

# **ANNOTATED MINUTES**

*Tuesday, February 6, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

## **REGULAR MEETING**

*Chair Beverly Stein convened the meeting at 9:33 a.m., with Vice-Chair Dan Saltzman, Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present.*

### **CONSENT CALENDAR**

**UPON MOTION OF COMMISSIONER KELLEY,  
SECONDED BY COMMISSIONER HANSEN, THE  
CONSENT CALENDAR (ITEM C-1) WAS  
UNANIMOUSLY APPROVED.**

### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

*C-1 Amendment to Intergovernmental Agreement 302215 with City of Fairview to Develop Fairview's Seventh Street Extension Project, Providing Design Engineering Right-of-Way Acquisition and Contracting Engineering Services*

### **REGULAR AGENDA**

### **PUBLIC COMMENT**

*R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

**NO ONE WISHED TO COMMENT.**

### **DEPARTMENT OF ENVIRONMENTAL SERVICES**

*R-2 HV 23-95 Report on Hearings Officer Decision DENYING Approval of Two Lot Area Variances to Allow Two Adjacent Substandard and Developed Single Family Lots to be Considered as Two Separate Buildable Lots at 11411 and 11437 SW MILITARY ROAD; and Request to Schedule TUESDAY, MARCH 12, 1996 for a Hearing on an Appeal of that Decision*

**DECISION READ, APPEAL FILED. AT THE REQUEST OF CHAIR STEIN AND UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER COLLIER, IT WAS UNANIMOUSLY APPROVED THAT A DE NOVO HEARING BE SCHEDULED FOR 9:30 AM, TUESDAY, MARCH 12, 1996, WITH TESTIMONY LIMITED TO 20 MINUTES PER SIDE.**

R-3 *ORDER Granting Public Walkway and Utility Easement to the City of Portland on a Portion of Lot 3, Independence Home Tracts on Capitol Hill Library Property*

**COMMISSIONER SALTZMAN MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-3. BOB OBERST EXPLANATION. ORDER 96-18 UNANIMOUSLY APPROVED.**

**DEPARTMENT OF HEALTH**

R-4 *Budget Modification MCHD 3 to Correctly Place Positions within the Departmental Organization Structures and Transfer Homeless Grant Funds from Contract Services to Personnel*

**COMMISSIONER HANSEN MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF R-4. ANN BREMER EXPLANATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. COMMISSIONER COLLIER MOVED AND COMMISSIONER KELLEY SECONDED, TO CONTINUE THE MATTER IN ORDER TO OBTAIN ADDITIONAL INFORMATION REGARDING GRANT AND TO DISCUSS MATTER WITH DePAUL. MS. BREMER RESPONSE TO BOARD DISCUSSION. CHAIR STEIN DIRECTED THAT MS. BREMER INVITE THE APPROPRIATE INDIVIDUALS TO ATTEND THE BOARD MEETING TO DISCUSS AND IDENTIFY ISSUES RELATED TO DRUG AND ALCOHOL TREATMENT FOR HOMELESS YOUTH. BUDGET MODIFICATION UNANIMOUSLY CONTINUED TO THURSDAY, FEBRUARY 15, 1996.**

*There being no further business, the regular meeting was adjourned at 9:44 a.m. and the briefings convened at 9:45 a.m.*

Tuesday, February 6, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**BOARD BRIEFINGS**

- B-1 *Progress of the Regional Children's Campus. Presented by David Fuks of Edgefield Children's Center, Elyse Clawson and Howard Klink.*

**DAVID FUKS OF EDGEFIELD CHILDREN'S CENTER, JANICE GRATTON OF DCFS, JAY BLOOM OF MORRISON CENTER AND DENNIS MORROW OF THE JANUS PROGRAM PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION.**

- B-2 *Discussion of and Multnomah County Response to Metro Request for Early Implementation of 2040 Plan. Presented by Mike Burton, Mark Turpel and John Fregonese of Metro, and Scott Pemble.*

**MIKE BURTON AND SCOTT PEMBLE PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. CHAIR STEIN DIRECTED MR. PEMBLE TO PREPARE DISCUSSION PAPER OUTLINING COUNTY OPTIONS, TIMELINE AND PLAN AND RETURN FOR BOARD BRIEFING PRIOR TO MARCH 22, 1996.**

*The briefing was adjourned at 11:03 a.m. and the executive session convened at 11:05 a.m.*

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Tuesday, February 6, 1996 - 11:00 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**EXECUTIVE SESSION**

- E-1 *The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Labor Negotiator Consultation Concerning Possible Labor Negotiations. Presented by Darrell Murray.*

**EXECUTIVE SESSION HELD.**

The executive session was adjourned at 11:12 a.m. and the briefing convened at 11:15 a.m.

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Tuesday, February 6, 1996 - 11:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

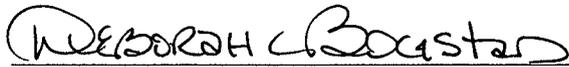
**BOARD BRIEFING**

B-3      *Reorganization of Multnomah County Sheriff's Office Law Enforcement Division and Request for Policy Direction. Presented by Sheriff Dan Noelle and Larry Aab.*

**DAN NOELLE AND MEL HEDGPETH  
PRESENTATION AND RESPONSE TO BOARD  
QUESTIONS AND DISCUSSION. BOARD BRIEFING  
ON UPDATE OF RESOLUTION 94-113 TO BE  
SCHEDULED PRIOR TO BUDGET  
DELIBERATIONS.**

*There being no further business, the meeting was adjourned at 11:54 a.m.*

OFFICE OF THE BOARD CLERK  
FOR MULTNOMAH COUNTY, OREGON



*Deborah L. Bogstad*



**MULTNOMAH COUNTY OREGON**

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 SW FIFTH AVENUE  
PORTLAND, OREGON 97204  
CLERK'S OFFICE • 248-3277 • 248-5222  
FAX • (503) 248-5262

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR • 248-3308  
DAN SALTZMAN • DISTRICT 1 • 248-5220  
GARY HANSEN • DISTRICT 2 • 248-5219  
TANYA COLLIER • DISTRICT 3 • 248-5217  
SHARRON KELLEY • DISTRICT 4 • 248-5213

# AGENDA

## MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

### FOR THE WEEK OF

### FEBRUARY 5, 1996 - FEBRUARY 9, 1996

*Tuesday, February 6, 1996 - 9:30 AM - Regular Meeting .....Page 2*

*Tuesday, February 6, 1996 - 9:30 AM - Board Briefings.....Page 3*

*Tuesday, February 6, 1996 - 11:00 AM - Executive Session.....Page 3*

*Tuesday, February 6, 1996 - 11:30 AM - Board Briefing .....Page 3*

**THURSDAY, FEBRUARY 8, 1996 - 9:30 AM - MEETING CANCELED**

**INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.**

AN EQUAL OPPORTUNITY EMPLOYER

Tuesday, February 6, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**REGULAR MEETING**

**CONSENT CALENDAR**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

C-1        *Amendment to Intergovernmental Agreement 302215 with City of Fairview to Develop Fairview's Seventh Street Extension Project, Providing Design Engineering Right-of-Way Acquisition and Contracting Engineering Services*

**REGULAR AGENDA**

**PUBLIC COMMENT**

R-1        *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

R-2        *HV 23-95 Report on Hearings Officer Decision DENYING Approval of Two Lot Area Variances to Allow Two Adjacent Substandard and Developed Single Family Lots to be Considered as Two Separate Buildable Lots at 11411 and 11437 SW MILITARY ROAD; and Request to Schedule TUESDAY, MARCH 12, 1996 for a Hearing on an Appeal of that Decision*

R-3        *ORDER Granting Public Walkway and Utility Easement to the City of Portland on a Portion of Lot 3, Independence Home Tracts on Capitol Hill Library Property*

**DEPARTMENT OF HEALTH**

R-4        *Budget Modification MCHD 3 to Correctly Place Positions within the Departmental Organization Structures and Transfer Homeless Grant Funds from Contract Services to Personnel*

Tuesday, February 6, 1996 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**BOARD BRIEFINGS**

- B-1      *Progress of the Regional Children's Campus. Presented by David Fuks of Edgefield Children's Center, Elyse Clawson and Howard Klink. 30 MINUTES REQUESTED.*
- B-2      *Discussion of and Multnomah County Response to Metro Request for Early Implementation of 2040 Plan. Presented by Mike Burton, Mark Turpel and John Fregonese of Metro, and Scott Pemble. 1 HOUR REQUESTED.*
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Tuesday, February 6, 1996 - 11:00 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**EXECUTIVE SESSION**

- E-1      *The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Labor Negotiator Consultation Concerning Possible Labor Negotiations. Presented by Darrell Murray. 30 MINUTES REQUESTED.*
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Tuesday, February 6, 1996 - 11:30 AM  
Multnomah County Courthouse, Room 602  
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**BOARD BRIEFING**

- B-3      *Reorganization of Multnomah County Sheriff's Office Law Enforcement Division and Request for Policy Direction. Presented by Sheriff Dan Noelle and Larry Aab. 30 MINUTES REQUESTED.*

MEETING DATE: February 6, 1996

AGENDA #: B-1

ESTIMATED START TIME: 9:35 a.m.

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

SUBJECT: Progress of the Regional Children's Campus at Edgefield

BOARD BRIEFING: DATE REQUESTED: Tuesday, February 6, 1996

REQUESTED BY: Chair Beverly Stein

AMOUNT OF TIME NEEDED: 30 minutes

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_

AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Non-Departmental DIVISION: Chair Beverly Stein

CONTACT: Barbara Butkins TELEPHONE #: 492-4020  
Edgefield Children's Ctr. BLDG/ROOM #: \_\_\_\_\_

PERSON(S) MAKING PRESENTATION: David Fuks, Elyse Clawson, Howard Klink

ACTION REQUESTED:

INFORMATIONAL ONLY [ ] POLICY DIRECTION [ ] APPROVAL [ ] OTHER

SUGGESTED AGENDA TITLE:

Progress of the Regional Children's Campus at Edgefield

BOARD OF  
COUNTY COMMISSIONERS  
96 JAN 30 AM 9:50  
MULTNOMAH COUNTY  
OREGON

SIGNATURES REQUIRED:

ELECTED  
OFFICIAL:  
(OR)  
DEPARTMENT  
MANAGER:

*Beverly Stein*

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277 or 248-5222



# MULTNOMAH COUNTY OREGON

DEPARTMENT OF JUVENILE JUSTICE SERVICES  
1401 N.E. 88TH  
PORTLAND, OREGON 97213  
(503) 248-3460  
TDD 248-3561

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR OF THE BOARD  
DAN SALTZMAN • DISTRICT 1 COMMISSIONER  
GARY HANSEN • DISTRICT 2 COMMISSIONER  
TANYA COLLIER • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

December 20, 1995

David H. Fuks, M.S.W.  
Executive Director  
Edgefield Children's Center  
2408 SW Halsey  
Troutdale, OR 97060

Dear David:

I was pleased to meet with you to review your current plans for development of services on the Regional Children's Campus at Edgefield. I continue to be interested in the prospect that this public private partnership represents.

It is pleasing to see that you are willing to develop some secure treatment capacity for adjudicated youth. I am particularly interested in services which involve alcohol and drug treatment and which are capable of serving young people of diverse cultures.

I would be happy to facilitate further planning with you and my staff regarding campus development. I am also pleased to endorse your grant writing efforts in both capital and program development.

I look forward to our mutual success on behalf of children and youth in this community.

Sincerely,

Elyse Clawson, Director  
Multnomah County Juvenile Justice Services Department



# MULTNOMAH COUNTY OREGON

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES  
421 SW SIXTH AVENUE, SUITE 700  
PORTLAND, OREGON 97204  
PHONE (503) 248-3691  
FAX (503) 248-3379  
TDD (503) 248-3598

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR OF THE BOARD  
DAN SALTZMAN • DISTRICT 1 COMMISSIONER  
GARY HANSEN • DISTRICT 2 COMMISSIONER  
TANYA COLLIER • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

November 30, 1995

David H. Fuks, M.S.W.  
Executive Director  
Edgefield Children's Center  
2010 S.E. 182nd Avenue  
Portland, OR 97233

Dear David:

I have read the Strategic Plan Update that you have prepared for review by the Board of County Commissioners. I find that it is consistent with the discussion we had in November and I am pleased to lend my support to the efforts you have identified.

I am particularly gratified that you are willing to put your long term Residential and Day Treatment capacity into the mix of services we are seeking to develop for Multnomah County children. I believe that the creativity of the approach you are taking to developing a service package approach to seriously disturbed children will be both economical and clinically effective.

My staff and I will be happy to work with you regarding development of the treatment model you are proposing and regarding the grant writing effort you have suggested. The opportunity to help to shape the Regional Children's Campus is a very exciting one.

I look forward to our successful collaboration.

Sincerely,

Lorenzo T. Poe, Jr.  
Director  
Department of Community and Family Services

LTP/mas

## **UPDATE REGARDING STRATEGIC PLANS FOR THE REGIONAL CHILDREN'S CAMPUS AT EDGEFIELD**

The development of the Regional Children's Campus at Edgefield is continuing on several tracks simultaneously. Edgefield Children's Center programs are being redesigned in order to achieve the integrated services goal. Logistical work is underway regarding development of specific plans for building development including the architectural bid process. Relationships with partnering agencies who will collocate services on the campus are moving forward. Fundraising efforts are moving forward with both foundations and individuals. All four of these areas will be discussed in this update.

### **Program Redesign**

Currently Edgefield Children's Center programs reflect the categorical funding streams which have traditionally been the base for program development. Programs are being redesigned into a cohesive package with a single point of entry into services provided by the agency. This single entry point will ultimately be developed to include the agencies with which Edgefield is developing a federated organization, the Morrison Center and the Janus Program.

Several activities are involved in the current program redesign effort:

- Edgefield is meeting with Multnomah County Community and Family Services Department and Juvenile Department leadership in an effort to assess population needs and assure that services being developed will be designed to meet those needs.
- Daily Structure and Support outpatient services have been redesigned to accommodate shorter length of stay and linkage to teen pregnancy and other social services.
- Discussions have been initiated with the State Office of Services to Children and Families regarding expansion of the Treatment Foster Care model.
- Discussions have been initiated with county staff regarding the use of Edgefield's Residential and Day Treatment capacity in the development of a comprehensive package of acute care services. (Residential and Day Treatment length of stays would be significantly shortened using this model.)
- Edgefield and county staff have agreed to pursue a course of joint training to assure that referring staff and providers have a clear understanding of treatment models being developed and expectations regarding outcomes.
- Edgefield program evaluation staff are focusing outcome evaluation design on school, family success and on expectations of reductions of involvement in the juvenile justice system.

Edgefield Children Center will be partnering significantly with Multnomah County as it discusses a proposed pilot project regarding the shortened use of Residential and Day Treatment in a context of comprehensive community based services to emotionally disturbed and high risk children and youth. Discussions with the state are planned for January of 1996. Current discussions call for piloting the new service models in the coming fiscal year and full implementation when the new buildings are ready to open.

Additionally, discussions have been initiated with county juvenile justice leadership regarding the development of secure treatment capacity for adjudicated youth on the campus.

Edgefield Children's Center is also conducting market research with local private payers and with contiguous states as it seeks to design services to most effectively meet needs of a changing mental health and social services market.

The development of the redesigned programs on the campus will be a significant and challenging undertaking. Edgefield Children's Center has discussed the possibility of a joint application to a national foundation (e.g. Edna McConnell Clark, Kellogg, or Robert Wood Johnson) with support from its federated partners and Multnomah County. The proposed grant would provide for the research and development and program evaluation infrastructure required to make the redesign most effective.

#### **Building Development**

Preliminary work has been initiated with architectural firms on a pro bono basis. Edgefield will be seeking the input of local and state officials and representative of private sector organizations to assure that space will be developed to provide the greatest level of flexibility of response to client needs.

A portion of Edgefield's current Residential Treatment space will be secured to allow more flexible use of this space for increasingly difficult clients.

Edgefield has met with Multnomah County Administrative Services staff to discuss details regarding the publication of an architectural Request For Proposals (RFP). It is expected that the RFP will be published in early January 1996 and that an architectural contract will be initiated in mid February. Land use, design permits, contracting for building and project management will follow the architectural contract. Edgefield is also meeting with county staff to review cost estimates in preparation for the revenue bond issuance.

It is hoped that ground breaking can take place in the fall of 1996 and that buildings can be completed in the fall of 1997.

#### **Collocation of other agencies at the Regional Children's Campus**

Edgefield Children's Center has formally agreed to create a federated corporate relationship with two other 501c3 not for profit corporations. The Morrison Center and Janus Program will join with Edgefield in developing the federated entity for the purpose of joint strategic planning, service delivery, and exploration of administrative efficiencies which will maximize resources going to children.

A meeting was held recently with board representatives of the Janus Program and the Edgefield CEO regarding involvement with the Edgefield Trust to develop a building on the campus. Discussions are continuing at the CEO level between Edgefield and the Morrison Center regarding similar possibilities.

Plans for locating the Eastwind Center and Outpatient offices on the campus have been integrated into the current campus development plan. Eastwind, a Family Center funded by Multnomah County, represents a current collaboration of the Edgefield Children's Center and the Morrison Center. It is an ideal vehicle for collaboration and promotion of collocation of services on the Regional Children's Campus.

Legal work has been initiated with the Edgefield Trust corporate counsel regarding development of new corporate papers which will make it possible for the Trust to contract with the County as a 501c3 for purposes of issuing the Revenue Bond contract and to make it possible for the Trust to serve all of the federated partners and others who may wish to locate on the campus.

The Edgefield Children's Center, other equity partners on the campus, and the Edgefield Trust will work collaboratively with Multnomah County to review other potential tenants, including public entities, and participants on the Regional Children's Campus.

#### **Fundraising**

Edgefield Children's Center and the Edgefield Trust are moving forward with fundraising plans. A recent fundraising event was held at the home of Arlene and Harold Schnitzer and several prospective donors emerged with commitments to the Regional Children's Campus. Initial contacts have been made with the Oregon Community Foundation and the Meyer Memorial Trust and with a few of the larger corporate foundations. These contacts were very positive. Edgefield Children's Center and Edgefield Trust leadership are committed to moving forward aggressively until the fundraising goals have been achieved.

#### **Next Steps**

Plans for developing the Regional Children's Campus are progressing well. A high degree of energy will be required to engage program staff and federation partners in developing redesigned service models. In addition, the cooperation of both state and county officials will be needed to develop the new funding model. Meetings will be organized during December 1995 and January 1996 to continue to move this process forward. Fundraising efforts will continue to build in momentum through the remainder of the current fiscal year. Foundation applications and corporate solicitations will be made in the late winter and early spring as individual solicitations continue. Significant efforts regarding building design, securing of current facilities and contracting for a builder will also be pursued through the winter months.

David H. Fuks, M.S.W.  
Executive Director,  
Edgefield Children's Center

## **SERVICES DESIRED BY FUNDERS**

- Integrated treatment and continuity of care models;
- Linkage of treatment to case management and community support services;
- Resiliency focused prevention and early intervention;
- Shortened length of stay in expensive residential, day treatment and intensive outpatient models;
- No refuse capability in secure treatment for acutely disturbed clients;
- Single entry access to services;
- Community based interventions which provide treatment in the natural environment of the client;
- Treatment focused on and accountable to concrete outcomes. (e.g. school, family, and justice system success)

## **EDGEFIELD'S EFFORTS TO RESPOND**

- Outpatient services have been redesigned to promote a more flexible response to client needs;
- Intake staff from inpatient, outpatient, and community services are being convened to develop an internal single entry access system;
- Service packages are being designed to shorten length of stay in residential and day treatment by integrating intensive outpatient and social services offerings;
- Edgefield has developed a federation with Morrison Center and Janus Program to jointly develop services and responses to changing needs;
- Plans are being developed for securing some of our existing residential treatment space;
- Funds are being raised to develop the Regional Children's Campus at Edgefield which will include secure residential and classroom capacity;
- Federation staff are being asked to participate in developing plans for new service packages and for training needed to make organizational change work.

**SAMPLE TIME LINE FOR CLIENTS**

November 10, 1995

Months:

0    1    2    3    4    5    6    7    8    9    10    11    12    13    14    15    16    17 - 24

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Group Assessment/ Ongoing Assessment and Case Management

Residential Care

Day Treatment

Parenting Skills Groups/Eastwind

Intensive In-home Family Counseling

Less Intensive In-home Family Counseling

Outpatient

In-school programs/TLC

Parent Support Groups, continuing as needed

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Community Support in whatever ways are needed



**Proposed Financial and Program Guidelines for  
Multnomah County Issuing Revenue Bonds in Partnership with Non-Profit  
Agencies**

**Briefing for County Commissioners**

**Feb. 6, 1996**

Contents

1. Process for Public Comment
2. Draft Memo Inviting Responses
3. Draft Application Process for Revenue Bond Partnership

**Process for Public Comment on the Proposed Financial and Program Guidelines for Multnomah County Issuing Revenue Bonds in Partnership with Non-Profit Agencies**

<u>Date</u>	<u>Action</u>	<u>Responsible</u>
Feb.2	Arrange date, location and County representation for public meeting	S. Salkield
Feb. 10	Mail request for responses	S. Salkield
Mar. 10	Receive responses	S. Salkield
Feb. 22	Convene Public Review Session	B. Farver (with Janice Gratton, Dave Boyer, Chris Tebben, Susan Salkield)
Mar. 10-25	Collate responses	S. Salkield, D. Boyer (For financial pieces)
Mar. 30	Prepare summary of responses received for Commissioners including recommendations for changes in policies	S. Salkield to prepare, J Gratton, D. Boyer C. Tebben, B. Farver
April or later	Policies considered by Board of Commissioners	B.Farver to coordinate

**To: All Interested Parties**

**From: Beverly Stein, Chair, Board of County Commissioners**

**Date: Feb. 5, 1996**

**Subject: Proposed Financial and Policy Guidelines for Multnomah County Issuing Revenue Bonds in Partnership with Non-Profit Agencies: Request for Responses**

The Multnomah County Board of Commissioners is developing a policy to issue tax-exempt revenue bonds for capital projects in partnership with non-profit agencies. The purpose of the County's involvement is to act as a catalyst in leveraging private investment for the development and improvement of social services facilities in Multnomah County. The County intends to promote the collaboration of social services agencies by supporting projects that involve two or more agencies operating in an interlocking partnership.

The use of the revenue bond proceeds must be consistent with County policy priorities for benchmarks. The program is intended to benefit agencies that a) share the County's vision and values and b) primarily serve Multnomah County residents, focusing on clients in need.

The Multnomah County Board of Commissioners is soliciting input from non-profit organizations and other interested parties in regards to the following proposed policies:

1. Financial Policy Guidelines for Multnomah County Issuing Revenue Bonds in Partnership with Non-Profit Agencies
2. Program Policy Guidelines for Multnomah County Issuing Revenue Bonds in Partnership with Non-Profit Agencies

These policies address terms for possible partnership between Multnomah County and non-profit agencies including:

- ▶ leveraging private investment to integrate social services alignment of vision, values, and goals
- ▶ alignment of vision, values, and goals
- ▶ assurance that Multnomah County children and families will be served
- ▶ maintenance of non-profit independence from the County
- ▶ development and maintenance of the property
- ▶ interagency coordination of operations on the property, and
- ▶ administration of this policy

Copies of the proposed policies are enclosed. Written comments and responses are welcomed. Please send comments to: **Susan Salkield, Multnomah County Behavioral Health Services, Child and Adolescent Mental Health Program, 421 S.W. 6th Ave, Suite 500, Portland, Or 97204-1620.** Please submit written responses no later than March 5, 1996.

A Public Review Session will be held on Thursday, Feb. 22nd from 5:00-7:00 p.m. in the Commonwealth Building, 421 S.W. 6th in the 5th Floor lunchroom. This will be an additional opportunity to comment on the proposed policies. Staff from the Board of County Commissioners and other County representatives will be available to answer questions. All interested parties are invited.

Following the public comment process, a final draft of the above policies will be presented to the Board of Commissioners.

(Copies of Proposed Financial and Program Guidelines and application process to be attached)

**Draft Application  
for Revenue Bond Partnership**

## Multnomah County Revenue Bond Partnership Policy

### Policy Description

The Multnomah County Board of Commissioners authorized the County to issue tax-exempt revenue bonds in partnership with 501(c)(3) non-profit agencies for capital projects in Resolution 96-\*\*\*\*. The purpose of the County's involvement is to act as a catalyst in leveraging private investment for the development and improvement of social services facilities in Multnomah County. The County intends to promote the collocation of social services agencies by supporting only projects that involve two or more agencies operating in an interlocking relationship.

The use of the revenue bond proceeds must be consistent with County policy priorities or benchmarks. The program is intended to benefit agencies that share the County's vision and values. The 501(c)(3) agency's adopted strategic goals must directly relate to the County's Urgent Benchmarks at the time of approval. The program is intended to benefit agencies that primarily serve Multnomah County residents, focusing on clients in need. The 501(c)(3) agency must be non-discriminatory in its employment practices and in providing access to its services

### Application Process

Applicants will submit an application with a non-refundable application fee of \$1,500 to the Multnomah County Budget Office. The Budget Office will review the application for completeness and notify the applicant whether it is complete.

Once an application is deemed complete, the County Chair will be briefed on the project. Staff will develop a timeline for reviewing the application. The review process will include the Budget and Quality Office, Finance Division, County Counsel, program staff and Facilities Division. The applicant must sign a letter of intent agreeing to reimburse the County for internal administrative and external professional services costs incurred during the review and bond issuance processes. The applicant must reimburse the County for all external professional services costs regardless of whether the application is ultimately approved; internal administrative costs will be collected only if the application is approved. The application fee will count toward fulfilling this requirement.

In the review process, the Finance Division will analyze all applications for conformity with the financial policy guidelines specified in Resolution 96-\*\*\*\*. County operating departments with related programs will review applications for conformity with the program policy guidelines. The County will conduct a risk analysis and report this information to the Board of County Commissioners prior to approval of the debt. The Facilities Division will review the cost and timeline estimates for the construction plans. The County reserves the right to have a third party perform a credit analysis at the expense of the applicant. This cost shall be considered as fulfilling part of the administrative cost reimbursement required of the agency.

Based upon the results of the review, the Budget and Quality Office will recommend to the County Chair whether to bring the application to the Board of County Commissioners for approval.

After the application is approved, the Board of County Commissioners will approve 60-day notice for the sale of revenue bonds. The Board will not authorize the actual sale of revenue bonds until the applicant has collected 75% of the funds for its contribution, and has commitments for the remaining 25%. The commitments must be in the form of a promissory note, or letters of intent from donors or foundations considered acceptable to the County. The applicant has two years from the 60-day resolution to raise the needed funds. If it cannot meet this requirement, the application will expire.

If the application is approved, a bond underwriter shall be selected based on the mutual agreement of the County and the agency. Selection of tax counsel shall remain the sole prerogative of the County.

**Cost Responsibilities**

Under the policy, the County will issue tax-exempt revenue bonds for qualified applicants for up to 60% of the total capital costs of the project. The 501(c)(3) agency is responsible for raising the remaining project funds. The non-profit agency is ultimately responsible for 100% of the capital project costs, all of the debt financing issue costs, any debt reserve requirements and the ongoing annual debt payments and other related costs.

As noted above, once the application is deemed complete, the 501(c)(3) agency will be responsible for County administrative and external professional services costs incurred during the review and bond issuance processes. The agency is responsible for paying the County either 0.1% of the bond issuance or \$10,000, whichever is more, unless granted an exception by the Chair. The application fee will count toward fulfilling this requirement. The applicant must reimburse the County for all external professional services costs regardless of whether the application is approved; internal administrative costs will be collected only if the application is approved.

**Limits to County Involvement**

The intent of the policy is to provide access to financing for small-to-medium sized agencies that cannot otherwise obtain financing at market rates. The County generally intends to limit participation to 501(c)(3) agencies that have total annual revenues from all sources of \$1 million to \$10 million. The County will not provide revenue bond financing for any project that is under \$1,000,000 or over \$4,000,000 in bonded indebtedness.

In accordance with the County's financial policy for long-term debt, the combined long-term debt of the County shall not exceed 5% of the County's General Fund revenues. The issuance of revenue bonds in partnership with non-profit agencies shall be limited so as not to exceed \$6.5 million or 25% of the County's remaining available long-term debt capacity, whichever is more.

It is expected that all private funds and promissory notes will be collected within one year of the County's authorization of the sale of revenue bonds. If the private funds are not collected within two years of the County's approval of bond financing, the County shall no longer be considered as committed to the revenue bond financing partnership unless the Board of County Commissioners expressly acts to extend the time period of that commitment.

The maximum term of the revenue bonds issued will not exceed 15 years.

### **Requirements**

The following requirements must be met before the County instructs the Bond underwriter to sell the bonds:

- At least two 501(c)(3) agencies must be lessees or sublessees at the project site. If this condition is not met by the date the County is otherwise prepared to instruct the bond underwriter to sell the bonds, a \$10,000 non-refundable deposit shall be required from a second agency as an expression of its intent to collocate at the site within a specified period of time acceptable to the County. The funds shall be deposited in a County trust fund and shall be released for expenditure on facility improvements at the site on behalf of such second agency. If the second agency does not proceed with collocation at the site within the time period specified, the trust fund shall revert to the County's general fund.
- The 501(c)(3) agency must have in hand 75% of its contribution to the project (40% of the total capital costs). With the County's administrative agreement, up to 25% of the 501(c)(3) agency's share of the project funds may be in the form of written letters of intent from grantors or private contributors acceptable to the County.
- All land use approvals must be issued and all appeals completed.

Upon issuance of the debt, the agency will provide the County with an unencumbered cash reserve equal to at least one-half of an annual payment or make monthly installment payments equal to 1/12 of the annual debt service requirement. Any interest earned on these funds remain the property of Multnomah County and will be used to offset administrative costs during the term of the debt. This reserve is in addition to any reserves required by the financing.

The following requirements must be met during the entire term of the project revenue bond financing:

- The County must have title, or first lien rights if the escrow agent holds title on behalf of the lender, to the property while debt is outstanding.
- The agency will be responsible for providing the County with independently-audited financial statements annually. The agency must also agree to open its books to the County for review if the County requests to do so.
- Agencies shall accept "no refusal" clauses in contracts with the County to ensure clients needs are met as often as possible. The agencies shall also work in partnership with the County to develop service capacity and safe environments to appropriately serve clients with difficult/complex problems.

- Agencies shall develop and update a strategic plan for the campus services at least every two years throughout the term of project financing. The strategic plan is intended to include vision, values, goals and long-term program development strategy; while the plan is intended to outline specific priorities for action within the subsequent 3-5 years, it is not intended to be a detailed operational plan. Plan development shall be a collaborative effort involving, at a minimum, services providers on site. The plan shall be presented to the BCC for their review and comment at a meeting or briefing session.
- At a minimum, a majority of services in all programs offered on the campus during any calendar year shall be provided to residents of Multnomah County. In order to assure that services are primarily dedicated to meet the needs of clients identified as "in need" by Multnomah County, agencies must commit to striving to serve a mix of public/private pay clients: roughly 75% publicly-supported clients and 25% private pay clients.
- Agencies will, wherever appropriate, maintain accreditation of the highest quality, consistent with standards established by federal, state and local guidelines.
- A legally-constituted representative body representing the non-profit agencies with ownership of facilities on the site shall be established to act as a "fair broker" for development and maintenance of the subject property.
- The County will exercise project oversight and control activities to the extent necessary to assure conformance with the laws, rules and procedures governing Multnomah County. The County shall defer other decisions to the legally-constituted representative body representing the non-profit agencies with ownership of facilities on the site.

The County shall have no responsibility for the maintenance and repair of buildings or grounds, unless it elects to build its own building on the site.

#### **Relationship between County and Agency**

County contracting decisions will be made independently from the revenue bond financing relationship. Agencies have the right to decline opportunities to contract with the County if the rates established are not sufficient to support revenue bond repayment and operations at a level consistent with accreditation standards.

In general, agency operations shall be solely the purview of the non-profit agencies and the County shall not become involved except that in the event that terms of the financial agreement are breached.

It is the intent of the County to work cooperatively with 501(c)(3) agencies that are lessees or sublessees of facilities on the site. The County will work cooperatively with these providers to prepare site plans, design improvements and to develop other capital plans.

## **Multnomah County Revenue Bond Partnership Program**

### **Application Instructions**

Before the County considers a proposal to assist a 501(c)(3) non-profit agency by issuing tax exempt revenue bonds to finance a capital project, the agency must supply the information requested in this application.

Each applicant must submit 10 sets of the application. The applicant may submit one application initially, then send the remaining copies upon notification that the application is complete. The completed application must be returned to Multnomah County Budget and Quality Office, 1120 SW Fifth Avenue, Suite 1400, Portland, OR 94204.

The Revenue Bond Partnership Program is intended for projects with two or more participating agencies. If two or more 501(c)(3) agencies are applying jointly, each agency should complete an application. Please indicate the names of the partner agencies on the application form.

Below is a list of the required elements for all submissions. Incomplete applications will not be considered.

1. Non-refundable application fee of \$1500.
2. Completed application. It is not necessary to answer all questions on the form provided. Instead, applicants may reference attached documents such as a business plan (please reference a specific page number) if the documents provide the requested information.
3. Capital and business expansion plan including a five year revenue and expenditure forecast. In addition to the capital and operating projections, the response should include the following:
  - Detailed description of assumptions made in capital expansion plan.
  - Expected demand for the Project
  - Competitive facilities
  - Description of the capital project and its intended uses (e.g., type of space and capacity)
  - Revenue-generating capacity of the Project based on demand
  - Review of operational budget
  - Demonstration of the adequacy of cash flows to meet operational needs and provide debt service
4. Most recent five years of audited financial statements, and five years' history of operating trends.
5. Timeline for the construction project and for operational expansions.

### Financing Application

Legal name and Address of Applicant:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Amount of Financing Requested: \_\_\_\_\_

Total Project Cost (including all funds raised by applicant): \_\_\_\_\_

Applicant's total revenues for most recent fiscal year: \_\_\_\_\_

**Administrative Personnel:**

Chief Executive Officer \_\_\_\_\_  
Name Title Telephone

Chief Financial Officer \_\_\_\_\_  
Name Title Telephone

**Professional Consultants:**

Legal Counsel \_\_\_\_\_  
Name Firm Address Telephone

Outside Accountant \_\_\_\_\_  
Name Firm Address Telephone

**All Other Professionals Involved in Financing:**

Relationship Name Firm Address Telephone

Relationship Name Firm Address Telephone

Relationship Name Firm Address Telephone

**Legal Structure of Applicant**

Please attach a copy of your IRS 501(c)(3) determination letter and a copy of your articles of incorporation.

Provide names and addresses of officers/trustees/directors and other key decision-making members of the governing body and specify how chosen. If a key decision-making member is an entity (as opposed to an individual), provide the same information with respect to legal structure of such other entity as is required by this application with respect to the Applicant.

List all related organizations and their tax status.

**Fund-raising Ability**

The County's financial policies require applicants to demonstrate their ability to conduct a capital fund-raising campaign. Please describe any such campaigns that your agency has conducted (funds raised, etc.) and/or your fund-raising director's experience in conducting capital campaigns. Describe briefly your plans for raising funds to support this project, including the total value of funds already raised and any significant funding commitments. If the space below is not adequate, please attach your response (please limit your response to no more than a page):

**PROGRAM DESCRIPTION**

Attach a copy of documents that outline your agency's strategic plans, vision and values statements in order to demonstrate consistency with the County's Urgent Benchmarks, values and policy priorities. Please explain how they are consistent.

Attach a copy of your agency's employment policies or any other documents that demonstrate a commitment to non-discriminatory employment practices and service delivery.

Attach a copy of all relevant certificates of accreditation for your agency's programs.

Describe your agency's experience in contracting with public agencies to serve Multnomah County residents in the past 5 years. What proportion of your agency's current clients are Multnomah County residents? What proportion of your agency's clients are public pay? Private pay? (Please attach your response. Limit your response to no more than 1 page)

Describe your use of outcome measures in evaluating your operations. Discuss your willingness to develop mutually-agreeable outcome standards with the County. (Please attach your response. Limit your response to no more than 1/2 page)

Describe your current service capacity and utilization, as well as any planned changes. Describe the assumptions underlying your service utilization projections for expanded services. (Please attach your response. Limit your response to no more than 2 pages)

Describe your experience in working with public agencies to serve clients that are traditionally hard-to-serve. Discuss your willingness to accept a "no refusal" clause in contracts with the County Please attach your response. Limit your response to no more than 1 page)

**PROJECT DESCRIPTION**

**Summary of project costs and sources of funds**

**Sources of funds**

Bond proceeds

\_\_\_\_\_

Equity contribution

\_\_\_\_\_

Other

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

TOTAL

=====

**Uses of Funds**

Architectural & engineering services

\_\_\_\_\_

Construction expenses

\_\_\_\_\_

Land acquisition

\_\_\_\_\_

Equipment purchase

\_\_\_\_\_

Costs of issuance

\_\_\_\_\_

Underwriter's discount

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

TOTAL

=====

# FINANCIAL POLICY GUIDELINES FOR MULTNOMAH COUNTY ISSUING REVENUE BONDS IN PARTNERSHIP WITH NONPROFIT AGENCIES

The County may issue tax exempt revenue bonds in partnership with a 501(c)(3) non-profit agency. The non-profit agency is responsible for 100% of the capital project costs, all of the debt financing, issue costs, any debt reserve requirements and will be responsible for the ongoing annual debt payments and other related costs. The County will issue debt not to exceed 60% of the total capital costs of the project and 100% debt financing and reserve requirements.

The County enjoys a very good credit rating and will not permit this rating to be negatively impacted. Before the County considers a proposal to assist a 501(c)(3) non-profit agency by issuing tax exempt revenue bonds to finance a capital project, the agency and the County must comply with the following. The conditions listed below are in addition to the applicable requirements contained in the County's Financial and Budget Policies, under the Short-Term and Long-Term Debt Financing section, adopted by the Board of County Commissioners as Resolution 95-182.

## 1 PRECONDITIONS:

- 1.1 The agency must be an IRS 501(c)(3) organization and must demonstrate that it cannot obtain conventional financing at a reasonable cost.
- 1.2 In general, it is intended that the County will be assisting small to medium size agencies that have total annual revenues from all sources of at least \$1,000,000 but not greater than \$10,000,000.
- 1.3 The planned use of the revenue bond proceeds must be consistent with County policy priorities or benchmarks.
- 1.4 The agency must provide the County with five years of historical financial information and operational trends.
- 1.5 The agency must provide the County with a capital and business expansion plan including a five year revenue and expenditure forecast.
- 1.6 The agency must demonstrate its ability to conduct a capital fund raising campaign.
- 1.7 The agency must be non-discriminatory in providing access to its services and in its employment practices.
- 1.8 To initiate the County's review of the feasibility of a financial partnership, the agency must file a complete application in accordance with

2 COST RESPONSIBILITIES:

- 2.1 The agency is responsible for 100% of the capital project costs and related allowable debt issuance and reserve requirements. The County may assist the agency by issuing tax exempt revenue bonds to finance no more than 60% of the capital project and 100% of related allowable debt issuance and reserve costs. The agency is responsible for raising the remaining project funds.
- 2.2 The agency is responsible for all bond issuance costs.
- 2.3 The agency is responsible for submitting a \$1500 application review fee at the time of application; if the application is approved and bonds are issued, that \$1500 shall be subtracted from the amount due for reimbursement of administrative costs as set forth in Section 2.4.
- 2.4 Unless granted an exception by the Chair, County administrative costs of 0.1% of the bond issuance or \$10,000, whichever is more, are to be reimbursed by the agency or capitalized as part of the debt to be repaid by the agency.
- 2.5 The agency is responsible for all ongoing costs related to the financing. These include annual debt payments, paying agent costs, or other related costs. The agency is obligated for the term of the financing and may not have the option of a "nonappropriation" clause.
- 2.6 Before the County instructs the Bond underwriter to sell the bonds, the agency must have in hand 75% of the remaining project funds, as that term is used in Section 2.1. With the County's administrative agreement, up to 25% of the remaining project funds, as that term is used in Section 2.1, may be in the form of promissory notes from grantors or private contributors acceptable to the County.
- 2.7 It is expected that all private funds and promissory notes will be collected within one year of the County's authorization of the sale of revenue bonds. If the private funds are not collected within two years of the County's approval of bond financing, the County shall no longer be considered as committed to the revenue bond financing partnership unless the Board of County Commissioners expressly acts to extend the time period of that commitment.
- 2.8 The agency must provide the County an unencumbered cash reserve in the amount equal to at least six monthly payments or make monthly installment payments equal to 1/12 of the annual debt service requirement. Any interest earned on these funds remain the property of

the County and will be used to offset administrative expenses of the debt. Payments are to begin upon the issuance of the debt. This reserve is in addition to any reserves required by the financing.

2.9 If at least two agencies are not yet owners of facilities colocated at the project site by the date the County is otherwise prepared to instruct the Bond underwriter to sell the bonds, a \$10,000 non-refundable deposit shall be required from such a second agency as a good faith expression of its intent to colocate at the site within a specified period of time acceptable to the County. The funds shall be deposited in a County trust fund and shall be released for expenditure on facility improvements at the site on behalf of such second agency, as set forth in the provisions of the trust. If the second agency does not proceed with colocation at the site within the time period specified, the trust fund shall revert to the County's general fund.

3 OTHER CONDITIONS:

- 3.1 The County must have title, or first lien rights if the escrow agent holds title on behalf of the lender, to the property while debt is outstanding.
- 3.2 The County will conduct a risk analysis and report this information to the Board of County Commissioners prior to approval of the debt. The County reserves the right to have a third party perform a credit analysis. At a minimum, the risk analysis will address the agency's ability to fulfill its obligations to repay the bonds.
- 3.3 Selection of the Bond Underwriter shall be mutually agreed upon by the County and the agency; however, selection of Tax Counsel shall remain the sole prerogative of the County.
- 3.4 The Board of County Commissioners must authorize the issuance of revenue bonds in accordance with the ORS 288.815 et seq.
- 3.5 Contractual language must be in place to protect the County in case of late payments or default by the agency.
- 3.6 The agency must provide an annual, independently audited financial report to the County.
- 3.7 Before the County instructs the Bond underwriter to sell the bonds, all land use approvals shall be issued and all appeals completed.
- 3.8 Before the County instructs the Bond underwriter to sell the bonds, at least one other non-profit agency shall be an owner of facilities at the project site which are used to serve that agency's clients. If this has been realized by the date the County is otherwise prepared to instruct the Bond underwriter to sell the bonds, it is permissible for a second agency to

#### 4 NON-PROFIT REVENUE BOND LIMITS:

- 4.1 In general , the County will not provide revenue bond financing for a non-profit agency for any project that is under \$1,000,000 or over \$4,000,000 in bonded indebtedness.
- 4.2 In accordance with the County's financial policy for long-term debt, the combined long-term debt of the County shall not exceed 5% of the County's General Fund revenues. Further, the issuance of revenue bonds in partnership with non-profit agencies shall be limited so as not to exceed \$ 6.5 million or 25% of the remaining available long-term debt capacity, whichever is more.
- 4.3 The maximum term of revenue bonds issued under this policy shall not exceed 15 years.

#### 5 ADMINISTRATION OF THIS POLICY:

- 5.1 The Budget and Quality Office is responsible for coordinating the overall process of accepting and reviewing proposals by non-profits to enter into partnership with the County for revenue bond financing and for making recommendations to the Chair in considering these requests.
- 5.2 County operating department(s) with related programs are responsible for analyzing proposals for conformity with related program policy guidelines.
- 5.3 The Finance Division is responsible for analyzing proposals for conformity with these financial policy guidelines and for implementing revenue bond financing partnerships, as approved.

# PROGRAM POLICY GUIDELINES FOR MULTNOMAH COUNTY ISSUING REVENUE BONDS IN PARTNERSHIP WITH NON-PROFIT AGENCIES

The purpose of this policy is to clarify the County's program related interests in issuing revenue bonds in partnership with non-profit agencies to support facilities improvements and the colocation of social services agencies in Multnomah County. This policy is a companion to the "Financial Policy Guidelines for Multnomah County Issuing Revenue Bonds In Partnership With Non-Profit Agencies." These guidelines have been developed in the context of a proposal for a partnership in establishing a Regional Children's Campus at Edgefield, but the intent is to develop a model which can also be used for future partnerships.

## 1 LEVERAGING PRIVATE INVESTMENT TO INTEGRATE SOCIAL SERVICES

- 1.1 The ability to successfully leverage substantial private investment for the development of social services facilities is important to the County ; this represents an opportunity for the County to demonstrate a new role for local government as a catalyst for social investment.
- 1.2 At least two agencies must be committed to a collaborative effort in any project in which the County provides revenue bond financing in order to ensure that an interlocking, multi-agency relationship is established as the foundation for services integration.

## 2 ALIGNMENT OF VISION, VALUES AND GOALS

- 2.1 Agencies must commit to a common vision including: providing integrated services that are easy for clients to access; active support for decategorized funding to support services integration; and commitment to shift the agencies' administrative focus from monitoring inputs to evaluating outcomes.
- 2.2 Agencies must commit to shared values with Multnomah County, as adopted by the Board of County Commissioners, at the time of application approval. [ Refer to the approved values and goals of the Multnomah Commission on Children and Families. ]
- 2.3 Agencies' adopted strategic goals must directly relate to the County's urgent benchmarks at the time of application approval.
- 2.4 Agencies with a history of contracting with public agencies to serve Multnomah County residents will generally be given preference because this will be viewed as a demonstrated commitment to serving Multnomah County residents most in need.

- 2.5 Agencies shall develop and update a strategic plan for the campus services at least every two years throughout the term of project financing. Such a strategic plan is intended to include vision, values, goals and long-term program development strategy; while the plan is intended to outline specific priorities for action within the subsequent 3-5 years, it is not intended to be a detailed operational plan. Plan development shall be a collaborative effort involving, at a minimum, services providers on site and the plan shall be presented to the BCC for their review and comment at a meeting or briefing session.

**3 ASSURANCE THAT MULTNOMAH COUNTY CHILDREN & FAMILIES WILL BE SERVED**

- 3.1 At a minimum, a majority of services in all programs offered on the campus during any calendar year shall be provided to residents of Multnomah County.
- 3.2 In order to assure that services are primarily dedicated to meet the needs of clients identified as "in need" by Multnomah County, agencies must commit to striving to serve a mix of public/private pay clients: roughly 75% publicly supported clients and 25% private pay clients.
- 3.3 Agencies shall accept "no refusal" clauses in contracts with the County to ensure clients needs are met as often as possible. The agencies shall also work in partnership with the County to develop service capacity and safe environments to appropriately serve clients with difficult/complex problems.

**4 ASSURANCE THAT QUALITY CARE WILL BE PROVIDED**

- 4.1 Agencies will, wherever appropriate, maintain accreditation of the highest quality, consistent with standards established by federal, state and local guidelines.

**5 MAINTENANCE OF NON-PROFIT INDEPENDENCE FROM COUNTY**

- 5.1 County contracting decisions will be made entirely independently from the revenue bond financing relationship.
- 5.2 Agencies have the right to decline opportunities to contract with the County if the rates established are not sufficient to support revenue bond repayment and operations at a level consistent with accreditation standards.
- 5.3 In general, agency operations shall be solely the purview of the non-profit agencies and the County shall not become involved except that in the event that terms of the financial agreement are breached.

## 6 DEVELOPMENT & MAINTENANCE OF THE PROPERTY

- 6.1 It is the intent of the County to work cooperatively with non-profit agencies with ownership of facilities on the site. The County will work cooperatively with these providers to prepare site plans, design improvements and to develop other capital plans.
- 6.2 A legally constituted representative body representing the non-profit agencies with ownership of facilities on the site shall be established to act as a "fair broker" for development and maintenance of the subject property.
- 6.3 It is the intent of the County to limit its project oversight and control activities to the level necessary to assure conformance with the laws, rules and procedures governing Multnomah County. The County shall defer other decisions to the legally constituted representative body representing the non-profit agencies with ownership of facilities on the site.
- 6.4 The legally constituted representative body representing the non-profit agencies shall review and approve applications for agencies to move onto the campus, in accordance with:
  - 6.4.1 the County's current financial and program related for issuing revenue bonds in partnership with non-profits; and
  - 6.4.2 the compatibility of the services to be provided by the applicant agency with those already provided by agencies on the site, in order to support services integration.
- 6.5 The County shall have no responsibility for the maintenance and repair of buildings or grounds, unless it elects to build its own building on the site.

## 7 INTERAGENCY COORDINATION OF OPERATIONS ON THE PROPERTY

- 7.1 A "campus council" or equivalent shall be established for the purpose of convening agencies collocated on the campus to promote planning and delivery of integrated services, to facilitate cooperation in campus operations and to advise the body referred to in section 6 above on capital development and maintenance concerns.
- 7.2 Such a campus council shall be open to any agency collocating services on the site, even if the agency does not own facilities on the site.

## 8 ADMINISTRATION OF THIS POLICY

- 8.1 The Budget and Quality Office is responsible for coordinating the overall process of accepting and reviewing proposals by non-profits to enter into partnership with the County for revenue bond financing and for making recommendations to the Chair in considering these requests.
- 8.2 County operating department(s) with related programs are responsible for analyzing proposals for conformity with these program policy guidelines.
- 8.3 The Finance Division is responsible for analyzing proposals for conformity with the related financial policy guidelines and for implementing revenue bond financing partnerships, as approved.

MEETING DATE: FEB 06 1996

AGENDA #: B-2

ESTIMATED START TIME: 10:00 am

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

**SUBJECT:** EARLY IMPLEMENTATION OF 2040

**BOARD BRIEFING:** DATE REQUESTED: February 6, 1996  
REQUESTED BY: Commissioner Saltzman  
AMOUNT OF TIME NEEDED: 1 Hour

**REGULAR MEETING:** DATE REQUESTED: \_\_\_\_\_  
AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: Non-Departmental DIVISION: BCC/Cmsnr Dan Saltzman  
CONTACT: Cameron TELEPHONE #: 248-5220  
BLDG/ROOM #: 106/1500-1

BOARD OF  
COUNTY COMMISSIONERS  
96 FEB - 1 AM 9:04  
MULTNOMAH COUNTY  
OREGON

PERSON(S) MAKING PRESENTATION: Commissioner Dan Saltzman  
R. Scott Pemble-Multnomah County Planning Department  
Mike Burton-METRO Exucutive Officer, Mark Turpel- METRO

**ACTION REQUESTED:**

[ ] INFORMATIONAL ONLY [ ] POLICY DIRECTION [ ] APPROVAL [ ] OTHER

**SUGGESTED AGENDA TITLE**

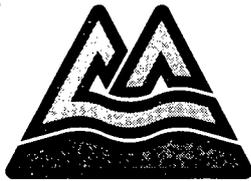
METRO is charged with accomodating growth 50 years into the future through the 2040 planning process which strives to guide urban growth by designating the highest densities in transit corridors and urban centers.

**SIGNATURES REQUIRED:**

ELECTED OFFICIAL: Don Saltzman  
OR

DEPARTMENT MANAGER: \_\_\_\_\_

**ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES**  
Any Questions? Call the office of the Board Clerk 248-3277/248-5222



# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
DIVISION OF PLANNING  
AND DEVELOPMENT  
2115 S.E. MORRISON STREET  
PORTLAND, OREGON 97214  
(503) 248-3043

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR OF THE BOARD  
DAN SALTZMAN • DISTRICT 1 COMMISSIONER  
GARY HANSEN • DISTRICT 2 COMMISSIONER  
TANYA COLLIER • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

Date: January 29, 1996

**To:** Members of the Board

**From:** Commissioner Dan Saltzman, *MPAC Representative*  
R. Scott Pemble, *MTAC Representative*

**Subject:** 2040 Plan Update

## OVERVIEW OF METRO WORK PROGRAM.

Metro has been required by state law since 1977 to adopt regional goals and objectives that direct the metro area growth in a manner consistent with statewide goals [ORS 268.380(1)]. The predecessor council of governments, CRAG, had adopted such policies, which were left in place by the 1977 Metro legislation. In 1991, Metro replaced the old growth policies with new set of policies entitled "Regional Urban Growth Goals and Objectives" (RUGGO).

This past December, the Metro Council approved Ordinance 95-625-A which amended the 1991 RUGGO's and added to them the 2040 Growth Concept text and a map. (See attached "2040 Framework" brochure). The 2040 Growth Concept (text and map) is the conceptual description of the preferred urban form and establishes the basis for the subsequent development of Metro's functional plans and Charter-required framework plan. The 2040 Growth Concept is designed to accommodate 720,000 additional residents and 350,000 new jobs. These additions will increase the Metro area population to 1.8 million residents over the next 45 years, by the year 2040.

The next several years, Metro in cooperation with the region's local governments will build upon the RUGGO's and 2040 Growth Concept by completing a the Regional Framework plan and several functional plans. Ultimately, a Regional Framework Plan will be adopted by the Metro Council which will reflect the conclusions of the 2040 planning process. The 24 cities and the 3 counties in the region will be required to amend comprehensive plans and zoning ordinances to be consistent with the Regional Framework Plan.

## Prior County Actions on 2040.

Multnomah County Board has passed two resolution in response to Metro's 2040 planning program. On November 22, 1994 the Board approved Resolution 94-223 which recommend to the Metro Regional Council the adoption of the Region 2040 Growth Concept as recommended

recommended by the Metro Executive Officer with the exception of three changes. The Board recommended: adding an Urban Reserve study area in the vicinity of Thompson road and removing an Urban Reserve study area in the vicinity of Springville Road; designating all other Multnomah County rural areas Rural Reserves<sup>1</sup>; and, the Metro Council should only consider boundary changes every ten years.

The Board recommended deleting Springville road as an Urban Reserve area to protect resource lands (forest and farm) of the West Hills and to minimize the urban influences on Forest Park and land surrounding Forest Park that contribute to the park's habitat value. Bonny slope (Thompson road area) was recommend as an Urban Reserve study area because of existing small parcels and proximity to existing developed urban lands. The every ten year limit on review was recommended as a means to encourage holding the UGB, to restrict premature expansion of the urban line. This last recommendation, however, may be negated when the legislature adopted HB 2709 which requires a 20 year supply of urban land.

On September 14, 1995, the Board took a second action on the 2040 Growth Concept by passing Resolution 95-204. This resolution endorsed accelerating Multnomah County's implementation of the 2040 Growth Concept. In part this resolution was spurred by the concern that slow implementation of the 2040 Growth Concept would result in lost higher density development opportunities if traditional development patterns were allowed to continue during a protracted start-up period (*i.e.*, ramp-up) of converting local plans to the 2040 Growth Concept.

#### **Current Metro Activities.**

1. **BACKGROUND REPORTS.** METRO will release several technical documents on population and employment forecast, housing needs, and land availability during the first quarter of 1996. These Technical Reports will be used to inform the Urban Reserve (UR) and Urban Growth Boundary (UGB) work programs. Both work programs will conclude with the Metro Council making boundary decisions in August 1996 (UR) and October 1996 (UGB).
  2. **URBAN RESERVE DESIGNATIONS.** Urban Reserve areas constitute the 30 year future urban land supply outside the 20 year land supply within the UGB. These are the designated areas for future Urban Growth Boundary expansions. The Metro Council will make final decisions on Urban Reserve study areas on February 8, 1996. Subsequently, during August 1996, the Metro Council via the MTAC/MPAC process will designate Urban Reserve areas. The RUGGO/2040 Growth Concept and the Urban Reserve OAR will be the primary sets of policy used by the council to designate Urban Reserve areas. In Multnomah County, the Metro council will consider studying five Urban Reserve areas: three areas located south and southeast of Gresham (sites #1, #201 & #309) and two areas in the Bonny slope vicinity (sites #37 & #38). Refer to map: "Preliminary URSA'S."
1. Private and public lands outside the UGB used primarily for farm and forestry. They will be protected from development by low-density zoning and provide visual and physical separation between urban areas.

3. **URBAN GROWTH BOUNDARY DESIGNATION.** The UGB must include a 20 year supply of urban land and the determination of the UGB must meet legislative requirements. Pursuant to HB 2709 passed by 1995 legislature, between 1997 and 2002, the Metro Council must designate the 2015 or 2020 Urban Growth Boundary based on market factors. Metro intends to complete this work by October 1996.

Currently, three general options are being discussed: hold the existing line (proposed by the "Zero Option" group), expand the existing boundary by 4,000 to 9,000 acres or increase the boundary by 26,000 acres. The "Zero Option" group believe the 4,000-9,000 acre UGB expansion advocates have made erroneous assumptions about land availability, current housing market factors and the time it will take local governments to implement the 2040 Growth Concept (*i.e.*, ramp-up time). And both the "Zero Option" advocates and the 4,000 to 9,000 acre advocates believe the market has adjusted to higher densities and 26,000 acres is an overcommitment of urban land.

The criteria for determining the location of boundary adjustments will be developed as part of the Metro Urban Growth Boundary work program. Mostly likely jobs to housing relationships, cost effective service extensions and governance factors (available and willing services providers) will be the types of criteria used to make UGB decisions if the boundary needs to be adjusted.

Mike Burton, Metro Executive Officer, recently has asked all local governments to indicate their willingness to hold the 2015 or 2020 UGB at its current location. This question is being asked to determine local governments interest in changing their policies to accommodate more growth within their current boundaries - the build up not out option. This means that local governments would need to implement 2040 Growth Concepts and other measures quickly, within 1 to 1 1/2 years. MTAC and others are not prepared to respond to Mr Burton's inquiry until land use data and 2040 Growth Concepts assumptions can be analyzed. Metro staff intends to have data distributed to local governments by February 20, 1996 and the local government review completed by March 22, 1996.

#### **Multnomah County Urban Reserve and UGB Associated Issues.**

1. **URBAN RESERVE DECISION.** By comparison, both Multnomah and Washington Counties have considerably fewer Urban Reserve study areas than Clackamas County. (Refer to the 2040 Growth Concept map in the attached brochure - the grided areas.) The majority of the Multnomah County Urban Reserve study areas are located south and southeast of the City of Gresham. (Identified as sites #1, #201 and #309 on the "Preliminary URSA'S." maps.)

Gresham is concerned about sites #201 and #309 because of three issues. The cost of service

extension will require major reinvestment in sewer infrastructure and new investments in transportation infrastructure. Also of concern is the competition the two newly proposed "Town Centers" in Clackamas County (Happy Valley and Foster - delineated by the purple dots on the 2040 Growth Concept Map) would have on the underdeveloped "Town Centers" that exist within their city (Rockwood and the old downtown Gresham). And lastly, the City of Gresham is concerned about the loss of farmlands situated to the south and southeast of the city.

In addition to the Gresham concerns, the City of Sandy is in on record as opposing the designation of Urban Reserve areas in their direction, along the Highway 26 corridor. They believe it is to everyone's interest to maintain a large greenbelt between their community and the Metro region.

The other two potential Multnomah County Urban Reserve study areas are located in the Bonny Slope vicinity. (Identified as sites #37 and #38 on the "Preliminary URSA'S." maps.) At issue in these areas is the question of who will ultimately serve the area, Beaverton or Portland. Also, some public are concerned about the urban influence on the West Hills and Forest Park. Once development starts up the hill will it stop before impacting Forest Park and surrounds?

One other NW Hills issue has surfaced during Metro Council deliberation of Urban Reserve study areas. Some property owners along Springville wanted land included as an Urban Reserve study area. Like the Bonny Slope concern, some public have raised the West Hills urban influence issue. Also, at issue are the resource lands in the vicinity of Springville road and the potential impact on them. It appears the Metro Council has eliminated this area as one of the Urban Reserve study areas.

Multnomah County staff will assist the cities as they analyze service extension issues. Also, The County will need to inform the region, primarily via the MTAC/MPAC process, on policy pertaining to resource lands (Forest and Agricultural) and Rural Centers. (No Rural Centers exist or are planned for those areas currently being considered for Urban Reserve study areas in Multnomah County). And lastly, the County will need to establish formal understandings with urban service providers on how Urban Reserve lands will be converted to UGB lands - who does what, when.

2. UGB DECISIONS. This decision will be made using HB 2709, Metro Charter, the 2040 Growth Concept and the to be developed UGB criteria. Multnomah County's role will be to assist Metro staff in the assessment of the Zero Option (no UGB expansion) and the 4,000 to 9,000 acre expansion option. The basic question to be answered is: can the forecasted 20 year population growth of 650,000 be accommodated within the existing UGB or its expansion to 4,000 to 9,000 acres?

If the Metro Council chooses the "Zero Option", only a few areas outside existing city boundaries and within urban unincorporated Multnomah County will be affected. Urban incorporated lands are distributed in small pockets around the County adjacent to one of four

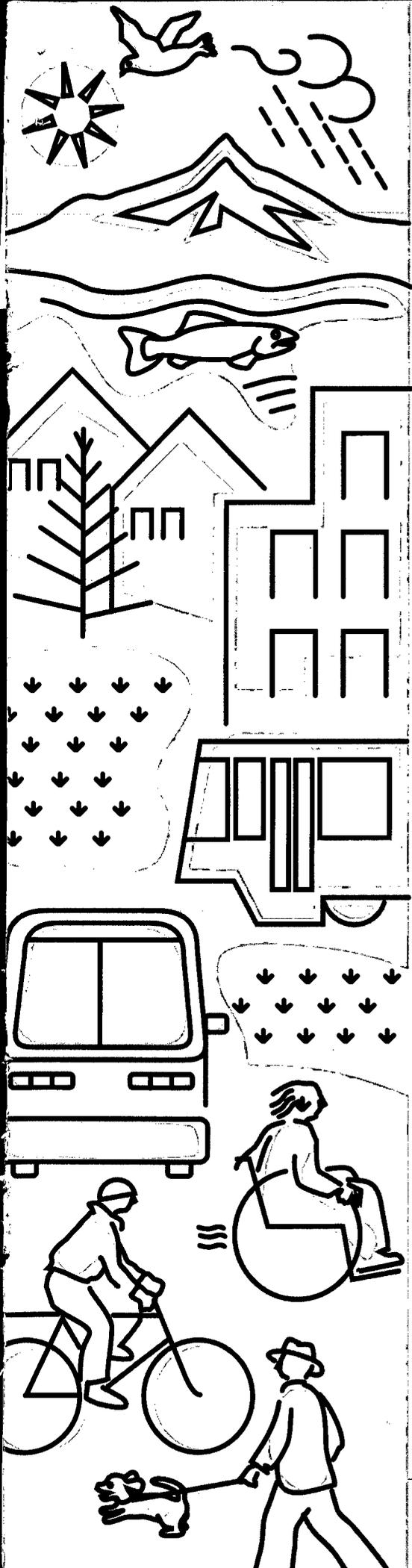
cities. (See Urban Unincorporated Multnomah County Map - *will be handed out at the BCC briefing.*) Under the "Zero Option" scenario, Multnomah County would need to accommodate an additional 16,852 population by providing 7,660 new dwelling units on unincorporated urban lands. In part, this requires the County to rezone portions of the unincorporated urban county to implement the "Interim measures - Overarching Regional Measures" adopted by Metro. Rezoning of the urban unincorporated neighborhoods on the whole would need to produce, on the average, approximately 5,300 sq' lots in areas where zoning currently allows for 10,000 to 40,000 sq' lots. In those areas designated on the 2040 Growth Concept map as "Corridor" (*i.e.*, along Hwy 43 and Foster Road), the average lot size would need to be changed from 10, 000 to 40,000 sq' to 4,000 sq' lots.

Not all areas will need to be rezoned. Use of Planned Unit Developments with mixed densities or rezoning specific areas to higher residential densities can be used to achieve the 2040 Growth Concept, "Zero Option", population/dwelling requirement. Also, to the extent that neighboring cities can absorb some of the additional growth within existing city limits will reduce the County's need to rezone some areas to high density residential districts. (*A breakdown of dwelling unit requirement by urban unincorporated sub area will be provided at the BCC briefing.*)

And if the Metro Council chooses the 4,000 to 9,000 acres expansion option, some designated Urban Reserve areas will be brought into the UGB. In Multnomah County, possible Urban Reserve lands are located South and Southeast of Gresham and in the Bonny Slope vicinity. (See URBAN RESERVE DECISION comment above.). The Multnomah County housing requirement will increase because some of the growth absorbed within the UGB under the "Zero Option" scenario shifts into the urban/rural hinterland. Under the "4,000 to 9,000 Option" an additional 19,646 population and 8,930 new dwellings would need to be accommodated within existing unincorporated, urban/rural Multnomah County. An analysis of density can be completed after the Metro Council selects Urban Reserve study areas.

*encl.* 2040 Framework Brochure, Fall/Winter 1996  
Preliminary URSA'S map

*cc* Nicholas  
Busse



# 2040 framework

Metro 2040 Framework Update

Fall 1995/Winter 1996

## Act now: Keep livability

**S**ince 1992, Metro has led the region – indeed the nation – on a quest for a commitment to community that maintains and enhances the quality of life even as our population increases.

In that quest, Metro has worked closely with citizens and their elected representatives in achieving consensus on the values and visions we cherish and in using those values when deciding how to use our land.

Now is the time to move forward swiftly, yet surefootedly, on putting into place the means for achieving those values and visions. The Metro Council has adopted the Region 2040 growth concept – with extraordinary input from local governments and citizens – that outlines how this region can grow and still be livable.

It is clear that we now must put that growth concept into action as quickly as possible. Much of that responsibility lies with local governments working collectively with one another and with Metro. The responsibility also lies with citizens who should tell their local elected officials whether they support implementing the growth concept as soon as possible.

The most compelling reason for implementing the adopted growth concept more quickly than originally planned is this region's incredible rate of population growth. The population grows by more than 75 people every day. During the last four years, the population in the four-county area has grown by an additional 110,000 people. Every day that we delay implementing the growth concept we forego options and lose control of our future.

*During the last four years, the population in the four-county area has grown by an additional 110,000 people.*

Originally, the timeline was for Metro to adopt the growth concept and then allow local governments until the end of 1997 to develop specific tools for implementation in their own commu-

*continued on page 2*



**METRO**

Metro is the directly elected regional government that serves more than 1.2 million residents in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area.

Metro is responsible for growth management, transportation and land-use planning; regional environmental management; operation of the Metro Washington Park Zoo; regional parks and greenspaces programs; and technical services to local governments. Through the Metropolitan Exposition-Recreation Commission, Metro manages the Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts and the Expo Center.

Metro is governed by an executive officer and a seven-member council. The executive officer is elected regionwide; councilors are elected by district. Metro has an auditor who is elected regionwide.

For more information about Metro or to schedule a speaker for a community group, call 797-1510.

Executive Officer  
**Mike Burton** – 797-1502

Auditor  
**Alexis Dow, CPA** – 797-1891

District 1  
**Ruth McFarland** – 797-1547

District 2  
**Don Morissette** – 797-1887

District 3  
**Jon Kvistad** – 797-1549

District 4  
**Susan McLain** – 797-1553

District 5  
**Ed Washington** – 797-1546

District 6  
**Rod Monroe** – 797-1552

District 7  
**Patricia McCaig** – 797-1889

## Act now

*continued from page 1*

nities. But because our population is increasing faster than experts had forecast, it is imperative to act sooner, rather than later.

Metro's elected officials – both the Executive Officer and the Council – are working diligently with their colleagues in the region's three counties and 24 cities to begin implementing the growth concept now. And in several cases, local governments and the development community already have projects on the ground or on the drawing board that exemplify the vision found in the growth concept.

Meanwhile, important land-use decisions are facing the council this fall and next spring. Those decisions primarily involve designating an urban growth boundary to meet the region's needs through the year 2015 and deciding the amount and location of urban reserves to meet future growth beyond 2015. Even more important than drawing boundary lines on a map, however, is making comprehensive changes in the way growth is managed inside the boundary today. This is critical for increasing the efficiency of the way we use our land, and preserving – even enhancing – our livability.

### *Early implementation of the growth concept*

To help our local partners implement the growth concept early and increase the efficient use of land, there are several immediate steps Metro needs to take. They involve adopting some technical documents on population, employment, housing and land availability so that the region can make

decisions based on accurate, current information. Work on these documents is under way, with a scheduled completion date of December 1995.

Some steps that local governments can take to use the land more efficiently, as exemplified in the "Local governments build 2040" section of this newsletter, include:

- Increases in the permitted density on vacant residential land (e.g., reducing new average single-family housing lot sizes from 8,000 square feet to 6,200 square feet and building more townhouses)
- Incentives for higher density housing
- Minimum density ranges
- Redevelopment strategies
- Innovative housing types
- New multi-family residential development in areas that are pedestrian-friendly and have easy access to transit

An important component of our future livability is transportation mobility. The Regional Transportation Plan provides a full range of transportation systems needed to support the 2040 growth concept. Land-use and transportation decisions are inextricably linked – whether that means building light rail to focus growth in centers and corridors, or providing truck and freight access to industrial areas. It also means being able to move around conveniently and safely within neighborhoods and to ensure that access into and out of the region is efficient.

Even with all the changes that have been proposed in the 2040 growth concept, it's important to note,

*continued on page 14*

# Main streets: 2040 on a neighborhood level

**M**ain streets are a key element of Metro's growth management plan in that they serve as examples of how the 2040 growth concept can be applied on a neighborhood level but have a regionwide impact. The region already has several successful main streets, which recently have been examined in detail so that some of their attributes can be applied to potential new main streets.

The growth concept designated about 30 areas throughout the region as main streets, which are neighborhood retail and service areas with a strong sense of community and identity. Although main streets by definition are fairly small areas, they have a significant effect on the region's future livability – both because of their number and their regional distribution.

Main streets will serve the nearby community, thus decreasing traffic congestion and air pollution by providing retail shopping and services within a short distance. They will be served by transit and will be extremely accessible by walking or bicycling.

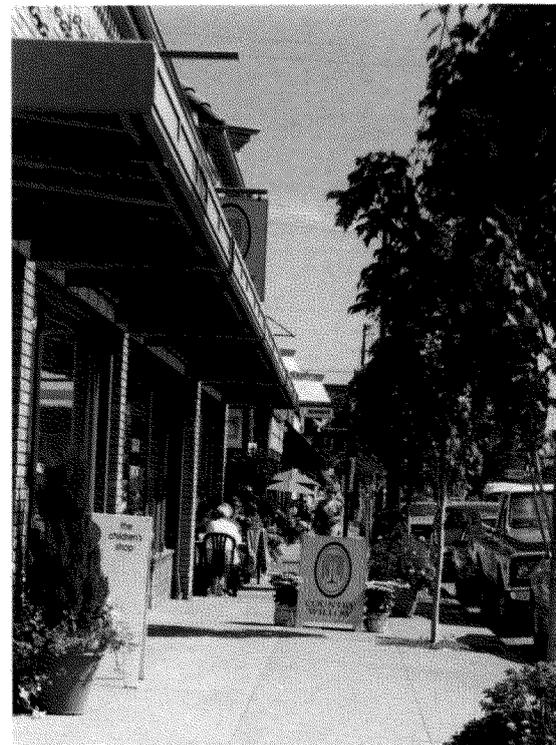
By focusing new development in potential main street "hubs," the region can accommodate growth in a more compact urban form without disrupting existing neighborhoods. Main streets will have a combination of retail and services, along with innovative housing types such as row houses and townhouses.

Before working with local governments and neighborhood groups to develop new main streets, it was

important to examine current successful main streets – such as Hawthorne Boulevard, Northeast Broadway, Milwaukie Street in the Sell area and Northwest 23rd Avenue – to see how their success could be transferred to new main streets.

Metro recently completed a regional main streets study funded by a grant from the Oregon Department of Land Conservation and Development and the Oregon Department of Transportation. The most important lessons learned from the study include:

- Quality, accessible pedestrian facilities are a must. The most successful main streets have a good pedestrian environment with sidewalks that offer convenient access, safe crossings and separation from traffic. Also important are the informal pedestrian routes such as walkways in front of stores and through parking lots.
- The design of the main street contributes to its success. The area must be visually appealing and must encourage people to stroll and shop. Design elements such as building facades, window displays, street trees, signs, planters, benches and transit stops all can add to the appeal of a main street. An interesting mix of businesses also is important, along with a sense of community that comes along with organized area events and promotions.



*Wide sidewalks in front of stores contribute to a successful main street along Northeast Broadway in Portland*

- It is necessary to accommodate the auto without discriminating against other modes of travel. In other words, auto traffic is essential to the life of a main street, but it does not need to dominate the area. Hawthorne Boulevard, for example, carries as many vehicles per day as Boones Ferry Road in Lake Oswego, yet the speed of the vehicles and good pedestrian access makes Hawthorne more appealing. Parking lots are also important but can be done in an efficient manner by the use of shared parking among area businesses.

*For a copy of the regional main street report, or for more information, call Metro at 797-1562.*

# Local governments build 2040

As the 2040 process moves from concept to reality, local governments will take on increasing responsibility for implementing the regional growth concept. While formal adoption of the Regional Framework Plan is still two years away, many local governments are already encouraging development that is more compact. Following are just four examples of some of the projects currently under way in the region.



*Sunnyside Village home with apartment above garage*

## **Sunnyside Village** *Clackamas County*

**S**unnyside Village is a new and innovative development type in Clackamas County that serves as a model for the kind of compact urban form found in the Region 2040 growth concept. The land-use plan for this neotraditional neighborhood establishes a mix of land uses within a compact, walkable setting. Apartments, townhouses, small-lot single-family residences and professional offices surround a core of retail and public services, as well as a transit stop. These land uses are concentrated within about 1/4 of a mile from the core and are arranged for easy pedestrian access.

This neotraditional community borrows features of older communities

while addressing modern needs. Streets are designed to balance the needs of both cars and pedestrians by slowing traffic and minimizing traffic volumes on local streets. Houses include garages placed behind the house so that porches and windows overlook the street. A system of parks and open spaces also complements the nearby urban amenities.

The site for Clackamas County's first neotraditional neighborhood is inside the southeastern edge of the metropolitan urban growth boundary – an area that has experienced rapid growth in recent years. The 368-acre site is about 2.5 miles east of Clackamas Town Center and Interstate 205. Sunnyside Road, a major east-west regional route, defines the site's northern boundary.

*For more information about Sunnyside Village, contact Kay Pollack or Lori Mastrantonio-Meuser at Clackamas County, 655-8521.*

## **Steele Park** *Washington County*

**W**hen Westside MAX pulls into the Elmonica/Southwest 170th station in the fall of 1998, a whole neighborhood will be on hand to hop on board. The new neighborhood is to be called Steele Park, a transit- and pedestrian-oriented development being built at 170th Avenue and Baseline Road in Washington County.

Developers Steve Prince and Carl Spitznagel have worked with Washington County planners to create a new community that is more compact than "normal" for the suburbs. Steele Park will be affordable – yet attractive – with plenty of trees, upgraded sidewalks, streets that calm traffic, and connecting pedestrian and bike paths.

Located just 1,300 feet from the future MAX station, Steele Park will have 74 small-lot detached single-family dwellings and 18 multi-family units. The lots average between 2,100 and 2,600 square feet, and the two-story detached dwellings range from 1,300 to 1,500 square feet. The garages are recessed so that front porches are eye-catching. The community also makes room for a 1.4-acre open space that includes wetlands and woods.

Steele Park is attracting attention because it is an innovative example of an appealing development type that mirrors the goals of the Region 2040 growth concept.

Steele Park is being built under "interim" Washington County ordinances set in place to encourage such

higher-density, mixed-use development around light-rail stations. Permanent new zoning codes and design standards should be in place by 1996.

*For more information about the project, call Steve Prince at 690-6535 or Anne Madden at Washington County, 693-4963.*

## Tualatin Commons Tualatin

In planning the Tualatin Commons Redevelopment Project, the city of Tualatin was committed to developing a pedestrian-oriented, multi-use town center in the heart of the community. The result of this commitment is Tualatin Commons, a 19-acre mixed-use private/public redevelopment project. Nestled in the downtown area and “anchored” by a three-acre man-made lake and public plaza, the project has attracted quality mixed-use private development including a hotel, office buildings, restaurants, rowhouses, apartments and mixed-use “hoffices” (office and retail space with living units above).

Tualatin Commons was designed to be used for a variety of purposes, spanning both day and evening hours. Offices and restaurants are busy during the day, and evenings may find people enjoying a community concert on the plaza, a variety of restaurants, a movie at the nearby theater and a scenic view of the lake.

Development within the Commons takes advantage of shared parking opportunities, with uses carefully planned for available parking at different times of the day and night. An agreement among property owners to share parking has allowed the

higher densities sought in today’s urban environment.

*For more information about Tualatin Commons, call Dan Dutton, redevelopment planner, city of Tualatin, 692-2000.*

## Gresham Downtown Plan Gresham

The new LSI Logic semi-conductor operation and the expansion of Fujitsu will bring more than 3,000 new jobs and \$5 billion in investments to Gresham. As a result, support businesses will grow, as will the pressures on public infrastructure and services. Today’s planning is for tomorrow’s livability, and in Gresham that includes an “old-fashioned downtown” with all the modern features of an urban village.

This core area is distinctive in its appearance and function, with traditional “storefront” historic buildings placed close to the sidewalk. Popular restaurants, shops and community functions assure a lively streetlife and good business.

The downtown plan includes a variety of land use at higher residential densities in mixed use with retail and commercial development. The plan includes a number of sub-districts:

- The central urban core encompasses the existing historic core with room to grow into a larger, downtown village. It accommodates smaller-scale retail and service busi-

nesses and other uses such as the library, museum and churches. Higher-end townhouses are now under construction.

- The downtown transit area features two light-rail stations. Presently under construction are a new 95-unit garden apartment complex on a light-rail promenade and a 600-space park-and-ride garage at the central station. The park-and-ride garage will include up to 8,000 square feet of commercial space at street level that will offer eateries and shops. A community policing office also is located here.
- Three separate neighborhoods within the downtown – well within walking distance of the light rail station – are designated for residential development of 17-30 units per acre.
- Other sub-districts provide for commercial development and small, lower-density residential neighborhoods as part of the plan to sustain downtown Gresham as a regional center and to maintain a sense of community and vitality.

*For more information about the Gresham downtown plan, call Terry VanderKooy, city of Gresham, 661-3000.*

*Tualatin Commons*



# Metro begins purchasing open spaces for future livability



**M**etro has taken the first steps toward securing greater protection of waterways and natural open spaces by purchasing property with money from Measure 26-26. Voters last May overwhelmingly approved Metro's \$135.6 million bond measure to be used to protect and preserve the region's open spaces. This September marked the purchase of the first pieces of property from the bond measure.

Agreements on 15 options to purchase were signed between landowners and Metro or the Trust for Public Land prior to the bond measure election. Metro's first purchases are a result of executing those agreements.

The properties under option are scattered throughout the region, including a 115-acre expansion of Forest Park, 40 acres along the Sandy River adjacent to Metro's Oxbow Regional Park, 153 acres along the Tualatin River, 54 acres in Newell Creek Canyon near Oregon City and 10 acres in the Tryon Creek watershed.

Metro Regional Parks and Greenspaces staff currently are designing a strategy for how the regional money can best be spent. This includes a "refinement" of each

of the 14 regional target areas and six trail corridors identified for protection and preservation in the bond measure. Refinement refers to the process of narrowing and identifying land to be bought and is necessary because the amount of land available in target areas exceeds the dollars available for purchase.

In some target areas, refinement will be easier because there are already established management plans that have been developed. Forest Park is a good example of an area where considerable planning already has been done for both the park and the surrounding area. East Buttes/Boring Lava Domes target area is on the other end of the scale. This target area includes several thousand acres under consideration for protection, including a number of small but distinct buttes.

With only about 550 acres of lava domes and buttes expected to be purchased, guidelines will be needed before acquisition begins. There is a need to address that target area, including issues related to water

quality, and the possibility of creating a new regional park or adding onto existing parks in the area.

In each target area, citizens, landowners, businesses, neighborhood groups, local governments and other natural resource agencies will be contacted and asked for input. Public meetings will be held both in the target area communities and at Metro. In addition, Metro is examining the 2040 growth concept to see where additional open space is needed to help maintain livability in areas targeted for more intense development. Using all this information, goals for the acquisition strategy will be developed and Metro's real estate negotiators will begin working to acquire property from willing sellers.

Metro recently put together its open spaces acquisition team. Formerly with the Trust for Public Land and the Nature Conservancy, Jim Desmond was hired last month as manager of Metro's open spaces acquisition program. Nancy Chase, who has been working in Metro's Regional Parks and

*continued on page 16*

*"... I favor more green spaces than industrialization. I'd like children to know what trees and wildlife are like ..."*

*- citizen comment, 2040 open house*

# Region examines future water needs

**T**he metropolitan region is expected to have about a million more people by the year 2040. That means we face the complex and challenging task of planning for significantly more water. Metro and local water providers want to meet those challenges head-on. That is why 27 water agencies and Metro have conducted a long-range water supply planning study to develop water options for the future. Metro's charter, approved by the region's voters in 1992, mandates that Metro address regional water supply and storage in its regional framework plan.

This planning effort began in 1991 with three Phase I studies that projected future water demand, evaluated potential water sources and identified ways to conserve water. Options that could provide enough water to meet population growth during the next 50 years include: water conservation; a third dam and reservoir on the Bull Run River; expanding the Barney Reservoir on the Trask River; increased treatment and use of the Clackamas River; new diversions and treatment on the Willamette and Columbia rivers; and aquifer storage and recovery.

The goal of the preliminary Regional Water Supply Plan has been to determine how future water needs can and should be met until the year 2050. The plan will:

- allow providers to maintain a broad, regional view of the issues

- make the most efficient use of existing and future regional supplies
- increase financial savings through the implementation of cooperative programs and projects
- facilitate the evaluation of a range of supply and demand management alternatives.

The Phase II effort was completed in August and involved detailed studies of promising water sources and alternatives to help us meet water demand in the years ahead. It also investigated ways to make new and existing water systems more efficient and cost-effective through conservation and transmission.

The preliminary regional water supply plan project has demonstrated that major new supply additions will not be needed until after about 2017. In the meantime, the providers must ensure that conservation programs are in place, that options for the future are explored and protected, and that certain communities facing more immediate needs are served adequately.

The participants in this study have

recommended a particular long-term strategy that includes aggressive regionwide outdoor conservation programs, transmission, aquifer storage and recovery, expansion of Clackamas River supplies and development of a supply source on the upstream Willamette River.

The Metro Council will participate in public forums sponsored by the regional planning project and will hold its own public hearings on the preliminary plan, final draft plan and finally adopt a regional water supply plan in early 1996. Metro's Water Resources Policy Advisory Committee will provide technical review of the plan. Elements from the plan then will be used for developing 2040 Framework.

*Copies of the preliminary plan, executive summary and public involvement schedule are available from Metro by calling Rosemary Furfey at 797-1726.*



REGION  
**2040** NOVEMBER 1999  
 DRAFT  
 Decisions for Tomorrow

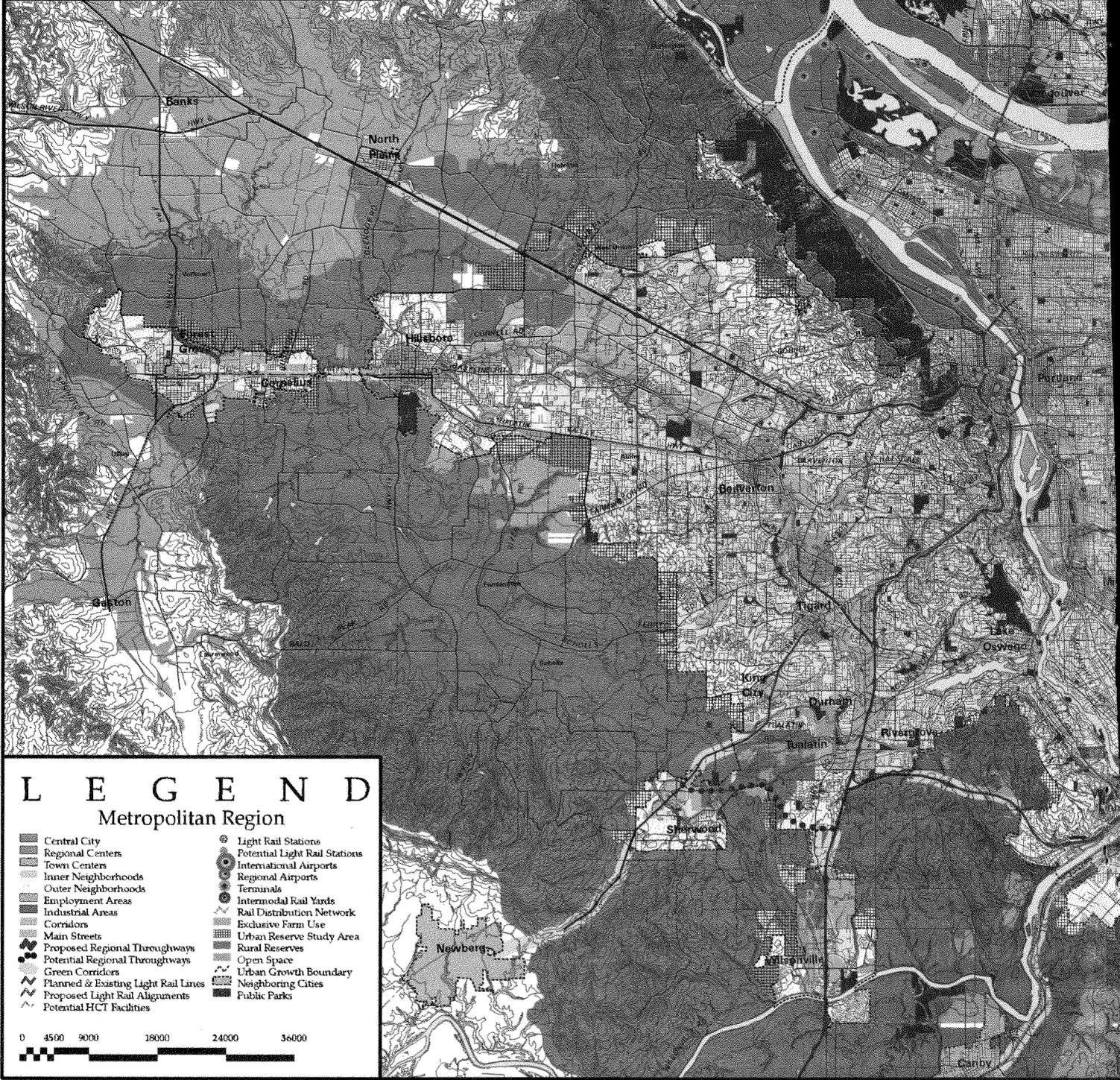
2040 Growth Concept

Note: Urban Reserve Study Areas indicate those areas within Metro's 1995 Work Plan for future study from which Urban Reserve Areas may be selected. Designation of urban reserve areas shall be contingent upon the need demonstrated by the refined 2040 Growth Concept and interpretation of LCDC's Urban Reserve Rule.

800 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
 TEL 503 797 1700 | FAX 503 797 1911

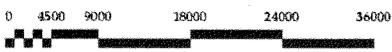


email 2040@metro.org

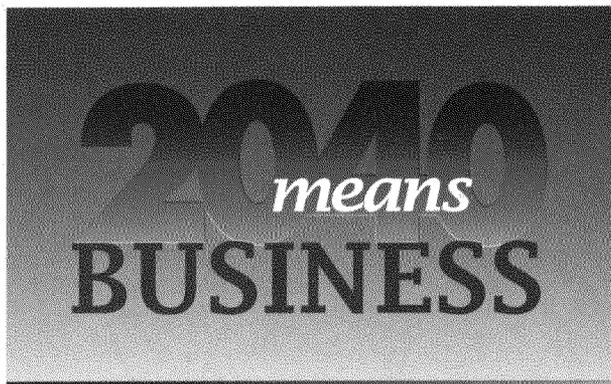


**L E G E N D**  
 Metropolitan Region

- |  |                                     |  |                               |
|--|-------------------------------------|--|-------------------------------|
|  | Central City                        |  | Light Rail Stations           |
|  | Regional Centers                    |  | Potential Light Rail Stations |
|  | Town Centers                        |  | International Airports        |
|  | Inner Neighborhoods                 |  | Regional Airports             |
|  | Outer Neighborhoods                 |  | Terminals                     |
|  | Employment Areas                    |  | Intermodal Rail Yards         |
|  | Industrial Areas                    |  | Rail Distribution Network     |
|  | Corridors                           |  | Exclusive Farm Use            |
|  | Main Streets                        |  | Urban Reserve Study Area      |
|  | Proposed Regional Throughways       |  | Rural Reserves                |
|  | Potential Regional Throughways      |  | Open Space                    |
|  | Green Corridors                     |  | Urban Growth Boundary         |
|  | Planned & Existing Light Rail Lines |  | Neighboring Cities            |
|  | Proposed Light Rail Alignments      |  | Public Parks                  |
|  | Potential HCT Facilities            |  |                               |



# Putting the growth concept into action



The committee was developed last spring by Metro Executive Officer Mike Burton. Serving as chair is Chuck Armstrong, chairman and CEO of Bank of America. Committee members will lend their expertise about how the region and local governments can encourage the type of residential

The Government Regulation Subcommittee is identifying regulatory barriers to 2040-style development and is seeking ways to overcome those unintentional barriers. The subcommittee is examining ways to make innovative development easier to accomplish via zoning codes, parking ratios, the permit approval process and consistency among local jurisdictions.

**A** group of prominent regional business leaders has developed a work plan and set of strategies for making Region 2040 a reality. The work being done by this committee, called 2040 Means Business, has a clear and unique purpose. As the builders, financiers and developers, these committee members and their peers ultimately will be responsible for making the growth concept happen.

and commercial development that meets the goals of Region 2040, Metro's long-range growth management program.

The committee has been working in three subcommittees: Market, Community Awareness and Government Regulation.

The Market Subcommittee is addressing issues related to existing and potential markets for retail, office, residential and industrial uses. The subcommittee in particular has focused on how the market is likely to accept residential and commercial design types outlined in the Region 2040 growth concept.

The Community Awareness Subcommittee is addressing issues related to how the community is aware of, and is likely to react to, changes in development types as a result of the growth concept. The subcommittee also is exploring ways to inform interested parties about upcoming changes and resolve differences.

A scope of work is being identified and developed to assist the committee and subcommittees in doing surveys (both phone surveys and focus groups) and in providing technical information about market analysis and regulatory data.

The purpose of the committee is to provide advice to the Executive Officer about how Metro, along with its public and private sector partners, can help create the changes necessary to meet the goals of the Region 2040 growth concept. Burton will forward his recommendation to the Metro Council in spring 1996 after 2040 Means Business has completed its work. The Metro Council will make the final decision about growth management issues, including those involving the size and location of the urban growth boundary and urban reserves, as well as the types of changes necessary at the local level to meet the regional growth management plan.

*For more information about the committee, call Carol Kelsey, Executive Office, at 797-1504.*

*"We live in a wonderful place that can actually become even more vital and livable as it grows . . . We can all benefit and enjoy this future if decisions are made, above all, for the common good."*

*- citizen comment, 2040 open house*

## What is the Region 2040 growth concept?

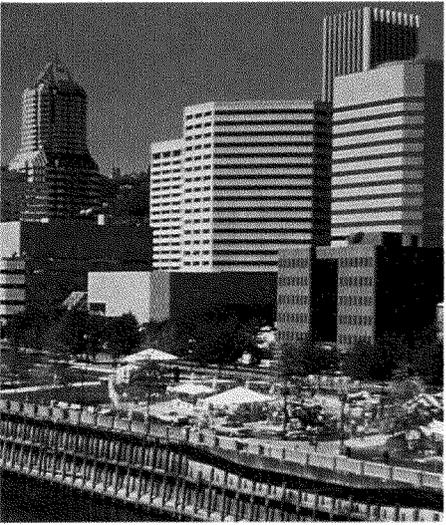
**T**he Region 2040 growth concept is a 50-year outline for what this region will look like from now until the year 2040. The growth concept was developed during the past three years as part of Metro's Region 2040 planning program.

What evolved from that program was the Region 2040 growth concept, adopted by the Metro Council by resolution in December 1994. The current Metro Council is scheduled to adopt the growth concept by ordinance in December 1995, after listening for several months to requests from local governments and citizens wanting changes to the concept.

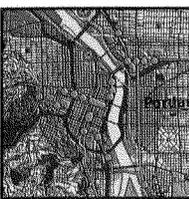
The growth concept calls for a more compact urban form, particularly along major transportation corridors and in areas of new development. Existing neighborhoods will remain largely unchanged, although some redevelopment may occur, and pedestrian and bicycle access will be improved. The emphasis is on innovative and well-designed new housing types, such as row houses and single-family detached houses on smaller lots. Major new commercial and retail development will be located near major light-rail and bus corridors.

The reason the growth concept calls for a more compact urban form is that the region's population is growing rapidly. Without the growth concept, the region's urban growth boundary would have to be expanded enormously, resulting in sprawl and reduced livability.





### Central city



Downtown Portland serves as the hub of business and cultural activity in the metropolitan

region. It has the most intensive form of development for both housing and employment, with high-rise development common in the central business district. The role of downtown Portland as a center for finance and commerce, government, retail, tourism, and arts and entertainment will continue in the future.

### Regional centers

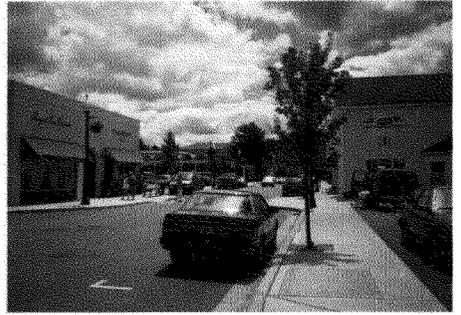


Regional centers are characterized by compact employment and housing development served by

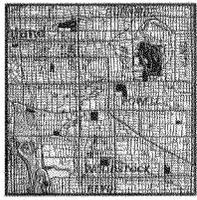
high-quality transit. Two- to four-story buildings are typical.

In the growth concept, nine regional centers serve six market areas – Gateway serves central Multnomah County; downtown Hillsboro serves the far western area; downtown Beaverton and Washington Square serve inner Washington County; the downtowns of Oregon City and Milwaukie along with Clackamas Town Center serve Clackamas County and parts of Portland; downtown Gresham serves the eastside; and downtown Vancouver, Wash., serves Clark County.

Regional centers are centers of commerce and local government services. They will become the focus of transit and highway improvements.



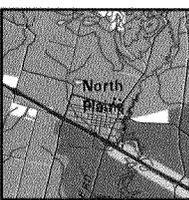
### Corridors and main streets



Similar to town centers, main streets have a traditional commercial identity but are on a smaller

scale with a strong sense of neighborhood community. Examples include Southeast Hawthorne in Portland, the Lake Grove area in Lake Oswego and the Kenton area in North Portland. Corridors are major streets that are used intensively and serve as key transportation routes for people and goods. Examples of corridors include the Tualatin Valley Highway and 185th Avenue in Washington County, Powell Boulevard in Portland and Gresham, and McLoughlin Boulevard in Clackamas County. One- to three-story buildings are typical in corridors and main streets, and both are served extensively by transit.

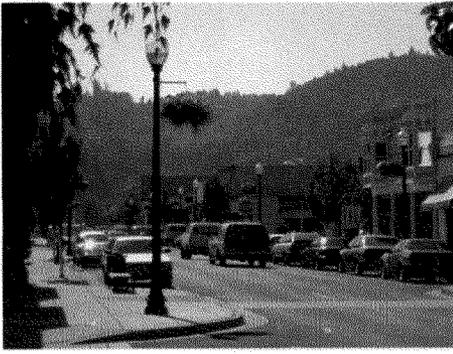
### Neighboring cities



Communities such as Sandy, Canby, Newberg and North Plains will be affected by

Metro's decisions about managing the region's growth. While Metro cannot plan for these communities, a significant number of people live there, some of whom work in the metropolitan area. Cooperation among Metro and these communities is critical to address common transportation and land-use issues.





## Town centers

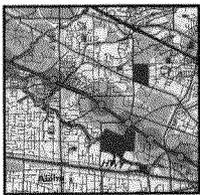


Town centers provide localized services to residents within a two- to three-mile radius. Examples include

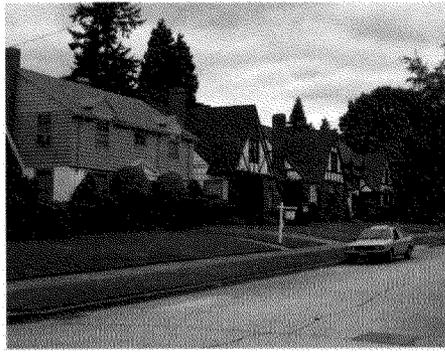
small city centers such as Lake Oswego, Tualatin, West Linn and Forest Grove and large neighborhood centers such as Hillsdale, St. Johns, Cedar Mill and Aloha. One- to three-story buildings for employment and housing are characteristic. Town centers have a strong sense of community identity and are well served by transit.

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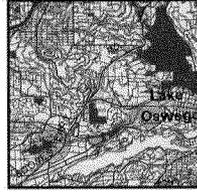
## Station communities



Station communities are areas of development centered around a light rail or high-capacity transit



## Neighborhoods



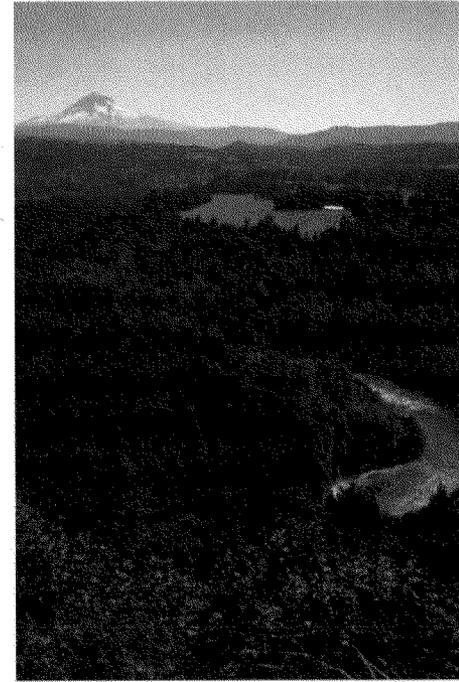
Under the 2040 growth concept, most existing neighborhoods will remain largely the same. In fact,

about 70 percent of today's neighborhoods will not change. New neighborhoods, however, could change considerably, with a new emphasis on smaller single-family lots, mixed uses and innovative housing types such as rowhouses that use relatively little land. Existing neighborhoods could see some redevelopment so that vacant land or under-used buildings could be put to better use.

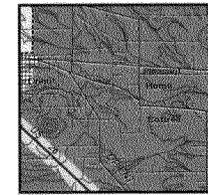
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station that feature a variety of shops and services that are accessible to bicyclists, pedestrians and light-rail users. An extensive station community planning program is under way for each of the westside light-rail stations.

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## Rural reserves

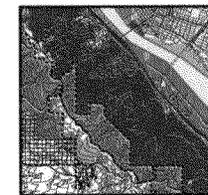


Rural reserves are lands outside the urban growth boundary that provide a visual and physical

separation between urban areas and farm and forest lands. These areas typically follow highways that connect the region to neighboring cities, such as the area between Gresham and Sandy or Hillsboro and North Plains. New development would be restricted in these areas.

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## Open spaces



An important component of the growth concept is the availability and designation of open spaces. This

includes parks, stream and trail corridors, wetlands and floodplains. These areas are protected and preserved as open spaces and will not become available for development.



# Open house participants respond

**L**ast summer Metro sponsored five open houses throughout the region to share up-to-date information on growth management issues, to answer questions and to get feedback. More than 600 people attended these open houses.

Feedback came in four forms – a questionnaire, discussion groups and comment boards at each open house, as well as comments made on Metro's growth management telephone hotline. Highlighted quotes in this newsletter are samples of the comments we received. Of the people who responded to the open house questionnaire, 65 percent said they live inside the urban growth boundary and 35 percent live outside, indicating a strong interest in growth management issues throughout the region.

*“Encourage and reward businesses that enable people to work from home and who have flexible hours . . .”*

*– citizen comment, 2040 open house*

Some highlights from the questionnaire results include:

- About 56 percent of the respondents favored a combination of smaller lots, more condominiums and more apartments to avoid

expanding the urban growth boundary.

- About 70 percent said roadways were becoming “increasingly congested,” and an additional 20 percent said roadways were “very congested.” The majority of participants ranked freeways as most congested with major intersections a close second. Arterial streets ranked last.
- To address the congestion problem, about 77 percent said encouraging alternatives to auto travel such as transit, walking and biking should be emphasized, while 23 percent said building additional roads should be emphasized.
- Since water supply and quality are strongly linked to growth management issues, participants were asked which water issues are most important to them in meeting the region's water supply needs. Of the seven issues listed, quality and reliability were the most important issues. Who provides water service was the least important issue.

A “Report on Public Involvement, Summer 1995” is available by calling Metro's growth management hotline, (503) 797-1888. The report contains an analysis of questionnaire responses, written comments from the questionnaire, summaries of open house group discussions, and comments transcribed from Metro's growth management hotline. This information is given to the Metro Council to help councilors make their decisions on implementing the 2040 growth concept.

## Metro receives national award

Metro was named this summer as a recipient of the Distinguished Achievement Award for its Region 2040 public involvement program in the annual awards competition sponsored by the National Association of Regional Councils.

The awards competition recognizes excellence in regional programming and features entries from other regional councils throughout the United States. Judges said Metro's program represents “an outstanding example of public involvement in developing a long-term strategy for the region.” The plan, the judges believe, “has a greater chance of success because of public involvement in its development and, hopefully, a feeling of ownership on the part of the region's residents in carrying out the program.”

While Metro received this award, the region's citizens and their commitment to livability made it possible. Throughout the Region 2040 process, citizens have spent a considerable amount of time and energy providing their opinions about how this region should manage its growth. The award, then, really belongs to the region's citizens.

# Transportation investments pay off in regional livability

Your travel options will be determined largely by the transportation policies and priorities in the Regional Transportation Plan (RTP). The plan is a 20-year blueprint linking transportation and land-use policies and will have a significant impact on how long it will take to get from one part of the region to another.

**M**etro recently completed the first phase of a major update to the RTP to meet new federal planning and air quality requirements. Next we begin taking the 2040 growth concept into consideration and responding to new state planning requirements. The RTP update will build on two decades of regional policy aimed at maintaining the livability of our region.

## *The bigger picture*

New transportation planning requirements adopted at both the state and federal level in the early 1990s stress the importance of creating a balanced

transportation system that accommodates automobiles, transit, pedestrians and bicycles. The state Land Conservation and Development Commission in 1991 developed the transportation planning rule that requires plans to provide transportation choices beyond the automobile and to integrate land-use and transportation decisions. The current update of the RTP must include specific methods to meet the rule's requirements.

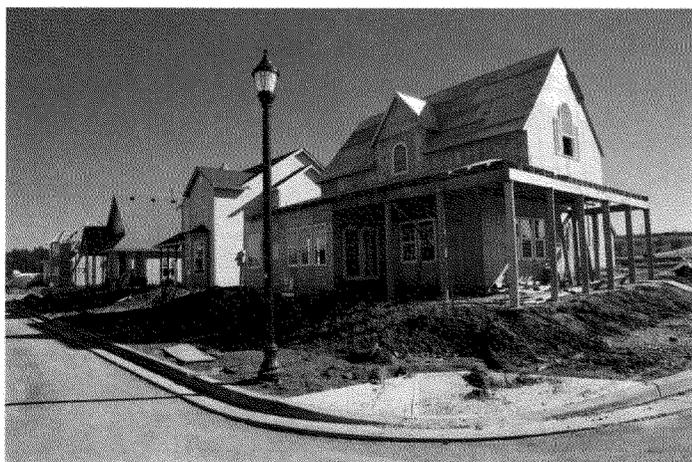
At the federal level, the adoption by Congress of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) led to new flexibility in the use of federal transportation funds.

The act departed from the past emphasis on highway projects and focused on alternative modes of transportation that are more cost effective and environmentally sound. The act speaks to the importance of freight movement and transportation issues that improve the nation's economic health and global competitiveness.

## *Implementing Region 2040*

Transportation investments that support the 2040 growth concept are a key part of making the concept work. Town centers, for example – which will provide a full range of retail and service opportunities – depend on streets accessible by all modes of travel and served by high-quality transit service. Providing the right mix of road, pedestrian, transit, bicycle and freight improvements to support a more compact urban form helps relieve pressure from the urban growth boundary.

This summer the Metro Council allocated \$27 million in federal funds to transportation projects that will help implement the 2040 growth concept. Funded projects include: a revolving fund for transit-oriented development to ensure that jobs and housing are located in areas served by light rail; pedestrian improvements in regional and town centers such as Gresham and Hillsdale; and expansion of roads that serve regional centers to ensure access for freight, buses, autos, pedestrians and bicycles.



*A connected street grid makes biking and walking easy in Fairview Village, a neo-traditional development in Fairview. Narrow streets slow auto traffic and alleys behind homes limit the number of driveways that must cross sidewalks.*

## *Doing more with less*

During the first phase of updating the RTP, Metro found that because of funding limits, it will be difficult to meet future transportation demands in the region. When the costs of maintaining, preserving and operating the current transportation system are tabulated, there is not enough money for new projects.

The cost for needed capital expansion of the state highway system during the next 20 years is \$1.9 billion, while anticipated revenues are only \$436 million. The cost for new multi-modal city and county road projects during the same 20-year period is \$1.3 billion, while the cost of expanding the transit system is \$1.1 billion. The total anticipated revenues available for both city and county roads and transit are only \$364 million.

The state gas tax, which has accounted for nearly 60 percent of Oregon's transportation funding, must be raised by one or two cents each year simply to keep pace with inflation. As the number of newer, more fuel-efficient cars increases on Oregon's roads, less gas tax per vehicle will be collected each year.

Unless new revenue sources are found, the region will be hard pressed to fund new projects and maintain the existing system. Metro, along with our regional partners, works actively at the state and federal level to secure funds for transportation. Metro also is consider-

***"Encourage people to live  
closer to work . . ."***

*- citizen comment, 2040 open house*



*Main Avenue in Gresham was recently rebuilt to make a more pedestrian friendly environment. Curb extensions at intersections allow easier pedestrian crossing and calm traffic. Replacing overhead utilities with vintage lamp posts created a more inviting business district.*

ing a regional measure to help fund needed transportation improvements.

### *How you can get involved*

Metro began the RTP update process this past January at a regional transportation fair and open house. During the spring, we received additional public input during a series of meetings held around the region on regional funding priorities. Metro plans to hold similar events and meetings throughout the update process, scheduled to be completed in 1996.

The Regional Transportation Plan Citizens Advisory Committee also was formed to provide citizens perspectives on regional transportation planning issues during the RTP update. The committee's 21 members live and work throughout the region and bring a broad range of experiences and views to the committee. The committee meets on the first Tuesday of each month at 6 p.m. at Metro Regional Center, 600 NE Grand Ave., Portland.

All meetings are open to the public and include an opportunity for public comment.

### *Opportunities for involvement*

- Attend public workshops and meetings
- Provide testimony at Citizens Advisory Committee (CAC) meetings and public hearings
- Review and comment on staff or CAC recommendations
- Have your name added to our mailing list to receive notices, reports and other mailings.

**Metro  
transportation  
hotline  
(503) 797-1900**

*Call for meeting times, to request information, to leave comments, to add your name to our transportation mailing lists.*

## Act now

*continued from page 2*

however, that **70 percent of existing neighborhoods will remain relatively unchanged from the way they are today.** New neighborhoods and new development will see the most changes, with a greater emphasis on a well-designed, more compact urban form.

*Perhaps no greater point should be made than the importance of using and adhering to Region 2040 as a standard by which all other regional decisions are made.*

### *Urban growth boundary/urban reserves*

Despite the considerable efforts of local governments and innovative strategies for handling growth, there still is the question of whether to expand the region's 234,000-acre urban growth boundary. The primary reason for a possible expansion is that the region is growing quickly due to our strong economy and livability. Another reason is a new state law that would add an incredible 26,000 acres to the boundary if we don't implement the 2040 growth concept soon.

When Region 2040 was being developed, our forecasts were that there

would be an additional 500,000 residents here from 1995 to 2015.

Under that forecast, we would have had until the year 2000 to implement the growth concept and to change the urban growth boundary, if needed.

This region, however, has grown much faster than anticipated – about 40 percent faster. Forecasts now reveal a projected increase in population of 650,000 between 1995 and 2015. That means that if the 2040 growth concept is fully implemented, we need to add 4,000 to 9,000 acres to the boundary to meet our growth needs for the next 20 years – through the year 2015. If we don't implement the growth concept, we would have to add 26,000 acres this year and every five years, as long as this growth continues.

Many people have advocated keeping the boundary expansion at zero and accommodating all growth within the current urban area. Those advocates are encouraged to propose concrete ways that this can happen without making major livability sacrifices. A zero expansion pays a price: it would require either higher densities than those outlined in the 2040 growth concept or more development in existing neighborhoods. Both options are contrary to what some citizens have said is acceptable.

Metro's Executive Officer has challenged the region to keep a boundary expansion to even less than the 4,000- to 9,000-acre range. He also has emphasized the strong need to thoroughly analyze, debate and resolve the myriad of land-use issues that fold into a decision of this magnitude. These are not issues that can be resolved easily.

### *Growth concept as a regional measure*

Perhaps no greater point should be made than the importance of using and adhering to Region 2040 as a standard by which all other regional decisions are made. Regardless of the number of acres added to expand the boundary, we must ensure that the development of those acres achieves the goals of the growth concept.

Every program at Metro will be scrutinized for how it potentially could affect land-use decisions. Our transportation systems, for example, should focus on areas that are key to increasing the efficiency of our land, fostering compact urban development and ensuring mobility for people and freight. All Metro-sponsored transportation projects should be consistent with the 2040 growth concept.

As another example, the open spaces funds approved by the region's voters must complement the goals of 2040. Open spaces should be acquired to offset the adverse impacts of growth and to ensure that regional parks and natural areas are distributed throughout the communities where significant growth is expected.

None of these are easy decisions or simple issues. They are complex both in their understanding and in their future consequences. But behind the analysis and the difficult policy choices, there remains a simple core truth: Oregonians in this region would rather make the difficult but critical decisions that ultimately will benefit us all.



# 2040 Framework update

## 2040 videos available

Two new videos are available to the public. Metro has produced a video titled "Building 2040," which looks at growth management issues in this region. To borrow a copy of "Building 2040," call Metro's growth management hotline, (503) 797-1888, and leave your name and address or check with your neighborhood video store.

Another video, "On the Right Track," was featured at the recent national Rail-revolution conference in Portland and examines transportation issues. To receive a copy of "On the Right Track," send a request via fax to Effie Stahlsmith, FTA, (202) 366-3765. Include in your request your name, organization, street address, city, state, ZIP code, day time telephone number, the number of videos you want and how the videos will be used.

## Open spaces

*continued from page 6*

Greenspaces, will serve as senior real estate negotiator.

In addition to buying property for regional target areas, the bond measure also allocated up to \$25 million for about 90 community park projects. Metro staff has been working with local parks providers to begin these community projects. According to the bond measure, local projects must be in keeping with the goals of Metro's Metropolitan Greenspaces Master Plan.

*For maps or specific information about regional target areas and how to be involved in the refinement process, call Metro Regional Parks and Greenspaces at 797-1919.*

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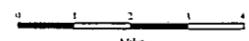
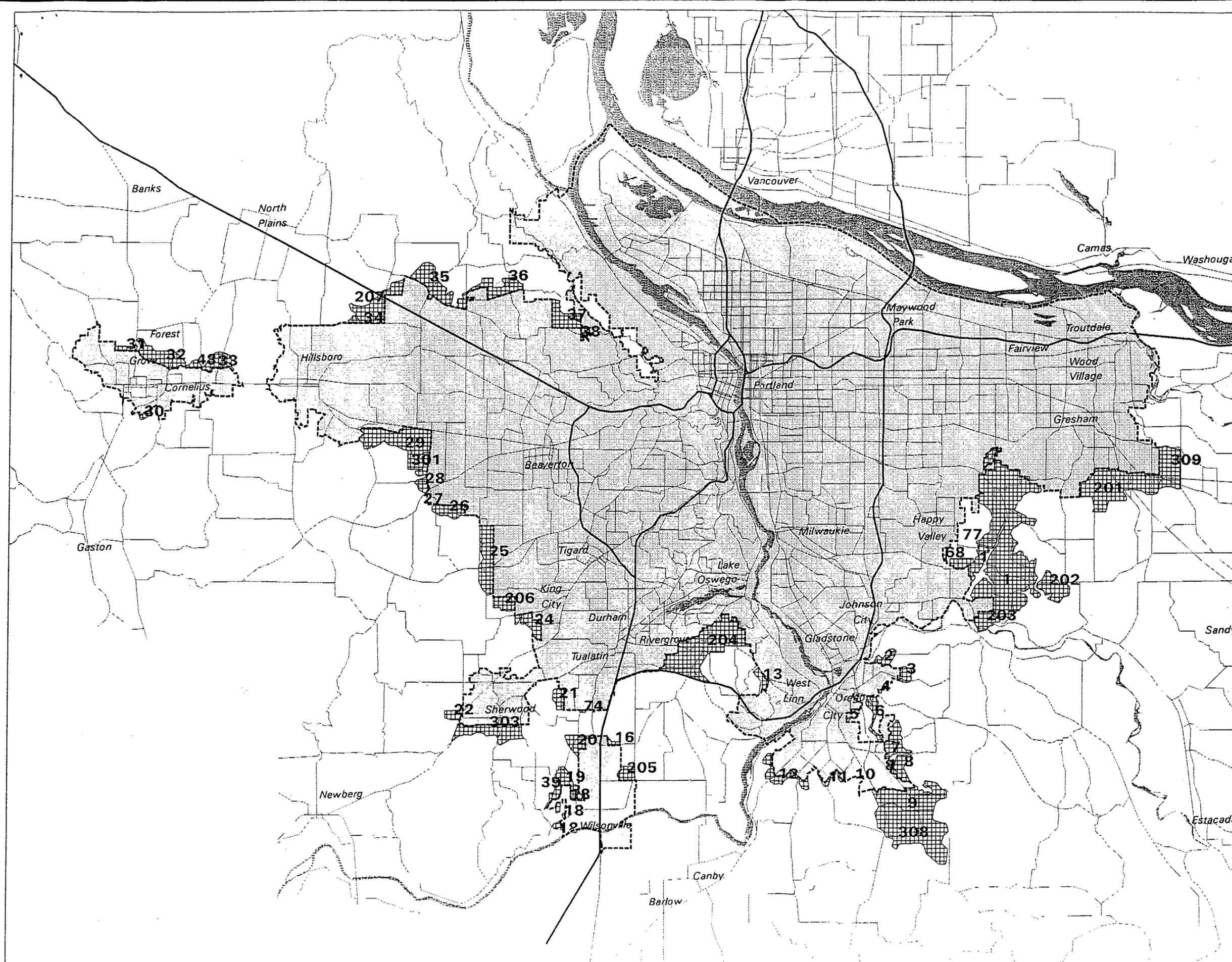
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**ADDRESS CORRECTION REQUESTED**

# Preliminary URSA'S

Approved By  
METRO Council 1/4/96



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(503) 797-1742



METRO

DRAFT  
INTERIM MEASURES

Overarching Regional Measures

2/1/96  
( With joint  
TPAC/MTAC parking  
  
subcommittee  
recommendations in  
shaded  
text)

These overarching measures, if adopted by the Metro Council after review and participation by local jurisdictions, would become the elements of a Metro functional plan for urban growth management. Metro staff will be recommending that the functional plan be considered by the Metro Council with a goal of adoption by Spring 1996. If the Metro Council does adopt an urban growth functional plan, it would also be recommended that cities and counties would need to show compliance with the Overarching Regional Measures within 18 months of Metro Council adoption, approximately Fall 1997.

After adoption of an Urban Growth Functional Plan, and in the event that a city or county believes that compliance with one or more of the regionwide measures is not feasible, they may ask for a mediated settlement. Metro and the local jurisdiction would use a jointly selected third party to intervene in the conflict. Should efforts to mediate differences between the Metro function plan and local considerations not resolve compliance issues, the local jurisdiction may bring the issue to the Metro Policy Advisory Committee (MPAC) for review and recommendations. After MPAC consideration, the matter would be considered by and acted on by the Metro Council. (As provided in the RUGGO Objective 5.3 "Functional Plan Implementation and Conflict Resolution.")

The following measures are recommended for region-wide adoption:

**Measure 1. Change zoning maps to implement the Metro Growth Concept.**

**Expected Outcome** - The Metro 2040 Growth Concept is implemented by ensuring local zoning will accommodate the jurisdiction's portion of the regional growth capacity.

**Performance Standard** - That the overall total housing units and employment targets for the jurisdiction or the jurisdiction's planning area from the Metro 2015 Growth Forecast are permitted or will be permitted at densities and locations likely to be achieved, following the Metro 2040 Growth Concept.

A city or county may demonstrate conformance with the performance standard above or show that zoning for vacant and redevelopable lands within the jurisdiction or the jurisdiction's planning area are consistent with the Metro 2040 Analysis Map. Minimum densities for residential and non-residential uses shall be applied so that at buildout the target density shall be achieved.

**Guidelines** - Cities and counties may adopt zoning requiring no less than 80% of maximum residential densities. Local work should include review of development code standards to ensure that stated densities can actually be built. Examination of street and alley standards, setbacks, landscaping requirements, lot coverage and other standards which could reduce the otherwise permitted density or floor area ratio should be completed. Consider innovative and cost saving solutions to stormwater management, including allowing for building at densities which incorporate landscaping that serves other multi-objective purposes. Create incentives to promote innovative and cost-effective site design.

**Measure 2. Change zoning text to provide for mixed-uses and compact urban designs in station areas, regional and town centers, mainstreets and corridors.**

**Expected Outcome** - Centers, mainstreets, station areas and corridors will accommodate their expected portion of growth in a manner consistent with the mixed use center designs of the Metro 2040 Growth Concept. Development and redevelopment in the region will be much more compact and pedestrian and transit friendly. These features would encourage continuation of: the protection of agricultural lands outside the Urban Growth Boundary, a strengthened sense of community, reduced vehicle miles traveled and lessened air and water pollution.

**Performance Standard** - Cities and counties shall demonstrate that the regulations affecting development and redevelopment within their jurisdictions' station areas, regional and town centers, mainstreets and corridors will meet employment and household targets for these design types within their jurisdiction and will be designed to be compact, mixed-use urban designs that are pedestrian and transit friendly. Minimum density for residential and non-residential uses shall be applied so that at buildout the target density shall be achieved.

**Guidelines** - Cities and counties may:

- a. demonstrate that the growth capacity and transportation performance is equal to or greater than the Metro 2040 Analysis Map and 2015 Growth Forecast for household and employment, or
- b. demonstrate the following:

**Mixed Use**

- allow mutually supportive development patterns of mixed uses in station areas, regional and town centers, mainstreets and corridors;

**Allowed Uses**

In regional and town centers, station areas (or those planned and for which funding is identified), corridors (continuous or nodal as described in the Metro 2040 Growth Concept) and mainstreets:

- allow for mutually supportive mixed use residential, retail and service uses, restaurants, medical professional offices, clinics, neighborhood civic and institutional uses, indoor recreational and entertainment uses;
- permit multiple uses on one property;

- Except in corridors where such uses may be allowed, prohibit storage as main use, vehicle sales or service uses, outdoor commercial recreational uses, outside storage
- implement the design features of the Transportation Planning Rule.

#### Densities/Use Intensity

In regional and town centers, existing station areas (or those planned and for which funding is identified), and mainstreets, developments should:

- have a minimum residential density of 15 units acre;
- increase maximum density to at least 45 units acre;
- have a minimum Floor Area Ratio of 0.5 new office and civic/institutional uses;
- have a minimum Floor Area Ratio of 0.4 for all other permitted uses and combinations of any permitted uses;
- ensure that minimum density requirements may be applied to the sum of contiguous lots that are part of the same development project;
- allow for density transfer to preserve open space and address water quality and stormwater management;
- establish a minimum density for redeveloping sites as the existing density of current use (on larger sites, where a masterplan for the entire site achieving minimum densities is approved, development may proceed in phases);
- examine water, transportation and sewer infrastructure capabilities.

### Measure 3. Parking<sup>1</sup>

#### Expected Outcome

New development and redevelopment of existing urban areas will occur in designs that are more compact, reduce air pollutant emissions and consistent with a transit and pedestrian supportive environment.

**Performance Standards.** Following are the region-wide performance standards:

- A regionwide action to ~~reduce required off-street parking consistent with the schedule~~ (two zones - Portland's central city area and the rest of the region). shall be implemented. Cities and counties of the region shall ensure that required local off-street parking space minimums are no more than those listed in the regional parking space schedule, column 1 (see attached chart).

In addition, each city and county in the region shall establish parking maximums in transit and pedestrian convenient areas at rates no more than those listed for Zone A in attached chart and as illustrated in the attached map. For all urban areas outside Zone A, cities and counties shall establish parking space maximums no greater than those listed in Zone B in the attached chart and as illustrated in the attached map. This should be adopted by the region by July, 1996.

<sup>1</sup> See attached parking ratio tables

Local governments shall adopt a process for considering adjustments to the above regional standards for individual or joint developments on an administrative basis or in a public hearing upon finding that such use(s) are exceptional. Exceptions may be granted by local jurisdictions consistent with the following:

1. It can be demonstrated that the use or combination of uses has used more efficient parking space configuration, size, lane width reductions or other methods to keep the amount of paved area to no more than what would be allowed under the parking maximums; or
2. It can be demonstrated that the use or uses is:
  - a. Is a retail commercial use which sells products which are not easily transportable when walking, biking or using transit; and
  - b. Has a primary market area which is 1/2 the region or larger.
  - c. Has consistent projections for number of trips and congestion impacts and parking space needs.

Free surface parking are subject to the regional parking maximums. Parking spaces in parking structures, employee carpool parking spaces, dedicated valet parking spaces, fleet parking, spaces which are user paid, market rate parking or other high-efficiency parking management alternatives may be exempted from established maximums. Sites which are proposed for redevelopment may be allowed to phase in reductions as a local option. Where mixed land uses are proposed, local governments may provide for blended parking rates. Local governments are also encouraged to allow developers to count onstreet parking spaces and shared parking toward required parking minimum standards.

Local governments shall monitor and provide data about: 1) actual parking space developed and 2) compliance with the standard. to ensure goal realization and work with Metro to achieve equity from jurisdiction to jurisdiction.

- b. Regional support of a **DEQ voluntary program** whereby the property owner could elect to use the required ratios or less as maximum ratios (i.e., only build to the required, not beyond) in exchange for being exempted from the DEQ Employee Commute Option (ECO) Program, priority DEQ permit processing and other incentives offered by local governments.
- c. ~~A regionwide action to establish parking maximums based on no more than 125 percent of the regional standard for minimum required parking except in those areas shown in the attached map.~~

~~Structured parking and paid parking would be exempt from established maximums.~~

- d. Approval of a regional and local work effort to:
  - a. encourage local experimentation and incentives for even more reductions, such as parking space redevelopment for pedestrian areas and more density, no required parking (a maximum consistent with regionwide standards would still be recommended) or further reduce parking by counting on-street parking and shared

parking arrangement towards the parking space count; (this should especially be considered in regional and town centers, mainstreets and LRT station areas.)

- b. encourage exploration of contributions for public parking in lieu of provision of private parking;
- c. support further analysis with public and private sector parking management experts and possible computer simulations;
- d. fund training of local public officials and private business associations in parking management; and
- e. promote good local urban design to provide safe and convenient connections to the transit and pedestrian system.

#### **Measure 4. Protect, restore and enhance natural resources and water quality.**

**Expected Outcome** - Manage watersheds to protect, restore and ensure to the maximum extent practicable the integrity of streams, wetlands and floodplains, and their multiple biological, physical and social values.

**Performance Standard** - Demonstrate that the continuation of the natural system of existing stream corridors and wetlands that are included in the Metro map of environmental constraints lands will be protected in their natural state to the extent practicable.

**Guidelines** - Possible measures may include protection and restoration of stream corridors and wetlands by:

- Allowing generous on-site density transfers to obtain urban densities while maintaining wetlands, floodplains, steep slopes, stream riparian areas and maximizing the zoning potential of the property by building on the remaining parts of the site.
- Require residential, commercial and industrial land use permits to implement measures that eliminate or mitigate nonpoint source pollution from those activities consistent with local management plans.
- Require all transportation projects to implement measures that eliminate or mitigate nonpoint source pollution from those activities consistent with local stormwater management plans.
- directing Metro to address all state-wide goals, especially state Goal 5 compliance, for stream corridors and identified wetlands of regional significance.
- The regional planning process shall be used to coordinate the development of interconnected recreational and wildlife corridors within the metropolitan region.

#### **Measure 5. Manage Retail in Employment Areas**

**Expected Outcome** - To ensure that retail in Employment areas are designed and sized to meet the needs of the employees in the area.

**Performance Standard** -Revise local zoning codes to preclude retail uses larger than 50,000 square feet of gross leasable area per lot in specifically designated Employment areas (as shown in the map of Industrial Area and Employment Areas) or otherwise revise the zoning codes to preclude retail uses which are primarily intended to serve market areas greater than that within the Employment Area. Exceptions to this standard may be made for low traffic generating, land-consumptive commercial uses with low parking demand which have a community or region-wide market.

**Measure 6. Implement the rural reserve and green corridors.**

**Expected Outcome** - Separation of neighboring communities, such as Sandy, Canby and North Plains from the Metro Urban Growth Boundary will be achieved. This is expected to enhance the sense of community for both the Metro area as well as neighboring cities and ensure that while growth is accommodated, that there is not limitless expanse of urban development.

**Performance Standard** - Adoption of intergovernmental agreements.

**Guidelines** -To the extent possible, Oregon cities outside the Metro Urban Growth Boundary could choose to enter into agreements with their county, ODOT, Metro and other affected agencies to designate common rural reserves between the Metro Urban Growth Boundary and the neighbor city urban growth boundary as well as designate common locations for green corridors along state highways.

### Regional Parking Ratios

*(parking ratios are based on spaces per 1,000 sq ft of gross leasable area unless otherwise stated)*

Land Use	Minimum Parking Requirements (See DEQ Stds for Central City)	Maximum Permitted Parking - Zone A:	Maximum Permitted Parking Ratios - Zone B:
	<i>Requirements may Not Exceed</i>	<i>Transit and Pedestrian Friendly Areas<sup>1</sup></i>	<i>Rest of Region</i>
General Office (includes Office Park, Government Office & misc. Services) (gsf)	2.7	3.4	4.1
Light Industrial Industrial Park Manufacturing (gsf)	1.6	2.0	2.4
Warehouse (gross square feet; parking ratios apply to warehouses 150,000 gsf or greater)	0.3	0.4	0.5
Schools: College/ University & High School (spaces/# of students and staff)	0.2	0.3	0.3
Tennis Racquetball Court (gla)	1.0	1.3	1.5
Sports Club/Recreation Facilities (gla)	4.3	5.4	6.5
Retail/Commercial, including shopping centers (gla)	4.1	5.1	6.2
Supermarket	2.9	3.6	4.4
Bank with Drive-In	4.3	5.4	6.5
Movie Theater (spaces/number of seats)	0.3	0.4	0.5
Fast Food with Drive Thru (gla)	9.9	12.4	14.9
Other Restaurants	15.3	19.1	23

## Regional Parking Ratios

*(parking ratios are based on spaces per 1,000 sq ft of gross leasable area unless otherwise stated)*

Land Use	Minimum Parking Requirements (See DEQ Stds for Central City)	Maximum Permitted Parking - Zone A:	Maximum Permitted Parking Ratios - Zone B:
	<i>Requirements may Not Exceed</i>	<i>Transit and Pedestrian Friendly Areas<sup>1</sup></i>	<i>Rest of Region</i>
Place of Worship (spaces/number of attendees)	0.5	0.6	0.8
Hospital/Medical/Dental Clinic	3.9	4.9	5.9
<b>Residential Uses</b>			
Hotel/Motel	1		
Single Family Detached	1	none	none
Residential unit, less than 500 square feet per unit, one bedroom	1	none	none
Multi-family, townhouse, one bedroom	1.25	none	none
Multi-family, townhouse, two bedroom	1.5	none	none
Multi-family, townhouse, three bedroom	1.75	none	none

<sup>1</sup> See map of transit and pedestrian friendly areas.

## Possible Local Measures

### REZONING

#### Infill

7. Allow attached accessory units ("add-a rental") in single family zones (Example: An add-a- rental unit would be allowed to be added to an existing single family home or built as part of a new single family house provided the structure must continue to look like a single family home. Perhaps a maximum of 1 per block would be allowed to insure that neighborhood character is not significantly changed.)
8. Identify key parcels for infill/redevelopment in centers, mainstreets and develop a strategy for redevelopment.
9. Analyze and prepare land assembly proposals. Identify partially developed land with a vacant component that can reach higher land use efficiencies if assembled with other land.

#### Vacant land

10. Calculate densities on a gross acre rather than a net acre basis
11. Round density calculations up to the nearest whole dwelling unit.
12. Allow a density bonus if senior housing is provided.
13. Allow flag lots.
14. Allow common walls for homes on lots of 5,000 square feet or less.

### REGULATORY REFORMS

15. Find ways to reduce the time needed for project review and streamline the review process. (Example: have third parties audit your process and make suggestions)
16. Coordinate with other communities to increase consistency between zoning terms, provisions and process. (Example: have zoning officials from one community attend actual zoning meetings of another community)
17. Organize regulations so that conflicts between regulations of other levels of government are reduced or eliminated.

18. Identify optional zoning regulations for centers, corridors, mainstreets, station areas and employment areas which encourage 2040 Growth Concept development and relax traditional standards (setbacks or use restrictions, etc.)

## **REDUCING UNDERBUILD**

### **Parking Standards**

19. Rethink, revise and reduce minimum parking standards in centers, station areas and mainstreets. Establish minimum standards that reflect average demand, rather than peak demand. Allow some areas to have no minimum parking requirement, especially areas with shared parking resources. Reduce off street parking requirements in residential areas to average demand. Reductions in parking will reduce impervious surface within the watershed and region and should also encourage installation of innovative stormwater treatment facilities, and provide incentives for use of natural bio-filtration treatment systems in parking lots.

20. Establish maximum parking standards.

21. Allow and encourage shared parking facilities. This could include multi-use parking structures where rooftops of underground parking structures can be used for urban parks, such as Union Square in San Francisco, and recreational facilities with appropriate landscaping.

22. Encourage on-street parking and allow it to be counted towards the minimum parking requirement.

### **Density Transfer**

23. Change zoning so that average density standards are used for all vacant residentially zoned lands. (Example: the zoning has no minimum lot size, rather has average number of units per acre. This will allow development to avoid wetlands, etc. while still holding to the stated density.)

24. Set average density standards a little higher than actual goal to ensure that underbuild is accounted for. (Example: Rezone vacant residential lands 20 percent higher than needed to achieve the target densities due to any reductions that may occur on any one particular parcel.)

25. Allow additional density beyond that generally allowed in the zoning district in exchange for amenities or features provided by the developer over and above those required.

26. Develop plans and strategies with regulatory agencies that manage wetlands that allow for increasing density and development without loss of natural resources, such as wetlands.

27. Permit the transfer of density to offsite locations for lands located in floodplains, wetlands, steep slopes or other similar site limiting natural conditions and already zoned for urban uses.

## **2040 DESIGN**

28. Reduce street widths for residential streets and some arterials serving mainstreets, town centers and regional centers.
29. Develop master street plans that provide many connections. (Example: look at ways to establish 8-10 through streets per mile)
30. Allow for oversize corner lots to occasionally be permitted for duplexes, consistent with the design of other homes in the neighborhood.
31. Link neighborhoods and downtowns; create a pedestrian, bicycle and transit friendly system that will provide a viable alternative to single occupancy vehicle transportation and reduce the need for parking spaces.
32. Keep neighborhoods open to bike and pedestrian connections where streets do not go through.
33. Identify ways to encourage the siting large retail centers in centers, station areas, main streets and corridors.
34. Change zoning to encourage the siting new office in centers, station areas, main streets and corridors.

## **INCENTIVES**

35. Establish criteria for fee or system development charge reductions for development at planned densities in 2040 centers, mainstreets and station areas.
36. Make use of tax abatement incentives to encourage development consistent with the Metro 2040 Growth Concept in station areas as now provided in state statute.
37. Establish shared parking facilities (lots or structures) in centers, mainstreets and corridors.
38. Establish a revolving fund for low interest loans for infrastructure or other development related costs.

## **PRIVATE SECTOR ACTIONS**

(these will be developed by the Metro 2040 Means Business Committee, a committee of business leaders in the region advising Mike Burton, Metro Executive Officer)

## **WATER QUALITY ACTIONS**

39. Require and implement best management practices (BMPs) to treat stormwater before discharging to natural waterbodies as a condition for receiving building permits for residential, commercial and industrial developments.

40. Require all transportation projects to address and eliminate where possible, minimize where elimination is not possible, nonpoint pollution runoff to streams and wetlands ( other than wetlands create for this purpose). All transportation projects which are adjacent to streams, wetlands, or other water bodies should be required to incorporate the use of bioswales and /or other appropriate passive treatment systems to reduce, the maximum extent practicable, the conveyance of suspended sediments, oils, heavy metals and other pollutants to nearby water bodies.

## **ENERGY AND WATER CONSERVATION**

41. Require and encourage residential, industrial and commercial development that uses the following:

- xeriscaping and native plants to reduce the amount of traditional turf
- efficient irrigation systems and other innovative water saving technologies
- implements water reuse and recycling in its manufacturing technologies and operation practices of its building and facilities
- greywater reuse when feasible
- reduction in use of pesticides and fertilizers in operation and maintenance of its facilities

42. Monitor compliance of water conservation technologies and practices as specified in the preliminary Regional Water Supply Plan.

43. Establish regionwide utility block pricing for water supply and develop incentives for conservation as specified in the preliminary Regional Water Supply Plan.

44. Develop and implement a regional public education program, incentives and model code language to disseminate information to all user groups regarding water conservation techniques, strategies and technologies.

45. Develop monitoring protocols to collect data for wise water use information, i.e. soil moisture content and metering water use.

46. Allow density credits for building orientation regarding solar energy in home, industrial and commercial development. Educate homebuilders on energy savings and encourage financial lending institutions to give lower interest rates to energy efficient construction.

## **RESTORATION AND ENHANCEMENT**

## **OTHER**

- 54. Review level-of-service policies concerning congestion on streets within centers and mainstreets. Consider lower levels of service as acceptable where high levels of transit and good pedestrian and bicycle networks are established.**
- 55. Identify all vacant and redevelopable lands in the community and make this data readily available to the development community. Track any tax exempt properties withheld from the vacant or redevelopable land supply, add those back in when local knowledge allows.**
- 56. Establish local methods to coordinate public involvement on 2040 implementation.**
- 57. Integrate 2040 messages into city, county, special district and community newsletters.**
- 58. Share your best ideas with your colleagues in the region - encourage them to try it.**

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47. Identify and map riparian areas that can be restored in conjunction with development and waterfront rehabilitation. For example, the City of Portland is investigating the potential of "day lighting" Tanner Creek as part of its River District development and to address combined sewer overflow program goals. Other communities around the state (i.e. Ashland) and elsewhere in the country (i.e. Austin, Texas and Boulder, Colorado to name just a few) have used development projects to reorient development toward creeks and rivers, and to enhance urban livability and address water resource issues. These initiatives should be encouraged and incentives developed, together with financing mechanisms, to implement these projects throughout the region.

48. Restore wetlands and riparian areas for treatment of water quality treatment and stormwater management.

49. Develop and implement region-wide wetland and streamside stewardship programs which encourage private owners to manage streamside and wetland properties in a manner which reduces nonpoint pollution and increases Greenspace values.

50. Work with local land trusts to acquire and protect natural resources, and develop private land owner incentives to create easements to protect natural resources.

## **PARKS AND RECREATION**

51. Identify and track park/greenspace accessibility throughout the region to ensure per capita access standards are being met. As density increases throughout the region, will existing parks be adequate to meet future population demands? Identify current and potential future park-deficient areas throughout the region and develop a strategy to meet future needs. Identify vacant parcels on a regional basis to meet future park needs. Identify open space and park acquisition opportunities and acquisition priorities.

## **FAIR SHARE**

52. Adopt property tax exemption ordinances for affordable housing projects serving income levels of 60% of median income or less (s provided for in statute)

53. Adopt waiver programs for planning, permit and other fees associated with affordable housing projects serving income levels of 80% of median or less (or alternatively, waive such fees for housing projects developed by nonprofit housing developers committed to affordability).

## Growth Management Timeline - 1996

ID	Task Name	Duration	Start	Finish	95		1996				1997				1998					
					Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4		
1	Interim Measures Functional Plan	212d	9/6/95	6/27/96																
2	Request for Functional Plan from MPAC	66d	9/6/95	12/6/95																
3	EO Functional Plan Proposal	10d	2/6/96	2/19/96																
4	GM Committee Functional Plan Measures	11d	2/20/96	3/5/96																
5	Resolution by Council - Functional Plan	0d	3/14/96	3/14/96																
6	Open Houses for Public (4) - Interim Measures	30d	3/14/96	4/24/96																
7	MTAC Review - Functional Plan	11d	3/28/96	4/11/96																
8	MPAC Review of Functional Plan	11d	4/24/96	5/8/96																
9	MPAC Hearing - Functional Plan	0d	5/8/96	5/8/96																
10	EO Functional Plan Recommendation	8d	5/9/96	5/20/96																
11	GM Review & Recommendations - Functional Plan	11d	5/21/96	6/4/96																
12	Council Hearings (3) - Functional Plan	11d	6/13/96	6/27/96																
13	Council Adoption - Functional Plan	0d	6/27/96	6/27/96																
14																				

Project:  
Date: 1/30/96

Task



Summary



Rolled Up Progress



Progress



Rolled Up Task



Milestone



Rolled Up Milestone



## Growth Management Timeline - 1996

ID	Task Name	Duration	Start	Finish	95		1996				1997				1998					
					Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4		
15	Land & Housing Needs	176d	10/6/95	6/7/96																
16	Complete Population and Job Forecasts	67d	11/28/95	2/28/96																
17	Complete Buildable Lands Inventory	86d	11/1/95	2/28/96																
18	Complete Housing Needs Analysis	62d	12/5/95	2/28/96																
19	Executive Officer Recommendation - Land Need	0d	3/4/96	3/4/96																
20	GM Committee Review - Land Need	11d	3/5/96	3/19/96																
21	MTAC Review of Land Needs	125d	10/6/95	3/28/96																
22	MPAC Review and Recommendations - Land Need	31d	3/13/96	4/24/96																
23	GM Committee Review - Land Need	16d	4/25/96	5/16/96																
24	Metro Council Review, Revision, Acceptance - Land Ne	16d	5/17/96	6/7/96																
25																				

Project: Date: 1/30/96	Task	Summary	Rolled Up Progress
	Progress	Rolled Up Task	
	Milestone	Rolled Up Milestone	

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## Growth Management Timeline - 1996

ID	Task Name	Duration	Start	Finish	95		1996				1997				1998				
					Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	
26	Urban Reserve Decision	144d	2/8/96	8/28/96															
27	Urban Reserve Study Area - Council Decision	0d	2/8/96	2/8/96			◆	2/8											
28	Additional UR Analysis	44d	2/9/96	4/10/96															
29	UR Criteria Approval	0d	2/20/96	2/20/96			◆	2/20											
30	EO Recommendation - UR	0d	4/10/96	4/10/96			◆	4/10											
31	GM Committee Review - Urban Reserves	0d	4/16/96	4/16/96			◆	4/16											
32	MTAC Review - Urban Reserves	10d	5/17/96	5/30/96															
33	Open Houses for Public (4) - Urban Reserves	30d	4/16/96	5/27/96															
34	MPAC Urban Reserve Recommendation	23d	6/10/96	7/10/96															
35	Executive Officer Recommendations - Urban Reserves	3d	7/11/96	7/15/96															
36	GM Committee Review - Urban Reserves	11d	7/16/96	7/30/96															
37	Council Public Hearings (3) - Urban Reserves	21d	7/31/96	8/28/96															
38	Council Decision - Urban Reserves	0d	8/28/96	8/28/96			◆	8/28											
39																			

Project:  
Date: 1/30/96

Task



Summary



Rolled Up Progress



Progress



Rolled Up Task



Milestone



Rolled Up Milestone



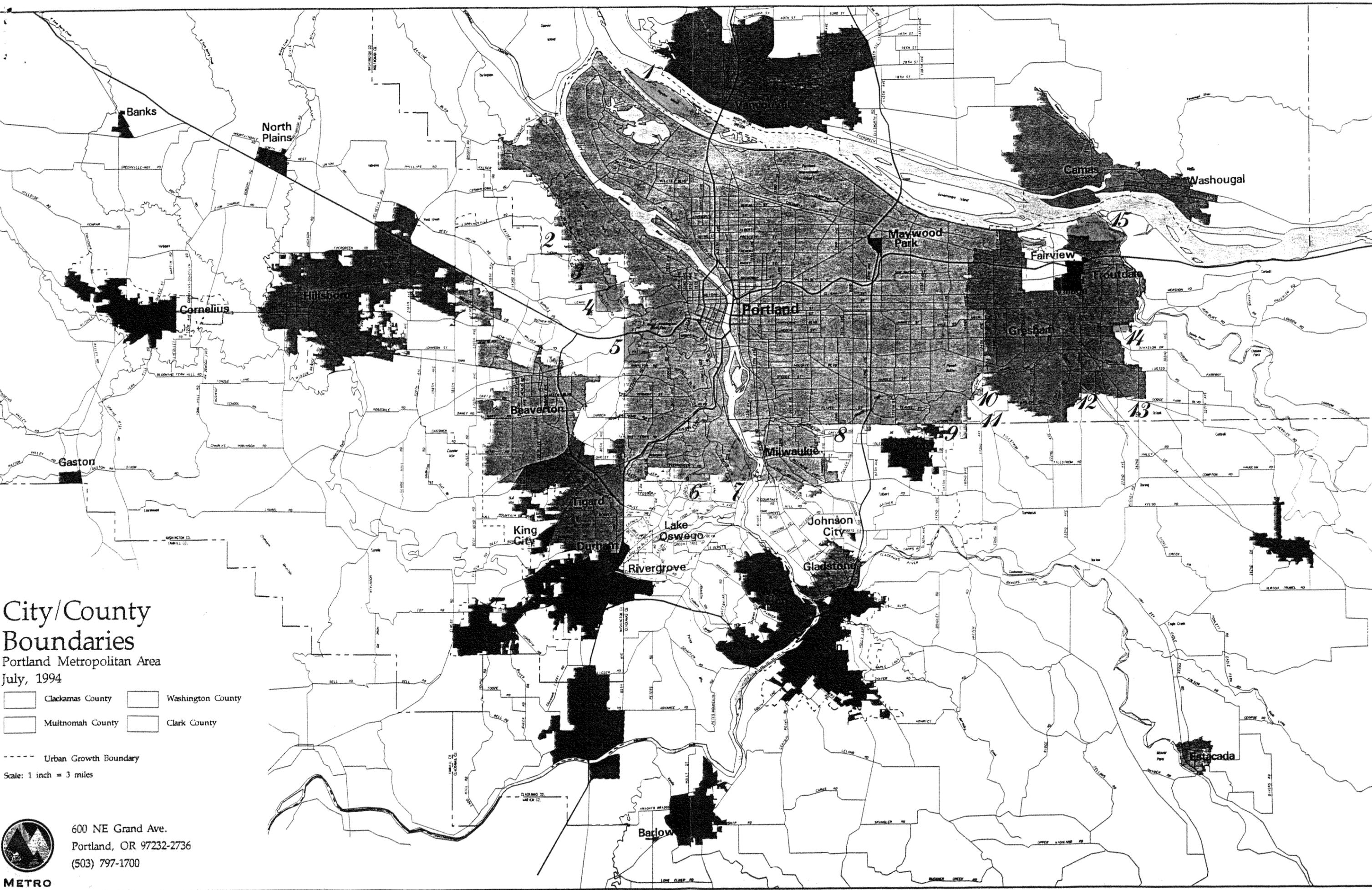
## Growth Managment Timeline - 1996

ID	Task Name	Duration	Start	Finish	95		1996				1997				1998				
					Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	
40	UGB Decision	124d	6/10/96	11/28/96															
41	Executive Officer UGB Recommendation	21d	6/10/96	7/8/96															
42	GM Committee Review of UGB	11d	7/9/96	7/23/96															
43	MTAC Review of UGB	13d	7/9/96	7/25/96															
44	MPAC Recommendation re: UGB	20d	8/29/96	9/25/96															
45	Executive Officer Recommendation - UGB	14d	9/26/96	10/15/96															
46	GM Committee Recommendation - UGB	11d	10/16/96	10/30/96															
47	Public Hearings at Council - UGB	21d	10/31/96	11/28/96															
48	Council Decision on UGB Leg. Rev.	0d	11/28/96	11/28/96															
49																			

Project:  
Date: 1/30/96

Task	Summary	Rolled Up Progress
Progress	Rolled Up Task	
Milestone	Rolled Up Milestone	

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# City/County Boundaries

Portland Metropolitan Area  
July, 1994

-  Clackamas County
-  Washington County
-  Multnomah County
-  Clark County

--- Urban Growth Boundary

Scale: 1 inch = 3 miles



600 NE Grand Ave.  
Portland, OR 97232-2736  
(503) 797-1700

## 2040 "Zero Option" - DU's by Sub Area

Site #	Co DU's	City DU's	Location	City Services
1	- 9	0	W. Haydn Island	Ptl
2	0	950	Bonny Slope N	Ptl
3	0	234	Bonny Slope S	Ptl
4	729	0	Miller Rd	Ptl
5	547	0	Sylvan/Scholes Ferry/Patton	Ptl
6	250	0	Boones Ferry	Ptl/Lake O
7	428	0	Dunthrope/Riverdale	Ptl/Lake O
8	12	0	72nd	Ptl
9	1335	0	Clatsop/Barbra Welch/152nd	Ptl
10	318	0	Johnson Cr/174th	Ptl
11	0	2910	Jenne Rd/Butler/Co Line	Ptl/Gresh
12	1000	0	Roberts/242nd	Gresh
13	0	1158	Hwy 26/Orient	Gresh
14	200	0	Troutdale Rd/Strebin Rd	Trout
15	82	0	Sundial-Reynolds	Trout
Total	4892	5252		

MEETING DATE: FEB 06 1996

AGENDA #: B-3

ESTIMATED START TIME: 11:30 am

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: MCSO LAW ENFORCEMENT REORGANIZATION

BOARD BRIEFING: DATE REQUESTED: FEBRUARY 6, 1996 - 11:30 am

REQUESTED BY: LARRY AAB

AMOUNT OF TIME NEEDED: 30 MINUTES

REGULAR MEETING: DATE REQUESTED: \_\_\_\_\_

AMOUNT OF TIME NEEDED: \_\_\_\_\_

DEPARTMENT: SHERIFF'S OFFICE DIVISION: ENFORCEMENT

CONTACT: LARRY AAB TELEPHONE #: 251-2489  
BLDG/ROOM #: 313-231

PERSON(S) MAKING PRESENTATION: SHERIFF DAN NOELLE

ACTION REQUESTED:

[ ] INFORMATIONAL ONLY [ ] POLICY DIRECTION [X] APPROVAL [ ] OTHER

SUGGESTED AGENDA TITLE:

MULTNOMAH COUNTY SHERIFF'S OFFICE LAW ENFORCEMENT DIVISION REORGANIZATION.

BOARD OF  
COUNTY COMMISSIONERS  
96 FEB - 2 AM 9:05  
MULTNOMAH COUNTY  
OREGON

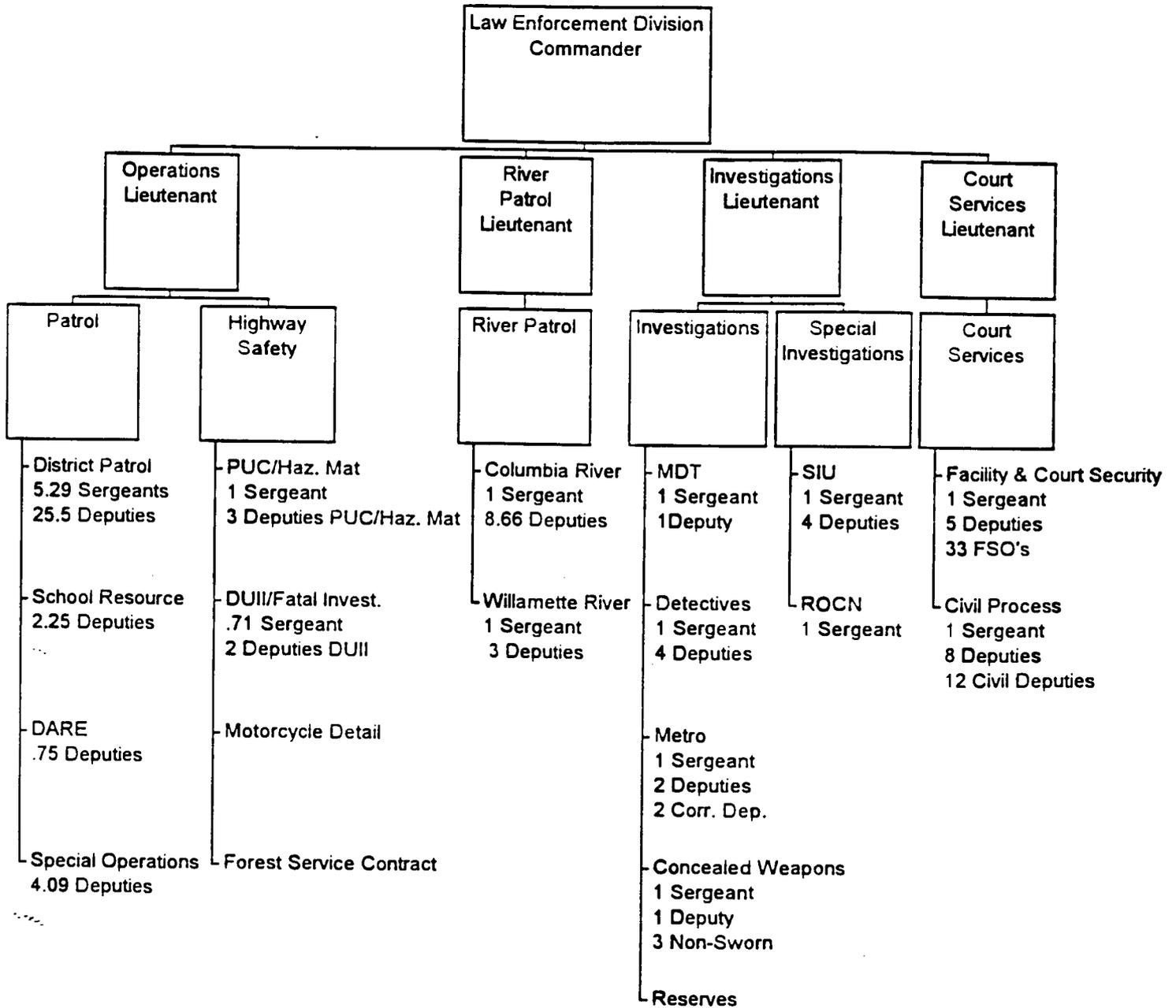
SIGNATURES REQUIRED:

ELECTED OFFICIAL: X Dan Noelle  
(OR)  
DEPARTMENT MANAGER: \_\_\_\_\_

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277 or 248-5222

**MULTNOMAH COUNTY SHERIFF'S OFFICE  
LAW ENFORCEMENT DIVISION  
Draft Table of Organization**



**SUMMARY OF LAW ENFORCEMENT DIVISION REORGANIZATION**  
**16-Jan-96**

UNIT	1995-96 BUDGET	PROPOSED	DIFFERENCE	COMMANDER	LIEUTENANT	SERGEANT	DEPUTY	NON-SWORN
ENFORCEMENT ADMIN.	1,798,166	1,787,276	(10,890)	1.00				
ENFORCEMENT ADMIN. (BOEC)	86,537	86,537	0					
INVESTIGATIONS ADMIN	189,898	137,672	(52,226)		1.00			1.00
DETECTIVES (INCLUDING MDT)	544,431	545,056	625			2.00	4.00	
DETECTIVES (DEDICATED FUND)	5,286	5,286	0					
DETECTIVES (LEVY FUND)	0	72,313	72,313				1.00	
METRO	440,269	440,269	0			1.00	2.00	2.00
CONCEALED WEAPONS	417,280	443,510	26,230			1.00	1.00	3.00
INTELLIGENCE	18,431	0	(18,431)					0.00
ALARM ORDINANCE	684,000	684,000	0					
SPECIAL INVESTIGATIONS UNIT (INCLUDES ROCN)	655,288	646,283	(9,005)			2.00	4.00	5.50
SPECIAL INVESTIGATIONS UNIT (FEDERAL/STATE)	8,500	8,500	0					1.00
SPECIAL INVESTIGATIONS UNIT (SEDE)	278,728	278,728	0					
RIVER PATROL ADMIN	0	92,386	92,386		1.00			
RIVER PATROL	446,150	754,971	308,821			1.00	8.66	
RIVER PATROL (FEDERAL STATE)	406,826	406,826	0			1.00	3.00	
OPERATIONS ADMIN	140,187	140,177	(10)		1.00			
PATROL	1,799,627	2,298,750	499,124			5.29	25.50	1.00
SCHOOL RESOURCE OFFICERS	145,740	145,900	160					
DARE	296,899	88,424	(208,475)					2.25
PUC/HAZ MAT	313,781	313,781	0					0.75
PUC/HAZ MAT. (FEDERAL STATE)	154,247	154,247	0			1.00	3.00	
DUII	267,492	244,737	(22,755)			0.71	2.00	
SPECIAL OPERATIONS	0	207,367	207,367					2.92
SPECIAL OPERATIONS (FEDERAL STATE)	0	82,947	82,947					1.17
FACILITY & COURT SECURITY	1,101,806	1,123,826	22,020			1.00	0.00	24.00
FACILITY & COURT SECURITY (LEVY)	35,740	405,588	369,849				5.00	1.00
FACILITY & COURT SECURITY (FEDERAL STATE)	288,828	288,828	0					8.00
CIVIL PROCESS	913,766	1,360,123	446,357			1.00	8.00	16.00
COURT SERVICES ADMIN	0	13,648	13,648		0.15			
<b>SUBTOTAL GENERAL FUND</b>	<b>8,631,661</b>	<b>9,693,009</b>	<b>1,061,348</b>	<b>1.00</b>	<b>3.15</b>	<b>14.00</b>	<b>61.08</b>	<b>43.00</b>
<b>SUBTOTAL NON GENERAL FUNDS</b>	<b>2,806,241</b>	<b>3,564,947</b>	<b>758,706</b>	<b>0.00</b>	<b>0.00</b>	<b>3.00</b>	<b>13.17</b>	<b>19.50</b>
<b>TOTAL ALL FUNDS</b>	<b>11,437,902</b>	<b>13,257,956</b>	<b>1,820,054</b>	<b>1.00</b>	<b>3.15</b>	<b>17.00</b>	<b>74.25</b>	<b>62.50</b>
<b>SUBTOTAL</b>	<b>11,437,902</b>	<b>13,257,956</b>	<b>1,820,054</b>					
COURT GUARDS	1,657,230	845,478	(811,752)			1.00	12.00	
COURT GUARDS (LEVY)	157,503	511,934	354,431				8.00	
TRANSPORT	925,284	646,070	(279,214)			1.00	9.00	
TRANSPORT (LEVY)	294,181	261,810	(32,371)				3.00	
<b>SUBTOTAL</b>	<b>3,034,197</b>	<b>2,265,292</b>	<b>(768,906)</b>			<b>2.00</b>	<b>32.00</b>	
LESS REORGANIZATIONAL SAVINGS IN ADMINISTRATION		(8,601)	(8,601)					
LESS REORGANIZATIONAL SAVINGS IN CORRECTIONS		(15,542)	(15,542)					
<b>SUBTOTAL GENERAL FUND</b>	<b>11,214,175</b>	<b>11,160,415</b>	<b>(53,760)</b>					
<b>SUBTOTAL NON-GENERAL FUND</b>	<b>3,257,925</b>	<b>4,338,690</b>	<b>1,080,766</b>					
<b>TOTAL ALL FUNDS</b>	<b>14,472,100</b>	<b>15,499,105</b>	<b>1,027,005</b>					

MCSO LAW ENFORCEMENT DIVISION ATTRITION SCHEDULE																
	Deputy	Civil	Special	River			Special	Facility & Ct.	Civil	Court		Brentwood	David	Columbia	Corrections	Deputy
Fiscal Year	Retirement	Deputy	Investigations	Patrol	Patrol	DARE	Operations	Security	Process	Guards	Transport	Darlington	Douglas	Villa	Deputies	Balance
Beginning Bal.	0.00															89.50
Fy 95-96																
1st Quarter	0.00															0.00
2nd Quarter	(6.00)	(4.00)		2.94			4.06		7.00	(2.00)	(2.00)				9.00	83.50
3rd Quarter	0.00									0.00					0.00	83.50
4th Quarter	(3.00)			1.50		(1.50)				0.00					0.00	80.50
FY 96-97																
1st Quarter	(1.00)				4.00			0.00				(1.00)	(1.00)	(2.00)	2.00	80.50
2nd Quarter																79.50
3rd Quarter																79.50
4th Quarter	(1.00)				1.00					0.00						79.50
FY 97-98																
1st Quarter	(1.00)				1.00					0.00						78.50
2nd Quarter	(2.00)							2.00		(2.00)					1.00	77.50
3rd Quarter	(1.00)			1.00						(1.00)					2.00	75.50
TOTAL	(15.00)	(4.00)	0.00	5.44	6.00	(1.50)	4.06	2.00	7.00	(5.00)	(2.00)	(1.00)	(1.00)	(2.00)	16.00	