

REVISED 9/21/12

Randy Tucker, Metro

| Meeting: | Metro Council Work Session & Executive Session |
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| Date: | Tuesday, Sept. 25, 2012 |
| Time: | 9:30 a.m. |
| Place: | Council Chamber |
| | |

CALL TO ORDER AND ROLL CALL

- 9: 30 AM 1. ADMINISTRATIVE/ CHIEF OPERATING OFFICER COMMUNICATIONS
- 9:45 AM 2. IMPLEMENTING THE REGIONAL Josh Naramore, Metro TRANSPORTATION SAFETY PLAN RECOMMENDATIONS - <u>INFORMATION /</u> <u>DISCUSSION</u>
- 10:30 AM 3. BREAK
- 10:35 AM
 4. REGIONAL INDUSTRIAL SITE READINESS PROJECT - <u>INFORMATION / DISCUSSION</u>
 Ted Reid, Metro John Williams, Metro Bernie Bottomly, PBA
- 11:25AM
 5.
 COMMUNITY DEVELOPMENT AND PLANNING (CET) GRANT CRITERIA – <u>INFORMATION /</u> <u>DISCUSSION</u>
 Gerry Uba, Metro
- 11:45 AM 6. COUNCIL BRIEFINGS/COMMUNICATION

ADJOURN

EXECUTIVE SESSION HELD PURSUANT WITH ORS 192.660 (2)(d). TO CONDUCT DELIBERATIONS WITH PERSONS DESIGNATED BY THE GOVERNING BODY TO CARRY ON LABOR NEGOTIATIONS.

Agenda Item No. 2.0

IMPLEMENTING THE REGIONAL TRANSPORTATION SAFETY PLAN RECOMMENDATIONS

Metro Council Work Session Tuesday, Sept. 25, 2012 Metro, Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: <u>Sept 25, 2012</u> Time: <u>9:45a.m.</u> Length: <u>45 min.</u>

Presentation Title: <u>Implementing the Regional Transportation Safety Plan</u> <u>Recommendations</u>

Service, Office, or Center: Planning and Development

Presenters (include phone number/extension and alternative contact information): Josh Naramore (x1825)

ISSUE & BACKGROUND

The Portland Metro region, with a population of about 1.6 million, comprises almost 40 percent of the state's population. Between 2007 and 2009 there were more than 18,000 crashes including 159 fatalities and 1,444 crashes resulting in a severe injury in the region. This represents 43% of the state's crashes, 14% of its fatalities, and 36% of its serious injury crashes. The annual economic cost to the region of these crashes is estimated at \$958 million¹. It is the Portland Metro region's adopted goal to reduce the number of pedestrians, bicyclists, and automobile occupants killed or severely injured on the region's roadways each by 50% by 2035 compared to 2005. A 50% reduction in all crash types would therefore be a saving of \$479 million annually in economic costs to the Metro region.

In 2012 Metro and its partners completed the first Regional Transportation Safety Plan (RTSP), which identified regional multimodal crash trends and recommendations to meet the 2035 RTP target. The RTSP serves as a data-driven framework and specifically urban-focused plan to reduce fatalities and serious injuries in the Portland Metropolitan region. The key findings from the data are:

- Arterials have the highest serious crash rate for all modes.
- Alcohol and drugs are primary contributing factors to fatal crashes.
- Speeding and aggressive driving are the leading contributing factors toward serious crashes.
- Serious pedestrian crashes are disproportionately represented after dark.
- Serious nighttime pedestrian and bicycle crashes occur disproportionately where street lighting is not present.
- Streets with more traffic lanes have particularly high serious pedestrian crash rates per mile and per VMT.

¹ Oregon Department of Transportation, Comprehensive Economic Value per Crash table, <u>http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/docs/excel/BC_Form.xls</u>

Identifying the trends in the data influenced the development of key recommendations to meet the RTP target for reducing fatalities and serious injuries for all crashes by 50 percent. The key recommendations are:

- Develop an arterial safety program to identify high crash arterials and develop targeted strategies to make these corridors safer.
- Develop targeted strategies to reduce the prevalence of driving under the influence of alcohol and drugs, speeding and aggressive driving.
- Focus on improved pedestrian crossings including lighting, particularly on multilane arterials.
- Focus on providing protected bicycle facilities along high-volume and/or high-speed roadways such as buffered bike lanes, cycle tracks, multi-use paths, or low-traffic alternative routes.
- Emphasize bicycle and pedestrian safety as part of the Regional Active Transportation Plan currently underway.

At the May 29 Metro Council Work Session and June 14 JPACT meeting, Metro staff presented the safety findings and recommendations. Both Metro Council and JPACT directed Metro staff to develop a strategy to implement the safety recommendations. Staff has been working with local partners and staff from other MPOs in other regions in drafting a proposal to effectively begin to reduce fatalities and sever injuries on the regional transportation system. Table 1 shows an estimate of the resources needed to implement each safety recommendation.

Annually, full implementation of the safety plan recommendations would cost \$5.183 million. Resources to cover staffing would account for 3.7 percent (\$183,000) of the total program cost and the remaining 96.3 percent would fund multimodal arterial safety improvements two identified facilities each year. Implementation of a truly integrated safety program needs to address all of the five "E's" of safety: education, emergency medical service (EMS), enforcement, engineering and evaluation. The arterial safety program primarily focuses on the engineering "E" of safety. The staffing for the behavioral and active transportation recommendations will incorporate education, EMS and enforcement.

Evaluation and tracking performance is also a critical component of all three safety plan recommendations. The staffing for each recommendation includes support of the work of a safety data analyst. This position would collect the ODOT crash data annually, provide data support to local jurisdictions during transportation system plan and project development, and develop an annual safety data report to monitor the region's safety performance in meeting the adopted RTP goal for reducing fatalities and severe injury crashes. Additionally, performance evaluation and reporting are key new requirements from MAP-21.

OPTIONS AVAILABLE

Annual implementation of the full Regional Transportation Safety Plan recommendations would require \$5.183 million. A three-year allocation would be \$15.549 million. Roughly 96 percent of all of the funding will implement multimodal safety improvements to 6 of the highest crash arterials in the region. Staff has been working with federal, state and local partners to identify potential resources to fund the safety pilot program. Recent changes to ODOT STIP process and 2015-18 MTIP process have accelerated the timeline for being able to apply for state and federal resources to support implementation of the Regional Transportation Safety Plan recommendations. Metro staff will be engaging TPAC at their September 28 meeting and JPACT at their October 11 meeting on this topic.

QUESTION(S) PRESENTED FOR CONSIDERATION

1. Staff is seeking input from Council on funding opportunities to implement the Regional Transportation Safety Plan recommendations.

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes X_No DRAFT IS ATTACHED __Yes X_No

ATTACHMENTS:

• Table 1 – Resources to Implement the Regional Transportation Safety Plan Recommendations

| RTSP Recommendation | Tangible Products | | Annual Costs |
|---|---|------|---|
| 1. Behavioral Factors – reduce the prevalence of driving under the influence of alcohol and drugs, speeding and aggressive driving. Convene a workgroup of safety service professionals, including law enforcement and EMS etc. to address these contributing factors. | Develop strategy for coordinating regional safety education campaigns. Identify resources to fund more local enforcement actions. Best practices toolkit for effective safety education and outreach. Integrate behavioral factors into the arterial safety projects. | 0.3 | \$36,000 for staffing TOTAL - \$36,000 |
| Arterial Safety – identify the highest crash arterials and develop targeted strategies to make these corridors safer. | Regional scorecard to identify highest priority arterials for safety investments to most effectively use funds (Year 1 only). Conduct 2 road safety audits or comparable approach on high priority arterials to develop projects and fund each facility with \$2.5 million for multimodal safety improvements. Annual update of regional safety data to demonstrate performance towards RTP goal. | 0.7 | \$90,000 for staffing \$30,000 for consultant assistance for two audits \$5,000,000 for capital improvements to the two selected arterials TOTAL - \$5,120,000 |
| Active Transportation Safety – incorporate safety findings and recommendations into the Regional Active Transportation Plan and future local, regional and state project development. | Develop guidelines for improving pedestrian crossings, pedestrian lighting issues at intersections, and providing protected bike facilities where feasible on multilane roadways. Develop projects for local, regional, and state funding. Provide local technical assistance in development of active transportation projects and addressing bike and pedestrian safety. | 0.2 | • \$27,000 for staffing TOTAL - \$27,000 |
| | TOTAL | 1.2 | \$5,183,000 |
| | TOTAL | REQU | JEST: 15,549,000 for 2013-2015 |

Table 1 – Resources to Implement the Regional Transportation Safety Plan Recommendations

Agenda Item No. 4.0

REGIONAL INDUSTRIAL SITE READINESS PROJECT

Metro Council Work Session Tuesday, Sept. 25, 2012 Metro, Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: <u>September 25, 2012</u> Time: <u>10:35 a.m.</u> <u>Length: 50 minutes</u>

Presentation Title: <u>Regional Industrial Site Readiness project</u>

Service, Office, or Center: <u>Community Development</u>

| Presenters (include phone number/extension and alternative contact information): | | |
|--|--|--|
| Ted Reid | 503-797-1768; <u>ted.reid@oregonmetro.gov</u> | |
| John Williams | 503-797-1635; john.wiliams@oregonmetro.gov | |
| Bernie Bottomly | (Portland Business Alliance) | |
| Randy Tucker | 503-797-1512; randy.tucker@oregonmetro.gov | |
| | | |

ISSUE & BACKGROUND

Traded-sector firms sell goods and services to buyers outside of the metro region, increasing the region's wealth. Our region has many sites with the potential to grow high-paying manufacturing and other traded-sector jobs, but a new study finds that these sites require a variety of actions to make them development-ready and attractive to traded-sector firms. Those actions include regulatory approvals (permitting, mitigation), infrastructure (sewer, water, transportation, fill), aggregation of sites, brownfields clean-up, and state/local actions (land division, rezoning, annexation). The completed study consists of two phases and was conducted by Group Mackenzie for Metro, NAIOP, the Portland Business Alliance, Business Oregon, and the Port of Portland.

Phase 1 of this project identified 56 large vacant sites in the region's urban growth boundary and selected urban reserves that are designated for future industrial development¹. Sites were ranked based on how much time is required to make them development-ready.

Phase 2 of this project analyzed 12 example sites in greater detail. The sites were chosen because they illustrate a variety of traded-sector development opportunities and challenges. The analysis included hypothetical development scenarios with summaries of the actions needed to make the sites development-ready and the costs and timeframes to do so. In addition, the economic benefits of successful development—jobs, property tax and state income tax—were estimated.

Ensuring our region can provide development-ready sites for new and growing companies is a responsibility of local, regional, and state agencies as well as the private sector. To start a dialogue, the report's recommendations include:

- Maintaining and expanding existing state infrastructure funding and technical assistance programs while exploring additional opportunities to improve state support
- Streamlining and improving predictability of state and local regulatory and permitting processes to reduce risk and increase private sector investment

¹ This study inventoried sites with 25 or more vacant, buildable acres. Only three of the 56 sites inventoried are currently outside the UGB in urban reserves. Urban reserves are not designated for particular uses, but the urban reserve sites included in the inventory are generally suitable for industrial uses.

• Exploring opportunities for regional and state funding for "patient developer entities," either public or private, that can invest in due diligence and site preparation without requiring a market-driven return on investment

These topics will be discussed at upcoming regional events, including a forum on October 3 (see attached rollout calendar). Part of the Council's discussion at the work session will focus on Metro's work plan and legislative agenda as it relates to some of the report's recommendations.

OPTIONS AVAILABLE/IMPLICATIONS AND SUGGESTIONS

Metro is currently addressing large industrial site readiness through a variety of efforts, including:

- Corridor planning (the SW and East Metro areas both contain large industrial sites)
- Direct financial assistance, such as Planning and Development Grants and MTIP/RFFA funding
- Technical assistance, including work related to Metro's Industrial and Employment Areas policies (Title 4 of the Urban Growth Management Functional Plan), which protect key industrial areas from conflicting uses. These protections might be better leveraged by the patient developer concept noted above.
- Support for the Community Investment Initiative (the Regional Investment Enterprise and Development-Ready Community programs may develop direct ties to industrial site readiness)

None of the report's recommendations are explicitly directed at Metro, and additional work would require additional resources. Staff recommends that Metro continue its support for actions and investments that enhance the development readiness of large industrial sites in the region. A more general suggestion is that Metro should continue to play a role in continuing to highlight the importance of development readiness of industrial sites and the need for coordinated efforts.

The Council may also wish to support legislative actions at the state level, which will be described in this work session.

It's important to note that while this report focuses on short-term readiness, Metro also has an important role in assessing the region's long-term supply of industrial and employment lands, and will continue to do this work in future periodic reviews of the Urban Growth Boundary. In addition, Metro will continue to support local efforts to concept plan and zone lands added to the UGB, adding to the region's supply of industrial sites over time.

QUESTION(S) PRESENTED FOR CONSIDERATION

- How might the Council wish to use this study's findings to inform future investment and policy decisions?
- Does the Council support the legislative concepts currently under discussion?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes _x_No DRAFT IS ATTACHED ___Yes _x__No

Regional Industrial Site Readiness engagement activities

Work in progress 9/14/12 – primarily lists engagement Metro will be involved in

Goals of this fall's engagement:

- Raise awareness of project findings
- Begin discussion of policy recommendations identified by project partners (staff)
- Lay groundwork for coordinated regional/state/local actions in 2013 and beyond

| Audience | Suggested presenters/lead roles | Date (if set) |
|-------------------------------------|-------------------------------------|---------------|
| Metro Councilors (one-on-one | Ted Reid, John Williams | done |
| briefings with project liaisons and | | |
| Council President) | | |
| 1000 Friends of OR (Jason Miner) | Bernie Bottomly, Ted Reid, Lise | done |
| | Glancy | |
| OR legislative committees | President Hughes, Bernie Bottomly | done |
| Commissioner McKeel | Councilor Craddick, Ted Reid | Sept. |
| Metro Council (work session) | Ted Reid, John Williams, Bernie | September 25 |
| | Bottomly, Randy Tucker (legislative | |
| | concepts) | |
| League of Cities conference | COO Bennett | Sept 27 -29 |
| Oregon Business Plan regional forum | President Hughes (convenor) | Oct 3 |
| | Mayor Willey (convenor) | |
| | Comm. McKeel (convenor) | |
| | Councilor Harrington (facilitator) | |
| | Councilor Craddick (facilitator) | |
| Gresham Economic Summit | Governor Kitzhaber (keynote) | Oct 4 |
| | Keith Leavitt (Ind. Site study) | |
| Port Commission | Keith Leavitt, Mark Clemons | Oct 10 |
| MPAC | Councilor Harrington (intro) | Oct 10 |
| | Ted Reid, Bernie Bottomly, local | |
| | staff TBD with Phase II site | |
| MTAC | Ted Reid, Susie Lahsene | Oct 17 |
| JPACT | Councilor Collette (intro) | TBD |
| | Ted Reid, Susie Lahsene | |
| OR Economic Development Agency | Bernie Bottomly, Mike Williams | ТВО |
| Association of Oregon Counties | TBD | ТВО |
| WEA | Staff/Councilors | TBD |
| CREEC | Staff/Councilors | TBD |
| Columbia Corridor | Staff/Councilors | TBD |
| Chambers | Staff/Councilors | TBD, Sept-Oct |
| County Boards | Councilors | TBD, Sept-Oct |
| City Councils | Councilors w/staff | TBD, Sept-Oct |
| Oregon Business Leadership Summit | TBD | Dec. 3 |

Project Executive Summary





Project Sponsors

Business Oregon — Metro — NAIOP Oregon Chapter Port of Portland — Portland Business Alliance

Project Management Team and Sponsors:

Business Oregon - Mike Williams Metro - John Williams and Ted Reid NAIOP Oregon Chapter - Kirk Olsen and Mike Wells Port of Portland - Keith Leavitt, Lise Glancy, and Susie Lahsene Portland Business Alliance - Bernie Bottomly











Consultant Team:

Group Mackenzie – Mark Clemons, Project Manager Gabriela Frask, Brent Nielsen, Chris Clemow, Bob Thompson Ash Creek Associates, Inc. – Chris Breemer Johnson Reid – Chris Blakney







Agency Review: Business Oregon – Karen Homolac Oregon Department of State Lands – Kirk Jarvie Oregon Department of Transportation – Kelly Scannell Brooks

Project Funders:

Commercial Real Estate Economic Coalition (CREEC) Clackamas County City of Gresham City of Hillsboro City of Portland City of Sherwood City of Sherwood City of Wilsonville Howard S. Wright National Electrical Contractors Association – Oregon-Columbia Chapter Oregon State Building & Construction Trades Council Portland General Electric Plumbing & Mechanical Contractors Association Sheet Metal & Air Conditioning Contractors National Association Three Oaks Development Company Westside Economic Alliance

The Project is being funded in part through funds provided by the State of Oregon, acting by and through the Business Oregon (an Oregon state agency).

The site information contained in this report is based on publicly available data sources and is not intended to replace independent due diligence for transaction purposes. Prospective purchasers, tenants, and others shall perform and rely solely upon, their own independent due diligence with respect to the Property.



PROJECT EXECUTIVE SUMMARY

A. PROJECT PURPOSE

Traded-sector companies sell goods to buyers outside of the Metro region, bringing in additional wealth. Attracting and retaining traded-sector industrial companies is important for the Portland region's long-term economic prosperity. Establishing a supply of development-ready large industrial sites is a critical part of a strategy to attract and retain traded-sector jobs. Because the Portland region must compete with other metropolitan areas for these traded-sector jobs, it must be able to provide a reasonable inventory of available sites.

This report examines the current and near-term supply of large (25+ acres) industrial sites available to accommodate the expansion of existing employers and recruitment of potential new employers to the Portland metro region¹. For purposes of this study, only vacant, industrially zoned, or planned lands within the Portland metropolitan Urban Growth Boundary (UGB) and selected Urban Reserves were analyzed.

The project was conceived partly in response to Metro's 2009 Urban Growth Report, which identified a shortage of large-lot industrial sites in the region and in recognition of the need to replenish large-lot industrial sites as they are developed. This project report was produced by Group Mackenzie in partnership with Business Oregon, Metro, NAIOP - Commercial Real Estate Development Association Oregon Chapter, Port of Portland and Portland Business Alliance, whose representatives served as the Project Management Team (PMT).

The project is divided into two parts. Phase 1 documented the regional inventory of large industrial sites and categorized them into three tiers based on their development readiness. Phase 2 analyzed 12 representative Phase 1 sites to provide more detail about their constraints and the potential economic benefits of development. The purpose of the project is to:

- Quantify the supply and readiness of large industrial sites in the Portland metro area.
- Determine the costs and benefits of developing a representative subset of these sites.
- Inform discussion on future tools and policies to maintain a market-ready inventory of industrial sites.

¹ The Regional Industrial Site Readiness Project examined vacant, industrially-zoned, or planned lands within the Portland metropolitan area's UGB and selected urban reserves that are suitable for large-lot industrial development by new firms moving to the region or the growth of existing firms that do not hold land for future expansion. Rural areas of Clackamas and Washington counties outside the UGB were not included in this analysis. The study identified and documented user-owned sites held for future use but excluded these from the detailed analysis because these sites were not available to the marketplace.

B. FINDINGS

1. Development Readiness

The analysis in this study shows that the region lacks a supply of industrial land that is readily available to attract and grow the types of catalytic employers that will help the region's ability to prosper. This is particularly an issue for sites of 50 acres or more.

Figure 1 represents the findings of the regional inventory as of October 2011. The study found:

9 Tier 1 sites

Available for facility construction within 180 days

There are few Tier 1 "market ready" sites available for traded-sector opportunities in the near term. Further, only five of these nine sites meet broad marketability requirements.

16 Tier 2 sites

Available for facility construction between seven and 30 months

There is a modest supply of mid-term sites requiring investment and policy actions to bring these sites to market. Four of these sites require assembly of smaller lots.

31 potential Tier **3** sites

Available for facility construction beyond 30 months

There are multiple challenges and significant investment and time required to bring these pipeline sites to market. Ten of these sites require lot assembly.

There is a limited supply of 50-plus and 100-plus acre sites in the Portland region. The study found:

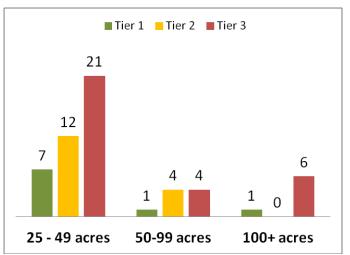
Tier 1 sites: One 100-plus acre site

Tier 2 sites: No 100-plus acre sites

Tier 3 sites: Six potential 100-plus acre sites; three require lot assembly

Industrial sites in the region are in varying states of readiness, requiring regulatory approvals (permitting, mitigation), state/local actions (concept planning, annexation, rezoning), infrastructure (sewer, water, transportation), assembly of sites, and brownfield cleanup. This report provides a clearer understanding of the actions and investments required to make more of these sites development ready to ensure the region's competitiveness.





Source: Group Mackenzie

2. Development Costs

Evaluation of the 12 Phase 2 case study sites shows most sites have at least one major constraint which is significant enough to preclude market activity. A lack of off-site public utilities such as water, sanitary sewer, storm water, and transportation, are the most common, and in many of the case studies, the most severe constraint. Across all 12 Phase 2 sites, off-site costs comprise roughly 44 percent of all development costs. Transportation constraints are the largest contributing factor. The median cost for off-site infrastructure ranges between \$0.16 per square foot to \$0.85 per square foot. Transportation is the highest at \$0.85 per square foot. Beyond dollars, the time to establish infrastructure approaches 24 to 30 months.

Direct public investment to address off-site issues can have a significant positive impact. For example, the East Evergreen site in Hillsboro has a market viability gap of \$13.3 million, the most significant element of which is transportation infrastructure. An investment in this infrastructure would alleviate 78 percent of the market gap for this site.

The sites with critical infrastructure deficiencies are not likely to attract large firms if investment is left solely to the private market or delayed until a business willing to commit to a site is found.

On-site constraints, such as floodplain, slope, wetlands, and brownfields are not as broadly common, but where they do exist, are often costly and cause delays.

| Table 1. Her z and her 5 bevelopment Considints | | |
|---|-----------------|--|
| CONSTRAINT* | NUMBER OF SITES | |
| Brownfield/Cleanup | 8 | |
| Natural Resources | 13 | |
| Infrastructure | 19 | |
| Transportation | 18 | |
| Land Assembly | 14 | |
| State/Local Actions | 20 | |
| Not Willing to Transact | 18 | |

Table1: Tier 2 and Tier 3 Development Constraints

*Sites may have multiple constraints Source: Group Mackenzie

Eight of the Phase 2 sites have a wetland bank in their watershed, which is the preferred mitigation method and reduces time to development. The other three sites that have wetland issues either would necessitate on-site mitigation, reducing net developable acreage, or as in the case of the Troutdale Reynolds Industrial Park (TRIP), require the purchase of additional land for off-site mitigation. Currently, wetland permitting and mitigation cannot occur without a specific user and site plan in hand.

When combined with the long lag times for permitting and mitigation, wetland mitigation is a key "opportunity constraint." Investment in resources, such as creation of wetland banks or a streamlined process, could move these sites further toward marketability at a relatively low cost.

Eight of the 12 sites in this study are agricultural greenfields that have had no previous industrial use. Because of this, brownfield remediation is the smallest dollar cost constraint across all Phase 2 sites. However, even where costs are quite small, environmental remediation is typically the first activity which must occur in the development process. The median brownfield remediation time for all sites (except TRIP) is six months. If the time required for brownfield remediation were eliminated for these sites it would mean a savings of \$2,800 per acre in time costs could be achieved through early environmental remediation.

Brownfield remediation for previously used industrial sites can, on the other hand, be significant. On the TRIP site in Troutdale, environmental cleanup totals \$3.6 million, excluding the costs already incurred by the previous owner on this Superfund site. This is \$1.28 per square foot and exceeds 7.5 percent of total site readiness costs.

Simplifying and expediting permitting and other pre-development processes can have a significant financial impact on project feasibility. There is a time cost associated to the capital required to ameliorate on and off-site constraints². The Phase 2 analysis found that nearly a quarter of all site development costs are related to time and risk. Activities that reduce uncertainty and delay will implicitly reduce time and risk costs and make a site more financially feasible.

² This study calculated a 7 percent annualized rate from the period dollars are spent in the development schedule to site development readiness.

Front end due diligence to identify issues and early investments in preparing sites for market readiness can have a significant impact on their viability by reducing time and risk to the developer or user. Due diligence that identifies a site's constraints and the time to address them, will highlight those that have low costs but long timeframes. These types of constraints provide a good place to focus initial efforts.

One of the most significant project findings is that lot aggregation is a major hurdle to site readiness. Six of the 12 Phase 2 sites require parcel aggregation as the sites are made up of multiple parcels and multiple owners. In one case, there are eight separate owners to aggregate, and in another, 17 owners. While it was not possible to estimate how long the aggregation process may take, it is important to understand that sites that have multiple ownerships have an additional constraint that adds risk and needs to be addressed.

Constraints need to be understood from the perspective of cost, time, and risk. For sites that are close to economic viability, tools that reduce risks and time to market are likely to be most efficient. Sites with more severe constraints will require more comprehensive strategies that include financial tools to bring them to the market.

3. Economic Benefits

Significant economic and fiscal benefits can be created through investments in market ready sites (Table 2). Providing a sense of scale, the 12 sites analyzed in Phase 2 have the capacity to create an estimated 12,500 direct jobs on-site with average annual wages of \$97,000. When off-site impacts are considered, associated regional job growth could create \$3.7 billion in annual payroll at just over \$58,000 per job at full build-out of the twelve sites.

As a result of direct job creation, the 12 Phase 2 sites have the capacity to generate \$764 million in payroll tax revenue over the first 20 years of site development, construction, and operation. When all impacts are considered, the state of Oregon could potentially gain roughly \$2.3 billion in payroll tax revenue over the first 20 years if all 12 sites were developed.

Phase 2 sites have the combined potential to generate a cumulative \$217 million in local property tax revenues over the first 20 years and \$25 million annually thereafter.

| Table 2: All 12 Case Study Sites Potential Economic Benefit | TOTAL |
|---|---------------|
| Total Direct Jobs | 12,500 |
| Average Annual Wage Level | \$97,000 |
| Total Property Tax over 20 Years | \$217 Million |
| Total State Payroll Tax over 20 Years (Direct Jobs Only) | \$764 Million |
| Total State Payroll Tax over 20 Years (Direct and Indirect) | \$2.3 Billion |

Source: Johnson Reid

Based on the conceptual uses assumed for the Phase 2 sites, the fiscal benefits to state and local jurisdictions are quite large. These benefits, if realized, in most cases exceed what it would cost an entity to finance infrastructure improvements necessary to make sites development ready. To sum up, from the perspective of the public, infrastructure investment can have a significant positive return.

C. CONCLUSIONS

The analysis reached the following conclusions:

- A small inventory of large industrial sites available in Tier 1 and 2 could potentially result in lost expansion and recruitment opportunities.
- Market choice is more limited for larger 50-plus and 100-plus acre sites. Parcel aggregation is a key issue to supplying larger sites.
- Tier 2 and 3 sites will require new investment, policy actions, and time to become development ready.
- Funding for infrastructure of all kinds is a critical limiting factor to site readiness.
- The cost of off-site infrastructure is the primary challenge to site readiness, comprising nearly 40 percent of total development costs. Transportation costs are the largest contributor to off-site infrastructure costs.
- Direct public investment to address off-site infrastructure needs and costs can have a significant impact.
- On-site issues vary by site. For some sites addressing on-site issues, such as brownfield remediation, has a high cost or long timeframe. An understanding of each site's constraints and the time to address them, will define those that have low costs but long timeframes. These types of constraints provide a good place to focus initial efforts.
- Nearly a quarter of total development costs are related to time and risk. The longer it takes a developer or user to address constraints and the greater the uncertainty about permitting processes, the higher the project cost and the further away from financial feasibility the project is. Front-end work on investigating and preparing sites for market readiness can have a significant impact on their viability.
- Not all sites have owners who are motivated to sell at industrial land prices (or any price). Some owners
 anticipate a better price with changes in circumstances or zoning that may or may not be realistic. A
 willing property owner and motivated jurisdiction are critical to moving sites to market.
- Significant economic benefits (jobs, payroll, and property taxes) would result from traded sector investment in these industrial sites.
- The state's general fund is potentially a big winner from associated job and associated payroll tax revenue growth.

D. RECOMMENDATIONS

Site selection decision timelines are getting shorter in order to meet companies' needs to bring goods and services quickly to market. At the same time, there are limited financial tools available to address barriers to development of industrial sites with higher degrees of complexity. The private credit market is extremely tight and private developers generally are unable to finance projects with significant upfront capital investment, longer term paybacks, and regulatory uncertainty. Public sector resources and financing tools that could play a role in infrastructure and site development are also limited.

While discussion and evaluation of potential options for addressing market readiness of industrial sites needs to take place at the regional and state level, the Project Management Team has identified recommendations for further analysis:

- Establish a mechanism for regional leaders to identify potential industrial sites of regional significance and focus resources on bringing these sites to market readiness.
- Maintain and expand existing state infrastructure funding and technical assistance programs and explore
 opportunities to improve and target state support.
- Investigate the creation of new funding partnerships between state and local entities to support site readiness of large lot sites for traded sector development.
- Explore opportunities to streamline or make more predictable state and local regulatory and permitting requirements and timelines to reduce permitting risk and increase private sector investment.
- Explore regulatory and policy tools in the arena of wetlands mitigation and brownfields remediation to assist in moving sites to market readiness at the local, state, and regional level.
- Explore opportunities for regional and state funding for patient developer entities, either public or private, that can invest in due diligence and site preparation without requiring a market-driven return on investment.
- Analyze the investments needed to move the remaining 36 Tier 2 and Tier 3 sites to market-readiness to assist with regional economic and infrastructure development plans.
- Perform an annual inventory update of large lot industrial sites and encourage other regions around the state to adopt the inventory methodology.
- Analyze the absorption/demand/missed opportunities for large lot industrial sites and the economics of redevelopment for industrial purposes and traded-sector competitiveness.

The recommendations listed here are meant to be the beginning of a dialogue on creating effective tools and policies for ensuring the region and state has a competitive supply of market-ready industrial sites.

In the summer of 2012, the Project Management Team plans on meeting with key regional, state, public and private leaders, culminating in fall 2012 with a meeting of an Oregon Business Plan subcommittee. The work will then be integrated into the Oregon Business Plan. Parallel efforts will be ongoing with legislators and other regional partners to facilitate action and bring about results.

E. PROJECT REPORTS

The Regional Industrial Site Readiness Project includes three volumes, in addition to the Executive Summary. Volume 1 is the complete Project analysis and findings. Volume 2 presents the site specific details and results of the Project. Volume 3 includes all of the technical appendices.

Agenda Item No. 5.0

COMMUNITY DEVELOPMENT AND PLANNING (CET) GRANT CRITERIA

Metro Council Work Session Tuesday, Sept. 25, 2012 Metro, Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: <u>September 25</u> Time: 11:25 a.m. Length: <u>20 min</u>

Presentation Title: Community Development and Planning (CET) Grant Criteria

Service, Office, or Center: Planning and Development Department

Presenters (include phone number/extension and alternative contact information): <u>Gerry Uba, Ext 1737</u> John Williams ext 1635

ISSUE & BACKGROUND

With the resolution of the lawsuit that delayed the use of construction excise tax (CET) funding for Metro's Community Development and Planning Grants, Metro Council directed staff to proceed with third cycle of grant awards at the August 7 and September 11 2012 work sessions. The first step in this third cycle is to refine the criteria for use in awarding the grants. This Council work session allows the Council to provide initial policy direction to staff and the stakeholder advisory committee. Staff proposes:

- Retaining existing criteria for grants awarded to areas already inside the urban growth boundary.
- Creating criteria for new urban areas (those added since 2009) and urban reserves based on the requirements for concept plans within Title 11 of Metro's Urban Growth Management Functional Plan.

After Council direction on these proposals at this work session, the COO will work with the CET Advisory Committee to develop administrative rule language, bring the criteria back to council for final direction and amend the administrative rule by executive order to include the new criteria. The schedule calls for the solicitation process to begin this fall with Council approval of the next cycle of grants in spring 2013.

The CET is estimated to provide \$3.7 million in grant funding in the next cycle of awards, depending on the value of building permits approved through September 30, 2014, when the current authorization to collect and distribute CET expires.

OPTIONS AVAILABLE

New urban areas and urban reserves

The administrative rule (Metro Code Section 7.04.220) earmarks 50% of projected CET revenues for planning in new urban areas and urban reserves in this third cycle. These were not available in the second cycle, so criteria must be created. All concept and comprehensive plans for new urban areas (for the purpose of these grants, defined as areas added to the UGB since 2009) and urban reserves must meet the requirements of Metro's functional plan, Title 11. These requirements were changed in 2010 to require planning in advance of UGB additions, and to add language regarding governance and finance to concept plans. Staff suggests three criteria for use in differentiating among the applications that address thoroughness of scope, regional needs and jurisdictional commitment.

The criteria proposed by staff are:

- Addresses Title 11 requirements for concept plan or comprehensive plan. If not proposing to complete a full plan, describe how the portion proposed will result in an action that secures financial and governance commitment for the next steps in the planning process. A listing of Title 11 required elements is provided in attachment 2.
- Addresses a need for either mixed use development or large lot industrial sites. Describe how the proposal will meet either or both of these needs.
- Demonstrates jurisdictional and service provider agreements necessary for a successful planning and adoption process. The agreements should reflect commitment by county, city and relevant service providers to participate in the planning effort.

Optional criteria for evaluating grants for new urban areas and urban reserves are presented in the Attachment 2 and include:

- Divide the funds evenly, as in cycle 1
- Don't give priority to the regional needs defined in the last growth management decision (missed use areas and large lot industrial)
- Give priority to one or more of the particular required elements under Title 11
- Give priority to concept and comprehensive plans in new urban areas
- Allow for reimbursement of past planning efforts.

Areas already within the UGB as of 2009

Staff recommends retaining the existing criteria for areas within the UGB. These criteria allow flexibility for various topics to be addressed and produced a very competitive round of applications. The existing criteria allow local jurisdictions to identify the barriers that need to be addressed to increase development outcomes and address the 2040 Growth Concept and six Desired Outcomes. The criteria also allow applicants to highlight best practices, leverage/matching potential and equity.

Equity is applied in the criteria in two different ways. Applicants can describe how their proposal distributes the benefits and burdens of growth in their response to the desired outcome criteria. Under the equity criteria, applicants can discuss whether and how the proposed planning grant will further the equitable distribution of funds based on collections of revenues, past funding and planning resource needs.

At the August 7 work session, there was a discussion about establishing priorities for the grants to address specific needs within the UGB. Criteria could give preference to different types or locations of development or to one or more of the six desired outcomes. Staff believes the flexibility allowed by the existing criteria will be valuable to local governments. The applications received in the last cycle addressed both mixed use and industrial areas and supported a mix of desired outcomes.

IMPLICATIONS AND SUGGESTIONS

These grants are the largest resource that Metro is able to offer local jurisdictions for use in community development and planning to achieve local aspirations and fulfill desired regional outcomes. The success of this process will, in part, influence the support for extensions of the CET by Metro Council in the future.

QUESTION(S) PRESENTED FOR CONSIDERATION

- 1. Does Council direct staff to use the new urban area and urban reserve criteria as suggested by staff to initiate discussion with CET Advisory Committee?
- 2. Does Council direct staff to use the existing criteria for evaluating grants for projects inside the UGB? If not, what priorities does Council have that they would like the stakeholder advisory committee to discuss?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes _X_No DRAFT IS ATTACHED ___Yes __No

Attachment 1: Community Development and Planning Grant Evaluation Criteria for areas within the UGB as of 2009 (source: administrative rule Metro Code Section 7.04.220)

Evaluation criteria

Grant applications will be competitively evaluated based on the program evaluation criteria. Every application must explicitly state how the proposed project achieves, does not achieve, or is not relevant to, the goals expressed in each of the criteria listed below:

Expected Development Outcomes: Explain how the proposed planning grant will increase ability to achieve on-the-ground development/redevelopment outcomes. Address:

- a) the expected probability that due to this planning grant, development permits will be issued within two years from the date the planning work is completed;
- b) the expected probability that due to this planning grant, development permits will be issued within five years from the date the planning work is completed;
- c) the level of community readiness and local commitment to the predicted development outcomes; considerations include:
 - (1) Development site/s of adequate scale to generate critical mass of activity;
 - (2) Existing and proposed transportation infrastructure to support future development;
 - (3) Existing urban form that provides strong redevelopment opportunities;
 - (4) Sound relationship to adjacent residential and employment areas;
 - (5) Compelling vision and long-term prospects.

Regionally Significant: Clearly identify how the proposed planning grant will benefit the region in achieving established regional development goals and outcomes, expressed in the 2040 Growth Concept and the six Desired Outcomes adopted by the region to guide future planning, which include:

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

Location: Discuss whether and how the proposed planning grant facilitates development or redevelopment of:

- a) Centers;
- b) Corridors/Main Streets;
- c) Station Centers; and/or
- d) Employment & Industrial Areas.

Best Practices Model: Consideration will also be given to applications that can be easily replicated in other locations and demonstrate best practices.

Leverage/Matching Potential: Discuss whether and how the proposed planning grant will leverage outcomes across jurisdictions and service providers, or create opportunities for additional private/public investment. Investments can take the form of public or private inkind or cash contributions to the overall planning activity.

Equity: Discuss whether and how the proposed planning grant will further the equitable distribution of funds, based on collections of revenues, past funding, and planning resource needs.

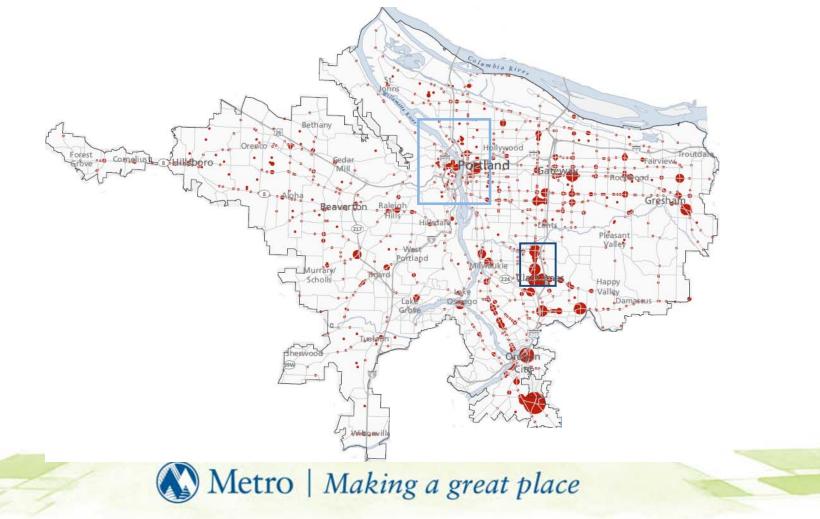
Community Development and Planning Grants Attachment 2: Criteria for Evaluating New Urban Areas and Urban Reserves applications Staff suggestions and optional approaches

| Staff Recommended Criteria | <u>Risks/benefits</u> |
|--|---|
| Addresses Title 11 requirements for concept plan or comprehensive plan. Elements include: Efficient use of public systems and facilities Development that supports pedestrian and bicycle travel Housing types, tenure and prices to meet need Sufficient employment opportunities Well-connected street, bike, park, trail, transit system Well-connected park, natural area, open space system Protection of natural ecological system and landscape features Avoidance or minimization of impacts to farm and forest practices and landscape features If not proposing to complete a full concept or comprehensive plan, describe how the proposal will secure governance commitment and financial plans | Not all communities will have the financial commitment or readiness for the full scope Gives applicant latitude to describe how to meet requirements Emphasizes need for governance and financial plans at earliest planning stages |
| Addresses a need for either mixed use development or large lot industrial sites. Describe how the proposal will meet either or both of these needs. | Next UGR that establishes need will not be completed before concept planning initiated for urban reserves Assumes continued trend in need for large lot industrial and policy direction for mixed use development. |
| Demonstrates jurisdictional and service provider agreements necessary for a successful planning and adoption process. The agreements should reflect commitment by county, city and relevant service providers to participate in the planning effort. | Lack of commitment by entities who ultimately adopt plans and deliver services can derail planning effort Not all required commitments may be known at onset of planning effort |
| Other possible criteria | <u>Risks/benefits</u> |
| Prioritize planning for some elements of Title 11; not others Sets priority for a particular Title 11 element | Plans for one element may benefit infrastructure or other planning effort; Elements linked in plans for whole community; priorities differ by community |
| Divide evenly among all reserve areas; no criteria Approach used in cycle 1; distributing \$6.3 million to over 26,000 acres. | Not enough funding Not all jurisdictions ready to initiate planning 50-year urban reserves horizon limits need to initiate planning in all areas now |
| Give explicit preference for areas added to UGB since 2009 • Require preparation and adoption of | New urban areas could use all available funds while some urban reserve areas may be ready to initiate planning |

| comprehensive plans as well as concept plans as specified in Title 11 for new urban areas | Would produce more detailed capacity information useful for next Growth Management decisions |
|---|--|
| Allow reimbursement for past concept or comprehensive planning | • Limits funding to initiate new plans which will help inform future growth management |
| Funds previous planning that is consistent | decisions |
| with Title 11 elements and CDP grant | Could use all available funds |
| milestones | Rewards jurisdictions for initiating planning |

Materials following this page were distributed at the meeting.

Regional Transportation Safety Plan: Implementing the Recommendations



Background

- 2008 federal certification review FHWA recommendation
- MPOs across the country have struggled incorporating safety into the planning process
- FHWA sponsored workshop in fall 2009



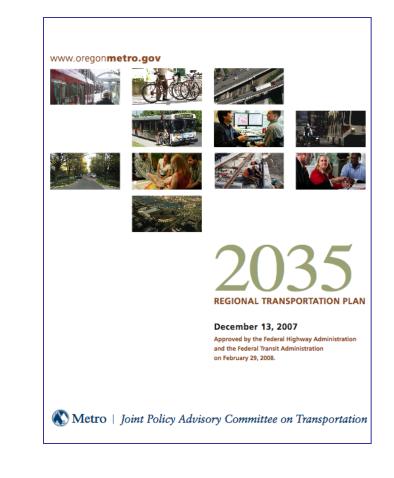
The Problem

- US roads
 - 2000 2009: 411,212 people killed
 - Average of one person killed every 13 minutes....24/7 for 10 years straight
 - Leading cause of accidental deaths
 - Leading cause of all deaths, age 15 34
- Metro region roads
 - 2007 2009: 159 people killed, 1,400+ severely injured
 - Societal costs of \$958 Million/year

Regional Vision for Safety

 One of the 6 Desired Outcomes

• 2035 RTP Goal



4

Getting Started

- Convened Regional Safety Workgroup
 - 2035 RTP performance target
 - State of Safety in the Region report (<u>http://</u><u>www.oregonmetro.gov/regionalmobility</u>)
 - Regional Transportation Safety Plan





What are the general patterns?

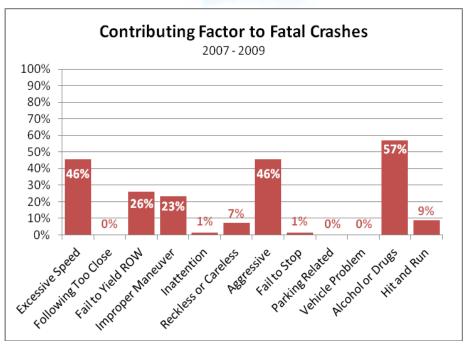
- Arterials are the major safety challenge in the region
- Alcohol/Drugs, Speed, and Aggressive Driving are major factors to be addressed
- Higher VMTs = more serious crashes
- Streets with more lanes = higher serious crash rates, particularly for people walking
- Risk for people walking increases most after dark

6

Street lighting is important for bikes and peds

Contributing Factors

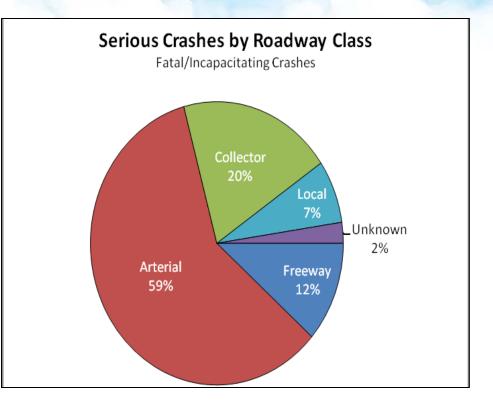
- Alcohol and Drugs
- Excessive Speed
- Aggressive Driving



Workgroup Recommendation: Convene safety service professionals (law enforcement, education, EMS etc.) to focus on these behavioral contributing factors.

Roadway class

Arterials are the major safety challenge in the region.



Workgroup Recommendation: Develop arterial safety program to identify high severity crash arterials across the region.



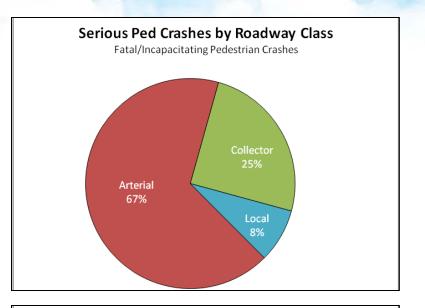
Pedestrian

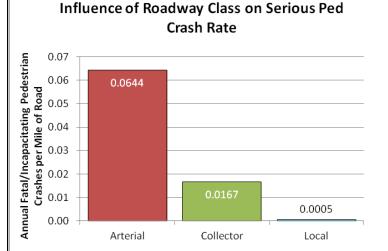
Crashes #1

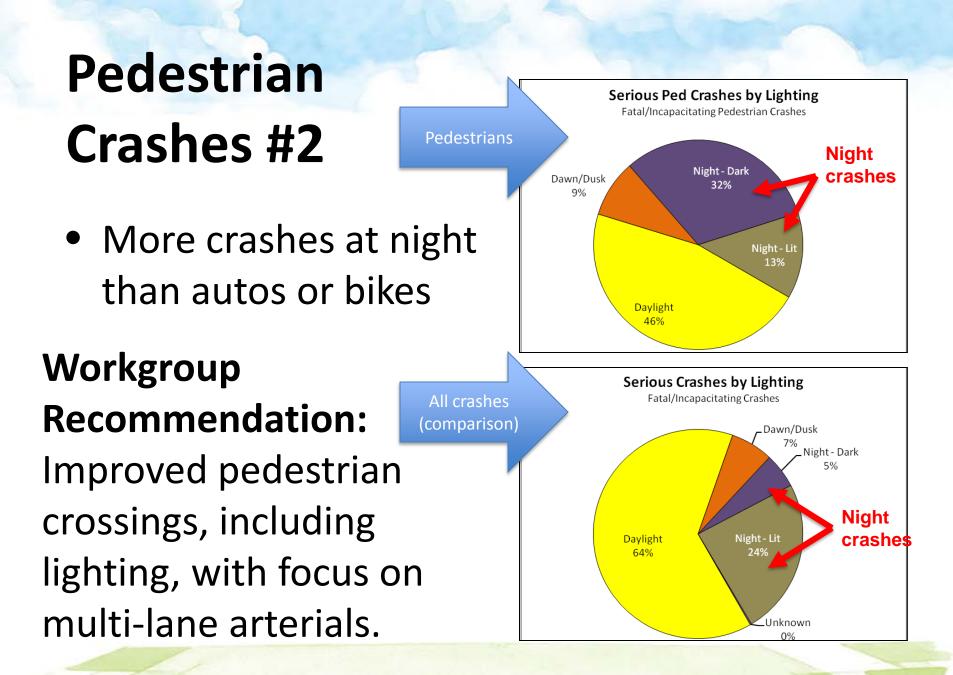
- 67% of serious ped crashes happen on arterials
- Wider roads are overrepresented

Workgroup Recommendation:

1) Develop safe crosswalks on arterials & multi-lane roadways, 2) Crosswalk enforcement actions

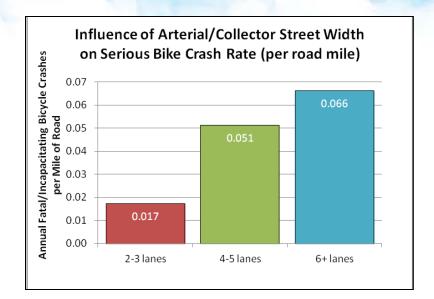






Bike Crashes

 Serious bike crash rate increases with street width



Workgroup Recommendation: Provide protected bike facilities, where feasible, along high volume and/or high speed roadways.



Discussion

Staff is seeking input from Council on funding opportunities to implement the RTSP recommendations.







Portland Metro Regional Industrial Site Readiness Project

Metro Council work session September 25, 2012







OREGON CHAPTER

What we'll cover today

- Project briefing (20 minutes)
 - Summary of upcoming engagement opportunities
 - Quick recap of Phase I
 - Summary of Phase II
 - Policy implications
 - Legislative concepts
- Council discussion (30 minutes)
 - How might the Council wish to use this study's findings to inform future investment and policy decisions?
 - Does the Council support the legislative concepts currently under discussion?

Recap of Phase 1

- 56 potential large sites, but few are development ready within six months (9 sites)
- Larger development-ready sites are especially scarce
- Multiple site constraints need to be addressed to make efficient use of sites in UGB

Typical Site Constraints

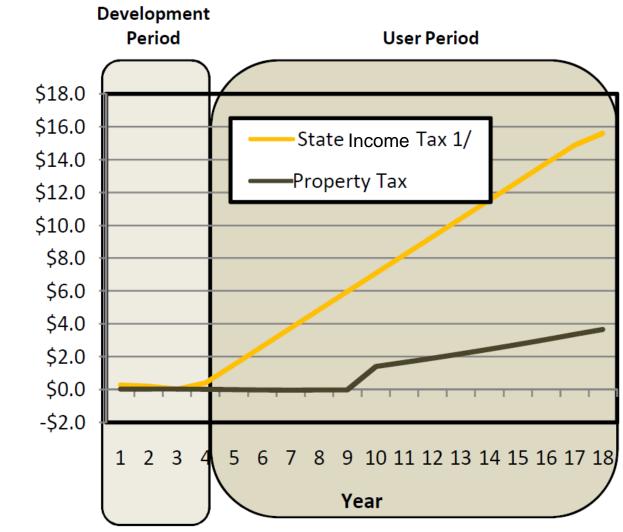
- Off-site public structures are primary cost
- Off-site transportation constraints are the largest contributing factor.
- Multiple ownerships
- Brownfields
- Wetlands
- Annexation

Market Gap

"The sites with critical infrastructure deficiencies are not likely to attract large firms if investment is left solely to the private market or delayed until a business willing to commit to a site is found."

- Regional Industrial Site Readiness Report, 2012

Annual Tax Revenue – Evergreen Site



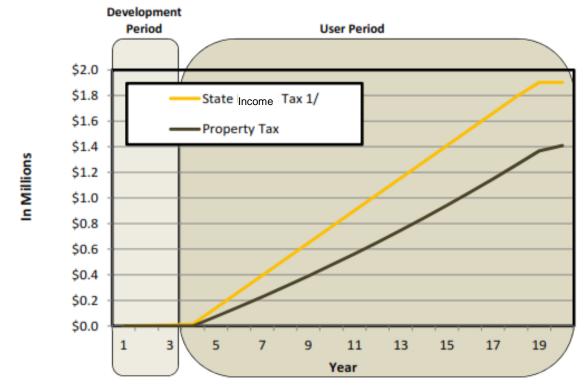
In Millions

1/ Direct Impacts Only

Evergreen - Hillsboro

- Site hard cost gap, \$16M.
- Time to market, 16 years.
- 1,700 direct jobs, 12,000 total jobs.
- 20 year state revenue, \$153M.
- 20 year local revenue, \$35M.
- 80 percent of new tax revenue to state.
- \$2.8 billion in annual economic activity.

Annual Tax Revenue – Orr Site



1/ Direct Impacts Only

Orr Family - Sherwood

- Site hard cost gap, \$4.5M.
- Time to market, 13 years.
- 630 direct jobs, 1,500 total jobs
- 20 year state revenue, \$17M.
- 20 year local revenues, \$12M.
- 59 percent of new revenue to state.
- \$344 million annual economic activity.

Site Investments v. Economic Benefit

- \$120 M market gap
- \$96 M state investment ~
 - \$600 M net new state revenue
 - \$80 M net new property tax
 - Total Direct Jobs 10,400.
 - Average Annual Wage Level \$100,000+.
 - Total economic activity of \$7.3 B

Policy Implications

- Maintaining and expanding existing state infrastructure funding and technical assistance programs
- Streamlining and improving predictability of state and local regulatory and permitting processes
- Exploring opportunities for regional and state funding for "patient developer entities"

Legislative Concept: Due Diligence & Inventory

- Small grants to local sponsors.
- Inventory or due diligence.
- Close the "knowledge gap".
- Reduce risk and uncertainty.
- Attract private capital.

Legislative Concept: Forgivable Loan Program

- Low risk to state.
- Funds only from realized gains.
- Site-by-site evaluation.
- Pre-investment agreement.
- Forgiveness of 50 percent of local investment.
- Penn., Conn., Kansas, Missouri, New Mexico

Pre-Investment Agreement

- Important sites.
- Traded-sector industries.
- Wage premium.
- "But for" evaluation.
- Site investment plan, costs, limits.

Council discussion

 How might the Council wish to use this study's findings to inform future investment and policy decisions?

• Does the Council support the legislative concepts currently under discussion?

September 2012



Planning and development Grants

Supporting development of jobs and safe and vibrant communities

M etro's Community Development and Planning Grants support planning projects that enable great communities to develop and thrive. The grants are awarded to local governments to pay for planning activities in targeted areas that will support development for future housing and jobs. The grants leverage some in-kind local contributions.

Funding for the grants comes from a regional excise tax on construction permits. The tax is assessed at 0.12 percent of the value of the improvements for which a permit is sought, unless the project qualifies for an exemption. Since its inception in 2006, the tax has raised more than \$10 million to support planning in new and growing communities.







Metro | Making a great place

"Hillsboro has many exciting redevelopment opportunities in and around its downtown and Tanasbourne/ AmberGlen Regional Centers. The funding provided by Metro's Community Development and Planning Grants program supports our city's efforts to create vibrant centers and commercial areas that attract new development while preserving the historic character of our communities."

Jerry Willey Mayor of Hillsboro

"Metro's Community Development and Planning Grants help local communities put their plans into action more quickly and support redevelopment needed to sustain economic activity."

Chris Smith Member, Portland Planning and Sustainability Commission







How the grants are used by cities and counties

Metro has awarded grants in two cycles since 2007.

The first cycle of grants paid for planning only in new areas brought into the region's urban growth boundary between 2002 and 2005. These grants enabled the recipient local governments to undertake the required planning and eventual adoption of the new urban areas into their comprehensive plans and development codes.

The second cycle of grants were awarded in 2010 to fund planning and development projects in 17 areas that further support development in important town and regional centers, transportation corridors and employment areas. These projects were chosen based on their expected abilities to result in on-the-ground development within five years, leverage additional financial and in-kind resources to match Metro's investment, demonstrate best practices in planning and development, and achieve regionally significant outcomes that support the 2040 Growth Concept.

| Grant cycles | Project type | Start | Total Grant Award | Expended as of May 2012 |
|-----------------|--|--------------|-----------------------------|-----------------------------------|
| 1 | Focused on Concept Planning for areas added to the UGB between 2002 and 2005 | FY 2006-2007 | \$6.3 Million | \$5 million |
| 2 | Focused on community and economic development inside the UGB | FY 2009-2010 | \$3.7 million | \$754,000 |

The third cycle of grants will be awarded in 2013.

These grants are intended for community and economic development inside the UGB and up to 50 percent for new urban areas and urban reserves.

| Grant cycle | Project type | Start | To be awarded |
|----------------|---|--------------|--------------------------------------|
| 3 | Focused on community and economic developent inside the UGB, along with planning for new urban area and urban reserves | FY 2012-2013 | \$3.7 million anticipated funding |

GRANTS AWARDED

Planning for new communities



Beaverton

Planning of portion of Bull Mountain area \$3,750

This grant paid for Beaverton's portion of the planning responsibilities for an area brought into the urban growth boundary in 2002 near the unincorporated community of Bull Mountain. The city adopted a plan and code language for this small area to help support the adjacent Murray Scholls Town Center.

Clackamas County

Development of Damascus/ Boring Concept Plan **\$202.701**

This grant reimbursed Clackamas County for a portion of the cost of developing the Damascus/ Boring Concept plan. This concept plan was accepted by the Metro Council in 2006 and helped guide comprehensive land use planning in the cities of Damascus and Happy Valley and other nearby areas brought into the urban growth boundary in 2002. The cities of Gresham and Happy Valley also participated in the development of the concept plan.

Damascus

Comprehensive planning for the city **\$524,724**

The community of Damascus was brought into the urban growth boundary in 2002 and its residents voted in 2004 to incorporate as a new city. The comprehensive plan for the new city, which is not yet complete, will identify land uses, a transportation network, development codes, future parks and other public structures that will support economic growth and new housing in this community.

Forest Grove

Planning for North Forest Grove area **\$8,422**

This plan covers 60 acres north of the City of Forest Grove that was added to the urban growth boundary in 2002 to provide for additional housing and improved east-west transportation connections. The comprehensive plan and zoning have been completed, and the area has been annexed to the City in preparation for development.

Gresham

Kelly Creek Headwaters Urbanization Plan **\$90,000**

This plan covers 220 acres and is the city's portion of the Boring/Damascus Concept Plan. The plan has been completed, with 25 percent of the area annexed into the city and zoned for residential uses, and another 75 percent awaiting annexation and final city zoning.

Happy Valley

East Happy Valley Comprehensive Plan **\$168,631**

Metro's grant funds supported the development of a comprehensive plan for a 2,100-acre area added to the urban growth boundary in 2002 and part of the larger Boring/Damascus Concept Plan area. The East Happy Valley Comprehensive Plan was completed in 2009 and most of this area has been annexed to the City of Happy Valley and zoning is completed so development can begin.



Hillsboro

Planning for a portion of the South Hillsboro Concept Plan area **\$157,500**

This grant supported planning for two areas (known as Areas 69 and 71) that were added to the urban growth boundary in 2002 and were included as a portion of a larger South Hillsboro Concept Plan area. The remaining portion of the concept plan area was added to the urban growth boundary in 2011 and funding for this larger area was provided through private sources, the City of Hillsboro and Washington County. The concept plan for the larger 1,063-acre area was completed in June 2012. This area, which awaits annexation to the city and the completion of a comprehensive plan and zoning, is expected to accommodate more than 12,000 new housing units.

Multnomah County Planning for Bonny Slope area \$202,500

The Bonny Slope area, in unincorporated Multnomah County near Forest Heights, was brought into the urban growth boundary in 2002 for new housing. Multnomah County is responsible for completing the planning in this area.

Oregon City

Park Place Concept Plan **\$292,500**

This area, 270 acres in size, was added to the urban growth boundary in 2002 to accommodate future housing east of Oregon City. The concept plan for this area is complete, but the area has not yet been annexed and awaits final zoning. The city took the opportunity to include an additional 180 acres of adjacent Clackamas County unincorporated land into the planning effort.

Sherwood

Northwest Sherwood Plan **\$15,524**

This 88-acre area was added to the urban growth boundary in 2002 for a new residential neighborhood. The concept and comprehensive plans have been adopted and a new elementary school has already been constructed and is in use in this area.

Sherwood

Brookman Road Concept Plan **\$153,000**

Metro grant funds helped the City of Sherwood complete planning for this 240-acre residential area south of the city that was added to the urban growth boundary in 2002. The plan is adopted and the area is awaiting annexation to the city and final zoning.

Washington County

North Bethany Community Plan **\$1,170,000**

The North Bethany area was brought into the urban growth boundary in 2002 to provide for a new and more complete residential community that better integrates urban services and amenities and provides for a diverse range of housing options. Washington County completed the planning and zoning for the 804-acre area in 2012.

Washington County/ Tigard

West Bull Mountain Concept Plan and River Terrace Plan **\$670,500**

The funding from the Metro grant covers planning for a 468-acre area west of Tigard that was added to the urban growth boundary in 2002. This area is intended to provide a wide range of housing options. The concept plan is mostly complete, and it is anticipated that the City of Tigard will finish the planning and complete the zoning for this area within the next two years. The city has annexed over half of the area.

North Bethany Plan Area

he 800-acre North Bethany area was included in the urban growth boundary in 2002 to provide for anticipated population growth in northern Washington County. Due in part to a lack of dedicated funding, conceptual planning for North Bethany did not begin immediately upon its inclusion in the urban growth boundary.

Metro's community planning and development grant provided funding for the planning work needed to facilitate future development in North Bethany and other areas recently added to the urban growth boundary. In 2007, Metro provided a \$1.17 million grant to Washington County to initiate North Bethany planning.

The North Bethany Subarea Plan, which is part of the broader Bethany Community Plan, was developed over a multi-year period. Washington County worked with the public, various consultants, a technical advisory committee and a stakeholder work group to develop the plan. Through this effort, the county and its stakeholders established a vision and framework for development in the area.

While envisioned as a "Community of Distinction," North Bethany is also intended to complement the existing housing and services in the nearby Bethany Town Center and to integrate with Portland Community College's Rock Creek Campus, which is part of the North Bethany planning area. North Bethany has been planned as a complete community with a vision that incorporates:

- high standards for integrating comprehensive plans for urban services such as parks and stormwater management
- a comprehensive design approach that integrates neighborhoods with open space
- a variety of housing choices for a range of affordability levels
- community design features and focal points-such as civic spaces, parks, small neighborhood commercial sites and schools-that are connected to one another, to adjacent points of interest, and to neighborhoods using a variety of transportation options.



Design goals for this community include:

- integrating the North Bethany community into the larger, existing Bethany community
- distinguishing North Bethany by its variety of housing choices – including affordable options, walkable streets, nearby schools, community gathering places, variety of green spaces and natural areas, and family-friendly character
- integrating a coordinated system of parks, trails, natural areas and water quality facilities into the community
- providing multiple transportation options walking, bicycling, driving and use of transit – that are connected and integrated within North Bethany and with the larger transportation system
- providing for the long-term livability of the area, including considerations for future growth.



The foundation elements of the North Bethany Subarea Plan were completed and adopted by the Washington County Board of Commissioners in 2010, with additional refinements in 2011 and 2012. Service

district annexations are pending in the area, and the first development pre-application meeting was held in July 2012. It is anticipated that development will begin in earnest in 2013. Development in the North Bethany plan area is anticipated to take place in multiple phases over the next 30 years.

GRANTS AWARDED

Corridor plans



Portland

Barbur Corridor Concept Plan

\$700,000

This project is engaging communities in Southwest Portland to create a concept plan for the corridor that:

- identifies community focus areas with the greatest development and placemaking opportunities and potential transit station areas
- develops a vision for Barbur Blvd. that supports communityidentified goals
- links community visions for development and placemaking, watershed health and investment strategies.

The city is committing \$330,516 in matching funds for this concept plan. As of summer 2012, the city has worked with the community to define goals and objectives for the Barbur Corridor, has identified community focus areas, held a community workshop to define alternatives for each focus area, and is on track to evaluate alternatives and define preferred land use scenarios in the fall. The city also committed additional funds to add the Kelly focus area at the northern end of Barbur Boulevard to the study.

This project complements the work of the current Southwest Corridor Plan, in which the 13 project partners are defining a set of land use, transportation and community building investments and strategies that best achieve local and regional goals and develop an action plan for local and regional agreements to implement the vision. The Southwest Corridor Plan will integrate affordable housing, parks, green infrastructure, economic development, and public health into land use and transportation decisions.

Tualatin

Linking Tualatin (Highway 99W Corridor Plan) **\$181,000**

This grant supports a city-wide process to support employment growth and community building in targeted focus areas with investments in a full range of transportation projects, including high capacity transit and local transit service to support employers. This project enables the city to prepare a land use plan for the city, including the Highway 99W corridor. The

plan will facilitate the

redevelopment of industrial, commercial and residential uses to achieve a vibrant community while balancing the conflicting demands of vehicular mobility and continuous-flow operation with pedestrian and bicycle safety and transit access. An additional \$33,200 in matching funds will be provided by the city.

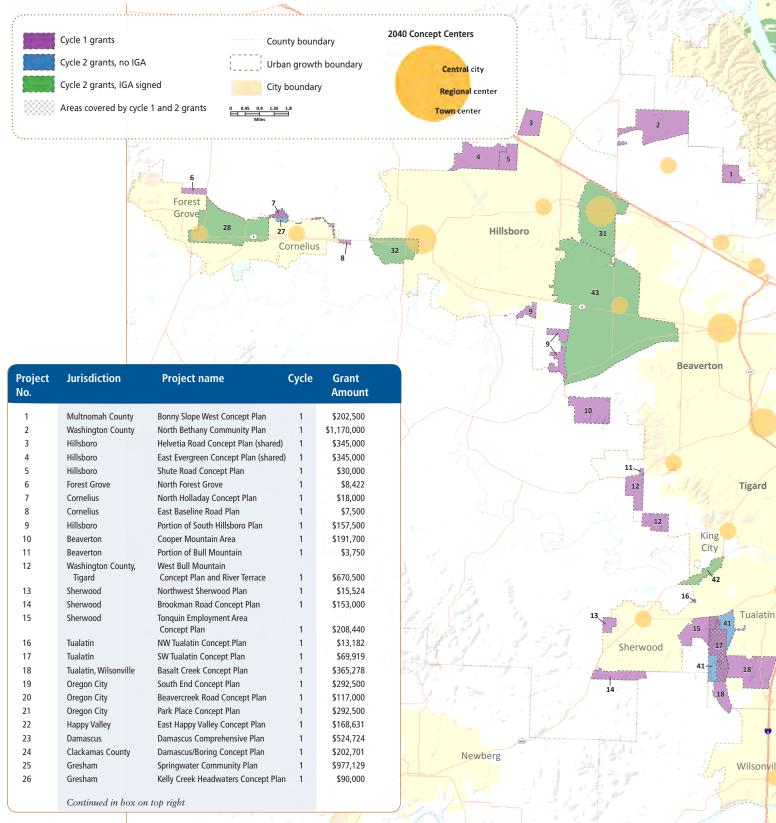
As of summer 2012, the city has worked to engage the community through an advisory group as well as through community workshops. They have defined goals and objectives for Linking Tualatin, developed and evaluated alternative scenarios for community focus areas, and are currently on track to define preferred alternatives in the fall.

This project complements also the work of the current Southwest Corridor Plan. The cities of Tualatin and Portland are among the 13 project partners.

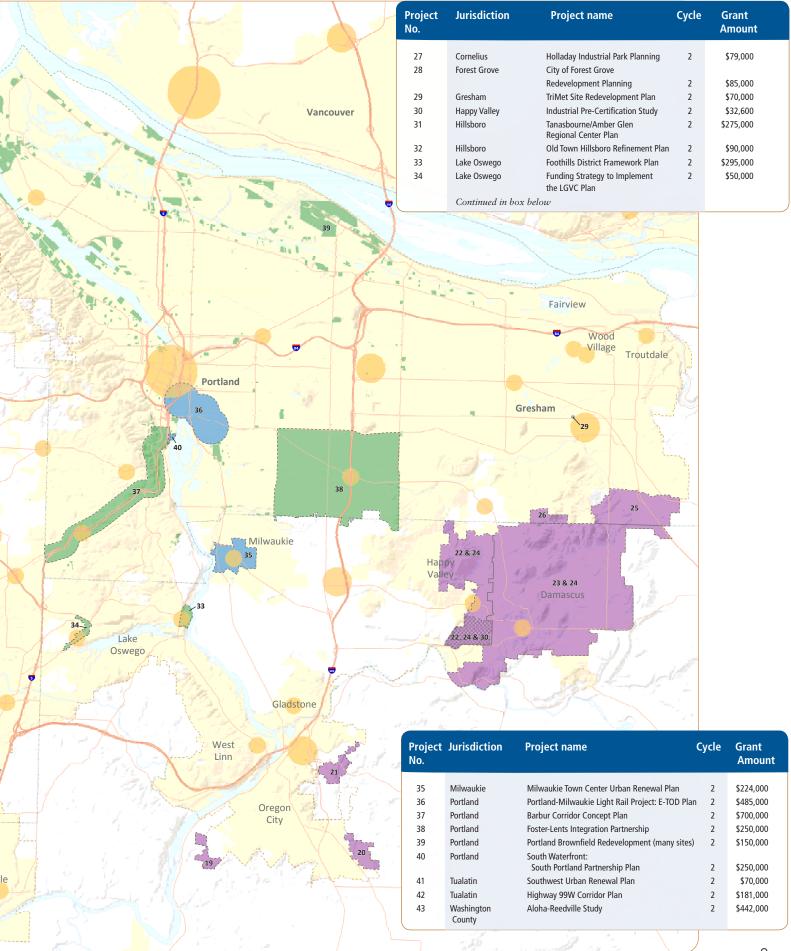


Planning and development grants project locations

Funded with Construction Excise Tax



Dundee



Industrial and employment areas

Cornelius

Planning for East Baseline area **\$7,500**

The East Baseline area, added to the urban growth boundary in 2002, is a 22acre area intended for future industrial development to help the city accommodate additional employment lands and to provide urban services at the east end of the city. The planning and zoning for this area have been completed.

Cornelius

North Holladay Concept Plan **\$18,000**

The North Holladay Concept Plan covers a 56-acre area north of the Cornelius city limits that was added to the urban growth boundary in 2005. The concept plan was completed in 2011 and the area is awaiting annexation and final industrial zoning.

Gresham

Planning for Springwater Community Plan **\$977,129**

This grant supported planning in the 1,150-acre Springwater employment area that was added to the urban growth boundary in 2002. The concept plan has been completed and the area is awaiting annexation to the City of Gresham and final zoning.

Hillsboro

Shute Road Concept Plan \$30,000

This 210-acre area was added to the urban growth boundary in 2002 to accommodate future industrial employment. The concept and comprehensive plans have been completed for this area, zoning is in place and 36 acres have been developed as of June 2012.

Hillsboro

Helvetia Road and East Evergreen concept plans **\$345,000**

Metro grant funds supported concept planning for the Helvetia Road (248 acres) and East Evergreen (544 acres) industrial areas added to the urban growth boundary in 2004 and 2005, respectively. Both areas have been included in the city's comprehensive plan. All of the East Evergreen area and much of the Helvetia Road area are awaiting annexation into the City of Hillsboro after which the zoning may be completed.

Oregon City

Beavercreek Road Concept Plan **\$117,000**

This 308-acre area was added to the urban growth boundary in 2002 and 2004 for future industrial needs. The concept plan was completed and adopted into the city's comprehensive plan. Based on more refined locational and economic information, the city created a mix of uses for the area, including the accommodation of needed job land. Currently, the area is awaiting annexation and final zoning.

Sherwood

Tonquin Employment Area Concept Plan **\$208,440**

This 283-acre area was added to the urban growth boundary in 2004 to provide additional industrial employment adjacent to the City of Sherwood. The planning has been completed for this area, and as of June 2012 it is awaiting annexation and final zoning.



Tualatin

Northwest Tualatin Concept Plan **\$13,182**

This 23-acre area was added to the urban growth boundary in 2002 for future large-lot industrial employment. The City of Tualatin completed the plan in 2007 and has zoned the property for industrial uses.

Tualatin

Southwest Tualatin Concept Plan **\$69,919**

This 464-acre area, in part the former Tigard Sand and Gravel site, is directly west of the Tualatin city limits. It was added to the urban growth boundary in 2002 and is a Regionally Significant Industrial Area. The city has completed the concept plan for this area, which has not yet been annexed to the city. Following annexation, the city will complete the final industrial zoning for this area.

CASE STUDY

Lake Grove Village Center Plan

he Lake Grove Village Center is a mixed-use residential and commercial town center, centered on Boones Ferry Rd. in Lake Oswego.

The Lake Grove Village Center Plan was adopted by the Lake Oswego City Council in 2008 and includes a list of projects to help create a walkable, mixed-use center. Some of the projects envisioned in the plan include bikeway and sidewalk connections to surrounding neighborhoods, public plazas and gathering spaces, parking improvements, and enhancements to Boones Ferry Road.

The plan adopted in 2008 did not include a financing strategy to fund its implementation. The City of Lake Oswego applied to Metro for funding through the Community Development and Planning Grants program to support the development of the financing strategy. In 2010, Metro awarded the city a grant of \$50,000, which the city matched with another \$20,000 from the city's general fund.

The financing strategy included four steps:

- Prioritizing projects in the plan by estimating costs and identifying the projects that could serve as catalyst projects to encourage private development. These projects include road improvements, sidewalks and pathways, pedestrian plazas, traffic signal enhancements, and parking improvements.
- Identifying possible funding strategies to pay for the plan's elements. Possible funding strategies could include tax increment financing through an urban renewal district, the formation of a local improvement district, assessment of systems development charges on new construction, general obligation or revenue bonds, and grants.
- Examining the feasibility of the different funding strategies to determine the amount of revenue that they could generate.
- Developing a strategy for achieving the funding necessary to implement the plan.



City planning staff hired a team of consultants to engage local residents, business and civic leaders in the development of the financing strategy for the Lake Grove Village Center Plan. Eight work sessions and other public meetings were held over a period of eight months to identify the funding strategies and tools that could best support the plan's implementation.

In April 2012, the consultant team finished its report and the city council gave direction to pursue a "mixed tools" approach that would rely on long-term tax increment financing from the creation of an urban renewal district along with a "bridge" loan from the city's general fund to allow for early construction of improvements to Boones Ferry Road. This approach also leaves open the possibility of pursuing other financing tools, such as creating local improvement districts, to pay for additional projects in the Lake Grove Village Center Plan. In July 2012, the city council approved the establishment of an urban renewal district in the Plan area. The first phase of Boones Ferry Road improvements is expected to begin construction in 2014.



GRANTS AWARDED

Redevelopment

Forest Grove

Redevelopment Planning **\$85,000**

Metro's grant supported the city's efforts to prepare an urban renewal feasibility study and an urban renewal report to support the implementation of a tax increment financing district. The study aims to assess blight, identify investments in public structures necessary to promote private development in blighted areas, identify subsidies that might be needed to support mixeduse development, and assess the potential impacts of tax increment financing on other taxing districts and on revenue collection within the urban renewal area. The city provided an additional \$20,000 in matching funds.

The city has completed the first draft of the feasibility study and held urban renewal 101 workshops with the city council, planning commission and economic development commission. The study has determined that urban renewal is feasible and the city will conduct further public outreach before the city council decides whether to establish an urban renewal district.



Hillsboro

Tanasbourne/AmberGlen Regional Center Implementation **\$275,000**

This grant award supports planning and development of implementation tools to support robust mixeduse development and transportation investments in the newly designated Tanasbourne/AmberGlen Regional Center.

To date, a zoning code update has been completed, which focuses on properties within the AmberGlen plan area. The City is currently working on an Urban Renewal Feasibility Study, which will help determine if Tax Increment Financing is a realistic funding strategy. Sites that are expected to catalyze further development will be identified through a later phase of the project. The city also wants to explore the possibility of extending the existing MAX red line to the regional center.

Hillsboro

Old Town Hillsboro Refinement Plan **\$90,000**

Metro's grant funds are supporting the city's redevelopment planning in the vintage industrial neighborhood located southwest of the Hillsboro Regional Center. The city envisions this "Old Town Hillsboro" redeveloping as an "eclectic mix of residences, shopping and employment opportunities." Other funding sources provided another \$68,000 to complete this work.

A joint workshop by the city and Washington County in June 2012 shared information on redevelopment and sustainable development opportunities and on the identification of catalyst sites.

Lake Oswego

Foothills District Framework Plan **\$295,000**

The city seeks to develop a comprehensive redevelopment plan consistent with the goals of the 2040 Growth Concept. The plan is intended to establish a new regulatory framework and comprehensive strategy for investing in public structures to accelerate redevelopment activity. An additional \$1.3 million in matching funds was anticipated from the city. This project was initially intended to complement the Portland-to-Lake Oswego Streetcar project, which is now on hold. The city has revised the work scope to retain elements that promote transit oriented development linked to bus service. The city has completed its study, and the plan is under consideration by the city council.

Lake Oswego

Funding Strategy for Lake Grove Village Center Plan **\$50,000**

The Lake Grove Village Center Plan addresses the current and near-term requirements of land use and transportation within the existing Lake Grove Town Center. The Funding Strategy Plan started with identifying and prioritizing specific projects and identified urban renewal as an essential funding source among other funding tools to be implemented. An additional \$20,000 in matching funds was identified for this project from the city.

The city has completed the funding strategy plan, which has been adopted by the city council and selected urban renewal as the preferred funding source. Boones Ferry Road has been identified as the main target area for development.

Portland

Foster Lents Integration Partnership **\$250,000**

This project, led by the Portland Development Commission, is intended to develop a strategic framework for green infrastructure investments in the Foster Corridor to achieve thriving, transitoriented, sustainable 20-minute neighborhoods. The strategy seeks to address green infrastructure, economic development, environmental stewardship, transit services, transportation infrastructure and strategic redevelopment to catalyze private investments in the target areas. The strategy will identify constraints, opportunity sites and realistic financial partners for redevelopment.

Metro's grant is matched with nearly \$136,000 in other funds from the city. So far the City of Portland has developed a public engagement strategy for this project, engaged a consultant to help manage the project and established a technical advisory committee.

Portland

Brownfield Redevelopment **\$150,000**

This study is assessing market feasibility needs and actions to achieve full redevelopment of Portland's brownfields in 25 years. The project includes a brownfield inventory and conditions analysis, an evaluation of financial feasibility gaps and other redevelopment barriers, an estimate of the public payback for expanding brownfield reinvestment, and recommendations or incremental implementation actions. An additional \$50,000 in funding was provided by the city.

So far the city has contracted with a consultant team, conducted the inventory and existing conditions analysis, and completed the preliminary financial feasibility analysis. The study area covers a cumulative total of approximately 1,400 acres.



Washington County Aloha-Reedville Study \$442,000

This project funds the first phase of a three-year project to develop potential alternatives for improving the community's livability and address the impacts of future growth. This phase consists of an existing conditions report and an extensive public outreach program to evaluate service needs and options. The project's final results will include strategies to encourage public and private investment in development, programs and services and is focused on transportation, land use, affordable housing and economic development.

Phase one was completed in June 2012. The funding for the second and third phases, which will build upon the existing conditions report to develop alternatives and identify recommendations for the county community plan, comes from a \$2 million award through the Sustainable Communities Initiative Challenge Grant, a program of the U.S. Department of Housing and Urban Development in partnership with U.S. Department of Transportation and the **Environmental Protection** Agency.





Additional projects

funded by the grants

Cycle 1 grants – The following three projects were awarded Cycle 1 grants in 2007 but work has not begun.

Beaverton

Cooper Mountain concept planning **\$191,700**

Metro awarded grant funding in 2007 for a 504-acre area that was added to the urban growth boundary in 2002 for future residential land. This planning effort will include an additional 543-acre area, west of Beaverton and north Scholls Ferry Road, which was added to the urban growth boundary in 2011 for additional residential development near the Murray Scholls Town Center.



Oregon City

South End Concept Plan **\$292,500**

This 192-acre area was added to the urban growth boundary in 2002. Planning for this area will begin in summer 2012.

Tualatin/Wilsonville

Basalt Creek Concept Plan **\$365,278**

This 790-acre area between Tualatin and Wilsonville was brought into the urban growth boundary in 2004 for future industrial employment. The planning for this area is expected to begin in fall 2012. The City of Tualatin was awarded the Metro grant funds and will be working with City of Wilsonville to develop the plan. **Cycle 2 grants** – The following seven projects were awarded grants in 2010 but implementation was delayed due to various factors. Metro will be working with these local governments in the coming months to help launch these projects.

Cornelius

Holladay Industrial Park Planning **\$79,000**

This planning will support a three-part preparation of a 50-acre shovel-ready industrial site north of Holladay Drive. The work supported by the grant will consist of a site survey, a wetland study and vegetated corridor functional assessment, and a traffic study.





Gresham TriMet Site Redevelopment Plan **\$70,000**

Through this project, the city will work with TriMet to transform a park-andride lot into a signature development in the middle of the Gresham Regional Center. The city and TriMet will study the market, land use and urban design potential for this 417-space TriMet park-and-ride lot, explore the financial feasibility of development on this site, and ensure adequate park-and-ride spaces. An additional \$18,000 is being provided in matching funds from the city and TriMet.

GRANTS AWARDED

Happy Valley

Industrial Pre-Certification Study **\$32,600**

The funds awarded in this grant will augment local inkind support to complete an Industrial Pre-Certification Study of multiple sites of 20 acres and larger located within the 400-acre Rock Creek employment area. More than \$21,000 will be provided in matching funds from the city.

Portland

Portland-Milwaukie Light Rail Project E-TOD Plan **\$485,000**

This grant will support the development of an innovative employmentbased transit-oriented development (E-TOD) typology that encourages high job density and transit ridership around four stations on the new Portland-Milwaukie light rail line, located in predominantly industrial neighborhoods. The project will first develop overall land use, economic development and transportation frameworks and then specific implementation strategies for a successful E-TOD plan. This grant will be matched with another \$175,000 from the city and Living Cities/Harvard Kennedy School.

Portland

South Waterfront: South Portland Partnership Plan **\$250,000**

This grant is intended to support a comprehensive stakeholder engagement process to refine the preferred design alternative for the South Portal Project, which will improve multi-modal access to the South Waterfront District. The refinement will narrow three key site specific transportation modes critical to success of the Partnership Plan and allow progress on the Portland-to-Lake Oswego Streetcar project, which is now on hold.

Milwaukie

Town Center Urban Renewal Plan **\$224,000**

This grant will support the development of an urban renewal plan for the Milwaukie Town Center that identifies the appropriate land use plans and development strategies to stimulate private investment, as well as the funding mechanisms to support redevelopment efforts. Matching funds of \$83,500 will be provided from the city.





Tualatin

Southwest Urban Renewal Plan **\$70,000**

The city is proposing to create an urban renewal plan to develop a tax increment financing district, and funding from this grant will be used to hire a consultant to conduct a feasibility study, create an urban renewal plan and consult with legal counsel who specializes in urban renewal law. An additional \$43,000 in matching funds will be provided by the City of Tualatin.









For more information about Metro's Community Development and Planning Grants, visit **www.oregonmetro.gov/grants** or contact **Gerry Uba** at 503-797-1737 or gerry.uba@oregonmetro.gov.

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to providing services, operating venues and making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

Metro representatives

Metro Council President - Tom Hughes

Metro Councilors – Shirley Craddick, District 1; Carlotta Collette, District 2; Carl Hosticka, District 3; Kathryn Harrington, District 4; Rex Burkholder, District 5; Barbara Roberts, District 6

Auditor – Suzanne Flynn



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