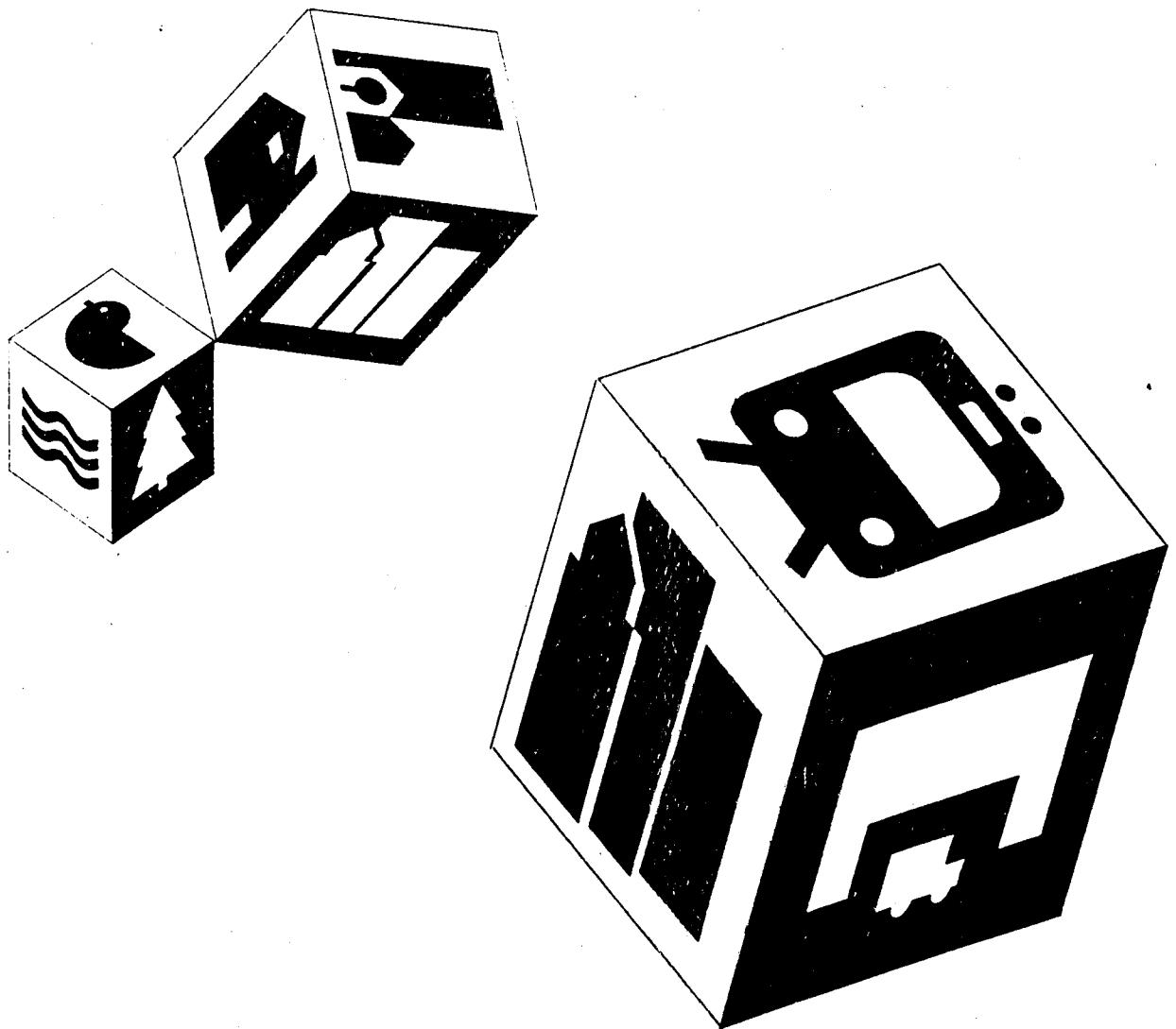


# Regional Urban Growth Goals and Objectives

*Adopted Sept. 26, 1991*

*Ordinance Number 91-418 B  
Resolution Number 91-1489 B*



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## **Regional Urban Growth Goals and Objectives History**

Urban growth is changing the greater Portland region. The growth experienced in the past five years, and expected in the next 20, is a challenge to 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. We are fast approaching a whole host of crucial policy questions regarding urban form. The Metropolitan Service District's enabling statutes calls for the creation of regional land use goals and objectives to guide those policy discussions.

On Dec. 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 (RUGGOs) 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 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 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 Regional Growth Conference - 425 attended.   |
| July, 1990                     | PAC completes first draft of RUGGOs.   |
| August 1990 -<br>January, 1991 | Four meetings 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 RUGGOs based on fall review process comments and conference comments.
- August 1991     RUGGOs transmitted to Council for adoption.

Other steps taken to make the development of the RUGGOs a public process have included publication of the quarterly Metro Planning news (12 issues, circulation of 5,200 includes all jurisdictions, neighborhood associations and CPOs, 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 RUGGOs 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 to carry out its regional planning responsibilities. It 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 Coordinating 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 RUGGOs to Metro functional plans and management of the UGB. Any application of the RUGGOs 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 RUGGOs do not apply directly to city and county comprehensive plans or to site-specific land use actions.

Goal II deals with urban form. The RUGGOs are not a plan, nor do they provide a single vision for the future development of the region. Rather, the RUGGOs, 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 RUGGOs will be used to guide the development of UGB amendment procedures, a central product expected of periodic review of the UGB. The RUGGOs 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.

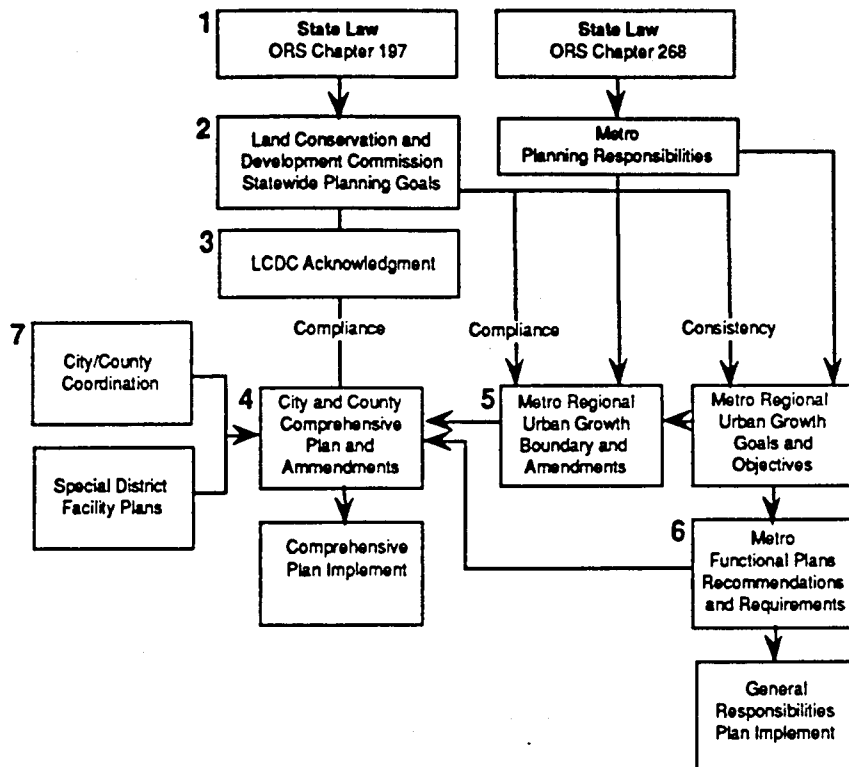
The Metro Council Transportation and Planning Committee held public hearings on the RUGGOs on Aug. 27, 1991, and Sept. 10, 1991. The RUGGO's were heard and adopted by the Metro Council on September 26, 1991. To assist interested parties with preparing testimony, RUGGO "open houses" were held on August 26, 1991, and Sept. 9, 1991. Metro mailed approximately 5,500 flyers describing the RUGGOs to publicize the hearings and the open houses. In addition, every jurisdiction in the region received separate notification. The hearings were publicized through the news media. An additional 2,500 flyers were distributed by hand throughout the region through citizen, civic and business organizations.

In addition to adopting the RUGGOs, Ordinance 91-418 formally repealed the Columbia Region Association of Governments Goals and Objectives adopted on Sept. 30, 1976, and left in place by the Oregon Legislature until Metro adopted its own goals and objectives (see Appendix 1). The CRAG goals and objectives were out of date and represented a legal liability to all of Metro's existing and anticipated planning efforts. Finally, accompanying the ordinance to council on Sept. 26, 1991, was a separate resolution for the adoption of the RPAC by-laws.

Again, the adoption of the RUGGOs is only the first step, not the last. The Region 2040 study, a one-year effort to define a range of reasonable future urban growth scenarios for the region, will lead to more precise definitions of a number of RUGGO concepts. In particular, Region 2040 will define the mixed use urban center concept and expectations for long range urban form. Region 2040 will be carried out with significant public and jurisdictional involvement. Metro expects RUGGO to be amended based on the findings of Region 2040.

For further information regarding the RUGGOs, the Regional Policy Advisory Committee, the Region 2040 study, or any other aspect of Metro's regional planning program, contact Ethan Seltzer or Mark Turpel in Metro's Planning and Development Department.

## Statewide Land-Use Planning Laws



- 1 State laws preempt city, county, Metro home rule enactments that conflict with state land-use laws.
- 2 LCDC interprets and administers state land-use law in statewide goals and rulemaking.
- 3 LCDC acknowledges city and county comprehensive plans and Metro's urban growth boundary for compliance with statewide land-use goals. Metro's Regional Urban Growth Goals and Objectives may be reviewed by LCDC for consistency with goals.
- 4 Metro's acknowledged urban growth boundary operates as a provision of the area's city and county comprehensive plans.
- 5 Metro's Regional Urban Growth Goals and Objectives must be consistent with statewide goals and functional plans must be consistent with the RUGGOs.
- 6 City and county comprehensive plans receive functional plan recommendations as input that usually leads to conforming comprehensive plan amendments. These can become requirements by subsequent Metro Council action.
- 7 Coordination agreements between cities and counties and special district plan are input into each comprehensive plan, usually leading to conforming comprehensive plans.

## **Acknowledgements**

Regional Urban Growth Goals and Objectives would not have been completed without the contributions of literally thousands of residents and elected officials in the region. Metro Executive Officer Rena Cusma continues to be a strong and consistent participant in support of Metro's regional planning program. The Metro Council has been consistently supportive of this effort. Councilor Jim Gardner, chair of the Urban Growth Management Plan Policy Advisory Committee, has contributed significantly of both time and spirit.

The members of the Urban Growth Management Plan Policy Advisory Committee, listed on the inside front cover, have gone above and beyond the call of duty to contribute countless hours to the discussion and assembly of the final products.

The Urban Growth Management Plan Technical Advisory Committee has worked diligently to revise and refine workplans and work products. The metropolitan area city planning directors have provided an important forum for discussing and refining the process and the products. Within Metro, Larry Shaw, senior counsel, has done much to make the final products work. Marilyn Matteson, Public Affairs, has worked tirelessly to make the annual Regional Growth Conferences successful. Metro's graphic designers are responsible for developing the consistent graphic "style" that has provided continuity for the project. Andy Cotugno, director of the Transportation Department, has served as an important advisor to the project and has contributed greatly to the workplan concepts carrying this work to the next step.

Richard H. Carson, Director of the Planning and Development Department, in addition to chairing the Urban Growth Management Plan Technical Advisory Committee, provided the initial and ongoing inspiration and support for this project. Ethan Seltzer, with the assistance of Patrick Lee and Mark Turpel, was responsible for designing and carrying out the workplan that has resulted in this document and will result in its future evolution.



## **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 Oregon Revised Statutes 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 RUGGOs 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 RUGGOs 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 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, 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 Portland Metropolitan Area Local Government Boundary Commission all make decisions that 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 interrelated. 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 is to address issues of regional significance should occur, and under what circumstances Metro should exercise its coordination powers.

Goal I addresses this coordination issue 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 traveled 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 percent of all "trips" made daily in the region will occur within suburban areas;

- currently transit moves about 3 percent of the travelers 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 required facilities can be identified.

If growing citizen concern about rising housing costs, vanishing open space, and increasing frustration with traffic congestion are added to the list, 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 and 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 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, that will link 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 on 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 in 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. identify and designate areas and activities of metropolitan significance through a participatory process involving citizens, cities, counties, special districts, school districts, and state and regional agencies;

I.ii. 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 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. Regional Citizen Involvement Coordinating Committee.** Metro shall establish a Regional Citizen Involvement Coordinating Committee to assist with the development, implementation and evaluation of its citizen involvement program and to advise the Regional 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 its district boundaries.

## **Objective 2. Regional Policy Advisory Committee**

The Metro Council shall establish a Regional 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, 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. Regional Policy Advisory Committee Composition.** The Regional Policy Advisory Committee (RPAC) shall be chosen according to the by-laws adopted by the Metro Council. The voting membership shall include elected officials of cities, counties and the Metro Council, as well as representatives of the state of Oregon and citizens. 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, with a majority of the voting members being elected officials from within the Metro district boundaries.

**2.2. Advisory Committees.** The Metro Council, or the Regional Policy Advisory committee consistent with the RPAC by-laws, shall appoint technical advisory committees as the council or the Regional 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 Regional 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). 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. A regional functional plan, itself consistent with these goals and objectives, 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 Regional 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.** Regional 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. Periodic Review of Comprehensive Land Use Plans.** At the time of periodic review for comprehensive land use plans in the region the Regional Policy Advisory Committee:

3.3.1. Shall assist Metro with the identification of 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

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

**3.4. Periodic Review of the Regional Urban Growth Goals and Objectives.**

If statute changes are made to ORS 197 to allow acknowledgement of these goals and objectives as the means for meeting the statutory requirement that these goals and objectives be consistent with statewide planning goals, then this section will apply. The Regional 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 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. Adopt functional plans necessary and appropriate for the implementation of these regional urban growth goals and objectives;

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 functional plans adopted by Metro;

4.2.2. Identify potential areas and activities of metropolitan significance;

4.2.3. Cooperatively develop strategies for responding to 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 to conform to functional plans adopted by Metro;

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.

**4.4. Role of Special Service Districts.** Assist Metro with the identification of areas and activities of metropolitan 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.** Advise Metro regarding the identification of areas and activities of metropolitan significance and the development of strategies to address them, and 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 significance.

**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 Regional Policy Advisory Committee may recommend that the Metro Council designate an area or activity of metropolitan 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 significance, and refer that proposal to the Regional Policy Advisory Committee.

Upon the Metro Council adopting factual reasons for the development of a new functional plan, the Regional Policy Advisory Committee shall oversee the preparation of the plan, consistent with these goals and objectives and the reasons cited by the Metro Council. After preparing the plan and seeking broad public and local government consensus, using existing citizen involvement processes established by cities, counties, and Metro, the Regional Policy Advisory Committee shall present the plan and its recommendations to the Metro Council. The Metro Council may act to resolve conflicts or problems impeding the development of a new functional plan and may act to oversee preparation of the plan should such conflicts or problems prevent the Regional Policy Advisory Committee from completing its work in a timely or orderly 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 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, 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 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 find there is no inconsistency between the comprehensive plan(s) and the functional plan.

#### **Objective 6. 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 Regional Policy Advisory Committee. Any review and amendment process shall involve a broad cross-section of citizen and jurisdictional interests and shall be conducted by the Regional 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.

**6.1. Impact of Amendments.** At the time of adoption of amendments to these goals and objectives, the Metro Council shall determine whether amendments to adopted functional plans or the acknowledged regional urban growth boundary are necessary. If amendments to adopted functional plans are necessary, the Metro Council shall act on amendments to applicable functional plans. The council shall request recommendations from the Regional 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 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 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 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 8. 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.

**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 maintenance area as required by the Federal Clean Air Act.

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

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

8.4. 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 9. 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.

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

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

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

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

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 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 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.



## **I.I.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 11. Housing**

There shall be a diverse range of housing types available inside the UGB for rent or purchase at costs in balance with the range of household incomes in the region. 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 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 boundary and the designated urban reserves:

12.2. **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.

12.3. **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 13. Transportation**

A regional transportation system shall be developed which:

13.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.

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

13.iii. encourages energy efficiency;

13.iv. recognizes financial constraints; and

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

13.1. 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.

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

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

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

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

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

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

**13.3.2.** 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

**13.3.3.** 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 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 14. 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.

### *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

I.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 estimating 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 a regional perspective;

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

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

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

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

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

15.3.1.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.

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

15.3.2.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.

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

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

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

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

15.3.3. Expansion of the urban growth boundary shall occur consistent with Objectives 16 and 17. 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 16. 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.

16.1. **Redevelopment and 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.

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

16.3. **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 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. 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 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.

**17.2.2. 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 18. Urban Design**

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

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

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

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

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

**18.iii. b.** encourages transit use;

**18.iii. c.** reinforces nodal, mixed use, neighborhood-oriented design;

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

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

18.1. 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 Significance.** 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.

**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.

**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.

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

**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 stormdrainage, bridges and other facilities developed to support the functioning of the developed portions of the environment.

**Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned for by local government but which also may be provided by private enterprise and are essential to the support of more intensive development, including 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 percent of the land set aside for new residential development be zoned for multifamily housing.

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

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

**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 that 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 lands.

**Urban Reserve.** 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 20-year period, the urban reserves estimate the area capable of accommodating the growth expected for an additional 30 years.

# Appendices

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BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

AN ORDINANCE REPEALING THE	)	ORDINANCE NO. 91-418B
COLUMBIA REGION ASSOCIATION OF	)	
GOVERNMENTS LAND USE GOALS AND	)	Introduced by Executive
OBJECTIVES AND ADOPTING THE	)	Officer Rena Cusma and
REGIONAL URBAN GROWTH GOALS AND	)	Councilor Jim Gardner
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 Exhibit A, are hereby adopted as Metro's regional land use goals and objectives.

Section 2. The existing Urban Growth Management Policy Advisory Committee shall be replaced by the Regional Policy Advisory Committee upon Metro Council appointment implementing the Regional Urban Growth Goals and Objectives. The Joint Policy Advisory Committee on Transportation (JPACT) shall continue to operate as the forum for evaluating transportation needs and recommending funding for Metro both as the federal Metropolitan Planning Organization and for Metro's transportation functional plan. Other existing Policy Advisory Committees, established by ordinance or resolution to advise Metro about adopted or proposed functional plans, shall continue in their assigned roles until Metro Council action upon completion of assigned tasks.

Section 3. Metro's goals and objectives are consistent with the Statewide Land Use Planning Goals. Findings of consistency, included in this ordinance as Exhibit B, are hereby adopted.

Section 4. 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 26th day of September, 1991.

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

ATTEST:

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

ES/es  
7/30/91  
9/16/91/pa  
10/1/91/pa

ORDINANCE NO. 91-418B - Page 3

A True Copy of the Original Thereof  
*J. A. ...*  
Clerk of the Council

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

A RESOLUTION ADOPTING BYLAWS ) RESOLUTION NO. 91-1489B  
FOR THE REGIONAL POLICY )  
ADVISORY COMMITTEE ) Introduced by the Executive  
 ) Officer

WHEREAS Metro's regional planning program requires a partnership with cities, counties, and citizens in the region; and

WHEREAS That partnership is described in Goal I of the Regional Urban Growth Goals and Objectives, recommended to the Metro Council for adoption by the Urban Growth Management Plan Policy Advisory Committee; and

WHEREAS Implementation of that partnership is intended to occur, in large part, through the creation of an on-going Regional Policy Advisory Committee (RPAC) to advise and recommend actions to the Metro Council on ways to address areas and activities of metropolitan significance; and

WHEREAS The Urban Growth Management Plan Policy Advisory Committee has prepared and proposed to the Metro Council a set of by-laws for RPAC which describe the membership, powers and duties of that committee; now, therefore,

BE IT RESOLVED,

1. That the by-laws for the Regional Policy Advisory Committee, dated August 1, 1991, and attached to this resolution as Attachment A, are hereby adopted.

2. That the Metro Council directs the Presiding Officer to initiate the creation of the Regional Policy Advisory Committee no later than January 1, 1992.

ADOPTED BY THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT  
this 26th day of September, 1991.

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

## ATTACHMENT A

### Regional Policy Advisory Committee By-Laws

August 1, 1991

#### Article I

This committee shall be known as the **REGIONAL POLICY ADVISORY COMMITTEE (RPAC)**.

#### Article II MISSION AND PURPOSE

**Section 1.** It is the mission of RPAC to advise and recommend actions to the Metro Council as it creates and implements a participatory regional planning partnership to address areas and activities of metropolitan significance.

**Section 2.** The purposes of RPAC are as follows:

a. To provide advice and recommendations for the development and review of Metro's regional planning activities, including implementation of the Regional Urban Growth Goals and Objectives, development of new functional plans, and periodic review of the region's urban growth boundary.

b. To create a forum for identifying and discussing areas and activities of metropolitan significance.

c. To involve all cities, counties, and other interests in the development and implementation of growth management strategies.

d. To coordinate its activities with the Joint Policy Advisory Committee on Transportation (JPACT) so that regional transportation planning is linked and consistent with regional growth management efforts.

e. To review and comment, as needed, on the regional land use and growth management issues affecting or affected by local comprehensive plans or plans of state and regional agencies. RPAC is not intended to routinely review land use decisions or plan amendments in the region.

f. To discuss and make recommendations on land use and growth management issues of regional or subregional significance.

g. To establish a coordinating link with Vancouver and Clark County, Washington, and other parts of the state of Oregon to address land use and growth management issues of common interest.

Article III.  
COMMITTEE MEMBERSHIP

Section 1. Membership

a. The Committee will be made up of representatives of the following:

Multnomah County Commission	1
Citizens of Multnomah County	1
Largest City in Multnomah County (excluding Portland)	1
Cities in Multnomah County	1
City of Portland	2
Clackamas County Commission	1
Citizens of Clackamas County	1
Largest City in Clackamas County	1
Cities in Clackamas County	1
Washington County Commission	1
Citizens of Washington County	1
Largest City in Washington County	1
Cities in Washington County	1
Metro Council	2
State Agency Council	1
TOTAL	17

b. Members from jurisdictions shall be elected officials.

c. Alternates shall be appointed to serve in the absence of the regular members.

d. Members and alternates shall be capable of representing the policy interests of their jurisdiction, agency, or constituency at all meetings of the Committee.

Section 2. Appointment of Members and Alternates

a. Members and alternates from the City of Portland, the Counties of Multnomah, Clackamas, and Washington, and the largest cities of Multnomah, Clackamas, and Washington counties, excluding Portland, shall be appointed by the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction.

b. Members and alternates from the cities of Multnomah, Clackamas, and Washington counties, excluding Portland and the remaining largest city from each county, will be appointed by those cities represented and in a manner to be determined by those cities. The member and alternate will be from different jurisdictions. The member and alternate will serve two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office.

c. Members and alternates from the Metropolitan Service District will be appointed by the Presiding Officer of the Metro Council and will represent a broad cross-section of geographic areas. The members and alternates will serve until removed by the Presiding Officer of the Metro Council.

d. Members and alternates representing citizens will be appointed using the following process:

- 1) Metro will advertise citizen openings on the Committee throughout the region, utilizing, at a minimum, recognized neighborhood associations and citizen planning organizations. Interested citizens will be asked to submit an application/statement of interest on forms provided by Metro.
- 2) Metro will collect the applications and sort them by county.
- 3) The members of RPAC from within each county will caucus by county, with Portland included in Multnomah County, to review the applications and select a citizen member and alternate from each county from that pool of applicants.
- 4) Citizen members and alternates will serve two-year terms. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.

e. Members and alternates from the State Agency Council will be chosen by the Chairperson of that body. The member and alternate will serve until removed by the Chairperson.

#### Article IV. MEETINGS, CONDUCT OF MEETINGS, AND QUORUM

a. Regular meetings of the Committee shall be held monthly at a time and place established by the Chairperson. Special or emergency meetings may be called by the Chairperson or a majority of the members of the Committee.

b. A majority of the members (or designated alternates) shall constitute a quorum for the conduct of business. The act of a majority of those present at meetings at which a quorum is present shall be the act of the Committee.

c. Subcommittees to develop recommendations for RPAC may be appointed by the Chairperson. The Chairperson will consult with the full membership of the Committee at a regularly scheduled meeting on subcommittee membership and charge. Subcommittee members shall include RPAC members and/or alternates, and can include outside experts.

d. All meetings shall be conducted in accordance with Robert's Rules of Order, Newly Revised.

e. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.

f. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the Chairperson to notify the appointing body with a request for remedial action.

g. The Committee shall make its reports and findings public and shall forward them to the Metro Council.

h. Metro shall provide staff, as necessary, to record the actions of the Committee and to handle Committee business, correspondence, and public information.

Article V.  
OFFICERS AND DUTIES

- a. The Chairperson and Vice-Chairperson shall be designated by the Metro Presiding Officer.
- b. The Chairperson shall preside at all meetings, and shall be responsible for the expeditious conduct of the Committee's business.
- c. In the absence of the Chairperson, the Vice-Chairperson shall assume the duties of the Chairperson.

Article VI.  
TECHNICAL ADVISORY COMMITTEES

- a. The Committee shall solicit and take into consideration the alternatives and recommendations of the appropriate technical advisory committees in the conduct of its business.
- b. Existing technical advisory committees for solid waste, urban growth management, water resources, and natural areas will be continued to advise on their respective subject areas.
- c. The Metro Council or the Committee can appoint special technical advisory committees as the Council or Committee determine a need for such bodies.

Article VII.  
AMENDMENTS

- a. These by-laws may be amended by a two-thirds vote of the full membership of the Committee and a majority vote of the Metro Council.
- b. Written notice must be delivered to all members and alternates at least 30 days prior to any proposed action to amend the by-laws.

Article VIII.  
SUNSET

- a. These by-laws shall be deemed null and void three (3) years from the date of their adoption by the Metro Council.
- b. Prior to adopting new by-laws for RPAC, the Metro Council, in consultation with the Committee shall evaluate the adequacy of the membership structure included in these by-laws for representing the diversity of views in the region.



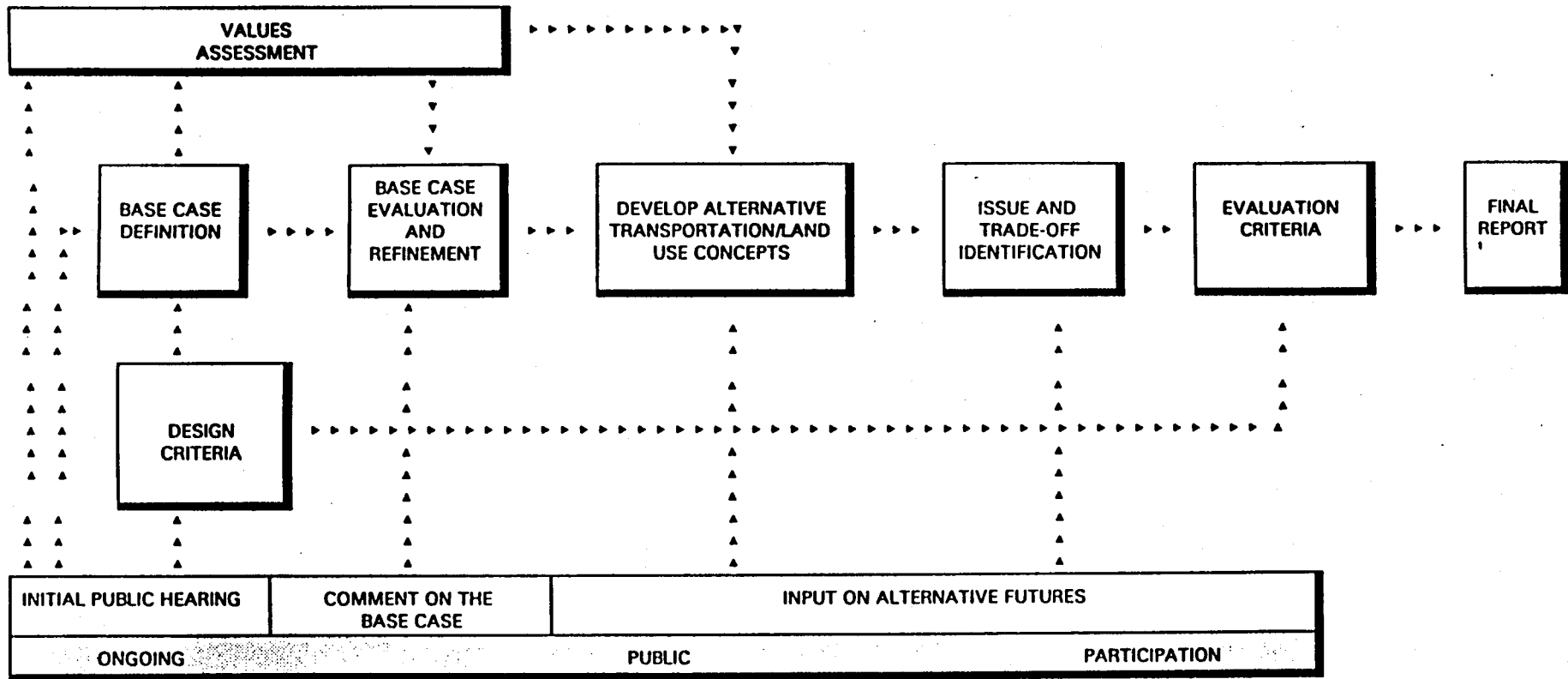
*Region 2040: Transportation & Land Use Concepts, Phase I*

- PURPOSE** To better understand how to accommodate the expected growth within the region in the next 50 years and the choices that may be involved. This is a result of and recommendation from the Regional Urban Growth Goals and Objectives (RUGGO), recently adopted by Metro. The project is intended to provide a more detailed consideration of how the RUGGO could be implemented.
- PRODUCTS** Displays of: 1) the current transportation and land use plans for accommodating growth within the region; 2) up to 5 additional regional transportation and land use development alternatives; 3) criteria with which to evaluate the alternatives.
- PARTICIPANTS** The project will strive to include participation from citizens, cities and counties of the region, special districts, business and trade organizations, environmental organizations as well as Metro formal organizations (RPAC, JPACT and their technical committees) and the Metro Council.
- TIMING** Phase I of project is expected to be a 12 month effort, beginning December, 1991.
- FUNDERS** This work effort is funded by the Oregon Department of Transportation (ODOT), Tri-Met and Metro.
- NEXT STEPS** Once Phase I is completed, a detailed evaluation will be made of each alternative and a selection of the best alternative.
- DETAILS** For more information, please contact Ethan Seltzer or Mark Turpel at Metro, Planning and Development Department, 2000 SW First Avenue, Portland, OR 97201. Telephone: 503/221-1646.

METRO

# Region 2040: Transportation and Land Use Study, Phase I

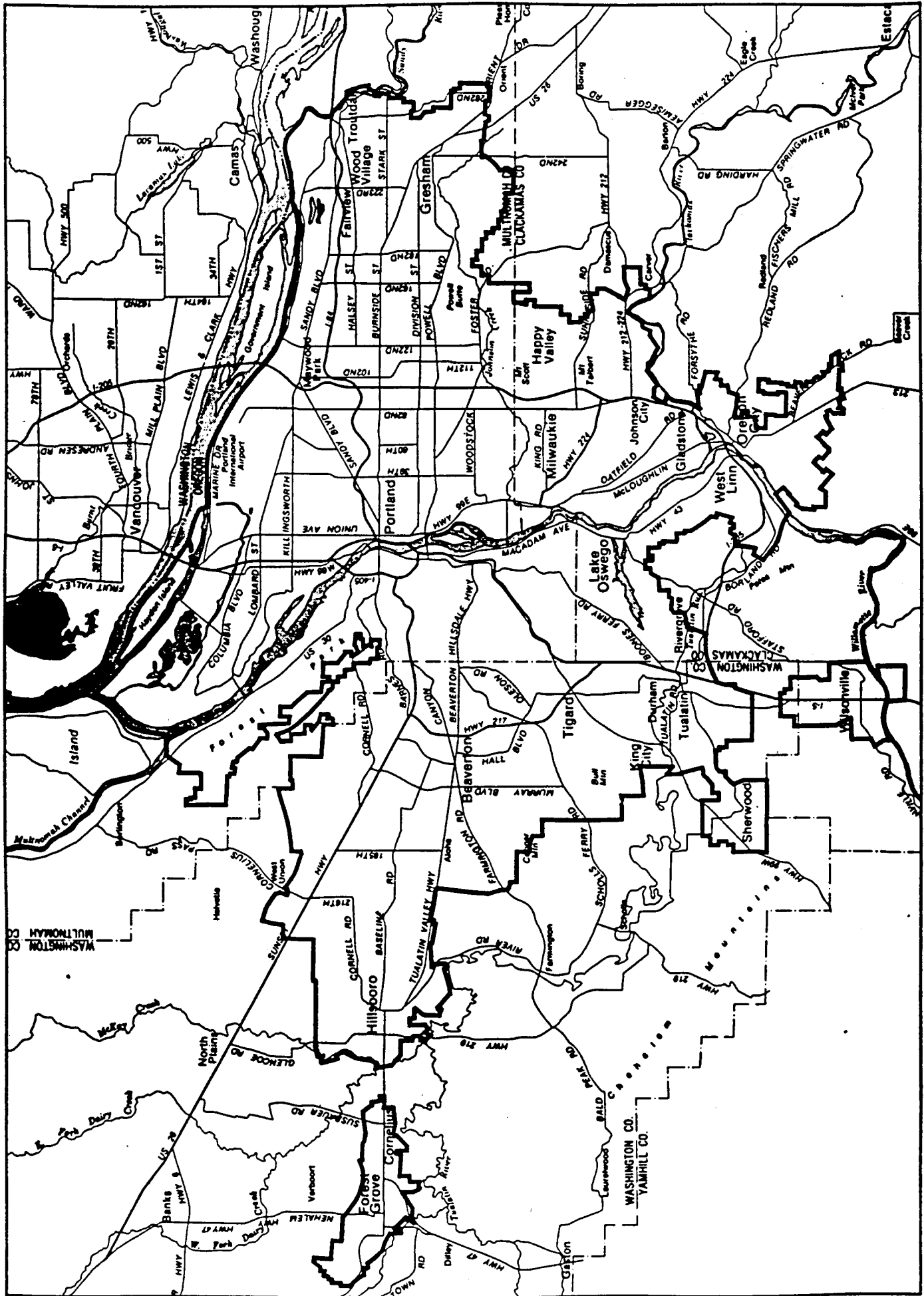
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**METRO**  
 2000 S.W. First Avenue  
 Portland, OR 97201  
 503/721-1646

<sup>1</sup> The final product will consist of camera-ready: 1) tabloid; 2) final report and 3) final technical report.

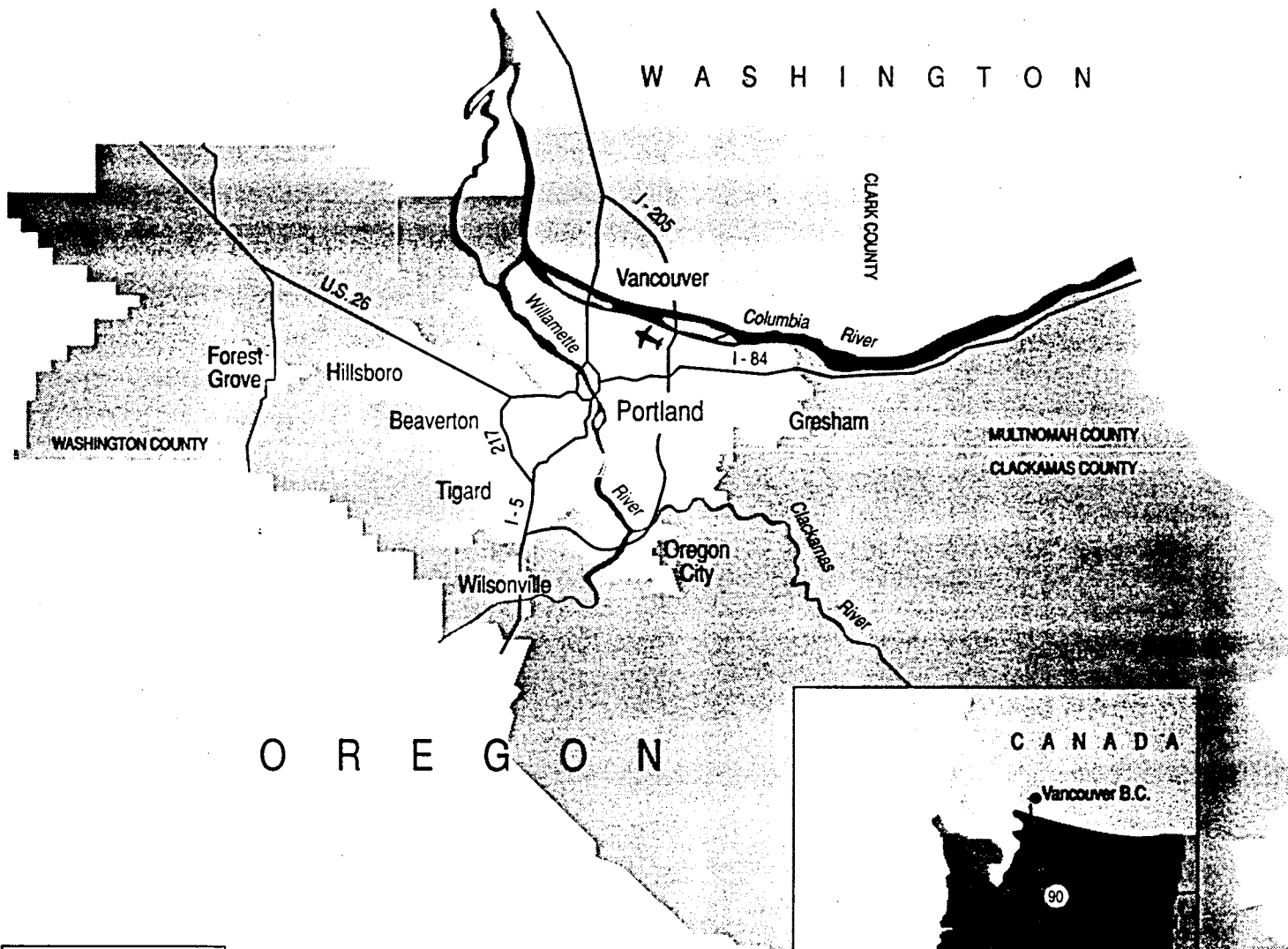
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2000 S.W. First Ave., Portland, OR 97201-5398, (503) 221-1646, 1" = 4 mi., 3-87-01

*Urban Growth Boundary*

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O R E G O N

Key:

Area within urban growth boundary

# Portland Metropolitan Region

