

REGIONAL POLICY ADVISORY COMMITTEE

MEETING ANNOUNCEMENT

**WEDNESDAY, SEPTEMBER 9, 1992
5:00-6:30 P.M., ROOM 440, METRO CENTER**

AGENDA:

- I. APPROVAL OF MINUTES OF MEETING OF
JULY 8, 1992 (MATERIALS ATTACHED)**
- II. COMMUNICATIONS FROM THE PUBLIC**
- III. AMENDMENT TO REGIONAL WASTEWATER
MANAGEMENT PLAN (MATERIALS ATTACHED)**
- IV. REGION 2040 - UPDATE AND RESPONSE TO
AUGUST 18, 1992 MEETING COMMENTS**
- V. PLANNING PROJECTS REPORT**
- VI. OTHER**

**All parking spaces 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
July 8, 1992**

RPAC was convened by Chairman Gardner at 5:15 p.m., Wednesday, July 8, 1992.

Members in attendance included: Chairman Jim Gardner, Jerry Arnold, Dick Benner, Councilman Earl Blumenauer, Chris Foster, Councilman John Godsey, Commissioner Judie Hammerstad, Mayor Robert Liddell, Councilor Leslie Like, Mayor Craig Lomnicki, Peggy Lynch, Councilor Susan McLain, Mayor Gussie McRobert, Councilman Bruce Thompson, Chris Utterback and Jim Zehren.

Others in attendance: Eric Carlson, Phyllis Clark, Jeff Condit, Andy Cotugno, Brent Curtis, Ethan Seltzer, Al Siddahl, Larry Shaw, Mark Turpel and Mary Weber.

Agenda item I, Approval of Minutes, was ratified unanimously by the members present.

Chairman Gardner asked for citizen communications. Hearing none, he moved to agenda item III, Planning Projects Report.

Mark Turpel outlined the Region 2040 process referring to the chart in the packet. He indicated that three background documents were being prepared to provide a basis for the alternatives. The documents to be produced included a report summarizing public involvement, a report on existing physical conditions of the region and a demographic and economic report.

Jerry Arnold asked about the regional growth alternatives and whether they would include maps.

Mark Turpel described two types of images that would be used to portray the concepts. He stated that "building blocks," which will include photographs of various types of residential densities and examples of commercial and industrial uses, would be included. In addition, generalized maps of the region would be included to illustrate distinct growth concepts.

Jim Zehren stated that it sounded as though the process would propose three alternatives and a consensus would be sought about whether these were the right three alternatives. He asked whether there doesn't have to be some evaluation to get to three? He stated that he thought there was a need to come up with a list of things the region cares about and to consider how alternatives affect those things.

Mark Turpel responded that evaluation of alternatives would occur in Phase II of the project, but that evaluation was very costly and that to the extent that the region could narrow alternatives based on values, a cost effective result could be achieved consistent with the concerns and values of the region.

Jim Zehren stated that he was uneasy and concerned about getting to issues. He also indicated that he felt much work had been done by the state for the *Oregon Benchmarks* and that this work could be used to evaluate Region 2040 alternatives.

Jim Godsey stated that it appeared that there would be the opportunity to make choices along the way.

Dick Benner stated that it was important for the proposals to be distinct and different from each other so that people will easily see the consequences of the alternatives and their likes and dislikes.

Mark Turpel indicated that although three alternatives were going to be illustrated, the process would be encouraging comment - including the possibility of additional alternatives. He stated that the public involvement document could include a blank column which interested persons could use to construct and describe another alternative that they might recommend.

Dick Benner stated that the State Agency Council on Growth in the Portland Metropolitan Region (SAC) had conducted a study on the costs of growth. He indicated that the SAC concluded that costing out growth impacts was very tough to do, making the choice of cost variables very important. He suggested that when the evaluation phase was reached, that these choices be made and then to forge ahead. He suggested that Metro staff should get copies of the SAC documents.

Jim Zehren asked what was the State's interest in the region's growth, and whether there was coordination with Metro efforts?

Dick Benner responded that the State Agency Council was pursuing a definition of the state's role in the region.

Robert Liddell indicated that whatever plans were, care should be taken to ensure that implementation did not happen like the cartoon of a swing on tree. What people describe and how a description is carried out can be two different things.

Chairman Gardner stated that on August 18, there would be a work session scheduled in lieu of the regular RPAC meeting. He indicated that at the meeting RPAC, JPACT, RTAC and TPAC members would be given a preview of Region 2040 growth alternatives and that further information would be made available prior to the meeting. He indicated that the meeting would be held at 8:00 a.m. to 12:00 noon.

Earl Blumenauer asked if the meeting could start earlier, perhaps at 7:30 a.m.

After discussion by members, Chairman Gardner concluded that a 7:30 a.m. starting time might be accommodated and he directed staff to investigate the feasibility.

Mary Weber gave a presentation on the Infill and Redevelopment project. She stated that a methodology had been established and that infill would be considered separately from redevelopment. She indicated that Phyllis Clark was completing interviews of developers and lenders about their thoughts about infill. She referred to Regional Land Information (RLIS) maps and the database on which they were based. She stated that an RLIS database of vacant lands was the universe of parcels considered and that floodplains, wetlands, steep slopes were taken out of the inventory. She stated that redevelopment lands would be added in and that a draft product was expected by the in of July. She stated that the product would be further refined and made a part of the growth allocation workshops.

Bruce Thompson inquired whether staff was asking builders what it would take to get them to do infill and redevelopment.

Mary Weber answered that staff was looking for obstacles to infill and redevelopment and that some suggestions had been offered.

Dick Benner asked how the project fit with Metro's overall Growth Management program.

Ethan Seltzer stated that it was critical to the growth allocation process, as it would allow Metro to consider the capacity of the region to accommodate growth on infill and redevelopment parcels - something it had not been able to do in the past.

John Godsey asked whether the availability of sites was to be considered.

Mary Weber stated that it may be possible to survey property owners, but that this was not a part of the work program at this time.

Ethan Seltzer stated that the land supply within the urban growth boundary is sized to meet the forecast need for the next 20 years and that immediate availability may not be a good measure for what may be for sale or development over the next 20 years.

Robert Liddell asked whether the need for school land was considered, as they require large land sites.

Ethan Seltzer stated that a factor was provided in the calculations to account for public and nonprofit uses as well as private uses.

Jim Zehren stated that on page 3, paragraph 6, there was a reference to residential, commercial and industrial properties, but no mention of public uses.

Ethan Seltzer stated that 40 percent of the total buildable land supply was subtracted out to account for public and nonprofit uses.

Jim Zehren stated that if a growth alternative calls for more density, more public open space may be needed.

Chris Utterback stated that there was a tendency to overlook parks and that in some cases there were not enough parks now.

Ethan Seltzer stated that land for parks will never be less expensive than it currently is.

Chairman Gardner moved to agenda item IV, the DLCD Urban Growth Management Project.

Ethan Seltzer reported that RTAC had met to create recommendations regarding the state's Growth Management Project. He stated that RTAC had concluded that some of the work elements should be done immediately, while others were less time-critical. He stated that RPAC committee comments were sought and that authorization for approval was requested.

Robert Liddell asked what format would the recommendations come to RPAC for action.

Chairman Gardner stated that the present format would be used given the tight timing.

Susan McLain asked about the timeline for action.

Ethan Seltzer stated that the immediately following Friday it would be forwarded to DLCD, assuming approval. He indicated that it would come before the Commission in July for a presentation and that in August the Commission would hold a work session. He indicated that a decision in October or November was likely.

Judie Hammerstad stated that paragraph #2 is extremely well-taken. She stated that what may work well in one area may not be appropriate for another and that she appreciated the language.

Gussie McRobert asked whether it was really possible to do what was implied in paragraph 2.

Chris Utterback stated that flexibility was important or the region will cease to grow.

Jim Zehren stated that the middle of the last paragraph was confusing.

Ethan Seltzer stated that the Public Investment Areas (PIA) included two concepts. One is the concept of a PIA boundary and the second is minimum service levels within the boundaries.

Gussie McRobert asked what does #4 mean and how does it apply in our region.

Ethan Seltzer stated that specific places may need new arrangements, other areas may not.

Robert Liddell asked who would be lead.

Ethan Seltzer stated that in most cases it would be a city or county, but that in some cases, it could be a special service district which provided a critical service such as water or sewer.

Chairman Gardner stated that he had participated for some time on a subcommittee and up to January of this year, there had been two alternatives, including one that recognized that our metropolitan area was different from other areas of the state.

Dick Benner stated that in some areas of the state, special districts could be the best lead.

Robert Liddell asked whether federal and state forest lands were included.

Dick Benner stated that there were few federal forest holdings within urban growth boundaries.

Gussie McRobert stated that there was a humble pie lesson - that not everyone can be pleased and that regulations should not be too hard on local jurisdictions.

Chairman Gardner stated that he took the comments to mean that there was a need to slightly modify the last paragraph and to soften the tone a bit.

Gussie McRobert suggested adding a sentence recognizing difficulty of this task.

Chairman Gardner, hearing no opposition, directed staff to revise the letter as discussed and to send the letter to DLCD.

Chairman Gardner adjourned the meeting adjourned at 6:18 p.m.

Respectfully submitted by Mark Turpel.

Planning Department
2000 S.W. First Avenue
Portland, OR 97201-5398
(503) 221-1646

DATE: August 18, 1992

TO: Councilor Jim Gardner

FROM: Rosemary Furfey, ^{RF} Water Resource Planning

SUB: Background Material for RPAC Meeting on Amendment to Regional Wastewater Management Plan

I would like to present the 1992 amendments to Metro's Regional Wastewater Management Plan to the Regional Policy Advisory Committee (RPAC) at its meeting on September 9, 1992. The Water Resources Policy Advisory Committee (WRPAC) approved the amendments at its recent quarterly meeting on July 29, 1992. I am seeking RPAC's approval of the amendments before they are reviewed by the Transportation and Planning committee and the full Council.

The Regional Wastewater Management Plan was adopted by the Metro Council in 1980 as required by the Clean Water Act. The Plan identifies the region's water quality management problems and their solutions. It must also delineate the region's water quality management service areas for collection, transmission and treatment of wastewater. There must be an approved regional plan prior to allocation of federal funds for the construction or upgrading of any wastewater treatment facilities in the Metro region.

During my presentation to RPAC, I will provide background on the Plan, its goals and objectives, and present the two amendments to the plan with maps to illustrate the service boundary changes. I will be glad to answer any questions from committee members regarding the proposed amendments.

I have attached my staff report and proposed ordinance amending the Regional Wastewater Management Plan for review by committee members prior to my presentation. I will have maps available at the meeting showing the designated service boundary changes.

I look forward to presenting this information to RPAC. Please contact me at 221-1646 ext. 353 if you have any questions before the meeting or need additional information. Thank you for your consideration.

Attachment.

STAFF REPORT

CONSIDERATION OF ORDINANCE NO. 92-470 FOR THE PURPOSE OF AMENDING METRO CODE CHAPTER 3.02, AMENDING THE REGIONAL WASTEWATER MANAGEMENT PLAN AND SUBMITTING IT FOR RECERTIFICATION

DRAFT

Date: August 12, 1992

Presented by Rosemary Furfey

FACTUAL ANALYSIS

On July 29, 1992, the Water Resources Policy Advisory Committee (WRPAC) held its annual meeting for the purpose of reviewing the Regional Wastewater Management Plan (208 Plan) at which the following amendments were adopted. The amendments concern the modification of a collection area and a treatment area. An updated map is attached as Exhibit A.

City of Wilsonville

The collection and treatment map has been changed to reflect relevant annexations.

City of Tigard

The collection system map has been changed to reflect relevant annexations.

BACKGROUND

The Federal Water Pollution Control Act of 1972 (Public Law 95-500), commonly known as the Clean Water Act, required the creation of a Regional Wastewater Management Plan, which was first adopted by the Metro Council in 1980. Since that time the Regional Plan has been periodically updated. The plan is now reviewed on an annual basis as part of Metro's continuing "208" Water Quality Program and was last amended December 1991.

The Clean Water Act, requires that the Regional Plan accurately identify the region's water quality management problems and their solutions, both short-term, and long-term. The Regional Plan must also delineate the region's water quality management service areas for collection, transmission and treatment of wastewater. Local jurisdictions are required to coordinate their plans with Metro and to comply with the Regional Plan prior to the allocation of federal funds for the construction or upgrading of any wastewater treatment facilities.

WRPAC was appointed by the Metro Council to advise them, and the Metro staff, on matters relating to water resources management.

The WRPAC meets annually to review the Regional Plan and to consider proposed changes and amendments. This year our meeting was held on July 29, 1992. The changes and amendments

are contained in the factual analysis section of the Staff Report.

Accompanying this Staff Report is a letter from the Executive Director reporting on regional water resource issues (Attachment 1).

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Ordinance No. 92-470.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

DRAFT

FOR THE PURPOSE OF AMENDING THE)	ORDINANCE No. 92-470
REGIONAL WASTE WATER MANAGEMENT)	
PLAN AND AUTHORIZING THE)	Introduced by the
SUBMIT IT)	Transportation and
FOR RECERTIFICATION)	Planning Committee

WHEREAS, The Regional Waste Water Management Plan is adopted under Section 3.02.002 of the Code of the Metropolitan Service District; and

WHEREAS, Under Section 3.02.001(a), the Regional Plan includes the Collection and Treatment System Service Areas Map; and

WHEREAS, The Collection and Treatment System Service Areas Map have been amended from time to time, most recently by Ordinance No. 91-421A; and

WHEREAS, Section 3.02.009(b) sets out procedures for amending the Regional Plan and support documents; and

WHEREAS, The maps must be updated to reflect annexations to the City of Tigard and Wilsonville; and

WHEREAS, The Water Resources Policy Advisory Committee met on July 29, 1992 and recommended Council adoption of an amendment to the Plan to reflect these annexations; and

WHEREAS, The amended Regional Plan will be submitted to the Oregon Environmental Quality Commission and Department of Environmental Quality, and to the U.S. Environmental Protection Agency for recertification; now, therefore,

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY

ORDAINS:

Section 1. The Regional Wastewater Management Plan is amended by adopting Collection and Treatment System Service Areas Maps attached to this Ordinance as Exhibit A.

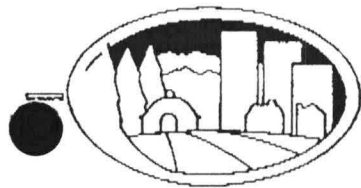
Section 2. The Executive Officer is authorized to submit the Regional Waste Water Management Plan as amended to the Oregon Department of Environmental Quality and the U.S. Environmental Protection Agency for Recertification.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1992.

Jim Gardner, Presiding Officer

Attest:

Clerk of the Council



COMMON GROUND:

The Urban Land Council of Oregon

To	MARK TURPEL	From	KALIA FORSYTHE
Co.	Metro	Co.	
Dept.		Phone #	684-1880
Fax #	273-5585	Fax #	

October 9, 1992

Andy Cotugno
Metro
2000 SW First Avenue
Portland, OR 97201-5398

Re: RPAC Meeting Announcement of 14 October

Dear Andy:

I just received the packet for the RPAC meeting on the 14th. At the risk of sounding undiplomatic, Andy, what the hell is going on? Why on earth is Metro even discussing as a regional planning "option" something that is not feasible? Oregon's land use laws and regulations would not permit the type of no/slow growth policies which have been used in California and other states, and any attempt to change Oregon's policies to allow such measures would certainly be difficult if not impossible, and would most likely destroy the state wide land use planning system. To present to the public (who aren't aware of the sweeping legislative and administrative changes which would be necessary) no/slow growth as a viable present option for the region would be disingenuous, if not dishonest. I know that there are people in the region who believe that we should not allow more growth to occur; that's nothing new. What is new is the specter of a governmental agency -- one which is charged with at least some degree of enforcement authority over land use laws -- dignifying and publicizing a policy that directly undermines Oregon's land use system.

Moreover, why is the unfinished work of a college student being distributed in support of this notion? Whatever other attributes this student may have, she is not an expert on Oregon land use law and her opinions and conclusions, however interesting, are scarcely relevant. I do not believe using "documentation" of this sort does either the student or the discussion any favors. A description of California's growth control methods is meaningless unless it is to be proposed that Oregon's law be changed to reflect California's. I do not believe any useful purpose is served by giving a forum to no growth advocates, unless we are prepared to also discuss the radical changes in the system which would be necessary to accomplish their objectives. At the very least, if a gutting of Oregon's land use law and the crippling of our industry is to be discussed, please do us the courtesy of basing the discussion on solid data, not an uninformed and unfinished college paper.

If I were to propose that one of the region's growth options be the removal of urban growth boundaries and the elimination of zoning, I cannot imagine receiving a

warm reception, much less being seriously considered and discussed. No/slow growth is equally offensive. I would ask that Metro staff advise RPAC that this option has no place in the 2040 process.

Very truly yours,



Jon A. Chandler
Staff Attorney

cc: RPAC members
Metro Council
Issues Committee
Rena Cusma

METRO

Memorandum

Planning Department
2000 S.W. First Avenue
Portland, OR 97201-5398
503/ 221-1646 FAX 273-5585

DATE: October 13, 1992
TO: Regional Policy Advisory Committee Members
FROM: *AC* Andy Cotugno
SUB: Slow Growth

At the last RPAC meeting, members expressed an interest in knowing more about a possible slow growth concept and possible ways to address the issues it involves.

Following are some initial thoughts about how to address the subject.

Motivation

One possible starting point is to try and understand the reasons that some people call for slower growth. Those that express an interest in substantially reducing the growth of the region have indicated several different motivating reasons. These include:

- A concern that our natural resources (air quality, water quality, etc.) have a limited capacity and that we have exceeded or are rapidly reaching levels which exceed the capacities of various resources;
- The fear that existing development is subsidizing new development;
- Distress about sharing what are perceived to be already crowded public infrastructure (roads, schools, etc.) with additional people;
- A concern that with additional people comes additional complexities in the institutional organization of the area and the social contracts - that there is an urban size which is "too big";
- Apprehension about costs, particularly housing, being driven up by those with substantial equities moving in from other regions.

For most of these, countervailing positive impacts can be shown (higher wage jobs, more cultural opportunities, etc.). Nevertheless, many if not most of these positive aspects are not as important to those interested in slower growth. In addition, there is no easy way to weigh these very different positive and negative impacts.

There should be no doubt that those that voice these concerns are sincere and should be encouraged to participate in the process. It also should be made clear that having plans that prepare for responding to expected growth pressures is very different from promoting growth (which some suggest is the purpose of the forecasts) - ie. earthquake response planning does not cause earthquakes.

Growth Facts

Another aspect of the issue that needs to be made very explicit is the population and employment forecasts that are the point of divergence. There is the perception that these are being inflated for effect. One key piece to better understanding is to provide both a detailed and citizen-friendly explanation of the methods, assumptions and results of the forecasts. Knowledge of the international, national and regional economic, social and regulatory influences that shape the forecasts would help to avoid the "shoot the messenger" reflex that may be occurring in some instances.

Ultimate Size/Limits

The essence of many of the motivations listed above involve limits. Carrying capacity, fiscal capability and ultimate urban size all include limits of one type or another. These limits can be measurable quantities, but they also can change with changes in technology, taste, organization, etc. Are these limits moving targets? Will understanding these kinds of limits help us respond to this issue and/or better understand the other concepts?

Historical Review

Another important consideration is to better understand those communities and regions that have tried to slow growth. The paper that Phyllis Clark has completed begins to provide some background, but a more detailed and comprehensive review would be useful. Any conclusions at this point would be premature, but how long lasting have such efforts been? Are efforts to slow growth successful, or do economic considerations quickly force reassessment and return to growth accommodation policies?

Implementing Methods

The slower growth concept is clearly very different from concepts A, B and C as depicted in the tabloid. The slow growth concept could have substantial costs - but different types of costs than those commonly measured, such as traffic congestion, air quality, etc. It is likely that slower growth, if included as a growth concept to be compared with other growth concepts would fare well in the standard costs and consequence measures. They would also likely tend to have costs such as a weaker economy, higher housing costs, etc, that may be difficult to measure in a rigorous way. This calls into question whether the standard measures are sufficient to assess the consequences of any growth concept.

Assessment of the issue will be helpful and provide a more informed decision about how growth should be addressed. Consideration of potential implementation measures could help understand the consequences of the goal.

It also seems likely there is a perverse aspect to this goal. That is, the more attractive the region becomes compared with other regions, the greater the growth pressure. You could make the case that Governor McCall's 'visit but don't stay' message brought more people to the state than otherwise would. Likewise, the less attractive the region is compared with other regions, the less likely growth pressures would be considered excessive.

As a means of considering how less growth would be achieved, the following approaches which reduce the attractiveness of the region could be used:

- Decrease growth by allowing degradation of the natural environment, thereby reducing the attractiveness of the region relative to other regions.
- Reduce growth by discouraging additional employment, thereby reducing the number of additional people able to be economically supported in the region.
- Lessen growth by regulating the amount of new public facilities, which could result in reducing the number of people added to the region (at least those who believe that today's level of public facilities and services are adequate).
- Slow growth in the region by imposing a tax that is used to encourage development in areas outside the region.

Are these, or some combination, the total list of basic tools that are available? If not, what additional approaches could be used?

Another related question is whether there is the interest and means to address some of the most onerous aspects of the tools listed above. For example:

- If new public facilities are restricted or taxes imposed, should countermeasures be taken to address resulting income distribution inequities?

Measuring Consequences

Clearly, the consequences of many of the above measures could be fearsome. What measures could be developed to consider the consequences of policies? Is there a "regional misery index" that could be designed?

As noted above, this issue is a difficult and controversial topic. However, the strategy of understanding and responding to it is a better approach than trying to avoid it.

Your ideas for addressing these above questions and related ones are most appreciated.

Thanks.

AC/KG/MT