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Metro | *Agenda*

Meeting: Metro Policy Advisory Committee (MPAC) Retreat
Date: Friday, October 23, 2009
Time: 8 a.m. to 3 p.m.
Place: Oregon Zoo, Skyline Room

7:45 AM		**REGISTRATION/SIGN-IN**	
8:00 AM		**WELCOME**	**Tom Brian, Chair**
8:05 AM		**INTRODUCTIONS**	
8:15 AM		**AGENDA OVERVIEW**	
8:20 AM	*	**URBAN GROWTH REPORT**	**Malu Wilkinson**
		• Urban Growth Report Overview • Feedback on Residential Urban Growth Report • Feedback on Employment Urban Growth Report	
9:45 AM		**BREAK**	
10 AM	*	**URBAN GROWTH REPORT (continued)**	**Malu Wilkinson**
		• Feedback on Large Lot Industrial Urban Growth Report	
NOON		**LUNCH**	
12:45 PM	*	**REGIONAL TRANSPORTATION PLAN**	**Kim Ellis**
		• Regional Transportation Plan Overview • Feedback on Outstanding Issues	
3:00 PM		**ADJOURN**	**Tom Brian, Chair**

* Material available electronically.
** Material will be e-mailed prior to the meeting.
# Material provided at meeting.
All material will be available at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.
To check on closure or cancellations during inclement weather please call 503-797-1700.

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Metro | *Memo*

Date: 10/7/2009
To: MPAC members
From: Malu Wilkinson, UGR Project Manager
RE: MPAC discussion on the Urban Growth Report, the analysis of 20-year demand and capacity for jobs and housing within the urban growth boundary

This memo includes the issues identified by MPAC at the September 23, 2009 meeting related to the Urban Growth Report, which is the analysis of 20-year demand and capacity for jobs and housing within the urban growth boundary. Items 1-5 are targeted for MPAC discussion on October 14, 2009, the remaining items are included with responses to the questions raised.

ITEMS FOR DISCUSSION

1. *Given the range forecast and the assessment of capacity likely to develop inside the urban growth boundary, the UGR analysis concludes that of the 20-year forecasted households, 12% at the low end and 46% at the high end of the range will not be accommodated within the UGB without policy or investment changes (i.e., there is a gap that ranges from a deficit of 26,100 to 103,600 dwelling units). Is this a reasonable assertion?*

Background: The draft urban growth report considers the likelihood that development over the next 20 years will reach capacity (as currently zoned). Key factors include an assumption that only half of the current zoned capacity for multi-family and mixed-use residential and half of the residential capacity in areas brought into the UGB since 1997 will be built due to lack of investments and other infrastructure. The analysis assumes that 33% (regional average) of residential demand will be met through infill and redevelopment – allowed under current local zoning. Based on recent experience, the analysis assumes that 61.8% of households forecasted for the 7-county area will locate within the Metro UGB over the next 20 years. The focus of 2010 will be to determine what mix of local and regional investments and urban growth boundary expansions close this gap and best support the six outcomes.

Staff recommendation: The residential analysis does allow sufficient flexibility for the Metro Council to fill the capacity gap through documenting new local or regional investments and/or policy decisions or by expanding the urban growth boundary, drawing strategically from urban reserves to support vibrant communities.

MPAC discussion:

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2. ***Given the range forecast and the assessment of employment capacity likely to develop inside the urban growth boundary, the UGR analysis concludes that there is no gap for general industrial demand and a gap of approximately 1,000 acres at the high end of non-industrial demand (about 17% of forecasted demand). Is this a reasonable assertion?***

Background: The employment analysis in the draft urban growth report uses local zoning and market factors to assess how well the land within the UGB can support forecasted jobs over the next 20 years. Vacant employment land was classified into tiers based on "development readiness", half of the capacity on land in the lower tiers is assumed to be used in the 20-year timeframe. As in the residential analysis, half of the employment capacity in areas brought into the UGB since 1997 is assumed to be unused due to lack of investments and other infrastructure. The analysis assumes that 20% of industrial demand and 52% of non-industrial demand (regional averages) will be met through infill and redevelopment – allowed under current local zoning. Based on MetroScope scenarios that model the effects of current policies and trends, the analysis assumes that 73-75% of jobs forecasted for the 7-county area will locate within the Metro UGB over the next 20 years. The focus of 2010 will be to determine what mix of local and regional investments and urban growth boundary expansions best support the six outcomes.

Staff recommendation: The employment analysis does allow sufficient flexibility for the Metro Council to fill the capacity gap through documenting new local or regional investments and/or policy decisions or by expanding the urban growth boundary, drawing strategically from urban reserves to support a strong regional economy.

MPAC discussion:

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3. ***Given the range forecast and historical preferences for large lots by certain sectors and the current inventory of employment land in the region, the analysis identifies a gap of 200-800 acres for future large lot employment. Is this a reasonable assertion?***

Background: For the purposes of the large lot analysis, only vacant buildable land is considered as supply. Without tax lot assembly, this analysis identifies surplus capacity of 25-to-50-acre lots, but a potential deficit of tax lots over 50 acres and lots over 100 acres (around 800 acres at the high end). An analysis of the potential for land assembly closes the gap by around 600 acres. A subcommittee of MPAC will meet over the next few months to discuss the best approaches for meeting large lot demand in the region. The focus of 2010 will be to determine what mix of local and regional investments and urban growth boundary expansions close this gap and best support the six outcomes.

Staff recommendation: The MPAC Employment Subcommittee is charged with identifying options to address the need for large lots to support the traded sector in the regional economy. The large lot element of the employment analysis does allow sufficient flexibility for the Metro Council to fill the capacity gap through documenting new local or regional investments and/or policy decisions or by

expanding the urban growth boundary, drawing strategically from urban reserves to support a strong regional economy.

MPAC discussion:

4. *Given the gap identified in the UGR, what policies and investments need to be implemented in the cities to increase capacity? When in 2010?*

Background: The draft urban growth report identifies a significant portion of the zoned capacity in the region that is not likely to be developed over the next 20 years if current policies and investment trends are continued. Local and regional investments and actions can be put in place to maximize the use of the capacity that is currently within the Metro UGB. Examples include: High Capacity Transit Plan; CET extension; East Happy Valley plan adoption; Oregon City SDC incentives in regional center; East Hayden Island comprehensive plan; State RTP adoption; and Portland Plan. Local actions and regional actions must be documentable, and must be in place by December 2010 to be counted in this growth management decision.

Staff recommendation: Focus discussion in early 2010 on local and regional actions that increase the likelihood of development under current zoning and pending zone changes, therefore closing the gap identified in the UGR.

MPAC discussion:

5. *Equity – housing for whom? What about housing affordability?*

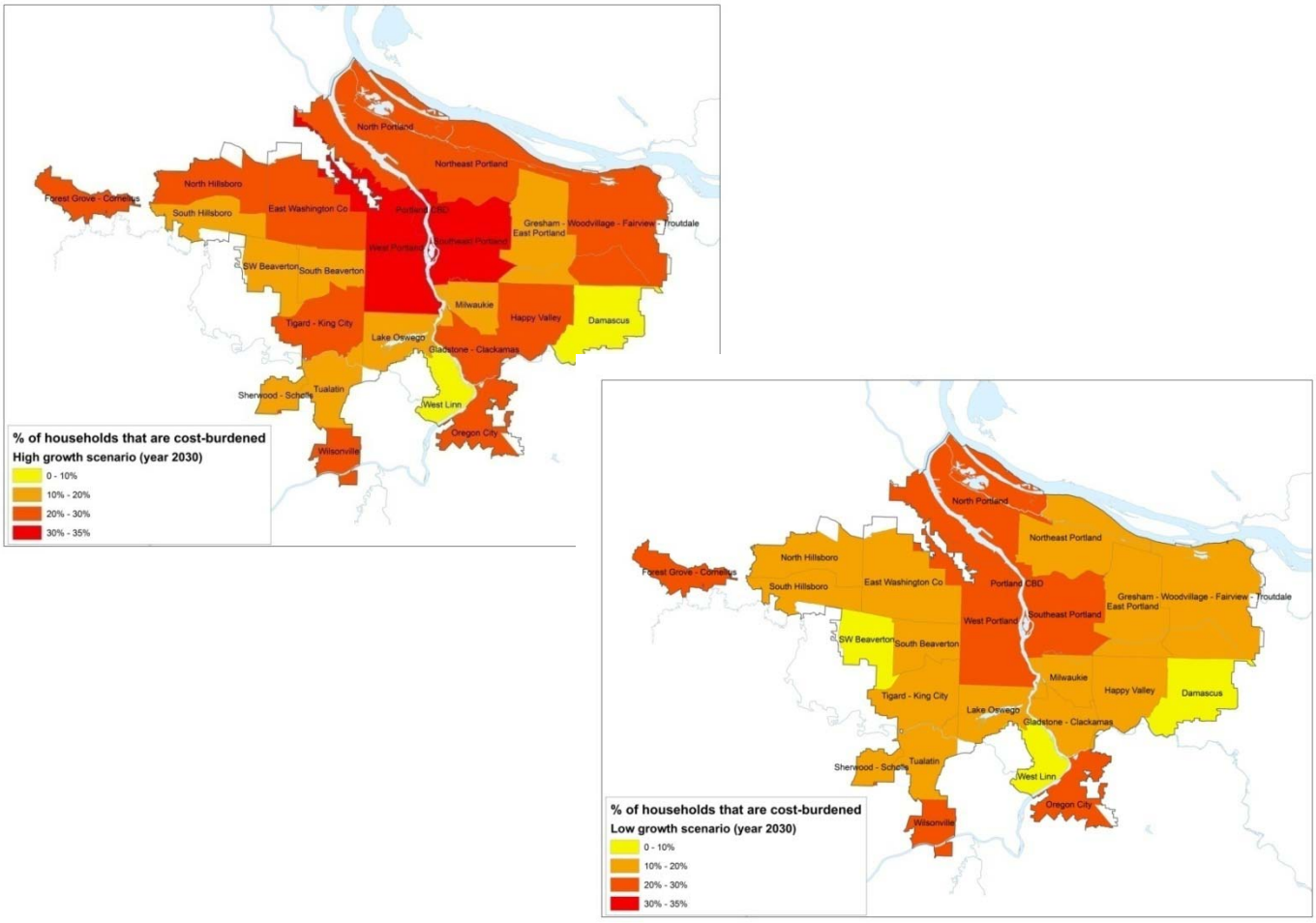
Background: The UGR includes an assessment of the impact of current policies and trends on future cost-burdened households. Cost-burdened households are defined as renters spending more than 50% of their income on housing and transportation combined. The analysis indicates that, without policy or investment intervention, the number of cost-burdened households is likely to double over the next 20 years.

It appears that the primary causes of increased housing prices are the very success of efforts to enliven centers and corridors (which inherently leads to increased demand), the continued underfunding of infrastructure (which effectively reduces housing supply), inadequate public investments to offset multi-family construction costs, and a shortage of choices for people who want smaller, less expensive residences. New ideas are needed to preserve our region's livability and affordability. A failure to maintain affordable housing choices in the central city, centers, and corridors may put additional growth

pressures on existing single-family neighborhoods and push more residents to less central locations where they could be more susceptible to increases in energy prices.

Local and regional policy and investment choices will influence housing choice and affordability in the Portland metropolitan region. As regional leaders make these choices, actions and investments to consider include:

- Linking transportation investments with investments in affordable housing to decrease the overall cost of living.
- Explore policies that could be tailored to encourage the market to provide more housing choices such as accessory dwellings, cottage housing, and high quality manufactured housing.
- Develop incentives for affordable housing in areas that provide transportation choices.



Staff recommendation: As the region's leaders make decisions in 2010, they should consider the impact of growth management decisions, transportation investments and other public investments on cost-burdened households.

MPAC discussion:

ANSWERS TO MPAC QUESTIONS

6. ***What happened to large lot industrial tracts brought into the UGB in 2002/2004?***

Response: Staff is currently doing an analysis to determine how much of that land has been developed and for what purpose. The results will be provided to MPAC as soon as possible.

7. Does Metro have the legal authority to protect land brought into the UGB for large lot industrial?

Response: Yes, if the identified need is for large lot industrial then Metro can put restrictions on land brought into the UGB for that purpose, similar to the Title 4 requirements that are currently in place. Title 4, as currently written, does allow for some non-industrial uses.

8. ***Does Metro have the legal authority to direct local governments to assemble lots to meet an identified large lot need?***

Response: Metro's statute gives it the authority to require local government to develop land assembly programs and to place conditions on UGB expansion that require assembly of parcels.

9. ***Where is the housing and employment capacity in Washington, Multnomah and Clackamas counties?***

Response: The urban growth report analysis of capacity begins with local zoning and the region's vacant buildable land. Data tables describing the amount of vacant employment and residential land by jurisdiction are available in the full report, which has been vetted by city and county staff and a number of consultants (employment, pgs. 73-77; residential, pgs. 118-125). Redevelopment and infill (refill) capacity varies by location, but is based on the underlying local zoning and an assessment of land to improvement value (for redevelopment). Further details may be found in the draft UGR: vacant employment acres by market subarea (pg. 73); effective refill rates for employment by market subarea (pg. 77); distribution of vacant residential capacity by jurisdiction (pg. 122); explanation of residential refill rate (pgs. 124-125). The performance section of the draft UGR includes maps that show the distribution of future jobs and households based on current policies and trends (pgs. 132, 134). Appendix 7 to the UGR includes summaries of forecasted housing mix and affordability by subarea.

10. ***Impact of growth in neighboring cities and relation to capacity gap?***

Response: Based on historic patterns, the UGR assumes that 61.8% of the next 20 years of residential growth in the seven-county region will be within the Metro UGB. This would mean that there would be substantial growth in neighboring communities. If that doesn't occur, then additional pressure may

occur for growth within the Metro UGB. The UGR assumes 73-75% of jobs will be located in the Metro UGB over the next 20 years. The remaining job growth is forecasted to occur in neighboring cities.

11. ***What happens if growth slows?***

Response: The regional forecast has been peer reviewed and is based on data from IHS Global Insight, a nationally respected economic research firm. The growth rate for the Metro region is slightly higher than the national average due to the desirability of this region for new people and employers. If growth does not occur as rapidly as forecasted, the region will have more time to invest in pipes, pavement and community assets to support vibrant communities and a strong economy. Documentation of infrastructure needs has clearly shown there are more needs than resources so the likelihood of overspending for growth that doesn't materialize is slim.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ACCEPTING THE POPULATION AND EMPLOYMENT FORECASTS AND THE URBAN GROWTH REPORT AS SUPPORT FOR DETERMINATION OF CAPACITY OF THE URBAN GROWTH BOUNDARY	)))	RESOLUTION NO. 09-XXXX Introduced by Chief Operating Officer Michael Jordan with the Concurrence of Council President David Bragdon

WHEREAS, state law requires Metro to determine the capacity of the urban growth boundary (UGB) to accommodate the next 20 years' worth of population and employment growth by the end of December, 2009; and

WHEREAS, Metro published range forecasts of population and employment growth to the years 2030 and 2060 on March 19, 2009; and

WHEREAS, Metro published a preliminary analysis of the capacity of the existing UGB to accommodate the range of new dwelling units relating to the range of forecast population growth on March 31, 2009; and

WHEREAS, Metro published a preliminary analysis of the capacity of the existing UGB to accommodate the range of new employment relating to the range of forecast employment growth on May 6, 2009; and

WHEREAS, Metro sought and received comments on the preliminary analyses of housing and employment capacity from its Metro Policy Advisory Committee (MPAC) and its Joint Policy Advisory Committee on Transportation (JPACT), local governments in the region, public, private and non-profit organizations and citizens;

WHEREAS, Metro considered the comments and published revised draft analyses of the capacity of the existing UGB to accommodate growth to year 2030 on September 15, 2009; and

WHEREAS, Metro sought and received comments on the revised draft analyses from MPAC and JPACT; local governments in the region; and public, private and non-profit organizations and citizens; and

WHEREAS, the Metro Council held open houses and public hearings on the revised draft analyses on September 21, 22 and 24 and October 1, 8 and 15, 2009; and

WHEREAS, Metro considered comments received and made revisions to the final draft analyses of the capacity of the existing UGB to accommodate the range of new dwelling units and employment relating to the range of forecast population and employment growth; now, therefore,

BE IT RESOLVED that the Metro Council

1. The Council accepts the "20 and 50 year Regional population and employment forecasts" dated December __, 2009, attached and incorporated into this resolution as Exhibit A, as a basis for analysis of need for capacity in the UGB to accommodate growth to the year 2030 and for actions the Council will take to add capacity by ordinance in 2010, pursuant to ORS 197.296(6) and statewide planning Goal 14.
2. The Council accepts the "Urban Growth Report 2009-2030", dated December __, 2009, attached and incorporated into this resolution as Exhibit B, as a basis for analysis of need for capacity in the UGB to accommodate growth to the year 2030 and for actions the Council will take to add housing and employment capacity by ordinance in 2010, pursuant to ORS 197.296(6) and statewide planning Goal 14.
3. Acceptance of Exhibits A and B by the Council meets Metro's responsibility under state law to analyze the capacity of the UGB to accommodate growth to the year 2030 as a preliminary step toward providing sufficient capacity to accommodate that growth. The Council will make a final land use decision to respond to this capacity analysis in 2010.
4. The Council directs the Chief Operating Officer to submit Exhibits A and B, together with such actions the Council adopts by ordinance to add any needed capacity pursuant to ORS 197.296(6) and statewide planning Goal 14, to the Land Conservation and Development Commission as part of periodic review pursuant to ORS 197.626, following adoption of the capacity ordinance in 2010.

ADOPTED by the Metro Council this 17th day of December, 2009

_____

David Bragdon, Council President

Approved as to form:

_____

Daniel B. Cooper, Metro Attorney

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Metro | *Memo*

Date: October 16, 2009

To: Metro Council, MPAC and interested parties

From: Kim Ellis, Principal Transportation Planner

Re: Regional Transportation Plan Discussion Issues

The region is nearly finished with a major update to the Regional Transportation Plan (RTP). The 30-day public comment period ended on October 15, 2009. This memo includes a summary of four discussion issues and recommendations for your consideration:

- **RTP Discussion Item #1**
  GREENHOUSE GAS EMISSIONS AND HB 2001 LAND USE AND TRANSPORTATION SCENARIOS
  How should the region move forward to proactively meet state and regional greenhouse gas emissions reduction targets?

- **RTP Discussion Item #2**
  REGIONAL TRANSPORTATION PLAN PERFORMANCE TARGETS
  JPACT endorsed the performance targets in the draft RTP. Should performance targets be retained in the final Regional Transportation Plan?

- **RTP Discussion Item #3**
  ALTERNATIVE MOBILITY STANDARDS FOR STATE FACILITIES IN THE METRO REGION
  How can the region work together with the Oregon Department of Transportation and Oregon Transportation Commission to develop alternative mobility standards for state facilities in the Metro region that support the region's desired outcomes?

- **RTP Discussion Item #4**
  REGIONAL TRANSPORTATION PLAN CORRIDOR REFINEMENT PLAN PRIORITIZATION PROCESS
  JPACT endorsed the factors presented in this item. What additional input would you like to provide on prioritizing completion of the five proposed corridor refinement plans?

Next Steps

A public comment report and a comment log of recommendations for amendments to the draft RTP are being prepared. The comment log will identify proposed amendments to respond to public comments received between September 15 and October 15, 2009.

Additional amendments may be proposed by the Metro Council and Metro's advisory committees as part of making recommendations on the draft RTP. A summary of upcoming discussions and actions is provided for reference.

October 15	RTP comment period ends
October 21	MTAC discussion of RTP discussion items
	Metro Council direction on RTP discussion items
October 23	MPAC direction on RTP discussion items
October 26	RTP Work Group discussion on preliminary modeling results
October 28	Deadline for MPAC member amendments to RTP
October 30	TPAC discussion of RTP discussion items
November 2	Deadline for JPACT member amendments to RTP
November 4	MTAC recommendation to MPAC
November 12	JPACT discussion on RTP discussion items
November 18	MPAC recommendation to the Metro Council
November 20	TPAC recommendation to JPACT
December 10	JPACT recommendation to the Metro Council
December 17	Metro Council action on RTP by Resolution

Following "acceptance" by the Metro Council, staff would then complete a final analysis of the plan's projects and prepare findings, a final draft document, alternative mobility standards and regional transportation functional plan amendments for public review and hearings in Spring 2010.

MPAC, JPACT and the Metro Council will consider final adoption of the RTP by ordinance in June 2010.

Regional Transportation Plan - Discussion Item 1
GREENHOUSE GAS EMISSIONS AND HB 2001 LAND USE AND TRANSPORTATION SCENARIOS

How should the region move forward to proactively meet state and regional greenhouse gas emissions reduction targets?

Background:

- The 2007 Legislature established statewide targets for greenhouse gas emissions (GHGs) – calling for stopping increases in GHG emissions by 2010; 10 percent reduction below 1990 levels by 2020 and a 75 percent reduction below 1990 levels by 2050.

- In December 2008, 65 percent of the participants at the joint MPAC and JPACT meeting voted the region should be very proactive in developing land use and transportation strategies that reduce vehicle miles traveled to meet the state targets. Furthermore, participants called for emphasizing transit, land use, congestion pricing, bike/pedestrian and intelligent transportation system (ITS) strategies to reach State GHG reduction targets.

- The 2009 Legislature required Metro to "develop two or more alternative land use and transportation scenarios" designed to reduce GHG emissions from light-duty vehicles by January 2012 through HB 2001 (Sections 37 and 38). It also requires Metro to adopt one scenario that meets the state targets after public review and comment. Finally, local governments are required to adopt comprehensive plan and land use regulations consistent with the adopted scenario.

- This component of HB 2001 is intended to ensure statewide targets for GHG emissions are being addressed in metropolitan transportation plans and regional and local land use plans. Metro is the first metropolitan planning organization to do such planning.

- The draft RTP plan sets a new policy direction for meeting the statewide targets and implementation of the 2040 Growth Concept. Central to the draft RTP is an overall emphasis on outcomes, system completeness and measurable performance to hold the region accountable for making progress toward the region's desired outcomes and state goals for reductions in vehicle miles traveled and corresponding GHG emissions. Preliminary results from the transportation model analysis show the draft RTP does not meet the state targets for GHG emissions – and in fact show increases from today.

- National studies have suggested that transportation investments alone will not achieve required reductions in transportation-related GHG emissions. The *Making the Greatest Place* effort highlights the need to invest more aggressively in our downtowns, main streets and employment areas consistent with the Region 2040 Growth Concept.

- National studies also suggest that pricing techniques are a critical component of any comprehensive strategy to reduce greenhouse gas emissions. JPACT did not endorse an application of that approach in the 2035 RTP update.

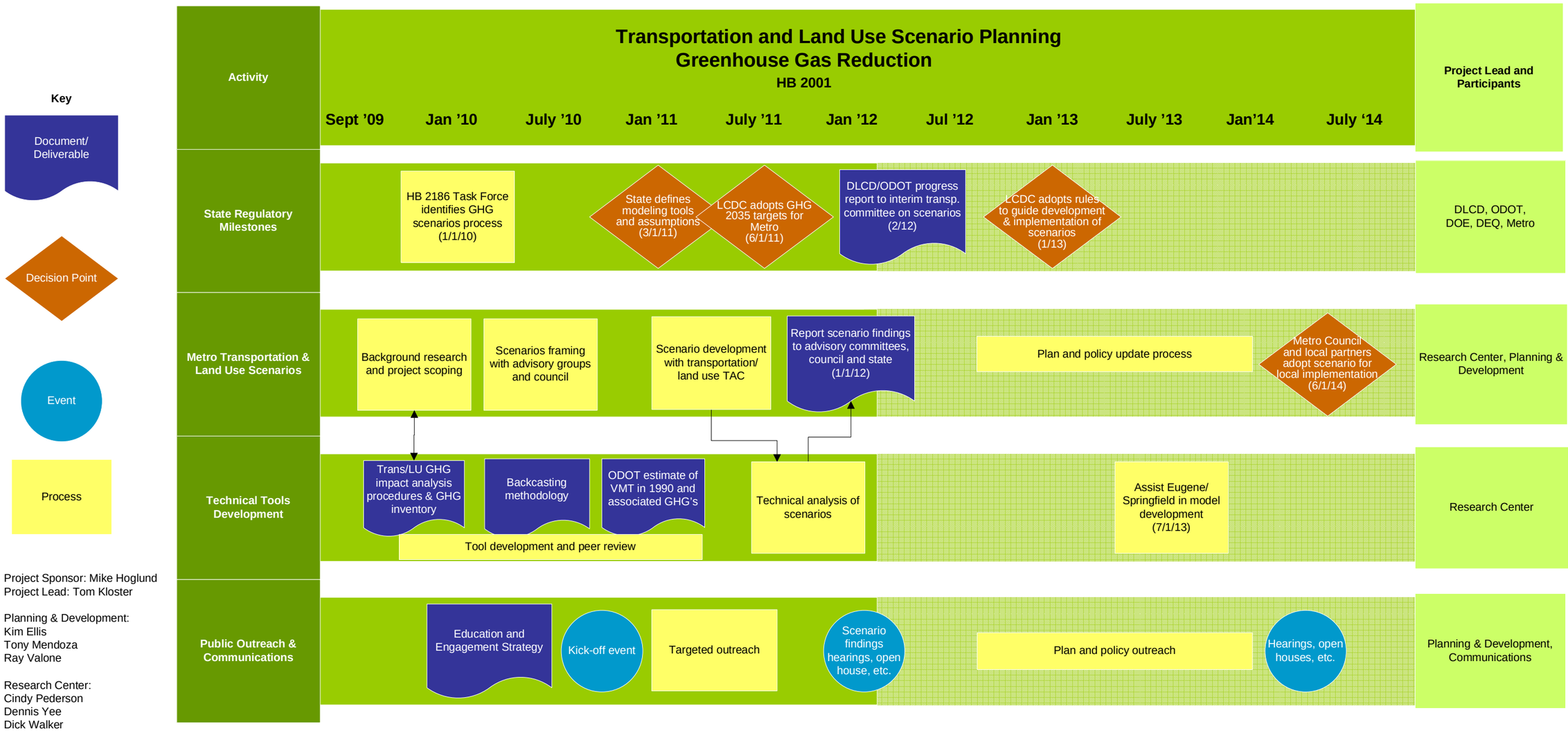
- Transportation infrastructure, transportation pricing, technology and land use are part of the solutions recommended by the draft RTP. The effect of more aggressive application of each these strategies will be tested as part of the HB 2001 land use and transportation scenarios in 2010.

- The required scenario planning includes further development of tools and policies in Oregon than were anticipated in the draft RTP. Significant work program and scoping activities are continuing to be developed to respond to HB 2001 requirements.

- A draft work program is shown in Attachment 1:
    - A GHG inventory will be prepared to provide a baseline of emissions from which further forecasting and modeling will be conducted to address the HB 2001 requirements.
    - Develop modeling procedures to ensure consistent, best practices around GHG estimation and analysis for transportation and land use studies in the Metro area. The basics of those requirements will be transferable to the HB 2001 requirements.
    - Enhance the regional travel demand model to develop a base condition that better accounts for GHG emissions reductions from vehicle technology and fuels already underway; test additional options for further improvement.
    - Current regional transportation models will be further enhanced to more rigorously quantify the travel by individuals, considering walking, biking and transit travel preferences and the effect of congestion on travel decisions by analyzing vehicular flow in a more dynamic time continuum.
    - The region will continue its transition to EPAs MOVES model for analyzing transportation-related GHG emissions.
    - The estimation of GHG derived from the built environment will also be improved. Metro will investigate using MetroScope, Metro's integrated land use-transportation forecasting model, to forecast residential GHG emissions. Additional efforts to validate energy consumption coefficients and GHG emissions variables in MetroScope will have to be completed and properly vetted through an expert technical review panel. Additional consultant resources may be needed to assist staff in developing GHG emissions from non-residential sources.
    - Modeling refinements have been identified related to MetroScope's calculation of potential redevelopment and infill. The likelihood of future individuals and businesses to locate in brownfields or redevelopment/infill opportunities in the context of developing smart growth options and its impact on GHG emissions will be analyzed. The equations for estimating redevelopment and infill opportunities will enhance the forecasting acuity for both residential and non-residential real estate projections.
    - Incorporate land use decisions made in 2010 and 2011 prior to adoption of the recommended scenario.
    - Other policy development and public involvement activities.

Recommendation:

- Metro will lead this effort in coordination with local, regional and state partners.
- MPAC, JPACT and the Metro Council approval of the RTP targets and land use targets to be developed by early 2010 to be used to guide development and evaluation of the performance of HB 2001 land use and transportation scenarios in 2010.
- MPAC, JPACT and the Metro Council commitment to policy discussions on the application of pricing strategies in the Metro region in 2010.
- Metro will incorporate recommendations from this effort in the next RTP update in 2014.



Project Sponsor: Mike Hoglund
Project Lead: Tom Kloster

Planning & Development:
Kim Ellis
Tony Mendoza
Ray Valone

Research Center:
Cindy Pederson
Dennis Yee
Dick Walker

Sustainability Center:
Heidi Rahn

Project Objective: HB 2001 Sec. 37 requires metropolitan service districts to develop land use and transportation scenarios designed to reduce greenhouse gas emissions from certain vehicles.

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Regional Transportation Plan - Discussion Item 2
REGIONAL TRANSPORTATION PLAN PERFORMANCE TARGETS

JPACT endorsed the performance targets shown in Attachment 1. Should performance targets be retained in the final Regional Transportation Plan?

Background:

- Over the past three years, Metro worked with state and local government partners as well as residents, community groups, and businesses to develop the draft RTP. The result of that work is a plan that responds to transportation needs and demands based on shared community values and the outcomes we are trying to achieve as a region.

- Central to the draft RTP is an overall emphasis on outcomes, system completeness and measurable performance to hold the region accountable for making progress toward the region's desired outcomes.

- The draft plan sets a new course for future transportation decisions and implementation of the 2040 Growth Concept. The draft RTP continues to move away from a single measure of success and has adopted an outcomes-based framework that emphasizes desired outcomes and measurable performance. Policies have shifted from primarily using roadway level-of-service to a broader system completion policy to define system needs.

- Raising the bar from past RTPs, the Joint Policy Advisory Committee on Transportation endorsed a set of transportation performance targets that support the region's desired outcomes and the plan's goals and objectives. Per JPACT direction, the targets provided policy direction for developing the investment strategy proposed in the draft RTP.

- Attachment 1 lists the RTP targets, which are drawn from federal and state legislation and subsequent JPACT discussions on what measures are most important to consider in the context of the RTP. The RTP targets are a subset of a broader set of targets recommended to be further developed in 2010.

- One aim of the draft RTP is to maintain highway performance as much as feasible while supporting the desired outcomes that are the core of the 2040 Growth Concept and the region's land use and transportation strategy. Delays caused by freeway congestion pose significant economic challenges for freight transportation and commuters, affecting our region's economic competitiveness, environment and quality of life.

- The draft RTP also aims to attract jobs and housing in downtowns, main streets and employment areas; increase walking, biking and the use of public transit; and reduce travel distances and the need to travel by car to help reduce air pollution and the region's carbon footprint.

- Since the 1990's, the region has successfully implemented policies to expand transportation choices, reduce dependence on the automobile and fight long commutes and traffic congestion more successfully than comparable urban areas. While congestion has increased, travel times have decreased according to recently-released Texas Transportation Institute (TTI) analysis. Vehicle miles traveled per person continues its steady decline. Walking, biking and regional transit ridership continues to grow. In the 1960s, the region averaged 180 days of air quality violations every year for ozone and carbon monoxide, but today we average zero.

- The targets were intended to be aspirational – recognizing the region has more work ahead in the research, model development and policy development realms as part of the state-required HB 2001 climate change scenarios work and future RTP updates.

- Preliminary results from the transportation model analysis indicate that the proposed investment strategy does not get the region to where we want to be. The draft RTP moves us closer toward the targets in some areas, but falls short of meeting all of them, particularly reductions in greenhouse gas emissions.

- Investments that work together toward achieving a broad set of performance targets is critical for the region to be successful in realizing a truly integrated, multi-modal transportation system that helps achieve the region's desired outcomes. Transportation infrastructure, transportation pricing, technology, and alternative land use strategies are part of the solutions recommended by the draft RTP. The effect of more aggressive application of each these strategies will be tested as part of the HB 2001 land use and transportation scenarios in 2010.

Recommendation:

- MPAC, JPACT and Metro Council adoption of the RTP performance targets as proposed in the draft RTP. The targets can be revised over time based on additional information on performance or effectiveness. Adopting the targets now allows the process to begin; and allows the targets to guide the development and evaluation of land use and transportation scenarios in 2010.

- MPAC, JPACT and Metro Council adoption of a broader set of measures and targets for the *Making the Greatest Place* effort by early 2010 that include land use as well as equity, economic and environmental measures that align with the region's desired outcomes and policy objectives.

- Metro will use the RTP targets and yet to be developed land use targets to evaluate the performance of HB 2001 land use and transportation scenarios in 2010. The collective set of targets will elevate the dialogue about land use and transportation policies and their respective roles in meeting regional and state objectives, including climate change goals.

- Metro will expand current regional data collection efforts to monitor these and other indicators that cannot be forecasted through the regional land use or transportation models to provide accountability for achieving the region's desired outcomes. Decision-makers can use this information to adapt local and regional policies and investment strategies based on what is learned.

- As the region increasingly shares similar desired outcomes, the need to use similar performance measures increases. To take advantage of this, Metro is embarking on an effort with PSU's Institute of Metropolitan Studies to develop a coordinated regional approach to develop and utilize performance measures. As this new regional approach is developed, the performance targets and indicators identified in the draft RTP can be included into a broader, even more holistic performance measure system for the region.

JPACT-Endorsed Draft Performance Targets *(transportation performance targets only)*

Economy	Safety – By 2035, reduce crashes, injuries and fatalities by 50 percent compared to 2005.
	Congestion – By 2035, reduce vehicle hours of delay per person by 10 percent compared to 2005.
Environment	Climate change – By 2035, reduce carbon dioxide emissions by 40 percent below 1990 levels.
	Active transportation – By 2035, triple walking, biking and transit trips compared to 2005.
	Clean air – By 2035, ensure zero percent population exposure to at-risk levels of air pollution.
	Travel – By 2035, reduce vehicle miles traveled per person by 10 percent compared to 2005.
Equity	Affordability – By 2035, reduce the average household combined cost of housing and transportation by 25 percent compared to 2000.
	Access to daily needs – By 2035, increase by 50 percent the number of essential destinations accessible within 30 minutes by bicycling and public transit for low-income, minority, senior and disabled populations compared to 2005.

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Regional Transportation Plan - Discussion Item 3
ALTERNATIVE MOBILITY STANDARDS FOR STATE FACILITIES IN THE METRO REGION

How can the region work together with the Oregon Department of Transportation and Oregon Transportation Commission to develop alternative mobility standards for state facilities in the Metro region that support the region's desired outcomes?

Background:

- With adoption of the 2000 Regional Transportation Plan, and subsequent Oregon Transportation Commission approval of alternative mobility standards for the region in 2001, the RTP began to move away from level of service as the primary measure for determining success of the plan.
- The alternative mobility standard approved by the OTC in 2001 is included in the draft 2035 RTP, and reflects a tiered approach to managing congestion, and the dual philosophy of promoting multimodal solutions in centers and corridors and preserving freight mobility in industrial areas and on routes that provide access to freight terminals and intermodal facilities.
- One aim of the draft RTP is to maintain highway performance as much as feasible while supporting the desired outcomes that are the core of the 2040 Growth Concept and the region's land use and transportation strategy. Delays caused by freeway congestion pose significant economic challenges for freight transportation and commuters, affecting our region's economic competitiveness, environment and quality of life.
- The draft RTP also aims to attract jobs and housing in downtowns, main streets and employment areas; increase walking, biking and the use of public transit; and reduce travel distances and the need to travel by car to help reduce air pollution and the region's carbon footprint.
- Central to the draft RTP is an overall emphasis on outcomes, system completeness and measurable performance to hold the region accountable for making progress toward the region's desired outcomes. The RTP includes specific performance targets and indicators that we will monitor over time to determine how well the region is doing and whether adjustments to policies and strategies are needed.
- Since the 1990's, the region has successfully implemented policies to expand transportation choices, reduce dependence on the automobile and fight long commutes and traffic congestion more successfully than comparable urban areas. While congestion has increased, travel times have decreased according to recently-released Texas Transportation Institute (TTI) analysis. Vehicle miles traveled per person continues its steady decline. Walking, biking and regional transit ridership continues to grow. In the 1960s, the region averaged 180 days of air quality violations every year for ozone and carbon monoxide, but today we average zero. These are successes that are not recognized by the current mobility standards, but that will help achieve the region's desired outcomes.
- The OTC is the approval body for any amendments to the Oregon Highway Plan. ODOT and Metro have requested OTC agreement to move forward to develop alternative mobility standards for the Metro region. This request is based on the expectation that we will no longer meet the current alternative standard.
- See Attachment 1 for reference.

- The OTC is the approval body for amendments to the alternative mobility standards in the Oregon Highway Plan. The Land Conservation and Development Commission will be the approval body for the RTP, itself.

- A goal of this effort is to demonstrate consistency with the Oregon Highway Plan in preparation for the LCDC action in Fall 2010, including any amendments to the OHP that the OTC may agree to make.

- LCDC will make a judgment on whether the RTP has done due diligence to be consistent with Statewide planning goals, the Transportation Planning Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

Recommendation:

- ODOT and Metro staff lead the effort to define alternative mobility standards in coordination with local and regional partners.
- **November - December 2009** - MPAC, JPACT and the Metro Council consider acceptance of the draft RTP (by Resolution).
- **December 2009 – January 2010** – Technical evaluation and documentation of the extent of congestion in the region. This work will involve documenting the inability to meet the current mobility standards and the range of measures and strategies to be considered when developing the proposal.
- **February 2010** – MPAC, JPACT and Metro Council policy discussions on the extent of the congestion problem and the range of measures and strategies proposed.
- **March 2010** –Metro region request forwarded to the OTC for consideration and approval.
- **April – May 2010** – Final public comment period and hearings on RTP.
- **June 2010** – MPAC, JPACT and the Metro Council consider final approval of RTP (by Ordinance).
- **Fall 2010** – Final RTP decision forwarded to the Land Conservation and Development Commission for consideration and approval.

Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Region 1
123 NW Flanders
Portland, OR 97209-4019
(503) 731-8200
FAX: (503) 731-8259

DATE: September 29, 2009

File Code:

TO: Oregon Transportation Commission

FROM: Jason Tell, Manager, ODOT Region 1
Robin McArthur, AICP, Planning and Development Director, Metro

SUBJECT: Metro Request for alternative mobility standards

The Portland region is nearly finished with a major update to the Regional Transportation Plan (RTP). The updated RTP includes significant new policy and fiscal initiatives that will help the Portland region cope with rapid growth in the face of limited transportation funding. The plan sets forth a new, corridor-based strategy for protecting mobility on ODOT facilities that continues to support the Oregon Transportation Plan and Oregon Highway Plan, while also meeting regional objectives for managing growth and maintaining livability.

This new multimodal and multi-facility mobility corridor approach calls for tailored mobility standards that help achieve corridor-specific outcomes for economic development and community health, while protecting through-movements of statewide and interstate travel. The purpose of this memo is to inform the Commission of the collaborative work Metro and ODOT staff will undertake to develop a more comprehensive and tailored set of mobility standards in the Portland metropolitan area. This work will involve drafting alternative Oregon Highway Plan standards for OTC consideration in early 2010, leading to final adoption of the RTP in late spring. Metro and ODOT anticipate coming to the Commission in Winter 2010 with a presentation on the extent of the congestion problem and the proposed approach to resolving it, and again in the Spring of 2010 with proposed alternative mobility standards and a broad range of actions to maintain highway performance as much as feasible and avoid further degradation.

ODOT and Metro staff have outlined the following principles for drafting alternative mobility standards:

1. The RTP Mobility Corridors will serve as the alternative mobility policy framework.

2. Volume to capacity (V/C) will continue to be the primary measure of mobility for interstate highways and OHP freight routes.

3. Interim V/C standards may be developed for RTP "refinement plan corridors", where more analysis is needed to determine the modes, functions, mobility standards and other performance standards, and general locations of improvements. These are corridors where more planning is required to identify feasible transportation solutions -- five refinement plans are proposed in the draft RTP.

4. Mobility standards will be tailored for each mobility corridor.

5. The V/C standards may be organized by peak hours and/or days, or by the duration of congestion within a given period.

6. Policy about the function of individual interchanges within the Metro region could be established.

7. The ability of ODOT to require traffic and safety mitigation through the development review and plan amendment process will be retained.

8. District and Regional Highways could be managed using multiple or graduated standards that help the region meet desired growth management goals along these routes.

As part of the remaining steps in completing the RTP update, the region will document the inability to meet the current mobility standards due to severe financial, environmental and land use constraints, together with the need to accommodate additional growth, leading to the need for alternative OHP mobility standards,. Metro and ODOT are working in coordination with local partners on all aspects of the new plan, including the development of mobility corridor strategies and alternative mobility standards.

As part of the findings of consistency with Actions 1F.3 and 1F.5 of the OHP, Metro and ODOT will develop a table of responses that includes a description of the region's and local jurisdictions' proposed actions to maintain performance of state highways as much as feasible, in the RTP as well as local TSPs, land use plans, and development approvals, with identification of responsibilities and a timeline for completion of this work.

Regional Transportation Plan - Discussion Item 4
REGIONAL TRANSPORTATION PLAN CORRIDOR REFINEMENT PLAN PRIORITIZATION PROCESS

JPACT endorsed the factors presented in Attachment 1. What additional input would you like to provide on prioritizing completion of the five proposed corridor refinement plans?

Background:

- The public review draft 2035 Regional Transportation Plan (RTP) identifies five mobility corridors where more analysis is needed through a future corridor refinement plan. Refinement plans generally involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers.

Mobility Corridors Recommended for Future Corridor Refinement Plans

  - Mobility Corridors #2, #3 and #20 - Portland Central City to Wilsonville, which includes I-5 South
  - Mobility Corridor #4 - Portland Central City Loop, which includes I-5/I-405 Loop
  - Mobility Corridors #7, #8 & #9 - Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205
  - Mobility Corridor #15 - Gresham/Fairview/Wood Village/Troutdale to Damascus
  - Mobility Corridor #24 - Beaverton to Forest Grove, which includes Tualatin Valley Highway

- In order to move forward, agreement is needed on prioritization factors that can be used to compare and prioritize the relative urgency of planning for future transportation solutions across the region's mobility corridors. The purpose of this discussion is to obtain input on the prioritization factors that will be used to prioritize the proposed corridor refinement plans by the end of 2009 as part of the RTP update.

- It is important to distinguish between these prioritization factors and the more specific performance indicators that will be used during an actual corridor refinement plan. The holistic (multimodal and land use) planning evaluation that will be accomplished through refinement plans that are ultimately conducted will examine performance, costs (impacts) and benefits of identified land use and transportation solutions that will in turn help refine, package and prioritize locally supported projects and other strategies to address corridor issues.

- The first five factors identified below (A-D) include measures that relate to technical considerations, while the local commitment measures (E) address issues of readiness and urgency for corridor planning. The factors presented below have been refined by TPAC (September 25) and endorsed by JPACT (October 8). In addition, they have been reviewed and refined by the RTP Work Group (September 21 and October 12) and a TPAC work group composed of county, city, ODOT and TriMet staff (October 5).

Recommendation:

- Apply the factors to the five corridors as presented in Attachment 1. The factors identified above provide sufficient coverage of the six desired regional outcomes to serve as a basis to prioritize the five proposed corridor refinement plans.

- The results of this work will be brought forward for MTAC consideration on November 4 and MPAC consideration on November 18 as part of their action on the RTP.

- Staff will carry its recommendations based on the technical prioritization factors to TPAC on October 30. TPAC's recommendation will be brought to JPACT for discussion in November and action in December.

RTP Discussion Item 4 Attachment 1

Prioritization Factors:

It is important that prioritization of refinement plans align with the six regional desired outcomes that were adopted by MPAC and the Metro Council as part of the "Making the Greatest Place" effort. The bullets listed below show the key supporting indicators within the five factor categories relate to desired outcomes. Note that several factors support more than one outcome, or loosely relate to all of them.

- Vibrant Communities (A4, B1, B2, B4)
- Economic Prosperity (A5, B3, D1, D5, D6, E1, E3)
- Safe and Reliable Transportation (B1, B2, B3, B4, D1, D2)
- Leadership on Climate Change (A3, A4, C2, E1)
- Clean Air and Water (A3, A4, B1, B2, B4)
- Equity (A4, B1, B2, C1, D3, D4, D5, D6, E1, E2, E3)

A: Consistency with State and Regional Plans and Policies

A1: 2001 corridor refinement plan ratings/rankings (*for information only—not included in ranking*)
A2: 2005 corridor refinement plan ratings/rankings (this more recent set of rankings will be included in the quantified technical assessment and forthcoming staff recommendation)
A3: Support for the Region 2040 plan (number of primary land uses in the corridor)
A4: High Capacity Transit System Plan ranking
A5: Regional Freight Plan consistency (freight routes, facilities, volumes and freight-related corridor needs identified)

B: Environment

B1: Pedestrian network gap (percent of sidewalks complete in pedestrian districts or transit/mixed-use corridors)
B2: Transit coverage (percent of households and jobs covered by 15 minute transit service)
B3: Street connectivity (number of intersections per square mile)
B4: Bicycle network gap (length of gap) per household
B5: Traffic volumes on corridor roadways

C: Equity

C1: Number of low-income, senior, disabled and minority and/or Hispanic population in the corridor.

D: Economy (includes system performance as well as economic indicators)

D1: Congestion in the corridor (volume to capacity ratios for regional throughways and arterial streets)
D2: Safety (number of top spots for number and severity of accidents from ODOT data)
D3: Total households in corridor (2005)
D4: Total households in corridor (2035)
D5: Total jobs in corridor (2005)
D6: Total jobs in corridor (2035)
D7: Freight volume as percentage of total volume (trucks)

E: Local Commitment and Support (local jurisdictions will submit support)

E1: Local support—letter indicating agreement to go forward, description of corridor issues and potential solutions
E2: Community interest—levels and sources of community support and/or opposition either to the plan or to solutions being discussed
E3: Need and readiness for a refinement plan—issues requiring land use or investment certainty need for transportation solutions to implement land use plans or local aspirations within the urban growth boundary
E4: Local resource commitment—in-kind or monetary resources that local jurisdictions can commit to in order to leverage regional commitment

Materials following this page were distributed at the meeting.

600 NE Grand Ave.
Portland, OR 97232-2736
www.oregonmetro.gov

Metro | *Agenda*

Meeting: Metro Policy Advisory Committee (MPAC) Retreat
Date: Friday, October 23, 2009
Time: 8 a.m. to 3 p.m.
Place: Oregon Zoo, Skyline Room

7:45 AM		**REGISTRATION/SIGN-IN**	
8:00 AM		**WELCOME**	**Tom Brian, Chair**
8:05 AM		**INTRODUCTIONS**	
8:15 AM		**AGENDA OVERVIEW**	
8:20 AM	*	**URBAN GROWTH REPORT**	
		• Urban Growth Report Overview (UGR 101):	**Malu Wilkinson**
		o Description of 20-year Demand vs. Supply	
		o 2009 adoption of the 20-year land supply "gap"	
		o 2010 adoption of actions to close the "gap"	
		o Comment and Response Log	
		o Description of legal sufficiency	**Dick Benner**
		• Feedback on Residential Urban Growth Report:	**Facilitator: Andy Cotugno**
		o **There is a "gap" of 26,100 to 103,600 housing units**	
		• Feedback on Employment Urban Growth Report:	**Facilitator: Andy Cotugno**
		o **There is <u>no</u> "gap" for general industrial land** **There is a 1,000 acre "gap" at the high end of the demand forecast for non-industrial land**	
9:45 AM		**BREAK**	
10 AM	*	**URBAN GROWTH REPORT (continued)**	
		• Feedback on Large Lot Industrial Urban Growth Report:	**Facilitator: Andy Cotugno**
		o **There is a "gap" of 200-800 acres for future industrial large lot developments (50-100 acres in size)**	
		• Developing the 2010 work plan for closing the "gap"	**Facilitator: Andy Cotugno**
		o **What policies and investments need to be implemented to increase capacity?** o **What should the 2010 work plan include to address equitable housing affordability?**	
NOON		**LUNCH**	
12:45 PM	*	**REGIONAL TRANSPORTATION PLAN**	
		• Regional Transportation Plan Overview (RTP 101):	**Kim Ellis**
		• Feedback on Outstanding Issues	**Facilitator: Robin McArthur**
		o **Work plan to address Greenhouse Gas emission reduction**	**Mike Hoglund**
		o **Adoption of performance targets**	**Kim Ellis**
		o **State approval of alternative mobility standards**	**Kim Ellis**
		o **Input on corridor refinement priorities**	**Deborah Redman**
3:00 PM		**ADJOURN**	**Tom Brian, Chair**

* Material available electronically.
\# Material provided at meeting.
All material will be available at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.
To check on closure or cancellations during inclement weather please call 503-797-1700.

Draft Urban Growth Report

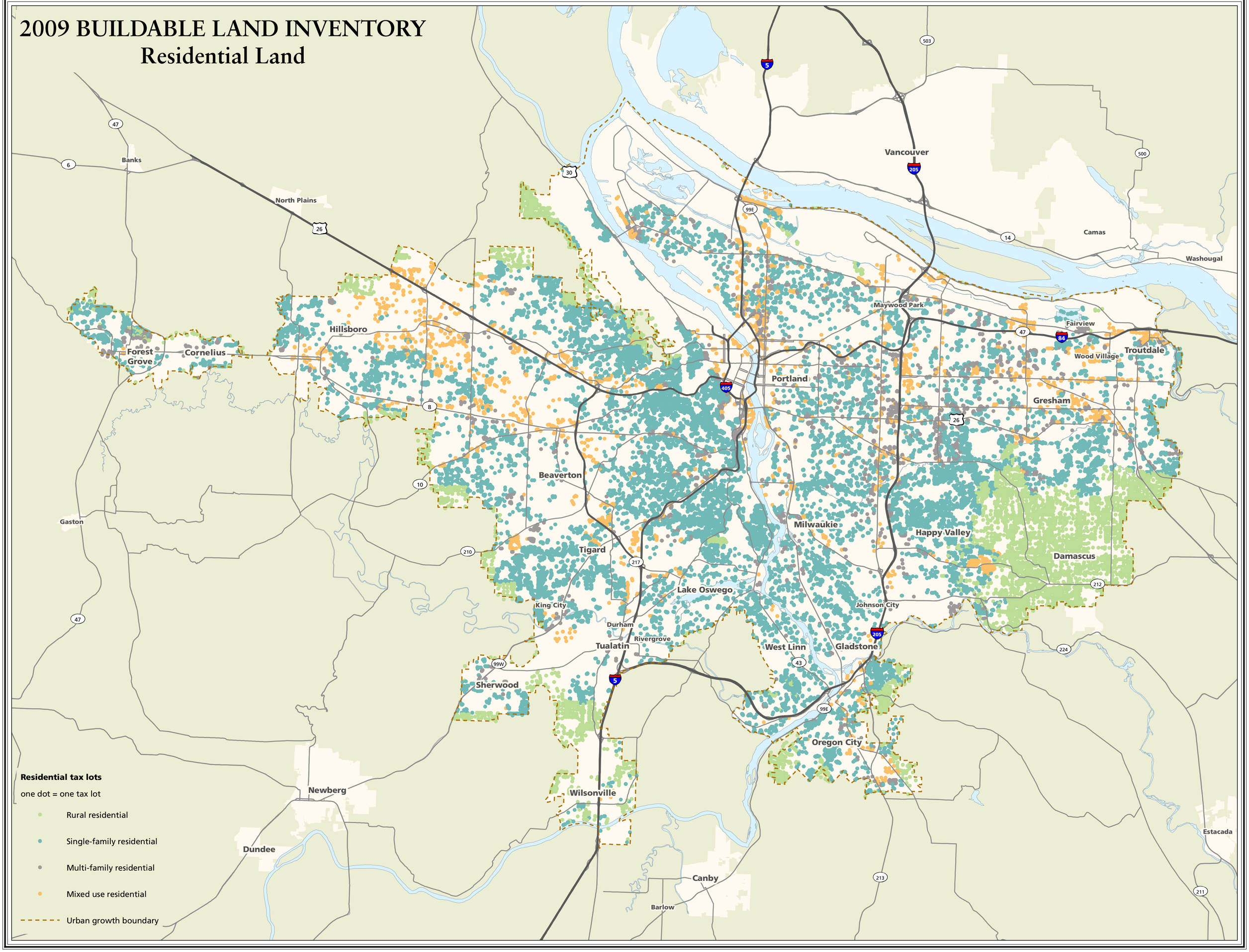
MPAC retreat discussion materials

October 23, 2009

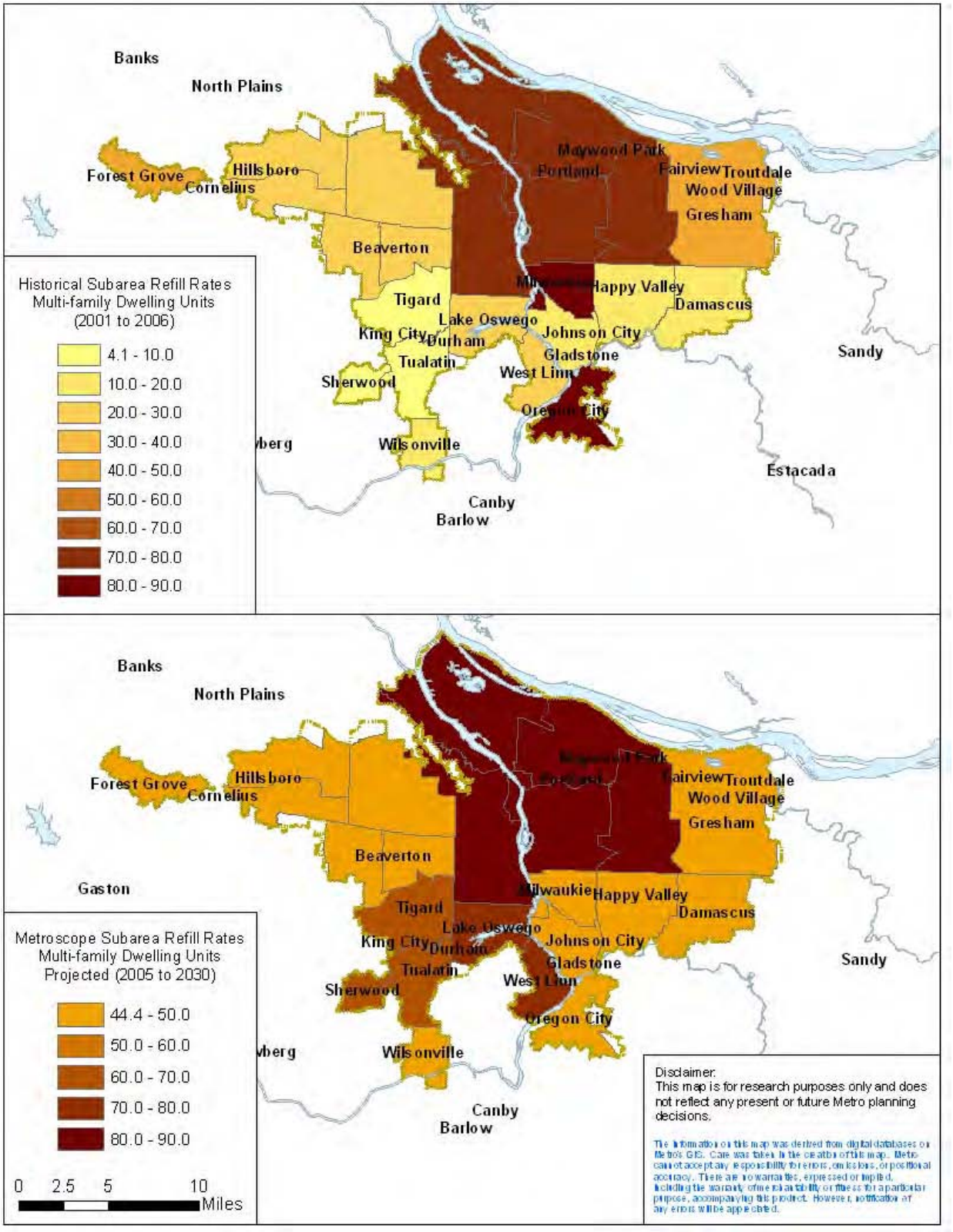
Contents

**Maps of buildable land inventories do not include tax lots in new urban areas that do not yet have urban zoning.*

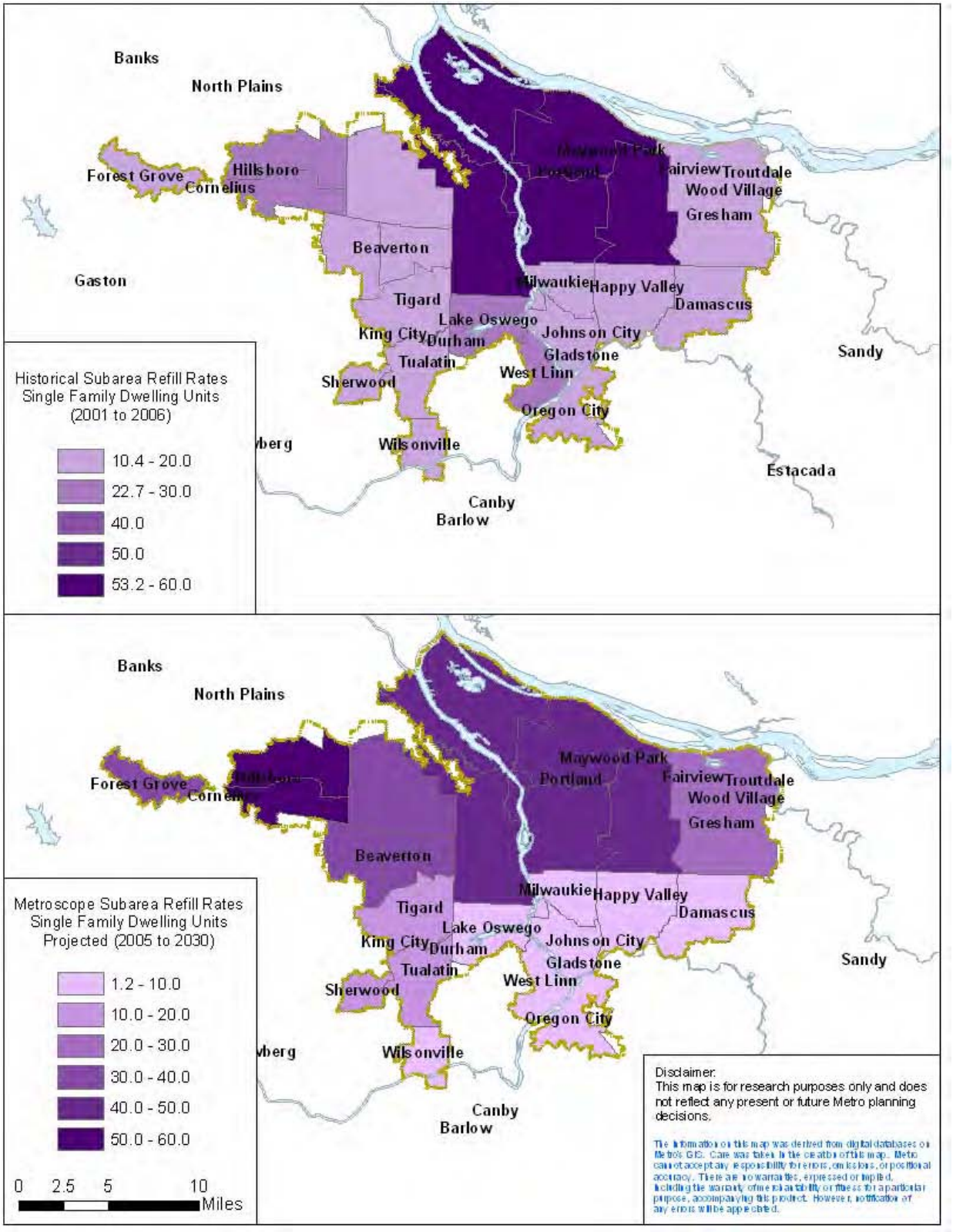
2009 BUILDABLE LAND INVENTORY
Residential Land

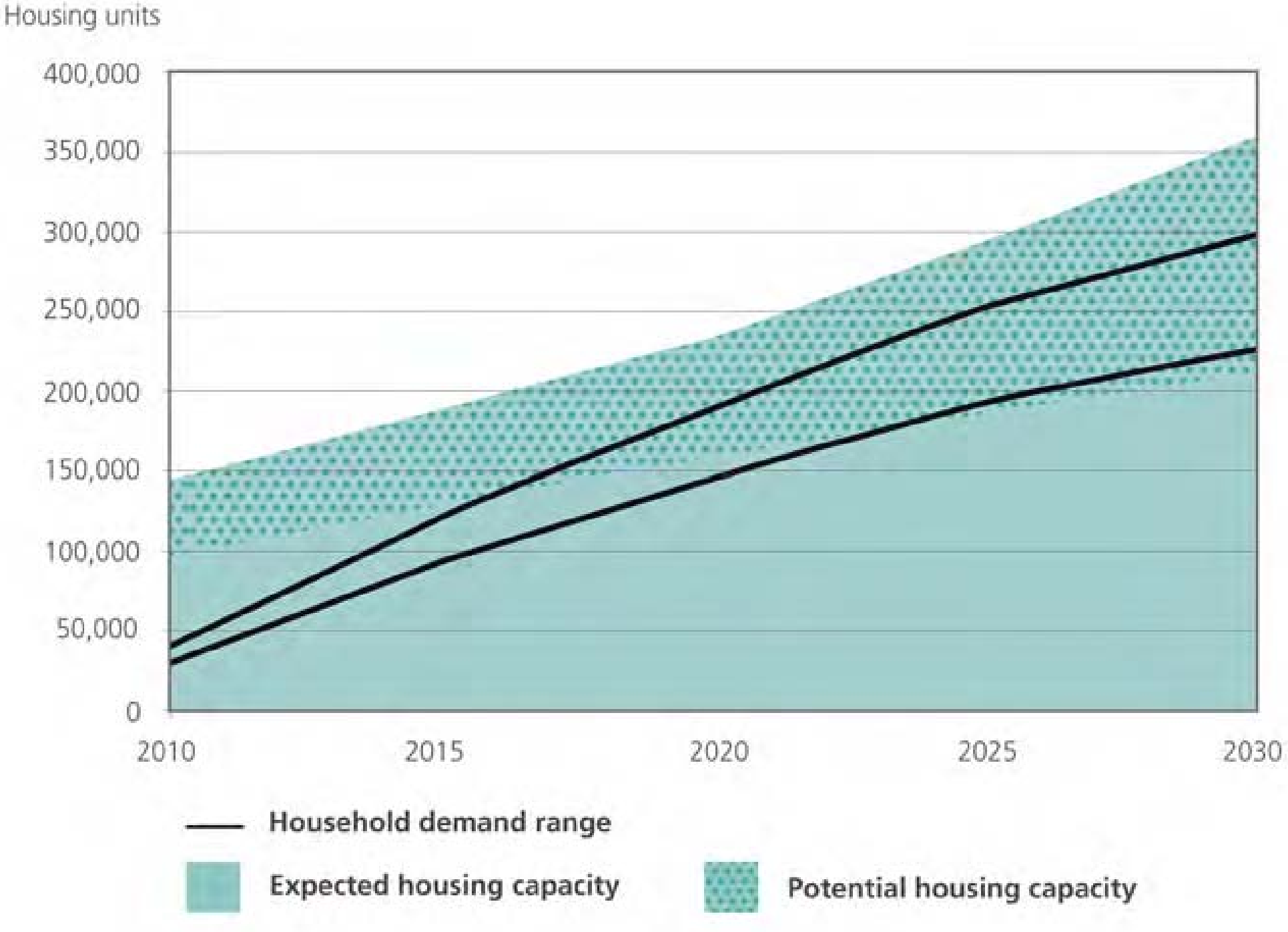


Multi-family residential refill rates (historical and forecasted)



Single-family residential refill rates (historic and forecasted)




Housing units
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
2010
2015
2020
2025
2030
Household demand range
Expected housing capacity
Potential housing capacity

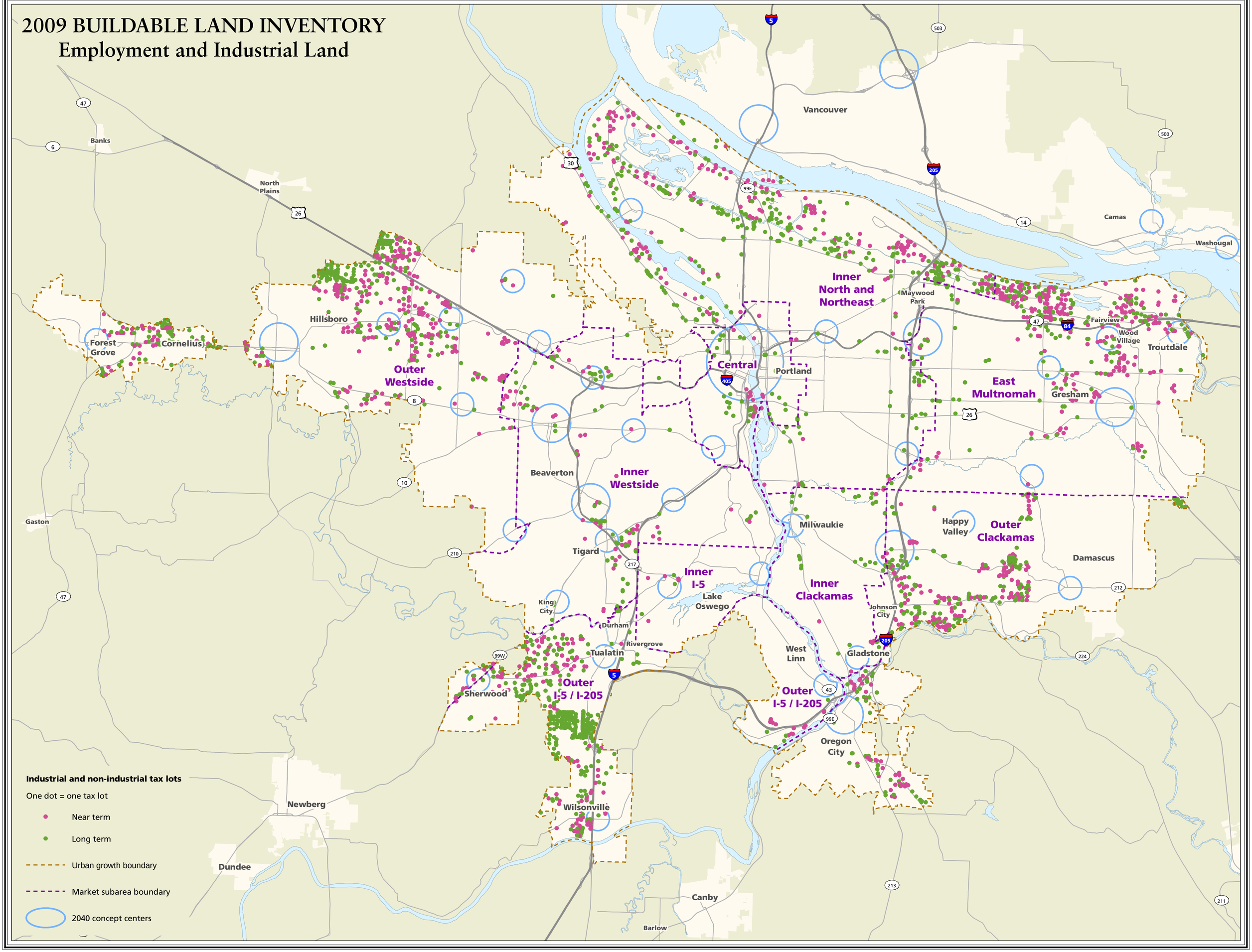
Forecasted change in employment by sector 2009-2030 (7-county area)

	Low Forecast		High Forecast	
	New jobs	**Share of new jobs**	**New jobs**	**Share of new jobs**
Manufacturing	2,400	.7%	25,400	4.7%
Non-manufacturing	295,300	90.6%	484,000	89.2%
Government	28,300	8.7%	33,500	6.2%
Total	326,000	100.0%	542,900	100.0%

Site choices of solar manufacturing firms in Oregon

Company	City	Acres	Using existing building?	Notes
PV Powered	Bend	9	Undetermined (appears yes)	Company founded in Bend. 100,000 square feet of building on former Oregon Woodworking site. Manufactures power inverters.
Solaicx	Portland	21	yes	
SolarWorld	Hillsboro	94	yes	Company in final stages of expansion at Hillsboro site. Moved into existing Komatsu silicon wafer facility.
Peak Sun Silicon	Millersburg	8	no	Company has option to purchase an additional 90 acres in Millersburg
XsunX	Wood Village	8.28	yes	Company first chose Oregon as a location and then began a site selection process, looking for existing buildings. The building that XsunX leases previously housed Merix, a high-tech manufacturer.
SpectraWatt	Hillsboro	20	no	Intel spinoff on Intel campus (has 20 acres). Halted construction because of a lack of investment money. Moving to New York because of public incentives.
Sanyo	Salem	20	no	
Oregon Crystal Technologies	Gresham	Less than 1	yes	In Rockwood urban renewal area – deciding between 2 existing buildings

2009 BUILDABLE LAND INVENTORY
Employment and Industrial Land

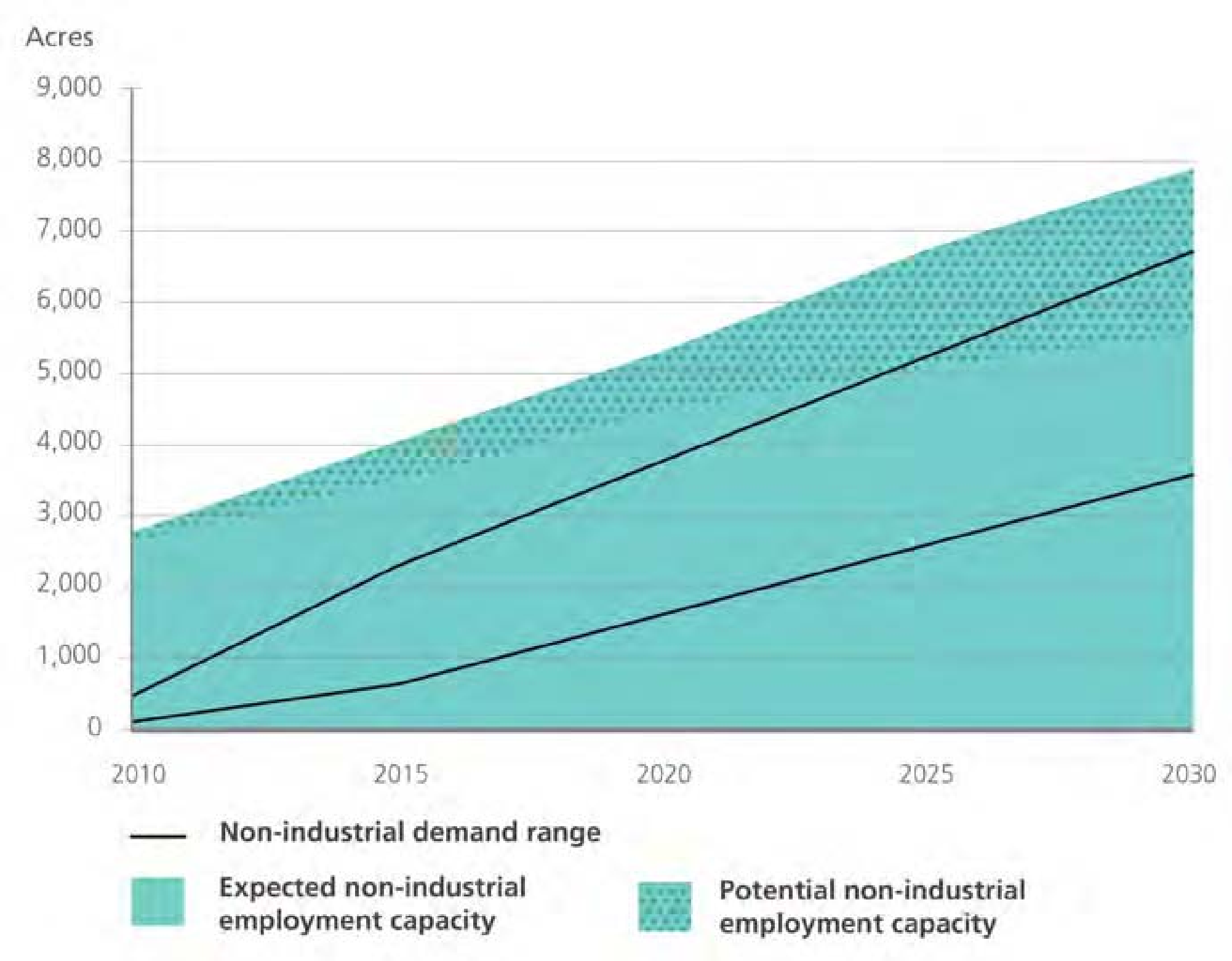


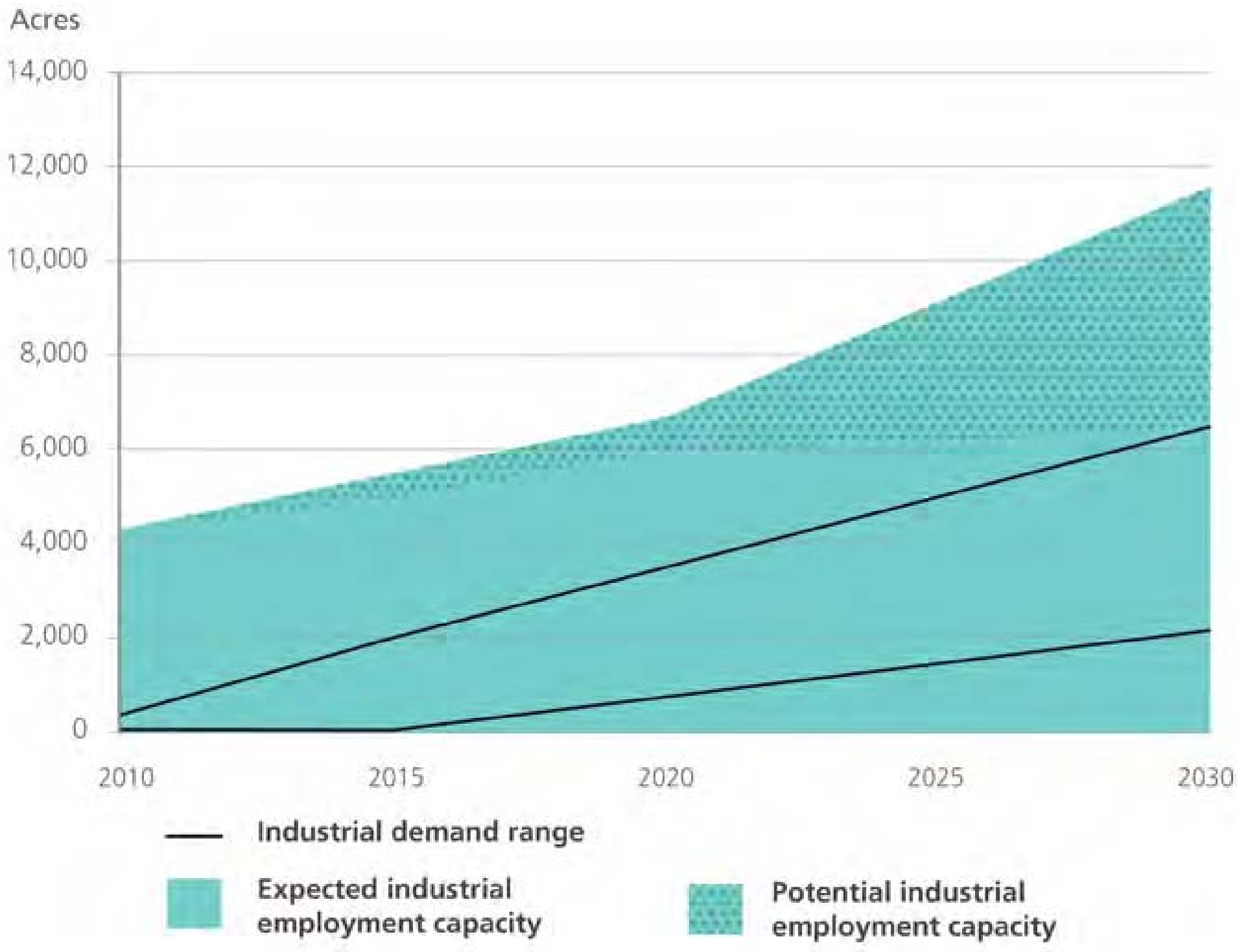
Effective employment refill rates (medium growth scenario)

2010-2015	Industrial	WD	Flex	Office	Retail	Instit	Ind	Non-Ind
Central	0%	0%	67%	80%	77%	75%	67%	77%
Inner Westside	19%	0%	20%	50%	50%	59%	20%	53%
Inner North & East	0%	36%	36%	47%	47%	57%	36%	50%
Inner Clackamas	18%	0%	19%	51%	50%	60%	19%	53%
Inner I-5	20%	21%	21%	51%	51%	58%	21%	53%
Outer Westside	20%	20%	20%	30%	25%	37%	20%	31%
East Multnomah Co	0%	10%	10%	30%	25%	36%	10%	30%
Outer Clackamas	20%	0%	20%	30%	0%	36%	20%	35%
Outer I-5/205	10%	10%	10%	30%	25%	36%	10%	30%
REGION	17%	30%	24%	55%	51%	58%	22%	55%

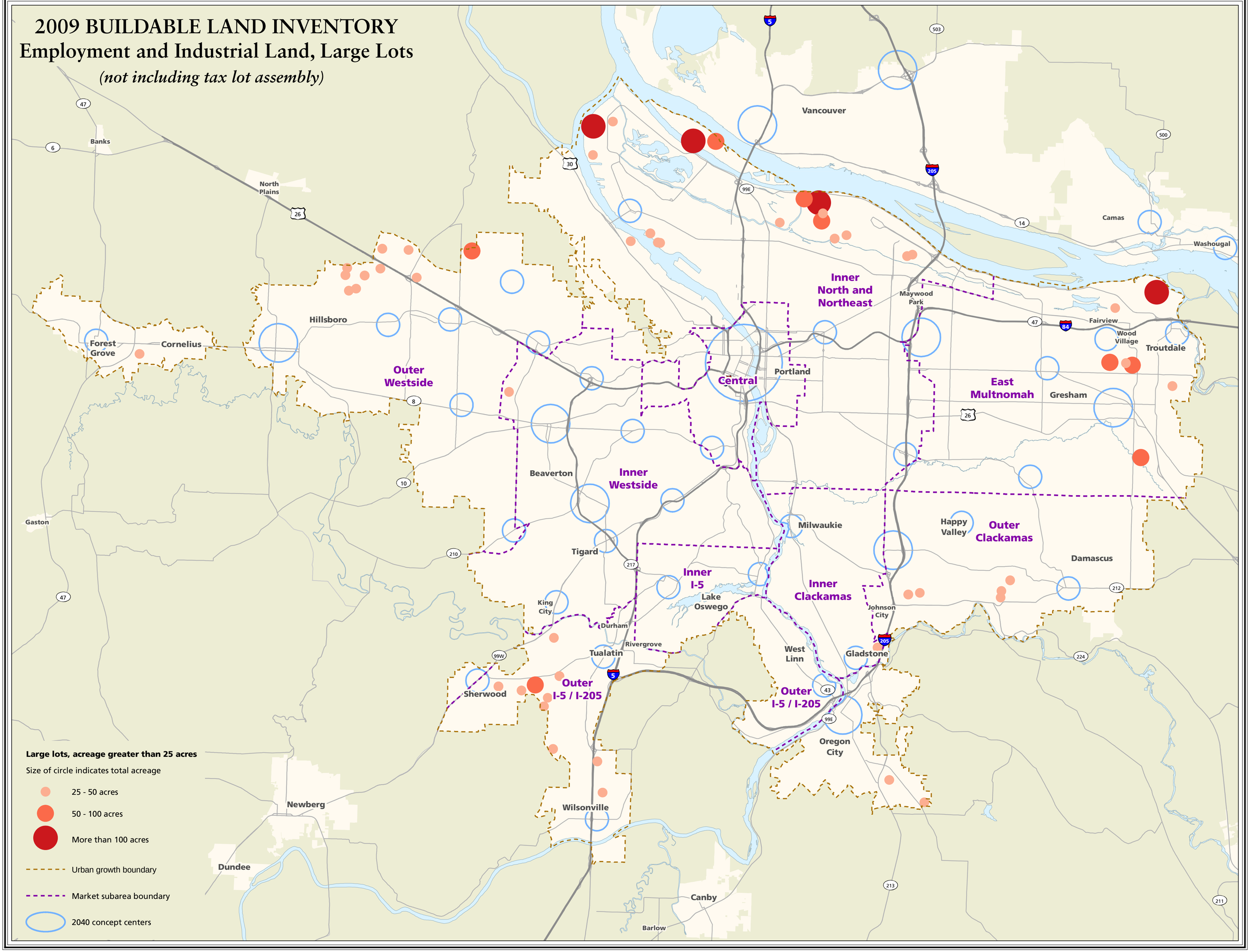
2015-2030	Industrial	WD	Flex	Office	Retail	Instit	Ind	Non-Ind
Central	0%	68%	67%	80%	77%	75%	68%	77%
Inner Westside	0%	20%	20%	50%	50%	59%	20%	53%
Inner North & East	0%	36%	36%	47%	47%	57%	36%	50%
Inner Clackamas	0%	19%	19%	51%	50%	60%	19%	53%
Inner I-5	20%	21%	21%	51%	51%	58%	21%	52%
Outer Westside	20%	20%	20%	30%	25%	37%	20%	31%
East Multnomah Co	10%	10%	10%	30%	25%	36%	10%	30%
Outer Clackamas	20%	20%	20%	30%	25%	36%	20%	30%
Outer I-5/205	10%	10%	10%	30%	25%	36%	10%	30%
REGION	17%	24%	21%	49%	51%	55%	20%	51%

2010-2030 regional weighted average	**20%**	**52%**


Acres
9,000
8,000
7,000
6,000
5,000
4,000
3,000
2,000
1,000
0
2010
2015
2020
2025
2030
Non-industrial demand range
Expected non-industrial employment capacity
Potential non-industrial employment capacity


Acres
14,000
12,000
10,000
8,000
6,000
4,000
2,000
0
2010
2015
2020
2025
2030
Industrial demand range
Expected industrial employment capacity
Potential industrial employment capacity

2009 BUILDABLE LAND INVENTORY
Employment and Industrial Land, Large Lots
(not including tax lot assembly)



Comparison of large lot supply and the demand range through 2030
(single and multi-tenant large lot users)

Without tax lot assembly assumption

Lot size (acres)	Lots available	High growth lot demand	Low growth lot demand	Additional large lots needed
25 to 50	37	27	17	0
50 to 100	9	16	11	2 to 7
100 plus	4	5	5	1

With tax lot assembly assumption

Lot size (acres)	Lots available	High growth lot demand	Low growth lot demand	Additional large lots needed
25 to 50	25	27	17	0 to 2
50 to 100	15	16	11	0 to 1
100 plus	4	5	5	1

Summary result: Potential need for 200 to 800 additional acres of large lot capacity

COST-BURDENED HOUSEHOLDS
Low Growth Forecast (2030)

North Portland
Northeast Portland
North Hillsboro
Forest Grove - Cornelius
South Hillsboro
East Washington Co.
Portland CBD
Gresham - Wood Village
Fairview - Troutdale
Southeast Portland
East Portland
SW Beaverton
South Beaverton
West Portland
Milwaukie
Happy Valley
Damascus
Tigard - King City
Lake Oswego
Gladstone - Clackamas
Tualatin
Sherwood - Scholls
West Linn
Oregon City
Wilsonville

Percent of households that are cost-burdened

- 0% - 10%
- 10% - 15%
- 15% - 20%
- 20% - 25%
- 25% - 30%
- Urban growth boundary

COST-BURDENED HOUSEHOLDS
High Growth Forecast (2030)

North Portland
Northeast Portland
North Hillsboro
Forest Grove - Cornelius
South Hillsboro
East Washington Co.
Portland CBD
Gresham - Wood Village
Fairview - Troutdale
Southeast Portland
East Portland
SW Beaverton
South Beaverton
West Portland
Milwaukie
Happy Valley
Damascus
Tigard - King City
Lake Oswego
Gladstone - Clackamas
Tualatin
Sherwood - Scholls
West Linn
Oregon City
Wilsonville

Percent of households that are cost-burdened

- 0% - 10%
- 10% - 15%
- 15% - 20%
- 20% - 25%
- 25% - 30%
- Urban growth boundary