



METRO

Agenda

MEETING: METRO COUNCIL GREATEST PLACE WORK SESSION
DATE: February 04, 2009
DAY: Wednesday
TIME: 10:30 AM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

Objectives:

- Approve 2009-2011 Regional Road Map
- Review and discuss findings from economic and employment trends research and focus group sessions
- Discuss local aspirations process and desired outcomes of workshops and other outreach
- Review and discuss urban and rural reserves work program and initial screen results
- Get input for agenda items for upcoming Making the Greatest Place work sessions

Agenda:

1. Approve 2009-2011 Regional Road Map for public distribution (10 min) (Robin McArthur)
 - Road Map (attached)Question:
Do you approve releasing this Road Map for public distribution?
2. Review Economic and Employment Trends (60 min) (Malu Wilkinson and Eric Hovee)
 - Summary of Metro's economic and employment trends work (attached)
 - Overview of economic and employment trends: focus groups, past trends, literature review (sent under separate cover)Question:
What topics would you like the business representatives to address at the Employment Roundtable?

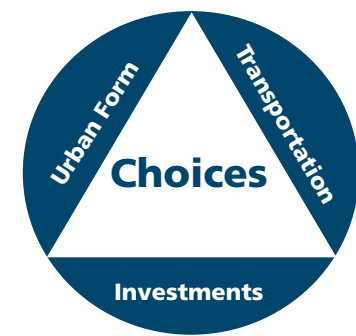
Break (10 min)

3. Discuss Status of Local Aspirations Work (45 min) (Chris Deffebach, Tony Mendoza and Karen Withrow)
 - Overview of objectives and schedule (attached)
 - Products
 - Ongoing assistanceQuestion:
How do we communicate with each other as we receive information from local governments?

4. Urban and Rural Reserves Work Program (45 min) (John Williams)
 - Reserves Steering Committee 2009 Agenda Items (attached)
 - Urban and Rural Reserves Initial Screening Results
 - Framing Growth Forecasts in the context of Urban ReservesQuestion:
What comments do you have on the initial screening results?

5. Other Issues (10 min) (Robin McArthur)
 - Infrastructure Analysis Update (memo attached)
 - Input on agenda for February 18 Making the Greatest Place Work Session
 - Regional Transportation Plan Schedule for 2009 and Outstanding Policy Issues to be addressed (Kim Ellis)
 - Recap from joint MPAC/JPACT meetings and MPAC and JPACT review (memo attached) (Andy Cotugno and Robin McArthur)
 - (Note: High Capacity Transit is on the February 10 Council Work Session agenda)

ADJOURN



Policy products

	Refine choices					Make choices						Implement choices	
	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	2010	2011
Urban Growth Report													
1. Metro staff releases 20- and 50-year Regional Forecast		●											
2. Metro staff releases 20- and 50-year preliminary Urban Growth Report. Residential data and analysis will be published in March followed by employment data and analysis in April..		R	E										
3. The Metropolitan Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT) reviews local aspirations, Urban and Rural Reserves options, draft Regional Forecast and preliminary Urban Growth Report.		←											
4. RESOLUTION Release public review draft for Metro Council acceptance of the Regional Forecast and Urban Growth Boundary capacity conclusion								●					
Urban and Rural Reserves designation													
5. Reserves Steering Committee recommends preliminary Urban and Rural Reserves to Core-4. Core-4 recommends to Metro Council.						●			●				
6. ORDINANCE Release public review draft for Metro Council consideration of Urban Reserves and RESOLUTION to authorize intergovernmental agreements to designate Urban and Rural Reserves. MPAC and JPACT recommend.								●	●				
7. Clackamas, Multnomah and Washington counties approve designation of Rural Reserves.										●			
Local and regional growth management commitments													
8. DRAFT ORDINANCE Release public review draft for Metro Council consideration of Regional Framework Plan amendments and Urban Growth Management Functional Plan amendments for consideration of adoption in 2010.								●					
9. ORDINANCE Metro Council considers Urban Growth Boundary Capacity adjustments and final Regional Framework Plan and Functional Plan Ordinance. MPAC and JPACT recommend.												●	●
Regional Transportation Plan													
10. RESOLUTION Release public review draft of the Regional Transportation Plan pending air quality conformity and findings for Metro Council and JPACT consideration. MPAC recommends.								●		●			
11. ORDINANCE Metro Council and JPACT adopt Regional Transportation Plan full findings, codification and conformity. MPAC recommends. Local plan updates in 2011.												●	●
Infrastructure Financing													
12. Develop federal, state, regional and local funding mechanisms to implement growth management and transportation strategies. Assist local governments in developing funding mechanisms such as SDCs and urban renewal in centers and corridors.								●					

Metro's Economic and Employment Trends Work

DRAFT: January 28, 2009

Context

In 2008 the Metro Council adopted six characteristics of a successful region that describe outcomes to guide the region's efforts to accommodate population and employment growth while enhancing quality of life for current and future residents. One outcome focuses specifically on the economy: *Current and future residents benefit from the region's sustained economic competitiveness and prosperity.*

State land use laws require Metro to produce an analysis of the region's capacity to meet the forecasted 20-year demand for jobs and housing by the end of 2009. Metro, in partnership with Clackamas, Multnomah and Washington Counties, is also working to identify urban and rural reserves, which will define the shape of the region for the next 50 years.

Economic and Employment Trends Work

To support efforts to analyze demand and capacity and identify urban reserves, Metro is undertaking a fresh look at the employment methodology with the assistance of a consultant team led by Eric Hovee, ED Hovee and Company, LLC. The employment and economic trends work will provide the Metro Council with a new paradigm for evaluating job demand and associated employment land demand for the 5, 20 and 50 year time horizons. The work will include:

- an analysis of past and future economic trends related to location decisions and changing development practices,
- an updated inventory of employment land across the region, and
- policy options for assessing employment capacity needs.

Engagement Process

An important part of the employment and economic trends work is the effort to learn from the businesses in our region. Metro is committed to working with a variety of stakeholders and elected officials to provide a forum for regional information sharing and to ensure thorough review of analysis methods for economic trends and capacity needs. The process will allow for targeted stakeholder involvement, sustained technical support and information sharing, and opportunities for elected leaders to provide direction on key milestones. Key approaches for learning from regional businesses and other stakeholders include focus groups, roundtables, and a local government technical review group.

- **Economic and Employment Trends Focus Groups:** In December and January, Metro worked with the Portland Business Alliance and other business associations to coordinate a series of focus groups with key business interests and employers to provide a forum to discuss economic trends over the short and long-term as well as to identify aspirations of these stakeholders as the region's leaders frame choices for future growth and development.
- **Economic and Employment Trends Roundtables:** Two employment roundtables are planned to engage leaders in the region's business community in a discussion of long-term economic trends and how they influence important policy and investment decisions facing the Metro Council and

other local governments over the next few years in the areas of land use and transportation. The roundtables will be held in spring 2009.

- Employment Coordination and Advisory Committee:** This group, consisting of local government and other agency staff will help coordinate technical analysis at the regional and local level and provide advice on the most efficient and effective means to solicit stakeholder and elected official consideration of critical assumptions and policy choices. The CAC will meet throughout 2009. Members include: Beverly Bookin, G9; Lynne Boussi, PDC; Scott Drum, Port of Portland; Jonathan Harker/Janet Young, City of Gresham; Tom Hogue, DLCD; Eric Holmes, Vancouver; Steve Kountz, Portland; Renate Mengelberg, Clackamas County; Chris Neamtzu, Wilsonville; Pat Ribellia/Alwin Turiel, Hillsboro; Doug Rux, Tualatin; Kelly Sills, Clark County

Toolkit and Technical Assistance

Changing times will likely mean different kinds of development in the future – new economic realities will require cost efficiencies and careful stewardship of resources. Metro will be working with regional partners to develop a toolkit of strategies to more efficiently use employment land to conserve public and private resources. This toolkit is a continuation of an effort by Metro to provide technical assistance to support development in centers, corridors and employment areas, including toolkits on Financial Incentives, Innovative Design and Development Codes, and Impact-based System Development Charges, and a program to support reuse of brownfield sites across the region.

Schedule

The region is on track to make several important decisions over the next two years. In 2009, Metro, Clackamas, Multnomah, and Washington Counties will designate urban and rural reserves; Metro will identify the 20-year demand and capacity for jobs and housing; and Metro will adopt a new Regional Transportation Plan to identify transportation projects that best support regional outcomes. In 2010 the Metro Council and local governments will make growth management decisions that best support regional outcomes and local aspirations. The employment and economic trends work will be completed in late spring 2009 to support these other important decisions.

January/ February 2009	March/April	May – July	August/ September	December 2009	2010
Preliminary employment & economic trends analysis	Preliminary demand and capacity analysis for employment	Technical review and adjustments to methodology	Release draft demand and capacity analysis for public review	Metro Council accepts demand and capacity analysis	Metro Council makes growth management decisions to accommodate 20-year jobs and housing demand
Employment Roundtable: trends		Employment Roundtable: strategies	Fall 2009: Toolkit for efficient use of employment and industrial land	Local and regional discussions on policy options for accommodating 20-year demand	



Date: January 28, 2009
To: Metro Council
From: Chris Deffebach
Re: Local aspiration process update

We have heard your interest in what we are learning through the local aspirations process and how we are planning to use this information to support implementation on the ground. During the Council Work Session on Feb 4, we have time on the agenda to explain how and when we are documenting local aspirations, opportunities to shift those aspirations and to assist in implementing them. Staff would like to know if this approach meets your goals.

Last fall we shared with you the memo we sent to the planning directors and our efforts to initiate this request. Since then we have continued to meet with all of the planning directors and are now beginning to receive some initial responses. Most planning directors have had conversations with their city councils about this request – some multiple times. Upcoming next steps are to produce:

1. **Councilor Briefing materials.** Briefing materials about current issues that help you prepare for your meetings with colleagues. (This is already beginning by working with Ken Ray)
2. **Summaries at the subarea and regional level – in combination map and narrative form.**
 - Summary of the responses at the subarea level (east Multnomah County, Washington County, Clackamas County and Portland) to allow each city to understand the effects of one city's aspirations on another and to prepare for MPAC discussions. (March)
 - Summary of the responses at the regional level for review at MPAC to facilitate discussion of the choices facing the region within the regional context of growth management decisions (April/May)
 - If helpful to the decision-making process, we can revise these products to reflect changes in aspirations and implications for growth management decisions at the end of 2009.
3. **Input for other MGP Products.** Over the next few months, the findings from the local aspirations responses will inform the other Making the Greatest Place products, including the HCT evaluation, the infrastructure needs, regional transportation priorities, preliminary and final UGR capacity estimates and the reserves process. The results of the local aspiration effort will be included in these other products.
4. **Ongoing Technical Assistance.** The conversations staff has had about local aspirations have created new opportunities to offer technical assistance in implementing current plans and in revising plans and policies. These opportunities build on the current efforts already underway

with local jurisdictions considering tools described in the toolkit, applying the activity spectrum concept, brownfields assessment and the periodic review process that several cities have underway. The upcoming Mayors Institute of City Design in May will complement these efforts as do the ongoing TOD projects and pre-project development underway.

5. **Development of simulation tools.** In response to the request from local jurisdiction staff, staff has been working to assimilate the data needed and technical software to develop simulation tools that can help a community visualize how different building types could look and how different development patterns could help them achieve the vibrant community envisioned. Staff plans to use this new tool in the HCT workshops with local jurisdiction staff to illustrate the effect of their local aspirations on HCT and other evaluation criteria. This tool will provide a significant new resource for assistance when it is available for a broader section of the region as it can help pinpoint code changes or investments needed to support the type of development envisioned. Local jurisdiction staff is revising plans in several locations where this tool could be helpful. Some cities, including Portland, Tigard and Forest Grove have supported the development of similar tools already.

We have never used this approach before. Each city is in a different place in terms of its plans and how much it has considered aspirations – some cities have recently completed a visioning process; others are just beginning or do not have one planned. The responses we get will reflect this diversity and the summary will reflect it. However, we have already heard that the process has resulted in one of the intended consequences – encouraging discussions at the local council and planning commission levels of what type of place they want their city to be and how we can target assistance to achieve that.

As you complete your engagements with colleagues over the next few months, you will be hearing much more about local aspirations, concerns and questions. Please let us know how we can most efficiently share information with each other so that we can most effectively respond in providing assistance to implement these aspirations.



Draft Regional Reserves Steering Committee 2009 Agenda Items

January 14

- 2009 Reserves work program
- Rural reserve initial screening methodology and results

February 11

- Continued discussion of rural reserve candidate areas
- Discuss urban reserves initial screening methodology and results
- Update on public involvement planning

March 16

- Continued discussion of urban reserve candidate areas
- **Recommend rural and urban reserve candidate areas to Core 4**
- Discuss candidate area evaluation process
- Update on preliminary urban growth report including range forecast and employment trends

April 8

- Continued discussion of candidate area evaluation process
- Discuss preliminary rural reserve evaluation results
- Update on public involvement results
- Update on local aspirations work/MGP connection points

May 13 (TBD: extended meeting/extra meeting?)

- Discuss preliminary urban reserves evaluation results including potential design and capacity of urban reserve candidate areas
- Continued discussion of rural reserve evaluation results

June 10 (TBD: extended meeting/extra meetings?)

- Continued discussion of urban and rural reserve evaluation results
- Begin discussion of proposed urban and rural reserve areas

July 8 (TBD: extended meeting/extra meetings?)

- Complete discussion of proposed urban and rural reserve areas
- **Recommend preliminary urban and rural reserve areas to Core 4 [Phase 3 completion]**

The committee will receive regular updates on Making The Greatest Place activities.



Date: January 27, 2009
To: Council President Bragdon, Metro Councilors
From: Andy Shaw, Infrastructure Finance Manager
Re: Infrastructure Analysis Update

The purpose of this memo is to provide Council a review of the infrastructure analysis work to date and to provide an update on the next steps in this work.

Background:

In July 2008, after completing ten months of work with a broadly representative Infrastructure Advisory Committee, Metro staff released a *Regional Infrastructure Analysis* and a discussion draft of a document entitled *Comparative Infrastructure Costs: Local Case Studies*. The two reports were intended to:

- Expand our understanding of the region's infrastructure needs,
- Assess the capacity of existing mechanisms for financing infrastructure,
- Identify factors affecting infrastructure costs, and
- Begin the process of creating a comprehensive regional strategy to support growth consistent with the 2040 concept.

The *Infrastructure Analysis*, which recommends new investments in infrastructure (identifying specific potential funding sources), coupled with efforts to institute service innovations and demand management, was generally well received. When presenting the draft *Local Case Studies* to Metro's advisory groups, we received both helpful feedback to strengthen the analysis and some criticisms. As the first attempt to calculate the region's return on the investment of public dollars in different types of development, the case study analysis challenges current ways of thinking about public infrastructure investments, and has succeeded in raising the level of awareness about the region's infrastructure finance challenges.

In October, the members of the "G9" business associations contracted with Group Mackenzie to evaluate the case study analysis. Metro staff and members of the G9 met to discuss Group Mackenzie's findings, and both Metro staff and Council members have had subsequent meetings with the legislative committee of the Metro Home Builders Association (HBA). The Group Mackenzie evaluation identified a number of areas where the discussion guide document needs to be edited and clarified so that methodologies are clear and limitations of the data are stated. The evaluation also called into question the basic premise of comparing dissimilar case studies on an equivalent basis, and noted the lack of data on private development costs.

Next Steps

Based on feedback from Council, Metro's advisory committees, and the business associations, we plan to thoroughly edit the case study discussion guide, including:

- Focusing the report on the valuable lessons learned regarding the factors that affect infrastructure costs;
- Adding additional information on the costs and affects of infill development and the limits of infrastructure capacity within already developed neighborhoods; and
- Adding citations, clarifying methodologies, and updating figures.

While completing the work of updating and adding to the case study information, we plan to reach out to the business associations that provided comments on the limitations of the case study approach in order to update them on the actions we are taking. In addition, upon completing this work, we plan to inform Metro's advisory committees of the updated work product.

While the case study discussion guide garnered a great deal of attention, the high level of focus on this particular report may have detracted somewhat from the challenge outlined in the main report, the *Regional Infrastructure Analysis*, of how the region should address the staggering gap between infrastructure needs and available finances. Though this body of work provides some important new information that will be helpful as the region considers how to best target future infrastructure investments, the question of where future infrastructure revenue will come from is yet to be addressed.



Date: Friday, January 16, 2009
To: Metro Council, MPAC and JPACT
From: Andy Cotugno and Robin McArthur
Re: Recap of direction from the Joint MPAC/JPACT meetings and MPAC review
January 14 and JPACT review January 15

In October, November and December, 2008 Metro staff organized a series of Joint JPACT/MPAC meetings to share information on land use and transportation choices for the future and asked a series of electronic polling questions on your preferences. This memo is intended to provide a synopsis of the major elements of direction that you provided. This direction will be taken into account as proposed land use and transportation policy direction is formulated. As revised, this incorporates discussion from the January 14 and 15 meetings and will further guide areas of agreement and areas of discussion.

1. Focus Growth in Centers and Corridors

- Stay the course on an aggressive strategy to attract growth into the full array of higher density, mixed-use centers and corridors throughout the region, including the Central City, Regional Centers, Town Centers, Station Communities, Main Streets and designated transit Corridors.
- Use regional and local financial tools, targeted investments and amenities to encourage more development in centers and corridors.
- Maintain a tight UGB to direct market forces to centers and corridors.
- Metro should endeavor to understand and reinforce local aspirations for development in downtowns, centers and corridors.
- Change local zoning to accommodate more development in centers and corridors.
- Implement parking management programs in centers served by high quality transit.

2. Employment and Industrial Areas

- Change local zoning to allow more jobs growth in employment and industrial areas, especially in newly expanded UGB areas.
- Protect land brought into the UGB for industrial purposes from conversion to non-industrial purposes.
- Target investments to improve or preserve freight access from industrial and employment areas and inter-modal facilities to the state highway system.
- Understand and serve the broader transportation needs to support other sectors of the economy beyond freight (such as tourism).
- Implement zoning restrictions on high traffic generators (such as retail) to protect interchange capacity needed to serve freight access to industrial areas. While the region's plans call for intensification in higher density, mixed-use Regional and Town Centers, there are many other interchanges that are access routes for trucks

that should be zoned accordingly. In addition, new information from the Institute of Transportation Engineers (ITE) about reduced trip generation rates from Transit-Oriented Development will be helpful.

3. UGB Expansion

Maintain a tight UGB to direct market forces to centers and corridors.

Establish more rigorous standards for expanding the UGB, including:

- Consider UGB expansion after concept planning is completed.
- Further consider whether to require as a prerequisite for expansion of the UGB commitment to an infrastructure finance plan; bring back differing levels of commitment from concept to plan to commitments through binding mechanisms.
- Consider UGB expansion only after governance is agreed to. Ensure that the cities that must take on the responsibility to serve UGB expansion areas understand the consequences on their ability to serve the existing community.
- Consider UGB expansions that support an existing center, industrial or employment area.
- Consider UGB expansion only if there is significant progress in accommodating growth in centers, corridors, industrial areas, employment areas and recent UGB expansion areas.
-

Further exploration is needed about the time lag from when land is brought into the UGB and when it is actually ready for development. The prerequisites described above would delay when UGB amendments are actually adopted but shorten the time to plan, finance and build infrastructure once it is added to the UGB. Questions are also being raised about how to consider past UGB expansions and their readiness to meet a 20-year land supply requirement.

4. Transportation

- There are differing opinions about whether the RTP should decrease our emphasis on expansion of the Throughway system but strong agreement that we should increase emphasis on improvements to non-auto alternatives. There is a general recognition that the region will not be pursuing major new corridors and that the question of expansion relates to accomplishing a satisfactory operation of the existing system.
- Despite mixed opinion about expansion of the Throughway system, there is uniform agreement about addressing safety deficiencies on the Throughway system and more aggressive management of the system through ITS and peak-period pricing.
- Despite the mixed opinion about expansion of the Throughway system, there is uniform recognition of the importance of serving freight.
- Increase emphasis on expanding the High Capacity Transit (HCT) system. To support this direction, pursue a number of approaches, including:
 - Change local zoning to allow more jobs and housing along HCT corridors.
 - Complete bus, bike and pedestrian connections to provide access the HCT system.
 - Targeted investments and amenities should be implemented to encourage more development in areas served by HCT.
 - Implement parking programs in centers served by HCT.

- Pursue state, regional and local funding to accelerate expansion of the HCT system.

5. Climate Change

- The region should be very proactive in developing land use and transportation strategies that reduce VMT to meet greenhouse gas emission reduction targets.
- Emphasize transit, land use, ITS demand management and bike/pedestrian actions to reach State greenhouse gas reduction targets. Pursue technology that facilitates virtual meetings to reduce the need to travel.

6. General

- Consider developing evaluation measures that monetize the benefits of the actions contemplated to better understand the differences between choices and to contrast with costs.
- Consider using a new British website designed to calculate emissions reductions from the combination of 12 policy package options:
http://www.vibat.org/vibat_ldn/tcsim.shtml