

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1326 FOR THE PURPOSE OF AUTHORIZING ENTERING INTO AN INTERGOVERNMENTAL AGREE- MENT REGARDING COORDINATION OF DECISION-MAKING FOR THE WESTSIDE CORRIDOR PROJECT AND HILLSBORO PROJECT

Date: September 17, 1990

Presented by: Andrew Cotugno

PROPOSED ACTION

Authorizing entering into an Intergovernmental Agreement with Tri-Met, Oregon Department of Transportation (ODOT), Portland, Beaverton, Hillsboro, Washington County and Multnomah County regarding decision-making for approvals of the Westside Corridor Project Preferred Alternative.

TPAC has reviewed the proposed agreement and recommends approval of Resolution No. 90-1326.

FACTUAL BACKGROUND AND ANALYSIS

Final approval of the preferred transit and highway alternative for the Westside Corridor Project will involve eight different jurisdictions at several different points in the process. Each decision probably represents a land use decision appealable by individuals and groups not satisfied with the selected alternative. This agreement identifies these decision points, the basis for appeal and procedures to ensure a proper process is followed in approving each decision. Generally, the following major decisions have been identified:

- A. Approval of Preferred Alternative Report. This is the key decision by all eight jurisdictions approving a common preferred alternative for the full length of the project. Findings of consistency with the statewide land use goals as well as findings of consistency with each comprehensive plan will be developed and adopted.
- B. Plan Amendments. Following approval of the preferred alternative, each jurisdiction may be required to amend their comprehensive plans (or the Regional Transportation Plan [RTP]) to reflect the selected preferred alternative.
- C. Design Review. Later in the process, various local approvals will be required for specific design features of the project.

The approval of the Preferred Alternative is the key decision point governing whether or not the project will be built and which option will be built. It is likely to be identified by the courts as the

policy decision to build the described project for land use purposes, even though a final construction decision is subject to further review under federal procedure. Individual comprehensive plan amendments will simply be follow-up actions to implement the preferred alternative approval if the project is not fundamentally changed. Design review approvals will be limited to questions regarding how the project will be built and will not be an opportunity to question whether the project is built.

The intergovernmental agreement also deals with jurisdictional responsibilities for preparation of findings and legal defense. The findings of consistency with the statewide goals will be the responsibility of the project with Metro's coordination. Findings for each comprehensive plan will be the responsibility of that jurisdiction. Similarly, any appeal of the preferred alternative approval will involve intervention by all eight jurisdictions on behalf of any jurisdiction whose decision was appealed. Conversely, appeals of later decisions will be the responsibility of that jurisdiction.

Approval of this intergovernmental agreement is proposed now to ensure that these procedures are properly defined before project approvals begin later this year.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1326.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING)	RESOLUTION NO. 90-1326
ENTERING INTO AN INTERGOVERN-)	
MENTAL AGREEMENT REGARDING CO-)	Introduced by
ORDINATION OF DECISION-MAKING)	George Van Bergen, Chair
FOR THE WESTSIDE CORRIDOR PROJECT)	Joint Policy Advisory
AND HILLSBORO PROJECT)	Committee on Transportation

WHEREAS, The Westside Corridor Project and Hillsboro Project are evaluating alternatives for light rail transit and highway improvements between Portland and Washington County; and

WHEREAS, Approval of the Preferred Alternative for these projects must be consistent with Oregon land use law; and

WHEREAS, The Metropolitan Service District, Tri-Met, Oregon Department of Transportation, Portland, Beaverton, Hillsboro, Washington County and Multnomah County will be parties to approving the Preferred Alternative; now, therefore

BE IT RESOLVED,

That the Council of the Metropolitan Service District authorizes entering into the Westside Transit Corridor Planning Coordination Agreement regarding coordination of decision-making for the Westside Corridor Project and Hillsboro Project in substantially the form contained in Exhibit A.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1990.

Tanya Collier, Presiding Officer

EXHIBIT A

WESTSIDE TRANSIT CORRIDOR
PLANNING COORDINATION AGREEMENT

THIS AGREEMENT is entered into this _____ day of _____, 1990, by the Metropolitan Service District (Metro), Oregon Department of Transportation (ODOT), Tri-County Metropolitan Transportation District of Oregon (Tri-Met), Washington and Multnomah counties, political subdivisions of the State of Oregon, and the cities of Beaverton, Hillsboro and Portland, incorporated municipalities of the state of Oregon.

WHEREAS, ORS chapter 190 authorizes units of local government and state agencies to enter into agreements for the performance of any or all functions and activities that a party to the agreement, its officers or agents, have authority to perform; and

WHEREAS, Statewide Planning Goal 11 (Facilities Planning), ORS 197.190, ORS 268.385, and OAR 660-11-015(2) require that city and county public facility plans and actions related to transportation facilities shall be coordinated with each other and state and federal providers of public facilities; and

WHEREAS, ORS 197.185 and OAR 660-11-015(3) require special districts to assist in the development of public facility plans for those facilities they provide, and to enter into intergovernmental cooperative agreements with affected jurisdictions or Metro to coordinate the plans and programs of the District affecting land use; and

WHEREAS, The Westside Corridor Project Draft Environmental Impact Statement (DEIS) was completed in 1982; and

WHEREAS, The Westside light rail transit was the recommended corridor and mode of transportation in the 1983 Preferred Alternative Report for the Westside Corridor from Downtown Portland to S.W. 185th Avenue; and

WHEREAS, Tri-Met prepared a DEIS Evaluation Report in January 1989 which identified changed circumstances and changes to the proposed action which would result in significant environmental impacts not addressed in the DEIS, and recommended supplementing the 1982 DEIS; and

WHEREAS, A Supplemental Draft Environmental Impact Statement (SDEIS) is being prepared by Tri-Met and ODOT, with the concurrence of the Urban Mass Transportation Administration (UMTA) and Federal Highway Administration (FHWA), to evaluate impacts of changed circumstances since 1982; evaluate the impacts of LRT alignment option and highway improvement refinements to the 1983 Preferred Alternative; and evaluate a No-Build

alternative as required by the National Environmental Policy Act, a Transportation Systems Management (TSM) alternative as required by UMTA, and short term options also required by UMTA; and

WHEREAS, A Preferred Alternative Report recommending an alternative is anticipated after hearings on the SDEIS technical findings; and

WHEREAS, Metro has initiated, with the concurrence of UMTA, an Alternative Analysis and Draft Environmental Impact Statement (AA/DEIS) for the Hillsboro Corridor west of 185th Avenue terminus of the Westside Corridor Project; and

WHEREAS, The Hillsboro AA/Draft EIS will evaluate an LRT extension, a TSM alternative, and a No-Build Alternative west of 185th Avenue; and

WHEREAS, A Preferred Alternative Report recommending an alternative is anticipated in the spring of 1991 after hearings on the AA/DEIS; and

WHEREAS, The Westside Corridor Project and Hillsboro Project Preferred Alternative adoption will be independent decisions; and

WHEREAS, State, regional, and local governments seek to coordinate facility planning for this major regional transportation corridor from the time a project configuration may first be adopted;

NOW, THEREFORE, METRO, ODOT, TRI-MET, MULTNOMAH COUNTY, WASHINGTON COUNTY, AND THE CITIES OF BEAVERTON, HILLSBORO AND PORTLAND AGREE AS FOLLOWS:

- I. Plan and Zoning Review: Metro, Counties and Cities hereby agree to initiate staff review of existing regional functional plan, comprehensive plan, and Public Facility Plan and land use regulation provisions relating to transportation in the Westside Corridor. These parties shall identify amendments to regional functional plans, and to local comprehensive plan policies, Public Facility Plan elements, and land use regulations and other adopted comprehensive plan implementation measures that are required if a "build" option is selected in the Preferred Alternative Reports, and to identify local plan and land use regulation requirements for which findings of consistency will be necessary.

II. Project Goal Findings:

A. All parties hereby agree to consider and take action on the Preferred Alternative Reports as follows:

1. Metro shall consider any appropriate amendments to its Regional Transportation Plan at the time it considers adoption of the Preferred Alternative Reports recommendation of a project alternative for the Westside Corridor and Hillsboro Project by Resolution.
2. Each County and City shall consider either (a) a Resolution adopting the Preferred Alternative Reports if the recommended project is consistent with its comprehensive plan, or (b) a Resolution of Intent approving the recommended alternative subject to review of any comprehensive plan or land use regulation amendments needed to adopt the Preferred Alternative Reports.
3. Tri-Met shall consider adoption of the Preferred Alternative Reports after Metro, Counties, and Cities have considered Resolutions under this section.
4. ODOT will take such actions as may be required on the Preferred Alternative Reports in the manner to be set forth in a state agency coordination program to be certified by the Land Conservation and Development Commission in the fall of 1990.

If adopted by any party the Preferred Alternative Reports shall be supported by findings of consistency with applicable statewide goals and specific comprehensive plan provisions and other land use regulations of individual jurisdictions.

B. All parties hereby agree to provide staff participation in the development of land use findings for applicable statewide planning goals for any project configuration in the Preferred Alternative Reports considered for adoption by all affected jurisdictions. The Westside Corridor Project and the Hillsboro Project shall be responsible for the development of Project Goal

Findings with the participation and assistance of all parties coordinated by Metro.

- C. If the Reports are adopted, each party shall prepare any appropriate amendments to its comprehensive plan based upon these project goal findings needed to be consistent with the Preferred Alternative Reports. Each party takes such action in accordance with the adoption procedures established for the party as indicated in III. below. If any County or City adopts a Resolution of Intent, it shall immediately authorize staff to notify the Director of the Department of Land Conservation and Development of any proposed comprehensive plan or land use regulation amendments and schedule the final hearing to consider adoption of the proposed amendments.

III. Specific Plan Findings: Each County and City which adopts a Resolution of Intent requiring consideration of comprehensive plan policy or map amendments, public facility plan amendments, amendments to land use regulations, amendments to other adopted comprehensive plan implementation measures, or additional goal findings consistent with incorporation of an adopted Preferred Alternative Reports for the Westside Corridor Project or Hillsboro Project shall be responsible for preparing findings particular to its plan to supplement Project Goal Findings. Any such amendments, supported by specific plan and goal findings, shall be prepared for consideration at the time the Preferred Alternative Reports recommendation with project goal findings is considered, to the extent possible. If comprehensive plan, or public facility plan, or other changes are not required, each County and City shall prepare for consideration any findings required to demonstrate consistency of the Preferred Alternative Reports with its adopted comprehensive plan and land use regulations at the time the Preferred Alternative Reports are considered for adoption.

IV. Local Implementation: Implementation of comprehensive plan provisions for any Westside Corridor Project or Hillsboro Project will require detailed project design and mitigation specifications. These details are beyond the scope of a Preferred Alternative Reports project recommendation. Such design specification decisions shall be accomplished at design review or permit approval by each city or county consistent with its comprehensive plan, public facility plan, and

zoning ordinance for that portion of the Westside Corridor or Hillsboro facility within its jurisdiction.

Specifically, in the City of Portland additional design specification decisions may include, but are not limited to the following actions: design review approval; land use approval for tracks, transit stations, electrical substations, and/or park-and-ride facility, if required by the underlying zone; the approval of easements, street use permits and/or subsurface leases pertaining to City rights-of-way; City Engineer order requiring relocation of existing facilities to accommodate construction; City Forester review under the proposed Scenic Resources Protection Plan, if adopted; review and selection of E zone mitigation measures, if applicable; and condemnation of property to accommodate construction, if necessary.

In Washington and Multnomah counties, public utility special use permits may be required for any park-and-ride facilities, transit centers, and relocation of public utilities. Facilities permits may be required for LRT crossings of county roads, drainage pipes or other structures.

In the City of Beaverton, additional design specification decisions may be made following any necessary amendments to the General Plan and Development Code resulting from the adoption of a preferred alignment by one or more of the following actions: review by the Facilities Review Committee, which may include review of easements, street use permits, utilities, electric substations, and related technical issues; design review approval; floodplain alternation approval, land use approval for tracks, park-and-ride lots, and/or stations and related facilities; and the condemnation of property necessary to accommodate construction of the selected preferred alternative.

In the City of Hillsboro, additional design specification decisions may include, but are not limited to the following actions: Development Review approval; floodplain alteration approval, cultural resource alteration approval, land use approval for transit stations, electrical substations, and/or park-and-ride facilities, if required by the underlying zone; the approval of easements, street use permits and/or subsurface leases pertaining to City rights-of-way; relocation of existing facilities to accommodate

construction; and condemnation of property to accommodate construction, if necessary.

- V. Joint Defense of Appeals: All parties hereby agree that the appeal of any party's action to LUBA or the courts based on the regional goal findings in II. above, shall cause the remaining parties who have adopted the Preferred Alternative Reports or a Resolution of Intent to intervene as parties to the appeal with coordinated participation and representation in defense of the recommendation decision. An appeal based on additional plan or land use regulation amendments and findings in III., above, or an implementation action under IV., above, shall be the responsibility of the affected jurisdiction with the cooperation of all remaining parties, as appropriate.

VI. Coordination of Planning and Implementation Actions:

A. Definitions

1. Regional Transportation Plan means the regional functional plan for transportation adopted by Metro pursuant to ORS 268.390(2) containing transportation project recommendations and requirements identified as necessary for orderly and responsible development of the metropolitan area.
2. Comprehensive Plan shall have the meaning set forth in ORS 197.015(5).
3. Land Use Regulation shall have the meaning set forth in ORS 197.015(11).
4. Supplemental Draft EIS is the document being prepared by Tri-Met and ODOT with the concurrence of UMTA and FHWA to comply with the requirements of NEPA.
5. Preferred Alternative Report is the report being prepared to define the preferred alternative of light rail transit and any needed highways for the Westside Corridor Project.
6. Westside Corridor Project is the transit and highway project from downtown Portland to 185th Avenue.

7. Hillsboro Project is the project from 185th Avenue to the Hillsboro Transit Center.

B. Metro, Counties and Cities shall provide all parties with the appropriate opportunity to participate, review and comment on proposed amendments to or adoption of the regional transportation plan, comprehensive plans, or implementing regulations relating to a Westside Corridor project. The following procedures shall be used by these parties to notify and involve all parties in the process to amend or adopt a regional transportation plan, comprehensive plan, or implementing regulation relating to a Westside Corridor project:

1. The party with jurisdiction over a proposed amendment, hereinafter the originating party, shall notify the other parties, hereinafter responding parties, of the proposed action at the time such planning efforts are initiated, but in no case less than forty-five (45) days prior to the final hearing on adoption. The specific method and level of involvement may be finalized by "Memorandums of Understanding" negotiated and signed by the planning directors or other appropriate staff of the respective parties. "Memorandums of Understanding" shall clearly outline the process by which the responding party shall participate in the adoption process.
2. The originating party shall transmit draft recommendations on any proposed actions to the responding parties for review and comment before finalizing. Unless otherwise agreed to in a "Memorandum of Understanding," responding parties shall have ten (10) days after receipt of a draft to submit comments orally or in writing. Lack of response shall be considered "no objection" to the draft.
3. The originating party shall respond to the comments made by the responding party either by a) revising the final recommendations, or b) by letter to the responding party explaining why the comments cannot be addressed in the final draft.
4. Comments from the responding parties shall be given consideration as a part of the public record on the proposed action. If after such consideration, the originating party acts contrary to the position of a responding party, the

responding party may seek appeal of the action through the appropriate appeals body and procedures.

5. Upon final adoption of the proposed action by the originating party, it shall transmit the adopting ordinance to the responding party as soon as publicly available, or if not adopted by ordinance, whatever other written documentation is available to properly inform the responding party of the final actions taken.

VII. Amendments to this Facilities Planning Coordination Agreement

- A. The following procedures shall be followed by all parties to amend the language of this agreement:
 1. The party originating the proposal, shall submit a formal request for amendment to the responding parties.
 2. The formal request shall contain the following:
 - a. A statement describing the amendment.
 - b. A statement of findings indicating why the proposed amendment is necessary.
 - c. If the request is to amend a recommendation of the Preferred Alternative Report, a map which clearly indicates the location of the proposed change and surrounding area.
 3. Upon receipt of a request for amendment from the originating party, responding parties shall schedule a review of the request before the appropriate governing bodies with forty-five (45) days of the date the request is received.
 4. All parties shall make good faith efforts to resolve requests to amend this Agreement. Upon completion of the review, the reviewing body may approve the request, deny the request, or make a determination that the proposed amendment warrants additional review. If it is determined that additional review is necessary, the following procedures shall be followed:
 - a. All parties shall agree to initiate a joint study. Such a study shall commence within thirty (30) days of the date it is determined

that a proposed amendment creates a disagreement, and shall be completed within ninety (90) days of said date. Methodologies and procedures regulating the conduct of the joint study shall be mutually agreed upon by all parties prior to commencing the study.

b. Upon completion of the joint study, the study and the recommendations drawn from it shall be included within the record of the review. The party considering the proposed amendment shall give careful consideration to the study prior to making a final decision.

B. The parties will jointly review this Agreement every two (2) years to evaluate the effectiveness of the processes set forth herein and to make any amendments. The review process shall commence two (2) years from the date of execution and shall be completed within sixty (60) days. All parties shall make a good faith effort to resolve inconsistencies that may have developed since the previous review. If, after completion of the 60-day review period inconsistencies still remain, any party may terminate this Agreement.

METROPOLITAN SERVICE DISTRICT

OREGON DEPARTMENT OF
TRANSPORTATION

TRI-COUNTY
METROPOLITAN TRANSPORTATION
DISTRICT OF OREGON

WASHINGTON COUNTY

MULTNOMAH COUNTY

CITY OF BEAVERTON

CITY OF HILLSBORO

CITY OF PORTLAND

LS/gl
1024c



Regional Urban Growth Goals and Objectives

August, 1990 - Review Draft

Planning and Development
Department

METRO

Urban Growth Management Plan Policy Advisory Committee Members

Jim Gardner, Metro Council, chair

Bonnie Hays, Chair, Washington
County Commission, representing
Multnomah County

Gladys McCoy, Chair, Multnomah
County Commission, representing
Multnomah County

Darlene Hooley, Chair, Clackamas
County Commission, representing
Clackamas County

Earl Blumenauer, Commissioner,
City of Portland, representing the City
of Portland

Larry Cole, Mayor, City of Beaverton,
representing Washington County cities

Gussie McRobert, Mayor, City of
Gresham, representing Multnomah
County cities

Alice Schlenker, Mayor, City of Lake
Oswego representing Clackamas
County cities

Lawrence Bauer, Metro Councilor,
representing the Metro Council

Tom Dejardin, Metro Councilor,
representing the Metro Council

Richard Devlin, Metro Councilor
representing the Metro Council

Mike Nelson, President, GSL Homes,
representing land development interests

Charlie Hales, Home Builders
Association of Metropolitan Portland,
representing land development interests

Henry Richmond, Executive Director,
1000 Friends of Oregon, representing
land conservation interests

Ken Buelt, representing land
conservation interests

Don McClave, President, Portland
Chamber of Commerce, representing
business interests

Linda Peters, representing citizen
interests

Urban Growth Management Plan Technical Advisory Committee Members

Richard Carson, Director, Planning
and Development Department, Metro,
Chair

Lorna Stickel, Planning Director,
Multnomah County

Norm Scott, Planning Department,
Clackamas County

Brent Curtis, Planning Director,
Washington County

Bob Stacey, Planning Director,
City of Portland

Scott Cline, Planning Director,
City of Troutdale

Sandra Korbelik, Planning Department,
City of Lake Oswego

Denyse McGriff, Planning Department,
City of Oregon City

Jon Allred, Planning Department,
City of Forest Grove

Wink Brooks, Planning Director,
City of Hillsboro

Jim Sitzman, regional representative,
Oregon Department of Land
Conservation and Development

Terry Wilson, Grubb and Ellis

Mary Dorman, Dorman, White
Company

Jacqueline Tommas, Clackamas
County CPOs

John Miller, Multnomah County CPOs

Pat Kliewer, Washington County CPOs

Burton Weast, Executive Director,
Special Districts Associations of
Oregon

Mary Weber, Project Manager,
Tualatin Valley Economic
Development Corporation, Inc.

Paul Ketcham, Senior Planner,
1000 Friends of Oregon

Andy Cotugno, Director,
Transportation Department, Metro

Metro Staff Planning and Development Department

Rich Carson, Director
Pat Lee
Ethan Seltzer
Mark Turpel

REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

Table of Contents

	Page
Regional Urban Growth Goals and Objectives	
Introduction	1
Guiding Principles	2
Principles	3
Goal I Built Environment of the Region	4
Objective 1 Housing	4
Objective 2 Public Facilities and Services	5
Objective 3 Transportation	6
Objective 4 Economic Opportunity	7
Goal II Natural Environment of the Region	9
Objective 5 Water Resources	9
Objective 6 Clean Air	9
Objective 7 Natural Areas	10
Objective 8 Protection of Agricultural and Forest Resource Lands	11
Goal III Urban Form	12
Objective 9 Urban/Rural Boundary	12
Objective 10 Developed Urban Land	13
Objective 11 Urban Growth Boundary	14
Objective 12 Urban Design	14
Goal IV Planning Process	16
Objective 13 Citizen Participation	16
Objective 14 Notification	16
Objective 15 Amendments to the Regional Urban Growth Goals and Objectives	16
Glossary	17

REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

Introduction

The Regional Urban Growth Goals and Objectives are the result of a planning process initiated by Metro in early 1989. Metro identified the need for a policy framework for guiding its regional planning program and management of the region's Urban Growth Boundary (UGB), something that the legislature intended Metro to develop upon its formation in 1979.

The legislature directed Metro to develop a set of land use planning goals and objectives, themselves consistent with the statewide planning goals, for purposes of planning coordination in the region (ORS 268.380). A final set of regional urban growth goals and objectives will be adopted by the Metro Council and will be binding on all Metro planning activities including the management of the region's UGB and the development of the Regional Transportation Plan. In addition, they may affect the comprehensive plans of local jurisdictions as local and regional plans are inter-related in the future.

Metro began the policy development process that has yielded this draft with the formation of Policy and Technical Advisory Committees. The first task was the identification of the issues accompanying urban growth. These issues were identified using data derived from this region as well as from the experience of other major metropolitan areas in North America. These issues were then reviewed through a series of 16 public workshops in the fall of 1989, and further refined at the first annual Regional Growth Conference, sponsored by Metro, Portland General Electric, and the League of Women Voters and held in January, 1990.

With a full slate of issues in hand, the Policy and Technical Advisory Committees developed this proposal for regional urban growth goals and objectives beginning in February of 1990 and concluding in early July. This document will now be reviewed through another series of public workshops, reviewed by the Policy and Technical Advisory Committees in light of the comments received, and presented to the Metro Council for adoption in late 1990.

For further information, please contact Ethan Seltzer or Mark Turpel at 221-1646.

GUIDING PRINCIPLES

The development of the Regional Urban Growth Goals and Objectives occurred through hours of discussion among members of the Policy and Technical Advisory Committees. The goals and objectives reflect a major consensus between business, government environmentalist and the region's citizens. Clearly there are more details to be worked out and will undoubtedly be the subject of spirited debate in the next several years.

Emerging from this review draft are a number of core principles that express the hopes and desires of the many participants in the planning process for the future of the region. The 16 guiding principles are the building-blocks for the development of a metropolitan vision. The next step, to occur following the adoption of a final set of Regional Urban Growth Goals and Objectives, will be the translation of the guiding principles and the goals and objectives into actual physical plans for the long-term evolution of this metropolitan region.

GUIDING PRINCIPLES

General Concepts

- 1) **Quality** - The Portland metropolitan area will be known internationally for the effort made and achievements by its people to maintain and enhance urban quality of life. This is a healthy, good place to live, one that sustains as well as inspires.
- 2) **Different** - This urban region is different than any other in North America, and its ability to remain that way will be credited to the foresight, creativity, and action of its people.
- 3) **Diversity** - The urban region will be even more diverse physically, culturally, and economically in the future, and the planning and development of the region will anticipate and embrace this trend.
- 4) **Opportunity, Equity, and Fairness** - This will be a region of opportunity, shaped by the people who live and work here and, in turn, offering a place within which individual effort is supported and encouraged. Further, in this region we care about each other, as individuals as well as jurisdictions, and are committed to sharing the prosperity we envision so that no segment of our community and no community is denied access to present and future opportunities.
- 5) **Character** - This will be a region with a sense of place, one whose identity is clearly apparent and consciously embraced.

Growth and Change

- 6) **Growth** - This will be a growing region where jobs, affordable housing, and public services are available and capable of meeting the needs of the evolving urban population.
- 7) **Accessible** - This will be an accessible region, where mobility is planned for and provided through an efficient, balanced transportation system.
- 8) **Compact** - Urban planning will foster a compact development form, favoring efforts to use all existing urban land as efficiently as possible in order to avoid future sprawl.

- 9) **Linkage** - This is a thoughtful region, where considerable effort will be made to ensure the quality of relationships between urban and rural, urban center and suburban fringe, and citizens and the city.
- 10) **Natural Areas** - The identity of the urban region in the future will be strongly tied to the presence of natural areas linked by functional wildlife and recreation corridors.
- 11) **Major Urban Centers** - Rather than a region with one center and multiple suburbs, this region in the future will have several mixed use, high density, pedestrian oriented economic activity centers, accessible by transit and exemplifying the highest standards of urban design.
- 12) **Conservation** - We will be careful with our natural and cultural heritage, mindful of what we have inherited and equally mindful of what we will contribute to the future.

Implementation

- 13) **Workable** - Both the vision for the future of the region as well as the development occurring here will be models for the ways in which metropolitan areas can manage their growth in practical and cost-effective ways.
- 14) **Continuity and Vision** - This region is committed to choosing and seeking its future through participatory long-term planning, and can remain focused on its long-term objectives while addressing the demands of the day.
- 15) **Coordination** - This is a region of complex but critical inter-relationships. Our ability and resolve to functionally inter-relate jobs, housing, and services, as well as the plans of cities, counties, special districts, regions and states, will be the true test of our aspirations for maintaining and enhancing metropolitan quality-of-life.
- 16) **Roles** - Successful management of urban growth will require the cooperation and coordination of state, regional, city, and county governments and special districts.

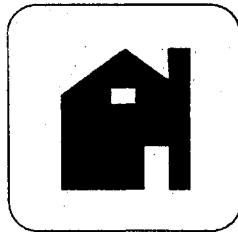
REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

GOAL I: BUILT ENVIRONMENT OF THE REGION

Development in the region shall occur in a coordinated and balanced fashion as evidenced, at a minimum, by the provision of infrastructure and critical public services concurrent with the pace of urban growth; the meshing of local comprehensive plans with public investment decisionmaking at all levels; the continued evolution of regional economic opportunity; and the location of jobs, housing, supporting commercial activity, parks, and open space in relation to each other in order to decrease the number and length of automobile trips required to support a household.

OBJECTIVE 1. HOUSING

There shall be a range of housing types available inside the UGB, for rent or purchase at costs in balance with the range of household incomes in the region. Housing should be located in proximity to major activity centers and the regional transportation system.



Policy 1.1 Metropolitan Housing Rule - The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the preparation of local comprehensive plans in the urban region that:

- provide for the sharing of regional housing supply responsibilities by ensuring the presence of single and multiple family zoning in every jurisdiction; and
- plan for local residential housing densities that support net residential housing density assumptions underlying the regional urban growth boundary.

However, it is now time to develop a new regional housing policy that directly addresses the following issues:

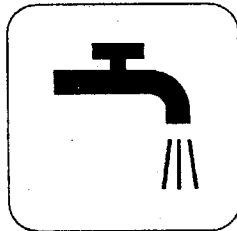
- **Diverse Housing Needs** - It shall be the policy of the region to address the diverse housing needs of the present and projected population of the region, and to correlate those needs with the available and prospective housing supply. Upon identification of unmet housing needs, a regionwide strategy shall be developed which takes into account subregional opportunities and constraints, and the relationship of market dynamics to the management of the overall supply of housing.
- **Housing Affordability** - Affordability shall be defined as the availability of housing such that no more than 30% (an index derived from federal, state, and local housing agencies) of the monthly income of the household need be spent on shelter. Public policy shall be designed to assure an adequate supply of housing for rent and/or sale at prices in line with the median household income

in the region. If, following a housing needs analysis, certain income groups in the region are found to not have affordable housing available to them, it shall be the policy of the region to focus land use policy and public and private investment towards meeting that need.

- **Housing Location** - Public policy and investment shall encourage the development of housing in locations near or adjacent to employment that is affordable to employees in those enterprises, or in other locations consistent with adopted public policy for the development of the regional transportation system.

OBJECTIVE 2. PUBLIC SERVICES AND FACILITIES

Public services and facilities (such as public safety, water and



sewerage systems, parks, schools, libraries, the solid waste management system, stormwater management facilities) shall be planned and developed so as to: minimize cost; maximize service efficiencies and coordination; and result in net improvements in environmental quality; keep pace with growth, without any loss of existing service levels and desired service levels are ultimately achieved.

Policy 2.1 Planning Area - The regional urban growth goal, objectives, and policies for Urban Form shall be used as the basis for identifying the long-term geographical

planning area for the provision of all urban services.

Policy 2.2 Efficiency - Public facilities and services should be planned so that the provision of the service leads to the greatest efficiency and cost effectiveness. Where consolidation of service providers leads to greater efficiency and cost effectiveness, it shall be the policy of the region to seek that consolidation. Jurisdictions choosing to avoid such consolidation when it is demonstrated to lead to greater efficiency and cost effectiveness will be required to demonstrate that their decision will have no adverse impacts on service delivery systems and the ability to meet service needs elsewhere in the region.

Policy 2.3 Environmental Quality - Public facility and service development shall maintain and enhance environmental quality, individually and collectively, across political boundaries. It shall be the policy of the region to pursue the development of public facilities and services which meet federal and state standards for environmental quality, are energy efficient, and promote the efficient use and conservation of resources.

Policy 2.4 Forecast Need - Public service and facility development shall be planned to accommodate the rate of urban growth forecast in the adopted regional growth forecast for the forecast period. Contingency plans shall be developed to accelerate system development should 5-year growth rates exceed forecast expectations.

Policy 2.5 Facility Sizing - Public service and facility plans shall be sized to accommodate the planned density of adopted comprehensive plans. Public service and facility plans shall integrate planning for key services and facilities,

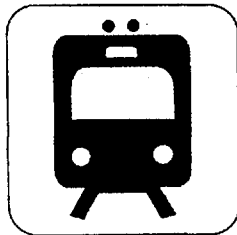
recognizing that to achieve a total public service and facility package which is the most cost-effective may require less than optimum financial commitments for one or a number of services or facilities.

Policy 2.6 Concurrent Funding - It shall be the policy of the region to seek the provision of a wide range of public facilities and services concurrent with urban growth. However, the primary obstacle for providing a wide range of public facilities and services concurrent with new urban development is financial. Planning for concurrency, and requiring concurrency, is not enough. Developing funding mechanisms is critical. An aggressive effort shall be made to seek funding mechanisms to achieve concurrency. Two results are expected with this effort:

- A formula which apportions responsibility for paying for public facilities and services needed to achieve concurrency among new development, existing development, the state, the region, cities, counties, and special districts.
- Tools and techniques to enable each of the responsible parties to secure the funds necessary to meet the overall objective of concurrency.

OBJECTIVE 3. TRANSPORTA- TION

A regional transportation system shall be developed which provides adequate levels of mobility consistent with local



comprehensive plans and state and regional policies and plans; recognizes financial constraints; and minimizes the environmental impacts of system development, operations, and maintenance.

Policy 3.1 Transportation Coordination - Build on existing mechanisms for coordinating transportation planning in the region by:

- identifying the role for local transportation system improvements and relationship between local, regional, and state transportation system improvements in regional transportation plans;
- clarifying institutional roles, especially for plan implementation, in local, regional, and state transportation plans; and
- including plans and policies for the inter-regional movement of people and goods by rail, ship, barge, and air in regional transportation plans.

Policy 3.2 Mobility - In portions of the region outside of designated economic activity centers, adequate mobility will be provided by:

- first, encouraging growth in areas having transportation system capacity that meets regionally adopted mobility goals;
- second, actively working to meet the mobility needs of those areas in ways that do not require new transportation system construction; and
- third, as a last resort, expanding the capacity of existing systems or developing new transportation system infrastructure.

Policy 3.3 System Priorities - In developing new regional transportation system infrastructure, the highest priority will be meeting the mobility needs of designated economic activity centers. Such needs, associated with ensuring access to jobs, housing, and shopping within and among those centers, will be assessed and met through a combination of intensifying land uses and increasing transportation system capacity so as to minimize negative impacts on environmental quality, urban form, and urban design.

Policy 3.4 Barriers - Structural barriers to mobility for transportation disadvantaged populations will be assessed in the current and planned regional transportation system and will be addressed through a comprehensive program of transportation and non-transportation system based actions.

Policy 3.5 Transport of Goods - The needs for movement of goods via trucks, rail, and barge will be assessed and addressed through a coordinated program of transportation system improvements and actions to affect the location of trip generating activities.

Policy 3.6 Environmental Considerations The regional transportation system shall be planned to:

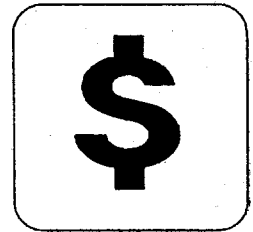
- minimize, as much as practical, the region's transportation-related energy consumption through improved auto efficiencies and increased use of transit, carpools, vanpools, bicycles and walking;
- maintain the region's air quality (see clean air objective);
- remove through-traffic from

neighborhood streets which results from congestion on adjacent facilities.

- minimize negative impacts on parks, public open space, wetlands, and negative effects on communities and neighborhoods arising from noise, visual impacts, and physical segmentation.

Policy 3.7 Transportation Balance - Planning for increased use of transit shall address a broad range of requirements for making transit competitive with the private automobile.

OBJECTIVE 4. ECONOMIC OPPORTUNITY



Public policy shall encourage the development of a diverse and sufficient supply of jobs, especially family wage jobs, in economic activity centers and other appropriate locations throughout the region; and, seek the full utilization of the labor force in the region through ongoing efforts to provide education and training linked to the needs of present and prospective employers.

Policy 4.1 Economic Coordination - Enhance coordination among economic development groups by:

- completing and maintaining a regional and subregional economic analysis, identifying specific impediments to and opportunities for the retention, recruitment, and

start-up of private and nonprofit sector organizations with jobs that pay family wage levels or better;

- identifying as a priority for recruitment, retention, and expansion those basic industries that would further broaden and diversify the region's economic base while maintaining or enhancing the region's average wage/average housing cost ratio; and
- complementing and linking job development efforts with an active and comprehensive program of training and education to improve the overall quality of the region's labor force.

In particular, public efforts to provide labor training and education shall focus on the needs of economically disadvantaged, minority, and elderly populations.

Policy 4.2 Economic Analysis - Regional and subregional economic opportunities analyses, as described in Statewide Planning Goal 9 (Economic Development), shall be conducted to assess the adequacy and, if necessary, modify the supply of vacant and redevelopable land inventories designated for a broad range of employment activities. Target industries will be identified through a regional "economic opportunity analysis". Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries.

Policy 4.3 Employment Locations - Public policy shall encourage the development of employment and any rezoning of existing urban land or the zoning of new or future urban land for

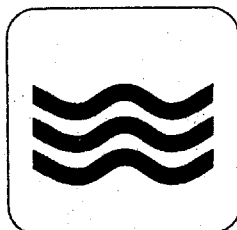
employment or commercial purposes in locations consistent with regional urban growth goals and objectives for housing, public facilities and services, transportation, and urban form.

GOAL II: NATURAL ENVIRONMENT OF THE REGION

Preservation, use, and modification of the natural environment of the region shall occur so as to maintain and enhance environmental quality while striving for the wise use and preservation of a broad range of natural resources.

OBJECTIVE 5. WATER RESOURCES

Planning and management of water resources shall be coordinated in order to maintain the quality and ensure sufficient quantity of surface and groundwater in and available to the region.



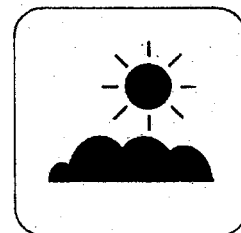
Policy 5.1 Formulate Strategy - A long-term strategy is needed to identify and satisfy the beneficial water uses of the region while accommodating growth. Towards that end, a coordinated planning program for water resources management shall be instituted to:

- Identify the future resource needs of the region for municipal and industrial water supply, irrigation, fisheries, recreation, wildlife, environmental standards and aesthetic amenities;
- Monitor water quality and quantity trends vis-a-vis beneficial use standards adopted by federal, state, regional, and local governments for specific water resources important to the region;

- Collectively reexamine standards - Beneficial use standards will be examined in light of apparent water resources trends, projected growth in the region, and livability expectations of residents;
- Assess the cost of water resource management scenarios; and
- Coordinate water resource management responsibilities shall be coordinated among affected institutions and agencies to satisfy the beneficial uses identified through this process.

OBJECTIVE 6. CLEAN AIR

Air quality shall be protected and enhanced so that growth can occur, human health is unimpaired, and the visibility of the Cascades and the Coast Range from within the region is maintained.

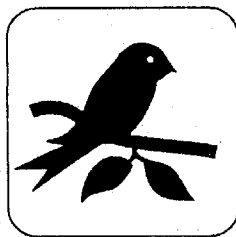


Policy 6.1 Action Program - An air quality management plan shall be developed for the regional airshed outlining existing and forecast air quality problems, identifying prudent strategies, and recommending an action program which includes consolidation of Oregon and Clark County Air Quality Management Areas.

Policy 6.2 Monitoring - Air quality will be actively monitored to achieve the following air quality goals:

- Hydrocarbon emissions from all sources should not exceed Federal ozone standard of .12 ppm (parts per million). (current policy from RTP)
- Areas with concentrations of carbon monoxide emissions from transportation-related sources should not exceed the Federal standard of 9 ppm. (current policy from RTP)
- All transportation plans and local comprehensive plans, when taken in aggregate should be consistent with the State Implementation Plan (SIP) for air quality. (current policy from RTP)
- Standards for visibility, adopted through the planning process referenced in Policy 1, which meets the general objective of ensuring that views of the mountains are not impeded by air pollution as growth occurs.

OBJECTIVE 7. NATURAL AREAS, PARKS AND WILDLIFE HABITAT



Sufficient open space in the urban region shall be acquired, or otherwise protected, and managed to provide reasonable and convenient access to sites for passive and active recreation; and a system of regionally significant interconnected habitat capable of supporting the continued presence of native wildlife in the urban area and the region.

Policy 7.1 Open Space Assessment - Quantifiable targets will be established to set aside certain amounts and types of open space -- neighborhood, community and regional parks, as well as other types of open space for passive recreational activities -- in order to meet local needs while sharing responsibility for meeting metropolitan open space demands. This effort will begin with an inventory of existing open space set asides and opportunities in order to determine areas within the region where open space deficiencies exist now or likely will given adopted land use plans and growth trends. An assessment of current and prospective active recreational needs shall be made, employing both locally generated and national standards for park land provision. Multi-jurisdictional tools for planning and financing the protection and maintenance of open space resources will be developed.

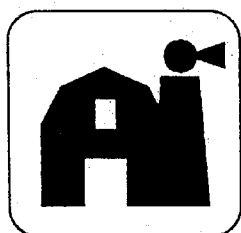
Policy 7.2 Corridor Systems - The development of interconnected recreational and wildlife corridor systems within the metropolitan region will be coordinated to:

- develop a system of trails, capable of functioning as a unit within the region through the use of compatible standards and use objectives, to link public and private open space resources within and between jurisdictions; communities with each other; and communities with significant open space and wildlife habitat.
- develop a system of wildlife corridors capable of linking significant wildlife habitat in order to sustain and enhance populations of native wildlife in the urban area.
- implement the Willamette River Greenway plan by the turn of the century.

Policy 7.3 - Wildlife Inventory - A detailed biological field inventory of the region will be maintained to establish an accurate baseline of native wildlife populations. Target population goals for native species will be established through a public process which will include an analysis of amounts of habitat necessary to sustain native populations at target goal levels. After target native wildlife population goals have been adopted, necessary habitat will be identified, protected, and in some cases created. The planning process will emphasize habitat corridors and sites which play a significant role in sustaining baseline native wildlife populations.

Policy 7.4 Land Bank - A land-banking program both within and outside the urban area will be used to ensure that preservation needs and options are not precluded by future urban development or resource lands management/production programs. Open space preservation will be incorporated in planning and regulatory programs.

OBJECTIVE 8. PROTECTION OF AGRICULTURE AND FOREST RESOURCE LANDS



Agricultural and forest resource land outside the urban growth boundary shall be identified and protected from urbanization, and accounted for in regional economic and development plans.

Policy 8.1 Urban Limits - Outside and adjacent to the urban growth boundary are rural resource lands that should never be urbanized.

Policy 8.2 Urban Expansion - For rural lands that are available for future urbanization the following hierarchy should be used for identifying priority sites for urban expansion to meet demonstrated needs for urban land:

- First, propose such expansions on rural lands excepted from Statewide Planning goals 3 and 4 in adopted and acknowledged county comprehensive plans. This recognizes that small amounts of rural resource land adjacent to or surrounded by those "exception lands" may be necessary for inclusion in the proposal to improve the efficiency of the boundary amendment.
- Second, consider secondary forest resource lands, or equivalent, as defined by the state.
- Third, consider secondary agricultural resource lands, or equivalent, as defined by the state.
- Fourth, consider primary forest resource lands, or equivalent, as defined by the state.
- Finally, when all other options are exhausted, consider primary agricultural lands, or equivalent, as defined by the state.

Policy 8.3 Resource Economy -Included in a regional economic opportunities analysis carried out as directed by Policy 4.2, shall be a consideration of the agricultural and forest products economy associated with lands adjacent to or near the urban area.

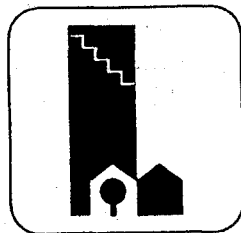
GOAL III: URBAN FORM

The management of the urban land supply shall occur from a regional perspective, be directed to achieve a compact urban growth form, contribute to creating a clear distinction between urban and rural lands, and reflect the inter-relationship between development of vacant land and redevelopment objectives in all parts of the urban region.

OBJECTIVE 9. URBAN/RURAL BOUNDARY

The pattern of development providing the transition between urban and rural

lands shall be planned and developed in a manner that makes best use of the natural and built landscape, efficiently connects to existing and planned public service and facility systems, and recognizes the likely long-term prospects for regional urban growth.



Policy 9.1 Boundary Features - The Metro urban growth boundary shall, where feasible, be located using natural or built geographic features, such as roads, drainage divides, floodplains, and powerlines.

Policy 9.2 Urban Reserves - Fifty-year "urban reserves", adopted for purposes of coordinating planning and delineating areas for future urban expansion, shall be identified and reviewed every 15 years based on the regional urban growth goals, objectives, and policies. Establishment of urban reserves will take into account the

efficiency with which the proposed reserve can be provided with urban services in the future, the unique land needs of specific urban activities assessed from a regional perspective, and the regional urban growth goals and objectives.

No expansion of the urban growth boundary shall occur outside of urban reserves. Where urban land is adjacent to rural lands outside of an urban reserve, Metro will work with affected cities and counties to ensure that urban uses do not negatively affect the use or condition of the rural land. Where urban land is adjacent to lands within an urban reserve that may someday be included within the urban growth boundary, Metro will work with affected cities and counties to ensure that rural development does not create obstacles to efficient urbanization in the future.

Policy 9.3 Sense of Place - Features of the natural and built regional landscape -- historic, cultural, topographic, and biological -- found both inside and outside of the urban growth boundary, which contribute significantly to this region's identity and "sense of place", shall be identified. Management of the total urban land supply shall occur in a manner that supports the preservation of those features as growth occurs.

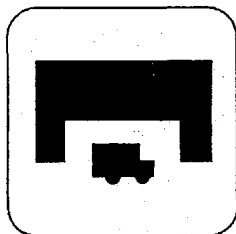
Policy 9.4 Planned Public Services - Upon identification of urban reserves adjacent to the urban growth boundary, ultimate providers of urban services within those areas will be designated and charged with incorporating the reserve area(s) in their public facility plans in conjunction with the next periodic review. Changes in the location of the urban growth boundary shall occur so as to ensure the presence of planned key public facilities and services concurrent with development on the newly annexed lands.

Policy 9.5 Relationship to Other Urban Areas - The prospect of creating transportation and other links between the urban economy within the Metro Urban Growth Boundary and other urban areas in the state will be investigated as a means for better utilizing Oregon's urban land and human resources.

OBJECTIVE 10. DEVELOPED URBAN LAND

Opportunities for and obstacles to the continued development and redevelopment of

existing urban land shall be identified and actively addressed through a combination of regulations and incentives so that the prospect of living, working, and doing business in those locations remains attractive to a wide range of households and employers.



Policy 10.1 Redevelopment & Infill -

The potential for redevelopment and infill on existing urban land will be included as an element when calculating the buildable land supply in the region. When Metro makes a finding of need for additional urban land within the urban growth boundary, it will assess redevelopment and infill potential in the region by utilizing, at a minimum, the following kinds of analyses:

- An inventory of parcels where the assessed value of improvements is less than the assessed value of the land.
- An analysis of the difference between comprehensive plan development densities and actual

development densities for all parcels as a first step towards determining the efficiency with which urban land is being used. In this case, efficiency is a function of land development densities incorporated in local comprehensive plans.

Metro will then work with jurisdictions in the region to determine the extent to which redevelopment and infill can be relied on to meet the identified need for additional urban land. After this analysis and review, Metro will consider an amendment of the urban growth boundary to meet that portion of the identified need for land not met through commitments for redevelopment and infill.

Policy 10.2 Financial Incentives -

Financial incentives to encourage redevelopment and infill consistent with adopted and acknowledged comprehensive plans will be pursued to make redevelopment and infill attractive to investors and buyers. One possible mechanism might be an "urban expansion market impact fee", assessed per acre on lands added to the Metro urban growth boundary, and deposited in a trust fund used to address issues which hinder redevelopment.

Policy 10.3 Economic Activity Centers -

The region shall identify and reinforce a limited number of emerging economic activity centers. An "economic activity center" is a mixed use node of relatively high density, supportive of non-auto based transportation modes, and supported by sufficient parks, open space, and other urban amenities. State, regional, and local policy and investment shall be coordinated to achieve development objectives for economic activity centers, and minimum targets for transit:highway mode split, jobs:housing balance, and minimum

housing density may be associated with those public commitments.

New economic activity centers shall be sited with respect to a system of such centers in the region, and shall not significantly affect regional goals for existing centers, the transportation system, and other public services and facilities. Tools will be developed to address regional economic equity issues stemming from the fact that not all jurisdictions will serve as a site for an economic activity center. Such tools may include off-site linkage programs to meet housing or other needs or a program of tax base sharing for the increment of new tax base created by public investment in economic activity centers.

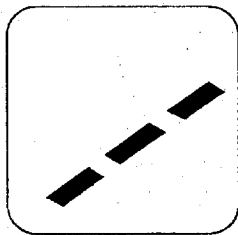
OBJECTIVE 11. URBAN GROWTH BOUNDARY

The regional urban growth boundary shall separate urbanizable from

rural land, be based in aggregate on the region's 20-year projected need for urban land, and be located consistent with statewide planning goals and regional urban growth goals and objectives.

Policy 11.1 Expansion into Urban Reserves - Upon demonstrating a need for additional urban land, urban growth boundary amendments shall only occur within urban reserves unless it can be demonstrated that Statewide Planning Goal 14 cannot be met for the urban region through use of urban reserve lands.

Policy 11.2 Adequacy of Land Supply - The adequacy of the supply of urban land within the urban growth boundary shall be



judged on the basis of an assessment of all land within the boundary, taking into account any special and unique conditions or circumstances associated only with particular portions of the urban area.

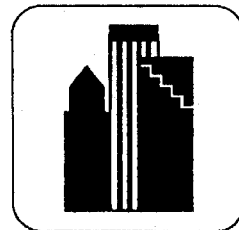
Policy 11.3 Amendment Criteria - Criteria for amending the urban growth boundary shall be derived from statewide planning goals 2 and 14 and relevant portions of the regional urban growth goals and objectives.

Policy 11.4 Major Amendments - Proposals for major amendment of the UGB shall be made primarily through a legislative process in conjunction with the development and adoption of regional forecasts for population and employment growth. The amendment process will be initiated by a Metro finding of need, and involve local governments, special districts, citizens, and other interests.

Policy 11.5 Locational Adjustments - Locational adjustments of the UGB shall be brought to Metro by cities and counties based on public facility plans in adopted and acknowledged comprehensive plans.

OBJECTIVE 12. URBAN DESIGN

The identity and integral functioning of communities in the region shall be supported through the recognition and protection of critical topographic and open space features in the region; public policies which encourage diversity in the design and development of settlement patterns, landscapes, and structures; and ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern which:



- is pedestrian "friendly" and reduces auto dependence;
- encourages transit use;
- reinforces nodal, mixed use, neighborhood oriented design;
- includes concentrated, high density, mixed use economic activity centers developed in relation to the region's transit system;
- is attractive and reflects a "Northwest Style of Life"; and
- is responsive to needs for both privacy and community in an urban setting.

Policy 12.1 Landscape Analysis - A regional landscape analysis shall be undertaken to inventory and analyze the relationship between the built and natural environments and to identify key open space, topographic, natural resource, cultural, and architectural features which should be protected as urban growth occurs.

Policy 12.2 Tools for Change - Model guidelines and standards will be developed which expand the range of tools available to jurisdictions for accommodating change in ways compatible with neighborhoods and communities while addressing this objective.

Policy 12.3 Pedestrian, Transit Support - Pedestrian friendly and transit supportive building patterns will be encouraged in order to minimize the need for auto trips and to create a development pattern conducive to face-to-face community interaction. Efforts towards this end include:

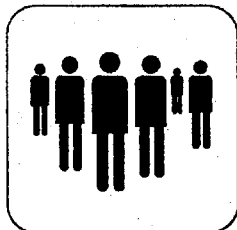
- Building orientation standards, including blank wall, setback, height, and parking components, among others, which encourage transit and pedestrian use.
- Light Rail Transit stops, bus stops, transit routes, and transit centers leading to and within economic activity centers shall be planned to encourage pedestrian use and the creation of mixed use, high density residential development.
- Mixed use housing developed in nonresidential zones and allowed by right shall be included in housing inventories compiled for purposes of showing compliance with the Metropolitan Housing Rule.
- A broad spectrum of house and lot types (zero-lot line, common wall, z-lot, etc.) will be offered to broaden the range of options available to neighborhoods, jurisdictions, and builders as they attempt to incorporate change in their communities while meeting the evolving housing needs of the public.
- Increased opportunities, incentives, and requirements for mixed use projects and districts in the region will be developed to facilitate the emergence of economic activity centers.

GOAL IV: METRO PLANNING PROCESS

Land use planning in the urban region shall be accessible to and understandable by a wide range of interests and shall contribute generally to the creation of certainty about the results of the planning process.

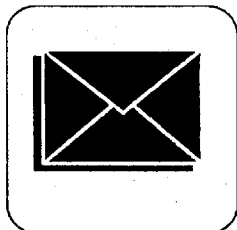
OBJECTIVE 13. CITIZEN PARTICIPATION

Metro shall develop and implement an ongoing program for citizen participation in all aspects of its regional planning program, including both legislative and quasi-judicial processes. Such a program will be coordinated with local programs for recognizing and supporting organizations intended to further citizen involvement in planning processes, and will not duplicate those programs.

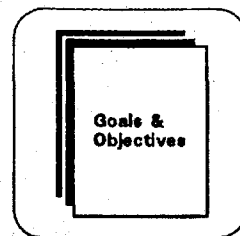


OBJECTIVE 14. NOTIFICATION

Metro shall develop programs for public notification, especially for (but not limited to) proposed legislative actions, that ensure a high level of awareness of the potential consequences and of opportunities for involvement on the part of affected citizens, both within and outside of its district boundaries.



OBJECTIVE 15. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES



Metro shall ensure that the Regional Urban Growth Goals and Objectives are reviewed at regular intervals, that any review involves a broad cross-section of citizen and jurisdictional interests, and any proposals for amendments receive broad public review prior to Metro Council action.

Glossary

Beneficial Use Standards - Under Oregon law, specific uses of water within a drainage basin deemed to be important to the ecology of that basin as well as to the needs of local communities are designated as "beneficial uses". Hence, "beneficial use standards" are adopted to preserve water quality or quantity necessary to sustain the identified beneficial uses.

Economic Activity Center - An "economic activity center" is a designated location for a mix of relatively high density office space, commercial activity, residential uses, and supporting parks and public places. There will be a limited number of these centers designated in the region, and they will be characterized by design elements which work to minimize the need to make trips by automobile either to or within a center. State, regional, and local policy and investment will be coordinated to achieve development and functional objectives for these centers.

Economic Opportunities Analysis - An "economic opportunities analysis" is a strategic assessment of the likely trends for growth of local economies in the state. Such an analysis is critical for economic planning and for ensuring that the land supply in an urban area will meet long-term employment growth needs.

Exception - An "exception" is taken for land when either commitments for use, current uses, or other reasons make it impossible to meet the requirements of one or a number of the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply with the strict resource protection requirements of those goals, and are thereby able to be used for other than rural resource production purposes. Lands not excepted from statewide planning goals 3 and 4 are to be used for agricultural or forest product purposes, and other, adjacent uses must support their continued resource productivity.

Infrastructure - Roads, water systems, sewage systems, systems for stormdrainage, bridges, and other facilities developed to support the functioning of the developed portions of the environment.

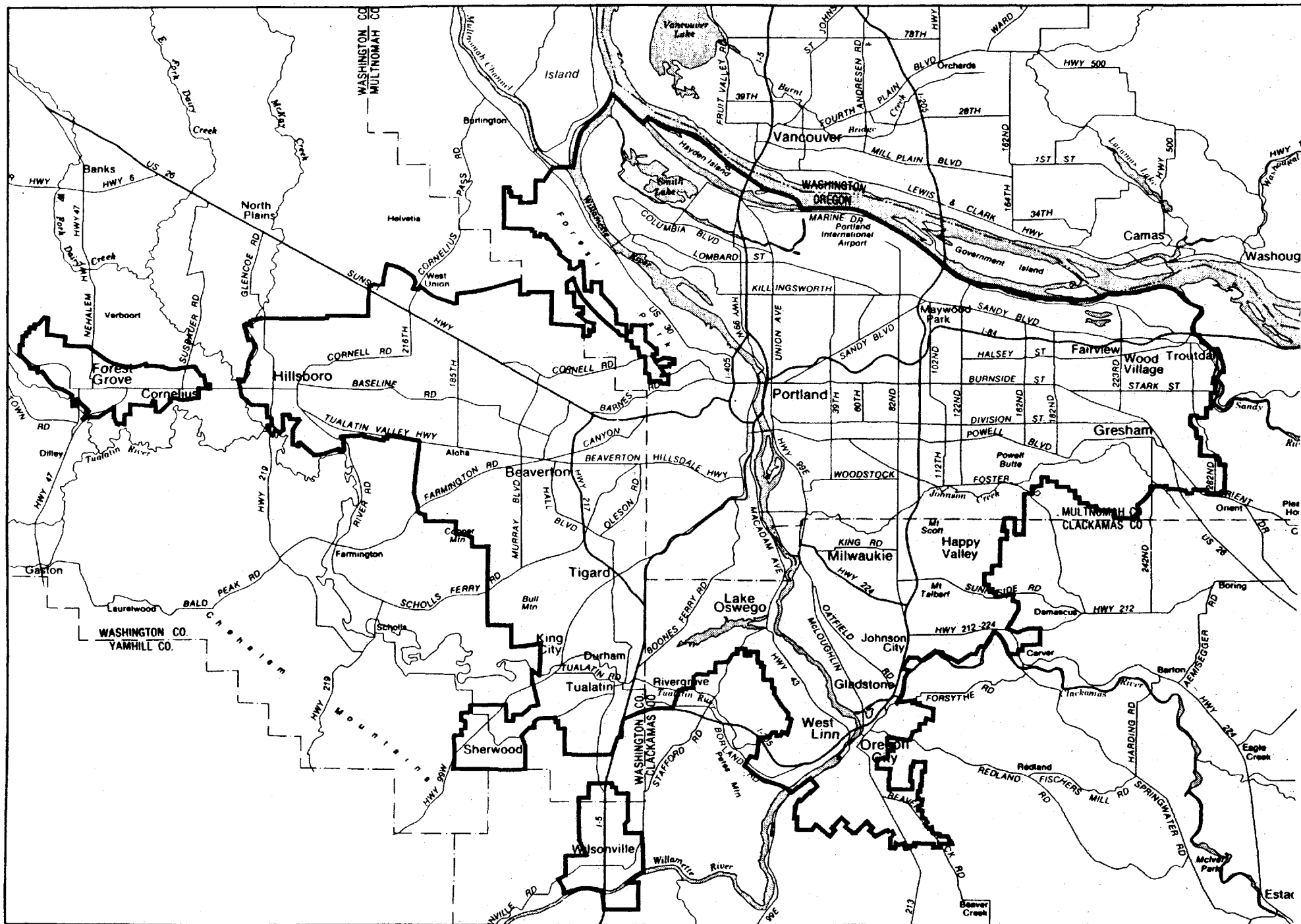
Key or Critical Public Facilities and Services - Basic facilities that are primarily planned for by local government but which also may be provided by private enterprise and are essential to the support of more intensive development, including public schools, transportation, water supply, sewage, and solid waste disposal.

Local Comprehensive Plan - A generalized, coordinated land use map and policy statement of the governing body of a city or county that inter-relates all functional and natural systems and activities related to the use of land, consistent with state law.

Metropolitan Housing Rule - A rule adopted by the Land Conservation and Development Commission to assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metro Urban Growth Boundary. This rule establishes minimum overall net residential densities for all cities and counties within the urban growth boundary, and specifies that 50% of the land set aside for new residential development be zoned for multifamily housing.

State Implementation Plan - A plan for ensuring that all parts of Oregon remain in compliance with Federal air quality standards.

Urban Growth Boundary - A boundary which identifies urbanizable lands to be planned and serviced to support urban development densities, and which separates urbanizable lands from rural lands.



METRO

Urban Growth Boundary

2000 S.W. First Ave., Portland, OR 97201-5398, (503) 221-1646, 1" = 4 mi., 3-87-L

METROPOLITAN SERVICE DISTRICT
2000 SW First Avenue
Portland, OR 97201-5398
503/221-1646

Executive Officer
Rena Cusma

Councilors

District 1	David Saucy
District 2	Lawrence Bauer
District 3	Jim Gardner
District 4	Richard Devlin
District 5	Tom Dejardin
District 6	George Van Bergen
District 7	J. Ruth McFarland
District 8	Judy Wyers
District 9	Tanya Collier
District 10	Roger Buchanan
District 11	David Knowles
District 12	Gary Hansen



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

Date: October 1, 1990

To: JPACT

From: *MC* Andrew C. Cotugno, Transportation Director

Re: Regional Urban Growth Goals and Objectives

Attached is the "Draft" Urban Growth Goals and Objectives prepared by Metro's Urban Growth Management Policy Advisory Committee and Technical Advisory Committee. This document was prepared over the past year and is now in a public review period. Adoption is scheduled by the end of this year. Many of the same jurisdictions that are represented on JPACT participated in the development of this document.

As part of the public review period, it is recommended that JPACT provide formal comments on the regional transportation aspects of the proposal. Toward this objective, a review of the Draft document and a preliminary set of comments are proposed for the October 11 meeting. Adoption of a set of comments is proposed for the November 8 meeting.

Also attached at the request of Citizens for Better Transit is a proposal to evaluate a transit-intensive alternative to the RTP. This type of evaluation could be incorporated into a follow-up task involving consideration of alternative land use/transportation scenarios.

ACC:lmk

Attachments



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DRAFT

Date: October 1, 1990

To: Urban Growth Management Plan Policy Advisory Committee

From: Transportation Policy Alternatives Committee (TPAC)
Joint Policy Advisory Committee on Transportation (JPACT)

Regarding: REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

We have reviewed your draft document proposing Regional Urban Growth Goals and Objectives and congratulate you on your considerable progress in defining an urban growth strategy for the Portland region. This document will provide a helpful framework for guiding and coordinating local and regional plans. The proposals in this document will have a significant effect on the Regional Transportation Plan (RTP) and we look forward to working with you to finalize and implement these recommendations.

The following are comments on specific aspects of the proposed goals and objectives:

1. The goals and objectives define a policy framework for urban growth which must ultimately be implemented through a geographic concept plan delineating the urban growth pattern for the region. It is important that Metro, its growth management and transportation committees and interested jurisdictions, agencies and the public continue to participate in this urban growth management program, leading to more specific products in the future. Based upon the Draft document, we see the importance of the following activities:
 - a. evaluation of potential urban reserve areas outside the UGB;
 - b. evaluation of the feasibility of and density for infill and redevelopment within the urban growth boundary;
 - c. identification of planned economic activity centers and proposed development requirements inside and outside these centers;
 - d. identification of natural areas proposed for protection;
 - e. evaluation of alternative land use scenarios in conjunction with alternative transportation system plans.

Based upon these studies, an urban growth concept plan should be developed and adopted.

JPACT, TPAC and the Metro Transportation Department look forward to assisting and actively participating in the aspects of these studies having transportation implications, particularly the evaluation of alternative land use/transportation scenarios. We will ensure that the next Regional Transportation Plan update is coordinated with your efforts.

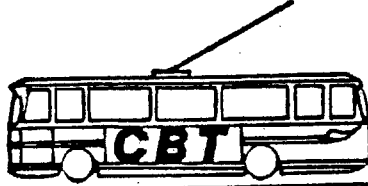
2. A number of land use recommendations appear to be very good in terms of their potential benefits to transportation planning:
 - a. Establishment of a series of economic activity centers appears to be a very good concept in that it provides a basis for integrating development with major transit nodes and provides sufficient density to encourage pedestrian circulation and use of alternative access modes. We would like to further evaluate the implication of this proposal on the full transportation system, including highway access, parking, ridesharing, transit system design and internal circulation.
 - b. There should be a stronger emphasis on restricting multi-family housing to economic activity centers and designated transit zones.
 - c. There should be a stronger emphasis on restricting Class A office and regional retail development to economic activity centers.
 - d. In general, infill and redevelopment results in more cost-effective infrastructure investments, depending upon the specific type and density of development.
 - e. Delineation of urban reserves outside the urban growth boundary will assist in planning the size of facilities near the fringe.
 - f. Consideration of a longer term planning horizon (such as 50 years) is helpful and should be pursued both inside and outside the boundary. This is particularly important for

evaluating the long term viability of LRT and for defining requirements for right-of-way dedication.

3. The proposed objectives on urban design relating to a better land use relationship to transit, pedestrians and bikes is very important to successfully integrating land use and transportation. More attention is needed to develop good urban design techniques that are applicable in high density environments such as economic activity centers as well as lower density neighborhood environments.
4. Transportation Policy 3.2 needs to be restructured. As proposed in the Draft document, it deals with directing new development first into areas already having needed transportation systems, second into other parts of the region that can meet mobility needs without new construction and last into areas requiring new or expanded transportation systems. This may be a desirable policy for controlling and directing growth but is misplaced as a transportation policy.

As an alternative, this policy could establish that the overall long range transportation plan should first seek to meet mobility objectives without new construction before proposing new facilities be added to the RTP.

5. Objective 2, dealing with the provision of public facilities and services, should explicitly include transportation.
6. Objective 2 should establish the policy that public infrastructure investments be used to help implement the desired urban form expressed in these goals and objectives.
7. In order to better integrate land use plans with the Regional Transportation Plan, consideration should be given to coordinating the schedule for periodic reviews in the Portland region.
8. We encourage you to include ODOT and Tri-Met on your technical and policy committees.



CITIZENS for BETTER TRANSIT

To: Transportation Policy Alternatives Committee, March 1990
From: Ray Polani
Subject: Request for a study of a Transit Intensive Regional Transportation Plan to be included in the fiscal year 1991 Unified Work Program

The proposed study would develop the base data needed to produce a Transit Intensive Regional Transportation Plan. This contingency plan would be invaluable in the event of sudden changes in national transportation priorities. Possible sizeable increases in fuel prices and diversion of federal transportation funds to more pressing national needs could raise havoc with our current highway intensive transportation plan. A relatively low-cost, fuel efficient transit strategy could save our area from a future mobility crisis.

The modest amount of funds needed to develop this plan now, could save valuable time and resources later on. It also would be a valuable tool to evaluate light rail and highway projects in the context of the current Regional Transportation Plan.

Study Elements.

1. Improved and expanded transit network design
 - a. Improved bus network (routing, headways and preferential treatment)
 - b. Additional high capacity corridors (LRT)
 - c. New circumferential corridors (Bus, Railbus, JRT)
 - d. Commuter service beyond metro area (rail, Bus)
2. Travel demand forecast using input from improved and expanded transit network design
 - a. Modify base highway network to exclude highways not currently in place, and include "phantom lines" to replicate transit corridors not in the highway network. This assumes travel demand will change as a result of providing superior transit facilities between zones not served well by the highway network.
 - b. Make land use assumptions that concentrate a high percentage of projected growth within walking distance of the rail stations. (During the past 30 years, 50% of Toronto's apartment construction and 90% of its office development has occurred within walking distance of its metro system).

3. Input the travel forecast model with transit supportive assumptions.
 - a. Moderate fares
 - b. Parking costs highest near the rail system
 - c. High auto operating costs (due to increased fuel, parking and registration)
 - d. Constrained auto traffic flow consistent with existing capacity
 - e. Unreliability factor for corridors of constrained flow (due to accidents, breakdowns)
 - f. Comfort and reliability factor for rail travel
4. Research availability of existing regional rail corridors for passengers and freight use
 - a. Negotiated purchase
 - b. Condemnation
 - c. Joint use agreements
5. Develop costs for this transit intensive alternative
 - a. Capital (right-of-way, fixed infrastructure, rolling stock)
 - b. Operating (cost less projected farebox revenue)

We agree that many of the assumptions made in a transit intensive scenario are not realistic in the present political climate, but we believe the approved regional transportation plan is also not realistic given many obvious global trends. Political reality will move in the direction of more transit the way it is already happening in California, the heart of the auto-dependent culture of today.

This plan will help set the upper limit of what can be expected from transit intensive development so that future decision makers will have a broader spectrum of options to choose from as national priorities change.

For the financing of the study we recommend that 2%-3% of Metro's Fiscal 1991 planning budget be diverted to this critical project (\$ 100- \$150,000).



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417


October 3, 1990

Mr. Robert Royer
Planning Engineer
Oregon Department of Transportation
Room 605, Executive House
325 13th NE
Salem, Oregon 97310

Dear Bob:

Thank you for your response to my comments on the Draft Highway Plan. Please advise me when the final document is available. I would like to take the document for review and adoption of a position statement by JPACT prior to consideration of adoption by the Oregon Transportation Commission.

Sincerely,


Andrew C. Cotugno
Transportation Director

ACC:lmk

CC: Bob Bothman
Don Adams
Don Forbes
JPACT
TPAC

Executive Officer
Rena Cusma

Metro Council
Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

October 3, 1990

Mr. John Elliott
Assistant Director
Strategic Planning and Communications
Oregon Department of Transportation
Room 140, Transportation Building
Salem, Oregon 97310

Dear John:

Thank you for taking time to meet with me regarding your new strategic planning responsibilities at ODOT. I am particularly interested in the specific scope and process to be undertaken by ODOT for the development of an Oregon Multi-Modal Transportation Plan. Generally, I believe three options are available to ODOT:

1. Prepare and implement a multi-modal plan relating to ODOT's direct responsibility for building, operating, financing or regulating different components of the system. This plan would be strictly an ODOT plan affecting areas of direct ODOT responsibility. As such, it should be developed by ODOT in-house, include solicitation of outside review and comment through a hearings process and be adopted by the Oregon Transportation Commission.
2. Compile a multi-modal needs assessment similar to the Roads Finance Study; this would include the effect that trade-offs between modes has on the overall needs determined for each mode. The result would be a comprehensive assessment of statewide needs including those under the jurisdiction of ODOT and local governments and private modes of transportation. A needs assessment could be prepared by ODOT in-house followed by a hearings process and adoption by the Oregon Transportation Commission.
3. Develop a statewide transportation plan defining needed ODOT, local government, transit and private transportation system improvements taking into consideration trade-offs between modes; such a plan should be developed in close cooperation with the

Executive Officer
Rena Cusma

Metro Council

Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

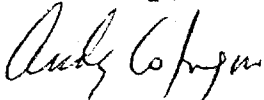
Mr. John Elliott
October 3, 1990
Page 2

parties responsible for implementing their components of the plan. The final result would be a joint plan adopted by the OTC and the responsible implementing jurisdictions.

In all cases, the final product should include legislative recommendations necessary to implement the plan, including a financing element. Since the highway funding recommendations will be developed through the Roads Finance Study, attention to the financing needs of other modes should be accomplished through the multi-modal plan.

In conclusion, I am encouraged that ODOT is embarking on the development of a multi-modal transportation plan. I am, however, concerned that the process include the appropriate level of involvement by other jurisdictions commensurate with the intended product envisioned by ODOT.

Sincerely,



Andrew C. Cotugno
Transportation Director

ACC:lmk

CC: JPACT
TPAC

COMMITTEE MEETING TITLE JPACT

DATE 10-11-90

NAME

AFFILIATION

S Michael HOGUND

METRO

✓ M Marge Schmund

City of Mult County

✓ A Carter MacNichol

Port of Portland

✓ M Bob Linder

Cities of clackamas county

✓ M David Knowles

metro

✓ A Les White

C-TRAN

✓ M Gary Demich

WSDOT

✓ M RICHARD DEKIN

METRO

✓ M JIM COWEN

TRI/MET

✓ M Clifford Clark

City of Clark Co.

✓ M BOB BOTAMIAN

ODOT

✓ M EARL Blumenauer

City of Portland

✓ M Kathleen Pedersen

Multnomah County

✓ M BO PIERCE

Clark Co.

✓ M George Van Bergen

Metro

G Mother Theresa

at the center of it all

G TOM VANDERZANDEN

CLACKAMAS COUNTY

G RON SANDOL

4

G Denny Moore

ODOT-Transit

G GBARRINGTON

TRI-MET

G Lecanne MacCall

League of Women Voters

G Peter F Foy

CEIC

G Molly O'Reilly

citizen

COMMITTEE MEETING TITLE _____

DATE _____

NAME

AFFILIATION

G RICHARD ROSS

TPAC, CITY OF GRESHAM

G JESSIE M. RALPH

Mayor - " " "

G DENNIS MULVHILL

WASH. CNTY

G PAUL HAINES

LAKE OSWEGO

WM BONNIE HAYS

Washington County

G MARGO ROUSE

Office of Sen. Mark Hatfield

G DE WADLEY

Intergovernmental Resource Center

G KIM CHIN

C-TRAN

S LEON SKILES

METRO