

# Chapter 8 Implementation

REGIONAL FRAMEWORK PLAN  
CHAPTER 8 IMPLEMENTATION

TABLE OF CONTENTS

<b>CHAPTER 8 IMPLEMENTATION .....</b>	<b>3</b>
<b>Introduction .....</b>	<b>3</b>
8.1 Implementation .....	4
8.2 Regional Funding and Fiscal Policy .....	4
8.3 Schools .....	5
8.4 Administration .....	7
8.5 Enforcement.....	7
<b>Implementation Method for the Regional Framework Plan .....</b>	<b>8</b>
Land Use.....	8
Transportation.....	9
Nature in Neighborhoods .....	11
Watershed Health and Water Quality .....	12
Natural Hazards .....	13
Clark County .....	13
Management .....	14
Implementation.....	15

# Chapter 8 Implementation

## Introduction

Chapter 8 explains how the Regional Framework Plan and all of its components help achieve the Future Vision and the 2040 Growth Concept. The chapter also sets forth how the policies in the Regional Framework Plan are to be implemented.

Metro is an unusual unit of local government. Its form and functions have changed over the years since its predecessor - the Metropolitan Service District - was established by voters in 1970. Metro's current functions and authorities are set forth in three different laws: the Oregon Constitution; Oregon Revised Statutes chapter 268; and a voter-adopted charter. As a result, Metro did not adopt all the various parts of the Regional Framework Plan at the same time. In fact, Metro adopted some components of the Plan even before the Plan was adopted. So, it is important to describe the various components of the Regional Framework Plan and how they relate to one another.

Metro's voter-approved 1992 Charter directed it to adopt a "Future Vision" that would look ahead 50 years and describe how the region could accommodate expected growth and achieve a desired quality of life. Metro adopted its Future Vision in 1995. A copy of the Vision may be found in Appendix C.

Almost simultaneously with the Future Vision, Metro adopted the 2040 Growth Concept, a 50-year plan for the future of the region that will help achieve the Future Vision. The Growth Concept is described at the beginning of this Plan, and is depicted on a map to help people of the region visualize the Concept (available at [www.oregonmetro.gov](http://www.oregonmetro.gov)).

The Future Vision and the 2040 Growth Concept comprise a bold vision for the future of the region. Without more, however, the vision may have remained on a shelf, soon to be forgotten. Not wanting that to happen, the people of the region directed Metro, in the 1992 Charter, to adopt a Regional Framework Plan to make the Future Vision and the 2040 Growth Concept a reality. The Metro Council adopted the Regional Framework Plan in 1997. The Plan sets forth the policies that guide the decisions by the Metro Council toward realization of the Growth Concept.

It takes much more than policies alone to achieve the 2040 Growth Concept. It takes concerted effort by cities and counties, other public entities, businesses, private organizations and the people of the region. So the Regional Framework Plan contains a number of components that call for action to carry out the policies of the Plan. One component - the Parks and Greenspaces Master Plan - calls for action by Metro itself to provide regional parks and open space (see Chapter 3 of this Plan). Another component - the Regional Transportation Plan - sets forth a long-range plan for transportation in the region and calls for local, regional, state and federal investments to make the necessary improvements (see Chapter 2 of this Plan). Two other components - the Open Spaces Bond Measure of 1995 and the biennial Metropolitan Transportation Improvement Program - make the investments that help "build" the outstanding systems of regional parks, greenspaces and transportation facilities the region enjoys.

One kind of component of the Regional Framework Plan is called a "functional plan." These plans, described in Metro's statute (ORS chapter 268), address particular matters

of significance in the region that require action by cities and counties of the region in order to implement the policies of the Regional Framework Plan. The Metro Council has adopted two functional plans.

The Urban Growth Management Functional Plan implements those policies in the Framework Plan that address the use of land inside the urban growth boundary. It prescribes how cities and counties of the region accommodate housing and employment of the future and provides basic standards for protection of natural resources, for example. The 2040 Growth Concept Map, which designates all land inside the urban growth boundary for general kinds of uses (mixed-use Centers and Light Rail Station Communities, residential areas and employment areas), is part of the Urban Growth Management Functional Plan. A copy of the Urban Growth Management Functional Plan may be found in Appendix A.

The Regional Transportation Functional Plan is the part of the Regional Transportation Plan that is carried out by cities and counties of the region. The functional plan establishes criteria and standards for streets, roads and other transportation facilities and calls upon cities and counties to provide for all modes of transportation: auto, pedestrian, bicycle and transit.

A chart at the end of this chapter shows which functional plan provisions implement specific policies of the Regional Framework Plan.

## **8.1 Implementation**

It is the policy of the Metro Council to:

- 8.1.1 Enforce implementation procedures for those provisions of this Plan that are identified as functional plans as follows:
  - a. The effective date section of the ordinance adopting this Plan requires city and county comprehensive plans and land use regulations to comply with this Plan within two years after adoption and compliance acknowledgment of this Plan by the Land Conservation and Development Commission.
  - b. The Metro Council shall adopt provisions to adjudicate and determine the consistency of local plans with other functional plans as necessary.
  - c. The effective date section of the ordinance adopting this Plan requires each city and county within the jurisdiction of Metro to begin making its land use decisions consistent with this Plan one year after compliance acknowledgment of this Plan by the Land Conservation and Development Commission until its comprehensive plan has been determined to be consistent with this Plan.

## **8.2 Regional Funding and Fiscal Policy**

It is the Policy of the Metro Council to:

- 8.2.1 Adopt a Regional Funding and Fiscal section to be included in Chapter 8 (Implementation) of this Plan with the consultation and advice of the Metro Policy

Advisory Committee (MPAC). In formulating and adopting the Regional Funding and Fiscal Policies, the following should be considered:

- a. General regional funding and fiscal policies which support implementation of this Plan and related functional plans including but not limited to a policy requiring Metro, in approving or commenting on the expenditure of regional, state, and federal monies in the metropolitan area, to give priority to programs, projects, and expenditures that support implementation of this Plan and related functional plans unless there are compelling reasons to do otherwise.
- b. Development of a regional systems capital investment plan for the regional systems needed to implement this Plan and related functional plans.
- c. Regular periodic reports comparing the overall rates of property taxes, and business and development fees and charges assessed in each city and county in the region, the extent of fiscal disparities in the region, and the likely effects of these factors on implementation of this Plan and related functional plans.
- d. Review of pricing of infrastructure and its likely effect on implementation of this Plan and related functional plans.
- e. Regular periodic reports identifying state and federal funding and fiscal statutes, regulations, policies, programs, and decisions that significantly support or significantly undermine implementation of this Plan and related functional plans.
- f. Other policies, plans, and actions relating to funding and fiscal factors which the Metro Council, with the consultation and advice of the MPAC, determines are of metropolitan concern and will support implementation of this Plan and related functional plans.

### **8.3 Schools**

It is the policy of the Metro Council to:

- 8.3.1 Create a standing Advisory Committee on School Facility Planning Coordination to advise Metro on implementation of this Plan's School Facilities policies in order to prepare and implement an action plan for establishing Local School Facilities Site Planning Committees for school districts in the region serving 5,000 or more students made up of local school board, local government and local business representatives to advise their local governments on whether local comprehensive plans provide for adequate school facilities.
- 8.3.2 Provide to local governments a forecast of population by subarea to be used by local governments and school districts as a basis for their facilities planning.
- 8.3.3 Encourage park providers and school districts, in preparing capital improvement plans and land acquisitions, to the maximum extent feasible, to coordinate their site selections and facility plans with one another and to encourage that,

wherever feasible, contiguous park/school sites be obtained by means of shared purchase or options, land exchange or other means.

- 8.3.4 Establish a region-wide acquisition fund using a variety of sources in order to assure that school sites exist within our communities that encourage walking or biking for elementary and middle school students and connect to public transit whenever possible for high school and middle school students to be distributed to actual need and utilize specific criteria.
- 8.3.5 Base any allocation of funds to sites which reflect regional and local policies for urban design and school sites that meet more of the following desired criteria may receive greater funding:
  - a. Require less land area than standard practice due to multi-story construction, mixed uses in building and shared use of playing fields with local park providers.
  - b. Located sufficiently close to concentrations of population in the school's attendance area so as to minimize the need for school bus transportation or private auto transportation.
  - c. Well connected by the local street system and by established or planned pedestrian and bicycle ways.
  - d. High school sites that are well served by established or planned transit routes (need to include a TriMet coordination requirement).
  - e. Multi-school district collaborative projects.
- 8.3.6 Include discussions with the local school district to ensure that sufficient schools are provided for the children generated by large-scale development or redevelopment in local jurisdictions.
- 8.3.7 Encourage local jurisdictions to prioritize development applications and streamline processes for public agencies, including schools, to ensure that public needs are met without jeopardizing opportunities for citizen input or oversight for health and safety or environmental protection.
- 8.3.8 Encourage local jurisdictions to partner (including funding) with school districts to jointly use school sites for the public good (such as combined libraries, parks, connections with local services such as police, neighborhood centers, senior centers, etc.).
- 8.3.9 Require to prioritize their transportation spending to ensure bicycle and pedestrian connections are provided and the local road and land use plans encourage TriMet service in order to help ensure transportation connections with public buildings and local governments.
- 8.3.10 Recognize efforts described in 8.4.9 as it allocates federal transportation dollars.

- 8.3.11 Require local jurisdictions to engage local school districts and inform them of any density increases which may affect school populations as a part of compliance with the Urban Growth Management Functional Planning effort.
- 8.3.12 Require local governments and school districts to review codes related to the construction of schools.
- 8.3.13 Establish performance measures, after consultation with the school districts, related to the school policies of this Plan to help determine whether state goals are met. Measures may include:
  - a. Number of elementary and middle school children who walk or bike to school.
  - b. Number of high school students who take public transit.
  - c. Amount of land used for new schools.

#### **8.4 Administration**

It is the policy of the Metro Council to:

- 8.4.1 Adopt implementing ordinances to administer this Plan as follows:
  - a. Establish a procedure for each city and county to make land use decisions which apply this Plan beginning one year after this Plan is acknowledged.
  - b. Establish a process to assure that local plans and regulations comply with this Plan within two years of acknowledgment by LCDC.

#### **8.5 Enforcement**

It is the policy of the Metro Council to:

- 8.5.1 Adopt implementing ordinances to enforce this Plan as follows:
  - a. Establish a process for Metro to adjudicate and determine consistency of local comprehensive plans and implementing ordinances with this Plan.
  - b. Establish a process for Metro to determine whether changes in local land use standards and procedures are necessary to remedy patterns and practices of decision-making inconsistent with this Plan.

## Implementation Method for the Regional Framework Plan

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Land Use</b>	
1.1 Compact Urban Form	<ul style="list-style-type: none"> <li>• Metro Code 3.07, Urban Growth Management Functional Plan (UGMFP) Titles 1, 6, 11, 13 and 14</li> <li>• MTIP program</li> <li>• TOD program</li> </ul>
1.2 Centers, Corridors, Station Communities and Main Streets	<ul style="list-style-type: none"> <li>• Metro Code 3.07, UGMFP, Titles 1 through 7, 11, and 12</li> <li>• Regional Transportation Plan</li> </ul>
1.3 Housing Choices and Opportunities	Metro Code 3.07, UGMFP Titles 1, 7, 11 and 14
1.4 Employment Choices and Opportunities	<ul style="list-style-type: none"> <li>• Metro Code 3.07, UGMFP, Titles 1 and 4</li> </ul>
1.5 Economic Vitality	Metro Code 3.07, UGMFP, Title 1
1.6 Growth Management (repealed)	
1.7 Urban/Rural Transition	<ul style="list-style-type: none"> <li>• Metro Code Chapter 3.07 UGMP Title 14</li> <li>• Metro Code 3.06 Policy &amp; Purpose: Designating Functional Planning Areas</li> </ul>
1.8 Developed Urban Land	<ul style="list-style-type: none"> <li>• Metro Code 3.06, Policy &amp; Purpose: Designating Functional Planning Areas</li> <li>• Metro Code 3.07, UGMFP, Titles 1 to 7 and 14</li> </ul>
1.9 Urban Growth Boundary	<ul style="list-style-type: none"> <li>• Metro Code 3.07, UGMFP, Title 14</li> </ul>
1.10 Urban Design	<ul style="list-style-type: none"> <li>• Metro Code 3.07, UGMFP, Titles 1 and 13</li> </ul>
1.11 Neighbor Cities	Signed Intergovernmental Agreements
1.12 Protection of Agriculture (repealed)	
1.13 Participation of Citizens	<ul style="list-style-type: none"> <li>• Resolution No. 97-2433</li> <li>• Metro Code 2.12 Office of Citizen Involvement</li> </ul>
1.14 School and Local Government Plan and Policy Coordination	Metro Code 3.07, UGMFP, Titles 11 and 14
1.15 Centers (repealed)	
1.16 Residential Neighborhoods	<ul style="list-style-type: none"> <li>• Metro Code 3.07, UGMFP, Title 12</li> </ul>

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Transportation</b>	
2.1 Public Involvement	<ul style="list-style-type: none"> <li>• Transportation Planning Public Involvement Policy</li> <li>• Metro Code 2.12.010, Office of Citizen Involvement: Creation and Purpose Regional Transportation Plan Policy 1.0</li> </ul>
2.2 Intergovernmental Coordination	Regional Transportation Plan Policy 2.0
2.3 Urban Form	Regional Transportation Plan Policy 3.0
2.4 Consistency between Land Use and Transportation Planning	Regional Transportation Plan Policy 4.0
2.5 Barrier-Free Transportation	Regional Transportation Plan Policy 5.0
2.6 Interim Job Access and Reverse Commute Policy	Regional Transportation Plan Policy 5.1
2.7 Transportation Safety and Education	Regional Transportation Plan Policy 6.0
2.8 Natural Environment	Regional Transportation Plan Policy 7.0
2.9 Water Quality	<ul style="list-style-type: none"> <li>• Regional Transportation Plan Policy 8.0</li> <li>• Metro Code, 3.07, Title 3</li> </ul>
2.10 Clean Air	Regional Transportation Plan Policy 9.0
2.11 Energy Efficiency	Regional Transportation Plan Policy 10.0
2.12 Regional Street Design	Regional Transportation Plan Policy 11.0
2.13 Local Street Design	Regional Transportation Plan Policy 12.0
2.14 Regional Motor Vehicle System	Regional Transportation Plan Policy 13.0
2.15 Regional Public Transportation System	Regional Transportation Plan Policy 14.05
2.16 Public Transportation Awareness and Education	Regional Transportation Plan Policy 14.2
2.17 Public Transportation Safety and Environmental Impacts	Regional Transportation Plan Policy 14.2
2.18 Regional Public Transportation Performance	Regional Transportation Plan Policy 14.3

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Transportation</b>	
2.19 Special Needs Public Transportation	Regional Transportation Plan Policies 14.4, 14.5 and 14.6
2.20 Regional Freight System	Regional Transportation Plan Policy 15.0
2.21 Regional Freight System Investments	Regional Transportation Plan Policy 15.1
2.22 Regional Bicycle System Connectivity	Regional Transportation Plan Policy 16.0
2.23 Regional Bicycle System Mode Share and Accessibility	Regional Transportation Plan Policy 16.1
2.24 Regional Pedestrian System	Regional Transportation Plan Policy 17.0
2.25 Regional Pedestrian Mode Share	Regional Transportation Plan Policy 17.1
2.26 Regional Pedestrian Mode Share	Regional Transportation Plan Policy 17.2
2.27 Transportation System Management	Regional Transportation Plan Policy 18.0
2.28 Regional Transportation Demand Management	Regional Transportation Plan Policy 19.0
2.29 Regional Parking Management	<ul style="list-style-type: none"> <li>• Regional Transportation Plan Policy 19.1</li> <li>• Metro Code, 3.08, Title 4 Regional Parking Policy</li> </ul>
2.30 Peak Period Parking	Regional Transportation Plan Policy 19.2
2.31 Transportation Funding	Regional Transportation Plan Policy 20.0
2.32 2040 Growth Concept Implementation	Regional Transportation Plan Policy 20.1
2.33 Transportation System Maintenance and Preservation	Regional Transportation Plan Policy 20.2
2.34 Transportation Safety	Regional Transportation Plan Policy 20.3

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Nature in Neighborhoods</b>	
3.1 Inventory of Park Facilities and Identification and Inventory of Regionally Significant Parks, Natural Areas, Open Spaces, Trails and Greenways	<ul style="list-style-type: none"> <li>• Parks Inventory completed, 1998, 2004</li> <li>• Natural Areas Inventory conducted, 1997</li> <li>• Metro Code 3.07, UGMFP, Title 13</li> </ul>
3.2 Protection of Regionally Significant Parks, Natural Areas, Open Spaces, Trails and Greenways	<ul style="list-style-type: none"> <li>• Resolution 02-3253, Regional Greenspaces System Concept Map</li> <li>• Metro Code 3.07, UGMFP, Title 13</li> </ul>
3.3 Management of the Publicly Owned Portion of the Regional System of Parks, Natural Areas, Open Spaces, Trails and Greenways	Metro Code 3.07, UGMFP, Title 13
3.4 Protection, Establishment and Management of a Regional Trails System	Resolution 02-3192, Regional Trails Plan
3.5 Provision of Community and Neighborhood Parks, Open Spaces, Natural Areas, Trails and Recreation Programs	<ul style="list-style-type: none"> <li>• MPAC Report to Council, April 2001</li> <li>• Metro Code 3.07, UGMFP, Title 13</li> </ul>
3.6 Participation of Citizens in Environmental Education, Planning, Stewardship Activities and Recreational Services	Parks and Greenspaces Annual Volunteer Program Report to Council, 2001, 2002, 2003 and 2004

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Watershed Health and Water Quality</b>	
4.1 Water Supply	<ul style="list-style-type: none"> <li>• Regional Water Supply Plan</li> <li>• Metro Code 3.07, UGMFP, Titles 3 and 13</li> </ul>
4.2 Overall Watershed Management	<ul style="list-style-type: none"> <li>• Regional Water Supply Plan</li> <li>• Metro Code 3.07, UGMFP, Titles 3 and 13</li> </ul>
4.3 Water Quality	<ul style="list-style-type: none"> <li>• Regional Water Supply Plan</li> <li>• Metro Code 3.07, UGMFP, Titles 3 and 13</li> </ul>
4.4 Stormwater Management	Metro Code 3.07, UGMFP, Titles 3 and 13
4.5 Urban Planning and Natural Systems	<ul style="list-style-type: none"> <li>• Regional Water Supply Plan</li> <li>• Metro Code 3.07 UGMFP, Titles 3 and 13</li> </ul>

<b>Regional Framework Policy</b>	<b>Implementation Recommendation (s) or Requirements</b>
<b>Natural Hazards</b>	
5.1 Earthquake Hazard Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.2 Flood Hazard Mitigation Measures	<ul style="list-style-type: none"> <li>Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management</li> <li>Metro Code 3.07, UGMFP, Title 3</li> </ul>
5.3 Landslide Hazard Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.4 Volcanic Hazard Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.5 Wildland-Urban Interface Fire Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.6 Severe Weather Hazard Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.7 Biological Hazard Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.8 Other Hazard Mitigation Measures	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management
5.9 Natural Disaster Response Coordination	Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management

<b>Regional Framework Policy</b>	<b>Implementation Recommendation(s) or Requirements</b>
<b>Clark County</b>	
6.1 Coordination with Clark County	<ul style="list-style-type: none"> <li>Resolution No. 03-3388, Endorsing a Bi-State Coordination Committee to discuss and make recommendations about Land Use, Economic Development, Transportation and Environmental Justice Issues of Bi-state Significance; Bi-State Coordination Committee Charter and Bylaws</li> <li>Resolution 03-3352 – Intergovernmental Agreement for Regional Emergency Management</li> </ul>

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Management</b>	
7.1 Citizen Participation	<ul style="list-style-type: none"> <li>• Metro Code section 2.12.010</li> <li>• (Office of Citizen Involvement)</li> </ul>
7.2 Metro Policy Advisory Committee and Joint Policy Advisory Committee on Transportation	Metro Charter Section 27, MPAC by-laws
7.3 Applicability of Regional Framework Plan Policies	Metro Charter, Chapter II, Section 5(2), ORS 268.380(1)
7.4 Urban Growth Boundary Management Plan	Metro Code 3.07, Title 14, UGB and Urban Reserve Procedures
7.5 Functional Plans	<ul style="list-style-type: none"> <li>• Metro Code 3.06.010 <i>et seq.</i></li> <li>• Planning Procedure for Designating Functional Planning Areas and Activities</li> <li>• ORS 268.390</li> </ul>
7.6 Periodic Review of Comprehensive Land Use Plans	Metro Code 3.01.005 <i>et seq.</i> , UGB and Urban Reserve Procedures
7.7 Implementation Roles	<ul style="list-style-type: none"> <li>• ORS 268.380</li> <li>• Metro Charter, Chapter II</li> </ul>
7.8 Performance Measures	
7.9 Monitoring and Updating	
7.10 Environmental Education	

Regional Framework Policy	Implementation Recommendation(s) or Requirements
<b>Implementation</b>	
8.1 Implementation	<ul style="list-style-type: none"> <li>• Metro Charter, Chapter II, Section 5(2)(e)</li> <li>• Metro Code 3.07, UGMFP, Title 14</li> </ul>
8.2 Regional Funding and Fiscal Policy	
8.3 Schools	
8.4 Administration	Title 8 of the UGMFP, Metro Code 3.07.810 <i>et seq.</i>
8.5 Enforcement	Title 8 of the UGMFP, Metro Code 3.07.810 <i>et seq.</i>

(RFP Chapter 8 Implementation Chart updated 9/29/05, Metro Ord. 05-1077C.)