BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A 2040 GROWTH MANAGEMENT STRATEGY	)))))	RESOLUTION NO. 94-2040-C Introduced by Metro Council Planning Committee, Chairman Jon Kvistad

WHEREAS, Metro adopted land use regional goals and objectives called Regional Urban Growth Goals and Objectives (RUGGO) in September 1991 which are required by state law; and

WHEREAS, During the development of RUGGO, there was widespread interest in a long-range, 50-year view of how to accommodate regional growth which led to Metro's Region 2040 planning program; and

WHEREAS, State law requires several significant 20-year regional land use decisions in 1995 that will be affected by identifying the region's long-term planning direction; and

WHEREAS, On April 28, 1994, the Metro Council adopted Resolution No. 94-1930B describing its intent concerning the process and products of the Region 2040 planning program; and

WHEREAS, The Region 2040 planning process included analysis of the Base Case and Concepts A, B, and C by Metro staff together with local government staff and public representatives; and

WHEREAS, The Metro Council has received the considered advice of its Metro Policy Advisory Committee, Joint Policy Advisory Committee on Transportation, and the Future Vision Commission, and all the concepts have been the subject of extensive public review; and

WHEREAS, This Resolution accepts the work products of the Region 2040 process for Metro's continued planning, establishes the 2040 Growth Concept scheduled to be added to RUGGO by July 1995 and states the process for refinement and implementation of the 2040 Growth Concept; now, therefore,

BE IT RESOLVED,

1. That the description of the Growth Concept, proposed as an addition to RUGGO text, and the 2040 Growth Concept Map attached and incorporated herein as Exhibit "A" are hereby established as the 2040 Growth Concept proposal which shall be

scheduled for adoption and implementation at the first regular Metro Council meeting in July 1995. Any proposed refinements developed by the process herein shall be considered concurrent with the adoption and implementation of this 2040 Growth Concept proposal in July 1995.

2. That a refinement process of additional technical analysis and public review shall be carried out between December 1994 and June 1995 to determine the required policies necessary to assure that the Growth Concept proposal will be achievable. This refinement shall be guided by the following policy considerations:

a. A focus on centers and corridors to seek greater land use efficiencies in development and redevelopment.

b. Relatively few additions to the urban land supply such as the 14,500 acres or fewer estimated to be needed under the example 2040 Concept Analysis.

c. Development of a true multimodal transportation system which serves land use patterns, densities and community designs that allow for and enhance transit, bike, pedestrian travel and freight movement.

d. An improved transportation modal share for transit, bike and pedestrian travel.

e. Creation of a jobs-housing balance at the regional, central city, centers and community levels.

f. Preservation of both local and regional green spaces within and near the Metro boundary.

g. Enhanced redevelopment and reinvestment opportunities in areas of substandard incomes and housing.

3. That the refinement process of additional technical analysis and public review to be carried out between December 1994 and June 1995 will also provide the opportunity for the following:

a. Further local government analysis and discussion of the 2040 Growth Concept with its constituents as requested by Metro's local government partners.

b. Analysis of the study areas identified in the public process leading to this 2040 Growth Concept.

c. Consideration of Concept Map revisions based on the policy considerations, local comment and analysis.

d. Development of 2015 population and employment forecasts.

e. Identification of site specific urban reserve areas for designation by July 1995.

f. Receipt of the Future Vision Commission recommendation and adoption of a 50-year Future Vision by July 1, 1995, as required by the 1992 Metro Charter.

g. Development of an interim Regional Transportation Plan Update.

h. Consideration of amendments to RUGGO Goal II, Urban Form, consistent with the refined 2040 Growth Concept.

i. Formulation and adoption of a Work Plan for the Regional Framework Plan required by the 1992 Metro Charter.

j. Periodic review of the Urban Growth Boundary.

k. Development of an improved modal share forecast for achievable levels of transit, bike, and pedestrian travel.

l. Continued examination and analysis of industrial lands and access to them.

m. Further analysis of achievable infill and development.

4. That the proposals to the Metro Council for amendments to RUGGO Goal II approved by MPAC and the Metro Council are attached as Exhibit "B." Further amendments to Goal II that go beyond the scope of MPAC's review of the Recommended Alternative Concept attached as Exhibit "E," are hereby referred to MPAC as proposed refinements.

5. That all additional proposed refinements to the 2040 Growth Concept and Concept Map, adopted on December 8, 1994, such as, urban reserve designations, concept definitions, density targets, and jobs-housing balance policies will be referred to MPAC for review and recommendation prior to adoption by the Metro Council.

6. That MPAC should consider the established 2040 Concept and the referred amendments received by the Metro Council along with other refinements and make a rcommendation back to Council by April 15, 1995.

7. That implementation of the 2040 Growth Concept shall include:

a. Adoption of 2040 Growth Concept RUGGO text and 2040 Concept Map with designated urban reserve areas in July 1995.

b. Adoption amendments to RUGGO Goal II, Urban Form consistent with the refined 2040 Growth Concept in July 1995.

c. Define and adopt rural reserves protection inside Metro jurisdictional boundaries as part of the Regional Framework Plan by June 1996.

d. Adopt intergovernmental agreements with cooperative neighbor cities, counties and state agencies to protect "green" transportation corridors and rural reserves outside Metro jurisdictional boundaries by June 1996.

e. Adoption of transportation, green spaces, water quantity and quality, urban design, urban growth boundary and urban reserve components of the regional framework plan by December 1996.

8. That the urban reserve study areas indicated on the 2040 Growth Concept Map shall be the lands analyzed for designation as urban reserve areas by the first Metro Council meeting in July 1995.

9. That the 2040 Growth Concept, including urban reserve study areas, shall be submitted to the Land Conservation and Development Commission for technical review and coordination of adopted RUGGO 15.3 on Urban Reserves and LCDC's Urban Reserve Rule prior to designation of urban reserves.

10. That the Region 2040 Recommended Alternative Analysis, the Technical Analysis, the Appendix, and the Analysis Map attached as Exhibit "C" are hereby accepted as an example of one possible implementation of the 2040 Growth Concept.

11. That the 1995 Work Plan components directed by the Metro Council for staff submission by January 15, 1995, are attached as Exhibit "D."

ADOPTED by the Metro Council this 8th day of December, 1994.

Judy Wyers, Presiding Officer

gl
1903b

REGION 2040

Decisions for Tomorrow

2040 Growth Concept

Clark County
Urban Growth Area

Note: Urban Reserve Study Areas indicate those areas within Metro's 1995 Work Plan for future study from which Urban Reserve Areas may be selected. Designation of urban reserve areas shall be contingent upon the need demonstrated by the refined 2040 Growth Concept and interpretation of LCDC's Urban Reserve Rule.

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METRO

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- Main Street Study Areas
- Regional Highways
- Green Corridors
- Planned & Existing Light Rail Lines
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- Light Rail Station Areas
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- Open Space
- Urban Growth Boundary
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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A 2040 GROWTH MANAGEMENT STRATEGY	))))))	RESOLUTION NO. 94-2040-B Introduced by Metro Council Planning Committee, Chairman Jon Kvistad

WHEREAS, Metro adopted land use regional goals and objectives called Regional Urban Growth Goals and Objectives (RUGGO) in September 1991 which are required by state law; and

WHEREAS, During the development of RUGGO, there was widespread interest in a long-range, 50-year view of how to accommodate regional growth which led to Metro's Region 2040 planning program; and

WHEREAS, State law requires several significant 20-year regional land use decisions in 1995 that will be affected by identifying the region's long-term planning direction; and

WHEREAS, On April 28, 1994, the Metro Council adopted Resolution No. 94-1930B describing its intent concerning the process and products of the Region 2040 planning program; and

WHEREAS, The Region 2040 planning process included analysis of the Base Case and Concepts A, B, and C by Metro staff together with local government staff and public representatives; and

WHEREAS, The Metro Council has received the considered advice of its Metro Policy Advisory Committee and Joint Policy Advisory Committee on Transportation, and all the concepts have been the subject of extensive public review; and

WHEREAS, This Resolution accepts the work products of the Region 2040 process for Metro's continued planning, establishes the 2040 Growth Concept scheduled to be added to RUGGO by July 1995 and states the process for refinement and implementation of the 2040 Growth Concept; now, therefore,

BE IT RESOLVED,

1. That the amendments to RUGGO text and the 2040 Growth Concept Map attached and incorporated herein as Exhibit "A" are hereby established as the 2040 Growth Concept proposal which shall be scheduled for adoption and implementation at the first regular Metro Council meeting in July 1995. Any proposed refinements developed by the

process herein shall be considered concurrent with the adoption and implementation of this 2040 Growth Concept proposal in July 1995.

2. That a refinement process of additional technical analysis and public review shall be carried out between December 1994 and June 1995 to determine the required policies necessary to assure that the Growth Concept proposal will be achievable. This refinement shall be guided by the following policy considerations:

a. A focus on centers and corridors to seek greater land use efficiencies in development and redevelopment.

b. Relatively few additions to the urban land supply such as the 14,500 acres or fewer estimated to be needed under the example 2040 Concept Analysis.

c. Development of a true multimodal transportation system which serves land use patterns, densities and community designs that allow for and enhance transit, bike, pedestrian travel and freight movement.

d. An improved transportation modal share for transit, bike and pedestrian travel.

e. Creation of a jobs-housing balance at the regional, central city, centers and community levels.

f. Preservation of both local and regional green spaces within and near the Metro boundary.

g. Enhanced redevelopment and reinvestment opportunities in areas of substandard incomes and housing.

3. That the refinement process of additional technical analysis and public review to be carried out between December 1994 and June 1995 will also provide the opportunity for the following:

a. Further local government analysis and discussion of the 2040 Growth Concept with its constituents as requested by Metro's local government partners.

b. Analysis of the study areas identified in the public process leading to this 2040 Growth Concept as outlined in the Work Plan attached as Exhibit "D."

c. Consideration of Concept Map revisions based on the policy considerations, local comment and analysis, and analysis of the study areas in the Work Plan.

d. Development of the 2015 population and employment forecasts.

e. Development of site specific urban reserve areas for designation by July 1995.

f. Receipt of the Future Vision Commission recommendation and adoption of a 50-year Future Vision by July 1, 1995, as required by the 1992 Metro Charter.

g. Development of an interim Regional Transportation Plan Update.

h. Consideration of amendments to RUGGO Goal II, Urban Form, consistent with the refined 2040 Growth Concept.

i. Formulation and adoption of a Work Plan for the Regional Framework Plan required by the 1992 Metro Charter.

j. Periodic review of the Urban Growth Boundary.

k. Development of an improved modal share forecast for achievable levels of transit, bike, and pedestrian travel.

l. Continued examination and analysis of industrial lands and access to them.

m. Further analysis of achievable infill and development.

4. That the proposals to the Metro Council for amendments to different sections of existing RUGGO Goal II and to the RUGGO Growth Concept attached as Exhibit 'E' that go beyond the scope of MPAC's review of the Recommended Alternative Concept are hereby referred to MPAC as proposed refinements including proposed changes to the 2040 Growth Concept and 2040 Concept Map.

5. That all proposed refinements to the 2040 Growth Concept and Concept Map, adopted on December 8, 1994, such as, urban reserve designations, concept definitions, density targets, and jobs-housing balance policies will be referred to MPAC for review and recommendation prior to adoption by the Metro Council.

6. That MPAC should consider the established 2040 Concept and the referred amendments received by the Metro Council along with other refinements and make a rcommendation back to Council by April 15, 1995.

7. That implementation of the 2040 Growth Concept shall include:

a. Adoption of 2040 Growth Concept RUGGO text and 2040 Concept Map with designated urban reserve areas in July 1995.

b. Adoption amendments to RUGGO Goal II, Urban Form consistent with the refined 2040 Growth Concept in July 1995.

c. Adopt the regional transportation plan by December 1995.

d. Define and adopt rural reserves protection inside Metro jurisdictional boundaries as part of the Regional Framework Plan by June 1996.

e. Adopt intergovernmental agreements with cooperative neighbor cities, counties and state agencies to protect "green" transportation corridors and rural reserves outside Metro jurisdictional boundaries by June 1996.

f. Adoption of transportation, green spaces, water quantity and quality, urban design, urban growth boundary and urban reserve components of the regional framework plan by December 1996.

8. That the urban reserve study areas indicated on the 2040 Growth Concept Map shall be the lands analyzed for designation as urban reserve areas by the first Metro Council meeting in July 1995.

9. That the 2040 Growth Concept, including urban reserve study areas, shall be submitted to the Land Conservation Development Commission for technical review and coordination of adopted RUGGO 15.3 on Urban Reserves and LCDC's Urban Reserve Rule prior to designation of urban reserves.

10. That the Region 2040 Recommended Alternative Technical Appendix attached as Exhibit "B" is hereby accepted as an example of one possible implementation of the 2040 Growth Concept.

11. That the Preliminary 2040 forecasts of 50-year population and employment of Tables 5, 6 and 7 in the Region 2040 Recommended Technical Appendix attached as Exhibit "B" shall be the technical context for development of the Regional Framework Plan.

12. That the narrative description of the 2040 Growth Concept and the 2040 Analysis Map attached as Exhibit "C" is hereby accepted as a demonstration of one possible way to achieve the 2040 Growth Concept.

13. That the Work Plan for completion of urban reserve designation, future vision, RUGGO Growth Concept and Concept Map, Regional Transportation Plan and Regional

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Framework Plan Work Plan attached as Exhibit "D" is hereby adopted as the basis for 1994-95 budget deliberations.

ADOPTED by the Metro Council this _____ day of _____, 1994.

_____
Judy Wyers, Presiding Officer

gl
1903A

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A 2040 GROWTH MANAGEMENT STRATEGY	))	RESOLUTION 94-2040 Introduced by Rena Cusma Executive Officer

WHEREAS, Metro adopted land use regional goals and objectives called Regional Urban Growth Goals and Objectives (RUGGO) in September 1991 which are required by state law; and

WHEREAS During the development of RUGGO, there was widespread interest in a long-range, 50-year view of how to accommodate regional growth which leads to Metro's Region 2040 planning program; and

WHEREAS, State law requires several significant 20-year regional land use decisions in 1995 that will be affected by identifying the region's long-term planning direction; and

WHEREAS, The Metro Council adopted Resolution No. 94-1930B describing the products of the Region 2040 process to be adopted by Resolution and by Ordinance; and

WHEREAS, This Resolution adopts the work products of the Region 2040 process for Metro's continued planning and the accompanying Ordinance No. 94-578 contains the Metro regional policy on the preferred urban form in 2040; now, therefore,

BE IT RESOLVED,

1. That the description of the preferred conceptual configuration of Metro's urban form to the year 2040, map of approximate locations of the conceptual UGB and urban reserves and the applied analysis of the feasibility of the concept as summarized in the 2040 Recommended Alternative Report in Exhibit "A" attached is hereby adopted as Metro's basis for continued development of site specific urban growth boundary (UGB) and urban reserves.

2. That the Region 2040 Recommended Alternative Technical Appendix attached as Exhibit "B" is hereby accepted as an example of one possible implementation of the 2040 urban form concept.

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3. That the Preliminary 2040 forecasts of 50 year population and employment of Tables 5, 6 and 7 in the Region 2040 Recommended Technical Appendix attached as Exhibit "B" are hereby adopted as the technical context for development of the Regional Framework Plan.

ADOPTED by the Metro Council this _____ day of _____, 1994.

_____
Judy Wyers, Presiding Officer

KLA
1183C

M E M O R A N D U M

METRO

Date: September 22, 1994

To: Metro Council

From: Rena Cusma, Executive Officer

Regarding: 2040 DECISION ELEMENTS

Introduction

The Metro Council adopted Resolution No. 94-1930B on April 28, 1994 to describe the decision components to be adopted at the end of the 2040 process. This was summarized in the June 1994 "Region 2040, Concepts for Growth" report at p.102. This memo summarizes my recommendations for these 2040 decision components.

Recommended Alternative Report

The staff report on the configuration of Metro's urban form to the year 2040 is in Resolution 94-2040, Exhibit A attached. This includes both a concept map of approximate locations of the conceptual urban growth boundary (UGB) and urban reserve study area and the analysis map showing more detailed results of one way that the concept could be implemented.

Draft RUGGO Amendments

Ordinance No. 94-2040, includes proposed amendments to RUGGO. Most of these amendments adopt the preferred configuration of urban form as regional policy, adding it to RUGGO Goal II in text and the Concept Map. Slight amendments to Goal I to reflect the 1992 Metro Charter requirements for the Future Vision and the regional framework plan. The proposed ordinance takes a step beyond Metro adoption by authorizing Metro submission of amended RUGGO to the Land Conservation and Development Commission.

2040 Implementation Work Plan

The work plan for a site specific UGB and urban reserves and adoption of the Transportation Systems Plan (TSP) is being combined with the regional framework plan implementation strategy. The UGB, urban reserves designation and TSP will be scheduled for 1995. An

integrated set of regional framework plan components using these 1994 RUGGO amendments, the 1995 UGB, urban reserves and TSP will be scheduled for 1996. However, the 2040 implementation work plan is not yet sufficiently detailed to be adopted by Resolution No. 94-2040.

Preliminary 2015 Forecast

From the 2040 reports preliminary work on 2015 population and employment forecast has been done. However, there has not been sufficient review for this forecast to be used as the basis for discussion for the 1995 UGB, urban reserves and TSP. Therefore, the preliminary forecast is not proposed for adoption by Resolution No. 94-2040.

Preliminary 2040 Forecasts

A set of preliminary 50 year population and employment forecasts for refinement in the regional framework plan are located in Tables 5, 6 and 7 of the Region 2040 Recommended Alternative Technical Appendix are to be adopted by Resolution No. 94-2040 as Metro's starting point for future discussion.

Draft Functional Plan Provisions

Resolution 94-1930B included referrals to MPAC and JPACT " * * * any draft functional plan provisions needed to preserve opportunities to implement the preferred urban form * * * " Since the draft RUGGO provisions included here not yet been reviewed, staff has not proposed any functional plan provisions implementing the RUGGO urban form at this time.

The Metro Executive recommends approval of Resolution No. 94-2040.

KLA
1818B

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A REGIONAL GROWTH MANAGEMENT STRATEGY	))))	RESOLUTION NO. 94-2040 Introduced by Executive Officer Rena Cusma

WHEREAS, Metro adopted the Regional Urban Growth Goals and Objectives (RUGGO) in September 1991, which are required by state law, in order to ensure the region's livability is protected as growth occurs; and

WHEREAS, During the development of RUGGO, there was widespread interest in developing a long-range, 50-year view of regional growth which led to establishing Metro's Region 2040 planning project; and

WHEREAS, The Metro Council adopted Resolution No. 92-1712C in December 1992 designating the regional growth concepts to be evaluated during the Region 2040 project; and

WHEREAS, Metro's Region 2040 planning project included in-depth analysis and evaluation of regional growth concepts in an effort to determine how growth could be accommodated, to better understand the consequences of growth, and to identify problems associated with each growth concept; and

WHEREAS, During Metro's Region 2040 planning process, Metro sought and obtained valuable input from citizens, government officials, and civic, business and environmental groups; and

WHEREAS, Metro sent information and a questionnaire to 500,000 households in the region and held eight open houses throughout the region to obtain input from citizens; and

WHEREAS, Interviews with 45 representatives of civic, business, education, and environmental groups were conducted to obtain their perspective on regional growth issues; and

WHEREAS, Over the past year, Metro Councilors and staff made presentations to more than 100 business, environmental, civic, social, and educational groups and neighborhood associations; and

WHEREAS, Metro staff participated in more than 20 community events in the past year; and

WHEREAS, State law requires several significant regional land use and transportation decisions in 1995 that will be affected by identifying the region's long-term growth

management policy; and

WHEREAS, The Metro Council adopted Resolution No. 94-1930B describing the products of the Region 2040 process to be adopted by Resolution and by Ordinance; now, therefore,

BE IT RESOLVED,

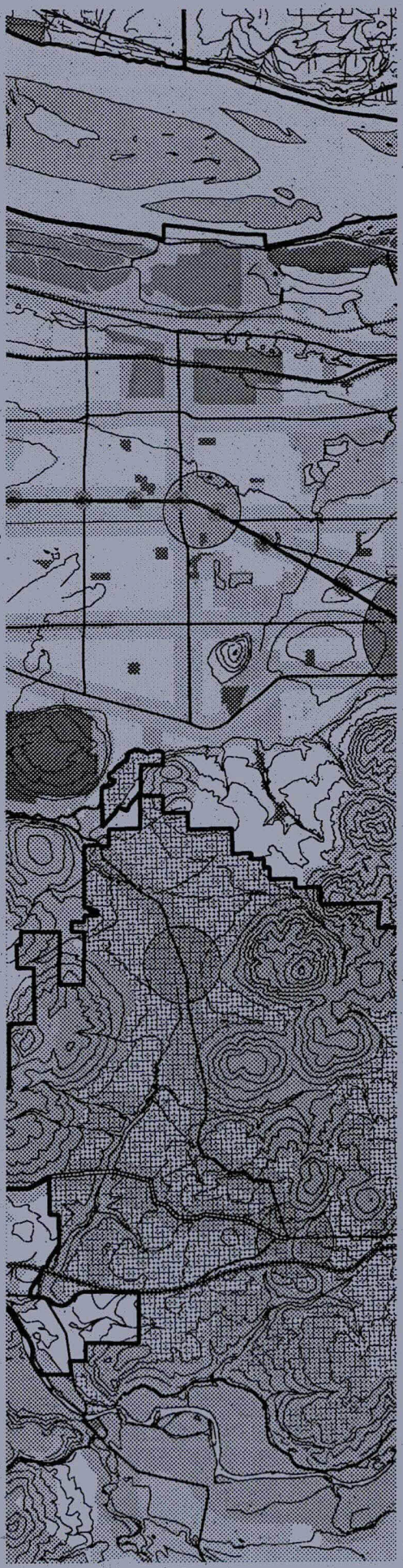
1. That the description of Metro's urban form to the year 2040 including a map of approximate locations of the conceptual Urban Growth Boundary (UGB) and urban reserves in Exhibit "A" attached is hereby adopted as the conceptual basis for development of the site specific UGB and urban reserves.

2. That the 2040 Implementation Workplan to develop the site specific UGB and urban reserves and integrated regional framework plan components attached as Exhibit "B" is hereby adopted.

3. That the Preliminary 2040 forecast of 50 year population and employment, attached as Exhibit "D", is hereby adopted as the starting point for refinements in development of the Regional Framework Plan.

ADOPTED by the Metro Council this _____ day of _____, 1994.

_____
Judy Wyers, Presiding Officer



REGION 2040
Decisions for Tomorrow

Metro 2040 Growth Concept

December 8, 1994

METRO

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Rena Cusma

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District 13	Terry Moore

The preparation of this report has been financed in part by funds from the U.S. Department of Transportation, under the Intermodal Surface Transportation Efficiency Act of 1991.

Metro

Metro is the directly elected regional government that serves the 1.1 million residents in the urban and suburban portions of Clackamas, Multnomah and Washington counties, as well as those in the 24 cities of the region including: Beaverton, Cornelius, Durham, Fairview, Forest Grove, Gladstone, Gresham, Happy Valley, Hillsboro, Johnson City, King City, Lake Oswego, Maywood Park, Milwaukie, Oregon City, Portland, Rivergrove, Sherwood, Tigard, Troutdale, Tualatin, West Linn, Wilsonville and Wood Village.

Metro is responsible for the regional aspects of transportation and land use planning; regional parks and greenspaces; solid waste management; operation of the Metro Washington Park Zoo; and technical services to local governments of the region. Through the Metropolitan Exposition-Recreation Commission, Metro manages the Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts and the Expo Center.

Metro is authorized by Chapter 268 of the Oregon Revised Statutes and the Metro Charter adopted by the citizens of the region in November 1992. Metro is currently governed by a 13-member council and an executive officer. Councilors are elected from districts and the executive officer is elected regionwide.

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1797

METRO

December 8, 1994

To the Citizens of the Portland Metropolitan Region:

After having spent the last three years in discussion with you, we are pleased to present the Region 2040 Growth Concept and accompanying map. These establish the proposed form for growth and land development for our region over the next 50 years. The adopted Resolution 94-2040C, including the proposed Region 2040 Growth Concept and map, provides the strong policy statement we need to guide how the region intends to manage its projected long-term growth and begins to address the many issues associated with that growth.

The regional policy direction and growth management philosophy couched in the concept proposal have as their primary objective the one pre-eminent value we've heard over and over from you: We must preserve our access to nature while we work to build better communities. That value is central to the 2040 Growth Concept and its implementation over time.

This work outlines a general approach to three important issues related to growth: the ranges of density that could accommodate projected growth within our urban growth boundary; the areas that should be protected as open space within and outside that boundary; and the description of where and how much that boundary may need to be expanded. This important regional decision to establish the 2040 Growth Concept proposal will not, however, decide whether or by how much to expand the urban growth boundary. Rather, it locates urban reserve study areas that will be examined over the next six months and evaluated in conjunction with other refinements to the growth concept.

The concept proposal does not delineate the specifics of exactly when, how, or where growth may occur in our region and the areas surrounding it. That planning work will occur later, as the growth concept is first refined over the next six months and then is implemented through a Regional Framework Plan and the comprehensive plans of cities and counties.

In July of 1995, urban reserve areas will be designated as needed to implement the 2040 Growth Concept incorporated into RUGGO based on the refined land use designations and growth allocation for areas currently within the urban growth boundary. Land for urban reserve areas will, at that time, be set aside for long-term urbanization needs as our region grows. Also by July of 1995, Metro will adopt a Future Vision. This vision statement will guide future planning by adding further consideration of the needs of children, housing choices, education, the economy, the natural and built environments, arts and culture, civic life, rural lands and urban communities. It will also acknowledge our place in the larger developing region of the Willamette Valley and north into the State of Washington.

The 2040 Growth Concept will continue the policy groundwork laid out in the Regional Urban Growth Goals and Objectives that were developed in collaboration with the cities and counties of the region and adopted by the Metro Council in 1991. Building on those goals and objectives, the extensive technical analysis and public involvement undertaken as part of the Region 2040 planning process led to the concept proposal established in Resolution 94-2040C. We are committed to continuing to work closely with you and with the leaders of the cities and counties of our region, as well as with the State of Oregon, to refine and implement this growth concept. We are also committed to working with our neighbor cities of Canby, Sandy, Newberg, and North Plains to plan a future in which the changes we will all certainly experience with growth are managed for the benefit of those cities and our own metropolitan area.

The prevailing theme in what we have heard from citizens and our regional partners in this Region 2040 planning process is a broad consensus as to how we can enhance our region's livability and provide a framework for change and healthy growth. We believe that consensus was reached because of our commitment to public involvement and to working with our partner cities and counties.

The established Region 2040 Growth Concept proposal is another of the landmark steps this region has taken in order to help guide the future of the Metro area. It will serve as the foundation for developing a Regional Framework Plan, an updated Regional Transportation Plan, and for eventual changes to local comprehensive plans. This work represents the best expression of today's desired urban form for the year 2040, yet it is not designed to be a stagnant or inflexible concept for growth management. Instead, it is the

prototype for integrating land use and transportation to guide the more specific decisions that will be made in future implementing activities.

As we work together over the next two years to implement the Region 2040 Growth Concept, the assumptions underlying this growth concept proposal will continue to be refined. We will measure and test the established concept against the several policy considerations we set forth in Resolution 94-2040C. We believe the Region 2040 Growth Concept, when complemented by the Future Vision and implemented in the Regional Framework Plan, will help us create the highly desirable future we all want for our region.

Sincerely,
Metro Council

Judy Wyers
Presiding Officer
District 8

Ed Washington
Deputy Presiding Officer
District 11

Susan McLain
District 1

Jon Kvistad
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Mike Gates
District 5

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District 7

Rod Monroe
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Roger Buchanan
District 10

Sandi Hansen
District 12

Terry Moore
District 13

2040 Growth Concept Implementation Process

Adoption: Resolution 94-2040 - December 8, 1994

- Growth Concept and Concept Map in proposed RUGGO amendment language
- Describe Growth Concept refinement process
- Sets Urban Reserve Study Areas
- Emphasizes policy considerations for Growth Concept refinement
- Initiates coordination with LCDC

Refinement: December 1994 - June 1995

- Adopt Future Vision
- Consider additional local government and public comments and suggestions
- Test the Growth Concept with further analysis
- Develop improved transit, bike, pedestrian forecasts
- Review redevelopment and infill projections
- Determine urban reserves needs
- Urban Reserve Rule interpretation from LCDC
- Select urban reserves for designation from Urban Reserve Study Areas

Implementation: July 1995 - December 1996

- Adopt urban reserve area designations
- Incorporate refined Growth Concept into RUGGO
- Adopt updated Regional Transportation Plan (amend functional plan)
- Adopt Rural Reserves protection inside Metro jurisdictional boundary (new functional plan)
- Regional Framework Plan draft
- (additional work program products)

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Resolution

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A 2040 GROWTH MANAGEMENT STRATEGY	)))))	RESOLUTION NO. 94-2040-C Introduced by Metro Council Planning Committee, Chairman Jon Kvistad

WHEREAS, Metro adopted land use regional goals and objectives called Regional Urban Growth Goals and Objectives (RUGGO) in September 1991 which are required by state law; and

WHEREAS, During the development of RUGGO, there was widespread interest in a long-range, 50-year view of how to accommodate regional growth which led to Metro's Region 2040 planning program; and

WHEREAS, State law requires several significant 20-year regional land use decisions in 1995 that will be affected by identifying the region's long-term planning direction; and

WHEREAS, On April 28, 1994, the Metro Council adopted Resolution No. 94-1930B describing its intent concerning the process and products of the Region 2040 planning program; and

WHEREAS, The Region 2040 planning process included analysis of the Base Case and Concepts A, B, and C by Metro staff together with local government staff and public representatives; and

WHEREAS, The Metro Council has received the considered advice of its Metro Policy Advisory Committee, Joint Policy Advisory Committee on Transportation, and the Future Vision Commission, and all the concepts have been the subject of extensive public review; and

WHEREAS, This Resolution accepts the work products of the Region 2040 process for Metro's continued planning, establishes the 2040 Growth Concept scheduled to be added to RUGGO by July 1995 and states the process for refinement and implementation of the 2040 Growth Concept; now, therefore,

BE IT RESOLVED,

1. That the description of the Growth Concept, proposed as an addition to RUGGO text, and the 2040 Growth Concept Map attached and incorporated herein as Exhibit "A" are hereby established as the 2040 Growth Concept proposal which shall be

scheduled for adoption and implementation at the first regular Metro Council meeting in July 1995. Any proposed refinements developed by the process herein shall be considered concurrent with the adoption and implementation of this 2040 Growth Concept proposal in July 1995.

2. That a refinement process of additional technical analysis and public review shall be carried out between December 1994 and June 1995 to determine the required policies necessary to assure that the Growth Concept proposal will be achievable. This refinement shall be guided by the following policy considerations:

a. A focus on centers and corridors to seek greater land use efficiencies in development and redevelopment.

b. Relatively few additions to the urban land supply such as the 14,500 acres or fewer estimated to be needed under the example 2040 Concept Analysis.

c. Development of a true multimodal transportation system which serves land use patterns, densities and community designs that allow for and enhance transit, bike, pedestrian travel and freight movement.

d. An improved transportation modal share for transit, bike and pedestrian travel.

e. Creation of a jobs-housing balance at the regional, central city, centers and community levels.

f. Preservation of both local and regional green spaces within and near the Metro boundary.

g. Enhanced redevelopment and reinvestment opportunities in areas of substandard incomes and housing.

3. That the refinement process of additional technical analysis and public review to be carried out between December 1994 and June 1995 will also provide the opportunity for the following:

a. Further local government analysis and discussion of the 2040 Growth Concept with its constituents as requested by Metro's local government partners.

b. Analysis of the study areas identified in the public process leading to this 2040 Growth Concept.

c. Consideration of Concept Map revisions based on the policy considerations, local comment and analysis.

d. Development of 2015 population and employment forecasts.

e. Identification of site specific urban reserve areas for designation by July 1995.

f. Receipt of the Future Vision Commission recommendation and adoption of a 50-year Future Vision by July 1, 1995, as required by the 1992 Metro Charter.

g. Development of an interim Regional Transportation Plan Update.

h. Consideration of amendments to RUGGO Goal II, Urban Form, consistent with the refined 2040 Growth Concept.

i. Formulation and adoption of a Work Plan for the Regional Framework Plan required by the 1992 Metro Charter.

j. Periodic review of the Urban Growth Boundary.

k. Development of an improved modal share forecast for achievable levels of transit, bike, and pedestrian travel.

l. Continued examination and analysis of industrial lands and access to them.

m. Further analysis of achievable infill and development.

4. That the proposals to the Metro Council for amendments to RUGGO Goal II approved by MPAC and the Metro Council are attached as Exhibit "B." Further amendments to Goal II that go beyond the scope of MPAC's review of the Recommended Alternative Concept attached as Exhibit "E," are hereby referred to MPAC as proposed refinements.

5. That all additional proposed refinements to the 2040 Growth Concept and Concept Map, adopted on December 8, 1994, such as, urban reserve designations, concept definitions, density targets, and jobs-housing balance policies will be referred to MPAC for review and recommendation prior to adoption by the Metro Council.

6. That MPAC should consider the established 2040 Concept and the referred amendments received by the Metro Council along with other refinements and make a rcommendation back to Council by April 15, 1995.

7. That implementation of the 2040 Growth Concept shall include:

a. Adoption of 2040 Growth Concept RUGGO text and 2040 Concept Map with designated urban reserve areas in July 1995.

b. Adoption amendments to RUGGO Goal II, Urban Form consistent with the refined 2040 Growth Concept in July 1995.

c. Define and adopt rural reserves protection inside Metro jurisdictional boundaries as part of the Regional Framework Plan by June 1996.

d. Adopt intergovernmental agreements with cooperative neighbor cities, counties and state agencies to protect "green" transportation corridors and rural reserves outside Metro jurisdictional boundaries by June 1996.

e. Adoption of transportation, green spaces, water quantity and quality, urban design, urban growth boundary and urban reserve components of the regional framework plan by December 1996.

8. That the urban reserve study areas indicated on the 2040 Growth Concept Map shall be the lands analyzed for designation as urban reserve areas by the first Metro Council meeting in July 1995.

9. That the 2040 Growth Concept, including urban reserve study areas, shall be submitted to the Land Conservation and Development Commission for technical review and coordination of adopted RUGGO 15.3 on Urban Reserves and LCDC's Urban Reserve Rule prior to designation of urban reserves.

10. That the Region 2040 Recommended Alternative Analysis, the Technical Analysis, the Appendix, and the Analysis Map attached as Exhibit "C" are hereby accepted as an example of one possible implementation of the 2040 Growth Concept.

11. That the 1995 Work Plan components directed by the Metro Council for staff submission by January 15, 1995, are attached as Exhibit "D."

ADOPTED by the Metro Council this 8th day of December, 1994.

Judy Wyers, Presiding Officer

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1903b

Exhibit A: Growth Concept and Map

Metro 2040 Growth Concept
As adopted by the Metro Council on December 8, 1994

II.4 Growth Concept

This Growth Concept states the preferred form of regional growth and development adopted in the Region 2040 planning process including the 2040 Growth Concept Map. This Concept is adopted for the long term growth management of the region including a general approach to approximately where and how much the urban growth boundary should be ultimately expanded, what ranges of density are estimated to accommodate projected growth within the boundary, and which areas should be protected as open space.

This Growth Concept is designed to accommodate 720,000 additional residents and 350,000 additional jobs. The total population served within this plan is 1.8 million residents within the Metro boundary.

The basic philosophy of the Growth Concept is: preserve our access to nature and build better communities. It combines the goals of RUGGO with the analysis of the Region 2040 project to guide growth for the next 50 years.

The conceptual description of the preferred urban form of region in 2040 is in the Concept Map and this text. This Growth Concept sets the direction for development of implementing policies in Metro's existing functional plans and the Charter-required regional framework plan. This direction will be refined, as well as implemented, in subsequent functional plan amendments and framework plan components. Additional planning will be done to test the Growth Concept and to determine implementation actions. Amendments to the Growth Concept and some RUGGO Objectives may be needed to reflect the results of additional planning to maintain the consistency of implementation actions with RUGGO.

Fundamental to the Growth Concept is a multi-modal transportation system which assures mobility of people and goods throughout the region. By coordinating land uses and this transportation system, the region embraces its existing locational advantage as a relatively uncongested hub for trade.

The basic principles of the Growth Concept apply Growth Management Goals and Objectives in RUGGO. An urban to rural transition to reduce sprawl, keep a clear distinction between urban and rural lands and balance re-development is needed. For its long term urban land supply, the Growth Concept estimates that about 14,500 acres will be needed to accommodate projected growth. These lands will be selected from about 22,000 acres of Urban Reserve Study Area shown on the Concept Map. This assumes cooperative agreements with neighboring cities to coordinate planning for the proportion of projected growth in the Metro region expected to locate within their urban growth boundaries and urban reserve areas.

The Metro UGB would only expand into urban reserves when need for additional urban land is demonstrated. Rural reserves are intended to assure that Metro and neighboring cities remain separate. The result is intended to be a compact urban form for the region coordinated with nearby cities to retain the region's sense of place.

Mixed use urban centers inside the urban growth boundary are one key to the Growth Concept. Creating higher density centers of employment and housing and transit service with compact development in a walkable environment is intended to provide efficient access to goods and services and enhances multi modal transportation. The Growth Concept uses interrelated types of centers. The Central City is the largest market area, the region's employment and cultural hub. Regional Centers serve large market areas outside the central city, connected to it by high capacity transit and highways. Connected to each Regional Center, by road and transit, are smaller Town Centers with local shopping and employment opportunities within a local market area. Planning for all of these centers will seek a balance between jobs and housing so that more transportation trips are likely to remain local and become more multi modal.

In keeping with the jobs housing balance in centers, a jobs housing balance by regional sub-areas can and should also be a goal. This would account for the housing and employment outside centers, and direct policy to adjust for better jobs housing ratios around the region.

Recognition and protection of open spaces both inside the UGB and in rural reserves outside urban reserves are reflected in the Growth Concept. Open

spaces, including important natural features and parks, are important to the capacity of the urban growth boundary and the ability of the region to accommodate housing and employment. Green areas on the Concept Map may be designated as regional open space. That would remove these lands from the inventory of urban land available for development. Rural reserves, already designated for farms, forestry, natural areas or rural-residential use, would remain and be further protected from development pressures.

The Concept Map shows some transportation facilities to illustrate new concepts, like "green corridors," and how land use areas, such as centers, may be served. Neither the current regional system nor final alignment choices for future facilities are intended to be represented on the Concept Map.

The percentages and density targets used in the Growth Concept to describe the relationship between centers and areas are estimates based on modeling analysis of one possible configuration of the Growth Concept. Implementation actions that vary from these estimates indicate a need to balance other parts of the Growth Concept to retain the compact urban form contained in the Growth Concept. Land use definitions and numerical targets as mapped, are intended as targets and will be refined in the Regional Framework Plan. Each jurisdiction will certainly adopt a unique mix of characteristics consistent with each locality and the overall Growth Concept.

Neighbor Cities

The Growth Concept recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. Communities such as Sandy, Canby, and Newberg will be affected by the Metro Council's decisions about managing the region's growth. A significant number of people would be accommodated in these neighboring cities, and cooperation between Metro and these communities is necessary to address common transportation and land-use issues.

There are three key concepts for cooperative agreements with neighbor cities:

1) There shall be a separation of rural land between each neighboring city and the metropolitan area. If the region grows together, the transportation system would suffer and the cities would lose their sense of community identity.

2) There shall be a strong balance between jobs and housing in the neighbor cities. The more a city retains a balance of jobs and households, the more trips will remain local.

3) The "green corridor," transportation facility through a rural reserve that serves as a link between the metropolitan area and a neighbor city without access to the farms and forests of the rural reserve. This would keep accessibility high, which encourages employment growth but limits the adverse affect on the surrounding rural areas. Metro will seek limitations in access to these facilities and will seek intergovernmental agreements with ODOT, the appropriate counties and neighbor cities to establish mutually acceptable growth management strategies. Metro will link transportation improvements to neighbor cities to successful implementation of these intergovernmental agreements.

Green Corridors

These transportation corridors connect the region's UGB to the neighboring cities' UGB's. Facilities should be designed to reduce urban influence and to avoid increasing access to the farms and forests of the rural reserves they pass through. The intent is to keep urban to urban accessibility high to encourage employment growth, but limit any adverse effect on the surrounding rural areas. Cooperative agreements among Metro, neighbor cities, affected counties and state agencies will be needed.

Rural Reserves

These are rural areas that keep adjacent urban areas separate. These rural lands are not needed or planned for development but are more likely to experience development pressures than are areas farther away.

These lands will not be developed in the foreseeable future, an idea that requires agreement among local, regional and state agencies. They are areas outside the present urban growth boundary and along highways that connect the region to neighboring cities.

New rural commercial or industrial development would be restricted. Some areas would receive priority status as potential areas for park and open space

acquisition. Road improvements would specifically exclude interchanges or other highway access to the rural road system, as would any nearby extensions of urban services. Zoning would be for resource protection on farm and forestry land, and very low density residential (less than one unit for five acres) for exception land.

These rural reserves would support and protect farm and forestry operations. The reserves also would include some purchase of natural areas adjacent to rivers, streams and lakes to make sure the water quality is protected and wildlife habitat enhanced. Large natural features, such as hills and buttes, also would be included as rural reserves because they buffer developed areas and are poor candidates for compact urban development.

Rural reserves are designated in areas that are most threatened by new development, that separate communities, or exist as special resource areas.

Rural reserves also would be retained to separate cities within the Metro boundary. Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville all have existing areas of rural land that provide a break in urban patterns. New areas of urban reserves, that are indicated on the Concept Map are also separated by rural reserves, such as the Damascus-Pleasant Valley areas from Happy Valley.

The primary means of achieving rural reserves would be through the regional framework plan for areas within the Metro boundary, and voluntary agreements among Metro, the counties, neighboring cities, and the state for those areas outside the Metro boundary. These agreements would prohibit extending urban growth into the rural reserves and require that state agency actions are consistent with the rural reserve designation.

Open Spaces and Trail Corridors

The areas designated open space on the Concept map are parks, stream and trail corridors, wetlands and floodplains, largely undeveloped upland areas, and areas of compatible very low density residential development. Many of these natural features already have significant land set aside as open space. The Tualatin Mountains, for example, contain major parks such as Forest Park and Tryon Creek State Park and numerous smaller parks such as Gabriel Park in Portland and Wilderness Park in West Linn. Other areas are oriented toward

wetlands and streams, with Fanno Creek in Washington County having one of the best systems of parks and open space in the region.

Local jurisdictions are encouraged to establish acres of open space per capita goals based on rates at least as great as current rates, in order to keep up with current conditions.

Designating these areas as open spaces would have several effects. First, it would remove these land from the category of urban land that is available for development. The capacity of the urban growth boundary would have to be calculated without these, and plans to accommodate housing and employment would have to be made without them. Secondly, these natural areas, along with key rural reserve areas, would receive a high priority for purchase as parks and open space, such as Metro's Greenspaces program. Finally, regulations could be developed to protect these critical natural areas that would not conflict with housing and economic goals, thereby having the benefit of regulatory protection of critical creek areas, compatible low-density development, and transfer of development rights to other lands better suited for development.

About 35,000 acres of land and water inside today's urban growth boundary are included as open spaces in the Growth Concept Map. Preservation of these Open Spaces could be achieved by a combination of ways. Some areas could be purchased by public entities, such as Metro's Greenspaces program or local park departments. Others may be donated by private citizens or by developers of adjacent properties to reduce the impact of development. Some could be protected by environmental zoning which allows very low-density residential development through the clustering of housing on portions of the land while leaving important features as common open space.

Centers

Creating higher density centers of employment and housing is advantageous for several reasons. These centers provide access to a variety of goods and services in a relatively small geographic area, creating a intense business climate. Having centers also makes sense from a transportation perspective, since most centers have an accessibility level that is conducive to transit, bicycling and walking. Centers also act as social gathering places and community centers, where people would find the "small town atmosphere" they cherish.

The major benefits of centers in the marketplace are accessibility and the ability to concentrate goods and services in a relatively small area. The problem in developing centers, however, is that most of the existing centers are already developed and any increase in the density must be made through redeveloping existing land and buildings. Emphasizing redevelopment in centers over development of new areas of undeveloped land is a key strategy in the Growth Concept. Areas of high unemployment and low property values should be specially considered to encourage reinvestment and redevelopment. Incentives and tools to facilitate redevelopment in centers should be identified.

There are three types of centers, distinguished by size and accessibility. The "central city" is downtown Portland and is accessible to millions of people. "Regional centers" are accessible to hundreds of thousands of people, and "town centers" are accessible to tens of thousands.

The Central City

Downtown Portland serves as our major regional center and functions quite well as an employment and cultural hub for the metropolitan area. It provides accessibility to the many businesses that require access to a large market area and also serves as the location for cultural and social functions that draw the region together. It is the center for local, regional, state, and federal governments, financial institutions, commerce, the center for arts and culture, and for visitors to the region.

In addition, downtown Portland has a high percentage of travel other than by car -- three times higher than the next most successful area. Jobs and housing are be readily available there, without the need for a car. Maintaining and improving upon the strengths of our regional downtown shall remain a high priority.

Today, about 20 percent of all employment in the region is in downtown Portland. Under the Growth Concept, downtown Portland would grow at the same rate as the rest of the region, and would remain the location of 20 percent of regional employment. To do this, downtown Portland's 1990 density of 150 people per acre would increase to 250 people per acre. Improvements to the transit system network, development of a multi-modal street system and

maintenance of regional through routes (the highway system) would provide additional mobility to and from the city center.

Regional centers

There are nine regional centers, serving four market areas (outside of the Central City market area). Hillsboro serves that western portion of the region, and Gresham the eastern. The Central city and Gateway serve most of the Portland area as a regional center. Downtown Beaverton and Washington Square serve the Washington County area, and downtown Oregon City, Clackamas Town Center and Milwaukie together serve Clackamas County and portions of outer south east Portland.

These Regional Centers would become the focus of compact development, redevelopment, and high-quality transit service, multi-modal street networks and act as major nodes along regional through routes . The Growth Concept accommodates three percent of new household growth and 11 percent of new employment growth in these regional centers. From the current 24 people per acre, the Growth Concept would allow up to 60 people per acre.

Transit improvements would include light-rail connecting all regional centers to the Central City. A dense network of multi-modal arterial and collector streets would tie regional centers to surrounding neighborhoods and other centers. Regional through-routes would be designed to serve connect regional centers and ensure that these centers are attractive places to conduct business. The relatively small number of centers reflects not only the limited market for new development at this density but also the limited transportation funding for the high-quality transit and roadway improvements envisioned in these areas. As such the nine regional centers should be considered candidates and ultimately the number should be reduced or policies established to phase-in certain regional centers earlier than others.

Town centers

Smaller than regional centers and serving populations of tens of thousands of people, town centers are the third type of center with compact development and transit service. Town centers would accommodate about 3 percent of new households and more than 7 percent of new employment. The 1990 density of

an average of 23 people per acre would nearly double -- to about 40 persons per acre, the current densities of development along Hawthorne Boulevard and in downtown Hillsboro.

Town centers would provide local shopping and employment opportunities within a local market area. They are designed to provide local retail and services, at a minimum. They also would vary greatly in character. Some would become traditional town centers, such as Lake Oswego, Oregon City, and Forest Grove, while others would change from an auto-oriented development into a more complete community, such as Hillsdale. Many would also have regional specialties, such as office centers envisioned for the Ceder Mill town center. Several new town centers are designated, such as in Happy Valley and Damascus, to accommodate the retail and service needs of a growing population while reducing auto travel. Others would combine a town center within a regional center, offering the amenities and advantages of each type of center.

Corridors

Corridors are not as dense as centers but also are located along good quality transit lines. They provide a place for densities that are somewhat higher than today and feature a high-quality pedestrian environment and convenient access to transit. Typical new developments would include rowhouses, duplexes, and one to three story office and retail buildings, and average 25 persons per acre.

Station Communities

Station communities are nodes of development centered around a light rail or high capacity transit station which feature a high-quality pedestrian environment. They provide for the highest density outside centers. The station communities would encompass an area approximately one half mile from a station stop. The densities of new development would average 45 persons per acre. Zoning ordinances now set minimum densities for most Eastside and Westside MAX station communities. An extensive station community planning program is now under way for each of the Westside station communities, and similar work is envisioned for the proposed South/North line. It is expected that the station community planning process will result in specific strategies and plan changes to implement the station communities concept.

Because the Growth Concept calls for many corridors and station communities throughout the region, they would together accommodate 27 percent of the new households of the region and nearly 15 percent of new employment.

Main Streets and Neighborhood Centers

During the early decades of this century, main streets served by transit and characterized by a strong business and civic community were a major land-use pattern throughout the region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham, as well as the Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are undergoing a revival and provide an efficient and effective land-use and transportation alternative. The Growth Concept calls for main streets to grow from 1990 levels of 36 people per acre to 39 per acre. Main streets would accommodate nearly two percent of housing growth.

Main streets typically will serve neighborhoods and may develop a regional specialization -- such as antiques, fine dining, entertainment, or specialty clothing -- that draws people from other parts of the region. Main Streets form neighborhood centers as areas that provide the retail and service development at other intersections at the focus of a neighborhood areas and around MAX light rail stations. When several main streets occur within a few blocks of one another, they may also serve as a dispersed town center, such as the main street areas of Belmont, Hawthorne, and Division that form a town center for inner southeast Portland.

Neighborhoods

Residential neighborhoods would remain a key component of the Growth Concept and would fall into two basic categories. Inner neighborhoods are Portland and the older suburbs of Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that are accessible to employment. Lot sizes would be smaller to accommodate densities increasing from 1990 levels of about 11 people per acre to about 14 per acre. Inner neighborhoods would trade smaller lot sizes for better access to jobs and shopping. They would accommodate 28 percent of new households and 15 percent of new employment (some of the employment would be home occupations and the balance would be

neighborhood- based employment such as schools, daycare and some neighborhood businesses).

Outer neighborhoods would be farther away from large employment centers and would have larger lot sizes and lower densities. Examples include outer suburbs such as Forest Grove, Sherwood, and Oregon City, and any additions to the urban growth boundary. From 1990 levels of nearly 10 people per acre, outer neighborhoods would increase to 13 per acre. These areas would accommodate 28 percent of new households and 10 percent of new employment.

One of the most significant problems in some newer neighborhoods is the lack of street connections, a recent phenomenon that has occurred in the last 25 years. It is one of the primary causes of increased congestion in new suburbs. Traditional neighborhoods contained a grid pattern with up to 20 through streets per mile. But in new areas, one to two through streets per mile is the norm. Combined with large scale single-use zoning and low densities, it is the major cause of increasing auto dependency in neighborhoods. To improve local connectivity throughout the region, all areas shall develop master street plans that include from 8 to 20 local streets connections per mile, which would improve access for all modes of travel.

Employment areas

The Portland metropolitan area economy is heavily dependant upon wholesale trade and the flow of commodities to national and international markets. The high quality of our freight transportation system, and in particular our intermodal freight facilities are essential to continued growth in trade. The intermodal facilities (air and marine terminals, freight rail yards and common carrier truck terminals) are an area of regional concern, and the regional framework plan will identify and protect lands needed to meet their current and projected space requirements.

Industrial areas would be set aside primarily for industrial activities. Other supporting uses, including some retail uses, may be allowed if limited to sizes and locations intended to serve the primary industrial uses. They include land-intensive employers, such as those around the Portland International Airport, the Hillsboro Airport and some areas along Highway 212/224.

Industrial areas are expected to accommodate ten percent of regional employment and no households. Retail uses whose market area is substantially larger than the employment area shall not be considered supporting uses.

Other employment centers would be designated as mixed-use employment areas, mixing various types of employment and including some residential development as well. These mixed-use employment areas would provide for about five percent of new households and 14 percent of new employment within the region. Densities would rise substantially from 1990 levels of about 11 people per acre to 20 people per acre.

The siting and development of new industrial areas would consider the proximity of housing for all income ranges provided by employment in the projected industrial center, as well as accessibility to convenient and inexpensive non-auto transportation. The continued development of existing industrial areas would include attention to these two issues as well.

Urban Reserves

One important feature of the Growth Concept is that it would accommodate all 50 years of forecasted growth through a relatively small amount of urban reserves. Urban reserves consist of land set aside outside the present urban growth boundary for future growth. The Growth Concept contains approximately 22,000 acres of Urban Reserve Study Areas shown on the Concept Map. Less than 15,000 of these are needed for growth if the other density goals of the Growth Concept are met. Over 75 percent of these lands are currently zoned for rural housing and the remainder are zoned for farm or forestry uses. These areas shall be refined to the 14,500 acres required by the Growth Concept for designation of urban reserves areas under the LCDC Urban Reserve Rule and inclusion in the regional framework plan.

Transportation Facilities

In undertaking the Region 2040 process, the region has shown a strong commitment to developing a regional plan that is based on greater land use efficiencies and a truly multi-modal transportation system. However, the transportation system defined in the Growth Concept Analysis serves as a theoretical definition (construct) of the transportation system needed to serve the

land uses in the Growth Concept (Recommended Alternative urban form). The modeled system reflects only one of many possible configurations that might be used to serve future needs, consistent with the policy direction called for in the Growth Concept (amendment to RUGGO).

As such, the Growth Concept (Recommended Alternative) transportation map provides only general direction for development of an updated Regional Transportation Plan (RTP) and does not prescribe or limit what the RTP will ultimately include in the regional system. Instead, the RTP will build upon the broader land use and transportation directions that are defined in the Growth Concept (Recommended Alternative).

The transportation elements needed to create a successful growth management policy are those that support the Growth Concept. Traditionally, streets have been defined by their traffic-carrying potential, and transit service according to it's ability to draw commuters. Other travel modes have not been viewed as important elements of the transportation system. The Growth Concept establishes a new framework for planning in the region by linking urban form to transportation. In this new relationship, transportation is viewed as a range of travel modes and options that reinforce the region's growth management goals.

Within the framework of the Growth Concept is a network of multi-modal corridors and regional through-routes that connect major urban centers and destinations. Through-routes provide for high-volume auto and transit travel at a regional scale, and ensure efficient movement of freight. Within multi-modal corridors, the transportation system will provide a broader range of travel mode options, including auto, transit, bicycle and pedestrian networks, that allow choices of how to travel in the region. These travel options will encourage the use of alternative modes to the auto, a shift that has clear benefits for the environment and the quality of neighborhoods and urban centers and address the needs of those without access to automobiles.

In addition to the traditional emphasis on road and transit facilities, the development of networks for freight travel and intermodal facilities, for bicycle and pedestrian travel and the efficient use of capacity on all streets through access management and congestion management and/or pricing will be part of a successful transportation system.

While the Concept Map shows only major transit facilities and corridors, all areas within the UGB have transit access. Transit service in the Growth Concept included both fixed-route and demand responsive systems. The RTP shall further define the type and extent of transit service available throughout the region.

Intermodal Facilities

The region's continued strength as a national and international distribution center is dependent upon adequate intermodal facilities and access to them. Intermodal facilities include marine terminals, railroad intermodal points, such as the Union Pacific's Albina Yard, the airports and the Union Station/inter-city bus station area. The Regional Transportation Plan will identify these areas and their transportation requirements and will identify programs to provide adequate freight capacity.

Regional through-routes

These are the routes that move people and goods through and around the region, connect regional centers to each other and to the Central City, and connect the region to the statewide and interstate transportation system. They include freeways, limited access highways, and heavily traveled arterials, and usually function as through-routes. As such, they are important not only because of the movement of people, but as one of the region's major freight systems. Since much of our regional economy depends on the movement of goods and services, it is essential to keep congestion on these roads at manageable levels. These major routes frequently serve as transit corridors but are seldom conducive to bicycles or pedestrians because of the volume of auto and freight traffic that they carry.

With their heavy traffic, and high visibility, these routes are attractive to business. However, when they serve as a location for auto-oriented businesses, the primary function of these routes, to move regional and statewide traffic, can be eroded. While they serve as an appropriate location for auto-oriented businesses, they are poor locations for businesses that are designed to serve neighborhoods or sub-regions. These are better located on multi-modal arterials. They need the highest levels of access control. In addition, it is

important that they not become barriers to movements across them by other forms of travel, auto, pedestrian, transit, or bicycle. They shall focus on providing access to centers and neighbor cities, rather than access to the lands that front them.

Multi-modal arterials

These represent most of the region's arterials. They include a variety of design styles and speeds, and are the backbone for a system of multi-modal travel options. Older sections of the region are better designed for multi-modal travel than new areas. Although these streets often smaller than suburban arterials, they carry a great deal of traffic (up to 30,000 vehicles a day), experience heavy bus ridership along their routes and are constructed in dense networks that encourage bicycle and pedestrian travel. The Regional Transportation Plan (RTP) shall identify these multi-modal streets and develop a plan to further encourage alternative travel modes within these corridors.

Many new streets, however, are designed to accommodate heavy auto and freight traffic at the expense of other travel modes. Multiple, wide lanes, dedicated turning lanes, narrow sidewalks exposed to moving traffic, and widely-spaced intersections and street crossings create an environment that is difficult and dangerous to negotiate without a car. The RTP shall identify these potential multi-modal corridors and establish design standards that encourage other modes of travel along these routes.

Some multi-modal arterials also carry significant volumes of freight. The RTP will ensure that freight mobility on these routes is adequately protected by considering freight needs when identifying multi-modal routes, and in establishing design standards intended to encourage alternative modes of passenger travel.

Collectors and local streets

These streets become a regional priority when a lack of adequate connections forces neighborhood traffic onto arterials. New suburban development increasingly depends on arterial streets to carry trips to local destinations, since most new local streets systems a specifically designed with curves and cul-de-sacs to discourage local through travel by any mode. The RTP should

consider a standard of eight to 20 through streets per mile, applied to both developed and developing to reduce local travel on arterials. There should also be established standard bicycle and pedestrian through-routes (via easements, greenways, fire lanes, etc.) in existing neighborhoods where changes to the street system are not a reasonable alternative.

Light rail

Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders, and provides a critical travel option to major destinations. The primary function of light rail in the Growth Concept is to link regional centers and the Central City, where concentrations of housing and employment reach a level that can justify the cost of developing a fixed transit system. In addition to their role in developing regional centers, LRT lines can also support significant concentrations of housing and employment at individual station areas along their routes.

In addition, neighbor cities of sufficient size should also include a transit connection to the metropolitan area to provide a full range of transportation alternatives.

"Planned and Existing Light Rail Lines" on the Concept Map represent some locations shown on the current Regional Transportation Plan (RTP) which were selected for initial analysis. "Proposed Light Rail Alignments" show some appropriate new light rail locations consistent with serving the Growth Concept. "Potential HCT lines" highlight locations for some concentrated form of transit, possibly including light rail. These facilities demonstrate the general direction for development of an updated RTP which will be based on further study. The Concept Map transportation facilities do not prescribe or limit the existing of updated RTP.

Bicycle and Pedestrian Networks

Bicycling and walking should play an important part in the regional transportation system especially within neighborhoods and centers and for other shorter trips. They are also essential to the success of an effective transit system. In addition to the arrangement of land uses and site design, route continuity and the design of rights-of-way in a manner friendly to bicyclists and

pedestrians are necessary. The Regional Transportation Plan will establish targets which substantially increase the share on these modes.

Demand Management/Pricing

The land uses and facilities in the Growth Concept cannot, by themselves, meet the region's transportation objectives. Demand Management (carpooling, parking management and pricing strategies) and system management will be necessary to achieve the transportation system operation described in the Growth Concept. Additional actions will be need to resolve the significant remaining areas of congestion and the high VMT/capita which it causes. The Regional Transportation Plan will identify explicit targets for these programs in various areas of the region.

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REGION 2040

Decisions for Tomorrow

2040 Growth Concept

Clark County Urban Growth Area

Note: Urban Reserve Study Areas indicate those areas within Metro's 1995 Work Plan for future study from which Urban Reserve Areas may be selected. Designation of urban reserve areas shall be contingent upon the need demonstrated by the refined 2040 Growth Concept and interpretation of LCDC's Urban Reserve Rule.

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LEGEND

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- Corridor Study Areas
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- Main Street Study Areas
- Regional Highways
- Green Corridors
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignments
- Potential HCT Lines
- Light Rail Station Areas
- International Airports
- Regional Airports
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- Urban Reserve Study Area
- Rural Reserves
- Open Space
- Urban Growth Boundary
- Neighboring Cities
- Public Parks

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Exhibit B: Proposed Regional Urban Growth Goals and Objectives (RUGGOs)

Key to proposed amendments to the Regional Urban Growth Goals and Objectives (RUGGO)

Words double underlined are proposed to be added.
Words with ~~a line through them~~ are proposed to be deleted.
Words highlighted pertain to the issues of "metropolitan concern". The word "concern" is proposed to be substituted for "significance".

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Introduction

The Regional Urban Growth Goals and Objectives (RUGGO) have been developed to:

1. respond to the direction given to Metro by the legislature through ORS ch 268.380 to develop land use goals and objectives for the region which would replace those adopted by the Columbia Region Association of Governments;

2. provide a policy framework for guiding Metro's regional planning program, principally its development of functional plans and management of the region's urban growth boundary; and

3. provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

The RUGGO's are envisioned not as a final plan for the region, but as a starting point for developing a more focused vision for the future growth and development of the Portland area. Hence, the RUGGO's are the building blocks with which the local governments, citizens, and other interests can begin to develop a shared view of the future.

This document begins with the broad outlines of that vision. There are two principal goals, the first dealing with the planning process and the second outlining substantive concerns related to urban form. The "subgoals" (in Goal II) and objectives clarify the goals. The planning activities reflect priority actions that need to be taken at a later date to refine and clarify the goals and objectives further.

Metro's regional goals and objectives required by ORS 268.380(1) are in RUGGO Goals I and II and Objectives 1-18 and the Growth Concept only. RUGGO planning activities contain implementation ideas for future study in various stages of development that may or may not lead to RUGGO amendments, new functional plans or functional plan amendments. Functional plans and functional plan amendments shall be consistent with Metro's regional goals and objectives and the Growth Concept, not RUGGO planning activities.

Background Statement

Planning for and managing the effects of urban growth in this metropolitan region involves 24 cities, three counties, and more than 130 special service districts and school districts, including Metro. In addition, the State of Oregon, Tri-Met, the Port of Portland, and the Boundary Commission all make decisions which affect and respond to regional urban growth. Each of these jurisdictions and agencies has specific duties and powers which apply directly to the tasks of urban growth management.

However, the issues of metropolitan growth are complex and inter-related. Consequently, the planning and growth management activities of many jurisdictions are both affected by and directly affect the actions of other jurisdictions in the region. In this region, as in others throughout the country, coordination of planning and management activities is a central issue for urban growth management.

Nonetheless, few models exist for coordinating growth management efforts in a metropolitan region. Further, although the legislature charged Metro with certain coordinating responsibilities, and gave it powers to accomplish that coordination, a participatory and cooperative structure for responding to that charge has never been stated.

As urban growth in the region generates issues requiring a multi-jurisdictional response, a "blueprint" for regional planning and coordination is critically needed. Although most would agree that there is a need for coordination, there is a wide range of opinion regarding how regional planning to address issues of regional significance should occur, and under what circumstances Metro should exercise its coordination powers.

Goal I addresses this coordination issue in the region for the first time by providing the process that Metro will use to address areas and activities of metropolitan significance. The process is intended to be responsive to the challenges of urban growth while respecting the powers and responsibilities of a wide range of interests, jurisdictions, and agencies.

Goal II recognizes that this region is changing as growth occurs, and that change is challenging our assumptions about how urban growth will affect quality of life. For example:

- overall, the number of vehicle miles travelled in the region has been increasing at a rate far in excess of the rate of population and employment growth;

- the greatest growth in traffic and movement is within suburban areas, rather than between suburban areas and the central downtown district;

- in the year 2010 Metro projects that 70% of all "trips" made daily in the region will occur within suburban areas;

- currently transit moves about 3% of the travellers in the region on an average workday;

- to this point the region has accommodated most forecasted growth on vacant land within the urban growth boundary, with redevelopment expected to accommodate very little of this growth;

- single family residential construction is occurring at less than maximum planned density;

- rural residential development in rural exception areas is occurring in a manner and at a rate that may result in forcing the expansion of the urban growth boundary on important agricultural and forest resource lands in the future;

- a recent study of urban infrastructure needs in the state has found that only about half of the funding needed in the future to build needed facilities can be identified.

Add to this list growing citizen concern about rising housing costs, vanishing open space, and increasing frustration with traffic congestion, and the issues associated with the growth of this region are not at all different from those encountered in other west coast metropolitan areas such as the Puget Sound region or cities in California. The lesson in these observations is that the "quilt" of 27 separate comprehensive plans together with the region's urban growth boundary is not enough to effectively deal with the dynamics of regional growth and maintain quality of life.

The challenge is clear: if the Portland metropolitan area is going to be different than other places, and if it is to preserve its vaunted quality of life as an additional 485,000 people move into the urban area in the next 20 years, then a cooperative and participatory effort to address the issues of growth must begin now. Further, that effort needs to deal with the issues accompanying growth -- increasing traffic congestion, vanishing open space, speculative pressure on rural farm lands, rising housing costs, diminishing environmental quality -- in a common framework. Ignoring vital links between these issues will limit the scope and effectiveness of our approach to managing urban growth.

Goal II provides that broad framework needed to address the issues accompanying urban growth.

Planning for a Vision of Growth in the Portland Metropolitan Area

As the metropolitan area changes, the importance of coordinated and balanced planning programs to protect the environment and guide development becomes increasingly evident.

By encouraging efficient placement of jobs and housing near each other, along with supportive commercial, cultural and recreational uses, a more efficient development pattern will result.

An important step toward achieving this planned pattern of regional growth is the integration of land uses with transportation planning, including mass transit, which will link together mixed use urban centers of higher density residential and commercial development.

The region must strive to protect and enhance its natural environment and significant natural resources. This can best be achieved by integrating the important aspects of the natural environment into a regional system of natural areas, open space and trails for wildlife and people. Special attention should be given to the development of infrastructure and public services in a manner that complements the natural environment.

A clear distinction must be created between the urbanizing areas and rural lands. Emphasis should be placed upon the balance between new development and infill within the region's urban growth boundary and the need for future urban growth boundary expansion. This regional vision recognizes the pivotal role played by a healthy and active central city, while at the same time providing for the growth of other communities of the region.

Finally, the regional planning program must be one that is based on a cooperative process that involves the residents of the metropolitan area, as well as the many public and private interests. Particular attention must be given to the need for effective partnerships with local governments because they will have a major responsibility in implementing the vision. It is important to consider the diversity of the region's communities when integrating local comprehensive plans into the pattern of regional growth.

GOAL I: REGIONAL PLANNING PROCESS

Regional planning in the metropolitan area shall:

I.i Fully implement the regional planning functions of the 1992 Metro Charter;

I.ii identify and designate other areas and activities of metropolitan concern through a participatory process involving the Metro Policy Advisory Committee, cities, counties, special districts, school districts, and state and regional agencies such as Tri-Met, the Metropolitan Arts Commission and the Port of Portland;

I.iii. occur in a cooperative manner in order to avoid creating duplicative processes, standards, and/or governmental roles.

These goals and objectives shall only apply to acknowledged comprehensive plans of cities and counties when implemented through the regional framework plan, functional plans, or the acknowledged urban growth boundary plan.

Objective 1. Citizen Participation

Metro shall develop and implement an ongoing program for citizen participation in all aspects of the regional planning program. Such a program shall be coordinated with local programs for supporting citizen involvement in planning processes, and shall not duplicate those programs.

1.1. **Metro Committee for Citizen Involvement** (Metro CCI)
Metro shall establish a Metro Committee for Citizen Involvement to assist with the development, implementation and evaluation of its citizen involvement program and to advise the Metro Policy Advisory Committee regarding ways to best involve citizens in regional planning activities.

1.2. **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 potential consequences as well as opportunities for involvement on the part of affected citizens, both inside and outside of its district boundaries.

Objective 2. Metro Policy Advisory Committee

The 1992 Metro Charter has established the Metro Policy Advisory Committee to:

2.i assist with the development and review of Metro's regional planning activities pertaining to land use and growth management, including review and implementation of these goals and objectives, development and implementation of the regional framework plan, present and prospective functional planning, and management and review of the region's urban growth boundary;

2.ii. serve as a forum for identifying and discussing areas and activities of metropolitan or subregional significance; and

2.iii. provide an avenue for involving all cities and counties and other interests in the development and implementation of growth management strategies.

2.1. **Metro Policy Advisory Committee Composition.** The initial Metro Policy Advisory Committee (MPAC) shall be chosen according to the Metro Charter and, thereafter, according to any changes approved by majorities of MPAC and the Metro Council. The composition of the Committee shall reflect the partnership that must exist among implementing jurisdictions in order to effectively address areas and activities of metropolitan significance concern. The voting membership shall include elected and appointed officials

and citizens of Metro, cities, counties and states consistent with section 27 of the 1992 Metro Charter.

2.2. **Advisory Committees.** The Metro Council, or the Metro Policy Advisory Committee consistent with the MPAC by-laws, shall appoint technical advisory committees as the Council or the Metro Policy Advisory Committee determine a need for such bodies.

2.3. **Joint Policy Advisory Committee on Transportation (JPACT).** JPACT with the Metro Council shall continue to perform the functions of the designated Metropolitan Planning Organization as required by federal transportation planning regulations. JPACT and the Metro Policy Advisory Committee shall develop a coordinated process, to be approved by the Metro Council, to assure that regional land use and transportation planning remains consistent with these goals and objectives and with each other.

Objective 3. Applicability of Regional Urban Growth Goals and Objectives

These Regional Urban Growth Goals and Objectives have been developed pursuant to ORS 268.380(1). Therefore, they comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan under ORS 268.390(2). The regional framework plan and all functional plans prepared by Metro shall be consistent with these goals and objectives. Metro's management of the Urban Growth Boundary shall be guided by standards and procedures which must be consistent with these goals and objectives. These goals and objectives shall not apply directly to site-specific land use actions, including amendments of the urban growth boundary.

These Regional Urban Growth Goals and Objectives shall apply to adopted and acknowledged comprehensive land use plans as follows:

3.i. Components of the regional framework plan that are adopted as functional plans, or other functional plans, shall be consistent with these goals and objectives, and they

may recommend or require amendments to adopted and acknowledged comprehensive land use plans; or

3.ii. The management and periodic review of Metro's acknowledged Urban Growth Boundary Plan, itself consistent with these goals and objectives, may require changes in adopted and acknowledged land use plans; or

3.iii. The Metro Policy Advisory Committee may identify and propose issues of regional

concern, related to or derived from these goals and objectives, for consideration by cities and counties at the time of periodic review of their adopted and acknowledged comprehensive plans.

3.1. **Urban Growth Boundary Plan.** The Urban Growth Boundary Plan has two components:

3.1.1. The acknowledged urban growth boundary line; and

3.1.2. Acknowledged procedures and standards for amending the urban growth boundary line. Metro's Urban Growth Boundary is not a regional comprehensive plan but a provision of the comprehensive plans of the local governments within its boundaries. The location of the urban growth boundary line shall be in compliance with applicable statewide planning goals and consistent with these goals and objectives. Amendments to the urban growth boundary line shall demonstrate consistency only with the acknowledged procedures and standards.

3.2. **Functional Plans.** Metro functional plans containing recommendations for comprehensive planning by cities and counties may or may not involve land use decisions. Functional plans are not required by the enabling statute to include findings of consistency with statewide land use planning goals. If provisions in a functional plan, or actions implementing a functional plan require changes in an adopted and acknowledged comprehensive land use plan, then that action may be a land use action required to be consistent with the statewide planning goals.

3.3 **Regional Framework Plan.** The regional framework plan adopted by Metro shall be consistent with these goals and objectives. Provisions of the regional framework plan that establish performance standards, and that may require changes in local comprehensive plans shall be adopted as functional plans, and shall meet all requirements for functional plans contained in these goals and objectives.

3.4. **Periodic Review of Comprehensive Land Use Plans.** At the time of periodic review for comprehensive land use plans in the region the Metro Policy Advisory Committee:

3.4.1. Shall assist Metro with the identification of regional framework plan elements, functional plan provisions or changes in functional plans adopted since the last periodic review for inclusion in periodic review notices as changes in law; and

3.4.2. May provide comments during the periodic review of adopted and acknowledged comprehensive plans on issues of regional concern.

3.5. **Periodic Review of the Regional Urban Growth Goals and Objectives.** The Metro Policy Advisory Committee shall consider the periodic review notice for these goals and objectives and recommend a periodic review process for adoption by the Metro Council.

Objective 4. Implementation Roles

Regional planning and the implementation of these Regional Urban Growth Goals and Objectives shall recognize the inter-relationships between cities, counties, special districts, Metro, regional agencies, and the State, and their unique capabilities and roles.

4.1. **Metro Role.** Metro shall:

4.1.1. Identify and designate areas and activities of metropolitan concern ~~significance~~;

4.1.2. Provide staff and technical resources to support the activities of the Metro Policy Advisory Committee;

4.1.3. Serve as a technical resource for cities, counties, and other jurisdictions and agencies;

4.1.4. Facilitate a broad-based regional discussion to identify appropriate strategies for responding to those issues of metropolitan concern ~~significance~~; and

4.1.5. Adopt functional plans necessary and appropriate for the implementation of these regional urban growth goals and objectives, and the regional framework plan;

4.1.6. Coordinate the efforts of cities, counties, special districts, and the state to implement adopted strategies.

4.2. **Role of Cities.**

4.2.1. Adopt and amend comprehensive plans to conform to and functional plans adopted by Metro;

4.2.2. Identify potential areas and activities of metropolitan concern ~~significance~~;

4.2.3. Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern ~~significance~~;

4.2.4. Participate in the review and refinement of these goals and objectives.

4.3. **Role of Counties.**

4.3.1. Adopt and amend comprehensive plans to conform functional plans adopted by Metro;

4.3.2. Identify potential areas and activities of metropolitan concern ~~significance~~;

4.3.3. Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern ~~significance~~;

4.3.4. Participate in the review and refinement of these goals and objectives.

4.4. **Role of Special Service Districts.** Assist Metro with the identification of areas and activities of metropolitan concern ~~significance~~ and the development of strategies to address them, and participate in the review and refinement of these goals and objectives.

4.5. **Role of the State of Oregon.**

4.5.1. Advise Metro regarding the identification of areas and activities of metropolitan concern ~~significance~~;

4.5.2. Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern ~~significance~~;

4.5.3. Modify state plans, regulations, activities and related funding to enhance ~~to insure coordination~~ implementation of the regional framework plan and functional plans adopted by Metro, and employ state agencies and programs and regulatory bodies to promote and implement~~ation of~~ these goals and objectives and the regional framework plan;

4.5.4 Participate in the review and refinement of these goals and objectives.

Objective 5. Functional Planning Process

Functional plans are limited purpose plans, consistent with these goals and objectives, which address designated areas and activities of metropolitan concern. These shall include all sections of the regional framework plan that establish performance standards for local plans.

5.1. **Existing Functional Plans.** Metro shall continue to develop, amend, and implement, with the assistance of cities, counties, special districts, and the state, statutorily required

functional plans for air, water, and transportation, as directed by ORS 268.390(1), and for solid waste as mandated by ORS ch 459.

5.2. **New Functional Plans.** New functional plans shall be proposed from one of two sources:

5.2.1. The Metro Policy Advisory Committee may recommend that the Metro Council designate an area or activity of metropolitan concern ~~significance~~ for which a functional plan should be prepared; or

5.2.2. The Metro Council may propose the preparation of a functional plan to designate an area or activity of metropolitan concern ~~significance~~, and refer that proposal to the Metro Policy Advisory Committee.

The matters required by the Charter to be addressed in the regional framework plan shall constitute sufficient factual reasons for the development of a functional plan under ORS 268.390.

Upon the Metro Council adopting factual reasons for the development of a new functional plan, the Metro Policy Advisory Committee shall participate in the preparation of the plan, consistent with these goals and objectives and the reasons cited by the Metro Council. After preparation of the plan and seeking broad public and local government consensus, using existing citizen involvement processes established by cities, counties, and Metro, the Metro Policy Advisory Committee shall review the plan and make a recommendation to the Metro Council. The Metro Council may act to resolve conflicts or problems impeding the development of a new functional plan and may complete the plan the Metro Policy Advisory Committee is unable to complete its review in a timely manner.

The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:

5.2.A. Adopt the proposed functional plan; or

5.2.B. Refer the proposed functional plan to the Metro Policy Advisory Committee in order to consider amendments to the proposed plan prior to adoption; or

5.2.C. Amend and adopt the proposed functional plan; or

5.2.D. Reject the proposed functional plan.

The proposed functional plan shall be adopted by ordinance, and shall include findings of

consistency with these goals and objectives.

5.3. **Functional Plan Implementation and Conflict Resolution.** Adopted functional plans shall be regionally coordinated policies, facilities, and/or approaches to addressing a designated area or activity of metropolitan concern ~~significance~~, to be considered by cities and counties for incorporation in their comprehensive land use plans. If a city or county determines that a functional plan recommendation should not or cannot be incorporated into its comprehensive plan, then Metro shall review any apparent inconsistencies by the following process:

5.3.1. Metro and affected local governments shall notify each other of apparent or potential comprehensive plan inconsistencies.

5.3.2. After Metro staff review, the Metro Policy Advisory Committee shall consult the affected jurisdictions and attempt to resolve any apparent or potential inconsistencies.

5.3.3. The Metro Policy Advisory Committee shall conduct a public hearing and make a report to the Metro Council regarding instances and reasons why a city or county has not adopted changes consistent with recommendations in a regional functional plan.

5.3.4. The Metro Council shall review the Metro Policy Advisory Committee report and hold a public hearing on any unresolved issues. The Council may decide to:

5.3.4.a. Amend the adopted regional functional plan; or

5.3.4.b. Initiate proceedings to require a comprehensive plan change; or

5.3.4.c. Find there is no inconsistency between the comprehensive plan(s) and the functional plan.

Objective 6. Future Vision and the Future Vision Commission

By Charter, approved by the voters in 1992, Metro must adopt a Future Vision for the metropolitan area. The Future Vision is:

"a conceptual statement that indicates population levels and settlement patterns that the region can accommodate within the carrying capacity of the land, water, and air resources of the region, and its educational and economic resources, and that achieves a desired quality of life. The Future Vision is a long-term, visionary outlook for at

least a 50-year period...The matters addressed by the Future Vision include but are not limited to: (1) use, restoration, and preservation of regional land and natural resources for the benefit of present and future generations, (2) how and where to accommodate the population growth for the region while maintaining a desired quality of life for its residents, and (3) how to develop new communities and additions to the existing urban areas in well-planned ways...The Future Vision is not a regulatory document. It is the intent of this charter that the Future Vision have no effect that would allow court or agency review of it."

The Future Vision will be prepared by a broadly representative commission, appointed by the Metro council, and will be reviewed and amended as needed, and comprehensively reviewed and, if need be, revised every 15 years.
Metro will describe the relationship of components of the Regional Framework Plan, and the Regional Framework Plan as a whole, to the Future Vision.

Objective 7. Amendments to the Regional Urban Growth Goals and Objectives

The Regional Urban Growth Goals and Objectives shall be reviewed at regular intervals or at other times determined by the Metro Council after consultation with or upon the suggestion of the Metro Policy Advisory Committee. Any review and amendment process shall involve a broad cross-section of citizen and jurisdictional interests, and shall involve the Metro Policy Advisory Committee consistent with Goal 1: Regional Planning Process. Proposals for amendments shall receive broad public and local government review prior to final Metro Council action.

7.1. **Impact of Amendments.** At the time of adoption of amendments to these goals and objectives, the Metro Council shall determine whether amendments to adopted regional framework plan, functional plans or the acknowledged regional urban growth boundary are necessary. If amendments to the above are necessary, the Metro Council shall act on amendments to applicable functional plans. The Council shall request recommendations from the Metro Policy Advisory Committee before taking action. All amendment proposals will include the date and method through which they may become effective, should they be adopted. Amendments to the acknowledged regional urban growth boundary will be considered under acknowledged urban growth boundary amendment procedures incorporated in the Metro Code.

If changes to the regional framework plan or functional plans are adopted, affected cities and counties shall be informed in writing of those changes which are advisory in nature, those which recommend changes in comprehensive land use plans, and those which require changes in comprehensive plans. This notice shall specify the effective date of particular amendment provisions.

GOAL II: URBAN FORM

The livability of the urban region should be maintained and enhanced through initiatives which:

II.i. preserve environmental quality;

II.ii. coordinate the development of jobs, housing, and public services and facilities; and

II.iii. inter-relate the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another. Urban form, therefore, describes an overall framework within which regional urban growth management can occur. Clearly stating objectives for urban form, and pursuing them comprehensively provides the focal strategy for rising to the challenges posed by the growth trends present in the region today.

II.1: NATURAL ENVIRONMENT

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

Objective 8. Water Resources

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

8.1 **Formulate Strategy.** A long-term strategy, coordinated by the jurisdictions and agencies charged with planning and managing water resources, shall be developed to comply with state and federal requirements for drinking water, to sustain beneficial water uses, and to accommodate growth.

Planning Activities:

Planning programs for water resources management shall be evaluated to determine the ability of current efforts to accomplish the following, and recommendations for changes in these programs will be made if they are found to be inadequate:

- Identify the future resource needs and carrying capacities 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;

- Evaluate the cost-effectiveness of alternative water resource management scenarios, and the use of conservation for both cost containment and resource management; and

- Preserve, create, or enhance natural water features for use as elements in nonstructural approaches to managing stormwater and water quality.

Objective 9. Air Quality

Air quality shall be protected and enhanced so that as growth occurs, human health is unimpaired. Visibility of the Cascades and the Coast Range from within the region should be maintained.

9.1. Strategies for planning and managing air quality in the regional airshed shall be included in the State Implementation Plan for the Portland-Vancouver air quality maintenance area as required by the Federal Clean Air Act.

9.2. New regional strategies shall be developed to comply with Federal Clean Air Act requirements and provide capacity for future growth.

9.3. The region, working with the state, shall pursue close collaboration ~~the consolidation~~ of the Oregon and Clark County Air Quality Management Areas.

9.4. All functional plans, when taken in the aggregate, shall be consistent with the State Implementation Plan (SIP) for air quality.

Planning Activities:

An air quality management plan should be developed for the regional airshed which:

- Outlines existing and forecast air quality problems; identifies prudent and equitable market based and regulatory strategies for addressing present and probable air quality problems throughout the region; evaluates standards for visibility; and implements an air quality monitoring program to assess compliance with local, state, and federal air quality requirements.

Objective 10. 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. An open space system capable of sustaining or enhancing native wildlife and plant populations should be established.

10.1. Quantifiable targets for setting aside certain amounts and types of open space shall be identified.

10.2. Corridor Systems - The regional planning process shall be used to coordinate the

development of interconnected recreational and wildlife corridors within the metropolitan region.

10.2.1. A region-wide system of trails should be developed to link public and private open space resources within and between jurisdictions.

10.2.2. A region-wide system of linked significant wildlife habitats should be developed.

10.2.3. A Willamette River Greenway Plan for the region should be implemented by the turn of the century.

Planning Activities:

1. Inventory existing open space and open space opportunities to determine areas within the region where open space deficiencies exist now, or will in the future, given adopted land use plans and growth trends.

2. Assess current and future active recreational land needs. Target acreage should be developed for neighborhood, community, and regional parks, as well as for other types of open space in order to meet local needs while sharing responsibility for meeting metropolitan open space demands.

3. Develop multi-jurisdictional tools for planning and financing the protection and maintenance of open space resources. Particular attention will be paid to using the land use planning and permitting process and to the possible development of a land-banking program.

4. Conduct a detailed biological field inventory of the region to establish an accurate baseline of native wildlife and plant 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 levels.

Objective 11. Protection of Agriculture and Forest Resource Lands

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

11.1. **Rural Resource Lands.** Rural resource lands outside the urban growth boundary which have significant resource value should actively be protected from urbanization.

11.2. **Urban Expansion.** Expansion of the urban growth boundary shall occur in urban reserves, established consistent with Objective 15.3.

Planning Activities:

A regional economic opportunities analysis shall include consideration of the agricultural and forest products economy associated with lands adjacent to or near the urban area.

II.2. BUILT ENVIRONMENT

Development in the region should occur in a coordinated and balanced fashion as evidenced by:

II.2.i. a regional "fair-share" approach to meeting the housing needs of the urban population;

II.2.ii. the provision of infrastructure and critical public services concurrent with the pace of urban growth;

II.2.iii. the integration of land use planning and economic development programs;

II.2.iv. the coordination of public investment with local comprehensive and regional functional plans;

II.2.v. the continued evolution of regional economic opportunity; and

II.2.vi. the creation of a balanced transportation system, less dependent on the private automobile, supported by both the use of emerging technology and the collocation of jobs, housing, commercial activity, parks and open space.

Objective 12. Housing

There shall be a diverse range of housing types available inside the urban growth boundary (UGB) for rent or purchase at costs in balance with the range of household incomes in the region. Low and moderate income housing needs should be addressed throughout the region. Housing densities should be supportive of adopted public policy for the development of the regional transportation system and designated mixed use urban centers.

Planning Activities:

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 requirements of Statewide Planning Goal 10, in particular:

1. Strategies should be developed to preserve the region's supply of special needs and existing low and moderate income housing.

2. **Diverse Housing Needs.** the diverse housing needs of the present and projected population of the region shall be correlated with the available and prospective housing supply. Upon identification of unmet housing needs, a region wide 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. In addition, that strategy shall address the "fair-share" distribution of housing responsibilities among the jurisdictions of the region, including the provision of supporting social services.

3. **Housing Affordability.** Multnomah, Clackamas and Washington Counties have completed Comprehensive Housing Affordability Strategies (CHAS) which have demonstrated the lack of affordable housing for certain income groups throughout the metropolitan area. They also demonstrate the regional nature of the housing market. Therefore, the Regional Framework Plan shall include an element on housing affordability which includes development density, housing mix, and a menu of alternative actions (zoning tools, programs, financial incentives, etc.) for use by local jurisdictions. Each jurisdiction should participate in providing affordable housing including but not limiting to housing that is affordable to people who work in that jurisdiction.

4. The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in those enterprises shall be evaluated and, where feasible, implemented. The transportation system's ability to provide accessibility shall also be evaluated.

Objective 13. Public Services and Facilities

Public services and facilities including but not limited to public safety, water and sewerage systems, parks, libraries, the solid waste management system, stormwater management facilities, and transportation should be planned and developed to:

13.i. minimize cost;

13.ii. maximize service efficiencies and coordination;

13.iii. result in net improvements in environmental quality and the conservation of natural resources;

13.iv. keep pace with growth while preventing any loss of existing service levels and achieving planned service levels;

13.v. use energy efficiently; and

13.vi. shape and direct growth to meet local and regional objectives.

13.1. **Planning Area.** The long-term geographical planning area for the provision of urban services shall be the area described by the adopted and acknowledged urban growth boundary and the designated urban reserves.

13.2. **Forecast Need.** Public service and facility development shall be planned to accommodate the rate of urban growth forecast in the adopted regional growth forecast, including anticipated expansions into urban reserve areas.

13.3. **Timing.** The region should seek the provision of public facilities and services at the time of new urban growth.

Planning Activities:

Inventory current and projected public facilities and services needs throughout the region, as described in adopted and acknowledged public facilities plans. Identify opportunities for and barriers to achieving concurrency in the region. Develop financial tools and techniques to enable cities, counties, school districts, special districts, Metro and the State to secure the funds necessary to achieve concurrency. Develop tools and strategies for better linking planning for school, library, and park facilities to the land use planning process.

Objective 14. Transportation

A regional transportation system shall be developed which:

14.i. reduces reliance on a single mode of transportation through development of a balanced transportation system which employs highways, transit, bicycle and pedestrian improvements, and system and demand management.

14.ii. provides adequate levels of mobility consistent with local comprehensive plans and state and regional policies and plans;

14.iii. encourages energy efficiency;

14.iv. recognizes financial constraints; and

14.v. minimizes the environmental impacts of system development, operations, and maintenance.

14.1. **System Priorities.** In developing new regional transportation system infrastructure, the highest priority should be meeting the mobility needs of mixed use urban centers, when designated. Such needs, associated with ensuring access to jobs, housing, and shopping within and among those centers, should 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.

14.2. **Environmental Considerations.** Planning for the regional transportation system should seek to:

14.2.1. reduce the region's transportation-related energy consumption through increased use of transit, carpools, vanpools, bicycles and walking;

14.2.2. maintain the region's air quality (see Objective 8: Air Quality); and

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

14.3. **Transportation Balance.** Although the predominant form of transportation is the private automobile, planning for and development of the regional transportation system should seek to:

14.3.1. reduce automobile dependency, especially the use of single-occupancy vehicles;

14.3.2. increase the use of transit through both expanding transit service and addressing a broad range of requirements for making transit competitive with the private automobile; and

14.3.3. encourage bicycle and pedestrian movement through the location and design of land uses.

Planning Activities:

1. 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.

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

3. The needs for movement of goods via freight ~~trucks~~, rail, and barge should be assessed and addressed through a coordinated program of transportation system improvements and actions to affect the location of trip generating activities.

4. Transportation-related guidelines and standards for designating mixed use urban centers shall be developed.

Objective 15. Economic Opportunity

Public policy should encourage the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region. Expansions of the urban growth boundary for industrial or commercial purposes shall occur in locations consistent with these regional urban growth goals and objectives and assess the type, mix and wages of existing and anticipated jobs within subregions. The number and wage level of jobs within each subregion should be balanced with housing cost and availability within that subregion. Strategies should be developed to coordinate the planning and implementation activities of this element with Objective 12: Housing.

Planning Activities:

1. Regional and subregional economic opportunities analyses, as described in OAR 660

Division 9, should be conducted to:

- assess the adequacy and, if necessary, propose modifications to the supply of vacant and redevelopable land inventories designated for a broad range of employment activities;

- identify regional and subregional target industries. Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries. Enterprises identified for recruitment, retention, and expansion should be basic industries that broaden and diversify the region's economic base while providing jobs that pay at family wage levels or better; and

- link 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, new strategies to provide labor training and education should focus on the needs of economically disadvantaged, minority, and elderly populations.

2. An assessment should be made of the potential for redevelopment and/or intensification of use of existing commercial and industrial land resources in the region.

II.3: GROWTH MANAGEMENT

The management of the urban land supply shall occur in a manner which encourages:

II.3.i. the evolution of an efficient urban growth form which reduces sprawl;

II.3.ii. a clear distinction between urban and rural lands; and

II.3.iii. recognition of the inter-relationship between development of vacant land and redevelopment objectives in all parts of the urban region.

Objective 16. Urban/rural transition

There should be a clear transition between urban and rural land that makes best use of natural and built landscape features and which recognizes the likely long-term prospects for regional urban growth.

16.1. **Boundary Features.** The Metro urban growth boundary should be located using natural and built features, including roads, drainage divides, floodplains, powerlines, major topographic features, and historic patterns of land use or settlement.

16.2. **Sense of Place.** Historic, cultural, topographic, and biological features of the regional landscape which contribute significantly to this region's identity and "sense of place", shall be identified. Management of the total urban land supply should occur in a manner that supports the preservation of those features, when designated, as growth occurs.

16.3. **Urban Reserves.** Thirty-year "urban reserves", adopted for purposes of coordinating planning and estimating areas for future urban expansion, should be identified consistent with these goals and objectives, and reviewed by Metro every 15 years.

16.3.1. Establishment of urban reserves will take into account:

16.3.1.a. The efficiency with which the proposed reserve can be provided with urban services in the future;

16.3.1.b. The unique land needs of specific urban activities assessed from a regional perspective;

16.3.1.c. The provision of green spaces between communities;

16.3.1.d. The efficiencies with which the proposed reserve can be urbanized;

16.3.1.e. The proximity of jobs and housing to each other;

16.3.1.f. The balance of growth opportunities throughout the region so that the costs and benefits can be shared;

16.3.1.g. The impact on the regional transportation system; and

16.3.1.h. The protection of farm and forest resource lands from urbanization. Inclusion of land in an urban reserve shall be preceded by consideration of all of the above factors.

16.3.2 In addressing 16.3.1(h), the following hierarchy should be used for identifying priority sites for urban reserves:

16.3.2.a. First, propose such reserves 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 future urban growth boundary amendment.

16.3.2.b. Second, consider secondary forest resource lands, or equivalent, as defined by the state.

16.3.2.c. Third, consider secondary agricultural resource lands, or equivalent, as defined by the state.

16.3.2.d. Fourth, consider primary forest resource lands, or equivalent, as defined by the state.

16.3.2.e. Finally, when all other options are exhausted, consider primary agricultural lands, or equivalent, as defined by the state.

16.3.3. Expansion of the urban growth boundary shall occur consistent with Objectives 17 and 18. 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 significantly 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.

Planning Activities:

1. Identification of urban reserves adjacent to the urban growth boundary shall be accompanied by the development of a generalized future land use plan. The planning effort will primarily be concerned with identifying and protecting future open space resources and the development of short-term strategies needed to preserve future urbanization potential. Ultimate providers of urban services within those areas should 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 should occur so as to ensure that plans exist for key public facilities and services.

2. 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 should be investigated as a means for better utilizing Oregon's urban land and human resources.

3. The use of greenbelts for creating a clear distinction between urban and rural lands, and for creating linkages between communities, should be explored.

4. The region, working with the state and other urban communities in the northern Willamette Valley, should evaluate the opportunities for accommodating forecasted urban growth in urban areas outside of and not adjacent to the present urban growth boundary.

Objective 17. Developed Urban Land

Opportunities for and obstacles to the continued development and redevelopment of existing urban land shall be identified and actively addressed. A combination of regulations and incentives shall be employed to ensure that the prospect of living, working, and doing business in those locations remains attractive to a wide range of households and employers.

17.1. **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, where it can be demonstrated that the infill and redevelopment can be reasonably expected to occur during the next 20 years. When Metro examines whether additional urban land is needed within the urban growth boundary, it shall assess redevelopment and infill potential in the region.

Metro will 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 initiate 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.

17.2. **Portland Central City.** The Central City area of Portland is an area of regional and state concern ~~significance~~ for commercial, economic, cultural, tourism, government, and transportation functions. State and regional policy and public investment should continue to recognize this special significance.

17.3. **Mixed Use Urban Centers.** The region shall evaluate and designate mixed use urban centers. A "mixed use urban center" is a mixed use node of relatively high density, supportive of non-auto based transportation modes, and supported by sufficient public facilities and services, parks, open space, and other urban amenities. Upon identification of mixed use urban centers, state, regional, and local policy and investment shall be coordinated to achieve development objectives for those places. Minimum targets for transit:highway mode split, jobs:housing balance, and minimum housing density may be associated with those public investments.
New mixed use urban 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.

Planning Activities:

1. Metro's assessment of redevelopment and infill potential in the region shall include but not be limited to:

   a. An inventory of parcels where the assessed value of improvements is less than the assessed value of the land.

   b. 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.

   c. An assessment of the impacts on the cost of housing of redevelopment versus expansion of the urban growth boundary.

   d. An assessment of the impediments to redevelopment and infill posed by existing urban land uses or conditions.

2. Financial incentives to encourage redevelopment and infill consistent with adopted and acknowledged comprehensive plans should be pursued to make redevelopment and infill attractive alternatives to raw land conversion for investors and buyers.

3. Cities and their neighborhoods should be recognized as the focal points for this region's urban diversity. Actions should be identified to reinforce the role of existing downtowns in maintaining the strength of urban communities.

4. 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 fiscal tax equity.

5. Criteria shall be developed to guide the potential designation of mixed use urban centers. The development and application of such criteria will address the specific area to be included in the center, the type and amount of uses it is to eventually contain, the steps to be taken to encourage public and private investment. Existing and possible future mixed use urban centers will be evaluated as to their current functions, potentials, and need for future public and private investment. Strategies to meet the needs of the individual centers will be developed. The implications of both limiting and not limiting the location of large scale office and retail development in mixed use urban centers shall be evaluated.

Objective 18. Urban Growth Boundary

The regional urban growth boundary, a long-term planning tool, 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 these Regional Urban Growth Goals and Objectives. In the location, amendment, and management of the regional urban growth boundary, Metro shall seek to improve the functional value of the boundary.

18.1. **Expansion into Urban Reserves.** Upon demonstrating a need for additional urban land, major and legislative 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.

18.2. **Urban Growth Boundary Amendment Process.** 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.

18.2.1. **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.

18.2.2. **Locational Adjustments.** Locational adjustments of the UGB shall be brought to Metro by cities, counties, and/or property owners based on public facility plans in adopted and acknowledged comprehensive plans.

Objective 19. Urban Design

The identity and functioning of communities in the region shall be supported through:

19.i. the recognition and protection of critical open space features in the region;

19.ii. public policies which encourage diversity and excellence in the design and development of settlement patterns, landscapes, and structures; and

19.iii. ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern which:

19.iii.a. is pedestrian "friendly" and reduces auto dependence;

19.iii.b. encourages transit use;

19.iii.c. reinforces nodal, mixed use, neighborhood oriented design;

19.iii.d. includes concentrated, high density, mixed use urban centers developed in relation to the region's transit system; and

19.iii.e. is responsive to needs for privacy, community, and personal safety in an urban setting.

19.1. Pedestrian 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.

Planning Activities:

1. 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 or provided as urban growth occurs.

2. Model guidelines and standards shall 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.

3. Light rail transit stops, bus stops, transit routes, and transit centers leading to and within mixed use urban centers shall be planned to encourage pedestrian use and the creation of mixed use, high density residential development.

GLOSSARY

Areas and Activities of Metropolitan Concern. A program, area or activity, having significant impact upon the orderly and responsible development of the metropolitan area that can benefit from a coordinated multi-jurisdictional response under ORS 268.390.

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 Opportunities Analysis. An "economic opportunities analysis" is a strategic assessment of the likely trends for growth of local economies in the state consistent with OAR 660-09-015. 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.

Exclusive farm use. Land zoned primarily for farming, and restricting many uses that are incompatible with farming , such as rural housing. Some portions of rural reserves also may be zoned as exclusive farm use.

Family Wage Job. A permanent job with an annual income greater than or equal to the average annual covered wage in the region. The most current average annual covered wage information from the Oregon Employment Division shall be used to determine the family wage job rate for the region or for counties within the region.

Fiscal Tax Equity. The process by which inter-jurisdictional fiscal disparities can be addressed through a partial redistribution of the revenue gained from economic wealth, particularly the increment gained through economic growth.

Freight Mobility. The efficient movement of goods from point of origin to destination.

Functional Plan. A limited purpose multi-jurisdictional plan for an area or activity having significant district-wide impact upon the orderly and responsible development of the metropolitan area that serves as a guideline for local comprehensive plans consistent with ORS 268.390.

Growth Concept. A concept for the long-term growth management of our region, stating the preferred form of the regional growth and development, including where and how much the urban growth boundary should be expanded, what densities should characterize different areas, and which areas should be protected as open space.

High capacity transit. Transit routes that may be either a road designated for frequent bus service or for a light-rail line.

Housing Affordability. 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.

Industrial areas. Large tracts of land set aside for industrial use.

Infill. New development on a parcel or parcels of less than one contiguous acre located within the urban growth boundary.

Infrastructure. Roads, water systems, sewage systems, systems for storm drainage, bridges, transportation facilities, parks and public facilities developed to support the functioning of the developed portions of the environment.

Inner neighborhoods. Areas in Portland and the older suburbs that are primarily residential, close to employment and shopping areas, and have slightly smaller lot sizes and higher population densities than in outer neighborhoods

Intermodal Facility. A transportation element that accommodates and interconnects different modes of transportation and serves the statewide, interstate and international movement of people and goods.

Jobs Housing Balance. The relationship between the number, type, mix and wages of existing and anticipated jobs balanced with housing costs and availability so that non-auto trips are optimized in every part of the region.

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 transportation, water supply, sewage, parks, 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 (OAR 660, Division 7) 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.

Main streets. Neighborhood shopping areas along a main street or at an intersection, sometimes having a unique character that draws people from outside the area. NW 23rd Avenue and SE Hawthorne Boulevard are current examples of main streets.

Mixed-use employment areas. Areas that include various types of commercial and retail development as well as some residences.

Neighborhood centers. Retail and service development that surrounds major MAX stations and other major intersections, extending out for one-quarter to one-half mile.

Neighboring cities. Cities such as Sandy, Canby, and Newberg that are outside Metro's jurisdiction but will be affected by the growth policies adopted by the Metro Council.

Open space. Publicly and privately -owned areas of land, including parks, natural areas, and areas of very low density development inside the urban growth boundary.

Outer neighborhoods. Areas in the outlying suburbs that are primarily residential, farther from employment and shopping areas, and have slightly larger lot sizes and lower population densities than inner neighborhoods.

Regional centers. Areas of mixed residential and commercial use that serve hundreds of thousands of people and are easily accessible by different types of transit. Examples include traditional centers such as downtown Gresham and new centers such as Clackamas Town Center.

Rural reserves. Areas that are a combination of public and private lands outside the urban

growth boundary, used primarily for farms and forestry. They are protected from development by very low-density zoning and serve as buffers between urban areas.

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

Town centers. Areas of mixed residential and commercial use that serve tens of thousands of people. Examples include the downtowns of Forest Grove and Lake Oswego.

Transit Station Community. That area generally within a 1/4 to 1/2 mile radius of light rail stations which is planned as a multi-modal community of mixed uses and substantial pedestrian accessibility improvements.

Transportation corridors. Residential and retail development concentrated along major arterials and bus lines.

Urban Form. The net result of efforts to preserve environmental quality, coordinate the development of jobs, housing, and public services and facilities, and inter-relate the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another. Urban form, therefore, describes an overall framework within which regional urban growth management can occur. Clearly stating objectives for urban form, and pursuing them comprehensively provides the focal strategy for rising to the challenges posed by the growth trends present in the region today.

Urban Growth Boundary. A boundary which identifies urban and urbanizable lands needed during the 20-year planning period to be planned and serviced to support urban development densities, and which separates urban and urbanizable lands from rural land.

Urban Reserve Area. An area adjacent to the present urban growth boundary defined to be a priority location for any future urban growth boundary amendments when needed. Urban reserves are intended to provide cities, counties, other service providers, and both urban and rural land owners with a greater degree of certainty regarding future regional urban form. Whereas the urban growth boundary describes an area needed to accommodate the urban growth forecasted over a twenty year period, the urban reserves plus the area inside the urban growth boundary estimate the area capable of accommodating the growth expected for 50 years.

Exhibit C: Analysis and Appendices

Recommended Alternative Analysis

Preface

The Recommended Alternative, a result of the Region 2040 study, was the recommendation brought to the Metro Council by the Executive. This Growth Concept grew from the previous 2040 alternative scenarios: Base Case, Concepts A, B, and C (see Concepts for Growth, June 1994).

The Recommended Alternative Analysis is a record of the background work completed as part of the Region 2040 study. The Analysis documents the issues considered, the assumptions made, and the results used in describing and quantifying the Alternative. The Analysis includes a description of the Recommended Alternative, a map, modeling results, and a technical appendix. This should not be confused with the Growth Concept description or the Growth Concept map being adopted, which are more generalized or conceptual in nature.

This attachment to Resolution No. 94-2040-C is intended to provide a record of the analysis done in support of the Metro 2040 Growth Concept. Therefore, no amendments have been made to this material.

Metro Region 2040
Decision-making Kit
Fall 1994

2040 *Recommended Alternative*

Overview

This document describes the recommended alternative for the Region 2040 project. For background information, refer to *Concepts for Growth*, dated June 1994. (This report assumes familiarity with the ideas and terminology used in the June effort). The recommended alternative is the Metro executive officer's recommendation to the Metro Council and its advisory committees, the Metro Policy Advisory Committee (MPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and the Future Vision Commission.

The recommended alternative considers the technical findings documented in the *Concepts for Growth* report, as well as nearly 17,000 responses received from the *It's Your Turn* survey mailer. The recommended alternative is Metro staff's attempt to blend all this information into one "best" alternative. It's a common point to begin discussion of the major issues confronting our region to be refined through the Regional Framework Plan and Future Vision. The alternative will be discussed at public hearings and is likely to change in response to public comments received.

The recommended alternative would allow the expansion of the urban growth boundary by 14,500 acres over 50 years. This is less expansion than other concepts, except Concept B. It preserves substantial amounts of rural resource lands that surround the metropolitan region. The recommended alternative also would accommodate growth inside the present urban growth boundary by using land more efficiently and utilizing smaller average lot sizes. Higher density would be encouraged where good quality transit service is planned. Finally, 8 percent of new regional growth would occur in neighboring cities, less than the 30 percent assumed in Concept C.

The recommended alternative is illustrated by two maps. The growth concept map is intended to be considered for adoption by the Metro Council. This map and descriptions of its components will become the basis for overall regional policy setting through the Regional Urban Growth Goals and Objectives (RUGGOs). The analysis map provides a detailed picture of one way that the recommended alternative could be implemented and allows for computer modeling and technical analysis. Much of this report describes the results of this modeling and technical analysis. The distinction between the ideas represented in the two maps are worth calling out. The concept map provides the basis for a decision that will embody general principles while the analysis map is only an example allowing a greater level of detail.

In the course of integrating feedback from citizens and local governments, we changed some category names from those described in *Concepts for Growth* because of concerns expressed and to more accurately reflect the meaning and intent of the terms. "Preferred alternative" is replaced with " recommended alternative". "Rural reserves" has been substituted for "greenbelts" and "open space" for "greenspaces" to avoid confusion with Metro's Greenspaces program. "Node" has been changed to "station communities." "Employment area" has been divided into two categories, "industrial area" and "employment area," just as "neighborhoods" have been divided into "inner neighborhoods" and "outer neighborhoods." (Explanations of these categories are included below.)

Highlights of the analysis version

- The urban growth boundary (UGB) would be expanded by 14,500 acres during the 50-year period. Lands subject to future UGB expansion would be designated as urban reserves until the UGB expansion is warranted.

- The average lot size for new single-family homes regionwide would be 6,650 square feet, or 6.5 units per net acre.
- The ratio of single-family and multi-family in new development would be 62 percent to 38 percent (The current ratio is 70 percent single-family, 30 percent multi-family.)
- 20 percent of the single-family market would be accommodated by rowhouses, duplexes or small-lot development. This housing type would mostly occur along transit corridors.
- The majority of housing would be in neighborhoods (52 percent), followed by corridors and station communities (33 percent), and city, regional and town centers (8 percent).
- About 19,300 acres of currently developed land in the urban area would redevelop for more intensive uses.
- Open space would represent 34,000 of the 248,500 acres in the expanded UGB, or 14 percent of the urban land area.
- One-third of the buildable acres would allow mixed uses and two-thirds would remain in single-use categories such as residential or industrial.
- The majority of new jobs (two-thirds) would be accommodated in centers or along corridors and main streets, which would be well served by transit. The industrial areas would provide land for about 10 percent of new jobs and employment areas would provide space for 14 percent of new jobs. Significantly, residential neighborhoods account for 15 percent of total jobs (this includes people working at home, child care, schools and small-scale commercial within neighborhoods), up from 11 percent currently.
- Land extensive and heavily auto-dependent commercial or industrial uses would be limited to employment areas and industrial areas rather than on corridors, centers or neighborhoods.

Recommended alternative Elements

This recommended alternative is designed to accommodate 720,000 additional residents and 350,000 additional jobs. The total population served within this plan is 1.8 million residents within the Metro boundary.

The basic philosophy of the recommended alternative is to preserve our access to nature and build better communities. It combines the goals of RUGGO, the values of the region and the analysis of the Region 2040 project to guide growth for the next 50 years. Key components of the recommend alternative are described for land use and for transportation.

Land Use and Urban Form:

The following are categories of land use as defined and used in this growth concept.

Neighbor cities

The recommended alternative recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. Communities such as Sandy, Canby and Newberg will be affected by the Metro Council's decisions about managing the region's growth. A significant number of people would be accommodated in these neighboring cities, and cooperation between Metro and these communities is necessary to address common transportation and land-use issues.

There are three key concepts for cooperative agreements with neighbor cities:

- There should be a separation of rural land between each neighboring city and the metropolitan area. If the region grows together, the transportation system would suffer and the cities would lose their sense of community identity.
- There should be a strong balance between jobs and housing in the neighbor cities. The more a city retains a balance of jobs and households, the more trips will remain local.
- The "green corridor" highway through a rural reserve serves as a link between the metropolitan area and a neighbor city without access to the farms and forests of the rural reserve. This would keep accessibility high, which encourages employment growth but limits the adverse affect on the surrounding rural areas.

Rural reserves

Rural reserves are rural areas that keep adjacent urban areas separate. These rural lands are not needed or planned for development but are more likely to experience development pressures than are areas farther away.

These lands will not be developed in the foreseeable future, an idea that requires agreement among local, regional and state agencies. They are areas outside the present urban growth boundary primarily that connect the region to neighboring cities.

New rural commercial or industrial development would be restricted. Some areas would receive priority status as potential areas for park and open space acquisition. Road improvements would specifically exclude interchanges or other highway access to the rural road system. Similarly, there would be no extensions of urban services. Zoning would be for resource protection on farm and forestry land, and very low density residential (less than one unit for five acres) for exception land.

These rural reserves would support and protect farm and forestry operations. The reserves also would include some purchase of natural areas adjacent to rivers, streams and lakes to make sure the water quality is protected and wildlife habitat enhanced. Large natural features, such as hills and buttes, also would be included as rural reserves because they buffer developed areas and are poor candidates for compact urban development.

Rural reserves also would be retained to separate cities within the Metro boundary. Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville have existing areas of rural land that provides a break in urban patterns. New areas of urban reserves, that are indicated on the concept map are also separated by rural reserves, such as the Damascus-Pleasant Valley areas from Happy Valley.

The primary means of achieving rural reserves would be through the regional framework plan for areas within the Metro boundary, and voluntary agreements among Metro, the counties, neighboring cities and the state for those areas outside the Metro boundary. These agreements would prohibit extending urban growth into the rural reserves and require that state agency actions are consistent with the rural reserve designation.

Open spaces

The areas designated open space on the concept map are parks, stream corridors, wetlands and floodplains, largely undeveloped upland areas, or areas of very low density residential development. (These areas of residential development retain a highly open pattern and are generally unfenced.) Many of these natural features already have significant land set aside as open space. The Tualatin Mountains, for example, contain major parks such as Forest Park and Tryon Creek State Park and numerous smaller parks such as Gabriel Park in Southwest Portland and Wilderness Park in West Linn. Other areas are oriented toward wetlands and streams, with Fanno Creek in Washington County having one of the best systems of parks and open space in the region.

Designating these areas as open spaces would have several effects. First, it would remove these land from the category of urban land that is available for development. The capacity of the urban growth boundary would have to be calculated without these, and plans to accommodate housing and employment would have to be made without them. Second, these natural areas, along with key rural reserve areas, would receive a high priority for purchase as parks and open space, such as Metro's Greenspaces program. Finally, regulations could be developed to protect these critical natural areas that would not conflict with housing and economic goals.

About 34,000 acres of land and water inside today's urban growth boundary are included as open spaces in the recommended alternative map. Preservation of these open spaces could be achieved by a combination of ways. Some areas could be purchased by public entities, such as Metro's Greenspaces program or local park departments. Others may be donated by private citizens or by developers of adjacent properties to reduce the impact of development. Still others could be protected by very low-density residential zoning, clustering housing on portions of the land while leaving important features as common open space.

Centers

Creating higher density centers of employment and housing is advantageous for several reasons. These centers provide access to a variety of goods and services in a relatively small geographic area, creating a intense business climate. Having centers also makes sense from a transportation perspective, since most centers have an accessibility

level that is conducive to transit, bicycling and walking. Centers also act as social gathering places and community centers, where people would find the "small-town atmosphere" they cherish.

The major advantages of centers in the marketplace are accessibility and the ability to concentrate goods and services in a relatively small area. The challenge, however, is that most of the existing centers are already developed and any increase in the density must be made through redeveloping existing land and buildings. Emphasizing redevelopment in centers over development of new areas of undeveloped land is a key strategy in the recommended alternative and favored by many citizens.

The growth concept recognizes three types of centers, distinguished by size and accessibility. The "central city" is downtown Portland and is accessible to millions of people. "Regional centers" are accessible to hundreds of thousands of people, and "town centers" are accessible to tens of thousands.

The central city

Downtown Portland serves as our major regional center and functions quite well as an employment and cultural hub for the metropolitan area. It provides accessibility to the many businesses that require access to a large market area and also serves as the location for cultural and social functions that draw the region together. It is the center for local, regional, state and federal governments, financial institutions, commerce, the center for arts and culture, and for visitors to the region.

In addition, downtown Portland has a high percentage of travel other than by car – three times higher than any other part of the region. Jobs and housing are readily available, without the need for a car. Maintaining and improving upon the strengths of our regional downtown should remain a high priority.

Today, about 20 percent of all employment in the region is in downtown Portland. Under the recommended alternative, downtown Portland would grow at the same rate as the rest of the region, and would remain the location of 20 percent of regional employment. To do this, downtown Portland's 1990 density of 150 people per acre would increase to 250 people per acre. Improvements to the transit system network and maintenance of the highway system would provide additional access to and from the city center.

Regional centers

There are seven regional centers, serving five market areas (outside of the central city market area). Hillsboro serves that western portion of the region, and Gresham the eastern. Downtown Beaverton and Washington Square serve the Washington County area, and Clackamas Town Center and Milwaukie together serve Clackamas County and portions of outer southeast Portland. Vancouver serves Clark County. The central city serves most of the Portland area as a regional center.

These regional centers would become the focus of compact development, redevelopment, and transit and highway

Figure 1 Developable Lands by Design Type - Recommended Alternative

Design Type	Total*	Vacant	Redeveloped
Central city	1,146	115	321
Regional centers	1,719	154	447
Town centers	2,156	514	346
Main streets	2,758	186	352
Corridors/station communities	35,519	6,099	4,024
Employment areas	7,763	3,591	1,121
Industrial areas	15,045	5,930	3,376
Inner neighborhoods	52,481	10,224	0**
Outer neighborhoods	29,537	14,588	2,079***

* This is total net acres (built and vacant) within the design type.
** No redevelopment was assumed to occur in these areas.
***Assumes redevelopment would occur only outside the present urban growth boundary.

Figure 2 Redevelopment Assumptions for the Recommended Alternative

Design Type	Maximum Building Valuation per Acre
Central city	$480,000
Regional centers	$360,000
Town centers	$280,000
Main streets	$240,000
Corridors/commercial centers	$160,000
Employment areas	$40,000
Industrial areas	$40,000
Inner neighborhoods	-0-
Outer neighborhoods (within urban reserves)	$120,000

improvements. The recommended alternative accommodates three percent of new household growth and 11 percent of new employment growth in these regional centers. From the current 24 people per acre, the recommended alternative would accommodate about 60 people per acre.

Transit improvements for regional centers would include light-rail connecting all regional centers to the central city. Highway improvements also would focus on ensuring that these centers are accessible as places to conduct business. Eventually, these centers would grow to the density of downtown Vancouver, Wash. – about one-third of downtown Portland's density, but three times denser than these areas today.

Town centers

Smaller than regional centers and serving populations of tens of thousands of people, town centers are the third type of center with compact development and transit service. Town centers would accommodate about 3 percent of new households and more than 7 percent of new employment. The 1990 density of an average of 23 people per acre would nearly double – to about 40 persons per acre, the current densities of development along Hawthorne Boulevard and in downtown Hillsboro.

Town centers would provide local shopping and employment opportunities within a local market area. They are designed to provide local retail and services, at a minimum. They also would vary greatly in character. Some would become traditional town centers, such as Lake Oswego, Oregon City and Forest Grove, while others would change from an auto-oriented development into a more complete community, such as Hillsdale. Many would also have regional specialties, such as office centers envisioned for the Ceder Mill town center. Several new town centers are designated, for example, in Happy Valley and Damascus, to accommodate the retail and service needs of a growing population while reducing auto travel. Others would combine a town center within a regional center, offering the amenities and advantages of each type of center.

Corridors

Corridors are not as dense as centers, but also are located along good quality transit lines. An example of a present-day corridor are Beaverton-Hillsdale Highway or Macadam Avenue. They provide a place for densities that are somewhat higher than today and that are convenient to transit. Typical new developments would include rowhouses, duplexes and one- to three-story office and retail buildings, and average 25 persons per acre.

Station communities

Station communities are nodes of development centered around a light rail or high capacity transit station. They provide for the highest density other than that found in regional centers. The station communities would encompass an area approximately one-half mile from a station stop. The densities of new development would average 45 persons per acre. Zoning ordinances now set minimum densities for most eastside and westside MAX station communities. An extensive station community planning program is now under way for each of the westside station communities, and similar work is envisioned for the proposed south/north line. It is expected that the station community planning process will result in specific strategies and plan changes to implement the station communities concept.

Because the recommended alternative calls for many corridors and station communities throughout the region, they would together accommodate 27 percent of the new households of the region and nearly 15 percent of new employment.

Figure 3 Distribution of Households and Employment in 2040

Design Type	Households	Employment
Central city	3.3%	20.7%
Regional centers	2.0	6.3
Town centers	2.4	5.3
Main streets	2.7	5.3
Corridors/station communities	32.7	24.8
Employment areas	2.9	9.5
Industrial areas	0.6	11.2
Inner neighborhoods	33.5	10.1
Outer neighborhoods	18.3	4.9
Open spaces	1.6	1.8

Main streets

During the early decades of this century, main streets served by transit and characterized by a strong business and civic community were a major land-use pattern throughout the region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham, as well as the Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are undergoing a revival and provide an efficient and effective land-use and transportation alternative. The recommended alternative calls for main streets to grow from 1990 levels of 36 people per acre to 39 per acre. Main streets would accommodate nearly two percent of housing growth.

Main streets typically will serve neighborhoods and may develop a regional specialization – such as antiques, fine dining, entertainment or specialty clothing – that draws people from other parts of the region. When several main streets occur within a few blocks of one another, they serve as a dispersed town center, such as the main street areas of Belmont, Hawthorne and Division that form a town center for inner Southeast Portland.

Neighborhoods

Residential neighborhoods would remain a key component of the recommended alternative and would fall into two basic categories. Examples of inner neighborhoods are Portland and the older suburbs of Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that are accessible to employment. Lot sizes would be smaller to accommodate densities increasing from 1990 levels of about 11 people per acre to about 14 per acre. Inner neighborhoods have smaller lot sizes and better access to jobs and shopping. They would accommodate 28 percent of new households and 15 percent of new employment (some of the employment would be home occupations and the balance would be neighborhood- based employment such as schools, child care and some neighborhood businesses).

Outer neighborhoods would be farther away from large employment centers and would have larger lot sizes and lower densities. Examples include outer suburbs such as Forest Grove, Sherwood and Oregon City, and any additions to the urban growth boundary. From 1990 levels of nearly 10 people per acre, outer neighborhoods would increase to 13 per acre. These areas would accommodate 28 percent of new households and 10 percent of new employment.

One of the most significant problems in some newer neighborhoods is the lack of through streets, a recent phenomenon that has occurred in the last 25 years. It is one of the primary causes of increased congestion in the region. Traditional neighborhoods contained a grid pattern with up to 20 through streets per mile. But in new areas, one to two through streets per mile is the norm. Combined with large-scale single-use zoning and low densities, it is the major cause of increasing auto dependency in neighborhoods. While existing neighborhoods probably will not change, areas of largely vacant land should develop master street plans to including at least 10 through local streets per mile, which would allow for better access and still allow some albeit short, cul-de-sacs.

Employment areas

Industrial areas would be set aside exclusively for industrial activities. They include land-intensive employers, such as those around the Portland International Airport, the Hillsboro Airport and some areas along Highway 212/224. Industrial areas are expected to accommodate ten percent of regional employment and no households.

Other employment centers would be designated as mixed-use employment areas, mixing various types of employment and including some residential development as well. These mixed-use employment areas would provide for

about 5 percent of new households and 14 percent of new employment within the region. Densities would rise substantially from 1990 levels of about 11 people per acre to 20 people per acre.

Urban reserves

One important feature of the recommended alternative is that it would accommodate all 50 years of forecasted growth through a relatively small amount of urban reserves. Urban reserves consist of land set aside outside the present urban growth boundary for future growth. The recommended alternative proposes approximately 14,500 acres of urban reserves to be chosen from a study area of about 22,000 acres. In the example reflected in the analysis map, more than 75 percent of these lands are currently zoned for rural housing and the remainder are zoned for farm or forestry uses.

Transportation Facilities

Transportation elements are needed to create a successful growth management policy that supports the recommended alternative. Traditionally, streets have been defined by their traffic-carrying potential, and transit service according to its ability to draw commuters. Other travel modes have not been viewed as important elements of the transportation system. The recommended alternative establishes a new framework for planning in the region by linking urban form to transportation. In this new relationship, transportation is viewed as a range of travel modes and options that should reinforce the region's growth management goals.

Within the framework of the recommended alternative is a network of multi-modal corridors and regional through-routes that connect major urban centers and destinations. Through routes provide for high-volume auto and transit travel at a regional scale, and ensure efficient movement of freight. Within multi-modal corridors, the transportation system will provide a broader range of travel mode options, including auto, transit, bicycle and pedestrian networks, that allow choices of how to travel in the region. These travel options will encourage the use of alternative modes to the auto, a shift that has clear benefits for the environment and the quality of neighborhoods and urban centers.

Regional through-routes

These are the routes that move people and goods around the region and connect regional centers and the central city. They include freeways, limited access highways and heavily traveled arterials, and usually function as through-routes. As such, they are important not only because of the movement of people, but as one of the region's major freight systems. Since much of our regional economy depends on the movement of goods and services, it is essential to keep congestion on these roads at manageable levels. These major routes frequently serve as transit corridors but are seldom conducive to bicycles or pedestrians because of the volume of auto and freight traffic they carry.

With their heavy traffic, and high visibility, these routes are attractive to business. While they serve as an appropriate location for auto-oriented businesses, they are poor locations for businesses that are designed to serve neighborhoods or sub-regions. Neighborhood uses are better located on multi-modal arterials. Through routes need the highest levels of access control, but it is important that they not become barriers to movements across them by other forms of travel, auto, pedestrian, transit, or bicycle. Through routes should focus on providing access to centers, rather than access to the lands that front them.

Multi-modal arterials

These represent most of the region's arterials. They include a variety of design styles and speeds, and are the backbone for a system of multi-modal travel options. Older sections of the region are better designed for multi-modal travel than new areas. Although these streets are often smaller than suburban arterials, they carry a great deal of traffic (up to 30,000 vehicles a day), experience heavy bus ridership along their routes and are constructed in dense networks that encourage bicycle and pedestrian travel. The Regional Transportation Plan (RTP) should identify these multi-modal streets and develop a plan to further encourage alternative travel modes within these corridors.

Many new streets, however, are designed to accommodate heavy auto and freight traffic at the expense of other travel modes. Multiple wide lanes, dedicated turning lanes, narrow sidewalks exposed to moving traffic and widely spaced intersections and street crossings create an envi-

ronment that is difficult and dangerous to negotiate without a car. The RTP should identify these potential multi-modal corridors and establish design standards that encourage other modes of travel along these routes.

Collectors and local streets

These streets become a regional priority when a lack of adequate connections forces neighborhood traffic onto arterials. New suburban development increasingly depends on arterial streets to carry trips to local destinations, because most new local streets systems are specifically designed with curves and cul-de-sacs to discourage local through travel by any mode. The RTP should consider a minimum standard of 8 to 10 through streets per mile, applied to developing or undeveloped areas to reduce local travel on arterials. There should also be established standard bicycle and pedestrian through-routes (via easements, greenways, fire lanes, etc.) in existing neighborhoods where changes to the street system are not a reasonable alternative.

Light rail

Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders and provides a critical travel option to major destinations. The primary function of light rail in the recommended alternative is to link regional centers and the central city, where concentrations of housing and employment reach a level that can justify the cost of developing a fixed transit system. In addition to their role in developing regional centers, LRT lines can also support significant concentrations of housing and employment at individual station areas along their routes. LRT also supports land use, especially in anchoring downtown Portland.

Regional design images

In *Concepts for Growth*, we included designs of specific areas of the region that illustrated what kinds of land-use changes could be undertaken to accommodate growth in the area. We did not complete such site specific designs for the recommended alternative, although we do have a way to illustrate the kinds of development types that would have to be built to achieve the recommended alternative.

Residential development, particularly single-family detached housing, uses the largest amount of land within the urban growth boundary. For this reason, changes to residential density have the greatest effect on the amount of urban land needed. In the recommended alternative, 62 percent of new residential development would be single-family homes, this compares with 70 percent single family development in 1990.

Outer Neighborhoods

Following is an example illustration representing single-family homes at 6.6 net homes per acre. The recommended alternative assumes 5.7 houses per net acre, or 11 persons were acre. Assuming 25 percent of the land is used for streets, utilities, etc., the average lot size would be approximately 7,560 square feet. If streets are built more narrowly, average lot size could be larger. In the recommended alternative, the lowest density urban residential areas are called "outer neighborhoods." These outer neighborhoods are away from the center of the region along the outer edge of the UGB and in the urban reserves. They represent people trading larger lot size for greater distances to most jobs.

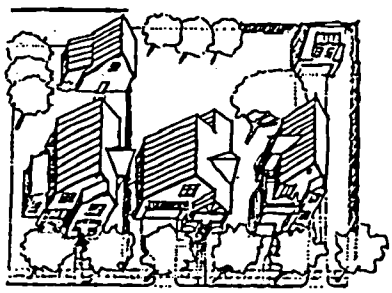
(*Note:* The diagrams are to scale, in this and the succeeding diagrams the outside box represents the size of land area necessary to accommodate 100 dwelling units. The subheading lists the acres needed to fit 100 of the units. For example, for the standard-lot, single-family home you would need 15 net acres for 100 homes.)

In the outer neighborhoods, the average lot size would be somewhat smaller than the current regionwide average of 8,500 square feet. However, the current average includes lots as large as a half acre, about 20,000 square feet. A small number of lots this size can substantially increase the average. The most common new lot size being developed in the region is about 7,500 square feet, in line with what the recommended alternative is suggesting. Outer neighborhoods would account for approximately 28 percent of the new households of the region.

Inner Neighborhoods

Inner neighborhoods are closer-in residential areas with an average lot size of 5,700 square feet, 7.6 units per net acre. This would be 13 person per acre. These neighborhoods

Standard-Lot Single-Family
1.5ac/100du

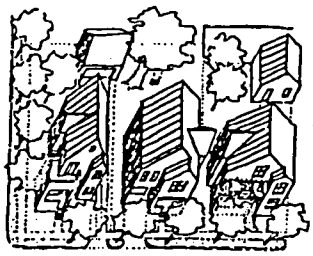


Standard-lot single-family
1-2-story buildings
Parking in recessed or alley accessed garages
6.6 dwelling units per acre
Ownership

would accommodate about 21 percent of new households. It should be noted that most of the pre-World War II single-family homes in the region are on 5,000-square-foot lots, so the recommended alternative is suggesting a residential pattern slightly less dense than many existing neighborhoods. The inner neighborhood, however, is denser than many existing suburban neighborhoods, particularly those built in the 1960s and 1970s

Both inner and outer neighborhoods are expressed in average number of homes per net buildable acre. As with all averages, different mixes of smaller and larger lots could be used to achieve the average. A type of smaller lot development is illustrated and accommodates 10 net homes per acre.

Small-Lot Single-Family
9.4ac/100du



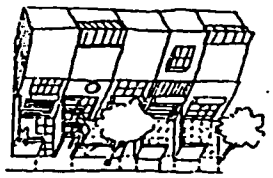
Small-lot single-family
1-2-story buildings
Parking in recessed or alley accessed garages
10.6 dwelling units/acre
Ownership

Corridors and Station Communities

Corridors are not as dense as centers but are also located along good quality transit lines. Examples of present day corridors are the Beaverton-Hillsdale Highway and Macadam Boulevards. They would provide a place for densities that are somewhat higher than today, should have a quality pedestrian environment and are convenient to transit. Corridors would grow from 1990 densities averaging approximately 18 people per acre to an average of approximately 22 people per acre. This would be on average 12.5 units per net acre. Typical development along corridors would include rowhouses, duplexes and one to three-story office and retail buildings.

Station communities are nodes of development organized around a light rail or high-capacity transit station. They provide for the highest density outside of centers. The station communities would grow from 1990 densities averaging approximately 22 persons per acre to an average of 45 persons per acre, or 23 housing units per net acre.

Townhomes
4.5ac/100du



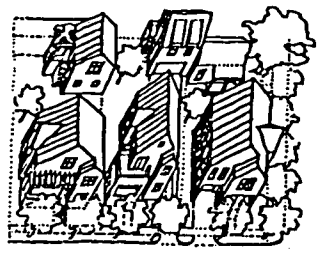
Townhomes
1-2-story buildings
Parking in alley accessed garages
22 dwelling units/acre
Ownership

Minimum densities have been established for most eastside and westside MAX station communities. An extensive station community planning program is now under way for each of the westside light rail station community areas. Similar work is envisioned for the proposed south/north line. It is expected that the station community planning process will result in specific strategies and plan changes to implement the station communities concept.

The illustrations show carriage homes and townhouses (rowhouses) that provide home ownership, but are able to accommodate many more households. For example, the carriage homes (with an "in-law" unit) accommodate 16 net homes per acre, while townhouses accommodate 20-22 homes per net acre. Twenty percent of the single-family homes in the recommended alternative would be small-lot or townhouse types.

In summary, there are three important points about these residential housing types. First, many people will continue to live in larger lot single family homes. Second, our demographic forecasts indicate that the population of the region will be changing. The portion of the population age 65 or older will increase from 13 percent (1990) to about 24 percent (2040). Household size is also expected to decrease. These trends could support smaller, more compact residential patterns. Finally, small decreases in average lot size greatly reduce the amount UGB expansion needed. A reduction from the current average lot size of 8,500 square feet to 7,000 square foot will save about

Carriage Units (w/In-Law)
6ac/100du



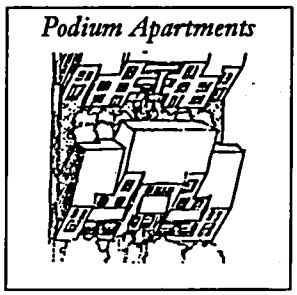
Carriage Units (with In-Law)
1-2-story buildings
Ancillary (in-law) unit placed over detached garage
Parking in alley accessed garages
16.6 dwelling units/acre
Ownership

15,000 acres of land that otherwise would need to be added to the UGB, an area about the size of Gresham. Most of the increased density needed in order to minimize expansions of the UGB can be accommodated by no more than two story homes on their own lot. Keep in mind that the illustrations are to scale and show a way for 100 households to be accommodated. Compare the size of the overall square (which represents the space needed to fit 100 dwelling units) with the others; with more density, less land is used.

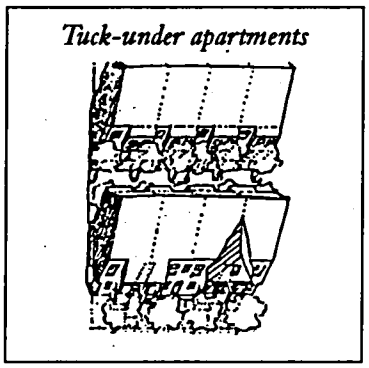
Neighborhood, Town and Regional Centers

Multi-family development in 1990 provided 32 percent of total housing units. Under the recommended alternative, 38 percent of new housing units would be multi-family housing. This would include apartments (both rental and ownership possible) as illustrated. The podium apartments represent the type of residential development in regional centers, the "tuck-under" units are similar to the densities in town centers and main streets, while the garden apartments represent building types in neighborhood centers.

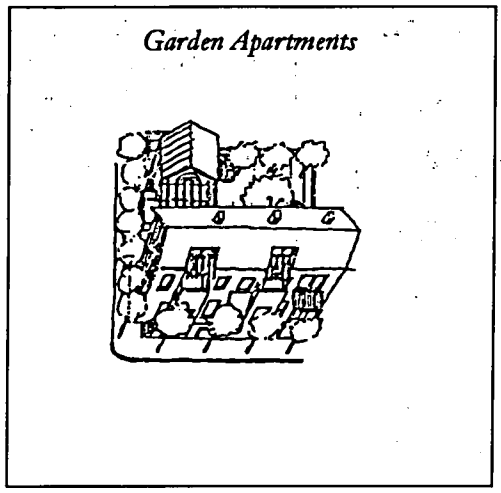
However, some of the multi-family homes would be a part of mixed-use developments adjacent to transit stops either along corridors or in commercial, town, regional or city centers. These multi-family types are illustrated on the



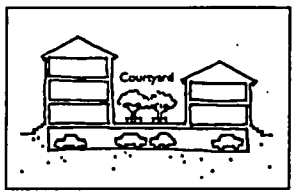
Podium Apartments
3-4-story buildings
Structured parking is placed below grade and interior to the building
66 dwelling units/acre
Rental or condominiums

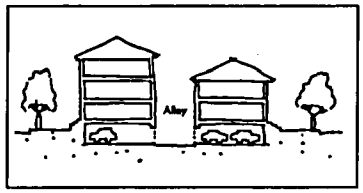


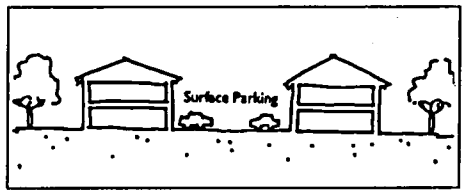
Tuck-under Apartments
2-3-story buildings
At grade parking is placed in parking garages that are tucked under the building
40 dwelling units/acre
Rental or condominiums



Garden Apartments
2-3-story buildings
Surface parking is placed in central parking courts or behind buildings
26 units per acre
Rental or condominiums







next page. The major difference between them is how parking is accommodated. In the "retail-office-residential mixed-use," the buildings are four to five stories in height with structured parking. The "retail-residential mixed-use" is two to three stories with surface parking.

As noted earlier, more than 60 percent of all new jobs would be accommodated in the centers or corridors designated in the recommended alternative. These areas are intended to be compactly built and well served with transit. Office structures are a way to accommodate much of the employment in centers and corridors. Of course, the mixed-use structures included would also provide places for employment in the centers and corridors.

Employment Areas and Industrial Areas

In the employment areas, a mix of land uses would be encouraged. The primary use would be employment, but residential uses would also be allowed. Employment areas would mix commercial, light industrial and residential uses in a compact way, providing affordable and convenient housing while reducing auto dependence. The uses in employment areas would not necessarily be within one building, but would be relatively close to each other.

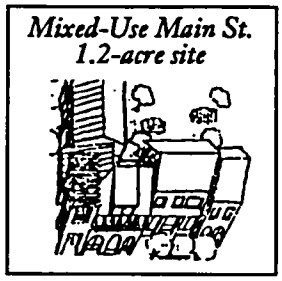
Industrial areas are reserved for employment, residential uses would not be allowed and many retail and commercial uses would be discouraged. Traditional uses, building types and employment are assumed to continue in these areas.

Recommended Alternative Analysis

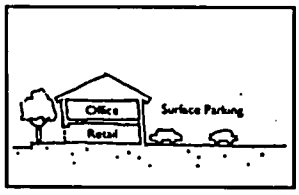
As indicated above, we prepared an example of how the growth concept could be construed. This enables us to show at least one way in which the growth concept could work. It is consistent with the analysis map and the results are described below.

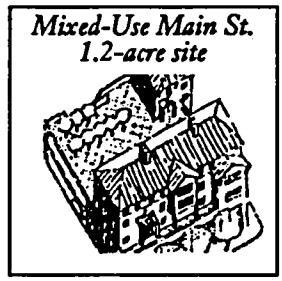
Land use

In order to better understand what the recommended alternative would require to be implemented, Figure 1 shows the total acres and buildable land (vacant and redevelopable) assumed for each design type. The vacant lands are actual numbers of acres inventoried as buildable,



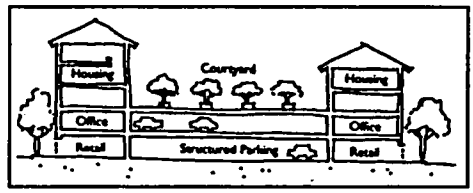
Retail Office Mixed Use
2-3 Story Buildings (ground floor retail with office space above)
Surface parking is placed behind the building
137 jobs/acre





Retail-Office-Residential Mixed Use
4-5 story buildings (ground floor retail, 1-2 levels of office and 2-3 levels of retail)
Structured Parking is placed below grade or interior to the building
125 jobs/acre

62.5 swelling units/acre



while the redeveloped acres are assumed to redevelop during the next 50 years.

The biggest vacant land supply is in the neighborhood categories where almost 23,000 vacant acres exist. The other large supply is in the employment areas and industrial areas, where 9,500 acres of vacant land exist and about 4,500 acres of redevelopable land were assumed.

The larger centers – town, regional and city – have small amounts of vacant buildable land – in total less than 800 net acres. These vacant lands are supplemented by redevelopable lands totaling an additional 1,100 net acres. Accordingly, 37 percent of the total developable land in these centers would need to be intensified in order to implement the recommended alternative.

While main streets also show very little available land when compared with some design types, redevelopment would allow these areas to capture almost twice the development potential available through the vacant land supply. Corridors and commercial centers with more than 6,000 acres of vacant land and 4,000 acres of redevelopment land use 27 percent of the buildable land within the design type for accommodating growth.

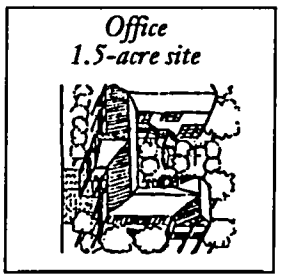
Redevelopment plays a key role in of the recommended alternative. Current building valuations were used to establish long term redevelopment potential. The following table shows the maximum building valuation used for choosing redevelopment according to the design categories used.

Figure 4 Maximum building valuation

Design Coverage Area	Building Valuation (per quarter acre grid cell)
Central city	$120,000
Regional centers	90,000
Town centers	70,000
Transit corridors and station communities	40,000
Main streets	60,000
Employment area	10,000
Industrial area	10,000
Inner neighborhoods	0
Outer neighborhoods	0

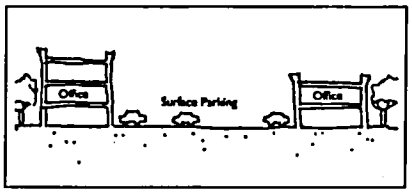
In 50 years, buildings with relatively low valuations were assumed to redevelop in the centers, main streets and corridors. No redevelopment was assumed in neighborhoods except those in potential urban reserves even though a modest level of redevelopment will occur of very low-value buildings. Only low value buildings (less than $40,000/acre) were assumed to redevelop on industrial or mixed use employment land. These redevelopment criteria allowed 21 percent of new households and 18 percent of new employment to be accommodated through redevelopment. Redevelopment of higher value properties in the central city and regional centers would occur over time as more development takes place and land values rise.

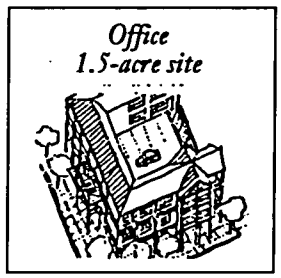
It is important to understand that redevelopment includes intensification of a site, and it does not necessarily destroy the existing buildings on the site. For example, new buildings in the parking lot of an existing complex is one common type of redevelopment. Conversion of a single-family home to an office or restaurant is another common



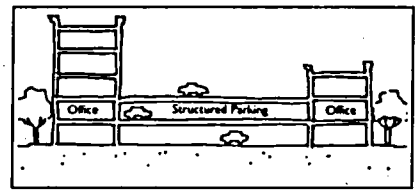
Office (Low intensityu)
2-3 story buildings
Surface parking is placed behind the building
All buildings orient to streets of public plazas and parks
80% floor area ratio assumed

Office jobs are calculated at 440 gross sq ft./employee or 95 jobs/acre.
1 parking space/office employee on site





Office (high intensity)
4-5 story buildings
Structured parking is placed below grade or interioir to the building
All buildings orient to streets or public plaza and parks
200% floor are ratio assumed
Office jobs are calculated at 340 gross sq. ft./ employee or 300 jobs/acre
1 parking space/office employee on-site.



example of redevelopment that conserves existing structures. Redevelopment thorough additions to existing structures would be more common outside the central city area, where existing densities are low.

Eleven thousand acres or 57 percent of the redevelopment land occurs in mixed use areas. These 11,000 acres represents only 6 percent of the gross developable acres in the region. The redevelopment land in the central city would accommodate 70 percent more employees (80,000) as it did in 1990. Regional centers would use redevelopment land at almost three times the existing density. Town centers would double the capacity on redevelopment land, as did main streets. Similarly, redevelopment along corridors create a threefold increase of the housing units there – a net increase of 30,500 households. The centers' housing density would increase on redevelopment land by more than five-fold, from 1,000 - 1,500 units in 1992 to 5,000 - 10,000 units in 2040. This growth is the result of the greater density called for in these areas. Designations in the recommended alternative would allow higher density condominiums and apartments (30 - 150 units/ acre, 2-8 stories). Redevelopment in centers and corridors reinforces transit and provides the opportunity for more non-auto trips and concentrates redevelopment and higher density in relatively small portions of the region – as compared with increasing densities throughout the region.

The overall distribution of households and employees by design type in 2040 can be seen in Figure 3.

The central city would maintain its current share of 20 percent of regional employment by adding 80,000 jobs. The regional centers would double their share of employment (to 6 percent) adding 40,000 employees. The town centers would increase their employment share from 3 percent to 5 percent with 27,000 jobs. Corridors and station communities would lose a small percentage of their regional share mostly due to the effects of new growth on vacant land in new urban reserves and elsewhere, but they still receive 64,000 jobs. Employment Areas would still add a sizeable amount – 50,000 jobs. The industrial areas would maintain approximately 12 percent of the region's employment by adding 35,000 jobs. Employment in neighborhoods (home occupations or jobs located in schools, child care centers or very small commercial sites) would remain approximately constant with today's share (15 percent), locating 37,000 new jobs there.

The large household increases occur in corridors and commercial centers (100,000 new households), and in neighborhoods (175,000 new households). The corridors' share of the region's households would drop slightly as expansion and new growth dilute corridor concentrations. The household share drops for closer-in neighborhoods, but rises for those further out in the new urban reserve areas, where the regional share rises markedly as 59,000 households locate beyond the current UGB (16 percent of the new residents). The corridors and centers add almost 41,000 households increasing their share of residents by 50 percent. Employment Areas also receive about 20,000 households – a six-fold increase in what was almost exclusively employment land before.

To the extent that the area inside the current UGB can't accommodate additional growth, Urban Reserves would be needed. These are areas designated to be converted to urban uses if and when a need for additional urban land is found. The recommended alternative would require potential urban reserves of 14,500 gross acres.

The potential urban reserves designation considered state and regional criteria. The ability to serve areas with sanitary sewer and water, access to jobs, potential health hazards and avoidance of exclusive farm use zones were weighed. In rural reserve areas, the desire to keep communities separate and efficient provision of facilities and services were considered. The potential urban reserves map is intended to provide an overall direction for decision-makers. Property specific designations of urban reserves will occur after the Metro Council concludes its decision about the recommended alternative.

In contrast to urban reserves, rural reserves have been included as a category in the recommended alternative to protect rural areas. The rural reserves are areas into which no expansion of urban reserves or the UGB will be allowed. They are intended to protect commercial, agricultural and forest activities, providing separation between urban areas. Existing large-lot rural residential uses would be allowed to continue, as would development of existing lots of record, 5 acres or larger. However, no expansion of large-lot residential zoning would be permitted.

Neighboring cities, or those cities directly connected to the Metro region by a major highway or road, are also addressed in the recommended alternative. About 40,000 residents and 49,000 jobs are planned to be accommodated in neighboring cities, primarily Sandy, Canby and Newberg. These cities administer their own urban growth boundaries, independent of Metro urban growth boundary decisions. These communities, either within their present UGB or urban reserves adopted or under review, could accommodate these jobs and households. However, the issue of maintaining separation between urban areas is of mutual interest to Metro and the neighboring cities as are issues of access and job creation.

Transportation

The Region 2040 recommended alternative establishes a land-use context for future transportation planning efforts. We modeled transportation networks for the three concepts and the recommended alternative. The results allow us to examine the viability of the recommended alternative urban form and our ability to serve a growing population with a balanced transportation system. As we refine the regional framework plan, the interplay between transportation and land-use needs will continue to shape both urban growth and regional transportation policies.

Though detailed, our modeling does not address cost effectiveness of the networks or potential land-use impacts, and is not intended to be a comprehensive study of specific transportation needs. Instead, actual transportation needs, corridors and modes will be established in an updated Regional Transportation Plan. The updated RTP will serve as the transportation element of the Regional Framework Plan, and will address transportation planning requirements of the Metro charter, state Transportation Planning Rule and Federal ISTEA.

Once the updated RTP is complete, detailed transportation alignments may need to be developed to implement specific corridors within the region. We will also work closely with local planners to further coordinate regional transportation goals with the development of local transportation plans.

Connecting land use and transportation

Two principles guided the development of the transportation system in the recommended alternative – coordination of land-use pattern and transportation decisions and a balanced transportation system. This was done by creating a network where the recommended alternative land uses and urban form were fully complemented by a range of transportation options. In general, urban centers are connected by a set of multi-modal corridors that accommodate auto, transit, bicycle and pedestrian travel to varying degrees.

Regional centers and the central city would have the most intensive package of transportation improvements and services, reflecting their central role. They would be easily accessible by multi-modal corridors and would have efficient pedestrian and bicycle circulation within the centers. Town centers would be similarly served with a multi-modal range of travel options, but the magnitude of transportation infrastructure would be generally less than the regional centers. Corridors, station communities and main streets would be characterized by high-quality transit service, bicycle and pedestrian amenities along the roadways, and less auto traffic than other arterial streets.

Employment areas and industrial areas would have more roadway connections, especially truck routes and better access to the regional highway network and would have specialized transit service to major destinations.

The recommended alternative also focused on connectivity and the development of regional centers. Our primary

objective in designing the preferred roadway network was to create a dense, connected system that dispersed travel demand and reinforced the regional centers. Using the current RTP as a starting point, local planners helped us determine where collector and arterial streets could be connected and where new streets could be extended. These new connections were designed to enhance auto, transit, bicycle and pedestrian travel options throughout the region, and particularly in the vicinity of the regional centers.

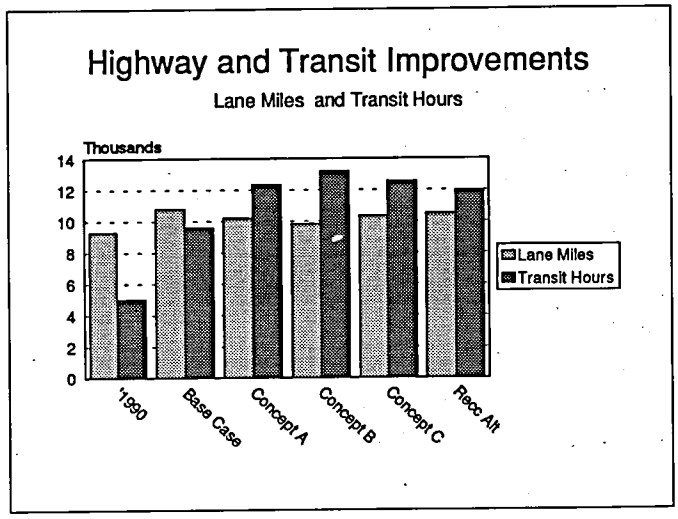
Another feature of the transportation system was keeping arterials livable. While peak-hour congestion at street intersections is to be expected, local planners helped us define parallel routes that might improve local circulation, while avoiding the development of massive arterial streets whose scale discourages the use of non-auto modes and undermines livability. In some cases, proposed highway-type facilities were dropped in favor of a series of smaller-scale arterial and collector street connections.

Major highway through-routes to connect regional centers and neighboring cities

New highways have the potential to enhance the development of regional centers and the movement of goods throughout the region. However, new highways can also encourage urban sprawl, and undermine the viability of regional centers.

The Mt. Hood Parkway is included in the recommended network to reinforce the Gresham regional center, provide a freight route from I-84 to Highway 26 and better connect Sandy – a Neighboring City in the recommended alternative – to the urban area. The parkway is modeled with limited access, an I-84 interchange, split access to the Gresham regional center, and an interchange at Highway 26.

The southern alignment of the Sunrise Highway is similarly modeled as a second route to Sandy, a freight connection from I-205 to Highway 26, and to support development of the Clackamas and Milwaukie regional centers. The Sunrise Highway modeling assumes limited access, with interchanges at I-205, the Clackamas industrial area, Rock Creek, Damascus and Highway 26. The southern alignment is used because it best supports the development of the Damascus town center. Although the actual model contains a "build-out" of the highway, the inclusion of the Sunrise route assumes a phased-in approach, with the portion west of Damascus improved first, along with the acquisition of right-of-way and construction of the segment extending east of the proposed urban reserve boundary. The remaining sections would be improved over time, reflecting gradual development of the Damascus town center.



Finally, a new highway link from I-5 to 99W, is included as a freight connection, and as a primary route to Newberg – one of the two neighboring cities included in the recommended alternative. This connection is also intended to divert through-traffic from Highway 99W and Tualatin-Sherwood Road that might otherwise undermine the development of town centers in Tualatin and Tigard. To improve circulation and access in Washington County, new arterials and collector streets were modeled in the area between US 26 and Tualatin Valley Highway. New freeway capacity was added to Highway 217. To address freight movements from Washington County to the I-5 corridor, capacity was added to Highway 217 in the model. North/South from Tualatin Valley Highway to Highway 26, was not included as a freeway, but a package of north/south arterial and collector street improvements was modeled to improve mobility in this area for all modes of travel.

Although not included in our modeling, the growth of neighboring cities, such as Sandy and Newberg, along major freight routes will ultimately affect through-travel, and could create a need for bypass routes. Such impacts should be considered as part of implementing the Regional Framework Plan and each of these local comprehensive plans.

Light rail connections

Tri-Met staff led the effort to design a recommended alternative transit system. The backbone of the transit network is a series of radial light rail transit corridors that connect the regional centers to the central city. These radial routes include the Banfield and Westside LRT lines, and LRT routes south to Milwaukie and Clackamas Town Center, north to Clark County, and a westside spur to Washington Square. Several alignments are conceptual; actual alignments of planned connections will be determined in later, more detailed studies.

In addition to an extensive network of local bus lines, we have included a new level of service, called FastLink, that offers streamlined, express-type service to regional centers and along major corridors. Although still under development, FastLink service is envisioned to be a bridge between light rail and traditional bus service, with amenity-oriented buses that serve more widely-spaced "stations."

Critical aspects of the transit system are improvements made to the road network and pedestrian improvements. The road improvements discussed above increase connectivity for autos, transit, bikes and pedestrians. In addition to improved street connectivity in the vicinity of regional centers, bicycle and pedestrian travel is encouraged in the recommended alternative through improved amenities (modeled as pedestrian environmental factors, or PEFs) within the regional centers, and parking cost factors applied to auto travel to the centers. As the Regional Framework Plan is developed, these modelling considerations will be translated into bicycle and pedestrian system improvements and parking management programs tailored to each of the six regional centers.

The recommended alternative assumes a series of "green corridor" transportation links to neighboring cities that span rural reserves. In the cases of Sandy and Newberg, the green corridors feature high performance, limited access highways, high-quality transit, and bicycle and pedestrian facilities that give easy access to the neighboring cities while minimizing urban development pressure on the intervening rural landscape.

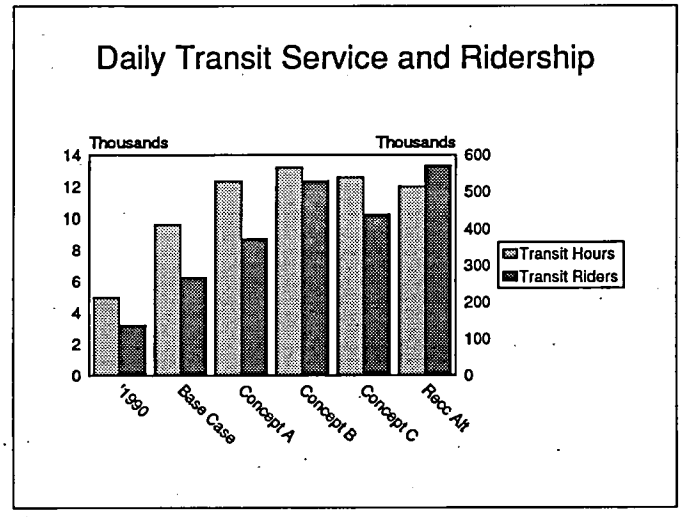
Although other outlying towns are not planned to absorb a significant share of growth in the recommended alternative, many are already experiencing growth today. Though major transportation improvements to these towns are not included in the recommended alternative, existing highway links to these cities that travel through rural areas are still designed as green corridor facilities in the recommended network.

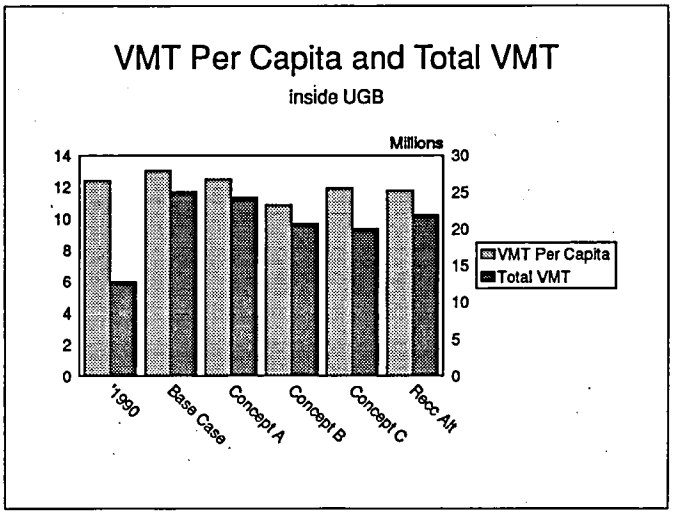
As with the previous growth concepts, we modeled a possible transportation system for the recommended alternative. The results are heartening.

With a road network somewhat larger than the other growth concepts, but a compact form, the recommended alternative is projected to have less congestion than both Concepts A and B. Only Concept C, which assumes that one-third of future growth will be in neighboring cities, would have slightly less congestion. However, overall congestion in the recommended concept would still be double today's levels.

Our analysis of the model results also shows that areas of the region with dense networks of through streets would have less p.m. peak-hour congestion, including close-in neighborhoods near the central city. In contrast, areas with a more dispersed, less connected roadway system are projected to have significant peak-hour congestion – despite a number of modeled roadway additions to these more dispersed networks.

Though transit service in the recommended alternative was less extensive than any other growth scenario, the close coordination of land use and transit helped to produce had the best transit ridership of any concept. Transit ridership was also encouraged in the recommended alternative by modeled parking factors and pedestrian amenities in urban centers and transit-supportive corridors. Despite a less extensive light-rail system than other growth concepts and the addition of more land to the





urban area in this scenario, the percentage of jobs and households served by transit in the recommended alternative would be nearly the same as current levels.

With regard to the state Transportation Rule requirement of a 20 percent reduction in vehicle miles traveled (VMT) over the next thirty years, the recommended alternative would achieve a drop of just over 5 percent during the 50-year planning period. Though less than Concept B, this VMT per capita reduction is better than the other scenarios.

These modelling conclusions show the feasibility of serving the recommended alternative urban form with a balanced, attainable transportation system. Such a system provides for continued mobility via the automobile, ensures freight efficient movement on the regional highway system and offers attractive passenger travel options to the automobile via transit, bicycle and pedestrian modes.

What can we improve?

The lessons learned from developing the recommended alternative will provide a valuable starting point for updating the RTP. While individual road and transit links were modeled in a conceptual manner, the recommended alternative will still help us address key policy issues about the mix transportation modes, the need to complement transit routes with supporting land uses, and the need to limit the impact of urban travel routes on rural land uses.

The recommended alternative also gives us valuable data with which to establish specific objectives and indicators for transportation service and performance. These may include roadway density vs. capacity ratios, transit service thresholds, bicycle and pedestrian accessibility targets, freight movement considerations and levels of tolerable peak-hour congestion in specific urban environments and situations.

Parks and open space

The primary objective is to preserve natural areas and open spaces within an intensifying metropolitan area so that the region has active and passive recreational opportunities and is not exclusively urban from one end of the UGB to the other. The recommended alternative specifically accounts for open space on its map and in its capacity analysis. Within the definition of open space is included public and private land that cannot be built on because it is in floodplains, wetlands and parks (15,300 acres). Additional land would be added that buffers stream corridors and significant topographic features as well as significant habitat areas from the Greenspaces Master Plan. These additions would bring the total open spaces to 34,000 acres. Much of the open spaces are vacant and privately owned (12,350 acres). Of the vacant land, only 5,000 gross acres is considered buildable when environmental constraints and gross to net reductions are taken into account.

A portion of the total open space (6,400 acres) is already developed, but at very low densities. While development within areas designated as open space would not be expected to be removed, additional development would be discouraged. In addition, while some areas of privately owned, undeveloped land may be designated as open space, the intent is to encourage the local jurisdictions to conserve these open spaces by clustering any permitted density, leaving the bulk of the remaining land undeveloped.

Air quality

Air quality concerns carbon monoxide (CO) in the winter and ground level ozone (O3) in the summer. Forecasts show potential problems with the ground level ozone, beginning in 2007. These problems will be exacerbated by all pollution sources, not only transportation related sources.

Nonetheless, air quality modeling results for transportation sources were encouraging. When the recommended alternative is compared with the other growth concepts, relatively low levels of transportation generated air pollutants are projected. For a seven-county region (Clackamas, Clark, Columbia, Marion, Multnomah, Yamhill and Washington counties) the recommended alternative would have the lowest forecast levels of CO. On a four-county basis, the recommended alternative would generate slightly more CO than Concept C, but less than any of the other growth concepts.

The recommended alternative, on a seven-county basis, would have the second lowest level of projected transportation generated hydrocarbons, while on a four-county basis, concepts B and C would generate somewhat less. It should be kept in mind that because of fleet emission improvements, the projections for hydrocarbon and CO levels from transportation sources are less than existing (1990) levels. That is, for two important air pollutants, transportation will generate less pollutants than today.

However, for the third key pollutant, oxides of nitrogen, all growth concepts would show an increase from transportation sources. For the seven-county area, concept B would generate less oxides of nitrogen than any other, while the recommended alternative would be second best. For the four county area, the recommended alternative again is projected to have slightly more air pollution that concept B, but would have better predicted performance than all other growth concepts.

Employment

As indicated in *Concepts for Growth*, given our population and employment forecasts it appears that in aggregate there is sufficient land for employment uses. The recommended alternative, although different than the other analyzed concepts, includes very similar amounts of employment land. If the same analysis method is used, we would conclude that some areas, particularly in Hillsboro and along the Columbia south shore, appear to have more land than is likely to be needed during the 50-year time horizon of the study.

Having a surplus of such land may provide flexibility in locational decisions, although some land owners may question the designation if development is not feasible because of lack of market demand. Regardless, a more public concern is the balance between jobs and housing in the region. The jobs housing table below shows each of the regional centers and the areas for which a jobs/housing ratio was calculated under the recommended alternative.

Portland would continue to be a jobs rich area, while other areas such as Clackamas Town Center would become more housing rich than they currently are. The overall trend is towards more housing and less jobs. This is in line with national trends for the time period due to the aging of the population. The need for housing remains, but the percentage of the population participating in the workforce will decline as greater numbers of people are retired.

Housing

As noted earlier, the largest amount of land in the region is devoted to residential uses. Of this, by far the most land is used for single family development. With the recommended alternative, the new development, which would be at a ratio of 62 percent single-family to 38 percent multi-family, is more compact than existing development, with a ratio of 70 percent single-family to 30 percent multi-family. However, the recommended alternative includes as single-family about 78,000 new homes that would be built at 10.5 dwelling units per gross acre – average lot sizes of 3,000 square feet or less. These units comprise about 20 percent of the total new single-family units assumed to be built during 50 years. These higher densities could be met by combinations of single-family and multi-family, accessory units (or "granny flats") or developments such as rowhouses, duplexes, and small-lot single-family along corridors and in station communities.

New housing in the centers is almost exclusively multi-family, while the neighborhood categories are predominantly single-family. This difference between centers and neighborhoods reflects the strategy in the recommended alternative to locate higher density housing only in very accessible locations. The corridors and station communities show a mix of housing (35 percent single-family to 65 percent multi-family) that often borders both transit and neighborhoods.

The Metro Housing Rule was set both to contain the UGB and ensure affordable housing. If we move away from jurisdictional goals to the target areas in the recommended alternative we need to revisit each jurisdiction's

Figure 5 Region 2040 - Comparison of Alternatives - Summary

	1990	Base Case	Concept A	Concept B	Concept C	Recommended Alternative
Demography						
Population	1,032,471	1,917,284	1,943,895	1,904,799	1,678,720	1,862,182
Households	410,853	827,843	839,333	822,452	724,836	804,051
Jobs	723,982	1,284,210	1,305,193	1,293,427	1,169,913	1,257,365
Single-family/ multi-family	70/30	70/30	74/26	60/40	69/31	65/35
Location of Growth						
% of growth in existing Metro UGB	—	83%	71%	100%	63%	87%
% of growth accommodated by redevelopment	—	0%	6%	18%	8%	19%
EFU conversion	—	63,900	17,200	0	11,400	3,545
% of employment on industrial land	32%	43%	53%	33%	54%	25%
Transportation						
Vehicle miles traveled per capita	12.40	13.04	12.48	10.86	11.92	11.76
Mode Split (Auto/transit/walk-bike)	92/3/5	92/3/5	91/4/5	88/6/6	89/5/6	88/6/6
Congested road miles	151	506	682	643	404	454
Transit riders	136,800	338,323*	372,400	527,800	437,200	570,000
Average PM speed (mph)	30	28	24	24	27	26
Transit service hours	4,983	9,600	12,300	13,200	12,600	12,000
Air Quality						
CO winter (Kg/day)	835,115	614,451	613,537	579,579	569,091	574,749
CO summer	574,708	528,601	525,133	496,017	487,188	491,995
HC summer	177,857	70,700	69,810	66,375	65,745	66,391
NOx summer	80,452	94,024	90,987	83,817	86,988	86,230
Water						
Drinking water costs	—	—	Moderate	Low	Moderate	Lower
Wastewater costs	—	—	Moderate	Moderate	High	Moderate
Stormwater costs	—	—	Moderate	Moderate	Moderate	Moderate

** The base case did not have parking factors and pedestrian factors modeled consistent with the other growth concepts.*

responsibility for affordable housing. Metro's primary responsibility is to ensure an adequate land supply to accommodate housing demand. The Recommended Alternative would accomplish this by moderate expansions of the urban growth boundary, higher densities, and some redevelopment.

In our discussions with affordable housing providers and advocates, they indicated that unless specific policies address the issue, little progress is likely. Policies and incentives to the private sector in particular, but also to nonprofit agencies, to encourage affordable housing would be needed.

Social stability

For the earlier growth concepts we asked law enforcement, fire fighting and emergency medical response officials which concept might be most easily served. Their answers considered response times and design elements that foster a strong sense of community. Applying those criteria to the recommended alternative, we conclude that it would likely have response times better than Concept A, because the total urban land area is less. Additionally, the recommended alternative is similar in response times to Concepts B or C and much better than the base case. The recommended alternative is likely to do as well or better than the concepts previously analyzed when considering crime and safety issues.

Water facilities

In analyzing the growth concepts, sewer and water professionals of the region considered a myriad of criteria. They concluded that the potential cost differences between concepts for stormwater were too small to predict differences and a similar conclusion with regard to stormwater costs and the recommended alternative can be reached. However, service providers did find differences in water and sanitary sewer costs. Consistent with their findings, it seems likely that the recommended alternative would have slightly higher costs than Concept B, but lower than A or C for water and sanitary sewer services.

A regional water supply study is currently being completed by the water providers of the region and Metro. This analysis is using the Region 2040 growth assumptions and data to evaluate alternative approaches and reach conclusions about the most effective solutions to address water supply issues in the region. These conclusions should prove useful in preparing the Regional Framework Plan.

Summary

We have studied, analyzed, modeled, talked, changed, amended, defined and redefined. It is now time for a regional decision on how we want this area to grow in the next 50 years.

The recommended alternative is intended as a focal point of discussion as to how the citizens of this region believe we should best meet the challenges of the future. It attempts to blend technical analysis and the concerns heard so far from the public. It balances the concerns about expansion of the urban growth boundary with concerns about higher densities and providing housing choice. It provides mobility and mode choice by planning for more light rail and bus service, while considering the cost-effectiveness of such services. It models expansions of the road and highway network, with improvements linked to serving critical land uses.

The recommended alternative will be scrutinized by the public, interested parties, Metro advisory committees and the Metro Council. Changes to the recommended alternative will undoubtably be made prior to adoption. The Metro Council, once satisfied with the revisions they direct, will adopt a map and text that will be incorporated into the Regional Urban Growth Goals and Objectives (RUGGO). The recommended alternative through this process will be distilled into basic principles and a map and become the formally adopted Region 2040 Growth Concept. The directions set by this decision will become the foundation for the charter-mandated regional framework plan.

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Publications List - Region 2040

Technical Reports

Region 2040 Recommended Alternative Decision Kit, September 1994. Metro.
Region 2040 Technical Appendix, September 1994, Metro.
Transportation Analysis of the Growth Concepts, July 1994, Metro.
Region 2040 Concept Document - Land Use Appendix. July 1994. Metro.
Concepts for Growth, Report to the Council, (Concept Report) June 1994. Metro.
Portland Metro 2040 Commodity Flow and Requirements Study, Phase III Report, June 1994. DRI/McGraw-Hill et al
The Region 2040 Study, (Regional Design Images project) May 1994. Calthorpe and Associates. ***(*$20 report)***
Profiles of the Portland-Vancouver Economy, May 1994. Metro. ***(*$10 report - 797-1742)***
Water Descriptive Indicators: Final Report, April 1994. ECO Northwest and CH_2MHill
2040 Indicators: Housing and Employment, April 1994. ECO Northwest
Carrying Capacity and Its Application to the Portland Metropolitan Region, April 1994. Wim Aspeslaugh, University of Oregon for the Future Vision Commission.
Evaluation of No-Growth and Slow-Growth Policies for the Portland Region, March 1994. ECO Northwest.
Workstyles Study, March 1994. Steve Schriver, Institute of Portland Metropolitan Studies for the Future Vision Commission.
Creating and Using Descriptive Indicators: Non-Quantifiable Issues, February 1994. Pacific Rim Resources.
Region 2040 Interim Report, January 1994, Metro.
Settlement Patterns in the Portland Region: A Historical Overview, January 1994. Carl Abbott, Portland State University for the Future Vision Commission.
The Regional Forecast, Portland-Vancouver Metropolitan Area Forecast 1990 - 2040, November 1993. Metro.
Existing Conditions: The Natural and Built Environment, June 1993. ECO Northwest.
Mixed-Use Urban Centers: Economic and Transportation Characteristics, February 1993. Cambridge Sytematics and Parsons Brinckerhoff Quade & Douglas, Inc.
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Region 2040 Public Involvement Summaries/Results

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Surveys

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Region 2040 brochures/tabloids

Region 2040 Decisions for Tomorrow "You Said It" Update, Fall 1994. Metro.
"It's Your Turn" tabloid mailier, June 1994. Metro.
Decisions for Tomorrow: Region 2040 Update, Fall/Winter 1993. Metro.
Decisions for Tomorrow: Region 2040 Update, Spring 1993. Metro.
Region 2040: Shaping the Choices for Growth, September 1992 (newsprint). Metro

Supporting Documents

Transportation Planning Rule Implementation Regional Guidelines: Report on a Regional Discussion, February 1994, Cogan, Owens, Cogan.
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Picture This...The Results of a Visual Preference Survey, June 1993. A. Nelesen Associates, Inc.
1992 Metro Charter, November 1992. Metro.
Oregon Benchmarks, December 1992. Oregon Progress Board.
Ten Essentials for a Quality Regional Landscape, 1992. Metro.
Regional Transportation Plan, January 1992 Revision of the 1989 Update. Metro.
Regional Urban Growth Goals and Objectives, September 1991, Metro.
Historical Development of the Metropolitan Service District, May 1991 by Carl Abbott for the Metro Charter Committee.

For copies of the above documents, please contact Metro at 797-1562.

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Metro Council Meetings
on Executive Officer Recommendation
on Region 2040 Growth Concept

Metro Council	
Executive Officer Recommendation	September 22, 1994
Metro Planning Committee	
Background Briefing	September 29, 1994
Background Briefing	October 6, 1994
Metro Planning Committee Public Listening Posts	
Milwaukie	October 18, 1994
Portland	October 19, 1994
Hillsboro	October 20, 1994
Beaverton	October 25, 1994
Gresham	October 26, 1994
Metro Council	
Advisory Committee Presentations	November 10, 1994
Metro Planning Committee Work Sessions	November 17, 1994
	November 21, 1994
Metro Council Public Hearing	November 28, 1994
Metro Council Work Session	December 1, 1994
Metro Council Meeting	December 8, 1994

Metro Region 2040
Summary of Public Involvement Activities

Random Sample Telephone Survey (405 residents of region)	April, 1992
Metro Regional Growth Conference (704 participants)	April, 1992
Stakeholder Interviews (52 interviews)	April - May, 1992
Local Government Workshops (80 participants)	May, 1992
Regional Public Workshops (67 participants)	June, 1992
Local Government Conference on Alternatives (50 participants)	August, 1992
Public Open Houses (130 participants)	October, 1992
Interest Group Briefings (13 briefings)	October - November, 1992
Citizen Involvement Committee Presentations (14 presentations)	October - November, 1992
Cable Call-In Show	November, 1992
Focus Group Survey (50 participants)	December, 1992
Spring, 1993 Newsletter Mailed (12,572 mailed)	June, 1993
Community/Special Events Begins (24 events)	July, 1993 (July, 1993 - October, 1994)
Speaker Bureau Begins (more than 100 speaking engagements)	July, 1993 (July, 1993 - October, 1994)

Citi-Speak II Telephone Survey (399 respondents)	September, 1993
Fall, 1993 Newsletter Mailed (20,812 mailed)	October, 1993
Metro Regional Growth Conference & Public Forum (584 attendees)	October, 1993
Regional Design Images Open Houses (333 participants)	November - December, 1993
Student Congress (32 students)	January, 1994
Local Government Briefings (29 jurisdictions briefed)	March - May, 1994
Youth Involvement Project (600 students submitted projects)	March - June, 1994
Region 2040 Phone Hotline Begins (More than 700 comments or requests)	May (June - July, 1994)
Tabloid with Questionnaire Mailed (mailed to each household in region; more than 17,000 returned)	June, 1994
Video Distributed (About 4,000 checked out at Blockbuster Video stores; also available at public libraries and broadcast on cable television)	June, 1994
Public Open Houses (600 attendees)	June, 1994
Stakeholder Interviews (45 interviews)	June - July, 1994
Local/Regional Government Briefings (28 jurisdictions)	September - October, 1994
Fall Newsletter Mailed (43,106 mailed)	October, 1994

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