

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHMENT ) RESOLUTION NO. 02-3254B  
OF A CENTERS TEAM WITHIN THE )  
PLANNING DEPARTMENT AND TO )  
COMMENCE IMPLEMENTATION OF THE ) Introduced by Community Planning Committee  
CENTERS STRATEGY )

WHEREAS, the 2040 Growth Concept in the Regional Framework Plan looks to the Central City, Regional and Town Centers, Station Communities and Main Streets as the centers of urban life in the region and depends for its success upon the maintenance and enhancement of those centers; and

WHEREAS, Metro engaged the services of consultants to develop a strategy to enhance the Central City and Regional and Town Centers; and

WHEREAS, the consultants recommended a course of action to provide incentives for, and remove barriers to, the kind of development in Centers described in the Regional Framework Plan; and

WHEREAS, in order to reduce the need to expand the urban growth boundary ("UGB"), the Metro Council has chosen to increase the capacity of the existing UGB by encouraging a higher rate of infill and redevelopment; and

WHEREAS, because voters of the Metropolitan Service District enacted Measure 26-29 on May 21, 2002, prohibiting Metro from requiring local governments to increase density within specified residential neighborhoods, Metro wants the higher rate of infill and redevelopment to take place in Centers Station Communities and Main Streets designated on the 2040 Growth Concept Map; and

WHEREAS, ORS 197.296(6)(b) requires Metro to demonstrate that a higher percentage of forecast growth is reasonably likely to occur through infill and redevelopment during the 20-year period 2002 to 2022; and

WHEREAS, because of the high priority the Council places on the Centers Strategy, the President and Members of the Council will provide policy direction at each step of the development and implementation of the strategy; and

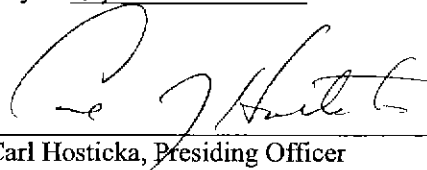
WHEREAS, in light of the close and strong link between land use and transportation, the Metro Council adopted Resolution No. 02-3206 on July 25, 2002, to give priority to Centers in allocation of funds through the Metropolitan Transportation Improvement Program; now, therefore,

BE IT RESOLVED:

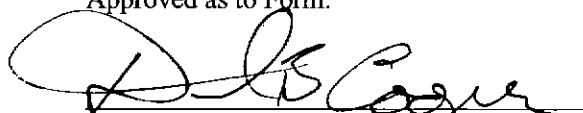
The Council directs the Metro staff to:

1. Establish a Centers Team within the Planning Department to refine and carry out the program of work set forth in points 2 through 6 of this resolution by December 31, 2002, and direct the team to conduct its work in consultation with local governments, agencies, groups and citizens.
2. Develop a budget for fiscal years 2003 and 2004 to support implementation of the Centers Strategy, including a program of grants to local governments to implement Title 6 of the Urban Growth Management Functional Plan, by December 31, 2002.
3. As provided in Title 6 of the Urban Growth Management Plan, subsection 3.07.620A, develop a schedule for development of strategies for individual Centers in conjunction with local governments in the Metro area and report to the Council on progress semi-annually, beginning in June, 2003.
4. Develop a program of assistance to local governments in the development of strategies (including assessment of Center needs; a model process for development of an individual Center strategy of incentives, investments and removal of barriers; and a model set of incentives) for individual Centers by March 31, 2003.
5. Develop, with the Governor's Community Solutions Team, a mechanism for coordination of local, regional and state efforts and investments by March 31, 2003, to ensure complementary benefits from those efforts and investments.
6. Based upon consultation with local governments and the Community Solutions Team, and the schedule of MTIP funding, recommend to the Metro Council the first Centers in which to implement Title 6 by May 31, 2003.
7. Begin implementation of Title 6 in two Centers by July 1, 2003.

ADOPTED by the Metro Council this 5<sup>th</sup> day of December 2002.

  
\_\_\_\_\_  
Carl Hosticka, Presiding Officer

Approved as to Form:

  
\_\_\_\_\_  
Daniel B. Cooper, General Counsel

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ~~DIRECTION TO~~ )  
~~THE EXECUTIVE OFFICER TO ESTABLISH~~ ) RESOLUTION NO. 02-3254B  
ESTABLISHMENT OF A CENTERS TEAM )  
WITHIN THE PLANNING DEPARTMENT )  
AND TO COMMENCE IMPLEMENTATION ) Introduced by Community Planning Committee  
OF THE CENTERS STRATEGY )

WHEREAS, the 2040 Growth Concept in the Regional Framework Plan looks to the Central City, ~~and Regional and Town Centers, Station Communities and Main Streets~~ as the centers of urban life in the region and depends for its success upon the maintenance and enhancement of those centers; and

WHEREAS, Metro engaged the services of consultants to develop a strategy to enhance the Central City and Regional and Town Centers; and

WHEREAS, the consultants recommended a course of action to provide incentives for, and remove barriers to, the kind of development in Centers described in the Regional Framework Plan; and

WHEREAS, in order to reduce the need to expand the urban growth boundary ("UGB"), the Metro Council has chosen to increase the capacity of the existing UGB by encouraging a higher rate of infill and redevelopment; and

WHEREAS, because voters of the Metropolitan Service District enacted Measure 26-29 on May 21, 2002, prohibiting Metro from requiring local governments to increase density within specified residential neighborhoods, Metro wants the higher rate of infill and redevelopment to take place in Centers ~~and other mixed-use areas~~ Station Communities and Main Streets designated on the 2040 Growth Concept Map; and

WHEREAS, ORS 197.296(6)(b) requires Metro to demonstrate that a higher percentage of forecast growth is reasonably likely to occur through infill and redevelopment during the 20-year period 2002 to 2022; and

WHEREAS, because of the high priority the Council places on the Centers Strategy, the President and Members of the Council will provide policy direction at each step of the development and implementation of the strategy; and

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6. Based upon consultation with local governments and the Community Solutions Team, and the schedule of MTIP funding, recommend to the Metro Council the first Centers in which to implement Title 6 by May 31, 2003.
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Carl Hosticka, Presiding Officer

Approved as to Form:

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Daniel B. Cooper, General Counsel

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ~~DIRECTION TO~~ )  
~~THE EXECUTIVE OFFICER TO ESTABLISH~~ ) RESOLUTION NO. 02-3254A  
ESTABLISHMENT OF A CENTERS TEAM )  
~~WITHIN THE PLANNING DEPARTMENT~~ )  
~~AND TO COMMENCE IMPLEMENTATION~~ ) Introduced by Community Planning Committee  
~~OF THE CENTERS STRATEGY~~ )

WHEREAS, the 2040 Growth Concept in the Regional Framework Plan looks to the Central City, ~~and Regional and Town Centers, Station Communities and Main Streets~~ as the centers of urban life in the region and depends for its success upon the maintenance and enhancement of those centers; and

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6. Based upon consultation with local governments and the Community Solutions Team, and the schedule of MTIP funding, recommend to the Metro Council the first Centers in which to implement Title 6 by May 31, 2003.
7. Begin implementation of Title 6 in two Centers by July 1, 2003.

ADOPTED by the Metro Council this \_\_ day of \_\_\_\_\_ 2002.

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Carl Hosticka, Presiding Officer

Approved as to Form:

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Daniel B. Cooper, General Counsel

## **STAFF REPORT**

*CONSIDERATION OF RESOLUTION NO.02-3254 FOR THE  
PURPOSE OF DIRECTION TO THE EXECUTIVE OFFICER TO  
ESTABLISH A CENTERS TEAM WITHIN THE PLANNING  
DEPARTMENT AND TO COMMENCE IMPLEMENTATION OF THE  
CENTERS STRATEGY*

**Date: November, 2002**

**Presented by: Brenda Bernards  
Prepared by: Brenda Bernards**

### **PROPOSED ACTION**

Adoption of Resolution No. 02-3254 to establish a Centers Team within the Planning Department and to commence implementation of the 2040 Centers strategy.

### **BACKGROUND**

The Metro 2040 Growth Concept was adopted for the long-term growth management of the region. It provides a general approach to where the growth should be directed and at what density and it also provides for a hierarchy of Centers. 2040 Centers are the keystone of the region's strategy to manage growth. The adopted strategies in the Regional Framework Plan and the Urban Growth Management Functional Plan establish policy directions, regulations and recommendations to strengthen 2040 Centers.

The Residential Urban Growth Report forecasts that 29 percent of new housing units will locate on already developed land. This represents an increase of 2.7 percent over the observed rate of 26.3 percent. This rate increase means 6,000 more dwelling units inside the boundary. As much of the development inside the Centers will be refill, it is necessary for Metro, working with its local government partners, to develop a strategy to realize the higher refill rates.

The Work Program will build on the Phases I, II and III Centers Studies of 2000 – 2002. Three basic strategies were identified in the studies: reduce barriers to development; provide incentives for development in Centers; and prune retail and other employment outside of Centers.

This program will coordinate with other Planning sections and Metro departments to provide technical assistance to local governments and other Metro sections such as transportation, green space and open space planning.

### **ANALYSIS/INFORMATION**

#### **Known Opposition**

There is no known opposition to the proposed legislation.

#### **Anticipated Effects**

Adoption of this Resolution will result in the establishment of a 2040 Centers Team within the Planning department and begin the implementation of the 2040 Centers strategy.

#### **Budget Impacts**

A program enhancement package has been prepared which would result in an excise tax need of an additional \$300,000.00

## **INITIATING THE CENTERS WORK PROGRAM**

The first step in the Centers Strategy is to establish a Centers Team within the Planning Department. This Team will be similar in nature to the State's Community Solution Team that draws its membership from a number of State Departments. Included in the Planning Department Team will be representatives from Community Development, Regional Transportation, Corridor Planning and Transit-Oriented Development Sections. Additional representation from outside of the Planning Department but internal to Metro could include participation from the Legal, Council and Parks Departments. Community Development staff will lead this effort.

During the first six months of the Centers Work Program, the policy framework for the program and the basic direction of the program will be set. This will include establishing a 2040 Centers Team that includes representation from outside of the Planning Department, refining Metro's policies, expanding on the definition of the 2040 Centers and initiating a system of coordination between the various 2040 Centers interests.

The membership for the Centers Team from outside of Metro will be drawn from local jurisdictions, state agencies, industry representatives, in particular retail and office development interests and economic development agencies.

The success of the 2040 Growth Concept depends upon the maintenance and enhancement of the Central City, Regional Centers, Town Centers and Station Communities as the principal centers of urban life in the region. The intention of the proposed Title 6 of the Urban Growth Management Functional Plan, included as Exhibit H to Ordinance No. 02-969, is to enhance Centers by encouraging development in Centers that will improve the critical role they play in the region and by discouraging development outside the Center that will detract from those roles.

The proposed Title 6 calls for Metro and local jurisdictions to develop a strategy to enhance each Center over a scheduled period. This process will begin January 2003 and will be undertaken in coordination with the State Community Solutions Team (CST) and the Metro Transportation Improvement Program (MTIP) schedules.

The Centers strategy work program, Attachment 1 to this staff report, will commit Metro to work with local governments on individual strategies for each Center on a schedule determined by local willingness and readiness and opportunity to combine investments.

## **EXECUTIVE OFFICER'S RECOMMENDATION**

That the Council adopt Resolution No. 02-3254 in order to establish a Centers Team within the Planning Department and begin the implementation of the Centers Strategy.



**Proposed 2040 Centers Work Program  
November 25, 2002**

**Draft**

**PROGRAM DESCRIPTION AND OBJECTIVE**

The Metro 2040 Growth Concept was adopted for the long-term growth management of the region. It provides a general approach to where the growth should be directed and at what density and it provides for a hierarchy Centers. The Centers are the keystone of the region's strategy to manage growth. The adopted strategies in the Regional Framework Plan and the Urban Growth Management Functional Plan establish policy directions, regulations and recommendations to strengthen the Centers.

The Residential Urban Growth Report forecasts that 29 percent of new housing units will locate on already developed land. This represents an increase of 2.7 percent over the observed rate of 26.3 percent. This rate increase means 6,000 more dwelling units inside the boundary. As much of the development inside the Centers will be refill, it is necessary for Metro, working with its local government partners, to develop a strategy to realize the higher refill rates.

The Work Program will build on the Phases I, II and III Centers Studies of 2000 – 2002. Three basic strategies were identified in the Studies: reduce barriers to development; provide Incentives for Development in Centers; and prune retail and other employment outside of Centers. This program will coordinate with other Planning sections and Metro departments to provide technical assistance to other disciplines such as transportation, green space and open space planning.

**WORK PROGRAM**

**Task 1: Establish a 2040 Centers Team**

Establish a multi-disciplinary 2040 Centers Team to refine and carry out this work program. The six interrelated elements of this work program include:

- Implement Title 6
- Refine Regional Framework Plan Policies
- Develop a Region-wide Strategy for Centers
- Coordination with Internal/External Partners
- Research and Data Collection
- Highlight Successes

**Task 2: Implement the new Title 6: Central City, Regional Centers, Town Centers and Neighborhood Centers**

The proposed Title 6 calls for Metro and local jurisdictions to develop a strategy to enhance each Center over a scheduled period. This process, beginning in 2003, will be undertaken in coordination with the State Community Solutions Team and the Metro Transportation Improvement Program schedule.

First Step:

- Development a program of assistance to local governments, including a grant program for local implementation and an assessment of Center needs;
- Development of a model for a process for development of an individual center strategy of initiatives, investments and removal of barriers; and
- Development of a set of incentives for individual centers.

Second Step:

- Choose two or three 2040 Centers as pilots projects
- Undertake an analysis of barriers to development; incentives to encourage development; and policies/regulations directing commercial uses outside of Centers.
- Development of a program of actions to eliminate or reduce the barriers; discourage new office and retail uses outside of Centers; adopt incentives for Centers.
- Development of an accelerated review process for preferred types of development

**Task 3: Refine Regional Framework Plan Policies**

The Executive Officers Recommendation for UGB expansion included Regional Framework Plan amendments. This task will build on the proposal to include:

- Development of more comprehensive policies to support Metro's activities in Centers
- Provide further definitions of the different Centers
- Expand on the concept of Neighborhood Centers
- Expand on phases of Centers described in the Phase III report.

**Task 4: Develop a Region-wide Strategy for Centers**

A region-wide strategy for Centers could include:

- Prioritization of Centers
- Identification of markets appropriate to specific Centers
- Determination of the appropriate land uses for Centers
- Coordination of activities between jurisdictions

**Task 5: Develop a Coordination Program with Internal/External Partners**

Coordination within Metro, with local governments and State agencies.

- Metro Programs: Corridor Planning; Performance Measures; TOD Program; MTIP; Park Acquisition Programs for urban areas.
- Local Governments: Work in coordination with the local jurisdictions programs for Centers
- State Agencies: Work with the Community Solutions Team to develop a mechanism for coordination of local, regional and state efforts and investments to ensure complementary benefits. Work with the Oregon Transportation Commission to designate Centers as Special Transportation Areas

**Task 6: Establish a Research and Data Collection Process**

Activities will include:

- Research Programs: The roles/relationships of Centers and Corridors. (TGM funds will be sought to complete this task).
- Data Collection: create an inventory of the Centers.
- Performance Measures: participate in the ongoing performance development work.
- Establish a Reporting System: this would mark progress in Centers, including density of development, and would be coordinated the Performance Measures program and provide data to be used in future Urban Growth Reports

**Task 7: Highlight Successes**

- On the Ground Newsletter: a monthly newsletter to assist in Center implementation.
- Inventory of Successes: examples of success that can be used to assist others in new projects will be developed.
- Awards program: to celebrate successful developments and programs in Centers.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DIRECTION TO THE EXECUTIVE OFFICER TO ESTABLISH A CENTERS TEAM WITHIN THE PLANNING DEPARTMENT AND TO COMMENCE IMPLEMENTATION OF THE CENTERS STRATEGY

RESOLUTION NO. 02-3254

Introduced by the Community Planning Committee

WHEREAS, the 2040 Growth Concept in the Regional Framework Plan looks to the Central City and Regional and Town Centers as the centers of urban life in the region and depends for its success upon the maintenance and enhancement of those centers; and

WHEREAS, Metro engaged the services of consultants to develop a strategy to enhance the Central City and Regional and Town Centers; and

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WHEREAS, because voters of the Metropolitan Service District enacted Measure 26-29 on May 21, 2002, prohibiting Metro from requiring local governments to increase density within specified residential neighborhoods, Metro wants the higher rate of infill and redevelopment to take place in Centers and other mixed-use areas designated on the 2040 Growth Concept Map; and

WHEREAS, ORS 197.296(6)(b) requires Metro to demonstrate that a higher percentage of forecast growth is reasonably likely to occur through infill and redevelopment during the 20-year period 2002 to 2022; and

WHEREAS, the Metro Council adopted Resolution No. 02-3206 on July 25, 2002, to give priority to Centers in allocation of funds through the Metropolitan Transportation Improvement Program; now, therefore,

BE IT RESOLVED:

The Executive Officer shall:

1. Establish a Centers Team within the Planning Department to refine and carry out the program of work set forth in points 2 through 6 of this resolution by December 31, 2002, and direct the team to conduct its work in consultation with local governments, agencies, groups and citizens.
2. Develop a budget for fiscal years 2004 and 2005 to support implementation of the Centers Strategy, including a program of grants to local governments to implement Title 6 of the Urban Growth Management Functional Plan, by December 31, 2002.

3. Develop a program of assistance to local governments in the development of strategies (including assessment of Center needs; a model process for development of an individual Center strategy of incentives, investments and removal of barriers; and a model set of incentives) for individual Centers by March 31, 2003.

4. Develop, with the Governor's Community Solutions Team, a mechanism for coordination of local, regional and state efforts and investments by March 31, 2003, to ensure complementary benefits from those efforts and investments.

5. Based upon consultation with local governments and the Community Solutions Team, and the schedule of MTIP funding, recommend to the Metro Council the first Centers in which to implement Title 6 by May 31, 2003.

6. Begin implementation of Title 6 in two Centers by July 1, 2003.

ADOPTED by the Metro Council this \_\_\_\_\_ day of December, 2002.

\_\_\_\_\_  
Carl Hosticka, Presiding Officer

Approved as to Form:

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Daniel B. Cooper, General Counsel

## **STAFF REPORT**

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ESTABLISH A CENTERS TEAM WITHIN THE PLANNING  
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**Date: November, 2002**

**Presented by: Brenda Bernards  
Prepared by: Brenda Bernards**

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The Work Program will build on the Phases I, II and III Centers Studies of 2000 – 2002. Three basic strategies were identified in the studies: reduce barriers to development; provide incentives for development in Centers; and prune retail and other employment outside of Centers.

This program will coordinate with other Planning sections and Metro departments to provide technical assistance to local governments and other Metro sections such as transportation, green space and open space planning.

### **ANALYSIS/INFORMATION**

#### **Known Opposition**

There is no known opposition to the proposed legislation.

#### **Anticipated Effects**

Adoption of this Resolution will result in the establishment of a 2040 Centers Team within the Planning department and begin the implementation of the 2040 Centers strategy.

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**Proposed 2040 Centers Work Program  
November 25, 2002**

**Draft**

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**WORK PROGRAM**

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- Develop a Region-wide Strategy for Centers
- Coordination with Internal/External Partners
- Research and Data Collection
- Highlight Successes

**Task 2: Implement the new Title 6: Central City, Regional Centers, Town Centers and Neighborhood Centers**

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**First Step:**

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- Development of a set of incentives for individual centers.

#### Second Step:

- Choose two or three 2040 Centers as pilots projects
- Undertake an analysis of barriers to development; incentives to encourage development; and policies/regulations directing commercial uses outside of Centers.
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- Development of an accelerated review process for preferred types of development

#### **Task 3: Refine Regional Framework Plan Policies**

The Executive Officers Recommendation for UGB expansion included Regional Framework Plan amendments. This task will build on the proposal to include:

- Development of more comprehensive policies to support Metro's activities in Centers
- Provide further definitions of the different Centers
- Expand on the concept of Neighborhood Centers
- Expand on phases of Centers described in the Phase III report.

#### **Task 4: Develop a Region-wide Strategy for Centers**

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- Identification of markets appropriate to specific Centers
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- Performance Measures: participate in the ongoing performance development work.
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