

# Chapter 7

## Management

**REGIONAL FRAMEWORK PLAN  
CHAPTER 7 MANAGEMENT**

**TABLE OF CONTENTS**

<b>CHAPTER 7</b>	<b>MANAGEMENT</b>	<b>1</b>
<b>Introduction</b>		<b>1</b>
<b>Policies</b>		<b>1</b>
7.1	Citizen Participation	1
7.2	Metro Policy Advisory Committee and Joint Policy Advisory Committee on Transportation	2
7.3	Applicability of Regional Framework Plan Policies	2
7.4	Urban Growth Boundary Management Plan	3
7.5	Functional Plans	3
7.6	Periodic Review of Comprehensive Land Use Plans	5
7.7	Implementation Roles	6
7.8	Performance Measures	8
7.9	Monitoring and Updating	9
7.10	Environmental Education	10

# Chapter 7 Management

## Introduction

Any plan put into effect is only a set of policies or actions based on what is known at the time. Actual conditions can and do change. Accordingly, any plan which is intended to be useful over a period of time must include ways of addressing new circumstances. To this end, this chapter includes policies and processes that will be used to keep the Regional Framework Plan (Plan) abreast of current conditions and a forward thinking document.

In addition, this Plan includes disparate subjects, ones that, while interconnected, at times suggest conflicting policy actions. This chapter describes the ways in which such conflicts can be resolved.

The policies included in Chapters 1-6 of this Plan are regional goals and objectives consistent with ORS 268.380(1). Many of these policies were originally adopted and acknowledged as the Regional Urban Growth Goals and Objectives and have been superseded by the policies of this Plan. The specific policies included in this Plan are neither a comprehensive plan under ORS 197.015(5), nor a functional plan under ORS 268.390(2).

## Policies

### 7.1 Citizen Participation

It is the policy of the Metro Council to:

- 7.1.1 Develop and implement an ongoing program for citizen participation in all aspects of the regional planning effort.
- 7.1.2 Coordinate such a program with local programs to support citizen involvement in planning processes and avoid duplicating the local programs.
- 7.1.3 Establish a Metro Committee for Citizen Involvement to assist with the development, implementation and evaluation of its citizen involvement program and to advise the Metro Council regarding ways to best involve citizens in regional planning activities.
- 7.1.4 Develop programs for public notification, especially for, but not limited to, proposed legislative actions that ensure a high level of awareness of potential consequences as well as opportunities for involvement on the part of affected citizens, both inside and outside of Metro's boundaries.

## **7.2 Metro Policy Advisory Committee and Joint Policy Advisory Committee on Transportation**

It is the policy of the Metro Council to:

- 7.2.1 Work with the Metro Policy Advisory Committee (MPAC), consistent with the Metro Charter.
- 7.2.2 Choose the composition of MPAC according to the Metro Charter and according to any changes approved by majorities of MPAC and the Metro Council.
- 7.2.3 Ensure that the composition of MPAC reflects the partnership that must exist among implementing jurisdictions in order to effectively address areas and activities of metropolitan concern and includes elected and appointed officials and citizens of Metro, cities, counties, school districts and states consistent with Section 27 of the Metro Charter.
- 7.2.4 Appoint technical advisory committees as the Metro Council or MPAC determines a need for such bodies, consistent with MPAC By-laws.
- 7.2.5 Perform, with the Joint Policy Advisory Committee on Transportation (JPACT), the functions of the designated Metropolitan Planning Organization as required by federal transportation planning regulations.
- 7.2.6 Develop a coordinated process for JPACT and MPAC, to assure that regional land use and transportation planning remains consistent with these goals and objectives and with each other.

## **7.3 Applicability of Regional Framework Plan Policies**

It is the policy of the Metro Council to:

- 7.3.1 Ensure that all functional plans adopted by the Metro Council are consistent with the policies of this Plan.
- 7.3.2 Guide Metro's management of the UGB through standards and procedures that are consistent with policies in Chapters 1-6 of this Plan. These policies do not apply directly to site-specific land use actions, such as amendments of the UGB.
- 7.3.3 Apply the policies in Chapters 1-6 of this Plan to adopted and acknowledged comprehensive land use plans as follows:
  - a. Components of this Plan that are adopted as functional plans, or other functional plans, shall be consistent with these policies.
  - b. The management and periodic review of Metro's acknowledged UGB Plan shall be consistent with these policies.

- c. Metro may, after consultation with MPAC, identify and propose issues of regional concern, related to or derived from these policies, as recommendations but not requirements, for consideration by cities and counties at the time of periodic review of their adopted and acknowledged comprehensive plans.
- 7.3.4 Apply the policies of this Plan to Metro land use, transportation and greenspace activities as follows:
  - a. The UGB, other functional plans, and other land use activities shall be consistent with these policies.
  - b. To the extent that a proposed action may be compatible with some policies and incompatible with others, consistency with this Plan may involve a balancing of applicable goals, sub-goals and objectives by the Metro Council that considers the relative impacts of a particular action on applicable policies.
- 7.3.5 Adopt a periodic update process of this Plan's policies.
- 7.3.6 Require MPAC to consider the regular updating of these policies and recommend based on the adopted periodic update process.
- 7.3.7 Seek acknowledgement of the Plan, consistent with ORS 197.015(16).

**7.4 Urban Growth Boundary Management Plan**

It is the policy of the Metro Council to:

- 7.4.1 Manage the UGB consistent with Metro Code 3.01 and the policies of this Plan and in compliance with applicable statewide planning goals and laws.

**7.5 Functional Plans**

It is the policy of the Metro Council to:

- 7.5.1 Develop functional plans that are limited purpose plans, consistent with this Plan, which addresses designated areas and activities of metropolitan concern.
- 7.5.2 Use functional plans as the identified vehicle for requiring changes in city and county comprehensive plans in order to achieve consistence and compliance with this Plan.
- 7.5.3 Adopt policies of this Plan as functional plans if the policies contain recommendations or requirements for changes in comprehensive plans and to submit the functional plans to LCDC for acknowledgment of their compliance with the statewide planning goals.
- 7.5.4 Continue to use existing or new functional plans to recommend or require changes in comprehensive plans until these Plan components are adopted.

- 7.5.5 Continue to develop, amend and implement, with the assistance of cities, counties, special districts and the state, state-required functional plans for air, water and transportation, as directed by ORS 268.390(1) and for land use planning aspects of solid waste management, as mandated by ORS Ch. 459.
- 7.5.6 Propose new functional plans from one of two sources:
- a. MPAC may recommend that the Metro Council designate an area or activity of metropolitan concern for which a functional plan should be prepared.
  - b. The Metro Council may propose the preparation of a functional plan to designate an area or activity of metropolitan concern and refer that proposal to MPAC.
- 7.5.7 Use the matters required by the Metro Charter to be addressed in this Plan to constitute sufficient factual reasons for the development of a functional plan under ORS 268.390 and make the adoption of a functional plan subject to the procedures specified above.
- 7.5.8 Ensure the participation of MPAC in the preparation of the functional plan, consistent with the policies of this Plan and the reasons cited by the Metro Council.
- 7.5.9 Require that MPAC review the functional plan and make a recommendation to the Metro Council after preparation of the Plan and broad public and local government consensus, using existing citizen involvement processes established by cities, counties and Metro.
- 7.5.10 Resolve conflicts or problems impeding the development of a new functional plan and complete the functional plan if MPAC is unable to complete its review in a timely manner.
- 7.5.11 Hold a public hearing on the proposed functional plan and afterwards either:
- a. Adopt the proposed functional plan.
  - b. Refer the proposed functional plan to MPAC in order to consider amendments to the proposed plan prior to adoption.
  - c. Amend and adopt the proposed functional plan.
  - d. Reject the proposed functional plan.
- 7.5.12 Adopt functional plans by ordinance and include findings of consistency with this Plans policies.

- 7.5.13 Ensure that adopted functional plans are regionally coordinated policies, facilities and/or approaches to addressing a designated area or activity of metropolitan concern, to be considered by cities and counties for incorporation in their comprehensive land use plans.
- 7.5.14 Review any apparent inconsistencies if a city or county determines that a functional plan requirement should not or cannot be incorporated into its comprehensive plan, by the following process:
- a. Metro and affected local governments notify each other of apparent or potential comprehensive plan inconsistencies.
  - b. After Metro staff review, MPAC consults the affected jurisdictions and attempt to resolve any apparent or potential inconsistencies.
  - c. MPAC may conduct a public hearing and make a report to the Metro Council regarding instances and reasons why a city or county has not adopted changes consistent with requirements in a regional functional plan.
  - d. The Metro Council reviews the MPAC report and holds a public hearing on any unresolved issues. The Council may decide either to:
    - i. Amend the adopted regional functional plan.
    - ii. Initiate proceedings to require a comprehensive plan change.
    - iii. Find there is no inconsistency between the comprehensive plan(s) and the functional plan.
    - iv. Grant an exception to the functional plan requirement.

## **7.6 Periodic Review of Comprehensive Land Use Plans**

It is the policy of the Metro Council to:

- 7.6.1 Require MPAC, at the time of LCDC-initiated periodic review of comprehensive plans of cities and counties in the region, to assist Metro with the identification of the Plan elements, functional plan provisions or changes in functional plans adopted since the last periodic review as changes in law to be included in periodic review notices.
- 7.6.2 Encourage MPAC, at the time of LCDC-initiated periodic review of comprehensive plans in the region, to provide comments during the review on issues of regional concern.

## **7.7 Implementation Roles**

It is the policy of the Metro Council to:

- 7.7.1 Recognize the inter-relationships between cities, counties, special districts, Metro, regional agencies and the State, and their unique capabilities and roles in regional planning and the implementation of this Plan.
- 7.7.2 Recognize the role of the cities to:
  - a. Adopt and amend comprehensive plans to conform to functional plans adopted by Metro.
  - b. Identify potential areas and activities of metropolitan concern through a broad-based local discussion.
  - c. Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern.
  - d. Participate in the review and refinement of these goals and objectives.
- 7.7.3 Recognize the role of counties to:
  - a. Adopt and amend comprehensive plans to conform to functional plans adopted by Metro.
  - b. Identify potential areas and activities of metropolitan concern through a broad-based local discussion.
  - c. Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern.
  - d. Participate in the review and refinement of these goals and objectives.
- 7.7.4 Recognize the role of Special Service Districts to:
  - a. Assist Metro, through a broad-based local discussion, with the identification of areas and activities of metropolitan concern and the development of strategies to address them, and participate in the review and refinement of these goals and objectives. Special Service Districts will conduct their operations in conformance with acknowledged comprehensive plans affecting their service territories



7.7.5 Recognize the role of School Districts to:

- a. Advise Metro regarding the identification of areas and activities of school district concern.
- b. Cooperatively develop strategies for responding to designated areas and activities of school district concern.
- c. Participate in the review and refinement of these goals and objectives.

7.7.6 Recognize the role of the State of Oregon to:

- a. Advise Metro regarding the identification of areas and activities of metropolitan concern.
- b. Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern.
- c. Review state plans, regulations, activities and related funding to consider changes in order to enhance implementation of the Plan and functional plans, and employ state agencies and programs to promote and implement these goals and objectives and the Regional Framework Plan.
- d. Participate in the review and refinement of these goals and objectives.

7.7.7 Recognize the role of Metro to:

- a. Identify and designate areas and activities of metropolitan concern.
- b. Provide staff and technical resources to support the activities of MPAC within the constraints established by Metro Council.
- c. Serve as a technical resource for cities, counties, school districts and other jurisdictions and agencies.
- d. Facilitate a broad-based regional discussion to identify appropriate strategies for responding to those issues of metropolitan concern.
- e. Adopt functional plans necessary and appropriate for the implementation of the Regional Framework Plan.
- f. Coordinate the efforts of cities, counties, special districts and the state to implement adopted strategies.
- g. Amend the Future Vision for the region, consistent with Objective 9. (See Ordinance No. 95-604A "For the Purpose of Adopting a Future Vision for the Region," adopted June 15, 1995.)

## **7.8 Performance Measures**

It is the policy of the Metro Council to:

- 7.8.1 Develop performance measures designed for considering the policies of this Plan in consultation with MPAC and the public.
- 7.8.2 Use state benchmarks for performance measures to the extent possible or develop, in consultation with MPAC and the Metro Committee for Citizen Involvement, new performance measures.
- 7.8.3 Measure performance for Chapters 1-6 of this Plan by using several different geographies, including by region, jurisdiction, 2040 design type and market area.
- 7.8.4 Include the following performance measures for Chapters 1-6 of this Plan:
  - a. Vacant land conversion;
  - b. Housing development, density, rate and price;
  - c. Job creation;
  - d. Infill and redevelopment;
  - e. Environmentally sensitive lands;
  - f. Price of land;
  - g. Residential vacancy rates;
  - h. Access to open spaces;
  - i. Vehicle miles traveled;
  - j. Motor vehicle, bicycle and pedestrian fatal and serious injury crashes;
  - k. Transit revenue hours;
  - l. Transit affordability;
  - m. Transit ridership;
  - n. Access to transit;
  - o. Travel time and reliability in regional mobility corridors, including incident response clearance times; and
  - p. Air quality, including PM 2.5 and ozone precursors.
- 7.8.5 Direct these measures to be reported every two years.

- 7.8.6 In addition to the measures identified in 7.8.4, monitor the following performance measures as part of regularly scheduled updates to the Regional Transportation Plan to assess whether key strategies or actions that make up the regional strategy for reducing greenhouse gas emissions from light-duty vehicles are being implemented:
- a. Households living in walkable, mixed-use areas;
  - b. Light-duty vehicle greenhouse gas emissions;
  - c. Household transportation and housing cost burden;
  - d. Registered light-duty vehicles by fuel/energy source;
  - e. Workforce participation in employer-based commuter programs;
  - f. Household participation in individualized marketing programs;
  - g. Bicycle and pedestrian miles traveled;
  - h. Bikeways, sidewalks and trails completed;
  - i. Parking management.
- 7.8.7 Take corrective actions if anticipated progress is found to be lacking or if Metro goals or policies need adjustment in order to allow adjustments soon after any problem arises and so that relatively stable conditions can be maintained.

## **7.9 Monitoring and Updating**

It is the policy of the Metro Council to:

- 7.9.1 Review this Plan and all functional plans every seven years, or at other times as determined by the Metro Council after consultation with or upon the advice of MPAC.
- 7.9.2 Involve a broad cross-section of citizen and jurisdictional interests, and MPAC consistent with Policy 7.1 Citizen Participation, of this Plan in any review and amendment process.
- 7.9.3 Provide for broad public and local government review of proposed amendments prior to final Metro Council action.

- 7.9.4 Determine whether amendments to adopted this Plan, functional plans or the acknowledged regional UGB are necessary. If amendments prove to be necessary, the Metro Council will:
- a. Act on amendments to applicable functional plans.
  - b. Request recommendations from MPAC before taking action.
  - c. Include date and method through which proposed amendments will become effective if adopted.
  - d. Consider amendments to the UGB under UGB amendment procedures in the Metro Code.
- 7.9.5 Inform, in writing, any affected cities and counties of any amendment to this Plan or a functional plan, including amendments that are advisory in nature, that recommend changes in comprehensive land use plans, and that require changes in plans, and the effective date of amendments.

## **7.10 Environmental Education**

It is the policy of the Metro Council to:

- 7.10.1 Provide education to the community on the principles and foundation of this Plan in order to maintain it as a living document and to ensure that the citizens of the region understand the decision making mechanisms, the principles that guide sound planning and the effect of decisions and changes on the livability of the community.
- 7.10.2 Provide an unbiased source of environmental education that does not advocate for one viewpoint, that invites and involves diverse viewpoints and that gives everyone opportunities to participate in all aspects of the learning process.
- 7.10.3 Ensure that education for this Plan is enriched by and relevant to all points of view.
- 7.10.4 Develop and implement an ongoing partnership with cultural, environmental and educational organizations to keep abreast of current conditions and maintain this Plan as a forward-looking document.
- 7.10.5 Coordinate with local programs for supporting education that involves citizens in the analysis of critical environmental issues related to regional growth and environmental quality in order to help citizens gain awareness, knowledge and skills to make connections between the issues of regional growth and the creation of livable communities.
- 7.10.6 Provide citizens with the information needed and the opportunity to:
- a. Analyze critical environmental issues related to regional growth.

- b. Understand the effects of their choices on the urban and natural systems used to manage growth, natural areas and transportation, process waste and provide water and energy.
  - c. Engage in decisions which affect the livability of their communities.
  - d. Take actions which reflect the region's plan.
  - e. Cooperatively develop strategies with citizens to provide regional environmental education.
  - f. Identify cultural, environmental and educational organizations which currently provide education about issues related to livable communities.
  - g. Identify sites and facilities that currently and potentially provide education about issues related to livable communities.
  - h. Function as a clearinghouse for educational organizations and facilitate educational partnerships in the community.
- 7.10.7 Enable individuals and communities to challenge and discuss the rural and urban systems and policies responsible for creating livable communities in order to achieve the policies of this Plan.