

REGIONAL POLICY ADVISORY COMMITTEE

MEETING ANNOUNCEMENT

**WEDNESDAY, JULY 8, 1992
5:00 PM - 6:30 PM, ROOM 440, METRO CENTER**

AGENDA:

- I. APPROVAL OF MINUTES OF MEETING OF JUNE 10, 1992 (MATERIALS ATTACHED)**
- II. COMMUNICATIONS FROM THE PUBLIC**
- III. PLANNING PROJECTS REPORT (MATERIALS ATTACHED)**
- IV. DLCD URBAN GROWTH MANAGEMENT PROJECT (ACTION REQUESTED - MATERIALS ATTACHED)**
- V. OTHER**

**All parking places are available for public use at 5:00 pm.
Please let us know if you cannot make it.
Thanks!!!**

Regional Policy Advisory Committee
Meeting Summary
June 10, 1992

RPAC was convened by Chairman Gardner at 5:05 p.m., Wednesday, June 10, 1992.

Members in attendance included: Committee Chairman Jim Gardner, Pauline Anderson, Jerry Arnold, Dick Benner, Sharon Cohen, Larry Cole, Chris Foster, Gretchen Kafoury, Richard Kidd, Robert Liddell, Ed Lindquist, Peggie Lynch, Susan McLain, Gussie McRobert, Linda Peters, Alice Schlenker, Bruce Thompson and Jim Zehren.

Others in attendance: Ed Washington, Jeff Condit, Andy Cotugno, Brent Curtis, Pat Lee, David Auscherman, Ethan Seltzer, Alf Siddall, Robert Stacey, Norm Scott, Larry Shaw and Mark Turpel.

I. Chairman Gardner asked if there were any changes to the minutes of the May 13 meeting. Hearing none, the minutes were unanimously approved as submitted.

II. Chairman Gardner asked for communications from the public. There were none.

III. Ethan Seltzer gave an update of Metro land use planning projects. He indicated that for the Region 2040 project, the first round of public involvement was nearing completion. A report detailing the results of the telephone survey about people's attitudes about growth in the region had been completed. Stakeholder interviews of 52 people representing various perspectives throughout the region were completed. A series of four public meetings were to begin on Saturday morning, June 13 and were to be followed by three more evening meetings the next week. Workshops with elected and appointed officials of almost every city and county in the region had been scheduled and many were already completed.

Jerry Arnold asked whether the process involved a set meeting procedure and many contacts, or whether the meeting procedures varied by audience.

Ethan Seltzer responded there were some differences but that there were a consistent set of questions that were asked of all groups so that a consistent set of responses could be compared and analyzed.

Ethan Seltzer indicated that a revised scope of work had been completed which provided more details as to how the project objectives would be achieved. He indicated that in the July and August meetings, a discussion of possible regional growth alternatives would occur and that in the July meeting the specifics of how this would occur would be considered.

Ethan Seltzer distributed a description of the urban reserves project.

Jim Zehren asked about potential urban reserves as they relate to urban form and whether the implications of urban form would be taken into consideration. He asked what groups will look at the urban reserves. He indicated that conservation of an area's sense of place, transportation corridors and development nodes, ecological factors and existing land use should be "drivers" for those things which are the major determinants of where urban reserves ought to be located.

Ethan Seltzer stated that with regard to "sense of place" several communities in the region had done some work like this, but that it was very expensive. He indicated that a visual amenity inventory of regionally significant features might be able to be done in the future.

Mayor Cole stated that in Beaverton, the City can acquire view easements. It also regulates tree cutting. It might be useful to the region to investigate these approaches.

Ethan Seltzer, in completing his update, indicated that with regard to management of the urban growth boundary, several cases were pending or of interest. He mentioned that a land trade (bringing some land into the boundary and taking other land out, for no net gain or loss) was proceeding, and that there was a proposed amendment for the PCC Rock Creek campus. In addition, he indicated that there was a proposal pending in North Plains for an addition of 300 acres of land for unspecified commercial uses. He noted that North Plains was outside the boundaries of Metro and its urban growth boundary was administered by the city of North Plains. He indicated that the proposal would be monitored, as the issues that could be raised in this case would likely be similar to urban growth boundary expansions in other cities outside, but in close proximity, to the metropolitan area.

Mayor Cole indicated that there was an issue that was currently brewing with regard to land disposal of sewage sludge generated by the Unified Sewerage Agency. He indicated that there was a concern that this use could be considered an urban use and as such would need to be considered. He indicated that the issue was bound to come up in the near future.

IV. Chairman Gardner asked that the Greenspaces Master Plan presentation be made and introduced Andy Cotugno, Planning Director.

Andy Cotugno referred to the Greenspaces inventory and stated that of the total inventory of land in the region with the capability to provide a natural habitat, only 10 percent was publicly owned, 90 percent was in private ownership. He further stated that in the approximately two years since the data was collected, for those sites checked, about 10 percent of the land was either developed, graded, staked for development or in some other way lost as a potential natural area. These factors, plus the realization on the part of Metro and the cities and counties of the region that the greenspaces covered much more than any

one jurisdiction, were the driving forces for the initiation of the Greenspaces Master Plan. He indicated that the Master Plan identified potential sites throughout the region which could be preserved through public acquisition. He indicated that more specifics about sites and greenspaces need to be worked out with local government representatives. One such detail is the "passthrough" or percent of a regional bond measure to be made available to cities and counties for their open space projects. He then introduced Pat Lee for a further description of the Master Plan.

Pat Lee described the Metropolitan Greenspaces Master Plan map, distributing smaller color maps to each RPAC member. He indicated that the basic concept of the plan was to establish a regional trail/corridor system, anchored throughout with hubs (larger parcels of land).

Jerry Arnold asked whether there was any coordination with Clark County.

Pat Lee stated that Greenspaces members were coordinating with Clark County staff on a parallel process. He noted that the state laws were quite different and that newly adopted laws in growth management had added impetus to the Clark County greenspaces work.

Andy Cotugno added that the initial inventory of natural areas was done on a 4 county basis, so that the information base in Clark County was consistent with the data for the Oregon side of the metropolitan area.

Mayor McRobert asked what the proposed bond measure would fund.

Andy Cotugno stated that if approved, it would fund a combination of projects, including land acquisition of land, trails, etc., but that it could also fund some capital projects, if the larger dollar levy were approved.

Mayor McRobert stated that the market research done for the City of Gresham found that people were not just interested in saving natural areas. She indicated that people seemed to prefer trails over developed parks. In addition, she noted that trails were needed for fire protection and that trails, according to biologists, are a key component for wildlife conservation. She indicated that park lands were totally different from natural areas.

Andy Cotugno responded that the regional effort was focused on natural areas, but that the local passthrough could be used by cities and counties for parks.

Chairman Gardner stated that according to representatives of the East Bay Regional Park District, the local passthrough substantially added to the attractiveness of their bond issue to the voters in 1988.

It was noted that several of the sites shown for acquisition were presently being acquired by local governments.

Mayor Liddell stated that in the West Linn area, there are a substantial number of creeks and canyons. He indicated that they wanted to conserve this land and that much of it would probably not be bought - it will be designated as wetlands or steep slopes. He stated that these kinds of lands were very dispersed. He indicated that there are regulatory ways that can be used to preserve some areas, especially when there are many small pieces which are not necessarily significant on a regional basis. He stated that the best strategy would be to buy the large, regionally significant pieces.

Pat Lee noted that the Master Plan recognizes local regulatory efforts, but that perhaps the language should be bolstered.

Commissioner Peters stated that Washington County was in the process of identifying ways to buffer areas along wetlands and riparian areas as part of their water quality efforts. She noted that there are many concerns including ownership, liability, access and whether the buffer is part of the setback.

Andy Cotugno indicated that the Master Plan has a definite emphasis on natural area corridors with trails located within the corridors.

Mayor Cole stated that trails along creeks were great, but that if they are to be established, they are much more easily accomplished if done with a development rather than after development occurs. He also noted that there were issues concerning how to provide ongoing protection for wetlands after they are protected from initial adjacent development. He stated that this was more properly a local responsibility.

Andy Cotugno stated that there were some corridor/trail links, such as that which could connect Hagg Lake with the Sandy River Greenway. He indicated that these region spanning links were important to the region because of the connection. He stated that there were others that were not of regional significance, but might be locally significant.

Mayor Cole responded that Metro should be involved in the major regional trails, but the others should be those which the locals feel they can handle. He further stated that trails were needed to protect natural areas, as access gives visual security. He also strongly suggested that there should not be any further efforts to more specifically identify sites because the likely result would be either a lawsuit or rising prices. He stated that there needed to be further work done with regard to the passthrough. He indicated that the City of Beaverton was not identified as a park provider in the draft Master Plan, but that they would need to be part of the passthrough.

Andy Cotugno stated that further work did need to be done. He indicated that an agreement needed to be worked out between the City of Beaverton, Tualatin Hills Park and Recreation District and perhaps others and that the passthrough could be done on the basis of population. He stated that many solutions may be possible, but that they just couldn't count the same population twice.

Mayor Schlenker referred to the Master Plan map and the Willamette River Corridor, in particular asking what was shown in the vicinity of Lake Oswego on the west side of the River.

Pat Lee indicated that the yellow lines indicated publicly-owned land along recommended trail corridors.

Mayor Schlenker stated that the City of Lake Oswego recently passed a bond measure for park land acquisition, but that land prices were going up very high because of the urban growth boundary and that park purchases were becoming much more expensive than projected. However, she said that people were still expecting the conservation of greenspaces to occur, that people were adamant about this although the City felt that it was becoming very difficult to achieve.

Andy Cotugno noted that the map showed the Jefferson Street rail line as a yellow line and that staff would have to check on the meaning of the red line on the map.

Mayor Schlenker stated that the regional connections were needed, but that she did not see the regional connections on the map. She stated that the City's planning was contingent on the regional planning and that the west side of the Willamette was very significant.

Andy Cotugno stated that staff would follow-up and provide the additional information she needed.

Chairman Gardner stated that the yellow line represents the Willamette Greenway which has a "stop and go" public ownership pattern. He stated that the Master Plan may be optimistic in showing all of this area in public ownership.

Jim Zehren stated that he was interested in the presentation of the Greenspaces Master Plan, but that he was unsure about several items including: how many of the natural areas designated have substantial ecological value; how many of the sites are regionally significant; how the bond measure funding is proposed to be split into acquisition and maintenance efforts; is Metro to be the owner or local governments; and what provisions are to be made concerning equity as it relates to those localities that have already taken actions and spent funds.

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Pat Lee responded that in the designation of places on the Master Plan that criteria were developed and applied to define what "regionally significant" meant and that these were noted in the Master Plan. He also noted that the current consensus was that management of lands could be done by cities and counties at their option, even if Metro bought the land. Further, he indicated that the latest conversation about the passthrough was a recommendation for 15 percent of the total funding level to be made available to cities and counties for them to spend on either natural areas or parks.

Chairman Gardner indicated that the operations of any lands acquired was an issue still to be resolved.

Dick Benner asked if there had been discussions during the preparation of the Master Plan about a role for Oregon State Parks.

Pat Lee responded that discussions with representatives of State Parks had been ongoing through the whole process. He noted that as approximately 50 percent of the State's population lives in the metropolitan area, the State ought to consider the region as a target area for future acquisitions.

Dick Benner asked whether there were any plans to expand existing State facilities.

Pat Lee responded that he was not aware of any expansion plans at this time, although the State has indicated its trail/corridor priorities.

Jim Zehren asked if there was going to be any attempt to nail down some of the details prior to a bond issue vote in November.

Chairman Gardner stated that on some issues, like the passthrough percentage, resolution was critical and would occur. Other details, like exact site locations, would, for reasons discussed earlier, would not be resolved prior to the vote.

Councilor McLain stated that the Greenspaces project was a cooperative project involving nearly all of the cities and counties of the region as well as Federal and State agencies and the public. She stated that even after the bond measure has passed, work will continue.

Jerry Arnold asked if there were criteria for determining whether \$200 million or \$300 million would be pursued.

Chairman Gardner stated that the Greenspaces PAC was wrestling with this issue right then in another meeting in the building. He indicated that the final decision by the Metro Council will be based as much on political considerations as technical.

Mayor McRobert asked whether market research was being done. She indicated that for their successful bond measure in the City of Gresham, their market research found more support for a larger bond measure than a smaller dollar amount.

Chairman Gardner stated that market research was being done. Further, he indicated that a first reading of the ordinance was scheduled for June 25, but that this was a technical requirement. He stated that at the first reading the issue would be referred to a committee for public hearing. He indicated that at this public hearing any issue of concern could and would be addressed.

Councilman Kidd asked whether the total bond measure amount had been converted to a dollars per thousand figure so that people could gauge their cost.

Chairman Gardner stated that such a figure had been calculated, but that it depended on the total amount and this had not been decided. He agreed that such a figure had to be made available to help people understand the program.

Mayor Cole stated that he had heard some concerns and comments from some city managers in the region that they feel "trodden on" by the Greenspaces program. He stated that there could be some loss of support if their concerns were not addressed.

V. Ethan Seltzer asked if all RPAC members had received the LCDC urban growth project document. He indicated that a subcommittee of RTAC members had been formed and would be bringing recommendations to RPAC.

Mayor Cole stated that he saw merit in centralization of urban growth management as suggested in the draft document. He noted, however, that the public investment language in the document just did not fit the situation in the Beaverton area, although it may be fine in other areas. He indicated that there was a need for coordination, but that it was especially difficult when it involved multiply special districts, each of which may feel that they should take the lead.

Mayor McRobert stated that there was a concern with the second ballot concerning annexation.

Ethan Seltzer stated that this was an annexation option in addition to currently available annexation options and could be exercised at a city's discretion.

Mayor McRobert noted that annexations were still a very sensitive issue in many annexed areas.

Mayor Cole indicated that because this was an option, it was satisfactory to him. He noted,

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however, that in a Legislative session it could be amended so that it was the only means of annexation and in which case, a real problem could be created.

Jim Zehren stated that the RPAC should look at urban form in regard to these recommendations. There was a need to figure out the ultimate objectives and that attention should be paid as to how land uses are coordinated, not just to the density of residential development.

Dick Benner stated that the document before RPAC was preliminary and did not have the Land Conservation and Development Commission imprimatur. He stated that he did not want to see these recommendations interfere with or replace community visioning projects.

Mayor Cole stated that he would like to compliment LCDC on the document, as both the amount of material as well as the quality of the material were substantial. He noted that this was particularly remarkable given the limited staff available to work on the project. He also stated that Burton Weast, representing special districts, also helped make the project work smoothly.

Dick Benner stated that he also appreciated the time and effort put in by task force members and that Mayor Cole's help was very much appreciated.

Chairman Gardner noting that the Blazer game had already begun, adjourned the meeting at 6:45 pm.

Respectfully submitted by Mark Turpel.

JULY PLANNING PROJECTS REPORT

1) Region 2040

- Public workshops June 13, 16, 17, 18
- Alternatives Development Process (memo enclosed)
- Technical memo on Mixed Use Urban Centers nearing completion/possible grant funding request
- Search for additional resources to enhance the project continues...

2) Urban Reserves

- Need to begin discussion with counties regarding development of management agreements
- Stafford Area Task Force
- Data "sifting" process underway

3) Urban Infill and Redevelopment

- Methodology developed
- Literature search underway
- Initial RLIS work targeted for late June/early July
- Possible grant funding request

4) UGB Maintenance

- Forest Park UGB land trade still pending
- PCC Rock Creek amendment: Council action
- UGB periodic review to Council in July
- Discussions with Forest Grove regarding industrial land supply
- Monitoring proposed North Plains UGB amendment (outside of Metro's jurisdiction)

5) Goldschmidt Committee

Infill and Redevelopment Land Analysis

DRAFT

Research Work Plan
June 1992

BACKGROUND

Metro maintains the region's Urban Growth Boundary for 24 cities and 3 counties. The maintenance of this boundary, including consideration of whether there is sufficient land within the boundary to meet the forecasted 20 year need, is a critical ongoing work effort of the urban growth management program.

In the 12 years that Metro has maintained the boundary, additional growth has been forecast to occur primarily on vacant land at the fringe of the urban area. That is, allocations of where growth has been projected to occur have not fully considered the potential for redevelopment or infill to accommodate growth.

Technical constraints have limited Metro's ability to inventory and analyze the urban land supply to the extent that consideration of infill potential would be meaningful. With the investment made in a regional geographic information system, Metro is now able to take tax assessor data, geological data and socioeconomic data and display it in map form for analysis. This tool will aid Metro in better understanding the potential developable land supply in the region.

From a growth management perspective, infill parcels and the redevelopment of under utilized parcels are both ways to accommodate growth in the urban area. However, from a technical view, assessing the infill portion of the developable land supply and the identification/likelihood of redevelopment sites are different analytical tasks. For the purposes of this analysis, these two subsets of the developable land supply inventory for the region will be analyzed separately. The research findings for infill and redevelopment will be reintegrated for the forecast allocation process.

Infill Potential

As the region has grown some parcels have been passed over for development because of one or more constraints. These constraints may include site specific variables such as steep slope or unstable soils, the presence of wetlands, lot configuration or ownership. The characteristics of the location of the parcel also play a role in the potential of its development. Locational constraints can be characterized by contextual variables such as access to the transportation network, quality of the neighborhood and availability or adequacy of infrastructure.

Technology has advanced so that now some constraints like steep slope or unstable soils

can be overcome through the utilization of advanced building techniques and materials. Other infill parcels may have changed ownership making them now available for development. Further, market conditions may have improved such that the market area of the infill parcel has increased in desirability.

Infill parcels, by their nature, have a higher land value that makes them more expensive to develop than vacant parcels at the urban fringe. The relatively higher land cost of the infill parcel requires the presence of strong submarket demand, a unique market niche, or a special attribute, before the infill parcel becomes economically feasible to develop. Similarly, a parcel with no site specific constraints may not be developed in the near future if the location/market area is perceived as undesirable.

Redevelopment Potential

Estimating the redevelopment potential of a site is difficult. Contextual variables set the underlying land value of a parcel. The land value coupled with the value of existing improvements, weighed against the demolition or rehabilitation costs and the projected rents or sale price the market will bear make a regional overview of redevelopment potential a challenging, if not infeasible task. A regional overview will be very general.

Other barriers to both infill and redevelopment is neighborhood opposition. Many proposed infill and redevelopment projects have encountered local opposition that has resulted in less than the full development potential of the site or has halted the development of the site.

Infill development and redevelopment of underutilized parcels do occur in this region and provide ways to accommodate some of the expected growth of the region. To better account for the urban development potential within the urban growth boundary, an Infill and Redevelopment Analysis has been initiated. The primary product of this research effort will be a developable land data base which will serve as the supply side data for the population and employment allocation process and the Region 2040 growth alternatives development and assessment. The research findings will also provide additional specificity to the Procedures for Amendment to the Urban Growth Boundary. This work will be completed in cooperation with the cities and counties of the region, special districts and other agencies and groups.

ASSUMPTIONS

Infill Potential

Infill parcels have one or more constraints to development, when compared with large vacant properties with public services reasonably available. This work effort assumes the following:

- 1) Many of the constraints to development can be listed. The development potential of an infill parcel for a 20 year time frame is directly related to the absence of constraints and the relative attractiveness of its location.
- 2) The identified constraints can be expressed in data directly or indirectly and mapped. The constraints will be reviewed by a technical working group comprised of persons from the region with relevant expertise such as appraisers, developers, realtors, architects and engineers as well as RTAC and other interest groups.
- 3) The primary analytical tools will be RLIS (Metro's geographic information system called the Regional Land Information System) and DRAM/EMPAL (Employment, Household, and Land Use Activity Allocations Model).
- 4) Metro's undeveloped land data base (1990) will serve as base data from which the analysis will be taken. The data base consists of all vacant tax lots and the vacant portion of partially developed tax lots where the vacant portion is more than one half an acre in size.
- 5) The infill parcels with a likelihood of being developed within the planning time frame of 20 years will be identified. This analysis is a generalized, first cut, analysis to estimate the potential for infill to accommodate future urban growth. More detailed, site specific analyses is appropriately the responsibility of the city or county in which the parcel(s) is located. As the availability and quality of data improves, the regional analysis will be updated.
- 6) The infill analysis will be divided into three types of land uses; residential, commercial and industrial. Each land use has a threshold or a point at which the parcel size functions as a constraint to development for that use. Single family residential development can occur on lots as small as 3,000 square feet. However, siting criteria for commercial and industrial uses dictate the basic parcel size. For the purposes of this analysis, the three basic land uses will be analyzed separately. For residential parcels, if the parcel size is smaller than the underlying zoning it will be considered constrained. Parcel size for commercial and industrial land uses will be determined as the research reveals information pertinent to this variable.

Redevelopment Potential

Estimating the likelihood of the redevelopment of an urban site is much more an art than a science. For the purposes of this initial analysis of redevelopment potential the following assumptions are made.

- 1) The ratio of improvement value to land value of a parcel alone is not an adequate measure of the potential for redevelopment of the parcel during the planning period.

2) Parcels and or areas designated as urban renewal zones, or where public policies can significantly impact the redevelopment potential of a parcel(s) will be considered redevelopable and included in the developable land supply inventory. Examples of public policies are urban renewal zones and specially regulated areas around light rail transit stations.

The research study assumptions will be re-examined if the research findings warrant further consideration.

The Infill and Redevelopment Analysis is one portion of a larger project. This larger project is the Growth Forecast and Allocation, to be completed by the Metro's Data Resource Center. One goal of the growth allocation is to assess how much growth the area inside the urban growth boundary can accommodate. The Infill and Redevelopment Analysis will not include any assessment of the amount of any surplus capacity that is already available in vacant buildings (over and above what inventory may be needed to maintain a healthy market) which are considered to be part of the active market.

The research findings will be taken to the policy groups for review (RPAC, Transportation and Planning Committee and Metro Council).

APPROACH

The Infill & Redevelopment Analysis will be separated into two research projects; the infill analysis and the redevelopment analysis. Each analysis will be conducted in two phases; supply and demand. The first phase of the two projects is basically a technical process to revise the regional undeveloped land data base. It consists of three major steps. The first step is a background literature search of the variables impacting infill development or redevelopment potential. Also included in this step will be a series of interviews with local developers, financial institutions and builders about their experience with infill and redevelopment in the region. The product of this research step is the identification and ranking of key variables and their parameters that impact the development potential for an infill parcel and redevelopment potential for underutilized parcel(s).

The second major step is the identification of GIS data layers that reflect the variables identified in the first step. Using Metro's undevelopable land data base, we will refine the inventory by filtering out constrained infill parcels using the GIS data layers that reflect site specific constraints to development. Additionally, we will examine methods and application of the identification of parcels that are zoned for land uses not likely to development on the parcel. Underutilized parcels likely to be redeveloped during the planning period will be added to the developable land supply inventory as part of Step Two.

The third major step is to test the applicability of the site specific constraints analysis in different areas of the region and/or on a regional basis. The product at the conclusion of Phase One of the two research projects is a revised developable land supply inventory. This is an initial revision of the developable land supply inventory and as additional information becomes available the inventory will be revisited.

The second phase of the analysis is the use of DRAM/EMPAL for the allocation of population and employment to infill parcels utilizing contextual constraints and attributes which reflect market viability and desirability. Phase Two represents the demand component of the study. In addition, we will explore the applicability of DRAM/EMPAL to allocate population and employment to redevelopment sites. DRAM and EMPAL are spatial interaction models being integrated with the transportation model at Metro which will produce allocations of households, population, and jobs; and estimate land use and land consumption within the Portland metropolitan area.

WORK PLAN - TASK SUMMARY

The tasks outlined for the infill analysis and the redevelopment analysis may appear to be the same; they are not.

Infill Potential

The following are the major work plan tasks.

Phase One

Background Research

- Task 1 Conduct a literature search of variables impacting infill development. The research will encompass contextual variables such as market viability, access and site specific variables such as steepness of slope.
- Task 2 Summarize site specific constraints and contextual attributes affecting infill development. Product: summary report.
- Task 3 Utilize the experience and expertise of local developers and financiers to review the applicability of the key variables and rank their importance in the regional market and sub market areas. Identify industry standards of the parameters of the variables summarized in Task 2. Product: summary report of interview findings, list of key variables and range of parameters.

RLIS Application

- Task 4 Work with Metro's Data Resource Center and identify existing RLIS data layers which reflect the site specific variables that affect infill development.

- Task 5 Create parcel level RLIS base map(s) for study sub areas and/or regional base map showing existing developable land inventory.

- Task 6 Apply the site specific infill related data layers in RLIS to the base study area(s), filtering out infill parcels in the inventory that are physically constrained as determined through the application of RLIS data layers.

Review (Internal & External)

- Task 7 Review the technical application of the data layers and the parameters of the variables.

 Develop several different scenarios using a range of parameters for the infill variables.

- Task 8 Review of the application of the infill RLIS data layers to the case study areas by industry experts (see attached list) and local government.

- Task 9 Make adjustments to parameters of variables.

Assessment

- Task 10 Assess the overall application of the RLIS data filtering technique for identifying physically unconstrained infill parcels on a regional level.

- Task 11 Prepare a regional map which identifies potential infill parcels by general land use designation and a listing of acreage.

Phase Two

- Task 12 With the assistance of Metro's Data Resource Center identify the context variables affecting infill potential and their application to DRAM/EMPAL, the population and employment allocation model.

- Task 13 Test the allocation of population and employment to infill parcels.
- Assess the accuracy of the model to reflect the contextual variables that affect infill development.

Redevelopment Potential

The following are the major work program tasks.

Phase One

Background Research

- Task 1 Conduct a literature search of variables impacting redevelopment of under utilized parcels. The research will encompass contextual variables such as market viability, access and site specific variables such as parcel(s) size, land value to improvement value and ownership. Also included will be the examination of the role of public policy to facilitate redevelopment.
- Task 2 Summarize site specific constraints and contextual attributes affecting redevelopment potential. Product: summary report.
- Task 3 Utilize the experience and expertise of local developers and financiers to review the applicability of the key variables and rank their importance in the regional market and sub market areas. Identify industry standards of the parameters of the variables summarized in Task 2. Product: summary report.

RLIS Application

- Task 4 Work with Metro's Data Resource Center and identify existing RLIS data layers which reflect the site specific variables that affect redevelopment potential.
- Task 5 Create parcel level RLIS base map(s) for study area(s) and/or regional base map.
- Task 6 Apply the site specific data layers related to redevelopment potential in RLIS to the case study area, identifying potential redevelopment parcel(s). This will include the addition of parcel(s) in designated urban renewal districts.

Review (Internal & External)

Task 7 Review of the technical application of the data layers and the parameters of the variables.

Develop several different scenarios using a range of parameters.

Apply the site specific redevelopment variable(s) to the study areas.

Review for applicability and variable parameters.

Task 8 Review the application of the redevelopment variables represented in the RLIS data layers to the case study areas by industry experts and local government.

Assessment

Task 9 Assess the general application of the RLIS for identifying redevelopable parcel on a regional basis.

Task 10 Prepare a regional map which identifies potential redevelopable parcels by general land use designation and a listing of acreage.

Phase Two

Task 11 With the assistance of Metro's Data Resource Center identify the context variables affecting redevelopment and their application to DRAM/EMPAL, the population and employment allocation model.

Task 12 Test the allocation of population and employment redevelopable parcels.

Assess the accuracy of the model to reflect the context variable that affect redevelopment potential.

INDUSTRY PANEL

DRAFT

Infill Development

Commercial/Industrial

Dirk Koopman
Hillman Properties -Developer

Wally Hobson
Hobson & Association - Market Analyst

Larry Remmers & Mike Temple
1st Interstate Bank
Construction and Permanent Financing - Residential & Commercial

Richard Ditson
Commercial Broker - land

Todd Liebow
Palmer Grothe Pietka - Appraisal

Residential

Don Guthrie
Hillman Properties - Developer

Dale Bernhard
Canterbury Investment
Experience: Robert Randall Co. - Developer/Multi-Family

Jim Standing
Westland Industries - Developer/Builder

Rod Phillips
Renovation Properties - Builder

Roger Hough
Century 21 - lot sales

Mike Monahan
Developer - Multi-family (light rail line)

Redevelopment

Bill Natio
Natio Properties - Developer - Commercial & Residential

Terry Brandt
Developer - Retail/Residential

Region 2040 Study Alternatives Development Process 6/25/92

What is Region 2040?

The purpose of the Region 2040 Study is the development and selection, through a cooperative, participatory process, of a preferred regional urban form alternative. The preferred alternative will result from the development and evaluation of possible futures in a manner that is both technically sound and informed by public preferences. All alternatives, all choices have costs. Region 2040 is based on the assumption that the selection of an alternative must be based on a thorough understanding of its costs and consequences relative to other alternatives.

The Region 2040 Study will take two years. In Phase I, Region 2040 will describe a range of reasonable alternatives. In Phase II, the project will evaluate, quantitatively, the costs and consequences of each alternative, leading to a choice based on the best available information. The preferred regional growth alternative will then be used to shape regional transportation and growth management policy. The first phase of the study will occur in calendar year 1992, with the second phase during calendar year 1993.

How will the large number of possible futures be reduced to a few for more detailed work and public review?

This memo describes how that range of reasonable alternatives will be selected during the remainder of Phase I. Two kinds of alternatives will be developed for the Region 2040 Study. First, the Reference Alternative will portray urban form in the year 2040 under the assumption that no major changes are made to existing policies and infrastructure commitments. Currently, we have comprehensive land use plans, a regional transportation plan, and other policies in place that outline the choices made in and by the region for growth to about the year 2010.

Given those choices, the reference alternative will attempt to forecast the nature of subsequent choices (and their outcomes) that can be made starting in the year 2010, and for successive five-year periods after that until the year 2040, to accommodate growth. In this way, the Region 2040 Study will be able to "play out" the way in which current policies and programs affect urban form in the future. The Metro Council has recently allocated additional funds to ensure that the reference alternative can be developed and presented in a similar format as the three growth form alternatives.

The second kind of alternative is represented by the three Growth Form Alternatives. Although the three growth form alternatives will be affected by the conditions and policies shaping the reference alternative, they will not be constrained by existing policy choices. Instead, the three growth form alternatives will be developed based on information gathered during the first part of Phase I of the Region 2040 Study. We now or will shortly have:

a) **Existing Conditions Report:** a description of the constraints and opportunities in the natural and built environment which will shape future growth form choices. Included here is consideration of the natural landscape, historical development, present characteristics of the built environment in the region, and the interaction among them. This report will contain a list of design principles for urban form that should be employed as alternatives are created.

b) **Public Preferences Report:** a summary of the results of the telephone survey, stakeholder interviews, local government "kit" presentations, growth conference workshop, and public workshops. The report will describe the implications of the public preference activities for the selection and development of alternatives.

c) **Socioeconomic and Demographic Report:** regional population and employment projections for 2015 and 2040 along with commentary on likely household characteristics and economic activity. This work will also be used as the starting point for the upcoming Regional Forecast and Growth Allocation process.

d) **Mixed Use Urban Center Technical Report:** a description of transportation and economic characteristics of possible mixed use urban centers (Metro staff are currently seeking additional funds to expand on this initial report, considering a broader array of concerns in addition to economy and transportation, and investigating the conditions under which market forces combine to actually produce mixed use urban centers).

In July the consultant will use these reports to prepare a memorandum describing several ways of organizing alternatives, and recommending three themes for development into alternatives in August and September. Each alternative will represent the result of a set of policy choices. The resulting alternative will include a growth concept which will drive a land use form, and a transportation system assigned to serve that form. Initially, a number of variations will be presented for each alternative. For example, an alternative calling for a constrained urban growth boundary could embody a transportation system that might be transit or highway oriented, or some combination.

However, it will be absolutely essential for the Phase I alternatives to be distinct. For example, it will be of limited value for the three alternatives to simply be variations of each other. Although all the alternatives will likely include a transit element, the alternatives must represent choices that are distinct in more than simply the amount of transit included in each. This is not an easy task. Further, the process should anticipate that the analysis in Phase II may lead to a blending of alternatives once costs and consequences are estimated.

How will the selected alternatives be developed?

To build alternatives, we will be describing through words, maps, and illustrations a number of "prototypes" for future development. A prototype is an example of a kind or density of

development that could be employed here in the region. Prototypes are being developed to make the specifications for alternatives three-dimensional and therefore more meaningful to an audience relatively unfamiliar with maps, or with the physical implications of, for example, "12 development units per acre". The consultant team will develop a number of prototypes that can be combined to describe the look, feel, and functional characteristics of the different growth form alternatives and variations.

Prototypes will be illustrated with photos and sketches drawn primarily from examples in this metropolitan region. There are good examples of different kinds of development to be portrayed as prototypes already present in the region. Where local examples are not available, illustrations will be sought from other west coast metropolitan areas.

The core of each alternative will be a regional map that will show in a general way where population, employment, and the transportation system could locate in the future. Sketches, photos, narrative summaries, and matrices will be used to describe the reasoning behind the alternative, the source for the alternative in the work done during the first part of the project, its variations, and its implications for RUGGO objectives. The primary objective in choosing the types of materials to present alternatives to the public will be clarity of presentation. Metro staff is working with the consultants to test the effectiveness of different techniques in advance of future public outreach efforts.

From the work done to date, we already know that the alternatives will need to deal sensitively and directly with both natural features, and with the need to accommodate local differences and opportunities for local choice. Phrased another way, each of the alternatives must incorporate natural, cultural, social, political, and economic diversity as a recognizable feature. Alternatives that present only one type of development pattern, for example, will not be acceptable. However, the public is extremely interested in making sure that the alternatives use the regional investment in light rail effectively and efficiently; light rail is regarded as an extremely valuable resource that deserves careful attention.

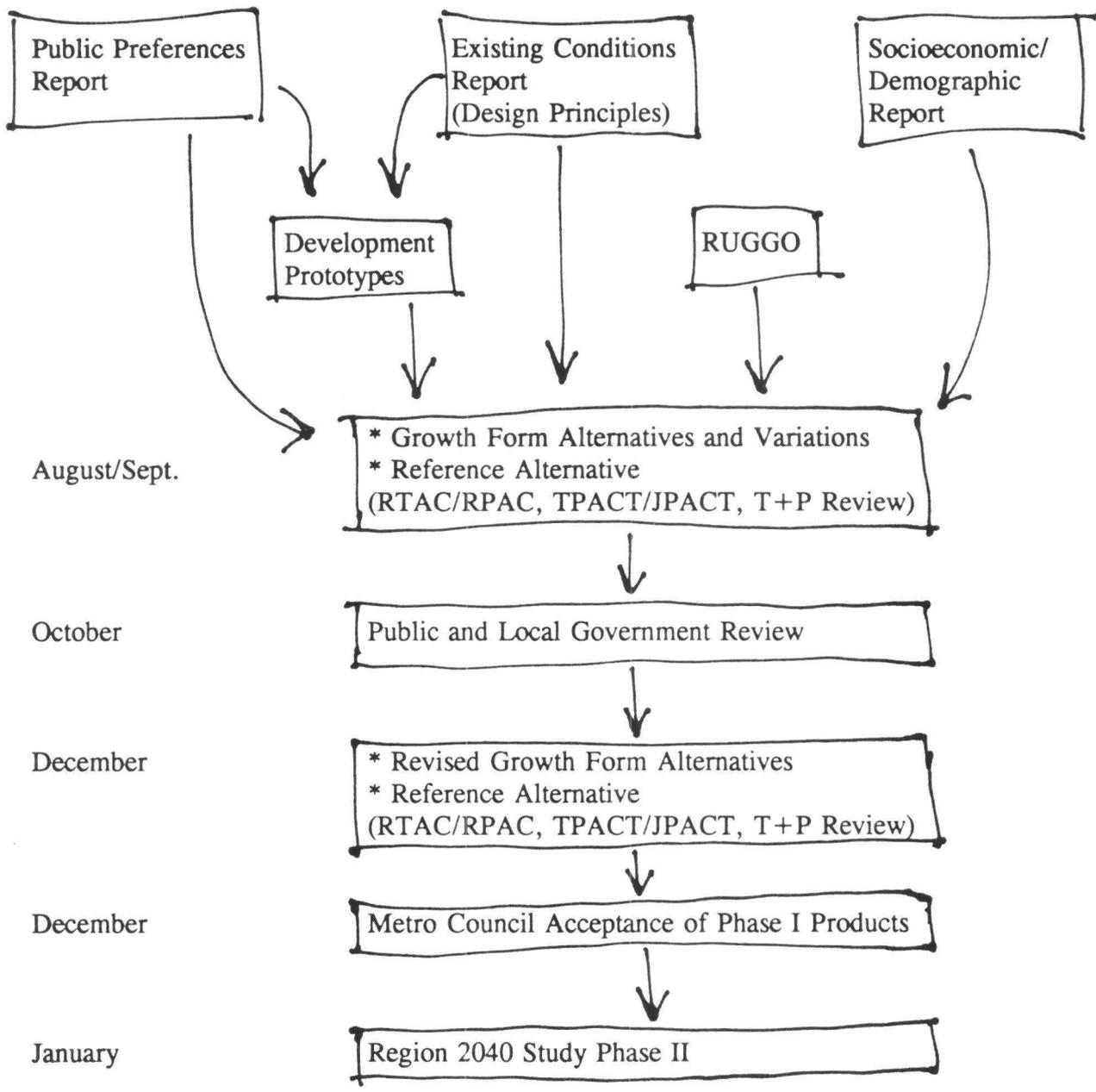
Goal II of RUGGO offers a checklist of issues that need to be addressed in the evaluation of any alternative. Although RUGGO offers some direction for the way in which particular areas of interest might be addressed, it offers little guidance for the way in which its objectives ought to be balanced against each other and combined into growth alternatives. Therefore each alternative must be capable of being described in terms of its consistency with RUGGO objectives. It is conceivable that other information gathered in this Study may result in the development of an alternative that draws little from RUGGO. One of the objectives of the Region 2040 Study is to test and refine RUGGO objectives, with the expectation that Region 2040 will ultimately result in amendments to RUGGO.

Finally, the alternatives need to describe, as a group, a wide range of potentially achievable regional growth forms. But, the need for diversity must be balanced against the need for reasonableness: each alternative must have a reasonable chance of being selected at the end of Phase II as the preferred alternative.

How will the alternatives be reviewed by the public?

After the alternatives and their variations are defined, they will be reviewed by the public and local government during October, 1992. That review will focus on refining the alternatives and eliminating, to the extent possible, the variations. The techniques to be used during the review process include random sample surveying, public workshops, stakeholder interviews, local government and interest group "kits", and others still to be decided.

The review process itself will begin as the alternatives are developed. RTAC, TPACT, JPACT, RPAC, and the Metro Council Transportation and Planning Committee will be briefed in August on the process for developing alternatives. In September they will review, possibly in joint meetings, the proposed alternatives prior to their presentation to local governments, regional interest groups, and the public. Major outreach efforts will be planned for October. Review and revision of the alternatives will occur in late November and early December, with a final round of committee reviews prior to presentation to the Metro Council and implementation of Phase II.



METRO

Memorandum

Planning and Development
2000 S.W. First Avenue
Portland, OR 97201-5398
503/220-1537 Fax 273-5585

DATE: June 25, 1992

TO: Regional Policy Advisory Committee

FROM: Ethan Seltzer 

SUBJECT: DLCD Growth Management Recommendations - Draft Response

Attached is the recommendation of the Regional Technical Advisory Committee regarding a response to the DLCD Growth Management Task Force recommendations. In general, RTAC felt that the effort of the DLCD Task Force should be recognized, but that there are simply too many important planning initiatives underway now to take on substantial new tasks. Hence, while there are some things that should be acted on soon, other recommendations should await the outcome of projects currently underway.

The schedule for LCDC review of the recommendations is attached. Please come to the meeting on July 8 prepared to discuss the RTAC recommendation, and to take action to transmit a recommendation to the Metro Council Transportation and Planning Committee and LCDC.

Please feel free to call should you have any comments or questions. Thanks!

June

DRAFT

John Kelly
1175 Court Street NE
Salem, OR 97310

Dear John,

I am writing in response to the request of the Department of Land Conservation and Development for comments on the draft recommendations of the Task Group on Development Inside Urban Growth Boundaries. The Department requested comments by June 19, 1992. The recommendations are lengthy and complex. Due to meeting schedules, we will not be able to provide final comments until mid-July, at the earliest.

Nonetheless, I have enclosed a copy of draft comments now being discussed by the Regional Technical Advisory Committee for presentation to the Regional Policy Advisory Committee and the Metro Council. In addition to those comments on the recommendations, I'd like to direct your attention to the following general comments:

- 1) The Department and the Commission are to be applauded for attempting to succinctly present the State's interest in urban development. The State of Oregon has never explicitly stated its interest in or expectations for the nature of the development that takes place inside urban growth boundaries, and this is a good first step. However, after reviewing the recommendations, it is apparent that more needs to be done. In particular, it will be important for the Commission to clarify the way in which the recommendations relate to the goals. The Commission may want to consider whether the work done to date is sufficient to warrant rules, or whether additional work needs to be done to clarify goal-based planning objectives.
- 2) There are currently three critical planning activities in the region that will largely frame the discussion and possible implementation of the recommendations. Implementation of the transportation planning rule and the new urban reserves rule, and the completion of the Region 2040 project will be essential for determining whether and when the recommendations are useful for addressing metropolitan area urban growth concerns. We look forward to the participation of all state agencies and the State Agency Council in this work. However, until this work is completed, Metro and many of the jurisdictions in the region simply have no resources available to take on new planning projects. As an alternative to the promulgation of new, parallel track planning activities, the Commission may want to consider how the objectives of the urban growth project might be achieved through the planning activities already underway.

Again, due to meeting schedules, we will be unable to provide you with comments by June 19. We do hope to have materials prepared for the Commission meeting in July. Please feel free to contact me should you have any questions.

DRAFT

Preliminary Comments on DLCD Growth Management Task Force Recommendations

- 1) Proposals for infill and redevelopment strategies (including those for minimum as well as maximum residential densities), alternative annexation methods, the transportation planning rule handbook, and specific development plans are acceptable useful additions to ongoing planning efforts.
- 2) More thought needs to be given to the reasons for applying recommendations to specific communities. What may work well in one place may be irrelevant in another, regardless of size or growth rate. In addition, the timing of the application of one or more of the recommendations may be a critical factor in the success or failure of that effort. More attention needs to be paid to the relationship of the recommendations to existing procedures, institutional arrangements, and ongoing planning efforts in specific places.
- 3) Strengthened service district agreements are worth pursuing in the metropolitan area, but not until the completion of the urban reserves work and the transportation planning rule. Both of those efforts will involve greater coordination with special districts, and along with Region 2040, will provide a platform for achieving the objectives of the recommendation. This also applies to the proposal for the investigation of alternative service delivery structures. A critical ingredient for acting on both of these recommendations will be the development of appropriate sanctions, applicable to both service districts and local government, for non-performance according to the terms of an agreement as assessed at periodic review.
- 4) The centralization of lead growth management authority is something that may or may not be useful, pending the outcome of the Region 2040 study, the urban reserves work, and the implementation of the transportation planning rule. It is not entirely clear from the work done to date how the concept would be applied in the metropolitan area, and how it would alter or improve on existing institutional relationships. There is virtually no "urbanizable land", in the classical goal 14 sense, inside the existing urban growth boundary. Any additions to the UGB will occur in urban reserves where, according to the urban reserves rule, coordination agreements would need to be in place in advance of an amendment.
- 5) Similarly, the Public Investment Area concept may be useful in jurisdictions outside of the metropolitan area now, but need further study here. Washington County has tried the PIA concept in the past with little success. On the other hand, the notion of adequate public facilities requirements on a regional scale may be useful. Again, it is a little hard to imagine to what extent regionally promulgated standards or requirements would be useful, much less how they would be derived. Nonetheless, Metro, working with a consortium of jurisdictions, will seek department grant funding to test the concept here in the metropolitan area over the next year.