

PORTLAND ECONOMIC VALUE ATLAS

IMPLEMENTATION PLAN



01 SUMMARY

The objective of this implementation plan is to provide actionable steps Metro can take to ensure the Economic Value Atlas (EVA) becomes a sustained component of Metro's business model and the regional economic development community. The plan's foundation rests on the belief that greater use of the EVA across the Portland metropolitan area will lead to a greater understanding of the economy at the regional scale and how economic conditions deviate between specific neighborhoods.¹ Based on that understanding, the EVA can inform Metro's staff and other regional stakeholders about where land use, transportation, and placemaking policies and investments can improve shared economic outcomes from the metropolitan to neighborhood scale.

The implementation plan includes a series of specific tasks, spread across five categories, and treats Metro as the lead actor responsible for boosting EVA adoption across the Portland metropolitan area. For the purposes of this plan,

adoption is defined as general use by Metro and its regional partners as well as formal use by Metro within planning and investment policies. The plan groups tasks by category and uses bold italics to demonstrate how different tasks interconnect. The plan concludes with an appendix checklist to reflect suggested timing and the breadth of suggested responsibilities.

The implementation plan is intended to be a living document. As Metro implements different recommended tasks, discovering what works and what does not, it should continue to experiment with the EVA's statistical foundation, application design, and specific policies to embed it within Metro's operations and other regional planning and economic development activities. The EVA is an innovative approach to better integrate economic development goals within built environment policies—continuously improving that approach will require curiosity, feedback loops, and freedom to experiment.

02 BACKGROUND

Beginning in the summer of 2017, the Brookings Institution's Metropolitan Policy Program began a collaboration with Portland Metro to develop an Economic Value Atlas (EVA). The goal of this effort was to develop a data-centric tool that could more clearly articulate the connections between the regional economy, neighborhood-level economic conditions, and their relationship to the built environment. Across the project's 18 months, Brookings collaborated with Metro staff and regional stakeholders² to undertake four major tasks:

- develop a Market Scan of metropolitan and neighborhood conditions and trends;
- define a set of agreed upon values and recommend specific data fields and relevant measures;
- design a multivariate analytical system and application use cases; and
- provide design input on a digital EVA tool.

In December 2018, Metro's Investment Areas Division and its application-coding and database partners in the Enterprise Services division of the Metro Research Center presented a draft version of the EVA to a group of regional stakeholders. At the time of this writing, an initial version of the application has been released, with functionality that meets the vast majority of user needs expressed during use case interviews. While

additional features will be added to the application after Spring 2019, the expectation is that all major functionality needs will be met in the long-run. These include: addition of a metropolitan-level view; targeted additions at the neighborhood (or Census tract) view; and the ability to output static data and map images. Critically, the final EVA should include tutorials and best practices guidance for new and non-expert users, as outlined within the Use Case memorandum.

This implementation plan prioritizes task discovery. In other words, to deliver on the objective of broadening regional adoption, Brookings built a list of recommended tasks, makes the case for their inclusion, and categorizes them to reflect top-level responsibilities. It neither in the scope of work to design exacting approaches to each individual task, nor would it be recommended. It was also beyond the scope of work to conduct an agency-wide audit of all business practices, meaning there may be more potential areas for EVA impact within Metro. Instead, this plan gives Metro staff an opportunity to plan each task to their needs within available resources and timelines, including building internal and external stakeholder buy-in. This plan also provides an opportunity to discover other potential areas for EVA application. Considering the breadth of current and future planning, investment, and economic development-related activities at Metro, the EVA has a unique opportunity to be involved in many of these activities from the onset.

03 EXTERNAL ENGAGEMENT

Network Stewardship: Sustained collaboration with regional stakeholders, especially practitioners employed at public agencies and civic associations, was central to the EVA's development. Maintaining relationships among those individuals and their respective employers and decision-makers will be essential to ensure the EVA has strong advocates throughout the region. At the same time, multiple exit interviewees noted how fractures within regional relationships are a barrier to effective regional economic development. As Metro begins to carry-out more explicit economic development strategies, the EVA could serve as a bridge to create common narratives among divergent regional stakeholders and build consensus around shared narratives and economic development priorities.

To address regional fractures, the Investment Areas Division should design a light-touch engagement strategy to continue convening those key stakeholders, including: regular meetings, possibly quarterly; regular communication practices around major EVA and Metro milestones, like announcing the EVA's **public launch** or a **RFFA proposal pilot**; and an annual review process to consider adding new members and organizations.

Regional Demonstrations: The EVA is a powerful economic mapping tool, allowing power users to discover complex narratives with great speed. Yet the sheer breadth of possible measures and multiple user input options within the application design will create a barrier to entry for many stakeholders, including those who contributed to the EVA's development process. While the metropolitan view should serve as a gateway to

the EVA, it's essential that potential users are not overly intimidated by the tool's complexity or the local mapping view. Regional demonstrations of the tool's capabilities can help remediate these barriers to entry.

Metro should assemble a group of economic development and EVA experts to engage partners and other regional stakeholders. These trainings may be best at partners' offices and include a combination of demonstrations and active use sessions. Similar to any employer who acquires new applications, trainings are essential to boost user adoption. As an immediate need, the Investment Areas Division should assemble a small team of external partners who will volunteer for this role and can co-plan the demonstrations' content.

Public Communication: The EVA launch can reinforce Metro's position as the go-to regional source around economic geography issues. In addition to the extensive RLIS data Metro already maintains and publishes and Metro's expertise in regional transportation and land use planning, the EVA's ability to combine economic development and equity principles within transportation and land use measures presents a new set of expertise to the public decision-makers and practitioners. It could also serve as an introduction to Metro's land use and transportation work, especially for those who may be unfamiliar with the agency's core responsibilities.

Metro should take advantage of this opportunity in two ways. First, it should use the launch to elicit coverage from regional and statewide media around the tool's innovative approach. Ideally,

national media coverage could complement more local coverage. Second, the Investment Areas Division should work with Metro's external communications team to develop a strategy for using the EVA to enhance other regional communications. That should include how to best use EVA outputs, like maps and tables, within Metro's own planning work, publications, and web

pages. The strategy should also consider how EVA outputs could be used in external media reporting, publications by other nonprofits and civic associations, and within partner governments' work. An effective external communications strategy will not only increase EVA exposure, it could also improve audiences' understanding about how the regional economy functions.

04 NEW SUPPORT INFRASTRUCTURE

Internal Engagement: The EVA is designed for Metro to always be the primary customer, whether to improve internal operations or to use EVA outputs to help strengthen relationships with external partners. To maximize the EVA's potential for internal use, Investment Areas Division staff should develop a clear set of tactics to introduce the tool across Metro, providing examples of its potential to support ongoing work programs and upcoming planning projects. These tactics should include typical communication activities, such as department-wide or entire agency emails. Equally important will be demonstrations of the tool to specific groups, ranging from Planning and Development Department colleagues to other relevant departments to high-level committees and other stakeholder tables like JPACT.³ The Investment Areas Division, working with other divisions in the Planning and Development Department and Research Center, should also regularly solicit feedback from other Metro staff after using the tool. Where possible, internal engagement tactics can follow past protocols used for similar toolsets.

Adopt Economic Development Goals and Values: The EVA process relied on a series of economic development goals and values to frame the organization and identification of specific performance measures.⁴ These normative positions were essential to prioritize specific performance measures and create deeper connections to other regional partners, especially those working in economic development exclusively. However, neither the goals nor values are yet formally adopted across Metro, a point that was confirmed in multiple exit interviews.

To complement similar efforts across the agency—ranging from the agency's six desired outcomes to equity-focused work—Metro should formally adopt a set of economic development goals and values. Formalizing goals and values will serve as a permanent reference point for the EVA, helping to justify the inclusion of current indicators and guiding consideration of future changes to the tool. The goals and values will also serve as another piece of evidence of how the agency pursues “performance and outcomes-based planning.” Metro can also use formal economic development goals and values as a reference point to better engage with regional partners, including formal conversations with regional decision-makers such as JPACT and the Metro Council. Finally, formal economic development goals can inform future **Regional Transportation Plan** updates and **Regional Flexible Fund Allocation** processes.

Quantify Economic Development Goals and Values: Fostering the EVA's implementation within current and future Metro policies will require a clear translation of **adopted economic development goals and values**—plus other areas like equity and resilience—into quantifiable criteria. To accomplish this, Investment Areas Division staff should consult with the established **network** to determine which EVA measures best associate with each goal and value. This process should lead to a clear set of relevant measures, even if there is only one EVA measure that maps to certain goals or values. These measures must be intuitive to potential users, which means combining too many variables into a single measure could be overly complex and should be avoided when possible.

Once complete, Investment Areas Division staff can then create a basic data utility to measure and store how each Census tract performs against these new “measurement stacks” for each goal and/or value. The EVA can easily output aggregated scores for each stacked measure, and staff can use a well-organized Excel file to store and report these scores. The file can also link to static map images. The resulting data will naturally highlight where needs exist when comparing neighborhoods to one another and regional averages. The variable economic orientation of different neighborhoods can then be used as reference points in a wide range of formal projects to more general conversations across Metro. In particular, these aggregate scores can help Investment Areas Division staff select neighborhoods and adjacent corridors as future investment areas.

Evaluating Past and Future Decisions: One of the more common Use Case requests we heard throughout the project was the need to better evaluate the Portland region’s past built environment decisions.⁵ Effectively, there is too little understanding of exactly how specific neighborhood dynamics—from income inequality to industries’ location decisions—changed in response to major land use reforms, major public infrastructure investment, and large-scale private real estate developments. The EVA platform can capture such changes over time, albeit not in a statistically-controlled manner.⁶

To develop a retrospective evaluation system, Investment Areas Division staff should develop a workplan to make such evaluations. That will require systems related to: selecting major past investments or reforms to evaluate; selecting relevant neighborhoods to consider; choosing relevant measures; and adding more historic data, especially prior to 2000, where necessary. The workplan should also include an approach to report-out results and engage external partners, especially partners involved in the specific reform (such as TriMet for transit projects).

One benefit of developing such a retrospective evaluation system is it could be used to inform and influence Metro decision-making on *future* investments and reforms. The goal should be to make sure Metro has a structure in place to consider how future major land use reforms, public transportation investments, private real estate dynamics, or other major built environment decisions impact economic performance at the neighborhood scale. By having an evaluation system in place from the start, the entire Planning and Development Department can suggest how quickly evaluation should take place, at what scale, and what the response from Metro and other partners could be. Such a system will continue to position Metro as a national leader around investment performance and other accountability measures, which is only likely to gain more prominence in the data-rich policy era.

05 ADAPTING METRO POLICIES

Regional Transportation Plan: With the successful adoption of the 2018 Regional Transportation Plan in December 2018, Metro now has two years to consider refinements before initiating the next update, expected to take place from 2021 to 2023. Fortunately, Metro’s trajectory over the 2010, 2014, and 2018 updates demonstrates a clear push towards more performance-based, data-driven decision-making that is focused on achieving specific outcomes and even stronger connections between performance measurement and regional goals.

The EVA neatly supports such an evolutionary approach. Critically, the EVA’s current measures already speak to many of the objectives housed under the RTP’s 11 Goals. Based on a review of the adopted 2018 RTP and interviews throughout the project, there are multiple areas where Metro staff can deploy the EVA during the next RTP update—all of which would require building consensus with internal and external stakeholders and decision-makers during scoping of the 2023 RTP update:

- *Further integrate economic development principles into RTP Goals, Objectives, and related performance measures.* The 2018 RTP includes an impressive set of 11 aspirational goals, 43 objectives, 9 aspirational performance targets, 18 system evaluation measures, and 17 monitoring measures. As RTP leadership considers the next evolution of the goals, objectives, and performance measures, the EVA can help determine where specific economic development objectives are falling short of desired outcomes. For example, if income inequality continues to grow, the EVA can pinpoint which areas of the region are least affordable from a housing and

transportation cost-burden perspective and, as a result, are most important to address. Similarly, objectives related to supporting job creation and retention in different industries can further define what assets tradable industries need to succeed (beyond freight access to industrial areas and intermodal facilities and freight travel time reliability, for example).

- *Consider adding an overarching system policy around industrial or economic development.* Like the adoption of “equity” as a region-wide outcome in 2010, there is an opportunity to use the time until the 2023 RTP to develop a concerted set of policies or outcomes around industrial development. While the EVA is just one of many necessary inputs to evaluate industrial development, the ability to integrate regional industrial strategies from partner organizations deep within Metro’s guiding transportation strategies can be a benefit to the region’s long-term built environment planning and investment decisions. Such an effort can include developing “Regional Transportation Policies towards Industry” to complement similar policy sets focused on safety, equity, climate leadership, and emerging technologies. Such an effort can also inform future **2040 growth concept** reforms related to Title 4 lands.

- *Inform continued development of Performance Targets.* Chapter 7, Appendix L, and Appendix K of the 2018 RTP lay-out an approach to translate Outcomes (expressed through the 11 RTP Goals) into measurable criteria. The next RTP update can use the EVA to review and refine existing performance targets. For example, the EVA can help demonstrate how locating more jobs in

specific areas of the region would boost labor access by transit. The EVA's ability to produce benchmarks for the entire region would be instrumental in creating more specific targets under each measure for tract-level analysis. Likewise, evaluating performance in different geographic areas (7.3.2) can be broadened and made more systematic through the EVA platform.

- *Enhance RTP Performance Monitoring and Reporting, including updates to the existing conditions chapter of the 2018 RTP (Chapter 4 - 'Our Growing and Changing Region').* The EVA's dual modules can assist RTP leadership as they reevaluate the region's economic, social, environmental, and transportation performance between RTP updates. First, the EVA's metropolitan module provides easily-accessible benchmarks of the region's performance against other metropolitan areas, helping to situate strengths and weaknesses. From there, the EVA's neighborhood-level indicators can add new quantitative considerations to frame the trends and challenges facing the region. The EVA can produce detailed industry data, such as employment densities by neighborhood and broaden knowledge about tradable industries. The EVA can also help explore how different neighborhood's economic conditions may be impacting region-wide performance across economic, social, environmental, and transportation outcomes. Finally, the RTP can use the **evaluating past decisions** methodology to show how specific investments led to changes in specific geographies of the region.

- *Refine the pilot project evaluation template using the EVA.* Presuming Metro **quantifies economic development goals and values**, those new inputs can be applied to the submissions pilot project evaluation used during the 2018 RTP. The goal is to leverage the "measurement stacks" to demonstrate how specific projects will advance either broader economic development goals and values or the next RTP's specific goals.

This can enhance Metro's evaluation of projects to move beyond system-level analysis to more refined comparisons between projects. This could improve transparency and public communication around recommended RTP investment priorities. Specifically, a new template can expand reporting seen currently in the 'Primary Purpose' of projects identified in Appendixes A, B, and C of the 2018 RTP.

- *Enhance Mobility Corridor development and evaluation.* Mobility corridor strategies already demonstrate a robust approach to development, implementation, and evaluation. Even if just a marginal improvement, the EVA can help both Metro and its public sector partners develop even clearer justifications for specific projects within specific corridors. The EVA's multivariate approach should help identify even more specific reasons why project development and land use reforms should take place in specific corridors. In addition, the EVA can help expand consideration of 'economic development' during the corridor refinement planning process identified in Chapter 8 of the RTP. The 2018 RTP identifies 13 individual mobility corridors for future study (grouped into seven separate corridor refinement planning efforts).

Regional Flexible Funds Allocations and Metropolitan Transportation Improvement

Program: Metro recently launched the next round of the agency's RFFA process, which includes updated priorities and other features based on the now-approved 2018 RTP. The timing offers a unique opportunity to test how the EVA could improve project selection and maximize regional benefits within the current RFFA framework. Testing those EVA-related policies now—of which Metro will begin to see results by December 2019⁷—will then allow the Planning and Development Department to consider whether those new policies could become a more formal component of the next RFFA process. This last point also applies to the MTIP, which is years away

from its next iteration but has multiple areas where EVA-related inputs can improve the policy development process.

- *Pilot an EVA-related application template.* The core of both the RFFA process and MTIP overall is to ensure financial investments in specific projects will advance the region's core values. Yet the current system makes it difficult to compare project submissions to one another, especially via measurable economic criteria. The EVA can facilitate such comparisons. Considering the RFFA timeline, Planning and Development staff should pilot a submission template that would enable local jurisdictions and regional agencies to use EVA statistics and maps to contextualize how their project will address specific business, social, or place-based conditions. Since the EVA is freely available and covers the entire RFFA and MTIP service area, any submission could generate outputs that would be comparable to others. The essential step is to design a template that offers clear instruction on how to use EVA outputs to demonstrate a project's relationships to regional goals. Ideally, Metro staff can convene a group of stakeholders to co-design that template. The actual submissions will likely demonstrate a range of quality, but the strengths and weaknesses of those submissions can inform refinements to the process in the next EVA. And even with differing quality, Metro can use the submissions to judge whether EVA-related content would influence which projects receive formal recommendations.

- *Use the EVA to inform RFFA's "Step 2" priorities.* When not related to specific bond repayments, the EVA is well-positioned to situate regional needs and regional benefits within this component of the RFFA process. The EVA's ability to show the regional economy's strengths and weaknesses—and then situate those in specific neighborhoods—should be extremely valuable to JPACT as they consider regional needs.

- *Help respond to federal planning factors*

within the MTIP. Federal guidelines require Metro to report how MTIP programming, on net, responds to a series of 12 federal planning factors. The EVA facilitates meeting this reporting requirement by producing reportable statistics about regional business, people, and place-based need. For example, the MTIP's references to global competitiveness lists projects without directly referencing tradability strengths and weaknesses in the region. The EVA can help demonstrate competitiveness goals for the region (including metropolitan performance), threats to it, and then explain how specific MTIP projects will address those threats. As Metro staffers write the next MTIP, Investment Areas Division staff can help contribute to the "Demonstration of Compliance with Federal Planning Factors and Regional" portion.

Housing Bond: Voters' passage of the 2018 housing bond measure created an enormous investment opportunity for Metro. With newfound authority to invest over \$650 million in affordable housing, the public will expect Metro and their government, community, and construction partners to deliver clear value in return for the shared investment.⁸ The EVA can help make that case in two clear ways. First, the EVA's multivariate inputs—when used in conjunction with other databases and analytical approaches—can help Metro staff choose investment locations with the greatest return-on-investment potential. Second, the EVA's output capabilities can help Metro staff make the case publicly for why staff chose certain locations for specific investments.

Metro should also consider assembling an expert board from the public housing authorities and some nonprofits to collaboratively inform Metro's use of the EVA to inform their investment decisions. Once investments are made, Metro can use the EVA to judge how housing bond investments impacted the neighborhood receiving any investment and other regional changes over time (see **evaluating past and future decisions**).

Finally, to improve public reception of the evolving program, Metro staff should design internal guidelines to use the EVA to educate the public about future housing decisions.

Transportation Measure: The EVA's Market Scan process confirmed what many local residents and businesses already know: the region boasts world-class infrastructure, but roadway congestion, limited transit access to destinations, climate-related threats, and digital transportation innovation all demand a more active approach to transportation planning and investment. However, unlike the visceral threat of unaffordable housing, solving transportation challenges is not as straightforward. The exact outcomes to achieve are unclear. Just as importantly, the most impactful solutions to transportation challenges often involve non-transportation interventions, such as incentivizing commercial real estate development along transit corridors.

While considering a ballot measure and potential programming is still under development, Metro can use the EVA to develop a clearer set of regional challenges related to transportation and land use. However, to do that effectively, Metro staff will need to have a clearer sense of the region's desired transportation-related outcomes. These outcomes will need to go a step further than the formal goals and values used previously in EVA activities. They should be explicit about what an equitable, efficient, and resilient transportation system looks like from the household and firm perspective. Since very few metro areas nationally have drafted such a list, building consensus with internal and external stakeholders is a difficult first step for Metro staff. Yet once achieved, the EVA can measure progress against idealized benchmarks using combinations of different measures. To develop that list of appropriate measures, Metro should convene this new, transportation-focused stakeholder group to judge which measures most effectively communicate progress against preferred outcomes.

Critically, Metro can also use the experience from other implementation activities in this plan to enhance a future transportation ballot measure. Metro staff can use the results of the **evaluating past policies** to show the public how certain investments and land use reforms impacted economic development. Likewise, techniques developed under **public communication** can be used to communicate why transportation challenges are pressing and how approving a ballot measure will help address them. For example, if going with a corridor approach, Metro could test mapping techniques to demonstrate how investment in specific corridors will directly address regional economic priorities.

2040 Growth Concept and Related Projects:

While it's far beyond the capacities of this project to adequately review the Growth Concept or consider detailed reforms, there are a few clear areas where the EVA could inform future updates. First, the EVA could enhance understanding of Title 4 lands. The EVA development process revealed a clear need to run a boutique analysis around changing industrial needs of the region, including which industries are growing (and shrinking), how are establishment sizes changing, and how does all this impact real estate demand geographically and at specific sites. Similarly, the EVA can inform future housing policy under Titles 1 and 7. Considering the breadth of new housing investment and changing residential demands, the EVA can work in tandem with other tools to further contextualize strengths and weaknesses of specific housing regulations as they relate to changing neighborhood housing supply. Finally, an update to the 2011 State of the Centers report could use the EVA to inform contextual analysis. Especially if Metro adopts formal **economic development goals and values** or just by using the new **2018 RTP Goals**, it could be an ideal time to update the Centers analysis.

06 INTERNAL RESOURCES

Staffing and Task Delineation: The Investment Areas Division is the overarching lead on EVA activities. However, even with clear project ownership, the EVA's activities require input from staff spread across multiple Metro departments. The Investment Areas Division should draft clear documentation about which staff have which responsibilities to support EVA management. That documentation should also have the advance approval of relevant staff and their supervisors, including a recognition of the budgetary impacts. This exercise also creates an opportunity to clearly list all major tasks related to long-term EVA management. Brookings recommends this task take place prior to the final product launch to reflect changing responsibilities in response to other tasks in this plan.

Data Flexibility: The EVA's multiple statistical measures, from metropolitan summary information to tract-specific analytics, rely on a mix of federal, state, and Metro-managed data sources. To ensure those measures stay current, Metro staff should update the data vintages at select intervals. This will require Investment Areas Division staff to work with the Research Center to plan a long-term data collection, management, and maintenance strategy. That strategy should include an update schedule for internal and external data, the staffing needs to make those updates, the ideal method to apply data patches within the application, and moving necessary data inputs into continuous maintenance. This strategy should also ensure RLIS data management aligns with EVA needs, especially around discontinuing any datasets. Finally, the initial strategy should clarify when the EVA will consider new statistical measures and underlying data inputs. This point is

especially important in light of emerging datasets from the transportation sector—such as real-time origin-destination flows and new mobility patterns—and economic development firms—such as more granular locational industry data.

Ideally, the EVA's data strategy should create opportunities to improve some of Metro's overarching data policies. Automating EVA data fields can save time in the long-run and help design other automation activities. The EVA can explore how pooled data procurements—whether across multiple Metro departments or between Metro and outside partners—can reduce the marginal costs of proprietary data acquisitions, using past Metro precedent as a guide. The EVA strategy can also pilot an internally auditing procedure around data cost-benefit analysis, helping to determine when specific data sources are worth either their financial or management costs. Each of these strategy components requires coordination between the Investment Areas Division and the Research Center.

Application Resiliency: Metro's Enterprise Services team developed a tool that allows users to quickly analyze an enormous set of geospatial data, all while displayed in a crisp visual format. This successful demonstration of the EVA's capabilities relies on JavaScript code, but does use ESRI proprietary technology in places. In the long-run, the Metro team should continue to monitor whether the current coding and technology stack is the ideal vehicle for the EVA's operation. Research Center staff, plus colleagues in the region, can help advise to the costs and benefits between choices, including financial impacts and development cycles.

Budgeting: Based on decisions around **staffing** plus **data** and **application** management, the Investment Areas Division should be able to draft a more precise long-run budget. Even with resources secured to manage the EVA in the immediate term, a long-run budget will help Planning and Development Department staff secure the financial resources to keep the EVA

running for multiple years. This should include line items related to Planning staff, salary for other departments, and fixed costs related to data acquisitions and management, application-related expenses, and other fixed costs based on Metro accounting principles. Securing ample financial resources is essential to make the EVA part of the region's economic development ecosystem.

07 EVALUATION SYSTEMS

Tracking Users' Application Experience: The EVA provides an unparalleled ability to conduct multivariate analysis at the metropolitan and neighborhood scale using a mix of economic, social, and environmental measures. However, the sheer range of capabilities makes it hard to predict exactly who will use the tool, what components they will use, and how long they will use it. Fortunately, Enterprise Services already monitors users' activities across all of its applications. Enterprise Services and Investment Areas staff should collaborate to design a user reporting system, a process to more deeply analyze the results, and procedures to adjustments the application in response to their analyses. This tracking process should also lead to direct feedback to internal departments and external stakeholders. To the latter, the team handling **regional demonstrations** may want to plan follow-up visits to report user results after a set period of time. Similarly, the tracking process should convey use of specific data fields, including download habits, to inform future **data investments**.

Tracking Internal Use: In addition to user experience, the Investment Areas Division should monitor internal EVA use across specific internal operations. For example, staff should monitor how often the EVA is a component of presentations to JPACT. Another instance is to consider is how often ad hoc Planning and Development

Department projects would use EVA maps or statistical outputs. Designing a system to track internal use will require interviews with staff from multiple Metro departments and the actual tracking will require some level of staff time. If designed and executed effectively, however, the results could confirm how well the EVA has become a fabric of Metro's general workflows.

Tracking External Use: The Investment Areas Division should also add specific components to how they evaluate external use. A staff member should be responsible for recording how often they notice media stories, other published reports, public presentations, and similar public-facing activities reference EVA content in their materials. Recording each of these instances will also help the Investment Areas Division create basic summary statistics to determine which stakeholders are using the EVA the most often and the preferred presentation format. While nearly impossible to routinize, Investment Areas Division should also manually record feedback they receive from the EVA's **external network** and store those records in a common file location. In turn, this data and qualitative feedback should help create feedback loops to Research Center team members responsible for managing the application, especially as it relates to ease of use around mapping and statistical exports.

TABLE 1

Implementation Checklist

Category	Indicator	Measure	Public Data
Immediate Need	External Engagement	Network Stewardship: Design Plan	Investment Areas
		Regional Demonstrations: Assemble Team and Plan Activities	Investment Areas
		Internal Engagement: Tactics Development	Investment Areas
	New Support Infrastructure	Quantify Economic Development Goals and Values: Connect Measures to Goals/ Values	Investment Areas
	Adapting Metro Policies	Housing Bond: Develop EVA-related Submissions Framework	Planning
	Internal Resources	Staffing and Task Delineation: Through Final Launch	Investment Areas
Beta Launch	External Engagement	Regional Demonstrations: Limited Execution	Investment Areas
		Public Communication: Design Media and Partner Strategy	Investment Areas
		Internal Engagement: Execute Tactics	Investment Areas
	New Support Infrastructure	Quantify Economic Development Goals and Values: Develop Data Utility	IAD / RC
	Internal Resources	Data Flexibility: Develop Long-Range Strategy	IAD / RC
	Evaluation Systems	Tracking Users' Application Experience: Design Framework	IAD / RC
Tracking Internal Use: Design Framework		Investment Areas	
		Tracking External Use: Design Framework	Investment Areas
Final Launch	External Engagement	Regional Demonstrations: Execute	Investment Areas

Category	Indicator	Measure	Public Data
Final Launch	External Engagement	Public Communication: Execute Outreach	Investment Areas
	New Support Infrastructure	Evaluating Past and Future Decisions: Develop Retrospective Evaluation System	Planning / RC
	Adapting Metro Policies	RFFA and MTIP: Pilot an EVA-Related Application Template	Planning
		Housing Bond: Develop EVA-Related Communications Strategy	Planning
	Internal Resources	Application Resiliency: Business Assessment	IAD / RC
Internal Resources	Budgeting: Develop Long-term Budget and Staffing	Investment Areas	
6+ Months Post-Launch	New Support Infrastructure	Adopt Economic Development Goals and Values	Planning
		Quantify Economic Development Goals and Values: Measures and Connections Review	Investment Areas
		Evaluating Past and Future Decisions: Deploy Pilot Evaluations	Planning / RC
	Adapting Metro Policies	RTP: Refine Pilot Project Evaluation Template	Regional Planning
		RFFA and MTIP: Evaluate Results of Application Template	Resource Development
		Transportation Measure: Use EVA to Inform Preferred Outcomes and Regional Challenges	Planning
Internal Resources	Staffing and Task Delineation: Post-Launch Review	Investment Areas	
Multiple Years Post-Launch	External Engagement	Public Communication: Regular Media Updates	Investment Areas
	Adapting Metro Policies	RTP: Update Goals with More Economic Development Objectives	Regional Planning

Category	Indicator	Measure	Public Data
Multiple Years Post-Launch	Adapting Metro Policies	RTP: Add Overarching Policy around 'Industrial' or 'Economic Development'	Regional Planning
		RTP: Inform Performance Targets	Regional Planning / RC
		RTP: Enhance the 'Our Growing and Changing Region' Section	Regional Planning
		RTP: Enhance Mobility Corridor Development	Regional Planning
		RFFA: Inform New "Step 2" Priorities	Resource Development
		RTP and MTIP: Use EVA to Respond to Federal Planning Factors	Regional Planning/ Resource Development
		2040 Growth Concept: Various Inputs	Planning

08 ENDNOTES

1. For the purposes of this plan, “neighborhood” corresponds to Portland metropolitan area census tracts. Those can vary in population from roughly 1,000 to 10,000 people. The acreage can also vary, tending to get larger as population densities drop.
2. Stakeholders refers to the metropolitan and state actors Metro regularly convened throughout the EVA production process.
3. The Investment Areas Division already initiated this work while the EVA was under production, including communications with JPACT and the Metro Council.
4. See the “Selecting Data and Economic Performance Measures” memorandum for a more thorough description of how these goals and values relate to the selection of specific performance measures.
5. See the Use Case memorandum for more detail information.
6. More advanced econometric modeling would be required to isolate the impact of specific interventions on specific EVA-captured variables. Government and university economists could support such advanced modeling if Metro wants to explore in more detail.
7. This is according to the 2019-2022 Transportation Funding Allocation Calendar dated January 14, 2019.
8. Under the housing bond, this document uses ‘investment’ as short-hand for any non-administrative spending executed by the eventual program. It is meant to be inclusive of any eventual programming.

Acknowledgements

The Brookings Institution is a nonprofit organization devoted to independent research and policy solutions. Its mission is to conduct high-quality, independent research and, based on that research, to provide innovative, practical recommendations for policymakers and the public. The conclusions and recommendations of any Brookings publication are solely those of its author(s), and do not reflect the views of the Institution, its management, or its other scholars.

The Metropolitan Policy Program at Brookings would like to thank Portland Metro for their generous support of this research. The authors would like to thank the members of the Economic Value Atlas Task Force and other organizations around Portland who provided feedback to earlier versions of this research presented in July, 2017. The authors would also like to thank the individuals who contributed thoughts and comments related to an earlier draft of this report: Alan Berube, Joseph Kane, Annibel Rice, Ranjitha Shivaram, and other colleagues in the Portland metro area.

Brookings is committed to quality, independence, and impact in all of its work. Activities supported by its donors reflect this commitment.

Image Credits

Icons via Flaticon

Photos: Zack Spear and Abigail Keenan on Unsplash; Drown Soda and Bill Young on Wikimedia Commons

About the Metropolitan Policy Program at Brookings

The Metropolitan Policy Program at Brookings delivers research and solutions to help metropolitan leaders build an advanced economy that works for all.

To learn more, visit www.brookings.edu/metro.

The Brookings Institution is a nonprofit organization devoted to independent research and policy solutions. Its mission is to conduct high-quality, independent research and, based on that research, to provide innovative, practical recommendations for policymakers and the public. The conclusions and recommendations of any Brookings publication are solely those of its author(s), and do not reflect the views of the Institution, its management, or its other scholars. Brookings is committed to quality, independence, and impact in all of its work. Activities supported by its donors reflect this commitment.

For More Information

Adie Tomer
Fellow
Metropolitan Policy Program at Brookings
atomer@brookings.edu



B | Metropolitan Policy Program
at BROOKINGS

1775 Massachusetts Avenue, NW
Washington, D.C. 20036-2188
telephone 202.797.6139
fax 202.797.2965
website www.brookings.edu/metro