

STAFF REPORT

**ORDINANCE NO. 91-418: AN ORDINANCE REPEALING THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS LAND USE GOALS AND OBJECTIVES AND ADOPTING THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES**

July 30, 1991

Staff:

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BACKGROUND

Urban growth is changing the region. The growth experienced in the past five years, and expected in the next 20, is and will challenge this region's distinctive urban quality of life. In addition, the urban land supply contained within the region's Urban Growth Boundary (UGB) is being consumed, and we are fast approaching a whole host of crucial policy questions regarding urban form. Metro's enabling statutes called for the creation of regional land use goals and objectives to guide those policy discussions.

On December 22, 1988, the Metro Council adopted the Urban Growth Boundary Periodic Review Workplan (Resolution No. 88-1021), directing staff to begin preparation of an "Urban Growth Management Plan". In addition to addressing the Periodic Review Notice for the Urban Growth Boundary, furnished to Metro by the Land Conservation and Development Commission, the workplan identified the crafting of Regional Urban Growth Goals and Objectives (RUGGO's) as the core of the proposed growth management planning effort. The purpose of the goals and objectives was to provide a policy framework for Metro's management of the urban growth boundary, and for the coordination of Metro functional plans with that effort and each other. The goals and objectives, therefore, would provide the policy framework needed to address the urban form issues accompanying the growth of the metropolitan area.

In March of 1989, an Urban Growth Management Plan Policy Advisory Committee (PAC) and Technical Advisory Committee (TAC) were appointed by the Council to guide the periodic review effort, including the preparation of the goals and objectives. Since April of 1989, a period of 27 months, the PAC has met 28 times and the TAC has met 31 times. A brief chronology of the project is as follows:

- |                                 |   |
|---------------------------------|---|
| March, 1989                     | PAC and TAC appointed.  |
| Fall, 1989                      | Growth Issues Workshops held throughout the region for citizens, jurisdiction technical staff, and elected and appointed officials of cities, counties, school districts, and special districts - 200 participated. |
| January, 1990                   | First Annual Regional Growth Conference - 425 attended.   |
| July, 1990                      | PAC completes first draft of RUGGO's.   |
| August, 1990 -<br>January, 1991 | 74 meetings held with cities, counties, citizen groups, public workshops, business organizations, and others to review and  |

	receive comment on PAC RUGGO draft.
March, 1991	Second Annual Regional Growth Conference - 720 attended.
July, 1991	PAC completes review and revision of RUGGO's based on fall review process comments and conference comments.
August, 1991	RUGGO's transmitted to Council for adoption.

Other steps taken to make the development of the RUGGO's a public process have included publication of "Metro Planning News" (12 issues to date, circulation of 5200 includes all jurisdictions, neighborhood associations, and CPO's, as well as other interested organizations, individuals, and agencies), Mailing of PAC and TAC agenda materials to lists of about 130 each (including all planning directors in the region), and numerous public presentations, UGB tours, and participation in other public events.

The RUGGO's are divided into two main sections. The first, Goal I, deals with the regional planning process. For the first time, Goal I explains the process that Metro will use for carrying out its regional planning responsibilities, and specifies the relationship between Metro planning authority, and the planning authority of cities and counties. In many respects, it is the first written explanation of the land use planning responsibilities given to Metro in its enabling legislation.

Goal I calls for the creation of a regional Citizen Involvement Committee to advise Metro on ways to better involve citizens in the regional planning program. Goal I also calls for the creation of an ongoing Regional Policy Advisory Committee (RPAC) to provide advice to the Council regarding Metro's regional planning program and activities. Significantly, Goal I limits the applicability of the RUGGO's to Metro functional plans and management of the UGB. Any application of the RUGGO's to the comprehensive plans of cities and counties can only occur through the preparation of a functional plan or through some aspect of the management of the UGB. The RUGGO's do not apply directly to city and county comprehensive plans or to site-specific land use actions.

The second section, Goal II, deals with urban form. The RUGGO's are not a plan, nor do they provide a single vision for the future development of the region. Rather, the RUGGO's, in Goal II, provide a range of "building blocks" in response to the issues accompanying urban growth. The elements of Goal II can be arranged in a variety of ways, depending on the policy objectives of the region, and therefore suggest but do not specify alternative regional development patterns. Goal II is envisioned as a starting point for Metro's regional planning program, with further refinement and change expected as the next phases of planning work are completed.

The RUGGO's will be used to guide the development of UGB amendment procedures, a central product expected of periodic review of the UGB. The RUGGO's will also be used as the primary policy guidance for the Region 2040 Study, now being formulated jointly by the Transportation and the Planning and Development Departments.

Ordinance No. 91-418 will be before the Metro Council for first reading on August 8, 1991. The Transportation and Planning Committee has scheduled public hearings on the

ordinance on August 27, 1991, and September 10, 1991. The RUGGO's will be back before the Metro Council for hearing and adoption on September 26, 1991. To assist interested parties with preparing testimony, RUGGO "open houses" have been scheduled for August 26, 1991, and September 9, 1991, from 4:30 - 9:00 pm. Metro is sending out approximately 5500 fliers describing the RUGGO's to publicize the hearings and the open houses. In addition, every jurisdiction in the region is receiving separate notification, and the hearings will be publicized through the news media. An additional 2500 fliers will be distributed by hand throughout the region through citizen, civic, and business organizations.

In addition to adopting the RUGGO's, Ordinance 91-418 formally repeals the Columbia Region Association of Governments (CRAG) Goals and Objectives, adopted on September 30, 1976, and left in place by the Legislature until Metro adopted its own goals and objectives. The CRAG goals and objectives are now out of date and represent a legal liability to all of Metro's existing and anticipated planning efforts. Finally, accompanying the Ordinance to Council on September 26, 1991, will be a separate resolution for the adoption of the RPAC by-laws and comments on the proposed workplan for the next steps in this process.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Ordinance No. 91-418.

ES/es  
7/30/91

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

AN ORDINANCE REPEALING THE COLUMBIA	)	
REGION ASSOCIATION OF GOVERNMENTS	)	ORDINANCE NO. 91-418
LAND USE GOALS AND OBJECTIVES AND	)	Introduced by the
ADOPTING THE REGIONAL URBAN GROWTH	)	Executive Officer
GOALS AND OBJECTIVES	)	

WHEREAS Metro has been directed by the Oregon State Legislature (Oregon Revised Statutes Chapter 268, Section 380(1)) to develop land use goals and objectives for the Portland metropolitan region. Prior to adoption of those goals and objectives, the Columbia Region Association of Governments (CRAG) Goals and Objectives, adopted September 30, 1976 by the CRAG Board, have remained in effect by operation of 1977 Oregon Laws, Chapter 665 Section 25; and

WHEREAS Regional Goals and Objectives are intended to provide Metro with the policy framework needed to guide the District's regional planning program. All Metro functional plans and its management of the Urban Growth Boundary must be consistent with the District's goals and objectives; and

WHEREAS Metro has forecasted population growth of about 310,000 within the existing urban growth boundary between 1989 and 2010. In addition, the changes accompanying urban growth have begun to affect quality of life in the region. This kind of growth and these kinds of changes are not unique to this region. However, maintaining the livability of this region as it grows requires a fundamental examination of the policy framework used by Metro to guide its regional planning; and

WHEREAS To comply with its statutory requirements and in recognition of the

challenges posed by urban growth, Metro elected to begin development of Regional Urban Growth Goals and Objectives in March of 1989. Policy and Technical Advisory Committees were formed, and have met continuously since then.

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

Section 1. The Regional Urban Growth Goals and Objectives, included in this ordinance as Attachment A, is hereby adopted as Metro's regional land use goals and objectives.

Section 2. Metro's goals and objectives are consistent with the Statewide Land Use Planning Goals. Findings of consistency are included in this ordinance as Attachment B are hereby adopted.

Section 3. The CRAG Goals and Objectives, adopted September 30, 1976 by the CRAG Board, are hereby repealed and replaced by the Regional Urban Growth Goals and Objectives.

ADOPTED by the Council of the Metropolitan Service District  
this \_\_\_\_\_ day of \_\_\_\_\_, 1991.

\_\_\_\_\_  
Tanya Collier, Presiding Officer

ATTEST:

\_\_\_\_\_  
Clerk of the Council

ES/es  
7/30/91

July 16, 1991

ATTACHMENT A

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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 chapter 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.

## BACKGROUND STATEMENT

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3 Planning for and managing the effects of urban growth in this metropolitan region involves 24  
4 cities, three counties, and more than 130 special service districts and school districts, including  
5 Metro. In addition, the State of Oregon, Tri-Met, the Port of Portland, and the Boundary  
6 Commission all make decisions which affect and respond to regional urban growth. Each of  
7 these jurisdictions and agencies has specific duties and powers which apply directly to the tasks  
8 of urban growth management.  
9

10 However, the issues of metropolitan growth are complex and inter-related. Consequently, the  
11 planning and growth management activities of many jurisdictions are both affected by and  
12 directly affect the actions of other jurisdictions in the region. In this region, as in others  
13 throughout the country, coordination of planning and management activities is a central issue for  
14 urban growth management.  
15

16 Nonetheless, few models exist for coordinating growth management efforts in a metropolitan  
17 region. Further, although the legislature charged Metro with certain coordinating  
18 responsibilities, and gave it powers to accomplish that coordination, a participatory and  
19 cooperative structure for responding to that charge has never been stated.  
20

21 As urban growth in the region generates issues requiring a multijurisdictional response, a  
22 "blueprint" for regional planning and coordination is critically needed. Although most would  
23 agree that there is a need for coordination, there is a wide range of opinion regarding how  
24 regional planning to address issues of regional significance should occur, and under what  
25 circumstances Metro should exercise its coordination powers.  
26

27 Goal I addresses this coordination issue in the region for the first time by providing the process  
28 that Metro will use to address areas and activities of metropolitan significance. The process is  
29 intended to be responsive to the challenges of urban growth while respecting the powers and  
30 responsibilities of a wide range of interests, jurisdictions, and agencies.  
31

32 Goal II recognizes that this region is changing as growth occurs, and that change is challenging  
33 our assumptions about how urban growth will affect quality of life. For example:  
34

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

37  
38 -- the greatest growth in traffic and movement is within suburban areas, rather than  
39 between suburban areas and the central downtown district;

40  
41 -- in the year 2010 Metro projects that 70% of all "trips" made daily in the region will  
42 occur within suburban areas;

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



1           workday;

2  
3           -- to this point the region has accommodated most forecasted growth on vacant land  
4           within the urban growth boundary, with redevelopment expected to accommodate very  
5           little of this growth;

6  
7           -- single family residential construction is occurring at less than maximum planned  
8           density;

9  
10          -- rural residential development in rural exception areas is occurring in a manner and at  
11          a rate that may result in forcing the expansion of the urban growth boundary on  
12          important agricultural and forest resource lands in the future;

13  
14          -- a recent study of urban infrastructure needs in the state has found that only about half  
15          of the funding needed in the future to build needed facilities can be identified.

16  
17          Add to this list growing citizen concern about rising housing costs, vanishing open space, and  
18          increasing frustration with traffic congestion, and the issues associated with the growth of this  
19          region are not at all different from those encountered in other west coast metropolitan areas such  
20          as the Puget Sound region or cities in California. The lesson in these observations is that the  
21          "quilt" of 27 separate comprehensive plans together with the region's urban growth boundary  
22          is not enough to effectively deal with the dynamics of regional growth and maintain quality of  
23          life.

24  
25          The challenge is clear: if the Portland metropolitan area is going to be different than other  
26          places, and if it is to preserve its vaunted quality of life as an additional 485,000 people move  
27          into the 4-county urban area between 1989 and 2010, then a cooperative and participatory effort  
28          to address the issues of growth must begin now. Further, that effort needs to deal with the  
29          issues accompanying growth -- increasing traffic congestion, vanishing open space, speculative  
30          pressure on rural farm lands, rising housing costs, diminishing environmental quality -- in a  
31          common framework. Ignoring vital links between these issues will limit the scope and  
32          effectiveness of our approach to managing urban growth.

33  
34          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**

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4  
5 As the metropolitan area changes, the importance of coordinated and balanced planning programs  
6 to protect the environment and guide development becomes increasingly evident.

7  
8 By encouraging efficient placement of jobs and housing near each other, along with supportive  
9 commercial and recreational uses, a more efficient development pattern will result.

10  
11 An important step toward achieving this planned pattern of regional growth is the integration of  
12 land uses with transportation planning, including mass transit, which will link together mixed  
13 use urban centers of higher density residential and commercial development.

14  
15 The region must strive to protect and enhance its natural environment and significant natural  
16 resources. This can best be achieved by integrating the important aspects of the natural  
17 environment into a regional system of natural areas, open space and trails for wildlife and  
18 people. Special attention should be given to the development of infrastructure and public  
19 services in a manner that complements the natural environment.

20  
21 A clear distinction must be created between the urbanizing areas and rural lands. Emphasis  
22 should be placed upon the balance between new development and infill within the region's urban  
23 growth boundary and the need for future urban growth boundary expansion. This regional  
24 vision recognizes the pivotal role played by a healthy and active central city, while at the same  
25 time providing for the growth of other communities of the region.

26  
27 Finally, the regional planning program must be one that is based on a cooperative process that  
28 involves the residents of the metropolitan area, as well as the many public and private interests.  
29 Particular attention must be given to the need for effective partnerships with local governments  
30 because they will have a major responsibility in implementing the vision. It is important to  
31 consider the diversity of the region's communities when integrating local comprehensive plans  
32 into the pattern of regional growth.

1 **GOAL I: REGIONAL PLANNING PROCESS**

2  
3 Regional planning in the metropolitan area shall:

- 4  
5 I.i) identify and designate areas and activities of metropolitan significance through a  
6 participatory process involving citizens, cities, counties, special districts, school  
7 districts, and state and regional agencies;  
8  
9 I.ii) occur in a cooperative manner in order to avoid creating duplicative processes,  
10 standards, and/or governmental roles.

11  
12 These goals and objectives shall only apply to acknowledged comprehensive plans of cities and  
13 counties when implemented through functional plans or the acknowledged urban growth  
14 boundary plan.

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16  
17 **OBJECTIVE 1. CITIZEN PARTICIPATION**

18  
19 Metro shall develop and implement an ongoing program for citizen participation in all aspects  
20 of the regional planning program. Such a program shall be coordinated with local programs for  
21 supporting citizen involvement in planning processes, and shall not duplicate those programs.

22  
23 1.1 - Regional Citizen Involvement Coordinating Committee - Metro shall establish a  
24 Regional Citizen Involvement Coordinating Committee to assist with the development of  
25 its citizen involvement program and to advise the Regional Policy Advisory Committee  
26 regarding ways to best involve citizens in regional planning activities.

27  
28 1.2 - Notification - Metro shall develop programs for public notification, especially for  
29 (but not limited to) proposed legislative actions, that ensure a high level of awareness of  
30 potential consequences as well as opportunities for involvement on the part of affected  
31 citizens, both inside and outside of its district boundaries.

32  
33  
34 **OBJECTIVE 2. REGIONAL POLICY ADVISORY COMMITTEE**

35  
36 The Metro Council shall establish a Regional Policy Advisory Committee to:

- 37  
38 2.i) assist with the development and review of Metro's regional planning  
39 activities pertaining to land use and growth management, including review and  
40 implementation of these goals and objectives, present and prospective functional  
41 planning, and management and review of the region's urban growth boundary;  
42  
43 2.ii) serve as a forum for identifying and discussing areas and activities of  
44 metropolitan or subregional significance; and

1 2.iii) provide an avenue for involving all cities and counties and other interests  
2 in the development and implementation of growth management strategies.  
3

4 2.1 - Regional Policy Advisory Committee Composition - The Regional Policy Advisory  
5 Committee (RPAC) shall be chosen according to the by-laws adopted by the Metro  
6 Council. The voting membership shall include elected officials of cities, counties, and  
7 the Metro Council as well as representatives of the State of Oregon and citizens. The  
8 composition of the Committee shall reflect the partnership that must exist among  
9 implementing jurisdictions in order to effectively address areas and activities of  
10 metropolitan significance, with a majority of the voting members being elected officials  
11 from within the Metro District boundaries.  
12

13 2.2 - Advisory Committees - The Metro Council, consistent with the RPAC by-laws,  
14 shall appoint technical advisory committees, task forces, and other bodies as it and the  
15 Regional Policy Advisory Committee determine a need for such bodies.  
16

17 2.3 - Joint Policy Advisory Committee on Transportation (JPACT) - JPACT with the  
18 Metro Council shall continue to perform the functions of the designated Metropolitan  
19 Planning Organization as required by federal transportation planning regulations. JPACT  
20 and the Regional Policy Advisory Committee shall develop a coordinated process, to be  
21 approved by the Metro Council, to assure that regional land use and transportation  
22 planning remains consistent with these goals and objectives and with each other.  
23

24 **OBJECTIVE 3. APPLICABILITY OF REGIONAL URBAN GROWTH GOALS AND**  
25 **OBJECTIVES**  
26

27 These Regional Urban Growth Goals and Objectives have been developed pursuant to ORS  
28 268.380(1). Therefore, they comprise neither a comprehensive plan under ORS 197.015(5) nor  
29 a functional plan under ORS 268.390(2). All functional plans prepared by Metro shall be  
30 consistent with these goals and objectives. Metro's management of the Urban Growth Boundary  
31 shall be guided by standards and procedures which must be consistent with these goals and  
32 objectives. These goals and objectives shall not apply directly to site-specific land use actions,  
33 including amendments of the urban growth boundary.  
34

35 These Regional Urban Growth Goals and Objectives shall apply to adopted and acknowledged  
36 comprehensive land use plans as follows:  
37

38 3.i) A regional functional plan, itself consistent with these goals and objectives,  
39 may recommend or require amendments to adopted and acknowledged  
40 comprehensive land use plans; or  
41

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

1 3.iii) The Regional Policy Advisory Committee may identify and propose issues  
2 of regional concern, related to or derived from these goals and objectives, for  
3 consideration by cities and counties at the time of periodic review of their adopted  
4 and acknowledged comprehensive plans.  
5

6 3.1 - Urban Growth Boundary Plan - The Urban Growth Boundary Plan has two  
7 components:  
8

9 3.1.1) The acknowledged urban growth boundary line; and  
10

11 3.1.2) Acknowledged procedures and standards for amending the urban growth  
12 boundary line.  
13

14 Metro's Urban Growth Boundary is not a regional comprehensive plan but a provision  
15 of the comprehensive plans of the local governments within its boundaries. The location  
16 of the urban growth boundary line shall be consistent with applicable statewide planning  
17 goals and these goals and objectives. Amendments to the urban growth boundary line  
18 shall demonstrate consistency only with the acknowledged procedures and standards.  
19

20 3.2 - Functional Plans - Regional functional plans containing recommendations for  
21 comprehensive planning by cities and counties may or may not involve land use  
22 decisions. Functional plans are not required by the enabling statute to include findings  
23 of consistency with statewide land use planning goals. If provisions in a functional plan,  
24 or actions implementing a functional plan require changes in an adopted and  
25 acknowledged comprehensive land use plan, then that action may be a land use action  
26 required to be consistent with the statewide planning goals.  
27

28 3.3 - Periodic Review of Comprehensive Land Use Plans - At the time of periodic  
29 review for comprehensive land use plans in the region the Regional Policy Advisory  
30 Committee:  
31

32 3.3.1) shall assist Metro with the identification of functional plan provisions or  
33 changes in functional plans adopted since the last periodic review for inclusion  
34 in periodic review notices as changes in law; and  
35

36 3.3.2) may provide comments during the periodic review of adopted and  
37 acknowledged comprehensive plans on issues of regional concern.  
38

39 3.4 - Periodic Review of the Regional Urban Growth Goals and Objectives - If statute  
40 changes are made to ORS 197 to allow acknowledgement of these goals and objectives  
41 as the means for meeting the statutory requirement that these goals and objectives be  
42 consistent with statewide planning goals, then this section will apply. The Regional  
43 Policy Advisory Committee shall consider the periodic review notice for these goals and  
44 objectives and recommend a periodic review process for adoption by the Metro Council.

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**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.

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4.1 - Metro Role - Metro shall:

4.1.1) identify and designate areas and activities of metropolitan significance;

4.1.2) provide staff and technical resources to support the activities of the Regional 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 significance; and

4.1.5) coordinate the efforts of cities, counties, special districts, and the state to implement adopted strategies.

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4.2 - Role of Cities -

4.2.1) adopt and amend comprehensive plans;

4.2.2) identify potential areas and activities of metropolitan significance;

4.2.3) cooperatively develop strategies for responding to designated areas and activities of metropolitan 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;

4.3.2) identify potential areas and activities of metropolitan significance;

4.3.3) cooperatively develop strategies for responding to designated areas and activities of metropolitan significance;

4.3.4) participate in the review and refinement of these goals and objectives.

1 4.4 - Role of Special Service Districts - Assist Metro with the identification of areas and  
2 activities of metropolitan significance and the development of strategies to address them,  
3 and participate in the review and refinement of these goals and objectives.  
4

5 4.5 - Role of the State of Oregon - Advise Metro regarding the identification of areas and  
6 activities of metropolitan significance and the development of strategies to address them,  
7 and participate in the review and refinement of these goals and objectives.  
8

9 **OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS**

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11 Functional plans are limited purpose plans, consistent with these goals and objectives, which  
12 address designated areas and activities of metropolitan significance.  
13

14 5.1 - Existing Functional Plans - Metro shall continue to develop, amend, and  
15 implement, with the assistance of cities, counties, special districts, and the state,  
16 statutorily required functional plans for air, water, and transportation, as directed by ORS  
17 268.390(1), and for solid waste as mandated by ORS chapter 459.  
18

19 5.2 - New Functional Plans - New functional plans shall be proposed from one of two  
20 sources:  
21

22 5.2.1) The Regional Policy Advisory Committee may recommend that the Metro  
23 Council adopt findings designating an area or activity of metropolitan significance  
24 for which a functional plan should be prepared; or  
25

26 5.2.2) The Metro Council may propose the preparation of a functional plan to  
27 designate an area or activity of metropolitan significance, and refer that proposal  
28 to the Regional Policy Advisory Committee.  
29

30 Upon the Metro Council adopting factual reasons for the development of a new functional  
31 plan, the Regional Policy Advisory Committee shall oversee the preparation of the plan,  
32 consistent with these goals and objectives and the reasons cited by the Metro Council.  
33 After preparing the plan and seeking broad public and local government consensus, using  
34 existing citizen involvement processes established by cities, counties, and Metro, the  
35 Regional Policy Advisory Committee may propose the plan to the Metro Council for  
36 adoption. The Metro Council may act to resolve conflicts or problems impeding the  
37 development of a new functional plan should such conflicts or problems prevent the  
38 Regional Policy Advisory Committee from completing its work in a timely or orderly  
39 manner.  
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41 The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:  
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43 5.2.A) adopt the proposed functional plan; or  
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5.2.B) refer the proposed functional plan to the Regional 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 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 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 Regional Policy Advisory Committee shall consult the affected jurisdictions and attempt to resolve any apparent or potential inconsistencies.

5.3.3) The Regional 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 Regional 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.



1 **OBJECTIVE 6. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS**  
2 **AND OBJECTIVES**  
3

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

10  
11 6.1 - Impact of Amendments - At the time of adoption of amendments to these goals and  
12 objectives, the Metro Council shall determine whether amendments to adopted functional  
13 plans or the acknowledged regional urban growth boundary are necessary. If  
14 amendments to adopted functional plans are necessary, the Metro Council shall act on  
15 amendments to applicable functional plans after referral of proposed amendments to the  
16 Regional Policy Advisory Committee. All amendment proposals will include the date  
17 and method through which they may become effective, should they be adopted.  
18 Amendments to the acknowledged regional urban growth boundary will be considered  
19 under acknowledged urban growth boundary amendment procedures incorporated in the  
20 Metro Code.

21  
22 If changes to functional plans are adopted, affected cities and counties shall be informed  
23 in writing of those changes which are advisory in nature, those which recommend  
24 changes in comprehensive land use plans, and those which require changes in  
25 comprehensive plans. This notice shall specify the effective date of particular  
26 amendment provisions.  
27

28  
29 **GOAL II: URBAN FORM**  
30

31 The livability of the urban region should be maintained and enhanced through initiatives which:  
32

33 II.i) preserve environmental quality;

34  
35 II.ii) coordinate the development of jobs, housing, and public services and facilities; and  
36

37 II.iii) inter-relate the benefits and consequences of growth in one part of the region with  
38 the benefits and consequences of growth in another.  
39

40 Urban form, therefore, describes an overall framework within which regional urban growth  
41 management can occur. Clearly stating objectives for urban form, and pursuing them  
42 comprehensively provides the focal strategy for rising to the challenges posed by the growth  
43 trends present in the region today.  
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## 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 7. 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.

7.1 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 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 8. AIR QUALITY

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

8.1 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

1 maintenance area as required by the Federal Clean Air Act.  
2

3 8.2 New regional strategies shall be developed to comply with Federal Clean Air Act  
4 requirements and provide capacity for future growth.  
5

6 8.3 The region, working with the state, shall pursue the consolidation of the Oregon and  
7 Clark County Air Quality Management Areas.  
8

9 8.4 All functional plans, when taken in the aggregate, shall be consistent with the State  
10 Implementation Plan (SIP) for air quality.  
11

#### 12 Planning Activities:

13 An air quality management plan should be developed for the regional airshed which:  
14

- 15 -- Outlines existing and forecast air quality problems;
- 16
- 17 -- Identifies prudent and equitable market based and regulatory strategies for  
18 addressing present and probable air quality problems throughout the region;
- 19
- 20 -- Evaluates standards for visibility; and  
21
- 22
- 23 -- Implements an air quality monitoring program to assess compliance with local,  
24 state, and federal air quality requirements.  
25

### 26 **OBJECTIVE 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT**

27  
28 Sufficient open space in the urban region shall be acquired, or otherwise protected, and managed  
29 to provide reasonable and convenient access to sites for passive and active recreation. An open  
30 space system capable of sustaining or enhancing native wildlife and plant populations should be  
31 established.  
32

33 9.1 Quantifiable targets for setting aside certain amounts and types of open space shall  
34 be identified.  
35

36 9.2 Corridor Systems - The regional planning process shall be used to coordinate the  
37 development of interconnected recreational and wildlife corridors within the metropolitan  
38 region.  
39

40 9.2.1) A region-wide system of trails should be developed to link public and  
41 private open space resources within and between jurisdictions.  
42

43 9.2.2) A region-wide system of linked significant wildlife habitats should be  
44 developed.

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9.2.3) 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 acreages 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 multijurisdictional 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 10. 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.

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

10.2 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.

1 **II.2: BUILT ENVIRONMENT**

2  
3 Development in the region should occur in a coordinated and balanced fashion as evidenced by:

4  
5 II.2.i) a regional "fair-share" approach to meeting the housing needs of the urban  
6 population;

7  
8 II.2.ii) the provision of infrastructure and critical public services concurrent with the  
9 pace of urban growth;

10  
11 II.2.iii) the integration of land use planning and economic development programs;

12  
13 II.2.iv) the coordination of public investment with local comprehensive and regional  
14 functional plans;

15  
16 II.2.v) the continued evolution of regional economic opportunity; and

17  
18 II.2.vi) the creation of a balanced transportation system, less dependent on the private  
19 automobile, supported by both the use of emerging technology and the collocation of  
20 jobs, housing, commercial activity, parks and open space.

21  
22 **OBJECTIVE 11. HOUSING**

23  
24 There shall be a diverse range of housing types available inside the UGB, for rent or purchase  
25 at costs in balance with the range of household incomes in the region. Low and moderate  
26 income housing needs should be addressed throughout the region. Housing densities should be  
27 supportive of adopted public policy for the development of the regional transportation system  
28 and designated mixed use urban centers.

29  
30 **Planning Activities:**

31  
32 The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the  
33 preparation of local comprehensive plans in the urban region that:

- 34  
35 ● provide for the sharing of regional housing supply responsibilities by ensuring the  
36 presence of single and multiple family zoning in every jurisdiction; and  
37  
38 ● plan for local residential housing densities that support net residential housing  
39 density assumptions underlying the regional urban growth boundary.

40  
41 However, it is now time to develop a new regional housing policy that directly addresses  
42 the requirements of Statewide Planning Goal 10, in particular:

- 43  
44 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 regionwide strategy shall be developed which takes into account subregional opportunities and constraints, and the relationship of market dynamics to the management of the overall supply of housing. 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 - A housing needs analysis shall be carried out to assess the adequacy of the supply of housing for rent and/or sale at prices for low and moderate income households. If, following that needs analysis, certain income groups in the region are found to not have affordable housing available to them, strategies shall be developed to focus land use policy and public and private investment towards meeting that need.
- 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.

## OBJECTIVE 12. 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:

- 12.i) minimize cost;
- 12.ii) maximize service efficiencies and coordination;
- 12.iii) result in net improvements in environmental quality and the conservation of natural resources;
- 12.iv) keep pace with growth while preventing any loss of existing service levels and achieving planned service levels;
- 12.v) use energy efficiently; and
- 12.vi) shape and direct growth to meet local and regional objectives.

12.1 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

1 boundary and the designated urban reserves.  
2

3 12.2 Forecast Need - Public service and facility development shall be planned to  
4 accommodate the rate of urban growth forecast in the adopted regional growth forecast,  
5 including anticipated expansions into urban reserve areas.  
6

7 12.3 Timing - The region should seek the provision of public facilities and services at  
8 the time of new urban growth.  
9

10 **Planning Activities:**

- 11
- 12 1) Inventory current and projected public facilities and services needs throughout the  
13 region, as described in adopted and acknowledged public facilities plans.  
14
  - 15 2) Identify opportunities for and barriers to achieving concurrency in the region.  
16
  - 17 3) Develop financial tools and techniques to enable cities, counties, school districts,  
18 special districts, Metro and the State to secure the funds necessary to achieve  
19 concurrency.  
20
  - 21 4) Develop tools and strategies for better linking planning for school, library, and  
22 park facilities to the land use planning process.  
23

24 **OBJECTIVE 13. TRANSPORTATION**

25  
26 A regional transportation system shall be developed which:

27  
28 13.i) reduces reliance on a single mode of transportation through development  
29 of a balanced transportation system which employs highways, transit, bicycle and  
30 pedestrian improvements, and system and demand management, where  
31 appropriate.  
32

33 13.ii) provides adequate levels of mobility consistent with local comprehensive  
34 plans and state and regional policies and plans;  
35

36 13.iii) encourages energy efficiency;  
37

38 13.iv) recognizes financial constraints; and  
39

40 13.v) minimizes the environmental impacts of system development, operations,  
41 and maintenance.  
42

43 13.1 System Priorities - In developing new regional transportation system infrastructure,  
44 the highest priority should be meeting the mobility needs of mixed use urban centers,

1 when designated. Such needs, associated with ensuring access to jobs, housing, and  
2 shopping within and among those centers, should be assessed and met through a  
3 combination of intensifying land uses and increasing transportation system capacity so  
4 as to minimize negative impacts on environmental quality, urban form, and urban design.  
5

6 13.2 Environmental Considerations - Planning for the regional transportation system  
7 should seek to:  
8

9 13.2.1) reduce the region's transportation-related energy consumption through  
10 increased use of transit, carpools, vanpools, bicycles and walking;  
11

12 13.2.2) maintain the region's air quality (see Objective 8: Air Quality); and  
13

14 13.2.3) reduce negative impacts on parks, public open space, wetlands, and  
15 negative effects on communities and neighborhoods arising from noise, visual  
16 impacts, and physical segmentation.  
17

18 13.3 Transportation Balance - Although the predominant form of transportation is the  
19 private automobile, planning for and development of the regional transportation system  
20 should seek to:  
21

22 13.3.1) reduce automobile dependency, especially the use of single-occupancy  
23 vehicles;  
24

25 13.3.2) increase the use of transit through both expanding transit service and  
26 addressing a broad range of requirements for making transit competitive with the  
27 private automobile; and  
28

29 13.3.3) encourage bicycle and pedestrian movement through the location and  
30 design of land uses.  
31

32  
33 Planning Activities:  
34

35 1) Build on existing mechanisms for coordinating transportation planning in the  
36 region by:  
37

38 ● identifying the role for local transportation system improvements and relationship  
39 between local, regional, and state transportation system improvements in regional  
40 transportation plans;  
41

42 ● clarifying institutional roles, especially for plan implementation, in local,  
43 regional, and state transportation plans; and  
44



- 1           ● including plans and policies for the inter-regional movement of people and goods  
2           by rail, ship, barge, and air in regional transportation plans.

3  
4           2)   Structural barriers to mobility for transportation disadvantaged populations should  
5           be assessed in the current and planned regional transportation system and  
6           addressed through a comprehensive program of transportation and non-  
7           transportation system based actions.

8  
9           3)   The needs for movement of goods via trucks, rail, and barge should be assessed  
10          and addressed through a coordinated program of transportation system  
11          improvements and actions to affect the location of trip generating activities.

12  
13          4)   Transportation-related guidelines and standards for designating mixed use urban  
14          centers shall be developed.

15  
16   **OBJECTIVE 14. ECONOMIC OPPORTUNITY**

17  
18   Public policy should encourage the development of a diverse and sufficient supply of jobs,  
19   especially family wage jobs, in appropriate locations throughout the region. Expansions of the  
20   urban growth boundary for industrial or commercial purposes shall occur in locations consistent  
21   with these Regional Urban Growth Goals and Objectives.

22  
23                                    Planning Activities:

24  
25   1)   Regional and subregional economic opportunities analyses, as described in OAR  
26   660 Division 9, should be conducted to:

27  
28                                    -- assess the adequacy and, if necessary, propose modifications to the  
29                                    supply of vacant and redevelopable land inventories designated for a broad  
30                                    range of employment activities;

31  
32                                    -- identify regional and subregional target industries. Economic  
33                                    subregions will be developed which reflect a functional relationship  
34                                    between locational characteristics and the locational requirements of target  
35                                    industries. Enterprises identified for recruitment, retention, and expansion  
36                                    should be basic industries that broaden and diversify the region's  
37                                    economic base while providing jobs that pay at family wage levels or  
38                                    better; and

39  
40                                    -- link job development efforts with an active and comprehensive program  
41                                    of training and education to improve the overall quality of the region's  
42                                    labor force. In particular, new strategies to provide labor training and  
43                                    education should focus on the needs of economically disadvantaged,  
44                                    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 15. 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.

15.1 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.

15.2 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.

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

15.3.1 Establishment of urban reserves will take into account:

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

15.3.1.b) The unique land needs of specific urban activities assessed from

1 a regional perspective;

2  
3 15.3.1.c) The provision of green spaces between communities;

4  
5 15.3.1.d) The efficiencies with which the proposed reserve can be  
6 urbanized;

7  
8 15.3.1.e) The proximity of jobs and housing to each other;

9  
10 15.3.1.f) The balance of growth opportunities throughout the region so  
11 that the costs and benefits can be shared;

12  
13 15.3.1.g) The impact on the regional transportation system; and

14  
15 15.3.1.h) The protection of farm and forest resource lands from  
16 urbanization.

17  
18 Inclusion of land in an urban reserve shall be preceded by consideration of all of  
19 the above factors.

20  
21 15.3.2 In addressing 15.3.1(h), the following hierarchy should be used for  
22 identifying priority sites for urban reserves:

23  
24 15.3.2.a) First, propose such reserves on rural lands excepted from  
25 Statewide Planning goals 3 and 4 in adopted and acknowledged county  
26 comprehensive plans. This recognizes that small amounts of rural  
27 resource land adjacent to or surrounded by those exception lands may be  
28 necessary for inclusion in the proposal to improve the efficiency of the  
29 future urban growth boundary amendment.

30  
31 15.3.2.b) Second, consider secondary forest resource lands, or  
32 equivalent, as defined by the state.

33  
34 15.3.2.c) Third, consider secondary agricultural resource lands, or  
35 equivalent, as defined by the state.

36  
37 15.3.2.d) Fourth, consider primary forest resource lands, or equivalent,  
38 as defined by the state.

39  
40 15.3.2.e) Finally, when all other options are exhausted, consider primary  
41 agricultural lands, or equivalent, as defined by the state.

42  
43 15.3.3 Expansion of the urban growth boundary shall occur consistent with  
44 Objectives 16 and 17. Where urban land is adjacent to rural lands outside of an

2 urban reserve, Metro will work with affected cities and counties to ensure that  
3 urban uses do not significantly affect the use or condition of the rural land.  
4 Where urban land is adjacent to lands within an urban reserve that may someday  
5 be included within the urban growth boundary, Metro will work with affected  
6 cities and counties to ensure that rural development does not create obstacles to  
7 efficient urbanization in the future.

8 **Planning Activities:**

- 9
- 10 1) Identification of urban reserves adjacent to the urban growth boundary shall be  
11 accompanied by the development of a generalized future land use plan. The  
12 planning effort will primarily be concerned with identifying and protecting future  
13 open space resources and the development of short-term strategies needed to  
14 preserve future urbanization potential. Ultimate providers of urban services  
15 within those areas should be designated and charged with incorporating the  
16 reserve area(s) in their public facility plans in conjunction with the next periodic  
17 review. Changes in the location of the urban growth boundary should occur so  
18 as to ensure that plans exist for key public facilities and services.
  - 19 2) The prospect of creating transportation and other links between the urban  
20 economy within the Metro Urban Growth Boundary and other urban areas in the  
21 state should be investigated as a means for better utilizing Oregon's urban land  
22 and human resources.
  - 23 3) The use of greenbelts for creating a clear distinction between urban and rural  
24 lands, and for creating linkages between communities, should be explored.
  - 25 4) The region, working with the state and other urban communities in the northern  
26 Willamette Valley, should evaluate the opportunities for accommodating  
27 forecasted urban growth in urban areas outside of and not adjacent to the present  
28 urban growth boundary.

29 **OBJECTIVE 16. DEVELOPED URBAN LAND**

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

34

35 16.1 Redevelopment & Infill - The potential for redevelopment and infill on existing  
36 urban land will be included as an element when calculating the buildable land supply in  
37 the region, where it can be demonstrated that the infill and redevelopment can be  
38 reasonably expected to occur during the next 20 years. When Metro examines whether  
39 additional urban land is needed within the urban growth boundary, it shall assess

1 redevelopment and infill potential in the region.  
2

3 Metro will work with jurisdictions in the region to determine the extent to which  
4 redevelopment and infill can be relied on to meet the identified need for additional urban  
5 land. After this analysis and review, Metro will initiate an amendment of the urban  
6 growth boundary to meet that portion of the identified need for land not met through  
7 commitments for redevelopment and infill.  
8

9 16.2 Portland Central City - The Central City area of Portland is an area of regional and  
10 state significance for commercial, economic, cultural, tourism, government, and  
11 transportation functions. State and regional policy and public investment should continue  
12 to recognize this special significance.  
13

14 16.3 Mixed Use Urban Centers - The region shall evaluate and designate mixed use  
15 urban centers. A "mixed use urban center" is a mixed use node of relatively high  
16 density, supportive of non-auto based transportation modes, and supported by sufficient  
17 public facilities and services, parks, open space, and other urban amenities. Upon  
18 identification of mixed use urban centers, state, regional, and local policy and investment  
19 shall be coordinated to achieve development objectives for those places. Minimum  
20 targets for transit:highway mode split, jobs:housing balance, and minimum housing  
21 density may be associated with those public investments.  
22

23 New mixed use urban centers shall be sited with respect to a system of such centers in  
24 the region, and shall not significantly affect regional goals for existing centers, the  
25 transportation system, and other public services and facilities.  
26

27 Planning Activities:  
28

- 29 1) Metro's assessment of redevelopment and infill potential in the region shall  
30 include but not be limited to:  
31
- 32 a) An inventory of parcels where the assessed value of improvements is  
33 less than the assessed value of the land.  
34
  - 35 b) An analysis of the difference between comprehensive plan development  
36 densities and actual development densities for all parcels as a first step  
37 towards determining the efficiency with which urban land is being used.  
38 In this case, efficiency is a function of land development densities  
39 incorporated in local comprehensive plans.  
40
  - 41 c) An assessment of the impacts on the cost of housing of redevelopment  
42 versus expansion of the urban growth boundary.  
43
  - 44 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 17. 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.

17.1 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.

17.2 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.

17.2.1) Major Amendments - Proposals for major amendment of the UGB shall

1 be made primarily through a legislative process in conjunction with the  
2 development and adoption of regional forecasts for population and employment  
3 growth. The amendment process will be initiated by a Metro finding of need,  
4 and involve local governments, special districts, citizens, and other interests.  
5

6 17.2.2) Locational Adjustments - Locational adjustments of the UGB shall be  
7 brought to Metro by cities, counties, and/or property owners based on public  
8 facility plans in adopted and acknowledged comprehensive plans.  
9

## 10 **OBJECTIVE 18. URBAN DESIGN**

11  
12 The identity and functioning of communities in the region shall be supported through:

13 18.i) the recognition and protection of critical open space features in the region;

14 18.ii) public policies which encourage diversity and excellence in the design and  
15 development of settlement patterns, landscapes, and structures; and  
16

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

20 18.iii.a) is pedestrian "friendly" and reduces auto dependence;  
21

22 18.iii.b) encourages transit use;  
23

24 18.iii.c) reinforces nodal, mixed use, neighborhood oriented design;  
25

26 18.iii.d) includes concentrated, high density, mixed use urban centers developed  
27 in relation to the region's transit system; and  
28

29 18.iii.e) is responsive to needs for privacy, community, and personal safety in an  
30 urban setting.  
31

32  
33  
34 18.1 Pedestrian and transit supportive building patterns will be encouraged in order to  
35 minimize the need for auto trips and to create a development pattern conducive to face-  
36 to-face community interaction.  
37

### 38 **Planning Activities:**

39  
40 1) A regional landscape analysis shall be undertaken to inventory and analyze the  
41 relationship between the built and natural environments and to identify key open  
42 space, topographic, natural resource, cultural, and architectural features which  
43 should be protected or provided as urban growth occurs.  
44

- 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.



1 **GLOSSARY**  
2

3 **Areas and Activities of Metropolitan Significance.** A program, resource, or issue, affecting  
4 or arising from the orderly, efficient and environmentally sound development of the region, that  
5 can be factually demonstrated to require a coordinated multijurisdictional response.  
6

7 **Beneficial Use Standards.** Under Oregon law, specific uses of water within a drainage basin  
8 deemed to be important to the ecology of that basin as well as to the needs of local communities  
9 are designated as "beneficial uses". Hence, "beneficial use standards" are adopted to preserve  
10 water quality or quantity necessary to sustain the identified beneficial uses.  
11

12 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic  
13 assessment of the likely trends for growth of local economies in the state. Such an analysis is  
14 critical for economic planning and for ensuring that the land supply in an urban area will meet  
15 long-term employment growth needs.  
16

17 **Exception.** An "exception" is taken for land when either commitments for use, current uses,  
18 or other reasons make it impossible to meet the requirements of one or a number of the  
19 statewide planning goals. Hence, lands "excepted" from statewide planning goals 3 (Agricultural  
20 Lands) and 4 (Forest Lands) have been determined to be unable to comply with the strict  
21 resource protection requirements of those goals, and are thereby able to be used for other than  
22 rural resource production purposes. Lands not excepted from statewide planning goals 3 and  
23 4 are to be used for agricultural or forest product purposes, and other, adjacent uses must  
24 support their continued resource productivity.  
25

26 **Family Wage Job.** A permanent job with an annual income greater than or equal to the average  
27 annual covered wage in the region. The most current average annual covered wage information  
28 from the Oregon Employment Division shall be used to determine the family wage job rate for  
29 the region or for counties within the region.  
30

31 **Fiscal Tax Equity.** The process by which inter-jurisdictional fiscal disparities can be addressed  
32 through a partial redistribution of the revenue gained from economic wealth, particularly the  
33 increment gained through economic growth.  
34

35 **Functional Plan.** A limited purpose multijurisdictional plan which carries forward strategies  
36 to address identified areas and activities of metropolitan significance.  
37

38 **Housing Affordability.** The availability of housing such that no more than 30% (an index  
39 derived from federal, state, and local housing agencies) of the monthly income of the household  
40 need be spent on shelter.  
41

42 **Infill.** New development on a parcel or parcels of less than one contiguous acre located within  
43 the urban growth boundary.  
44

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

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

9  
10 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy statement of  
11 the governing body of a city or county that inter-relates all functional and natural systems and  
12 activities related to the use of land, consistent with state law.

13  
14 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land Conservation  
15 and Development Commission to assure opportunity for the provision of adequate numbers of  
16 needed housing units and the efficient use of land within the Metro Urban Growth Boundary.  
17 This rule establishes minimum overall net residential densities for all cities and counties within  
18 the urban growth boundary, and specifies that 50% of the land set aside for new residential  
19 development be zoned for multifamily housing.

20  
21 **Mixed Use Urban Center.** A "mixed use urban center" is a designated location for a mix of  
22 relatively high density office space, commercial activity, residential uses, and supporting public  
23 facilities and services, parks and public places. There will be a limited number of these centers  
24 designated in the region, and they will be characterized by design elements which work to  
25 minimize the need to make trips by automobile either to or within a center. State, regional, and  
26 local policy and investment will be coordinated to achieve development and functional objectives  
27 for these centers.

28  
29 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in compliance  
30 with Federal air quality standards.

31  
32 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the  
33 development of jobs, housing, and public services and facilities, and inter-relate the benefits and  
34 consequences of growth in one part of the region with the benefits and consequences of growth  
35 in another. Urban form, therefore, describes an overall framework within which regional urban  
36 growth management can occur. Clearly stating objectives for urban form, and pursuing them  
37 comprehensively provides the focal strategy for rising to the challenges posed by the growth  
38 trends present in the region today.

39  
40 **Urban Growth Boundary.** A boundary which identifies urbanizable lands to be planned and  
41 serviced to support urban development densities, and which separates urbanizable lands from  
42 rural lands.

1 **Urban Reserve.** An area adjacent to the present urban growth boundary that would provide  
2 priority locations for any future urban growth boundary amendments. Urban reserves are  
3 intended to provide cities, counties, other service providers, and both urban and rural land  
4 owners with a greater degree of certainty regarding future regional urban form than presently  
5 exists. Whereas the urban growth boundary describes an area needed to accommodate the urban  
6 growth forecasted over a twenty year period, the urban reserves describe an area capable of  
7 accommodating the growth expected for an additional 30 years. Therefore, the urban growth  
8 boundary and the urban reserves together provide the region with a 50-year planning area.