

A G E N D A

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METRO

MEETING: METRO COUNCIL REGULAR MEETING
DATE: November 16, 1995
DAY: Thursday
TIME: 2:00 p.m.
PLACE: Council Chamber

<u>Approx. Time *</u>		<u>Presenter</u>
2:00 PM	CALL TO ORDER AND ROLL CALL	
(5 min.)	1. INTRODUCTIONS	
(5 min.)	2. CITIZEN COMMUNICATIONS	
(5 min.)	3. EXECUTIVE OFFICER COMMUNICATIONS	
	4. CONSENT AGENDA	
2:15 PM (5 min.)	4.1 Consideration of Minutes for the November 9, 1995, Metro Council Meeting.	
	5. INFORMATIONAL ITEM	
2:20 PM (45 Min.)	5.1 Report: Update on Zoo Capital Proposal	McCaig
	6. ORDINANCES - FIRST READINGS	
2:25 PM (5 Min.)	6.1 Ordinance No. 95-624 , For the Purpose of Adopting the Regional Solid Waste Management Plan.	
	7. ORDINANCES - SECOND READINGS	
2:30 PM (15 Min.)	7.1 Ordinance No. 95-616 , Amending the FY 1995-96 Budget and Appropriations Schedule for the Purpose of Reorganizing the Staff of the Council Office, Creating New Positions, Reducing Staffing Levels for the Office of Citizen Involvement, and Declaring an Emergency	McLain/Monroe
	8. RESOLUTIONS	

For assistance/Services per the Americans with Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office)

* All times listed on the agenda are approximate; items may not be considered in the exact order listed.

Approx.
Time *

Presenter

45 PM Min.)	8.1	Resolution No. 95-2172A , For the Purpose of Authorizing Issuance of RFP No. 95R-17A-REM for a Phase 1 Commercial Food Waste Collection/Processing Project	Kvistad
50 PM 0 Min.)	8.2	Resolution No. 95-2233 , For the Purpose of Providing Comments on the Preliminary Regional Water Supply Plan	McLain
3:10 PM (5 Min.)	8.3	Resolution No. 95-2226 , For the Purpose of Amending the Contract Between Metro and BRW, Inc. (Contract No. 902962) For the Purpose of Correcting the Contract Budget Amount for Consultant Services Associated with the Completion of the South/North Transit Corridor Study	Washington
3:15 PM (5 Min.)	8.4	Resolution No. 95-2239 , For the Purpose of Recommending Criteria for the South/North Light Rail Project	Monroe
	9.	PROPOSED URBAN GROWTH GOALS AND OBJECTIVES AMENDMENTS	McLain
3:20 PM (60 Min.)	9.1	PUBLIC HEARING	
	10.	2040 GROWTH CONCEPT MAP	McLain
4:20 PM (60 Min.)	10.	PUBLIC HEARING	
5:20 PM (10 Min.)	11.	COUNCILOR COMMUNICATIONS	
5:30 PM		ADJOURN	

* All times listed on the agenda are approximate; items may not be considered in the exact order listed.

AGENDA ITEM: 4.1
Meeting Date: November 16, 1995

Consideration of Minutes for the November 9, 1995, Metro Council Meeting.

AGENDA ITEM: 5.1
Meeting Date: November 16, 1995

Report: Update on Zoo Capital Proposal

AGENDA ITEM: 6.1
Meeting Date: November 16, 1995

FIRST READING

**Ordinance No. 95-624, For the Purpose of Adopting the Regional Solid Waste
Management Plan.**

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 95-624 FOR THE PURPOSE OF ADOPTING THE REGIONAL SOLID WASTE MANAGEMENT PLAN

DATE: October 30, 1995

Presented by: Mike Burton
Bern Shanks

Introduction

The Executive Officer recommends adoption of the 1995-2005 Regional Solid Waste Management Plan (RSWMP) through adoption of Ordinance No. 95-624. Adoption of the 1995-2005 RSWMP represents a revision of the RSWMP adopted by Council in 1988 and is intended to replace that Plan. In 1994, the Council directed staff to update the RSWMP and to address waste reduction and disposal needs for the next ten years. This Plan accomplishes that task.

The Plan's recommendations were initially developed by Metro's Solid Waste Advisory Committee (SWAC). SWAC and Metro staff conducted an extensive public review process, after which SWAC made adjustments to its recommendations. See Attachment 1, "Public Information Program, Meetings and Comments Summary," for a report of the public process. The draft RSWMP was then forwarded to the Executive Officer. The Executive Officer accepted SWAC's recommendations. He did, however, amend Goal 7 (page 5-7, Chapter 5) to increase the level of recycling and recovery the region would accomplish. This final draft reflects the Executive Officer's recommendations.

The Oregon Department of Environmental Quality (DEQ) has responsibility to review and approve Metro's adopted RSWMP. DEQ representatives have reviewed the draft RSWMP and have determined the Plan will meet or exceed DEQ's requirements for approval.

Organization of the Plan

- Background Information
Section 1, Chapters 1-4

The first section includes four chapters that provide background information on the regional solid waste system and the issues addressed in the new RSWMP. Chapter 4, Key Solid Waste Planning Issues, provides a background to recommendations in the key areas of waste reduction, transfer stations/recovery facilities, and the need for revenue stability and equity in the solid waste financing system. The intent is to update this information on a regular basis to ensure the Plan remains relevant to policy discussions.

- **Management Plan**
Section 2, Chapters 5-9

The second section of the Plan contains five chapters and covers the RSWMP's goals, objectives, recommendations and implementation. Staff would like to stress the importance of the process by which the Plan was developed, and the process by which it will be implemented and monitored. The involvement of local governments, the private sector and the general public was critical in formulating the Plan. Chapter 6 describes this process in detail. Chapter 7, pages 7-2 and 7-3, summarize how the recommended practices were developed. The implementation, monitoring and revision program contained in the Plan is intended to ensure that the Plan's goals and objectives are achieved.

- **Appendices and Glossaries**
Section 3

Because the Plan utilizes many unfamiliar terms and relies on technical studies, this third section is provided to assist the reader.

Summary of Plan Recommendations

- **Recommended Goals and Objectives**

While the goals and objectives are generally consistent in intent, tone, and language with existing RSWMP policies, they are designed to reflect more accurately the needs of the next ten years. The goals emphasize Metro's commitment to the waste management hierarchy (reduce, reuse, recycle and recover before landfilling), the importance of public education in promoting waste reduction, and the need to consider costs and benefits in developing solid waste management practices.

Most of the goals and objectives presented in Chapter 5 were developed in cooperative discussions with the Solid Waste Advisory Committee. Some objectives were added to SWAC's recommendations as a result of Metro legal counsel and DEQ review. Goal 7 (page 5-7), a statement of the region's waste reduction goals, was amended by the Executive Officer to state that a 50% regional recycling goal will be met or exceeded by the year 2005, and that a year 2000 interim recovery goal of 52% will be met.

- **Recommended Solid Waste Management Practices**

The Plan includes recommended practices for waste reduction and disposal services for each sector of the solid waste stream: residential, business, and building industries (construction and demolition). The recommendations also address regulatory issues. In recognition of its importance, a separate chapter is devoted to financing recommendations for Metro's solid waste management system. The recommended practices were developed in cooperative discussions with SWAC.

Major recommendations in the Plan are:

- Build no new transfer stations.

Recommended waste reduction practices (including processing facilities) are designed to compensate for future growth.

- Emphasize the waste reduction hierarchy.

A major new regional effort in waste prevention and resource conservation is needed. The previous plan focused on residential recycling and significant amounts of post-collection recovery.

- Target the business sector for major new recycling efforts:

Both local governments and Metro will place significantly more focus on improving recycling services to businesses.

- Expand and improve existing programs in the residential sector.

These include the home composting program, waste prevention efforts, and both the single-family and multi-family curbside recycling systems.

- Restructure Metro's rates.

The Plan reiterates previous recommendations made to Metro Council that new methods of financing be explored. These new methods include System Benefit Charges, Generator Charges, and Special Disposal Fees on specific products or groups of products (for example, an Advance Disposal Fee on hazardous household products). The Plan recommends financial objectives: rate equity, incentives aligned with waste management policies, and revenue stability, adequacy and neutrality.

- Implement Advance Disposal Fees:

Specifically recommended for further study is a Special Disposal Fee in the form of an Advance Disposal Fee to assist in funding household hazardous waste management services.

Impacts of the new Plan

The Plan is designed to build upon the strengths of existing waste reduction efforts. Implementation of the Plan is expected to have several important impacts:

- Requirements that Metro play a strong role to provide technical assistance and coordinate the development of solid waste plans, policies and services in the region.
- Significant advances in business recycling and organics processing. Regional cooperation will be critical to achieving these advances.
- Strong emphasis on education and regional media promotion to meet waste reduction and recycling goals. While staff is confident these can be very effective, the Plan specifically calls for development of long-term funding for such efforts and to evaluate their effectiveness.
- Reliance on local governments to continue to improve and expand both their residential and commercial programs. The FY 1996-97 Metro and local government work plans are being developed to be consistent with the Plan.
- No significant public investment in capital intensive facilities. However, the Plan does envision private investment in dry waste processing and organics processing facilities in order to reach the year 2005 recycling goals.
- Staffing and funding programs at or above current levels by both Metro and local governments to achieve the Plan's goals. The implementation process outlined in the Plan is designed to promote the development of the most efficient and effective programs.

Other Issues

- **Organics Recovery**

In order to reach or exceed the region's ambitious recycling goal by the year 2005, the Plan recommends a phased approach to recover organics, first from businesses and then from residences. The Plan also recommends development of organics processing capacity. A request for proposals for an organic waste recovery demonstration project consistent with the Plan's long-term recommendations is currently before the Council Regional Environmental Management Committee.

- **Plan Implementation and Revision**

The Plan is intended to be a “living” plan and subject to changes and revisions as the solid waste system changes. For example, the Plan recognizes that decisions on franchising or licensing facilities (*e.g.*, a reload facility) can depend on the successful implementation of waste reduction efforts or the accuracy of growth forecasts.

- **Metro revenue and regulatory system revisions**

The Plan makes reference at several points to expected major changes to Metro’s long-term financing and regulatory system. These include a revision to the rate structure and regulatory systems for yard debris and organics facilities. Future revisions to Metro Code that are brought before Council will be developed in coordination with the Plan.

- **“Vertical Integration”**

Historically there have been two main “vertical integration” issues Metro policy makers have considered:

1. Ownership by a business of two or more major disposal system components -- *e.g.*, hauling routes, transfer stations, and landfills.

The existing RSWMP makes a general reference to the effect that this issue should be a factor in solid waste decision making. The Executive Officer recommends that these issues should continue to be considered on a case by case basis in making major decisions about the solid waste system. Objective 4.6 (page 5-5) has been added as an amendment to Goal 4 to accomplish this.

2. Permitting Metro franchised facilities (*e.g.*, dry waste processing facilities) to accept waste from other than their own trucks.

Currently Metro Code only allows this to occur through an exemption. The draft Plan states that the Council should consider whether the code needs to be revised to allow this outright. Staff will soon propose an ordinance and staff report for Executive Officer and Council consideration.

- **Reload Facilities**

The Plan calls for no new transfer stations. The Plan allows reload facilities on a case-by-case basis to improve service in outlying areas or if existing transfer stations had capacity problems.

Final Development of Plan

There are several solid waste management areas in which long-term recommendations have not yet been fully developed and integrated into the Plan. These are:

- Household hazardous waste (completion of recommended practices)
- Disaster debris management
- Illegal dumping
- Local government land use facility siting policies

Staff's work to incorporate these elements into the final RSWMP is expected to be completed during fiscal year 1995-96.

Planning Requirements Fulfilled by the Plan

The Plan is intended to satisfy both functional planning requirements and state laws and regulation that require Metro to submit a waste reduction plan.

Objective 6.4 (page 5-6) as recommended by SWAC has been amended upon the advice of Metro counsel to ensure that the Plan enables Metro to exercise its functional planning authority.

DEQ representatives have participated in the development of the Plan both in SWAC meetings (as a non-voting member) and on SWAC's Planning Subcommittee. DEQ has reviewed the draft RSWMP and has determined the Plan will meet or exceed its requirements for approval. DEQ reserves formal, final approval for after review of the adopted RSWMP.

Financial Impact

Adoption of the Plan will have no direct financial impact on the Department's FY 1995-96 budget. The current budget was developed at the same time as the Plan was being drafted. During that process, an effort was made to insure that the budget, including long-term fiscal plans, would reflect probable Plan directives. The Plan, for example, directs Metro to continue to perform waste generator studies and monitor the performance of the Plan. The current year's budget includes funds for such efforts.

Executive Officer

The Executive Officer recommends adoption of the new Regional Solid Waste Management Plan through adoption of Metro Ordinance No. 95-624.

Attachments and Exhibits: *

**Exhibit A Executive Officer's Recommended Regional Solid Waste Management Plan,
Final Draft, October 1995**

**Attachment 1 Public Information Program, Meetings and Comments Summary,
Final Report, October 20, 1995**

*** These two documents were delivered to all Metro Councilors under separate cover the week of October 30, 1995.**

MN:clk
S:SHAREdeptsw95-624.stf

ADOPTED by the Metro Council this _____ day of _____, 1995.

J. Ruth McFarland, Presiding Officer

ATTEST:

Approved as to Form:

Recording Secretary

Daniel B. Cooper, General Counsel

S:SHAREP&TS96PLANORD624.RPT

AGENDA ITEM: 7.1
Meeting Date: November 16, 1995

SECOND READING

**Ordinance No. 95-616, Amending the FY 1995-96 Budget and Appropriations
Schedule for the Purpose of Reorganizing the Staff of the Council Office,
Creating New Positions, Reducing Staffing Levels for the Office of Citizen
Involvement, and Declaring an Emergency**

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 95-616 AMENDING THE FY 1995-96 BUDGET AND APPROPRIATIONS SCHEDULE FOR THE PURPOSE OF REORGANIZING THE STAFF OF THE COUNCIL OFFICE, CREATING NEW POSITIONS, REDUCING STAFFING LEVELS FOR THE OFFICE OF CITIZEN INVOLVEMENT, AND DECLARING AN EMERGENCY

Date: September 29, 1995

Presented by: Councilor McLain

FACTUAL BACKGROUND AND ANALYSIS

This ordinance provides the necessary changes in the FY 95-96 budget and appropriations schedule to reflect a new organizational structure and staffing pattern in the Council Office. Two new job classifications would be created (Office Manager and Council Assistant) and an existing vacant secretary position would be reclassified as a receptionist. In addition, the .45 FTE of support for the Office of Citizen Involvement provided from two existing Council staff positions would be eliminated. Two of the three budgeted council analyst positions and all of the budgeted administrative secretary positions would be eliminated.

The new Office Manager position would be responsible for general office administration, coordination of office work flow, monitoring of the office budget and supervision of committee support services provided by the Council Assistants. The position will be filled within an annual pay range of \$38,000 to \$42,000.

The ordinance would provide for a reduction in the compensation of the assistant to the Presiding Officer and for the hiring of council assistants by the six remaining councilors. The council assistants will spend approximately 75% of their time providing various support services to the councilor for whom they are employed. These services will include correspondence, constituent and general public relations, scheduling, policy analysis and attending meetings on behalf of the councilor. The remaining 25% of the council assistant's time will be spent serving as the committee assistant for any Council committees chaired by the councilor for whom they are employed. These duties will include agenda preparation, taping of committee meetings and preparation of minutes and committee staff reports. It is intended that the council assistants will be hired within non-represented salary range 8 within the adopted Metro Pay Plan. This salary range is \$23,296 to \$33,946 annually. The average starting salary for those initially hired to fill these positions will not exceed \$30,000. The salary of the Assistant to the Presiding Officer will be reduced to be within salary range 8, effective January 1, 1996. Each of these positions will be exempt from the payment of overtime.

Exhibit A outlines the specific revisions in the budget schedule to accomplish the changes noted above. The totals shown in the revision and proposed columns for the General Fund are based on the following assumptions:

1) For new positions it is assumed that the Office Manager position will be filled by November 1, 1995, the council assistants will have an average starting date of October 15, 1995 and the receptionist position will have a starting date of October 15, 1995.

2) For eliminated positions, the totals in the proposed column represent the amount of FTE actually funded for the current fiscal year prior to the elimination of the positions.

3) The overtime line item is reduced to reflect actual expenditures to date and the assumption that no further overtime will be paid.

4) A "temporary professional support" line item is created to properly account for payments being made for the temporary employee currently providing receptionist and general office assistance services.

5) It is assumed that the proposed changes will have an expenditure-neutral affect on fringe benefits and overall personal services expenditures.,

The changes in the Support Services Fund related to the Office of Citizen Involvement are based on the following assumptions:

1) Support services currently funded as a portion of two positions from the Council office will be eliminated. These positions are being eliminated from the Council budget.

2) A total of \$2,000 will be budgeted for "temporary professional support" to assist the office in addressing any unmet support service needs.

3) Savings from the net reduction in personal services expenditures will be transferred to the Support Service Fund Contingency (Exhibit B).

BEFORE THE METRO COUNCIL

AN ORDINANCE AMENDING THE FY 1995-96)	ORDINANCE NO. 95-616
BUDGET AND APPROPRIATIONS)	
SCHEDULE FOR THE PURPOSE OF)	Introduced by Councilors
REORGANIIZING THE STAFF OF THE)	McLain and Monroe
COUNCIL OFFICE, CREATING NEW)	
POSITIONS, REDUCING STAFFING LEVELS)	
FOR THE OFFICE OF CITIZEN)	
INVOLVEMENT, AND DECLARING AN)	
EMERGENCY)	

WHEREAS, The Metro Council has reviewed and considered the need to reorganize positions and transfer appropriations within the FY 1995-96 Budget; and

WHEREAS, There is a need for reconfiguration of office management staff in the Council Office; and

WHEREAS, There is a need for enhanced public and community outreach; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS;

1. That the FY 1995-96 Budget and Schedule of Appropriations are hereby amended as shown in the column titled "Revision" of Exhibits A and B to this Ordinance for the purpose providing a net increase of 1.56 FTE in the Council Office , a reduction of .45 FTE in the Office of Citizen Involvement and a transfer of \$10,227 from the Office of Citizen Involvement Personal Services to the Support Services Fund Contingency, and

2. This Ordinance being necessary for the immediate preservation of the public health, safety or welfare of the Metro area in order to meet obligations and comply with Oregon Budget Law, an emergency is declared to exist, and this Ordinance takes effect upon passage.

ADOPTED by the Metro Council this ____ day of _____, 1995.

J. Ruth McFarland, Presiding Officer

ATTEST:

Approved as to Form:

Recording Secretary

Daniel B. Cooper, General Counsel

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9/28/95 2:59 PM

Exhibit A
Ordinance No. 95-616
General Fund

HISTORICAL DATA ACTUAL \$		FY 1994-95 ADOPTED BUDGET		FISCAL YEAR 1995-96		ADOPTED		REVISION		PROPOSED	
FY 1992-93	FY 1993-94	FTE	AMOUNT	ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Council											
<u>Personal Services</u>											
162,400	353,607		279,400	511110	ELECTED OFFICIALS						
					Councilors	7.00	203,200			7.00	203,200
67,568	70,261	0.95	66,748	511121	SALARIES-REGULAR EMPLOYEES (full time)						
0	0		0		Administrator		0				0
133,337	142,336	3.00	148,818		Assistant to the Presiding Officer	1.00	44,290		(4,290)	1.00	40,000
27,524	36,916		0		Council Analyst	3.00	169,699	(1.50)	(89,699)	1.50	80,000
0	0	0.00	0		Citizen Invoivement Analyst		0				0
0	0	0.00	0		Council Assistant	0	0	4.35	134,905	4.35	134,905
0	0	0.00	0		Office Manager	0	0	0.67	30,000	0.67	30,000
29,608	33,456	1.00	33,385		Associate Service Supervisor		0				0
81,144	87,082	2.75	82,965	511221	WAGES-REGULAR EMPLOYEES (full time)						
19,292	21,954	0.80	18,836		Administrative Secretary	2.75	89,679	(2.04)	(64,679)	0.71	25,000
0	0		0		Secretary	0.80	21,164	(0.63)	(16,164)	0.17	5,000
					Receptionist		0	0.71	12,927	0.71	12,927
6,652	0		0	511235	WAGES-TEMPORARY EMPLOYEES (part time)						
11,204	7,801		13,972		Temporary Professional Support		0		5,000		5,000
156,962	278,960		244,767	511400	OVERTIME		10,000		(8,000)		2,000
				512000	FRINGE		150,649				150,649
695,691	1,032,373	8.50	888,891		Total Personal Services	14.55	688,681	1.56	0	16.11	688,681
<u>Materials & Services</u>											
7,281	7,214		4,420	521100	Office Supplies		4,420				4,420
4,264	1,662		3,000	521110	Computer Software		4,500				4,500
234	560		450	521310	Subscriptions		450				450
755	815		660	521320	Dues		1,100				1,100
59,997	35,000		30,000	524110	Accounting & Auditing Services		0				0
13,235	3,638		10,000	524190	Misc. Professional Services		10,000				10,000
183	420		1,000	525640	Maintenance & Repairs Services-Equipment		1,300				1,300
179	0		0	525710	Equipment Rental		0				0
13,778	11,696		3,898	525740	Lease Payments		0				0
2,470	1,433		1,500	526200	Ads & Legal Notices		1,500				1,500
2,722	134		2,900	526310	Printing Services		0				0
1,099	787		850	526410	Telephone		850				850
0	117		200	526420	Postage		7,000				7,000
1,057	126		465	526440	Delivery Services		500				500

Exhibit A
Ordinance No. 95-616
General Fund

HISTORICAL DATA ACTUAL \$		FY 1994-95 ADOPTED BUDGET		FISCAL YEAR 1995-96		ADOPTED		REVISION		PROPOSED	
FY 1992-93	FY 1993-94	FTE	AMOUNT	ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Council (continued)											
10,387	8,380		5,000	526500	Travel		8,700				8,700
0	0		0	526510	Mileage Reimbursement		0				0
0	0		0	526700	Temporary Help Services		0				0
2,625	3,246		4,000	526800	Training, Tuition, Conferences		4,000				4,000
7,576	11,900		8,700	528100	License, Permits, Payments to Other Agencies		9,000				9,000
117,692	0		0	528200	Election Expense		0				0
40,525	41		0	529110	Council Per Diem		0				0
27,905	15,013		19,200	529120	Councilor Expenses		21,000				21,000
16,737	5,577		6,000	529500	Meetings		10,000				10,000
12	0		0	529800	Miscellaneous		0				0
330,713	107,759		102,243		Total Materials & Services		84,320		0		84,320
<u>Capital Outlay</u>											
14,378	3,356		13,800	571500	Purchases-Office Furniture & Equipment		19,500				19,500
14,378	3,356		13,800		Total Capital Outlay		19,500		0		19,500
1,040,782	1,143,488	8.50	1,004,934		TOTAL EXPENDITURES		792,501	1.56	0		792,501
<u>Contingency and Unappropriated Balance</u>											
0	0		568,475	599999	Contingency		578,336				578,336
753,060	870,649		200,000	599990	Unappropriated Fund Balance		200,000				200,000
753,060	870,649		768,475		Total Contingency and Unappropriated Balance		778,336		0		778,336
5,244,871	6,257,731	13.50	6,664,018		TOTAL FUND REQUIREMENTS	19.55	7,379,395	1.56	0	21.11	7,379,395

Exhibit A
Ordinance No. 95-616

Support Services Fund

HISTORICAL DATA ACTUAL \$		FY 1994-95 ADOPTED BUDGET		FISCAL YEAR 1995-96		ADOPTED		REVISION		PROPOSED	
FY 1992-93	FY 1993-94	FTE	AMOUNT	ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Office of Citizen Involvement											
<u>Personal Services</u>											
				511121	SALARIES-REGULAR EMPLOYEES (full time)						
0	0	0.05	3,513		Administrator		0				0
0	0	1.00	38,608		Associate Administrative Services Analyst	1.00	42,094			1.00	42,094
				511221	WAGES-REGULAR EMPLOYEES (full time)						
0	0	0.25	7,170		Administrative Secretary	0.25	8,436	(0.18)	(7,686)	0.07	750
0	0	0.20	4,709		Secretary	0.20	5,291	(0.15)	(4,541)	0.05	750
				511235	WAGES-TEMPORARY EMPLOYEES (part time)						
					Temporary Professional Support				2,000		2,000
0	0		20,520	512000	FRINGE		15,630				15,630
0	0	1.50	74,520		Total Personal Services	1.45	71,451		(10,227)	1.45	61,224
<u>Materials & Services</u>											
0	0		780	521100	Office Supplies		800				800
0	0		115	521320	Dues		115				115
0	0		2,500	524190	Misc. Professional Services		2,500				2,500
0	0		200	525640	Maintenance & Repairs Services-Equipment		200				200
0	0		5,000	526200	Ads & Legal Notices		5,000				5,000
0	0		400	526310	Printing Services		400				400
0	0		150	526410	Telephone		200				200
0	0		0	526420	Postage		2,000				2,000
0	0		85	526440	Delivery Services		85				85
0	0		500	526500	Travel		500				500
0	0		500	526800	Training, Tuition, Conferences		500				500
0	0		500	529500	Meetings		500				500
0	0		10,730		Total Materials & Services		12,800		0		12,800
0	0	1.50	85,250		TOTAL EXPENDITURES	1.45	84,251	0.00	(10,227)	1.45	74,024

Exhibit A
Ordinance No. 95-616

Support Services Fund

HISTORICAL DATA ACTUAL \$		FY 1994-95 ADOPTED BUDGET				FISCAL YEAR 1995-96		ADOPTED		REVISION		PROPOSED	
FY 1992-93	FY 1993-94	FTE	AMOUNT	ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
General Expenses													
					<u>Contingency and Unappropriated Balance</u>								
0	0		200,000	599999	Contingency								
					* General		231,726		10,277				242,003
					Total Contingency and Unappropriated Balance		1,323,332		10,277				1,333,609
216,645	612,628		673,151										
5,992,132	6,736,104	81.25	7,668,704		TOTAL EXPENDITURES		85.81	8,390,740	0.00	50		85.81	8,390,790

Exhibit B
FY 1995-96 SCHEDULE OF APPROPRIATIONS
Ordinance No. 95-616

SUPPORT SERVICES FUND	Adopted Budget	Revision	Proposed Budget
Office of Citizen Involvement			
Personal Services	71,451	(10,227)	61,224
Materials & Services	12,800		12,800
Capital Outlay	0		0
Subtotal	84,251	(10,227)	74,024
General Expenses			
Interfund Transfers	732,472		732,472
Contingency	653,419	10,227	663,646
Subtotal	1,385,891	10,227	1,396,118
Unappropriated Balance	669,913		669,913
Total Fund Requirements	\$8,390,740	\$0	\$8,390,740

AGENDA ITEM: 8.1
Meeting Date: November 16, 1995

**Resolution No. 95-2172A, For the Purpose of Authorizing Issuance of RFP No.
95R-17A-REM for a Phase 1 Commercial Food Waste Collection/Processing
Project**

REGIONAL ENVIRONMENTAL MANAGEMENT COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 95-2172A, FOR THE PURPOSE OF AUTHORIZING ISSUANCE OF RFP NO. 95-17A-REM FOR A PHASE I COMMERCIAL FOOD WASTE COLLECTION/PROCESSING PROJECT

Date: November 8, 1995.

Presented by: Councilor Kvistad

Committee Recommendation: At the November 7 meeting, the Committee voted unanimously to recommend Council adoption of Resolution No. 95-2172A. Voting in favor: Councilors Kvistad, McFarland, and McLain.

Committee Issues/Discussion: Jim Goddard, Regional Environmental Management Recycling System Development Supervisor, presented the staff report and reviewed the purpose of the resolution. Goddard indicated that the proposed resolution represented the next step in an organic wastestream recycling project initiated by staff during FY 93-94. Through a series of workshops, a regional conference and the work a staff workgroup, it has been determined that commercially generated vegetative food waste should be targetted for increased recycling.

Goddard indicated that the recycling project would be divided into two phases. Phase I would be initiated with the adoption of the proposed resolution authorizing issuance of an RFP for a pilot project to collect and process commercial food waste. Proposers would be asked to complete several questionnaires designed to solicit economic and environmental information related to their particular proposal, including the specific site that would be used to process the material. This information would be reviewed by Metro, local governments and DEQ. Significant concerns would be identified and each proposer would be asked to address these concerns, if they intend to submit a formal project proposal during Phase II of the project development.

Goddard noted that issues such as land use permitting and odor abatement would be addressed during the Phase I review of project proposals. The compatability of the source material and the proposed processing method also would be examined.

Phase I of the project would be completed by March 1996. The Phase II RFP for detailed project proposals would be issued in March and the evaluation and awarding of the contract would be completed by May. The pilot project would be for one year and would be completed by July 1997.

The source of the food waste for the project would be pre-consumer commercial waste generators, such as grocery stores, produce companies and food processors. The successful proposer would be required to process a minimum of 1,000 tons of waste during the term of the pilot project. The feasibility of food waste recycling would be evaluated at the end of the project.

It is anticipated that the processing facility developed for the pilot project would be economically self-sufficient. Following the completion of the pilot project, Metro does not intend to subsidize or provide other types of monetary support for the facility.

A total of \$175,000 has been allocated for the two fiscal years of the project. It is intended that this funding be used to "defray the extraordinary costs associated with a small scale project and the costs associated with meeting Metro, local government and DEQ data requirements."

Councilor McFarland noted that she had been an early critic of the project, but that Mr. Goddard had addressed the concerns that she had raised.

Councilor McLain indicated she appreciated the timeline and checkpoints that had been developed for the project. She also noted support for efforts that reduced the amount of material that Metro sends to the Columbia Ridge Landfill.

Jeanne Roy, Recycling Advocates, testified in support of the resolution, but asked that a minor amendment be made. She noted that the RFP would require the proposer to obtain a Metro franchise. She expressed concern that a franchise might not be appropriate or necessary for certain types of proposers, such as farm sites. She requested that the requirement be removed. Goddard responded that staff was concerned about Metro's ability to regulate the processing site, particularly in areas such as odor abatement or the removal of material from the site.

Council Analyst Houser proposed alternative language that would require the proposer to "meet applicable Metro regulatory requirements". This amendment language was adopted by the committee.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING)	RESOLUTION NO. 95-2172A
ISSUANCE OF RFP #95R-17A-REM FOR A)	
COMMERCIAL FOOD WASTE COLLECTION)	Introduced by Mike Burton,
AND PROCESSING PROJECT)	Executive Officer

WHEREAS, the Riedel Mass Composting Facility is no longer a part of the Metro solid waste management system; and

WHEREAS, Resolution No. 94-1915A directs staff to revise the Regional Solid Waste Management Plan and Metro Code to include new options for managing organic waste in the region;

WHEREAS, The Regional Solid Waste Management Plan, in continuing to recognize and support the state hierarchy (ORS 459.015) for managing solid waste, specifies landfilling as the least preferred option; and

WHEREAS, A public process composed of a series of workshops, meetings and a regional conference were conducted to examine new options for managing organic waste in the Metro region, whose participants included waste generators, waste haulers, waste processors, business leaders, government officials and other interested parties; and

WHEREAS, Businesses may benefit from a potential cost savings if less expensive alternatives to landfilling organic waste can be developed; and

WHEREAS, Processing organic waste produces environmentally beneficial soil products; and

WHEREAS, Food waste collection and processing provides the next logical step for organics processing in the Metro region; and

WHEREAS, Key recommendations from the public workshops, meetings and organic waste management conference include conducting a food waste collection and recycling project that focuses on recovering source separated organics from commercial food-related businesses; and

WHEREAS, It is in Metro's best interest to utilize a request for proposals to obtain the inovative recycling services requested in RFP 95R-17A-REM; and

WHEREAS, The resolution was submitted to the Executive Officer for consideration and was forwarded to the Metro Council for approval; now therefore,

BE IT RESOLVED,

1. The Metro Council authorizes issuance of RFP #95R-17A-REM attached as Exhibit A.

ADOPTED by the Metro Council this _____ day of _____, 1995.

J. Ruth McFarland, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

BM:ay
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Exhibit A

**REQUEST FOR PROPOSALS
for**

Phase I

Commercial Food Waste Collection and Processing

RFP # 95R-17A-REM

**Metro
Regional Environmental Management Department
600 NE Grand Avenue
Portland, OR 97232**

TABLE OF CONTENTS

I. INTRODUCTION	1
II. BACKGROUND/HISTORY OF PROJECT	1
III. PROJECT OVERVIEW	2
A. <u>Phase I</u>	3
B. <u>Phase II</u>	4
C. <u>Collection</u>	4
D. <u>Processing</u>	5
V. PROPOSAL SUBMITTAL QUESTIONS	6
VI. SCHEDULE	15
VII. PAYMENT	16
VIII. PROJECT ADMINISTRATION	16
IX. PROPOSAL INSTRUCTIONS	17
A. <u>Submission of Proposals</u>	17
B. <u>Deadline</u>	17
C. <u>RFP as Basis for Proposals:</u>	17
D. <u>Information Release</u>	17
E. <u>Minority and Women-Owned Business Program</u>	18
X. PROPOSAL CONTENTS	18
XI. GENERAL PROPOSAL/CONTRACT CONDITIONS	19
XII. EVALUATION OF PROPOSALS	19

REQUEST FOR PROPOSALS

Phase I Commercial Food Waste Collection and Processing

I. INTRODUCTION

The Regional Environmental Management Department of Metro, a metropolitan service district organized under the laws of the State of Oregon and the 1992 Metro Charter, located at 600 NE Grand Avenue, Portland, OR 97232-2736, is requesting proposals to provide commercial pre-consumer vegetative food waste collection and processing services RFP #95R-17A-REM). Proposals will be due no later than 4:00 p.m., Friday, January 5, 1996, in Metro's business offices at 600 NE Grand Avenue, Portland, OR 97232-2736. Details concerning the project and proposal are contained in this document.

II. BACKGROUND/HISTORY OF PROJECT

According to the 1993/94 Metro Waste Characterization Study, approximately 200,000 tons of food waste and 60,000 tons of non-recyclable paper were delivered to the region's disposal facilities during the year-long study period. There are currently no significant on-site or post-collection recovery programs in place to divert these materials from the landfill. The Regional Solid Waste Management Plan, which gives the metropolitan region direction for meeting solid waste needs during the next decade (1995-2005), identifies source-separated organic waste recovery as an important program element that will bring the region closer to its 53% recycling goal by 2005.

In 1993/94 Metro conducted a series of public workshops to help develop a regional organic waste management strategy. The participants targeted composting pre-segregated food wastes from the commercial sector as a viable part of the overall strategy. This approach is valuable because it not only diverts waste from the landfill but converts it to a useful end product. In August 1995, a work group of Metro staff was formed to ascertain what elements are necessary to ensure the success of a food waste recovery system. This RFP is a result of the work group recommendations.

Currently, the Metro region diverts almost 100,000 tons a year of yard debris from the landfill, creating valuable soil products from it. Processing food waste is the next logical step to removing even more organic material from the waste stream. In fact, estimates predict that recovering food wastes and non-recycled paper can be done in the long-term that is equal-to or lower cost than landfilling. This has been proven in many areas of the country where food waste composting has already begun. It should be possible to economically recover food waste in the Metro region as well. The information obtained from this project will help Metro, local governments, food businesses, waste collectors, and food waste processors determine how we can best work together to implement organic waste recovery programs that are cost effective, environmentally sound, and publicly acceptable.

III. PROJECT OVERVIEW

The overall purpose of the project is to test the collection and recovery of commercial pre-consumer vegetative food waste (excluding meat and dairy products) from food-related businesses as an alternative to the current practice of landfilling. This project is expected to help establish an economically viable and self-sustaining food waste recovery system that will help the region meet its waste recovery goals, without using flow control. The project will be completed through partnerships between Metro, local governments, DEQ, and private industry who will identify opportunities and remove barriers that prevent the organics recovery system from developing.

Metro intends to use a two phased proposal process to assemble a team that will collect and process source separated food and non-recyclable paper from targeted businesses. This two part proposal process was selected to maximize participation in the project and to enable potential participants to indicate their interest with a relatively brief initial proposal (Phase I). Interested firms can propose to provide collection of food wastes and/or processing of the material in Phase I. It is anticipated that firms who propose on only one part of the project, collecting or processing, will team with another firm to provide a complete system during the Phase II proposal process. Metro will enter into a contract with the one entity representing both collection and processing. To be considered for Phase II and a contract, a firm must submit a Phase I proposal.

The successful Phase II proposer will be required to develop a complete system for collecting and processing source separated food waste. This includes: providing a site that is appropriate and suitable for this project, the design and construction of all necessary site improvements and the ability to obtain all necessary permits. The successful project team will be expected

to collect and process at least 1000 tons of preconsumer vegetative waste (excluding meat and dairy products) and non-recyclable paper from food warehouses, grocery stores and restaurants over a period of eight months. The proposer may propose to handle more waste over a similar period of time. If a proposer believes that they can process a more diverse mix of food waste while meeting the other project parameters, they may propose to do so as an alternative proposal. The total period of the pilot study shall not exceed 12 months. The successful proposer will be responsible for obtaining both the food waste and any bulking agent required by the process utilized.

Metro has allocated \$175,000, for this demonstration project (at award of Phase II, no money will be awarded at Phase I). This money is intended to defray the extraordinary costs associated with a small scale project and the costs associated with meeting Metro, local government, and DEQ data requirements. Metro does not make a financial commitment to the successful food waste collector and processor team beyond the term of this project. Therefore, proposals that appear to be economically viable and self-sustaining in long-term operations, will be viewed more favorably than those that require long-term subsidy.

IV. PROJECT DESCRIPTION

A. Phase I

This Request for Proposals includes questionnaires for firms interested in collection and/or processing of organic wastes from the Metro region. Basic information on the proposed process or collection methodologies is requested. This information will be reviewed by Metro, local government, and DEQ to identify any significant concerns associated with a particular proposal. Metro will notify each Phase I proposer of those concerns which will have to be addressed in a Phase II proposal. Processors will be required to identify a specific site where their processing operation will be located. Firms that propose to provide processing will be provided with the names of all of the collectors who submit Phase I proposals to facilitate teaming of collectors and processors.

After the Phase I proposals have been reviewed, a Pre Phase II Proposal conference will be held by Metro. Attendance at this pre-proposal conference is mandatory for all firms who intend to submit a Phase II proposal.

B. Phase II

Proposers for Phase II will be required to submit more detailed information on their proposed collection and process than was included in Phase I proposals.

C. Collection

This project requires the participation of a Metro area collection firm permitted by the local government to collect pre-segregated food waste in their jurisdiction. Food waste will be collected from food related businesses (e.g., grocery stores, restaurants, food processors) and deliver them to a designated processing site. A Metro Transfer Station could potentially be used to reload and consolidate food waste for transport to a processing site. The collector/processor would be required to make financial arrangements with Metro for this reload. If any processor is interested in this option, Metro will develop a reload cost that will be in effect for the term of this trial. This cost will be made available to all haulers and processors.

The successful proposer must have a sufficient number of food related businesses on their hauling routes that will be willing to participate in this project. In addition, the businesses should be clustered within a relatively concentrated geographical area. The clusters of businesses are analogous "urban centers" which are hubs for provision of goods and services in the Metro region. Urban centers are a key focus of Metro's Region 2040 growth concept. This food waste trial supports the objective of the 2040 growth concept.

Metro may assist the successful proposer to establish a program for the participating businesses to source separate food wastes. Metro intends to work closely with the participating businesses and waste hauler to: 1) develop in-house separation and collection methods, 2) provide containers, liners (if needed), and informational material, and 3) provide in-house training and follow-up to ensure separation efficiencies and minimize contaminants to the food and paper wastes. These wastes will be limited to pre-consumer vegetative material (excluding meat and dairy products) and non-recyclable paper depending on the needs of the processor with whom the collector is teamed. The food and paper wastes must be preseggregated from other waste by the participating businesses and collected by the hauler on a regularly scheduled basis for the duration of this project.

The organic wastes (e.g. food waste, non-recyclable paper, and yard debris) may be collected together if they meet the processors requirements.

D. Processing

A wide variety of methods exist for processing the organic fraction of the waste stream. These processes range from windrow composting to producing electricity from methane generated by anaerobic digestion of the organic matter. Metro is interested in processes which are economically viable in the long-term. At this time, Metro does not expect to be able to guarantee flow to an organics processing facility. However, Metro is willing to explore other contractual arrangements with the hauler and processor in order to facilitate a food waste recovery system.

An appropriate site for the processing facility will be critical to the success of this project. While different processes will have different siting requirements, no processing proposal will be accepted unless a specific processing site is identified. This site must be appropriate for the particular process proposed. Full permitting of the site is not required in Phase I. However, it will be required before award of the contract after Phase II. The proposer must also determine how odors and other nuisance conditions will be controlled at the processing site. All proposers must keep in mind that this material is classified as a solid waste. In addition to local government land use permits, the proposed site will require, at a minimum, ~~a Metro Franchise,~~ meet applicable Metro regulatory requirements and obtain a Department of Environmental Quality (DEQ) Solid Waste Disposal and other permits.

V. PROPOSAL SUBMITTAL QUESTIONS

Businesses that want to do only collection, please complete Section A.
Businesses that want to do only processing, complete Section B. If you want to do both collection and processing, please complete Sections A and B.

A. COLLECTION:

A1. Where do you currently collect waste and where are you franchised?

A2. How will you work with generators to set up a food waste separation program and get them to participate (monitoring and continuing education).

A3. What type of recycling programs have you set up for these businesses in the past?

A4. Describe your proposed collection method. Include the equipment to be used by the customer (types and size of containers, location) your collection equipment, and frequency of food waste collection. Describe incentives to ensure customer participation.

A5. Please complete the following chart: Customers that you currently serve who might participate in this project. Do not list the customer's name, but fill in one line per customer. Use additional sheets if needed.

Type of Business	Type & Frequency of Current Service				Estimated Volume and Description of Vegetative Waste Per Week EXAMPLE: ½ of drop-box is food waste (mixed produce, paper)
	Drop Box	Compacted Drop Box	Container	Other	
Grocery Stores					
Restaurants					
Food Warehouses/Distributors					
Food Processors					
...					

A6. Itemize the additional cost for providing food waste hauling service to your customers.

EXAMPLE:	One extra 3-yard container for six generators - 6 x \$500	= \$3,000
	Two extra pick ups/week for six generators - 6 x \$100/week x 40 weeks (separate route)	= \$24,000
	Modify truck:	= \$3,000
	Training and set-up at stores - 6 x \$200/store	= <u>\$1,200</u>
	TOTAL:	\$31,200

B. PROCESSING:

B.1 Site:

B1.1 Describe proposed food waste processing site; existing condition of property, address, size, zoning, and ownership. Include location map.

B1.2 Describe adjacent land uses, distance to the nearest residence, business or public facility, major access routes, and nearby environmentally sensitive areas. State why site is suitable for this project.

B1.3 Describe required improvements to conduct processing on the site (provide a site sketch).

B2. PROPOSED PROCESS:

Since this pilot project is expected to lead to a long-term food waste processing operation, questions will be asked about processing in the pilot project and long-term operations. Please answer both sets of questions.

B2.1 PILOT PROJECT

B2.1.1 Describe the process to be used, enclosures and equipment. Be specific about the process from receipt of material to final product.

B2.1.2 Describe food waste requirements: Quality, quantity, source.

Quality (also describe unacceptable contaminants):

Quantity:

Source:

B2.1.3 Describe bulking agent requirements: Quality, quantity, source.

Quality:

Quantity:

Source:

B2.1.4 Proposed ratio of food waste to bulking agent.

B2.1.5 **Equipment to be used in processing and required improvements to the sites (include existing or new equipment)**

B2.1.6 **List types of end products produced, the size of the target markets for each, and the value of the end products.**

B2.1.7 **Describe how you will reduce or avoid generating odors and how the odors produced will be controlled (i.e., biofilter, enclosed building; rural location).**

B2.1.8 **Describe means of controlling vectors, leachate, noise, and dust.**

B2.1.9 What is the expected tipping fee for the trial project?

B2.1.10 Itemize any additional cost for processing food waste in the pilot project.

B2.2. LONG-TERM OPERATIONS

B2.2.1 Food waste requirements:

Quality (list type and quantity of unacceptable contaminants):

Quantity:

Source.

B2.2.2 Bulking agent requirements:

Quality:

Quantity:

Source:

B2.2.3 Describe the changes that would need to be made to the site and process to transition from the pilot scale operation to full scale operations.

B2.2.4 What is the expected tipping fee for long-term operations?

B3. PILOT PROJECT OPERATING PARAMETERS

B3.1 How soon can you begin to process the food waste once a pilot project contract is signed?

B3.2 Describe who will be in charge of the project and their experience as it relates to the pilot project.

B3.3 Describe the company's experience as it relates to this pilot project.

VI. SCHEDULE

Issue Phase I RFP	Nov. 95
Review Phase I proposals (involve local government work group)	Jan. 96
* Project Check Point: Verify Feasibility	
Identify those eligible to propose Phase II	Jan.-Mar. 96
Develop Phase II RFP	Oct.-Dec. 95
Review Phase II RFP with Metro management, SWAC, Metro Councilors, local government work group, DEQ and potential proposers. Get input.	Dec. 95-Mar. 96
Issue Phase II RFP	Mar. 96
* Project Check Point: Verify Feasibility	
Award Phase II RFP	May 96
Begin accepting food waste	Jun. 96
Complete Pilot Project	May. 97
Assess feasibility of food waste recovery in the region (local governments, DEQ, Metro). Report with recommendations.	July. 97
Begin ongoing operations	

VII. PAYMENT

Payment terms for the successful proposer will be detailed in the Phase II Request for Proposal.

VIII. PROJECT ADMINISTRATION

Metro's project manager and contact for this project is Jim Goddard, in the Waste Reduction & Planning Services Division of Metro's Regional Environmental Management Department.

Metro intends to award a contract to a single contractor after completion of the Phase II RFP process. This contractor will assume responsibility for any/all subcontractor work, as well as the day-to-day direction and internal management of the project, unless otherwise specified in this RFP or otherwise agreed upon in the actual contract.

IX. PROPOSAL INSTRUCTIONS

A. Submission of Proposals

Five (5) copies of the proposal shall be furnished to Metro, addressed to:

Jim Goddard
Metro Regional Environmental Management Department
600 NE Grand Avenue
Portland, OR 97232-2736

B. Deadline

Proposals will not be considered if received after 4:00 p.m.,
January 5, 1996

C. RFP as Basis for Proposals:

This Request for Proposals represents the most definitive statement Metro will make concerning the information upon that Proposals are to be based. Any verbal information that 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 Jim Goddard at (503) 797-1677. Any questions, that in the opinion of Metro, warrant a written reply or RFP amendment will be furnished to all parties receiving this RFP. Metro will not respond to questions received after Friday, December 15, 1996.

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

Metro and its contractors will not discriminate against any person or firm based on race, color, national origin, sex, sexual orientation, age, religion, physical handicap, political affiliation or marital status.

Metro extends equal opportunity to all persons and specifically encourages disadvantaged, minority, and women-owned businesses to access and participate in this and all Metro projects, programs, and services.

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 & 200.

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

X. PROPOSAL CONTENTS

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. The following are proposal requirements to ensure that they are concise and provide only the requested information.

- The total submittal for the Phase I proposal will consist of the completed form from section V of this Request for Proposals, or responses submitted on separate sheets and a cover letter signed by an officer of the proposing company. Additional information will not be considered during the review of the proposals. An electronic version of Section V is available from Metro upon request.
- The proposal can be submitted for collection only (section A of form), processing only (section B of the form) or both collection and collecting (entire form). The proposal for collection (Section V.A) will be limited to three sides of a page. The proposal for processing (Section V.B) will be limited to seven sides of a page. Type size used in proposals will be no smaller than 12 point.

XI. 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 the 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 one hundred and twenty (120) 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 that Metro is evaluating the proposal.
- D. **Conflict of Interest.** A Proposer filing a proposal thereby certifies that no officer, agent, or employee of Metro or Metro has a pecuniary interest in this proposal or has participated in contract negotiations on behalf of Metro; 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.

XII. EVALUATION OF PROPOSALS

Phase I proposal evaluation will be performed by a team of Metro, local government and DEQ staff. Questions and concerns raised during the evaluation will be reviewed with the proposer. These will need to be addressed by the proposer if they are to be eligible for responding to the Phase II RFP. (NOTE: Scores from Phase I RFP will not have a bearing on Phase II evaluations).

The collection and processing portions of the Phase I proposals will be evaluated independent of each other based on the following criteria and weightings:

FOOD WASTE COLLECTION

50 % Suitability of Existing Customer Base

- Number and type of businesses in geographically concentrated areas.
- Potential quantity and quality of feedstock.

25% Type of Equipment

- Suitability, new or proposed modifications.

25% Approach and understanding of project objectives

- Previous experience with business recycling programs.
- Ability to work with the targeted businesses and secure their participation.

FOOD WASTE PROCESSING

40% Site

- Appropriate location, ability to secure all necessary permits in a timely manner (e.g., land use, DEQ), existing and proposed on-site and off-site conditions for project.

40% Proposed Process

- Overall soundness of proposed processing system
- Appropriate feedstock requirements and sources
- Appropriate and effective odor and environmental controls
- Reasonable processing costs and tipping fee
- Ability to transition pilot project into long-term operations
- Ability to produce and market end product

20% Pilot Project Operating Parameters

- Ability to implement and follow through on proposal

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AGENDA ITEM: 8.2
Meeting Date: November 16, 1995

**Resolution No. 95-2233, For the Purpose of Providing Comments on the
Preliminary Regional Water Supply Plan**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PROVIDING) RESOLUTION NO. 95-2233A
COMMENTS ON THE PRELIMINARY) -
REGIONAL WATER SUPPLY PLAN) Councilor Susan McLain

WHEREAS, Metro is mandated by its Charter to address Regional Water Supply and Storage in its Regional Framework Plan; and

WHEREAS, Metro joined the Regional Water Supply Planning Study on July 28, 1994, with adoption of Resolution No. 94-2010A; and

WHEREAS, Metro provided Region 2040 project population projections to the Regional Water Supply Planning Study and other map and analytic services as its contribution to the study as agreed in Council Resolution No. 94-1962A; and

WHEREAS, Metro coordinates regional growth management planning through its Region 2040 program and the resulting urban form will affect water consumption demands and future water supply infrastructure needs in the region; and

WHEREAS, Metro is member of the Regional Water Supply Planning Study and is participating in the adoption process of the Regional Water Supply Plan, together with the other 27 sponsoring water districts and jurisdictions in the region; and

~~WHEREAS, Metro will eventually adopt the final Regional Water Supply Plan in early 1996 and use relevant parts of that plan as a basis of its Regional Water Supply and Storage element in the Metro Regional Framework Plan; now, therefore~~

~~WHEREAS, Metro Council has had a presentation and staff report on the preliminary Water Supply Plan (see Exhibit A) and that Metro does not accept or adopt the preliminary Water Supply Plan in its current form, now, therefore~~

BE IT RESOLVED,

1. That the Metro Council recognizes the importance of the Regional Water Supply Planning Study, its link with the Metro's Region 2040 program and applauds the region's water providers for their leadership in conducting this study.

2. That the Metro Council has reviewed the preliminary Regional Water Supply Planning Study and has taken public testimony regarding the study. **Based on this review, the Council has identified the following major recommendations as the study is refined:**

- **Implement comprehensive aggressive regional water conservation and water pricing as the cornerstone of any future regional water supply strategy;**
- **Investigate future source options such as dual systems, nonpotable water systems and water reuse;**
- **Maintain the regional scope of this study to ensure that all citizens in the Metro region are assured high water quality;**
- **Maintain regional flexibility and options for future water supply sources;**
- **Initiate a formal regional consortium of water providers and other participants to implement a regional water supply plan, especially with regard to water conservation;**
- **Recognize that this public review is only the beginning of a long process of public input into the development of future water supply options and Metro's Urban Water Supply element in the Regional Framework Plan.**

3. That the Metro Council is sending the attached Exhibit B to the Study's consultant team and steering committee for inclusion **consideration** in preparing the draft final Regional Water Supply Plan.

ADOPTED by the Metro Council this ____ day of ____, 1995.

J. Ruth McFarland, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

STAFF REPORT

**INFORMATIONAL BRIEFING ON PRELIMINARY REGIONAL WATER SUPPLY
PLAN AND ADOPTION PROCESS**

Date: August 31, 1995

Presented By: Rosemary Furfey

PURPOSE OF INFORMATIONAL BRIEFING

The purpose of this informational briefing is to: 1) present a brief summary of the newly-issued preliminary Regional Water Supply Plan (RWSP) and answer any questions regarding the plan; and 2) present the RWSP's adoption schedule and public involvement activities.

BACKGROUND

The preliminary RWSP (see Attachments 1 and 2) is the result of a five-year regional planning effort that has involved twenty-seven municipal water providers (cities and districts), together with Metro, in the three-county metropolitan region. The plan resulting from this unique multi-agency and inter-disciplinary program provides strategies for:

- cooperative regional conservation programs;
- efficient and flexible transmission systems;
- coordinated development of new supply sources; and
- options for institutional arrangements for providing municipal water service throughout the region.

The Metro Charter mandates that Metro adopt elements of the Regional Framework Plan that address regional water supply and storage, particularly as they relate to growth management. In addition, as the Region 2040 project progressed, it became clear that there was a need for coordination between Region 2040 growth planning and the demand forecasting being conducted by the Regional Water Supply Planning Study (RWSPS).

In order to facilitate coordination between these two major regional planning efforts, and to prepare for eventual adoption of water supply elements in the Regional Framework Plan, Metro formally joined the RWSPS effort on July 28, 1994 with adoption of Resolution No. 94-2010A. In addition, the Metro Council also authorized the transfer of Region 2040 population data to the RWSPS so that water demand scenarios could be modeled based on Metro's population growth projections. The data transfer was authorized by Metro Council resolution No. 1962A and the data transfer was completed during the summer of 1994. In addition, Metro Data Resources Center produced maps for several RWSPS technical reports.

When Metro formally joined the RWSPS, it appointed Planning Department Director Andy Cotugno as Metro's representative to the project. Since then staff have attended the study's steering committee and participant committee meetings as the preliminary plan was developed.

In addition, Councilor Jon Kvistad and Executive Office Mike Burton are members of Commissioner Lindberg's Regional Water Leadership Group which met periodically to brief the region's elected officials about the status of the project. Metro staff served on the study's Environmental Task Force which reviewed the *Environmental Analysis of Future Water Source Options* report. Metro provided written comments to the steering committee about this report. Metro's Water Resources Policy Advisory Committee (WRPAC), which is chaired by Councilor McLain, was briefed at each of its meetings about the status of the study. Finally, information and maps about this study were made available at the Region 2040 open houses which were held around the region in June 1995.

Since formally joining the study, the Metro Council, its former Planning Committee and current Land Use Committee have had periodic updates and briefings about the progress of the RWSPS. In September 1994, the Planning Committee reviewed the study's draft policy objectives and provided specific comments to the study's steering committee regarding Metro's policy interests in a letter dated October 20, 1994. These included:

- strong support for the efficient use of water resources in particular emphasis on water conservation and making the best use of existing supplies;
- the study should address the issue of planning for curtailment during drought. The study should examine the cost of continuing to provide water with high reliability versus curtailment of use during periods of drought. The committee emphasized the need to educate the public about managing water demand and that additional reliability can come from different sources (e.g. conservation);
- strong support for watershed protection to protect water quality and ensure future water quality. The committee stressed the need to protect and ensure high water quality standards while ensuring the ability to mix water sources across the region;
- the need to avoid environmental impacts, not just minimize or mitigate them when developing new sources or transmission systems. Impacts need to be evaluated on a watershed basis in order to characterize the cumulative and downstream impacts of water supply facility development and operation. Metro will evaluate any supply planning option from an integrated multi-objective viewpoint. Retention of natural systems should be a goal.
- with regard to growth management the committee emphasized the need for continued cooperation between Metro and the region's water providers to determine where future growth should occur.

FACTUAL ANALYSIS

Phase I

Prior to Metro joining this study, the planning work began in 1991 with three "Phase I" studies. These studies projected future regional water demand, evaluated potential water sources and identified ways to conserve water. It recommended more detailed study of conservation, transmission and system efficiency, and new supply sources. Options that could provide enough water to meet population growth during the next 50 years included: demand management; a third dam and reservoir on the Bull Run River; expanding the Barney Reservoir on the Trask River; increased treatment and use of the Clackamas River; new diversions and treatment on the Willamette and Columbia rivers; and aquifer storage and recovery.

Phase II

The currently completed "Phase II" work included more detailed studies of promising water sources and alternatives to help meet water demand in the years ahead. It has investigated how to make new and existing water systems more efficient and cost-effective through conservation and transmission.

The study used an integrated resources planning (IRP) process that examined a range of water resource options including supply, transmission and conservation. The IRP process designs and evaluates different resource combinations to determine their respective and relative costs, benefits, impacts and risks. This involves identifying the policy values which guide the study, formulating and evaluating the mix of resource options, communicating with citizens and decision makers, and presenting tradeoffs which must be weighed and balanced before an informed decision can be made.

The key planning elements included: 1) evaluation of conservation and demand management opportunities; 2) analysis of water supply source options; 3) analysis of system efficiency and transmission; 4) identification of different water service governance and institutional arrangements; and 5) public involvement through newsletters, media coverage, slide show and video, stakeholder interviews, focus groups, public forums, workshops and briefings for interested groups and decision makers.

The project consultants developed a computer model called "IRPlanner" to assist in generating and evaluating the scenarios. The model allows planners to set up different scenarios by specifying different sources, supply amounts, transmission routes, conservation efforts, and timelines to determine how various choices differ in terms of system reliability, efficiency costs, environmental impacts, and the ability to manage catastrophic events.

Results and Recommended Long Term Strategy

The preliminary plan identifies and investigates five approaches to meeting the region's water supply needs and achieving the highest level of reliability. Each of these five sequences emphasizes different policy objectives and combinations of objectives. Some of the key findings in the plan are: 1) a significant amount of water is available to the region; 2) supply facilities will be added to the existing supply base in the near-term (see Attachment 3). These include

expansion of the Barney Reservoir and treatment facilities on the Tualatin River, additional intake and treatment capacity on the Clackamas River, and the return of Portland's Columbia South Shore Wellfield to full capacity; 3) given existing and committed resources, the region will not need major new supply increments until close to the year 2020, unless water demands increase faster than even high projections, or unless committee resource additions do not materialize. 4) conservation program opportunities and water reuse offer significant water savings to the region; 5) the region is fortunate to have so many viable supply options; 6) regional growth patterns are difficult to predict; and 7) the region's citizens care about their water supply.

Based on the provider's review of the five water supply sequences, they have recommended a particular long term strategy to meet the region's future water supply needs. The recommended strategy includes aggressive regional outdoor conservation programs, transmission, aquifer storage and recovery (east and west), expansion of Clackamas River supplies, and lastly development of a supply source on the upstream Willamette River in 2035 -2045. This multi-resource, phased approach provides a great deal of flexibility in responding to information needs and changing circumstances (e.g. demand, or regulatory requirements) over time.

Public Involvement and Plan Adoption Schedule

With publication and dissemination of the preliminary plan, Metro and the region's water providers now begin an extensive public involvement process. In addition to the full plan and executive summary, there will be a newsletter summarizing the results of the plan, a video, technical summary sheets (see Attachment No. 4) and a series of public forums to educate the public and seek their comments on the preliminary plan.

The overall plan adoption schedule is outlined on Attachment No. 5. In September, the plan will be reviewed by each participating agency and a series of regional public forums will be held around the region on September 26, 27 and 28, 1995. In October, the Metro Council will conduct a public hearing to receive testimony about the plan in October, as well as receive technical comments from the Water Resources Policy Advisory Committee (WRPAC). Metro's comments and recommendations will be submitted to the project management team and a decision alternative will be formulated. The draft final plan will then be reviewed again in public forums, WRPAC will provide technical comments and the Metro Council will again solicit public testimony before the final plan is prepared in early 1996. It is anticipated that Metro will adopt the plan in early 1996. The plan will then become a basis for the water supply element of the Regional Framework Plan.

Near-term Strategies

- Completion of the Barney Reservoir
 - Small expansions of existing Clackamas systems
 - Remediation and maintenance of the Portland wellfield
 - Transmission and interconnection to areas facing immediate need
 - Continued conservation
 - Further study of potential non-potable sources including treated wastewater effluent and untreated groundwater and surface water
 - Maintain the viability of supply options including:
 - Conduct water quality monitoring and pilot treatment testing
 - Participate in numerous state and federal studies relating to water quality and supply related issues
 - Participate in growing number of watershed related work
 - Conduct fishery studies (e.g., IFIM on ClackamasR.)
 - Acquire or protect land/right-of-way acquisition for facility sites.
 - Participate in Metro regional framework plan formulation and implementation
 - Participate in water rights adjudication in Willamette Basin.
 - Conduct pilot tests at potential ASR sites and participate in state rulemaking on ASR
 - Participate in wellhead protection rulemaking.
- For Bull Run:
- Participate in implementation of President's NW Forest Plan;
 - Participate in Sandy Basin/Watershed activities;
 - Participate in Sandy Basin water rights adjudication;
 - Advocate protection of the Little Sandy Basin as optional municipal water supply if long-term storage on the Bull Run isn't available.

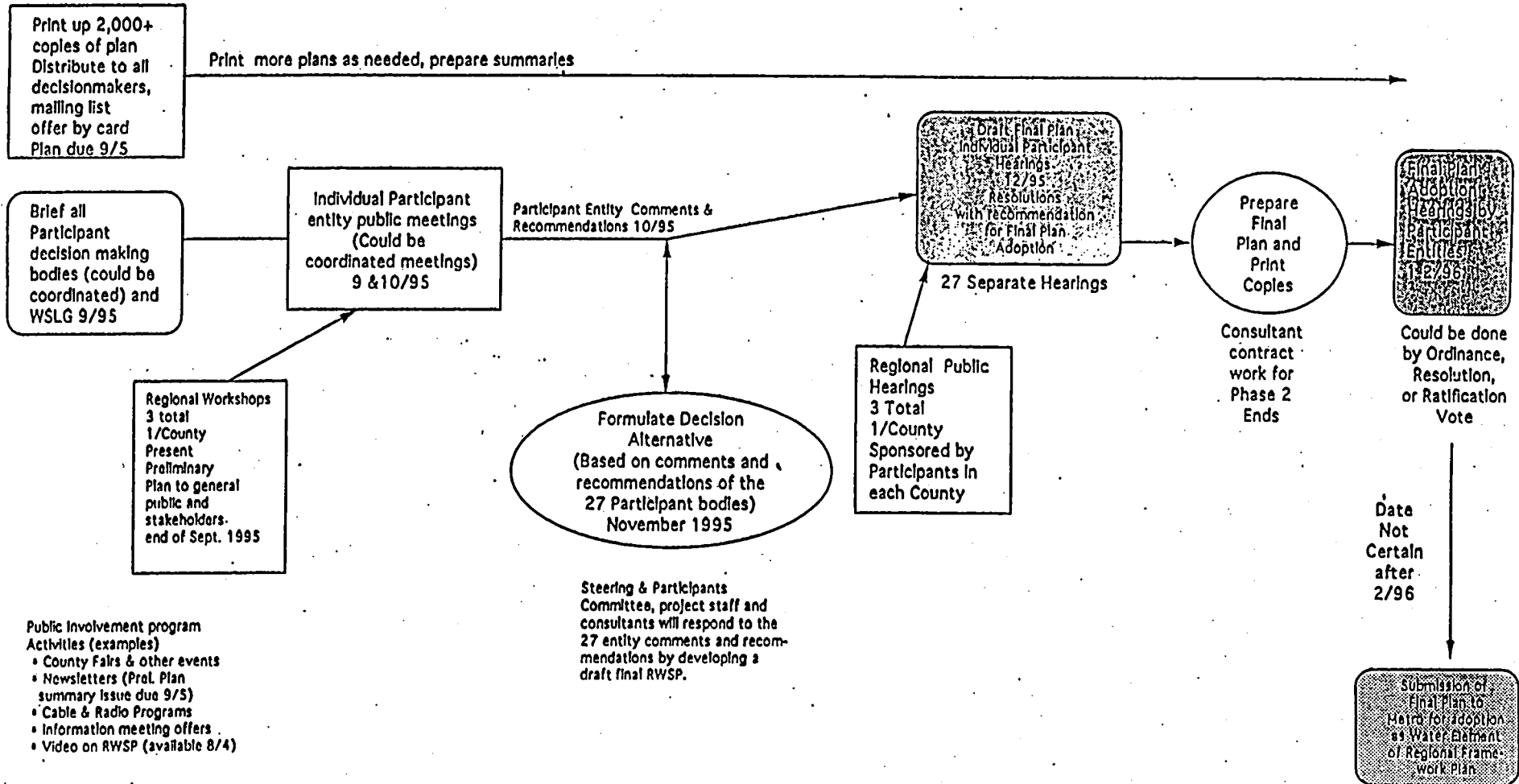


EXHIBIT B

Attachment to Resolution 95-2233A

METRO ANSWERS TO QUESTIONS FOR PRELIMINARY REGIONAL WATER SUPPLY STUDY PARTICIPANTS

November 8, 1995

Introduction

The preliminary *Regional Water Supply Plan* is the culmination of a five-year multi-jurisdictional planning effort. The plan is comprehensive, regional in scope and far reaching in its technical analyses and recommendations. The Metro Council recognizes that water providers have shown exceptional leadership by organizing themselves and funding a regional water supply study that addresses issues that are vital to the future of the Portland metropolitan region. The study identifies specific policy objectives, investigates selected water source options and supply strategies. It identifies the trade-offs associated with each strategy and recommends a preferred strategy to meet future water supply demands. There are no easy answers to the questions of how to meet future water supply needs. Each strategy has positive and negative aspects. There are also many unknowns. For example, we will not know how much water citizens and industry can conserve until an aggressive regional water conservation programs are initiated. Most importantly, however, this planning effort is focusing public attention on water supply issues, stimulating public debate about source options and how water resources should be managed. This study is raising these issues to the important level it deserves.

Important Link with Region 2040 and Growth Management

The Metro Council strongly supports the regional scope of this plan and the regional nature of its proposed strategies. The *Regional Water Supply Plan* is being issued at a time when the citizens of this region are participating in Metro's Region 2040 project to determine how the region will grow in the next 50 years. The region's future urban form must complement and protect natural resources as the region grows. Water supply planning is a crucial part of this debate. Urban density, land use and growth patterns affect water demands and options for future sources. Urban form and land use will dictate near term and future infrastructure needs. One of the cornerstones of Region 2040 is resource conservation, therefore, water conservation must be the most important part of any source option strategy. Metro's land use decisions should complement and protect future water supply options. Metro has a responsibility and important role to play in these future decisions. Regional water supply planning and the Region 2040 growth management planning program must continue to be coordinated since it is critical to the future livability of this region.

Water Conservation and Public Education Are Essential for Any Future Water Supply Action

The scope and implications of this plan require an aggressive, regionally comprehensive public education and conservation program. The study's public opinion survey reveals that a significant portion of the respondents to the survey are unaware of their drinking water source or the implications for the sources being considered. This illustrates the need for public education to make citizens aware that their personal actions have direct implications on the region's water

resources and future drinking water options. It is imperative that a broad-based, comprehensive and regional public education strategy be initiated as one of the first steps in implementing the region's water supply plan. Finally, this study highlights the need to ensure water supplies for in stream uses as well as coordinating all out-of-stream water uses (e.g., irrigation, industrial, water supply and hydro-power) on a comprehensive watershed basis to ensure the protection of water resources for the future.

1. The Regional Water Supply Study has identified policy values. Which of these key policy values are most important to you in meeting your future water needs? Are there other policy values that are equally or more important to you, if so what are they?

In September 1994, the Metro Council Planning Committee reviewed the study's draft policy objectives and provided specific comments to the study's steering committee regarding Metro's policy interests in a letter dated October 20, 1994. The policy issues of highest concern identified by the Metro Council are:

Efficient Use of Water

The Metro Council strongly supports the efficient use of water resources with particular emphasis on water conservation and making the best use of existing supplies. It also stated its support for the current effort to investigate the potential efficiencies gained by the selective reuse of wastewater.

Reliability

The Metro Council believes the issue of planning for curtailment during drought should be addressed. It encouraged the study's steering committee to examine the cost of continuing to provide water with high reliability versus curtailment of use during periods of drought. The Metro Council believes that the public should be educated and involved in managing demand and that higher reliability can be obtained through different strategies (e.g., conservation).

Water Quality

The Metro Council strongly supports watershed protection to enhance and protect water quality and ensure future water quality. In addition, it wants to stress the need to protect and ensure high water quality standards while ensuring the ability to mix water sources across the region.

The Metro Council wants to add that it is equally important to ensure surface water quality is protected after water supply needs are met, rather than only considering raw water quality for drinking purposes. The plan should avoid surface water quality degradation before and after water withdrawals.

Environmental Impacts

The Metro Council emphasizes the need to avoid environmental impacts, not just to minimize or mitigate them. These impacts must be evaluated on a watershed basis in order to characterize the cumulative and downstream impacts of water supply facility development and operation. This includes evaluation of impacts on adjacent as well as watershed-wide land uses and natural resources. Metro will evaluate any supply planning option from an integrated multi-

objective viewpoint. This includes consideration of the multiple functions and benefits of fish and wildlife habitat, open space, natural areas and wetlands. Retention of natural systems should be a priority goal.

Growth

The Metro Council strongly supports the coordination between the water supply planning study and the Region 2040 project. In addition, the Metro Council emphasizes the need for continued active cooperation between Metro and the region's water providers to determine where future growth should occur. Future urban form and growth will have an impact on future water supply demands and opportunities for water efficiencies.

2. Do you agree with the recommended strategies contained in the Preliminary Regional Water Supply Plan? If so, why? What strategies specifically do you not support and why?

Overview of the Recommended Strategies

All five strategies address the range of policy issues of concern to the Metro Council. All five address reliability, water quality, environmental impacts and water efficiency (see Table X1-3, below). These strategies are flexible and adaptive to changing conditions, and can be reassessed at periodic intervals during implementation of the plan. The strategies include incentives for water conservation and land use controls to protect water quality and future source options. The importance of land use decisions is a critical factor in each strategy with regard to protecting groundwater, surface water quality and land use patterns that reduce water demand. The incremental nature of these strategies incorporate strong incentives for reducing environmental impacts and conserving water while implementing the plan. The five strategies allow the public to understand the range of policy options, the trade-offs with different supply sources and the phasing of different sources as demand changes over time or as new information becomes available about source options.

TABLE XI-3

**Key Policy Objectives
Addressed by Level 1 Resource Sequences**

Sequence	Natural Environment	Water Use Efficiency	Raw Water Quality	Costs	Catastrophic Events
1.1	✓	✓			
1.2		✓	✓		
1.3		✓	✓	✓	
1.4		✓			✓
1.5	✓	✓		✓	✓

The Metro Council strongly supports water conservation as the first action taken in each strategy, in conjunction with bringing on the currently committed base case sources. Water conservation should start immediately. It must be the cornerstone to any regional water supply strategy because it can delay the need to develop new sources, while putting off unavoidable environmental impacts and costly public works projects. Most importantly, this preliminary plan helps to identify the key research needs and questions that must be answered before future water supply options are initiated. This planning process must necessarily be iterative and the source options must be continually re-evaluated as new data and information become available.

Policy options and combination of sources in the five proposed strategies are reasonable. The five strategies allow the public to evaluate the trade-offs and implications of achieving different combinations of policy objectives. There are critical decision points in each strategy where water supply choices must be made. There are, however, many unresolved issues regarding each strategy. Research and aggressive water conservation programs are essential to meet the goals of whatever strategy is finally adopted.

Evaluation of the Recommended Strategy

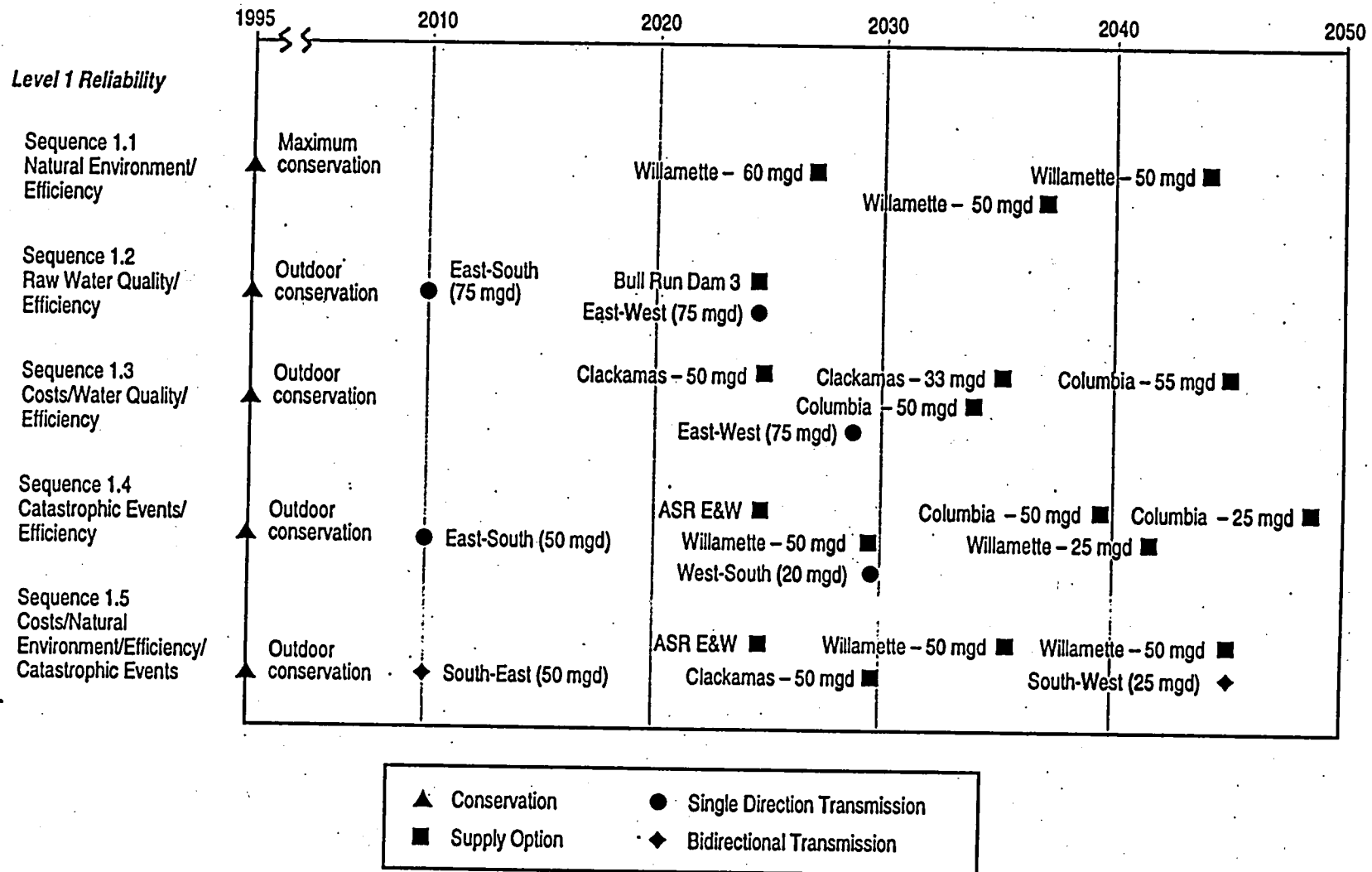
The recommended strategy to meet the region's future drinking water needs is Sequence 1.5 as illustrated in Figure XI-6. These source options are: outdoor water conservation, aquifer storage and recovery (ASR), use of water in the Clackamas and Willamette Rivers and designated regional water transmission interconnections. These options must be considered in the context of naturally occurring conservation (mandated through legislation) and existing base case commitments.

The recommended strategy has many advantages including: relatively low costs, relatively low environmental impacts, emphasis on water conservation, relatively low vulnerability to catastrophic events and flexibility to deal with future uncertainty. These advantages address many of the policy issues of concern to the Metro Council.

The Metro Council supports the selection of conservation as the first action to be taken to implement this strategy. It is recommended, however, that a cost effective mix of both indoor and outdoor conservation measures be implemented rather than just outdoor conservation. Conservation must be comprehensive rather than compartmentalized into different sectors (i.e. outdoor versus indoor). To avoid bringing future sources on line, this mix of conservation measures will have to be used eventually, and it is recommended to implement this most effective mix of conservation as soon as possible. Conservation must be seen as a long-term strategy that fundamentally changes human behavior and the public's understanding of how personal actions affect water supply and water quality. Based on Metro's success with regional solid waste recycling, staff believe there is tremendous potential for the public to similarly conserve water.

The Willamette River option is controversial. Public sentiment against the Willamette River option is a strong incentive for maximum conservation and land use planning to comprehensively protect and manage water quality in the watershed. There is public concern about the risk associated with varying levels of treatment technologies to treat raw water from the Willamette River. This concern was strongly expressed at the Metro public hearing regarding this preliminary plan. Metro Council and staff members share many of these

Figure XI-6
Level 1 Resource Sequences-High Demand



concerns and questions. The Metro Council, however, recognizes the need to maintain a regional perspective when evaluating future source options. The Metro Council, therefore, recommends aggressively pursuing the most cost effective water conservation and water pricing, other nonpotable source options, and re-evaluating lower reliability in order to maximize existing sources. The Metro Council requests that this scenario be analyzed and evaluated in the next phase of plan revision. This scenario should be fully utilized before consideration of future new regional water sources.

The Oregon Department of Environmental Quality's (DEQ) recent report entitled *Willamette River Basin Water Quality Study* identifies the Willamette River watershed as imperiled by environmental deterioration if action is not taken now to reverse current water quality and land use trends. There is clearly a need to take action to improve water quality in the Willamette River to protect and enhance all its beneficial uses and functions. The Metro Council strongly supports the formation of a watershed-wide effort to manage and protect the Willamette River.

Ultimately, the public must decide how much risk it is willing to accept regarding potential health affects of using the Willamette River as a source of drinking water. According to the recommended strategy, however, the Willamette River would not be used until after 2035, thereby allowing research to be conducted to better understand the water quality of the Willamette River and how it can be treated most effectively. In addition, a watershed land use action plan must be developed and implemented to protect and enhance the river's water quality. Citizens, industry and agricultural land mangers will have to change their current practices and personal actions in order to improve water quality.

Aquifer storage and recovery is another component of the recommended strategy which raises several unanswered questions. For example, this strategy has not been fully tested in Oregon, particularly in the three-country metropolitan region. New laws are only now being promulgated to regulate aquifer storage and recovery. The issue of how existing and future land uses (e.g., intensive agriculture in the aquifer storage and recovery (ASR)-designated areas) will affect water stored in aquifers needs to be investigated. In addition, how will stored drinking water be protected from unauthorized uses or co-mingling with other groundwater which may be contaminated? How is the zone of influence of the injected water determined to identify if water is being withdrawn for unauthorized uses? What are the impacts of increased withdrawals? These questions highlight the need to ensure that land use controls and wellhead protection programs are in place before ASR is implemented. The Metro Council urges that these key research questions must be identified and action taken to protect future ASR lands.

The recommended strategy also includes withdrawal on the Clackamas River. Metro staff have several concerns about this option. The Clackamas River's cold water fishery is significant in the Pacific Northwest. The watershed is experiencing rapid growth pressures as well as projected future growth based on the Region 2040 project. It is recommended that an instream flow incremental methodology (IFIM) study be conducted as soon as possible before additional withdrawals are initiated on the Clackamas River to investigate key questions about the Clackamas fishery and other questions regarding in-stream priorities. Land use that protects water resources is essential. There is also an opportunity to manage large portions of the upper watershed which is in federal land ownership. It is, therefore, critical that all jurisdictions, including Metro, coordinate their actions to achieve resource protection goals in the Clackamas watershed.

Comments on Other Strategies

Strategy 1.2 includes the construction of a third dam on the Bull Run River. The Metro Council has many concerns and questions about pursuing this option. A third dam will have significant impact on in-stream flows and aquatic resources within the watershed. Because this dam will be higher in the watershed, it can be assumed to have higher proportional damage to aquatic and terrestrial systems, therefore, the Metro Council does not fully support this option at this time for the following reasons: 1) the dam will have high, and as yet not fully determined, environmental impacts; 2) there is high risk related to catastrophic impacts; 3) there would be impacts to old growth habitat; 4) there is high uncertainty of regulatory permitting within the context of the Clinton Forest Plan; and 5) it serves as a disincentive for water conservation by making a large volume of high quality water available.

The preliminary plan does not identify the downstream impacts on recreation (e.g., on the Sandy River) that would be caused by the third dam. In addition, the plan states that the Oregon Water Resources Department has established "Diack" flows on the Sandy River to meet the objectives of the State Scenic Waterway legislation. In fact, these flows are often not met during most months. This also highlights the connection between consumption of Bull Run water and its direct effect on the declining salmon in the Sandy River.

The Metro Council also believes the Bull Run option is more restrictive and limits the flexibility of the planning process. Once it is determined to pursue the Bull Run dam option, other options and flexibility about future water sources are eliminated. One does not build one-half a dam. The option of a third dam also takes away the responsibility for regional watershed planning and land use controls to protect future water supply sources. It also takes away the public incentive to conserve water in order to avoid using future water sources. If the public knows that the Bull Run is planned for the future, what incentive is there to conserve water? In fact, this may cause water conservation targets not to be met and the dam may have to be built sooner than scheduled.

3. What changes would you recommend for consideration in the final RWSP? Why?

Water Conservation

The range of conservation technologies and strategies analyzed in this report is impressive. The assumptions for projected water savings appear to be realistic, yet it is impossible to know if these savings can be achieved until actual field or pilot testing is conducted. One additional measure that is recommended for consideration is lodging industry showerhead replacements. Based on the number of hotel rooms in the Portland metropolitan area and the high output volume of showerheads in use in the Portland lodging industry, this conservation measure could significantly reduce summertime peak day demand.

The preliminary plan groups conservation measures by sector and in three levels or "bundles." In reviewing these measures, it is recommended to move several of the conservation measures from Level III to Level II. For example, when a water audit is conducted in Level II, it would make sense to include ultra low flush (ULF) toilet rebates at the same time. Customers want to know all the measures which can help them save water. If ULF rebates are included in the water audit program, auditors can verify the need for ULF toilets and inform customers of their availability at the time of the audit. It would be relatively easy to include this measure in

Level II programs and less expensive than trying to return to these customers later with the hopes that they will install ULF toilets. Water audits should be geared toward helping the customer save water in every cost effective way. Customers are interested in all measures which help them save water and all measures should be included in the original audit performed for that customer.

Another measure that is recommended to be moved to Level II from Level III is landscape ordinances. Ordinances can be relatively inexpensive to implement and can result in substantial water savings if they are combined with existing inspection and enforcement actions. Ordinances can also be inexpensively adopted to establish maximum turf requirements for commercial and industrial sites throughout the region, therefore, it is recommended that it be included in Level II. Given the importance of conservation measures to this plan and the extensive marketing and public education that will be needed to achieve the plan's targets, it makes sense to combine Level II and Level III in a more aggressive conservation strategy.

Successful implementation of the conservation component and achieving or surpassing projected water savings will depend on a well-coordinated comprehensive regional strategy. This must include extensive public education, aggressive marketing to all customer classes, regional pilot programs designed to test incentive levels, participation rates, water savings, customer acceptance and all the other unknown variables inherent in a new program of this scope and magnitude. The Metro Council recognizes that conservation is not easy to implement and it certainly is not free, however, it is clearly less expensive than the alternatives. It is such an important component of this plan, however, that it must be approached as aggressively and seriously as possible. Metro has extensive experience in successful resource conservation and public education through its solid waste recycling programs. There are many parallels that can be drawn between promoting recycling and achieving regional recycling goals and promoting water conservation. Based on Metro's charter mandates, this is an important role Metro should undertake as the plan is implemented. Specific recommendations will be described in the answer to question No. 4.

Finally, in order to maximize the full potential water savings from a conservation program and recognizing its critical role conservation plays in all future water source decisions, the Metro Council recommends that each strategy include a mix of the most cost effective conservation measures, both indoor and outdoor. Currently, only Strategy 1.1 includes maximum conservation and all the others include only outdoor conservation. One of the main reasons for advocating this mix of conservation measures is that the conservation program must look at all customer water use and help them reduce water use in all possible ways and reduce their total water bills. Promoting only outdoor conservation may not gain total customer commitment and may send a message to customers that the water conservation strategy is not comprehensive.

Aquifer Storage and Recovery

Several issues have already been raised regarding aquifer storage and recovery (ASR). These include: 1) contamination of stored water by adjacent land uses; 2) contamination of stored drinking water by contaminated groundwater; 3) contamination of existing groundwater with treated drinking water; 4) impact of future urban growth boundary changes and land use in urban reserves; 5) surface water impacts due to injected groundwater; and 6) unauthorized withdrawal of groundwater for adjacent land use activities.

ASR has not been adequately tested in Oregon, though it is being used in other parts of the country. The ASR pilot testing that is occurring in Salem needs to be closely monitored. Identification of research needs and pilot testing in the Portland region needs to be initiated immediately. The experiences of municipalities around the country with ASR must also be investigated. The Metro Council recommends that these research questions be investigated as soon as possible when implementing a regional water supply plan.

Regional Water Pricing

Conservation programs must be linked to conservation pricing policies across the region. Regionwide water pricing must be implemented if water conservation is going to be successful. Price signals must be put in place as soon as an aggressive water conservation program is initiated. The price structure will encourage conservation program participation and conservation programs can help customers lower their bills. If new rates cause higher bills, which in turn spur conservation program participation, reducing water bills, a clear path has been established for a successful demand side water management program. The Metro Council supports the water pricing recommendations made in the preliminary plan.

Several providers in the region have already implemented some form of conservation pricing. It is recommended that all providers in the region implement an aggressive conservation rate program, monitor its impact and adjust rates to maximize as large a water savings as possible. This issue needs considerable follow-up to coordinate, design and implement a regional pricing system.

Wastewater Reuse and Nonpotable Options

The Metro Council agrees with the plan's conclusion that there are potential markets for cost-effective wastewater reuse and nonpotable options. The Metro Council recommends that further investigation focus on institutional level reuse, rather than residential or business level development. This has the potential of being a very cost effective substitute for additional sources being brought on line. The Metro Council recommends additional investigation and public education about the advantages of wastewater reuse. Public information should include data about experiences of wastewater reuse in other parts of the country, particularly California.

High Technology Water Demands

The recent publicity about the water requirements of new high technology firms in the region has focused attention on this sector of the economy that can have a significant impact on regional and subregional water demands. The Metro Council recommends that this issue be closely monitored and the results factored into the water demand calculations as the plan is periodically updated. An aggressive industrial water reuse and conservation program must be implemented and monitored throughout the region.

Financing Recommendations

The Metro Council recognizes that the preliminary plan seeks to gain consensus about regional water supply strategies, rather than addressing implementation issues. The issue of how to finance implementation of the plan has raised many questions. The Metro Council recommends

that the draft final plan identify a basic financing strategy or policies that will guide future financing decisions. Metro is addressing this issue with regard to who will pay for future growth. Local jurisdictions participating in this regional water supply planning study as well as Region 2040 will want guidance and policy directives that identify how financing will be dealt with in the future and who will bear the costs of future development.

The final plan should also address the issue of how to deal with lost revenues to water districts due to successful water conservation programs.

4. Do you support the concept of forming a formal consortium of water providers through the adoption of an intergovernmental agreement when the final RWSP is adopted? What types of functions do you think the region's water providers should carry out in a cooperative approach? If you do not support a formal organization how would you recommend that these functions be carried out?

The Metro Council strongly supports the formation of a formal consortium of water providers when the final RWSP is adopted. The Metro Council recommends that Metro be a full member of this consortium with specific tasks and responsibilities to implement the adopted plan. It may also be advantageous to have other entities, agencies and organizations as members of the consortium to facilitate implementation of the plan based on the plan's adopted strategy.

Formation and Functions of a Consortium

The Metro Council recommends that the functions of this proposed regional water provider consortium include, but not be limited to, the following:

- a. setting benchmarks and interim targets to monitor and measure implementation of the plan;
- b. coordinating with other agencies, organizations and jurisdictions on all aspects of plan implementation;
- c. conducting formal periodic reviews of plan implementation every five years and reporting on progress in achieving the goals of each aspect of the plan (i.e., are regional water conservation targets being met?);
- d. identifying interim measures to achieve plan goals based on the results of plan implementation review;
- e. sharing information among providers and participants in the consortium;
- f. coordinating regional water conservation activities, monitoring progress and revising programs based on pilot testing results;
- g. developing and coordinating an aggressive public education campaign regarding all aspects of plan implementation. Keeping public informed about how targets are being met or not met, identifying new strategies to meet conservation targets and ensuring a regionally comprehensive education program;
- h. monitoring base case implementation;
- i. seeking funding for and coordinate different research projects with relevant agencies/ jurisdictions;
- j. identifying financing options for each stage of plan implementation;
- k. coordinating with Metro Region 2040 project; and
- l. conducting pilot testing of aquifer storage and recovery.

The Metro Council recommends that Metro identify its preliminary role in implementing the plan. This role should evolve over time and continually be evaluated in the context of Region 2040 implementation.

Proposed Metro Role and Responsibilities

Based on Metro's Charter mandate to address regional water supply and storage in its Regional Framework Plan, and based on the fact that water conservation is the first major program to be implemented in each strategy, the Metro Council recommends two roles for Metro in implementing the plan:

a. Water Conservation and Public Education

Metro should actively participate and take leadership in the coordination of regional water conservation and public education programs to aggressively achieve water conservation targets outlined in the plan. For example, Metro can expand its highly successful Metro Recycling Hotline to include information about water conservation and refer the public to local water providers and landscape architects. The Metro hotline responded to over 87,000 calls last year. In fact, during the 1992 drought, the hotline received many calls inquiring about water conservation measures. In addition, Metro has extensive experience in public education workshops, working with industry and other regional strategies to achieve resource conservation goals.

b. Land Use

Metro should use its land use authority in coordination with local jurisdictions to implement regulations, standards, model codes and incentives for land use, building code and landscaping ordinances to achieve the goals of the *Regional Water Supply Plan*. Metro should support and encourage watershed planning, wellhead protection and research to address any of the outstanding issues in plan implementation. Metro should also coordinate acquisition of regional Greenspaces with implementation of the water supply plan to ensure compatible land uses and to avoid conflicting land uses wherever possible. Region 2040 land use should also be compatible with and support implementation of the adopted plan.

AGENDA ITEM: 8.3
Meeting Date: November 16, 1995

Resolution No. 95-2226, For the Purpose of Amending the Contract Between Metro and BRW, Inc. (Contract No. 902962) For the Purpose of Correcting the Contract Budget Amount for Consultant Services Associated with the Completion of the South/North Transit Corridor Study

TRANSPORTATION PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 95-2226, FOR THE PURPOSE OF AMENDING THE CONTRACT BETWEEN METRO AND BRW, INC. (CONTRACT NO. 902962) FOR THE PURPOSE OF CORRECTING THE CONTRACT BUDGET AMOUNT FOR CONSULTANT SERVICES ASSOCIATED WITH THE COMPLETION OF THE SOUTH/NORTH TRANSIT CORRIDOR STUDY

Date: November 8, 1995

Presented by: Councilor Washington

Committee Recommendation: At the November 7 meeting, the Committee voted unanimously to recommend Council adoption of Resolution No. 95-2226. Voting in favor: Councilors Kvistad, Monroe and Washington.

Committee Issues/Discussion: Leon Skiles, Transportation Planning Manager, presented the staff report and reviewed the purpose of the resolution. He noted that the resolution would correct two accounting errors related to Metro's contract with BRW for consulting services on the South/North project.

Skiles explained that when the contract was amended in May, 1994, Metro had incorrectly overestimated the amount of funds that remained to pay the contract by \$32,000. This error was not discovered until work had been completed under the contract. In addition, an error in Metro's favor of \$8,861.53 was discovered in an earlier billing from BRW. As a result, the proposed resolution authorizes a change order to increase the value of contract by \$23,938.47 to reflect the net effect of these errors. The resolution also would exempt the change order from the competitive procurement required by the Metro Code.

BEFORE THE CONTRACT REVIEW BOARD

FOR THE PURPOSE OF AMENDING THE)
CONTRACT BETWEEN METRO AND BRW,)
INC. (CONTRACT NO. 902962))
FOR THE PURPOSE OF CORRECTING)
THE CONTRACT BUDGET AMOUNT FOR)
CONSULTANT SERVICES ASSOCIATED)
WITH THE COMPLETION OF THE)
SOUTH/NORTH TRANSIT CORRIDOR)
STUDY)

RESOLUTION NO. 95-2226

Introduced by

Mike Burton
Executive Officer

WHEREAS, Metro executed Contract No. 902962 with BRW in 1992 as authorized in Metro Ordinance No. 92-447 and amended such contract in 1994 for additional work and contract budget as authorized in Metro Resolution No. 94-1922 due to new federal requirements; and

WHEREAS, A contract budget error of \$32,800 was made in the calculation of the previous Change Order No. 2; and

WHEREAS, A discrepancy OF \$8,861 was identified in Metro's favor in the amount needed to close out the contract; and

WHEREAS, Additional budget authority exists and is not requested; and

WHEREAS, The High Capacity Transit Section of the Department of Planning has established that BRW, Inc. has performed the work as specified and satisfactorily within the terms of the contract; and

WHEREAS, The Metro Council as Public Contract Review Board may declare that it is in the public's interest for this work on the South/North Transit Corridor Study to move forward in the most expedient manner, accept those findings and waive competitive bidding; and

WHEREAS, This resolution was submitted to the Executive

Officer for consideration and is forwarded to the Metro Council for approval; now, therefore,

BE IT RESOLVED,

That the Metro Contract Review Board hereby exempts Change Order No. 3 to Contract No. 902962 with BRW, Inc. from the competitive procurement procedures of Metro Code provision 2.04.053 and authorizes the execution of the change order pursuant to the terms of Metro Code Sections 2.04.054(a) (2) and (3) by increasing the contract value by \$23,938.47.

ADOPTED by the Metro Council this ____ day of _____, 1995.

J. Ruth McFarland, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

JC:lmk
95-2226.RES
10-19-95

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 95-2226 FOR THE PURPOSE OF AMENDING THE CONTRACT BETWEEN METRO AND BRW, INC. (CONTRACT NO. 902962) FOR THE PURPOSE OF CORRECTING THE CONTRACT BUDGET AMOUNT FOR CONSULTANT SERVICES ASSOCIATED WITH THE COMPLETION OF THE SOUTH/NORTH TRANSIT CORRIDOR STUDY

Date: October 16, 1995

Presented by: Andrew Cotugno

PROPOSED ACTION

Approval to amend the existing contract between Metro and BRW, Inc. to correct the budget amount established under the previously approved amendment (Resolution No. 94-1922) for the South/North Transit Corridor Study.

This resolution would extend the contract between Metro and BRW, Inc. (Contract No. 902962) and would increase the contract value by \$23,938.47.

FACTUAL BACKGROUND

1. In November 1992, Metro executed a contract with BRW for \$317,792 for consultant services for the South/North project.
2. In May 1994, Metro extended that contract for \$49,455 in additional consultant services (new contract total \$367,247) not anticipated in the original Scope of Work in order to meet changing federal requirements for LRT planning.
3. In determining the residual contract value and a budget for the additional work for the contract extension, an arithmetic error of \$32,800 was made. In particular, Metro and BRW estimated that, at the time of the extension, \$110,008 was still available under the contract when, in fact, only \$77,208 was available.
4. In addition, Metro and BRW discovered an error in past billings under the contract where Metro was inadvertently overcharged \$8,861.53.

The consultant budget errors were not uncovered until BRW had successfully completed the Scope of Work under the contract extension. The net effect is that Metro needs to reimburse BRW an additional \$23,938.47 for work completed under this contract. However, Metro currently does not have contract authority for the additional reimbursement. The proposed resolution would grant the contract authority for the extension and payment to BRW. Funds for this extension would come from the South/North Project contingency budget. Therefore, an increase in budget authority is not needed. Finally, it should be noted that this amendment is not due to a change in the contract's Scope of Work and BRW has performed the requested Scope of Work to Metro's specification within the terms of the contract.

Section 2.04.054(a) (3) of the Metro Code requires that, "For Personal Services contracts, any contract amendment or extension exceeding \$10,000 shall not be approved unless the Contract Review Board shall have specifically exempted the contract amendment from the competitive procurement procedures of Section 2.04.53."

Metro Council, acting as Contract Review Board, is hereby requested to specifically exempt this amendment from competitive procurement procedures of Section 2.04.053 and thereby authorizes the Executive Officer to execute this contract amendment.

EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 95-2226.

AGENDA ITEM: 8.4
Meeting Date: November 16, 1995

**Resolution No. 95-2239, For the Purpose of Recommending Criteria for the
South/North Light Rail Project**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RECOMMENDING)	RESOLUTION NO. 95-2239
CRITERIA FOR THE SOUTH/NORTH LIGHT)	
RAIL PROJECT)	Introduced by the Council
)	Transportation Planning and
)	Growth Management Committees

WHEREAS, Senate Bill 1156 on the South/North Light Rail Project was enacted in the 1995 Special Session of the Oregon Legislature; and

WHEREAS, Expedited review provisions similar to those in SB 573 for the Westside Corridor Project were included in the 1995 special legislation; and

WHEREAS, The Land Conservation and Development Commission (LCDC) has the same responsibility to adopt the standards for the state land use decision relating to the South/North Project legislation as it did for the Westside Corridor Project; and

WHEREAS, These decision standards, called "criteria," are intended to be based on adopted comprehensive plans, as well as applicable Statewide Land Use Goals; and

WHEREAS, A regional recommendation to LCDC is contemplated by the special statute; and

WHEREAS, All affected jurisdictions for the Project and Project Extension have participated in the development of these recommended criteria with the Metro South/North Steering Group, the South/North Project Managers Group, the Metro Technical Advisory Committee, and the Metro Council Transportation and Land Use Committees; now, therefore,

BE IT RESOLVED,

That the Proposed South/North Land Use Criteria attached as Exhibit "A" are recommended to the Land Conservation and Development Commission by Metro on behalf of the affected jurisdictions of Clackamas and Multnomah counties; the cities of Milwaukie, Gladstone, Oregon City and Portland; Tri-Met; the Oregon Department of Transportation and Metro.

ADOPTED by the Metro Council this ____ day of _____ 1995.

J. Ruth McFarland, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

kaj
1248

PROPOSED SOUTH-NORTH LAND USE CRITERIA

1. Coordinate with and provide an opportunity for Clackamas and Multnomah Counties, the cities of Gladstone, Milwaukie, Oregon City and Portland, the Tri-County Metropolitan Transportation District of Oregon and the Oregon Department of Transportation to submit testimony on the light rail route, light rail stations, park-and-ride lots and vehicle maintenance facilities, and the highway improvements, including their locations.

2. Hold a public hearing to provide an opportunity for the public to submit testimony on the light rail route, light rail stations, park-and-ride lots and vehicle maintenance facilities, and the highway improvements, including their locations.

3. Identify adverse economic, social and traffic impacts on affected residential, commercial and industrial neighborhoods and mixed use centers. Identify measures to reduce those impacts which could be imposed as conditions of approval during the National Environmental Policy Act (NEPA) process or, if reasonable and necessary, by affected local governments during the local permitting process.

A. Provide for a light rail route and light rail stations, park-and-ride lots and vehicle maintenance facilities, including their locations, balancing (1) the need for light rail proximity and service to present or planned residential, employment and recreational areas that are capable of enhancing transit ridership; (2) the likely contribution of light rail proximity and service to the development of an efficient and compact urban form; and (3) the need to protect affected neighborhoods from the identified adverse impacts.

B. Provide for associated highway improvements, including their locations, balancing (1) the need to improve the highway system with (2) the need to protect affected neighborhoods from the identified adverse impacts.

4. Identify adverse noise impacts and identify measures to reduce noise impacts which could be imposed as conditions of approval during the NEPA process or, if reasonable and necessary, by affected local governments during the permitting process.

5. Identify affected landslide areas, areas of severe erosion potential, areas subject to earthquake damage and lands within the 100-year floodplain. Demonstrate that adverse impacts to persons or property can be reduced or mitigated through design or construction techniques which could be imposed during the NEPA process or, if reasonable and necessary, by local governments during the permitting process.

6. Identify adverse impacts on significant fish and wildlife, scenic and open space, riparian, wetland and park and recreational areas, including the Willamette River Greenway, that are protected in acknowledged local comprehensive plans. Where adverse impacts cannot practicably be avoided, encourage the conservation of natural resources by demonstrating that there are measures to reduce or mitigate impacts which could be imposed as conditions of approval during

the NEPA process or, if reasonable and necessary, by local governments during the permitting process.

7. Identify adverse impacts associated with stormwater runoff. Demonstrate that there are measures to provide adequate stormwater drainage retention or removal and protect water quality which could be imposed as conditions of approval during the NEPA process or, if reasonable and necessary, by local governments during the permitting process.

8. Identify adverse impacts on significant historic and cultural resources protected in acknowledged comprehensive plans. Where adverse impacts cannot practicably be avoided, identify local, state or federal review processes that are available to address and to reduce adverse impacts to the affected resources.

9. Consider a light rail route connecting the Clackamas Town Center area with the City of Milwaukie's Downtown. Consider an extension of the light rail route connecting the City of Oregon City and the City of Gladstone with the City of Milwaukie via the Interstate 205 corridor and/or the McLoughlin Boulevard corridor.

10. Consider a light rail route connecting Portland's Central City with the City of Milwaukie's Downtown via inner southeast Portland neighborhoods and, in the City of Milwaukie, the McLoughlin Boulevard corridor, and further connecting the Central City with north and inner northeast Portland neighborhoods via the Interstate 5/Interstate Avenue corridor.

**METRO**

Date: November 8, 1995

To: Metro Council
Mike Burton, Metro Executive Officer

From: *LS*
Larry Shaw, Senior Assistant Counsel

Regarding: South/North LCDC Criteria
Our file: 10.§17.P

Introduction

Proposed land use criteria based on the Statewide Land Use Goals and adopted comprehensive plans have been reviewed by the South/North Steering Group and the Metro Council Transportation Planning and Growth Management Committees. Under South/North legislation, special criteria adopted by LCDC must be applied to the route, station area, park-and-ride and maintenance facility locations. The proposed criteria represent a consensus of the affected jurisdictions based on policies from their comprehensive plans.

Gladstone Addition

In distribution of the November 6 draft, the City of Gladstone requested that its place in the Project Extension planning be reflected, along with Oregon City. That is appropriate, and it is not a change inconsistent with the other jurisdictions. The added wording is in Criterion 9:

"Consider an extension of the light rail route connecting the City of Oregon City and the City of Gladstone with the City of Milwaukie"

Approval Needed

The Proposed Criteria in Resolution No. 95-2239 are the region's recommendation to LCDC for the South/North Criteria. LCDC's hearing on these criteria is scheduled for December 7, and recommendations must be received by LCDC before November 27.

kaj2102

111695-01


AGENDA ITEM: 9.
Meeting Date: November 16, 1995

**PROPOSED URBAN GROWTH GOALS AND OBJECTIVES
AMENDMENTS**

600 NORTHEAST GRAND AVENUE
TEL 503 787 1700PORTLAND, OREGON 97232 2734
FAX 503 787 1911

METRO

TO: Presiding Officer McFarland

FROM: John Fregonese, Director, Growth Management Services 

DATE: November 1, 1995

SUBJECT: RUGGO and Metro 2040 Growth Concept text

Attached please find a copy of the Regional Urban Growth Goals and Objectives, as revised and recommended by the Growth Management Committee yesterday, October 31.

The changes made by the Committee from the October 13 version are as follows:

- Line Change
- 18 Deleted 5 sentences referring to the Future Vision.
- 866 Added the words "and cost-effective"
- 1035 Changed the word "regional" to "region".
- 1037 Added the following:

"Objective 21. Urban Vitality

Special attention shall be paid to promoting mixed use development in existing city and neighborhood centers that have experienced disinvestment and/or are currently underutilized and/or populated by a disproportionately high percentage of people living at or below 80% of the area median income. In creating these designations, Metro shall consider new and existing community plans developed by community residents."

- 1110 Added new section 22.3.5 concerning urban reserves."
- 22.3.5 "New urban reserve areas may be needed to clarify long-term public facility policies or to replace urban reserve areas added to the urban growth boundary. Study areas for potential consideration as urban reserve study areas may be identified at any time for a Metro work program. Urban reserve study areas shall be identified by Metro Council resolution. Identification of these study areas shall not be a final location decision excluding other areas from consideration prior to the decision to designate new urban reserves."
- 1497 Added the word "average".

Presiding Officer McFarland
November 1, 1995
page 2

1760 Added the words "with low parking needs"

1970 same as in line 1760

I would be happy to provide any additional information that you may require.

c: Mike Burton

Regional Urban Growth Goals and Objectives
Table of Contents

Introduction	2
Background Statement	3
Goal I: Regional Planning Process	5
Objective 1: Citizen Participation	5
Objective 2: Metro Policy Advisory Committee	6
Objective 3: Applicability of RUGGOs	6
Objective 4: Urban Growth Boundary Plan	7
Objective 5: Functional Plans	8
Objective 6: Regional Framework Plan	10
Objective 7: Periodic Review of Comprehensive Plans	10
Objective 8: Implementation Roles	11
Objective 9: Future Vision	13
Objective 10: Performance Measures	13
Objective 11: Monitoring and Updating	14
Goal II: Urban Form	16
II.1 NATURAL ENVIRONMENT	16
Objective 12: Watershed Management and Regional Water Resources	16
Objective 13: Water Supply	17
Objective 14: Air Quality	17
Objective 15: Natural Areas, Parks and Wildlife Habitat	18
Objective 16: Protection of Agricultural and Forest Resource Lands	20
II.2 BUILT ENVIRONMENT	21
Objective 17: Housing	21
Objective 18: Public Services and Facilities	22
Objective 19: Transportation	23
Objective 20: Economic Opportunity	26
Objective 21: Urban Vitality	26
II.3 GROWTH MANAGEMENT	28
Objective 22: Urban/Rural Transition	28
Objective 23: Developed Urban Land	30
Objective 24: Urban Growth Boundary	31
Objective 25: Urban Design	32
Objective 26: Neighbor Cities	34
II.4 METRO 2040 GROWTH CONCEPT	35
Exhibit A: Growth Concept Map	50
Glossary	51

1 **Introduction**

2
3 The Regional Urban Growth Goals and Objectives (RUGGOs) have been developed to:

- 4
- 5 1. guide efforts to maintain and enhance the ecological integrity, economic viability, and
6 social equity and overall quality of life of the urban region;
 - 7
 - 8 2. respond to the direction given to Metro by the legislature through ORS ch 268.380 to
9 develop land use goals and objectives for the region which would replace those
10 adopted by the Columbia Region Association of Governments;
 - 11
 - 12 3. provide a policy for the development of the elements of Metro's regional framework
13 plan and its implementation of individual functional plans; and
 - 14
 - 15 4. provide a process for coordinating planning in the metropolitan area to maintain
16 metropolitan livability.
 - 17

18 The RUGGOs are not directly applicable to local plans and local land use decisions.
19 However, they state regional policy as Metro develops plans for the region with all of its
20 partners. Hence, the RUGGOs are the building blocks with which the local governments,
21 citizens, the business community and other interests can begin to develop a shared view
22 of the region's future.

23
24 The RUGGOs are presented through two principal goals, the first dealing with the planning
25 process and the second outlining substantive concerns related to urban form. The
26 "subgoals" (in Goal II) and objectives provide clarification for the goals. The planning
27 activities reflect priority actions that need to be taken to refine and clarify the goals and
28 objectives further.

29
30 Metro's regional goals and objectives required by ORS 268.380(1) are in RUGGOs Goals I
31 and II and Objectives 1- 23 only. RUGGOs planning activities contain implementation
32 ideas for future study in various stages of development that may or may not lead to
33 RUGGOs amendments, new functional plans, functional plan amendments, or regional
34 framework plan elements. The regional framework plan, functional plans and functional
35 plan amendments shall be consistent with Metro's regional goals and objectives and the
36 Growth Concept, not RUGGOs planning activities.

37 **Background Statement**

38

39 Planning for and managing the effects of urban growth in this metropolitan region involves
40 24 cities, three counties, and more than 130 special service districts and school districts,
41 as well as Metro. In addition, the State of Oregon, Tri-Met, the Port of Portland, and the
42 Boundary Commission all make decisions which affect and respond to regional urban
43 growth. Each of these jurisdictions and agencies has specific duties and powers which
44 apply directly to the tasks of urban growth management. In addition, the cities of
45 southwest Washington and Clark County, though governed by different state laws, have
46 made significant contributions to the greater metropolitan area and are important to this
47 region. Also, nearby cities within Oregon, but outside the Metro boundary, are important to
48 consider for the impact that Metro policies may have on their jurisdictions.

49

50 Accordingly, the issues of metropolitan growth are complex and inter-related.
51 Consequently, the planning and growth management activities of many jurisdictions are
52 both affected by and directly affect the actions of other jurisdictions in the region. In this
53 region, as in others throughout the country, coordination of planning and management
54 activities is a central issue for urban growth management.

55

56 The Metro Council authorized the development of goals and objectives. These goals and
57 objectives are the result of substantial discussion and debate throughout the region for
58 over two years. On a technical and policy basis jurisdictions in the region as well as the
59 Metro Council participated in crafting these statements of regional intent. Specifically,
60 these goals and objectives have been analyzed and discussed by: the Metro Technical
61 Advisory Committee comprised of staff land use representatives and citizens from
62 throughout the region; the Transportation Policy Advisory Committee made up of staff
63 transportation representatives and citizens from the region; the Metro Policy Advisory
64 Committee, composed of elected officials and citizens from the region and the Joint Policy
65 Advisory Committee on Transportation, which includes elected officials and citizens from
66 the region.

67

68 Goal I addresses coordination issues in the region by providing the process that the
69 Metro Council will use to address areas and activities of metropolitan significance. The
70 process is intended to be responsive to the challenges of urban growth while respecting
71 the powers and responsibilities of a wide range of interests, jurisdictions, and agencies.

72

73 Goal II recognizes that this region is changing as growth occurs, and that change is
74 challenging our assumptions about how urban growth will affect quality of life. For
75 example:

76

77 ●overall, the number of vehicle miles traveled in the region has been increasing at a rate
78 far in excess of the rate of population and employment growth;

79

- 80 ● the greatest growth in traffic and movement is within suburban areas and between
81 districts in the urban area.
- 82
- 83 ● Areas in the region with good transit service and compact land uses designed to serve
84 transit currently use transit for about 9 % of trips and walking and biking for about 31%
85 of trips for a total of about 40% non-auto trips, while in other areas of the region these
86 modes only account for about 10%;
- 87
- 88 ● to this point the region has accommodated most forecasted growth on vacant land
89 within the urban growth boundary, with redevelopment expected to accommodate very
90 little of this growth, even though recent statistics suggest that a significant amount of
91 growth of jobs and households is occurring on lands we currently count as developed;
- 92
- 93 ● single family residential construction is occurring at less than maximum planned
94 density;
- 95
- 96 ● rural residential development in rural exception areas is occurring in a manner and at a
97 rate that may result in forcing the expansion of the urban growth boundary on important
98 agricultural and forest resource lands in the future;
- 99
- 100 ● a recent study of urban infrastructure needs in the state has found that only about half
101 of the funding needed in the future to build needed facilities can be identified.

102
103 Add to this list growing citizen concern about rising housing costs, vanishing open space,
104 and increasing frustration with traffic congestion, and the issues associated with the
105 growth of this region are not at all different from those encountered in other west coast
106 metropolitan areas such as the Puget Sound region or cities in California. The lesson in
107 these observations is that the "quilt" of 27 separate comprehensive plans together with the
108 region's urban growth boundary is not enough to effectively deal with the dynamics of
109 regional growth and maintain quality of life.

110
111 The challenge is clear: if the Portland metropolitan area is going to be different than other
112 places, and if it is to preserve its vaunted quality of life as an additional people move into
113 the urban area in the coming years, then a cooperative and participatory effort to address
114 the issues of growth must begin now. Further, that effort needs to deal with the issues
115 accompanying growth – increasing traffic congestion, vanishing open space, speculative
116 pressure on rural farm lands, rising housing costs, diminishing environmental quality,
117 demands on infrastructure such as schools, water and sewer treatments plants – in a
118 common framework. Ignoring vital links between these issues will limit the scope and
119 effectiveness of our approach to managing urban growth.

120
121 Goal II provides that broad framework needed to address the issues accompanying urban
122 growth.

123 **GOAL I: REGIONAL PLANNING PROCESS**

124

125 Regional planning in the metropolitan area shall:

126

127 I.i Fully implement the regional planning functions of the 1992 Metro Charter;

128

129 I.ii Identify and designate other areas and activities of metropolitan concern
130 through a participatory process involving the Metro Policy Advisory Committee
131 (MPAC), cities, counties, special districts, school districts, and state and regional
132 agencies such as Tri-Met, the Regional Arts and Culture Council and the Port of
133 Portland; and

134

135 I.iii Occur in a cooperative manner in order to avoid creating duplicative
136 processes, standards and/or governmental roles.

137

138 These goals and objectives shall only apply to acknowledged comprehensive plans of
139 cities and counties when implemented through the regional framework plan, functional
140 plans, or the acknowledged urban growth boundary (UGB) plan.

141

142 **Objective 1. Citizen Participation**

143

144 Metro shall develop and implement an ongoing program for citizen participation in all
145 aspects of the regional planning program. Such a program shall be coordinated with local
146 programs for supporting citizen involvement in planning processes and shall not duplicate
147 those programs.

148

149 1.1 Metro Committee for Citizen Involvement (Metro CCI). Metro shall establish a Metro
150 Committee for Citizen Involvement to assist with the development, implementation and
151 evaluation of its citizen involvement program and to advise the MPAC regarding ways to
152 best involve citizens in regional planning activities.

153

154 1.2 Notification. Metro shall develop programs for public notification, especially for (but
155 not limited to) proposed legislative actions, that ensure a high level of awareness of
156 potential consequences as well as opportunities for involvement on the part of affected
157 citizens, both inside and outside of its district boundaries.

158

159 **Objective 2. Metro Policy Advisory Committee**

160

161 The 1992 Metro Charter has established the MPAC to:

162

163 2.i assist with the development and review of Metro's regional planning activities
164 pertaining to land use and growth management, including review and
165 implementation of these goals and objectives, development and implementation of
166 the regional framework plan, present and prospective functional planning, and
167 management and review of the region's UGB;

168

169 2.ii serve as a forum for identifying and discussing areas and activities of
170 metropolitan or subregional concern; and

171

172 2.iii provide an avenue for involving all cities and counties and other interests in
173 the development and implementation of growth management strategies.

174

175 2.1 The MPAC Composition. The initial MPAC shall be chosen according to the Metro
176 Charter and, thereafter, according to any changes approved by majorities of the MPAC
177 and the Metro Council. The composition of the Committee shall reflect the partnership that
178 must exist among implementing jurisdictions in order to effectively address areas and
179 activities of metropolitan concern. The voting membership shall include elected and
180 appointed officials and citizens of Metro, cities, counties and states consistent with section
181 27 of the 1992 Metro Charter.

182

183 2.2 Advisory Committees. The Metro Council, or the MPAC consistent with the MPAC
184 by-laws, shall appoint technical advisory committees as the Council or the MPAC
185 determine a need for such bodies.

186

187 2.3 Joint Policy Advisory Committee on Transportation (JPACT). JPACT with the Metro
188 Council shall continue to perform the functions of the designated Metropolitan Planning
189 Organization as required by federal transportation planning regulations. JPACT and the
190 MPAC shall develop a coordinated process, to be approved by the Metro Council, to
191 assure that regional land use and transportation planning remains consistent with these
192 goals and objectives and with each other.

193

194 **Objective 3. Applicability of Regional Urban Growth Goals and Objectives**

195

196 These RUGGOs have been developed pursuant to ORS 268.380(1). Therefore, they
197 comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan under
198 ORS 268.390(2). The regional framework plan and all functional plans adopted by the
199 Metro Council shall be consistent with these goals and objectives. Metro's management of

200 the UGB shall be guided by standards and procedures which must be consistent with
201 these goals and objectives. These goals and objectives shall not apply directly to site-
202 specific land use actions, including amendments of the UGB.

203
204 3.1 These RUGGOs shall apply to adopted and acknowledged comprehensive land use
205 plans as follows:

206
207 3.1.1 Components of the regional framework plan that are adopted as functional
208 plans, or other functional plans, shall be consistent with these goals and objectives,
209 and

210
211 3.1.2 The management and periodic review of Metro's acknowledged UGB Plan,
212 shall be consistent with these goals and objectives, and

213
214 3.1.3 The MPAC may identify and propose issues of regional concern, related to or
215 derived from these goals and objectives, for consideration by cities and counties at
216 the time of periodic review of their adopted and acknowledged comprehensive
217 plans.

218
219
220 3.2 These RUGGO shall apply to Metro land use, transportation and greenspace activities
221 as follows:

222
223 3.2.1 The urban growth boundary plans, regional framework plan, functional plans, and
224 other land use activities shall be consistent with these goals and objectives.

225
226 3.2.2 To the extent that a proposed policy or action may be compatible with some goals
227 and objectives and incompatible with others, consistency with RUGGO may involve a
228 balancing of applicable goals, subgoals and objectives by the Metro Council that
229 considers the relative impacts of a particular action on applicable goals and objectives.

230
231 3.3 Periodic Updates of the RUGGOs. The MPAC shall consider the regular updates of
232 these goals and objectives and recommend based on a periodic update process adopted
233 by the Metro Council.

234
235 **Objective 4. Urban Growth Boundary Plan.** The UGB Plan has two components:

236
237 4.1 The acknowledged UGB line; and

238
239 4.2 Acknowledged procedures and standards for amending the UGB line. Metro's UGB
240 Plan is not a regional comprehensive plan but a provision of the comprehensive plans of

241 the local governments within its boundaries. The UGB Plan shall be in compliance with
242 applicable statewide planning goals and laws and consistent with these goals and
243 objectives. Amendments to the UGB Plan shall demonstrate consistency only with the
244 acknowledged procedures and standards. Changes of Metro's acknowledged UGB Plan
245 may require changes in adopted and acknowledged comprehensive plans.
246

247 **Objective 5. Functional Plans.** Functional plans are limited purpose plans,
248 consistent with these goals and objectives, which address designated areas and activities
249 of metropolitan concern. Functional plans are established in state law as the way Metro
250 may recommend or require changes in local plans.
251

252 Those functional plans or plan provisions containing recommendations for comprehensive
253 planning by cities and counties may not be final land use decisions. If a provision in a
254 functional plan, or an action implementing a functional plan require changes in an adopted
255 and acknowledged comprehensive plan, then adoption of provision or action will be a final
256 land use decision. If a provision in a functional plan, or Metro action implementing a
257 functional plan require changes in an adopted and acknowledged comprehensive plan,
258 then that provision or action will be adopted by Metro as a final land use action required to
259 be consistent with statewide planning goals. In addition, regional framework plan
260 components will be adopted as functional plans if they contain recommendations or
261 requirements for changes in comprehensive plans. These functional plans, which are
262 adopted as part of the regional framework plan, will be submitted along with other parts of
263 the regional framework plan to LCDC for acknowledgment of their compliance with the
264 statewide planning goals. Because functional plans are the way Metro recommends or
265 requires local plan changes, most regional framework plan components will probably be
266 functional plans. Until regional framework plan components are adopted, existing or new
267 functional plans will continue to recommend or require changes in comprehensive plans.
268

269 5.1 Existing Functional Plans. Metro shall continue to develop, amend and implement,
270 with the assistance of cities, counties, special districts and the state, statutorily required
271 functional plans for air, water and transportation, as directed by ORS 268.390(1) and for
272 solid waste as mandated by ORS ch 459.
273

274 5.2 New Functional Plans. New functional plans shall be proposed from one of two
275 sources:
276

277 5.2.1 The MPAC may recommend that the Metro Council designate an area or
278 activity of metropolitan concern for which a functional plan should be prepared; or
279

280 5.2.2 The Metro Council may propose the preparation of a functional plan to
281 designate an area or activity of metropolitan concern and refer that proposal to the
282 MPAC.
283

284 The matters required by the Charter to be addressed in the regional framework plan shall
285 constitute sufficient factual reasons for the development of a functional plan under
286 ORS 268.390.
287

288 Upon the Metro Council adopting factual reasons for the development of a new functional
289 plan, the MPAC shall participate in the preparation of the plan, consistent with these goals
290 and objectives and the reasons cited by the Metro Council. After preparation of the plan
291 and seeking broad public and local government consensus, using existing citizen
292 involvement processes established by cities, counties and Metro, the MPAC shall review
293 the plan and make a recommendation to the Metro Council. The Metro Council may act to
294 resolve conflicts or problems impeding the development of a new functional plan and may
295 complete the plan if the MPAC is unable to complete its review in a timely manner.
296

297 The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:

298
299 5.2.a Adopt the proposed functional plan; or
300

301 5.2.b Refer the proposed functional plan to the MPAC in order to consider
302 amendments to the proposed plan prior to adoption; or
303

304 5.2.c Amend and adopt the proposed functional plan; or
305

306 5.2.d Reject the proposed functional plan.
307

308 The proposed functional plan shall be adopted by ordinance and shall include findings of
309 consistency with these goals and objectives.
310

311 5.3 Functional Plan Implementation and Conflict Resolution. Adopted functional plans
312 shall be regionally coordinated policies, facilities and/or approaches to addressing a
313 designated area or activity of metropolitan concern, to be considered by cities and
314 counties for incorporation in their comprehensive land use plans. If a city or county
315 determines that a functional plan requirement should not or cannot be incorporated into its
316 comprehensive plan, then Metro shall review any apparent inconsistencies by the following
317 process:
318

319 5.3.1 Metro and affected local governments shall notify each other of apparent or
320 potential comprehensive plan inconsistencies.

321 5.3.2 After Metro staff review, the MPAC shall consult the affected jurisdictions and
322 attempt to resolve any apparent or potential inconsistencies.

323
324 5.3.3 The MPAC shall conduct a public hearing and make a report to the Metro
325 Council regarding instances and reasons why a city or county has not adopted
326 changes consistent with requirements in a regional functional plan.

327
328 5.3.4 The Metro Council shall review the MPAC report and hold a public hearing
329 on any unresolved issues. The Council may decide to:

330
331 5.3.4.a Amend the adopted regional functional plan; or

332
333 5.3.4.b Initiate proceedings to require a comprehensive plan change; or

334
335 5.3.4.c Find there is no inconsistency between the comprehensive plan(s)
336 and the functional plan.

337
338 **Objective 6. Regional Framework Plan.** The regional framework plan required by the
339 1992 Metro Charter shall be consistent with these goals and objectives. Provisions of the
340 regional framework plan that establish performance standards and that recommend or
341 require changes in local comprehensive plans shall be adopted as functional plans, and
342 shall meet all requirements for functional plans contained in these goals and objectives.
343 The Charter requires that all mandatory subjects be addressed in the regional framework
344 plan. It does not require that all subjects be addressed to recommend or require changes
345 in current comprehensive plans. Therefore, most, but not all regional framework plan
346 components are likely to be functional plans because some changes in comprehensive
347 plans may be needed. All regional framework plan components will be submitted to LCDC
348 for acknowledgment of their compliance with the statewide planning goals. Until regional
349 framework plan components are adopted, existing or new regional functional plans will
350 continue to recommend or require changes in comprehensive plans.

351
352 **Objective 7. Periodic Review of Comprehensive Land Use Plans.** At the time of LCDC
353 initiated periodic review for comprehensive land use plans in the region the MPAC:

354
355 7.1 Shall assist Metro with the identification of regional framework plan elements,
356 functional plan provisions or changes in functional plans adopted since the last periodic
357 review for inclusion in periodic review notices as changes in law; and

358
359 7.2 May provide comments during the periodic review of adopted and acknowledged
360 comprehensive plans on issues of regional concern.

361

362 **Objective 8. Implementation Roles**

363
364 Regional planning and the implementation of these RUGGOs shall recognize the inter-
365 relationships between cities, counties, special districts, Metro, regional agencies and the
366 State, and their unique capabilities and roles.

367
368 **8.1 Metro Role. Metro shall:**

369
370 8.1.1 Identify and designate areas and activities of metropolitan concern;

371
372 8.1.2 Provide staff and technical resources to support the activities of the MPAC
373 within the constraints established by Metro Council;

374
375 8.1.3 Serve as a technical resource for cities, counties, school districts and other
376 jurisdictions and agencies;

377
378 8.1.4 Facilitate a broad-based regional discussion to identify appropriate strategies
379 for responding to those issues of metropolitan concern;

380
381 8.1.5 Adopt functional plans necessary and appropriate for the implementation of
382 these RUGGOs and the regional framework plan;

383
384 8.1.6 Coordinate the efforts of cities, counties, special districts and the state to
385 implement adopted strategies; and

386
387 8.1.7 Adopt and review consistent with the Metro Charter and amend a Future
388 Vision for the region, consistent with Objective 9.

389
390 **8.2. Role of Cities**

391
392 8.2.1 Adopt and amend comprehensive plans to conform to functional plans
393 adopted by Metro;

394
395 8.2.2 Identify potential areas and activities of metropolitan concern through a
396 broad-based local discussion;

397
398 8.2.3 Cooperatively develop strategies for responding to designated areas and
399 activities of metropolitan concern ;

400
401 8.2.4 Participate in the review and refinement of these goals and objectives.

402

403 8.3 Role of Counties

404
405 8.3.1 Adopt and amend comprehensive plans to conform to functional plans
406 adopted by Metro;

407
408 8.3.2 Identify potential areas and activities of metropolitan concern through a
409 broad-based local discussion;

410
411 8.3.3 Cooperatively develop strategies for responding to designated areas and
412 activities of metropolitan concern;

413
414 8.3.4 Participate in the review and refinement of these goals and objectives.

415
416 8.4 Role of Special Service Districts. Assist Metro, through a broad-based local
417 discussion, with the identification of areas and activities of metropolitan concern and the
418 development of strategies to address them, and participate in the review and refinement of
419 these goals and objectives. Special Service Districts will conduct their operations in
420 conformance with acknowledged Comprehensive Plans affecting their service territories

421
422 8.5 Role of School Districts

423
424 8.5.1 Advise Metro regarding the identification of areas and activities of school
425 district concern;

426
427 8.5.2 Cooperatively develop strategies for responding to designated areas and
428 activities of school district concern;

429
430 8.5.3 Participate in the review and refinement of these goals and objectives.

431
432 8.6 Role of the State of Oregon

433
434 8.6.1 Advise Metro regarding the identification of areas and activities of
435 metropolitan concern;

436
437 8.6.2 Cooperatively develop strategies for responding to designated areas and
438 activities of metropolitan concern;

439
440 8.6.3 Review state plans, regulations, activities and related funding to consider
441 changes in order to enhance implementation of the regional framework plan and
442 functional plans adopted by Metro, and employ state agencies and programs and

443 regulatory bodies to promote and implement these goals and objectives and the
444 regional framework plan;

445
446 8.6.4 Participate in the review and refinement of these goals and objectives.
447

448 **Objective 9. Future Vision**

449
450 By Charter, approved by the voters in 1992, Metro must adopt a Future Vision for the
451 metropolitan area. The Future Vision is:

452
453 "a conceptual statement that indicates population levels and settlement patterns
454 that the region can accommodate within the carrying capacity of the land, water and
455 air resources of the region, and its educational and economic resources, and that
456 achieves a desired quality of life. The Future Vision is a long-term, visionary
457 outlook for at least a 50-year period...The matters addressed by the Future Vision
458 include, but are not limited to: (1) use, restoration and preservation of regional land
459 and natural resources for the benefit of present and future generations, (2) how and
460 where to accommodate the population growth for the region while maintaining a
461 desired quality of life for its residents, and (3) how to develop new communities and
462 additions to the existing urban areas in well-planned ways...The Future Vision is not
463 a regulatory document. It is the intent of this charter that the Future Vision have no
464 effect that would allow court or agency review of it."
465

466 The Future Vision was prepared by a broadly representative commission, appointed by
467 the Metro Council, and will be reviewed and amended as needed, and comprehensively
468 reviewed and, if need be, revised every 15 years. Metro is required by the Charter to
469 describe the relationship of components of the Regional Framework Plan, and the
470 Regional Framework Plan as a whole, to the Future Vision.
471

472 **Objective 10. Performance Measures**

473
474 Metro Council, in consultation with MPAC and the public, will develop performance
475 measures designed for considering RUGGOs objectives. The term "performance
476 measure" means a measurement aimed at determining whether a planning activity or 'best
477 practice' is meeting the objective or intent associated with the 'best practice'.
478

479 Performance measures for Goal I, Regional Planning Process, will use state benchmarks
480 to the extent possible or be developed by Metro Council in consultation with MPAC and the
481 Metro Committee for Citizen Involvement. Performance measures for Goal II, Urban Form,
482 will be derived from state benchmarks or the detailed technical analysis that underlies
483 Metro's Regional Framework Plan, functional plans and Growth Concept Map. While

484 performance measures are intended to be useful in measuring progress, the Metro Council
485 intends to have planning and implementation of policies as its major work effort, not
486 development of performance measures.

487
488 (As performance measures are adopted, (either by resolution or ordinance, they will be
489 included in an appendix.)

490
491 **Objective 11. Monitoring and Updating**

492
493 The RUGGOs, regional framework plan and all Metro functional plans shall be reviewed
494 every seven years, or at other times as determined by the Metro Council after consultation
495 with or upon the advice of the MPAC. Any review and amendment process shall involve a
496 broad cross-section of citizen and jurisdictional interests, and shall involve the MPAC
497 consistent with Goal 1: Regional Planning Process. Proposals for amendments shall
498 receive broad public and local government review prior to final Metro Council action.

499
500 11.1 Impact of Amendments. At the time of adoption of amendments to these goals and
501 objectives, the Metro Council shall determine whether amendments to adopted regional
502 framework plan, functional plans or the acknowledged regional UGB are necessary. If
503 amendments to the above are necessary, the Metro Council shall act on amendments to
504 applicable functional plans. The Council shall request recommendations from the MPAC
505 before taking action. All amendment proposals will include the date and method through
506 which they may become effective, should they be adopted. Amendments to the
507 acknowledged regional UGB will be considered under acknowledged UGB amendment
508 procedures incorporated in the Metro Code.

509
510 If changes to the regional framework plan or functional plans are adopted, affected cities
511 and counties shall be informed in writing of those changes which are advisory in nature,
512 those which recommend changes in comprehensive land use plans and those which
513 require changes in comprehensive plans. This notice shall specify the effective date of
514 particular amendment provisions.

515

516 GOAL II: URBAN FORM

517
518
519 The quality of life and the urban form of our region are closely linked. The Growth
520 Concept is based on the belief that we can continue to grow and enhance the region's
521 livability by making the right choices for how we grow. The region's growth will be
522 balanced by:

- 523
- 524 II.i Maintaining a compact urban form, with easy access to nature;
 - 525
 - 526 II. ii Preserving existing stable and distinct neighborhoods by focusing
527 commercial and residential growth in mixed use centers and corridors at a
528 pedestrian scale;
 - 529
 - 530 II. iii Assuring affordability and maintaining a variety of housing choices with good
531 access to jobs and assuring that market-based preferences are not eliminated by
532 regulation;
 - 533
 - 534 II. iv Targeting public investments to reinforce a compact urban form.

535
536 II.1: NATURAL ENVIRONMENT

537
538 Preservation, use and modification of the natural environment of the region should
539 maintain and enhance environmental quality while striving for stewardship and
540 preservation of a broad range of natural resources.

541
542 **Objective 12. Watershed Management and Regional Water Quality**

543
544 Planning and management of water resources should be coordinated in order to improve
545 the quality and ensure sufficient quantity of surface water and groundwater available to the
546 region.

547
548 12.1 Formulate Strategy. Metro will develop a long-term regional strategy for
549 comprehensive water resources management, created in partnership with the jurisdictions
550 and agencies charged with planning and managing water resources and aquatic habitats.
551 The regional strategy shall meet state and federal water quality standards and
552 complement, but not duplicate, local integrated watershed plans. It shall:

- 553
- 554 12.1.1 manage watersheds to protect, restore and ensure to the maximum
555 extent practicable the integrity of streams, wetlands and floodplains, and their
556 multiple biological, physical and social values;

- 557 12.1.2 comply with state and federal water quality requirements ;
558
559 12.1.3 sustain designated beneficial water uses; and
560
561 12.1.4 promote multi-objective management of the region's watersheds to the
562 maximum extent practicable; and
563
564 12.1.5 encourage the use of techniques relying on natural processes to address
565 flood control, storm water management, abnormally high winter and low summer
566 stream flows and nonpoint pollution reduction.
567

568 *Planning Activities¹:*

569
570 Planning programs for water resources management shall:

- 571
572 • Identify the future resource needs and carrying capacities of the region for designated
573 beneficial uses of water resources which recognizes the multiple values of rural and
574 urban watersheds.
575
576 • Monitor regional water quality and quantity trends vis-a-vis beneficial use standards
577 adopted by federal, state, regional and local governments for specific water resources
578 important to the region, and use the results to change water t planning activities to
579 accomplish the watershed management and regional water quality objectives.
580
581 • Integrate urban and rural watershed management in coordination with local water
582 quality agencies.
583
584 • Evaluate the cost-effectiveness of alternative water resource management practices,
585 including conservation.
586 • Preserve, restore, create and enhance water bodies to maintain their beneficial uses.
587
588 • Utilize public and/or private partnerships to promote multi-objective management,
589 education and stewardship of the region's watersheds.
590
591
592

¹ Planning activities will be formatted as a sidebar in the final copy of this document to illustrate they are not goals or objectives and are subject to Metro Council budgetary considerations.

593 **Objective 13: Urban Water Supply**

594
595 The regional planning process shall be used to coordinate the development of a regional
596 strategy and plan to meet future needs for water supply to accommodate growth.

597
598 13.1 A regional strategy and plan for the Regional Framework element linking demand
599 management, water supply sources and storage shall be developed to address future
600 growth in cooperation with the region's water providers.

601
602 13.2 The regional strategy and plan element shall be based upon the adopted Regional
603 Water Supply Plan which will contain integrated regional strategies for demand
604 management, new water sources and storage/transmission linkages. Metro shall evaluate
605 their future role in encouraging conservation on a regional basis to promote the efficient
606 use of water resources and develop any necessary regional plans/programs to address
607 Metro's future role in coordination with the region's water providers.

608
609 **Planning Activities:**

- 610
- 611 • Actively participate as a member of the Regional Water Supply Planning Study
612 (RWSPS) and provide regional growth projections and other relevant data to ensure
613 coordination between Region 2040 planning program and the RWSPS. The RWSPS
614 will:
 - 615
 - 616 • identify the future resource needs of the region for municipal and industrial water
617 supply;
 - 618
 - 619 • identify the transmission and storage needs and capabilities for water supply to
620 accommodate future growth; and
 - 621
 - 622 • identify water conservation technologies, practices and incentives for demand
623 management as part of the regional water supply planning activities.
 - 624
 - 625 • Adopt Regional Framework Plan elements for water supply and storage based on the
626 results of the RWSPS which provide for the development of new sources, efficient transfer
627 and storage of water, including water conservation strategies, which allows for the efficient
628 and economical use of water to meet future growth.

629
630 **Objective 14. Air Quality**

631
632 Air quality shall be protected and enhanced so that as growth occurs, human health and the
633 visibility of the Cascades and the Coast Range from within the region should be maintained.

634 14.1 Strategies for planning and managing air quality in the regional airshed shall be
635 included in the State Implementation Plan for the Portland-Vancouver air quality maintenance
636 area as required by the Federal Clean Air Act.

637
638 14.2 New regional strategies shall be developed to comply with Federal Clean Air Act
639 requirements and provide capacity for future growth.

640
641 14.3 The region, working with the state, shall pursue close collaboration of the Oregon and
642 Clark County Air Quality Management Areas.

643
644 14.4 All functional plans, when taken in the aggregate, shall be consistent with the State
645 Implementation Plan (SIP) for air quality.

646
647 *Planning Activities:*

648
649 An air quality management plan shall be developed for the regional airshed which:

- 650
651 • Outlines existing and forecast air quality problems; identifies prudent and equitable market
652 based and regulatory strategies for addressing present and probable air quality problems
653 throughout the region; evaluates standards for visibility; and implements an air quality
654 monitoring program to assess compliance with local, state and federal air quality
655 requirements.

656
657 **Objective 15. Natural Areas, Parks, Fish and Wildlife Habitat**

658
659 Sufficient open space in the urban region shall be acquired, or otherwise protected, and
660 managed to provide reasonable and convenient access to sites for passive and active
661 recreation. An open space system capable of sustaining or enhancing native wildlife and
662 plant populations should be established.

663
664 15.1 Quantifiable targets for setting aside certain amounts and types of open space shall be
665 identified.

666
667 15.2 Corridor Systems - The regional planning process shall be used to coordinate the
668 development of interconnected recreational and wildlife corridors within the metropolitan
669 region.

670
671 15.2.1 A region-wide system of trails should be developed to link public and private
672 open space resources within and between jurisdictions.

673

674 15.2.2 A region-wide system of linked significant wildlife habitats should be
675 developed. This system should be preserved, restored where appropriate, and
676 managed to maintain the region's biodiversity (number of species and plants and
677 animals).

678
679 15.2.3 A Willamette River Greenway Plan for the region should be implemented by
680 the turn of the century.

681
682 *Planning Activities:*

- 683
- 684 1. Identify areas within the region where open space deficiencies exist now, or will in the
685 future, given adopted land use plans and growth trends, and act to meet those future
686 needs. Target acreage should be developed for neighborhood, community and regional
687 parks as well as for other types of open space in order to meet local needs while sharing
688 responsibility for meeting metropolitan open space demands.
 - 689
690 2. Develop multi-jurisdictional tools for planning and financing the protection and
691 maintenance of open space resources. Particular attention will be paid to using the
692 land use planning and permitting process and to the possible development of a land-
693 banking program.
 - 694
695 3. Conduct a detailed biological field inventory of the region to establish an accurate
696 baseline of native wildlife and plant populations. Target population goals for native
697 species will be established through a public process which will include an analysis of
698 amounts of habitat necessary to sustain native populations at target levels.
 - 699
700 4. The natural areas, parks and open space identified on the Growth Concept Map should
701 be acquired, except in extraordinary circumstances, from willing sellers and be removed
702 from any regional inventories of buildable land.
 - 703
704 5. Populations of native plants and animals will be inventoried, utilizing tools such as
705 Metro's GIS and Parks and Greenspaces program, Oregon Natural Heritage Database,
706 Oregon's GAP Analysis Program and other relevant programs, to develop strategies to
707 maintain the region's biodiversity (or biological diversity).
 - 708
709 6. Utilizing strategies which are included in Oregon Department of Fish and Wildlife's
710 Wildlife Diversity Program and working with state and federal fish and wildlife
711 personnel, develop a strategy to maintain the region's biodiversity
- 712
713
714

715 **Objective 16. Protection of Agriculture and Forest Resource Lands**

716
717 Agricultural and forest resource land outside the UGB shall be protected from urbanization,
718 and accounted for in regional economic and development plans, consistent with these
719 RUGGO.

720
721 16.1. Rural Resource Lands. Rural resource lands outside the UGB which have
722 significant resource value should actively be protected from urbanization.

723
724 16.2 Urban Expansion. Expansion of the UGB shall occur in urban reserves, established
725 consistent with the Urban Rural Transition Objective.

726
727 16.3 Farm and Forest Practices. Protect and support the ability for farm and forest
728 practices to continue. The designation and management of rural reserves by the Metro
729 Council may help establish this support, consistent with the Growth Concept.

730
731 *Planning Activities:*

732
733 A regional economic opportunities analysis shall include consideration of the agricultural
734 and forest products economy associated with lands adjacent to or near the urban area.

735
736 **II.2 BUILT ENVIRONMENT**

737
738 Development in the region should occur in a coordinated and balanced fashion as
739 evidenced by:

740
741 II.2.i a regional "fair-share" approach to meeting the housing needs of the
742 urban population;

743
744 II.2.ii the provision of infrastructure and critical public services concurrent with
745 the pace of urban growth and which supports the 2040 Growth Concept;

746
747 II.2.iii the continued growth of regional economic opportunity, balanced so as to
748 provide an equitable distribution of jobs, income, investment and tax capacity
749 throughout the region and to support other regional goals and objectives;

750
751 II.2.iv the coordination of public investment with local comprehensive and
752 regional functional plans; and

753

754 II.2.v the creation of a balanced transportation system, less dependent on the
755 private automobile, supported by both the use of emerging technology and the
756 location of jobs, housing, commercial activity, parks and open space.
757

758 **Objective 17. Housing**

759
760 The Metro Council shall adopt a "fair share" strategy for meeting the housing needs of the
761 urban population in cities and counties based on a subregional analysis which provides
762 for:

763
764 a diverse range of housing types available within cities and counties inside the UGB;

765
766 specific goals for low and moderate income and market rate housing to ensure that
767 sufficient and affordable housing is available to households of all income levels that live or
768 have a member working in each jurisdiction;

769
770 housing densities and costs supportive of adopted public policy for the development of the
771 regional transportation system and designated centers and corridors;

772
773 a balance of jobs and housing within the region and subregions.
774

775 *Planning Activities:*

776
777 The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the
778 preparation of local comprehensive plans in the urban region that:

- 779
780 • provide for the sharing of regional housing supply responsibilities by ensuring the
781 presence of single and multiple family zoning in every jurisdiction; and
782
783 • plan for local residential housing densities that support net residential housing density
784 assumptions underlying the regional UGB.
785

786 Since Metro's Regional Framework Plan has to address the requirements of statewide
787 planning Goal 10, the Metro Council should develop:

- 788
789 1. Strategies to preserve the region's supply of special needs and existing low and
790 moderate income housing.
791
792 2. Diverse Housing Needs. the diverse housing needs of the present and projected
793 population of the region shall be correlated with the available and prospective housing
794 supply. Upon identification of unmet housing needs, a region wide strategy shall be

795 developed which takes into account subregional opportunities and constraints, and the
796 relationship of market dynamics to the management of the overall supply of housing. In
797 addition, that strategy shall address the "fair-share" distribution of housing
798 responsibilities among the jurisdictions of the region, including the provision of
799 supporting social services.

- 800
- 801 3. **Housing Affordability.** Multnomah, Clackamas, Clark and Washington Counties have
802 completed Comprehensive Housing Affordability Strategies (CHAS) which have
803 demonstrated the lack of affordable housing for certain income groups in locations
804 throughout the metropolitan area. They also demonstrate the regional nature of the
805 housing market, therefore, the regional framework plan shall include an element on
806 housing affordability which includes development density, housing mix and a menu of
807 alternative actions (zoning tools, programs, financial incentives, etc.) for use by local
808 jurisdictions to address affordable housing needs. Affordable housing goals shall be
809 developed with each jurisdiction to facilitate their participation in meeting regional and
810 subregional needs for affordable housing.
- 811
- 812 4. The region is committed to seeking a balance of jobs and housing in communities and
813 centers throughout the region. Public policy and investment shall encourage the
814 development of housing in locations near trade, services and employment that is
815 affordable to wage earners in each subregion and jurisdiction. The transportation
816 system's ability to provide accessibility shall also be evaluated, and, if necessary,
817 modifications will be made in transportation policy and the transportation system itself to
818 improve accessibility for residents to jobs and services in proximity to affordable
819 housing.

820

821 **Objective 18. Public Services and Facilities**

822

823 Public services and facilities including but not limited to public safety, schools, water and
824 sewerage systems, energy transmission and distribution systems, parks, libraries, historic
825 or cultural facilities, the solid waste management system, storm water management
826 facilities, community centers and transportation should be planned and developed to:

827

- 828 18.i minimize public and private costs;
- 829
- 830 18.ii maximize service efficiencies and coordination;
- 831
- 832 18.iii result in maintained or enhanced environmental quality and the
833 conservation of natural resources;
- 834
- 835 18.iv keep pace with growth and achieving planned service levels;

836 18.v to produce, transmit and use energy efficiently; and

837
838 18.vi shape and direct growth to meet local and regional objectives.

839
840 18.1 Planning Area. The long-term geographical planning area for the provision of urban
841 services shall be the area described by the adopted and acknowledged UGB and the
842 designated urban reserves.

843
844 18.2 Forecast Need. Public service and facility development shall be planned to
845 accommodate the rate of urban growth forecast in the adopted regional growth forecast,
846 including anticipated expansions into urban reserve areas.

847
848 18.3 Timing. The region should seek the provision of public facilities and services at the
849 time of new urban growth.

850
851 *Planning Activities:*

852
853 Inventory current and projected public facilities and services needs throughout the region,
854 as described in adopted and acknowledged public facilities plans. Identify opportunities for
855 and barriers to achieving concurrency in the region. Develop financial tools and techniques
856 to enable cities, counties, school districts, special districts, Metro and the State to secure
857 the funds necessary to achieve concurrency. Develop tools and strategies for better linking
858 planning for school, library, recreational and cultural and park facilities to the land use
859 planning process.

860
861 **Objective 19. Transportation**

862
863 A regional transportation system shall be developed which:

864
865 19.i reduces reliance on a single mode of transportation through development of a
866 balanced and cost-effective transportation system which employs highways, transit,
867 bicycle and pedestrian improvements, and system and demand management.

868
869 19.ii. Protects and enhances freight movement within and through the region and
870 the road, rail, air, waterway and pipeline facilities needed to facilitate this
871 movement.

872
873 19.iii provides adequate levels of mobility consistent with local comprehensive
874 plans and state and regional policies and plans;

875
876 19.iv encourages energy efficiency;

- 877 19.v supports a balance of jobs and housing as well as the community identity of
878 neighboring cities;
879
- 880 19.vi recognizes financial constraints and provides public investment guidance for
881 achieving the desired urban form; and
882
- 883 19.vii minimizes the environmental impacts of system development, operations and
884 maintenance.
885
- 886 19.viii rewards and reinforces pedestrian activity as a mode of choice.
887
- 888 19.x. identifies, protects and enhances intermodal transfer points
889
- 890 19.1 System Priorities. In developing new regional transportation system infrastructure,
891 the highest priority should be meeting the mobility needs of the city center and regional
892 centers, and their suburban arterials, when designated. Such needs, associated with
893 ensuring access to jobs, housing, cultural and recreational opportunities and shopping
894 within and among those centers, should be assessed and met through a combination of
895 intensifying land uses and increasing transportation system capacity so as to mitigate
896 negative impacts on environmental quality and where and how people live, work and play.
897
- 898 19.2. Environmental Considerations. Planning for the regional transportation system
899 should seek to:
900
- 901 19.2.1 reduce the region's transportation-related energy consumption and air
902 pollution through increased use of transit, telecommuting, zero-emission vehicles,
903 car pools, vanpools, bicycles and walking;
904
- 905 19.2.2 maintain the region's air and water quality (see Objective 12 Watershed
906 Management and Regional Water Quality and Objective 14: Air Quality); and
907
- 908 19.2.3 reduce negative impacts on parks, public open space, wetlands and
909 negative effects on communities and neighborhoods arising from noise, visual
910 impacts and physical segmentation.
911
- 912 19.3 Transportation Balance. Although the predominant form of transportation is the
913 private automobile, planning for and development of the regional transportation system
914 should seek to:
915
- 916 19.3.1 reduce automobile dependency, especially the use of single-occupancy
917 vehicles;

918 19.3.2 increase the use of transit through both expanding transit service and
919 addressing a broad range of requirements for making transit competitive with the
920 private automobile; and

921
922 19.3.3 encourage bicycle and pedestrian movement through the location and
923 design of land uses. Adequate facilities for pedestrians and bicyclists are to be
924 provided and maintained.

925
926 19.3.4 encourage telecommuting as a means of reducing trips to and from work.

927

928 *Planning Activities:*

929

930 1. The Metro Council shall direct the development and adoption of a new Regional
931 Transportation Plan (RTP) as an element of its Regional Framework Plan that, at a
932 minimum:

933

934 • identifies the role for local transportation system improvements and relationship
935 between local, regional and state transportation system improvements in regional
936 transportation plans;

937

938 • clarifies institutional roles, especially for plan implementation, in local, regional and
939 state transportation plans;

940

941 • includes plans and policies for the inter-regional movement of people and goods by
942 rail, ship, barge and air in regional transportation plans;

943

944 • identifies and addresses needs for freight movement through a coordinated program
945 of transportation system improvements and actions to affect the location of trip
946 generating activities;

947

948 • identifies and incorporates demand management strategies to ensure that the region
949 meets the objectives of the Transportation Planning Rule for transportation system
950 function and VMT reduction; and

951

952 • Includes strategies for improving connectivity and the environment for pedestrian
953 movements, particularly within centers, station communities and neighborhoods.

954

955 2. Structural barriers to mobility for transportation disadvantaged populations should be
956 assessed in the current and planned regional transportation system and addressed
957 through a comprehensive program of transportation and other actions.

958

- 959 a. Supports the implementation of the pattern of uses in relation to the transportation
960 system shown on the Growth Concept Map, and achieves the performance
961 measures as may be included in the appendix and established through the regional
962 planning process.
963
964 b. Identifies and addresses structural barriers to mobility for transportation
965 disadvantaged populations.
966

967
968 **Objective 20. Economic Opportunity**
969

970 Metro should support public policy which maintains a strong economic climate through
971 encouraging the development of a diverse and sufficient supply of jobs, especially family
972 wage jobs, in appropriate locations throughout the region.
973

974 In weighing and balancing various values, goals and objectives, the values, needs, choices
975 and desires of consumers should also be taken into account. The values, needs and
976 desires of consumers include:
977

978 Low costs for goods and services;
979

980 Convenience, including nearby and easily accessible stores; quick, safe, and readily
981 available transportation to all modes;
982

983 A wide and deep selection of goods and services;
984

985 Quality service;
986

987 Safety and security and
988

989 Comfort, enjoyment and entertainment.
990

991 Expansions of the UGB for industrial or commercial purposes shall occur in locations
992 consistent with these RUGGOs and where an assessment of the type, mix and wages of
993 existing and anticipated jobs within subregions justifies such expansion. The number and
994 wage level of jobs within each subregion should be balanced with housing cost and
995 availability within that subregion. Strategies should be developed to coordinate the
996 planning and implementation activities of this element with Objective 17: Housing and
997

998 *Planning Activities:*
999

- 1000 1. Regional and subregional economic opportunities analyses, as described in OAR 660
1001 Division 9, should be conducted to:
1002
- 1003 • assess the adequacy and, if necessary, propose modifications to the supply of
1004 vacant and redevelopable land inventories designated for a broad range of
1005 employment activities;
1006
 - 1007 • identify regional and subregional target industries. Economic subregions will be
1008 developed which reflect a functional relationship between locational characteristics
1009 and the locational requirements of target industries. Enterprises identified for
1010 recruitment, retention and expansion should be basic industries that broaden and
1011 diversify the region's economic base while providing jobs that pay at family wage
1012 levels or better; and
1013
 - 1014 • link job development efforts with an active and comprehensive program of training
1015 and education to improve the overall quality of the region's labor force. In particular,
1016 new strategies to provide labor training and education should focus on the needs of
1017 economically disadvantaged, minority and elderly populations.
1018
- 1019 2. An assessment shall be made of the potential for redevelopment and/or intensification
1020 of use of existing commercial and industrial land resources in the region.
1021
- 1022 3. The Metro Council shall establish an on-going program to compile and analyze data and
1023 to prepare maps and reports which describe the geographic distribution of jobs, income,
1024 investment and tax capacity throughout the region.
1025
- 1026 4. Emphasize the retention and expansion of existing businesses. They already play an
1027 important part in the region and they have reason to redevelop in ways that will increase
1028 employment and/or productivity
1029
- 1030 • At each time of LCDC mandated periodic review, targeted industries should be
1031 designated by Metro and strategies should be identified and implemented to ensure
1032 adequate public infrastructure, resources and transportation access necessary for these
1033 industries. Special attention to industries which have agglomerative economies in the
1034 region and industries and companies that sell more than 25 percent of their end
1035 products and services outside the region shall be given priority in any designation .
1036

1037 **Objective 21. Urban Vitality**

1038 Special attention shall be paid to promoting mixed use development in existing city and
1039 neighborhood centers that have experienced disinvestment and /or are currently
1040 underutilized and /or populated by a disproportionately high percentage of people living at or

1041 below 80% of the area median income. In creating these designations, Metro shall
1042 consider new and existing community plans developed by community residents.

1043
1044 **II.3: GROWTH MANAGEMENT**

1045
1046 The management of the urban land supply shall occur in a manner which :

- 1047
1048 II.3.i encourages the evolution of an efficient urban growth form
1049
1050 II.3.ii provides a clear distinction between urban and rural lands;
1051
1052 II.3.iii supports interconnected but distinct communities in the urban region;
1053
1054 II.3.iv recognizes the inter-relationship between development of vacant land
1055 and redevelopment objectives in all parts of the urban region; and
1056
1057 II.3.iv is consistent with the 2040 Growth Concept and helps attain the
1058 region's objectives.

1059
1060 **Objective 22. Urban/Rural Transition**

1061
1062 There should be a clear transition between urban and rural land that makes best use of
1063 natural and built landscape features and which recognizes the likely long-term
1064 prospects for regional urban growth.

1065
1066 22.1 Boundary Features. The Metro UGB should be located using natural
1067 and built features, including roads, rivers, creeks, streams, drainage basin
1068 boundaries, floodplains, power lines, major topographic features and historic
1069 patterns of land use or settlement.

1070
1071 22.2 Sense of Place. Historic, cultural, topographic and biological features
1072 of the regional landscape which contribute significantly to this region's identity
1073 and "sense of place," shall be identified. Management of the total urban land
1074 supply should occur in a manner that supports the preservation of those
1075 features, when designated, as growth occurs.

1076
1077 22.3 Urban Reserves. "Urban reserves areas", designated pursuant to
1078 LCDC's Urban Reserve Rule for purposes of coordinating planning and
1079 estimating areas for future urban expansion, shall be consistent with these
1080 goals and objectives, and reviewed by Metro at least every 15 years.

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22.3.1 Inclusion of land within an urban reserve area shall generally be based upon the locational factors of Goal 14. Lands adjacent to the UGB shall be studied for suitability for inclusion within urban reserves as measured by factors 3 through 7 of Goal 14 and by the requirements of OAR 660-04-010.

22.3.2 Lands of lower priority in the LCDC rule priorities may be included in urban reserves if specific types of land needs cannot be reasonably accommodated on higher priority lands, after options inside the UGB have been considered, such as land needed to bring jobs and housing into close proximity to each other.

22.3.3 Lands of lower priority in the LCDC Rule priorities may be included in urban reserves if needed for physical separation of communities inside or outside the UGB to preserve separate community identities.

22.3.4 Expansion of the UGB shall occur consistent with the Urban/Rural Transition, Developed Urban Land, UGB and Neighbor City Objectives. Where urban land is adjacent to rural lands outside of an urban reserve, Metro will work with affected cities and counties to ensure that urban uses do not significantly affect the use or condition of the rural land. Where urban land is adjacent to lands within an urban reserve that may someday be included within the UGB, Metro will work with affected cities and counties to ensure that rural development does not create obstacles to efficient urbanization in the future.

22.3.5 New urban reserve areas may be needed to clarify long-term public facility policies or to replace urban reserve areas added to the urban growth boundary. Study areas for potential consideration as urban reserve study areas may be identified at any time for a Metro work program. Urban reserve study areas shall be identified by Metro Council resolution. Identification of these study areas shall not be a final location decision excluding other areas from consideration prior to the decision to designate new urban reserves.

Planning Activities:

1. Identification of urban reserves adjacent to the UGB shall be accompanied by the development of a generalized future land use plan. The planning effort will primarily

1123 be concerned with identifying and protecting future open space resources and the
1124 development of short-term strategies needed to preserve future urbanization
1125 potential. Ultimate providers of urban services within those areas should be
1126 designated and charged with incorporating the reserve area(s) in their public facility
1127 plans in conjunction with the next periodic review. Changes in the location of the
1128 UGB should occur so as to ensure that plans exist for key public facilities and
1129 services.

1130
1131 2. The prospect of creating transportation and other links between the urban economy
1132 within the Metro UGB and other urban areas in the state should be investigated as a
1133 means for better utilizing Oregon's urban land and human resources. . The region,
1134 working with the state and other urban communities in the northern Willamette
1135 Valley, should evaluate the opportunities for accommodating forecasted urban
1136 growth in urban areas outside of and not adjacent to the present UGB.

1137
1138 **Objective 23. Developed Urban Land**

1139
1140 Opportunities for and obstacles to the continued development and redevelopment of
1141 existing urban land shall be identified and actively addressed. A combination of
1142 regulations and incentives shall be employed to ensure that the prospect of living,
1143 working and doing business in those locations remains attractive to a wide range of
1144 households and employers. In coordination with affected agencies, encourage the
1145 redevelopment and reuse of lands used in the past or already used for commercial or
1146 industrial purposes wherever economically viable and environmentally sound.

1147
1148 23.1 Redevelopment and Infill. When Metro examines whether additional urban land
1149 is needed within the UGB, it shall assess redevelopment and infill potential in the
1150 region. The potential for redevelopment and infill on existing urban land will be included
1151 as an element when calculating the buildable land supply in the region, where it can be
1152 demonstrated that the infill and redevelopment can be reasonably expected to occur
1153 during the next 20 years.

1154
1155 Metro will work with jurisdictions in the region to determine the extent to which
1156 redevelopment and infill can be relied on to meet the identified need for additional
1157 urban land. After this analysis and review, Metro will initiate an amendment of the UGB
1158 to meet that portion of the identified need for land not met through commitments for
1159 redevelopment and infill.

1160
1161
1162 *Planning Activities:*

1163

- 1164 1. Metro's assessment of redevelopment and infill potential in the region shall include
1165 but not be limited to:
1166
- 1167 a. An inventory of parcels where the assessed value of improvements is such that it
1168 can reasonably be expected to redevelop or intensify in the planning period.
1169
- 1170 b. An analysis of the difference between comprehensive plan development
1171 densities and actual development densities for all parcels as a first step towards
1172 determining the efficiency with which urban land is being used. In this case,
1173 efficiency is a function of land development densities incorporated in local
1174 comprehensive plans.
1175
- 1176 c. An assessment of the impacts on the cost of housing by redevelopment versus
1177 expansion of the UGB.
1178
- 1179 d. An assessment of the impediments to redevelopment and infill posed by existing
1180 urban land uses or conditions and the capacity of urban service providers such
1181 as water, sewer, transportation, schools, etc. to serve.
1182
- 1183 2. Financial incentives to encourage redevelopment and infill consistent with adopted
1184 and acknowledged comprehensive plans should be pursued to make redevelopment
1185 and infill attractive alternatives to raw land conversion for investors and buyers.
1186
- 1187 3. Tools will be developed to address regional economic equity issues stemming from
1188 the fact that not all jurisdictions will serve as a site for an economic activity center.
1189 Such tools may include off-site linkage programs to meet housing or other needs or
1190 a program of fiscal tax equity.
1191
- 1192 4. The success of centers, main streets, station communities and other land
1193 classifications will depend on targeting public investments, encouraging
1194 complementary public/private partnerships, and committing time and attention to the
1195 redesign and redevelopment of these areas. Metro shall conduct an analysis of
1196 proposed centers and other land classifications identified on the Growth Concept
1197 Map, and others in the future, to determine what mix of uses, densities, building
1198 design and orientation standards, transit improvements, pedestrian improvements,
1199 bicycle improvements and other infrastructure changes are needed for their
1200 success. Those with a high probability for success will be retained on the Growth
1201 Concept Map and targeted for public investment and attention.
1202
- 1203 5. In addition to targeting public infrastructure and resources to encourage compact
1204 urban land uses such as those cited above, the region shall also conduct analyses

1205 of industrial and employment areas to identify the ease of freight movement and any
1206 improvements that should be made to improve, maintain or enhance freight
1207 movements and maintain the region's competitive advantage compared with other
1208 regions to move freight quickly and easily.
1209

1210 **Objective 24. Urban Growth Boundary**
1211

1212 The regional UGB, a long-term planning tool, shall separate urbanizable from rural
1213 land, be based in aggregate on the region's 20-year projected need for urban land and
1214 be located consistent with statewide planning goals and these RUGGOs and adopted
1215 Metro Council procedures for UGB amendment. In the location, amendment and
1216 management of the regional UGB, Metro shall seek to improve the functional value of
1217 the boundary.
1218

1219 24.1 Expansion into Urban Reserves. Upon demonstrating a need for additional
1220 urban land, major and legislative UGB amendments shall only occur within urban
1221 reserves once adopted, unless urban reserves are found to be inadequate to
1222 accommodate the amount of land needed for one or more of the following reasons:
1223

- 1224 a. Specific types of identified land needs cannot be reasonably accommodated on
1225 urban reserve lands;
1226
1227 b. Future urban services could not reasonably be provided to urban reserves due
1228 to topographical or other physical constraints; or
1229
1230 c. Maximum efficiency of land uses within a proposed UGB requires inclusion of
1231 lower priority lands other than urban reserves in order to include or provide
1232 services to urban reserves.
1233

1234 24.2 Urban Growth Boundary Amendment Process. Criteria for amending the UGB
1235 shall be derived from statewide planning goals 2 and 14, other applicable state
1236 planning goals and relevant portions of these RUGGOs.
1237

1238 24.2.1 Major Amendments. Proposals for major amendment of the UGB shall
1239 be made through a legislative process in conjunction with the development and
1240 adoption of regional forecasts for population and employment growth. The
1241 amendment process will be initiated by a Metro finding of need, and involve local
1242 governments, special districts, citizens and other interests.
1243

1244 24.2.2 Locational Adjustments. Locational adjustments of the UGB shall be
1245 brought to Metro by cities, counties and/or property owners based on public
1246 facility plans in adopted and acknowledged comprehensive plans.
1247

1248 **Objective 25. Urban Design**
1249

1250 The identity and functioning of communities in the region shall be supported through:
1251

1252 25.i the recognition and protection of critical open space features in the
1253 region;

1254
1255 25.ii public policies which encourage diversity and excellence in the design
1256 and development of settlement patterns, landscapes and structures; and
1257

1258 25.iii ensuring that incentives and regulations guiding the development and
1259 redevelopment of the urban area promote a settlement pattern which:

1260
1261 25.iiia link any public incentives to a commensurate public benefit
1262 received or expected and evidence of private needs;

1263
1264 25.iii.b is pedestrian "friendly", encourages transit use and reduces
1265 auto dependence;

1266
1267 25.iii.c provides access to neighborhood and community parks,
1268 trails and walkways, and other recreation and cultural areas and public
1269 facilities;

1270
1271 25.iii.d reinforces nodal, mixed use, neighborhood oriented design;

1272
1273 25.iii.e includes concentrated, high density, mixed use urban
1274 centers developed in relation to the region's transit system;

1275
1276 25.iii.f is responsive to needs for privacy, community, sense of place
1277 and personal safety in an urban setting; and
1278

1279 25.iii.g facilitates the development and preservation of
1280 affordable mixed-income neighborhoods.
1281

1282 25.1 Pedestrian and transit supportive building patterns will be encouraged in order
1283 to minimize the need for auto trips and to create a development pattern conducive to
1284 face-to-face community interaction.

1285 *Planning Activities:*

- 1286
- 1287 1. A regional landscape analysis shall be undertaken to inventory and analyze the
- 1288 relationship between the built and natural environments and to identify key open
- 1289 space, topographic, natural resource, cultural and architectural features which
- 1290 should be protected or provided as urban growth occurs.
- 1291
- 1292 2. Model guidelines and standards shall be developed which expand the range of tools
- 1293 available to jurisdictions for accommodating change in ways compatible with
- 1294 neighborhoods and communities while addressing this objective.
- 1295
- 1296 3. Light rail transit stops, bus stops, transit routes and transit centers leading to and
- 1297 within centers shall be planned to encourage pedestrian use and the creation of
- 1298 mixed use, high density residential development.
- 1299

1300 **Objective 26. Neighbor Cities**

1301

1302 Growth in cities outside the Metro UGB, occurring in conjunction with the overall

1303 population and employment growth in the region, should be coordinated with Metro's

1304 growth management activities through cooperative agreements which provide for:

1305

1306 26.1 Separation. The communities within the Metro UGB, in neighbor cities and in

1307 the rural areas in between will all benefit from maintaining the separation between

1308 these places as growth occurs. Coordination between neighboring cities, counties and

1309 Metro about the location of rural reserves and policies to maintain separation should be

1310 pursued.

1311

1312 26.2 Jobs Housing Balance. To minimize the generation of new automobile trips, a

1313 balance of sufficient number of jobs at wages consistent with housing prices in

1314 communities both within the Metro UGB and in neighboring cities should be pursued.

1315

1316 26.3 Green Corridors. The "green corridor" is a transportation facility through a rural

1317 reserve that serves as a link between the metropolitan area and a neighbor city which

1318 also limits access to the farms and forests of the rural reserve. The intent is to keep

1319 urban to urban accessibility high to encourage a balance of jobs and housing, but limit

1320 any adverse effect on the surrounding rural areas.

1321

1322 *Planning Activities:*

- 1323
- 1324 1. Metro will work with the state, neighbor cities and counties to create
- 1325 intergovernmental agreements which implement neighbor city objectives. Metro will

1326 seek to link regional and state investment in public facilities and services to efforts
1327 to implement neighbor city agreements.

1328
1329 2. Metro will undertake a study of the green corridor concept to determine what the
1330 consequences might be of initiatives which enhance urban to urban accessibility in
1331 the metropolitan market area.

1332

1333 **II.4: Metro 2040 Growth Concept**

1334

1335 **Description of the Metro 2040 Growth Concept**

1336

1337 This Growth Concept states the preferred form of regional growth and development
1338 adopted in the Region 2040 planning process including the 2040 Growth Concept Map.
1339 This Concept is adopted for the long term growth management of the region including a
1340 general approach to approximately where and how much the UGB should be ultimately
1341 expanded, what ranges of density are estimated to accommodate projected growth
1342 within the boundary, and which areas should be protected as open space.

1343

1344 This Growth Concept is designed to accommodate approximately 720,000 additional
1345 residents and 350,000 additional jobs. The total population served within this concept
1346 is approximately 1.8 million residents within the Metro boundary.

1347

1348 The basic philosophy of the Growth Concept is: preserve our access to nature and
1349 build better communities for the people who live here today and who will live here in the
1350 future. The Growth Concept applies Goal II Objectives with the analysis of the Region
1351 2040 project to guide growth for the next 50 years. The Growth Concept is an
1352 integrated set of Objectives subject to Goal I and Objectives 1-11.

1353

1354 The conceptual description of the preferred urban form of the region in 2040 is in the
1355 Concept Map and this text. This Growth Concept sets the direction for development of
1356 implementing policies in Metro's existing functional plans and the Charter-required
1357 regional framework plan. This direction will be refined, as well as implemented, in
1358 subsequent functional plan amendments and framework plan components. Additional
1359 planning will be done to test the Growth Concept and to determine implementation
1360 actions. Amendments to the Growth Concept and some RUGGOs Objectives may be
1361 needed to reflect the results of additional planning to maintain the consistency of
1362 implementation actions with RUGGOs.

1363

1364 Fundamental to the Growth Concept is a multi-modal transportation system which
1365 assures mobility of people and goods throughout the region, consistent with
1366 Objective 19, Transportation. By coordinating land uses and this transportation
1367 system, the region embraces its existing locational advantage as a relatively
1368 uncongested hub for trade.

1369

1370 The basic principles of the Growth Concept directly apply Growth Management Goals and
1371 Objectives in Objectives 21-25. An urban to rural transition to reduce sprawl, keeping a
1372 clear distinction between urban and rural lands and balancing re-development, is needed.
1373 Separation of urbanizable land from rural land shall be accomplished by the UGB for the

1374 region's 20-year projected need for urban land. That boundary will be expanded into
1375 designated urban reserves areas when a need for additional urban land is demonstrated.
1376 the Metro Council will determine the land need for urban reserves.. About 22,000 acres of
1377 Urban Reserve Study Area shown on the Concept Map will be studied before urban reserve
1378 areas are designated. This assumes cooperative agreements with neighboring cities to
1379 coordinate planning for the proportion of projected growth in the Metro region expected to
1380 locate within their urban growth boundaries and urban reserve areas.

1381
1382 The Metro UGB would only expand into urban reserves when need for additional urban
1383 land is demonstrated.. Rural reserves are intended to assure that Metro and
1384 neighboring cities remain separate. The result is intended to be a compact urban form
1385 for the region coordinated with nearby cities to retain the region's sense of place.

1386
1387 Mixed use urban centers inside the UGB are one key to the Growth Concept. Creating
1388 higher density centers of employment and housing and transit service with compact
1389 development, retail, cultural and recreational activities, in a walkable environment is
1390 intended to provide efficient access to goods and services, enhance multi modal
1391 transportation and create vital, attractive neighborhoods and communities. The Growth
1392 Concept uses interrelated types of centers. The Central City is the largest market area,
1393 the region's employment and cultural hub. Regional Centers serve large market areas
1394 outside the central city, connected to it by high capacity transit and highways.
1395 Connected to each Regional Center, by road and transit, are smaller Town Centers
1396 with local shopping and employment opportunities within a local market area. Planning
1397 for all of these centers will seek a balance between jobs , housing and unique blends of
1398 urban amenities so that more transportation trips are likely to remain local and become
1399 more multi modal.

1400
1401 In keeping with the jobs housing balance in centers, a jobs housing balance by regional
1402 sub-areas can and should also be a goal. This would account for the housing and
1403 employment outside centers, and direct policy to adjust for better jobs housing ratios
1404 around the region.

1405
1406 Recognition and protection of open spaces both inside the UGB and in rural reserves
1407 outside urban reserves are reflected in the Growth Concept. Open spaces, including
1408 important natural features and parks, are important to the capacity of the UGB and the
1409 ability of the region to accommodate housing and employment. Green areas on the
1410 Concept Map may be designated as regional open space. That would remove these
1411 lands from the inventory of urban land available for development. Rural reserves,
1412 already designated for farms, forestry, natural areas or rural-residential use, would
1413 remain and be further protected from development pressures.

1414

1415 The Concept Map shows some transportation facilities to illustrate new concepts, like
1416 "green corridors," and how land use areas, such as centers, may be served. Neither
1417 the current regional system nor final alignment choices for future facilities are intended
1418 to be represented on the Concept Map.

1419
1420 The percentages and density targets used in the Growth Concept to describe the
1421 relationship between centers and areas are estimates based on modeling analysis of
1422 one possible configuration of the Growth Concept. Implementation actions that vary
1423 from these estimates may indicate a need to balance other parts of the Growth Concept
1424 to retain the compact urban form contained in the Growth Concept. Land use
1425 definitions and numerical targets as mapped, are intended as targets and will be
1426 refined in the Regional Framework Plan. Each jurisdiction will certainly adopt a unique
1427 mix of characteristics consistent with each locality and the overall Growth Concept.

1428
1429 Neighbor Cities

1430
1431 The Growth Concept recognizes that neighboring cities surrounding the region's
1432 metropolitan area are likely to grow rapidly. There are several cities proximate to the
1433 Metro region. The Metro Council shall pursue discussion of cooperative efforts with
1434 neighboring cities. Full Neighbor City recognition could be achieved with the completion
1435 of intergovernmental agreements concerning the key concepts cited below. Communities
1436 such as Sandy, Canby, and Newberg will be affected by the Metro Council's decisions
1437 about managing the region's growth. A significant number of people would be
1438 accommodated in these neighboring cities, and cooperation between Metro and these
1439 communities is necessary to address common transportation and land-use issues.

1440
1441 There are four key concepts for cooperative agreements with neighbor cities:

- 1442
- 1443 1. There shall be a separation of rural land between each neighboring city and the
1444 metropolitan area. If the region grows together, the transportation system would suffer
1445 and the cities would lose their sense of community identity.
 - 1446
 - 1447 2. There should be a strong balance between jobs and housing in the neighbor cities.
1448 The more a city retains a balance of jobs and households, the more trips will remain
1449 local.
 - 1450
 - 1451 3. Each neighboring city should have its own identity through its unique mix of
1452 commercial, retail, cultural and recreational opportunities which support the
1453 concentration of jobs and housing.
 - 1454

1455 4. There should be consideration of a "green corridor," transportation facility through a
1456 rural reserve that serves as a link between the metropolitan area and a neighbor city
1457 with limited access to the farms and forests of the rural reserve. This would keep
1458 accessibility high, which encourages employment growth but limits the adverse affect
1459 on the surrounding rural areas. Metro will seek limitations in access to these facilities
1460 and will seek intergovernmental agreements with ODOT, the appropriate counties and
1461 neighbor cities to establish mutually acceptable growth management strategies. Metro
1462 will link transportation improvements to neighbor cities to successful implementation of
1463 these intergovernmental agreements.

1464
1465 Cooperative planning between a city outside the region and Metro could also be initiated
1466 on a more limited basis. These cooperative efforts could be completed to minimize the
1467 impact of growth on surrounding agriculture and natural resource lands, maintain a
1468 separation between a city and the Metro UGB, minimize the impact on state transportation
1469 facilities, match population growth to rural resource job and local urban job growth and
1470 coordinate land use policies." Communities such as North Plains and other communities
1471 adjacent to the region such as Estacada and Scappoose may find this more limited
1472 approach suitable to their local situation.

1473
1474
1475 Rural Reserves

1476
1477 Some rural lands adjacent to and nearby the regional UGB and not designated as urban
1478 reserves may be designated as rural reserves. This designation is intended as a policy
1479 statement by Metro to not extend its UGB into these areas and to support neighboring
1480 cities' efforts not to expand their urban growth boundaries into these areas. The
1481 objectives for rural land planning in the region will be to maintain the rural character of the
1482 landscape to support and maintain our agricultural economy, and to avoid or eliminate
1483 conflicts with farm and forest practices, help meet regional needs for open space and
1484 wildlife habitat, and help to clearly separate urban from rural land. This will be pursued by
1485 not expanding the UGB into these areas and supporting rural zoning designations. These
1486 rural reserves keep adjacent urban areas separate. These rural lands are not needed or
1487 planned for development but are more likely to experience development pressures than
1488 are areas farther away.

1489
1490 These lands will not be developed in urban uses in the foreseeable future, an idea that
1491 requires agreement among local, regional and state agencies. They are areas outside the
1492 present UGB and along highways that connect the region to neighboring cities.

1493
1494 New rural commercial or industrial development would be restricted. Some areas would
1495 receive priority status as potential areas for park and open space acquisition. . Zoning

1496 would be for resource protection on farm and forestry land, and very low density
1497 residential (no greater average density than one unit for five acres) for exception land.
1498

1499 These rural reserves would support and protect farm and forestry operations. The
1500 reserves also would include some purchase of natural areas adjacent to rivers, streams
1501 and lakes to make sure the water quality is protected and wildlife habitat enhanced.
1502 Large natural features, such as hills and buttes, also would be included as rural reserves
1503 because they buffer developed areas and are poor candidates for compact urban
1504 development.

1505
1506 Rural reserves are designated in areas that are most threatened by new development,
1507 that separate communities, or exist as special resource areas.
1508

1509 Rural reserves also would be retained to separate cities within the Metro boundary.
1510 Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville all have existing areas of rural
1511 land that provide a break in urban patterns. Urban reserve study areas that are indicated
1512 on the Concept Map are also separated by rural reserves, such as the Damascus-Pleasant
1513 Valley areas from Happy Valley.
1514

1515 The primary means of achieving rural reserves would be through the regional framework
1516 plan for areas within the Metro boundary, and voluntary agreements among Metro, the
1517 counties, neighboring cities and the state for those areas outside the Metro boundary.
1518 These agreements would prohibit extending urban growth into the rural reserves and
1519 require that state agency actions are consistent with the rural reserve designation.
1520

1521 Open Spaces and Trail Corridors

1522

1523 The areas designated open space on the Concept map are parks, stream and trail
1524 corridors, wetlands and floodplains, largely undeveloped upland areas and areas of
1525 compatible very low density residential development. Many of these natural features
1526 already have significant land set aside as open space. The Tualatin Mountains, for
1527 example, contain major parks such as Forest Park and Tryon Creek State Park and
1528 numerous smaller parks such as Gabriel Park in Portland and Wilderness Park in West
1529 Linn. Other areas are oriented toward wetlands and streams, with Fanno Creek in
1530 Washington County having one of the best systems of parks and open space in the region.
1531

1532 Local jurisdictions are encouraged to establish acres of open space per capita goals based
1533 on rates at least as great as current rates, in order to keep up with current conditions.
1534

1535 Designating these areas as open spaces would have several effects. First, it would remove
1536 these land from the category of urban land that is available for development. The capacity

1537 of the UGB would have to be calculated without these, and plans to accommodate housing
1538 and employment would have to be made without them. Secondly, these natural areas,
1539 along with key rural reserve areas, would receive a high priority for purchase as parks and
1540 open space, such as Metro's Greenspaces program. Finally, regulations could be
1541 developed to protect these critical natural areas that would not conflict with housing and
1542 economic goals, thereby having the benefit of regulatory protection of critical creek areas,
1543 compatible low-density development and transfer of development rights to other lands
1544 better suited for development.

1545
1546 About 35,000 acres of land and water inside today's UGB are included as open spaces in
1547 the Growth Concept Map. Preservation of these Open Spaces could be achieved by a
1548 combination of ways. Some areas could be purchased by public entities, such as Metro's
1549 Greenspaces program or local park departments. Others may be donated by private
1550 citizens or by developers of adjacent properties to reduce the impact of development.
1551 Some could be protected by environmental zoning which allows very low-density residential
1552 development through the clustering of housing on portions of the land while leaving
1553 important features as common open space.

1554
1555 Centers

1556
1557 Creating higher density centers of employment and housing is advantageous for several
1558 reasons. These centers provide access to a variety of goods and services in a relatively
1559 small geographic area, creating an intense business climate. Having centers also makes
1560 sense from a transportation perspective, since most centers have an accessibility level that
1561 is conducive to transit, bicycling and walking. Centers also act as social gathering places
1562 and community centers, where people would find the cultural and recreational activities and
1563 "small town atmosphere" they cherish.

1564
1565 The major benefits of centers in the marketplace are accessibility and the ability to
1566 concentrate goods and services in a relatively small area. The problem in developing
1567 centers, however, is that most of the existing centers are already developed and any
1568 increase in the density must be made through redeveloping existing land and buildings.
1569 Emphasizing redevelopment in centers over development of new areas of undeveloped
1570 land is a key strategy in the Growth Concept. Areas of high unemployment and low
1571 property values should be specially considered to encourage reinvestment and
1572 redevelopment. Incentives and tools to facilitate redevelopment in centers should be
1573 identified.

1574
1575 There are three types of centers, distinguished by size and accessibility. The "central city"
1576 is downtown Portland and is accessible to millions of people. "Regional centers" are

1577 accessible to hundreds of thousands of people and "town centers" are accessible to tens of
1578 thousands.

1579

1580 The Central City

1581

1582 Downtown Portland serves as our major regional center and functions quite well as an
1583 employment and cultural hub for the metropolitan area. It provides accessibility to the
1584 many businesses that require access to a large market area and also serves as the location
1585 for cultural and social functions that draw the region together. It is the center for local,
1586 regional, state and federal governments, financial institutions, commerce, the center for arts
1587 and culture, and for visitors to the region.

1588

1589 In addition, downtown Portland has a high percentage of travel other than by car -- three
1590 times higher than the next most successful area. Jobs and housing are readily available
1591 there, without the need for a car. Maintaining and improving upon the strengths of our
1592 regional downtown shall remain a high priority.

1593

1594 Today, about 20 percent of all employment in the region is in downtown Portland. Under
1595 the Growth Concept, downtown Portland would grow at about the same rate as the rest of
1596 the region and would remain the location of about 20 percent of regional employment. To
1597 do this, downtown Portland's 1990 density of 150 people per acre would increase to about
1598 250 people per acre. Improvements to the transit system network, development of a multi-
1599 modal street system and maintenance of regional through routes (the highway system)
1600 would provide additional mobility to and from the city center.

1601

1602 Regional Centers

1603

1604 There are nine regional centers, serving four market areas (outside of the Central City
1605 market area). Hillsboro serves that western portion of the region and Gresham the eastern.
1606 The Central City and Gateway serve most of the Portland area as a regional center.
1607 Downtown Beaverton and Washington Square serve the east Washington County area,
1608 and downtown Oregon City, Clackamas Town Center and Milwaukie together serve
1609 Clackamas County and portions of outer south east Portland.

1610

1611 These Regional Centers would become the focus of compact development, redevelopment
1612 and high-quality transit service, multi-modal street networks and act as major nodes along
1613 regional through routes. The Growth Concept estimates that about 3 percent of new
1614 household growth and 11 percent of new employment growth would be accommodated in
1615 these regional centers. From the current 24 people per acre, the Growth Concept would
1616 allow of about 60 people per acre.

1617

1618 Transit improvements would include light-rail connecting all regional centers to the Central
1619 City. A dense network of multi-modal arterial and collector streets would tie regional
1620 centers to surrounding neighborhoods and other centers. Regional through-routes would
1621 be designed to connect regional centers and ensure that these centers are attractive
1622 places to conduct business. The relatively small number of centers reflects not only the
1623 limited market for new development at this density but also the limited transportation
1624 funding for the high-quality transit and roadway improvements envisioned in these areas.
1625 As such, the nine regional centers should be considered candidates and ultimately the
1626 number should be reduced or policies established to phase-in certain regional centers
1627 earlier than others.

1628
1629 **Town Centers**

1630
1631 Smaller than regional centers and serving populations of tens of thousands of people, town
1632 centers are the third type of center with compact development and transit service. Town
1633 centers would accommodate about 3 percent of new households and more than 7 percent
1634 of new employment. The 1990 density of an average of 23 people per acre would nearly
1635 double -- to about 40 persons per acre, the current densities of development along
1636 Hawthorne Boulevard and in downtown Hillsboro.

1637
1638 Town centers would provide local shopping, employment and cultural and recreational
1639 opportunities within a local market area. They are designed to provide local retail and
1640 services, at a minimum. They also would vary greatly in character. Some would become
1641 traditional town centers, such as Lake Oswego, Oregon City and Forest Grove, while others
1642 would change from an auto-oriented development into a more complete community, such
1643 as Hillsdale. Many would also have regional specialties, such as office centers envisioned
1644 for the Cedar Mill town center. Several new town centers are designated, such as in Happy
1645 Valley and Damascus, to accommodate the retail and service needs of a growing
1646 population while reducing auto travel. Others would combine a town center within a
1647 regional center, offering the amenities and advantages of each type of center.

1648
1649 **Corridors**

1650
1651 Corridors are not as dense as centers, but also are located along good quality transit lines.
1652 They provide a place for densities that are somewhat higher than today and feature a high-
1653 quality pedestrian environment and convenient access to transit. Typical new
1654 developments would include rowhouses, duplexes, and one to three story office and retail
1655 buildings, and average about 25 persons per acre. While some corridors may be
1656 continuous, narrow bands of higher intensity development along arterial roads, others may
1657 be more 'nodal', that is, a series of smaller centers at major intersections or other locations
1658 along the arterial which have high quality pedestrian environments, good connections to

1659 adjacent neighborhoods and good transit service. So long as the average target densities
1660 and uses are allowed and encouraged along the corridor, many different development
1661 patterns - nodal or linear - may meet the corridor objective.

1662
1663 Station Communities

1664
1665 Station communities are nodes of development centered around a light rail or high capacity
1666 transit station which feature a high-quality pedestrian environment. They provide for the
1667 highest density outside centers. The station communities would encompass an area
1668 approximately one-half mile from a station stop. The densities of new development would
1669 average about 45 persons per acre. Zoning ordinances now set minimum densities for
1670 most Eastside and Westside MAX station communities. An extensive station community
1671 planning program is now under way for each of the Westside station communities, and
1672 similar work is envisioned for the proposed South/North line. It is expected that the station
1673 community planning process will result in specific strategies and plan changes to
1674 implement the station communities concept.

1675
1676 Because the Growth Concept calls for many corridors and station communities throughout
1677 the region, together they are estimated to accommodate 27 percent of the new households
1678 of the region and nearly 15 percent of new employment.

1679
1680 Main Streets and Neighborhood Centers

1681
1682 During the early decades of this century, main streets served by transit and characterized
1683 by a strong business and civic community were a major land-use pattern throughout the
1684 region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham as well as the
1685 Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are
1686 undergoing a revival and provide an efficient and effective land-use and transportation
1687 alternative. The Growth Concept calls for main streets to grow from 1990 levels of 36
1688 people per acre to about 39 per acre. Main streets would accommodate nearly 2 percent of
1689 housing growth.

1690
1691 Main streets typically will serve neighborhoods and may develop a regional specialization --
1692 such as antiques, fine dining, entertainment or specialty clothing -- that draws people from
1693 other parts of the region. Main Streets form neighborhood centers as areas that provide
1694 the retail and service development at other intersections at the focus of neighborhood
1695 areas and around MAX light rail stations. When several main streets occur within a few
1696 blocks of one another, they may also serve as a dispersed town center, such as the main
1697 street areas of Belmont, Hawthorne and Division that form a town center for inner southeast
1698 Portland.

1699

1700 Neighborhoods

1701

1702 Residential neighborhoods would remain a key component of the Growth Concept and
1703 would fall into two basic categories. Inner neighborhoods include areas such as Portland
1704 Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that
1705 are accessible to employment. Lot sizes would be smaller to accommodate densities
1706 increasing from 1990 levels of about 11 people per acre to about 14 per acre. Inner
1707 neighborhoods would trade smaller lot sizes for better access to jobs and shopping. They
1708 would accommodate about 28 percent of new households and 15 percent of new
1709 employment (some of the employment would be home occupations and the balance would
1710 be neighborhood-based employment such as schools, daycare and some neighborhood
1711 businesses).

1712

1713 Outer neighborhoods would be farther away from large employment centers and would
1714 have larger lot sizes and lower densities. Examples include cities such as Forest Grove,
1715 Sherwood and Oregon City, and any additions to the UGB. From 1990 levels of nearly 10
1716 people per acre, outer neighborhoods would increase to about 13 per acre. These areas
1717 would accommodate about 28 percent of new households and 10 percent of new
1718 employment.

1719

1720 One of the most significant problems in some newer neighborhoods is the lack of street
1721 connections, a recent phenomenon that has occurred in the last 25 years. It is one of the
1722 primary causes of increased congestion in new communities. Traditional neighborhoods
1723 contained a grid pattern with up to 20 through streets per mile. But in new areas, one to
1724 two through streets per mile is the norm. Combined with large scale single-use zoning and
1725 low densities, it is the major cause of increasing auto dependency in neighborhoods. To
1726 improve local connectivity throughout the region, all areas shall develop master street plans
1727 intended to improve access for all modes of travel. These plans shall include 8 to 20 local
1728 street connections per mile, except in cases where fewer connections are necessitated by
1729 constraints such as natural or constructed features (for example streams, wetlands, steep
1730 slopes, freeways, airports, etc.)

1731

1732 Industrial Areas and Employment Areas

1733

1734 The Portland metropolitan area economy is heavily dependant upon wholesale trade and
1735 the flow of commodities to national and international markets. The high quality of our
1736 freight transportation system and, in particular, our intermodal freight facilities are essential
1737 to continued growth in trade. The intermodal facilities (air and marine terminals, freight rail
1738 yards and common carrier truck terminals) are an area of regional concern, and the
1739 regional framework plan will identify and protect lands needed to meet their current and
1740 projected space requirements.

1741 Industrial areas would be set aside primarily for industrial activities. Other supporting uses,
1742 including some retail uses, may be allowed if limited to sizes and locations intended to
1743 serve the primary industrial uses. They include land-intensive employers, such as those
1744 around the Portland International Airport, the Hillsboro Airport and some areas along
1745 Highway 212/224. Areas of high agglomerative economic potential, such as the Sunset
1746 Corridor for electronics products and the Northwest Industrial sanctuary for metal products,
1747 shall be supported with transportation planning and infrastructure development designed to
1748 meet their needs. Industrial areas are expected to accommodate 10 percent of regional
1749 employment and no households. Retail uses whose market area is substantially larger
1750 than the employment area shall not be considered supporting uses.

1751
1752 Other employment centers would be designated as employment areas, mixing various
1753 types of employment and including some residential development as well. These
1754 employment areas would provide for about five percent of new households and 14 percent
1755 of new employment within the region. Densities would rise substantially from 1990 levels of
1756 about 11 people per acre to about 20 people per acre. Employment areas would be
1757 expected to include some limited retail commercial uses sized to serve the needs of people
1758 working and living in the immediate employment areas, not larger market areas outside the
1759 employment area. Exceptions to this general policy can be made for low traffic generating
1760 land consumptive commercial uses with low parking needs which have a community or
1761 region-wide market.

1762
1763 The siting and development of new industrial areas would consider the proximity of housing
1764 for all income ranges provided by employment in the projected industrial center, as well as
1765 accessibility to convenient and inexpensive non-auto transportation. The continued
1766 development of existing industrial areas would include attention to these two issues as well.

1767
1768 **Urban Reserves**

1769
1770 One important feature of the Growth Concept is that it would accommodate all 50 years of
1771 forecasted growth through a relatively small amount of urban reserves. Urban reserves
1772 consist of land set aside outside the present UGB for future growth. The Growth Concept
1773 contains approximately 22,000 acres of Urban Reserve Study Areas shown on the Concept
1774 Map. Less than the full Study Area may be needed for urban reserve area designation if
1775 the other density goals of the Growth Concept are met. Over 75 percent of these lands are
1776 currently zoned for rural housing and the remainder are zoned for farm or forestry uses.
1777 These areas shall be refined for designation of urban reserves required by the Growth
1778 Concept.

1779
1780 **Transportation Facilities**

1781

1782 In undertaking the Region 2040 process, the region has shown a strong commitment to
1783 developing a regional plan that is based on greater land use efficiencies and a truly multi-
1784 modal transportation system. However, the transportation system defined in the Growth
1785 Concept Analysis serves as a theoretical definition (construct) of the transportation system
1786 needed to serve the land uses in the Growth Concept (Recommended Alternative urban
1787 form). The modeled system reflects only one of many possible configurations that might be
1788 used to serve future needs, consistent with the policy direction called for in the Growth
1789 Concept (amendment to RUGGOs).

1790
1791 As such, the Growth Concept (Recommended Alternative) transportation map provides only
1792 general direction for development of an updated RTP and does not prescribe or limit what
1793 the RTP will ultimately include in the regional system. Instead, the RTP will build upon the
1794 broader land use and transportation directions that are defined in the Growth Concept
1795 (Recommended Alternative).

1796
1797 The transportation elements needed to create a successful growth management policy are
1798 those that support the Growth Concept. Traditionally, streets have been defined by their
1799 traffic-carrying potential, and transit service according to its ability to draw commuters.
1800 Other travel modes have not been viewed as important elements of the transportation
1801 system. The Growth Concept establishes a new framework for planning in the region by
1802 linking urban form to transportation. In this new relationship, transportation is viewed as a
1803 range of travel modes and options that reinforce the region's growth management goals.

1804
1805 Within the framework of the Growth Concept is a network of multi-modal corridors and
1806 regional through-routes that connect major urban centers and destinations. Through-routes
1807 provide for high-volume auto and transit travel at a regional scale, and ensure efficient
1808 movement of freight. Within multi-modal corridors, the transportation system will provide a
1809 broader range of travel mode options, including auto, transit, bicycle and pedestrian
1810 networks, that allow choices of how to travel in the region. These travel options will
1811 encourage the use of alternative modes to the auto, a shift that has clear benefits for the
1812 environment and the quality of neighborhoods and urban centers and address the needs of
1813 those without access to automobiles.

1814
1815 In addition to the traditional emphasis on road and transit facilities, the development of
1816 networks for freight travel and intermodal facilities, for bicycle and pedestrian travel and the
1817 efficient use of capacity on all streets through access management and congestion
1818 management and/or pricing will be part of a successful transportation system.

1819
1820 While the Concept Map shows only major transit facilities and corridors, all areas within the
1821 UGB have transit access. Transit service in the Growth Concept included both fixed-route

1822 and demand responsive systems. The RTP shall further define the type and extent of
1823 transit service available throughout the region.

1824
1825 **Intermodal Facilities**

1826
1827 The region's continued strength as a national and international distribution center is
1828 dependent upon adequate intermodal facilities and access to them. Intermodal facilities
1829 include marine terminals, railroad intermodal points, such as the Union Pacific's Albina
1830 Yard, the airports and the Union Station/inter-city bus station area. The RTP will identify
1831 these areas and their transportation requirements and will identify programs to provide
1832 adequate freight capacity.

1833
1834
1835 **Truck Routes**

1836 Truck routes will be identified and freight movement will be given priority in terms of
1837 roadway design and operation between areas with freight dependent uses within the region
1838 and major facilities serving areas locations outside the region.

1839
1840 **Regional Through-Routes**

1841
1842 These are the routes that move people and goods through and around the region, connect
1843 regional centers to each other and to the Central City, and connect the region to the
1844 statewide and interstate transportation system. They include freeways, limited access
1845 highways and heavily traveled arterials, and usually function as through-routes. As such,
1846 they are important not only because of the movement of people, but as one of the region's
1847 major freight systems. Since much of our regional economy depends on the movement of
1848 goods and services, it is essential to keep congestion on these roads at manageable
1849 levels. These major routes frequently serve as transit corridors but are seldom conducive
1850 to bicycles or pedestrians because of the volume of auto and freight traffic that they carry.

1851
1852 With their heavy traffic and high visibility, these routes are attractive to business. However,
1853 when they serve as a location for auto-oriented businesses, the primary function of these
1854 routes, to move regional and statewide traffic, can be eroded. While they serve as an
1855 appropriate location for auto-oriented businesses, they are poor locations for businesses
1856 that are designed to serve neighborhoods or sub-regions. These are better located on
1857 multi-modal arterials. They need the highest levels of access control. In addition, it is
1858 important that they not become barriers to movements across them by other forms of travel,
1859 auto, pedestrian, transit or bicycle. They shall focus on providing access to centers and
1860 neighbor cities, rather than access to the lands that front them.

1861
1862

1863 Multi-Modal Arterials

1864
1865 These represent most of the region's arterials. They include a variety of design styles and
1866 speeds, and are the backbone for a system of multi-modal travel options. Older sections of
1867 the region are better designed for multi-modal travel than new areas. Although these
1868 streets are often smaller than suburban arterials, they carry a great deal of traffic (up to
1869 30,000 vehicles a day), experience heavy bus ridership along their routes and are
1870 constructed in dense networks that encourage bicycle and pedestrian travel. The RTP shall
1871 identify these multi-modal streets and develop a plan to further encourage alternative travel
1872 modes within these corridors.

1873
1874 Many new streets, however, are designed to accommodate heavy auto and freight traffic at
1875 the expense of other travel modes. Multiple, wide lanes, dedicated turning lanes, narrow
1876 sidewalks exposed to moving traffic, and widely-spaced intersections and street crossings
1877 create an environment that is difficult and dangerous to negotiate without a car. The RTP
1878 shall identify these potential multi-modal corridors and establish design standards that
1879 encourage other modes of travel along these routes.

1880
1881 Some multi-modal arterials also carry significant volumes of freight. The RTP will ensure
1882 that freight mobility on these routes is adequately protected by considering freight needs
1883 when identifying multi-modal routes, and in establishing design standards intended to
1884 encourage alternative modes of passenger travel.

1885
1886 Collectors and Local Streets

1887
1888 These streets become a regional priority when a lack of adequate connections forces
1889 neighborhood traffic onto arterials. New suburban development increasingly depends on
1890 arterial streets to carry trips to local destinations, since most new local streets systems are
1891 specifically designed with curves and cul-de-sacs to discourage local through travel by any
1892 mode. The RTP should consider a standard of 8 to 20 through streets per mile, applied to
1893 both developed and developing areas to reduce local travel on arterials. There should also
1894 be established standard bicycle and pedestrian through-routes (via easements, greenways,
1895 fire lanes, etc.) in existing neighborhoods where changes to the street system are not a
1896 reasonable alternative.

1897
1898 Light Rail

1899
1900 Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders and
1901 provides a critical travel option to major destinations. The primary function of light rail in
1902 the Growth Concept is to link regional centers and the Central City, where concentrations of
1903 housing and employment reach a level that can justify the cost of developing a fixed transit

1904 system. In addition to their role in developing regional centers, LRT lines can also support
1905 significant concentrations of housing and employment at individual station areas along their
1906 routes.

1907
1908 In addition, neighbor cities of sufficient size should also include a transit connection to the
1909 metropolitan area to provide a full-range of transportation alternatives.

1910
1911 "Planned and Existing Light Rail Lines" on the Concept Map represent some locations
1912 shown on the current RTP which were selected for initial analysis. "Proposed Light Rail
1913 Alignments" show some appropriate new light rail locations consistent with serving the
1914 Growth Concept. "Potential HCT lines" highlight locations for some concentrated form of
1915 transit, possibly including light rail. These facilities demonstrate the general direction for
1916 development of an updated RTP which will be based on further study. The Concept Map
1917 transportation facilities do not prescribe or limit the existing or updated RTP.

1918
1919 **Bicycle and Pedestrian Networks**

1920
1921 Bicycling and walking should play an important part in the regional transportation system
1922 especially within neighborhoods and centers and for other shorter trips. They are also
1923 essential to the success of an effective transit system. In addition to the arrangement of
1924 land uses and site design, route continuity and the design of rights-of-way in a manner
1925 friendly to bicyclists and pedestrians are necessary. The RTP will establish targets which
1926 substantially increase the share of these modes.

1927
1928 **Demand Management/Pricing**

1929
1930 The land uses and facilities in the Growth Concept cannot, by themselves, meet the
1931 region's transportation objectives. Demand Management (carpooling, parking management
1932 and pricing strategies) and system management will be necessary to achieve the
1933 transportation system operation described in the Growth Concept. Additional actions will
1934 be need to resolve the significant remaining areas of congestion and the high VMT/capita
1935 which it causes. The RTP will identify explicit targets for these programs in various areas
1936 of the region.

1937

(INSERT EXHIBIT A: GROWTH CONCEPT MAP HERE)

1938 **GLOSSARY**

1939

1940 **Areas and Activities of Metropolitan Concern.** A program, area or activity, having
1941 significant impact upon the orderly and responsible development of the metropolitan area
1942 that can benefit from a coordinated multi-jurisdictional response.

1943

1944 **Beneficial Use Standards.** Under Oregon law, specific uses of water within a drainage
1945 basin deemed to be important to the ecology of that basin as well as to the needs of local
1946 communities are designated as "beneficial uses." Hence, "beneficial use standards" are
1947 adopted to preserve water quality or quantity necessary to sustain the identified beneficial
1948 uses.

1949

1950 **Center City.** The downtown and adjacent portions of the city of Portland. See the Growth
1951 Concept map and text.

1952

1953 **Corridors.** While some corridors may be continuous, narrow bands of higher intensity
1954 development along arterial roads, others may be more 'nodal', that is, a series of smaller
1955 centers at major intersections or other locations along the arterial which have high quality
1956 pedestrian environments, good connections to adjacent neighborhoods and good transit
1957 service. So long as the average target densities and uses are allowed and encouraged
1958 along the corridor, many different development patterns - nodal or linear - may meet the
1959 corridor objective .

1960

1961 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic
1962 assessment of the likely trends for growth of local economies in the state consistent with
1963 OAR 660-09-015. Such an analysis is critical for economic planning and for ensuring that
1964 the land supply in an urban area will meet long-term employment growth needs.

1965

1966 **Employment Areas** Areas of mixed employment that include various types of
1967 manufacturing, distribution and warehousing uses, commercial and retail development as
1968 well as some residential development. Retail uses should primarily serve the needs of the
1969 people working or living in the immediate employment area. Exceptions to this general
1970 policy can be made for example, land consumptive commercial uses with low parking
1971 needs which have a community or region-wide market.

1972

1973 **Exception.** An "exception" is taken for land when either commitments for use, current
1974 uses, or other reasons make it impossible to meet the requirements of one or a number of
1975 the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3
1976 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply
1977 with the strict resource protection requirements of those goals and are thereby able to be

- 1978 used for other than rural resource production purposes. Lands not excepted from statewide
1979 planning goals 3 and 4 are to be used for agricultural or forest product purposes, and other,
1980 adjacent uses must support their continued resource productivity.
1981
- 1982 **Exclusive Farm Use.** Land zoned primarily for farming and restricting many uses that are
1983 incompatible with farming, such as rural housing. Some portions of rural reserves also may
1984 be zoned as exclusive farm use.
1985
- 1986 **Fair Share** A proportionate amount by local jurisdiction. Used in the context of affordable
1987 housing in this document. "Fair share" means that each city and county within the region
1988 working with Metro to establish local and regional policies which will provide the opportunity
1989 within each jurisdiction for accommodating a portion of the region's need for affordable
1990 housing.
1991
- 1992 **Family Wage Job.** A permanent job with an annual income greater than or equal to the
1993 average annual covered wage in the region. The most current average annual covered
1994 wage information from the Oregon Employment Division shall be used to determine the
1995 family wage job rate for the region or for counties within the region.
1996
- 1997 **Fiscal Tax Equity.** The process by which inter-jurisdictional fiscal disparities can be
1998 addressed through a partial redistribution of the revenue gained from economic wealth,
1999 particularly the increment gained through economic growth.
2000
- 2001 **Freight Mobility.** The efficient movement of goods from point of origin to destination.
2002
- 2003 **Functional Plan.** A limited purpose multi-jurisdictional plan for an area or activity having
2004 significant district-wide impact upon the orderly and responsible development of the
2005 metropolitan area that serves as a guideline for local comprehensive plans consistent with
2006 ORS 268.390.
2007
- 2008 **Growth Concept.** A concept for the long-term growth management of our region, stating
2009 the preferred form of the regional growth and development, including where and how much
2010 the UGB should be expanded, what densities should characterize different areas, and
2011 which areas should be protected as open space.
2012
- 2013 **High Capacity Transit.** Transit routes that may be either a road designated for frequent
2014 bus service or for a light-rail line.
2015

- 2016 **Housing Affordability.** The availability of housing such that no more than 30 percent (an
2017 index derived from federal, state and local housing agencies) of the monthly income of the
2018 household need be spent on shelter.
2019
- 2020 **Industrial Areas.** An area set aside for industrial activities. Supporting commercial and
2021 related uses may be allowed, provided they are intended to serve the primary industrial
2022 users. Residential development shall not be considered a supporting use, nor shall retail
2023 users whose market area is substantially larger than the industrial area be considered
2024 supporting uses.
2025
- 2026 **Infill.** New development on a parcel or parcels of less than one contiguous acre located
2027 within the UGB.
2028
- 2029 **Infrastructure.** Roads, water systems, sewage systems, systems for storm drainage,
2030 bridges, transportation facilities, parks, schools and public facilities developed to support
2031 the functioning of the developed portions of the environment. Areas of the undeveloped
2032 portions of the environment such as floodplains, riparian and wetland zones, groundwater
2033 recharge and discharge areas and Greenspaces that provide important functions related to
2034 maintaining the region's air and water quality, reduce the need for infrastructure expenses
2035 and contribute to the region's quality of life.
2036
- 2037 **Inner Neighborhoods.** Areas in Portland and the older cities that are primarily residential,
2038 close to employment and shopping areas, and have slightly smaller lot sizes and higher
2039 population densities than in outer neighborhoods
2040
- 2041 **Intermodal** The connection of one type of transportation mode with another
2042
- 2043 **Intermodal Facility.** A transportation element that accommodates and interconnects
2044 different modes of transportation and serves the statewide, interstate and international
2045 movement of people and goods.
2046
- 2047 **Jobs Housing Balance.** The relationship between the number, type, mix and wages of
2048 existing and anticipated jobs balanced with housing costs and availability so that non-auto
2049 trips are optimized in every part of the region.
2050
- 2051 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned
2052 for by local government but which also may be provided by private enterprise and are
2053 essential to the support of more intensive development, including transportation, water
2054 supply, sewage, parks, schools and solid waste disposal.
2055

- 2056 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy
2057 statement of the governing body of a city or county that inter-relates all functional and
2058 natural systems and activities related to the use of land, consistent with state law.
2059
- 2060 **Major Amendment.** A proposal made to the Metro Council for expansion of the UGB of 20
2061 acres or more, consistent with the provisions of the Metro code.
2062
- 2063 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land
2064 Conservation and Development Commission to assure opportunity for the provision of
2065 adequate numbers of needed housing units and the efficient use of land within the Metro
2066 UGB. This rule establishes minimum overall net residential densities for all cities and
2067 counties within the UGB, and specifies that 50 percent of the land set aside for new
2068 residential development be zoned for multifamily housing.
2069
- 2070 **Main Streets.** Neighborhood shopping areas along a main street or at an intersection,
2071 sometimes having a unique character that draws people from outside the area. NW 23rd
2072 Avenue and SE Hawthorne Boulevard are current examples of main streets.
2073
- 2074 **Neighborhood Centers.** Retail and service development that surrounds major MAX
2075 stations and other major intersections, extending out for one-quarter to one-half mile.
2076
- 2077 **Neighboring Cities.** Cities such as Sandy, Canby, and Newberg that are outside Metro's
2078 jurisdiction but will be affected by the growth policies adopted by the Metro Council or other
2079 jurisdictions, such as North Plains, Estacada or Scappoose, which may be affected by
2080 Metro actions.
2081
- 2082 **Open Space.** Publicly and privately -owned areas of land, including parks, natural areas
2083 and areas of very low density development inside the UGB.
2084
- 2085 **Outer Neighborhoods.** Areas in the outlying cities that are primarily residential, farther
2086 from employment and shopping areas, and have larger lot sizes and lower population
2087 densities than inner neighborhoods.
2088
- 2089 **Pedestrian Scale.** An urban development pattern where walking is a safe, convenient and
2090 interesting travel mode. It is an area where walking is at least as attractive as any other
2091 mode to all destinations within the area. The following elements are not cited as
2092 requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide
2093 walking surfaces; easily visible from streets and buildings and safe for walking; minimal
2094 points where high speed automobile traffic and pedestrians mix; frequent crossings;
2095 storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways

2096 and lighting designed to serve those on foot; well integrated into the transit system and
2097 having uses which cater to people on foot.

2098
2099 **Persons Per Acre.** This is a term expressing the intensity of building development by
2100 combining residents per net acre and employees per net acre.

2101
2102 **Planning activities** Planning activities cited in the RUGGO are not regulatory but contain
2103 implementation ideas for future study in various stages of development that may or may not
2104 lead to RUGGO amendments, new functional plans, functional plan amendments, or
2105 regional framework plan elements. Planning activities for any given year will be subject to
2106 Metro Executive Officer budget recommendations and Metro Council budget adoption.

2107
2108 **Regional Centers.** Areas of mixed residential and commercial use that serve hundreds of
2109 thousands of people and are easily accessible by different types of transit. Examples
2110 include traditional centers such as downtown Gresham and new centers such as
2111 Clackamas Town Center.

2112
2113 **Rural Reserves.** Areas that are a combination of public and private lands outside the
2114 UGB, used primarily for farms and forestry. They are protected from development by very
2115 low-density zoning and serve as buffers between urban areas.

2116
2117 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in
2118 compliance with Federal air quality standards.

2119
2120 **Stewardship** A planning and management approach that considers environmental
2121 impacts and public benefits of actions as well as public and private dollar costs.

2122
2123 **Station Communities** That area generally within a 1/4- to 1/2-mile radius of light rail
2124 stations or other high capacity transit which is planned as a multi-modal community of
2125 mixed uses and substantial pedestrian accessibility improvements.

2126
2127 **Subregion.** An area of analysis used by Metro centered on each regional center and used
2128 for analyzing jobs/housing balance.

2129
2130 **Town Centers.** Areas of mixed residential and commercial use that serve tens of
2131 thousands of people. Examples include the downtowns of Forest Grove and Lake
2132 Oswego.

2133
2134 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the
2135 development of jobs, housing, and public services and facilities, and inter-relate the

2136 benefits and consequences of growth in one part of the region with the benefits and
2137 consequences of growth in another. Urban form, therefore, describes an overall framework
2138 within which regional urban growth management can occur. Clearly stating objectives for
2139 urban form and pursuing them comprehensively provides the focal strategy for rising to the
2140 challenges posed by the growth trends present in the region today.

2141
2142 **Urban Growth Boundary.** A boundary which identifies urban and urbanizable lands
2143 needed during the 20-year planning period to be planned and serviced to support urban
2144 development densities, and which separates urban and urbanizable lands from rural land.

2145
2146 **Urban Reserve Area.** An area adjacent to the present UGB defined to be a priority
2147 location for any future UGB amendments when needed. Urban reserves are intended to
2148 provide cities, counties, other service providers, and both urban and rural land owners with
2149 a greater degree of certainty regarding future regional urban form. Whereas the UGB
2150 describes an area needed to accommodate the urban growth forecasted over a 20-year
2151 period, the urban reserves plus the area inside the UGB estimate the area capable of
2152 accommodating the growth expected for 50 years.

2153
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MINUTES OF THE METRO COUNCIL MEETING

November 9, 1995

Council Chamber

Councilors Present: Ruth McFarland (Presiding Officer), Rod Monroe (Deputy Presiding Officer), Jon Kvistad, Patricia McCaig, Susan McLain, Don Morissette, Ed Washington

Councilors Absent: None

Presiding Officer McFarland called the meeting to order at 2:06 p.m.

1. INTRODUCTIONS

none

2. CITIZEN COMMUNICATIONS

none

3. EXECUTIVE OFFICER COMMUNICATIONS

Presiding Officer McFarland and the Executive Officer agreed to move this item to the end of the agenda.

4. CONSENT AGENDA

4.1 Consideration of Minutes for the November 2, 1995 Metro Council Meeting. Minutes of the November 2, 1995 work session were not available.

Motion: Councilor Monroe moved for adoption of the consent agenda

Vote: All those present voted aye. The vote was 7-0 and the motion passed unanimously.

5. ORDINANCES -- FIRST READINGS

5.1 Ordinance No. 95-623, For the Purpose of Amending Chapter 5.01 of the Metro Code, Changing its Name to "Solid Waste Facility Regulation," Authorizing Demonstration Facilities and Clarifying the Executive Officer's Authority to Impose Reporting and Other Facility Requirements.

The clerk read the ordinance by title only.

5.2 Ordinance No. 95-621, For the Purpose of Amending Metro Code Chapter 5.01 to Establish Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities.

The clerk read the ordinance by title only.

6. RESOLUTIONS

6.1 Resolution No. 95-2234, For the Purpose of Requesting Proposals and Executing a Contract for Property/Casualty Agent of Record/Broker.

The clerk read the resolution by title only.

Motion: Councilor McCaig moved, seconded by Councilor Washington, for adoption of Resolution No. 95-2234.

Scott Moss, Risk and Contract Manager, presented the resolution. His staff report is included in the permanent meeting record. Mr. Moss stated this is a multi-year contract with an agent of record to market property and liability insurance for Metro. No direct Metro funds are involved and so there is no budget impact.

In response to a question from Presiding Officer McFarland, Mr. Moss stated all multi-year contracts come before the Council for approval unless designated otherwise.

Vote: All those present voted aye. The vote was 7-0 and the motion passed unanimously.

7. 2040 GROWTH CONCEPT MAP

Councilor McLain took over as chair. She stated that various amendments had been received during the past week from the Maybourne Company, Coalition for a Livable Future and Oregonians In Action. A memo was received from Peggy Lynch which put forth specific ideas on language in the RUGGOs dealing with the Future Vision statement and freight movement. There is an additional amendment, brought by Peggy Lynch from MPAC, which deals with lines 974 - 989. A memo was received from Clackamas County addressing both the map review and amended section 22.3.5 of the RUGGOs, which was introduced by Councilor Jon Kvistad at the Growth Management Committee. A memo from John Fregonese, director of Growth Management Services, indicates the language MPAC suggested the committee add to the motion dealing with that section.

7.1 Public Hearing

Chair McLain opened a public hearing.

1. *Susan Lester*, representing Damascus CPO and Business Owners, 16796 SE Royer Road in Damascus, presented oral and written testimony. A copy is included in the permanent meeting record.
2. *Debra Stevens*, of the Damascus Community Association, 14482 SE Wycast Avenue in Damascus, presented oral and written testimony. A copy is included in the permanent meeting record.
3. *Susan Cassidy*, 23885 SW Newland Road in Wilsonville, testified: "I am here today to talk about the UGB expansion plans in the City of Wilsonville. I am against the additional acreage being added in Wilsonville. The City of Wilsonville provides its citizen's water

from underground wells. As a result, we are totally dependent on a limited supply of water. The manager of the Tualatin Valley Water District wants Wilsonville to keep its options open to include water from the Willamette River in the future. This greatly disturbs me and the reason why I am here today is because of this issue.

"Any additional development will only cause Wilsonville city planners to look towards its only proposed alternative source of Water, the mighty Willamette River. I do not want any one in the Portland area to be forced to drink water that has created deformed fish whether DEQ knows what did it or not. If Wilsonville's only alternative is supply water to meet growth needs is in the Willamette, why would Metro ask us to do so? My last statement to you, Metro Council, is to do the right thing. The water problem in Wilsonville is real. Let's plan for development where services are available for the future and cost of services is important but water quality should be the top priority."

4. *Heather Chrisman*, Lake Oswego City Councilor, 380 "A" Avenue in Lake Oswego, testified: "The Lake Oswego City Council is unanimous in its support for adoption of the RUGGOs and the 2040 Growth Concept Map as long as the Urban Reserve Study Area is not expanded in the North Stafford area. We do not want to spend any additional time and resources studying an area that has been studied now for four years. The Stafford Area Task Force is confident that further study would only indicate what we already know. It will be very expensive to serve this area. More importantly, the area is not a logical location for urbanization.

"Urbanization of the North Stafford area would not contribute to a more efficient compact urban form. It would increase the region's dependence on the automobile and regardless of how densely it would be developed, it would result in urban sprawl because the cities of West Linn, Lake Oswego, and Tualatin would all grow together. These areas have assumed since last December that the North Stafford area would remain in rural reserve and we have begun to plan accordingly. On October 31, 1995, the North Stafford area was put back on the table by Councilor Kvistad. Again, this is not a Damascus versus Stafford problem. We would rather spend the time with our citizens and staff working on the early implementation of 2040 than on revisiting an issue that, we believe, has been resolved with the adoption of the 2040 Concept Map eleven months ago. Thank you."

5. *Mary Puskas*, Lake Oswego City Councilor, 380 "A" Avenue in Lake Oswego, testified: "I am here today to let you know that the City Council of Lake Oswego is very much opposed to any expansion of the Urban Reserve Study Area in the North Stafford area. Our opposition is not as simple a matter as objecting to any growth as some have characterized our position. Heather Chrisman has summarized the basis for our opposition. An area of greater concern to us at the local levels is the general population's unwillingness to pay for growth.

"Last year, the City of Lake Oswego tried to raise \$6 million for needed street repairs. It was rejected by the voters. At the same time, the school district asked for \$4 million. That was also rejected. More recently, on Tuesday, voters in Clackamas County soundly rejected a gas tax measure that would have funded existing street repair needs. Voters in West Linn rolled back a water rate increase needed to finance water system improvements needed to serve the existing population. And voters in Tualatin rejected a \$17 million measure that would have funded improved public facilities needed to serve the existing population.

"On the 16th, Diane Wooster, Chair of the West Linn/Wilsonville School District will be here to tell you about a recent study they have completed that indicates that they will have to go to their voters over the next twelve years for over \$90 million to finance facilities that they will need for the population they will be expected to serve within their existing Urban Growth Boundary (UGB). My concern is that our local citizens will not be willing to finance the growth of our cities and region unless they are convinced that the 2040 Plan will result in a demonstrably more efficient land use pattern that will not diminish the quality of their lives.

"We believe that urbanization of the North Stafford area would not result in a more efficient land use pattern and will diminish their quality of life. The result will be, as recent events have demonstrated, that our tax payers will not be willing to pay for those services that developers are not required or willing to pay for, our schools and our ongoing costs of governmental services, police, fire, libraries, parks and recreations programs and general government. Thank you."

Councilor McCaig stated that she had attended the North Stafford rally last Saturday. She strongly objected to two slides contained in the slide show, one showing an automobile accident and another one showing convicted felons. Councilor McCaig asserted that graphic depiction such as these two slides play to the population's worst fears.

6. *Aleta Woodruff*, 2143 NE 95th Place in Portland, presented oral and written testimony. A copy is included in the permanent meeting record.

7. *Douglas Graf*, 16400 NW Springville Road in Portland, testified: "I was upset with an article that was in the paper about a month ago after your last meeting in regard to the UGB. I am in the Bethany area and I am in the Urban Reserve Study Area now north of Springville Road. It is not really very suitable for farming to be continued in that area. Half of our farm has already been taken by the UGB and obviously, I am interested in the other half, north of Springville Road being included. The services are primarily there.

"There is a 24 inch water main going right down Springville Road with a 10 million gallon reservoir about a mile away from this area and site for another 10 million gallon reservoir so I think the services are primarily there. It would not be a very costly project to include the sewer which is already being moved up on the south side of Springville Road through our particular property. I just want to thank you for the opportunity to speak my piece and if I can get out of here without being mugged, thank you very much."

8. *Catherine Udenberg*, representing Johnson Creek Watershed Council, 8701 SE 156th in Portland, stated she has a number of markups for the RUGGOs that deal with wording for natural and wildlife habitat.

Chair McLain requested Ms. Udenberg leave her amendments in written form for study by the Committee.

9. *Robert L. LeFeber*, representing Maybourne Real Estate, 1100 SW 6th in Portland, presented oral and written testimony. A copy of which is included in the permanent meeting record.

10. *Charles Hoff*, Rosemont Road Property Owner's Association, 21557 SW 91st in Tualatin, presented oral and written testimony. A copy is included in the permanent meeting record.

11. *Jeanne Roy*, 2420 SW Boundary Street in Portland, testified: "I am speaking as a citizen in opposition to any expansion of the UGB. I have been involved in environmental issues over the past 25 years, mostly air quality and solid waste. Neither of those issues really touches me as deeply as this one. In my 55 years of living here in this region, I have seen what sprawl does. It destroys the quality of life here. It takes away a sense of community because urban area has become just too large. It is becoming more like California where you go from one city to another and you can't tell when you are leaving one and entering the other. It results in cars and noise everywhere.

"I live half a mile from the Beaverton-Hillsdale Highway. I can hear the cars and the noise of the traffic when I go to bed at night and get up in the morning even though the windows are closed. It takes away the small farm lots where vegetables and fruit used to be grown. This summer I couldn't even find cherries locally and I had to drive all the way to Banks to find prunes. Expanding the UGB will only further destroy our quality of life. Those comments are from the feeling side of my brain. I also have a couple points from the rational side. One is the fact that the State has an ambitious transportation goal - to reduce automobile travel and we tax payers are making a major investment in light rail. I don't think that either of these can be successful without very compact development.

"Those comments are from the feeling side of my brain. I also have a couple points from the rational side. One is the fact that the State has an ambitious transportation goal - to reduce automobile travel and we tax payers are making a major investment in light rail. I don't think that either of these can be successful without very compact development. A couple years ago, "The Oregonian" reported that Tri-Met's ridership area has only 4.4 people per square mile whereas Toronto has 16 people per square mile. If we don't keep the UGB as it is, there is no way that we can achieve the density to support a cost-effective public transportation system.

"My second point has to do with sustainability. An urban area is not sustainable unless it has adequate farm and forest hinterland, to feed and shelter its people. This region is not sustainable now but I think we all recognize that we need to be moving in that direction. The way to start is to protect the farm and forest land that we have left. We must not allow homes and factories to be built upon it. I know this can be done because in Europe there are models of cities that are compact. They have definite boundaries surrounded by farm land and that is the vision that I have for our region here."

12. *Peggy Lynch*, 3840 SW 102nd Avenue in Beaverton, presented oral and written testimony. A copy is included in the permanent meeting record. She testified: "For many of us, the importance of RUGGOs is directly linked to our day-to-day lives. The goals and objectives and planning activities you pursue will either make our lives better or worse. Therefore, when I read the RUGGOs, I read it from a less regulatory but more human viewpoint: jobs, housing, the environment, modes of transportation and how we relate to one another are all important. So, the first amendment that I ask you to consider is to at least acknowledge that your Future Vision exists.

"The second issue is freight movement additions. In a number of places and I list them in the letter that you have, you have added to the RUGGOs document the word 'enhances' when you

deal with freight movements. I exist because of a small manufacturing business. Freight movement is critical to our livelihood. On the other hand, with the use of the word 'enhances' in a number of places in your document, I am very concerned about the interpretation of that as you move forward to the RTP. In our area, where Canyon Road, Beaverton-Hillsdale Highway and Scholl's Ferry Road all exist, an enhancement could be widening of intersections at our town centers and our main streets and thereby reducing or simply nullifying any opportunity for great pedestrian traffic. I would ask that you consider these amendments that I have listed. Think along those lines and what the implication of the word 'enhances' is with all of your freight movement discussions.

"The third point is targeted industries. I still believe that your recommendations regarding targeted industries can come from another source and I have a minor amendment there which simply suggests that you are going to receive the input from your economic strategies councils from around the region and come up with that list but you are not going to create a new list. Number four, not in my letter, lines 975 - 989 have a section called the values, needs and desires of consumers include and you list those. I would ask that section be deleted. The previous sentence says 'in weighing and balancing various goals, values and objectives that these needs will be considered and taken into account.' I don't think that it is appropriate for you to list those.

"Number five, also not in my letter. The Kvistad amendment that is listed 22.3.5 concerning urban reserves. Having participated in the MPAC meeting last evening, I have one additional concern about the amendment. The words 'at any time' when discussing when you might bring Urban Reserve Study Areas forward creates a great deal of uncertainty to the citizenry and local governments. I would ask that the proposed amendment include the reason for why you would spend public dollars for such an urban reserve study.

"Lastly, a map comment: The Beaverton School District will be asking for \$139 million worth of bonding to just pay for the next five years of growth using current densities. We had 29,000 students and are growing at the rate of 1000 per year. That is two elementary schools, one middle school and one-half high school. We have to accept those kinds of challenges. I have a great concern about many of Councilor Kvistad's proposed map amendments as it relates to the school district - and not only the prime rural lands that are being suggested to be added by that these amendments will significantly impact the Beaverton School District's ability to serve the needs of the students."

13. Doug Bollam, PO Box 1944 in Lake Oswego, presented oral and written testimony. A copy is included in the permanent meeting record. He testified: "As you know, I have followed the process very closely in the previous years and somewhat intensely within the last year. I have attended the vast majority if not all of the various JPACT, MPAC, MTAC, Metro Council Growth Management Committee meetings and the full Metro Council meetings. I have to say you have been very attentive in listening to the public in my view. The 2040 Concept and its implementation is a monumental task and the Metro staff, in my view, has done a very admirable job in attempting to air the various issues.

"Metro Growth Management director, John Fregonese, and his staff have maintained a very responsible job in attempting to come forth with the necessary data for the council and the various committee to make the decisions that are going to guide the destiny of our city and the metropolitan region in the years to come. I believe that they have dedicated themselves to spending the taxpayer's money wisely in making this process unfold in a way that eventually

the outcome will be light for generations to come. I keep my fingers crossed and jury is still out and the proof is still in the pudding.

"Next, at the last Metro Growth Management committee public hearing, Councilor Kvistad introduced some additional UGB study areas. In defense of the Chair, Councilor McLain, she emphatically stated that she would take this motion of Councilor Kvistad to MPAC. Last night, at the MPAC meeting, Mayor Gussie McRobert of Gresham, said she had heard about Councilor Kvistad's new additional study area in a round about manner and put the motion on the agenda thereafter. My personal feeling is that Councilor McLain's statement that she would bring to MPAC at the next meeting would have been honored and the chair of MPAC put the growth management committee in a bad light and this was done needlessly. It wasn't malicious, it wasn't intended in any way but I just believe that it could have been avoided by the Mayor talking to Chair McLain prior to that.

"Lastly, I would like to address the way "The Oregonian" has reported Councilor Kvistad's various proposed additions to the Urban Reserve Study Areas. The citizens rely upon the newspapers as a means of ascertaining the rights and wrongs and trying to differentiate between fact and fallacy. In grade school, they teach children that if they wish to go back and study history, the best and primest spot is to go to the newspapers. Therefore, I think that the newspapers are in a position to try to strive for responsible journalism.

"Two days ago, at the November 7 Metro Council meeting, there was an exchange between Executive Officer Mike Burton and Councilor Kvistad. They had a lively discussion about the North Stafford Basin. It centered about the UGB study areas, not an expansion of the UGB. Yesterday, "The Oregonian" stated that was not the case. I believe "The Oregonian" had misled the public and the citizens who read the bold print and the subheadlines and didn't go any further in reading the article in it entirety.

"I have handed the article to the councilors and it definitely implies in the headlines that Councilor Kvistad was proposing adding the Stafford Basin to the UGB. That was not the case at all. The case was that he just wanted it as a study area, like any other study area and any citizen reading that article, at least the initial headlines, would be led astray thinking that Councilor Kvistad intended to have Stafford Basin included within the UGB expansion if that were to be the case and if the UGB was expended. That is not so. I just wanted to make my point to that effect that the citizens rely upon responsible journalism and I think, as the party previous who spoke and people in previous public meetings have stated, that sometimes the press doesn't get it correct and I think that is unfortunate for the citizens of our region and it makes your involvement in the process a lot more cumbersome because there is needless dialogue if, in turn, they don't report the facts properly."

14. *Mary Kyle McCurdy*, representing 1000 Friends of Oregon, 534 SW 3rd Avenue in Portland, presented oral and written testimony. A copy is included in the permanent meeting record.

15. *Gussie McRobert, Mayor of Gresham*, 1333 NW Eastman Parkway in Gresham, presented oral and written testimony. A copy is included in the permanent meeting record.

16. *Richard N. Ross*, representing the City of Gresham, 1333 NW Eastman Parkway in Gresham, presented oral and written testimony. A copy is included in the permanent meeting record.

17. *Geni Geannopoulos*, 17130 NW Springville Road in Portland, testified: "We would strongly urge you to reconsider the placement of a transportation corridor down Springville Road and Bethany Boulevard. We understand that there is discussion of needing bus service in this area and this is one of the reasons why the corridor is being considered. We do not want to see a lot of commercial development in this area. We don't need it. We have a large town center designated within one-quarter mile, serving all of Bethany and we would like bus service but we would like to see and suggest that there be a delineation between transportation corridors and commercial corridors. Springville Road runs on the fringe of the UGB whether it is expanded into the UGB study area. It is still on the fringe. There is residential housing planned for the entire length of the corridor; therefore, it doesn't leave much opportunity for commercial development anyway.

"The other area that we would like to have considered is not expanding the UGB north of Springville Road. Again, that area serves as a prime Nursery stock area for Washington County and the entire state of Oregon. Our schools are stressed to capacity. The residential development going in along Springville Road south of the UGB now, those students will be bussed to alternative schools because we do not have the schools to accommodate them now. CPC Rock Creek, which runs north of Springville Road has a 90 acre wildlife preserve so they are already using up 90 acres of potentially developed land. The land there could not be developed to the R6 or R7 designations that we want to see for growth because of the terrain and the watershed problems in that area as well as the seismic risks that exist in that area. We have talked repeatedly in the CPO about the amount of industrial land available in Hillsboro and we would concur that some of that should be reserved for housing."

18. *Steve Apotheker*, 1905 NE Going in Portland, testified: "I have no particular expertise in this area; all I can do is where my personal experience touches on some of the policies that lead to your final decision. It leads me to come to you with a recommendation that this time would say, 'Let's not expand the UGB at this point.' I feel that we have to ask ourselves the question 'Have we achieved a quality of life that we feel is being implemented throughout all of our neighborhoods that we are satisfied with and that we have programs in place that are going to continue Portland in the direction of being the city with the highest quality standard in our country.'

"While I feel that we have made a lot of progress, there are other areas that do concern me. I am concerned that in the area of transportation, which is a major part of this, that we have not really moved as far as we have in the area of solid waste. I am very concerned that in our neighborhoods, the programs that are being funded are increasingly only serving people with higher levels, greater than the median income. It seems to me that until the point that regionally and with our cities; we can really focus - have clear plans - to make certain that we are going to have housing developed that is not going to cause displacement in our neighborhoods, to lower cost housing fringing on the areas and that people will be able to have some investment in the equity, share in the growth that a good transportation system and the culture of our downtown city can provide. I would have to say that at this point, let's keep the lid on. We have seen what the progress of a downtown parking ban has done in terms of furthering things. We have seen the progress in the area of solid waste by not siting a land fill in this area."

19. *Alan Malone*, Friends of Cooper Mountain, 19238 SW Heightsview Drive in Aloha, presented oral and written testimony. A copy is included in the permanent meeting record.

20. *Greg Malinowski*, Malinowski Farms, 13450 NW Springville Lane in Portland, presented oral and written testimony. A copy is included in the permanent meeting record.

21. *Maureen Murphy*, PO Box 1893 in Lake Oswego, testified: "I am here to make some comments and observations. I am neither proposing inclusion or exclusion for specific areas, as far as the UGB is concerned. One of the things that I do want to comment on is the 2040 Plan is the future plan for growth. When you take into consideration the future plan for growth, the people that it is really going to impact are going to be the youth and I am not married. I have no children but I would ask you as you take a look at the housing, the industrial and also the commercial areas, the employment areas, to take a look and consider the balance of economics that goes into that as well.

"Having worked for a major corporation, I do know that when they have employment areas in specific locations, as far as town are concerned, and suburbs of towns are concerned, they make contributions to higher education. They also make contributions to secondary education, primarily those contributions to secondary education will be in the area where they have a plant or a location. So I am looking and thinking if there is a way that the balance in these employment and industrial locations can be made between westside and eastside, that maybe that would help to benefit the your of our metropolitan area for the next fifty years."

The public hearing was closed and after adjourning for a short recess, the meeting was called back to order by the Presiding Officer at 4:03 p.m.

8. INFORMATIONAL ITEM

8.1 Report: Burlington Northern Trail Feasibility Study

Councilor McLain described the process that led to the Burlington Northern Rails to Trails Feasibility Study. Her report, a staff report from Charles Ciecko and Mel Huie of the Regional Parks and Greenspaces Department, and a timeline of the steps leading up the study are included in the permanent meeting record.

Councilor McLain stated that this year at the recommendation of she and Councilor Kvistad, public and community meetings were held in several location. A January 17 meeting as Tualatin Hills Park and Recreation drew about 90 people, about 25 people gathered February 7 at Bowers Junction, and close to 110 citizens attended February 28 at Skyline Grange Hall.

The informational briefing on the feasibility study being presented today provides several conclusions. Councilor McLain stated this feasibility study is not a master plan. What the study does do is:

- assess the condition of rails, ties, trestles and the tunnel within the corridor
- determine if any hazardous wastes and/or contaminated sites exist
- inventory the corridor for historic sites
- assess the condition of the terrain and landscape, ie: erosion
- develop a database of maps, land and aerial photographs and statistics
- appraise the value of the corridor

- estimate construction costs of a potential trail
- estimate maintenance costs for a potential trail
- studies the option of a potential Rails with Trails project

The rail corridor is outside the Metro and UGB boundaries, but it connects two geographic areas within Metro: Northwest Multnomah Count-Northwest Portland and Tualatin Valley-Hillsboro. Bike lanes currently exist on Highway 30 and St. Helens Road, which is the eastern terminus of the potential trail. Metro's Regional Transportation Plan designated the bicycle routes as regionally significant. The City of Hillsboro is planning bike routes and pedestrian pathways near the western terminus. The connections between those two bike routes could be potential the Burlington Northern Rails to Trail.

Councilor McLain continued that the alternative route currently available is Northwest Cornelius Pass Road, which has been determined to be less suitable for bicyclists. This rural road has high-speed traffic.

No recommendations are being made by the Metro Executive Officer or staff. This is an informational briefing only on the feasibility of a trail. Councilor McLain then introduced Mel Stout, the David Evans and Associates Consultant; Jim Desmond, director of the Open Spaces Program; Mel Huie, of the Trails and Local Share Program; Charlie Ciecko, director of the Greenspaces Department; and Bob Akers, chair of the Greenspace Citizen Involvement Committee.

Mr. Stout then gave an oral and slide presentation depicting various scenes from the site. One slide, taken about one year ago, showed a wooden trestle that had just burned. Eight wooden trestles remain on the project. Another slide showed the only location where a cluster of homes are visible from the rightaway - in the Burlington community. The Level 1 environmental analysis showed no significant hazardous wastes or contaminated sites along the corridor.

Mr. Stout said surveyors were able to go into the east end of the tunnel before it was welded shut with steel plates. The tunnel is in good shape and is concrete lined for the most part. An appraisal was down to establish a value for the corridor, if that information is needed later in the process. A preliminary analysis of joint use of the rail and trail showed it would be very expensive to keep the rail when building a trail.

He explained that public meetings were held and concerns were raised about security, privacy and fire safety. The areas are served by fire and rescue units from City of Portland, Tualatin Valley Fire and Rescue, and Multnomah County. The Multnomah and Washington county sheriff's departments also serve the area. All have interagency agreements to serve the area.

Mr. Stout stated the feasibility study concluded there are no known environmental, cultural, historical or physical conditions that would preclude use of the corridor for a trail.

Councilor Monroe asked if equestrian use was anticipated as well as bicycle and pedestrian use, and if so, would the trail be divided.

Mr. Stout responded affirmatively and showed a slide of Gresham's Springwater Trail showing combined use for equestrians and pedestrians. On that trail, bicycles and horses use the center of the path and a separate pedestrian way is on the side.

Councilor Monroe further asked about how the path could be structurally built where the trestle burned so that users could safely get across.

Mr. Stout responded that this issue would be addressed in the master planning process if that process follows. For his report, they drew a conclusion for preliminary costing that the bridge would be re-built for pedestrian crossing.

Councilor Washington asked for clarification about joint use between horses and bicyclists on the same part of the path. He asked about liability problems with bicyclists encountering horse manure on the path.

Mr. Stout responded that for the most part, equestrian use would not be very heavy. However, regular maintenance would be necessary.

Councilor Washington said he thinks this is a potential liability and should be considered in the planning stage.

Councilor McLain reminded the councilors and audience that this is not a master plan and she explained the process that has and could occur. Metro was told Burlington Northern was possibly abandoning this line and so Metro decided it deserved a feasibility study to see if could be used as a trail. The abandonment has not taken place yet. When the company chooses to post that abandonment with the interstate commerce commission, there will be a notification. Metro then could file a letter of intent to assume financial responsibility for the corridor. Then, Metro and the Burlington Northern Company could negotiate terms for the purchase of the corridor. A public hearing process in front of the Metro Council would occur and the Council would decide whether or not to purchase the corridor, based on cost estimates and potential benefit to the public. If the Council chooses to go forward with the purchase, the corridor would be acquired. However, no trail would be built until funding was secured for the construction. Once funding was secured, then the master plan process would begin.

Councilor McLain stated Metro is offering the executive summary for free and the full feasibility study for \$18.

Councilor Monroe asked how long before the proposed trail could be in operation if everything progresses smoothly.

Councilor McLain responded Metro has no control over the railroad's abandonment process and timeline. However, as an example, the Banks to Vernonia trail took seven years.

The Presiding Officer opened a public hearing.

1. *Elizabeth Thutt*, 22495 NW Phillips Road in Hillsboro, spoke against. She lives outside the UGB along this proposed trail and strongly opposes the project. Residents inside the UGB in urban and suburban areas need and deserve parks, but in their own neighborhoods. People need close, convenient, safe, open areas to play, run, exercise and recreate. The problem with this proposed park is that it offers none of these features. The average taxpayer and park user within the UGB is almost certainly unaware of this proposed project.

She continued that the mile-long, unlit tunnel renders the property totally unsuitable for use as a park. The severely damaged trestle also renders the property unsuitable. The reason Burlington Northern is not using this line is a key issue. Two years ago, a fire started on a trestle and burned for two months before it could be reached and put out. Seven more very high, very long trestles render the property unsuitable. Life is not without risk, but why subject the public to dangerous manmade structures. She questioned if Metro would develop a crumbling old mine

shaft or fire-gutted high-rise apartment building as park. Clearly, this property is not suitable park material. Aesthetically, this project would not look anything like a "trail."

Residents in that area don't want Metro to develop them. They don't want increased traffic, parking lots, potty stations, garbage cans and picnic tables in their back yard. Mostly, they do not want crime. This summer, someone fired eight high-caliber bullets into the restroom on the Banks to Vernonia trail. As a result of crime and drug activity on the trail, a separate park security patrol had to be formed. At Forest Park, the police department has recorded more than 70 written reports of criminal activity in a nine-month period. She asked for a guarantee that residents near the proposed Burlington trail won't have to form their own park security force. Metro must not develop this property into a park unless the agency appropriately funds safety, security and fire control resources to protect the area. Likewise, perpetual funding for clean-up, inspections and maintenance must be included in the project.

Ms. Thutt concluded that before any further work is completed on the project, Metro must appoint an advisory committee to prepare an independent assessment of the suitability of this property as a park. This committee should not include the consultants nor any staff members who have participated in the work so far. Secondly, a comprehensive assessment of the crime statistics for parks in the Portland metro area should be conducted.

2. *Stephen Bach*, 9800 SW Hawthorne Lane in Portland, spoke against. He is a property owner along Cornelius Pass Road. He stated several errors have been presented in the feasibility study. The consultant's statement that nothing culturally is involved is an error. The trail will have significant negative impacts on the culture of residents. He stated Metro cannot connect the original grants on the original properties to the current owners. It is wrong for Metro to use the federal Rails to Trails Act as justification for doing this. The agency is using eminent domain.

The Fritch decision handed down this past July by the federal district court clearly states the operator of the trail will assume all liability. As the railroad was responsible for every action involving the rail, so will Metro be responsible for every single act of anyone who uses the pathway. Metro also will be liable for any personal or property damage as a result of the cougars, bears and elk herds in the area.

Mr. Bach encouraged the councilors to read an article on the federal Rails to Trails Act in the October 16, 1995 issue of the "Wall Street Journal," a copy of which is included in the permanent meeting record.

The Presiding Officer stated she was reminded that the Council wanted Metro legal staff to make a brief comment on the feasibility study.

Todd Sadlow, Senior Assistant Counsel, commented on the Rails to Trails legislation. His memorandum to the Council is included in the permanent meeting record. He stated the Interstate Commerce Commission has authority over railroads and railroad abandonments, and has since 1887. Since 1920, a railroad wanting to stop service had to get the commission's permission based on a public interest determination. This process is still in effect.

In 1968 the National Trails System Act was passed to encourage the construction of trails, which in the beginning were built along abandoned rail corridors. In 1988, the National Trails System Act was amended to encourage construction of trails along railroad rightaways not

currently needed for rail use. The ICC was directed not to grant an abandonment of a rail corridor if there was a government or qualified non-profit group willing to take responsibility for it and the railroad agreed to it.

The amendments further stated that since the rail is not being abandoned, it is available for future rail use. Any parcels obtained by easement or right of revert by the railroad, do not revert. If the rail is ever needed again for rail use, the railroad company would have to negotiate the purchase of the line back from the government or group at fair market value.

Mr. Sadlow stated there are no reverter clauses in any of the property deeds, as claimed to him by several residents in the area. He has not checked all of the deeds on the corridor. Even if there are reverter clauses, there is no legal "taking" here if Burlington Northern abandons the corridor or the ICC refuses to allow it to be abandoned and Burlington Northern sells it to Metro. A unanimous U.S. Supreme Court decision in 1990 upheld the constitutionality of the Act, and lower courts have consistently held that neighboring land owners do not have a compensable property right.

3. *Seth Tane*, Land Use Committee chair of the Linnton Neighborhood Association, spoke in support. He provided written testimony, which is included in the permanent meeting record. He stated many residents who live in the area of the proposed trail support it and would be happy to use it. They disagree with statements it wouldn't be attractive and appropriate. He encouraged all the councilors to personally visit the site and determine for themselves how appropriate the trail use would be.

4. *Laurie Voss*, 15446 NW Cornelius Pass Road in Portland, spoke against. She provided written materials and a sample petition, which are included in the permanent meeting record. She stated that where people live in reference to the proposed trail makes a difference. Mr. Tane does not live right near the project, it doesn't come through his property. She is not willing to give up her property that she has worked so hard for, so 120,000 plus people can come walking through it.

5. *Allan Patterson*, 19003 NW Columbia Street in Portland, spoke against. The trail goes through his backyard. For years they have dealt with the noise of the trains, the fires and the tramps. What the slides and the feasibility study didn't show is the gang graffiti on the east end of the tunnel and the porosity report on the concrete in the tunnel. He knows one of the Burlington engineers and one of the reasons the line was shut down because of the damage to the engines when they pass through the tunnel. Chunks of concrete have been known to fall off on them. He's been through the tunnel many times and isn't safe. It's not safe to walk through and there's no way to prevent someone from committing a rape or murder inside it.

The east end of the tunnel is right at the Washington County-Multnomah County line, at it has been a dead stop over the years in respect to both of the county sheriff's offices' failure to respond to the area. Several homes in the area have burned down, and fire response is very slow.

6. *Bob Akers*, 1038 SE 224th in Gresham, spoke in support as President of the 40 Mile Loop Land Trust group. He has been involved in the feasibility study and master plan process for the Springwater Trail and Powell Butte. The same concerns with safety, graffiti, etc. were raised with those projects. These same things cross his mind when he drives the I-5 corridor, Highway 84 East, and lives in his home. Scare tactics should not stop this positive

project. This summer he walked on many trails like the one proposed for the Burlington Northern tracks, including walking through several tunnels.

He stated that recreational trails are a way to get people comfortable with riding bikes, which ultimately helps get them out of their vehicles and off our crowded highways. He suggested the Council proceed through the master plan process. Then if it's wrong, they can stop it. He's optimistic that won't happen.

Councilor Monroe stated the Springwater Trail is a Rails to Trail project and much of it passes through semi-rural areas. He asked if in the time it has been a trail, has there been any increased crime or vandalism of nearby properties any increase in property values.

Mr. Akers responded that all research will show that the more positive people you get using the trail in a positive way the vandalism and problems go down. There is vandalism and graffiti at the Springwater Trail, but the families who walked the trail last weekend won't say it is a bad place. The benefits outweigh the problems.

Councilor Monroe stated he uses the Springwater Trail frequently and has never seen any evidence of those types of activities.

7. *Bob Melbo*, President and General Manager of The Willamette and Pacific Railroad in Albany, spoke against. He stated the proposal is shortsighted in ignoring future rail transportation needs in the northwestern portion of our state. The Willamette and Pacific Railroad is a new carrier, formed in 1993 and operating 185 miles of former Southern Pacific branches in the western Willamette Valley. During the company's short tenure on these lines, they have increased by nearly 30 percent. This year they will handle approximately 36,000 carloads of business, much of which originates and terminates solely within Oregon.

In August of this year, they formed a second company called the Portland and Western Railroad. This railroad now is operating the former Burlington Northern lines that start at Bowers Junction at the other end of this corridor and include all of the BN lines from about five miles north of Salem. They anticipate a considerable amount of growth in the rail business in northwestern Oregon. This will more strains on existing rail facilities in downtown Portland. At present, only two routes connect the main rail system with the western Willamette Valley. The Cornelius Pass route offers an alternate route, which will be strategically important to the development of transportation in this area as we go into the next century. It should not be disposed of. Using the line in question will allow rail traffic to skirt around the downtown Portland area and to not pass through the city of Lake Oswego.

His company feels so strongly about this that if the Burlington Northern were to file for abandonment today, they likely would file an intent to take responsibility for the line.

8. *Julie Morrow*, 16501 NW Wapato Drive in Portland, spoke against. She and her husband moved to Burlington 10 years ago. They knew when they bought the property there was a train in their backyard. It didn't bother them. They have children and the engineers have come to know the family as they pass by. About three years ago they decided to build a new house on the property, but they wouldn't have if they knew a pedestrian trail would be going in. Their new house will be approximately 30 feet from the railroad rightaway. They are OK with the trains, but not with people walking by.

She stated there are many other issues that bother them. They were one of the closest houses to the trestle fire. It took Portland nearly two hours to answer that fire call and find the trestle, which basically was done burning by the time they arrived. Medical and police units take at least 45 minutes to respond. They also are concerned with the garbage that will be left in the area. Their biggest concern is their loss of privacy from people who will park on the street in front of their home and walk through their property to reach the trail.

Also, they have been told their property value will increase if this trail goes in. They don't want it to increase and have to pay higher property taxes. Since this trail is outside the UGB, the people who will be affected most by it did not get to vote on Open Spaces Measure 26-26.

9. *Bob Bothman*, serves on the Trails Advisory Committee for the Washington County Park District, spoke in support. Trails and bike paths that raised similar concerns years ago now have proved to be very popular and beneficial to nearby residents. Ways to shield neighbors and use buffers are positive things that can be considered. A summary of all the Rails to Trails projects in the U.S. printed in the current "Traveler's Magazine" show all the success stories.

The Presiding Officer closed the public hearing and returned to an earlier agenda item that was moved.

3. EXECUTIVE OFFICER COMMUNICATIONS

The Presiding Officer opened an Executive Session pursuant to ORS 192-660 (1)(e) to discuss real estate negotiation matters.

Present: Presiding Officer McFarland, Councilor Monroe, Councilor Kvistad, Councilor McCaig, Councilor McLain, Councilor Washington, Cathy Ross, Assistant to the Presiding Officer, Executive Officer Mike Burton, General Counsel Daniel Cooper, and Todd Sadlow, Senior Assistant Counsel.

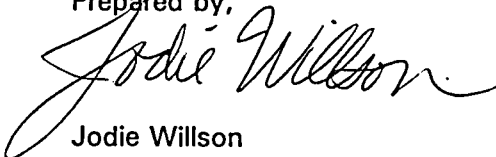
The Presiding Officer closed the Executive Session.

9. COUNCILOR COMMUNICATIONS

none

There being no further business before the Council, Presiding Officer McFarland adjourned the meeting at 5:40 p.m.

Prepared by,



Jodie Willson
Council Assistant

(2040 Growth Concept Map testimony prepared by David Aeschliman)

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METRO

DATE: November 15, 1995
TO: Ruth McFarland, Presiding Officer
Metro Councilors
FROM: Mike Burton *MB*
RE: Zoo project proposal

As per the request of the Regional Facilities Committee and Chair of the Finance Committee, Patricia McCaig, I am pleased to forward this proposal for a project for capital investment at the Metro Washington Park Zoo for your review and comment.

As you are aware, I recommended earlier this year that Metro not proceed with a bond measure project at the zoo but that we delay any implementation of the zoo master plan until further review and analysis of a project could be completed.

In the FY 1995-96 budget, there was an allocation for a new entrance. This was considered a high priority because of the ability to place the entrance in a more central location in the parking lot and near the new West Side light rail station.

Since that time, Sherry Sheng and I have brought a number of possible projects to the Regional Facilities Committee and the full Council for your study and consideration. These have had a range in prices from \$1-\$35 million. A request was then made by the Chair of the Finance Committee to bring a full proposal to the Council for consideration that included a number of specific criteria. The Council's criteria, as I understood them, stated that the project cost range between \$15-\$35 million to construct, and that it be "revenue neutral". That is, the cost to operate the zoo with the new project in place would not exceed revenues anticipated once the project is completed.

I directed my staff, led by Doug Butler, to put together a recommendation including these essential elements. In addition, I included a number of my own criteria to be met in this proposed project. This included the following:

- meet the objectives of the "Great Zoo" concept in the Zoo's 1992 Master Plan
- provide for "linkage" with future Zoo development opportunities as anticipated in the Master Plan
- be defensible to the public and to Metro's elected officials
- have good potential to be approved by voters

Zoo, page 2
Nov. 15, 1995

I believe that this proposal has met both sets of criteria. This proposal contains many elements of the adopted 1992 Master Plan but it looks very different than the Oregon Territories Project in many important ways. The fundamental differences are the way that this project addresses outdated facilities, maintenance problems and animal care concerns at the zoo while also bringing this region a brand new and exciting exhibit. It also accomplishes this well under the \$35 million price tag and without relying on outside resources for additional funding, specifically anticipated fundraising by the Friends of the Zoo.

I want to acknowledge the work of my staff for putting together this new and improved proposal including: Sherry Sheng, Dennis Pate and Kathy Kiaunis from the zoo as well as Doug Butler, Casey Short and Heather Nelson from Metro's and my Executive Office staff.

I look forward to your input regarding this exciting new project for our zoo.

EXECUTIVE OFFICER RECOMMENDATION FOR A NEW ZOO PROJECT

EXECUTIVE SUMMARY

November 16, 1995

Executive Officer Mike Burton recommends the Metro Council place a bond measure on the November 1996 ballot for a new Zoo project, with an estimated cost of \$30.5 million. The recommended project consists of the following elements:

- OREGON FOREST EXHIBIT
- NEW ENTRANCE WITH GIFT SHOP, RESTAURANT, CATERING FACILITIES
- MARINE MAMMALS EXHIBIT
- LION KOPJE EXHIBIT
- COMPLETION OF MAIN PATHWAY LOOP
- NEW PICNIC AREA & TRAIN STATION
- DEMOLITION OF FELINE AND BEAR EXHIBITS
- PROVISION FOR REPLACEMENT OF CLASSROOMS

The recommended project meets the goals established for the project by the Executive and the Council. Those goals are:

Project Goals

1. Develop project which generates revenues that meet or exceed its operating costs.
 - Provide impetus for increased attendance
 - Bolster revenue-producing operations
 - Provide opportunity for efficiencies and cost savings
2. Improve physical configuration of the Zoo
 - Better utilize the Zoo's physical layout
 - Replace outmoded facilities
 - Consolidate collections under zoogeographic theme
 - Improve circulation for visitors
 - Improve arrival & orientation facilities, providing greater sense of place
3. Provide for "linkage" - project shall be consistent with plans for future development
4. Include animal contact area
5. Reduce project cost below original proposal

The cost of the project is estimated at \$30,486,660, which is within the \$15 - \$35 million range established by the Council, and below the \$35.6 million projected for the original Oregon Territory and Entrance project. Preliminary cost and revenue estimates show that an attendance increase of 10% will be enough for the project to break even; attendance estimates project a 20% attendance increase the first year, with smaller increases in following years. These figures compare favorably with the Zoo's recent experience in opening new exhibits, which showed a 23% increase for Africa and a 31% increase for the Africa Rain Forest. The projections indicate that the Council's direction that the project break even or produce additional operating revenue will be met.

There is a need for the Zoo to continue to develop new exhibits, to keep up with demand, to stay current and competitive in its market, and to refurbish aging facilities. This project maintains the history of regular improvements to the Zoo, and provides for future development to take place along the lines of the 1992 Master Plan. It will provide a better gateway and sense of place with the new entrance, promote the values of education and conservation contained in the Master Plan, and contain many exciting new features in both the animal collection and the Zoo's physical configuration to have great potential for acceptance from voters.

Additional materials in the report include:

- Description of the project's components - page 1
- How the elements of the project meet the project goals - page 2
- Comparison of proposal with earlier Oregon Territory project proposal - page 7
- Analysis of attendance, costs, and revenues - page 8
- Appendices
 - * Appendix A - Discussion of issues concerning development of a new Zoo project.
 - * Appendix B - Identification and analysis of alternatives considered

**EXECUTIVE OFFICER RECOMMENDATION
FOR A NEW ZOO PROJECT**

REPORT TO THE METRO COUNCIL

November 16, 1995

Key Animals and Features

- **OREGON FOREST EXHIBIT**
 - * Mountain Goat Highlands - Mountain goats, Marmots, Water Voles
 - * Cascade Native Plants Trail
 - * Treehouse/Aviary - Spotted Owl, bats, birds, Forest Canopy experience
 - * Nurse Log - Fabricated log/bridge over the canyon, with Mountain Beaver, Salamander, snakes and bugs
 - * Cougar Canyon - Cougar, Wolverine, Grouse
 - * Fern Hollow - Porcupine
 - * Otter Creek - River Otter
 - * "Under Standing" exhibit - Shows life under ground and its important role in the Pacific Northwest ecosystem
 - * Black Bear Creek - American Black Bear, Raccoon
 - * Family Farm - Animal Contact Area for children
 - * Forest Edge - Harrier, Skunk and Elk overlook
- **NEW ENTRANCE**
 - * Relocated entry near the center of the parking lot and Light Rail station
 - * Expanded gift shop
 - * New restaurant and catering facility
- **MARINE MAMMALS**
 - * Sea Otters, Seals, Sea Lions, and tide pools in area of existing tiger exhibit
- **LION KOPJE EXHIBIT**
 - * Located next to Primates, will provide improved exhibit for lions and serve as a better gateway to Africa
- **COMPLETION OF MAIN PATHWAY LOOP**
 - * Connection from Africa Rain Forest back to main Zoo Street
 - * Terminus at planned new Butterfly Exhibit in area of current sculpture garden
- **NEW PICNIC AREA & TRAIN STATION**
 - * The corporate picnic area will be moved from the upper concert lawn to the area of the current Tiger Cafe, with a view of the marine mammal exhibit.
 - * The train station will be moved to the east, near the exit from Oregon Forest, to accommodate changes at entry area and marine mammal/picnic area.
- **DEMOLITION OF FELINE AND BEAR EXHIBITS**
 - * These two outmoded facilities will be demolished, with their collections reduced. This will ease a source of visitor complaints about these facilities, and provide for future Zoo improvements as anticipated in the Master Plan.
- **PROVISION FOR REPLACEMENT OF CLASSROOMS**
 - * The project includes provision for temporary classrooms in the area of the current Bear exhibit, to replace classrooms eliminated by the new entrance and to upgrade the quality of the education facilities.

ACHIEVEMENT OF PROJECT GOALS

1. Project revenues meet or exceed its operating costs

- Provide impetus for increased attendance
 - * New exhibits historically provide a boost to Zoo attendance that can be maintained for at least 3-5 years. The features of the new project contain many elements to excite, educate, and entertain Zoo visitors. These include:
 - ◇ Oregon Forest - A natural, native environment with a mix of animals both commonly and rarely seen, with educational messages about Pacific Northwest ecosystems. Holds great potential for increased non-resident attendance because it will be unique, something that people can't see somewhere else.
 - ◇ Marine Mammals - Sea mammals such as sea otters, seals, and sea lions are popular attractions wherever they're exhibited. These should be the "flagship" species that will draw visitors by themselves, and will combine with opportunities to learn about life in the ocean and at the ocean shore (tide pools).
 - ◇ New Lion Kopje Exhibit - Opportunity to showcase lions in an improved setting.
 - * Completion of the main pathway loop from Africa Rain Forest to the center of the Zoo will resolve one of the greatest issues with visitors: having to retrace their steps after visiting Africa. The plan is to have the loop end at a new Butterfly exhibit, being proposed in the Zoo's 1996-97 budget.
- Bolster revenue-producing operations
 - * The Metro Washington Park Zoo does well in national surveys in most categories of generating revenue through entrepreneurial activities, including per capita revenues for railroad rides, food service, and catering. There is, however, opportunity to increase those revenues with new facilities.
 - ◇ Expanded Gift Shop - The Zoo's gift shop is quite small for a Zoo its size, and per capita expenditures are quite low. Construction of a new, larger gift shop with better ability to capture the visitor's attention is a key feature of the new entrance facilities, and will almost certainly show a very good return in revenue.
 - ◇ New Restaurant - Nearly half of Zoo visitors arrive or depart at meal times, and a significant percentage choose to eat upon arrival. The current food facility at the entrance - the Tiger Cafe - has many drawbacks, including its cramped design and absence of seating. A new, well-designed restaurant with indoor seating and an attractive view from the outdoor seats should improve food revenue. Two additional points to consider here: 1/3 of Zoo visitors are children under 12 - who need to eat more often than adults - who will continue to be a backbone of the food operation, and; surveys of other Zoos

that have built second restaurants have seen their per capita revenues increase, showing no detriment to the original facility.

- ◇ Catering - The new entrance will include an 8,000 square foot catering facility, which will allow greater capacity and flexibility in the Zoo's ability to market and profit from this operation. The ability to increase catering revenue now is constrained by the limitations of space and the capacity to serve multiple events, which will be much greater with the combined catering facilities.

- Provide opportunity for efficiencies and cost savings
 - * Efficiencies will be realized through the economies of scale in expanded revenue producing facilities. Additional food and gift operations are already established, and only incremental increases in staff will be needed because a management staff and structure, purchasing operations, etc., are already in place.
 - * Cost savings will accrue primarily through avoided costs of needed capital improvement to facilities that will be demolished or replaced. The Feline and East Bear exhibits are old and would require extensive renovation if they were retained. Similarly, the gift shop and Tiger Cafe facilities at the current entrance also need a good deal of work. The proposed project provides for these facilities to be removed, and either replaced immediately or the areas held for future development (with some interim use, most notably the plan to house temporary classrooms at East Bears), saving literally millions of dollars in capital maintenance and improvement costs.

2. Improve physical configuration of the Zoo

- Better utilize the Zoo's physical layout
 - * Oregon Forest Exhibit
 - ◇ The current Cascades Exhibit is visited by only 1/3 of Zoo visitors, and only 10% go through the entire exhibit. Development of this area with the Oregon Forest Exhibit will utilize the area much better, and expand the space normally used by Zoo visitors.
 - * New Entrance
 - ◇ The current entrance at the bottom of the hill poses a problem of access, especially for people returning to their cars up the hill at the end of their visit. Moving the entrance to the center of the parking lot is a much better site for visitor access. The new entrance will also be designed to reduce pedestrian crossings where cars are moving, improving safety. The new entry site will also be better coordinated with the Light Rail entrance, and provide improved linkage with the World Forestry Center.

- * Lion Kopje Exhibit
 - ◇ The entrance to Africa and the Rain Forest is not readily visible from the top of the concert lawn, and some visitors can't find the Africa exhibits. The new Lion Kopje will serve as a gateway to Africa, improving access to these exhibits.
- Replace outmoded facilities
 - * The Feline and East Bear facilities are old and outdated, and generate a high number of complaints about the housing of the animals. The new project will demolish both these facilities, eliminating the source of complaints and preparing the way for future development at the sites. A portion of the current Feline exhibit will be redeveloped into the Marine Mammal portion of the Oregon Exhibit. The East Bear facility is planned to be used as the site for temporary classrooms, pending future development of permanent ones.
 - * The Tiger Cafe and the gift shop at the current entry/exit are also old and poorly designed. They will be demolished and replaced with a new picnic area, overlooking the new Marine Mammal exhibit.
 - * The Primate House will be partially remodeled to construct the Lion Kopje. (Complete replacement of the Primate facility will occur in a future development.)
- Consolidate collections under zoogeographic theme
 - * The Zoo Master Plan anticipates reorganizing the zoo along geographic lines, placing animals in a geographic context, rather than placing similar species together in a collection. This direction has already begun with Alaska Tundra and the Africa exhibits, and is continued with this proposal.
 - ◇ Oregon Exhibit - Establishes Oregon/Pacific Northwest exhibit, from Forest to the Pacific Ocean. Future development plans include expansion of the Oregon Waters to include freshwater animals and habitats in addition to sea animals.
 - ◇ Lion Kopje - Links lions with Africa, rather than in a collection of felines
- Improve circulation for visitors
 - * Oregon Exhibit - Development of the Oregon Forest in the Cascades area includes improvements to the existing trail, which is steep and hard to find. The new exhibit will have many new and interesting features, will be based on an elevated boardwalk (improving maintenance and access), and will expand the space available for visitors.
 - * Completion of Main Pathway Loop - One of the smaller, but more exciting features of the project will be the completion of the pathway from Africa Rain Forest back to Zoo Street, in the area near Penguins. It will end at a new Butterfly exhibit, to be built on the site of the current sculpture garden.

- * Lion Kopje - Serving as a gateway to Africa, this new exhibit will improve access to the Africa exhibits.
 - * New Entrance - The site of the new entrance will be a significant improvement to visitor circulation upon arrival and exit.
- Improve arrival & orientation facilities, providing greater sense of place.
 - * The new entry complex will serve to give greater identity to the Zoo, which will be more needed with the opening of Westside Light Rail. The current entrance does not provide a good sense of arrival, either upon entering the parking lot or the Zoo grounds. The new entrance will greet the visitor while still in the car or coming out of the Light Rail station, and will provide a greatly improved sense of entry, arrival, and orientation after coming through the gate.
3. Provide for "linkage" with future development plans.
- Develop a project that follows the direction of the Master Plan for future Zoo development.
 - * Oregon Exhibit - The planned exhibit does not include all the water features originally proposed for the Oregon exhibit, but it will be designed to accommodate expansion at a later date, to include those or other features.
 - * New Entrance - The planned entrance complex does not include an auditorium, classrooms, and office space, but these will be able to be added later if funding is available.
 - * Lion Kopje Exhibit - Site is consistent with original Master Plan; changes to the Primate exhibit will be able to be done without disruption to the new Lion exhibit.
 - * New Picnic Area - Development of this area will provide for a picnic area in the future, when Asia is developed. (The Asia Exhibit will require the current picnic area at the top of the concert lawn.)
 - * Completion of Loop - Future developments will benefit from this feature, as it provides a link between Africa and the center of the Zoo, where future development will take place.
 - * Demolition of Feline and Bear Exhibits - Future development plans would have required this demolition; this allows for development of this project while preserving options for the future.
 - The project as proposed preserves the ability to develop the next phases of the Master Plan without having to tear down or remodel new facilities or exhibits. The Asia Exhibit, expansion of Oregon Waters, and future development of the area now housing felines and bears, will be possible under the proposed project.

4. Include Animal Contact Area

- The lack of a Children's Zoo and petting area has been a concern of Zoo staff and the public since the former Children's Zoo was closed. There has been great interest in adding hands-on contact activities for children in any new Zoo development. The Oregon Exhibit includes a contact area for children, with a number of farm animals for their education and enjoyment.

5. Reduce Project Cost Below Original Proposal

- The original Oregon Territory/New Entrance project was projected to have a cost of \$35.6 million. The proposal recommended by the Executive Officer contains many elements of that project, and includes other features, with a reduction in cost of over \$5 million.

COMPARISON OF RECOMMENDED PROJECT WITH EARLIER OREGON TERRITORY/ENTRANCE PROPOSAL

Elements Common to Both Projects

- Oregon Forest Exhibit
- New Entrance at site up the hill, adjacent to LRT Station
- New Entrepreneurial activities at entrance (Gift Shop, Restaurant, Catering)
- Marine Mammals

Elements Dropped from Earlier Proposal

- Fresh Water Element of Oregon Waters
 - * Fresh water fish - Salmon, Trout, Sturgeon
 - * Deer Meadow
 - * Diving Birds - Puffin, Cormorant, Murre, Gillemont
 - * Bald Eagle
- Non-Revenue Features at Entrance
 - * Auditorium
 - * Permanent Classrooms
 - * Office Space for FOZ and volunteers
 - * Library and other miscellaneous building additions
- Outside Funding Sources for Construction

Elements Added to Recommended Proposal

- Lion Kopje Exhibit
- Completion of Main Pathway Loop
- Picnic Area near Entrance and Marine Mammals
- Demolition of Feline and East Bear Exhibits
- Provision for Temporary Classroom Facilities

OPERATING COST AND REVENUE ESTIMATES

Projections for attendance, operating costs, and project revenues represent best estimates of Zoo staff and consultants to predict how well the project and its components will be received by Zoo visitors. Numerous variables will come into play in determining how well the project does financially, including advance publicity, marketing efforts, and the weather. Given all the caveats, the project shows great potential for covering its operating costs and producing some additional revenue for Zoo operations. Individual elements of the financial projections include attendance, operating costs, and project revenues.

- **ATTENDANCE**

Attendance projections were performed by a consultant familiar with the Zoo from earlier work. Those projections show significant potential for increases in non-resident Zoo attendance with the new project, as well as from residents.

TABLE 1
Resident & Non-Resident Attendance
(without special event attendance)

TOTAL ATTENDANCE*	Base Year 1999-2000	Year 1 2000-01	Year 2 2001-02	Year 3 2002-03
RESIDENT	670,551	831,483	873,057	899,249
% change		24%	5%	3%
NON-RESIDENT	233,792	303,930	340,402	357,422
% change		30%	12%	5%
TOTAL	904,343	1,135,413	1,213,459	1,256,671
% change		25.6%	6.9%	3.6%

*Total attendance is for Zoo visits excluding special events and school groups.

TABLE 2
Total Attendance (all groups)

TOTAL ATTENDANCE	Base Year 1999-2000	Year 1 1000-01	Year 2 2001-02	Year 3 2002-03
Baseline (no new project)	1,152,511	1,152,915	1,153,319	1,153,723
High Attendance (consultant projection)	1,152,511	1,383,985	1,462,415	1,506,051
% change from prior year	n/a	20.0%	5.7%	3.0%
Attendance needed to break even	n/a	1,271,000	1,275,000	1,279,000
% change from prior year	n/a	10.2%	0%	0%

- **OPERATING COSTS AND REVENUES**

- * Operating costs fall into two categories: fixed operations and Visitor Services.
 - ◇ Fixed operations costs are based on Zoo projections of the costs to care for the animals, pay increased utilities, run a marketing campaign, etc. These costs are not attendance-driven.
 - ◇ Visitor Services costs are the costs of goods for resale, staffing costs to accommodate increased visitors, and the like. These are very dependent on attendance.
- * Revenue is driven by attendance. In addition to increased admissions revenue, total revenue increases with attendance because visitors spend money on railroad rides, meals, gifts, etc.

TABLE 3
OPERATING COST AND REVENUE PROJECTIONS

	FY 2000-01	FY 2001-02	FY 2002-03
Baseline Attendance	1,152,915	1,153,319	1,153,723

High Attendance (from Consultant)	1,383,985	1,462,415	1,506,051
<i>Percentage Increase Projected</i>	<i>20.0%</i>	<i>5.7%</i>	<i>3.0%</i>
Project Revenue	\$3,196,086	\$3,829,871	\$4,201,789
Project Costs	\$2,735,198	\$3,061,872	\$3,268,673
Net Revenue	\$460,888	\$767,999	\$933,116

Attendance Required to Break Even	1,271,000	1,275,000	1,279,000
<i>Percentage Increase Required to Break Even</i>	<i>10.2%</i>	<i>0%</i>	<i>0%</i>
Project Revenue	\$2,379,205	\$2,460,804	\$2,529,559
Project Costs	\$2,376,288	\$2,456,808	\$2,526,700
Net Revenue	\$2,917	\$3,996	\$2,859

APPENDIX A

Discussion of Issues **Concerning Development of a New Zoo Project**

ZOO PROJECT PROPOSAL

November 7, 1995

Direction

The Metro Council's work on long-term funding issues includes a preliminary decision to place a General Obligation bond measure on the regional ballot in November of 1996 for a Zoo project. The Council's direction for a project included the criteria that the project cost between \$15 - \$35 million to construct, and that it be "revenue neutral," which has been construed to mean that operating costs for the project not exceed additional revenues from increased attendance and entrepreneurial activities.

Following the Council's direction, the Executive Officer directed staff to review project alternatives and recommend a project for him to present to the Council. He established criteria in addition to the Council's. Those criteria were that the project:

- meet the objectives of the "Great Zoo" concept in the Zoo's 1992 Master Plan;
- provide for "linkage" with future Zoo development as anticipated in the Master Plan;
- be defensible and justifiable to the public and Metro's elected officials; and
- have the potential to be approved by the voters.

Staff members charged with developing the recommendation were:

Sherry Sheng, Zoo Director
Kathy Kiaunis, Zoo Assistant Director
Dennis Pate, Zoo Curator
Doug Butler, Administrative Services Director
Heather Nelson, Executive Analyst
Casey Short, Administrative Services Analyst

Background Issues

The Zoo Master Plan was adopted by the Metro Council in December, 1992, following 2 1/2 years in development. The Master Plan is the basis for major facility planning at the Zoo, and served as the focus for staff discussions in the current process. Within the general framework of the Master Plan and the proposal for a new project, a number of issues and questions were discussed, as described below.

* Why does the Zoo need a new project?

- Attendance has historically been related to new exhibits; most recently, the opening of Africa produced an attendance increase.
- The Zoo needs a new attraction to keep growing and maintain its position in the marketplace.

- Old exhibits are becoming increasingly subject to criticism from visitors, and need to be modified or replaced. (These include Bears, Felines, Primates.)
- Entrepreneurial activities at the current entrance are not well designed to maximize revenue, and need to be expanded, redesigned, or moved.

* **What features does the Master Plan call for in developing new exhibits?**

- A focus on conservation and education
- Exhibits should be appropriate to our climate
- Build on our expertise
- Keep the small size (64 acres) of the Zoo in mind

The Master Plan projected Zoo expansion in five phases. The components of the phased expansion, in order of projected development, were:

- Oregon Territory, with new entrance
- Main Pathway (Loop), Lion Kopje, Chimpanzees
- Asia Exhibit
- Waters
- Discovery Complex

* **Why were the Master Plan projects selected over other possibilities?**

- Oregon Territory:
 - ◇ Opportunity to take advantage of the Cascades exhibit site, which is wooded and has a rough terrain. Its natural forested state is an advantage for, and appropriate to, an exhibit of Pacific Northwest animals; alternative development would require cutting the trees and risking degradation of the hillside.
 - ◇ Opportunity to put to full use the most under-developed area of the Zoo. The Cascades exhibit is visited by only 1/3 of Zoo visitors, and only 10% go through the full exhibit. It is steep, not well accessible, and has a limited number of animals.
 - ◇ Exhibits of local flora and fauna have been successful in other parts of the country, in Louisiana, Arizona, and Minnesota, for example.
 - ◇ There is little competition elsewhere in the region for such an exhibit. Other attractions (World Forestry Center, Newport and Seattle Aquariums, High Desert Museum) are not as comprehensive as the Oregon Territory is proposed to be.
 - ◇ Development of an Oregon exhibit would make our Zoo unique, and has the potential for making it more of a marketing and tourist attraction - visitors could see something here they couldn't see somewhere else.
 - ◇ It provides the opportunity for presenting animals in a "zoogeographic" context, placing animals from one area in the same exhibit. This is a direction the Zoo has been going with Alaska Tundra and Africa.

- ◇ Provides opportunity for education about our local environment, including endangered species and the interdependence of the parts of the ecosystem.
- New Entrance
 - ◇ Establishes a better gateway to the Zoo, giving it a greater sense of place.
 - ◇ Puts entrance close to the center of the parking lot, rather than at the bottom. This will provide for the shortest distance for visitors to walk from their cars, with the least elevation change, and will improve safety by eliminating the pedestrian crossing at the entrance.
 - ◇ Puts entrance close to Light Rail station.
 - ◇ Provides linkage to World Forestry Center (via LRT station).
 - ◇ Opportunity for improved visitor waiting area and circulation.
 - ◇ Planned to include expanded gift shop and restaurant & catering facilities, which have good prospects for increased revenue (to support increased operating costs).
 - ◇ Planned to provide improved classroom space for education programs, replacing current poor facilities; also opportunity for increased education revenue.
 - ◇ Planned to provide additional office, library, and storage space.
 - ◇ Opportunity for improved orientation facilities, to give a good first impression to Zoo visitors.
- Main Pathway, Lion Kopje, Chimpanzees
 - ◇ Improve visitor circulation by completing the loop through the Zoo, eliminating need to retrace one's steps after seeing Africa exhibit.
 - ◇ With Lion Kopje, provides logical gateway to Africa (which some people miss because they don't know how to get there). Also provides alternative home for lions, helping clear the way to replace outdated Feline exhibit.
 - ◇ Opportunity to improve Chimps' habitat.
- Asia
 - ◇ Strengthens links with Pacific Rim.
 - ◇ Provides opportunity to educate visitors about endangered species.
 - ◇ Opportunity to bring together a number of animals we already have, under the zoogeographic theme.
 - ◇ Climate is acceptable.
 - ◇ Would replace the outdated bear complex, which is a source of considerable visitor complaints.

The other exhibits slated for subsequent expansion have not been planned in any detail, and were not examined during this process.

* **Why were the projects proposed for development in the order listed?**

- The Oregon Territory was first because it provided the greatest opportunity to take advantage of the last large underutilized part of the Zoo. It also will move some animals (including cougar and black bear) from their current exhibits, starting to clear those spaces for eventual replacement. A major factor in planning the Oregon Territory as the first major expansion in the Master Plan was its conjunction with the plan to move the entrance.
- The New Entrance component of the project is needed for the reasons noted above. A point to stress here is the need to improve opportunities for increased revenue, which the new entrance will provide; this is needed to have the project generate enough money through increased attendance and entrepreneurial activities to support itself without increased admission fees or depletion of reserves. Other advantages to moving the entrance include the avoided cost of remodeling the current gift shop and Tiger Cafe, which are in need of repairs, and the ability to better utilize the area between the current entrance, railroad station, and Feline exhibit.
- Completion of the main pathway (or Loop) with the Lion and Chimp relocations could be a component of a larger project, but is not noteworthy enough to stand on its own as a major project. Completion of the Loop would bring it to either the area near Penguins, or to the new entrance. The first option would end facing the Bears exhibit - not the best place for it to end, given the state of the Bear facilities. The second option would have the path outside the exhibit areas between Africa and the terminus. (The topography of the hillside and ADA requirements dictate the grade and therefore the terminus site.)
- Asia would relocate a number of animals, leaving empty exhibits. It would also displace the current picnic area, which is needed for the catering and admission revenue it generates. Development of Asia is not projected to generate enough additional revenue to cover its costs, and an admission fee increase will probably be needed when Asia is developed.

* **What is the justification for components of the different projects, and are there components that can be eliminated or delayed?**

- Oregon Territory

- ◊ The Oregon Territory exhibit has two major parts: the Forest and the Waters. They have been proposed to be built together primarily because the Oregon story they tell will be incomplete if they're separated (or if only one segment is built). They can, however, be separated if construction cost is a determining factor. The Forest is the more likely of the two to go forward because it suits the existing grounds: there is little alternative to such an exhibit in the space it's planned for without major renovation of the site. The Forest is also less expensive to build and to operate than the Waters.

- Entrance Facilities

- ◇ Entry Gate, Queuing Plaza, and Orientation Plaza: essential components of an entrance.
- ◇ Restaurant & Catering Facilities: Essential for generating revenue to sustain the new project. A restaurant at the entrance is desired to serve the 48% of visitors who leave or arrive during meal times; many families choose to eat upon arrival, before they begin their walk through the Zoo. Reports from other zoos show increases in per capital food sales with a second restaurant, without reductions to the revenue at the first. Catering revenue is increasing at the Zoo, with more aggressive marketing. It is now limited by capacity, which the new facility would increase. A question to consider is whether to separate the facilities or combine them, with a combined facility designed to reduce construction and maintenance costs.
- ◇ Gift Shop: The Zoo's existing gift shop is too small to stock as much inventory as would be desired, and is well below average per capita spending in comparison with other Zoos our size. A larger, more inviting gift shop is very likely to produce additional revenue.
- ◇ Classrooms: Existing classrooms at the Zoo are inadequate, but new classrooms at the entrance may not produce enough additional revenue to justify their cost. Alternatives include temporary classrooms, or seeking private support to build the classrooms in conjunction with the project.
- ◇ Auditorium: This would be a nice feature, but is not considered essential. It is recommended to be deferred, or to be supported with private contributions.
- ◇ Office and Other Space: Construction of the new entrance would displace office space for Friends of the Zoo and some other functions. There is also some crowding now in the existing Administration Building. Space for new offices, a library, and other uses is not considered essential, however, in a reduced cost project. Temporary facilities would be an alternative to new construction.

- Asia

- ◇ Includes remodeling of Elephant Back Yard; demolition of Bears exhibit and replacement with Tigers, Snow Leopards, Waterfowl, and selected Asian Primates such as Gibbon and Orangutan; addition of Butterfly Exhibit; new space for other Asian animals including Red Panda; addition of tea house and small gift shop.
- ◇ Components are all based on zoogeographic concept, and hold together well as a unified exhibit.
- ◇ Projections indicate there would not be enough new revenue to support operation of Asia without additional revenue, which is proposed to come from a 50-cent adult admission increase.

- **Completion of Loop/Lions/Chimps**
 - ◇ Completing the Circulation Loop/Pathway could stand on its own as an improvement project which would not be expected to generate additional revenue. Issues include: where to put the terminus; how to design it to conform with ADA requirements and the constraints of the hillside; how to structure it so it's more than just a pathway - what exhibits should be along the route; when to do it, so it would be of greatest benefit.
 - ◇ Lion Kopje - This is planned as a relatively simple exhibit, designed to improve the Lions' habitat, provide a gateway to Africa, and free the current Lion exhibit in preparation for eventual replacement of the Feline exhibit. The issues are: how to incorporate this exhibit with other projects; what the timing should be; and how to pay for construction - as part of a larger project or as a stand-alone improvement using Zoo Capital funds.
 - ◇ Chimp Habitat - This is planned as an expansion and improvement of the Chimps' yard, which may be along the completed Loop pathway.

Development of Alternatives

Following exploration of the issues outlined above, the staff team identified four alternatives for further development. These alternatives represent a minimum cost option (at \$15 - \$18 million for construction), a medium cost option (at \$27-\$30 million) and two options at the full \$35-\$38 million construction cost. The next stage was to refine estimates of construction costs, operating costs, operating revenues, and attendance projections. The criteria for development of these options, how well each option meets the goals for the project to be built, and descriptions of each option follow on the next pages.

APPENDIX B

Identification and Analysis of Alternatives

ZOO PROJECT GOALS, COMPONENTS, AND OPTIONS

Project Goals

1. Develop project which generates revenues that meet or exceed its operating costs
 - Provide impetus for increased attendance
 - Bolster revenue-producing operations
 - Provide opportunity for efficiencies and cost savings
2. Improve physical configuration of the Zoo
 - Replace outmoded facilities
 - Better utilize the Zoo's physical layout
 - Consolidate collections under zoogeographic theme
 - Improve circulation for visitors
 - Improve arrival & orientation facilities, providing greater sense of place
3. Provide for "linkage" - project shall be consistent with plans for future development
4. Include contact area
5. Identify alternatives at less cost for construction than original proposal

Potential Project Components

- Oregon Territory
 - * Forest (includes contact area)
 - * Water
- Entrance
 - * Entry, "Queuing" Plaza, and Orientation Plaza
 - * Restaurant
 - * Catering Facilities
 - * Gift Shop
 - * Classrooms
 - * Auditorium
 - * Office Space and Other (Library, "Spec." room)
- Asia
 - * Consolidates existing Asian collection; limited new animals.
 - * Includes elephant exhibit and museum; replaces Bear facilities
 - * Includes contact area
- Replace outdated facilities
 - * Bears
 - * Felines
 - * Primates
- Complete circulation loop from Africa
 - * Internal - end inside Zoo, somewhere near Penguins
 - * External - hook up with new Entrance, as envisioned in Master Plan

Project Options

1. Modified entrance (new location & gate, with gift shop and restaurant/catering facilities only); Forest portion of Oregon Territory; move railroad station; remodel current Tiger Cafe and gift shop areas to serve as corporate picnic area; raze Bear exhibit; modified Feline building.

PRELIMINARY ESTIMATED COST: \$19 million

Meets the following goals:

- Revenue neutrality (added revenue should meet or exceed added operating costs)
- Bolster revenue-producing operations (entrance facilities)
- Opportunity for cost savings (reduced keeper and maintenance costs with demolition of Bears, gift shop, and Tiger Cafe)
- Replace outmoded facilities (gift shop and Tiger Cafe; partially met by demolition of Bears)
- Better utilize physical layout (full use of Cascades area)
- Zoogeographic theme (Oregon Forest)
- Improve circulation (partially met by improving Cascades)
- Improve arrival & orientation facilities (entrance relocation)
- Includes contact area (in Oregon Forest exhibit)
- Provides linkage
- Lower cost than original proposal

Issues and Unmet Goals

- Does not replace outmoded facilities (Bears demolished but not replaced; Feline building modified)
- Modification of Felines is temporary - weakens linkage
- Doesn't complete loop
- Doesn't tell entire Oregon Territory story
- Doesn't provide for non-enterprise entrance facilities
- Incomplete treatment of orientation plaza's view down hill to south
- Undetermined effect on feline collection

2. Modified entrance (new location & gate, with gift shop and restaurant/catering facilities only); Forest portion of Oregon Territory; move railroad station; Lion kopje exhibit; some (unspecified) marine mammals in area of current Feline exhibit and Tiger Cafe; raze Bear and Feline exhibits.

PRELIMINARY ESTIMATED COST: \$30 million

Meets the following goals:

- Revenue neutrality (added revenue should meet or exceed added operating costs)
- Bolster revenue-producing operations (entrance facilities)
- Opportunity for cost savings (reduced keeper and maintenance costs with demolition of Bears, Felines, gift shop and Tiger Cafe)
- Replace outmoded facilities (gift shop & Tiger Cafe; partially met by demolition of Bears and Felines, with partial remodel of Felines area)
- Better utilize physical layout (full use of Cascades area)
- Zoogeographic theme (Oregon Forest)
- Improve circulation (partly met by improving Cascades and addition of Lion kopje as introduction to Africa)
- Improve arrival & orientation facilities (entrance relocation; improved orientation over Option #1 with addition of marine mammals and demolition of Felines)
- Provides linkage (improved over #1 with construction of Lion kopje and demolition of Felines)
- Includes contact area (in Oregon Forest)
- Lower cost than original proposal

Issues and Unmet Goals

- Does not replace outmoded facilities (improved over Option #1 with demolition of Felines in addition to Bears)
- Doesn't complete loop
- Doesn't tell entire Oregon Territory story
- Doesn't provide for non-enterprise entrance facilities

3. Oregon Territory exhibit (all); modified entrance (new location & gate, with gift shop and restaurant/catering facilities only); Lion kopje exhibit; remodel Elephant back yard; move railroad station; raze Bear and Feline exhibits.

PRELIMINARY ESTIMATED COST: \$35 million

Meets the following goals:

- Revenue neutrality (added revenue should meet or exceed added operating costs)
- Bolster revenue-producing operations (entrance facilities)
- Opportunity for cost savings (reduced keeper and maintenance costs with demolition of Bears, Felines, gift shop and Tiger Cafe)
- Provide impetus for increased attendance with unique Oregon Territory attraction
- Replace outmoded facilities (Gift shop, Tiger Cafe, and much of Felines replaced with Waters portion of Oregon Territory; partially met by demolition of Bears)
- Better utilize physical layout (full use of Cascades area)
- Zoogeographic theme (Oregon Territory)
- Improve circulation (partially met by improving Cascades and addition of Lion kopje as introduction to Africa)
- Improve arrival & orientation facilities (Entrance relocation; full Oregon Territory and demolition of Felines improves view and attractiveness down hill from new orientation plaza - improved over Options 1 and 2)
- Provides linkage (improved over #2 with renovation of Elephant back yard)
- Includes contact area (in Forest portion of Oregon)
- Builds complete exhibit, and tells all of Oregon story

Issues and Unmet Goals

- Doesn't replace outmoded Bear exhibit
- Doesn't complete loop
- Doesn't provide for non-enterprise entrance facilities
- Doesn't reduce cost

4. Modified entrance (new location & gate, with gift shop and restaurant/catering facilities only); Asia exhibit (all); Forest portion of Oregon Territory; move railroad station; raze Bear exhibit; remodel current Tiger Cafe and gift shop areas to serve as corporate picnic area.

PRELIMINARY ESTIMATED COST: \$35 million

Meets the following goals:

- Bolster revenue producing operations (entrance facilities)
- Opportunity for cost savings (reduced keeper and maintenance costs with demolition of Bears, gift shop, and Tiger Cafe)
- Replace outmoded facilities (Bears, gift shop and Tiger Cafe)
- Better utilize physical layout (full use of Cascades area; full use of underutilized area behind Elephant Museum)
- Improve circulation (partially met by improving Cascades)
- Improve arrival & orientation facilities (entrance relocation)
- Provides linkage
- Includes two contact areas (in Asia and Oregon Forest)
- Builds complete exhibit (Asia)

Issues and Unmet Goals

- Does not replace all outmoded facilities (Felines demolished but not replaced)
- Doesn't complete loop
- Doesn't tell entire Oregon Territory story
- Doesn't provide for non-enterprise entrance facilities
- Doesn't reduce cost
- Incomplete treatment of orientation plaza's view down hill to south
- Uncertain whether revenues will meet or exceed operating costs; admission fee increase required to support Asia

REVIEW OF THE ALTERNATIVES

Following identification of the four alternatives, estimates of construction costs, operating expenses, and increased revenues were developed for each. Consultants who had done earlier estimates of construction costs and of attendance prepared updated figures based on the identified alternatives; Zoo staff prepared operating cost and revenue projections based on the attendance projections and their own expertise.

All four alternatives had several elements in common. These included:

- * New Entrance, with the following facilities (\$6,273,000):
 - Entry Plaza, Gates, Signage, Landscaping, Pathway to Zoo
 - Restaurant
 - Banquet/Catering Facilities
 - Gift Shop
 - Allowance for temporary classrooms to replace displaced ones
- * Oregon Territory Forest Exhibit (\$8,800,000)
- * Demolition of Bears Exhibit (\$250,000)
- * Relocation of Train Station (\$674,000)

The architect's estimate for these common elements totals \$15,997,000. (Additional costs of approximately 29% are added to each option. These additional costs include 15% for contingency & inflation, 13% for design fees, and 1% for art for applicable parts of the project.)

A detailed summary of cost and revenue estimates for each option is attached. Summary information is provided below. (Construction estimates in 1995 dollars; operating cost and revenue projections in 2000 dollars.)

OPTION #1

* CONSTRUCTION COSTS

• Common Elements -	\$15,997,000
• New Picnic Area -	400,000
• Visual Treatment of Felines -	<u>75,000</u>
SUBTOTAL	\$16,472,000
Additional costs	<u>4,751,360</u>
OPTION #1 TOTAL	\$21,224,160

	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
Revenue	\$ 2,697,630	\$ 3,950,119	\$ 4,248,995
Operating Costs	<u>1,986,614</u>	<u>2,763,951</u>	<u>2,929,916</u>
Subtotal	711,017	1,186,167	1,319,079
Less 7.5% Excise Tax	<u>202,322</u>	<u>296,259</u>	<u>318,675</u>
TOTAL REVENUE	\$ 508,695	\$ 889,908	\$ 1,000,404
Attendance Increase	181,000 (20%)	60,000 (5.6%)	40,500 (3.5%)

OPTION #2

*** CONSTRUCTION COSTS**

• Common Elements	\$15,997,000
• New Picnic Area	400,000
• Lion Kopje Exhibit	1,900,000
• Demolition of Feline Exhibit	250,000
• Marine Mammal Exhibit	<u>4,750,000</u>
SUBTOTAL	\$23,297,000
Additional costs	<u>6,738,160</u>
OPTION #2 TOTAL	\$30,035,160

	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
Revenue	\$ 3,030,470	\$ 4,446,910	\$4,769,583
Operating Costs	<u>2,276,470</u>	<u>3,138,701</u>	<u>3,320,748</u>
Subtotal	754,000	1,308,209	1,448,835
Less 7.5% Excise Tax	<u>227,285</u>	<u>333,518</u>	<u>357,719</u>
TOTAL REVENUE	\$ 426,715	\$ 974,691	\$ 1,091,116
Attendance Increase	231,000 (25.6%)	78,000 (7%)	43,000 (3.6%)

OPTION #3

*** CONSTRUCTION COSTS**

• Common Elements	\$15,997,000
• Lion Kopje Exhibit	1,900,000
• Remodel Elephant Back Yard	250,000
• Oregon Waters (demolish existing Felines)	<u>9,000,000</u>
SUBTOTAL	\$27,147,000
Additional costs	<u>8,851,160</u>
OPTION #3 TOTAL	\$34,998,160

	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
Revenue	\$ 3,440,800	\$5,137,663	\$ 5,490,226
Operating Costs	<u>2,901,410</u>	<u>3,910,931</u>	<u>4,121,457</u>
Subtotal	539,390	1,226,732	1,368,769
Less 7.5% Excise Tax	<u>258,060</u>	<u>385,325</u>	<u>411,767</u>
TOTAL REVENUE	\$ 281,330	\$ 841,407	\$ 957,002
Attendance Increase	293,000 (32%)	110,715 (9%)	46,500 (3.6%)

OPTION #4

*** CONSTRUCTION COSTS**

• Common Elements	\$ 15,997,000
• Raze Felines, New Landscaping	300,000
• New Picnic Area	400,000
• Asia Exhibit (less cost of razing Bears)	<u>13,550,000</u>
SUBTOTAL	\$ 30,247,000
Additional costs	<u>8,744,160</u>
OPTION #4 TOTAL	\$ 38,991,160

	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
Revenue	\$ 3,312,680	\$ 4,615,596	\$ 5,031,220
Operating Costs	<u>2,796,139</u>	<u>3,622,491</u>	<u>3,857,772</u>
Subtotal	516,541	993,105	1,173,448
Less 7.5% Excise Tax	<u>248,451</u>	<u>346,170</u>	<u>377,342</u>
TOTAL REVENUE	\$ 268,090	\$ 646,935	\$ 796,106

Attendance Increase	246,000 (27%)	69,000 (6%)	46,000 (3.8%)
---------------------	---------------	-------------	---------------

The projections for construction costs are as reliable as can be expected at this early stage of development of the alternatives, having been developed by an architectural firm experienced with Zoo exhibits and with the specific characteristics of the Metro Washington Park Zoo. The revenue and operating cost figures inspire somewhat less confidence.

Estimates of operating costs for each option consist of two separate pieces. The first are the fixed costs for maintaining the exhibit and its animals, which costs will be constant regardless of attendance. The second component is Visitor Services costs, which fluctuate with attendance. Revenue figures flow from the attendance and resultant per capita expenditures, which are calculated in a formula established by Zoo staff based on history.

The critical component in the revenue projections is attendance. This produces both admissions income and supplemental income for food, railroad rides, etc. The attendance figures cited above appear optimistic, but those figures don't need to be reached for a project to break even. Based on the cost and revenue projections above (in which first-year revenues are very conservative), only 60% of the projected attendance increase would need to be reached to break even; that figure is dramatically decreased in following years, when full revenue potential is projected. Even at the most conservative, the 60% of projected increase represents a 15% total attendance increase, which compares very favorably with the 23% increase with the opening of the Africa exhibit and 31% increase for the Africa Rain Forest.

RECOMMENDED ALTERNATIVE

The staff committee recommends Option #2, with the addition of the completion of the main pathway loop (estimated cost: \$350,000 plus \$101,500 in additional costs). This addition will raise the total cost of the project to \$30,486,660. This option is recommended because it represents the best mix of a new attraction with revenue potential and at a lower cost to the voter than the full Oregon Territory project. This option will eliminate the outdated Bear and Feline exhibits, whose space will be available for future projects. The Bear and Feline collections will be reduced, eliminating tigers and snow leopards, but a new lion exhibit will be built and the cougar will be included in the Oregon Territory. Zoo staff believes they have too many bears now, and supports the reduction in the bear population, which will consist of polar bear and sun bear in their current exhibits and American Black Bear in Oregon Territory.

The recommended option provides an exciting addition to the Zoo in the Forest portion of the Oregon Territory, which combines a new exhibit with a good variety of animals with a valuable education experience about Northwest ecosystems. It also includes marine mammals such as sea otters, seals, and sea lions, which should be very popular additions to the collection. This option provides for much improvement in the Zoo's ability to raise revenue in expanded and improved facilities through the moving of the entrance and upgraded gift shop, restaurant and catering facilities. The restaurant and catering facilities will be separate, on two floors, because there would not be enough room to meet both needs in a combined facility. Needs for additional classroom space will be addressed with temporary facilities located at the site of the current Bears exhibit, or private funding will be sought to include new classrooms in the new entrance. Office space needs will be addressed either through temporary facilities or expansion to the existing administration building.

The recommended option maintains the ability to continue to improve the Zoo along the lines outlined in the Master Plan, and supports the Zoo's move toward exhibiting animals in a better geographic context. With the completion of the loop pathway, one of the more problematic visitor service issues at the Zoo will be resolved. This feature will be particularly attractive because the Zoo is requesting the addition of a butterfly exhibit in the 1996-97 budget, which will be the terminus of the new pathway extension. Finally, the recommended option is within the council's guidelines for amount of a bond measure, and is lower in construction cost than two of the other three options. It meets the criteria outlined by both the Council and Executive Officer for a project, and should prove to be of long-term financial benefit to the Zoo.

Darcy Schultz
Metro Washington Park Zoo
Design Services
4001 SW Canyon Rd.
Portland, OR 97221
226-1561 x 338

Nov. 16, 1995

Honorable Councilors:

As an artist at the zoo, I wish to comment on the Executive Officer Recommendation for a New Zoo Project.

I am pleased to see inclusion of many different prior project proposal elements present in the current proposal, such as the zoo loop, hands-on area, entrance and classrooms.

I am also impressed with the emphasis on regional conservation present in the forest ecosystem. A focus on endangered species and their habitats is consistent with the zoo's Visions and Values. But the elimination of many Species Survival Plan animals (felines and bears) runs counter to these goals.

Updating the endangered species list exhibit, I have conducted an informal visitor study and discovered most people know little about endangered species in the region. I also found they would be interested in seeing a live salmon (an endangered species) in a stream.

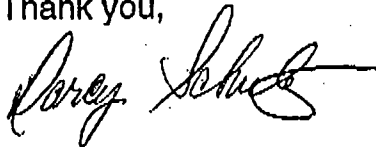
Including a salmon stream in the forest would provide a more complete portrayal of this ecosystem – in fact, dead salmon nurture ancient forests. Salmon are colorful, active, and would provide a tie between the forest and the ocean. They are deeply symbolic of the northwest. The possibility for involving regional Native American culture with the zoo is extremely important.

I am also concerned about the redundancy of marine mammal species choice with the Newport Aquarium only 2.5 hours away. If there is a publicly-attractive marine mammal area, I would like to see another species such as the elephant seal displayed and tied in with the Forest exhibit.

Perhaps more of the Asian feline and ursine species could be relocated near elephants if this marine exhibit were less elaborate. Elephants would be the sole representative of Asia for 10 years under the current proposal, hardly a regional, integrative approach!

A responsible approach to this building proposal would seem to be to get public input through a front-end evaluation. This proposal is grossly different from the original project proposal tested in Spring 1995, so the data could not be generalized.

Thank you,

A handwritten signature in cursive script, appearing to read "Darcy Schultz".

Darcy Schultz,
Graphic Technician



METRO

To: Metro Council
From: Mike Burton *MBurton*
Re: Recommendation on Preliminary Regional Water Supply Plan
Date: November 16, 1995

I am greatly encouraged by the regional approach and cooperation found in the preliminary Regional Water Supply Plan and am pleased that Metro is a partner. This preliminary plan is the result of considerable expertise and commitment among all 27 participating water providers in addressing the long-term water needs of this region.

I concur with the Council's recommendations in Resolution No. 95-2233. The Council's recommendations will help ensure that the final plan is regional in scope, emphasizes conservation and addresses differing water needs among communities in the region.

I do not support the preliminary plan's preferred alternative. The consultant team should further examine opportunities for increased conservation and the demand implications of lower level reliability before recommending new facilities or water sources.

The public outcry about the possibility of tapping the Willamette River for drinking water is understandable. The quality of the river is declining. While Portland citizens may be concerned about the prospects of drinking from the Willamette River in 30 or 40 years, some communities face that reality sooner than that. Our focus needs to be cleaning-up the Willamette River. Regardless of whether it is ever used as a drinking water source, the Willamette should be a crown jewel of the region. The long-term livability of this region demands a concerted effort from all local jurisdictions to restore the region's watersheds. Metro must be a leading partner in that effort.

Three principles should guide the refinement process:

- Conservation must be the region's number one water source.
- An on-going, formal, regional consortium of water providers and other participants is essential to the successful implementation of the plan.
- Surface and groundwater must be protected to preserve the region's livability and provide high quality water supply options for the future.

-more-

Level I reliability--recommended in the plan--may not be feasible given the water supply options available today. As the plan is refined it should consider the impact of Level II and Level III reliability on future demand, and there should be a rigorous public discussion of the implications of lower level reliability.

Ultimately, the public must decide how it would balance the policy values of water quality, efficient use, environmental impacts, reliability and diversity of sources. The public should be presented with options and should be involved in choosing the preferred alternative, not just reacting to it.

To: Metro Council

From: Ric Buhler
Chairperson, MCCI

Re: Council Staffing

I am providing this testimony for your personal analysis and to help give the MCCI's perspective on the issue of the Metro Council staffing situation. I was planning to orally provide it to you during the regularly scheduled council meeting of Nov. 16, 1995, however, I was notified at 1:30 P.M. of the same day that the issue was being postponed in the agenda until after 2040 issues assuredly delaying discussion until 4:00 P.M. and beyond. I have some previous engagements and therefore I am jotting down this information for your perusal.

There are multiple points I would like to make about MCCI's perspective on this issue.

* 1) This Metro Council promised the current MCCI .45 support staff, and MCCI would like to maintain that. I am aware that some councilors and staff feel that this is excessive and I suppose it is one opinion. However, that issue is sure to be raised at future budget discussions and MCCI will be required to justify all costs similarly as other Metro departments. MCCI welcomes that opportunity. But remember, that discussion is for future budget allocations. The current operations have already been budgeted and this council promised .45 staff to help MCCI with its council approved work plan and we would like this council to uphold their promise.

*2) It is obvious to all "outside" observers of the council office that the staffing situation is "dynamic" to say the least. MCCI can not cast judgment because we do not know all the facts. However, I believe it is safe to say that all parties involved (MCCI, Council & staff) can improve on the issue. MCCI can wholeheartedly support any reconfiguration that the councilors deem appropriate for their staffing needs as long as current budget allocations are maintained (e.g. MCCI .45 staff) for the current fiscal year. For example, it does not matter to MCCI if you have 1 analyst or 2 clerks if it costs the same. Council needs to decide for itself if it needs more higher paid "heads" or lower paid, but still extremely important, "hands." (Personally, I feel that council was elected for their minds). Therefore, MCCI sees the staffing issue as a dollars issue and not a body count.

*3) MCCI wants council to realize that MCCI respects their authority to organize their own "office." However, the MCCI would like the same consideration with its own resources (the .45 staff). Several on the committee feel that we have not been able to utilize our budgeted resources to accomplish the tasks this council assigned.

*4) The last point is that MCCI would appreciate a written policy for various salient issues such as where in the council organization the MCCI Committee is to submit support documentation for its budget items. We feel this is important so that information can reach all the appropriate parties needing it. The MCCI sees that as being the office manager, but that will ultimately be for council to decide.

Thank you for your time (And thank you Cathy Ross for letting me use your computer)

Respectfully




Ric Buhler

111695-02

800 NORTHEAST GRAND AVENUE
TEL 503 797 1700

PORTLAND, OREGON 97232 2734
FAX 503 797 1011

METRO

To: Presiding Officer McFarland, Councilor McLain and Council Members
From: John Fregonese, Director, Growth Management Services 
Date: November 9, 1995
Subject: Staff Report - Metro 2040 Growth Concept Map

Changes to the Metro 2040 Growth Concept Map have been made by members of the public as well as Councilor Kvistad.

We have attached maps and data about all properties concerning changes to Urban Reserve Study Areas in three categories:

- a) Additions
- b) Deletions
- c) Councilor Kvistad proposals

Each site is numbered, referenced with page numbers (relating to the testimony page) and includes information relating to the criteria recommended by the Growth Management Committee.

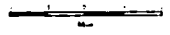
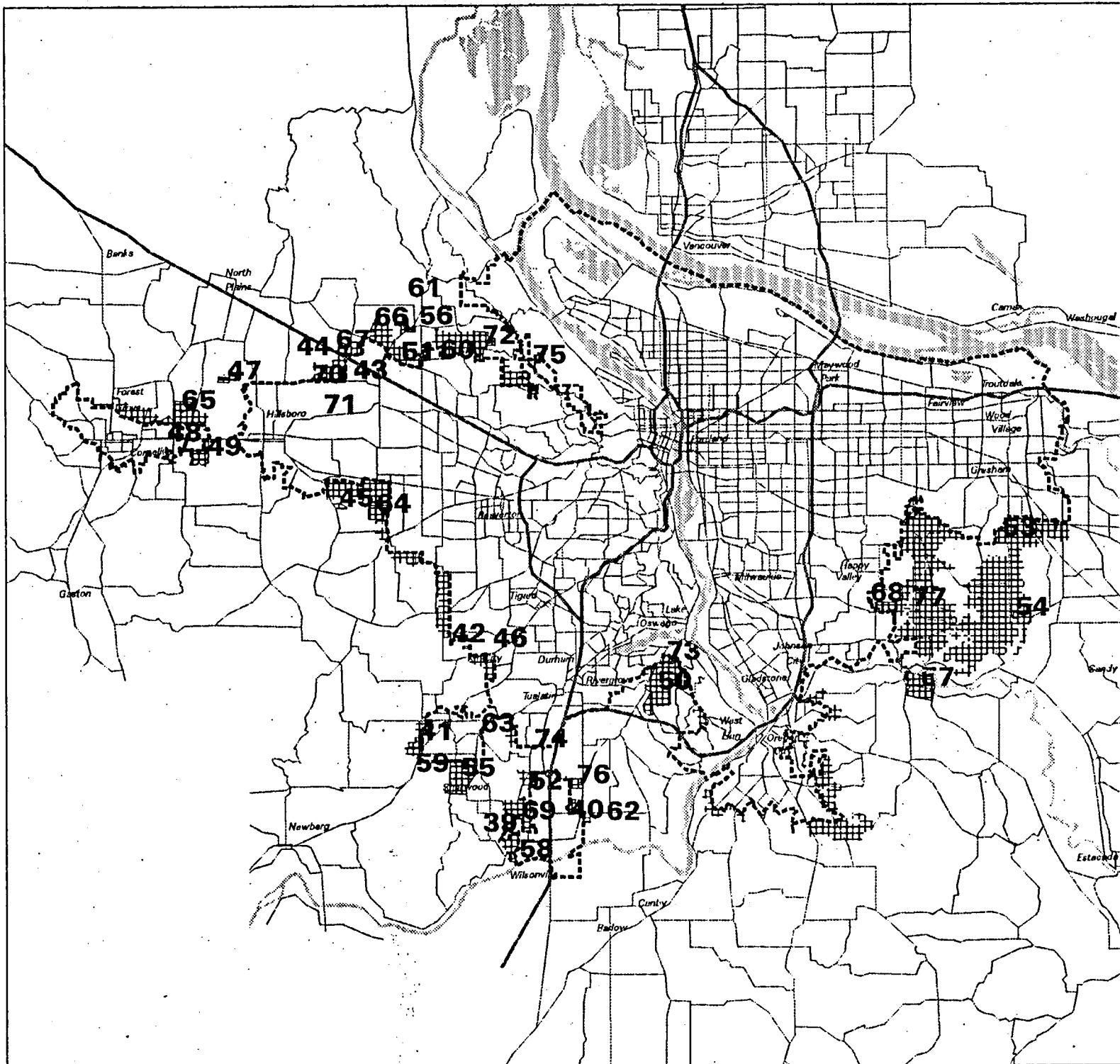
We would be happy to answer any questions that you may have about this data.

Thank you.

Urban Reserve Study Areas

Modifications Proposed
By Citizen Input

▣ Urban Reserve Study Area
▣ Proposed Additions



600 NE Grand Ave
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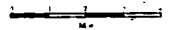
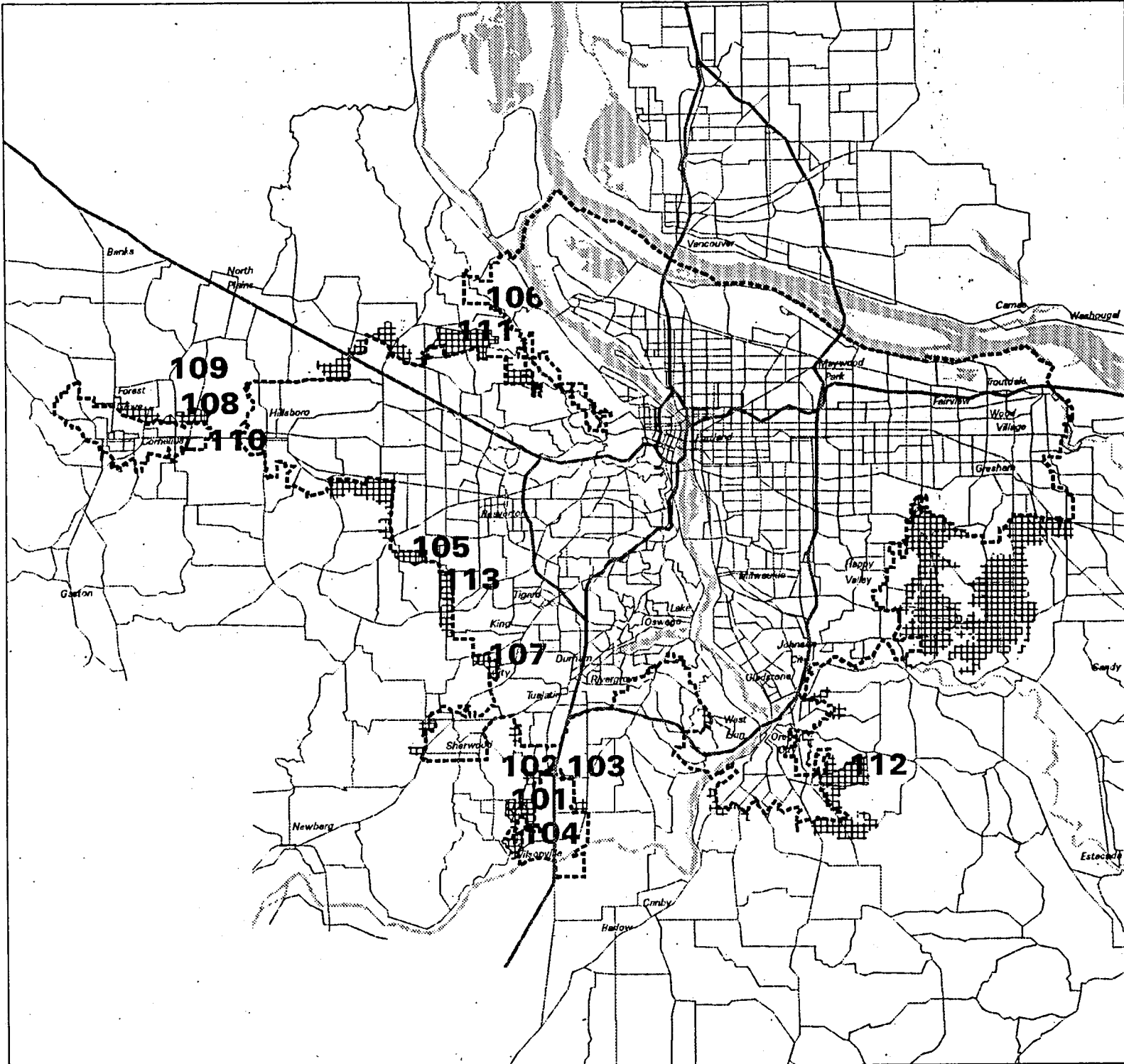


METRO

Urban Reserve Study Areas

Modifications Proposed By Citizen Input

▣ Urban Reserve Study Area
▣ Proposed Subtractions



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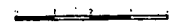
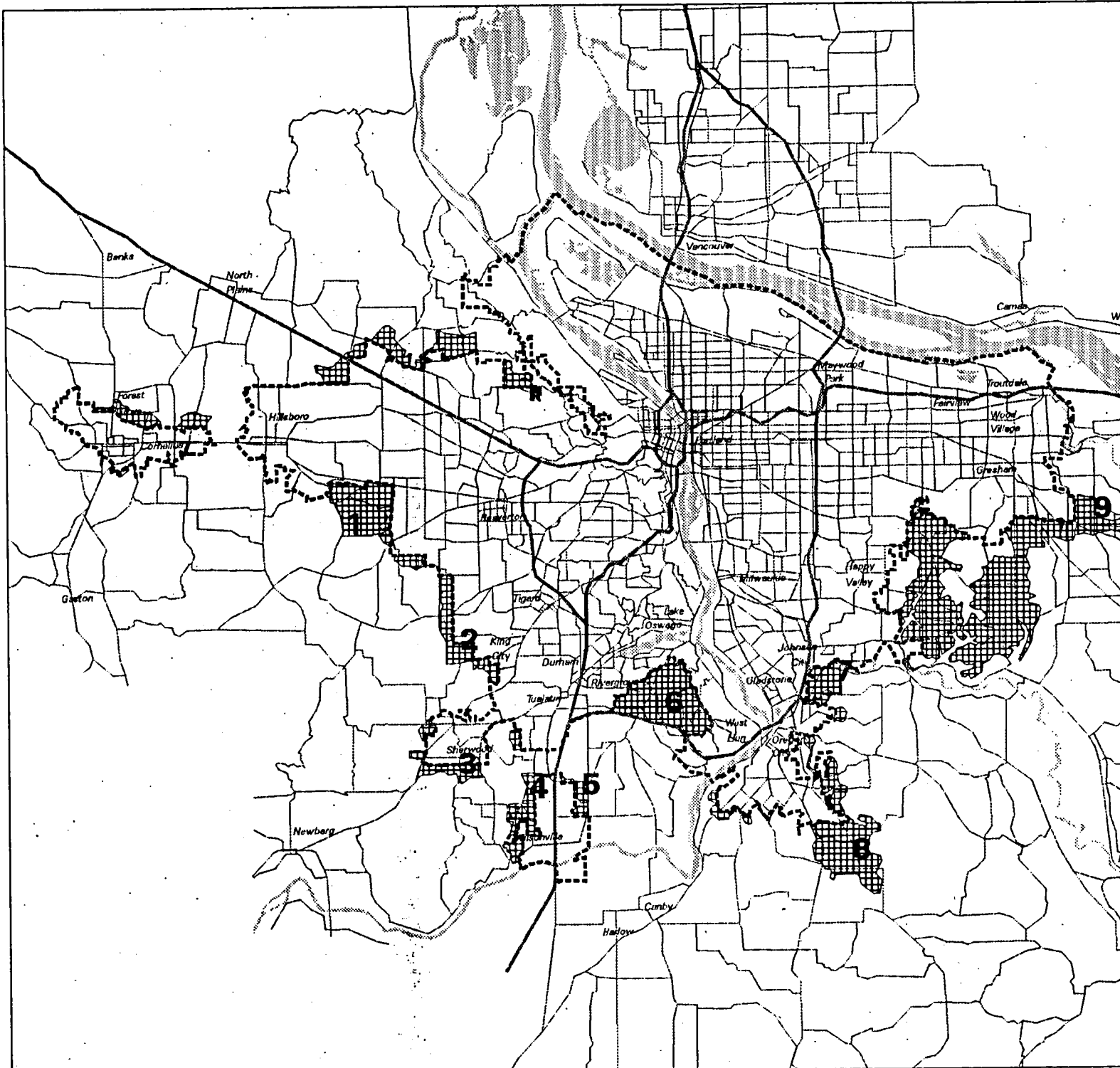


METRO

Urban Reserve Study Areas

Modifications Proposed
By Councilor Kvistad

- ▣ Urban Reserve Study Area
- ▣ Proposed Additions
- ▣ Proposed Deletions



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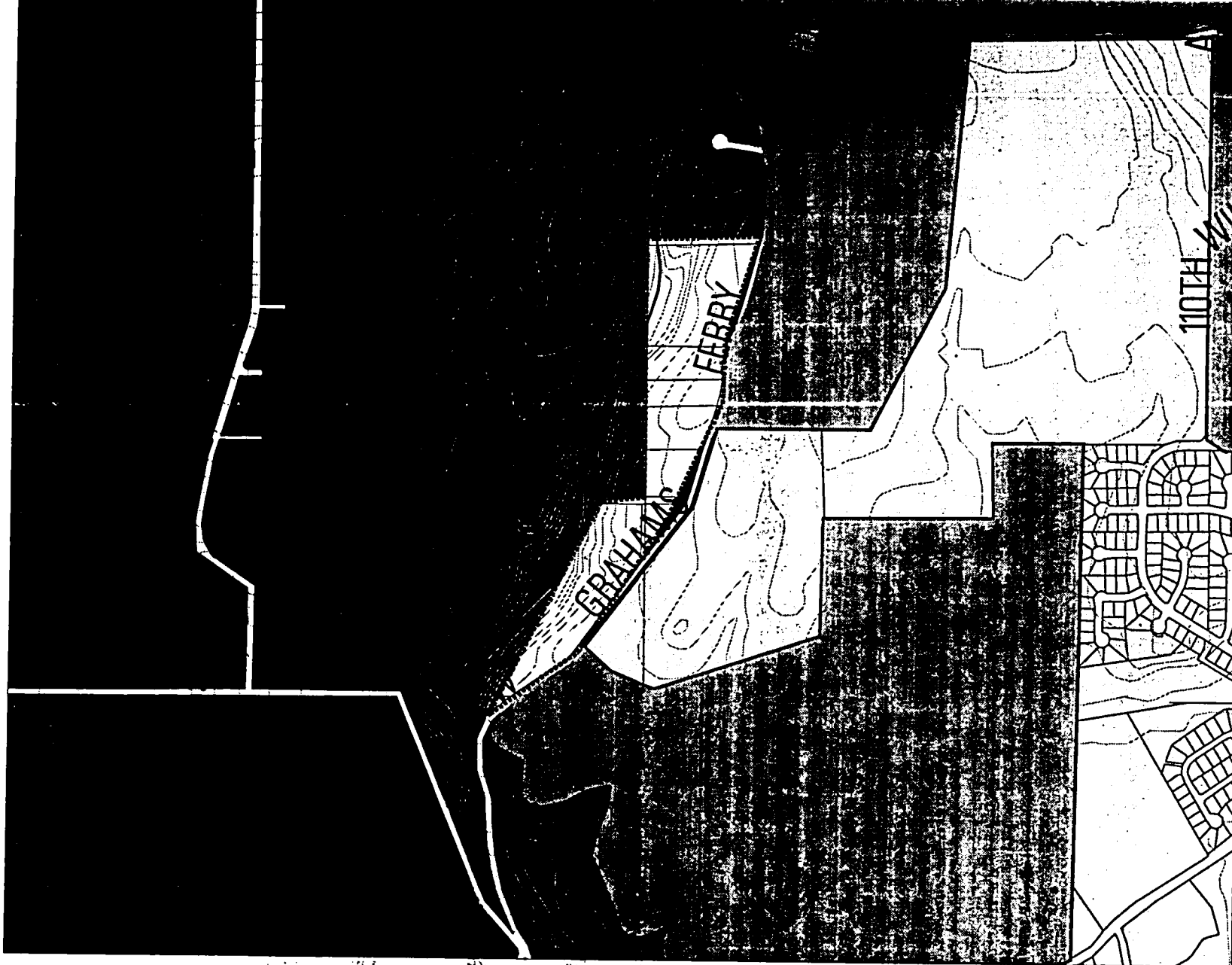
Regional Land Information System

Citizen Proposed Modifications

Additions
map: 39

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary 40

map	=	39
value	=	9
ugbmin	=	52
ugbmean	=	531.051
trans	=	13.672
cendist	=	0.004
terrain	=	9.676
fldacre	=	0.000
ripacre	=	1.988
majorsoil	=	2
bestsoil	=	2
exacre	=	21.870
exdand	=	2
efuacre	=	11.743
acres	=	34.02






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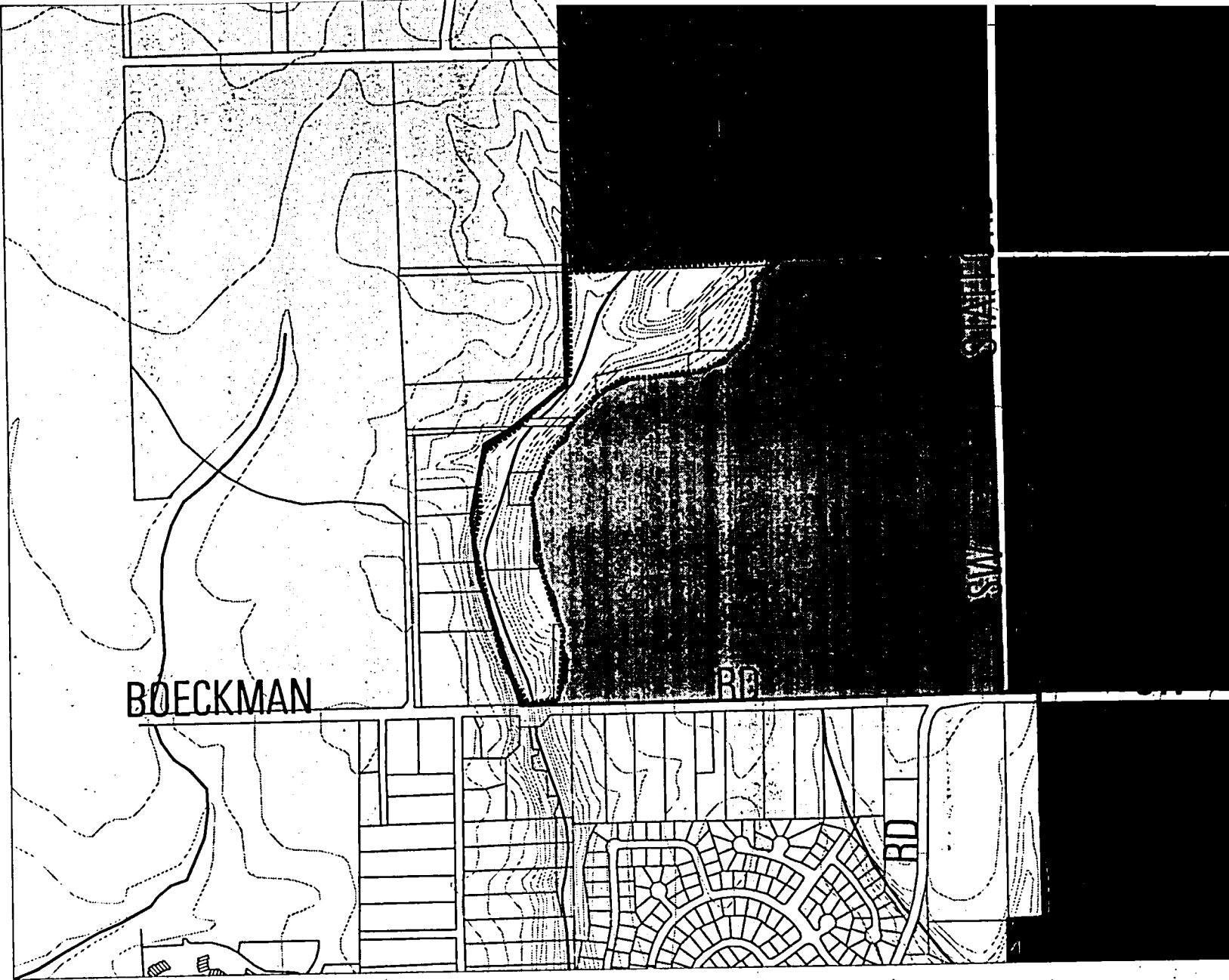


Citizen Proposed Modifications

Additions
map: 40

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

	38	
map	=	40
value	=	10
ugbmin	=	0
ugbmean	=	390.925
trans	=	9.794
condist	=	2.184
terrain	=	17484
fldacre	=	0.000
ripacre	=	6.772
majorsoil	=	6
bestsoil	=	2
exacre	=	30.631
exdand	=	3
efuacre	=	0.373
acres	=	31.29



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Citizen Proposed Modifications

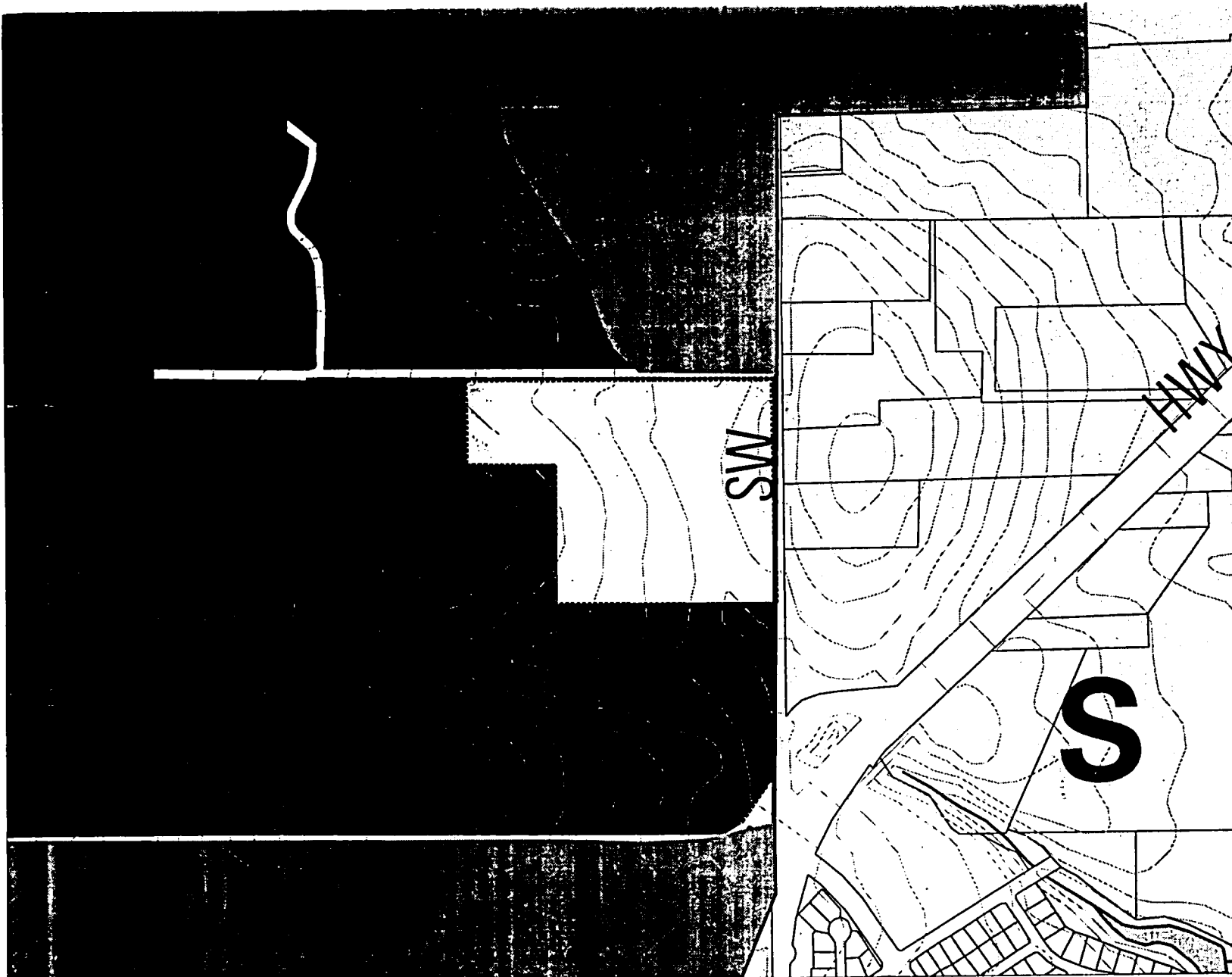
Additions
map: 41

 Urban Reserve Study Area

 Addition Boundary

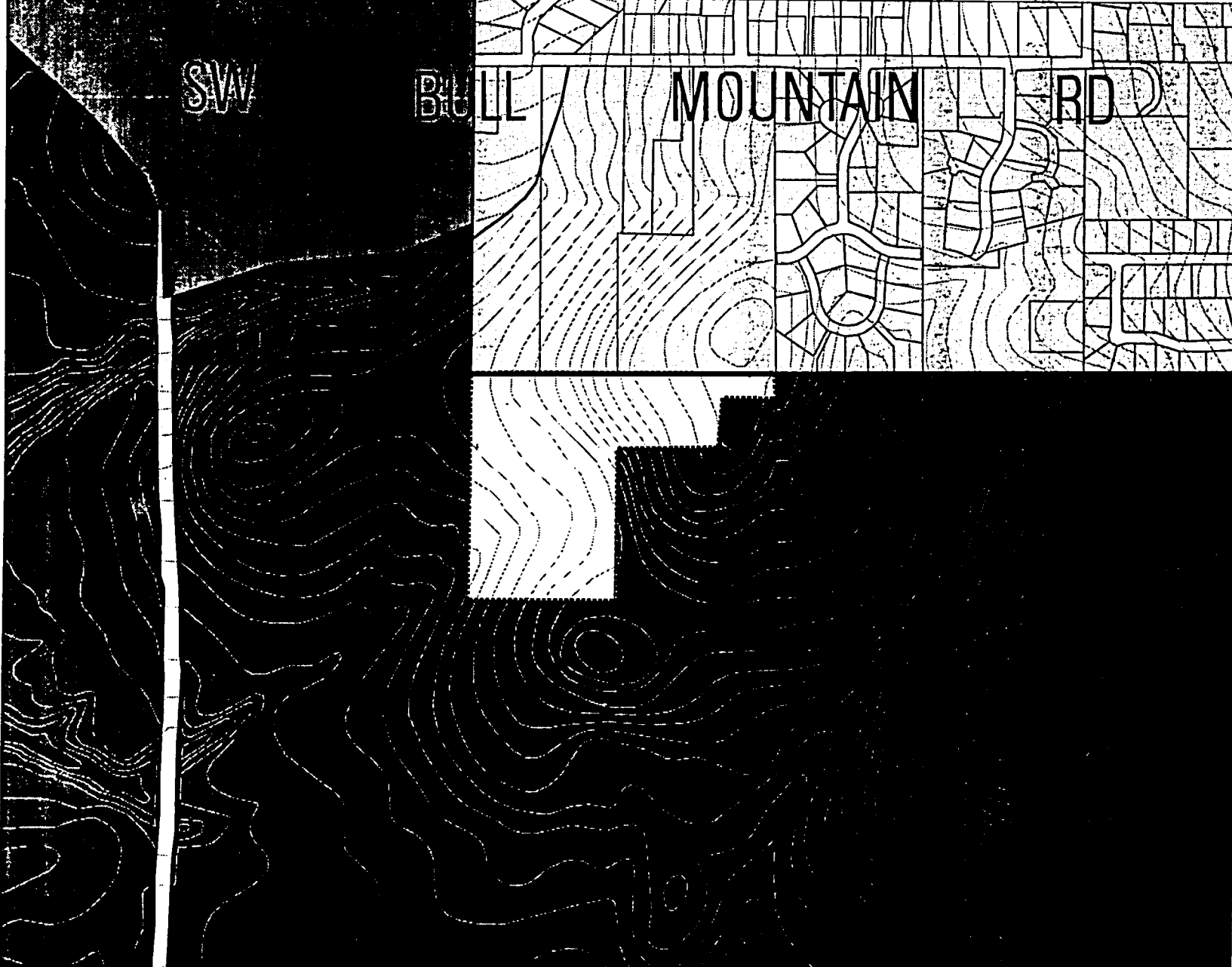
 Urban Growth Boundary
30

map	=	41
value	=	18
ugbrin	=	52
ugbmean	=	599.361
trans	=	17.302
cendist	=	3.010
terrain	=	4.708
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	23.983
acres	=	24.09






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Citizen Proposed Modifications

Additions
map: 42

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

24




map	=	42
value	=	57
ugbrin	=	0
ugbmean	=	416.918
trans	=	4.595
cendist	=	4.935
terrain	=	11.442
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	4
bestsoil	=	2
exacre	=	17.335
exand	=	3
efuacre	=	0.000
acres	=	17.51

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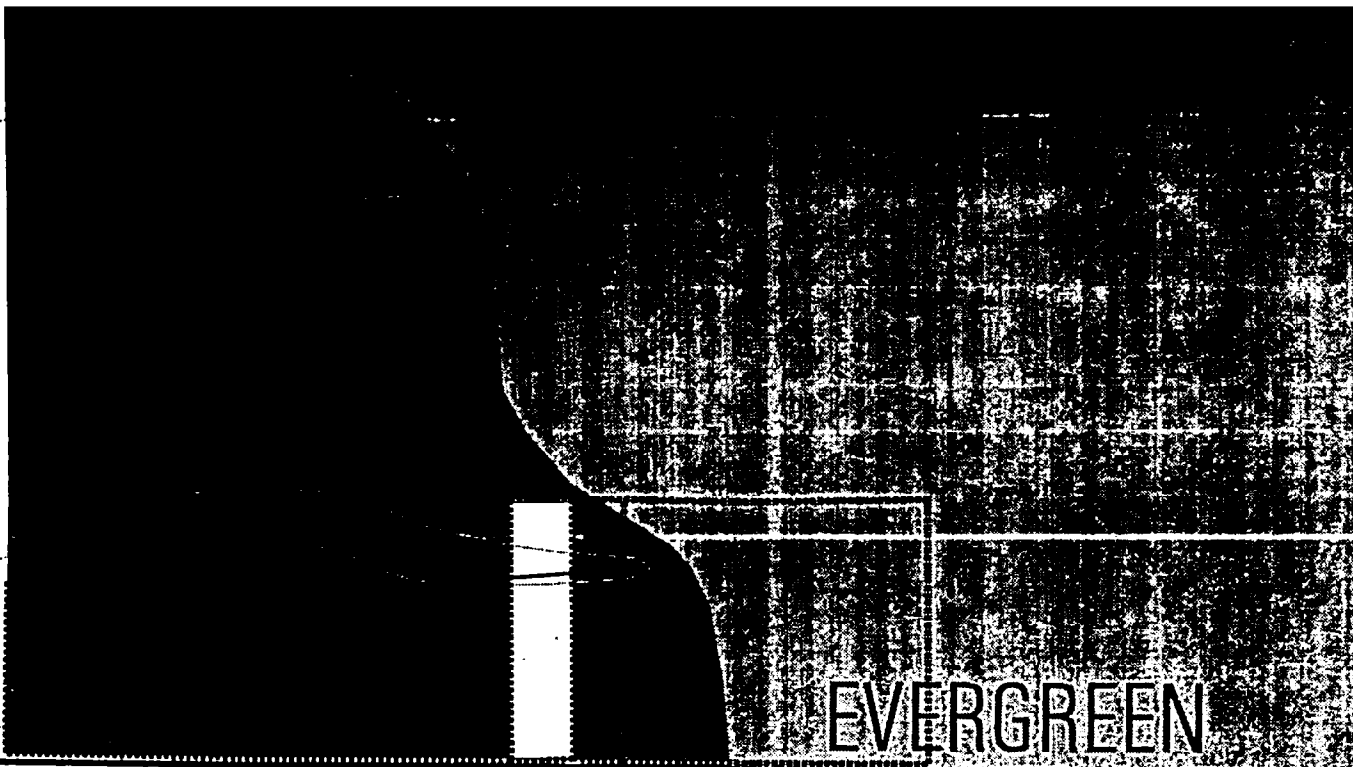


Citizen Proposed Modifications

Additions
map: 43

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

12	
map	- 43
value	- 59
ugbmin	- 52
ugbmean	- 390.000
trans	- 19.432
centroid	- 4.000
terrain	- 0.965
fldacre	- 0.000
ripacre	- 0.373
majorsoil	- 2
bestsoil	- 2
exacre	- 0.000
exland	- 0
efuacre	- 3.107
acres	- 3.10






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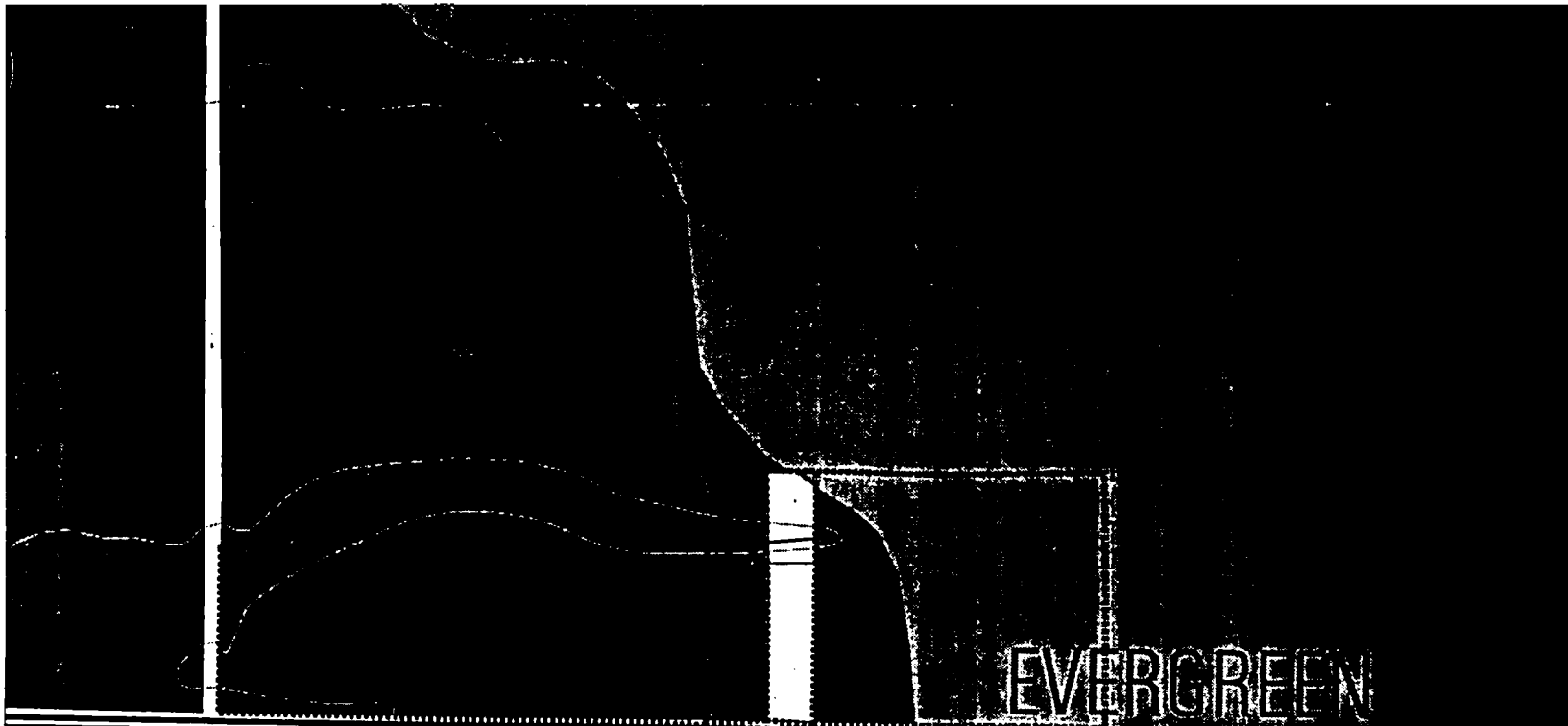
Citizen Proposed Modifications

Additions
map: 44

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

13

map	=	44
value	=	80
ugbrin	=	52
ugbmean	=	417622
trans	=	19.308
cendist	=	4.000
terrain	=	1.018
fldacre	=	0.000
ripacre	=	0.373
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	2.796
acres	=	2.79



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Citizen Proposed Modifications

Additions
map: 45

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary




map	=	45
value	=	84
ugbmin	=	2923
ugbmean	=	4186.410
trans	=	18.207
cendist	=	4.001
terrain	=	1.951
fldacre	=	0.373
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
edand	=	0
efuacre	=	44.113
acres	=	44.07

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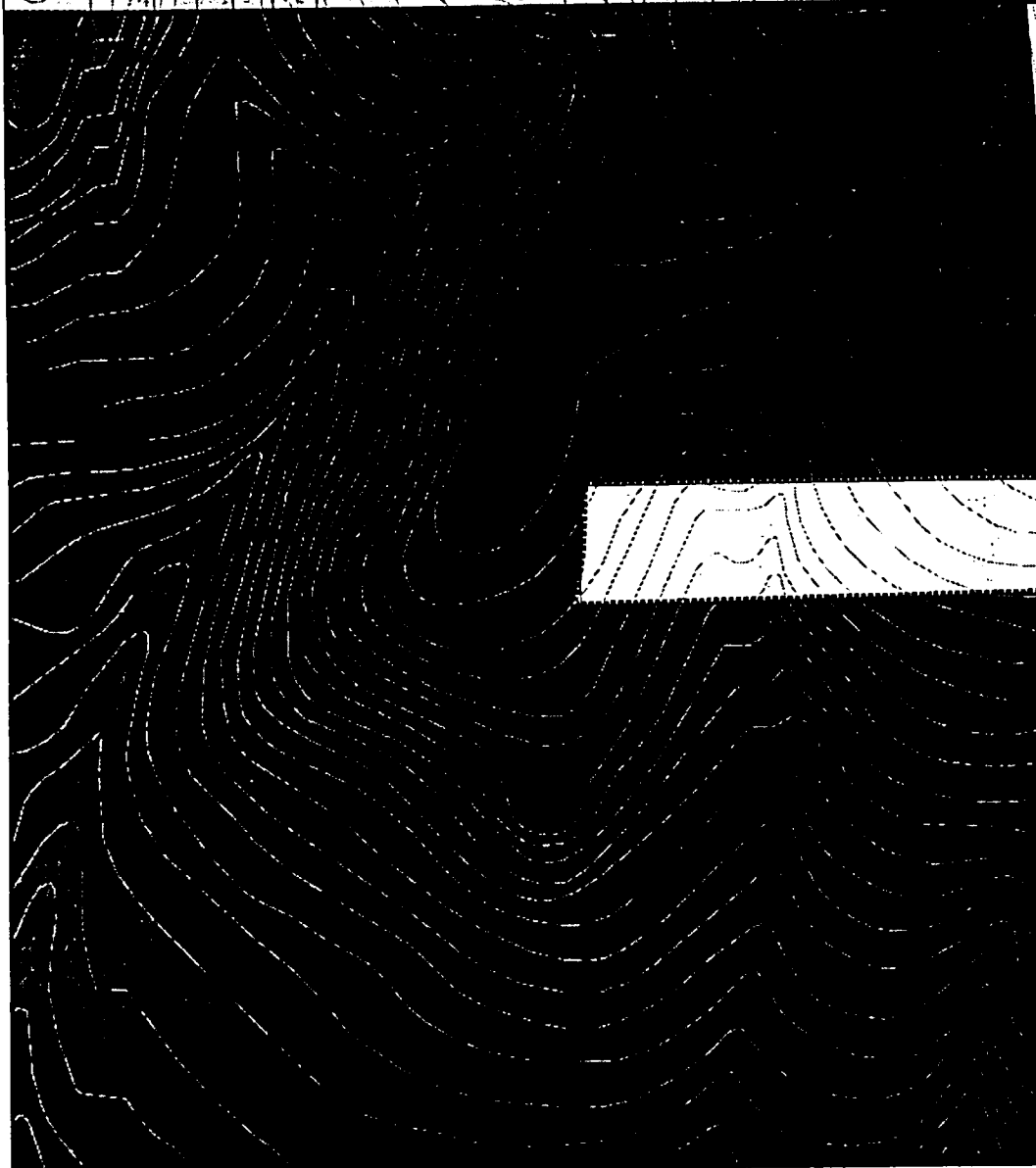
Citizen Proposed Modifications

Additions
map: 46

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	46
value	=	85
ugbmin	=	52
ugbmean	=	673.346
trans	=	12.699
ceandist	=	5.791
terrain	=	11.702
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	2
exacre	=	9.258
exland	=	3
efuacre	=	0.000
acres	=	9.50

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Citizen Proposed Modifications

Additions
map: 47

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

11




map	=	47
value	=	117
ugbmin	=	1516
ugbmean	=	3406.288
trans	=	16.494
cendist	=	4.773
terrain	=	1.055
fldacre	=	6.648
ripacre	=	2.485
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	78.782
acres	=	79.08

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(503) 797-1742



Citizen Proposed Modifications

Additions
map: 48

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	48
value	=	130
ugbrin	=	52
ugbmean	=	562.371
trans	=	15.623
cendist	=	3.197
terrain	=	4.136
fdacre	=	23.175
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	1
exacre	=	1.118
exland	=	2
efuacre	=	63.747
acres	=	65.05



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Citizen Proposed Modifications

Additions
map: 49

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary
17

map	=	49
value	=	131
ugbrin	=	52
ugbmean	=	1207.874
trans	=	1.673
cendist	=	4.544
terrain	=	1.969
fldacre	=	78.161
ripacre	=	7.083
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	239.143
acres	=	240.73




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(503) 797-3762



METRO

Citizen Proposed Modifications

Additions
map: 50

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary
Z

map	=	50
value	=	137
ugbmin	=	0
ugbmean	=	2971.343
trans	=	10.156
ceandist	=	5.654
terrain	=	10.916
fldacre	=	21.187
ripacre	=	60.826
majorsoil	=	3
bestsoil	=	2
exacre	=	17.086
exland	=	2
efuacre	=	1077.974
acres	=	1132.38

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Citizen Proposed Modifications

Additions
map: 52

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

36




map	=	52
value	=	149
ugbrin	=	52
ugbmean	=	146.623
trans	=	17.180
cendist	=	0.000
terrain	=	3.525
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	2
exacre	=	3.790
exland	=	2
efuacre	=	0.000
acres	=	3.79

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Citizen Proposed Modifications

Additions
map: 51

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	-	51
value	-	141
ugbrin	-	4243
ugbmean	-	5214.352
trans	-	9.908
centdist	-	2.999
terrain	-	4.569
fldacre	-	13.234
ripacre	-	4.163
majorsoil	-	3
bestsoil	-	2
exacre	-	0.000
exdand	-	0
efuacre	-	47.095
acres	-	47.24

600 NE Grand Ave
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(503) 797-5762



Citizen Proposed Modifications

Additions
map: 53

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary




map	=	53
value	=	154
ugbmin	=	0
ugbmean	=	1041.394
trans	=	9.856
cendist	=	5.427
terrain	=	16.729
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	3
exacre	=	14.974
exland	=	3
efuacre	=	150.357
acres	=	170.40

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(503) 797-1742



Citizen Proposed Modifications

Additions
map: 54

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

23




map	=	54
value	=	196
ugbmin	=	13974
ugbmean	=	14685.795
trans	=	15.037
cendist	=	1.482
terrain	=	1.666
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	4
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	20.255
acres	=	20.24

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Portland, OR 97232-2756
(503) 797-1702



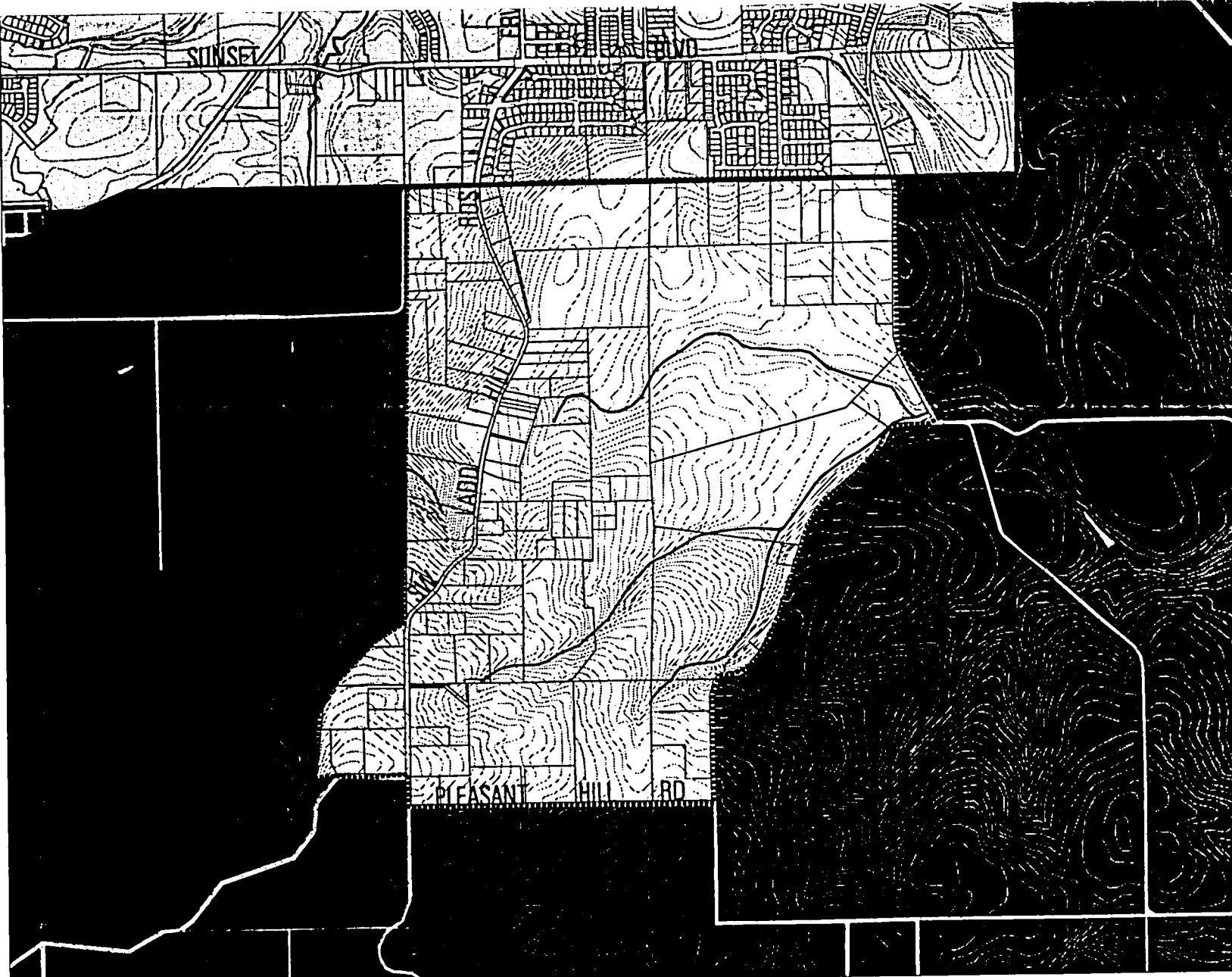
Citizen Proposed Modifications

Additions
map: 55

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	-	55
value	-	200
ugbmin	-	0
ugbmean	-	3109.397
trans	-	11.145
cendist	-	0.391
terrain	-	10.948
fldacre	-	14.290
ripacre	-	35.601
majorsoil	-	2
bestsoil	-	2
exacre	-	275.427
exland	-	3
cfuacre	-	431.314
acres	-	721.56




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Regional Land
Information System

Citizen Proposed Modifications

Additions
map: 56

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	56
value	=	220
ugbmin	=	5180
ugbmean	=	6036.223
trans	=	14.080
cenndist	=	2.453
terrain	=	6.769
fldacre	=	6.400
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	2
exacre	=	0.000
edand	=	0
efuacre	=	38.397
acres	=	38.36

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Citizen Proposed Modifications

Additions
map: 57

 Urban Reserve Study Area

 Addition Boundary

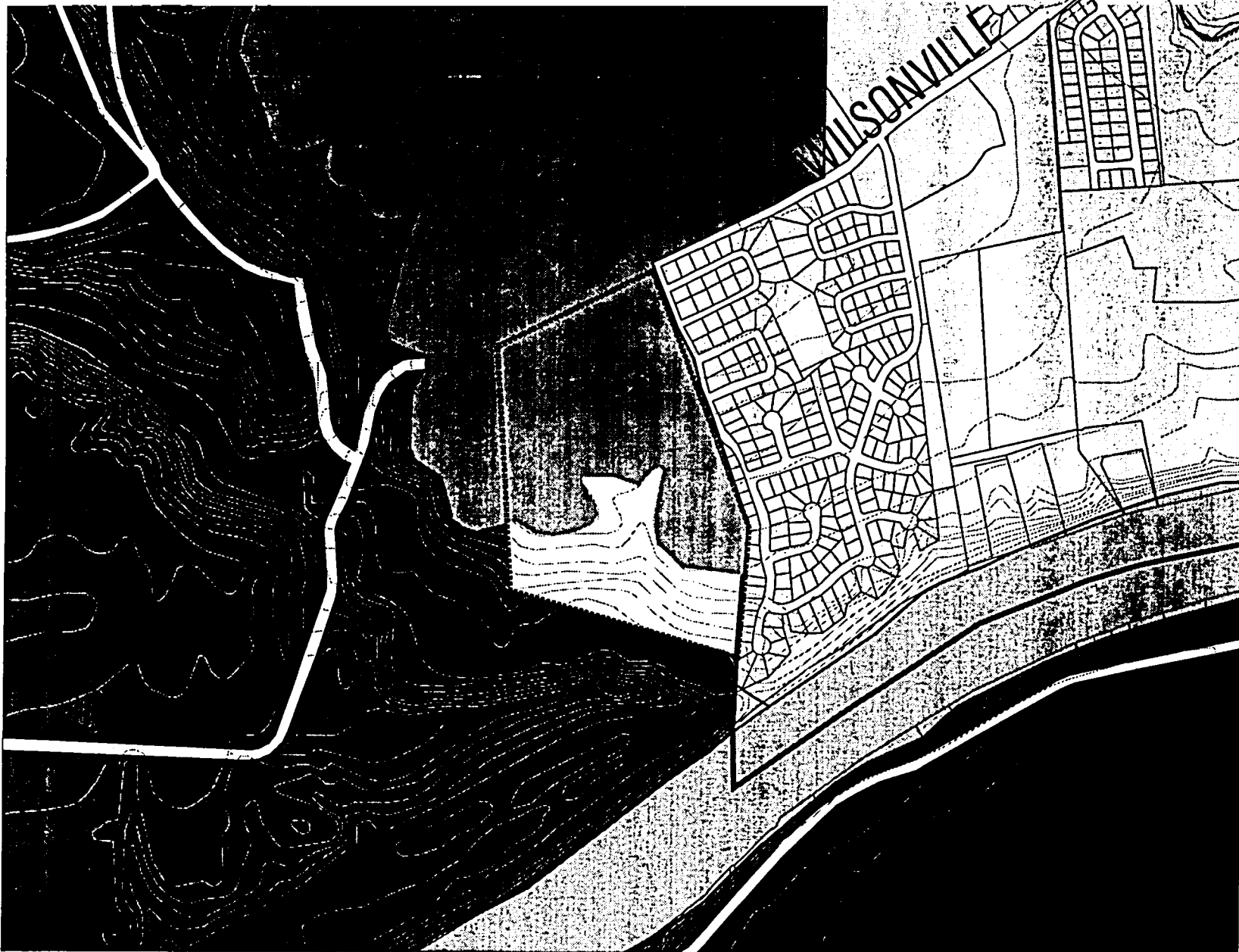
 Urban Growth Boundary
28

map	=	57
value	=	243
ugbmin	=	2568
ugbmean	=	6442.480
trans	=	16.324
cendist	=	2.103
terrain	=	4.297
fldacre	=	107.984
ripacre	=	41.441
majorsoil	=	2
bestsoil	=	2
exacre	=	202.547
exdand	=	3
efuacre	=	360.174
acres	=	575.38

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Citizen Proposed Modifications

Additions
map: 58

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	58
value	=	245
ugbrin	=	0
ugbmean	=	552.374
trans	=	16.613
cendist	=	1.058
terrain	=	6.944
fdacre	=	3.231
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	1
exacre	=	0.000
exdand	=	0
efuacre	=	46.909
acres	=	47.12

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Citizen Proposed Modifications

Additions
map: 59

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

31

map	=	59
value	=	246
ugbrin	=	52
ugbmean	=	1330.797
trans	=	16.461
cendist	=	2.177
terrain	=	6.648
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	62.442
acres	=	62.39

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Citizen Proposed Modifications

Additions
map: 60

Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary

6




map	=	60
value	=	270
ugbrin	=	4200
ugbmean	=	4809.599
trans	=	18.888
cendist	=	2.162
terrain	=	4.355
fldacre	=	1.615
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	2
exacre	=	0.000
edand	=	0
efuacre	=	22.616
acres	=	22.60

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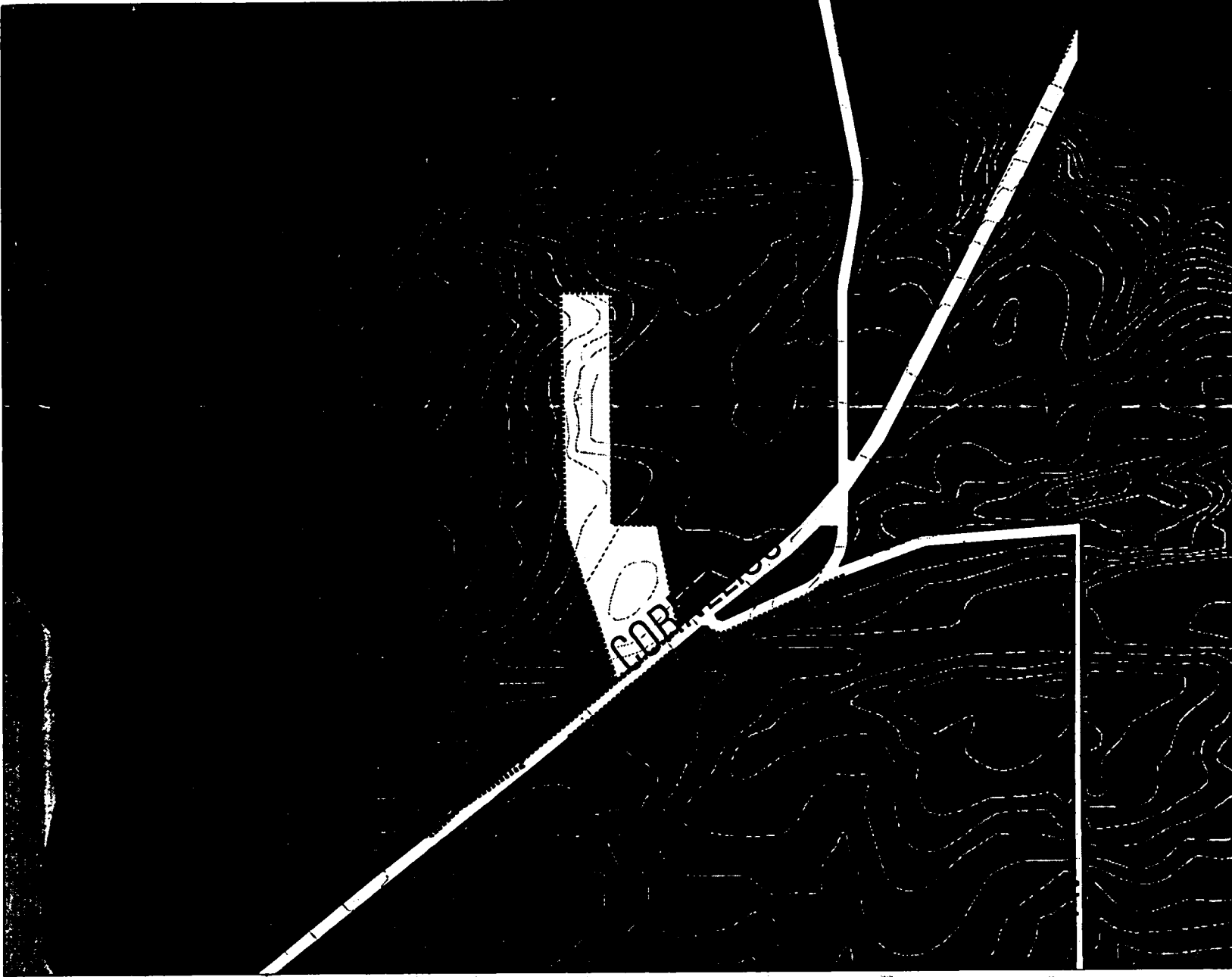


Citizen Proposed Modifications

Additions
map: 61

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	61
value	=	280
ugbmin	=	5225
ugbmean	=	6087.792
trans	=	17.729
cendist	=	2.012
terrain	=	7.094
fidacre	=	0.000
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	3
exacre	=	0.000
exland	=	0
efuacre	=	15.781
acres	=	15.83



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Citizen Proposed Modifications

Additions
map: 62

Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary

39

map	=	62
value	=	282
ugbmin	=	52
ugbmean	=	634.382
trans	=	17.974
cendist	=	2.243
terrain	=	3.062
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	25.847
acres	=	25.82



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Citizen Proposed Modifications

Additions
map: 63

 Urban Reserve Study Area

 Addition Boundary

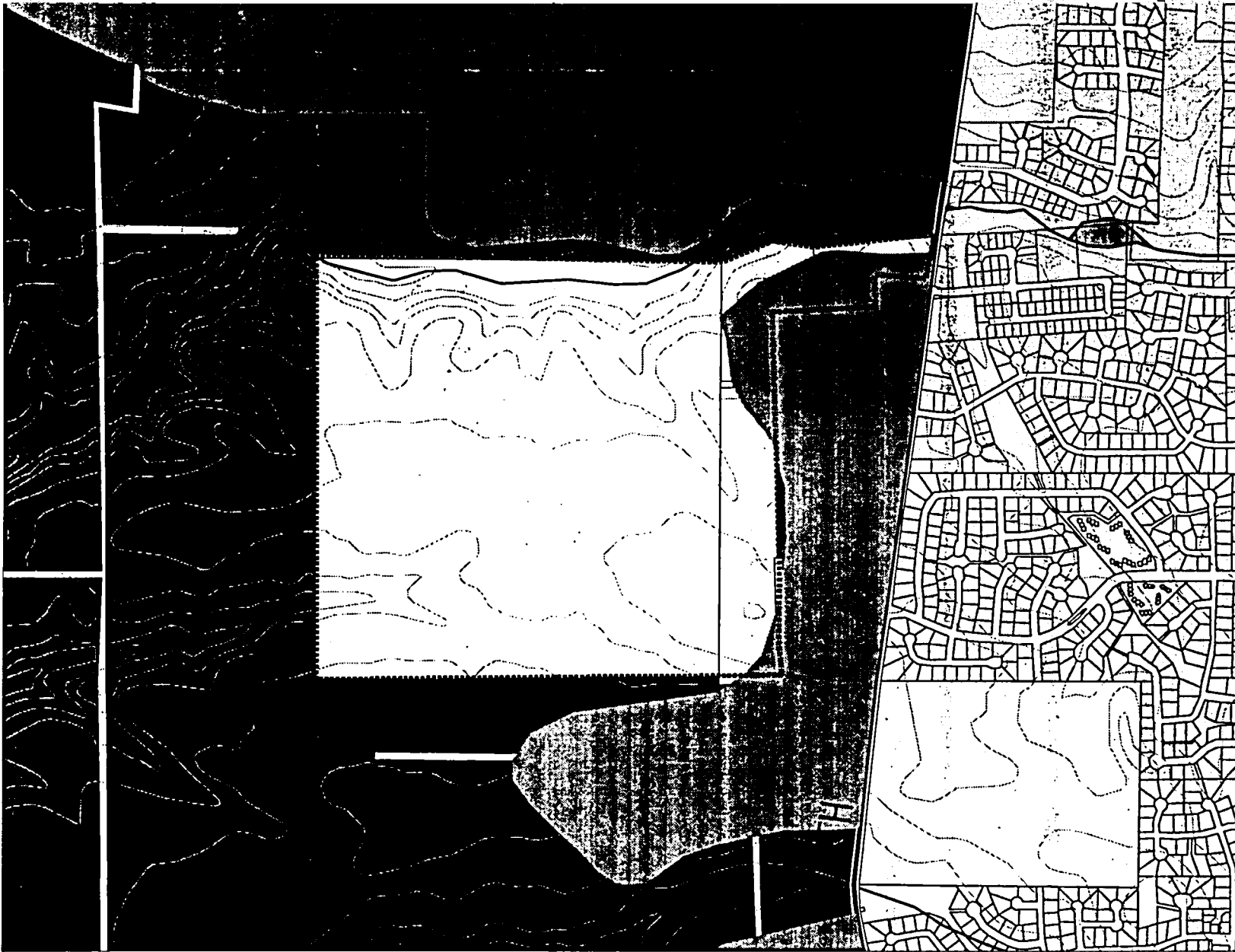
 Urban Growth Boundary

29

map	=	63
value	=	284
ugbmin	=	52
ugbmean	=	251.026
trans	=	17.551
cendist	=	4.703
terrain	=	8.058
fldacre	=	0.683
ripacre	=	0.000
majorsoil	=	4
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	9.568
acres	=	9.62

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Citizen Proposed Modifications

Additions
map: 64

Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary

19




map	=	64
value	=	287
ugbrin	=	52
ugbmean	=	2184.100
trans	=	16.859
cendist	=	3.527
terrain	=	2.960
fldacre	=	15.781
ripacre	=	11.121
majorsoil	=	2
bestsoil	=	2
exacre	=	14.725
edand	=	3
efuacre	=	167.940
acres	=	183.37

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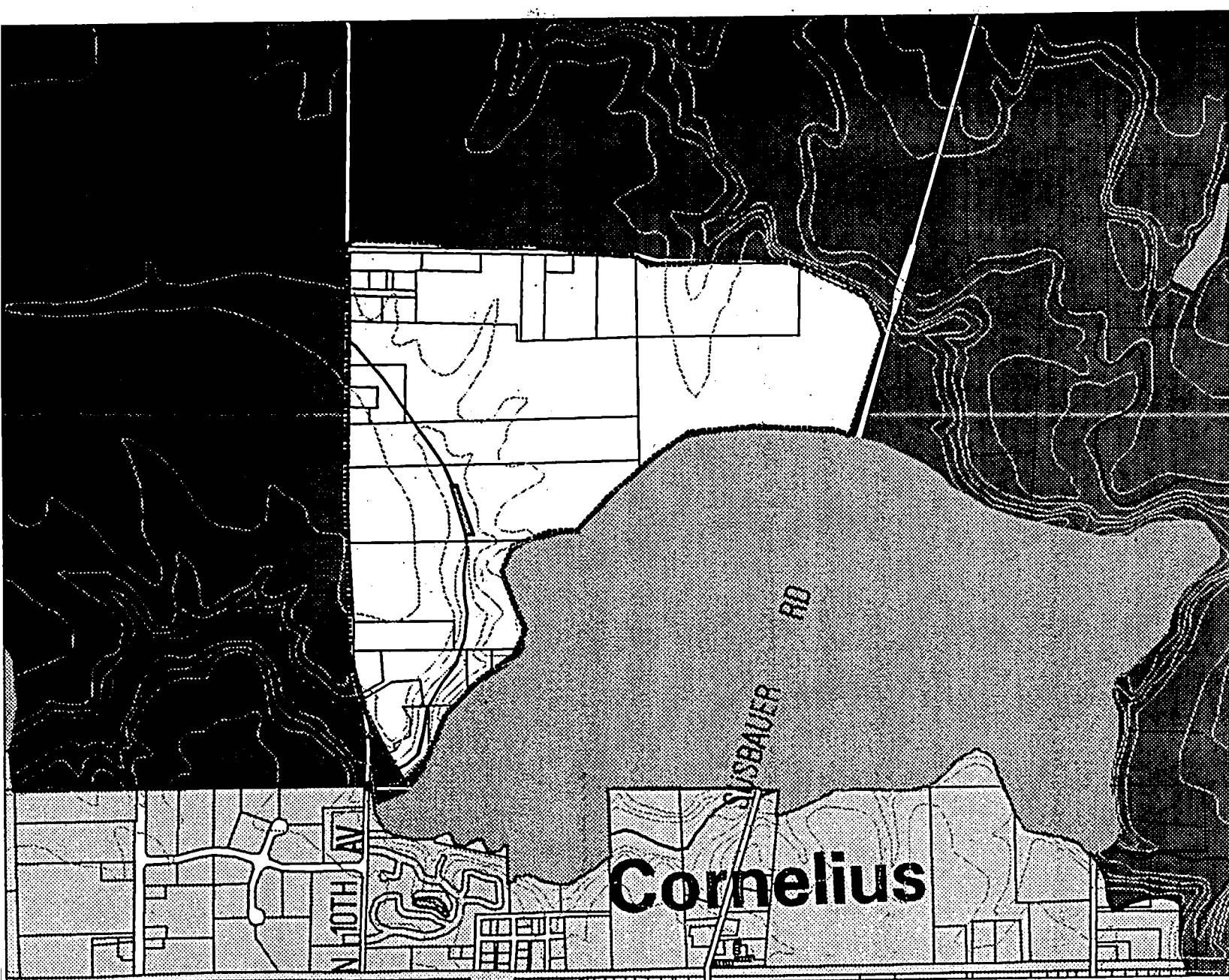


Citizen Proposed Modifications

Additions
map: 65

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Overlay Boundary

map	=	65
value	=	388
ugbrmin	=	280
ugbmean	=	3030.268
trans	=	18.527
cendist	=	3.970
terrain	=	1.364
fldacre	=	29.450
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	1
exacre	=	55.607
exdand	=	3
efuacre	=	175.334
acres	=	236.01



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Citizen Proposed Modifications

Additions
map: 66

Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary
2

map	=	66
value	=	421
ugbrmin	=	1325
ugbmean	=	2731.172
trans	=	14.605
cendist	=	2.273
terrain	=	3.209
fldacre	=	7.829
ripacre	=	1.864
majorsoil	=	2
bestsoil	=	1
exacre	=	0.000
exland	=	0
efuacre	=	48.276
acres	=	48.23


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Citizen Proposed Modifications

Additions
map: 67

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary
8

map	=	67
value	=	428
ugbrin	=	164
ugbmean	=	1425.863
trans	=	18.336
cendist	=	4.000
terrain	=	2.932
fidacre	=	13.110
ripacre	=	4.473
majorsoil	=	2
bestsoil	=	1
exacre	=	0.000
exdand	=	0
efuacre	=	74.557
acres	=	75.67

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Citizen Proposed Modifications

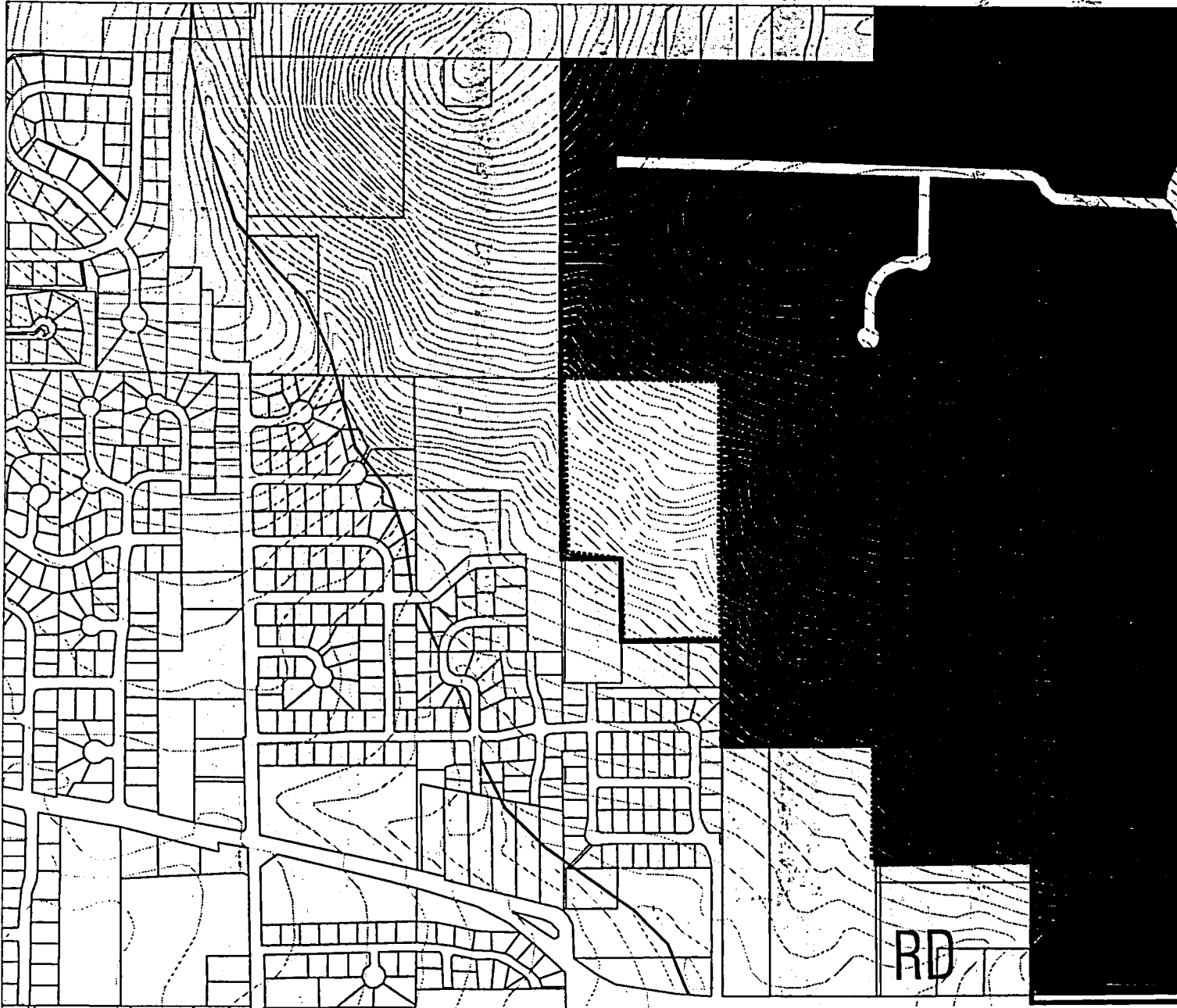
Additions
map: 68

Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary
21

map	=	68
value	=	431
ugbmin	=	52
ugbmean	=	285.193
trans	=	1.000
centdist	=	10.307
terrain	=	25.568
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	4
bestsoil	=	4
exacre	=	14.166
edand	=	3
efuacre	=	0.000
acres	=	14.15






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Citizen Proposed Modifications

Additions
map: 69

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	69
value	=	434
ugbrmin	=	832
ugbrmean	=	1505.739
trans	=	19.452
cendist	=	0.027
terrain	=	1.658
fldacre	=	7.580
ripacre	=	0.932
majorsoil	=	3
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	11.432
acres	=	11.42

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Citizen Proposed Modifications

Additions
map: 70

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary
10

map	=	70
value	=	442
ugbmin	=	52
ugbmean	=	595.350
trans	=	19.279
centdist	=	4.002
terrain	=	0.140
fldacre	=	0.000
ripacre	=	3.169
majorsoil	=	2
bestsoil	=	2
exacre	=	27.276
exdand	=	3
efuacre	=	7.021
acres	=	34.58






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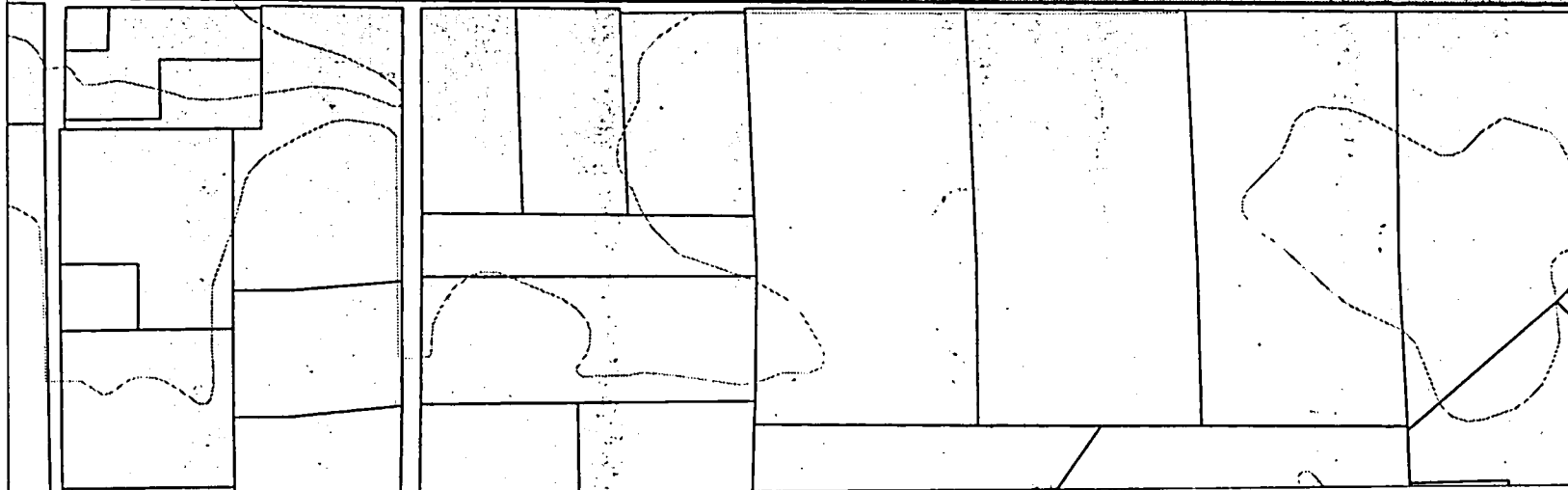
Citizen Proposed Modifications

Additions
map: 71

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	71
value	=	443
ugbrin	=	52
ugbmean	=	435.661
trans	=	19.496
cendist	=	4.993
terrain	=	0.931
fldacre	=	0.000
ripacre	=	2.237
majorsoil	=	2
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	16.838
acres	=	17.01

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Citizen Proposed Modifications

Additions
map: 72

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	72
value	=	452
ugbrin	=	0
ugbmean	=	2122.098
trans	=	11.284
cendist	=	7.111
terrain	=	8.489
fldacre	=	14.601
ripacre	=	14.166
majorsoil	=	3
bestsoil	=	2
exacre	=	0.559
exland	=	3
efuacre	=	293.259
acres	=	301.44



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Citizen Proposed Modifications

Additions
map: 73

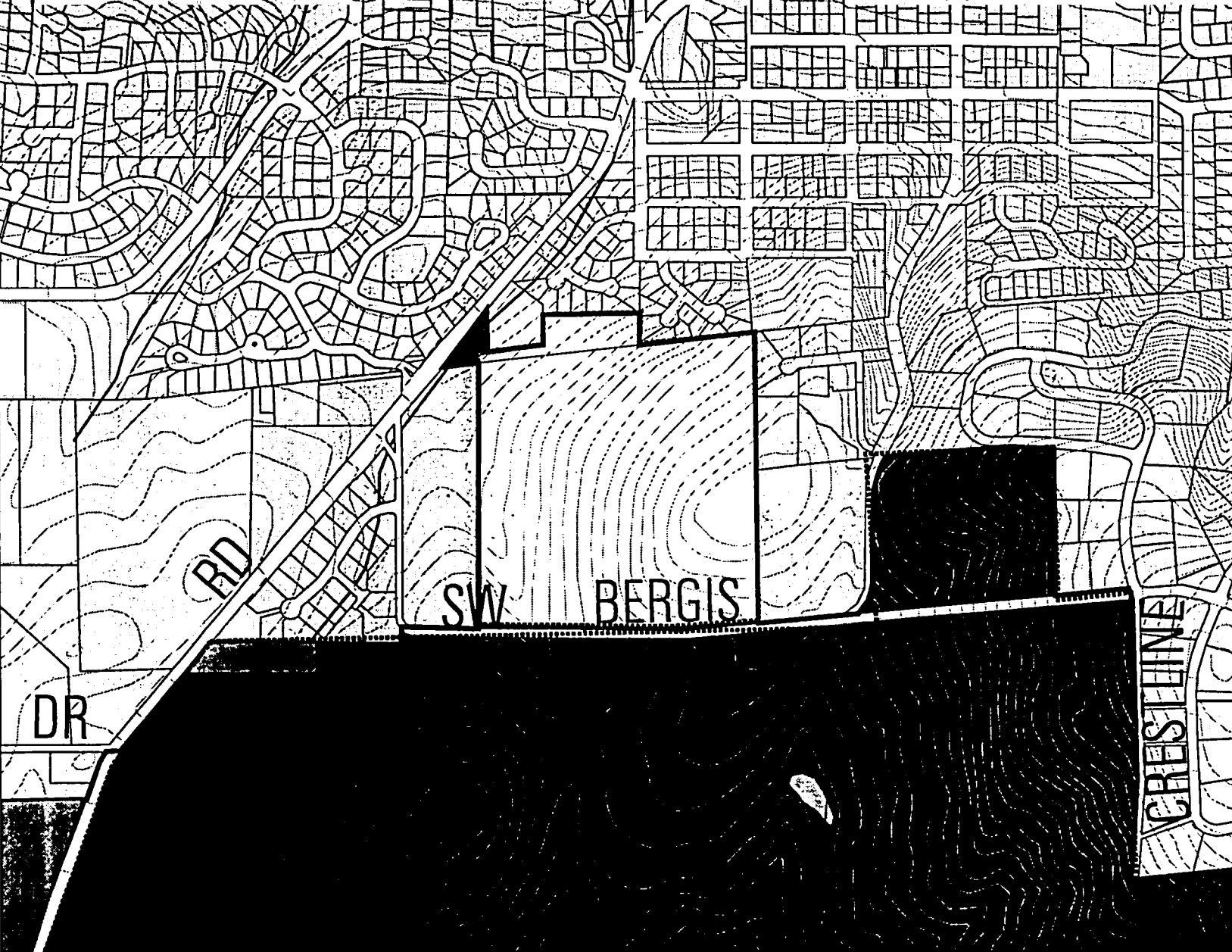
 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

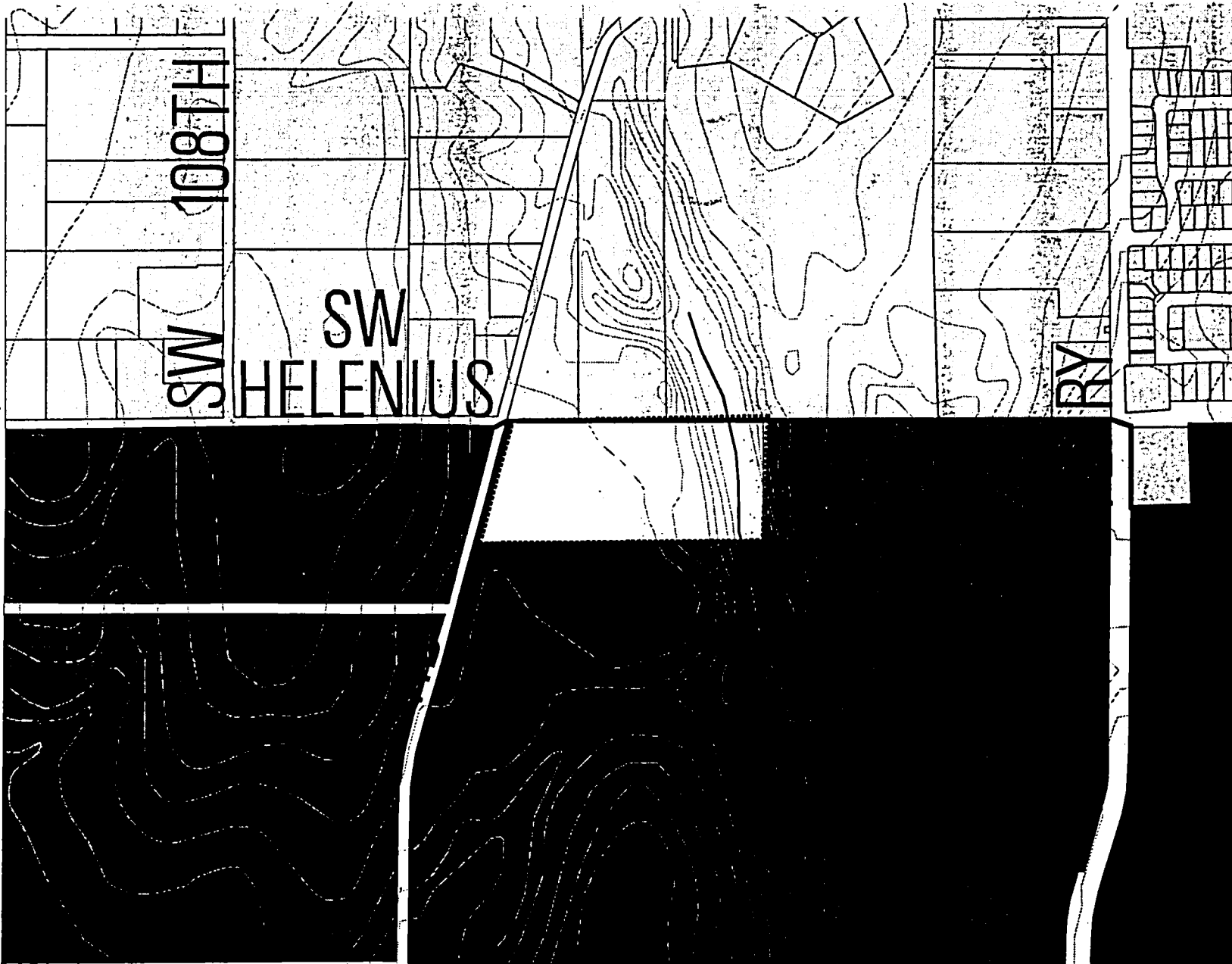
26

map	=	73
value	=	472
ugbrin	=	0
ugbrmean	=	300.365
trans	=	10.142
cendist	=	8.517
terrain	=	13.345
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	3
exacre	=	0.000
exland	=	0
efuacre	=	40.820
acres	=	42.89






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Citizen Proposed Modifications

Additions
map: 74

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary




map	-	74
value	-	478
ugbrin	-	52
ugbmean	-	259.931
trans	-	7.028
condist	-	1.000
terrain	-	6.702
fldacre	-	1.243
ripacre	-	1.180
majorsoil	-	4
bestsoil	-	2
exacre	-	10.811
exdand	-	3
efuacre	-	0.000
acres	-	10.80

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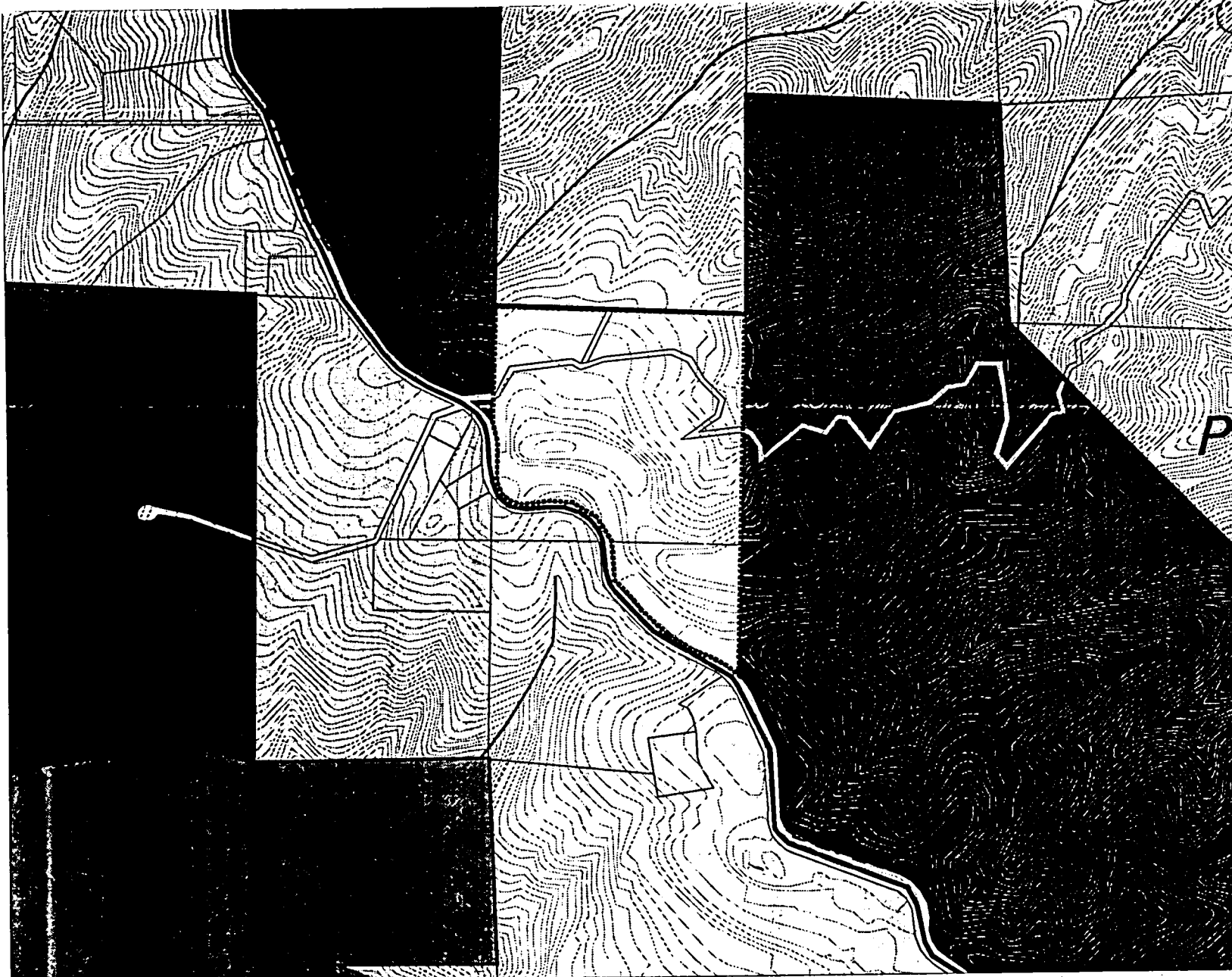


Citizen Proposed Modifications

Additions
map: 75

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	75
value	=	482
ugbmin	=	52
ugbmean	=	334.223
trans	=	10.402
cendist	=	6.000
terrain	=	15.522
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	6
bestsoil	=	3
exacre	=	0.000
exland	=	0
efuacre	=	42.311
acres	=	43.51



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Citizen Proposed Modifications

Additions
map: 76

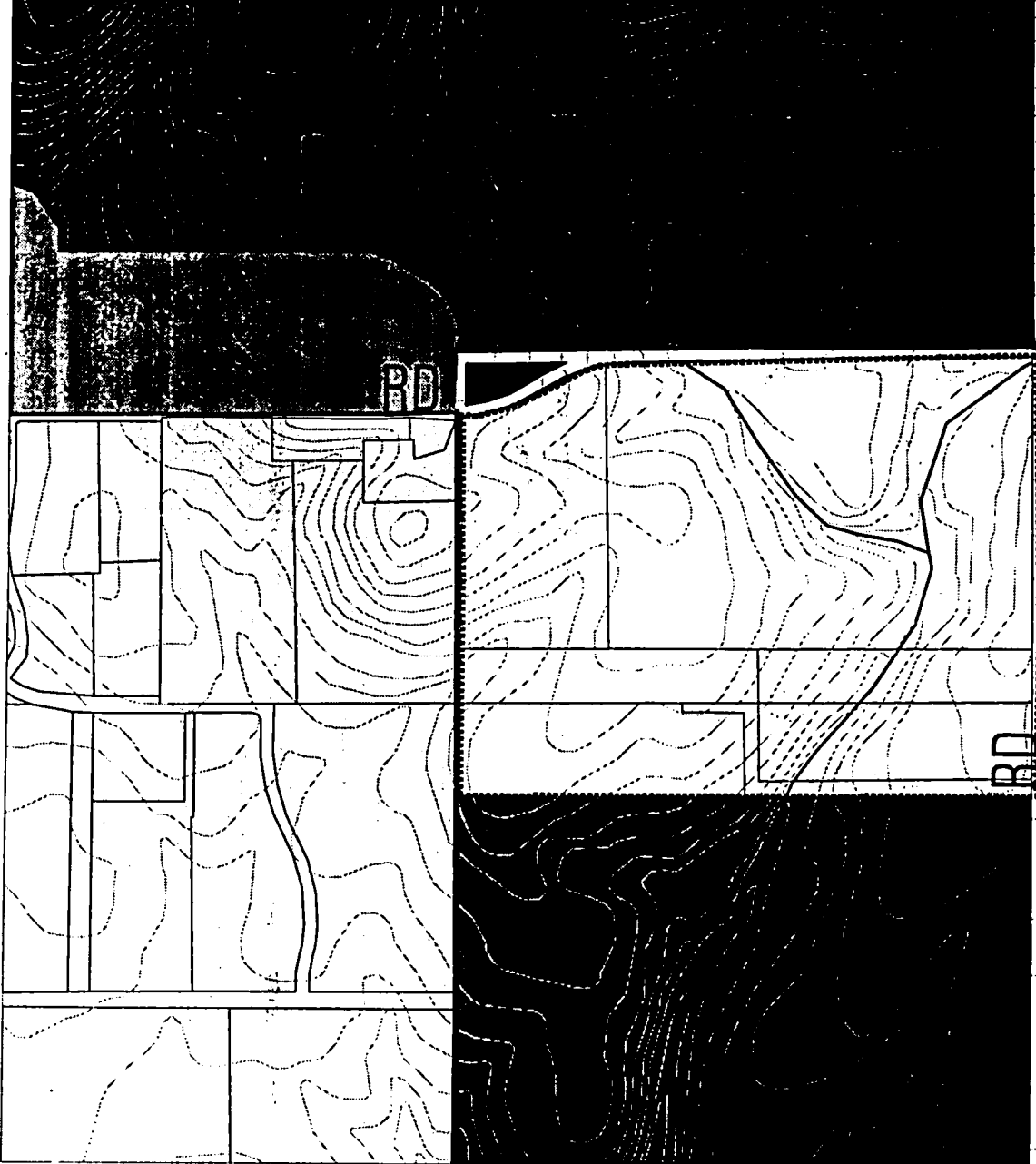
Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary

35

map	=	76
value	=	487
ugbmin	=	52
ugbmean	=	1375.675
trans	=	15.341
ceandist	=	0.264
terrain	=	6.815
fldacre	=	0.000
ripacre	=	8.947
majorsoil	=	3
bestsoil	=	2
exacre	=	0.000
exland	=	0
efuacre	=	113.824
acres	=	114.78



Citizen Proposed Modifications

Additions
map: 77

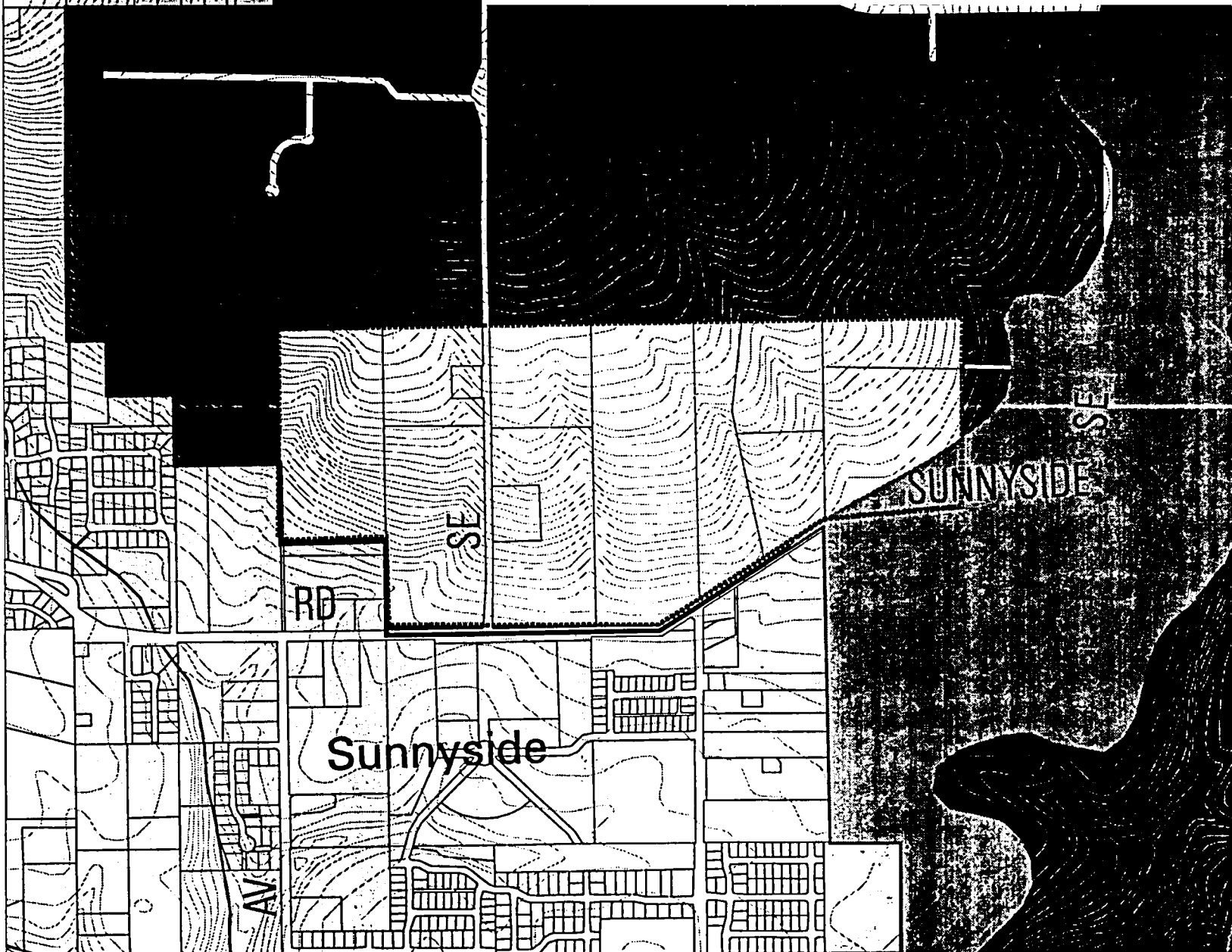
 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

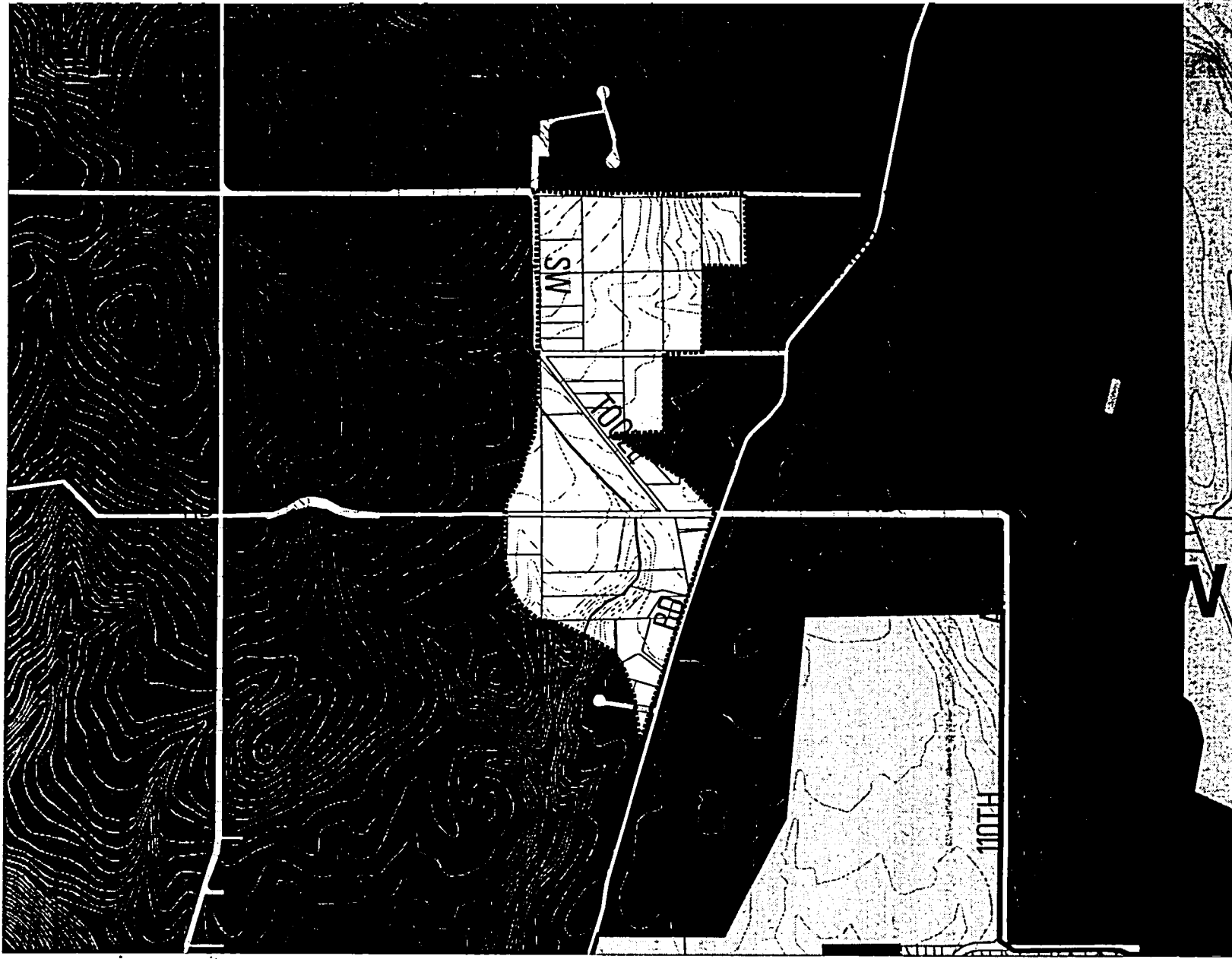
22

map	=	77
value	=	495
ugbrin	=	52
ugbmean	=	777.131
trans	=	8.154
condist	=	7.628
terrain	=	15.917
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	4
bestsoil	=	3
exacre	=	155.203
exland	=	3
efuacre	=	0.000
acres	=	157.11






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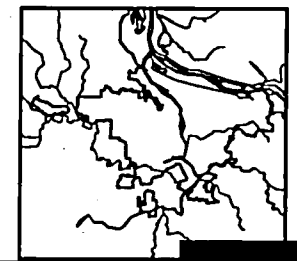


Citizen Proposed Modifications

Subtractions
map: 101

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	101
value	=	11
ugbrin	=	986
ugbmean	=	2461.849
trans	=	18.266
cendist	=	0.000
terrain	=	5.684
fldacre	=	0.000
ripacre	=	5.592
majorsoil	=	2
bestsoil	=	2
exacre	=	92.762
exdand	=	2
efuacre	=	19.509
acres	=	119.43



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Citizen Proposed Modifications

Subtractions
map: 102

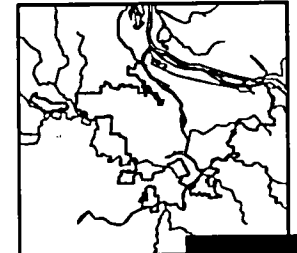
 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

13

map	=	102
value	=	12
ugbmin	=	52
ugbmean	=	915.646
trans	=	18.533
cendist	=	1.237
terrain	=	2.826
fldacre	=	62.193
ripacre	=	10.314
majorsoil	=	3
bestsoil	=	1
exacre	=	0.746
exland	=	3
efuacre	=	99.534
acres	=	100.19



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Citizen Proposed Modifications

Subtractions
map: 103

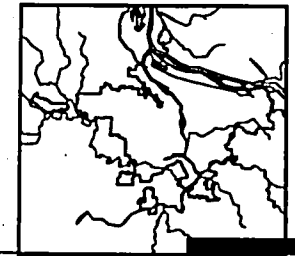
Urban Reserve Study Area

Urban Reserve Boundary

Urban Growth Boundary

11

map	=	103
value	=	13
ugbrin	=	52
ugbmean	=	329.155
trans	=	14.836
cendist	=	0.495
terrain	=	9.103
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	2
excre	=	44.921
exland	=	3
efuacre	=	1.678
acres	=	47.24



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Citizen Proposed Modifications

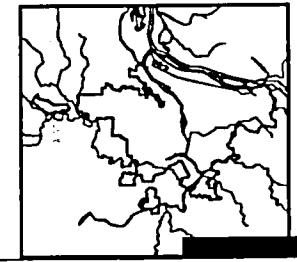
Subtractions
map: 104

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary
14

map	=	104
value	=	126
ugbmin	=	0
ugbmean	=	710.080
trans	=	17.124
cendist	=	1.190
terrain	=	2.945
fldacre	=	4.660
ripacre	=	3.666
majorsoil	=	2
bestsoil	=	1
exacre	=	0.000
exland	=	0
efuacre	=	176.452
acres	=	187.90



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Regional Land
Information System

Citizen Proposed Modifications

Subtractions
map: 105

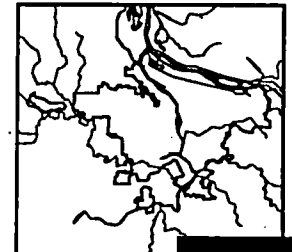
Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary

7

map	=	105
value	=	157
ugbrin	=	0
ugbmean	=	935.734
trans	=	1.000
cendist	=	5.000
terrain	=	7.833
fldacre	=	0.000
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	2
exacre	=	260.081
edand	=	2
efuacre	=	1.056
acres	=	282.38




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Citizen Proposed Modifications

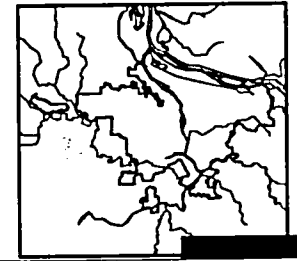
Subtractions
map: 106

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary
3

map	=	106
value	=	249
ugbmin	=	0
ugbmean	=	2050.625
trans	=	11.625
condist	=	7.203
terrain	=	8.242
fldacre	=	14.601
ripacre	=	13.855
majorsoil	=	3
bestsoil	=	2
exacre	=	2.175
exdand	=	2
efuacre	=	299.037
acres	=	316.83



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Citizen Proposed Modifications

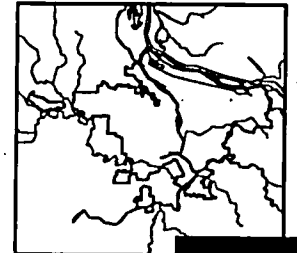
Subtractions
map: 107

Urban Reserve Study Area

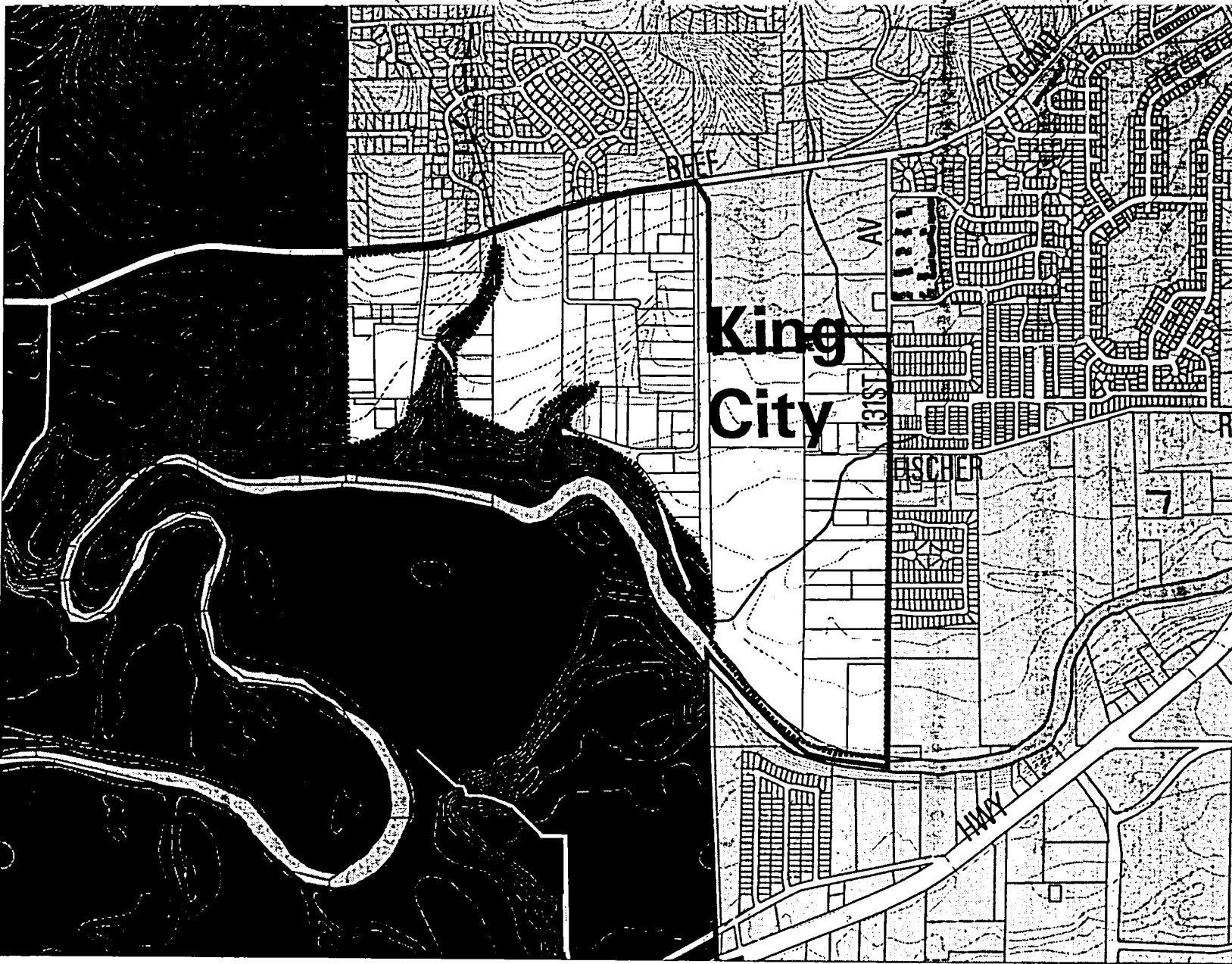
Additional Boundary

Urban Growth Boundary
9

map	=	107
value	=	264
ugbrmin	=	0
ugbmean	=	634.741
trans	=	9.292
cendist	=	7.957
terrain	=	4.949
fidacre	=	43.492
ripacre	=	10.127
majorsoil	=	2
bestsoil	=	2
exacre	=	249.767
exland	=	2
efuacre	=	0.000
acres	=	267.23






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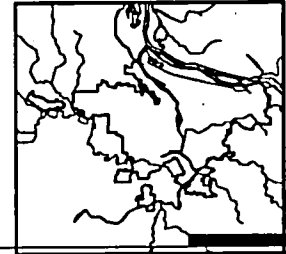


Citizen Proposed Modifications

Subtractions
map: 108

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	108
value	=	295
ugbmin	=	1250
ugbmean	=	1771.591
trans	=	18.300
cendist	=	4.000
terrain	=	2.549
fldacre	=	6.027
ripacre	=	0.000
majorsoil	=	2
bestsoil	=	1
exacre	=	0.000
exdand	=	0
efuacre	=	32.122
acres	=	32.15






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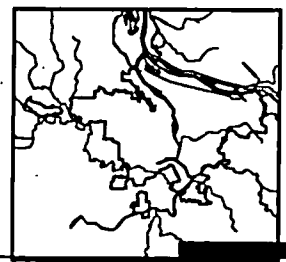


Citizen Proposed Modifications

Subtractions
map: 109

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	=	109
value	=	362
ugbmin	=	0
ugbmean	=	561.031
trans	=	15.623
cendist	=	3.198
terrain	=	4.148
fldacre	=	23.486
ripacre	=	0.000
majorsoil	=	3
bestsoil	=	1
exacre	=	1.056
edand	=	2
efuacre	=	64.057
acres	=	65.37






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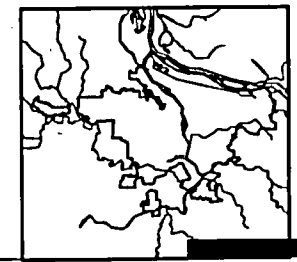


Citizen Proposed Modifications

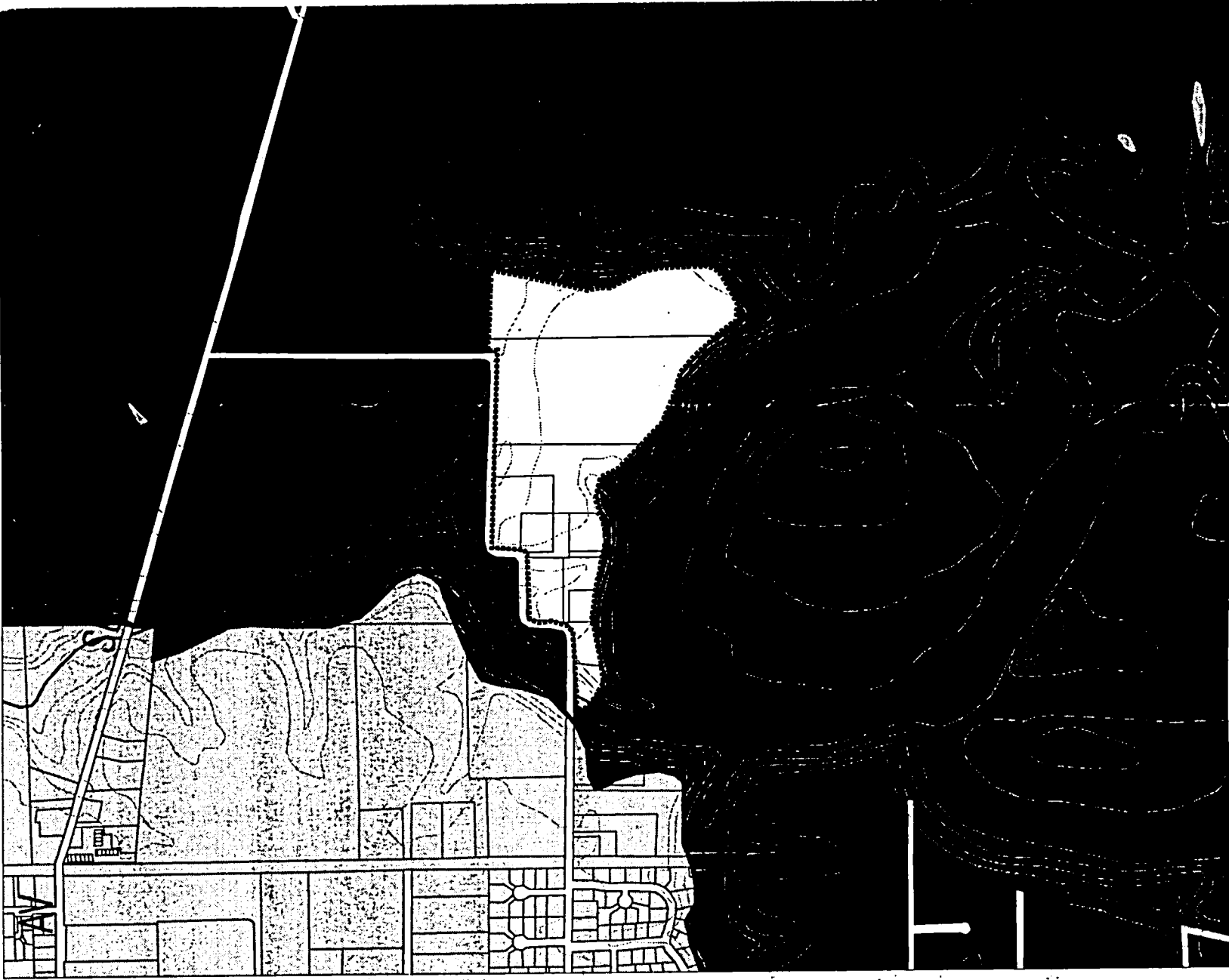
Subtractions
map: 110

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	-	110
value	-	388
ugbrin	-	116
ugbmean	-	1450.290
trans	-	16.647
cendist	-	5.000
terrain	-	2.138
fidacre	-	1.740
ripacre	-	0.186
majorsoil	-	2
bestsoil	-	2
exacre	-	11.184
edand	-	2
efuacre	-	35.912
acres	-	47.24






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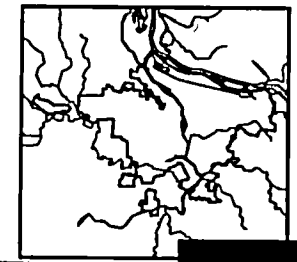


Citizen Proposed Modifications

Subtractions
map: 111

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary
2

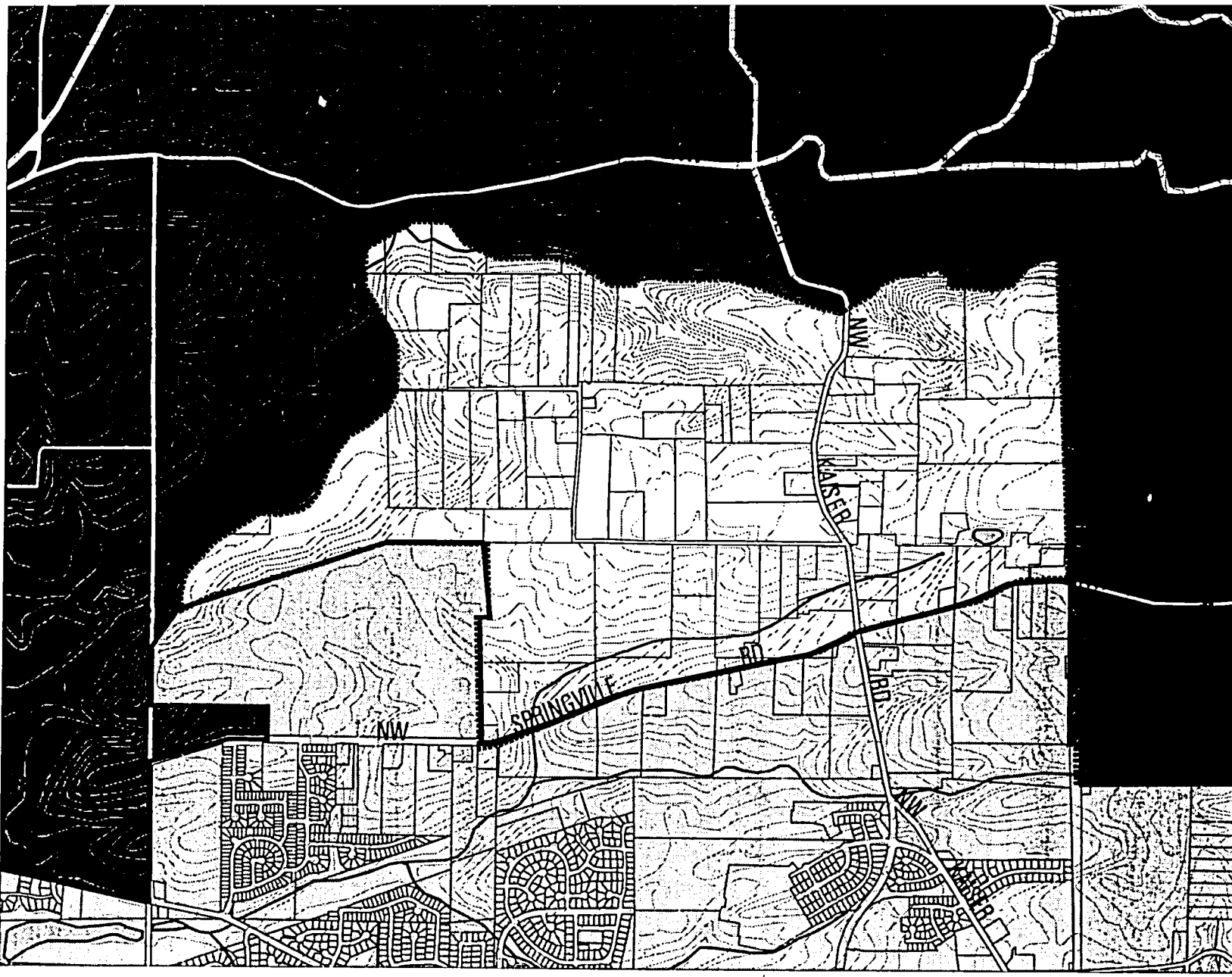
map	-	111
value	-	427
ugbrin	-	0
ugbmean	-	1668.741
trans	-	12.185
ceandist	-	6.306
terrain	-	7423
fldacre	-	66.356
ripacre	-	24.480
majorsoil	-	3
bestsoil	-	2
exacre	-	323.827
exland	-	3
efuacre	-	452.563
acres	-	794.25



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METRO

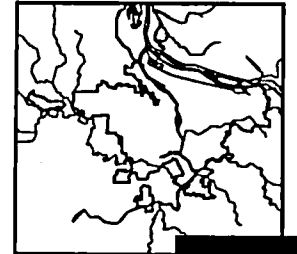


Citizen Proposed Modifications

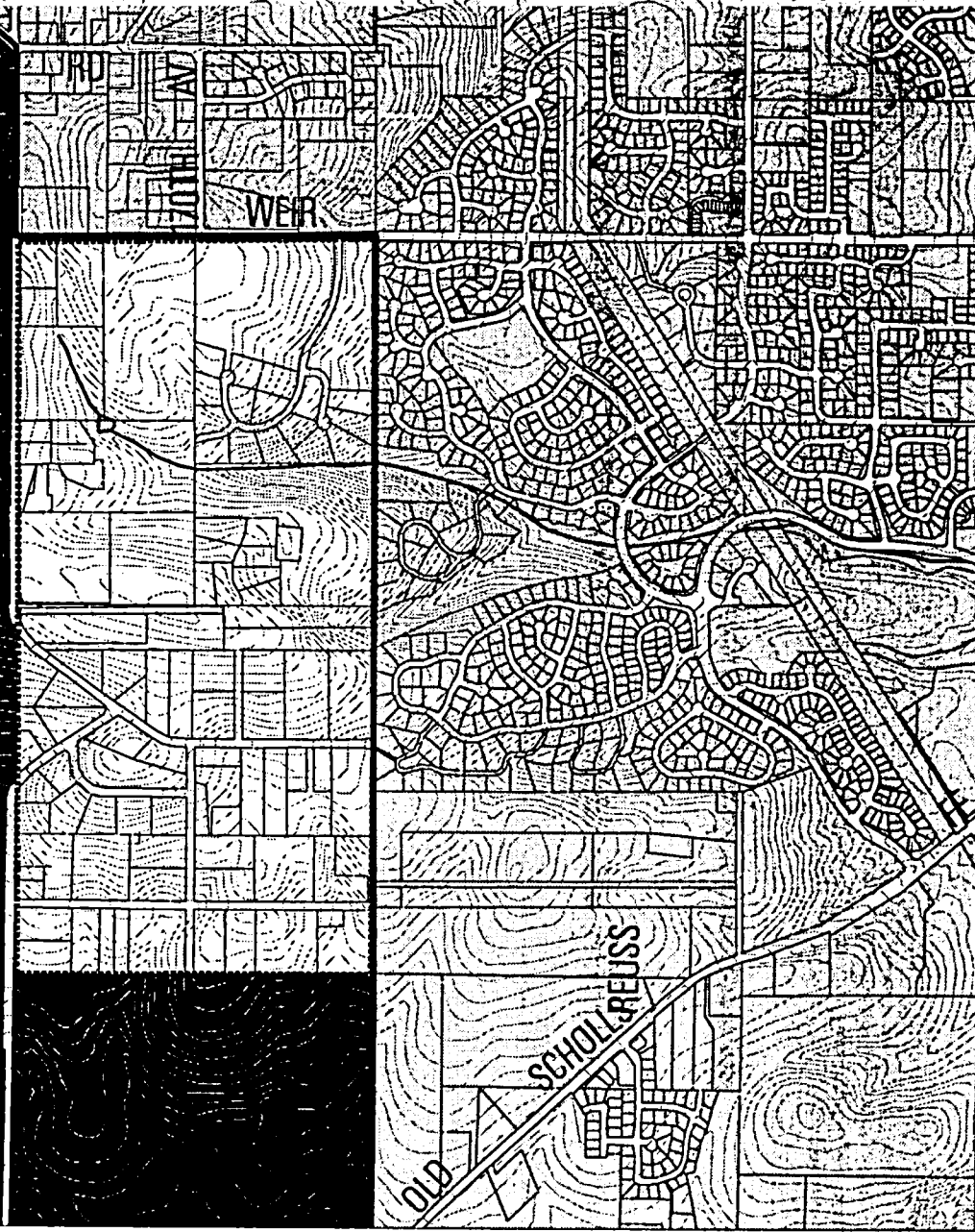
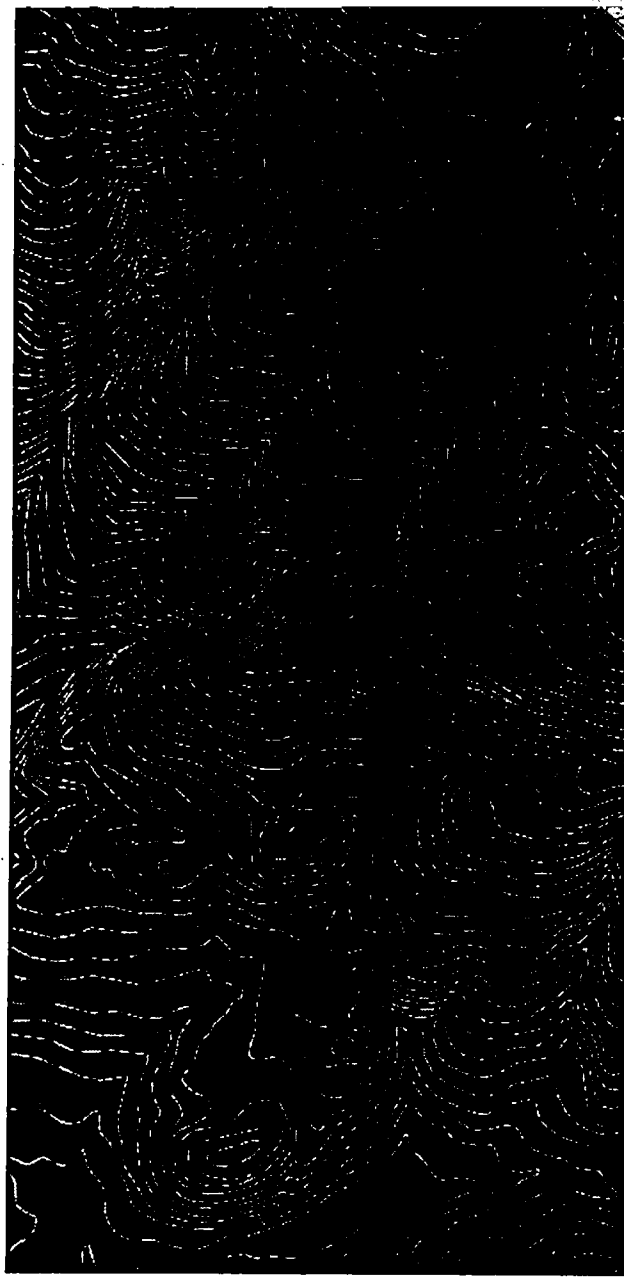
Subtractions
map: 113

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

map	-	113
value	-	510
ugbmin	-	0
ugbmean	-	1097.258
trans	-	8.018
condist	-	8.064
terrain	-	14.766
fldacre	-	0.000
ripacre	-	7.083
majorsoil	-	3
bestsoil	-	2
exacre	-	289.158
exland	-	2
efuacre	-	0.000
acres	-	306.15






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Councilor Kvistad's Modifications

number: 1

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Core & Boundary

number	- 1
value	- 1
sqfeet	- 32
sqmeters	- 4308.376
area	- 16.100
curbcut	- 3.611
curtain	- 2.549
drive	- 22.857
space	- 79.341
majorroad	- 2
border	- 1
source	- 44.921
inland	- 9
distance	- 1270.064
score	- 1337



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Councilor Kvistad's Modifications

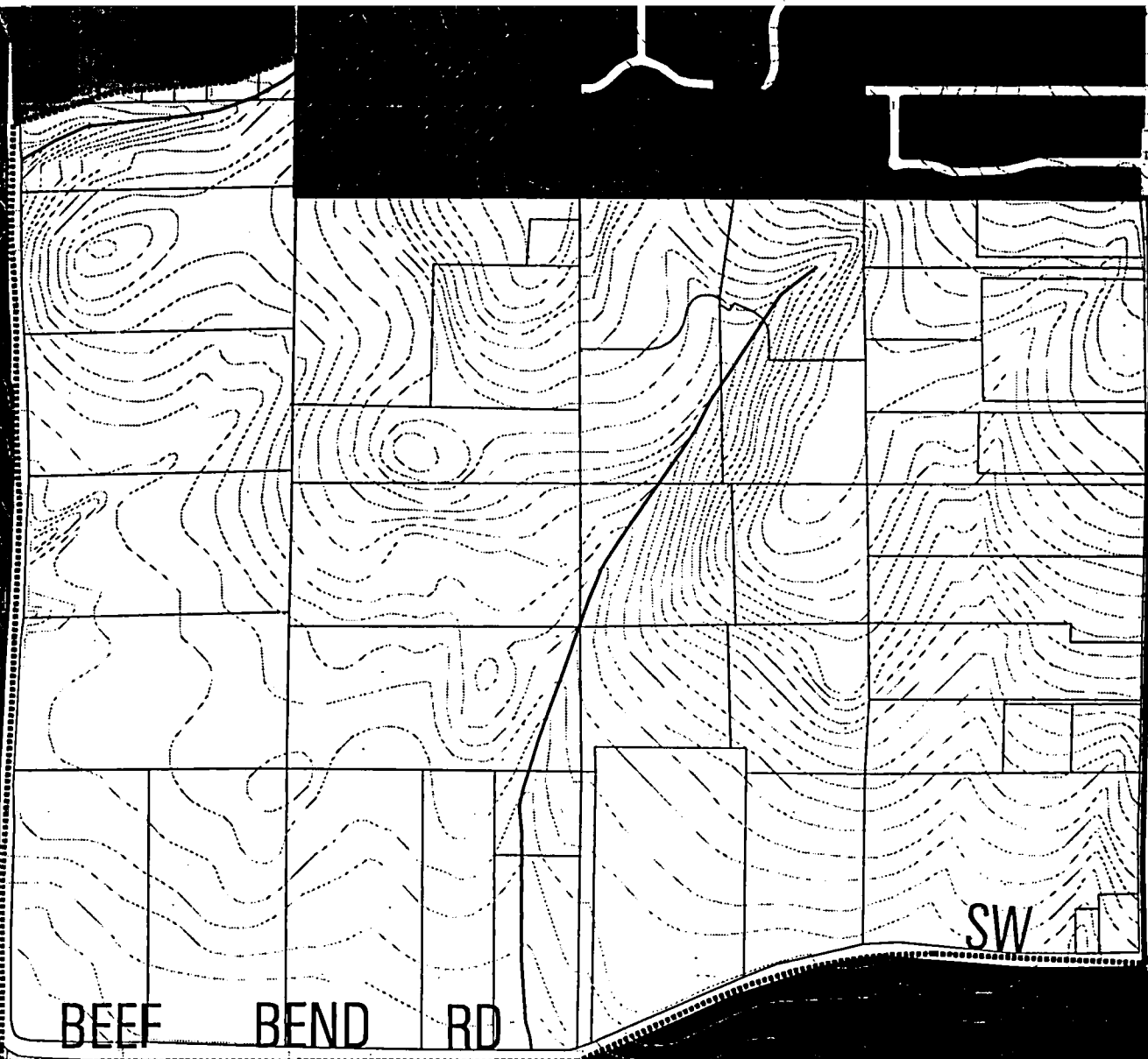
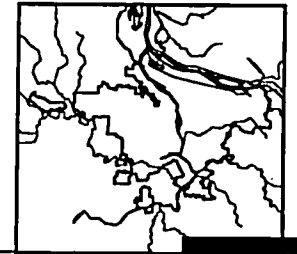
number: 2

Urban Reserve Study Area

Urban Boundary

Urban Growth Boundary
5

number	=	2
value	=	2
ugbrin	=	52
ugbmean	=	1557.368
trans	=	11.778
ceandist	=	4.376
terrain	=	9.257
fidacre	=	0.000
ripacre	=	14.042
majorsoil	=	2
bestsoil	=	2
exacre	=	219.820
exdand	=	3
efuacre	=	239.515
acres	=	472



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Councilor Kvistad's Modifications

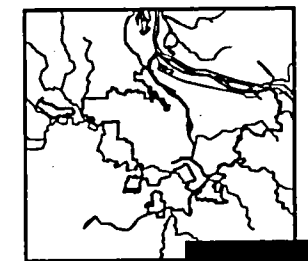
number: 3

Urban Reserve Study Area

Addition Boundary

Urban Growth Boundary

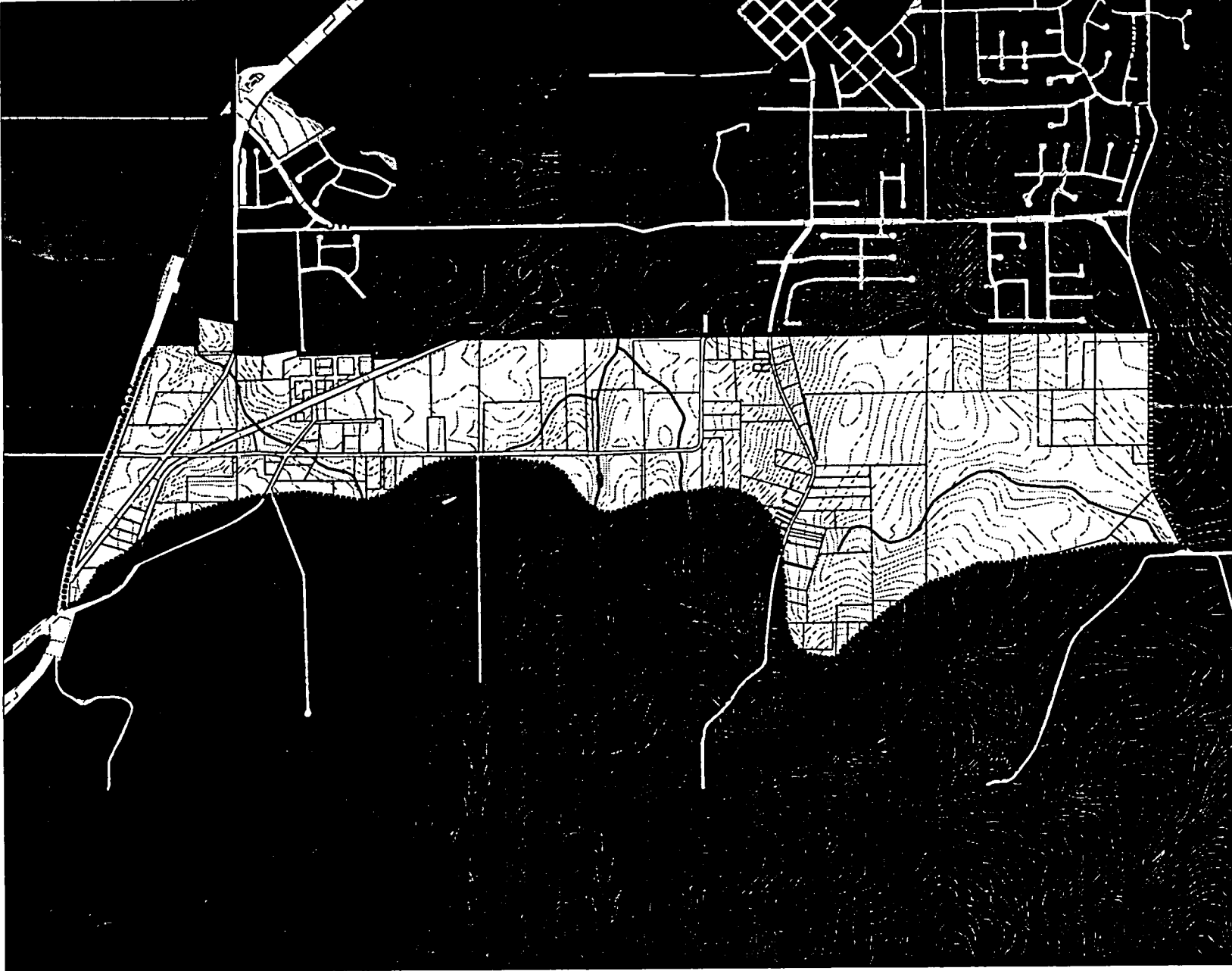
number	=	3
value	=	3
ugbmin	=	52
ugbmean	=	1250.653
trans	=	14.535
cendist	=	0.894
terrain	=	7.359
fldacre	=	55.297
ripacre	=	33.364
majorsoil	=	2
bestsoil	=	2
exacre	=	398.260
edand	=	3
efuacre	=	197.204
acres	=	631



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METRO



Councilor Kvistad's Modifications

number: 4

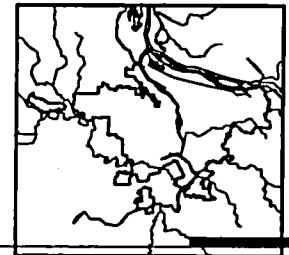
 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

10

number	-	4
value	-	4
ugbmin	-	52
ugbmean	-	1169.542
trans	-	16.374
cestdist	-	0.062
terrain	-	3.469
fldacre	-	73.066
ripacre	-	7.829
majorsoil	-	2
bestsoil	-	2
exacre	-	44.797
exdand	-	3
efuacre	-	75.054
acres	-	123






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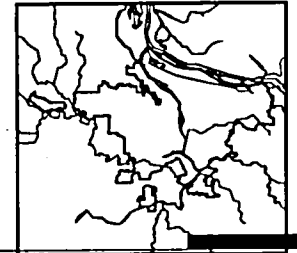


Councilor Kvistad's Modifications

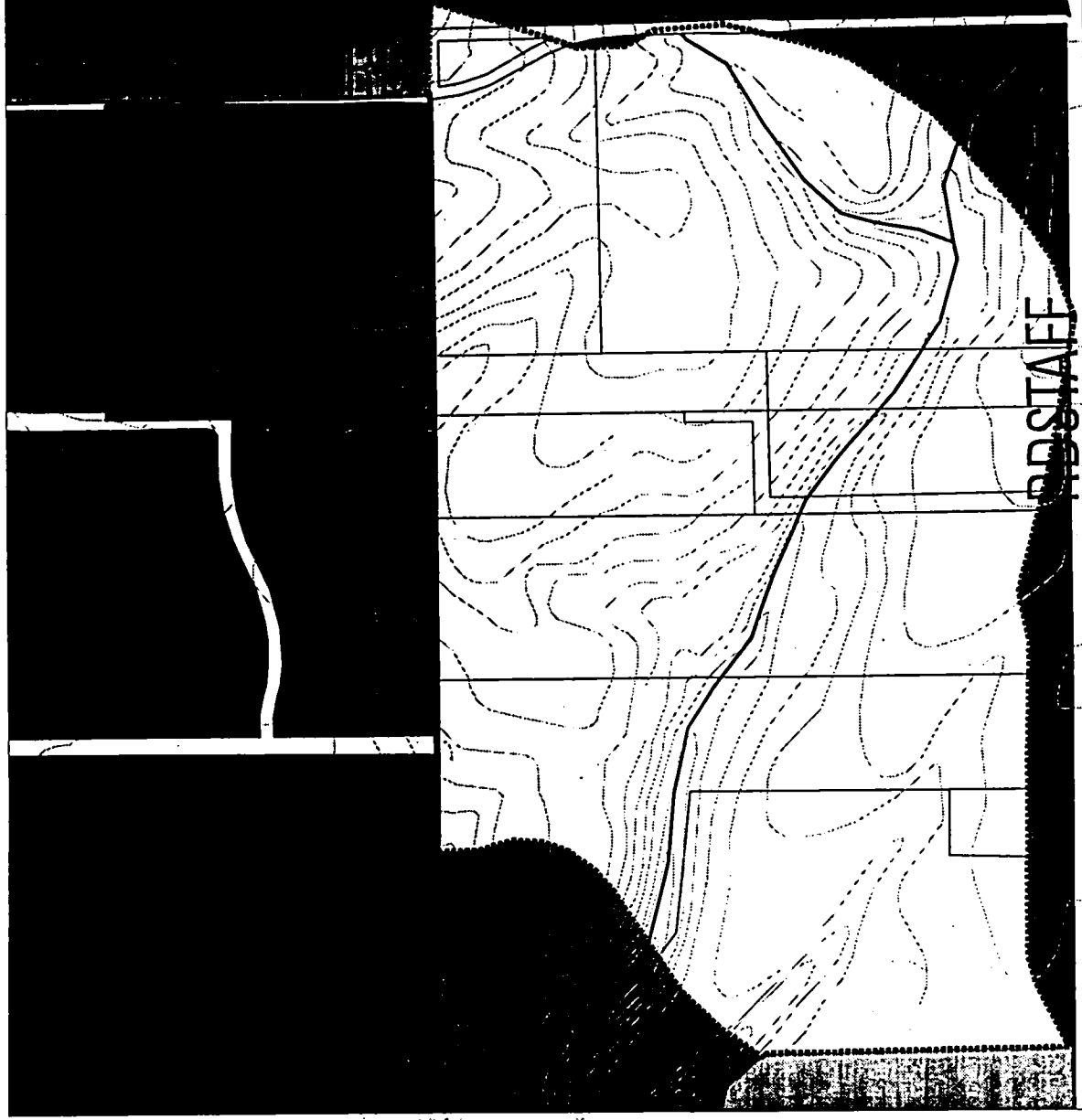
number: 5

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

number	-	5
value	-	5
ugbmin	-	52
ugbmean	-	1289.585
trans	-	14.654
cendist	-	0.273
terrain	-	6.642
fldacre	-	0.000
ripacre	-	12.240
majorsoil	-	2
bestsoil	-	2
exacre	-	0.000
exland	-	0
efuacre	-	210.749
acres	-	211



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Councilor Kvistad's Modifications

number: 6

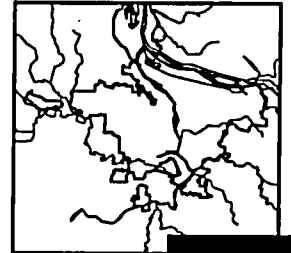
 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

6

number	=	6
value	=	6
ugbmin	=	0
ugbmean	=	2669.372
trans	=	11.573
ceandist	=	5.195
terrain	=	12.124
fldacre	=	141.970
ripacre	=	220.317
majorsoil	=	2
bestsoil	=	2
exacre	=	2149.798
exdand	=	3
efuacre	=	1136.502
acres	=	3531



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Councilor Kvistad's Modifications

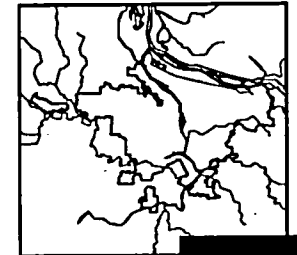
number: 7

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

number	-	7
value	-	7
ugbrin	-	52
ugbmean	-	1649.563
trans	-	11.750
ceandist	-	7.390
terrain	-	11.669
fldacre	-	246.536
ripacre	-	78.844
majorsoil	-	2
bestsoil	-	2
exacre	-	688.599
exdand	-	3
efuacre	-	119.167
acres	-	877






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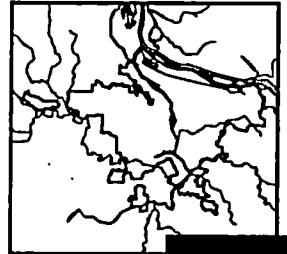
METRO

Councilor Kvistad's Modifications

number: 8

-  Urban Reserve Study Area
-  Addition Boundary
-  Urban Growth Boundary

number	-	8
value	-	8
ugbmin	-	2556
ugbmean	-	7779.177
trans	-	15.988
ceandist	-	1.862
terrain	-	5.253
fldacre	-	39.515
ripacre	-	52.749
majorsoil	-	2
bestsoil	-	2
exacre	-	1875.241
exland	-	3
efuacre	-	0.186
acres	-	1946



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Regional Land
Information System

Councilor Kvistad's Modifications

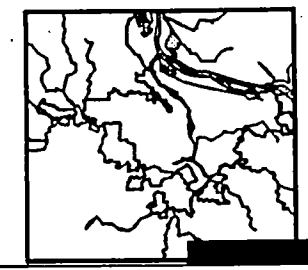
number: 9

 Urban Reserve Study Area

 Addition Boundary

 Urban Growth Boundary

number	-	9
value	-	9
ugbrin	-	52
ugbmean	-	4083.951
trans	-	17.267
cendist	-	2.939
terrain	-	5.020
fldacre	-	0.000
ripacre	-	0.000
majorsoil	-	3
bestsoil	-	3
exacre	-	645.418
exland	-	3
efuacre	-	346.816
acres	-	1124



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Summary of Proposed Urban Reserve Study Areas - Additions

Site Number ¹	Proponent ²	Page Number ³	Acres ⁴	Factor 3 ⁵		Factor 4 ⁶	Factor 5 ⁷			Factor 6 ⁸		Factor 7 ⁹	Separation of Communities ¹⁰	Job/Housing Balance ¹¹
				Proximity to UGB factor ¹² (in feet) a = adjacent n = not	Access to Arterials ¹³ (1= worst access, 20 = best)	Proximity to Urban Centers ¹⁴ (12 is best for urban)	Terrain ¹⁵ (flatter is better for urban)	Floodplain ¹⁶ (acres)	Wetlands & Riparian ¹⁷ (acres)	Soil Classification/EFU Zoning ¹⁸ (acres)	Exception Land ¹⁹ (acres)	Existence of natural feature(s) for boundary ²⁰		
39	City of Wilsonville	9	34	a - 531	14	0	10%	0	2	2 - 12	22			+ .62
40	City of Wilsonville	9	31	a - 390	10	2	17%	0	0	6,2 - .4	31			+ .62
41	Hill	18	24	a - 599	17	3	5%	0	0	3,2 - 24	0			- .5
42	Graham/Stanley	57, 369	18	a - 417	5	5	11%	0	0	4,2 - 0	18			- .9
43	Oberhelman	59	3	a - 390	19	4	1%	0	.4	2 - 3	0			- .15
44	Peng	80	3	a - 418	19	4	1%	0	.4	2 - 3	0			- .15
45	Segel	83	44	n - 4,186	18	4	2%	.4	0	2 - 44	0		N	- .15
46	Balodis	85	9	a - 673	13	6	12%	0	0	3,2 - 0	9	1		- .86
47	Van-Domelen	117	79	n - 3,406	16	5	1%	7	2	2 - 79	0		N	- .28
48	City of Cornelius	129	65	a - 562	16	3	4%	23	0	3,1 - 64	1			- .51
49	City of Cornelius	130	241	a - 1,209	2	5	2%	78	7	2 - 239	0	2		- .51

Summary of Proposed Urban Reserve Study Areas - Additions

Site Number ¹	Proponent ²	Page Number ³	Acres ⁴	Factor 3 ⁵		Factor 4 ⁶	Factor 5 ⁷			Factor 6 ⁸		Factor 7 ⁹	Separation of Communities ¹⁰	Job/Housing Balance ¹¹
				Proximity to UGB factor ¹² (in feet) a = adjacent n = not	Access to Arterials ¹³ (1= worst access, 20 = best)	Proximity to Urban Centers ¹⁴ (12 is best for urban)	Terrain ¹⁵ (flatter is better for urban)	Floodplain ¹⁶ (acres)	Wetlands & Riparian ¹⁷ (acres)	Soil Classification/EFU Zoning ¹⁸ (acres)	Exception Land ¹⁹ (acres)	Existence of natural feature(s) for boundary ²⁰		0=balance -1=housing rich +1=jobs rich ²¹
50	Brock	137	1,132	a - 2,971	10	6	11%	21	61	3,2 - 1,078	17			-0.76
51	Grossen	141	47	n - 5,214	10	3	5%	13	4	3,2 - 47	0			-0.41
52	Oregon Glass	149	4	a - 147	17	0	4%	0	0	2 - 0	4			+0.62
53	CDA	154	170	a - 1,041	10	5	17%	0	0	3 - 150	15			-0.18
54	Martin/Dalenberg	196	20	n - 14,686	15	1	2%	0	0	4,2 - 20	0			-1.06
55	Haertl	200, 459	722	a - 3,109	11	0	11%	14	36	2 - 431	275	2	N	-0.5
56	Leu	220, 274	38	n - 6,036	14	2	7%	6	0	3,2 - 38	0			-0.41
57	Emmert Internat.l	243	575	n - 6,442	16	2	4%	108	41	2 - 360	202			-1.00
58	Dyches	245	47	a - 552	17	1	7%	3	0	2,1 - 47	0	1		+0.62
59	Builders Group Realty	246	62	a - 1,331	16	2	7%	0	0	2 - 62	0			-0.5
60	Riechen	270	.23	n - 4,810	19	2	4%	2	0	3,2 - 23	0			-0.41

Summary of Proposed Urban Reserve Study Areas - Additions

Site Number ¹	Proponent ²	Page Number ³	Acres ⁴	Factor 3 ⁵		Factor 4 ⁶	Factor 5 ⁷			Factor 6 ⁹		Factor 7 ⁹	Separation of Communities ¹⁰	Job/Housing Balance ¹¹
				Proximity to UGB factor ¹² (in feet) a = adjacent n = not	Access to Arterials ¹³ (1= worst access, 20 = best)	Proximity to Urban Centers ¹⁴ (12 is best for urban)	Terrain ¹⁵ (flatter is better for urban)	Floodplain ¹⁶ (acres)	Wetlands & Riparian ¹⁷ (acres)	Soil Classification/EFU Zoning ¹⁸ (acres)	Exception Land ¹⁹ (acres)	Existence of natural feature(s) for boundary ²⁰		
61	Collier	280	16	n - 6,088	18	2	7%	0	0	3 - 16	0			-41
62	Sorbets	282	26	a - 634	18	2	3%	0	0	2 - 26	0			+62
63	Brush	284	10	a - 251	18	5	8%	1	0	4,2 - 10	0			-50
64	Hanauer	287	183	a - 2,184	17	4	3%	16	11	2 - 168	15			-52
65	Wilkinson	388	236	n - 3,030	19	4	1%	29	0	2,1 - 175	56	2		-51
66	Smith	421	48	n - 2,731	15	2	3%	8	2	2,1 - 48	0			-41
67	Sandring	428	76	n - 1,426	18	4	3%	13	4	2,1 - 75	0			-15
68	Nordquist	431	14	a - 285	1	10	26%	0	0	4 - 0	14			-1.00
69	Hartford/ Bobosky	434	11	n - 1,506	19	0	2%	8	1	3,2 - 11	0			+62
70	Lewis	442	35	a - 595	19	4	0%	0	3	2 - 7	27			-15
71	Oberhelmen	441	17	a - 436	19	5	1%	0	2	2 - 17	0			-15

Summary of Proposed Urban Reserve Study Areas - Subtractions

Site Number ¹	Proponent ²	Page Number ³	Acres ⁴	Factor 3 ⁵		Factor 4 ⁶	Factor 5 ⁷			Factor 6 ⁸		Factor 7 ⁹	Separation of Communities ¹⁰	Job/Housing Balance ¹¹
				Proximity to UGB factor ¹² (in feet) a = adjacent	Access to Arterials ¹³ (1= worst access, 20 = best)	Proximity to Urban Centers ¹⁴ (12 is best for urban)	Terrain ¹⁵ (flatter is better for urban)	Floodplain ¹⁶ (acres)	Wetlands & Riparian ¹⁷ (acres)	Soil Classification/EFU Zoning ¹⁸ (acres)	Exception Land ¹⁹ (acres)	Existence of natural feature(s) for boundary ²⁰		
101	City of Wilsonville	9	119	n - 2,462	18	0	6%	0	6	2 - 20	93	2	N/A	+62
102	City of Wilsonville	9	100	a - 916	19	1	3%	62	10	3,1 - 100	1	1		+62
103	City of Wilsonville	9	47	a - 329	15	1	9%	0	0	2,2 - 2	45	2		+62
104	City of Wilsonville	126	188	a - 710	17	1	3%	5	4	2,1 - 176	0			+62
105	Hill	157	282	a - 936	1	5	8%	0	0	3,2 - 1	260			-90
106	Old Germantown Neighborhood	249, 326, 338, 341	317	a - 2,051	12	7	8%	15	14	3,2 - 299	2	2		-84
107	Meyer	264	267	a - 635	9	8	5%	43	10	2 - 0	250			-86
108	Taghon	295	32	n - 1,771	18	4	3%	6	0	2,1 - 32	0			-51
109	Van Dyke	362, 309	65	a - 561	16	3	4%	23	0	3,1 - 64	1			-51
110	Wilkinson	388	47	n - 1,450	17	5	2%	2	.2	2,2 - 36	11			-51

Summary of Proposed Urban Reserve Study Areas - Councilor Kvistad

Site Number ¹	Proponent ²	Page Number ³	Acres ⁴	Factor 3 ⁵		Factor 4 ⁶	Factor 5 ⁷			Factor 6 ⁸		Factor 7 ⁹	Separation of Communities ¹⁰	Job/Housing Balance ¹¹
				Proximity to UGB factor ¹² (in feet) a = adjacent	Access to Arterials ¹³ (1= worst access, 20 = best)	Proximity to Urban Centers ¹⁴ (12 is best for urban)	Terrain ¹⁵ (flatter is better for urban)	Floodplain ¹⁶ (acres)	Wetlands & Riparian ¹⁷ (acres)	Soil Classification/EFU Zoning ¹⁸ (acres)	Exception Land ¹⁹ (acres)	Existence of natural feature(s) for boundary ²⁰		
K1	Kvistad		1,338	a-4,383	16	4	3%	129	79	2,1 - 1,270	45			-30
K2	Kvistad		472	a-1,557	12	4	9%	0	14	2 - 240	220			-1.08
K3	Kvistad		632	a-1,251	15	1	7%	55	33	2 - 197	398			-50
K4	Kvistad		123	a-1,170	16	.1	3%	73	8	2 - 75	45			+62
K5	Kvistad		212	a-1,290	15	.3	7%	0	12	2 - 211	0			+62
K6	Kvistad		3,530	a-2,669	12	5	12%	142	220	2 - 1,137	2,150			-54
K7	Kvistad		876	a-1,650	12	7	12%	247	79	2 - 119	689			-08
K8	Kvistad		1,947	a-7,779	16	2	5%	40	53	2 - .2	1,875			-48
K9	Kvistad		1,049	a-4,084	17	3	5%	0	0	3 - 347	645			-18
Sub-Total			10,179											
K10	Kvistad		4,777	n - 11,292	12	3	7%	0	3	3,2 - 2,427	2,145			

1. Number assigned by Metro to distinguish different proposals. Numbers 1-38 are assigned to existing urban reserve study areas. See map "Urban Reserve Study Areas: Modifications proposed by Citizen Input" for geographic location of sites proposed in public testimony before the Growth Management Committee during October, 1995
2. Name of person or organization asking for a change to existing urban reserve study area boundary - either an addition or deletion. Where multiple persons have requested a change, the first person signing written testimony is listed.
3. Reference number of consecutively paged testimony.
4. Size of area proposed for change. Generally, the source is county assessor records, unless otherwise noted.
5. Factor 3 of State Planning Goal 14, Urbanization. Factor 3 is "Orderly and economic provision of public facilities and services." Cited because the state's Urban Reserve Rule references factors 3-7 of state Goal 14 as criteria for determining urban reserve areas.
6. Factor 4 is "Maximum efficiency of land uses within and on the fringe of the existing urban area."
7. Factor 5 is "Environmental, energy, economic and social consequences."
8. Factor 6 is "Retention of agricultural land as defined, with Class I being the highest priority for retention and Class IV being the lowest priority."
9. Factor 7 is "Compatibility of the proposed urban uses with nearby agricultural activities."
10. The Metro Regional Urban Growth Goals and Objectives encourage the separation of communities (such as that which now exists between Cornelius and Hillsboro, Tualatin and Wilsonville) as one means to support a sense of community and provide breaks in the urban area. "N" indicates it deters from a separation of communities, by adding land between currently separated urban areas. Not considered for subtractions.
11. A balance of jobs and housing on a subregional basis is one way to reduce vehicle miles traveled in the region and is called for the Metro's Regional Urban Growth Goals and Objectives.
12. Proximity to the Urban Growth Boundary is proposed as a measure of orderly and economic provision of public facilities because, everything else equal, less expansion of services is needed if areas adjacent to the existing boundary are served rather than skipping over properties. Provision of sewer, water, police and fire, for example, all are more orderly and economic if provided in this fashion. Distance is calculated as the average interval from the centroid, or geographic center of the parcel or parcels proposed to the existing urban growth boundary.

13. Access to Arterials is also included as a Factor 3 consideration because these roads, public facilities, provide accessibility (via car, bus, bike or by walking) for the public. All measurements used for assessing factors 3-7 were approved by the Growth Management Committee of the Metro Council on October 31, 1995. Access to Arterials is based on the distance of land from existing arterials, avoiding steep terrain or new crossings of streams or floodplains.
14. Maximum efficiency of land uses is a goal that the Metro 2040 Growth Concept seeks through a compact urban form throughout the 234,000 acres of the Metro urban growth boundary. Measurement of this factor is by the proximity to urban centers (regional and town centers) to illustrate the proximity (or distance) to some of the most compact portions of the urban area.
15. Terrain was used as a consideration for the following reasons: a) steep lands are hard to provide transit service and accordingly, are not suitable for higher density residential uses dependent on transit service; b) fire fighters have indicated that fire protection is much more difficult to provide because of difficulties with fire trucks negotiating steep roads; c) water providers have stated that water service is much more expensive to provide to higher elevations; d) very low density residential uses with mature landscaping can provide substantial visual open space to lowlands, promoting a sense of community and separation of communities. Slope grades were calculated from USGS datum, varying contour intervals. For considering possible urban reserve areas, all other factors the same, the flatter the area (closer to 0% slope), the better.
16. Floodplain source is the Federal Emergency Management Administration. Recent data from earthquake hazard mapping shows a correlation between floodplains and higher hazards from earthquakes because of the prevalence of soils prone to liquefaction in flood prone areas.
17. Source is National Wetland Inventory.
18. Data are from the Soil Conservation Service, US Department of Agriculture, combined with parcel size, to display the largest parcels with the best soils in comparison with the smallest parcels with less productive soils. Only soils in classes 1- 4 (1 the highest agricultural capability, 2-4 lesser suitability, although still highly productive soils) are considered. Notation is most common soil, best soil (if different) - number of acres of EFU.
19. "Exception lands" are those lands outside the present urban growth boundary which have been excepted from protection as farm or forest resource lands. Categories are: a) exception lands with parcels smaller than 1 acre, b) exception lands with parcels between 1 and 4.99 acres, and c) exception lands with parcels 5 acres or larger. Areas of exception lands with the largest parcels are considered easier to urbanize than those with parcel sizes less than 1 acre, if all other factors are the same.
20. Natural features such as watercourses, a change in terrain or other similar features provide a wider separation between urban uses and farm or forest uses. Property lines or roads are less desirable as buffers between these uses although they may be the only suitable boundaries in some cases. Existence of natural feature: 1 indicates a river, floodplain, ridge or other landscape feature that provides a natural boundary for any potential urbanization. 2 indicates it is bounded by roadways. If left blank, only property lines serve as the boundary.
21. Jobs/housing balance is the number of jobs per household by a defined geographic area in the region. In this case the geographic areas were the 2040 defined Town Center market areas (35 distinct coverages comprising the urban area). The current average for the region is 1.66 jobs per household; in 2040 it is estimated to drop to 1.33 jobs per household. This average is considered balanced and was indexed to equal zero. Everything above or below zero is then a higher or lower jobs per household than "balanced," describing that market area. The estimated values in the region for 2040 range from 3.77 to -1.06. A positive number is jobs rich; a negative number is households rich.

This testimony is given by Debra Stevens, representing the Damascus Community Association (CPO).

Political decisions were made under the old Metro councilors when some exception lands were permitted to "opt out" of being included in Metro's Urban Reserve Study. An area should not be excluded from study because of the socio-economical clout of the surrounding communities which is what the communities of Lake Oswego and West Linn are trying to accomplish with the Stafford Basin, even though residents within the Stafford triangle want to be included in the UR study. These surrounding communities of Lake Oswego and West Linn are concerned about Stafford Basin being included in the Urban Reserve Study, claiming unaffordable costs. However, if the costs of growth are as outlandish as they claim, wouldn't the study indicate that? Isn't that what the study is for?

We meet the same criteria as that listed in the Stafford Resolution and if the 1993 Resolution was good enough to remove Stafford from your study, then in the interests of fairness, all of Damascus should be removed as well.

Damascus has been studied. An independent engineering firm employed by you has found that sewer and water costs in the Damascus area are incredibly expensive. Recent articles in the *Oregonian* quote local school superintendents as concerned about being able to service the increase in students. They are working on putting bond measures before the community to build schools. The property owners in Damascus are currently paying on three educational bonds - one for Mt. Hood Community College, one for Damascus Grade Schools, and one for the Gresham/Barlow district. It is not likely that a fourth one would pass.

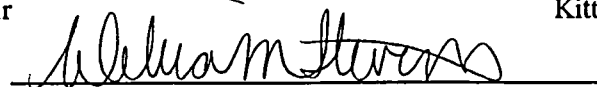
The majority of Damascus residents could not afford the taxes that would occur on their land if rezoning took place. How would residents be protected from being taxed off their land?

Your proposal puts over 50% of the expected growth for the whole region in our community. You are not asking for a mild modification of lot size or life style. Your plan would completely change the face of Damascus as we know it. The RUGGOS you recently adopted, call for growth that is difficult to imagine and completely alien to rural Damascus. You are planning for 40 people who are living in 11 to 14 houses per acre. This area has no roads that would support that kind of growth and no money to build or improve roads, given the recent failure of Clackamas County Gas Tax. We have no industries and no hope of any future ones to supply the needed jobs. You need to consider areas that are close to roads and freeways and hence to employment opportunities. For example, you need to consider studying the Stafford Basin. Developing Damascus will violate the Transportation Planning rule which calls for a decrease in automobile miles traveled.

And finally, the Damascus Community Association has always supported maintaining the Urban Growth Boundary. PSU's growth projections for Oregon used by you to project growth in this region are off. This is according to a recent press release from PSU which stated Oregon is not growing as quickly as previously thought. Will Metro downsize its projections accordingly? And could these new projections support maintaining the current Urban Growth Boundary?


Jody Bruch, DCA Chair


Kitty Schilz, DCA Newspaper Editor


Debra Stevens, DCA Secretary

TESTIMONY--URBAN GROWTH BOUNDARY

I strongly believe that the Urban Growth Boundary should not be expanded. Imagine that you owned only one pair of pants, and they could not be let out. That would force you to maintain healthy eating and exercise habits, wouldn't it?

Similarly, a firm Urban Growth Boundary enforces healthy building habits. It forces developers to utilize underdeveloped urban areas such as the River District, North Portland, and outer Southeast. It forces them to utilize existing infrastructure such as public transportation, shopping and schools. It encourages businesses to locate within the city limits, discouraging the urban flight that has damaged so many other cities.

Expanding the urban growth boundary, even a little bit, sends a message to developers that they will be allowed to continue their wasteful and destructive habits. At the Multnomah/Washington County border growth WITHIN the boundary is straining existing resources to the breaking point.

It is not the responsibility of Metro to protect real estate interests. These businesspeople are quite capable of looking after themselves. Rather, it is Metro's responsibility to protect the long-term quality of life for all its residents. Portland's quality of life is as high as it is because of its courageous and far-sighted land use laws. I voted for Mike Burton because he pledged to support those laws. I will not stand by and let him back down now.

Submitted by: Wendy Gordon
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11/695-05

PEGGY LYNCH *pl*

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November 10, 1995

To: Councilor Ruth McFarland, Presiding Officer, and
 Members of the Metro Council
 fax: 797-1793 - 2 pages

FAXED
 10:40A

cc: MPAC Members
 c/o Paulette Allen
 fax: 797-1911

Re: RUGGOS - Draft Dated November 1, 1995, and Proposed Map Additions

Thank you for your continuing patience as you review this most important document. This memo is to assure that you have written follow-up from yesterday's testimony on issues not covered by my November 8th memo. The additional items I brought before you include:

- 4) Lines 974-989: The first sentence "In weighing...." serves to remind the Metro Council that the needs of consumers should be considered in decision-making. The list of assumed values, needs and desires has no basis in fact and may not be correct, all-inclusive and, in fact, may be exclusive of only part of Metro's consumers values, needs and desires. Therefore, I respectfully request that you delete the second sentence starting w/Line 975 through Line 989.
- 5) Regarding proposed addition at Line 1110, new Section 22.3.5 concerning urban reserves: I respectfully request that you change the phrase "at any time" when referring to when you would spend public dollars studying potential urban reserve areas. The phrase leads to uncertainty among all parties. Also, I'm certain that, in reality, you would set yourselves certain criteria for making such a decision; therefore, please add such criteria to this section if you feel such a section adds value to the RUGGOS document.
- 6) Regarding the urban reserve study areas proposed by Councilor Kvistad to be added in east Washington County: Besides being prime farm land, such expansion within the Beaverton School District boundary (and, I suspect Hillsboro would have the same difficulty) would cause great hardship in accommodating such expansive new growth.

Without considering new 2040 densities, the District is considering going before its voters to address capacity needs through the year 2000 at the March 1996 election. Said measure could be up to \$139 million-- including monies for 2 elementary schools and 25 classroom additions to existing schools, a middle school and yet another high school, as well as monies for land. (The District currently only has one elementary and one high school site left in its land bank!)

After the District receives adjusted figures from Metro on the effect of the proposed implementation measures, the District will need to review

and update capacity needs beyond those listed above. The District's Long Range Facilities Committee has asked the District to join the region in becoming more innovative about how it houses schoolchildren--including reviewing assumed site size needs and maximizing current facilities--but adding such a significant amount of land for urbanization within the District at this time would be a major burden on its taxpayers. Allow us to become successful in addressing the many light rail communities, our regional center, many town centers, corridors and main streets before adding additional urban land to the District. (I remind you that there are already some parcels of land in your current urban reserve study areas that will affect the District.)