

METRO

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Memorandum

DATE: October 9, 1991
TO: Janet Whitfield, Metro Charter Committee
FROM: *DKC* Richard Carson, Director
SUB: "Planning" Definitions

At recent meetings of the Charter Committee there have been several discussions about the different types of planning Metro could engage in. I have heard about functional v. comprehensive, strategic v. operations, and regional v. urban growth. As requested, I have defined these terms and explain how they are utilized.

I. LAND USE PLANNING TERMS

A. Comprehensive Planning v Functional Planning

1. **Comprehensive Planning:** In Oregon, statute requires "comprehensive planning" to be done only by cities and counties - ORS 197.175. Statutes say a comprehensive plan "means a generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to, sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs." - ORS 197.015 (5).
2. **Functional Planning:** There is no statutory definition of functional planning. Just as the statutes require cities and counties to do comprehensive plans, they require Metro to do functional plans - ORS 268.390. The adopted *Regional Urban Growth Goals and Objectives* define a functional plan as "a limited purpose multi-jurisdictional plan which carries forward strategies to address identified areas and activities of metropolitan significance."

The best short distinction is made by the American Planning Association which says when addressing a number of planning issues that "the planning process may be, and often is, used within each of these areas (functional planning), as well as for coordination among them (comprehensive planning)."

B. Regional Planning v. Growth Management

1. **Regional Planning:** The Oregon State Bar's Land Use Handbook states that "though no generic definition of regional planning exists in Oregon statutes or case law, it is used... to refer to planning accomplished by an agency or association of agencies with jurisdiction over a land area which includes more than one local jurisdiction... matters of regional concern are taken to mean planning issues or land use actions which have or may have identifiable impacts upon more than one jurisdiction."
2. **Growth Management:** There is no statutory definition of growth management planning. The Urban Land Institute says that "managed growth... means the utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposely guide local patterns of land use, including the manner, location, rate, and nature of development." Growth management is defined in John DeGrove's book, Land Growth and Politics, as "includes all elements typically encompassed by comprehensive plans, including the economic, social, and physical aspects of growth management."

I believe it would be better to talk about regional v. local planning issues. Growth management is a recent addition to the lexicon of planners and it really is a statement that the impacts of growth can be managed through land use planning at the regional or local level. Since we had a recession in the early 1980s, it is a fact that we were not doing growth management at that time.

II. ORGANIZATIONAL PLANNING TERMS

A. Strategic Planning v. Operational Planning

Many organizations do strategic planning which are actually four levels of planning that are done as a matter of normal operations: strategic, financial, operational and annual budget.

1. **Strategic Plan:** Strategic planning is a process that is long-term, broad and sweeping in its scope and positions an organization for its future. It normally involves a thorough assessment of the environment the organization operates in, both externally and internally, and encompasses a planning horizon of longer than one year.
2. **Financial Plan:** The financial plan is multi-year, details how the strategic plan will be financed, what the costs and returns will be, and the operating assumptions. It is tied to the multi-year strategic plan.

3. **Operational Plan:** Strategic plans are implemented through business, operating, program or action plans, the terminology changing dependent on whether the entity is a business or a government, a for-profit or not-for-profit. These types of plans are generally considered the "tactics" for getting to the goals identified in the strategic plans. They spell out in some detail how a portion of the strategy will be implemented, who will do it, how much it will cost and when it will be completed.
4. **Annual Budget:** The annual budget is a one-year financial plan showing categories of expenditures and resources tied to the operating or program plans of a department within an organization.

The key point is that the difference between the strategic plan and the operating plan is that the strategic plan states what will be done and the operation plan states how it will be done. Strategic planning would be related to future actions that Metro would undertake as an organization to identify issues, develop programs and fund implementation to do regional planning, as well as manage the solid waste system, the exhibition and recreation facilities, or any other new functions.

cc: Rena Cusma, Executive Officer
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