillian Detweiler, TriMet; Dan Drentlaw, City of Oregon City; Denny Egner, City of Lake Oswego; Jerry Johnson, Johnson and Gardner; Gil Kelley, City of Portland; Steffeni Mendoza Gray, City of Portland; Pat Ribellia, City of Hillsboro; Kelly Ross, Western Advocates; Toni Severe Marcelli, Parametrix; Derrick Tokos, Multnomah County; Andrea Vannelli, Washington County; David White, Oregon Refuse and Recycling Association;

**Metro Elected Officials Present:** Liaisons – Carlotta Collette, Council District 2, Carl Hosticka, Council District 3 and Rod Park, Council District 1; others (in audience): Council President David Bragdon, and Kathryn Harrington, Council District 4.

**Metro Staff Present:** Dick Benner, Andy Cotugno, Chris Deffebach, Megan Gibb, Ken Ray, Robin McArthur, Ted Reid, Meganne Steele, John Williams

**1. SELF-INTRODUCTIONS AND COMMUNICATIONS**

Chair Alice Norris, called the meeting to order at 5: 05 p.m. Chair Norris asked those present to introduce themselves.

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

There was none.

**3. CONSENT AGENDA**

The meeting summary for April 9, 2008:

Motion:	Nathalie Darcy, citizen from Washington County, with a second from Dan Saltzman, City of Portland Commissioner, moved to adopt the consent agenda without revision.
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Vote:	The motion passed unanimously.
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#### **4. COUNCIL UPDATE**

Councilor Carl Hosticka gave an update on upcoming Council budget public hearings and events. He reported on the Blue Ribbon Trails Committee. The committee will meet over the next six months to evaluate current regional trail system, identify gaps and develop a regional-level plan. On May 8, the Metro Council voted to put a funding measure on the November 2008 ballot for the Zoo for \$117 million, which is about nine cents per \$1,000. It would have improvements for animal health and safety and improvements to zoo water and energy conservation. On May 1, 2008, the Metro Council voted to include \$1.4 million in the Metro budget for waste reduction curriculum programs in the outdoor schools around the region. This would be funded from Metro's Solid Waste activities. On May 30, 2008, Metro will host a 50-year Forecast event and how those forecasts will apply to all the work Metro does. On June 5, 2008, the Metro Council will discuss its position on the Columbia River Crossing (CRC) bridge project, and give direction to Councilor Rex Burkholder who serves on the CRC decision-making body. A copy of Councilor Hosticka's complete talking points will be included in the permanent record.

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

Andy Cotugno, Metro Planning Director, gave a brief update on the Joint Policy Advisory on Transportation (JPACT), which is dealing with many money matters. They discussed the Metropolitan Transportation Improvement Program (MTIP) allocation process. They concluded the regional allocation portion. They will soon send out solicitation notices soon for the local application step of the MTIP process. Next week they will take up a directive from the Oregon Legislature that called upon Oregon Department of Transportation to recommend projects they would fund if there is a state transportation funding package. The state is working state-wide on preparing such a list. Another item is the allocation of the modernization funds that ODOT does actually have. They have \$15 million available for the next two-year period. They just cut \$26 million from this two-year program, which was mostly the widening of Sunset Highway. They would put that project back in their next modernization program. Next week they will be discussing regional and state transportation funding options. Under discussion is whether or not to do some kind of regional ballot measure to refer to voters in 2010 and proposals for specific actions out of the coming legislature of multi-modal funding actions. Those proposals will be discussed at the JPACT meeting next Thursday, May 22. He also announced a program on June 25 and June 26 focusing on transportation finance, and encouraged MPAC members to attend. Notices will be sent out.

#### **6. MAKING THE GREATEST PLACE**

##### **6.1a Investing: Metro Transit-Oriented Development (TOD) and Centers Implementation Program**

Megan Gibb, TOD/Centers Assistant Manager, gave a brief overview of the Transit Oriented Development program at Metro. A copy of her presentation will be included in the permanent record.

##### **6.1b Investing: Urban Living Infrastructure Investment**

Meganne Steele, Associate Regional Planner, and Jerry Johnson, Johnson and Gardner, gave a presentation. The question for the Metro Council was: Would a different set of investments yield results faster? The economics of mixed-use forms in 2040 Centers have not really worked. So they looked at other ways they could intervene in the market to affect the development form and change it. His presentation included placemaking, measuring urban amenities, high-density development, the economics of development, empirical analysis, expert analysis and financial pro-forma modeling. A copy of the presentation will be included in the permanent record.

Councilor Hosticka asked about funding infrastructure. Mr. Johnson explained that the point of the TOD program is to take advantage of existing infrastructure and efficiencies. Mayor Norris asked about TOD program loans. Megan Gibb explained about low-interest long-term loans and easements. Richard Burke, Tualatin Valley Water District/Washington County Special Districts, asked about what has been done to determine if people want to live a certain lifestyle, indicating that such a lifestyle will not work if people do not want it. Andy Cotugno talked about the financial feasibility and market acceptance of TOD developments. No one is being forced to live in the developments. The market responds favorably to market acceptance. It's the financial feasibility that is more difficult to achieve. Mr. Johnson talked about how different people value different things at different times and places in their lives. Mayor Judie Hammerstad commented on the high demand for TOD-type development and the resulting rise in price. She thinks the market's big failure is that later in life people want to move out of a single-family home and want to stay in a that certain area, but affordable housing is not available as a choice in that area. Mr. Johnson's study is available on the Metro website.

## 6.2 Performance-based Growth Management Resolution No. 08-3940

Metro Councilor Carl Hosticka introduced the Performance-based Growth Management program, slated for adoption by the Metro Council on June 19, 2008. The Metro Council is trying to base their decisions about growth in the region on how they contribute to achieving the kind of region they want to produce. First they have to define what they would call a successful region (tonight's discussion). The next issue is to measure progress toward achieving that. The third effort would be to determine what tools we have collectively and individually to achieve those goals. He is looking for agreement on the definition of a successful region, which is listed in Exhibit A of Resolution No. 08-3940.

Chris Deffebach, Long-Range Planning Manager, reviewed comments from the Metro Technical Advisory Committee (MTAC) on Exhibits A, A Definition of a Successful Region, and Exhibit B, Guiding Principles – Performance-based Growth Management, of the resolution to date. Last week MTAC unanimously supported the resolution, with their comments as detailed in the memo to MPAC dated May 8, 2008, from Chris Deffebach and Ted Reid, Long Range Policy Planner. The Metro Council is scheduled to consider this resolution June 19, 2008.

Councilor Hosticka talked about the well-written definition and principles, and complimented the Metro staff. He wanted them written in a way that was general enough to capture a vision, but specific enough so that one decision could be distinguished from another decision by applying these principles. He felt that they achieve that. He noted that equity is a key concern, as listed in definition statement 6.

Richard Burke, Washington County Special Districts, said that he would like to have Exhibits A and B improved and brought back to MPAC for approval. He feels Exhibit A does not define anything, but is a list of desirable characteristics without clear meaning. He noted that some could be quantified. He commented on adding guiding principle 7 to Exhibit A: "A place facilitating the creation of wealth to facilitate the prosperity of all residents." For Exhibit B principle 2, he suggested wording: "community values and outcomes desired by the community as reflected by those values." He thought that most of the principles are very good, but had concerns about "equity" and what that means.

Andy Duyck, Washington County Commissioner, said that he agreed with Mr. Burke's comments, but felt most of the concerns were covered. He said he agreed with MTAC's request that statements be kept to a minimum, with "less being more." He felt this is a good first cut. He felt this is about outcomes and applauded this document.

Judie Hammerstad, Mayor of the City of Lake Oswego, commented on the remarkable PBGM document and the similarity to the state's Big Look work. She feels this is a very good start for this work, and that it represents a broad view for the future. We're looking at simplifying to real goals in areas of the economy, environment, equity and mobility. They are being dealt with as goals. They are not going to be fleshed out to the level of DEQ standards. That comes in the implementation and strategy. She thinks this is a really good start. She was impressed that it includes thinking that is broader and sees that we can verify that people are looking at outcomes and where we want to be.

Craig Dirksen, Tigard Mayor, expressed his concern about MTAC's removal of the reference to municipal government structures, and recommended an additional "whereas" be included, per his handout, (included with the permanent record). He recommended an additional "Whereas": "The municipal form of governance is an essential performance component of a successful urban region and can best deliver the full range of needed public facilities and urban services to support the diverse land uses needed to support complete communities." He recommended adding a definition of a successful region: "New urban areas are planned and developed within municipal governance structures." He also recommended adding a new guiding principle: "Municipal governance is the most efficient and accountable means to provide, at the local level, needed public services, diverse land uses, quality of life features and political structures needed for a successful region. Regional growth management decisions shall be evaluated to the degree they support the function of municipal governments."

Dan Saltzman, City of Portland Commissioner, asked if MTAC took these proposals under consideration. Ted Reid, Metro Planner, said that MTAC gave them instructions to simplify the list, so the staff removed statements referring to governance. Ms. Deffebach said MTAC outlined three different ways to approach this. The Metro staff felt municipal governance was a strategy amongst many for achieving the desired outcomes. So it was taken to become a piece of the strategy for implementation and become part of the performance indications. Commissioner Duyck said he agreed with what staff did, and did not feel this was the time and place to decide the issue of whether cities are the best provider of urban services, and how to provide those services. He felt it should be dealt with locally and then brought to a regional forum for discussion later.

Paul Sarvas, Clackamas County Special Districts, said he does not really believe in the statement provided by Mayor Dirksen. Mayor Judie Hammerstad also felt it was an issue that needed further discussion and that it could not be resolved today, so it should not be included in the resolution now. Members discussed whether the resolution should be sent back for more work.

Motion:	Andy Duyck, Washington County Commissioner, with a second from Sandra Ramaker, Multnomah County Special Districts, moved to adopt the resolution as is.
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Vote:	The motion passed with 11 ayes and 2 nays.
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Members discussed other ways to address the issue of local governance. Councilor Hosticka suggested that it could be an amendment to the Functional Plan or give direction to the Metro Council that when the Council does future urban growth boundary expansions, that they make the condition that those areas not be developed until they are into incorporated areas. This would be a vehicle for discussion.

Motion:	Richard Burke, Washington County Special Districts, with a second from Paul Savas Clackamas County Special Districts, moved that the comments that were made for modifications today be provided to Metro, and request that Metro take them into consideration in drafting a second version.
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Vote:	The motion failed with 11 nays and 2 ayes.
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Rod Park, Metro Councilor, commented on the Council's earlier discussion of the topic. He felt that the exercise of going through the resolution will answer a lot of the questions, because they will look at how areas are performing. This will give guidelines for what should be done in the future.

Members further discussed the issue of providing urban services. One member offered the assistance of the League of Oregon Cities.

### 6.3 Reserves Update

Metro Councilor Kathryn Harrington gave an update on the Urban and Rural Reserves project. The Regional Reserves Steering Committee met earlier in the day. She introduced John Williams, the Metro Reserves Program Manager. She talked about the Reserves Program as part of Making the Greatest Place and about the clarity of the Reserves Work Plan. She said they are in phase two now. The three county reserves advisory committees are meeting and have websites. Links are available to these from the Metro Reserves web page. She complimented staff from the four jurisdictions. She wants the Council to have the benefit of MPAC's counsel and consideration as the work progresses to decision points.

Mayor Norris added two points from the Reserves Steering Committee meeting: Reserves members indicated that they felt strongly that Clark County be included in some way. Councilor Harrington clarified that they continue to involve Clark County. Mayor Norris also noted that natural resources work and maps will be tiered to be included in the reserves work.

## 7. REGIONAL SOLID WASTE MANAGEMENT PLAN

Kathryn Harrington, Metro Councilor, noted that next month MPAC will have an action item regarding the Regional Solid Waste Management Plan (RSWMP). She provided a brief introduction to the RSWMP. MPAC previously recommended adoption of RSWMP. Prior to adoption, the Metro Council took some time out to clarify what is the extent of authority and responsibility across the different jurisdictions. The Council has that clarity now, and it has impacted one of the chapters of the RSWMP document. It necessitated a companion ordinance to provide clarity on the compliance. Mike Hogle, Director, Metro Solid Waste and Recycling, presented the revised ordinance for the Regional Solid Waste Management Plan. A complete copy of his presentation will be included in the permanent record.

Andy Duyck, Washington County Commissioner, said that Washington County still thinks RSWMP should have some tweaks. They do not agree with staff. He said they still wonder why Metro would want to make it as strict as it is, if by Metro's own admission, everything is working in all of the jurisdictions currently. He said the new standards don't take into consideration other ways of doing it, that might affect such things as reducing greenhouse gasses. He said it would be best to keep it as loose as possible. Washington County's copy of the proposed changes will be provided to Linnea Nelson to send to MPAC members for review.

Mr. Hogle indicated that Dan Cooper, Office of Metro Attorney, has said that Metro needs some kind of companion and enforcement ordinance. Councilor Harrington clarified that we cannot “leave well enough alone.” Commissioner Duyck said they do not see that in the state requirements. Mr. Hogle explained that DEQ requires that principle recyclables be collected. The frequency is not specified. Frequency was added to the plan because our recovery rate is the highest rate in the region. Mr. Hogle agreed that more work is needed on the frequency as a follow-up study, and then will come back with a report. Commissioner Duyck acknowledged that the current draft represents a toned-down version. Commissioner Duyck had provided a red-lined draft with proposed changes. Mr. Hogle agreed to review those and respond. The cover letter from Metro staff for next month’s packet will address the unanswered questions.

Richard Kidd, Mayor of Forest Grove, commented on his jurisdiction’s weekly yard debris pick-up, since every other week was not frequent enough.

There being no further business, Chair Norris adjourned the meeting at 7: 01 p.m.

Respectfully submitted,



Linnea Nelson  
Executive Coordinator  
Office of the Chief Operating Officer

ATTACHMENTS TO THE RECORD FOR MAY 14, 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>#4 Council Update</b>	5-14-2008	Councilor Carl Hosticka talking points update to MPAC	051408-MPAC-01
<b>#6.1a Making the Greatest Place: Investing</b>		Slides from Powerpoint presentation by Megan Gibb, TOD/Centers Assistant Manager: Transit Oriented Development in the Metro Region	051408-MPAC-02
<b>#6.1b Making the Greatest Place: Investing</b>	June 2007	Executive Summary of the Urban Living Infrastructure Report	051408-MPAC-03
<b>#6.1b Making the Greatest Place: Investing</b>	5-14-2008	Slides from Powerpoint presentation by Jerry Johnson, Johnson Gardner: New Research Findings: Urban Living Infrastructure	051408-MPAC-04



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<b>#6 .2 Making the Greatest Place: Performance-based Growth Management</b>	5-5-2008	Comparison of growth management systems handout provided by Metro Councilor Carl Hosticka	051408-MPAC-05
<b>#6.2 Making the Greatest Place: Performance-based Growth Management</b>	5-14-2008	Memo from Craig Dirksen, Mayor of the City of Tigard to MPAC re: MPAC Performance-Based Growth Management	051408-MPAC-06
<b>#6.3 Making the Greatest Place: Reserves Update</b>	12-20-2007	Key Milestones for Designating Urban and Rural Reserves chart and Coordinated Reserves Work Program Overview chart (drafts)	051408-MPAC-07
<b>#7 Regional Solid Waste Management Plan</b>	(No date)	Chapter VI Plan implementation, compliance and revision, Regional Solid Waste Management Plan, pages 45-49.	051408-MPAC-08
<b>#7 Regional Solid Waste Management Plan</b>	5-14-2008	Slides from Powerpoint presentation by Mike Hoglund, Metro Solid Waste and Recycling Director: Regional Solid Waste Management Plan Overview and Issues: Enforcement and Compliance	051403-MPAC-09

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# **Metro Policy Advisory Committee**

June 11, 2008

Item 5 – Regional Solid Waste Management Plan

## MPAC Worksheet

**Agenda Item Title:** Local government compliance with requirements of the Regional Solid Waste Management Plan (Ordinance no. 08-1183).

**Presenters:** Michael Hoglund/Dan Cooper

**Contact for this worksheet/presentation:** Janet Matthews

**Council Liaison Sponsor:** Kathryn Harrington

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

Information  
Update  
Discussion X  
Action X

**MPAC Target Meeting Date:** June 11, 2008

Amount of time needed: 30 minutes

Presentation 10 minutes

Discussion 20 minutes

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

An understanding of:

- requirements on local governments in the proposed Regional Solid Waste Management Plan (RSWMP); and
- RSWMP compliance ordinance (08-1183) and proposed revisions.

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

MPAC is requested to provide a recommendation to the Metro Council on the following question:

*Does the Ordinance 08-1183, with the proposed revisions, strike a reasonable balance between the need for an enforceable Plan (consistent with state requirements) and the need for a flexible compliance approach?*

**Background and context:** The Regional Solid Waste Management Plan (RSWMP) provides the metropolitan area with policy and program direction and satisfies state law

requiring the development of a waste reduction plan. (Review RSWMP using this link: [www.oregonmetro.gov/index.cfm/go/by.web/id=12852](http://www.oregonmetro.gov/index.cfm/go/by.web/id=12852)).

The RSWMP has historically included a recycling service requirement for local governments, and the DEQ has indicated that this requirement (the Regional Service Standard) is important to their approval of the Plan.

Last fall the Office of Metro Attorney (OMA) recommended that any required elements of the RSWMP and specific procedures to enforce those requirements be made part of the Metro Code. Ordinance no. 08-1183 was then developed. It identifies how Metro, with its current authority, would proceed where there is a conflict between a local program and the regional plan.

At its March 27<sup>th</sup> meeting, the Metro Council had two ordinances on the agenda related to the Regional Solid Waste Management Plan (RSWMP) update:

- 07-1162A, adopting the Regional Solid Waste Management Plan update;
- 08-1183, a companion ordinance governing compliance with RSWMP requirements.

The Council deferred action on both ordinances and determined that the RSWMP compliance ordinance required MPAC review, based on concerns expressed by several local governments.

The RSWMP compliance ordinance is intended to ensure that:

- required elements of the RSWMP are clear and precise;
- local governments have notice and a clear process to certify RSWMP compliance or come into compliance; and
- required elements of the RSMWP are enforceable, per state requirements (OAR 340-91-070 (3)(f)).

The attached ordinance shows revisions proposed by Metro in response to concerns expressed by several local governments. In particular, the revisions 1) remove the concept of civil fines as a penalty for non-compliance; and 2) introduce the concept of “substantial” compliance as an approach local governments may take for compliance with any required element of the RSWMP.

**What has changed since MPAC last considered this issue/item?** 1) Briefings on the RSWMP compliance ordinance were provided to elected officials in the three local jurisdictions that expressed concerns: Washington County, City of Durham, and City of Hillsboro; and 2) A meeting between staff in Washington County, DEQ and Metro was held to discuss Metro's enforcement authority. Staff will brief MPAC on the outcomes of these two items at the June 11<sup>th</sup> meeting.

**What packet material do you plan to include?** (must be provided 8-days prior to the actual meeting for distribution) Ordinance 08-1183 with proposed revisions.

**What is the schedule for future consideration of item** (include MTAC, TPAC, JPACT and Council as appropriate): The Metro Council will consider the Plan and the compliance ordinance sometime after receiving MPAC's recommendation.

CHAPTER 5.10

REGIONAL SOLID WASTE MANAGEMENT PLAN

SECTIONS	TITLE
5.10.010	Definitions
5.10.020	Authority, Jurisdiction, and Purpose
5.10.030	Adoption of RSWMP
5.10.040	Application of Chapter
5.10.050	RSWMP Requirements
5.10.060	RSWMP Amendments
5.10.070	Severability
5.10.080	Administrative Procedures <del>and Performance Standards</del>
	<b>Compliance Procedures</b>
5.10.110	Conformity to the RSWMP
5.10.120	Compliance with the RSWMP
5.10.130	Extension of Compliance Deadline
5.10.140	Exception from Compliance
5.10.150	Review by Metro Council
5.10.160	<del>Penalties for Violations</del>
<del>5.10.170</del>	<del>Technical Assistance</del>
	<b>The Regional Service Standard</b>
5.10.210	Purpose and Intent
5.10.220	Regional Service Standard
5.10.230	Regional Service Standard Elements
5.10.240	Alternative Program <u>and Performance Standard</u>

5.10.010 Definitions

For the purpose of this chapter the following terms shall have the meaning set forth below:

- (a) "Alternative Program" means a solid waste management service proposed by a local government that differs from the service required under Section 5.10.230.
- (b) "Compost" shall have the meaning assigned thereto in Metro Code Section 5.01.010.
- (c) "DEQ" shall have the meaning assigned thereto in Metro Code Section 5.01.010.

(d) "Director" means the Director of Metro's Solid Waste and Recycling Department.

(e) "Local Government" means any city or county that is within Metro's jurisdiction, including the unincorporated areas of Clackamas, Multnomah, and Washington Counties.

(f) "Local Government Action" means adoption of any ordinance, order, regulation, contract, or program affecting solid waste management.

(g) "RSWMP" means the Regional Solid Waste Management Plan adopted by the Metro Council and approved by the DEQ.

(h) "RSWMP Requirement" means the portions of the RSWMP that are binding on local governments as set forth and implemented in this chapter.

(i) "Standard Recyclable Materials" means newspaper, ferrous scrap metal, non-ferrous scrap metal, used motor oil, corrugated cardboard and kraft paper, aluminum, container glass, high-grade office paper, tin/steel cans, yard debris, mixed scrap paper, milk cartons, plastic containers, milk jugs, phone books, magazines, and empty aerosol cans.

(j) "Substantial compliance" means local government actions, on the whole, conform to the purposes of the performance standards in this chapter and any failure to meet individual performance standard requirements is technical or minor in nature.

~~(j)~~ "Waste" shall have the meaning assigned thereto in Metro Code Section 5.01.010.

~~(k)~~ "Waste Reduction Hierarchy" means first, reduce the amount of solid waste generated; second, reuse material for its originally intended purpose; third, recycle or compost material that cannot be reduced or reused; fourth, recover energy from material that cannot be reduced, reused, recycled or composted so long as the energy recovery facility preserves the quality of air, water and land resources; and fifth, landfill solid waste that cannot be reduced, reused, recycled, composted or from which energy cannot be recovered.

~~(l)~~ "Waste Reduction Program" means the Waste Reduction Program required by ORS 459.055(2)(a), adopted by the Metro Council as part of the RSWMP, and accepted and approved by the DEQ as part of the RSWMP.

(~~an~~) "Yard Debris" shall have the meaning assigned thereto in Metro Code Section 5.01.010. |

5.10.020 Authority, Jurisdiction, and Purpose

(a) Metro's Solid Waste planning and implementing authority is established under the Metro Charter, the Constitution of the State of Oregon, and ORS Chapters 268 and 459.

(b) This chapter implements the RSWMP requirements. The RSWMP shall include the Regional Solid Waste Management Plan, including without limitation the Waste Reduction Program.

(c) This chapter does not abridge or alter the rights of action by the State or by a person that exist in equity, common law, or other statutes.

5.10.030 Adoption of RSWMP

Metro has adopted the RSWMP, copies of which are on file at Metro offices, and shall implement the RSWMP as required by this chapter.

5.10.040 Application of Chapter

This chapter shall apply to all portions of Clackamas, Washington, and Multnomah Counties within Metro's jurisdiction. |



#### 5.10.050 RSWMP Requirements

The RSWMP is a regional plan that contains requirements that are binding on local governments of the region as well as recommendations that are not binding. The RSWMP requirements are set forth in this chapter. This chapter ensures that local governments have a significant amount of flexibility as to how they meet requirements. Standard methods of compliance are included in the chapter, but these standard methods are not the only way a local government may show compliance. Performance standards also are included in most sections. If local governments demonstrate to Metro that they meet the performance standard, they have met the requirement of that section.

~~The RSWMP is a regional plan that contains mandatory requirements that are binding on local governments of the region as well as recommendations that are not binding. The RSWMP requirements are set forth in Metro Code Chapter 5.10.~~

#### 5.10.060 RSWMP Amendments

(a) The Chief Operating Officer shall submit all proposed amendments to the RSWMP to the Council by ordinance for adoption.

(b) Once the Council adopts an amendment to the RSWMP, the Chief Operating Officer shall submit the amended RSWMP to the DEQ for approval. If the amendment is to the Waste Reduction Program, the Chief Operating Officer shall submit the amended RSWMP to the DEQ for acceptance and approval.

(c) The Chief Operating Officer may correct technical mistakes discovered in the RSWMP administratively without petition, notice, or hearing.

#### 5.10.070 Severability

(a) The sections of this chapter shall be severable and any action by any state agency or judgment court of competent jurisdiction invalidating any section of this chapter shall not affect the validity of any other section.

(b) The sections of the RSWMP shall also be severable and shall be subject to the provisions of subsection (a) of this section.

5.10.080 Administrative Procedures ~~and Performance Standards~~

(a) The Chief Operating Officer may issue administrative procedures ~~and performance standards~~ governing the obligations under this chapter, including but not limited to procedures ~~and performance standards~~ for the suspension of a material from the definition of standard recyclable materials and for additional requirements of a recycling education and promotion program.

(b) The Chief Operating Officer may issue administrative procedures ~~and performance standards~~ to implement all provisions of this chapter.

(c) The Chief Operating Officer shall issue or substantially amend the administrative procedures ~~and performance standards~~ for this chapter only after providing public notice and the opportunity to comment on the proposed language.

(d) The Chief Operating Officer may hold a public hearing on any proposed new administrative procedure and performance standard or on any proposed amendment to any administrative procedure ~~and performance standard~~ if the Chief Operating Officer determines that there is sufficient public interest in any such proposal.

**Compliance Procedures**

5.10.110 Conformity to the RSWMP

Local governments shall not adopt any ordinance, order, regulation, or contract affecting solid waste management that conflicts with the RSWMP requirements implemented by this chapter.

5.10.120 Compliance with the RSWMP

(a) The purpose of this section is to establish a process for determining whether local government actions comply with the RSWMP requirements. The Council intends the process to be efficient and cost effective and to provide an opportunity for the Metro Council to interpret the requirements of the RSWMP. Where the terms "compliance" and "comply" appear in this chapter, the terms shall have the meaning given to "substantial compliance" in Section 5.10.010.

(~~a~~b) Local government actions shall comply with the RSWMP requirements. The Chief Operating Officer shall notify local

governments of the compliance date of all RSWMP requirements. On or before the compliance date, local governments shall certify in writing to the Chief Operating Officer that their local government actions comply with the RSWMP requirements.

(~~b~~c) Commencing on November 1, 2010, and on November 1 each year thereafter, the Director shall submit a report to the Chief Operating Officer on local government action compliance with the RSWMP requirements for the Metro fiscal year ending the previous June 30. The report shall include an accounting of local government actions that do not comply with each requirement of the RSWMP. The report shall recommend action that would bring a local government into compliance with the RSWMP requirements and shall advise the local government whether it may seek an extension pursuant to Section 5.10.130 or an exception pursuant to Section 5.10.140. The report also shall include an evaluation of the implementation of this chapter and its effectiveness in helping achieve the RSWMP objectives.

(~~e~~d) Commencing on or after November 1, 2010, and on or after November 1 each year thereafter, the Chief Operating Officer shall provide each local government with a letter informing the local government whether its actions comply or do not comply with the RSWMP requirements. The Chief Operating Officer shall provide each local government that is not in compliance with the RSWMP requirements with the Director's report.

(~~e~~e) A local government provided with a report shall respond to the report within 60 days from the date of the report. The response shall contain:

- (1) An agreement to comply with the report recommendations;
- (2) A request for an extension under Section 5.10.130; or
- (3) A request for an exception under Section 5.10.140.

(~~e~~f) Within 30 days of receiving the local government's response, the Chief Operating Officer shall:

- (1) If the local government agrees to comply with the report recommendations, provide a letter to the local government describing the details of

the actions required of the local government for compliance; or

- (2) If the local government seeks an extension or exception, direct the local government to follow the procedures set forth in Section 5.10.130 or Section 5.10.140.

(~~fg~~) If the local government fails to file a response or refuses to comply with the report recommendations, the Chief Operating Officer may proceed to Council review under Section 5.10.150. A local government may seek Council review under Section 5.10.150 of a report of noncompliance under this section.

#### 5.10.130 Extension of Compliance Deadline

(a) A local government may seek an extension of time for compliance with a RSWMP requirement by filing a written request for an extension with the Director.

(b) The Director may grant an extension of the compliance deadline if the local government's written request demonstrates that: (1) the local government is making progress toward accomplishment of its compliance with the RSWMP requirement; or (2) the local government has good cause for failure to meet the deadline for compliance.

(c) The Director may establish terms and conditions for the extension to ensure that compliance is achieved in a timely and orderly fashion and that local government actions during the extension do not undermine the ability of the region to implement the RSWMP. A term or condition shall relate to the requirement of the RSWMP to which the Director grants the extension. The Director shall incorporate the terms and conditions into the decision on the request for extension. The Director shall not grant more than two extensions of time and shall not extend the deadline for compliance for more than one year.

(d) The Director shall grant or deny the request for extension within 30 days of the date of the request and shall provide a copy of the decision to the local government.

(e) A local government may seek review of the Director's decision by filing a written request for review with the Chief

Operating Officer within 30 days of the date of the Director's decision.

(f) The Chief Operating Officer shall consider a request for review without a public hearing and shall issue an order within 30 days of receiving the request for review. The Chief Operating Officer shall provide a copy of the order to the local government.

(g) The Chief Operating Officer's order regarding an extension is a final order and shall not be subject to Metro Code Chapter 2.05, Procedure for Contested Cases. A local government may appeal the order by filing a petition for writ of review.

#### 5.10.140 Exception from Compliance

(a) A local government may seek an exception from compliance with a RSWMP requirement by filing a written request for an exception with the Chief Operating Officer.

(b) The Chief Operating Officer shall prepare a report on the written request. The report shall recommend whether to grant or deny the exception and shall analyze whether:

- (1) The exception and any similar exceptions will prevent the Metro region from achieving the RSWMP goals;
- (2) The exception will reduce the ability of another local government to comply with the requirement; and
- (3) The local government has adopted other measures more appropriate for the local government to achieve the intended result of the requirement.

(c) The Chief Operating Officer's report may establish terms and conditions for the exception to ensure that it does not undermine the ability of Metro to implement its responsibilities under the RSWMP. Any term or condition shall relate to the requirement of the RSWMP from which the local government seeks exception.

(d) The Chief Operating Officer shall issue the report within 60 days of the date of the request. The Chief Operating Officer shall provide a copy to the local government and shall

file a written request for review and public hearing with the Council President.

(e) The Council President shall set the matter for a public hearing before the Council within 30 days of the date of the Chief Operating Officer's report. The Chief Operating Officer shall provide notice to the local government that includes the date and location of the hearing and shall publish the report at least 14 days before the public hearing.

(f) During the hearing the Council shall receive testimony on the Chief Operating Officer's report and shall allow any person to testify orally or in writing.

(g) The Council shall issue its order, with analysis and conclusions, not later than 30 days following the public hearing on the matter. The order shall be based upon the Chief Operating Officer's report and upon testimony at the public hearing. The order may rely upon the report for an analysis of the factors listed in subsection(b). The order shall address any testimony during the public hearing that takes exception to the report. The Chief Operating Officer shall provide a copy of the order to the local government.

(h) The order of the Metro Council is a final order that a local government may appeal by filing a petition for writ of review.

#### 5.10.150 Review by Metro Council

(a) A local government may seek review of (1) the letter and report of noncompliance provided by the Chief Operating Officer under Section 5.10.120; and (2) a decision that a local government does not meet a performance standard by filing a written request for review and public hearing with the Council President.

(b) The Chief Operating Officer may seek review by the Council of any local government action that does not comply with the RSWMP requirements, this chapter, or both by filing a written request for review and public hearing with the Council President. The Chief Operating Officer shall provide a copy of the request to the local government.

(c) The Chief Operating Officer shall consult with the local government and the Director before the Chief Operating

Officer determines there is good cause for a public hearing under subsection (d).

(d) The Council President shall set the matter for a public hearing before the Council within 30 days of the date of the Chief Operating Officer or local government's request for review. The Chief Operating Officer shall provide notice to the local government that includes the date and location of the hearing.

(e) The Chief Operating Officer shall prepare a report and recommendation on the matter for consideration by the Metro Council. The Chief Operating Officer shall publish the report at least 14 days before the public hearing and provide a copy to the local government.

(f) During the hearing the Council shall receive testimony on the Chief Operating Officer's report and shall allow any person to testify orally or in writing.

(g) If the Metro Council concludes that the local government action does not violate the RSWMP requirements or this chapter, the Council shall enter an order dismissing the matter. If the Council concludes that the local government action does violate the RSWMP requirements, this chapter, or both, the Council shall issue an order that identifies the noncompliance and directs changes in the local government action.

(h) The Council shall issue its order, with analysis and conclusions, no later than 30 days following the public hearing on the matter. The order shall be based upon the Chief Operating Officer's report and upon testimony at the public hearing. The order may rely upon the report for its findings and conclusions related to compliance with this chapter. The order shall address any testimony during the public hearing that takes exception to the report. The Chief Operating Officer shall provide a copy of the order to the local government.

(i) The order of the Metro Council is a final order that a local government may appeal by filing a petition for writ of review.

#### ~~5.10.160 Penalties for Violations~~

~~The Metro Council may include one or more of the following in an order issued under this chapter:~~

~~(a) A fine of up to \$500 per day for each day after the date of a Council order that the local government continues the violation;~~

~~(b) An order requiring the local government to comply with the RSWMP; and~~

~~(c) An order requiring the local government to comply with any provision of this chapter.~~

#### 5.10.1760 Technical Assistance

The Chief Operating Officer shall encourage local governments to take advantage of the programs of technical and financial assistance provided by Metro to help achieve compliance with the requirements of this chapter.

### **The Regional Service Standard**

#### 5.10.210 Purpose and Intent

Local governments shall adopt and implement the regional service standard or alternative program as required by the RSWMP and as specified in this chapter and the administrative procedures. The regional service standard ensures a comprehensive and consistent level of recycling service for the region and assists the region in meeting state recovery goals.

#### 5.10.220 Regional Service Standard

(a) By January 1, 2009, local governments shall implement the regional service standard either by:

- (1) Adopting the provisions of Metro Code Section 5.10.230(a) through (d); or
- (2) Adopting an alternative program that meets the performance standard and that is approved by Metro in accordance with Metro Code Section 5.10.240.

(b) The local government shall provide information related to compliance with this requirement at the Director's request or as required by the administrative procedures.



5.10.230 Regional Service Standard Elements

The following shall constitute the regional service standard under the RSWMP:

(a) For single-family residences, including duplexes, triplexes, and fourplexes, the local government shall:

- (1) Ensure provision of at least one (1) recycling container to each residential customer;
- (2) Ensure provision of weekly collection of all standard recyclable materials; and
- (3) Ensure provision of a residential yard debris collection program that includes weekly on-route collection of yard debris for production of compost from each residential customer or equivalent on-route collection of yard debris for production of compost if granted approval for an alternative program under Metro Code Section 5.10.240.

(b) For multi-family residences, the local government shall ensure provision of regular collection of standard recyclable materials for each multi-family dwelling community having five (5) or more units.

(c) For businesses, the local government shall ensure provision of regular collection of standard recyclable materials.

(d) For education and outreach, the local government shall ensure provision of a recycling education and promotion program to all waste generators that supports the management of solid waste according to the waste reduction hierarchy as follows:

- (1) For all waste generators:
  - A. Provide information regarding waste prevention, reusing, recycling, and composting; and
  - B. Participate in one community or media event per year to promote waste prevention, reuse, recycling, or composting.

- (2) For single-family residences and businesses:
  - A. For existing customers, provide education information at least four (4) times a calendar year; and
  - B. For new customers, provide a packet of educational materials that contains information listing the materials collected, the schedule for collection, the proper method of preparing materials for collection, and an explanation of the reasons to recycle.
  
- (3) For multi-family residences:
  - A. Provide waste reduction and recycling educational and promotional information designed for and directed toward the residents of multifamily dwellings as frequently as necessary to be effective in reaching new residents and reminding existing residents of the opportunity to recycle, including the types of materials accepted and the proper preparation of the items; and
  - B. Provide waste reduction and recycling educational and promotional information designed for and directed toward multifamily property owners and managers at least annually.

5.10.240 Alternative Program and Performance Standard

(a) A local government seeking alternative program approval shall submit an application for an alternative program to the Director that contains:

- (1) A description of the existing program;
- (2) A description of the proposed alternative program; and
- (3) A comparison of the existing and alternative programs for type of materials collected,

frequency of collection of material, and levels of recovery.

(b) ~~A local government's The Director shall determine whether the proposed alternative program will~~shall perform at the same level or better as the regional service standard and shall perform at the same level or better than the regional service meet the following performance standard as applicable.~~In making this determination, the Director shall consider the following:~~

- (1) ~~Estimated participation levels~~The alternative program shall provide for as much or more recovery of standard recyclable materials as recovered under the regional service standard;
- (2) ~~Estimated amounts of waste prevented, recycled, recovered, or disposed~~The alternative program shall ensure that participation levels of waste generators is the same or more as under the regional service standard; and
- ~~(3) Consistency with the waste reduction hierarchy and the source separation priority;~~
- ~~(4) The alternative program shall provide education and outreach consistent with the waste reduction hierarchy. Economic and technical feasibility; and~~
- ~~(5) (3) Estimated impact on other waste reduction activities.~~

(c) If the Director determines that the alternative program ~~will perform at the same level or better than the regional service standard~~ meets the performance standard, the Director shall approve the application. The Director may condition the approval on completion of a successful pilot program. If the Director determines that the alternative program ~~will~~does not ~~perform at the same level or better than the regional service standard~~ meet the performance standard, the Director shall deny the application. The Director shall decide whether to approve or deny the application within 60 days of the date the Director received the application or, if the Director conditions approval on successful completion of a pilot program, within 60 days of the conclusion of the pilot program. The Director shall provide a copy of the decision to the local government.

(d) A local government may seek review of the Director's decision by filing a written request for review with the Chief Operating Officer within 30 days of the date of the Director's decision.

(e) The Chief Operating Officer shall consider a request for review without a public hearing and shall issue an order within 30 days of receiving the request for review. The Chief Operating Officer shall provide a copy of the order to the local government.

(f) A local government may seek Council review under Section 5.10.150 of the Chief Operating Officer's order regarding an alternative program under this section.~~The Chief Operating Officer's order regarding an alternative program is a final order and shall not be subject to Metro Code Chapter 2.05, Procedure for Contested Cases. A local government may appeal the order by filing a petition for writ of review.~~

(g) This section does not prevent a local government from seeking an exception under Section 5.10.140.

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# **Metro Policy Advisory Committee**

June 11, 2008

Item 6 – Big Look Update

## Talking Points:

### *Oregon's Big Look Task Force It's Six Big Ideas*

This is a summary report on the status of Oregon's Big Look Land Use Task Force. The task force was formed in 2005 by the legislature to evaluate our land use planning program and make recommendations for how the program should be adapted to address the challenges of the future. The task force has some initial ideas, but it needs your input, and your expertise to develop recommendations.

The following materials describe the task force's initial conclusions and recommendations. Tell us what you think!

#### *Overarching Principles*

A key aspect of the Big Look Task Force's work so far is the recommendation that the planning program be founded on four overarching principles that, together, describe what we want the state's planning program to achieve. These principles portray a shared vision of what the planning program should be achieving, in terms that all Oregonians can understand and support.

Our current land use system was built around a set of narrower goals. While the task force believes that the goals continue to reflect important policy objectives, they should be recast in the context of four overarching principles so that they define outcomes that are readily understood by all Oregonians.

The four overarching principles for land use planning are:

- **Providing a healthy environment**
- **Sustaining a prosperous economy**
- **Ensuring a desirable quality of life**
- **Maintaining a system that is fair and equitable**

Two important features emerge from these principles. First, they describe outcomes that everyone can understand, and that have broad support. Second, they leave room for flexibility in how the outcomes are achieved. One of the often repeated criticisms of our current system is that it is a "one size fits all" program. Instead of singular state-wide policies, the system can be reframed based on these principles, which can be carried out in different ways for different parts of the state.

### ***Preliminary Task Force Conclusions***

The Big Look Task Force began examining the current system's effectiveness by using six working groups that met with close to 200 Oregonians, all of whom have direct experience with planning in Oregon. Afterward, the task force met as a group and examined the critical issues. The following conclusions were reached:

- Oregon's land use system has protected agricultural and forest lands.
- Oregon's land use system has contained sprawl and managed growth better than most other states.
- Oregonians generally support land use planning, but they also believe strongly in private property rights.
- Oregon's land use system is often viewed as being too rigid and not outcome-oriented.
- Many people feel that the land use system is too complex and does not have the flexibility for a changing Oregon.
- The state is facing infrastructure, water and environmental challenges as a result of population growth.
- There are lessons to be learned from other states' growth management programs.
- Future growth will challenge Oregon's ability to preserve prime agriculture and forestry lands in seven or eight counties -- but not in every county.
- Many of the state's 19 existing land use planning goals don't fit the definition of "goals" – instead, they are strategies, tactics or tools.

Oregon's land use system has been effective in meeting the original goals set by the state legislature. However, it also is apparent that the system needs to be changed to adequately prepare Oregon for the future.

The coming decades are expected to bring unprecedented growth, as Oregonians continue to raise families here and as new residents move to many (but not all) parts of the state. Over 2 million more people are expected to reside in the state by the year 2040. Providing adequate water, sewer, roads, transit and other infrastructure systems will require significant new investment, difficult decisions about where growth should occur, and innovative financing tools. At the same time, the world is facing the collective challenge of climate change and rapidly increasing oil costs. It is imperative, then, to plan for and invest in communities that are resilient to challenges such as water shortages, high gasoline costs, and sea-level changes that were unimaginable just a few years ago.

### ***Tentative Recommendations***

The task force has developed a preliminary set of recommendations for how our land use system should change that it will review with stakeholders over the next two months. These recommendations represent the initial thinking of the task force after hearing from many involved in land use planning and development; the recommendations will evolve as the task force gets additional input from interested organizations. In September and early October, the task force will carry out a multi-faceted public engagement program to hear our citizens' ideas concerning their land use planning system and how it should be designed for the future.

The tentative recommendations are:

1. *Identify farm land, forest land, and natural areas of statewide importance, and apply incentive-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas.*

2. *Use land use planning tool in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth we expect to occur.*

- *Prioritize funding for infrastructure to support infill development and efficient new urban areas;*
- *Provide incentives for redevelopment of brownfields;*
- *Expand the use of urban and rural reserves;*

3. *Plan for and anticipate the economic growth we're looking for (e.g., increased traded-sector, green industries, and high tech clusters). Use both the tools we already have in place (e.g., Oregon Certified Industrial Lands program), and develop new tools including a "rapid response" process for local and state governments to meet the needs of existing businesses.*

- *Continue and renew the use of certified industrial sites;*
- *Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen event;*
- *Continue and expand the use of safe harbors for urban growth boundary management.*

4. *Audit State Statutes and Rules for Performance, to Reduce Complexity, and to Restore Flexibility*

5. *Realign DLCD (and the LCDC) to carry out long-range land use planning for the state, and to facilitate and assist regional collaboration and local planning efforts.*

- *Increase/restore state funding to support local planning efforts that meet state objectives;*
- *Build state resources to support local and regional planning, including a GIS library.*

6. *Establish benchmarks for reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission, with broad involvement of local entities and the public. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use and transportation alternatives.*

- *Ensure that infrastructure investments support compact development in urbanized areas;*
- *Have cities evaluate the "climate impact" of proposed UGB expansions;*
- *Collect and disseminate "best practices" for using land use planning tools to reduce greenhouse gas emissions;*
- *Provide technical assistance to local and regional governments to carry out best practices;*
- *Help communities plan for adaptation to climate change.*





# BIG LOOK

CHOICES FOR  
OREGON'S FUTURE

DRAFT 5/30/08

The Big Look Task Force  
on **Oregon Land Use Planning**



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# Executive Summary

## OREGON'S BIG LOOK TASK FORCE

This report summarizes the preliminary ideas of Oregon's Big Look Land Use Task Force for reforming Oregon's Land Use Planning Program. The Task Force was formed to evaluate Oregon's Land Use Planning Program and make recommendations for how it should be adapted to address the challenges of the future. The Task Force has some initial ideas, but it needs your advice and expertise to develop recommendations.

## OVERARCHING PRINCIPLES

A key aspect of the Big Look Task Force's work so far is the recommendation that the Oregon Land Use Planning Program be founded on four overarching principles. Together, these four principles describe what the Oregon Land Use Planning Program is to accomplish. The Task Force believes that these principles portray a vision of what the planning program should be achieving, in terms that all Oregonians can understand and support.

The current Oregon Land Use Planning Program has a set of narrower goals that have become so complex that they do not clearly describe what the program is supposed to achieve. While the Task Force believes much of what are currently termed "goals" continue to reflect important policy objectives, the program would be better cast in the context of principles defining outcomes that are readily understood by all Oregonians.

The Task Force's four overarching principles for land use planning are:

- Providing a healthy environment
- Sustaining a prosperous economy
- Ensuring a desirable quality of life
- Maintaining a program that is fair and equitable

Oregon's current Land Use Planning Program has been effective in meeting many of the original goals set by the Oregon Legislature. However, it also is apparent that the program needs to be changed to prepare Oregon for the future. The coming decades will bring unprecedented growth, as Oregonians continue to raise families here and new residents move to many (but not all) parts of the state. Over 1.7 million more people are expected to reside in Oregon by the year 2040. Providing adequate water, sewer, roads, transit and other infrastructure systems will require significant new revenue





sources. Deciding where to invest and where growth should occur will present difficult tradeoffs. At the same time, the world is facing the collective challenge of climate change and rapidly increasing oil costs. The Task Force believes that it is imperative to plan for and invest in communities that are resilient to challenges such as water shortages, high gasoline costs, and climate-related changes that were unimaginable just a few years ago.

The Task Force has developed preliminary recommendations to review with stakeholders over the next two months. These recommendations represent the initial thinking of the Task Force, after hearing from nearly 200 persons over the past two years. The recommendations will evolve as the Task Force gets further input from stakeholders, and in September and early October, the Task Force will carry out a multi-faceted public engagement program to hear the ideas of Oregon's citizens concerning the Oregon Land Use Planning Program and how it should be designed for the future.

## PRELIMINARY RECOMMENDATIONS

The preliminary recommendations are:

1. Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.
2. Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth expected to occur.
  - Prioritize funding for infrastructure to support infill development and efficient new urban areas;
  - Provide incentives for redevelopment of brownfields;
  - Provide more predictability, through the designation of urban and rural reserves;
  - Allow contingency planning to allow urban growth management to adapt to a range of futures and/or unforeseen events; and
  - Provide for more "safe harbors" to simplify local land use planning.

3. Realign the Oregon Land Conservation and Development Commission to carry out long-range land use planning for the state, and give the Oregon Department of Land Conservation and Development the resources to facilitate and assist regional collaboration and local planning efforts.

- Audit state statutes and rules for performance to reduce complexity, and to restore flexibility;
- Realign LCDC to coordinate long-range land use planning for the state;
- Build state resources to support local and regional planning, including a GIS library; and
- Encourage collaborative regional planning that allows contiguous cities and counties to work collaboratively to meet statewide goals.

4. Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both already available tools for economic development and a new “rapid response” process to respond to new economic opportunities.

5. Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission, with broad involvement of local entities and the public. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use and transportation alternatives.

- Ensure that infrastructure investments support compact development in urbanized areas;
- Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions;
- Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions;
- Provide technical assistance to local and regional governments to carry out these best practices; and
- Help communities plan for climate change.





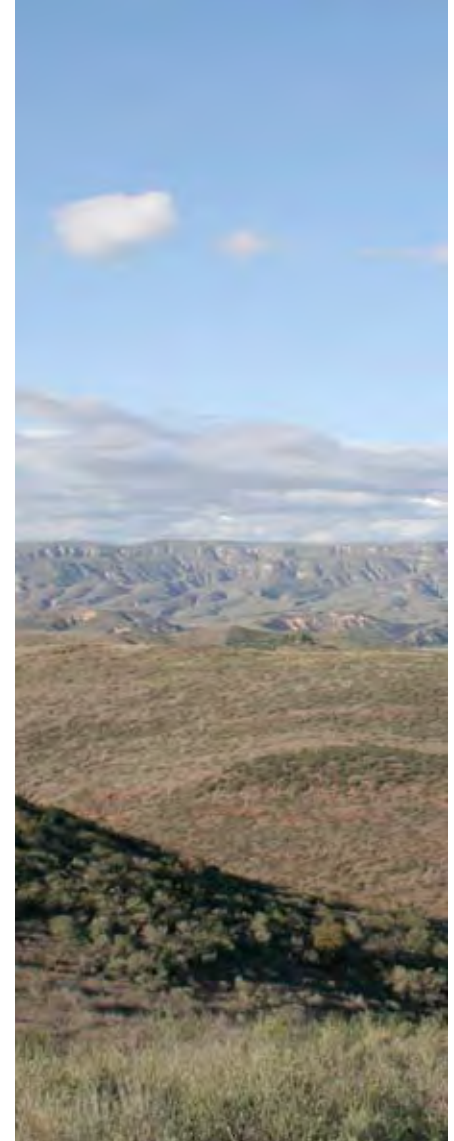
# Introduction

During the 1970s Oregonians forged new ground by crafting statewide policies that protect farms, forests and beaches through coordinated land use planning. For more than three decades, this program has performed those purposes well, and Oregon is recognized nationally and internationally as a planning success story.

There are new challenges facing the state since the Oregon Land Use Planning Program was established more than 35 years ago. At that time, Oregon was concerned with issues such as loss of farms, sprawl, coastal development, water pollution and litter. Today's challenges are more complex and varied. They include issues such as population growth, climate change and global competition in a region with an economy that is more diversified, but where land use conflicts have become sharper. Some parts of the state have seen tremendous growth, while other parts face lagging employment and long-term economic downturns.

In addition, the balance between public values and property rights has been widely debated in Oregon, and in recent years major changes have been made at the ballot box. Today, Oregon has laws that offer some protection regarding how new land use regulations affect property values. The effect of these laws has not been fully realized, but they are likely to influence future land use planning efforts.

In 2005, the Oregon Legislature saw that the time was ripe for a significant review of the land use planning program. The legislature created the Oregon Task Force on Land Use Planning (the "Big Look Task Force") to review the program and to develop new strategies for meeting Oregonians' current and future needs. To do this, the Task Force is working with citizens and stakeholders from across the state to recommend that the legislature create a new land use planning program that will meet Oregon's needs for the 21st century. In addition, the Task Force is examining how to re-shape the current land use program. In many cases, this means taking an approach that is fundamentally different than what is present today. In other cases, existing elements of the land use planning program should be preserved.





## WHAT IS THE BIG LOOK TASK FORCE?

The Task Force was created by Senate Bill 82 (2005). The Oregon Legislature charged the Task Force with conducting a comprehensive review of Oregon's Land Use Planning Program, focusing specifically on:

1. The effectiveness of Oregon's Land Use Planning Program in meeting the current and future needs of Oregonians in all parts of the state;
2. The respective roles and responsibilities of state and local governments in planning; and
3. Planning issues specific to areas inside and outside urban growth boundaries and the interface between areas inside and outside urban growth boundaries.

The legislature asked the Task Force to make recommendations for consideration in the 2009 regular session of the Legislative Assembly.

The Big Look Task Force consists of 10 members appointed from all parts of Oregon. They represent a variety of professions and points of view, from metropolitan to small city and rural, and from business, local government, farming and forestry. All have extensive experience with the existing program. In the last two years they have worked together for hundreds of hours to develop a program to address the needs of land use planning in Oregon. While the Task Force members have very diverse points of view, they have reached agreement on a set of overarching principles that describe the outcomes they believe most Oregonians want.

## OVERARCHING PRINCIPLES

The Big Look Task Force recommends the planning program be founded on four overarching principles that, together, describe what Oregon's Land Use Planning Program should achieve. These principles portray what the Task Force believes is a shared vision of how a reshaped land use program could meet the needs for all Oregonians.

The current Oregon Land Use Planning Program was built around a set of specific "goals" that focus on issues such as farm land protection, transportation and urban growth. While the Task Force believes that these "goals" still include some important policy objectives, they should be recast into a broader set of four overarching principles that serves as a foundation for all land use policy decisions.



The four overarching principles for land use planning are:

- Providing a healthy environment
- Sustaining a prosperous economy
- Ensuring a desirable quality of life
- Maintaining a program that is fair and equitable

The advantage of these overarching principles is that they describe intended outcomes that the Task Force believes everyone can understand and support. In addition, they leave room for flexibility—so that Oregon can respond to changing needs and accommodate innovative new approaches. A frequent criticism of the current land use planning program is that it is a “one size fits all” program that doesn’t adapt to changing needs and different circumstances in distinct communities throughout the state.

### PRELIMINARY TASK FORCE CONCLUSIONS

The Big Look Task Force began examining the current land use planning program’s effectiveness by using six working groups that met with nearly 200 Oregonians, all of whom have direct experience with planning in Oregon. Afterward, the Task Force met as a group, examined the critical issues, and developed the following conclusions:

- Oregon’s Land Use Planning Program has protected agricultural and forest lands.
- Oregon’s Land Use Planning Program has contained sprawl and managed growth better than most other states.
- Oregonians generally support land use planning, but they also believe strongly in private property rights.
- Oregon’s Land Use Planning Program is often viewed as being too rigid and not outcome-oriented.
- Many people feel that the land use planning program is too complex and does not have the flexibility for a changing Oregon.
- The state is facing infrastructure, water and environmental challenges, partly (but not exclusively) as a result of population growth.
- Other states’ growth management programs provide lessons for Oregon.
- Future growth will challenge Oregon’s ability to preserve prime agriculture and forestry lands in seven or eight fast-growing metropolitan regions—but not in every county.
- Many of the state’s 19 existing land use planning goals don’t fit the definition of “goals”—instead, they are strategies, tactics or tools.



While Oregon's land use planning program has been effective in meeting the original goals set by the Oregon Legislature, the Task Force believes that the program should be changed to adequately prepare Oregon for the future.

The coming decades are expected to bring unprecedented growth, as Oregonians continue to raise families here and as new residents move to many (but not all) parts of the state. More than 1.7 million more people are expected to live in Oregon by 2040. Providing adequate water, sewer, roads, transit and other infrastructure systems will require significant new investment, difficult decisions about where growth should occur, and innovative financing tools.

At the same time, the world is facing the collective challenge of climate change and rapidly increasing oil costs. It is imperative, then, to plan for and invest in communities that are resilient to challenges such as water shortages, high gasoline costs, and the consequences of climate changes that were unimaginable just a few years ago.

The Oregon of yesterday was an era of pioneering and innovation. Today represents an important opportunity to shape future choices. Tomorrow will bring a new era of exceptional challenges, as Oregon embarks on the next step in its remarkable journey.

### **THIS DOCUMENT'S PURPOSE**

This document provides an overview of the Task Force's preliminary conclusions and describes a preliminary set of recommendations that the Task Force will discuss with stakeholders in June 2008. These preliminary recommendations represent the beginning of a conversation between the Task Force, stakeholders and the public. Most likely, some actions will be revised and others will be added as those conversations progress. In other words, this is far from a completed document—the Task Force expects and welcomes significant input and changes. By late summer, the Task Force plans to present a revised set of actions to the broader public for its review, input and changes. The final step will be using revisions—from stakeholders and the public—to create a final recommendation to the governor and the legislature.



# Proposed Recommendations

*Each of the following five major sections (Resource Lands and Rural Areas, Growth Management, Governance, Economic Prosperity, and Climate Change) is broken down into two sections: “current problems” and “proposed recommendations.”*

## RESOURCE LANDS AND RURAL AREAS

### CURRENT PROBLEMS

The Oregon Land Use Planning Program classifies lands for farm and forest uses but has become complex and rigid over time - the clear connection between many regulations and desirable policy outcomes has become lost. Some lands that have little economic utility for farming or forestry are classified for those uses, creating significant frustration. Rural zoning has very little nuance or variation. At the same time, there is little or no protection for significant natural areas such as important wildlife habitat and watersheds.

The current program also relies almost exclusively on regulatory tools. Oregon lacks market-based tools that have been developed in other states to promote particular uses of land that the public desires. Relying exclusively on regulations creates equity issues, has limited effect in motivating positive actions to manage lands for desired uses, and may be unstable over time.

Back when zoning designations on resource lands were adopted in the 1970s, state and local governments had limited technical information compared to today. Planners were dealing with the economics and technology of then, not now. Resource lands were identified only through aerial observation, soils maps and laborious analyses of existing uses and parcels. Today, modern computerized tools that have been created during the past 30 years—such as computer-aided mapping, satellite photography, and a larger body of technical knowledge—should be integrated into the planning program.

In particular, in the last 15 years, Geographic Information Systems (GIS) have risen as a critically important tool in managing land and infrastructure. LCDC and DLCDC generally do not have such systems, and there is no statewide repository of land use or land use planning data. GIS can provide sophisticated analyses of factors such as crop value potential, parcel size, nearby uses or conflicts, access to water and transportation, and clusters of similar crops and activities—which could be used to help identify the relative importance of farm and other resource land, as well as important ecological and environmental information. In addition, data gathered by



OREGON'S WINE COUNTRY

In the 1970s, Oregon wine was produced by a few pioneers as well as hobbyists for personal consumption and a small clientele of restaurants and retailers. Today Oregon wines are distributed throughout the world. The industry's explosive growth posed multiple land use challenges. For example, vineyards don't require the prime soils needed for other agricultural types, and they also require more infrastructure than other agricultural businesses. Oregon successfully made the needed changes to codes, criteria, designations, and investments. The results now can be seen on shelves, restaurants and in wine cellars world wide.



local governments should be collected in a statewide system, providing an invaluable resource for informing policy decisions. The proposal on Governance includes the development of a state GIS system that contains the best available data. This proposal regarding resource lands is one of the ways that new capability should be used.

**RESOURCE LANDS AND RURAL AREAS  
PRELIMINARY RECOMMENDATIONS**

**Identify farm, forest and environmental resource lands of statewide importance, and apply market-based tools to complement regulation as a means of preventing development on those identified lands most at risk of being converted to other uses.**

Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.

**Develop tools to identify resource lands of statewide importance, along with the criteria for what lands are most important, and carry out a peer-reviewed public process to designate these lands.**

The state should create a GIS database that contains objective information for evaluating and identifying lands that are of statewide importance for protection. Using this GIS database, the state should analyze lands in three categories: agriculture, forestry and the natural environment. The Oregon Departments of Agriculture, Forestry, and Fish & Wildlife should utilize the GIS database to identify what lands are priorities for protection in each of these three categories. An expert statewide peer review group should work with these agencies, both to establish the criteria that are used to determine which lands are of statewide importance, and in reviewing the proposals.

**Identify which lands of statewide importance are at the greatest risk of future development.**

Combining the work identifying lands of statewide importance with data on areas of expected growth and development, DLCDC should identify the lands of importance that also are under the greatest threat of development. These high-risk lands should be preserved using a combination of market-based tools as well as regulation. DLCDC's recommendations for lands of statewide importance that are also under greatest threat should be reviewed in a public process by LCDC.

**Use market-based tools, along with regulation, to keep important lands that are at the greatest risk in resource use.**

To make protection effective over the long term and to provide for fairness and equity, the state should work with existing land trusts or develop new entities and funding sources to purchase (and, where appropriate, transfer) lands, easements or development rights. These market-based efforts should focus particularly where land values for development purposes are high, or where there are opportunities to preserve significant areas.

**Allow land uses for rural lands that are not of statewide importance to be determined by local and regional governments, as long as those uses are consistent with efficient public services and carrying capacity, and as long as impacts to neighboring uses are acceptable.**

For lands that are not of statewide importance, local governments would have the responsibility to develop plans to determine the appropriate uses of these lands. In some cases, local governments would protect additional lands as regionally or locally important. In other cases, local governments would allow additional uses on rural lands that are not allowed today. However, the uses that are allowed must reflect the long-term carrying capacity of those lands, along with impacts to neighboring uses.

The Task Force believes that protecting important resource lands and natural areas should continue to be a high priority for the Oregon Land Use Planning Program. The tools to identify these lands more accurately now exist. Adding market-based approaches to strategically protect important lands that are under development pressure would improve the land use program's long-term effectiveness and also address inequities that have frustrated some landowners. Under this proposal, the state would identify and protect the most important lands, while regional and local governments would be given more autonomy to plan what uses should be allowed on less important lands.





## GROWTH MANAGEMENT

### CURRENT PROBLEMS

While Oregon has defined high quality farm and forest land, and have developed measures to preserve it, the Task Force believes the same energy has not been put into defining the needs for cities. Planning should occur at the state level to support the creation of sustainable housing, jobs, recreation and other uses. When setting state standards for urban development, there is a tendency to focus on the statistical efficiency of the development and containment of urban expansion within cities, instead of on the quality or character of the places most people will live. While the Oregon Land Use Planning Program is predicated on absorbing most population growth within urban areas and creating efficiencies for public facilities and infrastructure, it lacks tools to foster desirable patterns of urbanization. The Oregon Land Use Planning Program should focus on creating quality urban places in small and large cities, in the same way that it has succeeded in protecting land for farms and forestry operations.

Oregon's land use planning program divides the landscape into two main categories, urban and rural. Focusing population and job growth in urban areas, with efficient transportation, is crucial to maintaining and creating healthy cities and towns. Oregon's land use planning tools, including urban growth boundaries (UGBs), have helped Oregon grow by 1.7 million new residents since 1970 without the extent of land consumption which would have occurred in most other states. In the coming decades, however, Oregon's population is projected to grow by another 1.7 million people. The means to finance the public improvements that will be needed to accommodate this significant growth are currently not present. In addition, new challenges, such as rising petroleum costs and climate change, will likely require Oregon to review and possibly strengthen its system of urban growth management.

## GROWTH MANAGEMENT PRELIMINARY RECOMMENDATIONS

**Use planning to improve the quality of life in Oregon’s urban places, while also making room for significantly more people to live and work in those areas.**

Oregon’s land use planning program should focus on making all of Oregon’s cities—large and small—great places to live by providing economic opportunity, affordable housing, efficient transportation, and access to quality open spaces and natural areas for the people who live there. Specific recommendations for how Oregon’s land use planning program should encourage economic prosperity are provided in a later section of this document. Other important strategies for creating these highly livable cities should include:

**Prioritize and increase funding for infrastructure to support infill development and new urban areas, making it possible for the private sector to create housing and employment options within cities.**

While the amount of UGB expansions needed over the next 50 years is likely to be relatively small—probably between 40,000 to 120,000 acres—providing urban services to newly urbanized areas can be problematic. (will add maps and graphs from the earlier TF work) Developing additional sources of funding for infrastructure investment is critical to making both small and large cities work as places that the private sector will invest in and that people want to live in. A fund that is targeted for these areas is essential.

**Target redevelopment of brownfield sites.**

Despite demand for building locations, there are a number of significant sites that often sit unused because of significant barriers, such as brownfield sites that require some environmental cleanup before they can be redeveloped. Land use plans should encourage redevelopment of these underused brownfield sites by creating incentives and targeting funding. In addition, there are underutilized sites throughout the metropolitan areas, with existing infrastructure, that should be considered as an important part of land that can be redeveloped. These sites are usually occupied by former uses that are no longer viable and may, or may not, have environmental issues.



### SAFE HARBORS

Currently, to update an urban growth boundary, local governments have to conduct extensive research on current land supply and land needs. Despite this research, most urban growth boundary decisions fall within a fairly narrow range of overall city density. In developing a safe harbor, cities could rely on using a state average for land use efficiency rather than having to develop extensive local documentation. For example, local plans that meet an average development density can be assumed to be making an efficient use of the land for the purpose of establishing an urban growth boundary.



**Expand the use of urban/rural reserves.**

The legislature has given the Portland metropolitan region the authority to identify both urban and rural reserves within its region. Urban reserves are areas designated for inclusion within urban areas once the supply of land within existing urban growth boundaries has been exhausted. Rural reserves are areas designated for the purpose of providing long-term protection of lands for farm, forestry and natural resource uses. Similar legislation should be considered for other parts of the state where rapid growth is occurring.

In rapidly growing areas of the state and in other areas where the amount of land is constrained, the state program should allow cities and counties to designate rural reserves to support farm and forestry economies and significant natural resource areas. Through this process, areas designated as urban reserves will become priority areas for expansion of UGBs and rural reserves will become areas that will not be part of the urban landscape. This would ensure that rural lands are not simply holding zones for future urban development. Rural reserves may also be areas for state and private land trusts to purchase conservation easements and development rights, providing permanent protection from development.

**Allow contingency planning for new circumstances or unforeseen events.**

Urban growth management in Oregon relies on long range forecasts of people, housing and jobs to shape comprehensive plans. But the reality is that forecasts are often wrong because of the many unanticipated events (e.g., global issues such as climate change, major downturns in the economy, etc.) that can occur. Instead of developing just one plan to accommodate the growth and circumstances that can be reasonably predicted, plans for urban growth should be able to accommodate unforeseen changes by defining what planning outcomes may occur depending on how key aspects of a community evolve. With contingency planning, policies and short-term actions should be identified for a series of plausible scenarios. This would give cities and counties the flexibility they need—so that they don't have to rely on a single long-range plan based on a narrow set of assumptions.



**Provide for “safe harbors” that allow for simpler plan review processes, but that still maintain high state standards.**

A “safe harbor” is a type of state regulation that provides a straightforward “recipe” for a local decision to comply with a state regulation. If local decisions are made within defined parameters, the amount of backup research can be kept to a minimum. The existing land use planning program already contains some safe harbors for a number of planning decisions made by local communities, but their use should be expanded and they should be tailored for large and small cities. Local governments are allowed, but not required, to use safe harbors. This gives an option, especially where local governments do not have the resources to undertake expensive research or analysis that would otherwise be required.

Clearly, the state’s growth management program should be further strengthened so that it can better meet the long-term needs for both urban and rural areas as they accommodate new residents and uses. Lands should be identified both for long-term urban uses and for farm, forest and natural resource uses. This will provide more stability and certainty while also improving public and private investment in urban and rural uses. In addition, cities and counties would have more flexibility to adapt to unforeseen events. In some cases, land that currently is preserved under today’s rules would be prioritized for addition to urban areas. Other lands that are near urban areas would be protected from development. Newly-created market-based tools would complement regulation, making the protection more permanent and providing a more equitable solution for property owners.

In addition to expanded use of urban and rural reserve designations, the state should help cities in redeveloping brownfield sites, provide safe harbors when appropriate, and support contingency planning for better long-term flexibility. All of these key growth management strategies would help Oregon meet 21st century needs and challenges.





#### HEARD FROM THE EXPERTS

”The land use planning system has been continually, incrementally changed, modified, refined and redefined by a variety of forces that have fundamentally changed from the original intent of SB 100. A variety of “forces” have intentionally and unintentionally impacted the planning vision and processes including the courts, LCDC, DLCD staff, the electorate, and the marketplace. All of the above, with a constant barrage of new regulations, rules, directives and requirements, have resulted in a complex, legalistic, and perplexing statewide land use planning system that is difficult to understand and implement for average citizens as well as planning professionals.”

- Oregon’s City Planning Directors, 2006, submitted to Task Force

## GOVERNANCE

### CURRENT PROBLEMS

Over the years, many of the land use provisions in administrative rules have been placed in Oregon statutes. Instead of a system that allows LCDC to adapt the land use planning program to different areas of the state, or to changing conditions over time, the fixing of requirements in statutes now prevents regional variation or easy adaptation over time. The result has been both an increase in complexity and a lack of flexibility for local governments, property owners and the public.

Oregon’s current land use planning program is not based on any strategic planning for identifying desirable growth, what will be needed to accommodate the state’s projected significant growth, or how to fund the public facilities that will be required as a result of it. A recent report by the Department of Economic and Community Development estimates that there are over \$10 billion in unmet infrastructure needs at the local level alone, in rural as well as urban areas of the state. Multiple state agencies are responsible for key components of long-term growth issues, such as the Oregon Department of Economic and Community Development, the Oregon Department of Transportation, and the Oregon Department of Housing and Community Services. However, there is no coordinated long-range plan among these agencies to shape future growth and address infrastructure needs.

The land use planning program depends on local governments for implementation. To keep the program updated, and responsive to changing local (as well as state) priorities, resources are needed to support regular reviews of local plans. At the same time, DLCD’s capacity to provide technical and financial assistance to communities for land use planning has been seriously eroded by funding cuts. In constant dollars, funding for local grants has been cut in half over the past ten years.

Another noticeably absent resource is a statewide Geographic Information System (GIS). Such a system would serve as a valuable electronic repository of local and regional plans, and the data essential to their development. Without a GIS system, it is difficult for state agencies, local governments, planning organizations and the public to gather data, conduct research, and make informed decisions.

As the state faces important new challenges such as global climate change, rapidly escalating energy prices, and shifts in the economy, the land use planning program should be able to adapt to new needs and priorities. To do that, the state's land use governance structure should be examined carefully so that it works collaboratively, fluidly and effectively to address current and future land use issues.

## GOVERNANCE PRELIMINARY RECOMMENDATIONS

### **Review state statutes and rules for performance—to reduce complexity and restore flexibility.**

The Big Look Task Force recommends conducting a comprehensive review of state land use statutes and administrative rules, based on three criteria: (1) how effectively they promote or achieve outcomes consistent with the four overarching principles (a healthy environment, a prosperous economy, quality of life, and a fair and equitable program); (2) to eliminate unnecessary complexity, and any internal conflicts; and (3) to structure statutes to allow flexibility and adaptability of the program, where appropriate. The Task Force recommends considering moving many of the provisions now in statute back to LCDC administrative rules, guided by key statutory directives, the four overarching principles for the land use program, and the statewide planning goals. This review should be carried out by a small team of state, local and private sector experts, with guidance from a select group of legislators.

Results of this review should serve as the foundation for a legislative proposal that restores the day-to-day administration of the program to LCDC, reserving only fundamental program elements in state statutes. The legislature should not try to function as the planning commission for the state, but should instead hold LCDC and local governments accountable for achieving broad policy direction.





**OREGON CERTIFIED INDUSTRIAL SITES PROGRAM**

The Oregon Certified Industrial Sites program is a good example of a program designed to assist employers who are looking for new facilities. Under this program, local jurisdictions are offered financial and technical assistance to identify parcels with adequate transportation and services for industrial or similar uses. Ideally, a business should be able to break ground on a certified parcel in 90 days or fewer. The process requires coordination among various regulatory agencies and land owners, but the result can yield substantial benefits for communities seeking to expand their job base.

Programs such as this are examples of how planners can partner with communities and employers to deliver suitable properties. This type of success may serve as a good model for a broader statewide approach.

**Realign LCDC to coordinate strategic land use planning for the state.**

The Task Force recommends that LCDC return to the role of long-range planner for the state’s land use planning program. Its principal responsibility should be to ensure that the program can produce solutions and processes that are consistent with the four overarching principles, as refined and modified by the legislature over time. LCDC should shift away from regulatory, adjudicative and appellate functions—and toward developing a long-term vision for the state, along with a shorter-range strategic plan for meeting future challenges. LCDC’s first major initiative should be to develop a long-range vision and a 10-year strategic land use and infrastructure plan, in coordination with state agencies, local governments and the public.

**Build state resources to support local and regional planning, including a GIS library.**

LCDC and DLCD also should shift from a regulatory body to being more of a partner that works with communities to create solutions that meet both state and local needs. An important component of this should be to provide adequate funding for local governments to carry out regular reviews of their land use plans, and for strong communication between state and local governments and citizens in developing and reviewing plans. In addition, the state should create a repository for land use planning materials in a GIS and planning library. Such a library would be a tremendous resource for local governments, state agencies and the entire public. The library also should contain a thorough collection of best planning practices from around the country, with on-site expertise to help local governments implement them. With today’s computer and software capabilities, this could be done at a very small cost, using off-the-shelf hardware and software.

**Encourage collaborative regional planning that allows cities and counties collectively to meet statewide goals.**

Through funding incentives and technical support, DLCD should help local governments plan cooperatively to address common challenges such as transportation, open space and natural resource protection, adequate housing, and economic development. The current state Regional Problem Solving process (RPS) has shown some promise, but has limited success because it requires unanimous agreement among local governments. A more realistic decision-making structure should be used to make regional planning more effective.

## ECONOMIC PROSPERITY

### CURRENT PROBLEMS

Oregon's economy today is less dependent on agriculture and timber than it once was, and has diversified into high-tech, manufacturing and information sectors. Oregon also has developed a sizeable export economy, with 8.5 percent of the state's annual gross state product sold outside its borders. Agriculture represents a major portion of the exports, with nursery products being an outstanding example. Diversification has come with a cost, however, as some rural areas of the state (particularly areas dependent on timber harvest) have stagnated or declined.

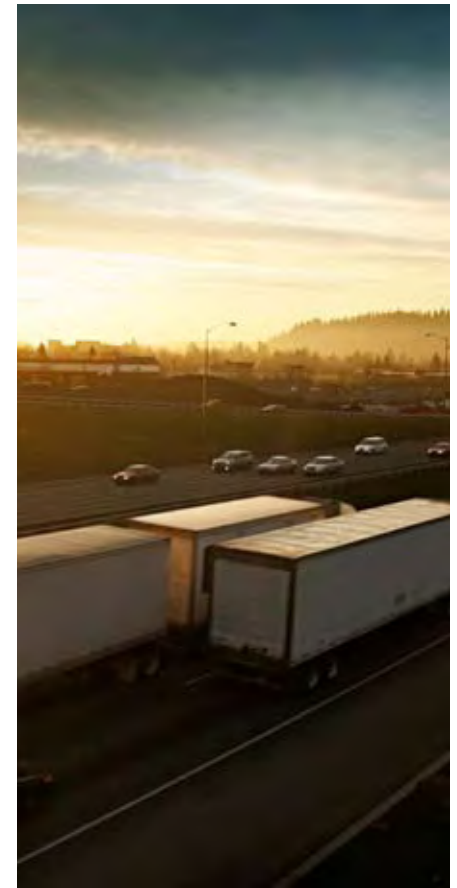
The types of industries that drive employment growth now evolve more quickly than in the past, as do the types and amounts of land that they need in relation to the location of housing, other companies, and key services. This rapid evolution creates a challenge in ensuring that permitting is predictable and quick. In the time it takes to obtain needed changes to a land use plan, a company may go through several product cycles. Oregon's land use planning program is neither nimble nor balanced enough to deal with today's economy, the need to update facilities quickly, and respond to changes in work forces and other resources.

A related issue is converting lands that are planned for industrial use to other uses. Market forces often push industrial land owners to seek zone changes to convert their lands to retail or residential uses that can be marketed quickly. This, in turn, decreases the availability of the larger parcels for future businesses that require more land.

The way planning is done for communities' future economic growth simply is not adaptable enough. Economic development efforts often don't consider Oregon's many land use standards, and the frequent results are delays and frustration.

### ECONOMIC PROSPERITY PRELIMINARY RECOMMENDATIONS

**Identify the land needs of areas of the economy that are likely to grow or that should be encouraged, and plan for those land needs using both the tools already available and a new "rapid response" process to quickly adapt to new economic opportunities. These tools should include both the certified sites program and urban reserves.**



Oregon should apply the same range of strategic approaches it uses in environmental and community planning in ensuring that the state's economic engine runs smoothly. With an eye toward economic sustainability and diversity, planners and statewide agencies should work more closely with existing businesses to better understand their land needs.

This requires that statewide planning agencies become centers of information about industry land use trends, infrastructure requirements, and related issues—all of which would help local and regional governments plan for their employment lands. It's important to note that there is no need to modify the current planning process for retail and office uses, which can be accommodated in the existing program. Instead, the focus should be on seeking and accommodating sustainable industries that provide family-wage jobs, improve research capabilities, and produce the goods and services demanded by state, national and international customers. These opportunities should be provided by establishing inventories of employment lands for a range of possible employers, while also working to prevent incompatible land uses.

Already, many of the tools needed to accomplish this are available. For example, the governor's Certified Industrial Sites Program, which identifies lands with sufficient transportation and service infrastructure, ensures there is an inventory of land to accommodate employment opportunities quickly and with minimal permitting uncertainty or risk.

Cities, counties and state agencies also should be able to develop contingency plans, based on a range of potential future outcomes, and shift priorities and land uses quickly when opportunities arise, so long as key planning objectives are met. Using a rapid response system to evaluate and process changes in land use means Oregon can help support rather than unintentionally thwart economic development.

Within this discussion of the economic needs within Oregon, the Task Force continues to recognize that even though agriculture and forestry no longer dominate Oregon's economy, they are still extremely important as contributors to a more diversified economy. This is reflected in the efforts to protect lands for these important industrial sectors.



# CLIMATE CHANGE

## CURRENT PROBLEMS

Climate change—which refers to increasing levels of greenhouse gases that lead to warming temperatures around the globe—is having a profound effect on the natural world. These atmospheric gases, including carbon dioxide, methane and nitrous oxide, are necessary at normal levels to keep the Earth at a temperature that can support life. Increasing levels of these gases produced by human activity are threatening ecosystems and everyday life.

A recent report from the Oregon Governor’s Climate Change Integration Group showed that in 2004, transportation was responsible for about 34 percent of greenhouse gas emissions in the state, with the main components being fuel consumption, efficiency, carbon content of the fuel, and vehicle miles traveled (VMT). Models show that if VMT increases, it may cancel out the benefits of planned increases in fuel efficiency.

The 2007 Oregon legislature adopted the following targets for reductions in greenhouse gas emissions:

- By 2010, arrest the growth of Oregon’s greenhouse gas emissions (including, but not limited to CO<sub>2</sub>) and begin to reduce them, making measurable progress toward meeting the existing benchmark for CO<sub>2</sub> of not exceeding 1990 levels.
- By 2020, achieve a 10 percent reduction below 1990 greenhouse gas levels.
- By 2050, achieve a “climate stabilization” emissions level at least 75 percent below 1990 levels.

Key recommendations from the Climate Change Integration Group’s A Framework for Addressing Rapid Climate Change directly relate to the role of land use and transportation planning, including:

- Ask the Big Look Task Force to explicitly address climate change as a core issue in planning.
- Incorporate climate change effects and impacts into new transportation initiatives.



### PORTLAND’S GREEN DIVIDEND

One recent study by CEOs for Cities found that Portland area residents save a total of \$2.6 billion because of the city’s land use and transportation policies. For example, the city’s median commute is four miles shorter than the national average, and there are corresponding high rates of transit and bike use. The cost savings are pumped into the local economy resulting in what the report calls “Portland’s Green Dividend.” As Oregon responds to climate change, documenting the benefits to the local economy will be as important as the benefits to the environment.



DESCHUTES RIVER CONSERVANCY

Through an innovative Oregon Climate Trust (OCT) project, the Deschutes River Conservancy recruits and pays area landowners to plant native trees along denuded riparian habitat. With carbon offsets monitored and accredited through strict verification that ensures the offset would not have occurred otherwise, the project results in the carbon emissions reduction equivalent of taking over 46,000 cars off the road for a year. Landowners enter legally binding agreements to plant and maintain trees for at least 50 years and receive compensation funded from the purchase of OCT offsets. As the trees grow they sequester carbon, rehabilitate trout habitat, improve water quality, and present a new model for addressing climate change through rural economic partnerships on resource lands.

The report concluded that “a combination of pricing policies, transportation options, and land use planning is the most effective way to reduce VMT (vehicle miles traveled).”

The connection between land use and travel is one of the most studied subjects in urban planning today. Over 100 rigorous empirical studies have been completed, and have established that more compact development can reduce vehicle miles traveled by 20% to 40%. Oregon has oriented its land use program to reduce VMT for some time, through its Transportation Planning Rule. Today, Oregon’s per capita gasoline consumption has fallen to the levels of 1966, while consumption has increased in the rest of the country

In addition, it appears an era of permanently high oil prices has arrived. With \$4.00 a gallon gas a reality in parts of Oregon and no end in sight for the price increases, Oregon’s competitiveness as a state depends on continuing to make its communities more efficient. That can only be done by locally-led changes that make communities more efficient, having shopping and work closer to home, making cities more walkable and bikeable, and making travel by transit practical, affordable, and comfortable.

With a growing concern over climate change, and Oregon’s aggressive goals to reduce its greenhouse gas production, it is clear that using land use patterns to reduce the carbon footprint needs to be a part of the state’s strategies. This is why it is essential that Oregon’s land use planning program have a strong set of policies that support and encourage local and regional governments to reduce carbon emissions.

Each of Oregon’s rural, urban and suburban areas has a different role in helping to address climate change. In rural areas, there are opportunities to sequester carbon through particular farm and forest practices. However, rural residents are not likely to reduce their long-distance transportation needs. In urban areas, while many land use tools have led to reductions in per capita auto travel and a shift to transit, walking and biking, those developments are not enough to keep overall carbon emissions from growing due to population increases.

One of the major impediments to addressing carbon reduction is that the related tools to measure the effect of land use changes on carbon emissions are new, fairly complex and may not be easily available. It’s important to improve these tools quickly to ensure that resources are invested wisely in planning for lower carbon impacts.



## CLIMATE CHANGE PRELIMINARY RECOMMENDATIONS

**Oregon should establish benchmarks for reducing greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission and state and local entities. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use, building and transportation alternatives.**

Once these benchmarks and tools have been established, DLCDC should work with other state agencies and metropolitan planning organizations to assemble and disseminate best practices for land use planning techniques to reduce carbon emissions from around the country and the world. This should include land use planning to support alternative transportation modes and trip reduction. In addition to better tools, a set of “safe harbor” standards should be established that give credits to actions without requiring extensive local analysis.

One way to reduce carbon emission is to retain or expand open spaces that capture carbon dioxide in organic matter—preserving or expanding forests is an example. Trapping carbon in systems like this is called carbon sequestration. Given a global effort to reduce carbon emissions, programs that can be certified to trap carbon can attract private investment because the credits can be sold to projects that need an offset to their carbon emissions. These are called carbon sequestration credits. There should be a simultaneous effort to use carbon sequestration credits to help preserve open space and agricultural and forestry lands.

Other known strategies to reduce greenhouse gas emissions that should be considered include:

- Ensuring that infrastructure financing supports compact development in urban areas.
- Developing tools for cities to calculate a “climate impact” for proposed land use actions including sustainable building practices.





These actions should be initiated through development of better tools, incentives and demonstration projects. In addition, the state should provide technical services and promotion, marketing and education, and other resources to local communities so that they can carry out these strategies at the local level. After demonstrations and trials of climate change policies have been developed, the state could decide what, if any, mandatory standards could become part of the state planning program.

All of these climate change strategies should come under the umbrella of a new state business plan, which would include staying abreast of new research and best practices occurring elsewhere, and monitoring its progress regularly.

# Public Engagement and State and Local Land Use Planning

The Task Force spent considerable time evaluating the role that public engagement (also known as public involvement) plays in our land use decision-making processes. While the Task Force sought to develop a recommendation that would strengthen and make more meaningful the role that public engagement plays in land use programs, they have not reached consensus about how current public engagement processes can be improved.

The section below describes the Task Force's thoughts about how to evaluate the public engagement process as it relates to state and local land use programs. As with their five recommendations, the Task Force is seeking input and comment on how we could improve the public engagement process for individuals providing testimony, individuals seeking to gather information, and plan preparers and policy makers interested in gathering input.

Citizen involvement is an essential component of the Oregon Land Use Planning Program. The importance is recognized by establishing the requirements for citizen involvement in Goal 1 of the program, which calls for responsible units of government:

*“To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.”*

There is such strong emphasis on citizen involvement because decisions that affect land use plans have widespread impact on individuals that should have a say in the plans that affect them. Furthermore, many of the decisions represent trade-offs between meeting the values and goals held important by one constituency rather than meeting the values and goals held by another constituency. It is only through the effective involvement of the public that the right balance between competing values and goals can be ascertained. And it is only through the support of the citizenry that the program will be sustained.

In addition to the requirements that support the philosophical expectation that the public should be effectively engaged at every stage of the planning process, the Oregon program also establishes legal procedures relating to standing and rights to participate, intervene or appeal a decision. The exercise of these rights by individuals or advocacy groups provides the enforcement of requirements to involve the public by establishing recourse for individuals that disagree with decisions.



What is the right balance between providing individuals with the right to appeal versus having a result that the action of these individuals simply have the affect of overriding the interests of others that are satisfied with the balance that has been struck? What constitutes adequate and effective involvement versus abuse of the program?

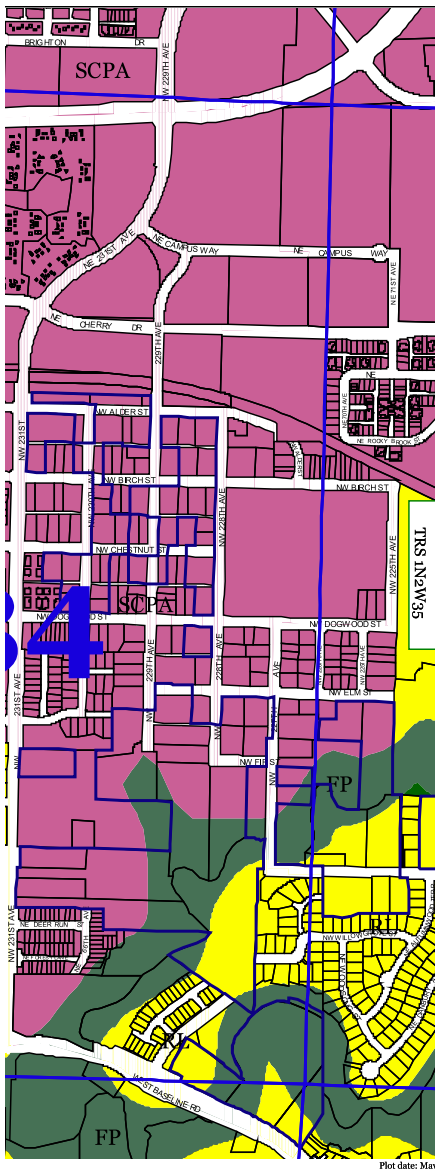
So, the issue under evaluation is where on a continuum from broad public engagement to legalistic standing and appeals should the Oregon Land Use Planning Program be positioned? For the sake of ensuring public involvement, has the program established too many opportunities for too many individuals to appeal a decision? Has this, in turn, resulted in land use plans and decisions that the majority of the public support being overturned? Conversely, has the program become so legalistic and difficult to engage that the average person has chosen to disengage?

In order to evaluate this question, it is useful to understand the nature of the requirement for public involvement, which varies at different steps of the process. Presented below is a possible framework for evaluation.

### I. COMPREHENSIVE PLAN DEVELOPMENT

A comprehensive planning process is one that would evaluate a broad range of issues for an entire jurisdiction or a large sub area of the jurisdiction. This was carried out in the 1970s and 1980s throughout Oregon in response to the newly adopted state requirements. It would also be carried out when a local government goes through “periodic review” of their comprehensive plan, for areas newly added to the UGB and through sub area or neighborhood plans that may be undertaken to refine the comprehensive plan for that area.

At this stage, the broadest public outreach is essential. Mechanism to solicit input on values and preferences should be employed to ensure the final result is responsive to the issues at hand. It is at the conclusion of this process that the basic decisions are made on what land uses will be allowed, where and under what conditions. It is also through this final conclusion that plans for infrastructure are aligned with plans for private development. Finally, it is through this action that local governments demonstrate how they met the state requirements and how that overlays with trade-offs in meeting local values. The final decision of the local government is a legislative one adopted by the governing body (City Council, County Commission, Special District Board of Directors, and Metro Council).



Certain decisions of the governing body are subject to approval by the Oregon Land Conservation Commission. Others can be appealed to the Oregon Land Use Board of Appeals (LUBA), a branch of the state court system.

## 2. COMPREHENSIVE PLAN AMENDMENT

An amendment to a comprehensive plan is generally much narrower than to broader comprehensive plan development stage. It may involve only a few parcels of property or a single topic or project. Rather than a process aimed at comprehensively evaluating values throughout the community and setting goals based upon competing interests, an amendment could be characterized as evaluating whether the proposed change is compatible with the broader goals and values that have already been set. Often, the amendment is conducted as a quasi-judicial process wherein a hearings officer is required to consider very specific criteria for the amendment to be approved.

At this stage, the appropriate citizen involvement is much narrower than at the plan development stage. The magnitude of the issue is smaller in scope and therefore the potential to impact other areas or instigate other issues is more limited.

Most decisions would be appealable from the Hearings Officer to the governing body and then appealable to LUBA.

## 3. APPROVAL BY THE OREGON LAND CONSERVATION AND DEVELOPMENT COMMISSION

Under state statute, the LCDC is the body appointed to develop state land use policy direction and ensure it is carried out through local comprehensive plans and through the plans and actions of state agencies. Under this process, LCDC has adopted the 19 statewide goals and administrative rules for their implementation. Through the goals and administrative rules, certain minimum standards and mandates, as well as guidelines, are established which must be met through local comprehensive plans. Local governments are required to submit their comprehensive plans (and certain amendments) to LCDC for “acknowledgment” that the state requirements have been met.

At this stage, the appropriate citizen involvement should be limited to whether the local government had adequately met the state requirement. Often, this is a discretionary decision that requires the judgment of the LCDC on how the state requirements were balanced against other competing local values of the community. This is not the appropriate





opportunity for citizens that were involved at the local comprehensive planning step to revisit the many issues considered at the local level. It is the role of the state to evaluate how the state mandates were implemented, not superimpose the judgment of the LCDC as a substitute for the judgment of the local governing body on issues and values of local concern.

Decisions of the LCDC are appealable to the Oregon Court of Appeals.

#### 4. DEVELOPMENT PERMITTING

Once a comprehensive plan has been adopted (or amended) and approved by the state (and survived any appeals), permitting of individual development proposals can occur consistent with the plan. These could take the form of a subdivision approval, a conditional use approval, a variance and/or a building permit. Certain of these actions are purely administrative in nature and provide no opportunity for citizen input at all. Others have an established public input procedure and certain approval steps that are required.

At this stage, the appropriate citizen involvement would relate to design and impact issues rather than allowable land uses. The earlier steps of the process would have decided what land uses are allowed at this step, dealing with the specifics of how it is designed and how to mitigate the expected impacts that may occur as a result of building the development. If the nature of the citizen concern that is being raised involves whether the development should be permitted at all, rather than design and impact mitigation, then the governing body should initiate a broader sub area plan amendment process.

Permitting decisions generally have appeal opportunity to the local government planning commission, the governing body and then LUBA.

#### 5. PUBLIC EDUCATION

In addition to public involvement in the various planning decisions, it is important for state and local governments to engage the public in a continuous education program. Through this, it is important to provide an easy understanding of the plans for the community, the values upon which they are based and methods of providing the appropriate type of input into decisions that may be forthcoming. This is important both to ensure that the plans of the community are supported by the citizenry and to assist the public in understanding the type of input appropriate to ongoing permitting activity versus reconsidering the plans through a future update process.

#### ISSUES/APPROACH

- Describe the requirements that guarantee access to the process
- Describe the requirements that establish standing
- Describe key differences in standing at the legislative, quasi-judicial, permitting and appeal steps
- Describe actions taken in the past to modify/limit standing
- Lay out options
- Summarize best practices

## Next Steps

The Big Look Task Force is working to develop a set of recommendations for the 2009 legislative session. To develop those recommendations, the Task Force will be engaging in several rounds of discussion and input with stakeholders, and with the general public around the state.

The timeline is ambitious. Although Phases 1 and 2 of the Task Force's work plan are complete, three phases remain. Below are details for upcoming phases:

### PHASE 3: MAY 2008 – OCTOBER 2008

#### *May 2008-June 2008*

- Attend, facilitate, listen, and document responses and ideas at meetings with about 30 stakeholder groups

#### *July 2008-August 2008*

- Refine issues, findings, actions, and recommendations, based on input from stakeholder groups

#### *August-October 2008*

- Conduct a statewide public engagement program that includes:
  - 10 open houses reaching more than 1,500 participants
  - Newspaper insert reaching more than 1.2 million readers
  - Production of a 20 to 30 minute video for presentation on television, cable channels, and to local group meetings
  - "Meetings in a box" with a minimum of 30 meetings, reaching 900 or more citizens
- Presentations at statewide conferences to government and professional associations, with about 500 participants
- Scientific polling and surveying of 450 residents
- Web site updates as an information and feedback vehicle, with a projected 5,000 hits/month and 10,000 participants

### PHASE 4: OCTOBER – NOVEMBER 2008

- Refine issues, findings, and recommendations
- Assemble information from outreach efforts; prepare a report regarding the findings, and Task Force discussion on final recommendations.

### PHASE 5: NOVEMBER – DECEMBER 2008

- Draft legislative recommendations.
- Review recommendations with governor's office, LCDC and legislative leaders.





## Conclusions

The Big Look Task Force continues to listen, work, and develop ideas that will help Oregon build upon its strong foundation of successful land use planning ideals and strategies. These proposals will generate controversy. For some people, these proposals will not be strong enough; for others, they will be too radical. As individuals in a group, Task Force members have different ideas on these topics as well. But, with the help of Oregonians, the Task Force will be able to reenergize the Oregon Land Use Planning Program, keeping what is best, and adapting it for tomorrow's challenges.

We expect these proposals to stir debate, and we pledge to listen and consider your ideas, advice, cautions, and critiques.

Included with this document is a survey form that we would like you to fill out—it is also available on our Web site at <http://www.oregonbiglook.org>. We are truly grateful for your time, and thank you for contributing to Oregon's successful future.



# Appendix

**Appendices**

**Table 1: Relationship between Legislative Charges and Task Force Findings and Recommendations**

<p><b>Legislative Charges:</b></p> <p><b>Study and make recommendations on:</b></p>	<p><b>Preliminary Findings and Recommendations</b></p>
<p>The effectiveness of Oregon’s land use planning program in meeting the current and future needs of Oregonians in all parts of the state.</p>	<ul style="list-style-type: none"> <li>• Oregon’s land use planning program has protected agricultural and forest lands.</li> <li>• Oregon’s land use planning program has contained sprawl and managed growth better than most other states.</li> <li>• Oregonians generally support land use planning, but they also believe strongly in private property rights.</li> <li>• Oregon’s land use planning program is often viewed as being too rigid and not outcome-oriented.</li> <li>• Many people feel that the land use program is too complex and does not have the flexibility for a changing Oregon.</li> <li>• The state is facing infrastructure, water and environmental challenges, partly (but not exclusively) as a result of population growth.</li> <li>• Other states’ growth management programs provide lessons for Oregon.</li> <li>• Future growth will challenge Oregon’s ability to preserve prime agriculture and forestry lands in seven or eight fast-growing metropolitan regions -- but not in every county.</li> <li>• Many of the state’s 19 existing land use planning goals don’t fit the definition of “goals” – instead, they are strategies, tactics or tools.</li> </ul>
<p>The respective roles and responsibilities of state and local governments in land use planning; and</p>	<ul style="list-style-type: none"> <li>• Review state statutes and rules for performance – to reduce complexity and restore flexibility.</li> <li>• Realign LCDC to coordinate strategic land use planning for the state.</li> <li>• Build state resources to support local and regional planning, including a GIS library.</li> <li>• Encourage collaborative regional planning that allows cities and counties collectively to meet statewide goals.</li> </ul>
<p>Land use issues specific to areas inside and outside urban growth boundaries and the interface between areas inside and outside urban growth boundaries.</p>	<p><i>Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.</i></p> <p><i>Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon’s urban places, while making it possible for cities to absorb the significant population growth expected to occur.</i></p> <ul style="list-style-type: none"> <li>• <i>Prioritize funding for infrastructure to support infill development and efficient new urban areas;</i></li> <li>• <i>Provide incentives for redevelopment of brownfields;</i></li> <li>• <i>Provide more predictability, through the designation of urban and rural reserves;</i></li> </ul>

	<ul style="list-style-type: none"> <li>● <i>Allow contingency planning to allow urban growth management to adapt to a range of futures and/ or unforeseen events; and</i></li> <li>● <i>Provide for more “safe harbors” to simplify local land use planning.</i></li> </ul>
	<p><i>Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both the tools already available for economic development and a new “rapid response” process to respond to new economic opportunities.</i></p>
	<p><i>Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation. Recommended benchmarks should be developed by the Global Warming Commission, with broad involvement of local entities and the public. There should be a corresponding effort to create better analytical tools to predict carbon emissions resulting from different land use and transportation alternatives.</i></p> <ul style="list-style-type: none"> <li>● <i>Ensure that infrastructure investments support compact development in urbanized areas;</i></li> <li>● <i>Develop tools for cities and counties to evaluate the “climate impact” of proposed UGB expansions and other land use actions;</i></li> <li>● <i>Collect and disseminate “best practices” for using land use planning tools to reduce greenhouse gas emissions;</i></li> <li>● <i>Provide technical assistance to local and regional governments to carry out these best practices; and</i></li> <li>● <i>Help communities plan for climate change.</i></li> </ul>

## Big Look Task Force Recommendations and Principles

Each of the five preliminary recommendations falls under one or more of the four Overarching Principles that the state land use system should work to achieve. Below is a matrix indicating how each recommendation addresses each of the principles.

XX- Recommendation has a direct relationship to overarching principle.

X - Recommendation secondarily addresses overarching principle.

**Table 2: Relationship between Recommendations and Overarching Principles**

	Providing a healthy environment	Sustaining a prosperous economy	Ensuring a desirable quality of life	Maintaining a program that is fair and equitable
<p><i>1. Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.</i></p> <p>This proposal results in better identification, management, and protection of critically important resource lands in order to provide a healthy environment and ensure a high quality of life. Adding market-based approaches to land protection will improve the land use planning program’s long term effectiveness, allow some local government flexibility, and address landowner inequities that have riddled the state.</p>	<b>XX</b>	X	X	<b>XX</b>
<p><i>2. Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon’s urban places, while making it possible for cities to absorb the significant population growth expected to occur.</i></p> <ul style="list-style-type: none"> <li>• <i>Prioritize funding for infrastructure to support infill development and efficient new urban areas;</i></li> <li>• <i>Provide incentives for redevelopment of brownfields;</i></li> <li>• <i>Provide more predictability, through the designation of urban and rural reserves;</i></li> <li>• <i>Allow contingency planning to allow urban growth management to adapt to a range of futures and/ or unforeseen events; and</i></li> <li>• <i>Provide for more “safe harbors” to simplify local land use planning.</i></li> </ul>	X	X	<b>XX</b>	X

	Providing a healthy environment	Sustaining a prosperous economy	Ensuring a desirable quality of life	Maintaining a program that is fair and equitable
<p>This proposal provides improved systems for infrastructure funding and incentives for new development aimed at creating quality urban places in both small and large cities. With targeted funding sources, the private sector is more likely to invest in urban places throughout the state building stronger local economies and vibrant places to live. Cities and counties enjoy increased flexibility and simplicity in local planning ensuring greater fairness.</p>				
<p>3. <i>Realign LCDC to carry out long-range land use planning for the state, and give DLCD the resources to facilitate and assist regional collaboration and local planning efforts.</i></p> <ul style="list-style-type: none"> <li>• <i>Audit State Statutes and Rules for Performance to reduce complexity, and to restore flexibility;</i></li> <li>• <i>Realign LCDC to coordinate long-range land use planning for the state;</i></li> <li>• <i>Build state resources to support local and regional planning, including a GIS library; and</i></li> <li>• <i>Encourage collaborative regional planning that allows contiguous cities and counties to work collaboratively to meet statewide goals.</i></li> </ul> <p>This proposal allows LCDC to adapt the land use planning program to different parts of the state increasing flexibility, fairness and collaboration in addressing local needs and improving quality of life. A comprehensive review of the state’s land use planning program results in streamlined policies and regulations as well as better data and research to support planning decisions contributing toward a more fair and equitable program.</p>	X	X	XX	XX
<p>4. <i>Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both the tools already available for economic development and a new “rapid response” process to respond to new economic opportunities.</i></p> <p>A rapid response system provides nimbleness and balance in accommodating and furthering economic development locally, regionally, and statewide. Permitting is predictable and attempts to proactively mitigate environmental constraints as the system quickly adapts to changing economic conditions. A more fluid planning process helps municipalities address shifting employment land needs keeping local economies strong and quality of life high.</p>	X	XX	XX	X

## Resource Lands and Rural Areas

Identify farm land, forest land, and natural areas of statewide importance, and apply market-based tools to complement regulation as a means to maintain farm and forest uses, and to protect natural areas. Local and regional governments should determine the appropriate uses of lands that are not of statewide importance, consistent with the long-term carrying capacity of the lands and considering impacts to neighboring uses.

How would you rank this concept?  
1 = excellent / 7 = poor

\_\_\_\_\_

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

\_\_\_\_\_

Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

How would you rank with your modifications?  
1 = excellent / 7 = poor

\_\_\_\_\_

Should this proposal be dropped altogether?      Yes      No  
If Yes, why?

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\_\_\_\_\_  
\_\_\_\_\_

Do you have any other ideas and/or proposals you want to share?

\_\_\_\_\_  
\_\_\_\_\_  
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Are you interested in receiving future information?      Yes      No

Are you interested in hosting a meeting of the Big Look Task Force Recommendations?      Yes      No

# Growth Management

Use land use planning tools in coordination with strategic investment of transportation and infrastructure funding to improve the quality of life in Oregon's urban places, while making it possible for cities to absorb the significant population growth expected to occur.

How would you rank this concept?  
1 = excellent / 7 = poor

\_\_\_\_\_

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

\_\_\_\_\_

Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

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\_\_\_\_\_  
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How would you rank with your modifications?  
1 = excellent / 7 = poor

\_\_\_\_\_

Should this proposal be dropped altogether?      Yes      No  
If Yes, why?

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\_\_\_\_\_  
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Do you have any other ideas and/or proposals you want to share?

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\_\_\_\_\_

Are you interested in receiving future information?      Yes      No

Are you interested in hosting a meeting of the Big Look Task Force Recommendations?      Yes      No

# Governance

Realign the Oregon Land Conservation and Development Commission to carry out long-range land use planning for the state, and give the Oregon Department of Land Conservation and Development the resources to facilitate and assist regional collaboration and local planning efforts.

How would you rank this concept?  
1 = excellent / 7 = poor

\_\_\_\_\_

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

\_\_\_\_\_

Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

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\_\_\_\_\_  
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How would you rank with your modifications?  
1 = excellent / 7 = poor

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Should this proposal be dropped altogether?      Yes      No  
If Yes, why?

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\_\_\_\_\_  
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Do you have any other ideas and/or proposals you want to share?

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\_\_\_\_\_  
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Are you interested in receiving future information?      Yes      No

Are you interested in hosting a meeting of the Big Look Task Force Recommendations?      Yes      No



# Economic Prosperity

Plan for and anticipate economic growth (e.g., increased trade-sectors, green industries, and high-tech clusters) using both already available tools for economic development and a new “rapid response” process to respond to new economic opportunities.

How would you rank this concept?  
1 = excellent / 7 = poor

\_\_\_\_\_

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

\_\_\_\_\_

Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

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\_\_\_\_\_  
\_\_\_\_\_

How would you rank with your modifications?  
1 = excellent / 7 = poor

\_\_\_\_\_

Should this proposal be dropped altogether?      Yes      No  
If Yes, why?

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Do you have any other ideas and/or proposals you want to share?

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Are you interested in receiving future information?      Yes      No

Are you interested in hosting a meeting of the Big Look Task Force Recommendations?      Yes      No

# Climate Change

Establish expectations for how community design and transportation affects reduction of greenhouse gases from all sources, including transportation sources. As part of this, the state should set targets for how land use planning can reduce greenhouse gas emissions resulting from transportation.

How would you rank this concept?  
1 = excellent / 7 = poor

\_\_\_\_\_

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

\_\_\_\_\_

Assuming there is strong and wide-ranging interest in advancing this concept, how would you modify this proposal?

\_\_\_\_\_  
\_\_\_\_\_  
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How would you rank with your modifications?  
1 = excellent / 7 = poor

\_\_\_\_\_

Should this proposal be dropped altogether?      Yes      No  
If Yes, why?

\_\_\_\_\_  
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Do you have any other ideas and/or proposals you want to share?

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\_\_\_\_\_  
\_\_\_\_\_

Are you interested in receiving future information?      Yes      No

Are you interested in hosting a meeting of the Big Look Task Force Recommendations?      Yes      No

# **Metro Policy Advisory Committee**

May 14, 2008

Item 7 – Making the Greatest Place

## MPAC Worksheet

**Agenda Item Title:** 2035 Regional Transportation Plan (RTP) – RTP Performance Measurement Framework

**Presenter:** Kim Ellis and Deena Platman

**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:**   6/11/08  

Amount of time needed for:

Presentation   15   Discussion   25  

**Purpose/Objective:**

- Provide input on the recommended RTP Performance Measurement Framework and predictive performance measures to be advanced to the RTP Investment Scenarios phase.
- Provide direction on the types of information derived from the performance measures that would be most useful to inform MPAC's decision-making as the RTP update progresses.

**Action Requested/Outcome:**

With MPAC, JPACT, and Council support, staff will advance the performance measurement framework and the set of predicative measures into the RTP Investment Scenarios Analysis phase for evaluation.

**Background and context:**

The 2035 Regional Transportation Plan (RTP) Update relies on an outcomes-based approach to planning for the region's transportation system. By definition, this necessitates the use of performance measurements to inform decision-making and monitor progress towards achieving desired outcomes. Over the past year, staff has been focused on the development of a performance measurement framework that will serve as a communication tool for the RTP, conveying progress towards meeting planning goals, providing data for system evaluation and assisting policy development and investment decision-making. The framework also satisfies benchmarks mandated by Statewide Planning Goals and the Oregon Transportation Planning Rule (TPR), and federal requirements to establish a performance monitoring system as part of the region's Congestion Management Process (CMP). The process for developing, testing and refining the performance measures will be iterative throughout the RTP update process, and coordinated with the Performance-Based Growth Management work that is also underway.

Staff, with assistance from a working group comprised of members of TPAC, MTAC, and other stakeholders, has arrived at a recommended framework and set of predicative performance measures to be evaluated as part of the RTP Investment Scenarios phase this summer.

The memorandum provided as Attachment 1 describes the framework and development process in greater detail. Attachment B to Attachment 1 lists the recommended set of predicative performance measures to move forward for further evaluation and their relationship to the adopted RTP goals.

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

MPAC endorsed the RTP investment scenarios concept in April 2008. TPAC and MTAC have reviewed the recommended performance measure framework and support moving forward with further evaluation of the set of predictive measures identified in Attachment B to Attachment 1. MTAC identified three minor refinements to Attachment B that are reflected in this packet of materials.

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

- **Attachment 1:** Memorandum on RTP Performance Measurement Framework

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

Staff will reconvene the RTP Performance Measure Work Group in the fall to identify refinements based on the findings from this summer's evaluation. Recommendations from this phase and the results of the land use and transportation investment scenarios analysis will be brought forward to MPAC for discussion this fall as part of a series of joint meetings with the Metro Council and JPACT.

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

<b>October 2008</b>	RTP Investment Scenarios Analysis Report and recommendations released for MPAC, JPACT and Metro Council discussion
<b>December 2008</b>	MPAC, JPACT and Metro Council confirm policy refinements and RTP System Development principles and 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: June 4, 2008  
TO: Metro Council, JPACT and MPAC Members and Interested Parties  
FROM: Kim Ellis, Principal Transportation Planner  
Deena Platman, Principal Transportation Planner  
SUBJECT: RTP Performance Measurement Framework

\*\*\*\*\*

**Purpose**

This memo summarizes Regional Transportation Plan (RTP) performance measures work completed to date and describes the overall framework for evaluating and monitoring the 2035 RTP. The memo also recommends a set of performance measures to be further evaluated as part of the RTP Investment Scenarios analysis this summer. The recommended measures were narrowed from more than 100 potential performance measures identified in the federal component of the 2035 RTP (*dated December 14, 2007*). The process for developing, testing and refining the performance measures will be iterative throughout the RTP update process, and coordinated with the Performance-Based Growth Management work that is also underway.

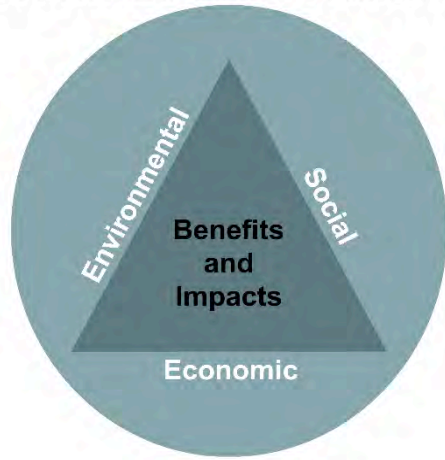
**Action Requested**

Preliminary direction on the RTP Performance Measurement Framework and the advancement of predictive performance measures into the RTP Investment Scenarios analysis phase for further evaluation and refinement (See Attachment B).

**Background**

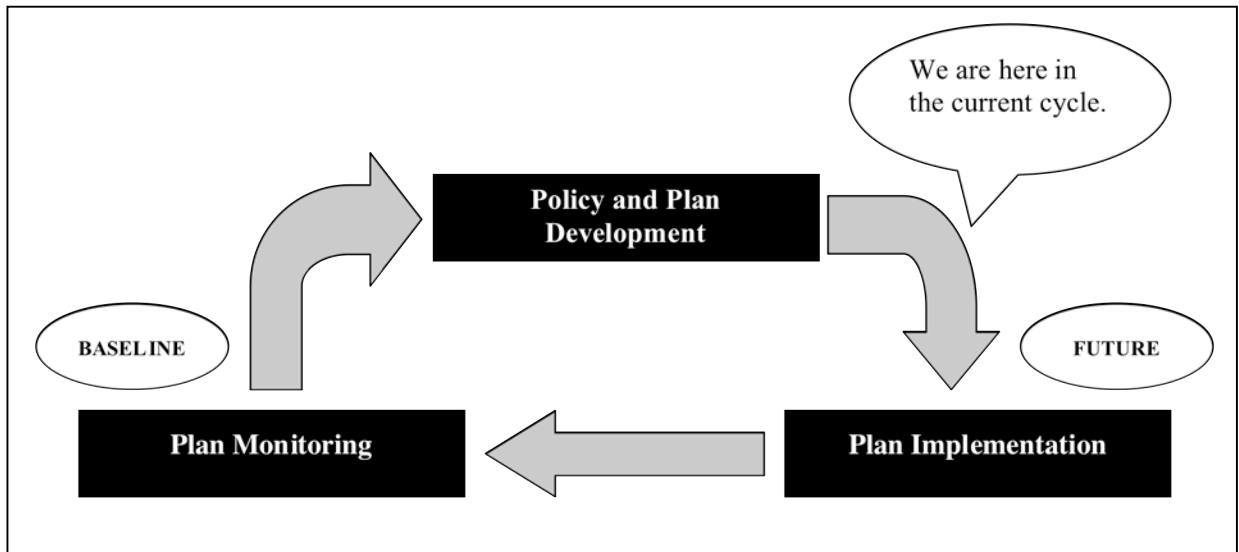
The primary aim of the 2035 Regional Transportation Plan (RTP) is to implement the Region 2040 vision for land use, transportation, the economy, and the environment. To accomplish this, the 2035 RTP Update is embracing new ways to think more holistically and strategically about how to efficiently and effectively move people and freight around and through the Portland metropolitan region. A key element is the development and application of an outcomes-based evaluation framework that considers economic, social and environmental benefits and impacts as shown in Figure 1.

**Figure 1. RTP Outcomes-Based Performance Measure Framework**



Performance measurement is a critical element of this approach, creating a communication tool to convey progress towards meeting planning goals, provide data for system evaluation and assist policy development and investment decision-making. Development of a performance measurement framework also satisfies benchmarks mandated by the Oregon Transportation Planning Rule (TPR) and federal requirements to establish a performance monitoring system as part of the region’s Congestion Management Process (CMP). Figure 2 provides a diagram of the performance measurement cycle.

**Figure 2. RTP Performance Measurement Cycle**



## RTP Performance Measure Work Group Process and Recommendations

The RTP Performance Measure (PM) Work Group comprised of TPAC and MTAC members/alternates, and other key stakeholders are leading the effort to identify performance measures in this framework. The process for developing, testing and refining the performance measures will be iterative throughout the RTP update process, and coordinated with the Performance-Based Growth Management work that is also underway.

Since Fall 2007, Metro convened six meetings of the work group. Attachment A includes the roster of work group members. Initially, the work group focused on defining a framework for RTP performance measurement and establishing a set of guiding principles to select candidate measures. The guiding principles used to narrow the list of potential performance measures are shown in Table 1.

**Table 1. Principles to Guide Selection of RTP Performance Measures**

<b>1. Reflect RTP Goals and Objectives</b>	<i>Measures reflect the underlying goals and objectives expressed in RTP policy.</i>
<b>2. Compliance</b>	<i>Measures comply with Oregon Transportation Plan, Oregon Highway Plan, Transportation Planning Rule, and Congestion Management.</i>
<b>3. Specific impacts</b>	<i>Measures assess specific impacts of outcomes the RTP can influence.</i>
<b>4. Consider system user</b>	<i>Measures should address how people use/experience the transportation system</i>
<b>5. Relevant and comprehensible</b>	<i>Measures are relevant to and easily understood by elected officials, staff, and public.</i>
<b>6. Manageable</b>	<i>Identify a manageable number of measures that provide value to the decision-making process.</i>
<b>7. Simple data</b>	<i>Data is relatively simple to collect, report and maintain.</i>
<b>8. Replicable or translatable</b>	<i>Measures should be replicable or able to translate between policy constructs.</i>
<b>9. Comparable</b>	<i>Measures allow comparison with other regions.</i>

On May 19, 2008, the RTP Performance Measure Work Group endorsed the staff recommended performance measurement framework and selected system evaluation measures for assessment in the RTP investment scenarios phase. The recommended measures were narrowed from more than 100 potential performance measures identified in the federal component of the 2035 RTP (*dated December 14, 2007*).

### Recommended RTP Performance Measurement Framework

The framework reflects the continued evolution of regional transportation planning from a primarily project-driven endeavor to one that is framed by the larger set of outcomes that affect people’s everyday lives, commerce and the quality of life in this region. The framework acknowledges the broader impacts of transportation on these outcomes. Figure 3 lays out the RTP performance measurement framework graphically to show the elements of the performance measurement system.



**Figure 3. 2035 RTP Performance Measurement Framework Elements**

	<b>RTP Goals</b>	<b>Geographic Extent</b>	<b>Application</b>
<b>Performance Measures</b>	<ol style="list-style-type: none"> <li>1. Foster Vibrant Communities and Compact Urban Form</li> <li>2. Sustain Economic Competitiveness and Prosperity</li> <li>3. Expand Transportation Choices</li> <li>4. Effective and Efficient Management of Transportation System</li> <li>5. Enhance Safety and Security</li> <li>6. Promote Environmental Stewardship</li> <li>7. Enhance Human Health</li> <li>8. Ensure Equity</li> <li>9. Ensure Fiscal Stewardship</li> <li>10. Deliver Accountability</li> </ol>	<ol style="list-style-type: none"> <li>A. Regionwide</li> <li>B. Mobility Corridor</li> <li>C. Community</li> </ol>	<ol style="list-style-type: none"> <li>A. Baseline Evaluation</li> <li>B. System Evaluation</li> <li>C. Plan Monitoring</li> </ol>

**Performance Measures** – Performance measures form the core of the system. They are the *quantitative method of analysis* used to evaluate condition or status to determine the degree of success a project or program has had in achieving its stated goals and objectives. Some measures can be used to predict the future as part of an evaluation process using forecasted or “predictive” data, while other measures can be used to monitor changes of based on actual empirical or observed data. In many instances, a single measure can be use to assess progress towards meeting multiple goals.

**RTP Goals** – The ten RTP goals each provide a statement of purpose that describes *long-term desired outcomes* for the region’s transportation system to support and implement the Region 2040 vision. In many instances, a goal has multiple performance measures providing feedback on achievement.

**Geographic Extent** – The first round of technical analysis for the Federal 2035 RTP demonstrated that system-level measures are no longer sufficient to determine whether investments lead to efficient and reliable corridors in the region or meet other RTP goals. The framework addresses this limitation by including three levels of geographic scale to measure performance.

- *Region-wide* measures focus on the performance of the entire metropolitan area, monitoring the plan at a system-level with the ability to compare this region’s success with other metropolitan regions of similar size. Region-wide measures are useful on a broad level but do not provide the level of detail to effectively diagnose problems or inform make decisions about individual corridors or 2040 land use types.

- *Mobility corridors* are transportation corridors centered on the region's network of interstate and state highways that include parallel networks of arterial roadways, high capacity and regional transit routes and regional trails. The multi-modal network of corridors is intended to move people and freight between different parts of the region and connect the region with the rest of the state and beyond. Measuring performance at this geographic scale will provide a not only a better understanding individual mobility corridor performance but also allow comparison of performance across multiple mobility corridors.
- *Community level measures* focus on the 2040 land use types, addressing how the physical design of the transportation system fosters an efficient urban form and vibrant communities envisioned in the 2040 Growth Concept. The 2000 RTP began this move toward community level measures by adopting the 2040 Non-SOV Modal Targets and Area of Special Concern into regional policy.

### **Application**

The framework acknowledges the multiple uses for performance measures by defining three applications of use in the RTP.

- *Baseline evaluation* measures provide a base level of assessment about the transportation system at the beginning of an RTP update. They are the basis for considering past trends and identifying transportation needs and issues to be addressed.
- *System evaluation* measures provide the basis for evaluating alternatives and comparing different levels of transportation investment during an RTP update. This application relies largely on measures that can be forecasted into the future using predictive travel demand and land use models.
- *Plan monitoring* measures allow the region to track progress in achieving its goals and objectives over time and will inform the baseline evaluation to be conducted at the beginning of an RTP update. Monitoring will occur between RTP updates to determine whether refinements to the policy framework, investment priorities, or other plan elements are needed. Monitoring measures can draw from observed as well as modeled data. As subset of this uses is the *Congestion Management Process (CMP)*, which are targeted specifically on the efficiency and effectiveness of the transportation system to move people and goods in a timely manner. CMP measures are likely to draw from the growing availability of real-time transportation system data and will be assessed with greater frequency. In addition, some of these measures will satisfy benchmarks mandated by Statewide Planning Goals and the Oregon Transportation Planning Rule (TPR).

### **Recommended Performance Measures for System Evaluation**

Metro staff and the RTP Performance Measure Work Group spent the past several months developing and refining a set of proposed performance measures that can be applied in the system evaluation phase of the 2035 RTP. Attachment B, RTP Goal-Performance Measure Matrix, lists all of the recommended performance measures to be advanced into the RTP Investment scenarios phase for testing. The matrix links the individual performance measures to the RTP goals they address.

## Schedule

Development of the RTP Evaluation Framework and corresponding performance measures will occur in six steps during the next 18 months.

- **Step 1 – Scoping** – Completed February ‘08  
*Define issues to be addressed and develop a conceptual framework for identifying performance measures and mobility corridors.*
- **Step 2 – Performance Measurement Framework Development** – March ‘08 to June ‘08  
*Develop a preliminary set of diagnostic performance measures that can be evaluated in RTP Investment Scenarios analysis and applied in Mobility Corridor Atlas.*
- **Step 3 – Performance Measurement Framework Assessment** – July ‘08 to December ‘08  
*Apply preliminary performance measure framework to base year and future year RTP Investment Scenarios Analysis and Mobility Corridor Atlas. Evaluate results, refine measures as needed, and confirm data outputs for Mobility Corridor Atlas. Finalize Mobility Corridor Atlas report.*
- **Step 4 – System Development and Analysis** – January ‘09 to April ‘09  
*Using insight from Step 3, develop investment criteria to guide RTP System Development task.*
- **Step 5 – RTP System Development and Evaluation Framework Recommendation** – April ‘09 to June ‘09  
*Apply Step 4 investment criteria and compare Step 3 base year with Round 1 and Round 2 modeling outputs (region-wide, mobility corridor and community building measures). Finalize evaluation framework and performance measures recommendations (including benchmarks/targets) and identify recommended refinements to state policies. The analysis in this step will inform prioritizing regional transportation investments and result in an updated RTP financially constrained system and recommended RTP state system of investments. Create a reporting structure that can be used for ongoing CMP monitoring and satisfy benchmarks required by Statewide planning goals and the TPR.*
- **Step 6 - – Adoption Process** – October - December ‘09  
*Release discussion draft RTP for public review. Adopt final 2035 Regional Transportation Plan and provide direction to the development of local Transportation System Plans and future corridor refinement plans.*

## Next Steps

With endorsement of the RTP Performance Measurement Framework by MPAC, JPACT, and Metro Council, the set of predictive performance measures listed in Attachment B will be evaluated as part of the RTP Investment Scenarios analysis this summer. Results of the evaluation will be reported to technical and policy advisory committees this fall.

The RTP Performance Measure Work Group will reconvene in the fall to review results and further refine the list of performance measures based on findings. The work group will also begin to augment the predictive performance measures with other measures that draw from observed data sources, such as ODOT’s accident database or freeway loop detector, to address state and

federal requirements for on-going plan and congestion management process monitoring. The work group will recommend a set of key measures and benchmarks that will be used to monitor implementation of the plan over time. Reliability, safety, accountability, and equity are areas where observed data could be used for monitoring purposes.

## Attachment A

### RTP Performance Measures Work Group Members

<b>Member/Alternate</b>	<b>Organization</b>	<b>Metro Advisory Committee</b>
Frank Angelo	Angelo Planning	N/A
Andy Back	Washington County	TPAC
Bev Bookin	Bookin Group	MTAC
Al Burns	City of Portland	MTAC
Bob Cortright	DLCD	N/A
Kate Dreyfus	City of Gresham	N/A
Denny Egner	City of Lake Oswego	MTAC
Meg Fernekees	DLCD	MTAC
John Gessner	City of Fairview	MTAC
John Gillam/Courtney Duke	City of Portland	TPAC
Brian Gregor	ODOT	N/A
Mara Gross/Ron Carley	Coalition for A Livable Future	N/A
Jon Holan	City of Forest Grove	MTAC
Robin McCaffrey	Port of Portland	TPAC
Mike McCarthy	City of Tigard	MTAC
Jay McCoy	City of Gresham	N/A
Mike McKillip	City of Tualatin	TPAC
Louis Ornelas	Shared Vision Consulting	TPAC
Lidwien Rahman/Andy Johnson	ODOT	TPAC/MTAC
Joseph Readdy	Sera Architects	MTAC
Satvinder Sandhu	FHWA	TPAC
Kelly Betteridge/Joe Recker	TriMet	TPAC
Ron Weinman	Clackamas County	TPAC



## METRO RTP Goal-Performance Measure Matrix

The matrix below lists all the recommended performance measures and their relationship to the adopted RTP goals. Dots are shown for each performance measure for every RTP goal that the performance measure provides information about. While each performance measure was developed to communicate the conditions, impacts or effectiveness of actions in meeting RTP goals in one primary goal area, the matrix shows that several of the performance measures report on several goals. This demonstrates the linkages between each of the goal areas and the impact of policy decisions across environmental, economic and social boundaries.

Recommended Performance Measures for System Evaluation		Adopted RTP Goals													
		Foster Vibrant Communities and Compact Urban Form	Sustain Economic Competitiveness and Prosperity	Expand Transportation Choices	Effective and Efficient Management of Transportation System	Enhance Safety and Security	Promote Environmental Stewardship	Enhance Human Health	Ensure Equity	Ensure Fiscal Stewardship	Deliver Accountability				
1.	Vehicle miles traveled (total and per capita)	●	●												
2.	Average commute length and time by mode for the region, sub-districts and mobility corridors	●		●											
3.	Average trip length by mobility corridor by trip purpose	●			●										
4.	Average travel time for home-based non-work trips region-wide and comparing a regional average with average by land use type and by mode	●			●										
5.	Motor vehicle and transit travel time between key origin-destinations for mid-day and PM peak	●	●	●	●										
6.	Travel Time Index (ratio of peak period to free flow time) by Corridor		●												
7.	Miles, percent and location of Throughways and Arterials that exceed RTP LOS-based motor vehicle performance measures in mid-day and PM peak for the region, sub-districts and Corridors				●										
8.	Miles, percent and location of regional freight network facilities that exceed RTP LOS-based motor vehicle performance measures in mid-day and PM peak for Main Roadways and Roadway Connectors, and by Corridor		●		●										
9.	Total delay and cost of delay on the regional freight network in mid-day and PM peak		●		●										
10.	Non-drive alone trips and mode share region-wide, by mobility corridor and for central city and individual regional centers (Number of daily walking, bicycling, shared ride and transit trips and % by mode)	●		●	●					●	●				
11.	Transit Level of Service (ratio of riders to seating) by Corridor for High Capacity Transit	●	●	●											
12.	Daily transit trips per revenue hour	●											●		
13.	Annual transit riders (total and per capita)			●						●			●		
14.	Number and percent of households and jobs within 30 minutes of the central city, regional centers, and key employment/industrial areas for mid-day and PM peak**	●	●												
15.	Number and percent of homes within ¼-mile and ½-mile of 2040 central city, regional centers, town centers, mainstreets, or station communities	●			●										
16.	Number and percent of homes within ½-mile of regional multi-use trail system and ¼ mile of parks/greenspaces**	●		●						●	●	●			
17.	Number and percent of homes within ½-mile of HCT service and ¼-mile of frequent bus service**	●		●							●				
18.	Number and percent of environmental justice communities (Census data) within ½-mile of HCT or ¼-mile frequent bus service as compared to the region**			●							●				
19.	Average housing and transportation costs per household*										●		●		
20.	User cost per mile (auto & truck)										●		●		
21.	Tons of transportation-related air pollutants (e.g. CO, ozone, and PM-10)			●						●	●				
22.	Tons of transportation-related greenhouse gas emissions (e.g. CO <sub>2</sub> )			●						●	●				
23.	Acres of regionally significant Goal 5 resources potentially affected by new transportation infrastructure**	●								●					
24.	Total acres consumed by household & jobs*	●									●				
25.	Households per acre by housing type and 2040 design type	●											●		
26.	Capture rate (total number and percent of jobs and households attracted to UGB, neighbor cities, 2040 centers, corridors, and industrial/employment areas)*	●								●	●		●		

### Matrix Notes:

\* = data derived from Metroscope analysis

\*\* = data derived from GIS analysis

All other data derived from the EMME3 travel forecast model

No ability to predict/forecast system safety. To be addressed in plan monitoring and Congestion Management Process (CMP) measures.

No ability to predict/forecast accountability. To be addressed in plan monitoring measures.