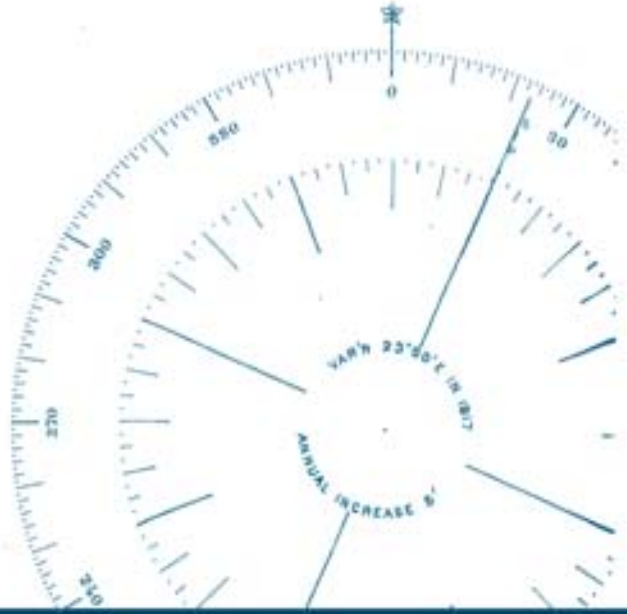
Metro Policy Advisory Committee

Orientation

MPAC 101



Metro

Regional plans and policies
An introduction and overview

presented by Andy Cotugno

Metro Planning Documents

- Future Vision – Broad regional vision
- Regional Framework Plan – 2040 Growth Concept
- Urban Growth Management Functional Plan – Local Government requirements
- Regional Transportation Plan – Long range plan for services and facilities; link to federal funds
- Metro Council Goals

2040 Growth Concept

- Central city, regional centers, town centers, station communities, main streets, corridors
- Employment and industrial areas
- Traditional neighborhoods

2040 Growth Concept (continued)

- Greenspaces: Fish and wildlife habitat inside and outside the UGB
- Rural resource lands (farms & forests)
- Rural residential (exception lands)
- Urban and rural reserves

Urban Growth Management Functional Plan

- Title 1 – Housing and employment accommodation
- Title 2 – Parking
- Title 3 – Water quality and flood management
- Title 4 – Industrial and employment areas
- Title 5 – Neighbor cities and rural reserves

Urban Growth Management Functional Plan

- Title 6 – Centers
- Title 7 – Housing choice (affordable housing)
- Title 8 – Compliance procedures
- Title 9 – Performance measures

Urban Growth Management Functional Plan

- Title 10 – Definitions
- Title 11 – Planning for new urban areas
- Title 12 – Protection of residential neighborhoods
- Title 13 – Nature in neighborhoods

Regional Transportation Plan

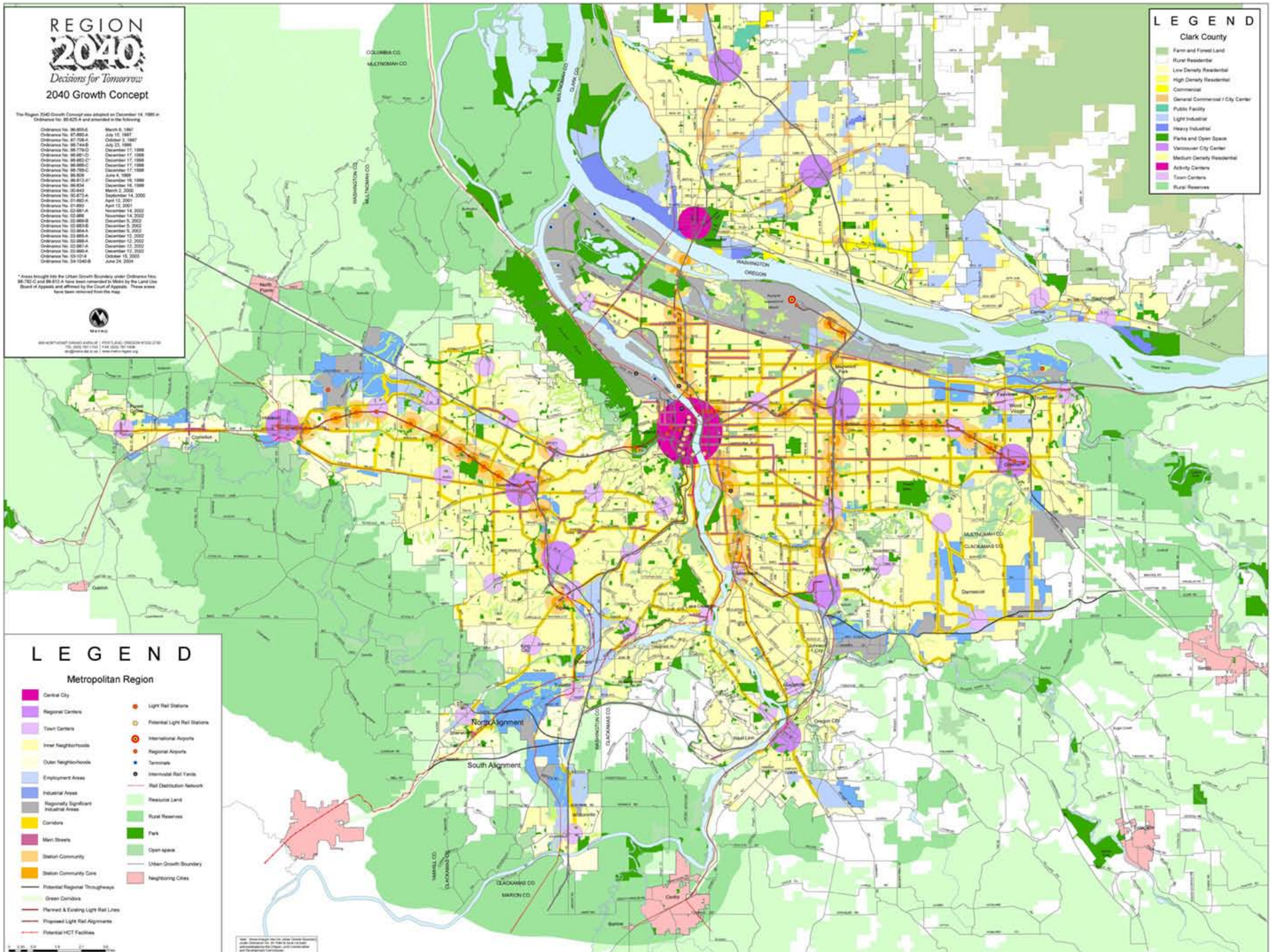
- Designed to implement regional land use strategy;
- Defines system of regional facilities: highway, street, transit, bike, pedestrian, freight, design types;
- Defines needed projects and services;
- Linked to a finance strategy; access to federal funds.

Making the greatest place

Shaping our communities and region for the next 50 years

presented by Robin McArthur

Our region is unique


REGION 2040
Decisions for Tomorrow
2040 Growth Concept
The Region 2040 Growth Concept was adopted on December 14, 1995 in Ordinance No. 95-625 A and amended in the following:
Ordinance No. 96-655-E March 6, 1997
Ordinance No. 97-690-A July 10, 1997
Ordinance No. 97-708-A October 2, 1997
Ordinance No. 98-744-B July 23, 1998
Ordinance No. 98-779-D December 17, 1998
Ordinance No. 98-781-D December 17, 1998
Ordinance No. 98-782-C December 17, 1998
Ordinance No. 98-785-C December 17, 1998
Ordinance No. 98-786-C December 17, 1998
Ordinance No. 99-809 June 4, 1999
Ordinance No. 99-812-A* December 16, 1999
Ordinance No. 99-834 December 16, 1999
Ordinance No. 00-843 March 2, 2000
Ordinance No. 00-872-A September 14, 2000
Ordinance No. 01-892-A April 12, 2001
Ordinance No. 01-893 April 12, 2001
Ordinance No. 02-981-A November 14, 2002
Ordinance No. 02-988 November 14, 2002
Ordinance No. 02-989-B December 5, 2002
Ordinance No. 02-989-B December 5, 2002
Ordinance No. 02-994-A December 5, 2002
Ordinance No. 02-995-A December 12, 2002
Ordinance No. 02-996-A December 12, 2002
Ordinance No. 02-997-A December 12, 2002
Ordinance No. 02-998-A December 12, 2002
Ordinance No. 03-1014 October 15, 2003
Ordinance No. 04-1040-B June 24, 2004
* Areas brought into the Urban Growth Boundary under Ordinance Nos. 98-782 C and 99-812 A have been remanded to Metro by the Land Use Board of Appeals and affirmed by the Court of Appeals. These areas have been removed from the map.
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LEGEND
Clark County
Farm and Forest Land
Rural Residential
Low Density Residential
High Density Residential
Commercial
General Commercial / City Center
Public Facility
Light Industrial
Heavy Industrial
Parks and Open Space
Vancouver City Center
Medium Density Residential
Activity Centers
Town Centers
Rural Reserves
LEGEND
Metropolitan Region
Central City
Regional Centers
Town Centers
Inner Neighborhoods
Outer Neighborhoods
Employment Areas
Industrial Areas
Regionally Significant Industrial Areas
Corridors
Main Streets
Station Community
Station Community Core
Potential Regional Throughways
Green Corridors
Planned & Existing Light Rail Lines
Proposed Light Rail Alignments
Potential HCT Facilities
Light Rail Stations
Potential Light Rail Stations
International Airports
Regional Airports
Terminals
Intermodal Rail Yards
Rail Distribution Network
Resource Land
Rural Reserves
Park
Open space
Urban Growth Boundary
Neighboring Cities
North Alignment
South Alignment
WASHINGTON
OREGON
COLUMBIA CO.
MULTNOMAH CO.
CLARK CO.
WASHINGTON CO.
CLACKAMAS CO.
MARION CO.
YAMHILL CO.
Portland
Vancouver
Gresham
Beaverton
Hillsboro
Tigard
Tualatin
Lake Oswego
Milwaukie
Oregon City
West Linn
Wilsonville
Troutdale
Fairview
Wood Village
Damascus
Sandy
Canby
Molalla
Cornelius
Forest Grove
Banks
Gaston
North Plains
Sherwood
Newberg
Mount Hood Parks

Our shared values

2006 Adam Davis survey: People…

- Value the environment
- Support planning for economic, environmental reasons
- Want us to preserve farm and forest land
- Encourage us to concentrate development in existing areas
- Don’t like traffic congestion

Desired outcomes

- Vibrant communities
- Economic prosperity
- Safe and reliable transportation choices
- Reduced greenhouse gas emissions
- Clean air, clean water and healthy ecosystems
- Equity

Great Vision and Great Plans

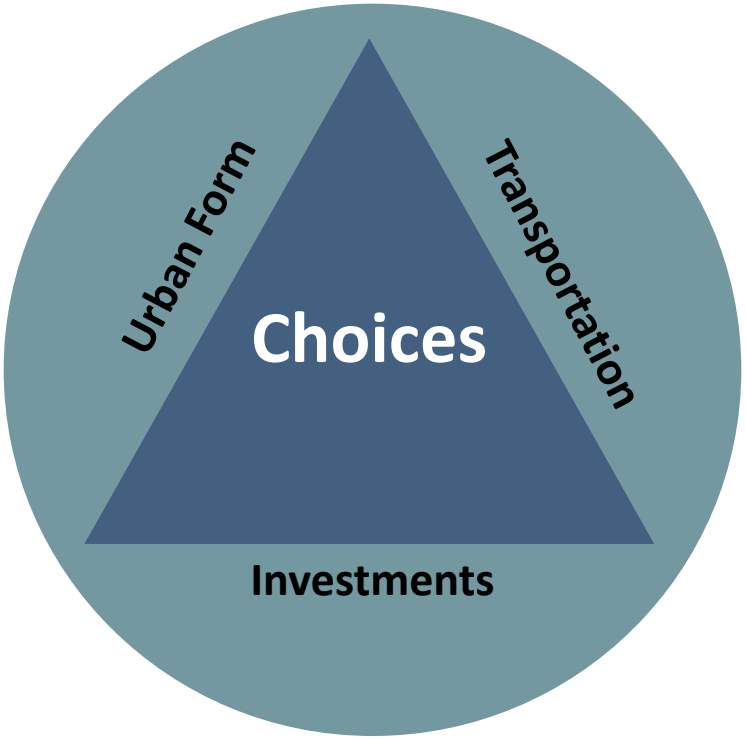
What’s missing?

FOCUSED IMPLEMENTATION

Local and regional challenges

- Ever increasing expectations of our communities;
- Growth rate faster than anticipated;
- Shifting demographics;
- 20K+ acres added to UGB; little development;
- Infrastructure costs increasing, funding is not;
- Gas prices, climate change likely to direct more investment to our urban centers.

Choices for the future



Urban Form
How and where do we grow?

Transportation
How do we travel?

Investments
How do we prioritize needed investments?

Choices for the future

Urban form:

- Urban and rural reserves
- Urban growth report
- Local aspirations

Choices for the future

Transportation: 2035 RTP Update

- High Capacity Transit (HCT) System Plan
- Regional Transportation System Management and Operations (TSMO) Plan
- Regional Freight Plan

Choices for the future

Investments: Investing in communities

- Investment incentives and tool kits
- Regional Infrastructure Strategy

Key decisions ahead

Regional decisions coming in 2009:

- Local and regional aspirations – Urban Growth Report
- Regional transportation plan
- Urban and rural reserves
- Infrastructure and investment

Key decisions ahead

Local decisions:

- Comprehensive plans
- Transportation system plans
- Capital improvement plans and investments
- Financial tools – urban renewal, system development charges

Key decisions ahead

PHASE 1
Frame choices
July to December 2008

Analyze population, land-use and transportation trends

PHASE 2
Refine choices
January to June 2009

Develop and refine strategies to achieve the region's goals and local aspirations

PHASE 3
Make choices
July to December 2009

Coordinate and prioritize state, regional and local land-use, transportation and investment strategies

PHASE 4
Implement choices
2010 to 2011

Implement state, regional and local land-use, transportation and investment strategies

Why does this matter?

The process will determine the shape, scale and vibrancy of our urban and rural landscapes for the next half century.

Urban growth management

Planning for great communities

presented by Malu Wilkinson

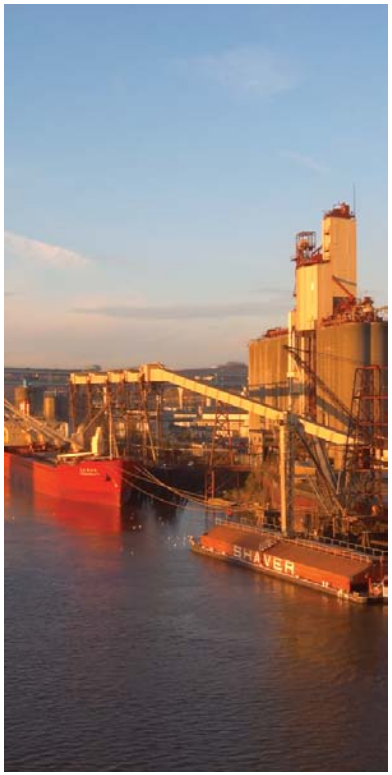
Great communities

- 2006: partnership between Metro, Clackamas, Multnomah and Washington counties
- Regional effort to reconsider how we look at urbanization decisions
- Define and describe community characteristics that support creation of great communities

Great community characteristics

- Community design
- Complete communities
- Ecological systems
- Optimize major public investments

Great community characteristics



- Governance
- Finance
- Economy
- Education and workforce development

Outcome-based growth management

- Metro manages the urban growth boundary
- State law: 20-year supply, assess every 5 years
- Focus is not just on land supply but great communities – six outcomes that define a successful region
- 2009: assess demand and capacity (UGR)
- 2010: growth management decisions

Managing growth and urban form

- UGB is one of many tools. Others include:
  - local zoning and design codes,
  - Investments in infrastructure, incentives and amenities,
  - tax and fee structure,
  - and private investment.
- Metro's goal: use UGB review as a tool in the context of the regional vision

Urban growth report components

- Range forecast
- Economic and employment trends
- Residential trends/needs analysis
- Capacity considerations
- Measuring progress

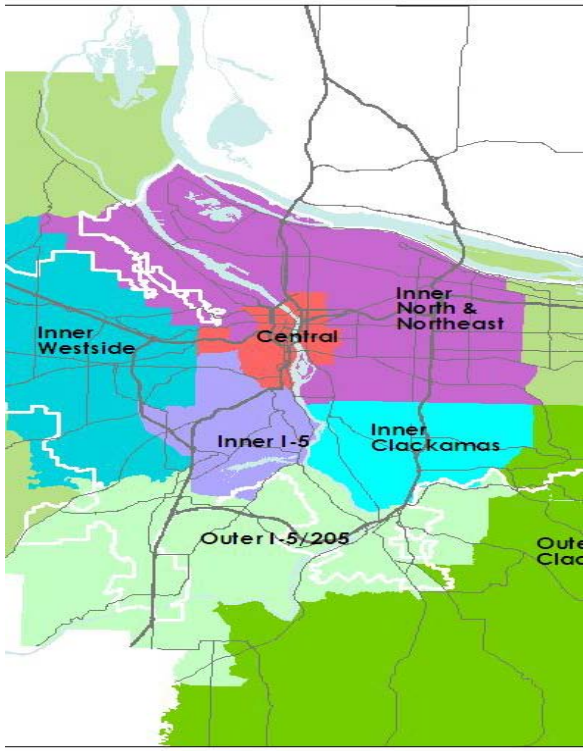
Range forecast

- 20 and 50 year range forecast for population and employment
- Establishes sideboards for evaluating land supply
- Range acknowledges uncertainties
- Discussion of factors that influence a slow or fast growth rate
- Focus on tradeoffs of being “bullish” or “bearish”

Employment and economic trends

- A strong regional economy is a critical element of great communities, one of the six outcomes
- Better understanding of where jobs have located
- New look at regional trends in context of changing global economy
- Updated employment land inventory
- Developing a new demand paradigm

Highlights of economic trends



- Modest job growth since 2000; jobs more dispersed
- More efficient use of employment land in centers, weak job gains
- Employment/industrial areas increased jobs, not land efficiency
- FAR, not jobs per building area, major driver of change in employment 'footprint'
- Business commitment to regional vision with incremental change

Economic Trends: Policy Questions

- Eric Hovee will present his findings in more detail at the February 25th MPAC meeting
- Key questions:
  - What economic sectors can the region best support that contribute to great communities?
  - Do we have capacity for unique employment uses, and what are the impacts of providing it?

Residential trends

- Housing preferences do change over time
- Global environment is shifting
  - Energy costs
  - Climate change
  - Culture of sustainability
  - Financial practices
- How much effect on 20-year capacity vs. 50-year urban reserves?

Capacity considerations

- Capacity of vacant buildable land
- Investments in existing communities – redevelopment and infill
- How much more efficiently will land be used in the future?
- What policies and tools are you willing to put in place to realize your community's vision?

Measuring progress

How well do existing policies and investments move the region towards the “definition of a successful region”?

MPAC role

- Connect local aspirations with growth management decisions over next two years
- Conduct policy discussions about which choices best support six outcomes and enhance great communities
- Direct MTAC to provide technical analysis and advise MPAC
- Make recommendations to Metro Council on UGR and its components

MPAC Schedule and next steps

Spring 2009	Summer 2009	Fall 2009	Winter 2009	2010
Feb. 25: Employment and economic trends	June/July: Adjustments to preliminary UGR	Sept/Oct/Nov: Local discussions of commitments for 2010	Dec: Recommend-ation on UGR to Metro Council	Local and regional commitments
March: Preliminary residential UGR	July/Aug: Measuring progress			Growth management decisions
April/May: Preliminary employment UGR				

Local aspirations

A vision for the future

presented by John Williams and Brian Harper

Cities envision their future

Metro has engaged local jurisdictions to gather information related to their local aspirations

- Quantitative and qualitative characteristics
- Barriers to implementation of aspirations
- 20 and 50 year time frames

Implementation

- Local aspirations reflect the incentives, political will, and efforts of a local community.

Help us define what we need to do to get "there".

- We all have a collective responsibility to implement 2040. Metro and locals both have to make commitments for that to happen.

Metro technical assistance

- Activity spectrum
- Leverage investments
  HCT, TOD, RTP, MTIP
- Partnerships
  Hillsboro Urban Renewal TAC
- Toolkits
  Finance, Design

Policy

Will be used in a variety of policy decisions

- How we target land use and transportation investments
- Pinpoint local actions
- Inform the Urban Reserves process
- Help close the gap identified in the UGR

Summary

- Staff are collecting and summarizing local aspirations now
- Results will be brought to MPAC in April
- Between April and September you will use this summary to consider policy decisions on HCT, RTP and our 20 year capacity
- Long term process

Infrastructure finance

Regional infrastructure analysis

presented by Andy Shaw

Regional infrastructure analysis

- Identify the region's current and 2040 infrastructure needs
- Assess costs for a variety of infrastructure types
- Explore strategies and options

Infrastructure needs

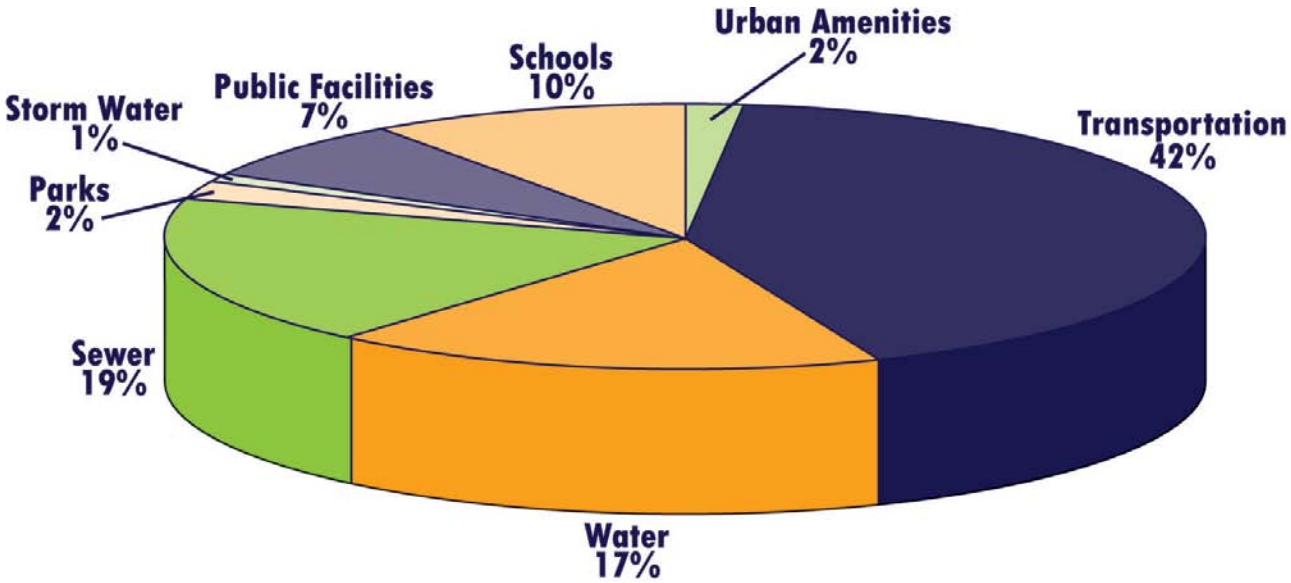
Vibrant communities require a range of infrastructure types:

- **Pipes, Pavement and Wires**: transportation, transit, sewer, water, stormwater and energy
- **Spaces and Structures**: urban parks and greenspaces, parking, schools, civic buildings and facilities (including police and fire stations, libraries, and plazas)

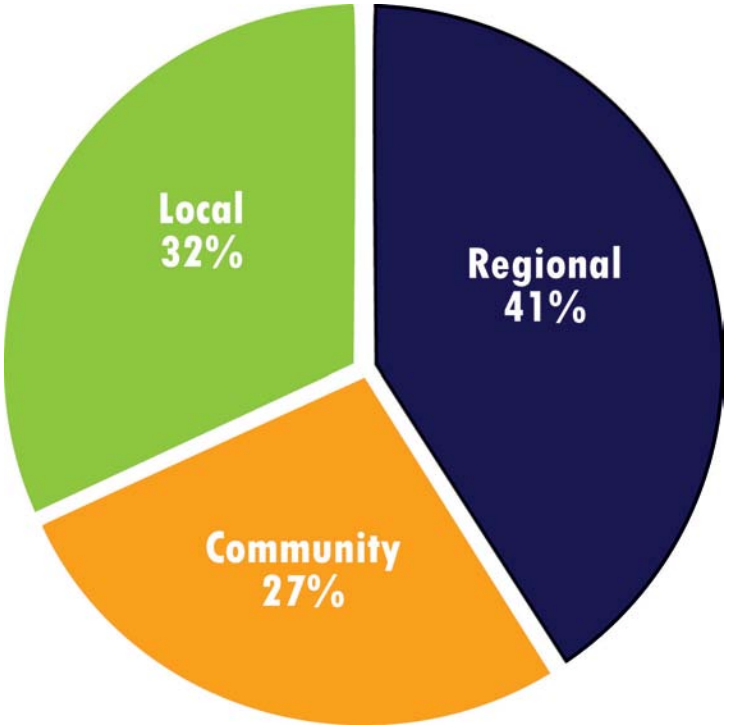
The region's challenge

- Significant deferred maintenance backlog
- Tens of billions in costs to expand capacity
- Existing funding mechanisms insufficient
  - Federal spending continuing decades-long decline
  - State investments declining
  - Local revenues limited
- 30-year population growth estimate: one million more residents in the 7-county region

Infrastructure needs



Infrastructure needs



Transportation

- Largest single infrastructure expense
- 75 percent of existing budgets spent on maintenance and preservation of existing assets
- Metro 2035 Regional Transportation Plan has a gap of more than $7 billion
- Transportation funding sources well developed, but experiencing new pressures

Water, sewer, stormwater

- Rate system provides stable source for operations, but upfront capital is hard to obtain
- New treatment facilities and new sources of water needed
- Coordination of service, water reuse and recycling, and more compact development could reduce costs

Schools

- Up to 150 new school facilities required by 2035
- Existing capacity and future demand not well aligned
- Cost of land and size of school facilities impacts siting
- Creative facility design, building reuse, and coordination could reduce cost estimates

Parks, open space, civic buildings

- Urban park land increasingly important asset
- Region needs over 5,000 acres of new urban parks and over 8,000 acres of natural areas
- Urban amenities such as plazas and streetscapes support redevelopment
- Challenging to identify funding

Energy

- Business as usual would require two to three new 400 Mw power plants
- Demand management and pricing can help reduce peak demand
- Coordination with other service providers can increase efficiencies

Strategies and options

- Encouraging efficiency and innovation in service delivery
- Exploring demand management
- Identifying and supporting new investment strategies

2035 Regional transportation plan

Getting from here to there

presented by Kim Ellis and Andy Cotugno

Regional transportation plan (RTP)

- Long-range blueprint that guides regional and local planning
- Addresses federal and state law
- Updated every 4 years in cooperation with the providers
- Documents needs and establishes investment priorities for federal and state funding
- Key 2040 implementation tool

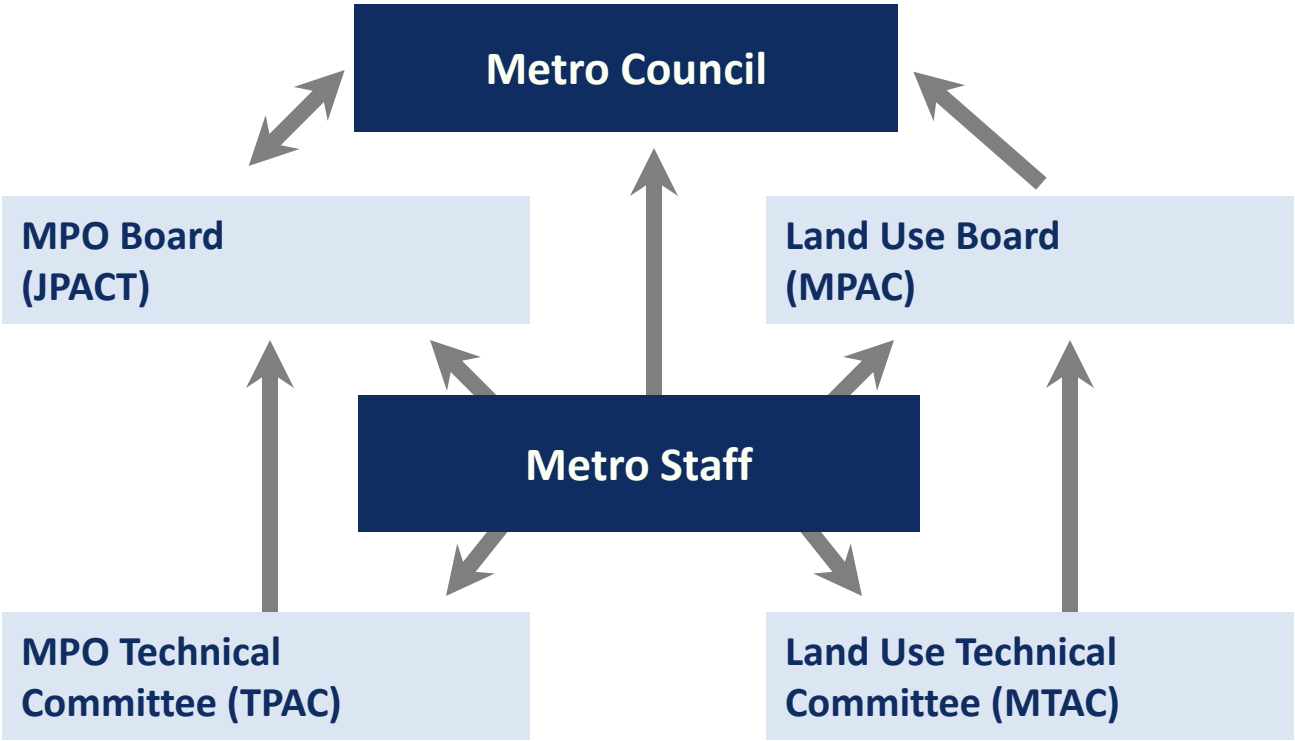
Federal planning requirements

- SAFETEA- LU legislation, National Environmental Policy Act, Clean Air Act, ADA, and Title VI
- Plan must:
  - address multi-modal system needs for 20-years
  - be coordinated with land use plans
  - conform with air quality laws
  - include cost estimates and “reasonably expected” revenue sources
- Inclusion in plan is prerequisite for federal funding

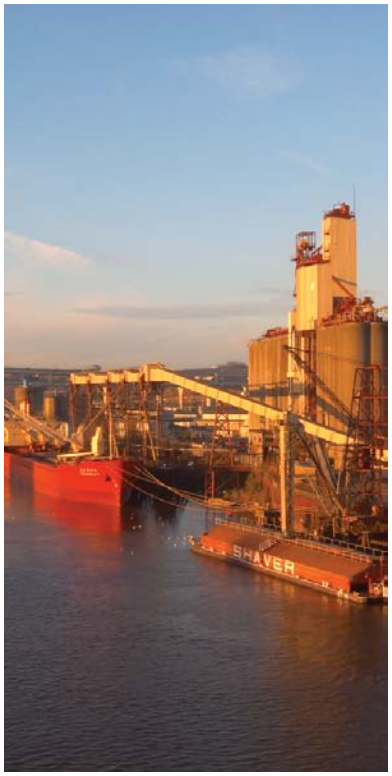
State planning requirements

- Be consistent with Transportation Planning Rule and State Transportation Plan
- Identify the need, mode, function and general corridor for a planned system of multi-modal investments
- Be “adequate” to support adopted land use plans
- Increase transportation choices
- Reduce drive alone trips and the amount people drive
- Include a financial strategy

Decision making process



Project timeline and milestones



Dec. ’07 Adopted new policy direction and projects the region can afford

Summer-Fall ‘08 Tested new policies and initial direction on strategies

Winter-Spring ’09 Identify priorities and funding options

Fall ’09 Approve draft plan

Winter ’10 Final analysis/findings

S**pring ‘10** Approve final plan

New RTP direction to respond

- Outcomes tied to public values
- Connecting people and places to create great communities and foster economic vitality
- Strategic, innovative solutions
- Transportation performance, land use and quality of life effects considered

RTP goals and outcomes

- Vibrant Communities and Efficient Urban Form
- Economic Competitiveness and Prosperity
- Transportation Choices
- Efficient Management of the System
- Safety and Security
- Environmental Stewardship
- Human Health
- Equity
- Fiscal Stewardship
- Accountability

Current and new performance measures

Current Measures

- Highway capacity
- Transit ridership
- Mode share
- Vehicle miles traveled
- Air quality

New Measures

- Cost of freight delay
- Job growth
- Travel time reliability
- Greenhouse gas emissions
- Land consumption
- Household growth
- Housing/transportation affordability

Moving forward in 2009

Identify needs and potential solutions

- Transportation System Management and Operations Plan
- High Capacity Transit Plan
- Freight Plan
- Atlas of mobility corridors
- Local aspirations and community building needs

Develop funding strategy

Develop RTP Investment Strategy

- Mobility priorities
- Community-building priorities

Upcoming MPAC milestones

April ’09 Discuss High Capacity Transit plan strategies and priorities

May ’09 Provide direction on RTP funding and mix of investment priorities

Summer ’09 Provide direction on outstanding policy choices and local plan implementation

Nov. ’09 Consider draft RTP

June ’10 Approve final RTP

Urban and rural reserves

Shaping the region for 40-50 years

presented by
Doug McCLain - Clackamas County

Chuck Beasley – Multnomah County

Brent Curtis - Washington County

John Williams - Metro

The urban growth boundary

Current system:

- 20 year land supply
- Revisit every 5 years
- Metro decision
- Landowners in limbo
- Focus is on soil type
- Hard to consider plans for new areas

Shape of the region study

- Agricultural lands assessment
- Natural landscape features inventory
- Great communities study

New approach – Senate Bill 1011

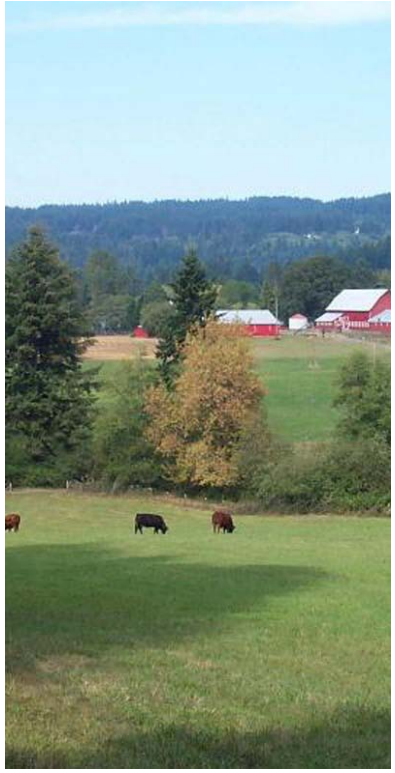
- Rural and urban together
- Long-term vision
- New approach to agricultural lands
- Focus on great communities
- Consider suitability of lands for uses
- Collaborative approach

Urban reserves

Suitable for urban development

- Can be served with water, sewer, and other infrastructure
- Can be made walkable with a complete system of roads and transit
- Can be designed for full range of housing
- Can support a healthy economy
- Can preserve natural features and ecological systems

Rural reserves



Working farms, forest, natural areas

- Subject to urbanization
- Can support long term economically viable agriculture
- Natural features that define region

The “Core 4” governing bodies make the decision

Four elected officials representing:

- Clackamas County Commission
- Multnomah County Commission
- Washington County Commission
- Metro Council

- Counties designate rural reserves
- Metro designates urban reserves
- Intergovernmental agreements

Regional Reserves Steering Committee

Comprised of representatives from:

- Business and industry
- Land use, environmental and social advocacy organizations
- State agencies
- Cities

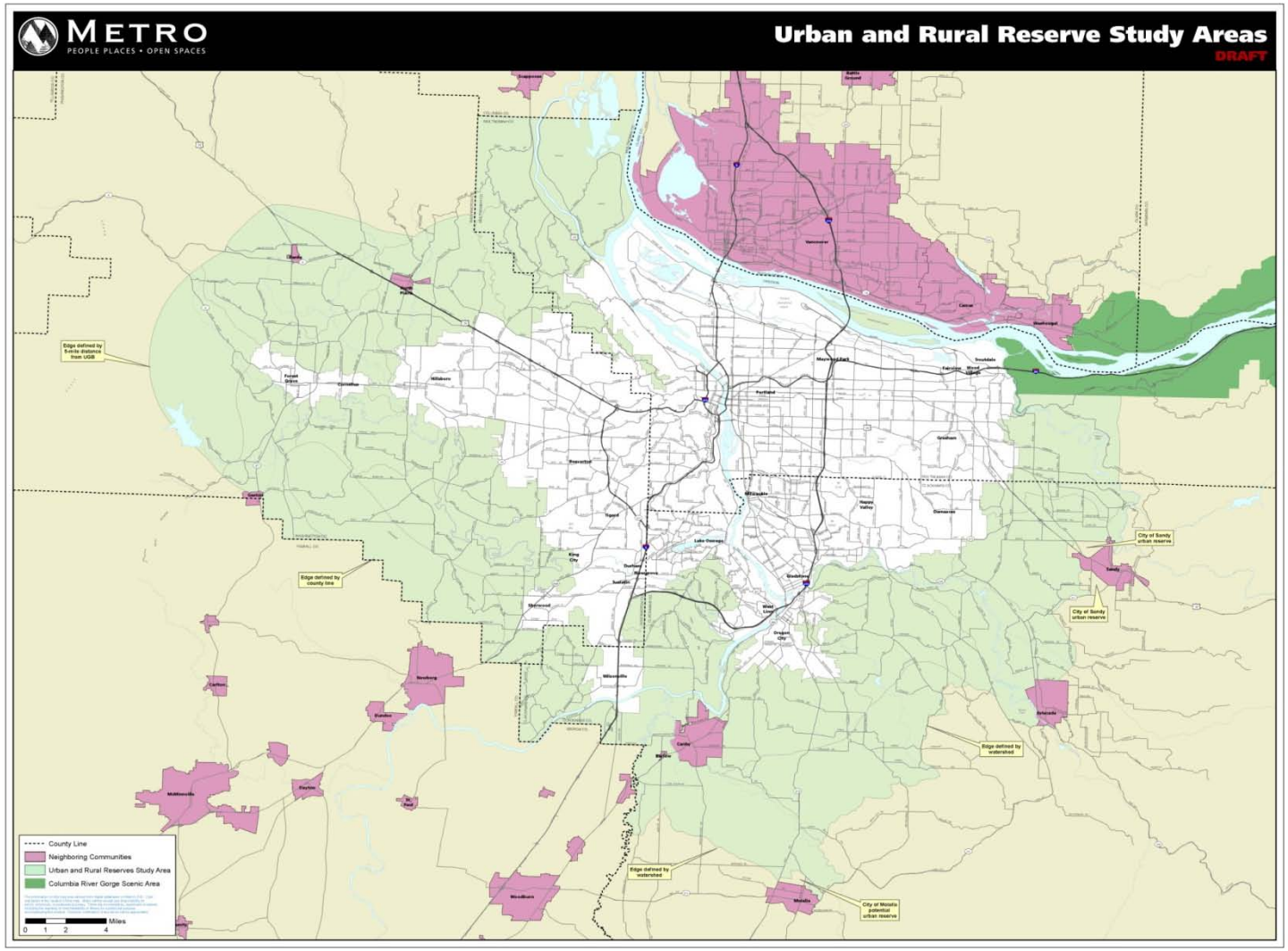
Reserves schedule

Phase 1 November 2007 – March 2008	Phase 2 April 2008 – August 2008	Phase 3 September 2008 – July 2009	Phase 4 August 2009 – September 2009	Phase 5 October 2009 – December 2009
Establish committees, project approach and public involvement process	Identify reserves study area	Analyze reserves study area	Recommend urban and rural reserves	Adopt urban and rural reserves

Milestones

Agree on factors and process	Select reserves study area	Recommend preliminary reserves	Create inter-governmental agreements on reserve designations	Counties designate rural reserves; Metro designates urban reserves

Analyzing lands within the study area



Next steps

- Three counties each have advisory committees to help guide commissioners' decisions;
- Counties generating maps of proposed candidate areas – places suitable for urban or rural use;
- Candidate areas reviewed by the regional Reserves Steering Committee and the public;
- Reserves will be proposed in July
- Intergovernmental agreements in September
- Designation by end of year