



Sustaining Quality of Life in the Southern Willamette Valley

February 14, 2006

TO: Regional Policy Advisory Board Members and Alternates

FROM: Regional Technical Advisory Committee (RTAC)

SUBJECT: February 22, 2006 Meeting Agenda Item Summary

This memo provides a brief summary of the agenda items to be covered in the February 22, 2006 Regional Policy Advisory Board meeting. For questions or additional information, please contact the Regional Technical Advisory Committee (RTAC) member from your community or call Carol Heinkel, 682-4107.

Please review the attached materials prior to the meeting.

Meeting Purpose

This meeting is for Policy Board members and alternates to review the draft Regional Growth Concept and approve it for evaluation in the seven quality of life categories; to discuss the decision-making process as reflected in the attached preliminary Draft Regional Growth Management Strategy; and to approve the next steps in the process.

Please note: Policy Board members may want to focus their review of the attached Draft Regional Growth Management Strategy on Chapters IV, V, and VI.

The other sections of the draft are included for the benefit of new participants and contain material that is familiar to long-standing Policy Board members.

Agenda Summary

Welcome and Introductions

Meeting participants will be introduced and welcomed at the start of the meeting.

Public Comment

Five minutes is allotted on each agenda to allow members of the public to make brief presentations and/or to distribute written materials to the Policy Advisory Board. No written comments were submitted for inclusion in this packet.

Draft Regional Growth Concept¹ **(See Chapter IV of Draft Regional Growth Management Strategy)**

RTAC Recommendation:

Review and comment on the Draft Regional Growth Concept and approve it for evaluations of impacts on land use and development, housing, economy, transportation, the environment, community facilities and services, and education. (See agenda item #7, Next Steps, for an outline of the evaluation process and schedule).

At its November 16, 2005 meeting, the Policy Board requested the RTAC to discuss the substance and process for reaching agreement on a Regional Growth Management Strategy and to provide the Policy Board with a staff recommendation. This agenda item addresses the recommendation regarding the substance of the Strategy. The process recommendation is discussed in agenda item #6, Draft Regional Growth Management Strategy.

Two key conclusions of the Land Capacity Model results included in the draft Regional Growth Concept provide a strong indication that regional agreement on a Regional Growth Concept is feasible. The attached Regional Growth Concept reflects an allocation of population to the year 2055 that conforms, at the regional level, with forecasted regional population projections prepared by the state Office of Economic Analysis (OEA), thus meeting the requirements of ORS 195.036² (see population tables in Chapter V of the draft Strategy). Another key conclusion is that the Concept reflects an allocation of employment to the year 2055 that, when combined at the regional level, represents a total regional employment figure that is realistic when compared with the forecasted OEA Lane County projection extrapolated to the region. The draft Regional Growth Concept will be refined based on input from the public and findings from the evaluations.

The Concept was developed using the Land Capacity Model approved by the RTAC on September 29, 2005. The model methodology and assumptions were developed by LCOG and the RTAC and were reviewed by ECONorthwest. Feedback was incorporated prior to using the model to generate the population, employment, and acreage figures shown in the Draft Regional Growth Concept. The growth footprints and development type assumptions in the Concept were developed with input from the 14 Community Meeting Reports, information generated from the evaluations of alternative growth scenarios, the RTAC and, in some jurisdictions, local elected and/or appointed officials. The RTAC met on February 8 and recommended this Concept for evaluation purposes. The evaluations will be conducted by LCOG staff and consultants and brought back to the RTAC and Policy Board for review and comment in March and April 2006 (see "Next Steps," below).

¹ The Regional Growth Concept was previously referred to as the "Preferred Growth Scenario."

² The year 2055 is used in the analysis in order for the Potential Future Growth Areas to contain the intended 50-year planning horizon.

Draft Regional Growth Management Strategy

At its November 16, 2005 meeting, the Policy Board requested the RTAC to discuss the substance and process for reaching agreement on a Regional Growth Management Strategy and to provide the Policy Board with a staff recommendation. This agenda item addresses the recommendation regarding the process for reaching agreement on the Strategy.

The Policy Board also requested the RTAC to generate a preliminary list of sample optional measures in order to help inform the discussion of process. Please see attached Draft Regional Growth Management Strategy, *Chapter V, Problem Statements, Optional Measures, and Performance Indicators*, for sample optional measures. These optional measures are examples rather than proposals. They are provided to help inform the discussion of process. Optional Measures will be recommended by the RTAC after the evaluations of the Regional Growth Concept have been completed (see Next Steps, below).

Over the course of the past five years, questions have been raised about the process for reaching agreement on the Regional Growth Management Strategy, particularly the use and application of the Regional Problem Solving Statute. A key requirement of all local participants is that endorsement of the Strategy not impinge on local autonomy and that implementation of the Strategy be voluntary while at the same time providing sufficient incentives to give reasonable assurance that implementation will in fact occur. In other words, the Strategy should be an effective planning tool that retains flexibility to allow deviation from the Strategy in response to new local conditions or policy direction.

The process recommended by the RTAC is for all participating jurisdictions to endorse the Regional Growth Management Strategy, when final, as a tool to help guide growth and development. Strategy endorsement will not involve a land use action at the local level. The only action is taken by the Land Conservation and Development Commission (LCDC). The action taken by LCDC will be to find the Strategy in compliance with the intent of the statewide planning goals. Implementation of the optional measures in the Strategy, including the use of the Regional Problem Solving (RPS) process, remains voluntary. This is consistent with the language of the RPS Statute (see statute in the Draft Strategy Appendix) that calls for "Optional Measures."

This process will not result in any one jurisdiction being forced to agree to take land use or other actions it does not want to take while at the same time allowing those jurisdictions that want to take land use actions consistent with the Strategy to be able to use the RPS process for those actions rather than strict adherence to administrative rules. Incentives are proposed in Chapter VI of the Draft Strategy to encourage implementation. A monitoring program will track implementation and its effects and the Strategy will be reviewed for potential modification after the release of Census data and at other times upon the request of a local government.

Collaborative Regional Problem Solving Process

RTAC Recommendation:

The RTAC recommends use of the Collaborative Regional Problem Solving (RPS) process in ORS 197.652-197.658 to allow those jurisdictions that opt to take land use actions consistent with the Strategy to do so.

The agreement to endorse the Strategy will specifically state that use of RPS and the decision to take land use actions are voluntary. All participants must endorse the Strategy in order for the RPS process to be available as a tool for those jurisdictions who want to use it.

Please note that the RPS process only applies to the measures in the Strategy that are land use decisions and only when requested by a local government. This means that no local government will be required to use the RPS process for approval of a land use action included as an optional measure in the Strategy; but those local governments that want to use RPS will have that option as long as all participating local governments endorse the Strategy. Chapter VI of the Strategy will include agreed-upon incentives to encourage local participants to implement the optional measures.³ The enclosed Draft Strategy contains some example incentives (see Chapter VI).

The RTAC recommends use of the Strategy and voluntary implementation of the optional measures in the Strategy. Chapter IV of the attached Draft Strategy links problems with optional solutions or measures. Agreement on the Strategy and use of the RPS process provides the following benefits (see Chapter VI of the Draft for others):

- The RPS process allows the demand calculation for residential, commercial, and industrial land to be based on the capacity of the land to accommodate growth and the visions of each community rather than a projection of historic trends. A comparison of the targeted population in each UGB and the rural area in the Regional Growth Concept to forecasted historic trends shows that this is a key incentive to use the RPS process (see population tables in the Strategy Appendix).
- The Strategy can be used to help satisfy the standards of the Transportation Planning Rule and provides the planning horizon required for federal transportation planning.
- RPS allows each city to base decisions about the timing of UGB expansions on population, density, service availability, Economic Opportunities Analysis, or other triggers for UGB expansions for each jurisdiction rather than a projection of historic trends. This potentially benefits all jurisdictions.

³ The coordinated population requirement in ORS 195.036 is a state law and not administrative rule. Therefore, the action to modify one coordinated population allocation will require adjustment of at least one other allocation. See Chapter IV of the Draft Strategy for the proposed population figures.

- The RPS process allows for Urban Reserves to be designated in areas that are consistent with the unique characteristics of the region and with the visions of each community. Designated Urban Reserves facilitate UGB expansions because the alternatives analysis for the location of UGB expansions is limited to the agreed-upon urban reserves. There is a strong incentive for all jurisdictions to designate urban reserves consistent with the Strategy because this will provide critical guidance for long term capital investments in infrastructure, particularly water, wastewater, electricity, and transportation.
- For the optional land use measures included in the Strategy, the results of the Land Capacity Analysis, Housing Needs Analysis, and Economic Opportunities Analysis will be used in conjunction with other data, such as the results of the Metropolitan Commercial and Industrial Lands Inventory and the Creswell and Cottage Grove Economic Opportunities Analyses, to satisfy the requirements of Statewide Planning Goal 9 Economic Development and Goal 10 Housing. The Strategy and the Region 2050 process will provide the data to support findings of compliance with Goal 1 Public Involvement, Goal 2 Land Use Planning (in part), Goal 3 Agricultural Lands, Goal 4 Forest Lands, and a significant portion of Goal 14, Urbanization for the optional land use measures included in the Strategy. This planning work represents a significant cost savings for those jurisdictions that choose to implement the optional land use measures in the Strategy.
- Once comprehensive plan amendments are approved by the State, the RPS process is complete for those actions and jurisdictions will not be required to repeat the analysis as part of periodic review, another significant cost savings for Eugene, Springfield, and Lane County, the jurisdictions that are required to complete periodic review.

Next Steps

RTAC Recommendation:

Review and comment on the process proposed in the attached Draft Regional Growth Management Strategy and the Next Steps, below, and approve the Next Steps, as modified by the Policy Board.

The following next steps are programmed with lead staff and agency indicated. The RTAC would meet in March and April for review and comment on draft products and respond to questions related to the methodology and assumptions. The bulk of the work in March and April will be conducted by staff from LCOG and state agencies and consultants from ECONorthwest.

March 2006 Policy Board Meeting

- Review Optional Measures based on results of Regional Growth Concept Evaluations:
 - Housing: LCOG, Oregon Office of Housing and Community Services
 - Economy: ECONorthwest/LCOG

March 2006 Policy Board Meeting (continued)

- Education: LCOG/School Districts
- Water: EWEB/LCOG
- Approve Public Involvement Program for draft Regional Growth Management Strategy

April 2006 Policy Board Meeting

Review Optional Measures based on results of Regional Growth Concept Evaluations:

- Farm and Forest: Lane County/LCOG/State Agencies
- Environment: LCOG/EPA
- Wastewater: LCOG/Wastewater Team
- Transportation: LCOG/Transportation Team

May 2006 Policy Board Meeting

Approve revised draft Regional Growth Management Strategy for public input.

May through September 2006

- Public comment period
- Check-ins with local planning commissions, elected officials and state agencies
- No Policy Board meetings held
- RTAC meetings convened on an as-needed basis
- Funding sought for implementation and monitoring program

October 2006 Policy Board Meeting (Final Meeting)

Review revised Regional Growth Management Strategy and recommend endorsement.

October through December 2006

Request endorsement of Regional Growth Management Strategy by city councils, County Board, and state agencies.

January 2007

Begin implementation and monitoring program.