

BEFORE THE METRO COUNCIL

| | | |
|--|---|-----------------------------------|
| FOR THE PURPOSE OF ENTERING INTO |) | RESOLUTION NO. 98-2608 |
| A MULTI-YEAR CONTRACT WITH THE |) | |
| MOST QUALIFIED PROPOSER BY |) | Introduced by Mike Burton, |
| AUTHORIZING ISSUANCE OF A REQUEST |) | Executive Officer |
| FOR PROPOSALS FOR AN URBAN |) | |
| RESERVE PRODUCTIVITY ANALYSIS |) | |

WHEREAS, the Metro Council adopted Resolution 97-2550A and Resolution 97-2583B concluding that there was not sufficient capacity within the current Metro urban growth boundary to accommodate the next 20 years of forecast growth; and

WHEREAS, the Metro Council found that 32,400 dwelling units and 2,900 jobs could not be accommodated with the current urban growth boundary even with anticipated changes to city and county zoning within the current urban growth boundary; and

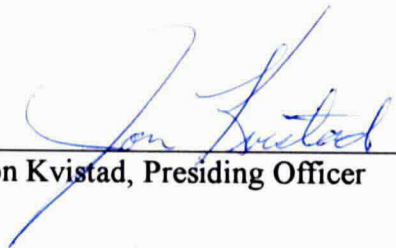
WHEREAS, the Metro Council adopted Ordinance No. 96-655E designating 18,570 acres of urban reserves immediately outside the Metro urban growth boundary for future urban development and also designated about 4,100 acres of the adopted urban reserves as "first tier" or lands to be brought into the boundary first; and

WHEREAS state land-use goal 14 requires that any changes in urban growth boundaries be based on such factors as demonstrated need to accommodate long-range population growth, the need for housing and employment, the orderly and economic provision of public facilities and services and compatibility of the proposed urban uses with nearby agricultural activities; and

WHEREAS a need now exists to analyze how the need for additional dwelling units and jobs will be accommodated by converting urban reserve land to additions to the urban growth boundary; now, therefore

BE IT RESOLVED, that the Metro Council acting as the Contract Review Board hereby approves the issuance of a request for proposals as attached and authorizes the Executive Officer to execute a multi-year contract with the most advantageous proposer to conduct an urban reserve productivity analysis.

ADOPTED by the Metro Council this 19th day of FEBRUARY,
1998.



Jon Kvistad, Presiding Officer

**Urban Reserve
Productivity Analysis**

**A Summary
(Revised 2/10/98)**

Purpose ~~To understand the likely~~ determine the capacity of adopted Metro urban reserves sufficient to accommodate at least 32,400 dwelling units and 2,900 jobs. To prepare for Metro Urban Growth Boundary expansions. Work to be completed in phases. First tier urban reserves ~~for the analyzed first phase report, additional urban reserve land as needed to evaluate their~~ capacity to accommodate the urban growth need of 32,400 dwelling units and 2,900 jobs.

Work Elements Three basic tasks:

Task 1 – buildable land estimate – Task includes consideration of several variables used in Metro's *Urban Growth Report* including:

- Unbuildable lands (such as wetlands, floodplains, steep slopes)
- Gross-to-Net (lands for future roads, parks, schools, etc.)
- Underbuild (assuming current 2040 Growth Concept designations with a reduction factor to account for 'allowed' versus actual densities built)
- Ramp-up (the time needed for local jurisdictions to plan and provide services to the lands)
- Redevelopment and Infill (consideration of existing rural development or parcelization that may or may not lend itself to urban development) and
- Farm Use Assessment (consideration of lands with exclusive farm use designation zoning which could continue to receive farm use assessment and possibly not be available for development near term)

The report would document the estimated growth capacity in urban reserves. If sufficient capacity is not found in the First Tier urban reserves, the consultant shall recommend additional urban reserve lands to be analyzed consistent with criteria to be determined by the Metro Council. Also included would be recommendations of possible locations and alternative locations for jobs and higher density residential consistent with the current 2040 Growth Concept.

Task 2 – Public facilities and services costs and timing – After first tier lands are analyzed for sufficient capacity and additional urban reserves are recommended for analysis if necessary, this task starts with review of the existing utility feasibility report for sewer, water and stormwater (but applied to the lands actually approved by Council), then adds road, park, school and other public facility costs. Any logical service additions to adjacent urban reserves would be noted.

Task 3 – Funding report – Starts with existing Metro preliminary analyses and as opportunities and obstacles to funding are found, the report would list these as they relate to urban reserves generally, to specific jurisdictions or to specific urban reserve areas.

Process – Metro request for proposal process, to be approved by Council, member of Metro Council to sit on consultant selection committee.

Timeline – Given State deadline of one-half of the needed lands to be brought into the Metro UGB by the end of 1998, this project will need to be rapidly completed. The Scope of Work ~~will be~~ was considered by the Growth Management Committee on February 3 and the full RFP will be considered by the Metro Council on February ~~12~~ 19. Upon Metro Council approval, consultants will have 2 weeks to prepare a proposal. Interviews will be conducted within ± one week following ~~of~~ deadline and selection to will occur immediately shortly thereafter afterward.

Request for Proposal
Urban Reserve Productivity Analysis
(Revised 2/10/97)

~~Deletions and~~ Additions as noted

I. Introduction

The Growth Management Services Department of Metro, a metropolitan service district organized under the laws of the State of Oregon and the 1992 Metro Charter and located at 600 N.E. Grand Avenue, Portland, OR 97232-2736, is requesting proposals for a consultant to complete an urban reserve productivity analysis. Proposals will be due no later than ~~two weeks after Metro Council approval (now estimated to be February 12th or 19th, 1998).~~ Thursday, March 5 at 4:30 pm.

The Metro Council determined that there was not sufficient capacity within the current Metro Urban Growth Boundary (UGB) to accommodate the next 20 years of forecast growth. They determined in 1997 that additional capacity to accommodate about 32,400 additional dwelling units and 2,900 jobs would need to be accomplished through expansion of the Metro UGB. As sufficient capacity is required by both Metro Code and State law, tThis work will establish estimate the "productivity", or the capacity of Metro's urban reserves to accommodate future urban growth. This productivity analysis will provide a basis for Metro Council decisions about how much of the urban reserves (first tier and others if necessary) will be needed to accommodate a 20 year UGB by added ing to the Metro urban growth boundary in 1998 and 1999. This work will be performed in phases of urban reserve land areas, the first phase is the subject of this proposal and concerns first tier urban reserves. This analysis will also help Metro address State land use requirements as well as Metro Code provisions concerning urban growth boundary expansion.

Consultants are requested to provide a description of their qualifications and a proposal outlining their proposed methodology for completing the scope of work described below. The proposal should also include a timeline for completion of each task and the expected date for delivering products.

II. Background and History

By state law, Metro is responsible for managing the urban growth boundary (UGB) for the metropolitan area. The UGB was first established by the directly-elected Metro Council in 1979 and at the time, included an area of about 360 square miles, 24 cities and portions of three counties. In addition, Metro is responsible for periodic review of the regional UGB to ensure that sufficient growth capacity remains. Overall reviews (called legislative reviews) were completed by the Metro Council about every 5-7 years during the past 19 years. In the review completed in 1992, the Metro Council found that a 20-year land supply was still available within the current UGB. However, there were individual parcels which were added to the Metro boundary over the past 19 years, due to consideration of

site-specific or need related factors. Since 1979, a little over 4 square miles of land were added through individual parcel; property owner requests to the Metro Council.

In March 1997, the Metro Council, designated 18,570 acres of urban reserves immediately outside the Metro urban growth boundary for future urban development, as required by LCDC's Urban Reserve Rule. These urban reserves were designated to protect the farmlands outside of the current UGB and urban reserves by designating primary nonfarm lands. This approach also provided for more efficient future urban development within the current UGB and in urban reserves as they are urbanized. Urban reserves ~~would~~ may be added to the Metro UGB as need for additional capacity was determined by the Metro Council ~~in future UGB reviews~~. The Council also designated about 4,100 acres of the adopted urban reserves as 'first tier', or lands to be first brought into the boundary. The Metro Council amended its code to ~~provide for~~ require planning of urban reserves. The amended Code required an urban reserve plan for parcels 20 acres and larger before they could be brought into the Metro UGB. Urban reserve plans must include consideration of how public facilities, such as schools, water, sewer and parks could be provided to urban reserve areas. Finally, the Metro Council also provided a means for considering ~~other~~ non-first tier urban reserves for first inclusion if additional special need criteria ~~could be shown to be~~ are met.

The Metro Council spent two years considering several staff reports and updates (Urban Growth Reports, Housing Needs Analyses and an Urban Growth Baseline Data Report), public hearing testimony and over 10,000 pages of records. In December, 1997, the Council concluded that there was not sufficient capacity within the current Metro urban growth boundary to accommodate the next twenty years of forecast growth (to the year 2017). They found that 32,400 dwelling units and 2,900 jobs could not be accommodated within the current UGB even with anticipated changes to city and county zoning within the current UGB. ~~These c~~Changes to city and county zoning by the 24 cities and for the urban portions of the 3 counties is are now underway by the local agencies consistent with Metro's 2040 Growth Concept and Metro's Urban Growth Management Functional Plan.

~~Consideration of the additional capacity that these changes would allow were made part of the Metro Council decision about the growth capacity within the current UGB.~~

Accordingly, the Metro UGB ~~will~~ needs to be expanded to accommodate the 32,400 homes and 2,900 jobs. State law requires that at least one-half of the need would have to be accommodated by the end of 1998 and all of the need by the end of 1999. State law also requires that first priority for UGB expansion is land that is designated as an urban reserve; any other lands are a lesser priority for immediate inclusion.

Another of the primary State requirements is ~~satisfaction of~~ compliance with Goal 14. It requires:

"Establishment and change of the boundaries shall be based upon considerations of the following factors:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;

3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
7. Compatibility of the proposed urban uses with nearby agricultural activities. ”

Factors 1 and 2 have been assessed and the need for additional housing and jobs was established by the Metro Council decision in December, 1997. Designation of the urban reserves were based on data relating to factors 3 through 7 which indicate the appropriate location of any UGB expansion. What remains to be done is documentation of how much and where among the already designated urban reserves land should be added to the Metro UGB. This begins with the ‘first tier’ lands, ~~but could include additional urban reserve lands, as needed.~~

In summary, the Metro Council has concluded to date:

- A There is a need to expand the Metro UGB to accommodate 32,400 dwelling units and 2,900 jobs, bringing the Metro UGB back into conformance with requirements to accommodate the next 20 years of forecast urban growth.
- B Urban reserves, including those portions which should be brought in first (‘first tier’) have been designated.

However, these two decisions were made independently by the Metro Council. That is, need (A, above) was determined by measuring dwelling units and jobs, while urban reserve lands (B, above) are geographic locations and are measured in acres. Now, a comparison and analysis must be completed to establish how the need will be accommodated by converting urban reserve land to additions to the UGB. This analysis of capacity and other data addressing State and Metro requirements for UGB boundary expansions are the focus of this scope of work.

III. Proposed Scope of Work

Determination of the capacity of urban reserves to accommodate urban growth include completion of the following three tasks:

Task 1. Detailed buildable land estimate

This work task will provide analysis of the amount of urban development that could be accommodated within ~~an urban reserve or group of urban reserve areas~~ within the first tier of the urban reserves and additional urban reserves, as needed to ensure that at least all of their capacity to accommodate needed (32,400 dwelling units and 2,900 jobs) can be accommodated and the work will include providing the Council with recommendations for further analysis if all the need cannot be met in the first tier. It will identify a methodology and assumptions based on consistency with the buildable land variables listed in Metro’s

Urban Growth Report. For example, the estimate should consider discounting all unbuildable lands including steep slopes, wetlands, floodplains, critical stream corridors (consistent with Title 3 principles). Other factors such as gross-to-net, underbuild, ramp-up, redevelopment and infill and farm use assessment should be addressed in the methodology. Some of the assumptions and methods used by Metro for the Urban Growth Report, Buildable Land Analysis will need to be adjusted to account for the timing of development and the rural nature of the urban reserves. For example, some of the existing rural development within the urban reserves are not likely to have development, redevelopment or infill potential within the next 10-15 years (This would be estimated based on such considerations as parcel size and/or configuration, existing structure value, etc.).

From these data, and based on the Metro 2040 Growth Concept designations general locations supplied adopted by the Metro Council, an estimate of the productivity of the lands to accommodate dwelling units and jobs will be obtained. Locations of possible areas for employment and higher density residential consistent with the Metro 2040 Growth Concept will also be provided by the consultant. For example, the Metro 2040 Growth Concept recognizes that in portions of Clackamas County within the Metro UGB there are many more homes than jobs. The Metro 2040 Growth Concept has an employment center located on the map, but more specific locations or more specific area choices for locating jobs is not included in the Growth Concept. The consultant is asked to provide recommendations as to how these jobs could be accommodated. Likewise, there are general locations for town centers included in the Metro 2040 Growth Concept within some of the urban reserves. More specific possible locations for the mixed use and higher density residential for these centers also should be provided by the consultant.

Process: The consultant will complete a methodology and set of assumptions which will be reviewed by Metro. After approval to proceed from the Metro representative, the consultant shall complete a draft analysis of First Tier Urban Reserves and provide to Metro. If the identified capacity is less than 32,400 dwelling units and 2,900 jobs, the consultant shall prepare recommendations for additional urban reserves to be analyzed for productivity consistent with criteria approved by Metro Council. The proposal shall include the consultant's price for analysis of each of the eight areas shown on the attached map. Consultant prices shall be listed as follows

| <u>Area</u> | <u>First Tier(If any)</u> | <u>Balance of Urban Reserve Area</u> |
|-------------|----------------------------|--------------------------------------|
| A | \$ | \$ |
| B | " | " |
| Etc. | etc. | etc. |

The consultant, in preparing prices, should assume that task 2 work elements would not be commenced until sufficient capacity is identified. The consultant should also not assume that all of the urban reserve areas would be analyzed.

Products: The consultant will be responsible to deliver a report that includes: a) a description of the methodology and assumptions used; b) estimates of the number of dwelling units and jobs that could reasonably be accommodated in an urban reserve or group of urban reserves during the 20 year time horizon; c) an estimate of the amount of lands not likely to be available for development consistent with the variables listed above for each urban reserve or group of urban reserves. d) a ranking of the estimated urban growth efficiency for each first tier urban reserve or group of urban reserves based on the above data; e) maps of a suitable scale showing where the buildable lands are estimated to be located, f) electronic copies of all analysis and mapping in formats compatible with Metro Data Resource Center hardware and software, and g) maps, paper and electronic, of recommended boundaries of jobs and higher density residential and h) recommendations for additional urban reserve areas to analyze, consistent with Metro Council criteria, if a capacity of at least 32,400 dwelling units and 2,900 jobs is not found in the First Tier Urban Reserves.

The consultant will also provide Metro with their hourly rate, so that if additional presentations to other groups is required over and above the contract, the cost of additional presentations could be projected and could be authorized consistent with Metro contract provisions.

Task 2. Comparison of public facilities, costs and timing

This analysis will be based on task 1 data and shall update earlier work completed for the urban reserve study areas (with similar, but in some cases significantly different geographic boundaries than the adopted urban reserves) analysis concerning provision of water, sewer and stormwater facilities at urban levels of service. In addition, this task would include comparisons of the economic provision of roads, schools, open space and fire facilities. Also, the likely capability and speed of providing the facilities shall be estimated by the consultant to allow gauging the timeliness of UGB expansion for any urban reserve or group of urban reserves. This task will not be initiated until task 1 has identified enough urban reserve land sufficient to at least accommodate 32,400 dwelling units and 2,900 jobs.

Process: This would begin by reviewing the Utility Feasibility Analysis for Metro Urban Reserve Study Areas. The methodology and assumptions to be used would be prepared and presented to Metro. After review by Metro, the consultant would canvass all service providers who do serve or would likely serve the urban reserve areas. For transportation, this would also include regional transportation model runs based on draft productivity estimates of the transportation system additions necessary to accommodate the growth. While Metro staff would be responsible for running the transportation model, the consultant would work with Metro to coordinate with local government officials about the likely improvements and

would be responsible for relative cost comparisons. That is, detailed site specific costs are not requested because of preparation costs, but the relative cost to serve each urban reserve area or groups of urban reserve areas for comparison purposes are needed. This type of relative cost comparison would also be produced for the other listed public facilities and services.

Products: a) a written description of methodology and assumptions, b) results of canvass, c) a written report based on the approved methodology comparing the cost and timing concerning the provision of public facilities and services for urban reserve areas and noting any areas where sanitary sewer service provision to other lands in adjacent urban reserves may be feasible.

Task 3. Funding Analysis

This task is intended to report on methods of providing sufficient funds to finance the needed public facilities and services identified in task 2. Expansion of the Metro UGB will require extension of new urban level services or expansion of existing rural level services to urban levels. This work would begin with existing Metro preliminary analyses and as opportunities and obstacles to funding may be found in completing task 2, the report would list these as they relate to urban reserves generally, to specific jurisdictions or to specific urban reserve areas.

Process: The consultant would review existing Metro documents concerning funding methods, look for opportunities and obstacles as task 2 is completed and prepare a report with findings and recommendations.

Products: a) a report describing alternative funding methods.

IV. Qualifications and Experience

Proposers shall have the following qualifications:

- A. Extensive experience with: 1. the Oregon land use planning system, especially with State planning laws addressing the Metro region, 2. buildable land inventories and 3. public facility planning and implementation
- B. Experience managing a fast paced time-sensitive project;
- C. Demonstrated skill with analyzing and presenting facts to the public, elected officials and other planners.

V. Project Administration

Mark Turpel, Senior Program Supervisor, Growth Management Services Department, will be the primary contact for the project.

VI. Proposal Instructions

A. Submission of Proposals

Five copies of the proposal shall be furnished to Metro, addressed to:

Mark Turpel
Growth Management Services Department
Metro
600 NE Grand Avenue
Portland, OR 97232-2736

B. Deadline

Proposals will be due ~~two weeks after Metro Council approval (now slated for February 12 or 19th)~~ Thursday, March 5. Proposals will not be considered if received after 4:00 4:30 p.m., ~~???~~, 1998.

C. RFP as Basis for Proposals

This Request for Proposals represents the most definitive statement Metro will make concerning the information upon which Proposals are to be based. Any verbal information which is not addressed in this RFP will not be considered by Metro in evaluating the Proposal. All questions relating to this RFP should be addressed to Mark Turpel at 503/797-1734. Any questions, which in the opinion of Metro, warrant a written reply or RFP amendment will be furnished to all parties receiving the RFP. Metro will not respond to questions received after ~~???~~ February 27, 1998.

D. Information Release

All proposers are hereby advised that Metro may solicit and secure background information based upon the information including references provided in response to this RFP. By submission of a proposal all proposers agree to such activity and release Metro from all claims arising from such activity.

E. Minority and Women-Owned Business Program

In the event that any subcontracts are to be utilized in the performance of this agreement, the proposer's attention is directed to Metro Code provisions 2.04.100 and 200.

Copies of that document are available from the Risk and Contracts Management Division of Administrative Services, Metro, Metro Regional Center, 600 N.E. Grand Avenue, Portland, OR 97232 or call 503/797-1717.

VII. Proposal Contents

The proposal should contain not more than ten (10) pages of written material (excluding biographies, brochures or writing samples that may be included in an appendix) describing the ability of the consultant to perform the work requested, as outlined below. The proposal should be submitted on recyclable, double-sided recycled paper (post consumer content). No waxed page dividers or non-recyclable materials should be included in the proposal.

- A. **Transmittal Letter:** Indicate who will be assigned to the project, who will be project manager, and that the proposal will be valid for ninety (90) days.
- B. **Approach/Project Work Plan:** Describe how the work will be done within the given timeframe and budget. Include a proposed work plan and schedule.
- C. **Staffing/Project Manager Designation:** Identify specific personnel assigned to major project tasks, their roles in relation to the work required, percent of their time on the project, and special qualifications they may bring to the project. Include resumes of individuals proposed for this contract.

Metro intends to award this contract to a single firm to provide the services required. Proposals must identify a single person as project manager to work with Metro. The consultant must assure responsibility for any subconsultant work and shall be responsible for the day-to-day direction and internal management of the consultant effort.

- D. **Experience:** Indicate how your firm meets the experience and qualifications requirements listed in Section IV of this RFP. List projects conducted over the past five years that involved services similar to the services required here. For each of these other projects, include the name of the customer contact person, his/her title, role on the project, and telephone number. Identify persons on the proposed project team who worked on each of the other projects listed, and their respective roles.
- E. **Cost/Budget:** Present the proposed cost of the project and the proposed method of compensation. List hourly rates for personnel assigned to the project, total personnel expenditures, support services, and subconsultant fees (if any). Requested expenses should also be listed. Metro has established a budget of an amount not to exceed \$55,000 for phase 1 of this project.

F. Exceptions and Comments: To facilitate evaluation of proposals, all responding firms will adhere to the format outlined within this RFP. Firms wishing to take exception to, or comment on, any specified criteria with this RFP are encouraged to document their concerns in this part of their proposal. Exceptions or comments should be succinct, thorough and organized.

VIII. General Proposal/Contract Conditions

A. Limitation and Award: This RFP does not commit Metro to the award of a contract, nor to pay any costs incurred in the preparation and submission of proposals in anticipation of a contract. Metro reserves the right to waive minor irregularities, accept or reject any or all proposals received as the result of this request, negotiate with all qualified sources, or to cancel all or part of this RFP.

B. Billing Procedures: Proposers are informed that the billing procedures of selected firm are subject to the review and prior approval of Metro before reimbursement of services can occur. Contractor's invoices shall include an itemized statement of the work done during the billing period, and will not be submitted more frequently than once a month. Metro shall pay Contractor within 30 days of receipt of an approved invoice.

C. Validity Period and Authority: The proposal shall be considered valid for a period of at least ninety (90) days and shall contain a statement to that effect. The proposal shall contain the name, title, address and telephone number of an individual or individuals with authority to bind any company contacted during the period in which Metro is evaluating the proposal.

D. Conflict of Interest: A Proposer filing a proposal thereby certifies that no officer, agent or employee of Metro has a pecuniary interest in this proposal; that the proposal is made in good faith without fraud, collusion, or connection of any kind with any other Proposer for the same call for proposals; the Proposer is competing solely in its own behalf without connection with, or obligation to, any undisclosed person or firm. Proposer also certifies that it has no financial interest in any parcel of property that is the subject of the work product described herein, nor any contractual relationship with any third party related to any such parcel.

IX. Evaluation of Proposals

A. Evaluation Procedure: Proposals received that conform to the proposal instructions will be evaluated. The evaluation will take place using the evaluation criteria identified in the following section. Interviews may be requested prior to final selection of one firm.

B. Evaluation Criteria: This section provides a description of the criteria which will be used in the evaluation of the proposals submitted to accomplish the work defined in the RFP.

Points

| | |
|--|-----------|
| Approach to project and demonstrated understanding of project objectives as reflected in the proposed work plan. | 30 |
| Professional qualifications and demonstrated experience in communications and writing. | 45 |
| Budget and costs projections and commitment to meet schedule. | <u>25</u> |
| Total Possible Points | 100 |

X. Notice to all Proposals -- Standard Agreement

The attached personal services agreement is a standard agreement approved for use by the Metro Office of General Counsel. This is the contract the successful proposer will enter into with Metro; it is included for your review prior to submitting a proposal.

2/10/98

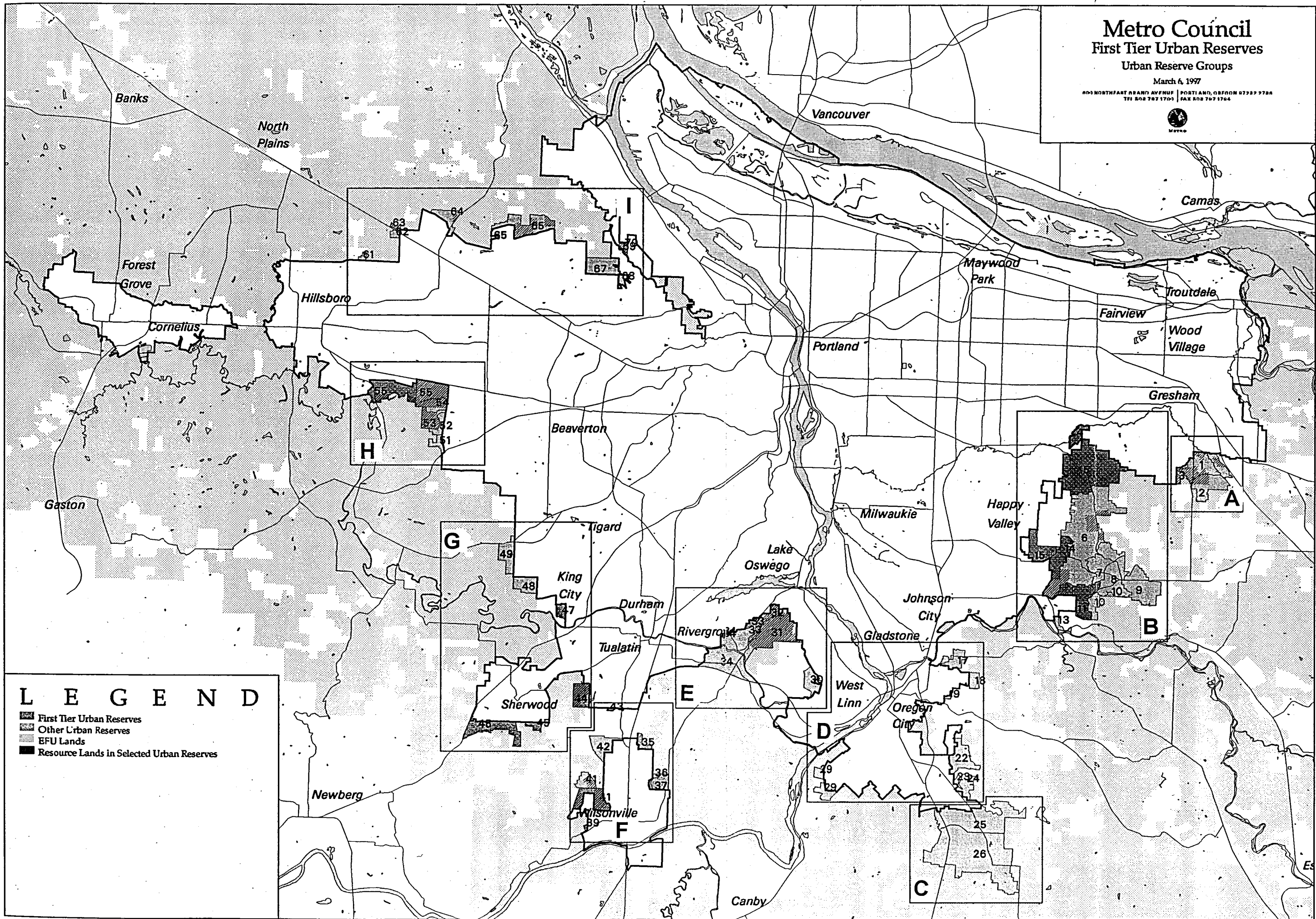
Metro Council

First Tier Urban Reserves

Urban Reserve Groups

March 6, 1997

804 NORTH EAST ROAD AVENUE | PORTLAND, OREGON 97232-9728
 TEL 503 767 1705 | FAX 503 767 1704



LEGEND

- First Tier Urban Reserves
- Other Urban Reserves
- EFU Lands
- Resource Lands in Selected Urban Reserves

GROWTH MANAGEMENT COMMITTEE REPORT

For February 3, 1998

RESOLUTION NO. 98-2608, for the purpose of entering into a multi-year contract with the most qualified proposer by authorizing issuance of a request for proposals for an urban reserve productivity analysis.

Committee Action: The resolution was not prepared in time for a formal hearing. The subject matter of the request for proposals (RFP), however, was discussed extensively. Because of the urgency of the matter, the committee agreed to send the resolution directly to Council with some modifications.

Existing Law: Oregon law requires the Metro urban growth boundary (UGB) to accommodate 20 years of forecast urban growth. The Council has determined that our current UGB cannot support the forecast need of 32,400 dwelling units and 2,900 jobs. Accordingly, it is necessary to expand the UGB. Oregon law requires that 50% of this identified need be accommodated by an expansion of the UGB by Dec. 31, 1998. Further expansion of the UGB to accommodate the remaining 50% must be done by Dec. 31, 1999.

Issue Presented: A "productivity analysis" is needed to determine the capacity of the urban reserves to accommodate the forecast need for jobs and dwelling units. This productivity analysis will provide a detailed examination of each of the urban reserves in the first tier to determine the amount of urban development that could be accommodated and provide recommendations as to 2040 Growth Concept designations. This resolution allows Metro to issue an RFP to hire an outside consultant for this project.

Budget Impact: The contract amount would come from existing funds in the Growth Management Department. Because it is unclear how many acres of urban reserves will be needed to accommodate the forecast growth, an additional contract will be needed to evaluate the capacity of urban reserves beyond the first tier.

Committee Discussion: Committee members expressed concern over whether the consultant would be evaluating only first tier lands or all of the urban reserves or some combination. Councilor Morissette believe it will be cheaper to have the consultant evaluate all of the reserves at one time. Other committee members want the flexibility of a separate contract for urban reserves beyond the first tier, in case the consultant's work on the first tier lands is unsatisfactory. Questions were also raised about analyzing only some of the urban reserves outside of the first tier. Because of the public policy nature of determining which reserves come in, the committee felt that the consultant should not have the freedom to chose which reserves are analyzed beyond the first tier. Finally, Councilor Naito thought that analyzing acres beyond the first tier could have the unintended affect of raising citizen concerns about urban development in areas that, in fact, are unlikely to be opened for development any time in the near future.

Thus, the committee agreed that this RFP should specifically relate to analysis of only first tier urban reserves, but that the consultant may also recommend specific additional acres to evaluate if the first tier lands are insufficient to meet the forecast need. In this way, the Council will retain control over which lands beyond first tier are analyzed.

Staff Report

CONSIDERATION OF RESOLUTION NO. 98-2608 FOR THE PURPOSE OF ENTERING INTO A MULTI-YEAR CONTRACT WITH THE MOST QUALIFIED PROPOSER BY AUTHORIZING ISSUANCE OF A REQUEST FOR PROPOSALS FOR AN URBAN RESERVE PRODUCTIVITY ANALYSIS

Date: January 29, 1998

Presented by: Mark Turpel

FACTUAL BACKGROUND AND ANALYSIS

In 1997, the Metro Council concluded that there was not sufficient land capacity within the current urban growth boundary (UGB) to accommodate the next 20 years of forecast growth. The Council found that 32,400 dwelling units and 2,900 jobs could not be accommodated within the current UGB even with anticipated changes to city and county zoning that is now underway by local jurisdictions consistent with Metro's 2040 Growth Concept and Metro's Urban Growth Management Functional Plan. Accordingly, the UGB will need to be expanded to accommodate the 32,400 homes and 2,900 jobs.

State law requires that at least one-half of the need be accommodated by the end of 1998 and all of the need accommodated by the end of 1999. State law also requires that first priority for UGB expansion is land that is designated as urban reserve.

The Metro Council has designated 18,570 acres of urban reserves immediately outside the Metro UGB for future urban development. The Council also designated about 4,100 acres of the adopted urban reserves as "first tier", or lands to be brought into the boundary first.

An analysis should now be completed to document that sufficient capacity to fulfill the need will be accommodated by converting urban reserve land to additions to the UGB. This analysis will establish the "productivity", or the capacity of Metro's urban reserves to accommodate future growth. This productivity analysis will provide a basis for Metro Council decisions concerning how much of the urban reserves – first tier and others as necessary – will be added to the Metro UGB in 1998 and 1999. This analysis will also help Metro address state land-use requirements as well as Metro Code provisions concerning UGB expansion.

To conduct this analysis requires specialized technical expertise and staffing requirements beyond the capacity of department staff. The hiring of this expertise by contract is the most cost-effective method of acquiring these services.

The primary products expected from the consultant will include:

- A written analysis of the number of dwelling units and jobs that could reasonably be accommodated during the 20-year time horizon and a ranking of the estimated urban growth efficiency for each urban reserve or group of urban reserves.

- A written report comparing the costs and timing of providing public facilities and services including water, sewer, stormwater, roads, schools, open space and fire facilities for urban reserve areas.
- A report analyzing the opportunities and obstacles of providing sufficient funds to finance needed public facilities and services.

As this project is very time sensitive, we are recommending that the consultant selection consider how quickly a product could be produced as well as the consultant's expertise. For that reason we have not specified a timeline. We would like to see the work completed within a 3 to 4 month period if possible.

BUDGET IMPACT AND ANALYSIS

The budget for Phase 1 of the productivity analysis is for an amount not to exceed \$55,000. Phase 1 includes all Tier One urban reserves or 4,100 acres. Sufficient funds exist in the department for this analysis. Should additional acres be needed to accommodate a 20-year land supply, additional funds exist to add to this contract.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 98-2608.

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Attachment A
Request for Proposal
Urban Reserve Productivity Analysis

DRAFT

I. Introduction

The Growth Management Services Department of Metro, a metropolitan service district organized under the laws of the State of Oregon and the 1992 Metro Charter and located at 600 N.E. Grand Avenue, Portland, OR 97232-2736, is requesting proposals for a consultant to complete an urban reserve productivity analysis. Proposals will be due no later than two weeks after Metro Council approval (now estimated to be February 12th or 19th, 1998).

This work will establish the "productivity", or the capacity of Metro's urban reserves to accommodate future urban growth. This productivity analysis will provide a basis for Metro Council decisions about how much of the urban reserves (first tier and others if necessary) will be added to the Metro urban growth boundary in 1998 and 1999. This work will be performed in phases of urban reserve land areas, the first phase is the subject of this proposal and concerns first tier urban reserves. This analysis will also help Metro address State land use requirements as well as Metro Code provisions concerning urban growth boundary expansion.

Consultants are requested to provide a description of their qualifications and a proposal outlining their proposed methodology for completing the scope of work described below. The proposal should also include a timeline for completion of each task and the expected date for delivering products.

II. Background and History

By state law, Metro is responsible for managing the urban growth boundary (UGB) for the metropolitan area. The UGB was first established by the directly elected Metro Council in 1979 and at the time, included an area of about 360 square miles, 24 cities and portions of three counties. In addition, Metro is responsible for periodic review of the regional UGB to ensure that sufficient growth capacity remains. Overall reviews (called legislative reviews) were completed by the Metro Council about every 5-7 years during the past 19 years. In the review completed in 1992, the Metro Council found that a 20 year land supply was still available within the current UGB. However, there were individual parcels which were added to the Metro boundary over the past 19 years, due to consideration of site specific or need related factors. Since 1979, a little over 4 square miles of land were added through individual parcel; property owner requests to the Metro Council.

In March 1997, the Metro Council, designated 18,570 acres of urban reserves immediately outside the Metro urban growth boundary for future urban development, as required. These urban reserves were designated to protect the farmlands outside of the current UGB and urban reserves by designating primary nonfarm lands. This approach also provided

for more efficient future urban development within the current UGB and in urban reserves as they are urbanized. Urban reserves would be added to the Metro UGB as need for additional capacity was determined by the Metro Council in future UGB reviews. The Council also designated about 4,100 acres of the adopted urban reserves as 'first tier', or lands to be first brought into the boundary. The Metro Council amended its code to provide for urban reserves. The amended Code required an urban reserve plan for parcels 20 acres and larger before they could be brought into the Metro UGB. Urban reserve plans must include consideration of how public facilities, such as schools, water, sewer and parks could be provided to urban reserve areas. Finally, the Metro Council also provided a means for considering other urban reserves for first inclusion if additional special need criteria could be shown to be met.

The Metro Council spent two years considering several staff reports and updates (Urban Growth Reports, Housing Needs Analyses and an Urban Growth Baseline Data Report), public hearing testimony and over 10,000 pages of records. In December, 1997, the Council concluded that there was not sufficient capacity within the current Metro urban growth boundary to accommodate the next twenty years of forecast growth (to the year 2017). They found that 32,400 dwelling units and 2,900 jobs could not be accommodated within the current UGB even with anticipated changes to city and county zoning within the current UGB. Changes to city and county zoning by the 24 cities and for the urban portions of the 3 counties is now underway by the local agencies consistent with Metro's 2040 Growth Concept and Metro's Urban Growth Management Functional Plan.

Consideration of the additional capacity that these changes would allow were made part of the Metro Council decision about the growth capacity within the current UGB. Accordingly, the Metro UGB will be expanded to accommodate the 32,400 homes and 2,900 jobs. State law requires that at least one-half of the need would have to be accommodated by the end of 1998 and all of the need by the end of 1999. State law also requires that first priority for UGB expansion is land that is designated as an urban reserve, any other lands a lesser priority for immediate inclusion.

Another of the primary State requirements is satisfaction of Goal 14. It requires:

"Establishment and change of the boundaries shall be based upon considerations of the following factors:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
7. Compatibility of the proposed urban uses with nearby agricultural activities. "

Factors 1 and 2 have been assessed and need for additional housing and jobs was established by the Metro Council decision in December, 1997. Designation of the urban reserves were based on data relating to factors 3 through 7 which indicate the appropriate

location of any UGB expansion. What remains to be done is documentation of how much and where among the already designated urban reserves land should be added to the Metro UGB. This begins with the 'first tier' lands, but could include additional urban reserve lands, as needed.

In summary, the Metro Council has concluded to date:

- A There is a need to expand the Metro UGB to accommodate 32,400 dwelling units and 2,900 jobs, bringing the Metro UGB back into conformance with requirements to accommodate the next 20 years of forecast urban growth.
- B Urban reserves, including those portions which should be brought in first ('first tier') have been designated.

However, these two decisions were made independently by the Metro Council. That is, need (A, above) was determined by measuring dwelling units and jobs, while urban reserve lands (B, above) are geographic locations and are measured in acres. Now, a comparison and analysis must be completed to establish how the need will be accommodated by converting urban reserve land to additions to the UGB. This analysis of capacity and other data addressing State and Metro requirements for UGB boundary expansions are the focus of this scope of work.

III. Proposed Scope of Work

Determination of the capacity of urban reserves to accommodate urban growth include completion of the following three tasks:

Task 1. Detailed buildable land estimate

This work task will provide analysis of the amount of urban development that could be accommodated within an urban reserve or group of urban reserve areas within the first tier of the urban reserves and additional urban reserves, as needed to ensure that at least all of the capacity needed (32,400 dwelling units and 2,900 jobs) can be accommodated. It will identify a methodology and assumptions based on consistency with the buildable land variables listed in Metro's Urban Growth Report. For example, the estimate should consider discounting all unbuildable lands including steep slopes, wetlands, floodplains, critical stream corridors (consistent with Title 3 principles). Other factors such as gross-to-net, underbuild, ramp-up, redevelopment and infill and farm use assessment should be addressed in the methodology. Some of the assumptions and methods used by Metro for the Urban Growth Report, Buildable Land Analysis will need to be adjusted to account for the rural nature of the urban reserves. For example, some of the existing rural development within the urban reserves are not likely to have development, redevelopment or infill potential within the next 10-15 years (This would be estimated based on such considerations as parcel size and/or configuration, existing structure value, etc.).

From these data, and based on the Metro 2040 Growth Concept designations general locations supplied by Metro, an estimate of the productivity of the lands to accommodate dwelling units and jobs will be obtained. Locations of possible areas for employment and higher density residential consistent with the Metro 2040 Growth Concept will also be provided by the consultant. For example, the Metro 2040 Growth Concept recognizes that in portions of Clackamas County within the Metro UGB there are many more homes than jobs. The Metro 2040 Growth Concept has an employment center located on the map, but more specific locations or more specific area choices for locating jobs is not included in the Growth Concept. The consultant is asked to provide recommendations as to how these jobs could be accommodated. Likewise, there are town centers included in the Metro 2040 Growth Concept within some of the urban reserves. More specific possible locations for the mixed use and higher density residential for these centers also should be provided by the consultant.

Process: The consultant will complete a methodology and set of assumptions which will be reviewed by Metro. After approval to proceed from the Metro representative, the consultant shall complete a draft analysis and provide to Metro.

Products: The consultant will be responsible to deliver: a) a description of the methodology and assumptions used; b) estimates of the number of dwelling units and jobs that could reasonably be accommodated in an urban reserve or group of urban reserves during the 20 year time horizon; c) an estimate of the amount of lands not likely to be available for development consistent with the variables listed above for each urban reserve or group of urban reserves. d) a ranking of the estimated urban growth efficiency for each urban reserve or group of urban reserves based on the above data; e) maps of a suitable scale showing where the buildable lands are estimated to be located, f) electronic copies of all analysis and mapping in formats compatible with Metro Data Resource Center hardware and software, and g) maps, paper and electronic, of recommended boundaries of jobs and higher density residential.

The consultant will also provide Metro with their hourly rate, so that if additional presentations to other groups is required over and above the contract, the cost of additional presentations could be projected and could be authorized consistent with Metro contract provisions.

Task 2. Comparison of public facilities, costs and timing

This analysis will be based on task 1 data and shall update earlier work completed for the urban reserve study areas (with similar, but in some cases significantly different geographic boundaries than the adopted urban reserves) analysis concerning provision of water, sewer and stormwater facilities at urban levels of service. In addition, this task would include comparisons of the economic provision of roads, schools, open space and fire facilities. Also, the likely capability and speed of providing the facilities shall be estimated by the consultant to allow gauging the timeliness of UGB expansion for any urban reserve or group of urban reserves.

Process: This would begin by reviewing the Utility Feasibility Analysis for Metro Urban Reserve Study Areas. The methodology and assumptions to be used would be prepared and presented to Metro. After review by Metro, the consultant would canvass all service providers who do serve or would likely serve the urban reserve areas. For transportation, this would also include regional transportation model runs based on draft productivity estimates of the transportation system additions necessary to accommodate the growth. While Metro staff would be responsible for running the transportation model, the consultant would work with Metro to coordinate with local government officials about the likely improvements and would be responsible for relative cost comparisons. That is, detailed site specific costs are not requested because of preparation costs, but the relative cost to serve each urban reserve area or groups of urban reserve areas for comparison purposes are needed. This type of relative cost comparison would also be produced for the other listed public facilities and services.

Products: a) a written description of methodology and assumptions, b) results of canvass, c) a written report based on the approved methodology comparing the cost and timing concerning the provision of public facilities and services for urban reserve areas and noting any areas where sanitary sewer service provision to other lands in adjacent urban reserves may be feasible.

Task 3. Funding Analysis

This task is intended to report on methods of providing sufficient funds to finance the needed public facilities and services identified in task 2. Expansion of the Metro UGB will require extension of new urban level services or expansion of existing rural level services to urban levels. This work would begin with existing Metro preliminary analyses and as opportunities and obstacles to funding may be found in completing task 2, the report would list these as they relate to urban reserves generally, to specific jurisdictions or to specific urban reserve areas.

Process: The consultant would review existing Metro documents concerning funding methods, look for opportunities and obstacles as task 2 is completed and prepare a report with findings and recommendations.

Products: a) a report describing alternative funding methods.

IV. Qualifications and Experience

Proposers shall have the following qualifications:

A. Extensive experience with: 1. the Oregon land use planning system, especially with

State planning laws addressing the Metro region, 2. buildable land inventories and 3. public facility planning and implementation

- B. Experience managing a fast paced time-sensitive project;
- C. Demonstrated skill with analyzing and presenting facts to the public, elected officials and other planners.

V. Project Administration

Mark Turpel, Senior Program Supervisor, Growth Management Services Department, will be the primary contact for the project.

VI. Proposal Instructions

- A. Submission of Proposals

Five copies of the proposal shall be furnished to Metro, addressed to:

Mark Turpel
Growth Management Services Department
Metro
600 NE Grand Avenue
Portland, OR 97232-2736

- B. Deadline

Proposals will be due two weeks after Metro Council approval (now slated for February 12 or 19th) Proposals will not be considered if received after 4:00 p.m., ????, 1998.

- C. RFP as Basis for Proposals

This Request for Proposals represents the most definitive statement Metro will make concerning the information upon which Proposals are to be based. Any verbal information which is not addressed in this RFP will not be considered by Metro in evaluating the Proposal. All questions relating to this RFP should be addressed to Mark Turpel at 503/797-1734. Any questions, which in the opinion of Metro, warrant a written reply or RFP amendment will be furnished to all parties receiving the RFP. Metro will not respond to questions received after ????, 1998.

- D. Information Release

All proposers are hereby advised that Metro may solicit and secure background information based upon the information including references provided in response to this

RFP. By submission of a proposal all proposers agree to such activity and release Metro from all claims arising from such activity.

E. Minority and Women-Owned Business Program

In the event that any subcontracts are to be utilized in the performance of this agreement, the proposer's attention is directed to Metro Code provisions 2.04.100 and 200.

Copies of that document are available from the Risk and Contracts Management Division of Administrative Services, Metro, Metro Regional Center, 600 N.E. Grand Avenue, Portland, OR 97232 or call 503/797-1717.

VII. Proposal Contents

The proposal should contain not more than ten (10) pages of written material (excluding biographies, brochures or writing samples that may be included in an appendix) describing the ability of the consultant to perform the work requested, as outlined below. The proposal should be submitted on recyclable, double-sided recycled paper (post consumer content). No waxed page dividers or non-recyclable materials should be included in the proposal.

A. **Transmittal Letter:** Indicate who will be assigned to the project, who will be project manager, and that the proposal will be valid for ninety (90) days.

B. **Approach/Project Work Plan:** Describe how the work will be done within the given timeframe and budget. Include a proposed work plan and schedule.

C. **Staffing/Project Manager Designation:** Identify specific personnel assigned to major project tasks, their roles in relation to the work required, percent of their time on the project, and special qualifications they may bring to the project. Include resumes of individuals proposed for this contract.

Metro intends to award this contract to a single firm to provide the services required. Proposals must identify a single person as project manager to work with Metro. The consultant must assure responsibility for any subconsultant work and shall be responsible for the day-to-day direction and internal management of the consultant effort.

D. **Experience:** Indicate how your firm meets the experience and qualifications requirements listed in Section IV of this RFP. List projects conducted over the past five years that involved services similar to the services required here. For each of these other projects, include the name of the customer contact person, his/her title, role on the project, and telephone number. Identify persons on the proposed project team who worked on each of the other projects listed, and their respective roles.

E. **Cost/Budget:** Present the proposed cost of the project and the proposed method of compensation. List hourly rates for personnel assigned to the project, total personnel expenditures, support services, and subconsultant fees (if any). Requested expenses should also be listed. Metro has established a budget of an amount not to exceed \$55,000 for phase 1 of this project.

F. **Exceptions and Comments:** To facilitate evaluation of proposals, all responding firms will adhere to the format outlined within this RFP. Firms wishing to take exception to, or comment on, any specified criteria with this RFP are encouraged to document their concerns in this part of their proposal. Exceptions or comments should be succinct, thorough and organized.

VIII. General Proposal/Contract Conditions

A. **Limitation and Award:** This RFP does not commit Metro to the award of a contract, nor to pay any costs incurred in the preparation and submission of proposals in anticipation of a contract. Metro reserves the right to waive minor irregularities, accept or reject any or all proposals received as the result of this request, negotiate with all qualified sources, or to cancel all or part of this RFP.

B. **Billing Procedures:** Proposers are informed that the billing procedures of selected firm are subject to the review and prior approval of Metro before reimbursement of services can occur. Contractor's invoices shall include an itemized statement of the work done during the billing period, and will not be submitted more frequently than once a month. Metro shall pay Contractor within 30 days of receipt of an approved invoice.

C. **Validity Period and Authority:** The proposal shall be considered valid for a period of at least ninety (90) days and shall contain a statement to that effect. The proposal shall contain the name, title, address and telephone number of an individual or individuals with authority to bind any company contacted during the period in which Metro is evaluating the proposal.

D. **Conflict of Interest:** A Proposer filing a proposal thereby certifies that no officer, agent or employee of Metro has a pecuniary interest in this proposal; that the proposal is made in good faith without fraud, collusion, or connection of any kind with any other Proposer for the same call for proposals; the Proposer is competing solely in its own behalf without connection with, or obligation to, any undisclosed person or firm. Proposer also certifies that it has no financial interest in any parcel of property that is the subject of the work product described herein, nor any contractual relationship with any third party related to any such parcel.

IX. Evaluation of Proposals

A. Evaluation Procedure: Proposals received that conform to the proposal instructions will be evaluated. The evaluation will take place using the evaluation criteria identified in the following section. Interviews may be requested prior to final selection of one firm.

B. Evaluation Criteria: This section provides a description of the criteria which will be used in the evaluation of the proposals submitted to accomplish the work defined in the RFP.

Points

| | |
|--|------------|
| Approach to project and demonstrated understanding of project objectives as reflected in the proposed work plan. | 30 |
| Professional qualifications and demonstrated experience in communications and writing. | 45 |
| Budget and costs projections and commitment to meet schedule. | <u>25</u> |
| Total Possible Points | 100 |

X. Notice to all Proposals -- Standard Agreement

The attached personal services agreement is a standard agreement approved for use by the Metro Office of General Counsel. This is the contract the successful proposer will enter into with Metro; it is included for your review prior to submitting a proposal.

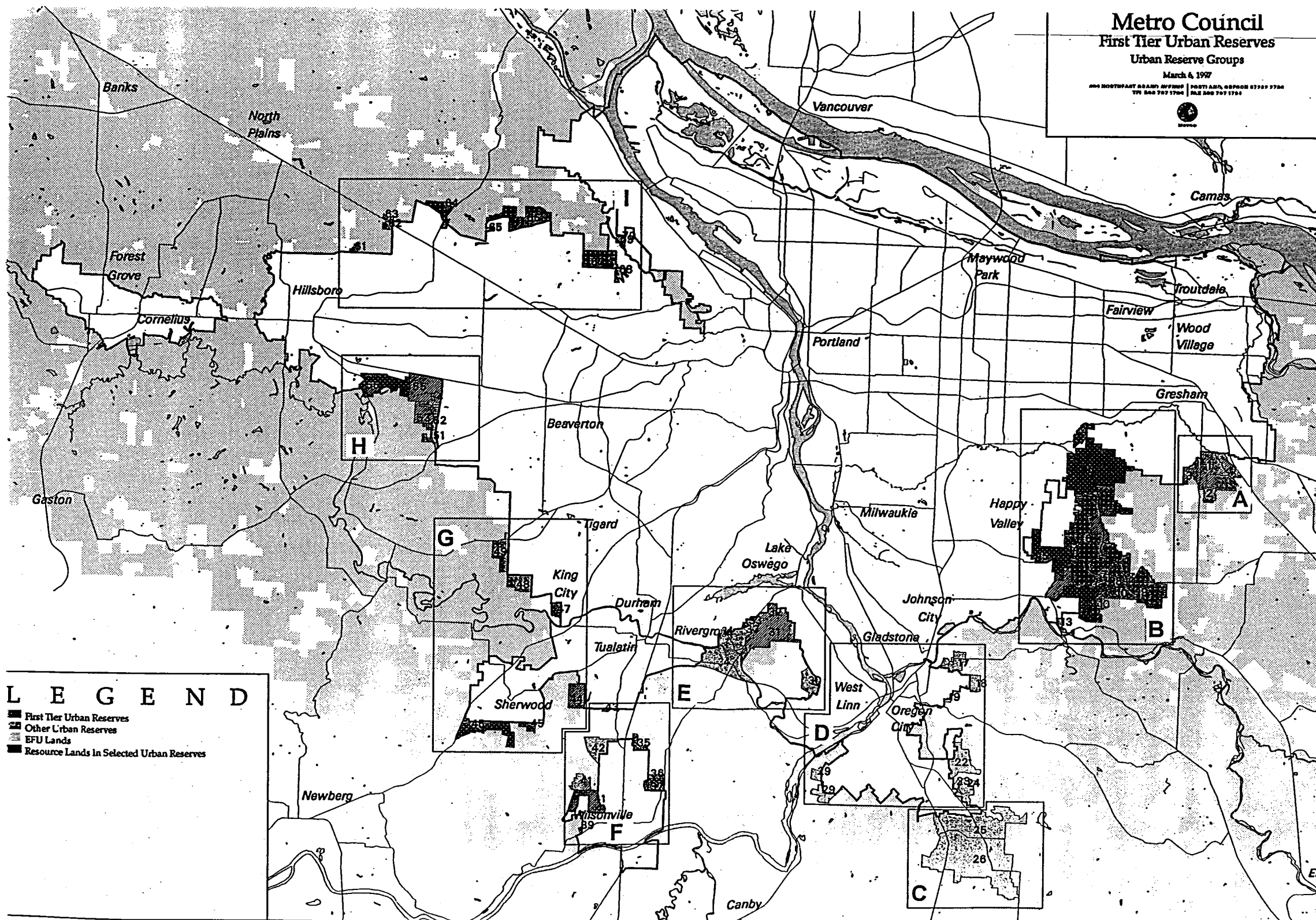
1/28/98

Metro Council First Tier Urban Reserves

Urban Reserve Groups

March 6, 1997

400 NORTH EAST OREGON AVENUE | PORTLAND, OREGON 97232-5724
TEL 503 767 1700 | FAX 503 767 1701



- ## LEGEND
- First Tier Urban Reserves
 - Other Urban Reserves
 - EFU Lands
 - Resource Lands in Selected Urban Reserves