

# A G E N D A

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



**METRO**

**MEETING:** METRO COUNCIL REGULAR MEETING  
**DATE:** November 30, 1995  
**DAY:** Thursday  
**TIME:** 6:00 p.m.  
**PLACE:** Council Chamber

<u>Approx. Time *</u>		<u>Presenter</u>
6:00 PM	<b>CALL TO ORDER AND ROLL CALL</b>	
(5 min.)	1. <b>INTRODUCTIONS</b>	
(5 min.)	2. <b>CITIZEN COMMUNICATIONS</b>	
(5 min.)	3. <b>EXECUTIVE OFFICER COMMUNICATIONS</b>	
	4. <b>CONSENT AGENDA</b>	
6:15 PM (5 min.)	4.1 Consideration of Minutes for the November 16, 1995, Metro Council Meeting.	
	5. <b>ORDINANCES - FIRST READING</b>	
	5.1 <b>Ordinance No. 95-625</b> , Amending the Regional Urban Growth Goals and Objectives, and Adopting Metro 2040 Growth Concept and Metro 2040 Growth Concept Map	
6:20 PM (15 min.)	6. <b>EXECUTIVE SESSION</b>	
	Held Pursuant to ORS 192-660 (1)(e) To Conduct Deliberations With Persons Designated By the Governing Body to Negotiate Real Property Transactions.	
	7. <b>RESOLUTIONS</b>	
6:35 PM (5 min.)	7.1 <b>Resolution No. 95-2238</b> , For the Purpose of Authorizing the Executive Officer to Purchase Property Within the Newell Creek Target Area.	Washington
6:40 PM (5 min.)	7.2 <b>Resolution No. 95-2236</b> , For the Purpose of Authorizing an Exemption to Metro Code Chapter 2.04.041(c), Competitive Bidding Procedures, and Authorizing a Sole-Source Contract with Waste Recovery, Inc. for Recycling of Waste Tires from Metro's Solid Waste Facilities.	Kvistad

For assistance/Services per the Americans with Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office)

\* All times listed on the agenda are approximate; items may not be considered in the exact order listed.

Approx.  
Time \*

Presenter

6:45 PM (5 min.)	7.3	<b>Resolution No. 95-2232</b> , For the Purpose of Endorsing the Oregon Department of Transportation I-5/Highway 217 Subarea Transportation Plan.	Kvistad
	<b>8.</b>	<b>ORDINANCES - SECOND READINGS</b>	
6:55 PM (5 min.)	8.1	<b>Ordinance No. 95-624</b> , For the Purpose of Adopting the Regional Solid Waste Management Plan.	Kvistad
7:00 PM (5 min.)	8.2	<b>Ordinance No. 95-621-A</b> , For the Purpose of Amending Metro Code Chapter 5.01 to Establish Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities.	McLain
	<b>9.</b>	<b>PROPOSED URBAN GROWTH GOALS AND OBJECTIVES AMENDMENTS</b>	McLain
7:10 PM (60 min.)	9.1	<b>PUBLIC HEARING</b>	
	<b>10.</b>	<b>2040 GROWTH CONCEPT MAP</b>	McLain
8:10 PM (60 Min.)	10.	<b>PUBLIC HEARING</b>	
9:10 PM (10 Min.)	11.	<b>COUNCILOR COMMUNICATIONS</b>	
9:20 PM		<b>ADJOURN</b>	

\* All times listed on the agenda are approximate; items may not be considered in the exact order listed.

**4.1 Consideration of Minutes for the November 16, 1995, Metro Council Meeting.**

METRO COUNCIL  
REGULAR MEETING OF NOVEMBER 16, 1995  
MINUTES

Present: Presiding Officer Ruth McFarland, Assistant Presiding Officer Rod Monroe,  
Councilor Patricia McCaig, Councilor Susan McLain, Councilor Don  
Morissette, Councilor Ed Washington

Presiding Officer Ruth McFarland called the meeting to order at 2:05 p.m. The Meeting was held in the Metro Council Chamber.

1. INTRODUCTIONS: None
2. CITIZEN COMMUNICATIONS:

Robert Thomas, 2563 Pimlico Drive, West Linn OR 97058 presented testimony. *"I have been on the Metro mailing list and have tried to keep abreast of developments. One of the things that I am very much concerned about is the direction of Metro and the concerns that we, as citizens have about the powers and the charter and the future of Metro. I, for one, am very much concerned that Metro is becoming what I and many others view as a future fast track of approval for development applications; in some ways, a governmental arm of the Metropolitan Home Builders Association in effecting their agenda and in following the pressures they bring to bear, not only on the legislature in Salem but on all our local jurisdictions and therefore, I would encourage all of you Metro Councilors to obtain copies of the July and August Home-building News. I believe they are very informative as to who is leading who in regard to growth and the policies of growth in Oregon and particularly in the Portland metropolitan area. I have some suggestions that I think would be constructive. If our present Executive Officer, Mike Burton, would be more concerned about citizen input and also the Council, of our concerns about the costs of growth and who is going to bear these costs and not be concerned about whether the home builder's association or various entities who want to have their lands placed within the Urban Growth Boundary (UGB) so that they can make a lot of money by selling their lands to developers, rather listen to we citizens because we are afraid we are going to be stuck with billions of dollars worth of infrastructure to serve this invited new growth and that we want Executive Officer Burton and the Metro Council to let the home builders sue Metro. I would rather see my tax dollars be used in pointing out and letting the public become aware of who is really trying to push the agenda for the future of the metropolitan area and I would like to see my city do the same. We apparently have representatives who are afraid to be sued and this is one of their main concerns, it seems, in the past, of knuckling under to people who threaten lawsuits. We have had a very bad legislative session this last year in changing the laws that concern appeals of development applications and the whole process, taking it and making it much more difficult for citizens; taking it further away from them and so I would like to see Metro listen to our pleas and listen to the citizens much more than you are listening at the present. We have just organized in West Linn to stop having to subsidize growth for developers and we have been successful in turning back a water rate increase which we are convinced is to serve developers and so I think the way I sense it is that this is a region-wide concern. People are beginning to wake up and so I would very much encourage you to look at what the home builders want to do with SDCs, primarily not do anything with them; keep them where they are or even reduce them, make it much more difficult to raise them and make it much more difficult for people and citizens to have any control of their local boundaries of their local cities and so I appeal to Metro to hear our plea and to hear our calls and I think you could be an organization that would help us*

*instead of listening so much to what we consider not the best interests and the interests that are not, in the long run, in the best interests of the Portland metropolitan area in regard to growth. I thank you."*

Presiding Officer McFarland thanked him and pointed out that the Metro Councilors had given him an opportunity to speak. She said the Council does listen.

Councilor McCaig stated that she struggles with responding to speeches like Mr. Thomas'. It is, in her belief, a disservice to leave an impression like that. Councilor McCaig questioned the information that Mr. Thomas had that lead him to believe that Metro Council is not listening, has made decisions which are contrary to his position, or that Metro Council is a pawn of the home builders. Councilor McCaig stated that Metro Councilors care deeply about this issue, have spent endless hours in public hearings, and the Council is dedicated to finding a solution for the challenge of the growth that is coming.

Presiding Officer McFarland said she would underline what Councilor McCaig had said. She said we (the Metro Council) really have made an effort to listen to the public. She pointed out the number of people in attendance at the Council Session at that moment to respond to the issues that are on the Council Agenda. By this, you can determine they (the Council) have listened a lot, at the Council Meetings, on the phone, and through the mail. Presiding Officer McFarland said the Councilors had received a lot of information from the public. She said there has not yet been a decision made, and the Council is trying to respond.

Councilor Morissette suggested to Mr. Thomas that the decisions Metro Council is facing are not so easy to make as some might suppose. The metropolitan area is projected to grow by approximately 600,000 people based on current trends. It is impossible to stop people from coming here without destroying the economy and requiring other people not to have the same opportunities you have enjoyed while you have had while you have been here. One-third of the 600,000 people are your and my children. Planning for the future for them as well as other people are all exactly what other people did for you before you were here and that part of the process is difficult to understand but it is one of the challenges we face and it is always difficult when you change something for somebody and I do not suggest that anyone does not have a valid point that we need to consider. But coming up with no answer or not ever being able to face up to a tough decision is also not a good position for someone to be in and each and every one of the people we have heard all enjoy what they have and not allowing someone else to enjoy it in the future is very frustrating to hear constantly.

Robert Thomas said he disagrees very much with Councilor Morissette. He said there are solutions. He said he has offered and will offer solutions. He said people like Councilor Morissette do not want to listen. Mr. Thomas said he never criticizes unless he has a suggested solution. He said this goes for Councilor McCaig, too. He disagrees that Metro is as listening and as objective and as impartial as they (the Councilors) would claim.

Presiding Officer McFarland thanked Mr. Thomas, again, for his contribution. She said we (the Council) appreciated his coming forward. She added, "We have room for disagreement."

3. EXECUTIVE OFFICER COMMUNICATIONS: None
4. CONSENT AGENDA

4.1 Consideration of the Minutes for the November 9, 1995 Metro Council Meeting.

***Motion:** Councilor Monroe moved for acceptance of the November 9, 1995 Metro Council Meeting Minutes.*

***Vote:** The minutes of the November 9, 1995 Meeting of the Metro Council were accepted unanimously accepted with a vote of 7/0.*

Presiding Officer McFarland set the November 2, 1995 Work Session Minutes aside for response after the Councilors had the opportunity to review them. Presiding Officer McFarland said the November 2, 1995 Work Session Minutes would be placed on the November 30, 1995 Agenda.

5. INFORMATIONAL ITEM

5.1 Report: Update on Zoo Capital Proposal

Councilor McCaig indicated that Doug Butler and Casey Short would be making a presentation of the proposal. The Finance Committee requested the Executive put together a proposal about potentially putting a measure on the ballot in November 1996. The Executive, along with Sherry Sheng, the Zoo Director, has worked diligently at putting together a proposal meeting the Finance Committee's criteria. One of the important pieces of the criteria was that it would be revenue neutral. Also, the measure needed to be between fifteen and thirty-five million dollars, considering the other projects that had been reviewed by the Council.

Presiding Officer McFarland asked about a statement in the material which said, "If we make these changes in the Zoo, then the new operational costs will cost no more than the old operational costs." She asked if this is what "revenue neutral" meant.

Doug Butler responded that his impression of what "revenue neutral" meant that any additional operational costs will be offset by additional new revenues.

Doug Butler, Director, Administrative Services Department, said the purpose of their appearance today was to present to the Council a recommendation from Executive Officer Mike Burton. Mr. Burton was out of town, and unable to present this himself. Mr. Butler referenced Mr. Burton's letter that was in the packet of information for the Councilors. This project went to the Regional Facilities Committee some time ago. There were a number of options discussed. They were asked to bring back a proposal that met the two criteria, the revenue neutral criteria and the one of staying within the fifteen to thirty-five million dollar range. The Executive Officer put together a task force consisting of the Zoo Director, Sherry Sheng, Kathy Kiaunis, and Dennis Pate (representing the expertise at the Zoo), Casey Short, Heather Nelson, and Doug Butler. They were given the charge to put together a recommendation. Mr. Butler said they went back to the beginning and reviewed everything done to date, and so, what is presented may look similar to what has been seen before. Mr. Butler said, "No rock was left unturned." He said everything had been re-assessed to believability, better numbers, asking if it contains the rationale. The Executive Officer added several criteria: To meet the objects of the great Zoo concept that is included in the adopted master plan for the Zoo. There are a number of physical features the team tried to accommodate, including a better sense of arrival and orientation, a more logical and

complete circulation pattern dealing with the replacement of outmoded facilities to the degree that they could within the budget, and making better use of un- and under-utilized land. There was also the objective of providing better linkage, meaning this is a phase of a total master plan development, and what is wanted is for it to feel complete and functional. Also, you want it to provide a logical link for future development so that things do not need redoing or undoing is not necessary in the future. It needed to include a contact area, the Children's Petting Zoo had been lost and was felt to be important to include in future concepts. We were to do our best in trying to reduce the cost from the original thirty-six million dollar proposal which had been discussed at one time. The team has reached a consensus that the Executive Officer recommends. It is a thirty and one-half million dollar project.

Casey Short, Analyst, Administrative Services Department, said that as they worked to develop a proposal to bring to the Executive and the Council, there went through a lot of questions and information-gathering. The team developed four alternatives to get some preliminary numbers put on in terms of construction cost, attendance projections, costs of operating, and what the revenues would be from completing such a project. The numbers offered are preliminary. There will be an opportunity to refine the numbers in the coming months before there is a formal document or resolution brought before the Council for submittal to the ballot at whatever date Council chooses. Mr. Short said it was his understanding the ballot measure was being considered for putting before the voters in November 1996. The construction costs would be in the neighborhood of thirty and one-half million dollars. These figures were obtained from the project architect who had worked with the Zoo in developing preliminary estimates for the Oregon Territory, a new entrance project, a year ago. The architect was asked to develop some estimates for construction costs for the four alternatives that were put together. The architect did this, and came forth with the thirty and one-half million dollars for the option chosen. The team also asked a consultant who had been asked earlier on attendance projections for the Zoo in the conjunction with the master planning process to put together estimate of attendance increases which are included in the report present to Council. Table shows the figures the team obtained from the consultant which are a little different from the figures in the next table because the figures were based on Zoo attendance, only, not including special events and school groups. The figures below take those items under consideration. The consultant estimates a twenty-five percent increase on the lower base in the first year, with smaller increases after that. Total attendance, based on this projection, is twenty percent. The break even attendance would need to be ten percent, which is half of the estimate. The attendance increases in conjunction with the opening of the last two exhibits, the Africa and the Africa Rainforest, which were at twenty-three and thirty-one percent. The table on page nine shows how the attendance would affect the profitability and what those profitability numbers would be if the high figure the consultant projected was hit. The Zoo would then be looking at four hundred sixty thousand dollars in extra revenue, above operating costs for the Zoo to be able to support their other programs in the first year. This would increase in subsequent years.

Sherry Sheng, Director, Metro Washington Park Zoo, said the Executive Officer's recommendation will allow the Zoo to improve some of the existing conditions that include completing a pedestrian loop, linking Africa Rainforest with the Penguin Plaza area, therefore, improving circulation internal to the Zoo. It will move the Zoo's entrance to a better location for the entire parking lot and future linkage with the light rail station. It includes various central facilities for revenue generation including restaurant, catering, and gift shop. It will further consolidate the existing animal collection toward the zoogeographic

approach arranging and displaying animals by the regions of the world. This proposal includes a new lion exhibit, relocating the lion from the current feline complex to the entrance to Africa. It includes, also, the proposal for a new Oregon Exhibit, which will showcase the region's ecosystem. The Zoo has had for fifty years a mixed species second growth forest within its boundaries, which has never had full access or use for visitors. This ecosystem exhibit featuring Oregon will have a forest exhibit component that will take the visitors to see the forest from the top of trees (the canopy layer) to below the ground and everything in between. Adjacent to the forest will be an Oregon coast exhibit, featuring close-up encounters with tide pool creatures and marine mammals. The mammalian species to be included in this (Oregon) exhibit will be mountain goats, black bears, cougars, wolverines, bats, sea lions, seals, and sea otters. Birds included will be the Spotted Owl, Great Blue Heron, egrets, and a variety of songbirds. Amphibians being included will be frogs, turtles, salamanders, reptiles, a variety of snakes. Fish to be included are salmon and trout. Invertebrates will include sea anemones, sea stars, and insects. In addition, the exhibit will include a farm to provide animal contact experience with cows, sheep, ducks, rabbits, and other animals currently in the petting collection. The Zoo staff has been very integrally involved in the review process. The Zoo staff is very supportive of this project and is very excited with the vision the Executive Officer has brought forth.

Councilor Kvistad asked if Friends of the Zoo were comfortable with where the Zoo was in the process. He asked if they were comfortable with the proposal.

Sherry Sheng said there had been two presentations with Friends of the Zoo representatives. One had been made in the process of the review and the second after the Executive Officer had formulated his recommendation. Ms. Sheng reported she had spoken with John Inskey, President of Friends of the Zoo, this morning. She said Mr. Inskey is very supportive and very happy the team has gone through this review, which has allowed even more people to become more familiar with the concept. He is excited they are moving forth.

Councilor Kvistad said he just wanted it on the record that they (Friends of the Zoo) were active, involved and supportive.

Doug Butler added that this was presented to the full Board of Friends of the Zoo. He said while there was no formal vote, it seemed to be consensus that they were uniformly supportive of this approach.

Councilor Monroe said this will require a public vote for the bonding for the thirty million dollars, with the vote occurring one year from now in November 1996. He asked if there was the possibility of a vacant election day in May 1996 of the timeline being moved up. He asked if the timeline move would be rushing things too much.

Councilor McCaig urged that this be a discussion among Council. She indicated the team had been given the November date. She said if the Council would like to have a discussion, along with the Executive, it would be terrific. This was discussed briefly at the Finance Committee and concluded that it was in the best interest of the Zoo and its ability to put a successful campaign together to go with November. She said that if there is a reason to re-examine that date, that it can be done in the process of looking at the proposal. She said one of their hopes was to give some certainty to the process by the different constituencies who have been forward by giving them a ballot date certain so that



could start organizing and putting their proposals together. If we're going to begin to second guess that November decision, we ought to do it pretty quickly.

Councilor Monroe said the reason he had asked the question is because the project they had scheduled for proposal in May could in fact go on the ballot in May. There is significant new evidence that lends them to believe that it may require a later date. This would mean the May date may be available. The reason the Zoo people were given the November date is because we thought the May date would already be taken up by another project. This may not be the case, and this is the reason for the question. Councilor Monroe said he would defer to Councilor McCaig in terms of discussion of the matter by Council. He was asking if the Zoo Director thought that if that date was available there would be enough time for the campaign to be put together and for the effort to be done successfully so that the timeline could be sped up for project completion.

Presiding Officer McFarland said she believed this was an appropriate topic for the Finance Committee.

Councilor Monroe responded that he would defer on the public response. Ms. Sheng could share her opinion with him in private.

Councilor Washington said he would like to thank Ms. Sheng and her staff, the Friends of the Zoo, Mr. Butler, and Mr. Short for all of their hard work. He said he felt they were pretty close to where they really need to be. He reflected on his perusal of the project, saying it looked and smelled good. He requested that after the Finance Committee had reviewed it once again, they could then refer it to Regional Facilities so they could see what to do about getting action on it as soon as possible. He reiterated his appreciation.

Councilor Morissette said to Ms. Sheng that it would be helpful for him to see the Friends of the Zoo Board take formal action on this.

Councilor McCaig said she would support moving this to Regional Facilities where the proposal can be looked at more in-depth and have the other Councilors there if they wanted to go through it piece by piece. The issue of its election date can be brought up as all of the election dates in the Finance Committee are talked about without the specific proposal in front of them. She said the question is that in the Finance Committee all of the election dates they are looking at over the next two years and the lineup of the things they would like to go to the ballot. For purposes of keeping this moving, the hope would be to get it to Regional Facilities, get a proposal the Council agrees upon, while at the same time having a little more discussion about the date in the Finance Committee.

Presiding Officer McFarland said this would be scheduled in as a discussion item in the next Regional Facilities Committee as soon as it can be processed into it. This would be responsive to the concerns of the people here. She said a challenging set of instructions had been given to the staff the last time they were in front of the Finance Committee. She said she was exceedingly pleased how well, how accurately, and how quickly staff responded to those instructions.

Councilor Washington conveyed his appreciation to Executive Officer Burton through his staff.

Councilor McCaig said it was a good job, thanked the team, said it worked out, and she would see them next week. She requested a meeting with the team, Presiding Officer McFarland, and Deputy Presiding Officer Monroe for that evening at 7:00 p.m.

6. ORDINANCES - FIRST READINGS

6.1 Ordinance No. 95-624 For the Purpose of Adopting the Regional Solid Waste Management Plan

The clerk read the Ordinance by title, only.

Councilor Kvistad said the upcoming Solid Waste Meeting of the next week is one he thinks is very important in terms of the matters for discussion. Not only will they discuss the Solid Waste Management Plan, the Solid Waste franchise, the RSWM, recycling fees, and demonstration projects. He requested the Councilors to make time on their calendars for the meeting because there are important things the Councilors need to be up to speed on that are critical. He said he could not do this on a one to one basis with staff for the Councilors.

7. ORDINANCES - SECOND READINGS

7.1 Ordinance No. 95-616. Amending the FY 1995-96 Budget and Appropriations Schedule for the Purpose of Reorganizing the Staff of the Council Office, Creating New Positions, Reducing Staffing Levels for the Office of Citizen Involvement, and Declaring an Emergency

Presiding Officer McFarland moved, with the consent of the Council, the Second Reading of Ordinance No. 95-616 to the end of the Agenda. This was to allow the audience to testify and leave if they wanted.

8. RESOLUTIONS

8.1 Resolution No. 95-2172A. For the Purpose of Authorizing Issuance of RFP No. 95R-17A-REM for a Phase 1 Commercial Food Waste Collection/Processing Project

The clerk read the Resolution by title, only.

***Motion:*** Councilor Kvistad moved for adoption of Resolution No. 95-2172A

Councilor Kvistad reported there was quite a lot of history in terms of a program that existed for a composting project with food waste. There was a Composter on a project for waste in general that did not go too well. This is a different kind of proposal which is talking about a demonstration project to move forward to see whether or not the composting of food waste as opposed to yard debris is viable. This is a phase one. There has been lively discussion of it by the Regional Environmental Management Committee. It has been discussed more than once, and it was sent back to staff for further review. He invited Councilor McLain and Presiding Officer McFarland to embellish any points of their choosing. Councilor Kvistad said this is a proposal worth trying and he recommended it to the Council for approval.

Councilor McLain said she believes the committee supported this particular pilot project for a couple of very good reasons. Wet wastes in our waste stream that composes one of the final types of waste we are unable to recycle or reuse in a productive way. We cannot do better in this region on our recycling rate unless we attack this particular part of the waste stream. This pilot has been developed into two phases. She said the listener could look at Request for Proposals, Phase 1, on page two for greater detail. This indicates this is a project to test the collection and recovery of the commercial pre-consumer vegetable food waste excluding meat and dairy products. This is very specific about what it is collecting and the routine and procedure as far as siting and what the folks would do as far as finding the actual sources for the waste and having a place to dispose of the waste in a fashion different than done in the status quo which is to take it to the landfill. This is a situation which is a very good test project that is going to help us to be better recyclers and reach our rate we are mandated by law to reach by the State of Oregon and our own goals through our RSWM Plan. Councilor McLain said she supports it and hopes the remaining Councilors would support it, as well.

Councilor Morissette said one hundred seventy-five thousand dollars for a test to recycling seemed like an awful lot of money to him and that he is very concerned about this. He said he would hope something could have tested something and found out whether it worked at much less impact in relation to cost. He said he is very hesitant to support this. He said he does wholeheartedly support efforts in finding ways to recycle better, but thinks the money amount is extreme.

Councilor McLain responded by saying consideration is needed for what it costs to take it to the landfill. Also consideration is needed for what it costs to maintain a contract of that nature for the amount of tonnage taken to the landfill. If one offsets what the possibilities are with this test, this is not first level testing. We are at a second and third level of test. We have had almost eighteen months to two years' worth of talking to the industry, dealing with experts in other areas. We have had workshops. This is the next step. Without this step, we cannot get into this area of recycling and reuse.

Presiding Officer McFarland added that earlier the staff brought to Council a version of this proposal, and Council sent them back to the drawing board. Staff made every effort, concerted and real, to meet the concerns of Council and to bring it to Council in a way that is totally acceptable to her. She said she appreciates the effort made by staff. Earlier on, the first test was referred to when the Composter fell on hard times before. We know quite a bit about the things we do, and do not want to do at this point. We still need to have someone try out a commercial approach with Metro's help. This is not picking up the whole tab for it, but just a partial and helpful part of it.

***Vote:** The vote was 6/1 in favor of passing Resolution No. 95-2172A, with Councilor Morissette providing the dissenting vote.*

**8.2 Resolution No. 95-2233A. For the Purpose of Providing Comments on the Preliminary Regional Water Supply Plan**

The clerk read the Resolution by title, only.

***Motion:** Councilor McLain moved for adoption of Resolution No. 95-2233A*

**Metro Council Regular Meeting**

**November 16, 1995**

**Minutes**

**page 9**

Councilor McLain said we have had one public hearing on the Regional Water Supply Plan. Metro is one of twenty-seven jurisdictions that have worked on the supply plan for over a two-year period. This is the second stage of that plan. We want a toughening and tightening up of language and implementation of comprehensive, aggressive regional water conservation and water pricing, investigation for future source options such as dual systems and other ways of doing the system differently. We are talking about making sure we maintain a regional scope of the study, maintain regional flexibility and options for future water supply, initiate a formal regional consortium of water providers and other participants to implement this Regional Water Supply Plan. These items are especially important to the originators, especially in the area of water conservation. We need to recognize that this public review is only the beginning of a very long process of public input that will be used in the development of the final actual water supply plan.

John Fregonese presented the memo from Executive Officer Mike Burton, who sent his regrets. Mr. Burton basically supports the decision of the Council on the Resolution. The Executive is making the points of the three key areas that he believes we need to make:

1. Conservation must be the region's number one water source.
2. We need an ongoing formal regional consortium of water providers and other participants for the successful implementation. Clearly, Metro is a part of that consortium.
3. Service and ground water must be protected to preserve our livability and provide high water quality supply options in the future.

The two items he closes with are: A level one reliability which is one hundred percent reliability of the water source at all times may not be feasible or desirable. We should investigate and have a discussion about level two and level three, which are ninety-eight and ninety-five percent reliability. Ninety-eight percent reliability is two years out of a century you would have summer drought restrictions. The difference between ninety-eight percent and one hundred percent reliability may be something that is quite desirable when you consider it. People ought to weigh those options.

Councilor Kvistad said that both he and Executive Officer Burton serve on the Water Policy Leadership Group, with Councilor McLain on WRPAC, which is their Advisory Committee, and so they are both up on water issues. He said he wanted to be clear on the Willamette since both the source option location is in his district as well as several of the jurisdictions that would be moving forward with that. He said he also has a concern about a Willamette source option. He said this has been discussed and they will continue to discuss it at the Leadership Group, which are the elected officials from the jurisdictions that actually control the water resources in the region. He said he thinks the Council will need to have a discussion as staff discussions about this when it comes forward. He said he is glad the Executive has highlighted that particular problem or concern, he thinks this is something the Council will need to be up to speed on as this moves forward.

Presiding Officer McFarland said there is no doubt in her mind that there was a great deal of public response to the inclusion of the Willamette as a source of potable water. She said her personal response agrees with the vast majority of the people that talked to her. She said someone said to her that it should be made a potential water source, and then we'll clean it up. That's the cart before the horse. Let's first talk about cleaning it up before we

even consider it in reference to a potable water source. She said to Councilor McLain that she assumes that if this resolution is passed that does not necessarily say that the Council is in favor of drinking water that makes deformed fish.

Councilor McLain responded that would be correct. Flexibility has been asked for as they review the technology, and to look at other resources including conservation as the number one resource. There are three or four areas listed out which are thought to be good options.

*Vote: The vote was unanimous, 7/0.*

Presiding Officer McFarland asked that the record show Resolution No. 95-2233A was unanimously adopted.

8.3 Resolution No. 95-2226, For the Purpose of Amending the Contract Between Metro and BRW, Inc. (Contract No. 902962) For the Purpose of Correcting the Contract Budget Amount for Consultant Services Associated with the Completion of the South/North Transit Corridor Study

The clerk read the Resolution by title, only.

*Motion: Councilor Washington moved for adoption of Resolution No. 95-2226*

Councilor Washington reported the purpose of the amendment is to pay an additional twenty-three thousand nine hundred thirty-eight dollars and forty-seven cents to BRW, Inc. The Transportation Planning Committee voted unanimously to pay the additional amount. The mistake that occurred was not intentional. There was a couple of arithmetic errors. We have been assured that steps have been taken to make sure that this does not happen again. In November 1992, Metro executed a contract with BRW for three hundred seventeen thousand seven hundred ninety-two dollars for consultant services for the South/North Project. In May 1994 Metro extended the contract for forty-nine thousand four hundred fifty-five dollars for additional consultant services which increased the contract to three hundred sixty-seven thousand two hundred forty-seven dollars. This was not anticipated in the original scope of work because of the changing orders in the federal regulations for the light rail planning. In determining the residual contract value in a budget for the additional work for the contract extension an arithmetic error of thirty-two thousand eight hundred dollars was made. In particular, Metro and BRW estimated at the time of the extension one hundred ten thousand eight dollars was still available under the contract when in fact only seventy-seven thousand two hundred and eight dollars was available. In addition to this, Metro and BRW discovered an error in the past billing under the contract where Metro was inadvertently overcharged eight thousand eight hundred sixty-one dollars and fifty-three cents which gave the net effect of twenty-three thousand dollars instead of forty-nine.

*Vote: Resolution No. 95-2226 passed unanimously, with the vote being 7/0.*

Presiding Officer McFarland asked that the record show this Resolution had unanimous adoption.

8.4 Resolution No. 95-2239, For the Purpose of Recommending Criteria for the South/North Light Rail Project

The clerk read the Resolution by title, only.

***Motion:*** Councilor Monroe moved for adoption of Resolution No. 95-2239.

Councilor Monroe said this proposal has to do with forwarding to LCDC on behalf of the affected jurisdictions including Metro and ODOT and the cities of Portland, Oregon City, Milwaukie, Gladstone, and the counties of Clackamas and Multnomah, land use criteria in anticipation of public hearings that will be held on the South/North Light Rail route, station placement, park and ride lots, maintenance facilities, and so forth. This is a required step in the process of siting the South/North Light Rail route.

Councilor Kvistad said for the record, under Land Use Criteria, since there is a potential Ross Island crossing this does not preclude that crossing as a criteria. He said he wanted to make sure this was noted before the vote.

Councilor McCaig asked Councilor Monroe why Councilor Kvistad had noted this information.

Councilor Monroe replied that Councilor Kvistad wanted to make sure that the criteria did not preclude that option. This is one of the options being forwarded into the Environmental Impact Study.

Councilor McCaig asked why wouldn't we note all of the options.

Councilor Monroe replied to the effect that this could certainly be done. He said Councilor Kvistad just wanted to make sure this was on the record.

Councilor McCaig said that given that it is not in his district, and given that it is in her district, she wanted to note something in his district.

***Vote:*** The vote in favor of adopting Resolution No. 95-2239 was unanimously adopted, the vote was 7/0.

Presiding Officer McFarland asked that the record show Resolution No. 95-2239 was unanimously adopted.

Presiding Officer McFarland turned the Chair over to Councilor McLain, Growth Management Committee Chair, for Agenda Items 9 and 10.

**9. PROPOSED URBAN GROWTH GOALS AND OBJECTIVES AMENDMENTS**

**9.1 PUBLIC HEARING**

**10. 2040 GROWTH CONCEPT MAP**

**10.1 PUBLIC HEARING**

Chair Susan McLain opened the portion of the meeting dedicated to the Metro Council Growth Management Committee at 2:45 PM. Public testimony was received this afternoon.

1. Diane Wustrack, representing West Linn/Wilsonville School District, 2900 Haskins Road, West Linn OR 97068 testified. *"I am the Chairman of the West Linn/Wilsonville School Board and I am here to testify against the inclusion of the Stafford Triangle within the Urban Reserve Study Area. Let me tell you a few things about the West Linn/Wilsonville School District. I would welcome any phone calls from you later. Our school district would be the one that would provide services to the Stafford Triangle. Currently, we are just finishing our long-range growth plan for the school district and we anticipate buildout under the current Urban Growth Boundary (UGB) as they are now - we anticipate buildout in 2010. We will grow from a school district of currently 6900 students to a school district of 11,000 to 12,000 students by 2010. We will have to build five schools in addition to the schools we currently have. This will cost our patrons \$93 million. If the Stafford Triangle is developed to the tune of 10,000 households, depending on the mix of multi-family and single-family houses, this will produce between 4200 and 7000 additional students. This would require, at a minimum, another seven schools. These seven schools, at a minimum, would cost our patrons \$80 million and would require a minimum of 150 acres set aside for schools. As some of you, and maybe all of you are familiar with, the current land use regulations in the State of Oregon are very unfriendly to schools and so, while we are struggling to find facilities and build facilities for the students that we know are coming, we beg you, do not add more students in the Stafford Triangle. Please give me a phone call so I can go on and on."*

2. Mary Kyle McCurdy, representing 1000 Friends of Oregon, 534 SW Third Avenue, Portland OR 97204 testified. *"We wish to commend the hard work of the Council, your Staff and your various advisory committees in getting us to the point. You are on the verge of adopting a blue print that will accommodate population and employment growth in the future, the Regional Urban Growth Goals and Objectives and this is quite a significant step. We urge you to adopt the RUGGOs so they may form the basis for the more specific and enforceable functional plans. Of most concern to the region right now is the development of the functional plan concerning interim measures, also referred to early implementation measures. The current draft of these consists of six overarching regional measures and fifty or so additional measures from which local governments may choose to implement. Most local governments are quite eager to begin implementing these interim measures and some already have because they realize the financial, legal and political consequences of not doing so. We believe that Metro has a critical window of opportunity now in which it can offer both carrots and sticks to local governments to implement the interim measures thereby preclude the need to expand the UGB for the twenty-year planning period and we recommend that you capitalize on this win-win opportunity. We offer the following suggested steps to do so: First, adopt the RUGGOs. You are scheduled to do that in December. As mentioned before, this is the first step. Second, adopt the interim measures and accelerate their implementation. MPAC has already endorsed the interim measures and there is regional consensus that these steps need to be taken by all local governments as soon as possible. The overarching interim measures do the following: They establish minimum densities, they change the zoning to reflect the Region 2040 Growth Concept, they reduce required parking minimums, they ensure protection of wetlands and watersheds, they protect employment areas, and they implement the Rural Reserves and Green Corridors. While the analysis of the impact of the interim measures is still being calculated. All data thus far indicates that early implementation of these measures over the next eighteen months to two years will result in considerable savings of land needed inside the UGB. We suggest that Metro offer local governments financial and other incentives to implement these measures such as through targeted use of TGM moneys. Third, we recommend that you do not make a UGB decision until at least 1997. Metro is under no*

*legal obligation to make such a determination until 1997 at the earliest. Right now, your schedule has you adopting a UGB for the year 2015 in 1996 and then schedules you to adopt another UGB for the year 2020 in 1997. We believe that's a rather unproductive schedule as it will distract from the work that Metro and local governments really need to be doing right now which is implementing the interim measures. Instead, we recommend that you pick one time to make a UGB determination and that be at least 1997 and that you and local governments use the next eighteen months to two years to implement aggressively the interim measures. Then, the need for UGB expansion can be measured against both the performance of local governments in carrying out their fair share of the 2040 Growth Concept and the actual development patterns since 1995. A time period of eighteen months to two years allows Metro and local governments who are doing their fair share to keep the heat on any recalcitrant local governments. We believe that this is critical because much evidence indicates that implementation of the interim measures and recent development patterns will result in a no expansion or a small expansion of the Urban Growth Boundary (UGB). First, there has been a market shift in lot size. The average single family lot size in the Metro region in 1995 appears to be, from a variety of data, in the 6500 - 7000 square foot range. Oregon Title projects that the market is moving quite quickly toward a 5700 square foot average single family lot size. This is quite a drop from the current 8000 square foot lot size estimated by your staff. Similarly, Oregon Title shows that about 12% of the new single-family home product in 1995 has been attached town houses and condominiums. Your modeling so far has estimated that today, that product was only at about 5% and you are predicting reaching 15% by 2015. Clearly, we are already well on our way to 2015 and we can do better. Redevelopment and infill: Metro's modeling apparently has not captured all of the residential redevelopment and infill that is occurring right now. In Portland, apparently about 50% of the new housing in the last year has gone on lots that the Metro model has already shown are developed region-wide. That number is about 30%. Therefore, even a relatively modest figure 15% residential redevelopment can save up to about 4300 acres on potential land needed inside the Urban Growth Boundary (UGB). Third, an oversupply of industrial land. Every analysis by your Metro staff has shown that we have more than a fifty-year supply of industrial land, particularly in the Hillsboro and Columbia/South shore areas. We recommend that this land supply be examined with as much scrutiny as the residential lands supply and, where appropriate, rezoned. We believe these steps, which are quite credible and conservative, will result in an ultimate determination that there is no need for Urban Growth Boundary (UGB) expansion for the twenty-year time period. My last point is, therefore, to designate a small urban reserve study area and remove all farm and forest lands from it. Farm and forest lands are the last option that you are supposed to choose when determining need for Urban Reserve Study Area. Your staff has estimated that there is a need for no more than 14,000 or so acres of urban reserve until the year 2040. There is approximately two to three times that amount of acreage in rural residential exception areas surrounding the Urban Growth Boundary (UGB) now. We do not believe that there is any legal justification for bringing in farm and forest lands into the urban reserve and we recommend that you drop those lands from the Urban Reserve Study Areas now. Thank you."*

**3. Tasha Harmon, Coalition for a Livable Future, 802 SE 27th, Portland OR 97214 testified. "I am going to tell you that The Coalition for a Livable Future and I wholeheartedly support the testimony that you just heard from Mary Kyle McCurdy and to express the appreciation of the Coalition for the hard work that you have all done on the RUGGOs. I think that they an enormous step forward. I want to particularly call your attention to the Fair Share housing language in Objective 17 and to the new Urban Vitality**



*Objective 21, both of which I think, are absolutely critical steps in building the kind of community and region that we want to see in 2040 and beyond."*

4. Robert Thomas, 2563 Pimlico Drive, West Linn OR 97058 presented testimony. *"I want to heartily endorse the Stafford Triangle's Task Force Alliance and its position which is also supported by the cities of Lake Oswego, Tualatin, and West Linn against any encroachment of urban growth into the Stafford Triangle or having any of it put into the status of Urban Reserve Study Area, or actual urban reserve status. We have had an undue amount of growth in our area. I believe we have taken far more than our share considering our relatively small size and this would devastate our area from the standpoint of livability for the traffic and the costs of infrastructure to service that area which could readily expand to over 3000 acres and many thousands of new residents. We just don't have the money, even at present, to finish supplying the infrastructure that the approximately 950 acres still available within West Linn and its present rural area that is going to be urbanized, called Tanner Basin. We have lots of land yet to be developed within our city but what I am here primarily to speak to is to oppose its very hypocritical on the part of our city, Lake Oswego, and our West Linn/Wilsonville School District of which was represented here today by Diane Wustrack to be, at the same time, invoking and hoping and pleading that you will not urbanize the Stafford Triangle and yet wanting to immediately grab 160 acres of that triangle for West Linn and some other acreage for Lake Oswego. In the case of Lake Oswego, I think it may be related to some threats of land owners against lawsuits, but in our case, this is a situation which will use school bond money to bring up a great deal of infrastructure to the top of our hill along the Rosemont ridge line so that the school will use the school bond money to pay for this infrastructure which is extremely expensive compared to the alternative site that the school has already purchased for a middle school and our city has not charged developers anywhere near the adequate SDCs. They should be about double what they are. The SDCs are bankrupt in Tanner Basin. They have used city SDCs to construct part of the infrastructure for Tanner Basin which is stealing from our city. We need that within the city and so here we have a city of West Linn with a school district now having turned its direction and willing to change its tactics and its future for the sake of our city and we are going to be faced with another big school bond issue next year and they are going to deplete a great deal more money for improving all the roads, bring up the water and the sewer and the storm equipment. I would just say that I believe that until you have answered the questions that have been raised by Mike Burton and others, I think Metro says that there are 50,000 acres and then he said, 'Well, I think it is only 40,000 and then when I talked to Metro staff, they are not sure whether that is buildable acres or whether there is only 17,00 buildable acres yet within the Urban Growth Boundary (UGB) before you need to move it, so on any Metro plan to consider moving the UGB to cater for future growth, I want to appeal to you to first find at what rate growth has been proceeding in the last five years. You need to find out how long it will take for these averages within the present UGB to be urbanized before you go looking for more land."*

Councilor McLain assured Mr. Thomas HB 2709 and those very issues of which he spoke are part of the analysis and the criteria.

5. Bibbe Lee, 5190 Firwood Place, West Linn OR 97058 testified. *"I simply wish to support the statements previously made as far as the Stafford Triangle land. I wish it to not be included in any study area, urban reserve area, until there are some financing mechanisms made public and I would personally like to see them as part of the RUGGOs as*

*opposed to simply setting a mandate for growth and figuring out how we are going to pay for it later with the massive infrastructure that is going to be needed. Thank you."*

6. Jerry Reeves, representing the J. C. Reeves Corporation, 4850 SW Scholls Ferry Road, Portland OR 97225 testified. *"The prior school speaker stated that the present land use process is not very friendly to schools and I would say that this state has not played hard enough ball with the schools to get them to update their outdated boundaries and cooperate between themselves to service the communities that they say they are service. My company has been in battles in the City of Tualatin for about six years now, trying to solve a problem that the Sherwood School District is now challenging the state and the neighboring school district over letting the kids go to the schools that are right across the street from that community and in this whole situation, I ended up with a black hat because I was the villain that actually went in and built the houses into that area even though that was the Urban Growth Boundary (UGB) and within the city of Tualatin. Now, your page 34 of the RUGGOs, under Neighbor Cities, 26.1, Coordination between Cities, Counties and Metro doesn't even mention schools and I know that has been an issue that I keep being told that schools are not part of what you deal with but you also are talking about rural reserve areas that will separate these cities and one of your selected places in Wilsonville is in the Sherwood School District so you are going to be planning for a community with urban level development inside the city of Wilsonville and bussing those kids to the city of Sherwood. Now, that, to me, flies in the face of all your goals and objectives and everything else. If schools will not cooperate and you can't get them to the table to deal with these boundaries that were drawn in the 1930s and 1940s, then I think you need to lay their district lines over your maps and find out where these study areas are and rate it some way to figure out where you are going to be splitting these neighborhoods and bussing the kinds because schools are a magnet. If you look at SB 100, it has a couple paragraphs in there on the siting of schools and it is the ultimate in land use planning so I don't understand how we are letting this glitch go forward. I think it should have been in this process a long time ago. This is the very issue that we challenged the first go-around on your concept. Now you are going down the road again ignoring this issue. Thank you."*

7. James Kuhl, representing Rosemont Property Owners Association, 445 S Rosemont Road, West Linn OR 97058 presented oral and written testimony, a copy of which is filed with these minutes.

8. Jolene Anne Segel, 8680 SW 155th Avenue, Beaverton OR 97007 testified. *"I would appreciate you considering my land as a part of Metro's Urban Reserve Study Areas. I am Map 45. I own 1/4 of 45 acres that abuts River Road just .9 of a mile from the sewage plant. Urban services such as water, sewer, public transportation are in place. There is a triangle of land and the end part of the land is just blocks from the Tualatin Valley Highway. The land is east of River Road and it sits in a triangle of already developed land. As Metro wrestles with the decision to find ways to solve the problem of increasing population, a study of this area appears to me to be the right thing to do. It is contemplation and the acquisition of knowledge that allow you to reach the best solutions for the good of the region. The process allows the time for you to study and I would most appreciate it if you would take the time and the opportunity to give careful consideration to this area to see if this land meets projected future needs of the region. Please study this land and see for yourself if this parcel is more feasible as urban land or as rural land. I thank you. And I thank you for the repeated opportunities to appear before you and I appreciate your kind consideration. Thank you."*

9. **Richard Hager, Councilor, City of Tualatin, PO Box 39, Tualatin OR 97062.** *"I have been on the Council for several years and active in the Stafford Triangle issue for about three-and-one-half years. I think you are very aware from the numerous position statements the Stafford Task Force has taken, over the past two-and-one-half to three years and the numerous memos and letters we have sent you. I think you are aware of the consistent position we have taken. It hasn't changed. I don't even need to restate it. What I would like to mention is that I live in a community that has increased by 700 percent in population in twenty years. Very few people in the state or probably in the world, would be able to sit here before you and say that. You probably suspect, by my age, that I did not come over in a covered wagon as that rate of growth might indicate. Certainly most other communities in the United States that could say that, that they are seven times larger than they were, you'd be talking to someone's great grandmother but that is not the case in Tualatin. Of course, several before me have alluded to the fact that there is some nebulous price attached to growth and I am certain that is true. Ten to twelve, fifteen years ago, in Tualatin, the combined water sewer bill would have run \$5.00. Now it is going to run between \$50 and \$60 and that is just an example. My own home assessment has gone up 300 percent. It went up 65% just in the few years since Measure 5 was passed. There is definitely a real price to be paid. I think we have also talked a little bit before about the cost of providing infrastructure and providing reservoirs and providing police and libraries. The cost of providing those things to the 3500 acres of the North Stafford Triangle is completely outside of the ability of the city to provide. It just can't happen again or we will all have to move out of Tualatin. We cannot pay the cost of developing the 3500 acres that were never in our urban services boundary. In the process of growing from 2000 people to 19,000 people now, we have done a lot of things. We have set minimum densities in all our planning districts. Every planning district is that way and it has been for quite some time. We are doing something very important there. We are also building single family subdivisions at six units to the acre. That is not being done widely but that does require some very small lot sizes. We have done over 400 units of that and, in fact right now, we are in the process of putting on-line, about 570 apartment units as we speak on about 46 acres on two sites. This has been the case in Tualatin for the entire 19 years that I have lived there. All I am asking you to keep in mind what the cities of Tualatin, Lake Oswego and West Linn have done as we have grown from small towns like Tualatin twenty years ago, to where we are now at 19,000 people. We have done a lot and I don't think we can afford to develop the 3500 acres next door. Thank you very much."*

10. **Robert Price of Stoel Rives, 233 SW Front Avenue Portland OR 97204** presented written testimony regarding their client Morse Brothers, Inc., a copy of which is filed with these minutes.

11. **Steven R. Schell of Stoel Rives, 233 SW Front Avenue Portland OR 97204** presented written testimony regarding their client Morse Brothers, Inc., a copy of which is filed with these minutes.

12. **Patty Mamula, 21357 Sweetbriar Road, West Linn OR 97058** presented oral and written testimony, a copy of which is filed with these minutes.

13. **Brian D. Grover, representing North Clackamas Chamber of Commerce, PO Box 369, Gladstone OR 97027** presented oral and written testimony, a copy of which is filed with these minutes.

14. Alice Schlenker, Mayor of the City of Lake Oswego, PO Box 369, Lake Oswego OR 97034. *"I have five quick points that I would like to make with you. The first point has to do with partnerships. As an elected official of the city and being a mayor, we have very broad input into numerous areas that impact our communities. Those broad areas have to do with striving to create partnerships that work for all of us. Just two days ago, I was with a group of people having to do with the federal deficit, interestingly enough, and we formed a partnership that talked about including the voice of local government as it relates to the role of our resources and what we are talking about is the federal government, as it goes through devolution, we are going to be taking on numerous new roles at the local level and also accepting the costs for transportation, Medicaid, and so on. That is a brand new role. We need to have a voice at that table. Again, just a few weeks ago, we met with Governor Kitzhaber and other people talking about a partnership and we established the principles of a partnership, again to take over the role and responsibilities and talk about the costs of what is going to happen at the local level. Of course, our third partner is you, Metro and we have been a partner with you in terms of helping to pass Greenspaces and in terms of having helped to pass the light rail bill. All of those costs, of course, are going to come back to us but they will also enhance the livability of our area. So I want you to know that we are very much aware of our responsibility but our resources are minimal and we are going to have to do a great deal of planning for the future. The second point that I would like to talk about is studies. I reacted strongly to John Kvistad's proposal to now study all of the 3500 acres in the Stafford area for potential urbanization about two weeks ago and I will continue to react strongly to such a proposal; not, as some claim, because we are a wealthy community and don't want any growth but because we, along with our neighboring cities, the county and the school districts and residents of the area have studied this issue for four years and we have given you good reasons why urbanization of the North Stafford area does not make sense for us and for the region. Once again, you are very much aware of what I am saying because you, too, are studying the issues. We have three volumes of the Colt study,, having to do with sewer issues region-wide. Within our urban service area only, not expanding the Urban Growth Boundary (UGB) but just what we are going to have to be responsible for in the near future will be close to \$20 million to the city of Lake Oswego and that is just within our urban service area. The water study that you talked about - we are not quite sure what those costs will be but we know that for capital improvements existing for our water treatment plant to serve again the population within our urban service area, that we are probably up to \$15 million to \$20 million. We feel that these costs are highly significant in terms of our tax payers. As you know, West Linn's votes just told the city council there that they would be determining the rates for water in the future, not the city council and we see this movement in this tax revolt against local governments and governments of all levels because people simple are not willing and cannot pay for the costs. The third issue I would like to talk about is growth. I have learned that issues just don't happen on the spur of the moment or in a vacuum. I know that the citizens of Lake Oswego weren't born yesterday. They have been tried and tested and trained by our land use planning system which emphasizes above all else, rational planning and citizen involvement. When they believe that irrational planning is underway and citizen involvement is being thwarted, they get emotional. The last area for major growth in Lake Oswego is our downtown area which is the town center and which is included on your map. We have been planning for this. That is 2.8 acres in the middle of downtown Lake Oswego. We feel that none of this has come easily. You are in a little different position than we are. Nearly each and every land use matter that has come before the city council has been appealed by our citizens. Therefore, we take very seriously our citizens' concerns. We believe that that this is serious business and we are not just planning for the future in the face of tremendous growth. We must also earn the*

*confidence and support of our citizens if we ever hope to implement the 2040 plan. Quite frankly, this was the reason that we held our rally in Lake Oswego because we sincerely wanted to pull all of our people together to understand what the issues and concerns were with regard to the 2040 concept and that we, in fact as a city, would approve the 2040 concept map as it had been proposed. It just so happened that the 3500 acres were pulled in at the last minute; none of us were aware of it and the timing coincided. We have also been accused of taking a position that this is somehow not fair to the rest of the region - that we do not support the 3500 acres. I am not aware of any criteria in the RUGGOs or 2040 that requires that we should somehow distribute employment and population across every landscape. I believe the Future Vision and the 2040 Concept call for the just opposite. It says that we will do things differently; that we will not continue to expand in all directions regardless of the consequences in terms of jobs, housing balance, transportation system efficiency and a compact urban form that maintains separation of cities and is cost-effective in the provision of services. Speaking for Lake Oswego in my closing remarks, we have participated in the technical process underway at the staff level for several years and most intensely in the last year to allocate future employment and population growth in a responsible way. We commented initially that the first round of allocations made some assumptions about redevelopable land. I want you to know that our staff is meeting with your staff tomorrow to review the allocation estimates in more detail. I expect that they will be able to reach an agreement on Lake Oswego's population and employment allocations that reflect a more accurate expectation on the part of Metro and a greater challenge to the city to achieve what you are expecting. We are willing to work with you. In closing, I would simply like to say that we do not want to expand any more scarce resources and time on finding out what we already know: The Stafford area, the 3500 acres, is not a logical or cost-effective place to urbanize. We do believe and our values have shown us in our city, that it is important to value green as much as greenbacks."*

15. Gussie McRobert, Mayor, City of Gresham testified. "MPAC unanimously voted to ask Metro to ask all the local governments to step up and even increase their densities beyond the 2040 densities. This would mean that the twenty-year land supply does not have to be based upon big lot sprawl but can be based on a more compact planning strategy. At the same meeting, a lot of concern was expressed about the time line that we have for studying the Urban Growth Boundary (UGB) amendments. One for the 2015 forecast which is not that far off (next spring) and then again, when we do the regional framework plan. It is a huge amount of staff time and we would hope that somewhat we could manage to just do that one time instead of having to turn around and do it again in just a few months. I know you are about through with this and you are probably more relieved than we are even, but I would just ask you not to sell our future short. There will be those who argue for the status quo but I assure you there are enlightened developers out there. I met with two of them this morning and one, the President of Village Properties gave me permission to speak for their plans in Gresham. They plan, this next year, \$25 million worth of developments. They represent small box retailers like Walgreen's, the Blockbuster Video, Petco, and those kind of stores. Most of these are infill projects so they don't really count on the parking ratio sheet as a shopping center but they have been willing to totally shift their site plans so that they meet our transportation plans. The building orientation is up to the street which is in the state transportation planning rule. They are willing to follow our architectural standards which were upheld by LUBA from the Homebuilder's appeal of our plan. They are willing not to have any parking or maneuvering or queuing of cars between the street and the building. These are what some would say monumental changes but they have been very willing to do it because they want to do business in Gresham. This is a valuable market. We do not have to sell ourselves cheap."

*They have been willing to do less parking. I would urge you not to be afraid of parking maximums. Using Walgreen as an example, their preference for their 14,000 square foot box is 60 parking spaces. They are willing to do only 51 and in a phased development, using part of that later for another building. If you compare that with the parking standards, these are infill projects so you can't really count them as a shopping center but their average is 3.6 spaces per 1,000 square feet of retail. If you figure a shopping center, the maximum would be 5.1. They are well under that maximum already. The only other comparison at all was the supermarket and the maximum would be 3.7. They are thus under 3.6. I would urge you not to be afraid of that and not to sell our future short. I appreciate all the house you have spent on this matter.*

Presiding Officer Ruth McFarland asked Mayor McRobert how much effect the increased densities and infill, of which Mayor McRobert spoke, would have upon those governments that have not come willingly to that view?

Mayor McRobert replied, *"I think it will in a couple of ways. First, you can find out that there is strong support for minimal expansion or no expansion of the Urban Growth Boundary (UGB) and everybody has to have their fair share. I know that there are a couple of cities, and it is not Lake Oswego, who are strong 'don't expand the UGB' but are doing huge one-acre lots. Well, folks, you can't have it both ways. They have to be responsible and they have to take their fair share of the allocation. The leverage you have is that if they don't they don't get transportation money. There was much discussion when the charter was being put together, on what one of the members kept calling 'the hammer' that Metro needed. The hammer is the money. You don't play the game, you don't get paid. I think that is a big lever. Then, we have some responsibility, too, to work on those people. I promise you that we will do that."*

16. John Pullen, 18 Britten Court, Lake Oswego OR 97035 testified. *"I am opposed to expanding the Urban Growth Boundary (UGB) in the Stafford area. I am further opposed to an urban study of the Stafford Basin. The area has been studied to death. The last study was done by the Stafford Area Task Force. If more information is required by Metro for this area, just contact the cities of Lake Oswego, West Linn, or Tualatin. They are loaded with information. I am here today to show the Metro Council that there is citizen support for the viewpoint of our elected officials of Lake Oswego, West Linn and Tualatin. They have all given you excellent input and they have expert planners on their city staffs. Tom Coffee, the City of Lake Oswego Assistant City Manager and Planning Director knows the problems which would be associated with the development of the Stafford area like the back of his hand. Many in the press and elsewhere rely on his expertise. I am not against urban growth. At the same time, I do not want the home-building industry to saddle me with a lot of unnecessary taxes due to the development of an area that will have water problems, sewage problems, school problems, road problems and many other types of problems. From what I have read in the newspapers, Metro has heard loud and clear from the public how it feels about expanding the Urban Growth Boundary (UGB). Please do not turn a tin ear to our views on this matter. You were all elected to represent the people you serve. In closing, I am just sorry that Mike Burton is not here today. In closing, I will repeat a line that Mike Burton wrote in a letter to the citizens of the region, 'that mandate to preserve and enhance the quality of life and the environment for ourselves and future generations is Metro's primary responsibility.' Now I think that I can live with that. Thank you."*

17. Matt M. Finnigan, 3700 Upper Drive, Lake Oswego OR 97035 testified. *"We have elected our officials. They have come to you and talked. Word has come back to the*

*neighborhood associations and community that we are not being heard and that we haven't had the people here. I would only share with you a little bit of an experience. In Lake Oswego, one of the biggest assets we have is volunteers. Our committees, our boards are very well staffed by the citizens of Lake Oswego. From that, we are given the opportunity listen to lots and lots of people. We are currently underway in Lake Grove, where I live, one of two neighborhoods who have been identified to develop a neighborhood plan. We are in that process right now and we are trying to look at how we can accept more density, have our streets functions better and so forth. We are trying to work again within the city limits, because when we drew that some twenty years ago, we looked at what could Lake Oswego service properly. And with that, then we have worked towards that in infilling and, to my knowledge, the city has done a very good job of infilling. We are almost to the guideline that Metro has set plus to infill but we are even looking at the new challenged that we are offering us which is how can we accept more density and we are looking at the town centers, etc. In closing, I would only offer you that we don't need to go outside. Let us have some time to develop within it. I can only assure you that the neighborhoods are in support of the city's position to everyone. We also even have a Coalition that meets every first Saturday and they are also on the records. I believe they have come and talked to you about it so the community of Lake Oswego is informed. They just don't turn out in great numbers other than what you saw at our rally and it has been described as an emotional but, again, I don't think of any time when I have seen a public notice come out where we have had 300 people. I would encourage you not to the extend the study. Give us the opportunity develop within the Urban Growth Boundaries."*

18. **Bill Klammer, City of Lake Oswego testified.** *"I am here today to demonstrate my support for the position we have taken as a city in opposition to any expansion of the Urban Reserve Study Area in the North Stafford area. By now, you may be getting tired of hearing from us on this subject. We would prefer to not have to keep reminding you of our opposition to the urbanization of the North Stafford area but since this is still a possibility that some of you want to consider, I believe it is our responsibility to continue to represent the interests of our citizens in these proceedings. We feel that the North Stafford area will be more expensive to serve than most other areas around the Urban Growth Boundary (UGB). Direct costs of development would be passed on to new residents and indirect costs, like schools, police and fire protection, recreation programs and libraries would be added to the taxes and utility rate paid by all of us. Every one would end up paying for the benefits that are derived by a few. Another factor contributing to the higher cost of development is the terrain in the North Stafford area. It is not flat. Based upon your staff's analysis of 47 existing and potential additions to the Urban Reserve Study Areas, only seven others have a slope equal to or greater than the 12% which characterizes the North Stafford area. It is not likely that the density of 5.9 units per acre that was assumed in the utility feasibility analysis you commissioned could be achieved. As a result, the per unit cost of developing this area would be even higher than most other Urban Reserve Study Areas. If providing cost-effective services and affordable housing for existing and future residents is among your planning objectives, the North Stafford area is not an area that will enable this region to achieve either."*

19. **Dorothy Rogers, representing Palisades Neighborhood Association, 17211 SW Robb Place, Lake Oswego OR 97034 testified.** *"We have sent you a letter dated October 18, 1995, which ran into quite a lot of detail about of feelings on this but I wanted to remind you again that there are many of us here today because of our concern regarding the Stafford growth issue. As Chair of Palisades Neighborhood Association, which comprises approximately 1400 homes, I have been contacted by many, many, many neighbors who*

*are deeply worried about the cost of this rate of quick expansion. We are not elitist. We welcome new neighbors so they may enjoy the lifestyle we now have. However, water, sewer and roads, not to mention traffic; we are overwhelmed with them by this time. You have heard from many experts with excellent, sophisticated testimony on this. I am not saying anything new. These people have expressed it very well. But we say, 'Let the people come. But let them come at a rate we can pay for and absorb.' We need your help. We are asking you please help us achieve this."*

20. Linly Ferris, representing Joe Hanauer, 101 SW Main, Portland OR 97204 testified. *"I represent Joe Hanauer who is the property owner of one of the sites under consideration for addition to the Urban Reserve Study Area. Site No. 64 is the one under consideration. The site owned by my client is a 188 acre tract located in unincorporated Washington County. It is owned by a single owner. It is zoned AF20 and AF5 which is not an EFU zone in Washington County. I just want to emphasize a couple of points as to why this is an appropriate site for the Urban Reserve Study Area. First of all, it is not an of an appropriate size for agricultural use. Mr. Hanauer has leased the property to a farmer who, after two years of trying to sustain yields, gave up and we think that no other farmer would be willing to, given the amount of herbicides and the trees that are located on the property. Second, this is a good opportunity. It is a single tract of 188 acres, located adjacent to the Urban Growth Boundary (UGB). We have a great opportunity here to use one piece of property for planning. Finally, this is in an area of poor job and housing mix. We have an increasing number of jobs out in the western portion of the metro area and yet we don't have increasing housing to accompany the increasing jobs and therefore, this is in an area that certainly should be involved in the Urban Reserve Study Areas."*

**Announcements from Metro Growth Management Committee Chair Susan McLain:**

1. The Committee and Staff will begin a point by point review of the sites under discussion today. Information will be received from Staff today with a short presentation and an opportunities for the Councilors to ask questions about particular pieces of the information received last Friday, specific sites or the Growth Concept Map.
2. After Thanksgiving week, the Committee will hold a meeting on November 30. This is a night meeting, scheduled to begin at 7 PM . The specific purpose for this evening meeting is to afford the public a final opportunity to submit testimony. Amendments may be offered by Councilors at this meeting. Public issues will be addressed at this meeting by the Councilors. If amendments have not been formally been entered into the process by a Councilor, they must be brought forward by the Councilors. The Committee will also be receiving recommendations by Councilors, Staff, or the Executive Officer. The final recommendations must be brought forward by the aforementioned parties on November 30, 1995. The final opportunity for public testimony will this evening.
4. December 7, 1995. Work Session with final revision and adoption. No public testimony will be received on this date. The public is welcome to come and listen to the discussion on this date.

**6. ORDINANCES - SECOND READING**

- 6.1 Ordinance No. 95-616. Amending the FY 1995-96 Budget and Appropriations Schedule for the Purpose of Reorganizing the Staff of the Council Office, Creating New Positions, Reducing Staffing Levels for the Office of Citizen Involvement, and Declaring an Emergency



The clerk read Ordinance No. 95-616 by title, only.

Councilor McLain reminded the Council that in late August they began a review and the review was to look at the structure of the Council staff and look at the configuration of resources and to decide if after six months' or seven months' review of the process in place since January 1995 with the new Council if the Council was pleased with the results of the configuration of staff and use of resources. During that time, the Council had a couple of Work Sessions and have had the opportunity to speak together about this issue. Councilor McLain said she felt very strongly that this issue was started for two reasons. One, the Council wanted to do a better job serving the public, serving the committees, and serving Council work. Two, it had been a concern of hers that the Metro CCI was not pleased with the type of service they receiving, and they wanted more stability. She said it had been brought to her attention after the Work Session that the Council is not there yet in terms of having the entire Council agree with actually changing the configuration at this time. She said because of that, she feels it is real important for the Council to continue to work together in a situation where the Council will be giving each other an ear to listen what the Council thanks is really important for its staffing and for the public review. She said the Metro CCI had a member at the Meeting who wanted to speak to this issue. Councilor McLain said it is going to be her hope that she will be allowed to withdraw this Ordinance, and that the Council would continue to work on this issue because she does not believe there is simply is not any conclusion with which the majority of the Council is satisfied.

Presiding Officer McFarland said that if Councilor McLain wanted to withdraw Ordinance No. 95-616, since it belonged to the Body, it would require a vote of the Body to withdraw the Ordinance.

Presiding Officer McFarland said she would like to put this question of staffing before the Government Affairs Committee after it has been withdrawn. She said she wanted to let it go through a process of discussion of open and full and public discussion in which all have their words to say about how we feel about how we need to address this question further.

**Motion:** Councilor McLain moved to withdraw Ordinance No. 95-616

**Vote:** The six Metro Councilors present voted unanimously to permit Councilor McLain's withdrawal of Ordinance No. 95-616. Councilor Morissette was not present for the vote.

Presiding Officer McFarland opened Public Testimony at 4:43 p.m.

Aleta Woodruff, Metro CCI Member, said Mr. Ric Buhler, Chair of the Metro Committee for Citizen involvement, was unable to testify. Mr. Buhler submitted a copy of his letter covering the concerns of the Members of the MCCI on staffing problems for each of the Councilors through Ms. Woodruff. Ms. Woodruff indicated she would read part of the letter for the record. *"Item one, this Metro Council promised the current MCCI .45 support staff, and MCCI would like to maintain that. I am aware that some Councilors and staff feel that this is excessive, and I suppose it is one opinion. However, that issue is sure to be raised at future budget discussions, and MCCI will be required to justify all cost similarly as other Metro departments. MCCI welcomes that opportunity. But remember, that discussion is for future budget allocations. The current operations have already been budgeted and this Council promised .45 staff to help MCCI with its Council-approved work plan and we would like this Council to uphold this promise. Item number two, it is obvious to all outside*

*observers of the Council Office that the staffing situation is dynamic to say the least. MCCI cannot pass judgment because we do not know all the facts. However, I believe it is safe to say that all parties involved, MCCI, Council, and staff can improve on the issue. MCCI can wholeheartedly support any reconfiguration that the Councilors deem appropriate for their staffing needs as long as current budget allocations are maintained MCCI .45 staff for the current fiscal year. For example, it does not matter to MCCI if you have one analyst or two clerks if it costs the same. Council needs to decide for itself if it needs more higher paid heads or lower paid, but still extremely important, hands. Personally, I feel that Council was elected was elected for their minds. Therefore, MCCI sees the staffing issue as a dollars issue and not a body count. Item number three, MCCI wants Council to realize that MCCI respects their authority to organize their own office. However, the MCCI would like the same consideration with its own resources, the .45 staff. Several on the Committee feel that we have not been able to utilize our budgeted resources to accomplish the task this Council has assigned. Item number four, the last point is that MCCI would appreciate a written policy for various salient issues such as where in the Council organization the MCCI Committee is to submit support documentation for its budget items. We feel this is important so that information can reach all the appropriate parties needing it. The MCCI sees that as being the Office Manager, but that will be ultimately be for the Council to decide."* Ms. Woodruff thanked the Council for allowing her to read Mr. Buhler's letter into the record. She said the item number four does not directly deal with the staffing issue, and MCCI would like a reply to item number four.

Councilor McLain said she really appreciates the comments. She said the Metro CCI has spent two Full Committee Meetings and one Steering Committee Meeting dealing with Councilors attending their Meetings on this issue. She went on to say she really appreciated their thoughtfulness and their consideration on this issue. Councilor McLain said that on the fourth item, they were told by the Budget Analyst that as long as the Metro CCI got information to John Houser that they could, indeed, input the process. This is who she told them was the appropriate person. She believes it should be put in writing. Councilor McLain asked if the Council could reply within a timely period of possibly a week.

Presiding Officer McFarland said the Council would respond to the MCCI in writing. She went on further to say that, to her knowledge, Councilor McLain was accurate in the information she conveyed to the MCCI. She said as long as the MCCI is where it is now, the appropriate place for them to have information for next year's budgeting with our staff and with our analyst.

Presiding Officer McFarland closed Public Testimony at 4:50 p.m.

**11. COUNCILOR COMMUNICATIONS: None**

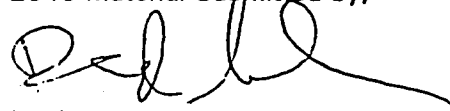
There being no further business to come before the Council, Presiding Officer McFarland adjourned the Meeting at 4:51 p.m.

Submitted by,



Cora Elizabeth Mason  
Council Assistant

2040 Material Submitted by,



David Aeschliman  
2040 Recording Clerk

Metro Council Meeting  
Thursday, November 30, 1995

**5.1 Ordinance No. 95-625, Amending the Regional Urban Growth Goals and Objectives, and Adopting Metro 2040 Growth Concept and Metro 2040 Growth Concept Map**

BEFORE THE METRO COUNCIL

AMENDING THE REGIONAL URBAN GROWTH ) ORDINANCE NO. 95-625  
GOALS AND OBJECTIVES, AND ADOPTING )  
METRO 2040 GROWTH CONCEPT AND METRO ) Introduced by Councilor McLain  
2040 GROWTH CONCEPT MAP )  
)

WHEREAS, Metro adopted land use regional goals and objectives called Regional Urban Growth Goals and Objectives (RUGGO) in September 1991, as required by state law ORS Chapter 268; and

WHEREAS, During consideration of the Metro 2040 Growth Concept and 2040 Growth Concept Map and RUGGO amendments, local governments requested additional time for further analysis and discussion of the 2040 Growth Concept; and,

WHEREAS, Resolution No. 94-2040-C, adopted by the Metro Council on December 8, 1994, established the Metro 2040 Growth Concept text and map, and proposed them as additions to the RUGGO; and,

WHEREAS, A refinement process of additional technical analysis and public review was directed by the Metro Council; and

WHEREAS, A refinement process has been carried out and substantial changes derived from that process are now reflected in the amended 1995 RUGGO, Metro 2040 Growth Concept and 2040 Growth Concept Map; and

WHEREAS, The Metro Policy Advisory Committee (MPAC) has addressed further amendments to RUGGO Goal II as referenced in Resolution No. 94-2040-C, Section 4; and

WHEREAS, The MPAC, Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), Transportation Policy Alternatives Committee (TPAC), bodies representing local governments throughout the region, and other interested parties have reviewed and now recommend to the Metro Council adoption of the amended RUGGO, the Metro 2040 Growth Concept and 2040 Growth Concept Map, now, therefore,

////

**THE METRO COUNCIL HEREBY ORDAINS AS FOLLOWS:**

1. The 1995 RUGGO included in this Ordinance as Exhibit A, are hereby adopted, including the Metro 2040 Growth Concept; and
2. The Metro 2040 Growth Concept Map, the geographic expression of the Metro 2040 Growth Concept.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 1995.

\_\_\_\_\_  
J. Ruth McFarland, Presiding Officer

**ATTEST:**

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

MT/erb  
I:\GMM\MARKT\ORD.WPD  
11/1/95

## STAFF REPORT

### CONSIDERATION OF ORDINANCE NO. 95-625 AMENDING THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES, AND ADOPTING METRO 2040 GROWTH CONCEPT AND METRO 2040 CONCEPT MAP

Date: November 21, 1995

Presented by: John Fregonese,  
Growth Management Services

#### BACKGROUND

On December 8, 1994, Metro Council adopted Resolution No. 94-2040-C, which accepted the work products of the Region 2040 process for Metro's continued planning. This Resolution included the Metro 2040 Growth Concept and 2040 Growth Concept Map for addition to Regional Urban Growth Goals and Objectives (RUGGO) and states the process for refinement and implementation of the Metro 2040 Growth Concept and Map.

When Metro Council acted in December 1994, adoption was made by resolution rather than by ordinance. This was done to give local jurisdictions and other interested parties additional time to review and refine the Metro 2040 Growth Concept, 2040 Growth Concept Map and the proposed RUGGO changes.

Resolution No. 94-2040-C directed Metro staff to carry out a refinement process of additional technical analysis and public review guided by policy considerations outlined in the resolution. Refinement of the Metro 2040 Growth Concept Map has been made with over 120 individual or category changes as suggested by local jurisdictions. In addition, proposed text changes to the RUGGO and 2040 Growth Concept have been made.

During the refinement process, a period of 11 months, Metro Technical Advisory Committee (MTAC) met 12 times to consider analysis and refinements and Metro Policy Advisory Committee (MPAC) met nine times. In addition, the Joint Policy Advisory Committee on Transportation (JPACT) and Transportation Policy Alternatives Committee (TPAC) met and reviewed the refinements. Five open houses were held during that period to solicit citizen involvement. The Metro Land Use Planning Committee and Council held 13 public hearings and work sessions to consider the 2040 Growth Concept Map and RUGGO amendments.

The revisions and refinements are now considered to be consistent with those policy considerations outlined in Resolution No. 94-2040-C.

DRAFT REGION 2040 OCTOBER 1995  
 Decisions for Tomorrow

# 2040 Growth Concept

Note: Urban Reserve Study Areas indicate those areas within Urban Reserve Study Areas that are subject to future study. Urban Reserve Areas may be subdivided. Designation of urban reserve areas shall be contingent upon the completion of the Urban Reserve Study Areas and the Urban Reserve Study Areas.

1000 NORTH EAST GRAND AVENUE | FORTLEWIS, WASHINGTON 98004-0001



1000 2000 3000 4000

## LEGEND Clark County

- Farm and Wood Land
- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- General Commercial City Center
- Public Facility
- Light Industrial
- Heavy Industrial
- Parks & Open Space
- Urban Reserve Study Area
- Metropolitan City Center
- Activity Center
- Town Centers
- Rural Reserve



## LEGEND Metropolitan Region

- Central City
- Regional Centers
- Town Centers
- Inner Neighborhoods
- Outer Neighborhoods
- Employment Area
- Industrial Area
- Corridor
- Main Street
- Proposed Regional Thoroughway
- Potential Regional Thoroughway
- Green Corridor
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignment
- Potential HCT Station
- Light Rail Station
- Potential Light Rail Station
- International Airports
- Regional Airports
- Interstate
- Intermodal Rail Yard
- Rail Distribution Network
- Surface Park Use
- Urban Reserve Study Area
- Rural Reserve
- Open Space
- Urban Growth Boundary
- Neighboring Cities
- Public Parks



## Regional Urban Growth Goals and Objectives Table of Contents

Introduction .....	2
Background Statement .....	3
 Goal I: Regional Planning Process .....	 5
Objective 1: Citizen Participation .....	5
Objective 2: Metro Policy Advisory Committee .....	6
Objective 3: Applicability of RUGGOs .....	6
Objective 4: Urban Growth Boundary Plan .....	7
Objective 5: Functional Plans .....	8
Objective 6: Regional Framework Plan .....	10
Objective 7: Periodic Review of Comprehensive Plans .....	10
Objective 8: Implementation Roles .....	11
Objective 9: Future Vision .....	13
Objective 10: Performance Measures .....	13
Objective 11: Monitoring and Updating .....	14
 Goal II: Urban Form .....	 16
II.1 NATURAL ENVIRONMENT .....	16
Objective 12: Watershed Management and Regional Water Resources .....	16
Objective 13: Water Supply .....	17
Objective 14: Air Quality .....	17
Objective 15: Natural Areas, Parks and Wildlife Habitat .....	18
Objective 16: Protection of Agricultural and Forest Resource Lands .....	20
II.2 BUILT ENVIRONMENT .....	21
Objective 17: Housing .....	21
Objective 18: Public Services and Facilities .....	22
Objective 19: Transportation .....	23
Objective 20: Economic Opportunity .....	26
Objective 21: Urban Vitality .....	26
II.3 GROWTH MANAGEMENT .....	28
Objective 22: Urban/Rural Transition .....	28
Objective 23: Developed Urban Land .....	30
Objective 24: Urban Growth Boundary .....	31
Objective 25: Urban Design .....	32
Objective 26: Neighbor Cities .....	34
II.4 METRO 2040 GROWTH CONCEPT .....	35
Exhibit A: Growth Concept Map .....	50
Glossary .....	51



1 **Introduction**

2  
3 The Regional Urban Growth Goals and Objectives (RUGGOs) have been developed to:

- 4  
5 1. guide efforts to maintain and enhance the ecological integrity, economic viability, and  
6 social equity and overall quality of life of the urban region;  
7  
8 2. respond to the direction given to Metro by the legislature through ORS ch 268.380 to  
9 develop land use goals and objectives for the region which would replace those  
10 adopted by the Columbia Region Association of Governments;  
11  
12 3. provide a policy for the development of the elements of Metro's regional framework  
13 plan and its implementation of individual functional plans; and  
14  
15 4. provide a process for coordinating planning in the metropolitan area to maintain  
16 metropolitan livability.  
17

18 The RUGGOs are not directly applicable to local plans and local land use decisions.  
19 However, they state regional policy as Metro develops plans for the region with all of its  
20 partners. Hence, the RUGGOs are the building blocks with which the local governments,  
21 citizens, the business community and other interests can begin to develop a shared view  
22 of the region's future.  
23

24 The RUGGOs are presented through two principal goals, the first dealing with the planning  
25 process and the second outlining substantive concerns related to urban form. The  
26 "subgoals" (in Goal II) and objectives provide clarification for the goals. The planning  
27 activities reflect priority actions that need to be taken to refine and clarify the goals and  
28 objectives further.  
29

30 Metro's regional goals and objectives required by ORS 268.380(1) are in RUGGOs Goals I  
31 and II and Objectives 1- 23 only. RUGGOs planning activities contain implementation  
32 ideas for future study in various stages of development that may or may not lead to  
33 RUGGOs amendments, new functional plans, functional plan amendments, or regional  
34 framework plan elements. The regional framework plan, functional plans and functional  
35 plan amendments shall be consistent with Metro's regional goals and objectives and the  
36 Growth Concept, not RUGGOs planning activities.

37 **Background Statement**

38  
39 Planning for and managing the effects of urban growth in this metropolitan region involves  
40 24 cities, three counties, and more than 130 special service districts and school districts,  
41 as well as Metro. In addition, the State of Oregon, Tri-Met, the Port of Portland, and the  
42 Boundary Commission all make decisions which affect and respond to regional urban  
43 growth. Each of these jurisdictions and agencies has specific duties and powers which  
44 apply directly to the tasks of urban growth management. In addition, the cities of  
45 southwest Washington and Clark County, though governed by different state laws, have  
46 made significant contributions to the greater metropolitan area and are important to this  
47 region. Also, nearby cities within Oregon, but outside the Metro boundary, are important to  
48 consider for the impact that Metro policies may have on their jurisdictions.

49  
50 Accordingly, the issues of metropolitan growth are complex and inter-related.  
51 Consequently, the planning and growth management activities of many jurisdictions are  
52 both affected by and directly affect the actions of other jurisdictions in the region. In this  
53 region, as in others throughout the country, coordination of planning and management  
54 activities is a central issue for urban growth management.

55  
56 The Metro Council authorized the development of goals and objectives. These goals and  
57 objectives are the result of substantial discussion and debate throughout the region for  
58 over two years. On a technical and policy basis jurisdictions in the region as well as the  
59 Metro Council participated in crafting these statements of regional intent. Specifically,  
60 these goals and objectives have been analyzed and discussed by: the Metro Technical  
61 Advisory Committee comprised of staff land use representatives and citizens from  
62 throughout the region; the Transportation Policy Advisory Committee made up of staff  
63 transportation representatives and citizens from the region; the Metro Policy Advisory  
64 Committee, composed of elected officials and citizens from the region and the Joint Policy  
65 Advisory Committee on Transportation, which includes elected officials and citizens from  
66 the region.

67  
68 Goal I addresses coordination issues in the region by providing the process that the  
69 Metro Council will use to address areas and activities of metropolitan significance. The  
70 process is intended to be responsive to the challenges of urban growth while respecting  
71 the powers and responsibilities of a wide range of interests, jurisdictions, and agencies.

72  
73 Goal II recognizes that this region is changing as growth occurs, and that change is  
74 challenging our assumptions about how urban growth will affect quality of life. For  
75 example:

- 76  
77 ●overall, the number of vehicle miles traveled in the region has been increasing at a rate  
78 far in excess of the rate of population and employment growth;

79

- 80 ● the greatest growth in traffic and movement is within suburban areas and between  
81 districts in the urban area.
- 82
- 83 ● Areas in the region with good transit service and compact land uses designed to serve  
84 transit currently use transit for about 9 % of trips and walking and biking for about 31%  
85 of trips for a total of about 40% non-auto trips, while in other areas of the region these  
86 modes only account for about 10%;
- 87
- 88 ● to this point the region has accommodated most forecasted growth on vacant land  
89 within the urban growth boundary, with redevelopment expected to accommodate very  
90 little of this growth, even though recent statistics suggest that a significant amount of  
91 growth of jobs and households is occurring on lands we currently count as developed;
- 92
- 93 ● single family residential construction is occurring at less than maximum planned  
94 density;
- 95
- 96 ● rural residential development in rural exception areas is occurring in a manner and at a  
97 rate that may result in forcing the expansion of the urban growth boundary on important  
98 agricultural and forest resource lands in the future;
- 99
- 100 ● a recent study of urban infrastructure needs in the state has found that only about half  
101 of the funding needed in the future to build needed facilities can be identified.
- 102

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

110

111 The challenge is clear: if the Portland metropolitan area is going to be different than other  
112 places, and if it is to preserve its vaunted quality of life as an additional people move into  
113 the urban area in the coming years, then a cooperative and participatory effort to address  
114 the issues of growth must begin now. Further, that effort needs to deal with the issues  
115 accompanying growth – increasing traffic congestion, vanishing open space, speculative  
116 pressure on rural farm lands, rising housing costs, diminishing environmental quality,  
117 demands on infrastructure such as schools, water and sewer treatments plants – in a  
118 common framework. Ignoring vital links between these issues will limit the scope and  
119 effectiveness of our approach to managing urban growth.

120

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

123 **GOAL I: REGIONAL PLANNING PROCESS**

124  
125 Regional planning in the metropolitan area shall:

- 126  
127 I.i Fully implement the regional planning functions of the 1992 Metro Charter;
- 128  
129 I.ii Identify and designate other areas and activities of metropolitan concern  
130 through a participatory process involving the Metro Policy Advisory Committee  
131 (MPAC), cities, counties, special districts, school districts, and state and regional  
132 agencies such as Tri-Met, the Regional Arts and Culture Council and the Port of  
133 Portland; and
- 134  
135 I.iii Occur in a cooperative manner in order to avoid creating duplicative  
136 processes, standards and/or governmental roles.

137  
138 These goals and objectives shall only apply to acknowledged comprehensive plans of  
139 cities and counties when implemented through the regional framework plan, functional  
140 plans, or the acknowledged urban growth boundary (UGB) plan.

141  
142 **Objective 1. Citizen Participation**

143  
144 Metro shall develop and implement an ongoing program for citizen participation in all  
145 aspects of the regional planning program. Such a program shall be coordinated with local  
146 programs for supporting citizen involvement in planning processes and shall not duplicate  
147 those programs.

148  
149 1.1 Metro Committee for Citizen Involvement (Metro CCI). Metro shall establish a Metro  
150 Committee for Citizen Involvement to assist with the development, implementation and  
151 evaluation of its citizen involvement program and to advise the MPAC regarding ways to  
152 best involve citizens in regional planning activities.

153  
154 1.2 Notification. Metro shall develop programs for public notification, especially for (but  
155 not limited to) proposed legislative actions, that ensure a high level of awareness of  
156 potential consequences as well as opportunities for involvement on the part of affected  
157 citizens, both inside and outside of its district boundaries.

158

159 **Objective 2. Metro Policy Advisory Committee**

160  
161 The 1992 Metro Charter has established the MPAC to:

- 162  
163 2.i assist with the development and review of Metro's regional planning activities  
164 pertaining to land use and growth management, including review and  
165 implementation of these goals and objectives, development and implementation of  
166 the regional framework plan, present and prospective functional planning, and  
167 management and review of the region's UGB;
- 168  
169 2.ii serve as a forum for identifying and discussing areas and activities of  
170 metropolitan or subregional concern; and
- 171  
172 2.iii provide an avenue for involving all cities and counties and other interests in  
173 the development and implementation of growth management strategies.

174  
175 2.1 The MPAC Composition. The initial MPAC shall be chosen according to the Metro  
176 Charter and, thereafter, according to any changes approved by majorities of the MPAC  
177 and the Metro Council. The composition of the Committee shall reflect the partnership that  
178 must exist among implementing jurisdictions in order to effectively address areas and  
179 activities of metropolitan concern. The voting membership shall include elected and  
180 appointed officials and citizens of Metro, cities, counties and states consistent with section  
181 27 of the 1992 Metro Charter.

182  
183 2.2 Advisory Committees. The Metro Council, or the MPAC consistent with the MPAC  
184 by-laws, shall appoint technical advisory committees as the Council or the MPAC  
185 determine a need for such bodies.

186  
187 2.3 Joint Policy Advisory Committee on Transportation.(JPACT). JPACT with the Metro  
188 Council shall continue to perform the functions of the designated Metropolitan Planning  
189 Organization as required by federal transportation planning regulations. JPACT and the  
190 MPAC shall develop a coordinated process, to be approved by the Metro Council, to  
191 assure that regional land use and transportation planning remains consistent with these  
192 goals and objectives and with each other.

193  
194 **Objective 3. Applicability of Regional Urban Growth Goals and Objectives**

195  
196 These RUGGOs have been developed pursuant to ORS 268.380(1). Therefore, they  
197 comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan under  
198 ORS 268.390(2). The regional framework plan and all functional plans adopted by the  
199 Metro Council shall be consistent with these goals and objectives. Metro's management of

200 the UGB shall be guided by standards and procedures which must be consistent with  
201 these goals and objectives. These goals and objectives shall not apply directly to site-  
202 specific land use actions, including amendments of the UGB.  
203

204 3.1 These RUGGOs shall apply to adopted and acknowledged comprehensive land use  
205 plans as follows:  
206

207 3.1.1 Components of the regional framework plan that are adopted as functional  
208 plans, or other functional plans, shall be consistent with these goals and objectives,  
209 and  
210

211 3.1.2 The management and periodic review of Metro's acknowledged UGB Plan,  
212 shall be consistent with these goals and objectives, and  
213

214 3.1.3 The MPAC may identify and propose issues of regional concern, related to or  
215 derived from these goals and objectives, for consideration by cities and counties at  
216 the time of periodic review of their adopted and acknowledged comprehensive  
217 plans.  
218

219  
220 3.2 These RUGGO shall apply to Metro land use, transportation and greenspace activities  
221 as follows:  
222

223 3.2.1 The urban growth boundary plans, regional framework plan, functional plans, and  
224 other land use activities shall be consistent with these goals and objectives.  
225

226 3.2.2 To the extent that a proposed policy or action may be compatible with some goals  
227 and objectives and incompatible with others, consistency with RUGGO may involve a  
228 balancing of applicable goals, subgoals and objectives by the Metro Council that  
229 considers the relative impacts of a particular action on applicable goals and objectives.  
230

231 3.3 Periodic Updates of the RUGGOs. The MPAC shall consider the regular updates of  
232 these goals and objectives and recommend based on a periodic update process adopted  
233 by the Metro Council.  
234

235 **Objective 4. Urban Growth Boundary Plan.** The UGB Plan has two components:  
236

237 4.1 The acknowledged UGB line; and  
238

239 4.2 Acknowledged procedures and standards for amending the UGB line. Metro's UGB  
240 Plan is not a regional comprehensive plan but a provision of the comprehensive plans of

241 the local governments within its boundaries. The UGB Plan shall be in compliance with  
242 applicable statewide planning goals and laws and consistent with these goals and  
243 objectives. Amendments to the UGB Plan shall demonstrate consistency only with the  
244 acknowledged procedures and standards. Changes of Metro's acknowledged UGB Plan  
245 may require changes in adopted and acknowledged comprehensive plans.  
246

247 **Objective 5. Functional Plans.** Functional plans are limited purpose plans,  
248 consistent with these goals and objectives, which address designated areas and activities  
249 of metropolitan concern. Functional plans are established in state law as the way Metro  
250 may recommend or require changes in local plans.  
251

252 Those functional plans or plan provisions containing recommendations for comprehensive  
253 planning by cities and counties may not be final land use decisions. If a provision in a  
254 functional plan, or an action implementing a functional plan require changes in an adopted  
255 and acknowledged comprehensive plan, then adoption of provision or action will be a final  
256 land use decision. If a provision in a functional plan, or Metro action implementing a  
257 functional plan require changes in an adopted and acknowledged comprehensive plan,  
258 then that provision or action will be adopted by Metro as a final land use action required to  
259 be consistent with statewide planning goals. In addition, regional framework plan  
260 components will be adopted as functional plans if they contain recommendations or  
261 requirements for changes in comprehensive plans. These functional plans, which are  
262 adopted as part of the regional framework plan, will be submitted along with other parts of  
263 the regional framework plan to LCDC for acknowledgment of their compliance with the  
264 statewide planning goals. Because functional plans are the way Metro recommends or  
265 requires local plan changes, most regional framework plan components will probably be  
266 functional plans. Until regional framework plan components are adopted, existing or new  
267 functional plans will continue to recommend or require changes in comprehensive plans.  
268

269 **5.1 Existing Functional Plans.** Metro shall continue to develop, amend and implement,  
270 with the assistance of cities, counties, special districts and the state, statutorily required  
271 functional plans for air, water and transportation, as directed by ORS 268.390(1) and for  
272 solid waste as mandated by ORS ch 459.  
273

274 **5.2 New Functional Plans.** New functional plans shall be proposed from one of two  
275 sources:  
276

277 **5.2.1** The MPAC may recommend that the Metro Council designate an area or  
278 activity of metropolitan concern for which a functional plan should be prepared; or  
279

280           5.2.2 The Metro Council may propose the preparation of a functional plan to  
281           designate an area or activity of metropolitan concern and refer that proposal to the  
282           MPAC.

283  
284           The matters required by the Charter to be addressed in the regional framework plan shall  
285           constitute sufficient factual reasons for the development of a functional plan under  
286           ORS 268.390.

287  
288           Upon the Metro Council adopting factual reasons for the development of a new functional  
289           plan, the MPAC shall participate in the preparation of the plan, consistent with these goals  
290           and objectives and the reasons cited by the Metro Council. After preparation of the plan  
291           and seeking broad public and local government consensus, using existing citizen  
292           involvement processes established by cities, counties and Metro, the MPAC shall review  
293           the plan and make a recommendation to the Metro Council. The Metro Council may act to  
294           resolve conflicts or problems impeding the development of a new functional plan and may  
295           complete the plan if the MPAC is unable to complete its review in a timely manner.

296  
297           The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:

298  
299           5.2.a Adopt the proposed functional plan; or

300  
301           5.2.b Refer the proposed functional plan to the MPAC in order to consider  
302           amendments to the proposed plan prior to adoption; or

303  
304           5.2.c Amend and adopt the proposed functional plan; or

305  
306           5.2.d Reject the proposed functional plan.

307  
308           The proposed functional plan shall be adopted by ordinance and shall include findings of  
309           consistency with these goals and objectives.

310  
311           5.3 Functional Plan Implementation and Conflict Resolution. Adopted functional plans  
312           shall be regionally coordinated policies, facilities and/or approaches to addressing a  
313           designated area or activity of metropolitan concern, to be considered by cities and  
314           counties for incorporation in their comprehensive land use plans. If a city or county  
315           determines that a functional plan requirement should not or cannot be incorporated into its  
316           comprehensive plan, then Metro shall review any apparent inconsistencies by the following  
317           process:

318  
319           5.3.1 Metro and affected local governments shall notify each other of apparent or  
320           potential comprehensive plan inconsistencies.



321 5.3.2 After Metro staff review, the MPAC shall consult the affected jurisdictions and  
322 attempt to resolve any apparent or potential inconsistencies.  
323

324 5.3.3 The MPAC shall conduct a public hearing and make a report to the Metro  
325 Council regarding instances and reasons why a city or county has not adopted  
326 changes consistent with requirements in a regional functional plan.  
327

328 5.3.4 The Metro Council shall review the MPAC report and hold a public hearing  
329 on any unresolved issues. The Council may decide to:

330 5.3.4.a Amend the adopted regional functional plan; or

331 5.3.4.b Initiate proceedings to require a comprehensive plan change; or

332 5.3.4.c Find there is no inconsistency between the comprehensive plan(s)  
333 and the functional plan.  
334  
335  
336  
337

338 **Objective 6. Regional Framework Plan.** The regional framework plan required by the  
339 1992 Metro Charter shall be consistent with these goals and objectives. Provisions of the  
340 regional framework plan that establish performance standards and that recommend or  
341 require changes in local comprehensive plans shall be adopted as functional plans, and  
342 shall meet all requirements for functional plans contained in these goals and objectives.  
343 The Charter requires that all mandatory subjects be addressed in the regional framework  
344 plan. It does not require that all subjects be addressed to recommend or require changes  
345 in current comprehensive plans. Therefore, most, but not all regional framework plan  
346 components are likely to be functional plans because some changes in comprehensive  
347 plans may be needed. All regional framework plan components will be submitted to LCDC  
348 for acknowledgment of their compliance with the statewide planning goals. Until regional  
349 framework plan components are adopted, existing or new regional functional plans will  
350 continue to recommend or require changes in comprehensive plans.  
351

352 **Objective 7. Periodic Review of Comprehensive Land Use Plans.** At the time of LCDC  
353 initiated periodic review for comprehensive land use plans in the region the MPAC:  
354

355 7.1 Shall assist Metro with the identification of regional framework plan elements,  
356 functional plan provisions or changes in functional plans adopted since the last periodic  
357 review for inclusion in periodic review notices as changes in law; and  
358

359 7.2 May provide comments during the periodic review of adopted and acknowledged  
360 comprehensive plans on issues of regional concern.  
361

362 **Objective 8. Implementation Roles**

363  
364 Regional planning and the implementation of these RUGGOs shall recognize the inter-  
365 relationships between cities, counties, special districts, Metro, regional agencies and the  
366 State, and their unique capabilities and roles:

367  
368 **8.1 Metro Role. Metro shall:**

369 8.1.1 Identify and designate areas and activities of metropolitan concern;

370  
371  
372 8.1.2 Provide staff and technical resources to support the activities of the MPAC  
373 within the constraints established by Metro Council;

374  
375 8.1.3 Serve as a technical resource for cities, counties, school districts and other  
376 jurisdictions and agencies;

377  
378 8.1.4 Facilitate a broad-based regional discussion to identify appropriate strategies  
379 for responding to those issues of metropolitan concern;

380  
381 8.1.5 Adopt functional plans necessary and appropriate for the implementation of  
382 these RUGGOs and the regional framework plan;

383  
384 8.1.6 Coordinate the efforts of cities, counties, special districts and the state to  
385 implement adopted strategies; and

386  
387 8.1.7 Adopt and review consistent with the Metro Charter and amend a Future  
388 Vision for the region, consistent with Objective 9.

389  
390 **8.2. Role of Cities**

391  
392 8.2.1 Adopt and amend comprehensive plans to conform to functional plans  
393 adopted by Metro;

394  
395 8.2.2 Identify potential areas and activities of metropolitan concern through a  
396 broad-based local discussion;

397  
398 8.2.3 Cooperatively develop strategies for responding to designated areas and  
399 activities of metropolitan concern ;

400  
401 8.2.4 Participate in the review and refinement of these goals and objectives.  
402

403 8.3 Role of Counties

404  
405 8.3.1 Adopt and amend comprehensive plans to conform to functional plans  
406 adopted by Metro;

407  
408 8.3.2 Identify potential areas and activities of metropolitan concern through a  
409 broad-based local discussion;

410  
411 8.3.3 Cooperatively develop strategies for responding to designated areas and  
412 activities of metropolitan concern;

413  
414 8.3.4 Participate in the review and refinement of these goals and objectives.

415  
416 8.4 Role of Special Service Districts. Assist Metro, through a broad-based local  
417 discussion, with the identification of areas and activities of metropolitan concern and the  
418 development of strategies to address them, and participate in the review and refinement of  
419 these goals and objectives. Special Service Districts will conduct their operations in  
420 conformance with acknowledged Comprehensive Plans affecting their service territories

421  
422 8.5 Role of School Districts

423  
424 8.5.1 Advise Metro regarding the identification of areas and activities of school  
425 district concern;

426  
427 8.5.2 Cooperatively develop strategies for responding to designated areas and  
428 activities of school district concern;

429  
430 8.5.3 Participate in the review and refinement of these goals and objectives.

431  
432 8.6 Role of the State of Oregon

433  
434 8.6.1 Advise Metro regarding the identification of areas and activities of  
435 metropolitan concern;

436  
437 8.6.2 Cooperatively develop strategies for responding to designated areas and  
438 activities of metropolitan concern;

439  
440 8.6.3 Review state plans, regulations, activities and related funding to consider  
441 changes in order to enhance implementation of the regional framework plan and  
442 functional plans adopted by Metro, and employ state agencies and programs and

443 regulatory bodies to promote and implement these goals and objectives and the  
444 regional framework plan;

445  
446 8.6.4 Participate in the review and refinement of these goals and objectives.

447  
448 **Objective 9. Future Vision**

449  
450 By Charter, approved by the voters in 1992, Metro must adopt a Future Vision for the  
451 metropolitan area. The Future Vision is:

452  
453 "a conceptual statement that indicates population levels and settlement patterns  
454 that the region can accommodate within the carrying capacity of the land, water and  
455 air resources of the region, and its educational and economic resources, and that  
456 achieves a desired quality of life. The Future Vision is a long-term, visionary  
457 outlook for at least a 50-year period...The matters addressed by the Future Vision  
458 include, but are not limited to: (1) use, restoration and preservation of regional land  
459 and natural resources for the benefit of present and future generations, (2) how and  
460 where to accommodate the population growth for the region while maintaining a  
461 desired quality of life for its residents, and (3) how to develop new communities and  
462 additions to the existing urban areas in well-planned ways...The Future Vision is not  
463 a regulatory document. It is the intent of this charter that the Future Vision have no  
464 effect that would allow court or agency review of it."

465  
466 The Future Vision was prepared by a broadly representative commission, appointed by  
467 the Metro Council, and will be reviewed and amended as needed, and comprehensively  
468 reviewed and, if need be, revised every 15 years. Metro is required by the Charter to  
469 describe the relationship of components of the Regional Framework Plan, and the  
470 Regional Framework Plan as a whole, to the Future Vision.

471  
472 **Objective 10. Performance Measures**

473  
474 Metro Council, in consultation with MPAC and the public, will develop performance  
475 measures designed for considering RUGGOs objectives. The term "performance  
476 measure" means a measurement aimed at determining whether a planning activity or 'best  
477 practice' is meeting the objective or intent associated with the 'best practice'.

478  
479 Performance measures for Goal I, Regional Planning Process, will use state benchmarks  
480 to the extent possible or be developed by Metro Council in consultation with MPAC and the  
481 Metro Committee for Citizen Involvement. Performance measures for Goal II, Urban Form,  
482 will be derived from state benchmarks or the detailed technical analysis that underlies  
483 Metro's Regional Framework Plan, functional plans and Growth Concept Map. While

484 performance measures are intended to be useful in measuring progress, the Metro Council  
485 intends to have planning and implementation of policies as its major work effort, not  
486 development of performance measures.

487  
488 (As performance measures are adopted, (either by resolution or ordinance, they will be  
489 included in an appendix.)

490  
491 **Objective 11. Monitoring and Updating**

492  
493 The RUGGOs, regional framework plan and all Metro functional plans shall be reviewed  
494 every seven years, or at other times as determined by the Metro Council after consultation  
495 with or upon the advice of the MPAC. Any review and amendment process shall involve a  
496 broad cross-section of citizen and jurisdictional interests, and shall involve the MPAC  
497 consistent with Goal 1: Regional Planning Process. Proposals for amendments shall  
498 receive broad public and local government review prior to final Metro Council action.

499  
500 11.1 Impact of Amendments. At the time of adoption of amendments to these goals and  
501 objectives, the Metro Council shall determine whether amendments to adopted regional  
502 framework plan, functional plans or the acknowledged regional UGB are necessary. If  
503 amendments to the above are necessary, the Metro Council shall act on amendments to  
504 applicable functional plans. The Council shall request recommendations from the MPAC  
505 before taking action. All amendment proposals will include the date and method through  
506 which they may become effective, should they be adopted. Amendments to the  
507 acknowledged regional UGB will be considered under acknowledged UGB amendment  
508 procedures incorporated in the Metro Code.

509  
510 If changes to the regional framework plan or functional plans are adopted, affected cities  
511 and counties shall be informed in writing of those changes which are advisory in nature,  
512 those which recommend changes in comprehensive land use plans and those which  
513 require changes in comprehensive plans. This notice shall specify the effective date of  
514 particular amendment provisions.

515

516 GOAL II: URBAN FORM

517  
518  
519 The quality of life and the urban form of our region are closely linked. The Growth  
520 Concept is based on the belief that we can continue to grow and enhance the region's  
521 livability by making the right choices for how we grow. The region's growth will be  
522 balanced by:

523  
524 II.i Maintaining a compact urban form, with easy access to nature;

525  
526 II. ii Preserving existing stable and distinct neighborhoods by focusing  
527 commercial and residential growth in mixed use centers and corridors at a  
528 pedestrian scale;

529  
530 II. iii Assuring affordability and maintaining a variety of housing choices with good  
531 access to jobs and assuring that market-based preferences are not eliminated by  
532 regulation;

533  
534 II.iv Targeting public investments to reinforce a compact urban form.

535  
536 II.1: NATURAL ENVIRONMENT

537  
538 Preservation, use and modification of the natural environment of the region should  
539 maintain and enhance environmental quality while striving for stewardship and  
540 preservation of a broad range of natural resources.

541  
542 **Objective 12. Watershed Management and Regional Water Quality**

543  
544 Planning and management of water resources should be coordinated in order to improve  
545 the quality and ensure sufficient quantity of surface water and groundwater available to the  
546 region.

547  
548 12.1 Formulate Strategy. Metro will develop a long-term regional strategy for  
549 comprehensive water resources management, created in partnership with the jurisdictions  
550 and agencies charged with planning and managing water resources and aquatic habitats.  
551 The regional strategy shall meet state and federal water quality standards and  
552 complement, but not duplicate, local integrated watershed plans. It shall:

553  
554 12.1.1 manage watersheds to protect, restore and ensure to the maximum  
555 extent practicable the integrity of streams, wetlands and floodplains, and their  
556 multiple biological, physical and social values;

- 557 12.1.2 comply with state and federal water quality requirements ;  
558  
559 12.1.3 sustain designated beneficial water uses; and  
560  
561 12.1.4 promote multi-objective management of the region's watersheds to the  
562 maximum extent practicable; and  
563  
564 12.1.5 encourage the use of techniques relying on natural processes to address  
565 flood control, storm water management, abnormally high winter and low summer  
566 stream flows and nonpoint pollution reduction.  
567

568 *Planning Activities*<sup>1</sup>:

569  
570 Planning programs for water resources management shall:

- 571  
572 • Identify the future resource needs and carrying capacities of the region for designated  
573 beneficial uses of water resources which recognizes the multiple values of rural and  
574 urban watersheds.  
575  
576 • Monitor regional water quality and quantity trends vis-a-vis beneficial use standards  
577 adopted by federal, state, regional and local governments for specific water resources  
578 important to the region, and use the results to change water t planning activities to  
579 accomplish the watershed management and regional water quality objectives.  
580  
581 • Integrate urban and rural watershed management in coordination with local water  
582 quality agencies.  
583  
584 • Evaluate the cost-effectiveness of alternative water resource management practices,  
585 including conservation.  
586 • Preserve, restore, create and enhance water bodies to maintain their beneficial uses.  
587  
588 • Utilize public and/or private partnerships to promote multi-objective management,  
589 education and stewardship of the region's watersheds.  
590  
591  
592

---

<sup>1</sup> Planning activities will be formatted as a sidebar in the final copy of this document to illustrate they are not goals or objectives and are subject to Metro Council budgetary considerations.

593 **Objective 13: Urban Water Supply**

594  
595 The regional planning process shall be used to coordinate the development of a regional  
596 strategy and plan to meet future needs for water supply to accommodate growth.

597  
598 13.1 A regional strategy and plan for the Regional Framework element linking demand  
599 management, water supply sources and storage shall be developed to address future  
600 growth in cooperation with the region's water providers.

601  
602 13.2 The regional strategy and plan element shall be based upon the adopted Regional  
603 Water Supply Plan which will contain integrated regional strategies for demand  
604 management, new water sources and storage/transmission linkages. Metro shall evaluate  
605 their future role in encouraging conservation on a regional basis to promote the efficient  
606 use of water resources and develop any necessary regional plans/programs to address  
607 Metro's future role in coordination with the region's water providers.

608  
609 **Planning Activities:**

- 610
- 611 • Actively participate as a member of the Regional Water Supply Planning Study  
612 (RWSPS) and provide regional growth projections and other relevant data to ensure  
613 coordination between Region 2040 planning program and the RWSPS. The RWSPS  
614 will:
    - 615 • identify the future resource needs of the region for municipal and industrial water  
616 supply;
    - 617 • identify the transmission and storage needs and capabilities for water supply to  
618 accommodate future growth; and
    - 619 • identify water conservation technologies, practices and incentives for demand  
620 management as part of the regional water supply planning activities.
  - 621 • Adopt Regional Framework Plan elements for water supply and storage based on the  
622 results of the RWSPS which provide for the development of new sources, efficient transfer  
623 and storage of water, including water conservation strategies, which allows for the efficient  
624 and economical use of water to meet future growth.

625  
626  
627  
628  
629  
630 **Objective 14. Air Quality**

631  
632 Air quality shall be protected and enhanced so that as growth occurs, human health and the  
633 visibility of the Cascades and the Coast Range from within the region should be maintained.



634 14.1 Strategies for planning and managing air quality in the regional airshed shall be  
635 included in the State Implementation Plan for the Portland-Vancouver air quality maintenance  
636 area as required by the Federal Clean Air Act.  
637

638 14.2 New regional strategies shall be developed to comply with Federal Clean Air Act  
639 requirements and provide capacity for future growth.  
640

641 14.3 The region, working with the state, shall pursue close collaboration of the Oregon and  
642 Clark County Air Quality Management Areas.  
643

644 14.4 All functional plans, when taken in the aggregate, shall be consistent with the State  
645 Implementation Plan (SIP) for air quality.  
646

647 *Planning Activities:*  
648

649 An air quality management plan shall be developed for the regional airshed which:  
650

- 651 • Outlines existing and forecast air quality problems; identifies prudent and equitable market  
652 based and regulatory strategies for addressing present and probable air quality problems  
653 throughout the region; evaluates standards for visibility; and implements an air quality  
654 monitoring program to assess compliance with local, state and federal air quality  
655 requirements.  
656

657 **Objective 15. Natural Areas, Parks, Fish and Wildlife Habitat**  
658

659 Sufficient open space in the urban region shall be acquired, or otherwise protected, and  
660 managed to provide reasonable and convenient access to sites for passive and active  
661 recreation. An open space system capable of sustaining or enhancing native wildlife and  
662 plant populations should be established.  
663

664 15.1 Quantifiable targets for setting aside certain amounts and types of open space shall be  
665 identified.  
666

667 15.2 Corridor Systems - The regional planning process shall be used to coordinate the  
668 development of interconnected recreational and wildlife corridors within the metropolitan  
669 region.  
670

671 15.2.1 A region-wide system of trails should be developed to link public and private  
672 open space resources within and between jurisdictions.  
673

674 15.2.2 A region-wide system of linked significant wildlife habitats should be  
675 developed. This system should be preserved, restored where appropriate, and  
676 managed to maintain the region's biodiversity (number of species and plants and  
677 animals).

678  
679 15.2.3 A Willamette River Greenway Plan for the region should be implemented by  
680 the turn of the century.

681  
682 *Planning Activities:*

- 683  
684 1. Identify areas within the region where open space deficiencies exist now, or will in the  
685 future, given adopted land use plans and growth trends, and act to meet those future  
686 needs. Target acreage should be developed for neighborhood, community and regional  
687 parks as well as for other types of open space in order to meet local needs while sharing  
688 responsibility for meeting metropolitan open space demands.
- 689  
690 2. Develop multi-jurisdictional tools for planning and financing the protection and  
691 maintenance of open space resources. Particular attention will be paid to using the  
692 land use planning and permitting process and to the possible development of a land-  
693 banking program.
- 694  
695 3. Conduct a detailed biological field inventory of the region to establish an accurate  
696 baseline of native wildlife and plant populations. Target population goals for native  
697 species will be established through a public process which will include an analysis of  
698 amounts of habitat necessary to sustain native populations at target levels.
- 699  
700 4. The natural areas, parks and open space identified on the Growth Concept Map should  
701 be acquired, except in extraordinary circumstances, from willing sellers and be removed  
702 from any regional inventories of buildable land.
- 703  
704 5. Populations of native plants and animals will be inventoried, utilizing tools such as  
705 Metro's GIS and Parks and Greenspaces program, Oregon Natural Heritage Database,  
706 Oregon's GAP Analysis Program and other relevant programs, to develop strategies to  
707 maintain the region's biodiversity (or biological diversity).
- 708  
709 6. Utilizing strategies which are included in Oregon Department of Fish and Wildlife's  
710 Wildlife Diversity Program and working with state and federal fish and wildlife  
711 personnel, develop a strategy to maintain the region's biodiversity
- 712  
713  
714

715 **Objective 16. Protection of Agriculture and Forest Resource Lands**

716

717 Agricultural and forest resource land outside the UGB shall be protected from urbanization,  
718 and accounted for in regional economic and development plans, consistent with these  
719 RUGGO.

720

721 16.1 Rural Resource Lands. Rural resource lands outside the UGB which have  
722 significant resource value should actively be protected from urbanization.

723

724 16.2 Urban Expansion. Expansion of the UGB shall occur in urban reserves, established  
725 consistent with the Urban Rural Transition Objective.

726

727 16.3 Farm and Forest Practices. Protect and support the ability for farm and forest  
728 practices to continue. The designation and management of rural reserves by the Metro  
729 Council may help establish this support, consistent with the Growth Concept.

730

731 *Planning Activities:*

732

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

735

736 **II.2 BUILT ENVIRONMENT**

737

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

740

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

743

744 II.2.ii the provision of infrastructure and critical public services concurrent with  
745 the pace of urban growth and which supports the 2040 Growth Concept;

746

747 II.2.iii the continued growth of regional economic opportunity, balanced so as to  
748 provide an equitable distribution of jobs, income, investment and tax capacity  
749 throughout the region and to support other regional goals and objectives;

750

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

753

754 II.2.v the creation of a balanced transportation system, less dependent on the  
755 private automobile, supported by both the use of emerging technology and the  
756 location of jobs, housing, commercial activity, parks and open space.  
757

758 **Objective 17. Housing**

759  
760 The Metro Council shall adopt a "fair share" strategy for meeting the housing needs of the  
761 urban population in cities and counties based on a subregional analysis which provides  
762 for:

763 a diverse range of housing types available within cities and counties inside the UGB;  
764  
765 specific goals for low and moderate income and market rate housing to ensure that  
766 sufficient and affordable housing is available to households of all income levels that live or  
767 have a member working in each jurisdiction;  
768

769 housing densities and costs supportive of adopted public policy for the development of the  
770 regional transportation system and designated centers and corridors;  
771

772 a balance of jobs and housing within the region and subregions.  
773

774  
775 *Planning Activities:*

776  
777 The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the  
778 preparation of local comprehensive plans in the urban region that:

- 779
- 780 • provide for the sharing of regional housing supply responsibilities by ensuring the  
781 presence of single and multiple family zoning in every jurisdiction; and
  - 782 • plan for local residential housing densities that support net residential housing density  
783 assumptions underlying the regional UGB.  
784

785  
786 Since Metro's Regional Framework Plan has to address the requirements of statewide  
787 planning Goal 10, the Metro Council should develop:

- 788
- 789 1. Strategies to preserve the region's supply of special needs and existing low and  
790 moderate income housing.
  - 791 2. Diverse Housing Needs. the diverse housing needs of the present and projected  
792 population of the region shall be correlated with the available and prospective housing  
793 supply. Upon identification of unmet housing needs, a region wide strategy shall be  
794

795 developed which takes into account subregional opportunities and constraints, and the  
796 relationship of market dynamics to the management of the overall supply of housing. In  
797 addition, that strategy shall address the "fair-share" distribution of housing  
798 responsibilities among the jurisdictions of the region, including the provision of  
799 supporting social services.

- 800
- 801 3. **Housing Affordability.** Multnomah, Clackamas, Clark and Washington Counties have  
802 completed Comprehensive Housing Affordability Strategies (CHAS) which have  
803 demonstrated the lack of affordable housing for certain income groups in locations  
804 throughout the metropolitan area. They also demonstrate the regional nature of the  
805 housing market, therefore, the regional framework plan shall include an element on  
806 housing affordability which includes development density, housing mix and a menu of  
807 alternative actions (zoning tools, programs, financial incentives, etc.) for use by local  
808 jurisdictions to address affordable housing needs. Affordable housing goals shall be  
809 developed with each jurisdiction to facilitate their participation in meeting regional and  
810 subregional needs for affordable housing.
- 811
- 812 4. The region is committed to seeking a balance of jobs and housing in communities and  
813 centers throughout the region. Public policy and investment shall encourage the  
814 development of housing in locations near trade, services and employment that is  
815 affordable to wage earners in each subregion and jurisdiction. The transportation  
816 system's ability to provide accessibility shall also be evaluated, and, if necessary,  
817 modifications will be made in transportation policy and the transportation system itself to  
818 improve accessibility for residents to jobs and services in proximity to affordable  
819 housing.

820

821 **Objective 18. Public Services and Facilities**

822

823 Public services and facilities including but not limited to public safety, schools, water and  
824 sewerage systems, energy transmission and distribution systems, parks, libraries, historic  
825 or cultural facilities, the solid waste management system, storm water management  
826 facilities, community centers and transportation should be planned and developed to:

- 827
- 828 18.i minimize public and private costs;
- 829
- 830 18.ii maximize service efficiencies and coordination;
- 831
- 832 18.iii result in maintained or enhanced environmental quality and the  
833 conservation of natural resources;
- 834
- 835 18.iv keep pace with growth and achieving planned service levels;

836 18.v to produce, transmit and use energy efficiently; and

837  
838 18.vi shape and direct growth to meet local and regional objectives.

839  
840 18.1 Planning Area. The long-term geographical planning area for the provision of urban  
841 services shall be the area described by the adopted and acknowledged UGB and the  
842 designated urban reserves.

843  
844 18.2 Forecast Need. Public service and facility development shall be planned to  
845 accommodate the rate of urban growth forecast in the adopted regional growth forecast,  
846 including anticipated expansions into urban reserve areas.

847  
848 18.3 Timing. The region should seek the provision of public facilities and services at the  
849 time of new urban growth.

850  
851 *Planning Activities:*

852  
853 Inventory current and projected public facilities and services needs throughout the region,  
854 as described in adopted and acknowledged public facilities plans. Identify opportunities for  
855 and barriers to achieving concurrency in the region. Develop financial tools and techniques  
856 to enable cities, counties, school districts, special districts, Metro and the State to secure  
857 the funds necessary to achieve concurrency. Develop tools and strategies for better linking  
858 planning for school, library, recreational and cultural and park facilities to the land use  
859 planning process.

860  
861 **Objective 19. Transportation**

862  
863 A regional transportation system shall be developed which:

864  
865 19.i reduces reliance on a single mode of transportation through development of a  
866 balanced and cost-effective transportation system which employs highways, transit,  
867 bicycle and pedestrian improvements, and system and demand management.

868  
869 19.ii. Protects and enhances freight movement within and through the region and  
870 the road, rail, air, waterway and pipeline facilities needed to facilitate this  
871 movement.

872  
873 19.iii provides adequate levels of mobility consistent with local comprehensive  
874 plans and state and regional policies and plans;

875  
876 19.iv encourages energy efficiency;

- 877 19.v supports a balance of jobs and housing as well as the community identity of  
878 neighboring cities;
- 879  
880 19.vi recognizes financial constraints and provides public investment guidance for  
881 achieving the desired urban form; and
- 882  
883 19.vii minimizes the environmental impacts of system development, operations and  
884 maintenance.
- 885  
886 19.viii rewards and reinforces pedestrian activity as a mode of choice.
- 887  
888 19.x identifies, protects and enhances intermodal transfer points
- 889
- 890 19.1 System Priorities. In developing new regional transportation system infrastructure,  
891 the highest priority should be meeting the mobility needs of the city center and regional  
892 centers, and their suburban arterials, when designated. Such needs, associated with  
893 ensuring access to jobs, housing, cultural and recreational opportunities and shopping  
894 within and among those centers, should be assessed and met through a combination of  
895 intensifying land uses and increasing transportation system capacity so as to mitigate  
896 negative impacts on environmental quality and where and how people live, work and play.
- 897
- 898 19.2. Environmental Considerations. Planning for the regional transportation system  
899 should seek to:
- 900
- 901 19.2.1 reduce the region's transportation-related energy consumption and air  
902 pollution through increased use of transit, telecommuting, zero-emission vehicles,  
903 car pools, vanpools, bicycles and walking;
- 904
- 905 19.2.2 maintain the region's air and water quality (see Objective 12 Watershed  
906 Management and Regional Water Quality and Objective 14: Air Quality); and
- 907
- 908 19.2.3 reduce negative impacts on parks, public open space, wetlands and  
909 negative effects on communities and neighborhoods arising from noise, visual  
910 impacts and physical segmentation.
- 911
- 912 19.3 Transportation Balance. Although the predominant form of transportation is the  
913 private automobile, planning for and development of the regional transportation system  
914 should seek to:
- 915
- 916 19.3.1 reduce automobile dependency, especially the use of single-occupancy  
917 vehicles;

918 19.3.2 increase the use of transit through both expanding transit service and  
919 addressing a broad range of requirements for making transit competitive with the  
920 private automobile; and

921  
922 19.3.3 encourage bicycle and pedestrian movement through the location and  
923 design of land uses. Adequate facilities for pedestrians and bicyclists are to be  
924 provided and maintained.

925  
926 19.3.4 encourage telecommuting as a means of reducing trips to and from work.

927  
928 *Planning Activities:*

- 929  
930 1. The Metro Council shall direct the development and adoption of a new Regional  
931 Transportation Plan (RTP) as an element of its Regional Framework Plan that, at a  
932 minimum:
- 933 • identifies the role for local transportation system improvements and relationship  
934 between local, regional and state transportation system improvements in regional  
935 transportation plans;
  - 936 • clarifies institutional roles, especially for plan implementation, in local, regional and  
937 state transportation plans;
  - 938 • includes plans and policies for the inter-regional movement of people and goods by  
939 rail, ship, barge and air in regional transportation plans;
  - 940 • identifies and addresses needs for freight movement through a coordinated program  
941 of transportation system improvements and actions to affect the location of trip  
942 generating activities;
  - 943 • identifies and incorporates demand management strategies to ensure that the region  
944 meets the objectives of the Transportation Planning Rule for transportation system  
945 function and VMT reduction; and
  - 946 • Includes strategies for improving connectivity and the environment for pedestrian  
947 movements, particularly within centers, station communities and neighborhoods.
- 948  
949  
950  
951 2. Structural barriers to mobility for transportation disadvantaged populations should be  
952 assessed in the current and planned regional transportation system and addressed  
953 through a comprehensive program of transportation and other actions.  
954  
955  
956  
957  
958



- 959 a. Supports the implementation of the pattern of uses in relation to the transportation  
960 system shown on the Growth Concept Map, and achieves the performance  
961 measures as may be included in the appendix and established through the regional  
962 planning process.  
963  
964 b. Identifies and addresses structural barriers to mobility for transportation  
965 disadvantaged populations.  
966  
967

968 **Objective 20. Economic Opportunity**

969  
970 Metro should support public policy which maintains a strong economic climate through  
971 encouraging the development of a diverse and sufficient supply of jobs, especially family  
972 wage jobs, in appropriate locations throughout the region.  
973

974 In weighing and balancing various values, goals and objectives, the values, needs, choices  
975 and desires of consumers should also be taken into account. The values, needs and  
976 desires of consumers include:

977  
978 ·Low costs for goods and services;

979  
980 Convenience, including nearby and easily accessible stores; quick, safe, and readily  
981 available transportation to all modes;

982  
983 A wide and deep selection of goods and services;

984  
985 Quality service;

986  
987 Safety and security and

988  
989 Comfort, enjoyment and entertainment.  
990

991 Expansions of the UGB for industrial or commercial purposes shall occur in locations  
992 consistent with these RUGGOs and where an assessment of the type, mix and wages of  
993 existing and anticipated jobs within subregions justifies such expansion. The number and  
994 wage level of jobs within each subregion should be balanced with housing cost and  
995 availability within that subregion. Strategies should be developed to coordinate the  
996 planning and implementation activities of this element with Objective 17: Housing and  
997

998 *Planning Activities:*  
999

- 1000 1. Regional and subregional economic opportunities analyses, as described in OAR 660  
1001 Division 9, should be conducted to:  
1002
- 1003 • assess the adequacy and, if necessary, propose modifications to the supply of  
1004 vacant and redevelopable land inventories designated for a broad range of  
1005 employment activities;  
1006
  - 1007 • identify regional and subregional target industries. Economic subregions will be  
1008 developed which reflect a functional relationship between locational characteristics  
1009 and the locational requirements of target industries. Enterprises identified for  
1010 recruitment, retention and expansion should be basic industries that broaden and  
1011 diversify the region's economic base while providing jobs that pay at family wage  
1012 levels or better; and  
1013
  - 1014 • link job development efforts with an active and comprehensive program of training  
1015 and education to improve the overall quality of the region's labor force. In particular,  
1016 new strategies to provide labor training and education should focus on the needs of  
1017 economically disadvantaged, minority and elderly populations.  
1018
- 1019 2. An assessment shall be made of the potential for redevelopment and/or intensification  
1020 of use of existing commercial and industrial land resources in the region.  
1021
- 1022 3. The Metro Council shall establish an on-going program to compile and analyze data and  
1023 to prepare maps and reports which describe the geographic distribution of jobs, income,  
1024 investment and tax capacity throughout the region.  
1025
- 1026 4. Emphasize the retention and expansion of existing businesses. They already play an  
1027 important part in the region and they have reason to redevelop in ways that will increase  
1028 employment and/or productivity  
1029
- 1030 • At each time of LCDC mandated periodic review, targeted industries should be  
1031 designated by Metro and strategies should be identified and implemented to ensure  
1032 adequate public infrastructure, resources and transportation access necessary for these  
1033 industries. Special attention to industries which have agglomerative economies in the  
1034 region and industries and companies that sell more than 25 percent of their end  
1035 products and services outside the region shall be given priority in any designation .  
1036

1037 **Objective 21. Urban Vitality**

1038 Special attention shall be paid to promoting mixed use development in existing city and  
1039 neighborhood centers that have experienced disinvestment and /or are currently  
1040 underutilized and /or populated by a disproportionately high percentage of people living at or

1041 below 80% of the area median income. In creating these designations, Metro shall  
1042 consider new and existing community plans developed by community residents.

1043  
1044 **II.3: GROWTH MANAGEMENT**

1045  
1046 The management of the urban land supply shall occur in a manner which :

- 1047  
1048       II.3.i       encourages the evolution of an efficient urban growth form  
1049  
1050       II.3.ii      provides a clear distinction between urban and rural lands;  
1051  
1052       II.3.iii     supports interconnected but distinct communities in the urban region;  
1053  
1054       II.3.iv      recognizes the inter-relationship between development of vacant land  
1055                   and redevelopment objectives in all parts of the urban region; and  
1056  
1057       II.3.iv      is consistent with the 2040 Growth Concept and helps attain the  
1058                   region's objectives.

1059  
1060 **Objective 22. Urban/Rural Transition**

1061  
1062 There should be a clear transition between urban and rural land that makes best use of  
1063 natural and built landscape features and which recognizes the likely long-term  
1064 prospects for regional urban growth.

1065  
1066       22.1       Boundary Features. The Metro UGB should be located using natural  
1067                   and built features, including roads, rivers, creeks, streams, drainage basin  
1068                   boundaries, floodplains, power lines, major topographic features and historic  
1069                   patterns of land use or settlement.

1070  
1071       22.2       Sense of Place. Historic, cultural, topographic and biological features  
1072                   of the regional landscape which contribute significantly to this region's identity  
1073                   and "sense of place," shall be identified. Management of the total urban land  
1074                   supply should occur in a manner that supports the preservation of those  
1075                   features, when designated, as growth occurs.

1076  
1077       22.3       Urban Reserves. "Urban reserves areas", designated pursuant to  
1078                   LCDC's Urban Reserve Rule for purposes of coordinating planning and  
1079                   estimating areas for future urban expansion, shall be consistent with these  
1080                   goals and objectives, and reviewed by Metro at least every 15 years.

1081

1082 22.3.1 Inclusion of land within an urban reserve area shall  
1083 generally be based upon the locational factors of Goal 14. Lands  
1084 adjacent to the UGB shall be studied for suitability for inclusion within  
1085 urban reserves as measured by factors 3 through 7 of Goal 14 and by  
1086 the requirements of OAR 660-04-010.

1087  
1088 22.3.2 Lands of lower priority in the LCDC rule priorities may be  
1089 included in urban reserves if specific types of land needs cannot be  
1090 reasonably accommodated on higher priority lands, after options  
1091 inside the UGB have been considered, such as land needed to bring  
1092 jobs and housing into close proximity to each other.

1093  
1094 22.3.3 Lands of lower priority in the LCDC Rule priorities may be  
1095 included in urban reserves if needed for physical separation of  
1096 communities inside or outside the UGB to preserve separate  
1097 community identities.

1098  
1099 22.3.4 Expansion of the UGB shall occur consistent with the  
1100 Urban/Rural Transition, Developed Urban Land, UGB and Neighbor  
1101 City Objectives. Where urban land is adjacent to rural lands outside of  
1102 an urban reserve, Metro will work with affected cities and counties to  
1103 ensure that urban uses do not significantly affect the use or condition  
1104 of the rural land. Where urban land is adjacent to lands within an  
1105 urban reserve that may someday be included within the UGB, Metro  
1106 will work with affected cities and counties to ensure that rural  
1107 development does not create obstacles to efficient urbanization in the  
1108 future.

1109  
1110 22.3.5 New urban reserve areas may be needed to clarify long-  
1111 term public facility policies or to replace urban reserve areas added to  
1112 the urban growth boundary. Study areas for potential consideration as  
1113 urban reserve study areas may be identified at any time for a Metro  
1114 work program. Urban reserve study areas shall be identified by Metro  
1115 Council resolution. Identification of these study areas shall not be a  
1116 final location decision excluding other areas from consideration prior  
1117 to the decision to designate new urban reserves.

1118  
1119 *Planning Activities:*

- 1120  
1121 1. Identification of urban reserves adjacent to the UGB shall be accompanied by the  
1122 development of a generalized future land use plan. The planning effort will primarily

1123 be concerned with identifying and protecting future open space resources and the  
1124 development of short-term strategies needed to preserve future urbanization  
1125 potential. Ultimate providers of urban services within those areas should be  
1126 designated and charged with incorporating the reserve area(s) in their public facility  
1127 plans in conjunction with the next periodic review. Changes in the location of the  
1128 UGB should occur so as to ensure that plans exist for key public facilities and  
1129 services.  
1130

1131 2. The prospect of creating transportation and other links between the urban economy  
1132 within the Metro UGB and other urban areas in the state should be investigated as a  
1133 means for better utilizing Oregon's urban land and human resources. The region,  
1134 working with the state and other urban communities in the northern Willamette  
1135 Valley, should evaluate the opportunities for accommodating forecasted urban  
1136 growth in urban areas outside of and not adjacent to the present UGB.  
1137

### 1138 **Objective 23. Developed Urban Land**

1139  
1140 Opportunities for and obstacles to the continued development and redevelopment of  
1141 existing urban land shall be identified and actively addressed. A combination of  
1142 regulations and incentives shall be employed to ensure that the prospect of living,  
1143 working and doing business in those locations remains attractive to a wide range of  
1144 households and employers. In coordination with affected agencies, encourage the  
1145 redevelopment and reuse of lands used in the past or already used for commercial or  
1146 industrial purposes wherever economically viable and environmentally sound.  
1147

1148 23.1 Redevelopment and Infill. When Metro examines whether additional urban land  
1149 is needed within the UGB, it shall assess redevelopment and infill potential in the  
1150 region. The potential for redevelopment and infill on existing urban land will be included  
1151 as an element when calculating the buildable land supply in the region, where it can be  
1152 demonstrated that the infill and redevelopment can be reasonably expected to occur  
1153 during the next 20 years.  
1154

1155 Metro will work with jurisdictions in the region to determine the extent to which  
1156 redevelopment and infill can be relied on to meet the identified need for additional  
1157 urban land. After this analysis and review, Metro will initiate an amendment of the UGB  
1158 to meet that portion of the identified need for land not met through commitments for  
1159 redevelopment and infill.  
1160

1161  
1162 *Planning Activities:*  
1163

- 1164 1. Metro's assessment of redevelopment and infill potential in the region shall include  
1165 but not be limited to:  
1166
- 1167 a. An inventory of parcels where the assessed value of improvements is such that it  
1168 can reasonably be expected to redevelop or intensify in the planning period.  
1169
- 1170 b. An analysis of the difference between comprehensive plan development  
1171 densities and actual development densities for all parcels as a first step towards  
1172 determining the efficiency with which urban land is being used. In this case,  
1173 efficiency is a function of land development densities incorporated in local  
1174 comprehensive plans.  
1175
- 1176 c. An assessment of the impacts on the cost of housing by redevelopment versus  
1177 expansion of the UGB.  
1178
- 1179 d. An assessment of the impediments to redevelopment and infill posed by existing  
1180 urban land uses or conditions and the capacity of urban service providers such  
1181 as water, sewer, transportation, schools, etc. to serve.  
1182
- 1183 2. Financial incentives to encourage redevelopment and infill consistent with adopted  
1184 and acknowledged comprehensive plans should be pursued to make redevelopment  
1185 and infill attractive alternatives to raw land conversion for investors and buyers.  
1186
- 1187 3. Tools will be developed to address regional economic equity issues stemming from  
1188 the fact that not all jurisdictions will serve as a site for an economic activity center.  
1189 Such tools may include off-site linkage programs to meet housing or other needs or  
1190 a program of fiscal tax equity.  
1191
- 1192 4. The success of centers, main streets, station communities and other land  
1193 classifications will depend on targeting public investments, encouraging  
1194 complementary public/private partnerships, and committing time and attention to the  
1195 redesign and redevelopment of these areas. Metro shall conduct an analysis of  
1196 proposed centers and other land classifications identified on the Growth Concept  
1197 Map, and others in the future, to determine what mix of uses, densities, building  
1198 design and orientation standards, transit improvements, pedestrian improvements,  
1199 bicycle improvements and other infrastructure changes are needed for their  
1200 success. Those with a high probability for success will be retained on the Growth  
1201 Concept Map and targeted for public investment and attention.  
1202
- 1203 5. In addition to targeting public infrastructure and resources to encourage compact  
1204 urban land uses such as those cited above, the region shall also conduct analyses

1205 of industrial and employment areas to identify the ease of freight movement and any  
1206 improvements that should be made to improve, maintain or enhance freight  
1207 movements and maintain the region's competitive advantage compared with other  
1208 regions to move freight quickly and easily.  
1209

1210 **Objective 24. Urban Growth Boundary**

1211  
1212 The regional UGB, a long-term planning tool, shall separate urbanizable from rural  
1213 land, be based in aggregate on the region's 20-year projected need for urban land and  
1214 be located consistent with statewide planning goals and these RUGGOs and adopted  
1215 Metro Council procedures for UGB amendment. In the location, amendment and  
1216 management of the regional UGB, Metro shall seek to improve the functional value of  
1217 the boundary.  
1218

1219 **24.1 Expansion into Urban Reserves.** Upon demonstrating a need for additional  
1220 urban land, major and legislative UGB amendments shall only occur within urban  
1221 reserves once adopted, unless urban reserves are found to be inadequate to  
1222 accommodate the amount of land needed for one or more of the following reasons:  
1223

- 1224 a. Specific types of identified land needs cannot be reasonably accommodated on  
1225 urban reserve lands;  
1226  
1227 b. Future urban services could not reasonably be provided to urban reserves due  
1228 to topographical or other physical constraints; or  
1229  
1230 c. Maximum efficiency of land uses within a proposed UGB requires inclusion of  
1231 lower priority lands other than urban reserves in order to include or provide  
1232 services to urban reserves.  
1233

1234 **24.2 Urban Growth Boundary Amendment Process.** Criteria for amending the UGB  
1235 shall be derived from statewide planning goals 2 and 14, other applicable state  
1236 planning goals and relevant portions of these RUGGOs.  
1237

1238 **24.2.1 Major Amendments.** Proposals for major amendment of the UGB shall  
1239 be made through a legislative process in conjunction with the development and  
1240 adoption of regional forecasts for population and employment growth. The  
1241 amendment process will be initiated by a Metro finding of need, and involve local  
1242 governments, special districts, citizens and other interests.  
1243

1244 24.2.2 Locational Adjustments. Locational adjustments of the UGB shall be  
1245 brought to Metro by cities, counties and/or property owners based on public  
1246 facility plans in adopted and acknowledged comprehensive plans.  
1247

1248 **Objective 25. Urban Design**

1249  
1250 The identity and functioning of communities in the region shall be supported through:

1251  
1252 25.i the recognition and protection of critical open space features in the  
1253 region;

1254  
1255 25.ii public policies which encourage diversity and excellence in the design  
1256 and development of settlement patterns, landscapes and structures; and

1257  
1258 25.iii ensuring that incentives and regulations guiding the development and  
1259 redevelopment of the urban area promote a settlement pattern which:

1260  
1261 25.iiia link any public incentives to a commensurate public benefit  
1262 received or expected and evidence of private needs;

1263  
1264 25.iii.b is pedestrian "friendly", encourages transit use and reduces  
1265 auto dependence;

1266  
1267 25.iii.c provides access to neighborhood and community parks,  
1268 trails and walkways, and other recreation and cultural areas and public  
1269 facilities;

1270  
1271 25.iii.d reinforces nodal, mixed use, neighborhood oriented design;

1272  
1273 25.iii.e includes concentrated, high density, mixed use urban  
1274 centers developed in relation to the region's transit system;

1275  
1276 25.iii.f is responsive to needs for privacy, community, sense of place  
1277 and personal safety in an urban setting; and

1278  
1279 25.iii.g facilitates the development and preservation of  
1280 affordable mixed-income neighborhoods.

1281  
1282 25.1 Pedestrian and transit supportive building patterns will be encouraged in order  
1283 to minimize the need for auto trips and to create a development pattern conducive to  
1284 face-to-face community interaction.



1285 *Planning Activities:*

1286

1287 1. A regional landscape analysis shall be undertaken to inventory and analyze the  
1288 relationship between the built and natural environments and to identify key open  
1289 space, topographic, natural resource, cultural and architectural features which  
1290 should be protected or provided as urban growth occurs.

1291

1292 2. Model guidelines and standards shall be developed which expand the range of tools  
1293 available to jurisdictions for accommodating change in ways compatible with  
1294 neighborhoods and communities while addressing this objective.

1295

1296 3. Light rail transit stops, bus stops, transit routes and transit centers leading to and  
1297 within centers shall be planned to encourage pedestrian use and the creation of  
1298 mixed use, high density residential development.

1299

1300 **Objective 26. Neighbor Cities**

1301

1302 Growth in cities outside the Metro UGB, occurring in conjunction with the overall  
1303 population and employment growth in the region, should be coordinated with Metro's  
1304 growth management activities through cooperative agreements which provide for:

1305

1306 26.1 Separation. The communities within the Metro UGB, in neighbor cities and in  
1307 the rural areas in between will all benefit from maintaining the separation between  
1308 these places as growth occurs. Coordination between neighboring cities, counties and  
1309 Metro about the location of rural reserves and policies to maintain separation should be  
1310 pursued.

1311

1312 26.2 Jobs Housing Balance. To minimize the generation of new automobile trips, a  
1313 balance of sufficient number of jobs at wages consistent with housing prices in  
1314 communities both within the Metro UGB and in neighboring cities should be pursued.

1315

1316 26.3 Green Corridors. The "green corridor" is a transportation facility through a rural  
1317 reserve that serves as a link between the metropolitan area and a neighbor city which  
1318 also limits access to the farms and forests of the rural reserve. The intent is to keep  
1319 urban to urban accessibility high to encourage a balance of jobs and housing, but limit  
1320 any adverse effect on the surrounding rural areas.

1321

1322 *Planning Activities:*

1323

1324 1. Metro will work with the state, neighbor cities and counties to create  
1325 intergovernmental agreements which implement neighbor city objectives. Metro will

- 1326 seek to link regional and state investment in public facilities and services to efforts  
1327 to implement neighbor city agreements.  
1328  
1329 2. Metro will undertake a study of the green corridor concept to determine what the  
1330 consequences might be of initiatives which enhance urban to urban accessibility in  
1331 the metropolitan market area.  
1332

1333 **II.4: Metro 2040 Growth Concept**

1334

1335 **Description of the Metro 2040 Growth Concept**

1336

1337 This Growth Concept states the preferred form of regional growth and development  
1338 adopted in the Region 2040 planning process including the 2040 Growth Concept Map.  
1339 This Concept is adopted for the long term growth management of the region including a  
1340 general approach to approximately where and how much the UGB should be ultimately  
1341 expanded, what ranges of density are estimated to accommodate projected growth  
1342 within the boundary, and which areas should be protected as open space.

1343

1344 This Growth Concept is designed to accommodate approximately 720,000 additional  
1345 residents and 350,000 additional jobs. The total population served within this concept  
1346 is approximately 1.8 million residents within the Metro boundary.

1347

1348 The basic philosophy of the Growth Concept is: preserve our access to nature and  
1349 build better communities for the people who live here today and who will live here in the  
1350 future. The Growth Concept applies Goal II Objectives with the analysis of the Region  
1351 2040 project to guide growth for the next 50 years. The Growth Concept is an  
1352 integrated set of Objectives subject to Goal I and Objectives 1-11.

1353

1354 The conceptual description of the preferred urban form of the region in 2040 is in the  
1355 Concept Map and this text. This Growth Concept sets the direction for development of  
1356 implementing policies in Metro's existing functional plans and the Charter-required  
1357 regional framework plan. This direction will be refined, as well as implemented, in  
1358 subsequent functional plan amendments and framework plan components. Additional  
1359 planning will be done to test the Growth Concept and to determine implementation  
1360 actions. Amendments to the Growth Concept and some RUGGOs Objectives may be  
1361 needed to reflect the results of additional planning to maintain the consistency of  
1362 implementation actions with RUGGOs.

1363

1364 Fundamental to the Growth Concept is a multi-modal transportation system which  
1365 assures mobility of people and goods throughout the region, consistent with  
1366 Objective 19, Transportation. By coordinating land uses and this transportation  
1367 system, the region embraces its existing locational advantage as a relatively  
1368 uncongested hub for trade.

1369

1370 The basic principles of the Growth Concept directly apply Growth Management Goals and  
1371 Objectives in Objectives 21-25. . An urban to rural transition to reduce sprawl, keeping a  
1372 clear distinction between urban and rural lands and balancing re-development, is needed.  
1373 Separation of urbanizable land from rural land shall be accomplished by the UGB for the

1374 region's 20-year projected need for urban land. That boundary will be expanded into  
1375 designated urban reserves areas when a need for additional urban land is demonstrated.  
1376 the Metro Council will determine the land need for urban reserves.. About 22,000 acres of  
1377 Urban Reserve Study Area shown on the Concept Map will be studied before urban reserve  
1378 areas are designated. This assumes cooperative agreements with neighboring cities to  
1379 coordinate planning for the proportion of projected growth in the Metro region expected to  
1380 locate within their urban growth boundaries and urban reserve areas.

1381  
1382 The Metro UGB would only expand into urban reserves when need for additional urban  
1383 land is demonstrated. Rural reserves are intended to assure that Metro and  
1384 neighboring cities remain separate. The result is intended to be a compact urban form  
1385 for the region coordinated with nearby cities to retain the region's sense of place.

1386  
1387 Mixed use urban centers inside the UGB are one key to the Growth Concept. Creating  
1388 higher density centers of employment and housing and transit service with compact  
1389 development, retail, cultural and recreational activities, in a walkable environment is  
1390 intended to provide efficient access to goods and services, enhance multi modal  
1391 transportation and create vital, attractive neighborhoods and communities. The Growth  
1392 Concept uses interrelated types of centers. The Central City is the largest market area,  
1393 the region's employment and cultural hub. Regional Centers serve large market areas  
1394 outside the central city, connected to it by high capacity transit and highways.  
1395 Connected to each Regional Center, by road and transit, are smaller Town Centers  
1396 with local shopping and employment opportunities within a local market area. Planning  
1397 for all of these centers will seek a balance between jobs , housing and unique blends of  
1398 urban amenities so that more transportation trips are likely to remain local and become  
1399 more multi modal.

1400  
1401 In keeping with the jobs housing balance in centers, a jobs housing balance by regional  
1402 sub-areas can and should also be a goal. This would account for the housing and  
1403 employment outside centers, and direct policy to adjust for better jobs housing ratios  
1404 around the region.

1405  
1406 Recognition and protection of open spaces both inside the UGB and in rural reserves  
1407 outside urban reserves are reflected in the Growth Concept. Open spaces, including  
1408 important natural features and parks, are important to the capacity of the UGB and the  
1409 ability of the region to accommodate housing and employment. Green areas on the  
1410 Concept Map may be designated as regional open space. That would remove these  
1411 lands from the inventory of urban land available for development. Rural reserves,  
1412 already designated for farms, forestry, natural areas or rural-residential use, would  
1413 remain and be further protected from development pressures.

1414

1415 The Concept Map shows some transportation facilities to illustrate new concepts, like  
1416 "green corridors," and how land use areas, such as centers, may be served. Neither  
1417 the current regional system nor final alignment choices for future facilities are intended  
1418 to be represented on the Concept Map.

1419  
1420 The percentages and density targets used in the Growth Concept to describe the  
1421 relationship between centers and areas are estimates based on modeling analysis of  
1422 one possible configuration of the Growth Concept. Implementation actions that vary  
1423 from these estimates may indicate a need to balance other parts of the Growth Concept  
1424 to retain the compact urban form contained in the Growth Concept. Land use  
1425 definitions and numerical targets as mapped, are intended as targets and will be  
1426 refined in the Regional Framework Plan. Each jurisdiction will certainly adopt a unique  
1427 mix of characteristics consistent with each locality and the overall Growth Concept.

1428  
1429 **Neighbor Cities**

1430  
1431 The Growth Concept recognizes that neighboring cities surrounding the region's  
1432 metropolitan area are likely to grow rapidly. There are several cities proximate to the  
1433 Metro region. The Metro Council shall pursue discussion of cooperative efforts with  
1434 neighboring cities. Full Neighbor City recognition could be achieved with the completion  
1435 of intergovernmental agreements concerning the key concepts cited below. Communities  
1436 such as Sandy, Canby, and Newberg will be affected by the Metro Council's decisions  
1437 about managing the region's growth. A significant number of people would be  
1438 accommodated in these neighboring cities, and cooperation between Metro and these  
1439 communities is necessary to address common transportation and land-use issues.

1440  
1441 There are four key concepts for cooperative agreements with neighbor cities:

- 1442  
1443 1. There shall be a separation of rural land between each neighboring city and the  
1444 metropolitan area. If the region grows together, the transportation system would suffer  
1445 and the cities would lose their sense of community identity.
- 1446  
1447 2. There should be a strong balance between jobs and housing in the neighbor cities.  
1448 The more a city retains a balance of jobs and households, the more trips will remain  
1449 local.
- 1450  
1451 3. Each neighboring city should have its own identity through its unique mix of  
1452 commercial, retail, cultural and recreational opportunities which support the  
1453 concentration of jobs and housing.

1454

1455 4. There should be consideration of a "green corridor," transportation facility through a  
1456 rural reserve that serves as a link between the metropolitan area and a neighbor city  
1457 with limited access to the farms and forests of the rural reserve. This would keep  
1458 accessibility high, which encourages employment growth but limits the adverse affect  
1459 on the surrounding rural areas. Metro will seek limitations in access to these facilities  
1460 and will seek intergovernmental agreements with ODOT, the appropriate counties and  
1461 neighbor cities to establish mutually acceptable growth management strategies. Metro  
1462 will link transportation improvements to neighbor cities to successful implementation of  
1463 these intergovernmental agreements.

1464  
1465 Cooperative planning between a city outside the region and Metro could also be initiated  
1466 on a more limited basis. These cooperative efforts could be completed to minimize the  
1467 impact of growth on surrounding agriculture and natural resource lands, maintain a  
1468 separation between a city and the Metro UGB, minimize the impact on state transportation  
1469 facilities, match population growth to rural resource job and local urban job growth and  
1470 coordinate land use policies." Communities such as North Plains and other communities  
1471 adjacent to the region such as Estacada and Scappoose may find this more limited  
1472 approach suitable to their local situation.

1473  
1474  
1475 Rural Reserves

1476  
1477 Some rural lands adjacent to and nearby the regional UGB and not designated as urban  
1478 reserves may be designated as rural reserves. This designation is intended as a policy  
1479 statement by Metro to not extend its UGB into these areas and to support neighboring  
1480 cities' efforts not to expand their urban growth boundaries into these areas. The  
1481 objectives for rural land planning in the region will be to maintain the rural character of the  
1482 landscape to support and maintain our agricultural economy, and to avoid or eliminate  
1483 conflicts with farm and forest practices, help meet regional needs for open space and  
1484 wildlife habitat, and help to clearly separate urban from rural land. This will be pursued by  
1485 not expanding the UGB into these areas and supporting rural zoning designations. These  
1486 rural reserves keep adjacent urban areas separate. These rural lands are not needed or  
1487 planned for development but are more likely to experience development pressures than  
1488 are areas farther away.

1489  
1490 These lands will not be developed in urban uses in the foreseeable future, an idea that  
1491 requires agreement among local, regional and state agencies. They are areas outside the  
1492 present UGB and along highways that connect the region to neighboring cities.

1493  
1494 New rural commercial or industrial development would be restricted. Some areas would  
1495 receive priority status as potential areas for park and open space acquisition. . Zoning

1496 would be for resource protection on farm and forestry land, and very low density  
1497 residential (no greater average density than one unit for five acres) for exception land.  
1498

1499 These rural reserves would support and protect farm and forestry operations. The  
1500 reserves also would include some purchase of natural areas adjacent to rivers, streams  
1501 and lakes to make sure the water quality is protected and wildlife habitat enhanced.  
1502 Large natural features, such as hills and buttes, also would be included as rural reserves  
1503 because they buffer developed areas and are poor candidates for compact urban  
1504 development.

1505  
1506 Rural reserves are designated in areas that are most threatened by new development,  
1507 that separate communities, or exist as special resource areas.  
1508

1509 Rural reserves also would be retained to separate cities within the Metro boundary.  
1510 Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville all have existing areas of rural  
1511 land that provide a break in urban patterns. Urban reserve study areas that are indicated  
1512 on the Concept Map are also separated by rural reserves, such as the Damascus-Pleasant  
1513 Valley areas from Happy Valley.  
1514

1515 The primary means of achieving rural reserves would be through the regional framework  
1516 plan for areas within the Metro boundary, and voluntary agreements among Metro, the  
1517 counties, neighboring cities and the state for those areas outside the Metro boundary.  
1518 These agreements would prohibit extending urban growth into the rural reserves and  
1519 require that state agency actions are consistent with the rural reserve designation.  
1520

#### 1521 Open Spaces and Trail Corridors

1522

1523 The areas designated open space on the Concept map are parks, stream and trail  
1524 corridors, wetlands and floodplains, largely undeveloped upland areas and areas of  
1525 compatible very low density residential development. Many of these natural features  
1526 already have significant land set aside as open space. The Tualatin Mountains, for  
1527 example, contain major parks such as Forest Park and Tryon Creek State Park and  
1528 numerous smaller parks such as Gabriel Park in Portland and Wilderness Park in West  
1529 Linn. Other areas are oriented toward wetlands and streams, with Fanno Creek in  
1530 Washington County having one of the best systems of parks and open space in the region.  
1531

1532 Local jurisdictions are encouraged to establish acres of open space per capita goals based  
1533 on rates at least as great as current rates, in order to keep up with current conditions.  
1534

1535 Designating these areas as open spaces would have several effects. First, it would remove  
1536 these land from the category of urban land that is available for development. The capacity

1537 of the UGB would have to be calculated without these, and plans to accommodate housing  
1538 and employment would have to be made without them. Secondly, these natural areas,  
1539 along with key rural reserve areas, would receive a high priority for purchase as parks and  
1540 open space, such as Metro's Greenspaces program. Finally, regulations could be  
1541 developed to protect these critical natural areas that would not conflict with housing and  
1542 economic goals, thereby having the benefit of regulatory protection of critical creek areas,  
1543 compatible low-density development and transfer of development rights to other lands  
1544 better suited for development.

1545  
1546 About 35,000 acres of land and water inside today's UGB are included as open spaces in  
1547 the Growth Concept Map. Preservation of these Open Spaces could be achieved by a  
1548 combination of ways. Some areas could be purchased by public entities, such as Metro's  
1549 Greenspaces program or local park departments. Others may be donated by private  
1550 citizens or by developers of adjacent properties to reduce the impact of development.  
1551 Some could be protected by environmental zoning which allows very low-density residential  
1552 development through the clustering of housing on portions of the land while leaving  
1553 important features as common open space.

1554  
1555 Centers

1556  
1557 Creating higher density centers of employment and housing is advantageous for several  
1558 reasons. These centers provide access to a variety of goods and services in a relatively  
1559 small geographic area, creating an intense business climate. Having centers also makes  
1560 sense from a transportation perspective, since most centers have an accessibility level that  
1561 is conducive to transit, bicycling and walking. Centers also act as social gathering places  
1562 and community centers, where people would find the cultural and recreational activities and  
1563 "small town atmosphere" they cherish.

1564  
1565 The major benefits of centers in the marketplace are accessibility and the ability to  
1566 concentrate goods and services in a relatively small area. The problem in developing  
1567 centers, however, is that most of the existing centers are already developed and any  
1568 increase in the density must be made through redeveloping existing land and buildings.  
1569 Emphasizing redevelopment in centers over development of new areas of undeveloped  
1570 land is a key strategy in the Growth Concept. Areas of high unemployment and low  
1571 property values should be specially considered to encourage reinvestment and  
1572 redevelopment. Incentives and tools to facilitate redevelopment in centers should be  
1573 identified.

1574  
1575 There are three types of centers, distinguished by size and accessibility. The "central city"  
1576 is downtown Portland and is accessible to millions of people. "Regional centers" are



1577 accessible to hundreds of thousands of people and "town centers" are accessible to tens of  
1578 thousands.

1579  
1580 The Central City

1581  
1582 Downtown Portland serves as our major regional center and functions quite well as an  
1583 employment and cultural hub for the metropolitan area. It provides accessibility to the  
1584 many businesses that require access to a large market area and also serves as the location  
1585 for cultural and social functions that draw the region together. It is the center for local,  
1586 regional, state and federal governments, financial institutions, commerce, the center for arts  
1587 and culture, and for visitors to the region.

1588  
1589 In addition, downtown Portland has a high percentage of travel other than by car -- three  
1590 times higher than the next most successful area. Jobs and housing are readily available  
1591 there, without the need for a car. Maintaining and improving upon the strengths of our  
1592 regional downtown shall remain a high priority.

1593  
1594 Today, about 20 percent of all employment in the region is in downtown Portland. Under  
1595 the Growth Concept, downtown Portland would grow at about the same rate as the rest of  
1596 the region and would remain the location of about 20 percent of regional employment. To  
1597 do this, downtown Portland's 1990 density of 150 people per acre would increase to about  
1598 250 people per acre. Improvements to the transit system network, development of a multi-  
1599 modal street system and maintenance of regional through routes (the highway system)  
1600 would provide additional mobility to and from the city center.

1601  
1602 Regional Centers

1603  
1604 There are nine regional centers, serving four market areas (outside of the Central City  
1605 market area). Hillsboro serves that western portion of the region and Gresham the eastern.  
1606 The Central City and Gateway serve most of the Portland area as a regional center.  
1607 Downtown Beaverton and Washington Square serve the east Washington County area,  
1608 and downtown Oregon City, Clackamas Town Center and Milwaukie together serve  
1609 Clackamas County and portions of outer south east Portland.

1610  
1611 These Regional Centers would become the focus of compact development, redevelopment  
1612 and high-quality transit service, multi-modal street networks and act as major nodes along  
1613 regional through routes. The Growth Concept estimates that about 3 percent of new  
1614 household growth and 11 percent of new employment growth would be accommodated in  
1615 these regional centers. From the current 24 people per acre, the Growth Concept would  
1616 allow of about 60 people per acre.

1617

1618 Transit improvements would include light-rail connecting all regional centers to the Central  
1619 City. A dense network of multi-modal arterial and collector streets would tie regional  
1620 centers to surrounding neighborhoods and other centers. Regional through-routes would  
1621 be designed to connect regional centers and ensure that these centers are attractive  
1622 places to conduct business. The relatively small number of centers reflects not only the  
1623 limited market for new development at this density but also the limited transportation  
1624 funding for the high-quality transit and roadway improvements envisioned in these areas.  
1625 As such, the nine regional centers should be considered candidates and ultimately the  
1626 number should be reduced or policies established to phase-in certain regional centers  
1627 earlier than others.

1628  
1629 **Town Centers**

1630  
1631 Smaller than regional centers and serving populations of tens of thousands of people, town  
1632 centers are the third type of center with compact development and transit service. Town  
1633 centers would accommodate about 3 percent of new households and more than 7 percent  
1634 of new employment. The 1990 density of an average of 23 people per acre would nearly  
1635 double -- to about 40 persons per acre, the current densities of development along  
1636 Hawthorne Boulevard and in downtown Hillsboro.

1637  
1638 Town centers would provide local shopping, employment and cultural and recreational  
1639 opportunities within a local market area. They are designed to provide local retail and  
1640 services, at a minimum. They also would vary greatly in character. Some would become  
1641 traditional town centers, such as Lake Oswego, Oregon City and Forest Grove, while others  
1642 would change from an auto-oriented development into a more complete community, such  
1643 as Hillsdale. Many would also have regional specialties, such as office centers envisioned  
1644 for the Cedar Mill town center. Several new town centers are designated, such as in Happy  
1645 Valley and Damascus, to accommodate the retail and service needs of a growing  
1646 population while reducing auto travel. Others would combine a town center within a  
1647 regional center, offering the amenities and advantages of each type of center.

1648  
1649 **Corridors**

1650  
1651 Corridors are not as dense as centers, but also are located along good quality transit lines.  
1652 They provide a place for densities that are somewhat higher than today and feature a high-  
1653 quality pedestrian environment and convenient access to transit. Typical new  
1654 developments would include rowhouses, duplexes, and one to three story office and retail  
1655 buildings, and average about 25 persons per acre. While some corridors may be  
1656 continuous, narrow bands of higher intensity development along arterial roads, others may  
1657 be more 'nodal', that is, a series of smaller centers at major intersections or other locations  
1658 along the arterial which have high quality pedestrian environments, good connections to

1659 adjacent neighborhoods and good transit service. So long as the average target densities  
1660 and uses are allowed and encouraged along the corridor, many different development  
1661 patterns - nodal or linear - may meet the corridor objective.

1662  
1663 **Station Communities**

1664  
1665 Station communities are nodes of development centered around a light rail or high capacity  
1666 transit station which feature a high-quality pedestrian environment. They provide for the  
1667 highest density outside centers. The station communities would encompass an area  
1668 approximately one-half mile from a station stop. The densities of new development would  
1669 average about 45 persons per acre. Zoning ordinances now set minimum densities for  
1670 most Eastside and Westside MAX station communities. An extensive station community  
1671 planning program is now under way for each of the Westside station communities, and  
1672 similar work is envisioned for the proposed South/North line. It is expected that the station  
1673 community planning process will result in specific strategies and plan changes to  
1674 implement the station communities concept.

1675  
1676 Because the Growth Concept calls for many corridors and station communities throughout  
1677 the region, together they are estimated to accommodate 27 percent of the new households  
1678 of the region and nearly 15 percent of new employment.

1679  
1680 **Main Streets and Neighborhood Centers**

1681  
1682 During the early decades of this century, main streets served by transit and characterized  
1683 by a strong business and civic community were a major land-use pattern throughout the  
1684 region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham as well as the  
1685 Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are  
1686 undergoing a revival and provide an efficient and effective land-use and transportation  
1687 alternative. The Growth Concept calls for main streets to grow from 1990 levels of 36  
1688 people per acre to about 39 per acre. Main streets would accommodate nearly 2 percent of  
1689 housing growth.

1690  
1691 Main streets typically will serve neighborhoods and may develop a regional specialization --  
1692 such as antiques, fine dining, entertainment or specialty clothing -- that draws people from  
1693 other parts of the region. Main Streets form neighborhood centers as areas that provide  
1694 the retail and service development at other intersections at the focus of neighborhood  
1695 areas and around MAX light rail stations. When several main streets occur within a few  
1696 blocks of one another, they may also serve as a dispersed town center, such as the main  
1697 street areas of Belmont, Hawthorne and Division that form a town center for inner southeast  
1698 Portland.

1699

1700 Neighborhoods

1701

1702 Residential neighborhoods would remain a key component of the Growth Concept and  
1703 would fall into two basic categories. Inner neighborhoods include areas such as Portland  
1704 Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that  
1705 are accessible to employment. Lot sizes would be smaller to accommodate densities  
1706 increasing from 1990 levels of about 11 people per acre to about 14 per acre. Inner  
1707 neighborhoods would trade smaller lot sizes for better access to jobs and shopping. They  
1708 would accommodate about 28 percent of new households and 15 percent of new  
1709 employment (some of the employment would be home occupations and the balance would  
1710 be neighborhood-based employment such as schools, daycare and some neighborhood  
1711 businesses).

1712

1713 Outer neighborhoods would be farther away from large employment centers and would  
1714 have larger lot sizes and lower densities. Examples include cities such as Forest Grove,  
1715 Sherwood and Oregon City, and any additions to the UGB. From 1990 levels of nearly 10  
1716 people per acre, outer neighborhoods would increase to about 13 per acre. These areas  
1717 would accommodate about 28 percent of new households and 10 percent of new  
1718 employment.

1719

1720 One of the most significant problems in some newer neighborhoods is the lack of street  
1721 connections, a recent phenomenon that has occurred in the last 25 years. It is one of the  
1722 primary causes of increased congestion in new communities. Traditional neighborhoods  
1723 contained a grid pattern with up to 20 through streets per mile. But in new areas, one to  
1724 two through streets per mile is the norm. Combined with large scale single-use zoning and  
1725 low densities, it is the major cause of increasing auto dependency in neighborhoods. To  
1726 improve local connectivity throughout the region, all areas shall develop master street plans  
1727 intended to improve access for all modes of travel. These plans shall include 8 to 20 local  
1728 street connections per mile, except in cases where fewer connections are necessitated by  
1729 constraints such as natural or constructed features (for example streams, wetlands, steep  
1730 slopes, freeways, airports, etc.)

1731

1732 Industrial Areas and Employment Areas

1733

1734 The Portland metropolitan area economy is heavily dependant upon wholesale trade and  
1735 the flow of commodities to national and international markets. The high quality of our  
1736 freight transportation system and, in particular, our intermodal freight facilities are essential  
1737 to continued growth in trade. The intermodal facilities (air and marine terminals, freight rail  
1738 yards and common carrier truck terminals) are an area of regional concern, and the  
1739 regional framework plan will identify and protect lands needed to meet their current and  
1740 projected space requirements.

1741 Industrial areas would be set aside primarily for industrial activities. Other supporting uses,  
1742 including some retail uses, may be allowed if limited to sizes and locations intended to  
1743 serve the primary industrial uses. They include land-intensive employers, such as those  
1744 around the Portland International Airport, the Hillsboro Airport and some areas along  
1745 Highway 212/224. Areas of high agglomerative economic potential, such as the Sunset  
1746 Corridor for electronics products and the Northwest Industrial sanctuary for metal products,  
1747 shall be supported with transportation planning and infrastructure development designed to  
1748 meet their needs. Industrial areas are expected to accommodate 10 percent of regional  
1749 employment and no households. Retail uses whose market area is substantially larger  
1750 than the employment area shall not be considered supporting uses.

1751  
1752 Other employment centers would be designated as employment areas, mixing various  
1753 types of employment and including some residential development as well. These  
1754 employment areas would provide for about five percent of new households and 14 percent  
1755 of new employment within the region. Densities would rise substantially from 1990 levels of  
1756 about 11 people per acre to about 20 people per acre. Employment areas would be  
1757 expected to include some limited retail commercial uses sized to serve the needs of people  
1758 working and living in the immediate employment areas, not larger market areas outside the  
1759 employment area. Exceptions to this general policy can be made for low traffic generating  
1760 land consumptive commercial uses with low parking needs which have a community or  
1761 region-wide market.

1762  
1763 The siting and development of new industrial areas would consider the proximity of housing  
1764 for all income ranges provided by employment in the projected industrial center, as well as  
1765 accessibility to convenient and inexpensive non-auto transportation. The continued  
1766 development of existing industrial areas would include attention to these two issues as well.

1767  
1768 Urban Reserves

1769  
1770 One important feature of the Growth Concept is that it would accommodate all 50 years of  
1771 forecasted growth through a relatively small amount of urban reserves. Urban reserves  
1772 consist of land set aside outside the present UGB for future growth. The Growth Concept  
1773 contains approximately 22,000 acres of Urban Reserve Study Areas shown on the Concept  
1774 Map. Less than the full Study Area may be needed for urban reserve area designation if  
1775 the other density goals of the Growth Concept are met. Over 75 percent of these lands are  
1776 currently zoned for rural housing and the remainder are zoned for farm or forestry uses.  
1777 These areas shall be refined for designation of urban reserves required by the Growth  
1778 Concept.

1779  
1780 Transportation Facilities

1781

1782 In undertaking the Region 2040 process, the region has shown a strong commitment to  
1783 developing a regional plan that is based on greater land use efficiencies and a truly multi-  
1784 modal transportation system. However, the transportation system defined in the Growth  
1785 Concept Analysis serves as a theoretical definition (construct) of the transportation system  
1786 needed to serve the land uses in the Growth Concept (Recommended Alternative urban  
1787 form). The modeled system reflects only one of many possible configurations that might be  
1788 used to serve future needs, consistent with the policy direction called for in the Growth  
1789 Concept (amendment to RUGGOs).

1790  
1791 As such, the Growth Concept (Recommended Alternative) transportation map provides only  
1792 general direction for development of an updated RTP and does not prescribe or limit what  
1793 the RTP will ultimately include in the regional system. Instead, the RTP will build upon the  
1794 broader land use and transportation directions that are defined in the Growth Concept  
1795 (Recommended Alternative).

1796  
1797 The transportation elements needed to create a successful growth management policy are  
1798 those that support the Growth Concept. Traditionally, streets have been defined by their  
1799 traffic-carrying potential, and transit service according to its ability to draw commuters.  
1800 Other travel modes have not been viewed as important elements of the transportation  
1801 system. The Growth Concept establishes a new framework for planning in the region by  
1802 linking urban form to transportation. In this new relationship, transportation is viewed as a  
1803 range of travel modes and options that reinforce the region's growth management goals.

1804  
1805 Within the framework of the Growth Concept is a network of multi-modal corridors and  
1806 regional through-routes that connect major urban centers and destinations. Through-routes  
1807 provide for high-volume auto and transit travel at a regional scale, and ensure efficient  
1808 movement of freight. Within multi-modal corridors, the transportation system will provide a  
1809 broader range of travel mode options, including auto, transit, bicycle and pedestrian  
1810 networks, that allow choices of how to travel in the region. These travel options will  
1811 encourage the use of alternative modes to the auto, a shift that has clear benefits for the  
1812 environment and the quality of neighborhoods and urban centers and address the needs of  
1813 those without access to automobiles.

1814  
1815 In addition to the traditional emphasis on road and transit facilities, the development of  
1816 networks for freight travel and intermodal facilities, for bicycle and pedestrian travel and the  
1817 efficient use of capacity on all streets through access management and congestion  
1818 management and/or pricing will be part of a successful transportation system.

1819  
1820 While the Concept Map shows only major transit facilities and corridors, all areas within the  
1821 UGB have transit access. Transit service in the Growth Concept included both fixed-route

1822 and demand responsive systems. The RTP shall further define the type and extent of  
1823 transit service available throughout the region.

1824  
1825 **Intermodal Facilities**

1826  
1827 The region's continued strength as a national and international distribution center is  
1828 dependent upon adequate intermodal facilities and access to them. Intermodal facilities  
1829 include marine terminals, railroad intermodal points, such as the Union Pacific's Albina  
1830 Yard, the airports and the Union Station/inter-city bus station area. The RTP will identify  
1831 these areas and their transportation requirements and will identify programs to provide  
1832 adequate freight capacity.

1833  
1834  
1835 **Truck Routes**

1836 Truck routes will be identified and freight movement will be given priority in terms of  
1837 roadway design and operation between areas with freight dependent uses within the region  
1838 and major facilities serving areas locations outside the region.

1839  
1840 **Regional Through-Routes**

1841  
1842 These are the routes that move people and goods through and around the region, connect  
1843 regional centers to each other and to the Central City, and connect the region to the  
1844 statewide and interstate transportation system. They include freeways, limited access  
1845 highways and heavily traveled arterials, and usually function as through-routes. As such,  
1846 they are important not only because of the movement of people, but as one of the region's  
1847 major freight systems. Since much of our regional economy depends on the movement of  
1848 goods and services, it is essential to keep congestion on these roads at manageable  
1849 levels. These major routes frequently serve as transit corridors but are seldom conducive  
1850 to bicycles or pedestrians because of the volume of auto and freight traffic that they carry.

1851  
1852 With their heavy traffic and high visibility, these routes are attractive to business. However,  
1853 when they serve as a location for auto-oriented businesses, the primary function of these  
1854 routes, to move regional and statewide traffic, can be eroded. While they serve as an  
1855 appropriate location for auto-oriented businesses, they are poor locations for businesses  
1856 that are designed to serve neighborhoods or sub-regions. These are better located on  
1857 multi-modal arterials. They need the highest levels of access control. In addition, it is  
1858 important that they not become barriers to movements across them by other forms of travel,  
1859 auto, pedestrian, transit or bicycle. They shall focus on providing access to centers and  
1860 neighbor cities, rather than access to the lands that front them.

1861  
1862

1863 Multi-Modal Arterials

1864

1865 These represent most of the region's arterials. They include a variety of design styles and  
1866 speeds, and are the backbone for a system of multi-modal travel options. Older sections of  
1867 the region are better designed for multi-modal travel than new areas. Although these  
1868 streets are often smaller than suburban arterials, they carry a great deal of traffic (up to  
1869 30,000 vehicles a day), experience heavy bus ridership along their routes and are  
1870 constructed in dense networks that encourage bicycle and pedestrian travel. The RTP shall  
1871 identify these multi-modal streets and develop a plan to further encourage alternative travel  
1872 modes within these corridors.

1873

1874 Many new streets, however, are designed to accommodate heavy auto and freight traffic at  
1875 the expense of other travel modes. Multiple, wide lanes, dedicated turning lanes, narrow  
1876 sidewalks exposed to moving traffic, and widely-spaced intersections and street crossings  
1877 create an environment that is difficult and dangerous to negotiate without a car. The RTP  
1878 shall identify these potential multi-modal corridors and establish design standards that  
1879 encourage other modes of travel along these routes.

1880

1881 Some multi-modal arterials also carry significant volumes of freight. The RTP will ensure  
1882 that freight mobility on these routes is adequately protected by considering freight needs  
1883 when identifying multi-modal routes, and in establishing design standards intended to  
1884 encourage alternative modes of passenger travel.

1885

1886 Collectors and Local Streets

1887

1888 These streets become a regional priority when a lack of adequate connections forces  
1889 neighborhood traffic onto arterials. New suburban development increasingly depends on  
1890 arterial streets to carry trips to local destinations, since most new local streets systems are  
1891 specifically designed with curves and cul-de-sacs to discourage local through travel by any  
1892 mode. The RTP should consider a standard of 8 to 20 through streets per mile, applied to  
1893 both developed and developing areas to reduce local travel on arterials. There should also  
1894 be established standard bicycle and pedestrian through-routes (via easements, greenways,  
1895 fire lanes, etc.) in existing neighborhoods where changes to the street system are not a  
1896 reasonable alternative.

1897

1898 Light Rail

1899

1900 Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders and  
1901 provides a critical travel option to major destinations. The primary function of light rail in  
1902 the Growth Concept is to link regional centers and the Central City, where concentrations of  
1903 housing and employment reach a level that can justify the cost of developing a fixed transit



1904 system. In addition to their role in developing regional centers, LRT lines can also support  
1905 significant concentrations of housing and employment at individual station areas along their  
1906 routes.

1907  
1908 In addition, neighbor cities of sufficient size should also include a transit connection to the  
1909 metropolitan area to provide a full-range of transportation alternatives.

1910  
1911 "Planned and Existing Light Rail Lines" on the Concept Map represent some locations  
1912 shown on the current RTP which were selected for initial analysis. "Proposed Light Rail  
1913 Alignments" show some appropriate new light rail locations consistent with serving the  
1914 Growth Concept. "Potential HCT lines" highlight locations for some concentrated form of  
1915 transit, possibly including light rail. These facilities demonstrate the general direction for  
1916 development of an updated RTP which will be based on further study. The Concept Map  
1917 transportation facilities do not prescribe or limit the existing or updated RTP.

1918  
1919 Bicycle and Pedestrian Networks

1920  
1921 Bicycling and walking should play an important part in the regional transportation system  
1922 especially within neighborhoods and centers and for other shorter trips. They are also  
1923 essential to the success of an effective transit system. In addition to the arrangement of  
1924 land uses and site design, route continuity and the design of rights-of-way in a manner  
1925 friendly to bicyclists and pedestrians are necessary. The RTP will establish targets which  
1926 substantially increase the share of these modes.

1927  
1928 Demand Management/Pricing

1929  
1930 The land uses and facilities in the Growth Concept cannot, by themselves, meet the  
1931 region's transportation objectives. Demand Management (carpooling, parking management  
1932 and pricing strategies) and system management will be necessary to achieve the  
1933 transportation system operation described in the Growth Concept. Additional actions will  
1934 be need to resolve the significant remaining areas of congestion and the high VMT/capita  
1935 which it causes. The RTP will identify explicit targets for these programs in various areas  
1936 of the region.

1937

(INSERT EXHIBIT A: GROWTH CONCEPT MAP HERE)

1938 **GLOSSARY**

1939

1940 **Areas and Activities of Metropolitan Concern.** A program, area or activity, having  
1941 significant impact upon the orderly and responsible development of the metropolitan area  
1942 that can benefit from a coordinated multi-jurisdictional response.

1943

1944 **Beneficial Use Standards.** Under Oregon law, specific uses of water within a drainage  
1945 basin deemed to be important to the ecology of that basin as well as to the needs of local  
1946 communities are designated as "beneficial uses." Hence, "beneficial use standards" are  
1947 adopted to preserve water quality or quantity necessary to sustain the identified beneficial  
1948 uses.

1949

1950 **Center City.** The downtown and adjacent portions of the city of Portland. See the Growth  
1951 Concept map and text.

1952

1953 **Corridors.** While some corridors may be continuous, narrow bands of higher intensity  
1954 development along arterial roads, others may be more 'nodal', that is, a series of smaller  
1955 centers at major intersections or other locations along the arterial which have high quality  
1956 pedestrian environments, good connections to adjacent neighborhoods and good transit  
1957 service. So long as the average target densities and uses are allowed and encouraged  
1958 along the corridor, many different development patterns - nodal or linear - may meet the  
1959 corridor objective .

1960

1961 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic  
1962 assessment of the likely trends for growth of local economies in the state consistent with  
1963 OAR 660-09-015. Such an analysis is critical for economic planning and for ensuring that  
1964 the land supply in an urban area will meet long-term employment growth needs.

1965

1966 **Employment Areas** Areas of mixed employment that include various types of  
1967 manufacturing, distribution and warehousing uses, commercial and retail development as  
1968 well as some residential development. Retail uses should primarily serve the needs of the  
1969 people working or living in the immediate employment area. Exceptions to this general  
1970 policy can be made for example, land consumptive commercial uses with low parking  
1971 needs which have a community or region-wide market.

1972

1973 **Exception.** An "exception" is taken for land when either commitments for use, current  
1974 uses, or other reasons make it impossible to meet the requirements of one or a number of  
1975 the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3  
1976 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply  
1977 with the strict resource protection requirements of those goals and are thereby able to be

- 1978 used for other than rural resource production purposes. Lands not excepted from statewide  
1979 planning goals 3 and 4 are to be used for agricultural or forest product purposes, and other,  
1980 adjacent uses must support their continued resource productivity.  
1981  
1982 **Exclusive Farm Use.** Land zoned primarily for farming and restricting many uses that are  
1983 incompatible with farming, such as rural housing. Some portions of rural reserves also may  
1984 be zoned as exclusive farm use.  
1985  
1986 **Fair Share** A proportionate amount by local jurisdiction. Used in the context of affordable  
1987 housing in this document. "Fair share" means that each city and county within the region  
1988 working with Metro to establish local and regional policies which will provide the opportunity  
1989 within each jurisdiction for accommodating a portion of the region's need for affordable  
1990 housing.  
1991  
1992 **Family Wage Job.** A permanent job with an annual income greater than or equal to the  
1993 average annual covered wage in the region. The most current average annual covered  
1994 wage information from the Oregon Employment Division shall be used to determine the  
1995 family wage job rate for the region or for counties within the region.  
1996  
1997 **Fiscal Tax Equity.** The process by which inter-jurisdictional fiscal disparities can be  
1998 addressed through a partial redistribution of the revenue gained from economic wealth,  
1999 particularly the increment gained through economic growth.  
2000  
2001 **Freight Mobility.** The efficient movement of goods from point of origin to destination.  
2002  
2003 **Functional Plan.** A limited purpose multi-jurisdictional plan for an area or activity having  
2004 significant district-wide impact upon the orderly and responsible development of the  
2005 metropolitan area that serves as a guideline for local comprehensive plans consistent with  
2006 ORS 268.390.  
2007  
2008 **Growth Concept.** A concept for the long-term growth management of our region, stating  
2009 the preferred form of the regional growth and development, including where and how much  
2010 the UGB should be expanded, what densities should characterize different areas, and  
2011 which areas should be protected as open space.  
2012  
2013 **High Capacity Transit.** Transit routes that may be either a road designated for frequent  
2014 bus service or for a light-rail line.  
2015

- 2016 **Housing Affordability.** The availability of housing such that no more than 30 percent (an  
2017 index derived from federal, state and local housing agencies) of the monthly income of the  
2018 household need be spent on shelter.  
2019
- 2020 **Industrial Areas.** An area set aside for industrial activities. Supporting commercial and  
2021 related uses may be allowed, provided they are intended to serve the primary industrial  
2022 users. Residential development shall not be considered a supporting use, nor shall retail  
2023 users whose market area is substantially larger than the industrial area be considered  
2024 supporting uses.  
2025
- 2026 **Infill.** New development on a parcel or parcels of less than one contiguous acre located  
2027 within the UGB.  
2028
- 2029 **Infrastructure.** Roads, water systems, sewage systems, systems for storm drainage,  
2030 bridges, transportation facilities, parks, schools and public facilities developed to support  
2031 the functioning of the developed portions of the environment. Areas of the undeveloped  
2032 portions of the environment such as floodplains, riparian and wetland zones, groundwater  
2033 recharge and discharge areas and Greenspaces that provide important functions related to  
2034 maintaining the region's air and water quality, reduce the need for infrastructure expenses  
2035 and contribute to the region's quality of life.  
2036
- 2037 **Inner Neighborhoods.** Areas in Portland and the older cities that are primarily residential,  
2038 close to employment and shopping areas, and have slightly smaller lot sizes and higher  
2039 population densities than in outer neighborhoods  
2040
- 2041 **Intermodal** The connection of one type of transportation mode with another  
2042
- 2043 **Intermodal Facility.** A transportation element that accommodates and interconnects  
2044 different modes of transportation and serves the statewide, interstate and international  
2045 movement of people and goods.  
2046
- 2047 **Jobs Housing Balance.** The relationship between the number, type, mix and wages of  
2048 existing and anticipated jobs balanced with housing costs and availability so that non-auto  
2049 trips are optimized in every part of the region.  
2050
- 2051 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned  
2052 for by local government but which also may be provided by private enterprise and are  
2053 essential to the support of more intensive development, including transportation, water  
2054 supply, sewage, parks, schools and solid waste disposal.  
2055

- 2056 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy  
2057 statement of the governing body of a city or county that inter-relates all functional and  
2058 natural systems and activities related to the use of land, consistent with state law.  
2059
- 2060 **Major Amendment.** A proposal made to the Metro Council for expansion of the UGB of 20  
2061 acres or more, consistent with the provisions of the Metro code.  
2062
- 2063 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land  
2064 Conservation and Development Commission to assure opportunity for the provision of  
2065 adequate numbers of needed housing units and the efficient use of land within the Metro  
2066 UGB. This rule establishes minimum overall net residential densities for all cities and  
2067 counties within the UGB, and specifies that 50 percent of the land set aside for new  
2068 residential development be zoned for multifamily housing.  
2069
- 2070 **Main Streets.** Neighborhood shopping areas along a main street or at an intersection,  
2071 sometimes having a unique character that draws people from outside the area. NW 23rd  
2072 Avenue and SE Hawthorne Boulevard are current examples of main streets.  
2073
- 2074 **Neighborhood Centers.** Retail and service development that surrounds major MAX  
2075 stations and other major intersections, extending out for one-quarter to one-half mile.  
2076
- 2077 **Neighboring Cities.** Cities such as Sandy, Canby, and Newberg that are outside Metro's  
2078 jurisdiction but will be affected by the growth policies adopted by the Metro Council or other  
2079 jurisdictions, such as North Plains, Estacada or Scappoose, which may be affected by  
2080 Metro actions.  
2081
- 2082 **Open Space.** Publicly and privately -owned areas of land, including parks, natural areas  
2083 and areas of very low density development inside the UGB.  
2084
- 2085 **Outer Neighborhoods.** Areas in the outlying cities that are primarily residential, farther  
2086 from employment and shopping areas, and have larger lot sizes and lower population  
2087 densities than inner neighborhoods.  
2088
- 2089 **Pedestrian Scale.** An urban development pattern where walking is a safe, convenient and  
2090 interesting travel mode. It is an area where walking is at least as attractive as any other  
2091 mode to all destinations within the area. The following elements are not cited as  
2092 requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide  
2093 walking surfaces; easily visible from streets and buildings and safe for walking; minimal  
2094 points where high speed automobile traffic and pedestrians mix; frequent crossings;  
2095 storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways

2096 and lighting designed to serve those on foot; well integrated into the transit system and  
2097 having uses which cater to people on foot.

2098  
2099 **Persons Per Acre.** This is a term expressing the intensity of building development by  
2100 combining residents per net acre and employees per net acre.

2101  
2102 **Planning activities** Planning activities cited in the RUGGO are not regulatory but contain  
2103 implementation ideas for future study in various stages of development that may or may not  
2104 lead to RUGGO amendments, new functional plans, functional plan amendments, or  
2105 regional framework plan elements. Planning activities for any given year will be subject to  
2106 Metro Executive Officer budget recommendations and Metro Council budget adoption.

2107  
2108 **Regional Centers.** Areas of mixed residential and commercial use that serve hundreds of  
2109 thousands of people and are easily accessible by different types of transit. Examples  
2110 include traditional centers such as downtown Gresham and new centers such as  
2111 Clackamas Town Center.

2112  
2113 **Rural Reserves.** Areas that are a combination of public and private lands outside the  
2114 UGB, used primarily for farms and forestry. They are protected from development by very  
2115 low-density zoning and serve as buffers between urban areas.

2116  
2117 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in  
2118 compliance with Federal air quality standards.

2119  
2120 **Stewardship** A planning and management approach that considers environmental  
2121 impacts and public benefits of actions as well as public and private dollar costs.

2122  
2123 **Station Communities** That area generally within a 1/4- to 1/2-mile radius of light rail  
2124 stations or other high capacity transit which is planned as a multi-modal community of  
2125 mixed uses and substantial pedestrian accessibility improvements.

2126  
2127 **Subregion.** An area of analysis used by Metro centered on each regional center and used  
2128 for analyzing jobs/housing balance.

2129  
2130 **Town Centers.** Areas of mixed residential and commercial use that serve tens of  
2131 thousands of people. Examples include the downtowns of Forest Grove and Lake  
2132 Oswego.

2133  
2134 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the  
2135 development of jobs, housing, and public services and facilities, and inter-relate the

2136 benefits and consequences of growth in one part of the region with the benefits and  
2137 consequences of growth in another. Urban form, therefore, describes an overall framework  
2138 within which regional urban growth management can occur. Clearly stating objectives for  
2139 urban form and pursuing them comprehensively provides the focal strategy for rising to the  
2140 challenges posed by the growth trends present in the region today.

2141  
2142 **Urban Growth Boundary.** A boundary which identifies urban and urbanizable lands  
2143 needed during the 20-year planning period to be planned and serviced to support urban  
2144 development densities, and which separates urban and urbanizable lands from rural land.

2145  
2146 **Urban Reserve Area.** An area adjacent to the present UGB defined to be a priority  
2147 location for any future UGB amendments when needed. Urban reserves are intended to  
2148 provide cities, counties, other service providers, and both urban and rural land owners with  
2149 a greater degree of certainty regarding future regional urban form. Whereas the UGB  
2150 describes an area needed to accommodate the urban growth forecasted over a 20-year  
2151 period, the urban reserves plus the area inside the UGB estimate the area capable of  
2152 accommodating the growth expected for 50 years.

2153  
2154 I:\GMJF\NERUG12B.DOC  
2155 11/1/95  
2156



Regional Urban Growth Goals and Objectives  
 Table of Contents

Introduction .....	2
Background Statement .....	4
<b>Planning a Vision for the Metro Area</b>	
Goal I: Regional Planning Process .....	8
Objective 1: Citizen Participation .....	8
Objective 2: Metro Policy Advisory Committee .....	9
Objective 3: Applicability of RUGGOs .....	9
Objective 4: <del>Implementation Roles</del> Urban Growth Boundary Plan .....	10
Objective 5: <del>Functional Plans</del> <del>ning Process</del> .....	11
Objective 6: <del>Future Vision</del> Regional Framework Plan .....	16
Objective 7: <del>Amendments to RUGGO</del> Periodic Review of Comprehensive Plans .....	16
Objective 8: <del>Implementation Roles</del> .....	16
Objective 9: Future Vision .....	18
Objective 10: Performance Measures .....	19
Objective 11: <del>Monitoring and Updating</del> .....	19
Goal II: Urban Form .....	21
II.1 NATURAL ENVIRONMENT .....	21
Objective 12: <del>Watershed Management and Regional Water Resources</del> .....	22
Objective 13: <del>Water Supply</del> .....	23
Objective 14: Air Quality .....	24
Objective 15: Natural Areas, Parks and Wildlife Habitat .....	25
Objective 16: Protection of Agricultural and Forest Resource Lands .....	26
II.2 BUILT ENVIRONMENT .....	27
Objective 17: Housing .....	27
Objective 18: Public Services and Facilities .....	29
Objective 19: Transportation .....	30
Objective 20: Economic Opportunity .....	33
II.3 GROWTH MANAGEMENT .....	35
Objective 21: Urban/Rural Transition .....	35
Objective 22: Developed Urban Land .....	38
Objective 23: Urban Growth Boundary .....	41
Objective 24: Urban Design .....	42
Objective 25: <del>Neighbor Cities</del> .....	43
II.4 METRO 2040 GROWTH CONCEPT .....	45
Exhibit A: Growth Concept Map .....	61
Glossary .....	62

1 Introduction

2  
3 The Regional Urban Growth Goals and Objectives (RUGGOs) have been developed to:

- 4  
5 1. ~~guide efforts to maintain and enhance the ecological integrity, economic viability, and~~  
6 ~~social equity and overall quality of life of the urban region;~~  
7  
8 2. respond to the direction given to Metro by the legislature through ORS ch 268.380 to  
9 develop land use goals and objectives for the region which would replace those  
10 adopted by the Columbia Region Association of Governments;  
11  
12 3. ~~provide a policy framework for guiding Metro's regional planning program, principally~~  
13 ~~its development of functional plans and management of the region's urban growth~~  
14 ~~boundary the development of the elements of Metro's regional framework plan and its~~  
15 ~~implementation of individual functional plans; and~~  
16  
17 4. provide a process for coordinating planning in the metropolitan area to maintain  
18 metropolitan livability.  
19

20 The RUGGO's are ~~envisioned not as a final plan for the region, but as a starting point for~~  
21 ~~developing a more focused vision for the future growth and development of the Portland~~  
22 ~~area not directly applicable to local plans and local land use decisions. However, they~~  
23 ~~state regional policy as Metro develops plans for the region with all of its partners. Hence,~~  
24 ~~the RUGGO's are the building blocks with which the local governments, citizens, the~~  
25 ~~business community and other interests can begin to develop a shared view of the region's~~  
26 ~~future.~~  
27

28 This document begins with the ~~broad outlines of that vision~~ Future Vision Summary. This  
29 document is a summary of the Future Vision for the metropolitan region, developed  
30 consistent with the Metro Charter. The Future Vision is not a regulatory document.  
31 Rather, it is a statement of aspiration. The regional framework plan, when adopted, must  
32 describe its relationship to the Future Vision. The RUGGOs follow next and are presented  
33 through two principal goals, the first dealing with the planning process and the second  
34 outlining substantive concerns related to urban form. The "subgoals" (in Goal II) and  
35 objectives provide clarification for the goals. The planning activities reflect priority actions  
36 that need to be taken to refine and clarify the goals and objectives further.  
37

38 Metro's regional goals and objectives required by ORS 268.380(1) are in RUGGOs Goals I  
39 and II and Objectives 1-24 23 only. RUGGOs planning activities contain implementation  
40 ideas for future study in various stages of development that may or may not lead to  
41 RUGGOs amendments, new functional plans, functional plan amendments, or regional  
42 framework plan elements. The regional framework plan, functional plans and functional

45 **Background Statement**

46

47 Planning for and managing the effects of urban growth in this metropolitan region involves  
48 24 cities, three counties, and more than 130 special service districts and school districts,  
49 including as well as Metro. In addition, the State of Oregon, Tri-Met, the Port of Portland,  
50 and the Boundary Commission all make decisions which affect and respond to regional  
51 urban growth. Each of these jurisdictions and agencies has specific duties and powers  
52 which apply directly to the tasks of urban growth management. In addition, the cities of  
53 southwest Washington and Clark County, though governed by different state laws, have  
54 made significant contributions to the greater metropolitan area and are important to this  
55 region. Also, nearby cities within Oregon, but outside the Metro boundary, are important to  
56 consider for the impact that Metro policies may have on their jurisdictions.

57

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

63

64 The Metro Council authorized the development of goals and objectives. These goals and  
65 objectives are the result of substantial discussion and debate throughout the region for  
66 over two years. On a technical and policy basis jurisdictions in the region as well as the  
67 Metro Council participated in crafting these statements of regional intent. Specifically,  
68 these goals and objectives have been analyzed and discussed by: the Metro Technical  
69 Advisory Committee comprised of staff land use representatives and citizens from  
70 throughout the region, the Transportation Policy Advisory Committee made up of staff  
71 transportation representatives and citizens from the region, the Metro Policy Advisory  
72 Committee, composed of elected officials and citizens from the region and the Joint Policy  
73 Advisory Committee on Transportation, which includes elected officials and citizens from  
74 the region.

75

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

81

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

87

43 plan amendments shall be consistent with Metro's regional goals and objectives and the  
44 Growth Concept, not RUGGOs planning activities.

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

93  
94 Goal II recognizes that this region is changing as growth occurs, and that change is  
95 challenging our assumptions about how urban growth will affect quality of life. For  
96 example:

- 97  
98 ● overall, the number of vehicle miles traveled in the region has been increasing at a rate  
99 far in excess of the rate of population and employment growth;
- 100  
101 ● the greatest growth in traffic and movement is within suburban areas, rather than  
102 between suburban areas and the central downtown district, and between districts in the  
103 urban area.
- 104  
105 ● in the year 2010 Metro projects that 70% of all "trips" made daily in the region will  
106 occur within suburban areas;
- 107  
108 ● currently transit moves about 3% of the travelers in the region on an average workday  
109 Areas in the region with good transit service and compact land uses designed to serve  
110 transit currently use transit for about 9 % of trips and walking and biking for about 31%  
111 of trips for a total of about 40% non-auto trips, while in other areas of the region these  
112 modes only account for about 10%;
- 113  
114 ● to this point the region has accommodated most forecasted growth on vacant land  
115 within the urban growth boundary, with redevelopment expected to accommodate very  
116 little of this growth, even though recent statistics suggest that a significant amount of  
117 growth of jobs and households is occurring on lands we currently count as developed;
- 118  
119 ● single family residential construction is occurring at less than maximum planned  
120 density;
- 121  
122 ● rural residential development in rural exception areas is occurring in a manner and at a  
123 rate that may result in forcing the expansion of the urban growth boundary on important  
124 agricultural and forest resource lands in the future;
- 125  
126 ● a recent study of urban infrastructure needs in the state has found that only about half  
127 of the funding needed in the future to build needed facilities can be identified.

128  
129 Add to this list growing citizen concern about rising housing costs, vanishing open space,  
130 and increasing frustration with traffic congestion, and the issues associated with the

131 growth of this region are not at all different from those encountered in other west coast  
132 metropolitan areas such as the Puget Sound region or cities in California. The lesson in  
133 these observations is that the "quilt" of 27 separate comprehensive plans together with the  
134 region's urban growth boundary is not enough to effectively deal with the dynamics of  
135 regional growth and maintain quality of life.

136  
137 The challenge is clear: if the Portland metropolitan area is going to be different than other  
138 places, and if it is to preserve its vaunted quality of life as an additional 485,000 people  
139 move into the urban area in the next 20 coming years, then a cooperative and participatory  
140 effort to address the issues of growth must begin now. Further, that effort needs to deal  
141 with the issues accompanying growth – increasing traffic congestion, vanishing open  
142 space, speculative pressure on rural farm lands, rising housing costs, diminishing  
143 environmental quality, demands on infrastructure such as schools, water and sewer  
144 treatments plants – in a common framework. Ignoring vital links between these issues will  
145 limit the scope and effectiveness of our approach to managing urban growth.

146  
147 Goal II provides that broad framework needed to address the issues accompanying urban  
148 growth.

149 ~~Planning for a Vision of Growth in the Portland Metropolitan Area~~

150

151

152 ~~As the metropolitan area changes, the importance of coordinated and balanced planning~~  
153 ~~programs to protect the environment and guide development becomes increasingly~~  
154 ~~evident:~~

155

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

159

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

164

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

170

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

177

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

184 **GOAL I: REGIONAL PLANNING PROCESS**

185

186 Regional planning in the metropolitan area shall:

187

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

189

190 I.ii Identify and designate other areas and activities of metropolitan concern  
191 through a participatory process involving the Metro Policy Advisory Committee  
192 (MPAC), cities, counties, special districts, school districts, and state and regional  
193 agencies such as Tri-Met, the Metropolitan Arts Commission Regional Arts and  
194 Culture Council and the Port of Portland; and

195

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

198

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

202

203 **Objective 1. Citizen Participation**

204

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

209

210 1.1 Metro Committee for Citizen Involvement (Metro CCI). Metro shall establish a Metro  
211 Committee for Citizen Involvement to assist with the development, implementation and  
212 evaluation of its citizen involvement program and to advise the MPAC regarding ways to  
213 best involve citizens in regional planning activities.

214

215 1.2 Notification. Metro shall develop programs for public notification, especially for (but  
216 not limited to) proposed legislative actions, that ensure a high level of awareness of  
217 potential consequences as well as opportunities for involvement on the part of affected  
218 citizens, both inside and outside of its district boundaries.

219



220 **Objective 2. Metro Policy Advisory Committee**

221  
222 The 1992 Metro Charter has established the MPAC to:

- 223  
224 2.i assist with the development and review of Metro's regional planning activities  
225 pertaining to land use and growth management, including review and  
226 implementation of these goals and objectives, development and implementation of  
227 the regional framework plan, present and prospective functional planning, and  
228 management and review of the region's UGB;
- 229  
230 2.ii serve as a forum for identifying and discussing areas and activities of  
231 metropolitan or subregional significance concern; and
- 232  
233 2.iii provide an avenue for involving all cities and counties and other interests in  
234 the development and implementation of growth management strategies.

235  
236 2.1 The MPAC Composition. The initial MPAC shall be chosen according to the Metro  
237 Charter and, thereafter, according to any changes approved by majorities of the MPAC  
238 and the Metro Council. The composition of the Committee shall reflect the partnership that  
239 must exist among implementing jurisdictions in order to effectively address areas and  
240 activities of metropolitan concern. The voting membership shall include elected and  
241 appointed officials and citizens of Metro, cities, counties and states consistent with section  
242 27 of the 1992 Metro Charter.

243  
244 2.2 Advisory Committees. The Metro Council, or the MPAC consistent with the MPAC  
245 by-laws, shall appoint technical advisory committees as the Council or the MPAC  
246 determine a need for such bodies.

247  
248 2.3 Joint Policy Advisory Committee on Transportation (JPACT). JPACT with the Metro  
249 Council shall continue to perform the functions of the designated Metropolitan Planning  
250 Organization as required by federal transportation planning regulations. JPACT and the  
251 MPAC shall develop a coordinated process, to be approved by the Metro Council, to  
252 assure that regional land use and transportation planning remains consistent with these  
253 goals and objectives and with each other.

254  
255 **Objective 3. Applicability of Regional Urban Growth Goals and Objectives**

256  
257 These RUGGOs have been developed pursuant to ORS 268.380(1). Therefore, they  
258 comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan under  
259 ORS 268.390(2). The regional framework plan and all functional plans prepared adopted  
260 by the Metro Council shall be consistent with these goals and objectives. Metro's

261 management of the UGB shall be guided by standards and procedures which must be  
262 consistent with these goals and objectives. These goals and objectives shall not apply  
263 directly to site-specific land use actions, including amendments of the UGB.  
264

265 3.1 These RUGGOs shall apply to adopted and acknowledged comprehensive land use  
266 plans as follows:  
267

268 ~~3.i.3.1.1~~ Components of the regional framework plan that are adopted as  
269 functional plans, or other functional plans, shall be consistent with these goals and  
270 objectives, ~~and they may recommend or require amendments to adopted and~~  
271 ~~acknowledged comprehensive land use plans; or and~~

272  
273 ~~3.ii.3.1.2~~ The management and periodic review of Metro's acknowledged UGB  
274 Plan, itself shall be consistent with these goals and objectives, ~~may require changes~~  
275 ~~in adopted and acknowledged land use plans; or and~~

276  
277 ~~3.iii.3.1.3~~ The MPAC may identify and propose issues of regional concern, related  
278 to or derived from these goals and objectives, for consideration by cities and  
279 counties at the time of periodic review of their adopted and acknowledged  
280 comprehensive plans.  
281

282  
283 ~~3.2 These RUGGO shall apply to Metro land use, transportation and greenspace activities~~  
284 ~~as follows:~~

285  
286 ~~3.2.1 The urban growth boundary plans, regional framework plan, functional plans, and~~  
287 ~~other land use activities shall be consistent with these goals and objectives.~~

288  
289 ~~3.2.2 To the extent that a proposed policy or action may be compatible with some goals~~  
290 ~~and objectives and incompatible with others, consistency with RUGGO may involve a~~  
291 ~~balancing of applicable goals, subgoals and objectives by the Metro Council that~~  
292 ~~considers the relative impacts of a particular action on applicable goals and objectives.~~  
293

294 ~~3.3 Periodic Updates of the RUGGOs. The MPAC shall consider the regular updates of~~  
295 ~~these goals and objectives and recommend based on a periodic update process adopted~~  
296 ~~by the Metro Council.~~

297  
298 ~~3.1. Objective 4.~~ Urban Growth Boundary Plan. The UGB Plan has two components:  
299

300 ~~3.1.1. 4.1~~ The acknowledged UGB line; and  
301

302 ~~3-1-2. 4.2 Acknowledged procedures and standards for amending the UGB line. Metro's~~  
303 ~~UGB Plan is not a regional comprehensive plan but a provision of the comprehensive~~  
304 ~~plans of the local governments within its boundaries. The UGB line Plan shall be in~~  
305 ~~compliance with applicable statewide planning goals and laws and consistent with these~~  
306 ~~goals and objectives. Amendments to the UGB Plan line shall demonstrate consistency~~  
307 ~~only with the acknowledged procedures and standards. Changes of Metro's~~  
308 ~~acknowledged UGB Plan may require changes in adopted and acknowledged~~  
309 ~~comprehensive plans.~~

310  
311 ~~3-2. Objective 5. Functional Plans. Metro-functional plans containing recommendations~~  
312 ~~for comprehensive planning by cities and counties may or may not involve land use~~  
313 ~~decisions. Functional plans are not required by the enabling statute to include findings of~~  
314 ~~consistency with statewide land use planning goals. If provisions in a functional plan, or~~  
315 ~~actions implementing a functional plan require changes in an adopted and acknowledged~~  
316 ~~comprehensive land use plan, then that action may be a land use action required to be~~  
317 ~~consistent with the statewide planning goals. Functional plans are limited purpose plans,~~  
318 ~~consistent with these goals and objectives, which address designated areas and activities~~  
319 ~~of metropolitan concern. Functional plans are established in state law as the way Metro~~  
320 ~~may recommend or require changes in local plans.~~

321  
322 ~~Those functional plans or plan provisions containing recommendations for comprehensive~~  
323 ~~planning by cities and counties may not be final land use decisions. If a provision in a~~  
324 ~~functional plan, or an action implementing a functional plan require changes in an adopted~~  
325 ~~and acknowledged comprehensive plan, then adoption of provision or action will be a final~~  
326 ~~land use decision. If a provision in a functional plan, or Metro action implementing a~~  
327 ~~functional plan require changes in an adopted and acknowledged comprehensive plan,~~  
328 ~~then that provision or action will be adopted by Metro as a final land use action required to~~  
329 ~~be consistent with statewide planning goals. In addition, regional framework plan~~  
330 ~~components will be adopted as functional plans if they contain recommendations or~~  
331 ~~requirements for changes in comprehensive plans. These functional plans, which are~~  
332 ~~adopted as part of the regional framework plan, will be submitted along with other parts of~~  
333 ~~the regional framework plan to LCDC for acknowledgment of their compliance with the~~  
334 ~~statewide planning goals. Because functional plans are the way Metro recommends or~~  
335 ~~requires local plan changes, most regional framework plan components will probably be~~  
336 ~~functional plans. Until regional framework plan components are adopted, existing or new~~  
337 ~~functional plans will continue to recommend or require changes in comprehensive plans.~~

338  
339 ~~3-3—Regional Framework Plan. (Relocated to Objective 6) The regional framework~~  
340 ~~plan adopted by Metro shall be consistent with these goals and objectives. Provisions of~~  
341 ~~the regional framework plan that establish performance standards, and that may require~~

342 ~~changes in local comprehensive plans shall be adopted as functional plans, and shall meet~~  
343 ~~all requirements for functional plans contained in these goals and objectives.~~

344  
345 ~~3.4. Periodic Review of Comprehensive Land Use Plans. (Relocated to Objective 7) At~~  
346 ~~the time of periodic review for comprehensive land use plans in the region the Metro Policy~~  
347 ~~Advisory Committee:~~

348  
349 ~~3.4.1. Shall assist Metro with the identification of regional framework plan elements,~~  
350 ~~functional plan provisions or changes in functional plans adopted since the last periodic~~  
351 ~~review for inclusion in periodic review notices as changes in law; and~~

352  
353 ~~3.4.2. May provide comments during the periodic review of adopted and acknowledged~~  
354 ~~comprehensive plans on issues of regional concern.~~

355  
356 ~~3.5. Periodic Review of the Regional Urban Growth Goals and Objectives. The Metro~~  
357 ~~Policy Advisory Committee shall consider the periodic review notice for these goals and~~  
358 ~~objectives and recommend a periodic review process for adoption by the Metro Council.~~

359  
360 ~~Objective 4. Implementation Roles~~

361  
362 ~~Regional planning and the implementation of these Regional Urban Growth Goals and~~  
363 ~~Objectives shall recognize the inter-relationships between cities, counties, special districts,~~  
364 ~~Metro, regional agencies, and the State, and their unique capabilities and roles.~~

365  
366 ~~4.1. Metro Role. Metro shall:~~

367  
368 ~~—— 4.1.1. Identify and designate areas and activities of metropolitan concern;~~

369  
370 ~~—— 4.1.2. Provide staff and technical resources to support the activities of the Metro~~  
371 ~~Policy Advisory Committee;~~

372  
373 ~~—— 4.1.3. Serve as a technical resource for cities, counties, and other jurisdictions and~~  
374 ~~agencies;~~

375  
376 ~~—— 4.1.4. Facilitate a broad-based regional discussion to identify appropriate strategies~~  
377 ~~for responding to those issues of metropolitan concern;~~

378  
379 ~~4.1.5. Adopt functional plans necessary and appropriate for the implementation of~~  
380 ~~these regional urban growth goals and objectives, and the regional framework plan;~~

381

- 382 ~~4.1.6. Coordinate the efforts of cities, counties, special districts, and the state to~~  
383 ~~implement adopted strategies; and~~  
384  
385 ~~4.1.7. Adopt and periodically review and amend a Future Vision for the region,~~  
386 ~~consistent with Objective 6.~~  
387  
388 ~~4.2. Role of Cities~~  
389  
390 ~~4.2.1 Adopt and amend comprehensive plans to conform to functional plans~~  
391 ~~adopted by Metro;~~  
392  
393 ~~4.2.2 Identify potential areas and activities of metropolitan concern;~~  
394  
395 ~~4.2.3 Cooperatively develop strategies for responding to designated areas and~~  
396 ~~activities of metropolitan concern;~~  
397  
398 ~~4.2.4 Participate in the review and refinement of these goals and objectives.~~  
399  
400 ~~4.3. Role of Counties~~  
401  
402 ~~4.3.1 Adopt and amend comprehensive plans to conform functional plans adopted~~  
403 ~~by Metro;~~  
404  
405 ~~4.3.2 Identify potential areas and activities of metropolitan concern;~~  
406  
407 ~~4.3.3 Cooperatively develop strategies for responding to designated areas and~~  
408 ~~activities of metropolitan concern;~~  
409  
410 ~~4.3.4 Participate in the review and refinement of these goals and objectives.~~  
411  
412 ~~4.4. Role of Special Service Districts. Assist Metro with the identification of areas and~~  
413 ~~activities of metropolitan concern and the development of strategies to address them, and~~  
414 ~~participate in the review and refinement of these goals and objectives.~~  
415  
416 ~~4.5. Role of the State of Oregon~~  
417  
418 ~~4.5.1 Advise Metro regarding the identification of areas and activities of~~  
419 ~~metropolitan concern;~~  
420  
421 ~~4.5.2 Cooperatively develop strategies for responding to designated areas and~~  
422 ~~activities of metropolitan concern;~~

423 ~~4.5.3 Modify state plans, regulations, activities and related funding to enhance~~  
424 ~~implementation of the regional framework plan and functional plans adopted by~~  
425 ~~Metro, and employ state agencies and programs and regulatory bodies to promote~~  
426 ~~and implement these goals and objectives and the regional framework plan;~~

427  
428 ~~4.5.4 Participate in the review and refinement of these goals and objectives.~~

429

430 ~~Objective 5. Functional Planning Process~~

431

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

436

437 5.1 Existing Functional Plans. Metro shall continue to develop, amend and implement,  
438 with the assistance of cities, counties, special districts and the state, statutorily required  
439 functional plans for air, water and transportation, as directed by ORS 268.390(1) and for  
440 solid waste as mandated by ORS ch 459.

441

442 5.2 New Functional Plans. New functional plans shall be proposed from one of two  
443 sources:

444

445 5.2.1 The MPAC may recommend that the Metro Council designate an area or  
446 activity of metropolitan concern for which a functional plan should be prepared; or

447

448 5.2.2 The Metro Council may propose the preparation of a functional plan to  
449 designate an area or activity of metropolitan concern and refer that proposal to the  
450 MPAC.

451

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

455

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

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

465

466 5.2.a Adopt the proposed functional plan; or

467

468 5.2.b Refer the proposed functional plan to the MPAC in order to consider  
469 amendments to the proposed plan prior to adoption; or

470

471 5.2.c Amend and adopt the proposed functional plan; or

472

473 5.2.d Reject the proposed functional plan.

474

475 The proposed functional plan shall be adopted by ordinance and shall include findings of  
476 consistency with these goals and objectives.

477

478 5.3 Functional Plan Implementation and Conflict Resolution. Adopted functional plans  
479 shall be regionally coordinated policies, facilities and/or approaches to addressing a  
480 designated area or activity of metropolitan concern, to be considered by cities and  
481 counties for incorporation in their comprehensive land use plans. If a city or county  
482 determines that a functional plan requirement should not or cannot be incorporated into its  
483 comprehensive plan, then Metro shall review any apparent inconsistencies by the following  
484 process:

485

486 5.3.1 Metro and affected local governments shall notify each other of apparent or  
487 potential comprehensive plan inconsistencies.

488

489 5.3.2 After Metro staff review, the MPAC shall consult the affected jurisdictions and  
490 attempt to resolve any apparent or potential inconsistencies.

491

492 5.3.3 The MPAC shall conduct a public hearing and make a report to the Metro  
493 Council regarding instances and reasons why a city or county has not adopted  
494 changes consistent with requirements in a regional functional plan.

495

496 5.3.4 The Metro Council shall review the MPAC report and hold a public hearing  
497 on any unresolved issues. The Council may decide to:

498

499 5.3.4.a Amend the adopted regional functional plan; or

500

501 5.3.4.b Initiate proceedings to require a comprehensive plan change; or

502

503 5.3.4.c Find there is no inconsistency between the comprehensive plan(s)  
504 and the functional plan.

505 **Objective 6. Regional Framework Plan.** The regional framework plan required by the  
506 1992 Metro Charter shall be consistent with these goals and objectives. Provisions of the  
507 regional framework plan that establish performance standards and that recommend or  
508 require changes in local comprehensive plans shall be adopted as functional plans, and  
509 shall meet all requirements for functional plans contained in these goals and objectives.  
510 The Charter requires that all mandatory subjects be addressed in the regional framework  
511 plan. It does not require that all subjects be addressed to recommend or require changes  
512 in current comprehensive plans. Therefore, most, but not all regional framework plan  
513 components are likely to be functional plans because some changes in comprehensive  
514 plans may be needed. All regional framework plan components will be submitted to LCDC  
515 for acknowledgment of their compliance with the statewide planning goals. Until regional  
516 framework plan components are adopted, existing or new regional functional plans will  
517 continue to recommend or require changes in comprehensive plans.

518  
519 **Objective 7<sup>1</sup>. Periodic Review of Comprehensive Land Use Plans.** At the time of  
520 LCDC initiated periodic review for comprehensive land use plans in the region the MPAC:

521  
522 7.1 Shall assist Metro with the identification of regional framework plan elements,  
523 functional plan provisions or changes in functional plans adopted since the last periodic  
524 review for inclusion in periodic review notices as changes in law; and

525  
526 7.2 May provide comments during the periodic review of adopted and acknowledged  
527 comprehensive plans on issues of regional concern.

528  
529 **Objective 8. Implementation Roles<sup>2</sup>**

530  
531 Regional planning and the implementation of these RUGGOs shall recognize the inter-  
532 relationships between cities, counties, special districts, Metro, regional agencies and the  
533 State, and their unique capabilities and roles.

534  
535 8.1 **Metro Role.** Metro shall:

536  
537 8.1.1 Identify and designate areas and activities of metropolitan concern;

538  
539 8.1.2 Provide staff and technical resources to support the activities of the MPAC  
540 within the constraints established by Metro Council;

541

---

<sup>1</sup> Whole section relocated. No change except for section numbering.

<sup>2</sup> Whole section relocated, same except for addition of 8.17



542 8.1.3 Serve as a technical resource for cities, counties, school districts and other  
543 jurisdictions and agencies;

544  
545 8.1.4 Facilitate a broad-based regional discussion to identify appropriate strategies  
546 for responding to those issues of metropolitan concern;

547  
548 8.1.5 Adopt functional plans necessary and appropriate for the implementation of  
549 these RUGGOs and the regional framework plan;

550  
551 8.1.6 Coordinate the efforts of cities, counties, special districts and the state to  
552 implement adopted strategies; and

553  
554 8.1.7 Adopt and review consistent with the Metro Charter and amend a Future  
555 Vision for the region, consistent with Objective 9.

556  
557 8.2. Role of Cities

558  
559 8.2.1 Adopt and amend comprehensive plans to conform to functional plans  
560 adopted by Metro;

561  
562 8.2.2 Identify potential areas and activities of metropolitan concern through a  
563 broad-based local discussion;

564  
565 8.2.3 Cooperatively develop strategies for responding to designated areas and  
566 activities of metropolitan concern;

567  
568 8.2.4 Participate in the review and refinement of these goals and objectives.

569  
570 8.3. Role of Counties

571  
572 8.3.1 Adopt and amend comprehensive plans to conform to functional plans  
573 adopted by Metro;

574  
575 8.3.2 Identify potential areas and activities of metropolitan concern through a  
576 broad-based local discussion;

577  
578 8.3.3 Cooperatively develop strategies for responding to designated areas and  
579 activities of metropolitan concern;

580  
581 8.3.4 Participate in the review and refinement of these goals and objectives.

582

583 **8.4 Role of Special Service Districts. Assist Metro, through a broad-based local**  
584 **discussion, with the identification of areas and activities of metropolitan concern and the**  
585 **development of strategies to address them, and participate in the review and refinement of**  
586 **these goals and objectives. Special Service Districts will conduct their operations in**  
587 **conformance with acknowledged Comprehensive Plans affecting their service territories**  
588

589 **8.5 Role of School Districts**

590  
591 **8.5.1 Advise Metro regarding the identification of areas and activities of school**  
592 **district concern;**

593  
594 **8.5.2 Cooperatively develop strategies for responding to designated areas and**  
595 **activities of school district concern;**

596  
597 **8.5.3 Participate in the review and refinement of these goals and objectives.**  
598

599 **8.6 Role of the State of Oregon**

600  
601 **8.6.1 Advise Metro regarding the identification of areas and activities of**  
602 **metropolitan concern;**

603  
604 **8.6.2 Cooperatively develop strategies for responding to designated areas and**  
605 **activities of metropolitan concern;**

606  
607 **8.6.3 Review state plans, regulations, activities and related funding to consider**  
608 **changes in order to enhance implementation of the regional framework plan and**  
609 **functional plans adopted by Metro, and employ state agencies and programs and**  
610 **regulatory bodies to promote and implement these goals and objectives and the**  
611 **regional framework plan;**

612  
613 **8.6.4 Participate in the review and refinement of these goals and objectives.**  
614

615 **Objective 6.9 Future Vision and the Future Vision Commission**

616  
617 **By Charter, approved by the voters in 1992, Metro must adopt a Future Vision for the**  
618 **metropolitan area. The Future Vision is:**

619  
620 **"a conceptual statement that indicates population levels and settlement patterns**  
621 **that the region can accommodate within the carrying capacity of the land, water and**  
622 **air resources of the region, and its educational and economic resources, and that**  
623 **achieves a desired quality of life. The Future Vision is a long-term, visionary**

624 outlook for at least a 50-year period...The matters addressed by the Future Vision  
625 include, but are not limited to: (1) use, restoration and preservation of regional land  
626 and natural resources for the benefit of present and future generations, (2) how and  
627 where to accommodate the population growth for the region while maintaining a  
628 desired quality of life for its residents, and (3) how to develop new communities and  
629 additions to the existing urban areas in well-planned ways...The Future Vision is not  
630 a regulatory document. It is the intent of this charter that the Future Vision have no  
631 effect that would allow court or agency review of it."  
632

633 The Future Vision ~~will be~~ ~~was~~ prepared by a broadly representative commission, appointed  
634 by the Metro Council, and will be reviewed and amended as needed, and comprehensively  
635 reviewed and, if need be, revised every 15 years. Metro ~~is required by the Charter to~~ will  
636 describe the relationship of components of the Regional Framework Plan, and the  
637 Regional Framework Plan as a whole, to the Future Vision.  
638

639 **Objective 10. ~~Amendments to the Regional Urban Growth Goals and Objectives~~**  
640 **~~Performance Measures~~**  
641

642 Metro Council, in consultation with MPAC and the public, will develop performance  
643 measures designed for considering RUGGOs objectives. The term "performance  
644 measure" means a measurement aimed at determining whether a planning activity or 'best  
645 practice' is meeting the objective or intent associated with the 'best practice'.  
646

647 Performance measures for Goal I, Regional Planning Process, will use state benchmarks  
648 to the extent possible or be developed by Metro Council in consultation with MPAC and the  
649 Metro Committee for Citizen Involvement. Performance measures for Goal II, Urban Form,  
650 will be derived from state benchmarks or the detailed technical analysis that underlies  
651 Metro's Regional Framework Plan, functional plans and Growth Concept Map. While  
652 performance measures are intended to be useful in measuring progress, the Metro Council  
653 intends to have planning and implementation of policies as its major work effort, not  
654 development of performance measures.  
655

656 (As performance measures are adopted, (either by resolution or ordinance, they will be  
657 included in an appendix.)  
658

659 **Objective 8 ~~11~~. ~~Periodic Review~~ ~~Monitoring and Updating~~**  
660

661 The RUGGOs, regional framework plan and all Metro functional plans shall be reviewed at  
662 regular intervals ~~every seven years~~, or at other times in-between as determined by the  
663 Metro Council after consultation with or upon the ~~suggestion~~ ~~advice~~ of the MPAC. Any  
664 review and amendment process shall involve a broad cross-section of citizen and

665 jurisdictional interests, and shall involve the MPAC consistent with Goal 1: Regional  
666 Planning Process. Proposals for amendments shall receive broad public and local  
667 government review prior to final Metro Council action.  
668

669 **811.1 Impact of Amendments.** At the time of adoption of amendments to these goals and  
670 objectives, the Metro Council shall determine whether amendments to adopted regional  
671 framework plan, functional plans or the acknowledged regional UGB are necessary. If  
672 amendments to the above are necessary, the Metro Council shall act on amendments to  
673 applicable functional plans. The Council shall request recommendations from the MPAC  
674 before taking action. All amendment proposals will include the date and method through  
675 which they may become effective, should they be adopted. Amendments to the  
676 acknowledged regional UGB will be considered under acknowledged UGB amendment  
677 procedures incorporated in the Metro Code.  
678

679 If changes to the regional framework plan or functional plans are adopted, affected cities  
680 and counties shall be informed in writing of those changes which are advisory in nature,  
681 those which recommend changes in comprehensive land use plans and those which  
682 require changes in comprehensive plans. This notice shall specify the effective date of  
683 particular amendment provisions.  
684

685 GOAL II: URBAN FORM

686  
687 ~~The livability of the communities of the region should be maintained and enhanced through~~  
688 ~~initiatives which preserve access to nature and result in a metropolitan area recognized for~~  
689 ~~its:~~

- 690  
691 ~~— II.i. — preservation of environmental quality;~~  
692  
693 ~~— II.ii. — coordination of the development of jobs, housing, and public services and~~  
694 ~~facilities;~~  
695  
696 ~~— II.iii. — redevelopment and reuse of land already committed to urban use; and~~  
697  
698 ~~— II.iv. — inter-relationship of the benefits and consequences of growth in one community~~  
699 ~~with the benefits and consequences of growth in others.~~

700  
701 ~~The quality of life and the urban form of our region are closely linked. The Growth~~  
702 ~~Concept is based on the belief that we can continue to grow and enhance the region's~~  
703 ~~livability by making the right choices for how we grow. The region's growth will be~~  
704 ~~balanced by:~~

- 705  
706 ~~II.i Maintaining a compact urban form, with easy access to nature;~~  
707  
708 ~~II. ii Preserving existing stable and distinct neighborhoods by focusing~~  
709 ~~commercial and residential growth in mixed use centers and corridors at a~~  
710 ~~pedestrian scale;~~  
711  
712 ~~II. iii Assuring affordability and maintaining a variety of housing choices with good~~  
713 ~~access to jobs and assuring that market-based preferences are not eliminated by~~  
714 ~~regulation;~~  
715  
716 ~~II.iv Targeting public investments to reinforce a compact urban form.~~

717  
718 II.1: NATURAL ENVIRONMENT

719  
720 Preservation, use and modification of the natural environment of the region should  
721 maintain and enhance environmental quality while striving for the wise use ~~stewardship~~  
722 and preservation of a broad range of natural resources.

723

724 **Objective 912. Watershed Management and Regional Water Resources Quality**

725  
726 Planning and management of water resources should be coordinated in order to improve  
727 the quality and ensure sufficient quantity of surface water and groundwater available to the  
728 region.

729  
730 **9 12.1 Formulate Strategy. Metro will develop a long-term regional strategy for total**  
731 **comprehensive water resources management, created in partnership with the jurisdictions**  
732 **and agencies charged with planning and managing water resources and aquatic habitats ;**  
733 **shall be developed. The regional strategy shall meet state and federal water quality**  
734 **standards and complement, but not duplicate, local integrated watershed plans. It shall**  
735 **to comply with state and federal requirements for drinking water, to sustain beneficial water**  
736 **uses, and to accommodate growth.**

737  
738 **9 12.1.1 manage watersheds to protect, restore and manage ensure to the**  
739 **maximum extent practicable the integrity of streams, wetlands and floodplains, and**  
740 **their multiple biological, physical and social values;**

741  
742 **12.1.2 comply with state and federal water quality requirements for drinking**  
743 **water;**

744  
745 **12.1.3 sustain designated beneficial water uses; and**

746  
747 **12.1.4 accommodate growth promote multi-objective management of the region's**  
748 **watersheds to the maximum extent practicable; and**

749  
750 **12.1.5 encourage the use of techniques relying on natural processes to address**  
751 **flood control, storm water management, abnormally high winter and low summer**  
752 **stream flows and nonpoint pollution reduction.**

753  
754 **Planning Activities<sup>3</sup>:**

755  
756 Planning programs for water resources management shall be evaluated to determine the  
757 ability of current efforts to accomplish the following, and recommendations for changes in  
758 these programs will be made if they are found to be inadequate:

---

<sup>3</sup> Planning activities will be formatted as a sidebar in the final copy of this document to illustrate they are not goals or objectives and are subject to Metro Council budgetary considerations.

- 760 • Identify the future resource needs and carrying capacities of the region for designated  
761 beneficial uses of water resources which recognizes the multiple values of rural and  
762 urban watersheds: municipal and industrial water supply, irrigation, fisheries,  
763 recreation, wildlife, environmental standards and aesthetic amenities.
- 764
- 765 • Monitor regional water quality and quantity trends vis-a-vis beneficial use standards  
766 adopted by federal, state, regional and local governments for specific water resources  
767 important to the region, and use the results to initiate change in water management  
768 planning activities to accomplish the watershed management and regional water  
769 resources quality objectives.
- 770
- 771 • Integrate urban and rural watershed management in coordination with local water  
772 quality agencies.
- 773
- 774 • Evaluate the cost-effectiveness of alternative water resource management practices,  
775 including conservation scenarios, and the use of conservation for both cost  
776 containment and resource management, and
- 777
- 778 • Preserve, restore, create and enhance water bodies especially urban creeks and rivers  
779 to maintain their beneficial uses.
- 780
- 781 • Utilize public and/or private partnerships to promote multi-objective management,  
782 education and stewardship of the region's watersheds.

783

784 **Objective 13: Urban Water Supply**

785

786 The regional planning process shall be used to coordinate the development of a regional  
787 strategy and plan to meet future needs for water supply to accommodate growth.

788

789 13.1 A regional strategy and plan for the Regional Framework element linking demand  
790 management, water supply sources and storage shall be developed to address future  
791 growth in cooperation with the region's water providers.

792

793 13.2 The regional strategy and plan element shall be based upon the adopted Regional  
794 Water Supply Plan which will contain integrated regional strategies for demand  
795 management, new water sources and storage/transmission linkages. Metro shall evaluate  
796 their future role in encouraging conservation on a regional basis to promote the efficient  
797 use of water resources and develop any necessary regional plans/programs to address  
798 Metro's future role in coordination with the region's water providers.

799

800 **Planning Activities:**

- 801 • Actively participate as a member of the Regional Water Supply Planning Study  
802 (RWSPS) and provide regional growth projections and other relevant data to ensure  
803 coordination between Region 2040 planning program and the RWSPS. The RWSPS  
804 will:
- 805 • Identify the future resource needs of the region for municipal and industrial water  
806 supply;
  - 807 • Identify the transmission and storage needs and capabilities for water supply to  
808 accommodate future growth; and
  - 809 • Identify water conservation technologies, practices and incentives for demand  
810 management as part of the regional water supply planning activities.
- 811 • Adopt Regional Framework Plan elements for water supply and storage based on the  
812 results of the RWSPS which provide for the development of new sources, efficient transfer  
813 and storage of water, including water conservation strategies, which allows for the efficient  
814 and economical use of water to meet future growth.

815  
816  
817  
818  
819  
820 Objective 914. Air Quality

821  
822 Air quality shall be protected and enhanced so that as growth occurs, human health and the  
823 visibility of the Cascades and the Coast Range from within the region should be maintained.

824  
825 14.1 Strategies for planning and managing air quality in the regional airshed shall be  
826 included in the State Implementation Plan for the Portland-Vancouver air quality maintenance  
827 area as required by the Federal Clean Air Act.

828  
829 14.2 New regional strategies shall be developed to comply with Federal Clean Air Act  
830 requirements and provide capacity for future growth.

831  
832 14.3 The region, working with the state, shall pursue close collaboration of the Oregon and  
833 Clark County Air Quality Management Areas.

834  
835 14.4 All functional plans, when taken in the aggregate, shall be consistent with the State  
836 Implementation Plan (SIP) for air quality.

837  
838 *Planning Activities:*

839  
840 An air quality management plan should shall be developed for the regional airshed which:  
841



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

847  
848 Objective 15. Natural Areas, Parks, Fish and Wildlife Habitat

849  
850 Sufficient open space in the urban region shall be acquired, or otherwise protected, and  
851 managed to provide reasonable and convenient access to sites for passive and active  
852 recreation. An open space system capable of sustaining or enhancing native wildlife and  
853 plant populations should be established.

854  
855 15.1 Quantifiable targets for setting aside certain amounts and types of open space shall be  
856 identified.

857  
858 15.2 Corridor Systems - The regional planning process shall be used to coordinate the  
859 development of interconnected recreational and wildlife corridors within the metropolitan  
860 region.

861  
862 15.2.1 A region-wide system of trails should be developed to link public and private  
863 open space resources within and between jurisdictions.

864  
865 15.2.2 A region-wide system of linked significant wildlife habitats should be  
866 developed. This system should be preserved, restored where appropriate, and  
867 managed to maintain the region's biodiversity (number of species and plants and  
868 animals).

869  
870 15.2.3 A Willamette River Greenway Plan for the region should be implemented by  
871 the turn of the century.

872  
873 *Planning Activities:*

- 874  
875 1. ~~Inventory existing open space and open space opportunities to determine areas within the~~  
876 ~~region where open space deficiencies exist now, or will in the future, given adopted land~~  
877 ~~use plans and growth trends. Identify areas within the region where open space~~  
878 ~~deficiencies exist now, or will in the future, given adopted land use plans and growth~~  
879 ~~trends, and act to meet those future needs. Target acreage should be developed for~~  
880 ~~neighborhood, community and regional parks as well as for other types of open space in~~  
881 ~~order to meet local needs while sharing responsibility for meeting metropolitan open space~~  
882 ~~demands.~~

- 883 2. ~~Assess current and future active recreational land needs. Target acreage should be~~  
884 ~~developed for neighborhood, community, and regional parks, as well as for other types~~  
885 ~~of open space in order to meet local needs while sharing responsibility for meeting~~  
886 ~~metropolitan open space demands. Develop multi-jurisdictional tools for planning and~~  
887 ~~financing the protection and maintenance of open space resources. Particular attention~~  
888 ~~will be paid to using the land use planning and permitting process and to the possible~~  
889 ~~development of a land-banking program.~~
- 890
- 891 3. Conduct a detailed biological field inventory of the region to establish an accurate  
892 baseline of native wildlife and plant populations. Target population goals for native  
893 species will be established through a public process which will include an analysis of  
894 amounts of habitat necessary to sustain native populations at target levels.
- 895
- 896 4. ~~The natural areas, parks and open space identified on the Growth Concept Map should~~  
897 ~~be acquired, except in extraordinary circumstances, from willing sellers and be removed~~  
898 ~~from any regional inventories of buildable land.~~
- 899
- 900 5. ~~Populations of native plants and animals will be inventoried, utilizing tools such as~~  
901 ~~Metro's GIS and Parks and Greenspaces program, Oregon Natural Heritage Database,~~  
902 ~~Oregon's GAP Analysis Program and other relevant programs, to develop strategies to~~  
903 ~~maintain the region's biodiversity (or biological diversity).~~
- 904
- 905 6. ~~Utilizing strategies which are included in Oregon Department of Fish and Wildlife's~~  
906 ~~Wildlife Diversity Program and working with state and federal fish and wildlife~~  
907 ~~personnel, develop a strategy to maintain the region's biodiversity.~~

908

909 **Objective 14 16. Protection of Agriculture and Forest Resource Lands**

910

911 Agricultural and forest resource land outside the UGB shall be protected from urbanization,  
912 and accounted for in regional economic and development plans, ~~consistent with these~~  
913 **RUGGO**

914

915 16.1 Rural Resource Lands. Rural resource lands outside the UGB which have  
916 significant resource value should actively be protected from urbanization.

917

918 16.2 Urban Expansion. Expansion of the UGB shall occur in urban reserves, established  
919 consistent with the Urban Rural Transition Objective.

920

921 ~~16.3 Farm and Forest Practices. Protect and support the ability for farm and forest~~  
922 ~~practices to continue. The designation and management of rural reserves by the Metro~~  
923 ~~Council may help establish this support, consistent with the Growth Concept.~~

924 *Planning Activities:*

925  
926 A regional economic opportunities analysis shall include consideration of the agricultural  
927 and forest products economy associated with lands adjacent to or near the urban area.

928  
929 **II.2 BUILT ENVIRONMENT**

930  
931 Development in the region should occur in a coordinated and balanced fashion as  
932 evidenced by:

933  
934 II.2.i a regional "fair-share" approach to meeting the housing needs of the  
935 urban population;

936  
937 II.2.ii the provision of infrastructure and critical public services concurrent with  
938 the pace of urban growth and which supports the 2040 Growth Concept;

939  
940 ~~II.2.iii the integration of land use planning and economic development programs~~  
941 ~~the continued growth of regional economic opportunity, balanced so as to provide an~~  
942 ~~equitable distribution of jobs, income, investment and tax capacity throughout the~~  
943 ~~region and to support other regional goals and objectives;~~

944  
945 II.2.iv the coordination of public investment with local comprehensive and  
946 regional functional plans; and

947  
948 ~~II.2.v the continued evolution of regional economic opportunity; and~~

949  
950 II.2.v the creation of a balanced transportation system, less dependent on the  
951 private automobile, supported by both the use of emerging technology and the  
952 collocation of jobs, housing, commercial activity, parks and open space.

953  
954 **Objective 12 17. Housing**

955  
956 ~~The Metro Council shall adopt a "fair share" strategy for meeting the housing needs of the~~  
957 ~~urban population in cities and counties based on a subregional analysis shall be adopted~~  
958 ~~which provides for:~~

959  
960 ~~14.1 Diversity. There shall be a diverse range of housing types available within cities and~~  
961 ~~counties jurisdictions and subregions inside the UGB;~~

962  
963 ~~14.2 Affordability specific goals for low and moderate income and market rate housing~~  
964 ~~shall be adopted for each jurisdiction to ensure that sufficient and affordable housing is~~

965 available to households of all income levels that live or have a member working in the ~~each~~  
966 jurisdiction;

967  
968 ~~14.3 Coordination~~ housing densities and costs shall be supportive of adopted public  
969 policy for the development of the regional transportation system and designated centers  
970 and corridors;

971  
972 ~~a balance of jobs and housing within the region and subregions.~~

973  
974 *Planning Activities:*

975  
976 The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the  
977 preparation of local comprehensive plans in the urban region that:

- 978
- 979 • provide for the sharing of regional housing supply responsibilities by ensuring the  
980 presence of single and multiple family zoning in every jurisdiction; and
  - 981
  - 982 • plan for local residential housing densities that support net residential housing density  
983 assumptions underlying the regional UGB.
- 984

985 ~~However, it is now time to develop a new regional housing policy that directly addresses~~  
986 ~~the requirements of Statewide Planning Goal 10, in particular: Since Metro's Regional~~  
987 ~~Framework Plan has to address the requirements of statewide planning Goal 10, the Metro~~  
988 ~~Council should develop.~~

- 989
- 990 1. ~~Strategies should be developed to preserve the region's supply of special needs and~~  
991 ~~existing low and moderate income housing.~~
  - 992
  - 993 2. Diverse Housing Needs. the diverse housing needs of the present and projected  
994 population of the region shall be correlated with the available and prospective housing  
995 supply. Upon identification of unmet housing needs, a region wide strategy shall be  
996 developed which takes into account subregional opportunities and constraints, and the  
997 relationship of market dynamics to the management of the overall supply of housing. In  
998 addition, that strategy shall address the "fair-share" distribution of housing  
999 responsibilities among the jurisdictions of the region, including the provision of  
1000 supporting social services,
  - 1001
  - 1002 3. Housing Affordability. Multnomah, Clackamas, ~~Clark~~ and Washington Counties have  
1003 completed Comprehensive Housing Affordability Strategies (CHAS) which have  
1004 demonstrated the lack of affordable housing for certain income groups in locations  
1005 throughout the metropolitan area. They also demonstrate the regional nature of the

1006 housing market, therefore, the regional framework plan shall include an element on  
1007 housing affordability which includes development density, housing mix and a menu of  
1008 alternative actions (zoning tools, programs, financial incentives, etc.) for use by local  
1009 jurisdictions to address affordable housing needs. ~~Each jurisdiction should participate~~  
1010 ~~in providing affordable housing including but not limiting to housing that is affordable to~~  
1011 ~~people who work in that jurisdiction. Affordable housing goals shall be developed with~~  
1012 ~~each jurisdiction to facilitate their participation in meeting regional and subregional~~  
1013 ~~needs for affordable housing.~~

1014  
1015 4. ~~The uses of public policy and investment to encourage the development of housing in~~  
1016 ~~locations near employment that is affordable to employees in those enterprises shall be~~  
1017 ~~evaluated and where feasible, implemented. The transportation system's ability to~~  
1018 ~~provide accessibility shall also be evaluated. The region is committed to seeking a~~  
1019 ~~balance of jobs and housing balance in communities and centers throughout the region.~~  
1020 ~~The uses of Public policy and investment shall to encourage the development of~~  
1021 ~~housing in locations near trade, services and employment that is affordable to wage~~  
1022 ~~earners in that each subregion and jurisdiction. The transportation system's ability to~~  
1023 ~~provide accessibility shall also be evaluated, and, if necessary, modifications will be~~  
1024 ~~made in transportation policy and the transportation system itself to improve~~  
1025 ~~accessibility for residents to jobs and services in proximity to affordable housing.~~

1026  
1027 Objective 13: 18. Public Services and Facilities

1028  
1029 Public services and facilities including but not limited to public safety, schools, water and  
1030 sewerage systems, energy transmission and distribution systems, parks, libraries, historic  
1031 or cultural facilities, the solid waste management system, storm water management  
1032 facilities, community centers and transportation should be planned and developed to:

- 1033  
1034 18.i minimize public and private costs;
- 1035  
1036 18.ii maximize service efficiencies and coordination;
- 1037  
1038 18.iii result in net improvements in maintained or enhanced environmental  
1039 quality and the conservation of natural resources;
- 1040  
1041 18.iv keep pace with growth while preventing any loss of existing service levels  
1042 and achieving planned service levels;
- 1043  
1044 18.v to produce, transmit and use energy efficiently; and
- 1045  
1046 18.vi shape and direct growth to meet local and regional objectives.

1047 18.1 Planning Area. The long-term geographical planning area for the provision of urban  
1048 services shall be the area described by the adopted and acknowledged UGB and the  
1049 designated urban reserves.

1050  
1051 18.2 Forecast Need. Public service and facility development shall be planned to  
1052 accommodate the rate of urban growth forecast in the adopted regional growth forecast,  
1053 including anticipated expansions into urban reserve areas.

1054  
1055 18.3 Timing. The region should seek the provision of public facilities and services at the  
1056 time of new urban growth.

1057  
1058 *Planning Activities:*

1059  
1060 Inventory current and projected public facilities and services needs throughout the region,  
1061 as described in adopted and acknowledged public facilities plans. Identify opportunities for  
1062 and barriers to achieving concurrency in the region. Develop financial tools and techniques  
1063 to enable cities, counties, school districts, special districts, Metro and the State to secure  
1064 the funds necessary to achieve concurrency. Develop tools and strategies for better linking  
1065 planning for school, library, recreational and cultural and park facilities to the land use  
1066 planning process.

1067  
1068 Objective 14 19. Transportation

1069  
1070 A regional transportation system shall be developed which:

1071  
1072 19.i reduces reliance on a single mode of transportation through development  
1073 of a balanced transportation system which employs highways, transit, bicycle and  
1074 pedestrian improvements, and system and demand management.

1075  
1076 19.ii Protects and enhances freight movement within and through the region and  
1077 the road, rail, air, waterway and pipeline facilities needed to facilitate this  
1078 movement.

1079  
1080 19.iii provides adequate levels of mobility consistent with local comprehensive  
1081 plans and state and regional policies and plans;

1082  
1083 19.iv encourages energy efficiency;

1084  
1085 19.v supports a balance of jobs and housing as well as the community identity  
1086 of neighboring cities;

1087

1088 19.vi recognizes financial constraints and provides public investment guidance  
1089 for achieving the desired urban form; and

1090  
1091 19.vii minimizes the environmental impacts of system development, operations  
1092 and maintenance.

1093  
1094 19.viii rewards and reinforces pedestrian activity as the a mode of choice

1095  
1096 19.x identifies, protects and enhances intermodal transfer points

1097  
1098 19.1 System Priorities. In developing new regional transportation system infrastructure,  
1099 the highest priority should be meeting the mobility needs of mixed-use urban the city  
1100 center and regional centers, and their suburban arterials, when designated. Such needs,  
1101 associated with ensuring access to jobs, housing, cultural and recreational opportunities  
1102 and shopping within and among those centers, should be assessed and met through a  
1103 combination of intensifying land uses and increasing transportation system capacity so as  
1104 to minimize mitigate negative impacts on environmental quality and where and how people  
1105 live, work and play, urban form, and urban design.

1106  
1107 19.2. Environmental Considerations. Planning for the regional transportation system  
1108 should seek to:

1109  
1110 19.2.1 reduce the region's transportation-related energy consumption and air  
1111 pollution through increased use of transit, telecommuting, zero-emission vehicles,  
1112 car pools, vanpools, bicycles and walking;

1113  
1114 19.2.2 maintain the region's air and water quality (see Objective 12 Watershed  
1115 Management and Regional Water Quality and Objective 14: Air Quality); and

1116  
1117 19.2.3 reduce negative impacts on parks, public open space, wetlands and  
1118 negative effects on communities and neighborhoods arising from noise, visual  
1119 impacts and physical segmentation.

1120  
1121 19.3 Transportation Balance. Although the predominant form of transportation is the  
1122 private automobile, planning for and development of the regional transportation system  
1123 should seek to:

1124  
1125 19.3.1 reduce automobile dependency, especially the use of single-occupancy  
1126 vehicles;

1127

1128 19.3.2 increase the use of transit through both expanding transit service and  
1129 addressing a broad range of requirements for making transit competitive with the  
1130 private automobile; and

1131  
1132 19.3.3 encourage bicycle and pedestrian movement through the location and  
1133 design of land uses. Adequate facilities for pedestrians and bicyclists are to be  
1134 provided and maintained.

1135  
1136 19.3.4 encourage telecommuting as a means of reducing trips to and from work.

1137  
1138 *Planning Activities:*

1139  
1140 1. The Metro Council shall direct the development and adoption of a new Regional  
1141 Transportation Plan (RTP) as an element of its Regional Framework Plan that, at a  
1142 minimum:

1143  
1144 a) ~~Builds on existing mechanisms for coordinating transportation planning in the region~~  
1145 ~~by:~~

- 1146 • identifies the role for local transportation system improvements and relationship  
1147 between local, regional and state transportation system improvements in regional  
1148 transportation plans;
- 1149 • clarifies institutional roles, especially for plan implementation, in local, regional and  
1150 state transportation plans; and
- 1151 • includes plans and policies for the inter-regional movement of people and goods by  
1152 rail, ship, barge and air in regional transportation plans;

1153  
1154 • identifies and addresses needs for freight movement through a coordinated program  
1155 of transportation system improvements and actions to affect the location of trip  
1156 generating activities;

1157  
1158 • identifies and incorporates demand management strategies to ensure that the region  
1159 meets the objectives of the Transportation Planning Rule for transportation system  
1160 function and VMT reduction; and

1161  
1162 • includes strategies for improving connectivity and the environment for pedestrian  
1163 movements, particularly within centers, station communities and neighborhoods.

1164  
1165  
1166  
1167



- 1168 2. Structural barriers to mobility for transportation disadvantaged populations should be  
1169 assessed in the current and planned regional transportation system and addressed  
1170 through a comprehensive program of transportation and other actions.  
1171
- 1172 a. Supports the implementation of the pattern of uses in relation to the transportation  
1173 system shown on the Growth Concept Map, and achieves the performance  
1174 measures as may be included in the appendix and established through the regional  
1175 planning process.  
1176
- 1177 b. Identifies and addresses structural barriers to mobility for transportation  
1178 disadvantaged populations.  
1179
- 1180 ~~3. The needs for movement of goods via freight, rail, and barge should be assessed~~  
1181 ~~and addressed through a coordinated program of transportation system~~  
1182 ~~improvements and actions to affect the location of trip-generating activities.~~  
1183
- 1184 ~~4. Transportation-related guidelines and standards for designating mixed-use urban~~  
1185 ~~centers shall be developed.~~  
1186

1187 Objective 45 20. Economic Opportunity

1188  
1189 Metro should support public policy should which maintains a strong economic climate  
1190 through encouraging the development of a diverse and sufficient supply of jobs, especially  
1191 family wage jobs, in appropriate locations throughout the region.  
1192

1193 In weighing and balancing various values, goals and objectives, the values, needs, choices  
1194 and desires of consumers should also be taken into account. The values, needs and  
1195 desires of consumers include:  
1196

1197 Low costs for goods and services;

1198  
1199 Convenience, including nearby and easily accessible stores, quick, safe, and readily  
1200 available transportation to all modes;

1201 A wide and deep selection of goods and services;

1202  
1203 Quality service;

1204 Safety and security and

1205  
1206 Comfort, enjoyment and entertainment.  
1207  
1208

1209  
1210  
1211  
1212  
1213  
1214  
1215  
1216  
1217  
1218  
1219  
1220  
1221  
1222  
1223  
1224  
1225  
1226  
1227  
1228  
1229  
1230  
1231  
1232  
1233  
1234  
1235  
1236  
1237  
1238  
1239  
1240  
1241  
1242  
1243  
1244  
1245  
1246  
1247  
1248  
1249

Expansions of the UGB for industrial or commercial purposes shall occur in locations consistent with these RUGGOs and where an assessment of the type, mix and wages of existing and anticipated jobs within subregions justifies such expansion. The number and wage level of jobs within each subregion should be balanced with housing cost and availability within that subregion. Strategies should be developed to coordinate the planning and implementation activities of this element with Objective 17: Housing and

*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 shall be made of the potential for redevelopment and/or intensification of use of existing commercial and industrial land resources in the region.
3. The Metro Council shall establish an on-going program to compile and analyze data and to prepare maps and reports which describe the geographic distribution of jobs, income, investment and tax capacity throughout the region.
4. Emphasize the retention and expansion of existing businesses. They already play an important part in the region and they have reason to redevelop in ways that will increase employment and/or productivity.

1250 • At each time of LCDC mandated periodic review, targeted industries should be  
1251 designated by Metro and strategies should be identified and implemented to ensure  
1252 adequate public infrastructure, resources and transportation access necessary for these  
1253 industries. Special attention to industries which have agglomerative economies in the  
1254 region and industries and companies that sell more than 25 percent of their end  
1255 products and services outside the regional shall be given priority in any designation .  
1256  
1257  
1258

### 1259 II.3: GROWTH MANAGEMENT 1260

1261 The management of the urban land supply shall occur in a manner which encourages:  
1262

1263 II.3.i encourages the evolution of an efficient urban growth form which  
1264 reduces sprawl;

1265  
1266 II.3.ii provides a clear distinction between urban and rural lands;

1267  
1268 II.3.iii supports interconnected but distinct communities in the urban region;

1269  
1270 II.3.iv recognition of recognizes the inter-relationship between development  
1271 of vacant land and redevelopment objectives in all parts of the urban region; and

1272  
1273 II.3.iv is consistent with the 2040 Growth Concept and helps attain the  
1274 region's objectives.  
1275

#### 1276 Objective 4621. Urban/Rural Transition 1277

1278 There should be a clear transition between urban and rural land that makes best use of  
1279 natural and built landscape features and which recognizes the likely long-term  
1280 prospects for regional urban growth.  
1281

1282 21.1 Boundary Features. The Metro UGB should be located using natural  
1283 and built features, including roads, rivers, creeks, streams, drainage divides  
1284 basin boundaries, floodplains, power lines, major topographic features and  
1285 historic patterns of land use or settlement.  
1286

1287 21.2 Sense of Place. Historic, cultural, topographic and biological features  
1288 of the regional landscape which contribute significantly to this region's identity  
1289 and "sense of place," shall be identified. Management of the total urban land

1290 supply should occur in a manner that supports the preservation of those  
1291 features, when designated, as growth occurs.  
1292

1293 21.3 Urban Reserves. Thirty-year "Urban reserves areas", adopted  
1294 designated pursuant to LCDC's Urban Reserve Rule for purposes of  
1295 coordinating planning and estimating areas for future urban expansion, should  
1296 shall be identified consistent with these goals and objectives, and reviewed by  
1297 Metro at least every 15 years.  
1298

1299 21.3.1 Inclusion of land within an urban reserve area shall  
1300 generally be based upon the locational factors of Goal 14. Lands  
1301 adjacent to the UGB shall be studied for suitability for inclusion within  
1302 urban reserves as measured by factors 3 through 7 of Goal 14 and by  
1303 the requirements of OAR 660-04-010.  
1304

1305 21.3.2 Lands of lower priority in the LCDC rule priorities may be  
1306 included in urban reserves if specific types of land needs cannot be  
1307 reasonably accommodated on higher priority lands, after options  
1308 inside the UGB have been considered, such as land needed to bring  
1309 jobs and housing into close proximity to each other.  
1310

1311 21.3.3 Lands of lower priority in the LCDC Rule priorities may be  
1312 included in urban reserves if needed for physical separation of  
1313 communities inside or outside the UGB to preserve separate  
1314 community identities.  
1315

1316 ~~16.3.1. Establishment of or additions to urban reserves will be designated on the~~  
1317 ~~Growth Concept Map and will take into account:~~

1318 ~~16.3.1.a. The efficiency with which the proposed reserve can be provided with~~  
1319 ~~urban services in the future;~~  
1320

1321 ~~16.3.1.b. The unique land needs of specific urban activities assessed from a~~  
1322 ~~regional perspective;~~  
1323

1324 ~~16.3.1.c. The provision of green spaces between communities;~~  
1325

1326 ~~16.3.1.d. The efficiency with which the proposed reserve can be urbanized;~~  
1327

1328 ~~16.3.1.e. The proximity of jobs and housing to each other;~~  
1329  
1330

- 1331 ~~16.3.1.f. The balance of growth opportunities throughout the region so that the~~  
1332 ~~costs and benefits can be shared;~~  
1333  
1334 ~~16.3.1.g. The impact on the regional transportation system; and~~  
1335  
1336 ~~16.3.1.h. The protection of farm and forest resource lands from urbanization.~~  
1337 ~~Inclusion of land in an urban reserve shall be preceded by consideration of all of the~~  
1338 ~~above factors.~~  
1339  
1340 ~~16.3.2 In addressing 20.3.1(h), the following hierarchy should be used for~~  
1341 ~~identifying priority sites for urban reserves:~~  
1342  
1343 ~~16.3.2.a. First, propose such reserves on rural lands excepted from Statewide~~  
1344 ~~Planning goals 3 and 4 in adopted and acknowledged county comprehensive~~  
1345 ~~plans. This recognizes that small amounts of rural resource land adjacent to or~~  
1346 ~~surrounded by those "exception lands" may be necessary for inclusion in the~~  
1347 ~~proposal to improve the efficiency of the future urban growth boundary~~  
1348 ~~amendment.~~  
1349  
1350 ~~16.3.2.b. Second, consider agricultural or forest lands completely surrounded by~~  
1351 ~~rural lands excepted from Statewide Planning goals 3 and 4 in adopted and~~  
1352 ~~acknowledged county comprehensive plans and/or land within an urban growth~~  
1353 ~~boundary.~~  
1354  
1355 ~~16.3.2.c. Third, consider secondary forest resource lands, or equivalent, as~~  
1356 ~~defined by the state.~~  
1357  
1358 ~~16.3.2.d. Fourth, consider secondary agricultural resource lands, or equivalent,~~  
1359 ~~as defined by the state.~~  
1360  
1361 ~~16.3.2.e. Fifth, consider primary forest resource lands, or equivalent, as defined~~  
1362 ~~by the state.~~  
1363  
1364 ~~16.3.2.f. Finally, when all other options are exhausted, consider primary~~  
1365 ~~agricultural lands, or equivalent, as defined by the state.~~  
1366

1367 21.3.4 Expansion of the UGB shall occur consistent with the  
1368 Urban/Rural Transition, Developed Urban Land, UGB and Neighbor  
1369 City Objectives 18, 19, and 22. Where urban land is adjacent to rural  
1370 lands outside of an urban reserve, Metro will work with affected cities  
1371 and counties to ensure that urban uses do not significantly affect the

1372 use or condition of the rural land. Where urban land is adjacent to  
1373 lands within an urban reserve that may someday be included within  
1374 the UGB, Metro will work with affected cities and counties to ensure  
1375 that rural development does not create obstacles to efficient  
1376 urbanization in the future.  
1377

1378 *Planning Activities:*

- 1379
- 1380 1. Identification of urban reserves adjacent to the UGB shall be accompanied by the  
1381 development of a generalized future land use plan. The planning effort will primarily  
1382 be concerned with identifying and protecting future open space resources and the  
1383 development of short-term strategies needed to preserve future urbanization  
1384 potential. Ultimate providers of urban services within those areas should be  
1385 designated and charged with incorporating the reserve area(s) in their public facility  
1386 plans in conjunction with the next periodic review. Changes in the location of the  
1387 UGB should occur so as to ensure that plans exist for key public facilities and  
1388 services.  
1389
  - 1390 2. The prospect of creating transportation and other links between the urban economy  
1391 within the Metro UGB and other urban areas in the state should be investigated as a  
1392 means for better utilizing Oregon's urban land and human resources. ~~The use of~~  
1393 ~~greenbelts for creating a clear distinction between urban and rural lands, and for~~  
1394 ~~creating linkages between communities, should be explored.~~ The region, working  
1395 with the state and other urban communities in the northern Willamette Valley,  
1396 should evaluate the opportunities for accommodating forecasted urban growth in  
1397 urban areas outside of and not adjacent to the present UGB.  
1398

1399 Objective 47 ~~22~~ Developed Urban Land

1400 Opportunities for and obstacles to the continued development and redevelopment of  
1401 existing urban land shall be identified and actively addressed. A combination of  
1402 regulations and incentives shall be employed to ensure that the prospect of living,  
1403 working and doing business in those locations remains attractive to a wide range of  
1404 households and employers. ~~In coordination with affected agencies, encourage the~~  
1405 ~~redevelopment and reuse of lands used in the past or already used for commercial or~~  
1406 ~~industrial purposes wherever economically viable and environmentally sound~~  
1407  
1408  
1409

1410 22.1 Redevelopment and Infill. When Metro examines whether additional urban land  
1411 is needed within the UGB, it shall assess redevelopment and infill potential in the  
1412 region. The potential for redevelopment and infill on existing urban land will be included

1413 as an element when calculating the buildable land supply in the region, where it can be  
1414 demonstrated that the infill and redevelopment can be reasonably expected to occur  
1415 during the next 20 years.  
1416

1417 Metro will work with jurisdictions in the region to determine the extent to which  
1418 redevelopment and infill can be relied on to meet the identified need for additional  
1419 urban land. After this analysis and review, Metro will initiate an amendment of the UGB  
1420 to meet that portion of the identified need for land not met through commitments for  
1421 redevelopment and infill.  
1422

1423 ~~17.2 Portland Central City. The Central City area of Portland is an area of regional and~~  
1424 ~~state concern for commercial, economic, cultural, tourism, government, and~~  
1425 ~~transportation functions. State and regional policy and public investment should~~  
1426 ~~continue to recognize this special significance.~~  
1427

1428 ~~17.3 Mixed Use Urban Centers. The region shall evaluate and designate mixed use~~  
1429 ~~urban centers. A "mixed use urban center" is a mixed use node of relatively high~~  
1430 ~~density, supportive of non-auto based transportation modes, and supported by~~  
1431 ~~sufficient public facilities and serves, parks, open space, and other urban amenities.~~  
1432 ~~Upon identification of mixed use urban centers, state, regional, and local policy and~~  
1433 ~~investment shall be coordinated to achieve development objectives for those places.~~  
1434 ~~Minimum targets for transit:highway mode split, job:housing balance, and minimum~~  
1435 ~~housing density may be associated with those public investments. New mixed use~~  
1436 ~~urban centers shall be sited with respect to a system of such centers in the region,~~  
1437 ~~and shall not significantly affect regional goals for existing centers, the transportation~~  
1438 ~~system, and other public services and facilities.~~  
1439

1440 *Planning Activities:*  
1441

- 1442 1. Metro's assessment of redevelopment and infill potential in the region shall include  
1443 but not be limited to:  
1444
- 1445 a. An inventory of parcels where the assessed value of improvements is less than  
1446 the assessed value of the land such that it can reasonably be expected to  
1447 redevelop or intensify in the planning period.  
1448
  - 1449 b. An analysis of the difference between comprehensive plan development  
1450 densities and actual development densities for all parcels as a first step towards  
1451 determining the efficiency with which urban land is being used. In this case,  
1452 efficiency is a function of land development densities incorporated in local  
1453 comprehensive plans.

- 1454 c. An assessment of the impacts on the cost of housing of ~~by~~ redevelopment  
1455 versus expansion of the UGB.  
1456
- 1457 d. An assessment of the impediments to redevelopment and infill posed by existing  
1458 urban land uses or conditions ~~and the capacity of urban service providers such~~  
1459 ~~as water, sewer, transportation, schools, etc. to serve.~~  
1460
- 1461 2. Financial incentives to encourage redevelopment and infill consistent with adopted  
1462 and acknowledged comprehensive plans should be pursued to make redevelopment  
1463 and infill attractive alternatives to raw land conversion for investors and buyers.  
1464
- 1465 ~~3. Cities and their neighborhoods should be recognized as the focal points for this~~  
1466 ~~region's urban diversity. Actions should be identified to reinforce the role of existing~~  
1467 ~~downtowns in maintaining the strength of urban communities.~~  
1468
- 1469 3. Tools will be developed to address regional economic equity issues stemming from  
1470 the fact that not all jurisdictions will serve as a site for an economic activity center.  
1471 Such tools may include off-site linkage programs to meet housing or other needs or  
1472 a program of fiscal tax equity.  
1473
- 1474 ~~5. Criteria shall be developed to guide the potential designation of mixed use urban~~  
1475 ~~centers. The development and application of such criteria will address the specific~~  
1476 ~~area to be included in the center, the type and amount of uses it is to eventually~~  
1477 ~~contain, the steps to be taken to encourage public and private investment. Existing~~  
1478 ~~and possible future mixed use centers will be evaluated as to their current functions,~~  
1479 ~~potentials, and need for future public and private investment. Strategies to meet the~~  
1480 ~~needs of the individual centers will be developed. The implications of both limiting~~  
1481 ~~and not limiting the location of large scale office and retail development in mixed~~  
1482 ~~use urban centers shall be evaluated.~~  
1483
- 1484 4. ~~The success of centers, main streets, station communities and other land~~  
1485 ~~classifications will depend on targeting public investments, encouraging~~  
1486 ~~complementary public/private partnerships, and committing time and attention to the~~  
1487 ~~redesign and redevelopment of these areas. Metro shall conduct an analysis of~~  
1488 ~~proposed centers and other land classifications identified on the Growth Concept~~  
1489 ~~Map, and others in the future, to determine what mix of uses, densities, building~~  
1490 ~~design and orientation standards, transit improvements, pedestrian improvements,~~  
1491 ~~bicycle improvements and other infrastructure changes are needed for their~~  
1492 ~~success. Those with a high probability for success will be retained on the Growth~~  
1493 ~~Concept Map and targeted for public investment and attention.~~  
1494



1495 5. In addition to targeting public infrastructure and resources to encourage compact  
1496 urban land uses such as those cited above, the region shall also conduct analyses  
1497 of industrial and employment areas to identify the ease of freight movement and any  
1498 improvements that should be made to improve, maintain or enhance freight  
1499 movements and maintain the region's competitive advantage compared with other  
1500 regions to move freight quickly and easily.

1501  
1502 Objective 48 23. Urban Growth Boundary

1503  
1504 The regional UGB, a long-term planning tool, shall separate urbanizable from rural  
1505 land, be based in aggregate on the region's 20-year projected need for urban land and  
1506 be located consistent with statewide planning goals and these RUGGOs and adopted  
1507 Metro Council procedures for UGB amendment. In the location, amendment and  
1508 management of the regional UGB, Metro shall seek to improve the functional value of  
1509 the boundary.

1510  
1511 23.1 Expansion into Urban Reserves. Upon demonstrating a need for additional  
1512 urban land, major and legislative UGB amendments shall only occur within urban  
1513 reserves once adopted, unless urban reserves are found to be inadequate to  
1514 accommodate the amount of land needed for one or more of the following reasons:

1515  
1516 a. Specific types of identified land needs cannot be reasonably accommodated on  
1517 urban reserve lands;

1518  
1519 b. Future urban services could not reasonably be provided to urban reserves due  
1520 to topographical or other physical constraints; or

1521  
1522 c. Maximum efficiency of land uses within a proposed UGB requires inclusion of  
1523 lower priority lands other than urban reserves in order to include or provide  
1524 services to urban reserves, unless it can be demonstrated that Statewide  
1525 Planning Goal 14 cannot be met for the urban region through use of urban  
1526 reserve lands.

1527  
1528 23.2 Urban Growth Boundary Amendment Process. Criteria for amending the UGB  
1529 shall be derived from statewide planning goals 2 and 14, other applicable state  
1530 planning goals and relevant portions of these RUGGOs.

1531  
1532 23.2.1 Major Amendments. Proposals for major amendment of the UGB shall  
1533 be made through a legislative process in conjunction with the development and  
1534 adoption of regional forecasts for population and employment growth. The

1535 amendment process will be initiated by a Metro finding of need, and involve local  
1536 governments, special districts, citizens and other interests.

1537  
1538 23.2.2 Locational Adjustments. Locational adjustments of the UGB shall be  
1539 brought to Metro by cities, counties and/or property owners based on public  
1540 facility plans in adopted and acknowledged comprehensive plans.

1541  
1542 Objective 49 ~~24~~. Urban Design

1543  
1544 The identity and functioning of communities in the region shall be supported through:

1545 24.i the recognition and protection of critical open space features in the  
1546 region;

1547  
1548 24.ii public policies which encourage diversity and excellence in the design  
1549 and development of settlement patterns, landscapes and structures; and

1550 24.iii ensuring that incentives and regulations guiding the development and  
1551 redevelopment of the urban area promote a settlement pattern which:

1552 24.iii.a link any public incentives to a commensurate public benefit  
1553 received or expected and evidence of private needs;

1554  
1555 24.iii.b is pedestrian "friendly", encourages transit use and reduces  
1556 auto dependence;

1557  
1558 24.iii.c encourages transit use provides access to neighborhood  
1559 and community parks, trails and walkways, and other recreation and  
1560 cultural areas and public facilities;

1561 24.iii.d reinforces nodal, mixed use, neighborhood oriented design;

1562 24.iii.e includes concentrated, high density, mixed use urban  
1563 centers developed in relation to the region's transit system;

1564 24.iii.f is responsive to needs for privacy, community, sense of place  
1565 and personal safety in an urban setting; and

1566 24.iii.g facilitates the development and preservation of  
1567 affordable mixed-income neighborhoods.  
1568  
1569  
1570  
1571  
1572  
1573  
1574  
1575

1576 24.1 Pedestrian and transit supportive building patterns will be encouraged in order  
1577 to minimize the need for auto trips and to create a development pattern conducive to  
1578 face-to-face community interaction.  
1579

1580 *Planning Activities:*

- 1581
- 1582 1. A regional landscape analysis shall be undertaken to inventory and analyze the  
1583 relationship between the built and natural environments and to identify key open  
1584 space, topographic, natural resource, cultural and architectural features which  
1585 should be protected or provided as urban growth occurs.  
1586
  - 1587 2. Model guidelines and standards shall be developed which expand the range of tools  
1588 available to jurisdictions for accommodating change in ways compatible with  
1589 neighborhoods and communities while addressing this objective.  
1590
  - 1591 3. Light rail transit stops, bus stops, transit routes and transit centers leading to and  
1592 within mixed-use urban centers shall be planned to encourage pedestrian use and  
1593 the creation of mixed use, high density residential development.  
1594

1595 **Objective 25: Neighbor Cities**

1596  
1597 Growth in cities outside the Metro UGB, occurring in conjunction with the overall  
1598 population and employment growth in the region, should be coordinated with Metro's  
1599 growth management activities through cooperative agreements which provide for:

1600  
1601 **25.1 Separation.** The communities within the Metro UGB, in neighbor cities and in  
1602 the rural areas in between will all benefit from maintaining the separation between  
1603 these places as growth occurs. Coordination between neighboring cities, counties and  
1604 Metro about the location of rural reserves and policies to maintain separation should be  
1605 pursued.

1606  
1607 **25.2 Jobs Housing Balance.** To minimize the generation of new automobile trips, a  
1608 balance of sufficient number of jobs at wages consistent with housing prices in  
1609 communities both within the Metro UGB and in neighboring cities should be pursued.

1610  
1611 **25.3 Green Corridors.** The "green corridor" is a transportation facility through a rural  
1612 reserve that serves as a link between the metropolitan area and a neighbor city which  
1613 also limits access to the farms and forests of the rural reserve. The intent is to keep  
1614 urban to urban accessibility high to encourage a balance of jobs and housing, but limit  
1615 any adverse effect on the surrounding rural areas.  
1616

1617 *Planning Activities:*

- 1618
- 1619 1. Metro will work with the state, neighbor cities and counties to create
- 1620 intergovernmental agreements which implement neighbor city objectives. Metro will
- 1621 seek to link regional and state investment in public facilities and services to efforts
- 1622 to implement neighbor city agreements.
- 1623
- 1624 2. Metro will undertake a study of the green corridor concept to determine what the
- 1625 consequences might be of initiatives which enhance urban to urban accessibility in
- 1626 the metropolitan market area.
- 1627

1628 II.4: Metro 2040 Growth Concept

1629

1630 **Description of the Metro 2040 Growth Concept**

1631

1632 This Growth Concept states the preferred form of regional growth and development  
1633 adopted in the Region 2040 planning process including the 2040 Growth Concept Map.  
1634 This Concept is adopted for the long term growth management of the region including a  
1635 general approach to approximately where and how much the UGB should be ultimately  
1636 expanded, what ranges of density are estimated to accommodate projected growth  
1637 within the boundary, and which areas should be protected as open space.

1638

1639 This Growth Concept is designed to accommodate approximately 720,000 additional  
1640 residents and 350,000 additional jobs. The total population served within this plan  
1641 concept is approximately 1.8 million residents within the Metro boundary.

1642

1643 The basic philosophy of the Growth Concept is: preserve our access to nature and  
1644 build better communities for the people who live here today and who will live here in the  
1645 future. It combines the goals of RUGGO The Growth Concept applies Goal II  
1646 Objectives with the analysis of the Region 2040 project to guide growth for the next 50  
1647 years. The Growth Concept is an integrated set of Objectives subject to Goal I and  
1648 Objectives 1-11.

1649

1650 The conceptual description of the preferred urban form of the region in 2040 is in the  
1651 Concept Map and this text. This Growth Concept sets the direction for development of  
1652 implementing policies in Metro's existing functional plans and the Charter-required  
1653 regional framework plan. This direction will be refined, as well as implemented, in  
1654 subsequent functional plan amendments and framework plan components. Additional  
1655 planning will be done to test the Growth Concept and to determine implementation  
1656 actions. Amendments to the Growth Concept and some RUGGOs Objectives may be  
1657 needed to reflect the results of additional planning to maintain the consistency of  
1658 implementation actions with RUGGOs.

1659

1660 Fundamental to the Growth Concept is a multi-modal transportation system which  
1661 assures mobility of people and goods throughout the region, consistent with  
1662 Objective 19, Transportation. By coordinating land uses and this transportation  
1663 system, the region embraces its existing locational advantage as a relatively  
1664 uncongested hub for trade.

1665

1666 The basic principles of the Growth Concept directly apply Growth Management Goals and  
1667 Objectives in Objectives 21-25, RUGGO. An urban to rural transition to reduce sprawl,  
1668 keeping a clear distinction between urban and rural lands and balancing re-development is

1669 needed. Separation of urbanizable land from rural land shall be accomplished by the UGB  
1670 for the region's 20-year projected need for urban land. That boundary will be expanded  
1671 into designated urban reserves areas when a need for additional urban land is  
1672 demonstrated. For its long term urban land supply, the Metro Council the Growth Concept  
1673 will determine the land need for urban reserves. ~~estimates that about 14,500 acres will be~~  
1674 ~~needed to accommodate projected growth. These lands will be selected from a~~ About  
1675 22,000 acres of Urban Reserve Study Area shown on the Concept Map will be studied  
1676 before urban reserve areas are designated. This assumes cooperative agreements with  
1677 neighboring cities to coordinate planning for the proportion of projected growth in the Metro  
1678 region expected to locate within their urban growth boundaries and urban reserve areas.

1679  
1680 The Metro UGB would only expand into urban reserves when need for additional urban  
1681 land is demonstrated. Rural reserves are intended to assure that Metro and  
1682 neighboring cities remain separate. The result is intended to be a compact urban form  
1683 for the region coordinated with nearby cities to retain the region's sense of place.

1684  
1685 Mixed use urban centers inside the UGB are one key to the Growth Concept. Creating  
1686 higher density centers of employment and housing and transit service with compact  
1687 development, retail, cultural and recreational activities, in a walkable environment is  
1688 intended to provide efficient access to goods and services, and enhance multi modal  
1689 transportation and create vital, attractive neighborhoods and communities. The Growth  
1690 Concept uses interrelated types of centers. The Central City is the largest market area,  
1691 the region's employment and cultural hub. Regional Centers serve large market areas  
1692 outside the central city, connected to it by high capacity transit and highways.  
1693 Connected to each Regional Center, by road and transit, are smaller Town Centers  
1694 with local shopping and employment opportunities within a local market area. Planning  
1695 for all of these centers will seek a balance between jobs and, housing and unique  
1696 blends of urban amenities so that more transportation trips are likely to remain local  
1697 and become more multi modal.

1698  
1699 In keeping with the jobs housing balance in centers, a jobs housing balance by regional  
1700 sub-areas can and should also be a goal. This would account for the housing and  
1701 employment outside centers, and direct policy to adjust for better jobs housing ratios  
1702 around the region.

1703  
1704 Recognition and protection of open spaces both inside the UGB and in rural reserves  
1705 outside urban reserves are reflected in the Growth Concept. Open spaces, including  
1706 important natural features and parks, are important to the capacity of the UGB and the  
1707 ability of the region to accommodate housing and employment. Green areas on the  
1708 Concept Map may be designated as regional open space. That would remove these  
1709 lands from the inventory of urban land available for development. Rural reserves,

1710 already designated for farms, forestry, natural areas or rural-residential use, would  
1711 remain and be further protected from development pressures.

1712  
1713 The Concept Map shows some transportation facilities to illustrate new concepts, like  
1714 "green corridors," and how land use areas, such as centers, may be served. Neither  
1715 the current regional system nor final alignment choices for future facilities are intended  
1716 to be represented on the Concept Map.

1717  
1718 The percentages and density targets used in the Growth Concept to describe the  
1719 relationship between centers and areas are estimates based on modeling analysis of  
1720 one possible configuration of the Growth Concept. Implementation actions that vary  
1721 from these estimates may indicate a need to balance other parts of the Growth Concept  
1722 to retain the compact urban form contained in the Growth Concept. Land use  
1723 definitions and numerical targets as mapped, are intended as targets and will be  
1724 refined in the Regional Framework Plan. Each jurisdiction will certainly adopt a unique  
1725 mix of characteristics consistent with each locality and the overall Growth Concept.

1726  
1727 Neighbor Cities

1728  
1729 The Growth Concept recognizes that neighboring cities surrounding the region's  
1730 metropolitan area are likely to grow rapidly. There are several cities proximate to the  
1731 Metro region. The Metro Council shall pursue discussion of cooperative efforts with  
1732 neighboring cities. Full Neighbor City recognition could be achieved with the completion  
1733 of intergovernmental agreements concerning the key concepts cited below. Communities  
1734 such as Sandy, Canby, and Newberg will be affected by the Metro Council's decisions  
1735 about managing the region's growth. A significant number of people would be  
1736 accommodated in these neighboring cities, and cooperation between Metro and these  
1737 communities is necessary to address common transportation and land-use issues.

1738  
1739 There are three ~~four~~ key concepts for cooperative agreements with neighbor cities:

- 1740  
1741 1. There shall be a separation of rural land between each neighboring city and the  
1742 metropolitan area. If the region grows together, the transportation system would suffer  
1743 and the cities would lose their sense of community identity.  
1744  
1745 2. There ~~shall~~ ~~should~~ be a strong balance between jobs and housing in the neighbor  
1746 cities. The more a city retains a balance of jobs and households, the more trips will  
1747 remain local.  
1748

- 1749 3. Each neighboring city should have its own identity through its unique mix of  
1750 commercial, retail, cultural and recreational opportunities which support the  
1751 concentration of jobs and housing.  
1752
- 1753 4. There should be consideration of a The "green corridor," transportation facility through  
1754 a rural reserve that serves as a link between the metropolitan area and a neighbor city  
1755 without with limited access to the farms and forests of the rural reserve. This would  
1756 keep accessibility high, which encourages employment growth but limits the adverse  
1757 affect on the surrounding rural areas. Metro will seek limitations in access to these  
1758 facilities and will seek intergovernmental agreements with ODOT, the appropriate  
1759 counties and neighbor cities to establish mutually acceptable growth management  
1760 strategies. Metro will link transportation improvements to neighbor cities to successful  
1761 implementation of these intergovernmental agreements.  
1762

1763 Cooperative planning between a city outside the region and Metro could also be initiated  
1764 on a more limited basis. These cooperative efforts could be completed to minimize the  
1765 impact of growth on surrounding agriculture and natural resource lands, maintain a  
1766 separation between a city and the Metro UGB, minimize the impact on state transportation  
1767 facilities, match population growth to rural resource job and local urban job growth and  
1768 coordinate land use policies.\* Communities such as North Plains and other communities  
1769 adjacent to the region such as Estacada and Scappoose may find this more limited  
1770 approach suitable to their local situation.  
1771

#### 1772 Green Corridors

1773  
1774 ~~These transportation corridors connect the region's UGB to the neighboring cities' UGB's.~~  
1775 ~~Facilities should be designed to reduce urban influence and to avoid increasing access to~~  
1776 ~~the farms and forests of the rural reserves they pass through. The intent is to keep urban~~  
1777 ~~to urban accessibility high to encourage employment growth, but limit any adverse effect~~  
1778 ~~on the surrounding rural areas. Cooperative agreements among Metro, neighbor cities,~~  
1779 ~~affected counties and state agencies will be needed.~~  
1780

#### 1781 Rural Reserves

1782  
1783 Some rural lands adjacent to and nearby the regional UGB and not designated as urban  
1784 reserves may be designated as rural reserves. This designation is intended as a policy  
1785 statement by Metro to not extend its UGB into these areas and to support neighboring  
1786 cities' efforts not to expand their urban growth boundaries into these areas. The  
1787 objectives for rural land planning in the region will be to maintain the rural character of the  
1788 landscape to support and maintain our agricultural economy, and to avoid or eliminate  
1789 conflicts with farm and forest practices, help meet regional needs for open space and



1790 wildlife habitat, and help to clearly separate urban from rural land. This will be pursued by  
1791 not expanding the UGB into these areas and supporting rural zoning designations. These  
1792 rural reserves keep adjacent urban areas separate. These rural lands are not needed or  
1793 planned for development but are more likely to experience development pressures than  
1794 are areas farther away.

1795  
1796 These lands will not be developed in urban uses in the foreseeable future, an idea that  
1797 requires agreement among local, regional and state agencies. They are areas outside the  
1798 present UGB and along highways that connect the region to neighboring cities.

1799  
1800 New rural commercial or industrial development would be restricted. Some areas would  
1801 receive priority status as potential areas for park and open space acquisition. Road  
1802 improvements would specifically exclude interchanges or other highway access to the  
1803 rural road system, as would any nearby extensions of urban services. Zoning would be  
1804 for resource protection on farm and forestry land, and very low density residential (no  
1805 greater density less than one unit for five acres) for exception land.

1806  
1807 These rural reserves would support and protect farm and forestry operations. The  
1808 reserves also would include some purchase of natural areas adjacent to rivers, streams  
1809 and lakes to make sure the water quality is protected and wildlife habitat enhanced.  
1810 Large natural features, such as hills and buttes, also would be included as rural reserves  
1811 because they buffer developed areas and are poor candidates for compact urban  
1812 development.

1813  
1814 Rural reserves are designated in areas that are most threatened by new development,  
1815 that separate communities, or exist as special resource areas.

1816  
1817 Rural reserves also would be retained to separate cities within the Metro boundary.  
1818 Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville all have existing areas of rural  
1819 land that provide a break in urban patterns. New areas of Urban reserve study areas that  
1820 are indicated on the Concept Map are also separated by rural reserves, such as the  
1821 Damascus-Pleasant Valley areas from Happy Valley.

1822  
1823 The primary means of achieving rural reserves would be through the regional framework  
1824 plan for areas within the Metro boundary, and voluntary agreements among Metro, the  
1825 counties, neighboring cities and the state for those areas outside the Metro boundary.  
1826 These agreements would prohibit extending urban growth into the rural reserves and  
1827 require that state agency actions are consistent with the rural reserve designation.

1828  
1829 Open Spaces and Trail Corridors

1830

1831 The areas designated open space on the Concept map are parks, stream and trail  
1832 corridors, wetlands and floodplains, largely undeveloped upland areas and areas of  
1833 compatible very low density residential development. Many of these natural features  
1834 already have significant land set aside as open space. The Tualatin Mountains, for  
1835 example, contain major parks such as Forest Park and Tryon Creek State Park and  
1836 numerous smaller parks such as Gabriel Park in Portland and Wilderness Park in West  
1837 Linn. Other areas are oriented toward wetlands and streams, with Fanno Creek in  
1838 Washington County having one of the best systems of parks and open space in the region.

1839  
1840 Local jurisdictions are encouraged to establish acres of open space per capita goals based  
1841 on rates at least as great as current rates, in order to keep up with current conditions.

1842  
1843 Designating these areas as open spaces would have several effects. First, it would remove  
1844 these land from the category of urban land that is available for development. The capacity  
1845 of the UGB would have to be calculated without these, and plans to accommodate housing  
1846 and employment would have to be made without them. Secondly, these natural areas,  
1847 along with key rural reserve areas, would receive a high priority for purchase as parks and  
1848 open space, such as Metro's Greenspaces program. Finally, regulations could be  
1849 developed to protect these critical natural areas that would not conflict with housing and  
1850 economic goals, thereby having the benefit of regulatory protection of critical creek areas,  
1851 compatible low-density development and transfer of development rights to other lands  
1852 better suited for development.

1853  
1854 About 35,000 acres of land and water inside today's UGB are included as open spaces in  
1855 the Growth Concept Map. Preservation of these Open Spaces could be achieved by a  
1856 combination of ways. Some areas could be purchased by public entities, such as Metro's  
1857 Greenspaces program or local park departments. Others may be donated by private  
1858 citizens or by developers of adjacent properties to reduce the impact of development.  
1859 Some could be protected by environmental zoning which allows very low-density residential  
1860 development through the clustering of housing on portions of the land while leaving  
1861 important features as common open space.

1862  
1863 **Centers**

1864  
1865 Creating higher density centers of employment and housing is advantageous for several  
1866 reasons. These centers provide access to a variety of goods and services in a relatively  
1867 small geographic area, creating an intense business climate. Having centers also makes  
1868 sense from a transportation perspective, since most centers have an accessibility level that  
1869 is conducive to transit, bicycling and walking. Centers also act as social gathering places  
1870 and community centers, where people would find the cultural and recreational activities and  
1871 "small town atmosphere" they cherish.

1872 The major benefits of centers in the marketplace are accessibility and the ability to  
1873 concentrate goods and services in a relatively small area. The problem in developing  
1874 centers, however, is that most of the existing centers are already developed and any  
1875 increase in the density must be made through redeveloping existing land and buildings.  
1876 Emphasizing redevelopment in centers over development of new areas of undeveloped  
1877 land is a key strategy in the Growth Concept. Areas of high unemployment and low  
1878 property values should be specially considered to encourage reinvestment and  
1879 redevelopment. Incentives and tools to facilitate redevelopment in centers should be  
1880 identified.

1881  
1882 There are three types of centers, distinguished by size and accessibility. The "central city"  
1883 is downtown Portland and is accessible to millions of people. "Regional centers" are  
1884 accessible to hundreds of thousands of people and "town centers" are accessible to tens of  
1885 thousands.

#### 1886 1887 The Central City

1888  
1889 Downtown Portland serves as our major regional center and functions quite well as an  
1890 employment and cultural hub for the metropolitan area. It provides accessibility to the  
1891 many businesses that require access to a large market area and also serves as the location  
1892 for cultural and social functions that draw the region together. It is the center for local,  
1893 regional, state and federal governments, financial institutions, commerce, the center for arts  
1894 and culture, and for visitors to the region.

1895  
1896 In addition, downtown Portland has a high percentage of travel other than by car – three  
1897 times higher than the next most successful area. Jobs and housing are readily available  
1898 there, without the need for a car. Maintaining and improving upon the strengths of our  
1899 regional downtown shall remain a high priority.

1900  
1901 Today, about 20 percent of all employment in the region is in downtown Portland. Under  
1902 the Growth Concept, downtown Portland would grow at about the same rate as the rest of  
1903 the region and would remain the location of about 20 percent of regional employment. To  
1904 do this, downtown Portland's 1990 density of 150 people per acre would increase to about  
1905 250 people per acre. Improvements to the transit system network, development of a multi-  
1906 modal street system and maintenance of regional through routes (the highway system)  
1907 would provide additional mobility to and from the city center.

#### 1908 1909 Regional Centers

1910  
1911 There are nine regional centers, serving four market areas (outside of the Central City  
1912 market area). Hillsboro serves that western portion of the region and Gresham the eastern.

1913 The Central City and Gateway serve most of the Portland area as a regional center.  
1914 Downtown Beaverton and Washington Square serve the east Washington County area,  
1915 and downtown Oregon City, Clackamas Town Center and Milwaukie together serve  
1916 Clackamas County and portions of outer south east Portland.

1917  
1918 These Regional Centers would become the focus of compact development, redevelopment  
1919 and high-quality transit service, multi-modal street networks and act as major nodes along  
1920 regional through routes. The Growth Concept estimates that about accommodates  
1921 3 percent of new household growth and 11 percent of new employment growth would be  
1922 accommodated in these regional centers. From the current 24 people per acre, the Growth  
1923 Concept would allow up to of about 60 people per acre.

1924  
1925 Transit improvements would include light-rail connecting all regional centers to the Central  
1926 City. A dense network of multi-modal arterial and collector streets would tie regional  
1927 centers to surrounding neighborhoods and other centers. Regional through-routes would  
1928 be designed to serve connect regional centers and ensure that these centers are attractive  
1929 places to conduct business. The relatively small number of centers reflects not only the  
1930 limited market for new development at this density but also the limited transportation  
1931 funding for the high-quality transit and roadway improvements envisioned in these areas.  
1932 As such, the nine regional centers should be considered candidates and ultimately the  
1933 number should be reduced or policies established to phase-in certain regional centers  
1934 earlier than others.

1935  
1936 Town Centers

1937  
1938 Smaller than regional centers and serving populations of tens of thousands of people, town  
1939 centers are the third type of center with compact development and transit service. Town  
1940 centers would accommodate about 3 percent of new households and more than 7 percent  
1941 of new employment. The 1990 density of an average of 23 people per acre would nearly  
1942 double -- to about 40 persons per acre, the current densities of development along  
1943 Hawthorne Boulevard and in downtown Hillsboro.

1944  
1945 Town centers would provide local shopping, and employment and cultural and recreational  
1946 opportunities within a local market area. They are designed to provide local retail and  
1947 services, at a minimum. They also would vary greatly in character. Some would become  
1948 traditional town centers, such as Lake Oswego, Oregon City and Forest Grove, while others  
1949 would change from an auto-oriented development into a more complete community, such  
1950 as Hillsdale. Many would also have regional specialties, such as office centers envisioned  
1951 for the Cedar Mill town center. Several new town centers are designated, such as in Happy  
1952 Valley and Damascus, to accommodate the retail and service needs of a growing

1953 population while reducing auto travel. Others would combine a town center within a  
1954 regional center, offering the amenities and advantages of each type of center.

1955  
1956 **Corridors**

1957  
1958 Corridors are not as dense as centers, but also are located along good quality transit lines.  
1959 They provide a place for densities that are somewhat higher than today and feature a high-  
1960 quality pedestrian environment and convenient access to transit. Typical new  
1961 developments would include rowhouses, duplexes, and one to three story office and retail  
1962 buildings, and average about 25 persons per acre. While some corridors may be  
1963 continuous, narrow bands of higher intensity development along arterial roads, others may  
1964 be more 'nodal', that is, a series of smaller centers at major intersections or other locations  
1965 along the arterial which have high quality pedestrian environments, good connections to  
1966 adjacent neighborhoods and good transit service. So long as the average target densities  
1967 and uses are allowed and encouraged along the corridor, many different development  
1968 patterns - nodal or linear - may meet the corridor objective.

1969  
1970 **Station Communities**

1971  
1972 Station communities are nodes of development centered around a light rail or high capacity  
1973 transit station which feature a high-quality pedestrian environment. They provide for the  
1974 highest density outside centers. The station communities would encompass an area  
1975 approximately one-half mile from a station stop. The densities of new development would  
1976 average about 45 persons per acre. Zoning ordinances now set minimum densities for  
1977 most Eastside and Westside MAX station communities. An extensive station community  
1978 planning program is now under way for each of the Westside station communities, and  
1979 similar work is envisioned for the proposed South/North line. It is expected that the station  
1980 community planning process will result in specific strategies and plan changes to  
1981 implement the station communities concept.

1982  
1983 Because the Growth Concept calls for many corridors and station communities throughout  
1984 the region, they would together they are estimated to accommodate 27 percent of the new  
1985 households of the region and nearly 15 percent of new employment.

1986  
1987 **Main Streets and Neighborhood Centers**

1988  
1989 During the early decades of this century, main streets served by transit and characterized  
1990 by a strong business and civic community were a major land-use pattern throughout the  
1991 region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham as well as the  
1992 Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are  
1993 undergoing a revival and provide an efficient and effective land-use and transportation

1994 alternative. The Growth Concept calls for main streets to grow from 1990 levels of 36  
1995 people per acre to about 39 per acre. Main streets would accommodate nearly 2 percent of  
1996 housing growth.

1997  
1998 Main streets typically will serve neighborhoods and may develop a regional specialization —  
1999 such as antiques, fine dining, entertainment or specialty clothing — that draws people from  
2000 other parts of the region. Main Streets form neighborhood centers as areas that provide  
2001 the retail and service development at other intersections at the focus of a neighborhood  
2002 areas and around MAX light rail stations. When several main streets occur within a few  
2003 blocks of one another; they may also serve as a dispersed town center, such as the main  
2004 street areas of Belmont, Hawthorne and Division that form a town center for inner southeast  
2005 Portland.

2006  
2007 Neighborhoods

2008  
2009 Residential neighborhoods would remain a key component of the Growth Concept and  
2010 would fall into two basic categories. Inner neighborhoods are include areas such as  
2011 Portland and the older suburbs of Beaverton, Milwaukie and Lake Oswego, and would  
2012 include primarily residential areas that are accessible to employment. Lot sizes would be  
2013 smaller to accommodate densities increasing from 1990 levels of about 11 people per acre  
2014 to about 14 per acre. Inner neighborhoods would trade smaller lot sizes for better access  
2015 to jobs and shopping. They would accommodate about 28 percent of new households and  
2016 15 percent of new employment (some of the employment would be home occupations and  
2017 the balance would be neighborhood-based employment such as schools, daycare and  
2018 some neighborhood businesses).

2019  
2020 Outer neighborhoods would be farther away from large employment centers and would  
2021 have larger lot sizes and lower densities. Examples include outer suburbs cities such as  
2022 Forest Grove, Sherwood and Oregon City, and any additions to the UGB. From 1990  
2023 levels of nearly 10 people per acre, outer neighborhoods would increase to about 13 per  
2024 acre. These areas would accommodate about 28 percent of new households and 10  
2025 percent of new employment.

2026  
2027 One of the most significant problems in some newer neighborhoods is the lack of street  
2028 connections, a recent phenomenon that has occurred in the last 25 years. It is one of the  
2029 primary causes of increased congestion in new communities suburbs. Traditional  
2030 neighborhoods contained a grid pattern with up to 20 through streets per mile. But in new  
2031 areas, one to two through streets per mile is the norm. Combined with large scale  
2032 single-use zoning and low densities, it is the major cause of increasing auto dependency in  
2033 neighborhoods. To improve local connectivity throughout the region, all areas shall  
2034 develop master street plans intended to improve access for all modes of travel. These

2035 plans shall include 8 to 20 local street connections per mile, except in cases where fewer  
2036 connections are necessitated by constraints such as natural or constructed features (for  
2037 example streams, wetlands, steep slopes, freeways, airports, etc.) To improve local  
2038 connectivity throughout the region, all areas shall develop master street plans that include  
2039 from 8 to 20 local streets connections per mile, which would improve access for all modes  
2040 of travel.

2041  
2042 **Industrial Areas and Employment Areas**

2043  
2044 The Portland metropolitan area economy is heavily dependant upon wholesale trade and  
2045 the flow of commodities to national and international markets. The high quality of our  
2046 freight transportation system and, in particular, our intermodal freight facilities are essential  
2047 to continued growth in trade. The intermodal facilities (air and marine terminals, freight rail  
2048 yards and common carrier truck terminals) are an area of regional concern, and the  
2049 regional framework plan will identify and protect lands needed to meet their current and  
2050 projected space requirements.

2051  
2052 Industrial areas would be set aside primarily for industrial activities. Other supporting uses,  
2053 including some retail uses, may be allowed if limited to sizes and locations intended to  
2054 serve the primary industrial uses. They include land-intensive employers, such as those  
2055 around the Portland International Airport, the Hillsboro Airport and some areas along  
2056 Highway 212/224. Areas of high agglomerative economic potential, such as the Sunset  
2057 Corridor for electronics products and the Northwest Industrial sanctuary for metal products,  
2058 shall be supported with transportation planning and infrastructure development designed to  
2059 meet their needs. Industrial areas are expected to accommodate 10 percent of regional  
2060 employment and no households. Retail uses whose market area is substantially larger  
2061 than the employment area shall not be considered supporting uses.

2062  
2063 Other employment centers would be designated as mixed-use employment areas, mixing  
2064 various types of employment and including some residential development as well. These  
2065 mixed-use employment areas would provide for about five percent of new households and  
2066 14 percent of new employment within the region. Densities would rise substantially from  
2067 1990 levels of about 11 people per acre to about 20 people per acre. Employment areas  
2068 would be expected to include some limited retail commercial uses sized to serve the needs  
2069 of people working and living in the immediate employment areas, not larger market areas  
2070 outside the employment area. Exceptions to this general policy can be made for low traffic  
2071 generating land consumptive commercial uses which have a community or region-wide  
2072 market.

2073  
2074 The siting and development of new industrial areas would consider the proximity of housing  
2075 for all income ranges provided by employment in the projected industrial center, as well as

2076 accessibility to convenient and inexpensive non-auto transportation. The continued  
2077 development of existing industrial areas would include attention to these two issues as well.  
2078

2079 **Urban Reserves**  
2080

2081 One important feature of the Growth Concept is that it would accommodate all 50 years of  
2082 forecasted growth through a relatively small amount of urban reserves. Urban reserves  
2083 consist of land set aside outside the present UGB for future growth. The Growth Concept  
2084 contains approximately 22,000 acres of Urban Reserve Study Areas shown on the Concept  
2085 Map. Less than 15,000 of these the full Study Area may be are needed for urban reserve  
2086 area designation growth if the other density goals of the Growth Concept are met. Over 75  
2087 percent of these lands are currently zoned for rural housing and the remainder are zoned  
2088 for farm or forestry uses. These areas shall be refined to the 14,500 acres for designation  
2089 of urban reserves required by the Growth Concept for designation of urban reserves areas  
2090 under the LCDC Urban Reserve Rule and inclusion in the regional framework plan.  
2091

2092 **Transportation Facilities**  
2093

2094 In undertaking the Region 2040 process, the region has shown a strong commitment to  
2095 developing a regional plan that is based on greater land use efficiencies and a truly multi-  
2096 modal transportation system. However, the transportation system defined in the Growth  
2097 Concept Analysis serves as a theoretical definition (construct) of the transportation system  
2098 needed to serve the land uses in the Growth Concept (Recommended Alternative urban  
2099 form). The modeled system reflects only one of many possible configurations that might be  
2100 used to serve future needs, consistent with the policy direction called for in the Growth  
2101 Concept (amendment to RUGGOs).  
2102

2103 As such, the Growth Concept (Recommended Alternative) transportation map provides only  
2104 general direction for development of an updated RTP and does not prescribe or limit what  
2105 the RTP will ultimately include in the regional system. Instead, the RTP will build upon the  
2106 broader land use and transportation directions that are defined in the Growth Concept  
2107 (Recommended Alternative).  
2108

2109 The transportation elements needed to create a successful growth management policy are  
2110 those that support the Growth Concept. Traditionally, streets have been defined by their  
2111 traffic-carrying potential, and transit service according to its ability to draw commuters.  
2112 Other travel modes have not been viewed as important elements of the transportation  
2113 system. The Growth Concept establishes a new framework for planning in the region by  
2114 linking urban form to transportation. In this new relationship, transportation is viewed as a  
2115 range of travel modes and options that reinforce the region's growth management goals.  
2116



2117 Within the framework of the Growth Concept is a network of multi-modal corridors and  
2118 regional through-routes that connect major urban centers and destinations. Through-routes  
2119 provide for high-volume auto and transit travel at a regional scale, and ensure efficient  
2120 movement of freight. Within multi-modal corridors, the transportation system will provide a  
2121 broader range of travel mode options, including auto, transit, bicycle and pedestrian  
2122 networks, that allow choices of how to travel in the region. These travel options will  
2123 encourage the use of alternative modes to the auto, a shift that has clear benefits for the  
2124 environment and the quality of neighborhoods and urban centers and address the needs of  
2125 those without access to automobiles.

2126  
2127 In addition to the traditional emphasis on road and transit facilities, the development of  
2128 networks for freight travel and intermodal facilities, for bicycle and pedestrian travel and the  
2129 efficient use of capacity on all streets through access management and congestion  
2130 management and/or pricing will be part of a successful transportation system.

2131  
2132 While the Concept Map shows only major transit facilities and corridors, all areas within the  
2133 UGB have transit access. Transit service in the Growth Concept included both fixed-route  
2134 and demand responsive systems. The RTP shall further define the type and extent of  
2135 transit service available throughout the region.

2136  
2137 **Intermodal Facilities**

2138  
2139 The region's continued strength as a national and international distribution center is  
2140 dependent upon adequate intermodal facilities and access to them. Intermodal facilities  
2141 include marine terminals, railroad intermodal points, such as the Union Pacific's Albina  
2142 Yard, the airports and the Union Station/inter-city bus station area. The RTP will identify  
2143 these areas and their transportation requirements and will identify programs to provide  
2144 adequate freight capacity.

2145  
2146  
2147 **Truck Routes**

2148 **Truck routes will be identified and freight movement will be given priority in terms of**  
2149 **roadway design and operation between areas with freight dependent uses within the region**  
2150 **and major facilities serving areas locations outside the region.**

2151  
2152 **Regional Through-Routes**

2153  
2154 These are the routes that move people and goods through and around the region, connect  
2155 regional centers to each other and to the Central City, and connect the region to the  
2156 statewide and interstate transportation system. They include freeways, limited access  
2157 highways and heavily traveled arterials, and usually function as through-routes. As such,

2158 they are important not only because of the movement of people, but as one of the region's  
2159 major freight systems. Since much of our regional economy depends on the movement of  
2160 goods and services, it is essential to keep congestion on these roads at manageable  
2161 levels. These major routes frequently serve as transit corridors but are seldom conducive  
2162 to bicycles or pedestrians because of the volume of auto and freight traffic that they carry.  
2163

2164 With their heavy traffic and high visibility, these routes are attractive to business. However,  
2165 when they serve as a location for auto-oriented businesses, the primary function of these  
2166 routes, to move regional and statewide traffic, can be eroded. While they serve as an  
2167 appropriate location for auto-oriented businesses, they are poor locations for businesses  
2168 that are designed to serve neighborhoods or sub-regions. These are better located on  
2169 multi-modal arterials. They need the highest levels of access control. In addition, it is  
2170 important that they not become barriers to movements across them by other forms of travel,  
2171 auto, pedestrian, transit or bicycle. They shall focus on providing access to centers and  
2172 neighbor cities, rather than access to the lands that front them.  
2173

#### 2174 Multi-Modal Arterials

2175  
2176 These represent most of the region's arterials. They include a variety of design styles and  
2177 speeds, and are the backbone for a system of multi-modal travel options. Older sections of  
2178 the region are better designed for multi-modal travel than new areas. Although these  
2179 streets are often smaller than suburban arterials, they carry a great deal of traffic (up to  
2180 30,000 vehicles a day), experience heavy bus ridership along their routes and are  
2181 constructed in dense networks that encourage bicycle and pedestrian travel. The RTP shall  
2182 identify these multi-modal streets and develop a plan to further encourage alternative travel  
2183 modes within these corridors.  
2184

2185 Many new streets, however, are designed to accommodate heavy auto and freight traffic at  
2186 the expense of other travel modes. Multiple, wide lanes, dedicated turning lanes, narrow  
2187 sidewalks exposed to moving traffic, and widely-spaced intersections and street crossings  
2188 create an environment that is difficult and dangerous to negotiate without a car. The RTP  
2189 shall identify these potential multi-modal corridors and establish design standards that  
2190 encourage other modes of travel along these routes.  
2191

2192 Some multi-modal arterials also carry significant volumes of freight. The RTP will ensure  
2193 that freight mobility on these routes is adequately protected by considering freight needs  
2194 when identifying multi-modal routes, and in establishing design standards intended to  
2195 encourage alternative modes of passenger travel.  
2196

#### 2197 Collectors and Local Streets

2198

2199 These streets become a regional priority when a lack of adequate connections forces  
2200 neighborhood traffic onto arterials. New suburban development increasingly depends on  
2201 arterial streets to carry trips to local destinations, since most new local streets systems are  
2202 a specifically designed with curves and cul-de-sacs to discourage local through travel by  
2203 any mode. The RTP should consider a standard of 8 to 20 through streets per mile,  
2204 applied to both developed and developing areas to reduce local travel on arterials. There  
2205 should also be established standard bicycle and pedestrian through-routes (via easements,  
2206 greenways, fire lanes, etc.) in existing neighborhoods where changes to the street system  
2207 are not a reasonable alternative.

2208  
2209 Light Rail

2210  
2211 Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders and  
2212 provides a critical travel option to major destinations. The primary function of light rail in  
2213 the Growth Concept is to link regional centers and the Central City, where concentrations of  
2214 housing and employment reach a level that can justify the cost of developing a fixed transit  
2215 system. In addition to their role in developing regional centers, LRT lines can also support  
2216 significant concentrations of housing and employment at individual station areas along their  
2217 routes.

2218  
2219 In addition, neighbor cities of sufficient size should also include a transit connection to the  
2220 metropolitan area to provide a full-range of transportation alternatives.

2221  
2222 "Planned and Existing Light Rail Lines" on the Concept Map represent some locations  
2223 shown on the current RTP which were selected for initial analysis. "Proposed Light Rail  
2224 Alignments" show some appropriate new light rail locations consistent with serving the  
2225 Growth Concept. "Potential HCT lines" highlight locations for some concentrated form of  
2226 transit, possibly including light rail. These facilities demonstrate the general direction for  
2227 development of an updated RTP which will be based on further study. The Concept Map  
2228 transportation facilities do not prescribe or limit the existing or of updated RTP.

2229  
2230 Bicycle and Pedestrian Networks

2231  
2232 Bicycling and walking should play an important part in the regional transportation system  
2233 especially within neighborhoods and centers and for other shorter trips. They are also  
2234 essential to the success of an effective transit system. In addition to the arrangement of  
2235 land uses and site design, route continuity and the design of rights-of-way in a manner  
2236 friendly to bicyclists and pedestrians are necessary. The RTP will establish targets which  
2237 substantially increase the share of on these modes.

2238  
2239

2240 Demand Management/Pricing

2241

2242 The land uses and facilities in the Growth Concept cannot, by themselves, meet the  
2243 region's transportation objectives. Demand Management (carpooling, parking management  
2244 and pricing strategies) and system management will be necessary to achieve the  
2245 transportation system operation described in the Growth Concept. Additional actions will  
2246 be need to resolve the significant remaining areas of congestion and the high VMT/capita  
2247 which it causes. The RTP will identify explicit targets for these programs in various areas  
2248 of the region.

2249

(INSERT EXHIBIT A: GROWTH CONCEPT MAP HERE)

2250 **GLOSSARY**

2251

2252 **Areas and Activities of Metropolitan Concern.** A program, area or activity, having  
2253 significant impact upon the orderly and responsible development of the metropolitan area  
2254 that can benefit from a coordinated multi-jurisdictional response.

2255

2256 **Beneficial Use Standards.** Under Oregon law, specific uses of water within a drainage  
2257 basin deemed to be important to the ecology of that basin as well as to the needs of local  
2258 communities are designated as "beneficial uses." Hence, "beneficial use standards" are  
2259 adopted to preserve water quality or quantity necessary to sustain the identified beneficial  
2260 uses.

2261

2262 **Center City.** The downtown and adjacent portions of the city of Portland. See the Growth  
2263 Concept map and text.

2264

2265 **Transportation Corridors.** While some corridors may be continuous, narrow bands of  
2266 higher intensity development along arterial roads, others may be more 'nodal', that is, a  
2267 series of smaller centers at major intersections or other locations along the arterial which  
2268 have high quality pedestrian environments, good connections to adjacent neighborhoods  
2269 and good transit service. So long as the average target densities and uses are allowed  
2270 and encouraged along the corridor, many different development patterns - nodal or linear -  
2271 may meet the corridor objective. Residential and retail development concentrated along  
2272 major arterials and bus lines.

2273

2274 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic  
2275 assessment of the likely trends for growth of local economies in the state consistent with  
2276 OAR 660-09-015. Such an analysis is critical for economic planning and for ensuring that  
2277 the land supply in an urban area will meet long-term employment growth needs.

2278

2279 **Employment Areas.** Areas of mixed employment that include various types of  
2280 manufacturing, distribution and warehousing uses, commercial and retail development as  
2281 well as some residential development. Retail uses should primarily serve the needs of the  
2282 people working or living in the immediate employment area. Exceptions to this general  
2283 policy can be made for example, land consumptive commercial uses which have a  
2284 community or region-wide market.

2285

2286 **Exception.** An "exception" is taken for land when either commitments for use, current  
2287 uses, or other reasons make it impossible to meet the requirements of one or a number of  
2288 the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3  
2289 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply

2290 with the strict resource protection requirements of those goals and are thereby able to be  
2291 used for other than rural resource production purposes. Lands not excepted from statewide  
2292 planning goals 3 and 4 are to be used for agricultural or forest product purposes, and other,  
2293 adjacent uses must support their continued resource productivity.  
2294

2295 **Exclusive Farm Use.** Land zoned primarily for farming and restricting many uses that are  
2296 incompatible with farming, such as rural housing. Some portions of rural reserves also may  
2297 be zoned as exclusive farm use.  
2298

2299 **Fair Share** A proportionate amount by local jurisdiction. Used in the context of affordable  
2300 housing in this document. "Fair share" means that each city and county within the region  
2301 working with Metro to establish local and regional policies which will provide the opportunity  
2302 within each jurisdiction for accommodating a portion of the region's need for affordable  
2303 housing.  
2304

2305 **Family Wage Job.** A permanent job with an annual income greater than or equal to the  
2306 average annual covered wage in the region. The most current average annual covered  
2307 wage information from the Oregon Employment Division shall be used to determine the  
2308 family wage job rate for the region or for counties within the region.  
2309

2310 **Fiscal Tax Equity.** The process by which inter-jurisdictional fiscal disparities can be  
2311 addressed through a partial redistribution of the revenue gained from economic wealth,  
2312 particularly the increment gained through economic growth.  
2313

2314 **Freight Mobility.** The efficient movement of goods from point of origin to destination.  
2315

2316 **Functional Plan.** A limited purpose multi-jurisdictional plan for an area or activity having  
2317 significant district-wide impact upon the orderly and responsible development of the  
2318 metropolitan area that serves as a guideline for local comprehensive plans consistent with  
2319 ORS 268.390.  
2320

2321 **Growth Concept.** A concept for the long-term growth management of our region, stating  
2322 the preferred form of the regional growth and development, including where and how much  
2323 the UGB should be expanded, what densities should characterize different areas, and  
2324 which areas should be protected as open space.  
2325

2326 **High Capacity Transit.** Transit routes that may be either a road designated for frequent  
2327 bus service or for a light-rail line.  
2328

2329 **Housing Affordability.** The availability of housing such that no more than 30 percent (an  
2330 index derived from federal, state and local housing agencies) of the monthly income of the  
2331 household need be spent on shelter.  
2332

2333 **Industrial Areas.** ~~Large tracts of land set aside for industrial use~~ An area set aside for  
2334 industrial activities. Supporting commercial and related uses may be allowed, provided  
2335 they are intended to serve the primary industrial users. Residential development shall not  
2336 be considered a supporting use, nor shall retail users whose market area is substantially  
2337 larger than the industrial area be considered supporting uses.  
2338

2339 **Infill.** New development on a parcel or parcels of less than one contiguous acre located  
2340 within the UGB.  
2341

2342 **Infrastructure.** Roads, water systems, sewage systems, systems for storm drainage,  
2343 bridges, transportation facilities, parks, schools and public facilities developed to support  
2344 the functioning of the developed portions of the environment. Areas of the undeveloped  
2345 portions of the environment such as floodplains, riparian and wetland zones, groundwater  
2346 recharge and discharge areas and Greenspaces that provide important functions related to  
2347 maintaining the region's air and water quality, reduce the need for infrastructure expenses  
2348 and contribute to the region's quality of life.  
2349

2350 **Inner Neighborhoods.** Areas in Portland and the older cities suburbs that are primarily  
2351 residential, close to employment and shopping areas, and have slightly smaller lot sizes  
2352 and higher population densities than in outer neighborhoods  
2353

2354 **Intermodal** The connection of one type of transportation mode with another  
2355

2356 **Intermodal Facility.** A transportation element that accommodates and interconnects  
2357 different modes of transportation and serves the statewide, interstate and international  
2358 movement of people and goods.  
2359

2360 **Jobs Housing Balance.** The relationship between the number, type, mix and wages of  
2361 existing and anticipated jobs balanced with housing costs and availability so that non-auto  
2362 trips are optimized in every part of the region.  
2363

2364 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned  
2365 for by local government but which also may be provided by private enterprise and are  
2366 essential to the support of more intensive development, including transportation, water  
2367 supply, sewage, parks, schools and solid waste disposal.  
2368



2369 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy  
2370 statement of the governing body of a city or county that inter-relates all functional and  
2371 natural systems and activities related to the use of land, consistent with state law.

2372  
2373 **Major Amendment.** A proposal made to the Metro Council for expansion of the UGB of 20  
2374 acres or more, consistent with the provisions of the Metro code.

2375  
2376 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land  
2377 Conservation and Development Commission to assure opportunity for the provision of  
2378 adequate numbers of needed housing units and the efficient use of land within the Metro  
2379 UGB. This rule establishes minimum overall net residential densities for all cities and  
2380 counties within the UGB, and specifies that 50 percent of the land set aside for new  
2381 residential development be zoned for multifamily housing.

2382  
2383 **Main Streets.** Neighborhood shopping areas along a main street or at an intersection,  
2384 sometimes having a unique character that draws people from outside the area. NW 23rd  
2385 Avenue and SE Hawthorne Boulevard are current examples of main streets.

2386  
2387 **Mixed-use Employment Areas.** ~~Areas of mixed employment, manufacturing and~~  
2388 ~~warehousing uses and limited retail and residential development, that include various~~  
2389 ~~types of commercial and retail development as well as some residences.~~

2390  
2391 **Neighborhood Centers.** Retail and service development that surrounds major MAX  
2392 stations and other major intersections, extending out for one-quarter to one-half mile.

2393  
2394 **Neighboring Cities.** Cities such as Sandy, Canby, and Newberg that are outside Metro's  
2395 jurisdiction but will be affected by the growth policies adopted by the Metro Council or other  
2396 jurisdictions, such as North Plains, Estacada or Scappoose, which may be affected by  
2397 Metro actions.

2398  
2399 **Open Space.** Publicly and privately -owned areas of land, including parks, natural areas  
2400 and areas of very low density development inside the UGB.

2401  
2402 **Outer Neighborhoods.** Areas in the outlying cities suburbs that are primarily residential,  
2403 farther from employment and shopping areas, and have slightly larger lot sizes and lower  
2404 population densities than inner neighborhoods.

2405  
2406 **Pedestrian Scale.** An urban development pattern where walking is a safe, convenient and  
2407 interesting travel mode. It is an area where walking is at least as attractive as any other  
2408 mode to all destinations within the area. The following elements are not cited as

2409 requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide  
2410 walking surfaces; easily visible from streets and buildings and safe for walking; minimal  
2411 points where high speed automobile traffic and pedestrians mix; frequent crossings;  
2412 storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways  
2413 and lighting designed to serve those on foot; well integrated into the transit system and  
2414 having uses which cater to people on foot.

2415  
2416 **Persons Per Acre.** This is a term expressing the intensity of building development by  
2417 combining residents per net acre and employees per net acre.

2418  
2419 **Planning activities** Planning activities cited in the RUGGO are not regulatory but contain  
2420 implementation ideas for future study in various stages of development that may or may not  
2421 lead to RUGGO amendments, new functional plans, functional plan amendments, or  
2422 regional framework plan elements. Planning activities for any given year will be subject to  
2423 Metro Executive Officer budget recommendations and Metro Council budget adoption.

2424  
2425 **Regional Centers.** Areas of mixed residential and commercial use that serve hundreds of  
2426 thousands of people and are easily accessible by different types of transit. Examples  
2427 include traditional centers such as downtown Gresham and new centers such as  
2428 Clackamas Town Center.

2429  
2430 **Rural Reserves.** Areas that are a combination of public and private lands outside the  
2431 UGB, used primarily for farms and forestry. They are protected from development by very  
2432 low-density zoning and serve as buffers between urban areas.

2433  
2434 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in  
2435 compliance with Federal air quality standards.

2436  
2437 **Stewardship** A planning and management approach that considers environmental  
2438 impacts and public benefits of actions as well as public and private dollar costs.

2439  
2440 **Transit Station Communities y.** That area generally within a 1/4- to 1/2-mile radius of  
2441 light rail stations or other high capacity transit which is planned as a multi-modal community  
2442 of mixed uses and substantial pedestrian accessibility improvements.

2443  
2444 **Subregion.** An area of analysis used by Metro centered on each regional center and used  
2445 for analyzing jobs/housing balance.

2446

2447 **Town Centers.** Areas of mixed residential and commercial use that serve tens of  
2448 thousands of people. Examples include the downtowns of Forest Grove and Lake  
2449 Oswego.

2450  
2451 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the  
2452 development of jobs, housing, and public services and facilities, and inter-relate the  
2453 benefits and consequences of growth in one part of the region with the benefits and  
2454 consequences of growth in another. Urban form, therefore, describes an overall framework  
2455 within which regional urban growth management can occur. Clearly stating objectives for  
2456 urban form; and pursuing them comprehensively provides the focal strategy for rising to the  
2457 challenges posed by the growth trends present in the region today.

2458  
2459 **Urban Growth Boundary.** A boundary which identifies urban and urbanizable lands  
2460 needed during the 20-year planning period to be planned and serviced to support urban  
2461 development densities, and which separates urban and urbanizable lands from rural land.

2462  
2463 **Urban Reserve Area.** An area adjacent to the present UGB defined to be a priority  
2464 location for any future UGB amendments when needed. Urban reserves are intended to  
2465 provide cities, counties, other service providers, and both urban and rural land owners with  
2466 a greater degree of certainty regarding future regional urban form. Whereas the UGB  
2467 describes an area needed to accommodate the urban growth forecasted over a 20-year  
2468 period, the urban reserves plus the area inside the UGB estimate the area capable of  
2469 accommodating the growth expected for 50 years.

2470  
2471 I:\GMJ\FNEW\RUG11.DOC  
2472 10/3/95  
2473

Metro Council Meeting  
Thursday, November 30, 1995

**7.1 Resolution No. 95-2238, For the Purpose of Authorizing the Executive Officer to Purchase Property Within the Newell  
Creek Target Area**

Staff Report

**CONSIDERATION OF RESOLUTION NO. 95-2238 FOR THE PURPOSE OF  
AUTHORIZING THE EXECUTIVE OFFICER TO PURCHASE PROPERTY IN  
THE NEWELL CREEK TARGET AREA**

---

Date: 3 November 1995

Presented by: Nancy Chase

PROPOSED ACTION

Resolution No. 95 -2238 would authorize the Executive Officer to purchase property in the Newell Creek Target Area from Applied Resources Inc. and Kenneth Allen Marlow.

BACKGROUND AND ANALYSIS

The property is within the Newell Creek Target Area, which is a Metro regional target area. It consists of two parcels totaling approximately 45 acres. Twenty-five of these acres are zoned and approved for 52 single family lots. The remaining acreage is outside the Urban Growth Boundary and has timber value. The site contains numerous springs and a year-round tributary to Newell Creek. Since Newell Creek still provides salmon, trout and steelhead habitat, control of a major tributary is important. The property was logged over 50 years ago and most of the site is now heavily forested with a wide variety of native vegetation. Acquisition of this property will assist in protecting the Newell Creek watershed. An option for this property was approved by Resolution No. 95 - 2128. This option was part of the Option Demonstration Project for Measure 26 - 26. All due diligence criteria has been reviewed and approved by Open Space staff and General Counsel.

BUDGET IMPACT

A base price of \$1,115,000 was set by the option subject to verification by an appraisal. Two independent appraisals have been completed and support the purchase price based on the option parameters. If this purchase is made the Newell Creek Target Area will have met 14.5% of the acreage goal and expended 19.6% of the budgeted funds.

Stabilization funds will be used for access control improvements to prevent illegal dumping and four wheel drive activity.

Maintenance costs will be minimal given the natural state of the property. The property is adjacent to 9 acres purchased by Metro in September, 1995 and will be managed as one unit.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING ) RESOLUTION NO. 95 -2238  
THE EXECUTIVE OFFICER TO PURCHASE )  
PROPERTY WITHIN THE NEWELL CREEK ) Introduced by Mike Burton,  
TARGET AREA ) Executive Officer

WHEREAS, In July 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails; and

WHEREAS, Acquisition of natural areas from willing sellers is a primary strategy for preservation of natural areas; and

WHEREAS, Newell Creek Canyon was designated as a Greenspace of regional significance in the Open Space, Parks and Streams Bond Measure; and

WHEREAS, The 45 acres owned by Applied Resources Inc. and Kenneth Allen Marlow have been identified as an important natural area in Newell Creek Canyon; and

WHEREAS, A Process for Considering and Executing Options to Purchase Lands was adopted by Council Resolution No. 94-1919; and

WHEREAS, Resolution No. 95 - 2128 authorized the Executive Officer to enter into an option for the subject property and the conditions set forth have been met, now therefore;

BE IT RESOLVED,

That the Metro Council authorizes the Executive Officer to purchase the property, identified in Exhibit A.

ADOPTED by Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1995.

\_\_\_\_\_  
J. Ruth Mc Farland , Presiding Officer

## REVISED EXHIBIT "A"

PARCEL I:

A part of Section 5, Township 3 South, Range 2 East, of the Willamette Meridian, in the City of Oregon City, County of Clackamas and State of Oregon, described as follows:

Beginning at the Northeast corner of the Samuel N. Vance Claim No. 51 and running thence North on line between Sections 4 and 5, Township 3 South, Range 2 East, of the Willamette Meridian, 16.00 chains to a stake, 6.64 chains North of the one-quarter section corner on said section line; thence West 12.80 chains to a stake; thence South 15.50 chains to a stone; thence West 14.24 chains to a stake; thence South 25°30' East 5.80 chains; thence East 80 feet; thence North 25°30' West 5.25 chains to a stake; thence East 33 feet to a stake; thence South 25°30' East 933 feet to an iron pipe; thence South 19° West 355.8 feet, more or less, to a point on the Northerly right of way line of Beaver Creek Road; thence Easterly along said right of way to an intersection with the East line of the Samuel Vance Donation Land Claim; thence North 17°12' East along said Donation Land Claim line 21.94 chains, more or less, to the point of beginning.

EXCEPTING THEREFROM a tract described as follows:

Beginning at the Southwest corner of the hereinabove described tract; thence Easterly, along the Northerly right of way line of Beaver Creek Road, a distance of 60 feet to the true point of beginning; thence continuing Easterly along said right of way line, 372 feet to an iron pipe; thence North 19° East 400 feet; thence Westerly parallel with the Northerly right of way line of said Beaver Creek Road, 372 feet to a point North 19° East of the true point of beginning; thence South 19° West 400 feet to the true point of beginning.

EXCEPTING THEREFROM that tract of land conveyed to Paul N. Rumbold, et ux, by deed recorded as Recorder's Fee No. 72 8435.

ALSO EXCEPTING THEREFROM that tract of land conveyed to John A. Hinds, et al, by Contract recorded September 7, 1979 as Recorder's Fee No. 79 39334.

ALSO EXCEPTING THEREFROM that portion conveyed to Jerry L. Yarberry, et al, by Contract recorded September 12, 1986 as Recorder's Fee No. 86 34288.

ALSO EXCEPTING THEREFROM the North 16.00 chains of the East 12.80 chains lying North of the North line of the Samuel N. Vance Donation Land Claim.

ALSO EXCEPTING THEREFROM that portion lying Southerly and Easterly of the following described line:

Beginning at the Southwest corner of the hereinabove described tract; thence Easterly along the Northerly right of way line of Beaver Creek Road, a distance of 60 feet to the true point of beginning; thence continuing Easterly, along said right of way line, 372 feet to an iron pipe; thence North 19° East 200 feet to the beginning of the line to be described; thence East to an intersection with the West line of said Portland General Electric easement as recorded in Book 615, page 556 on December 28, 1962; thence in a Southeasterly direction at right angles to said Westerly line of said easement 35 feet; thence North 45°18'30" East to a point on the Easterly line of the Samuel N. Vance Donation Land Claim and the terminus of the herein described line.

PARCEL II:

A part of Section 5, Township 3 South, Range 2 East, of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at the Northeast corner of the Samuel N. Vance Claim No. 51 and running thence North on a line between Sections 4 and 5, Township 3 South, Range 2 East, of the Willamette Meridian, 16.00 chains to a stake, 6.64 chains North of the one-quarter section corner on said section line; thence West 12.80 chains to a stake; thence South 16.00 chains to a point on the North line of the Samuel Vance Donation Land Claim No. 51; thence East along the North line of said Donation Land Claim line 12.80 chains to the point of beginning.

Metro Council Meeting  
Thursday, November 30, 1995

**7.2 Resolution No. 95-2236, For the Purpose of Authorizing an Exemption to Metro Code Chapter 2.04.041(c), Competitive Bidding Procedures, and Authorizing a Sole-Source Contract with Waste Recovery, Inc. for Recycling of Waste Tires from Metro's Solid Waste Facilities**



## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 95-2236 FOR THE PURPOSE OF AUTHORIZING AN EXEMPTION TO COMPETITIVE BIDDING PROCEDURES, AND AUTHORIZING A SOLE-SOURCE CONTRACT WITH WASTE RECOVERY, INC. FOR RECYCLING OF WASTE TIRES FROM METRO'S SOLID WASTE FACILITIES

Date: November 1, 1995

Presented by: Terry Petersen

#### PROPOSED ACTION

Adoption of Resolution No. 95-2236, authorizing an exemption to competitive bidding procedures and authorizing the execution of a public contract with Waste Recovery, Inc. for recycling of waste tires from Metro's solid waste transfer stations.

#### FACTUAL BACKGROUND AND ANALYSIS

During 1994 Metro received 43,417 waste tires at its solid waste transfer stations. It is estimated that Metro will receive 46,000 waste tires during FY 1995-96 (29,716 at Metro South and 16,284 at Metro Central). The state of Oregon prohibits the landfilling of waste tires. Currently, Metro has a contract with Waste Recovery, Inc. (WRI), located in North Portland, to recycle the tires from the transfer stations. The contract expires November 30, 1995.

On June 6, 1995, the Council Solid Waste Committee considered the release of a Request For Bids (RFB) for recycling of waste tires from Metro solid waste facilities. A memorandum from Pacific/West Communications Group, Inc. was given to the Committee at the June 6, 1995 meeting suggesting some changes to the RFB Scope of Work. The suggested changes included language about the disposal of residue material. No action was taken by the Committee regarding the RFB at that time. Metro staff has since met with Waste Recovery, Inc. officials four times regarding the issue of residue material. As a result of these meetings, WRI is expected to apply for a Metro franchise and is expected to agree to a plan designed to virtually eliminate their residue within three years.

It has been determined that there is now only one company in Oregon that can recycle tires. Therefore, a RFB is no longer required or recommended. It is proposed that Metro enter into a sole-source contract with Waste Recovery, Inc. for recycling waste tires. The term of the proposed contract, attached, is December 1, 1995 through November 30, 1997. The contract provides that the contractor shall recycle all waste tires received from Metro. Tires may be shredded and used as road base material or sold as hog fuel, or recovered in some other manner consistent with Metro's recycling policies. The contract provides the following rates: \$0.52 per tire for passenger tires, and \$3.50 for truck tires. Current rates are \$0.50 and \$3.50 respectively.

## SOLE-SOURCE JUSTIFICATION

Waste Recovery, Inc. is the only company in the state of Oregon that provides tire recycling services. Previously, one other company recycled tires: RMAC International, Inc. in Troutdale, Oregon. That company is no longer in business. There are tire recycling facilities in other states but it is not feasible to transport waste tires to those facilities. The closest facility known to Metro, other than WRI, is located in Redding, California. Another alternative is for Metro to install its own tire shredding equipment. The cost for purchasing this equipment is estimated to be \$260,000. In addition, there would be installation and operating costs. Also, there may not be room to install the equipment at either of Metro's transfer stations. Given the relatively small number of tires Metro receives at its facilities, Metro staff has concluded that purchasing tire shredding equipment would not be cost effective. The cost of contracting tire recycling for the next ten years is estimated to be \$298,000. The cost is estimated to be \$382,000 if Metro purchased, installed and operated its own equipment for the same time period.

## BUDGET IMPACT

The total amount of the proposed two-year contract is \$52,000. The estimated cost of the contract for FY 1995-96 is \$14,850. A total of \$25,516 is budgeted for tire recycling in FY 1995-96.

## EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 95-2236.

RB:clk  
s:\share\bark\reports\staffrpt\staff101.rpt

BEFORE THE METRO CONTRACT REVIEW BOARD

FOR THE PURPOSE OF AUTHORIZING AN EXEMPTION ) RESOLUTION NO. 95-2236  
TO METRO COMPETITIVE BIDDING PROCEDURES, )  
AND AUTHORIZING A SOLE- SOURCE CONTRACT ) Introduced by Mike Burton  
WITH WASTE RECOVERY, INC. FOR RECYCLING OF ) Executive Officer  
WASTE TIRES FROM METRO'S SOLID WASTE )  
FACILITIES )

WHEREAS, Metro receives approximately 46,000 waste tires annually at its solid waste transfer stations; and

WHEREAS, the state of Oregon prohibits the landfilling of waste tires; and

WHEREAS, Waste tires are currently hauled from the transfer stations to a tire recycling facility; and

WHEREAS, The current contract with Waste Recovery, Inc. for recycling waste tires from Metro's transfer stations expires November 30, 1995; and

WHEREAS, Waste Recovery, Inc. is the only company in the state of Oregon that provides tire recycling services; and

WHEREAS, Metro knows of no other tire recycler close enough for Metro to economically deliver waste tires, and it would not be economical to purchase equipment to recycle its own tires due to its low overall volume of tires and the expenses of necessary equipment; and

WHEREAS, The resolution was submitted to the Executive Officer for consideration and was forwarded to the Metro Contract Review Board for their approval; now therefore,

**BE IT RESOLVED,**

1. That the Metro Contract Review Board hereby exempts the attached contract (Exhibit "A" hereto) with Waste Recovery, Inc. from the competitive bidding requirement pursuant to Metro Code Chapter 2.04.060, because the Contract Review Board finds Waste Recovery, Inc. is the sole provider of the required services.

2. That the Metro Council authorizes execution of the Contract attached as Exhibit "A".

ADOPTED by the Metro Contract Review Board this \_\_\_\_\_ day of \_\_\_\_\_,  
1995.

\_\_\_\_\_  
J. Ruth McFarland, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

**PUBLIC CONTRACT**

THIS Contract is entered into between Metro, a metropolitan service district organized under the laws of the State of Oregon and the 1992 Metro Charter, whose address is 600 NE Grand Avenue, Portland, Oregon 97232, and WASTE RECOVERY, INC., whose address is 8501 N. Borthwick, Portland, Oregon 97217, hereinafter referred to as the "CONTRACTOR."

In exchange for the promises and other consideration set forth below, the parties agree as follows:

**ARTICLE I  
SCOPE OF WORK**

CONTRACTOR shall perform the work and/or deliver to METRO the goods described in Attachment A, the Scope of Work, which is incorporated herein by this reference. All services and goods shall be of good quality and, otherwise, in accordance with the Scope of Work.

**ARTICLE II  
TERM OF CONTRACT**

The term of this Contract shall be for the period commencing December 1, 1995, through and including November 30, 1997.

**ARTICLE III  
CONTRACT SUM AND TERMS OF PAYMENT**

METRO shall compensate the CONTRACTOR for work performed and/or goods supplied as described in the Scope of Work. METRO shall not be responsible for payment of any materials, expenses or costs other than those which are specifically included in the Scope of Work.

**ARTICLE IV  
LIABILITY AND INDEMNITY**

CONTRACTOR is an independent contractor and assumes full responsibility for the content of its work and performance of CONTRACTOR's labor, and assumes full responsibility for all liability for bodily injury or physical damage to person or property arising out of or related to this Contract, and shall indemnify, defend and hold harmless METRO, its agents and employees, from any and all claims, demands, damages, actions, losses, and expenses, including attorney's fees, arising out of or in any way connected with its performance of this Contract. CONTRACTOR is

solely responsible for paying CONTRACTOR's subcontractors and nothing contained herein shall create or be construed to create any contractual relationship between any subcontractor(s) and METRO.

## ARTICLE V TERMINATION

METRO may terminate this Contract upon giving CONTRACTOR seven (7) days written notice. In the event of termination, CONTRACTOR shall be entitled to payment for work performed to the date of termination. METRO shall not be liable for indirect or consequential damages. Termination by METRO will not waive any claim or remedies it may have against CONTRACTOR.

## ARTICLE VI INSURANCE

CONTRACTOR shall purchase and maintain at CONTRACTOR's expense, the following types of insurance covering the CONTRACTOR, its employees and agents.

A. Broad form comprehensive general liability insurance covering personal injury, property damage, and bodily injury with automatic coverage for premises and operation and product liability. The policy must be endorsed with contractual liability coverage.

B. Automobile bodily injury and property damage liability insurance.

Insurance coverage shall be a minimum of \$500,000 per occurrence. If coverage is written with an aggregate limit, the aggregate limit shall not be less than \$1,000,000. METRO, its elected officials, departments, employees, and agents shall be named as an ADDITIONAL INSURED. Notice of any material change or policy cancellation shall be provided to METRO thirty (30) days prior to the change.

This insurance as well as all workers' compensation coverage for compliance with ORS 656.017 must cover CONTRACTOR's operations under this Contract, whether such operations be by CONTRACTOR or by any subcontractor or anyone directly or indirectly employed by either of them.

CONTRACTOR shall provide METRO with a certificate of insurance complying with this article and naming METRO as an insured within fifteen (15) days of execution of this Contract or twenty-four (24) hours before services under this Contract commence, whichever date is earlier.

**ARTICLE VII  
PUBLIC CONTRACTS**

All applicable provisions of ORS chapters 187 and 279, and all other terms and conditions necessary to be inserted into public contracts in the State of Oregon, are hereby incorporated as if such provision were a part of this Agreement, including, but not limited to, ORS 279.310 to 279.320. Specifically, it is a condition of this contract that Contractor and all employers working under this Agreement are subject employers that will comply with ORS 656.017 as required by 1989 Oregon Laws, Chapter 684.

**ARTICLE VIII  
ATTORNEY'S FEES**

In the event of any litigation concerning this Contract, the prevailing party shall be entitled to reasonable attorney's fees and court costs, including fees and costs on appeal to any appellate courts.

**ARTICLE IX  
QUALITY OF GOODS AND SERVICES**

Unless otherwise specified, all materials shall be new and both workmanship and materials shall be of the highest quality. All workers and subcontractors shall be skilled in their trades.

CONTRACTOR guarantees all work against defects in material or workmanship for a period of one (1) year from the date of acceptance or final payment by METRO, whichever is later. All guarantees and warranties of goods furnished to CONTRACTOR or subcontractors by any manufacturer or supplier shall be deemed to run to the benefit of METRO.

**ARTICLE X  
OWNERSHIP OF DOCUMENTS**

All documents of any nature including, but not limited to, reports, drawings, works of art and photographs, produced by CONTRACTOR pursuant to this agreement are the property of METRO and it is agreed by the parties hereto that such documents are works made for hire. CONTRACTOR does hereby convey, transfer and grant to METRO all rights of reproduction and the copyright to all such documents.

## ARTICLE XI SUBCONTRACTORS

CONTRACTOR shall contact METRO prior to negotiating any subcontracts and CONTRACTOR shall obtain approval from METRO before entering into any subcontracts for the performance of any of the services and/or supply of any of the goods covered by this Contract.

METRO reserves the right to reasonably reject any subcontractor or supplier and no increase in the CONTRACTOR's compensation shall result thereby. All subcontracts related to this Contract shall include the terms and conditions of this agreement. CONTRACTOR shall be fully responsible for all of its subcontractors as provided in Article IV.

## ARTICLE XII RIGHT TO WITHHOLD PAYMENTS

METRO shall have the right to withhold from payments due CONTRACTOR such sums as necessary, in METRO's sole opinion, to protect METRO against any loss, damage or claim which may result from CONTRACTOR's performance or failure to perform under this agreement or the failure of CONTRACTOR to make proper payment to any suppliers or subcontractors.

If a liquidated damages provision is contained in the Scope of Work and if CONTRACTOR has, in METRO's opinion, violated that provision, METRO shall have the right to withhold from payments due CONTRACTOR such sums as shall satisfy that provision. All sums withheld by METRO under this Article shall become the property of METRO and CONTRACTOR shall have no right to such sums to the extent that CONTRACTOR has breached this Contract.

## ARTICLE XIII SAFETY

If services of any nature are to be performed pursuant to this agreement, CONTRACTOR shall take all necessary precautions for the safety of employees and others in the vicinity of the services being performed and shall comply with all applicable provisions of federal, state and local safety laws and building codes, including the acquisition of any required permits.

## ARTICLE XIV INTEGRATION OF CONTRACT DOCUMENTS

All of the provisions of any bidding documents including, but not limited to, the Advertisement for Bids, Request for Bids or Proposals, General and Special Instructions to Bidders, Proposal, Bid, Scope of Work, and Specifications which were utilized in conjunction with the bidding of this Contract are hereby expressly incorporated by reference. Otherwise, this Contract represents the entire and



integrated agreement between METRO and CONTRACTOR and supersedes all prior negotiations, representations or agreements, either written or oral. This Contract may be amended only by written instrument signed by both METRO and CONTRACTOR. The law of the state of Oregon shall govern the construction and interpretation of this Contract.

ARTICLE XV  
ASSIGNMENT

CONTRACTOR shall not assign any rights or obligations under or arising from this Contract without prior written consent from METRO.

WASTE RECOVERY, INC.

METRO

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Print name and title

\_\_\_\_\_  
Print name and title

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

Attachment A

**SCOPE OF WORK**

**1. Description of the Work.**

- (a) Contractor shall receive and recycle approximately 91,600 waste passenger and truck tires, and approximately 700 bundles of waste bicycle tires (ten tires per bundle) from Metro's solid waste transfer stations. It is estimated that 98% of the tires delivered to the Contractor will be passenger tires (90,500) and 1% will be truck tires (1,100).
- (b) Metro shall be responsible for the hauling of all tires to the Contractor's facility.
- (c) All tires that are on rims less than twenty-four (24) inches in diameter will be dismantled prior to delivery to Contractor's site. Tires on larger rims will be delivered still on the rim.
- (d) Contractor shall recycle all waste tires received from Metro. Tires may be shredded and used as road base material or sold as hog fuel, or recycled in some other manner consistent with Metro's recycling policies.
- (e) Under no circumstances shall any of the tires hauled from a Metro solid waste facility be landfilled or disposed of unlawfully by the Contractor.

**2. Payment and Billing.**

Metro shall compensate Contractor for recycling of waste tires as follows:

- (a) Passenger tires off the rim: \$0.52 per tire
- (b) Truck tires off the rim: \$3.50 per tire
- (c) Bicycle tires:
  - Single tires: \$0.10 per tire
  - Bundle of 10 tires: \$0.50 per bundle

Contractor shall perform the above work for a maximum price not to exceed FIFTY TWO THOUSAND AND NO/100 DOLLARS (\$52,000.00).

The maximum price includes all fees, costs and expenses of whatever nature. Each of Metro's payments to Contractor shall equal the percentage of the work Contractor accomplished during the billing period. Contractor's billing statements will include an itemized statement of work done and expenses incurred during the billing period, will not be submitted more frequently than once a month, and will be sent to Metro, Attention Regional Environmental Management Department. Metro will pay Contractor within 30 days of receipt of an approved billing statement.

RB:clk  
s:\share\bark\contract\904564.pub  
10/11/95 7:11 AM

# TRANSMITTAL SUMMARY

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 | FAX 503.797 1799



**METRO**

**To: Risk and Contracts Management**

**From:** \_\_\_\_\_ **Date:** OCTOBER, 31, 1995 **Vendor:** WASTE RECOVERY, INC.  
**Department:** RFM **Subject:** 8501 N. BORTHWICK  
**Division:** ENVIRONMENTAL  Bid  Contract PORTLAND OR. 97217  
**Name:** RAY BARKER  RFP  Other **Vendor no.:** \_\_\_\_\_  
**Title:** MANAGEMENT ASSISTANT **Contract no.:** \_\_\_\_\_  
**Extension:** 1694 **Purpose:** RECYCLING OF WASTE TIRES

**Expense**

Procurement     Personal/professional services     Services (L/M)     Construction     IGA

<b>Revenue</b> <input type="checkbox"/> Contract <input type="checkbox"/> Grant <input type="checkbox"/> Other	<b>Budget code(s)</b> <u>531-310244-524190-75000</u> <u>531-310254-524190-75000</u>	<b>Price basis</b> <input checked="" type="checkbox"/> Unit prices, NTE <input type="checkbox"/> Per task <input type="checkbox"/> Total/lump sum <b>Payment required</b> <input type="checkbox"/> Lump sum <input checked="" type="checkbox"/> Progress payments	<b>Contract term</b> <input type="checkbox"/> Completion* <input type="checkbox"/> Annual <input checked="" type="checkbox"/> Multi-year** <b>DECEMBER 1, 1995</b> Beginning date* <b>NOVEMBER, 1997</b> Ending date
---	---	---	---

This project is listed in the 1995 -1996 budget.  
 Yes     Type A  
 No     Type B

<b>Total commitment</b>	Original amount	\$ <u>52,000.00</u>
	Previous amendments	\$ _____
	This transaction	\$ <u>52,000.00</u>
	<b>Total</b>	\$ <u>52,000.00</u>
	A. Amount of contract to be spent fiscal year <u>1995 - 96</u>	\$ <u>14,850.00</u>
	B. Amount budgeted for contract <u>MISC. PROF. SERVICES</u>	\$ <u>1,280,786.00</u>
	C. Uncommitted/discretionary funds remaining as of <u>10/31/95</u>	\$ <u>1,092,423.36</u> ***

**Approvals**  
 Project manager: \_\_\_\_\_ Division manager: *[Signature]* Department director: \_\_\_\_\_  
 Fiscal: \_\_\_\_\_ Budget manager: \_\_\_\_\_ Risk: \_\_\_\_\_  
 Legal: \_\_\_\_\_

\* See instructions on reverse. \*\* If multi-year, attach schedule of expenditures. \*\*\* If A or B is greater than C, and other line item(s) used, attach explanation/justification.

Competitive quotes, bids or proposals

Submitted by	\$Amount	M/W/DBE	Foreign or Oregon contractor
Submitted by	\$Amount	M/W/DBE	Foreign or Oregon contractor
Submitted by	\$Amount	M/W/DBE	Foreign or Oregon contractor

Comments SOLE - SOURCE NO OTHER VENDORS IN OREGON PROVIDE THIS SERVICE

Attachments  Ad for bid  Plans and specifications  Bidders list (M/W/DBEs included)

Instructions

- Secure contract number from Risk and Contracts Management. Place number on the transmittal summary and all contract copies.
- Complete transmittal summary form to the extent of project completion.
- If contract is:
  - Sole source, attach memo detailing justification pursuant to ORS 279.
  - Less than \$2,500, attach memo detailing need for contract and contractor's capabilities, bids, etc.
  - More than \$2,500 but less than \$25,000, attach quotes, informal solicitations, evaluation forms, etc.
  - More than \$25,000 attach RFP/RFB complete with summary, all required documents and all evaluation, utilization forms.
- List and identify all subcontractors below.
- Provide completed RFB/RFP packet to Risk and Contracts Management.

Subcontractor/supplier  
 Address  
 City/state/ZIP  
 Phone

M/W/DBE certified Ethnicity  
 Type of work  
 Dollar amount

Subcontractor/supplier  
 Address  
 City/state/ZIP  
 Phone

M/W/DBE certified Ethnicity  
 Type of work  
 Dollar amount

Attach additional list(s) as necessary.

Total utilization: \$ \_\_\_\_\_  
 Total contract: \$ \_\_\_\_\_  
 Percent utilization: \_\_\_\_\_

Metro Council Meeting  
Thursday, November 30, 1995

**7.3 Resolution No. 95-2232, For the Purpose of Endorsing the Oregon Department of Transportation I-5/Highway 217  
Subarea Transportation Plan**

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 95-2232 FOR THE PURPOSE OF ENDORING THE OREGON DEPARTMENT OF TRANSPORTATION I-5/ HIGHWAY 217 SUBAREA TRANSPORTATION PLAN

Date: October 27, 1995

Presented by: Andrew Cotugno

## PROPOSED ACTION

This resolution endorses the Oregon Department of Transportation (ODOT) I-5/Highway 217 Subarea Transportation Plan. With the endorsement, Metro Council and JPACT recognize the subarea transportation plan as providing recommendations for further analysis of the subarea transportation system and for inclusion of the I-5/Highway 217 interchange design Alternative B as part of the Regional Transportation Plan (RTP) Update, Phase II.

TPAC has reviewed the I-5/Highway 217 Subarea Transportation Plan and recommends approval of Resolution No. 95-2232.

## FACTUAL BACKGROUND AND ANALYSIS

### Interchange History

Over the past decade, a number of designs to improve the I-5/Highway 217 Interchange have been considered. A design developed in the early 1990's that relied on substantial reconstruction of the interchange and the use of a collector-distributor road system was abandoned in 1993. This design did not meet the needs of both regional and local traffic. A "down-scaled" design, referred to as the Phoenix Design, was suggested later in 1993. This design addressed the freeway-to-freeway movements, but some local traveling deficiencies remained and local access between Lake Oswego and Tigard was restricted. As a result, the Phoenix Design was not accepted as an effective solution by local jurisdictions and businesses in the area. The I-5/Highway 217 Subarea Plan encompasses a larger project area than previously considered and recommends both system and interchange transportation projects. The plan's purpose is to identify solutions to the transportation needs in the subarea that provide a reasonable and balanced system to accommodate local, regional, and statewide travel demand within and through the I-5/Highway 217 project area.

### Subarea Transportation Plan

The subarea transportation plan recommendations are identified in Exhibit A. There are two major components to the recommendations, the interchange design alternative recommendation and the transportation system recommendation.

The recommended interchange design, referred to as Alternative B, was one of six major interchange design alternatives analyzed, and provides for full freeway-to-freeway movements without traffic signals. Alternative B also provides for all movements to/from Kruse Way and 72nd Avenue to/from Highway 217 and I-5. Exhibit A describes the interchange recommendation in more detail.

The transportation system recommendation builds upon programmed and planned improvements in the I-5/Highway 217 subarea with a number of roadway widening projects recommended for further public review and analysis. Pedestrian and bicycle facility improvements, transportation demand management strategies and additional transit service planning are recommended in order for the interchange and subarea to function at an acceptable level. Exhibit A describes the transportation system recommendations in more detail.

### Process

The key steps in the planning process are described in Exhibit A. A Steering Group of 55 members and a Project Management Team made up of sponsoring jurisdictions identified issues, project alternatives and recommendations over a 10-month period. The six sponsoring jurisdictions include ODOT Region 1, Metro, Clackamas County, Washington County, the City of Lake Oswego and the City of Tigard.

Four Steering Group meetings were held to identify issues and evaluate existing conditions, define a range of plan alternatives, define a preferred system plan, and make final plan recommendations. Three open house public workshops were attended by an average of 200 persons per workshop. Four project newsletters were published and distributed; an information hotline was used extensively by the public; and over 250 written comments were received from concerned citizens.

The I-5/Highway 217 Subarea Transportation Plan was completed in October 1995, with the Steering Group making a preferred alternative recommendation to the Project Management Team. At this step in the process, the plan is being forwarded to each of the sponsoring jurisdictions for endorsement or adoption.

### Key Findings

The I-5/Highway 217 Subarea Transportation Plan includes recommendations for improvements at the interchange and on nearby regional and local roads. The subarea transportation plan was developed to be consistent with other regional planning efforts, including the Region 2040 Growth Concept and the Regional Transportation Plan Update.

Interchange Recommendation. A number of preliminary interchange designs, including the 1993 Phoenix Design, were developed and



analyzed to identify operational benefits and weaknesses, costs, land acquisition constraints, safety concerns, and other issues. Two alternatives, the Phoenix Design and Interchange Alternative B, moved into a comprehensive technical analysis.

Both the Phoenix Interchange Alternative and Interchange Alternative B serve freeway traffic with free-flowing connections between I-5 and Highway 217 without passing through traffic signals. However, the Phoenix Interchange eliminates local movements that currently exist between Kruse Way and 72nd Avenue and 72nd Avenue to I-5 northbound, while Interchange Alternative B serves movements between Kruse Way and 72nd Avenue, and 72nd Avenue to I-5 northbound by extending Kruse Way to the west to 72nd Avenue.

Interchange Alternative B was identified as the preferred interchange. Other significant factors that went into the selection of Alternative B include maintenance of long-term acceptable operation, maintenance of the current Kruse Way structure over I-5, coordination with long-term plans for future widening of Highway 217, ability to construct in phases, and less right-of-way acquisition.

Subarea Transportation System Recommendation. Seven combinations of improvements to the subarea transportation system were analyzed, including an alternative to make no improvements to the interchange and implement only those transportation system improvements that are already funded. The remaining alternatives included the Phoenix design and Interchange Alternative B design. With the recommended Interchange Alternative B design, the system alternatives included the following:

- Build the Alternative B Design and implement funded transportation system improvements.
- Build the Alternative B Design and implement existing plans and policies for transportation improvements.
- Build the Alternative B Design, implement existing plans and policies for transportation improvements, and additional projects to improve transportation.

The recommended transportation system includes the Alternative B interchange, implementation of existing plans and policies, and additional projects subject to further review and analysis. Multi-modal road widening projects include Highway 99W, 72nd Avenue, Kruse Way, Bonita Road, Carman Drive and adding a crossing over Highway 217 from Hunziker Street to Dartmouth Street. Other system recommendations include further study of suburban transit service planning, improvements to bikeways and sidewalks at the interchange and on surface streets, and inclusion of transportation demand management strategies.

Implementation. The Implementation section in Exhibit A describes further technical work as well as alternative funding strategies necessary to implement the preferred interchange

design and the transportation system improvements recommended in the plan. Existing programmed funds in the State Transportation Improvement Program (STIP) total \$21.7 million. Interchange Alternative B can be constructed in two phases. The estimated cost of Phase I is \$39.5 million, a shortfall of \$17.8 million. The estimated cost of Phase II construction is \$7.7 million.

TPAC, JPACT and Metro Council endorsement is the next step in the implementation process, prior to ODOT proceeding with final I-5/Highway 217 interchange design. The next steps toward implementation for ODOT include final design in late 1995, with construction scheduled for 1998. Right-of-way acquisition will occur in about one year. ODOT will continue to work with Metro to obtain any additional funds needed for Phase I construction. Also, the I-5/Highway 217 Subarea Transportation Plan system recommendations will be considered as part of the Regional Transportation Plan update in 1996.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 95-2232.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE ) RESOLUTION NO. 95-2232  
OREGON DEPARTMENT OF TRANSPORTA- )  
TION I-5/HIGHWAY 217 SUBAREA ) Introduced by  
TRANSPORTATION PLAN ) Councilor Rod Monroe,  
JPACT Chair

WHEREAS, The State of Oregon, acting by and through its Oregon Transportation Commission, has caused to be prepared and submitted to JPACT and the Metro Council a transportation plan for the I-5/Highway 217 Subarea for a resolution of support; and

WHEREAS, Said plan has been developed in collaboration with representatives of the cities and counties within the transportation subarea in consultation with key stakeholders and the public in the transportation subarea; and

WHEREAS, Said plan recommends two major components, the interchange design Alternative B and transportation system recommendation; and

WHEREAS, The I-5/Highway 217 Subarea Transportation Plan interchange and transportation system recommendations will guide development of local and regional Transportation System Plans for the subarea; now, therefore,

BE IT RESOLVED,

That JPACT and the Metro Council:

1. Accept this Subarea Transportation Plan.
2. Direct that the revised interchange design Alternative B be included in the RTP financially constrained network.
3. Urge adoption of interchange design Alternative B by the Oregon Transportation Commission.

4. Direct that the interagency consultation process to determine regional air quality conformity analysis be initiated.

5. Direct Metro staff to work with local governments and the public to develop the I-5/Highway 217 subarea local transportation system circulation plan element in coordination with local transportation system plans, the Waluga Triangle Study, the Tigard Triangle Study, and Phase II of the RTP Update, and to include a 2040 land use review.

6. Direct Metro staff to review transit system and transportation demand management recommendations in the I-5/Highway 217 Subarea Transportation Plan for consistency with and/or inclusion in other ongoing transportation studies.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_,

1995.

J. Ruth McFarland, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

Exhibit A

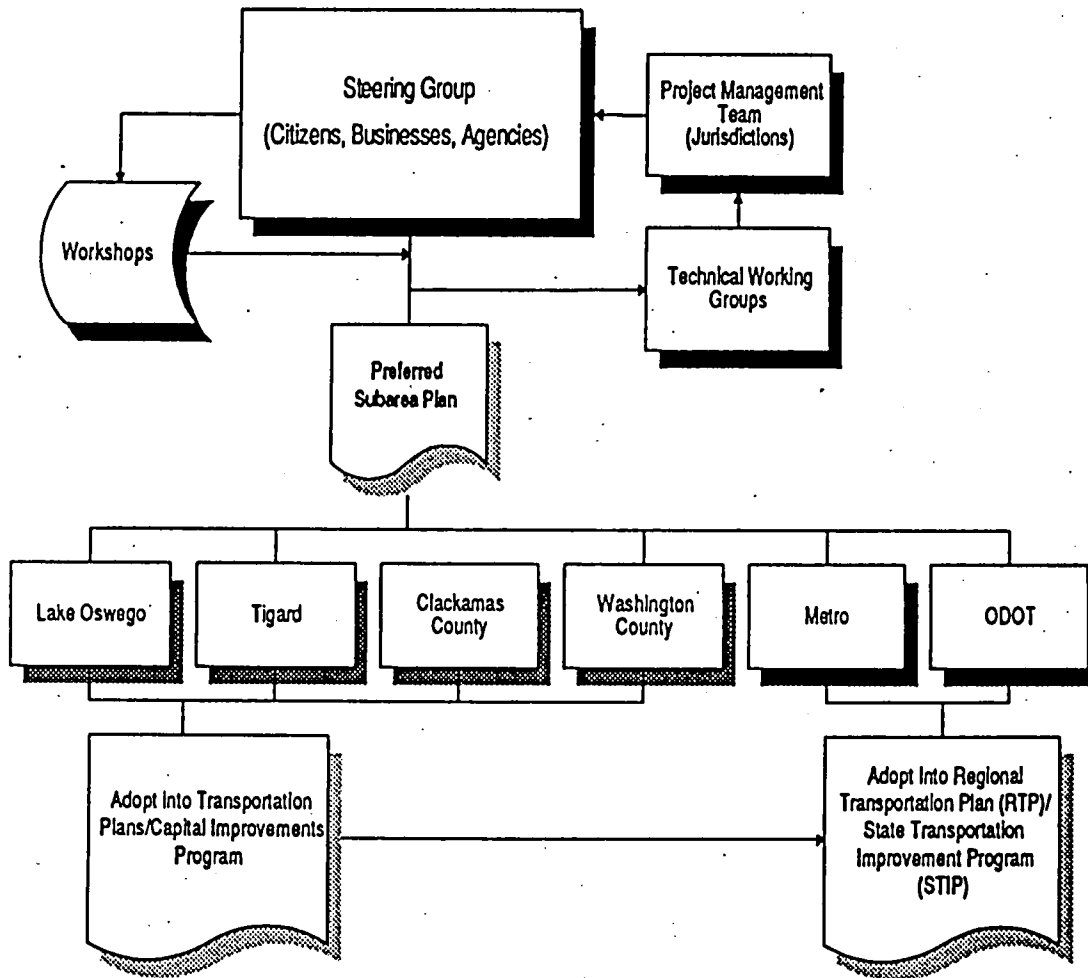
# **I-5 / Highway 217 Subarea Transportation Plan**

## **Briefing Packet**

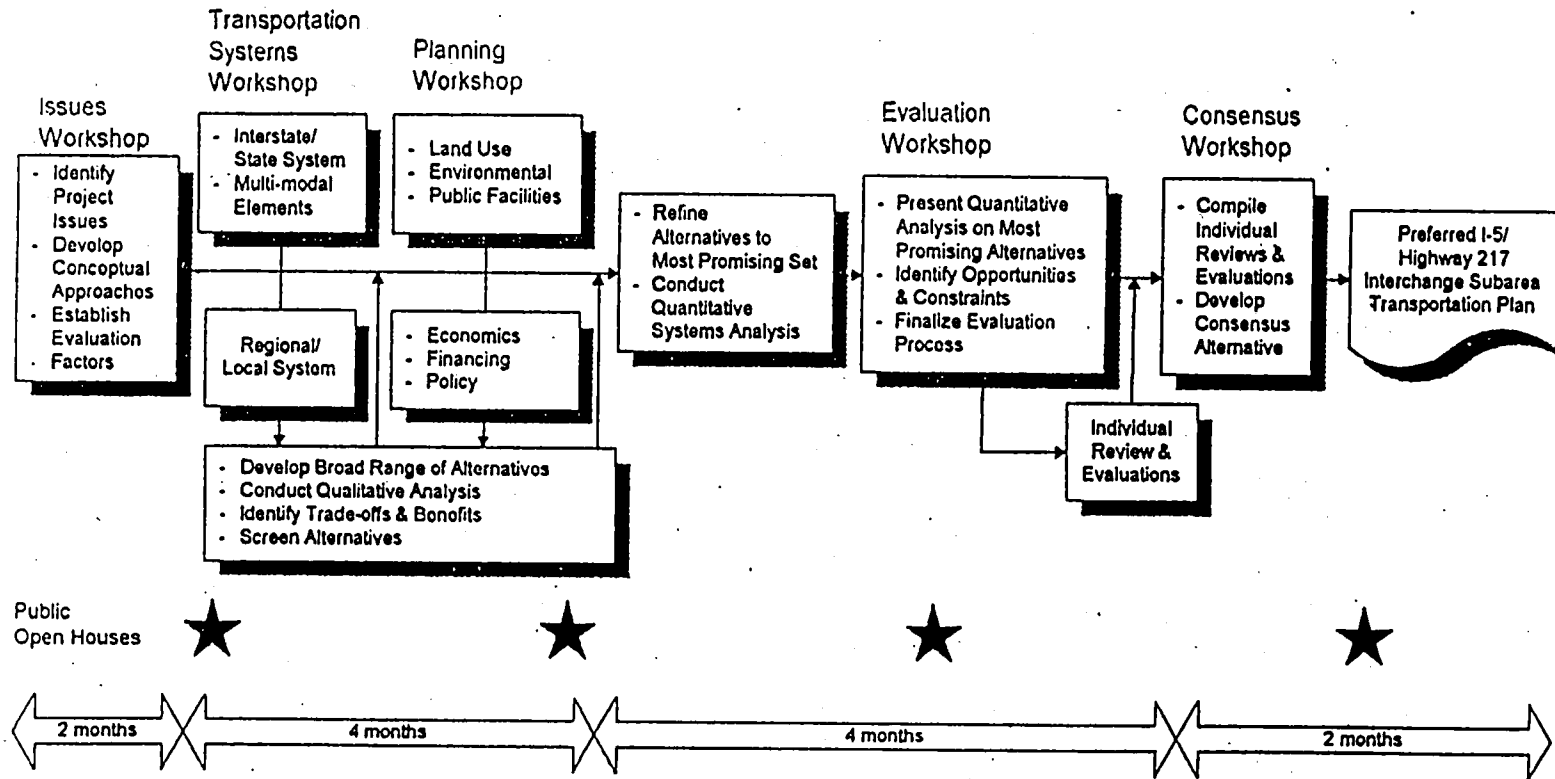
October, 1995

# I-5/Highway 217 Interchange Subarea Transportation Plan

## Decision Process



# I-5/Highway 217 Interchange Subarea Transportation Plan Participatory Planning Process



**PROJECT GOAL:**

*Identify solutions to the transportation needs in the subarea that provide a reasonable and balanced system to accommodate local, regional, and statewide travel demand within and through the I-5/Highway 217 project area.*

This project goal will be achieved by identifying transportation improvement projects and implementation strategies within the I-5/Highway 217 Subarea Transportation Plan that balance the following Project Objectives:

**PROJECT OBJECTIVES: (Not listed in order of priority)**

**1** Develop the I-5/Highway 217 Subarea Transportation Plan in an open public forum where involvement of local governments, citizens, business and transportation users is actively solicited and respected.

**3** Develop a transportation system plan that provides for safe and convenient alternative modes including transit, bicycling and walking.

- the Regional Transportation Plan;
- C. The Oregon Transportation Plan; and
- D. State and Federal environmental regulations.

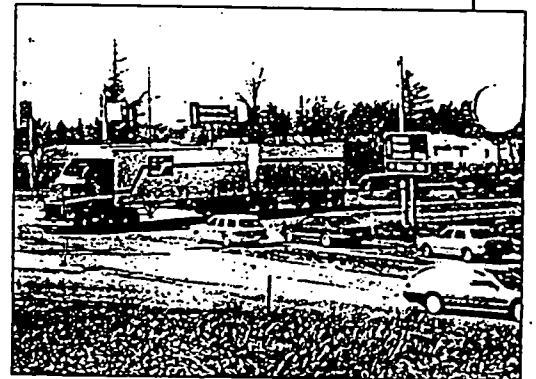
**4** Develop transportation improvement strategies that support existing and future Comprehensive Plan land uses, provide opportunities for continued economic development, and facilitate efficient movement of commerce throughout the area.

**5** Ensure future transportation improvements support neighborhood livability by:

- A. Improving safety and opportunities for walking, bicycling, and access to transit;
- B. Supporting existing and planned land use patterns;
- C. Minimizing transportation-related environmental impacts; and
- D. Incorporating aesthetic considerations.

**6** Ensure proposed transportation improvements are consistent with applicable local, regional, state and federal plans and adopted by implementing regulations, including:

- A. The Comprehensive Plan of local jurisdictions;
- B. Metro 2040 Growth Concept and



THE EFFICIENT MOVEMENT OF GOODS AND COMMERCE THROUGH THE REGION IS VITAL TO ITS ECONOMY.



NEIGHBORHOOD SAFETY AND LIVABILITY ISSUES ARE IMPORTANT PLAN CONSIDERATIONS.

**2** Identify a transportation system hierarchy within the study area that:

- A. Accommodates local, regional, and statewide access and circulation needs in a safe and efficient manner;
- B. Reduces conflicts between various transportation modes and travel movements; and
- C. Is compatible with and supports existing and future Comprehensive Plan land uses

**7** Develop a transportation improvement program for the area that is cost-effective, identifies funding responsibilities, is attainable within reasonable funding expectations, and is prioritized to identify near term solutions at the I-5/Highway 217 Interchange and throughout the subarea.



## RECOMMENDED INTERCHANGE

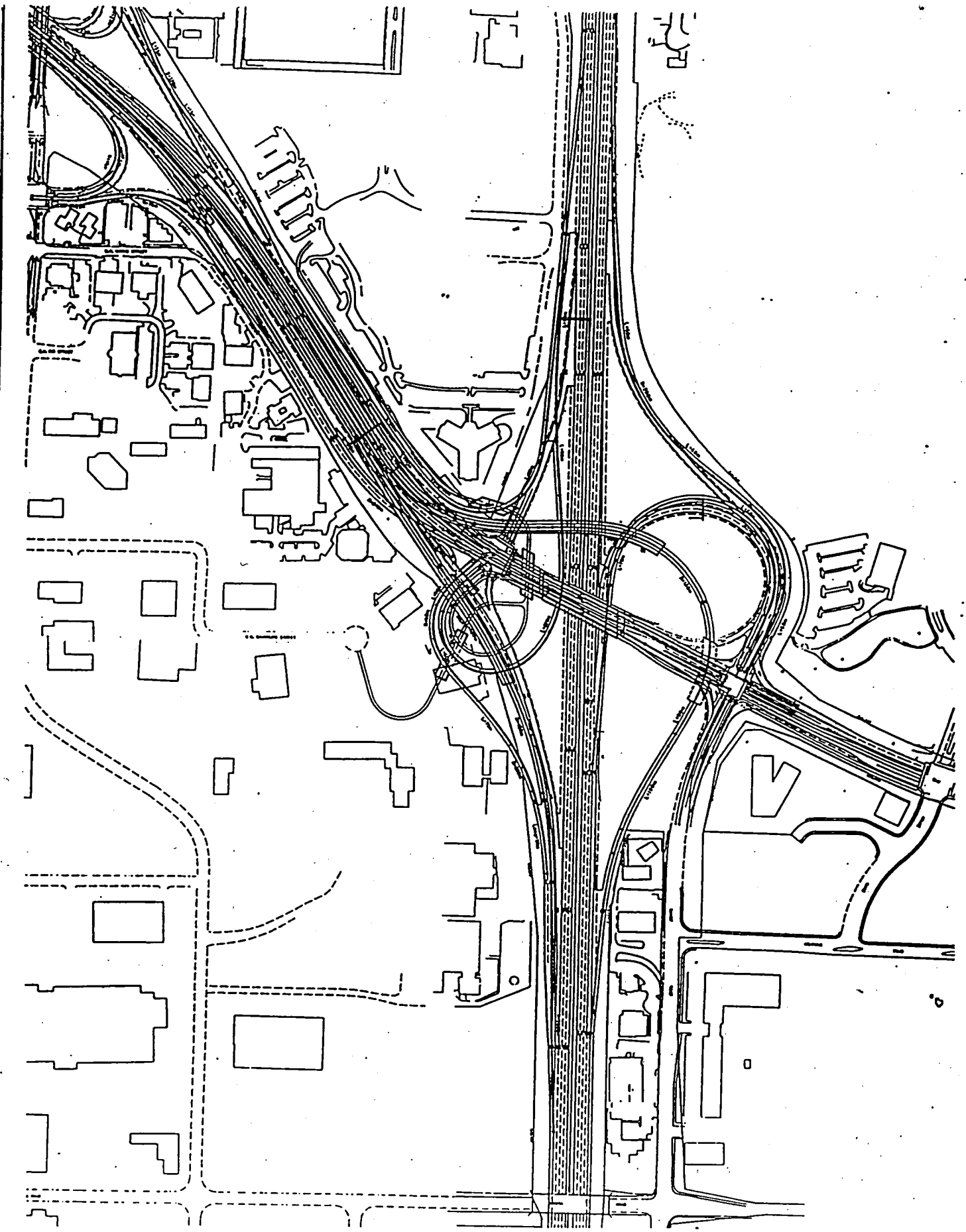
This project team narrowed the conceptual interchange alternatives from six alternatives to three - Phoenix, Interchange B, and Interchange B-Modified. The Phoenix design remained under consideration because it was the design most recently proposed for development by ODOT. While this interchange has shortcomings, it does provide for the dominant freeway-to-freeway movements at a given financial cost.

After a number of technical sessions with ODOT design staff, Interchange Alternative B was identified as the preferred interchange. The Project Management Team and Steering Group concurred with this recommendation.

Relative to all interchange alternatives evaluated, the most significant factors that went into the selection of Alternative B as the preferred alternative were:

- Maintains long-term acceptable operation of freeway-to-freeway movements.
- Maintains long-term operation of Interstate 5.
- Restores the access between Kruse Way and 72nd Avenue that was eliminated with the Phoenix interchange design.
- Can be constructed in phases if necessary.
- Maintains the current Kruse Way structure over I-5.
- Matches long-term plans for future widening improvements on Highway 217.
- Minimizes right-of-way requirements.

The following two figures illustrate the Recommended Interchange for the first and second phases. A digital image of what the completed interchange might look like is also included.

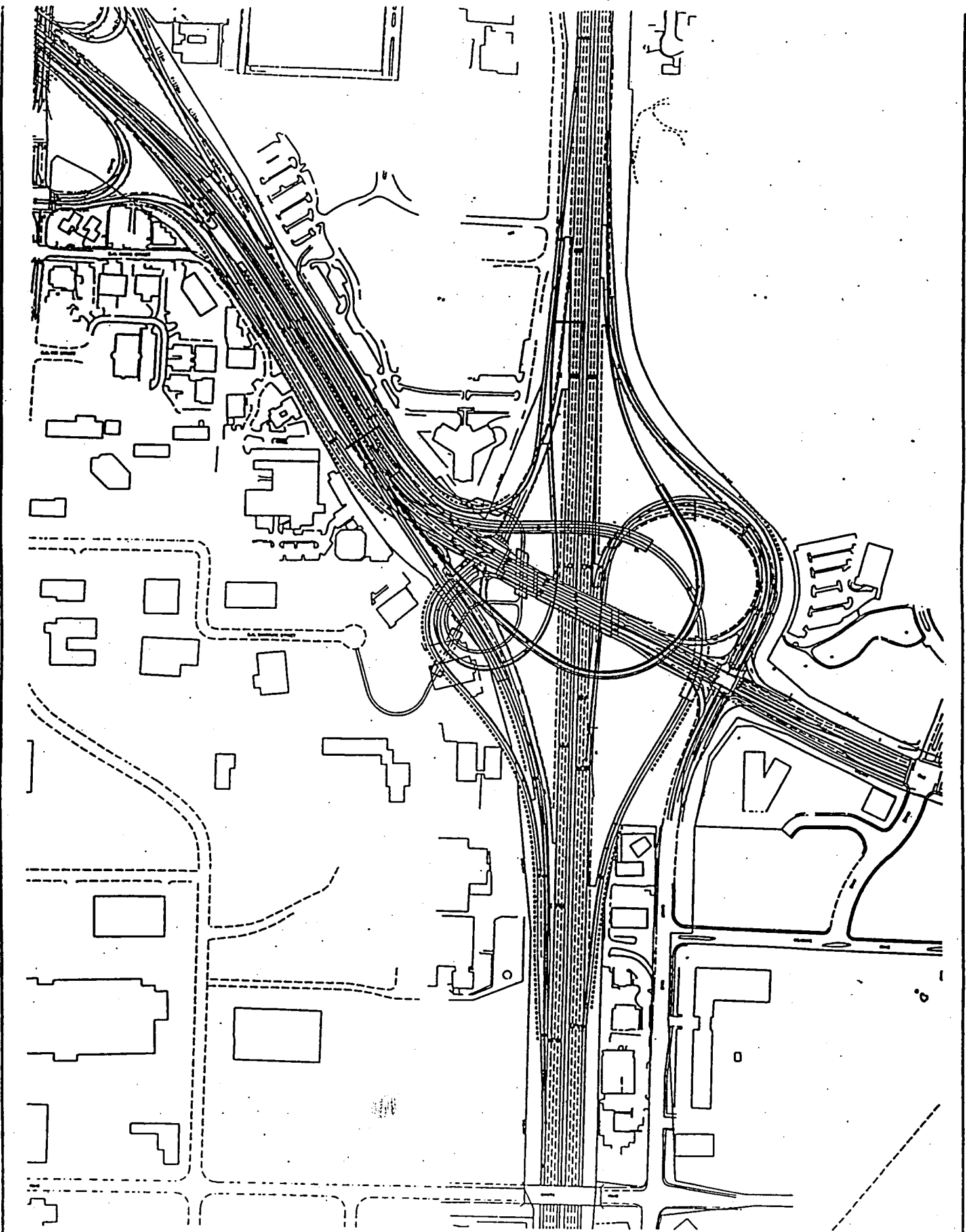


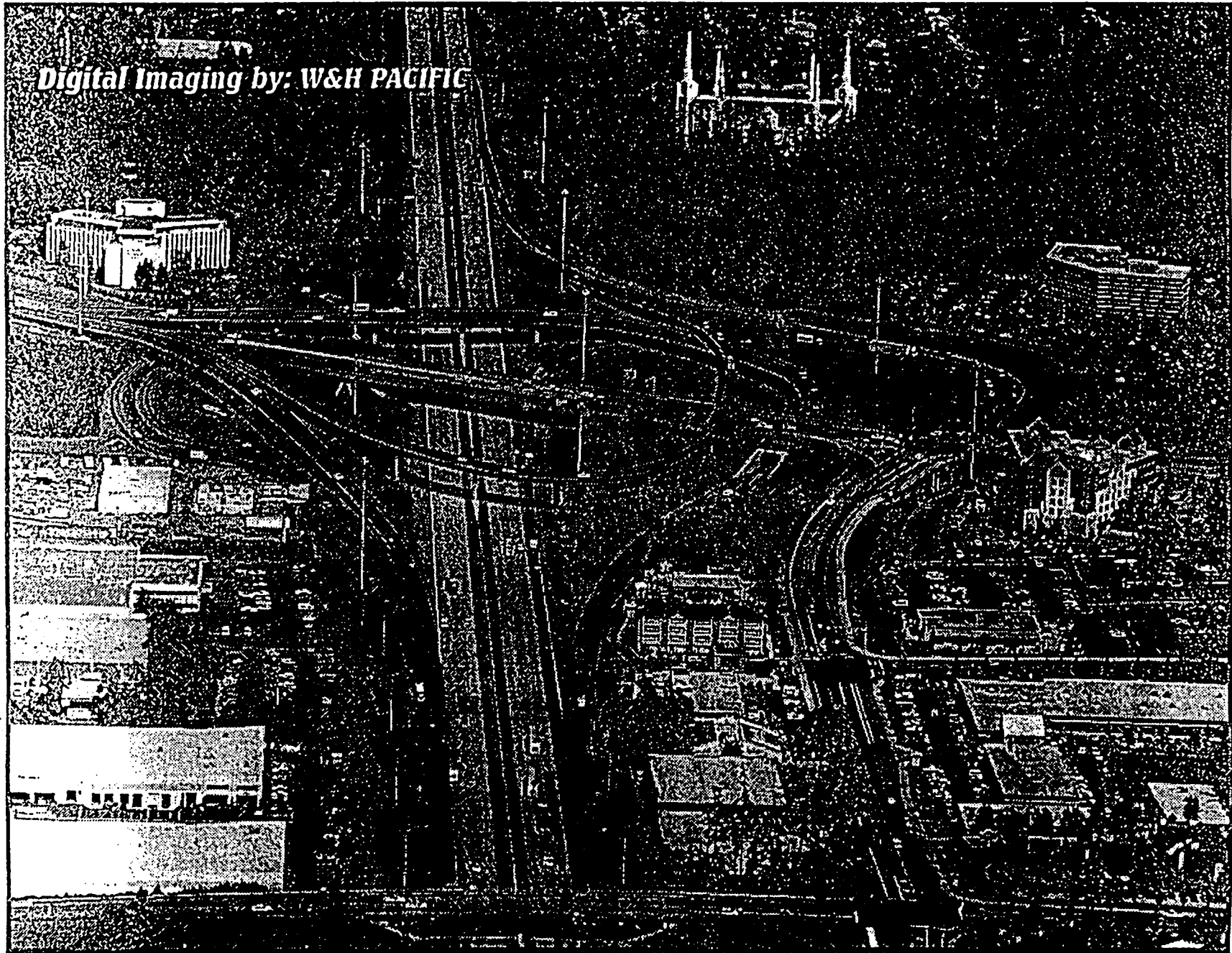
### Interchange B (Phase I)

1-5/Highway 217 Subarea Transportation Plan



FIGURE  
1





*Digital Imaging by: W&H PACIFIC*

*Digitally enhanced photograph illustrating Alternative B - Phase II.*

**I-5 / Highway 217 / Kruse Way**

**Comparison of Alternative B**

**with the**

**Phoenix Design**

## Alternative B Phase 1 Review

**Pros:** Improves long term acceptable operation for most freeway to freeway moves.

Improves long term operation of I-5 mainline.

Alt. B Phase 1 may operate better and last longer than Phoenix.

No work on Kruse Way structure over I-5.

**Cons:**Phase 1 more expensive than Phoenix.

Requires 11' travel lanes under the 72nd. structure.

Sight distance problems for fly-under / fly-over structures. Protective screening problems etc.

Sight distance problems for EB Kruse Way to see SB ramp terminal intersection.(structure, horizontal and vertical curve).

R/W acquisition required for one business, Western Family Food Offices.

Substandard lane and shoulder widths for Kruse Way on structure over I-5.

Closely spaced exit/exit on northbound I-5. May cause congestion and may be difficult to sign.

Requires dropping two auxiliary lanes consecutively on SB I-5 at the Carmen exit and under the structure.

Doesn't solve future problems at Bangy Intersection and 72nd. system.

Visual impacts of bridges and retaining wall.

### B Phase 1 Cost Estimate

Phase	Engineering \$ (millions)	Construction \$ (millions)	R/W \$ (millions)	Totals (millions)
I	\$1.1	\$36.2	\$2.2	\$39.5
	Currently	Programmed		
	\$0.7	\$14.6	\$6.4	\$21.7

## B Phase 2 Alt. Review

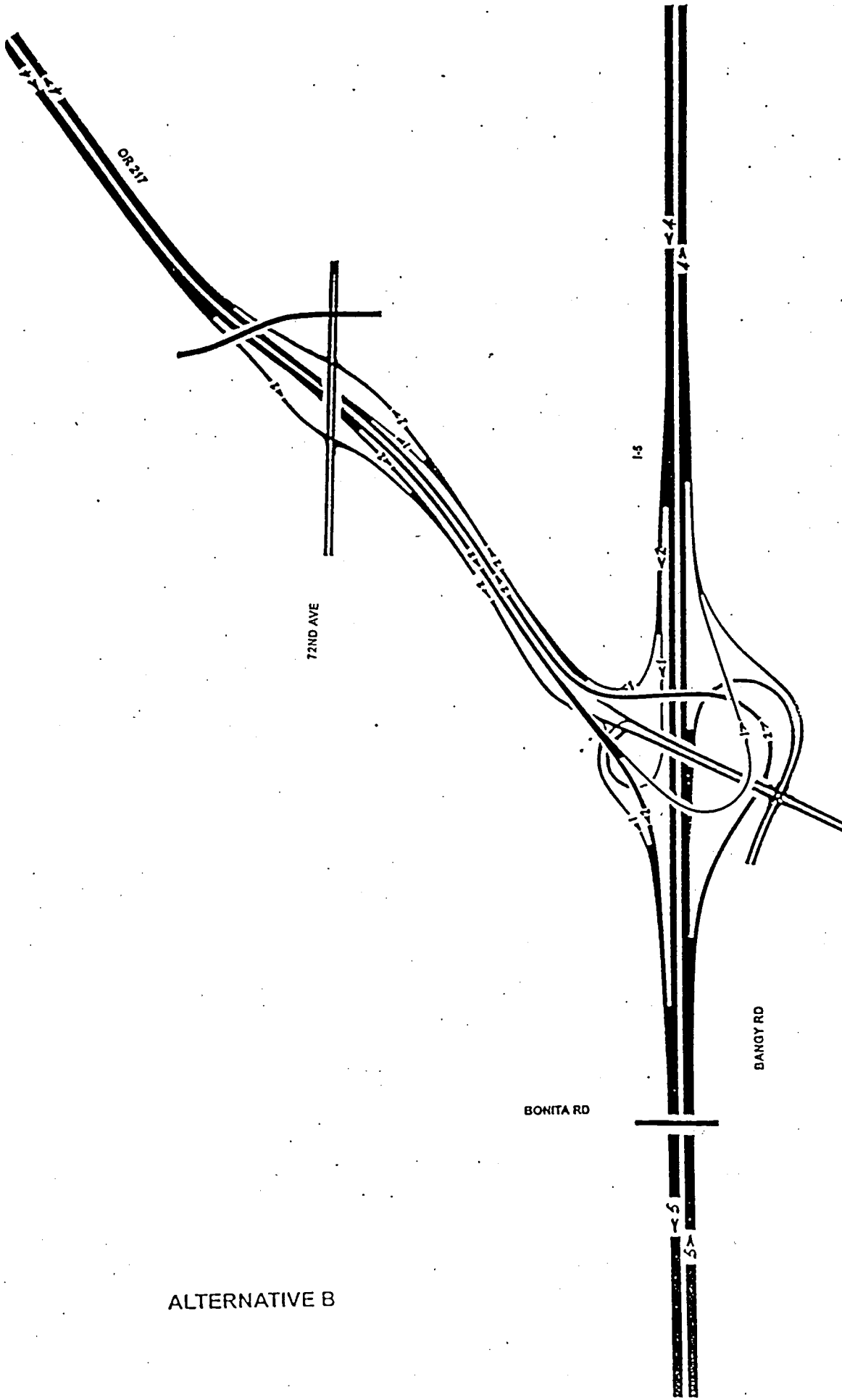
**Pros:** Removes SB 217 to NB I-5 from Kruse and improves Kruse/Bangy intersection operation.

**Cons:** Still doesn't solve 72nd. Ave. system operation.

Additional visual impact of flyover from SB 217 to NB I-5.

## B Phase 2 Cost Estimate

Phase	Engineering \$ (millions)	Construction \$ (millions)	R/W \$ (millions)	Totals (millions)
I	\$1.1	\$36.2	\$2.2	\$39.5
II	\$0	\$7.7	\$0	\$7.7
-----		-----	-----	-----
I & II	\$1.1	\$43.9	\$2.2	\$47.2
	<b>Currently</b>	<b>Programmed</b>		
	\$ .7	\$14.6	\$6.4	\$21.7



ALTERNATIVE B



## Phoenix Alternative Review

**Pros:**Improves long term acceptable operation for most freeway to freeway moves.

Improves long term operation of I-5 mainline.

Provides better long term alignment (shoulders on O'xing, better ramp alignment).

Least disruption of existing system during construction than other alternatives.

Less visual impact with no flyover structures and fewer retaining walls as compared to the other alternatives.

Fewer lanes on I-5 between Kruse Way and Carmen both NB and SB.

New I-5 overcrossing will meet seismic standards.

**Cons:**Doesn't solve future problems at Bangy Intersection and 72nd. system

R/W acquisition of two businesses, Coiltron and Western Family Food Offices. (However, the design might be able to be refined to avoid impacting Coiltron).

Does not provide direct access to and from Kruse Way to 72nd. Access would need to be from Bonita Rd. or Carmen Dr. Also does not provide direct access from 72nd. to northbound I-5; would need to use Haines IC.

WB Kruse Way to SB I-5 has unconventional left hand entrance onto SB 217 to SB I-5 ramp.

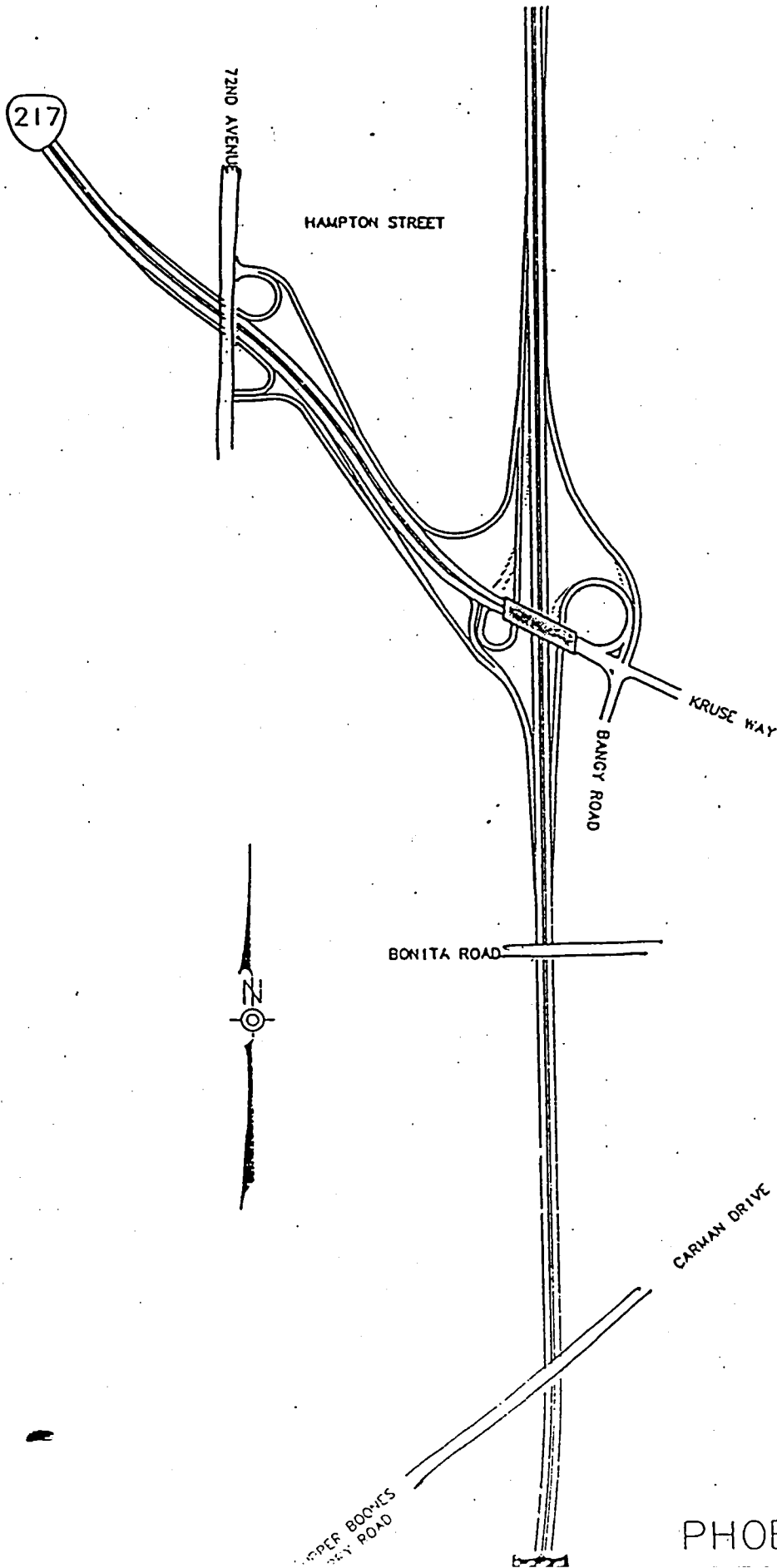
Requires merging 2 lanes of WB Kruse Way to 1 lane; and has a left hand entrance into 217.

Insufficient storage distance for ramp meter from westbound Kruse Way to southbound I-5. (Unable to meter Kruse to 217 NB.)

More "throw away" costs associated with future 217 improvements.

## Phoenix Cost Estimate

Engineering \$ (millions)	Construction \$ (millions)	R/W \$ (millions)	Total (millions)
\$0.7	\$20.3	\$4.2	\$25.2
	Currently	Programmed	
\$0.7	\$14.6	\$6.4	\$21.7



PHOENIX DESIGN

## RECOMMENDED TRANSPORTATION SYSTEM

The following section presents the recommendations for the subarea transportation plan. These improvements would ensure that the interchange is accessible and separate traffic destined to the interchange from areas such as the Tigard Triangle and intra-subarea traffic.

The Steering Group members recognized that, given existing funding constraints, pursuit of the local system improvements in this recommendation is ambitious. The Project Management Team and the Steering Group did concur that these recommendations make the most sense from an operations standpoint.

There are several elements of the recommendation that are necessary for the interchange to work as designed. Other elements may be desirable over the next 20 years from a local transportation system perspective, while others stand a low chance of ever being implemented.

The recommended improvements are not meant to remedy all of the transportation problems within the subarea. The number of recently completed and proposed studies in the area, including Metro's 2040 Plan and Regional Transportation Plan, city and county transportation system plans, *Tigard Triangle Update Study*, and *Waluga Triangle Land Use and Transportation Plan*, attests to the need for coordination of improvements in this area. These studies and planning processes will be the basis for integrating the interchange needs with the other competing needs of the transportation system users of the subarea.

Based on the comments received, the recommended transportation system includes the Alternative B interchange, implementation of existing plans and policies (including bringing existing facilities up to adopted design standards) and the following improvements. These improvements are recommended for further public review and analysis in the local and regional transportation planning processes:

**Highway 99W:** 6 lanes (plus turn lanes at intersections) from I-5 to south of Hwy. 217;

**72nd Avenue:** 4 lanes (plus turn lanes at intersections) from Bonita to Hwy. 99 (Incl. diamond interchange and Hunziker/Hampton Flyover);

**Bonita:** 4 lanes (plus turn lanes at intersections) from Hall to Bangy; 2 lanes (plus turn lanes at intersections) from Bangy to Carman;

**Carman:** 2 lanes (plus turn lanes at intersections) from I-5 to Kruse;

**Dartmouth to Hunziker:** 3 lane new crossing of Hwy. 217;

**Dartmouth:** 4 lanes (plus turn lanes at intersections) from 72nd to 68th;

**Kruse:** 6 lanes (plus turn lanes at intersections) from Bangy to Boones Ferry, developed in phases.

## DISCUSSION OF IMPROVEMENT RECOMMENDATIONS

**Highway 99W:** Widen to 6 lanes plus turn lanes, from I-5 to south of Hwy. 217 - This is desirable from a traffic operations standpoint. However, the cost, in terms of right-of-way acquisition and loss of businesses, could make the project cost-prohibitive and politically unfeasible. Other solutions may be needed to reduce congestion in this corridor.

**Recommendation:** Retain under consideration, as it is part of existing adopted plans. Examine implementation strategies, including access management programs, creation of a transportation management association, improved transportation system management/transportation demand management in Tigard and regional plans. This is consistent with the recommendations of the *Tigard Triangle Update Study*.

**72nd Avenue:** Widen to 4 lanes plus turn lanes from Bonita to Hwy. 99 (Incl. diamond interchange and Hunziker/Hampton Flyover). Widening 72nd is necessary to accommodate the anticipated growth in the Tigard Triangle. The current interchange is inefficient, and the bridge will ultimately need replacement to accommodate five lanes (two through lanes in each direction plus turning lanes for the interchange ramps). Bridge replacement will adversely impact the existing interchange ramps. The Hunziker/ Hampton flyover has shown some merit as a local transportation system improvement, although there may be properties that would be rendered undevelopable.

**Recommendation:** Tigard should incorporate a 4/5-lane section for 72nd into their Transportation System Plan update. Tigard should also consider incorporation of the flyover. This is in agreement with the recommendations of the *Tigard Triangle Update Study*, completed this year.

**Durham Rd:** Widen to 5 lanes from Highway 99 to I-5. This action shows some merit as an improvement for accessing the Carman interchange. Recent street improvements in this area, along with development along the road, suggest that widening from three to five lanes is not likely.

**Recommendation:** Leave Durham Rd. as shown in existing plans and policies (3 lanes).

**Bonita:** Widen to 4 lanes plus turn lanes at intersections from Hall to Bangy; reconstruct to standard 2 lanes plus turn lanes at intersections from Bangy to Carman;

**Carman:** Reconstruct to standard 2 lane cross-section plus turn lanes at intersections from I-5 to Kruse. Widening Bonita west of I-5 is needed to accommodate traffic from 72nd and growth in the southwest interchange quadrant. The improvements east of I-5 are needed to maintain the system hierarchy of major collectors on the east side of I-5. The congestion anticipated along Kruse Way in the 20-year horizon shows a need to accommodate non-freeway trips on the local arterial/collector network. Without these improvements, traffic may seek less congested paths through the neighborhoods. The improvement to Carman is consistent with the 1992 Lake Oswego Public Facilities plan.

**Recommendation:** Lake Oswego and Clackamas County should amend their transportation plans to include future development of Carman and Bonita to a major collector standard. Tigard should include widening Bonita to 4/5 lanes between Hall and Bangy.

**Dartmouth to Hunziker:** Construct a new 3 lane crossing of Hwy. 217;  
**Dartmouth:** Widen to 4 lanes plus turn lanes from 72nd to 68th. The new crossing of Highway 217 provides some relief for Highway 99W. Widening Dartmouth would provide improved access to/from the Haines interchange, which could attract trips away from the subject interchange.

**Recommendation:** Tigard should consider including the new overcrossing as a local transportation system improvement. The widening should be considered by Tigard as a project to improve access to I-5 and the Tigard Triangle. This recommendation is in agreement with the recommendations of the *Tigard Triangle Update Study*.

**Kruse:** Widen to 6 lanes from Bangy to Boones Ferry. This project is necessary to provide adequate access to the interchange and to provide for east-west circulation to keep arterial traffic off of the local street system. Because of the configuration of the various ramps and Kruse Way, the section of Kruse way between I-5 and Westlake will need to be six lanes at the time the interchange is operational. Volume estimates, including turning movements into the neighborhoods to the north and business and neighborhoods to the south, show that six lanes will be needed along the entire segment to accommodate the 2015 demand.

**Recommendation:** Lake Oswego and Clackamas County should include widening Kruse Way to six lanes, initially between I-5 and Westlake, and ultimately to Boones Ferry in their Transportation System Plans. Creation of a transportation management association (TMA) in this area, as described in the *Waluga Triangle Land Use and Transportation Plan* and initial development studies, should be implemented.

## **OTHER SYSTEM RECOMMENDATIONS**

As with the roadway improvements, these system elements are believed to be needed in order for the interchange and subarea to function at an acceptable level.

**Pedestrian and Bicycle:** When existing surface streets are rehabilitated or upgraded, sidewalks and bicycle lanes appropriate to the street's functional classification should be constructed. Pathways and trails in the local jurisdiction plans should be implemented as defined. While the interchange includes pedestrian and bicycle facilities, there is a need to explore alternative systems on surface streets which may provide a lower cost and more effective routing for users.

**Public Transportation:** There is a need for Tri-Met to conduct a Southwest Subarea study which would quantify the changing commuter and social travel patterns of Southwest Portland, Tigard, Lake Oswego and unincorporated areas. Current transit system plans do not address the change from suburb-to-central city commute to suburb-to-suburb commute, and continue to focus on the central city. Current and planned development patterns, including the 2040 concept, and other changes would be used to identify a system that may be more productive than that currently proposed.

The end result would be to develop a service plan to meet the local and regional needs of the study area as both an employment and residential base.

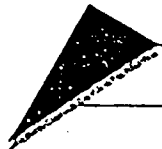
**Transportation Demand Management (TDM):** As part of regional and local transportation plans, transportation system management elements are being supported. These include use of alternate work hours, telecommuting, use of alternate modes of travel, and provision of worksite incentives and amenities to encourage use of travel modes other than single occupant vehicles. Within the study area, there are numerous opportunities for an array of TDM actions to be implemented which could result in a reduction of peak period vehicular demand on the road system.



FIGURE 3 - RECOMMENDED TRANSPORTATION PLAN

I-5/HIGHWAY 217 SUBAREA TRANSPORTATION PLAN

INTERCHANGE B WITH SYSTEM IMPROVEMENTS



## IMPLEMENTATION

There are three areas where further work is needed in order to make the transportation improvement plans a reality: technical, funding and strategy. A schematic diagram of the timing of these actions is presented after this discussion. The following is a summary of what steps are needed within each of these areas. The recommended strategy is to pursue a new gas tax or other state-based funding mechanism (see 5A below).

### TECHNICAL

1. Wait for TPAC/JPACT and Oregon Transportation Commission approval before proceeding with final design (anticipated in November, 1995).
2. Get FHWA approval of design concept.
3. Conduct air quality "hot spot" analysis.
4. Reconfirm that a "Major Investment Study" is not needed.
5. Prepare Transportation Operations Tech Memo.
6. Prepare Drainage/Water Quality/Mitigation Plan.
7. Update right of way area and cost estimates.
8. Assure compliance with Metro Congestion Management System.
9. Confirm that a new EA or EIS is not needed.

These activities should be completed by the end of 1995. The primary responsibility lies with ODOT for their completion.

### FUNDING

Existing Programmed funds in State Transportation Improvement Program (STIP):

Engineering	700,000
ROW	6,400,000
Construction	<u>14,600,000</u>
TOTAL	\$21,700,000

#### Phase 1 Alternative B:

Engineering	\$1,100,000 (est.)
ROW	2,200,000
Construction	<u>36,200,000</u>
TOTAL	\$39,500,000

Shortfall is about \$17.8 million assuming that ROW surplus may be converted to construction dollars. It is about \$22,000,000 if ROW surplus cannot be converted. The current ODOT information is that it cannot be converted.

#### Phase II Alternative B:

Construction	7,700,000
--------------	-----------

Total shortfall is about \$29.7 million assuming ROW funds cannot be used for construction.



The concept of a large project Steering Group was identified to serve two purposes. The first was to gather as many ideas as possible and assure representation of key interest groups in the study area. The second purpose was to gather a group of community leaders who can serve as project advocates as the solution identified by the Steering Group moves toward implementation.

## IMPLEMENTATION STRATEGY

### 1. ADOPT ALTERNATIVE B

A. TPAC/JPACT/Metro Council briefing on the selected alternative and funding implications, along with Sunset Highway, I-5 to 99W Expressway, I-5 and other top priority projects in the region.

B. Presentation/approval from Oregon Transportation Commission of interchange plan and funding strategy (Steering Group members invited to make presentation in support of project).

C. Develop documentation on why the selected alternative is appropriate: I-5 traffic operations, cost-benefit, Region 2040 consistency, community support.

### 2. DEVELOP PROJECT COST AND REVENUE INFORMATION (ODOT Region 1 and statewide)

A. Develop documentation on revenue projections for 1999-2000; acknowledge that a new funding source (such as gas tax increase) is needed and bonds can be issued against future revenue stream to keep project on schedule.

B. Develop documentation on the cost of high priority major projects (Sunset Highway, I-5 to 99W Expressway, I-5 and others). Money can not be spent on this interchange and ignore other needs.

### 3. DEVELOP INFORMATION FOR PUBLIC AND LEGISLATURE

A. Provide letter and other materials to legislators on importance of various projects, costs, revenue projections and need for gas tax increase.

B. Develop public information/media releases on project, costs, revenues, et cetera, including information that there is no money elsewhere in the state to transfer to this project.

### 4. DEVELOP AND APPROVE LOCAL TSPs AND AMENDMENTS

A. Metro and local governments develop and adopt local TSPs, including approvals of interchange and subarea improvements.

B. Develop agreements with Lake Oswego, Tigard, Clackamas Co., Washington Co., and Metro regarding land use, transportation impacts et cetera in the study area.

C. Develop agreements to commit to a phasing program wherein the timing of ODOT freeway improvements are alternated with local improvements.

#### 5. RECOMMENDED FUNDING STRATEGY -

A. Identify new statewide money sources (gas tax increases? other legislative package?). Possible use of bonding against this source to speed construction schedule.

#### 6. CONSIDERED FUNDING STRATEGIES - Options included (in no particular order)

- A. Delay or delete existing ODOT projects -
  - 1. STIP may be over-programmed as it is; there may be a need to delete projects just to balance the existing STIP;
  - 2. Not many projects in the 1998-99 fiscal years to delay;
  - 3. Difficult political decision.
- B. Capture funds from any ODOT/Regional project programmed for 1996-98 that are delayed or stopped for any reason -
  - 1. No such projects identified.
- C. Tap into potential Regional Arterial Fund (Regional Gas Tax supported):
  - 1. Uncertain regional support;
  - 2. More appropriate to fund local improvements in study area.
- D. Phase/Delay Alternative B until funds are accumulated -
  - 1. Final engineering, air quality, environmental, et cetera in the next two years;
  - 2. Right of way in FY '98-99;
  - 3. Construction after 2000.
- E. Identify other new money sources -
  - 1. Cities or Counties?
  - 2. Federal (ISTEA reauthorization?)
  - 3. Bonding against same source of funds as above?
- F. Creative funding sources -
  - 1. Congestion pricing;
  - 2. Tolling;
  - 3. Public-private partnerships.

5/Highway 217 Interchange Implementation Schedule

TASK or ACTION	OCT. '95	NOV. '95	DEC. '95	1st Thrd '96	2nd Thrd '96	3rd Thrd '96	JAN. '97
<b>TECHNICAL ACTIVITIES</b>							
Air Quality Review	█	█	█				
Environmental Confirmation	█	█	█				
Drainage				█			
FHWA Approval							
Engineering Plans				█	█	█	█
Right-Of-Way Acquisition				█	█	█	█
<b>POLICY ACTIONS</b>							
Interchange Specific							
Steering Group Endorsement	█						
TPAC/JPACT Endorsement		█					
OTC Endorsement		█					
Subarea Transportation Plan				█	█	█	█
Incorporate Into Local TSPs				█	█	█	█
<b>FUNDING STRATEGY</b>							
Develop Strategy	█	█	█	█	█	█	█
Regional Arterial Fund Vote					█	█	█
Implement Strategy					█	█	█
<b>LEGISLATIVE SESSION</b>							█
<b>STEERING GROUP/CITIZEN ACTIONS</b>							
OTC		█	█				
Letter/Speaking Campaign				█	█	█	█

**8.1 Ordinance No. 95-624, For the Purpose of Adopting the Regional Solid Waste Management Plan**

## **STAFF REPORT**

### **IN CONSIDERATION OF ORDINANCE NO. 95-624 FOR THE PURPOSE OF ADOPTING THE REGIONAL SOLID WASTE MANAGEMENT PLAN.**

---

**DATE:** October 30, 1995

**Presented by:** Mike Burton  
Bern Shanks

#### **Introduction**

The Executive Officer recommends adoption of the 1995-2005 Regional Solid Waste Management Plan (RSWMP) through adoption of Ordinance No. 95-624. Adoption of the 1995-2005 RSWMP represents a revision of the RSWMP adopted by Council in 1988 and is intended to replace that Plan. In 1994, the Council directed staff to update the RSWMP and to address waste reduction and disposal needs for the next ten years. This Plan accomplishes that task.

The Plan's recommendations were initially developed by Metro's Solid Waste Advisory Committee (SWAC). SWAC and Metro staff conducted an extensive public review process, after which SWAC made adjustments to its recommendations. See Attachment 1, "Public Information Program, Meetings and Comments Summary," for a report of the public process. The draft RSWMP was then forwarded to the Executive Officer. The Executive Officer accepted SWAC's recommendations. He did, however, amend Goal 7 (page 5-7, Chapter 5) to increase the level of recycling and recovery the region would accomplish. This final draft reflects the Executive Officer's recommendations.

The Oregon Department of Environmental Quality (DEQ) has responsibility to review and approve Metro's adopted RSWMP. DEQ representatives have reviewed the draft RSWMP and have determined the Plan will meet or exceed DEQ's requirements for approval.

#### **Organization of the Plan**

- Background Information  
Section 1, Chapters 1-4

The first section includes four chapters that provide background information on the regional solid waste system and the issues addressed in the new RSWMP. Chapter 4, Key Solid Waste Planning Issues, provides a background to recommendations in the key areas of waste reduction, transfer stations/recovery facilities, and the need for revenue stability and equity in the solid waste financing system. The intent is to update this information on a regular basis to ensure the Plan remains relevant to policy discussions.

- **Management Plan**  
Section 2, Chapters 5-9

The second section of the Plan contains five chapters and covers the RSWMP's goals, objectives, recommendations and implementation. Staff would like to stress the importance of the process by which the Plan was developed, and the process by which it will be implemented and monitored. The involvement of local governments, the private sector and the general public was critical in formulating the Plan. Chapter 6 describes this process in detail. Chapter 7, pages 7-2 and 7-3, summarize how the recommended practices were developed. The implementation, monitoring and revision program contained in the Plan is intended to ensure that the Plan's goals and objectives are achieved.

- **Appendices and Glossaries**  
Section 3

Because the Plan utilizes many unfamiliar terms and relies on technical studies, this third section is provided to assist the reader.

### **Summary of Plan Recommendations**

- **Recommended Goals and Objectives**

While the goals and objectives are generally consistent in intent, tone, and language with existing RSWMP policies, they are designed to reflect more accurately the needs of the next ten years. The goals emphasize Metro's commitment to the waste management hierarchy (reduce, reuse, recycle and recover before landfilling), the importance of public education in promoting waste reduction, and the need to consider costs and benefits in developing solid waste management practices.

Most of the goals and objectives presented in Chapter 5 were developed in cooperative discussions with the Solid Waste Advisory Committee. Some objectives were added to SWAC's recommendations as a result of Metro legal counsel and DEQ review. Goal 7 (page 5-7), a statement of the region's waste reduction goals, was amended by the Executive Officer to state that a 50% regional recycling goal will be met or exceeded by the year 2005, and that a year 2000 interim recovery goal of 52% will be met.

- **Recommended Solid Waste Management Practices**

The Plan includes recommended practices for waste reduction and disposal services for each sector of the solid waste stream: residential, business, and building industries (construction and demolition). The recommendations also address regulatory issues. In recognition of its importance, a separate chapter is devoted to financing recommendations for Metro's solid waste management system. The recommended practices were developed in cooperative discussions with SWAC.

Major recommendations in the Plan are:

- Build no new transfer stations.

Recommended waste reduction practices (including processing facilities) are designed to compensate for future growth.

- Emphasize the waste reduction hierarchy.

A major new regional effort in waste prevention and resource conservation is needed. The previous plan focused on residential recycling and significant amounts of post-collection recovery.

- Target the business sector for major new recycling efforts.

Both local governments and Metro will place significantly more focus on improving recycling services to businesses.

- Expand and improve existing programs in the residential sector.

These include the home composting program, waste prevention efforts, and both the single-family and multi-family curbside recycling systems.

- Restructure Metro's rates.

The Plan reiterates previous recommendations made to Metro Council that new methods of financing be explored. These new methods include System Benefit Charges, Generator Charges, and Special Disposal Fees on specific products or groups of products (for example, an Advance Disposal Fee on hazardous household products). The Plan recommends financial objectives: rate equity, incentives aligned with waste management policies, and revenue stability, adequacy and neutrality.

- Implement Advance Disposal Fees.

Specifically recommended for further study is a Special Disposal Fee in the form of an Advance Disposal Fee to assist in funding household hazardous waste management services.

## **Impacts of the new Plan**

The Plan is designed to build upon the strengths of existing waste reduction efforts. Implementation of the Plan is expected to have several important impacts:

- Requirements that Metro play a strong role to provide technical assistance and coordinate the development of solid waste plans, policies and services in the region.
- Significant advances in business recycling and organics processing. Regional cooperation will be critical to achieving these advances.
- Strong emphasis on education and regional media promotion to meet waste reduction and recycling goals. While staff is confident these can be very effective, the Plan specifically calls for development of long-term funding for such efforts and to evaluate their effectiveness.
- Reliance on local governments to continue to improve and expand both their residential and commercial programs. The FY 1996-97 Metro and local government work plans are being developed to be consistent with the Plan.
- No significant public investment in capital intensive facilities. However, the Plan does envision private investment in dry waste processing and organics processing facilities in order to reach the year 2005 recycling goals.
- Staffing and funding programs at or above current levels by both Metro and local governments to achieve the Plan's goals. The implementation process outlined in the Plan is designed to promote the development of the most efficient and effective programs.

## **Other Issues**

- Organics Recovery

In order to reach or exceed the region's ambitious recycling goal by the year 2005, the Plan recommends a phased approach to recover organics, first from businesses and then from residences. The Plan also recommends development of organics processing capacity. A request for proposals for an organic waste recovery demonstration project consistent with the Plan's long-term recommendations is currently before the Council Regional Environmental Management Committee.



- **Plan Implementation and Revision**

The Plan is intended to be a “living” plan and subject to changes and revisions as the solid waste system changes. For example, the Plan recognizes that decisions on franchising or licensing facilities (*e.g.*, a reload facility) can depend on the successful implementation of waste reduction efforts or the accuracy of growth forecasts.

- **Metro revenue and regulatory system revisions**

The Plan makes reference at several points to expected major changes to Metro’s long-term financing and regulatory system. These include a revision to the rate structure and regulatory systems for yard debris and organics facilities. Future revisions to Metro Code that are brought before Council will be developed in coordination with the Plan.

- **“Vertical Integration”**

Historically there have been two main “vertical integration” issues Metro policy makers have considered:

1. Ownership by a business of two or more major disposal system components -- *e.g.*, hauling routes, transfer stations, and landfills.

The existing RSWMP makes a general reference to the effect that this issue should be a factor in solid waste decision making. The Executive Officer recommends that these issues should continue to be considered on a case by case basis in making major decisions about the solid waste system. Objective 4.6 (page 5-5) has been added as an amendment to Goal 4 to accomplish this.

2. Permitting Metro franchised facilities (*e.g.*, dry waste processing facilities) to accept waste from other than their own trucks.

Currently Metro Code only allows this to occur through an exemption. The draft Plan states that the Council should consider whether the code needs to be revised to allow this outright. Staff will soon propose an ordinance and staff report for Executive Officer and Council consideration.

- **Reload Facilities**

The Plan calls for no new transfer stations. The Plan allows reload facilities on a case-by-case basis to improve service in outlying areas or if existing transfer stations had capacity problems.

## **Final Development of Plan**

There are several solid waste management areas in which long-term recommendations have not yet been fully developed and integrated into the Plan. These are:

- Household hazardous waste (completion of recommended practices)
- Disaster debris management
- Illegal dumping
- Local government land use facility siting policies

Staff's work to incorporate these elements into the final RSWMP is expected to be completed during fiscal year 1995-96.

## **Planning Requirements Fulfilled by the Plan**

The Plan is intended to satisfy both functional planning requirements and state laws and regulation that require Metro to submit a waste reduction plan.

Objective 6.4 (page 5-6) as recommended by SWAC has been amended upon the advice of Metro counsel to ensure that the Plan enables Metro to exercise its functional planning authority.

DEQ representatives have participated in the development of the Plan both in SWAC meetings (as a non-voting member) and on SWAC's Planning Subcommittee. DEQ has reviewed the draft RSWMP and has determined the Plan will meet or exceed its requirements for approval. DEQ reserves formal, final approval for after review of the adopted RSWMP.

## **Financial Impact**

Adoption of the Plan will have no direct financial impact on the Department's FY 1995-96 budget. The current budget was developed at the same time as the Plan was being drafted. During that process, an effort was made to insure that the budget, including long-term fiscal plans, would reflect probable Plan directives. The Plan, for example, directs Metro to continue to perform waste generator studies and monitor the performance of the Plan. The current year's budget includes funds for such efforts.

## **Executive Officer**

The Executive Officer recommends adoption of the new Regional Solid Waste Management Plan through adoption of Metro Ordinance No. 95-624.

**Attachments and Exhibits: \***

- Exhibit A**      **Executive Officer's Recommended Regional Solid Waste Management Plan,  
Final Draft, October 1995**
- Attachment 1**    **Public Information Program, Meetings and Comments Summary,  
Final Report, October 20, 1995**

**\* These two documents were delivered to all Metro Councilors under separate cover the week of October 30, 1995.**

MN:clk  
S.SHARE\dept\sw95-624.stf

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING )  
THE REGIONAL SOLID WASTE )  
MANAGEMENT PLAN )  
)  
)  
)

ORDINANCE NO. 95-624  
Introduced by Mike Burton,  
Executive Officer

WHEREAS, Metro Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan as a functional plan under ORS 268.390; and

WHEREAS, There is a need for a new Regional Solid Waste Management Plan because 1) the Metro Council requested a revision of the waste reduction and facilities Chapters of the Plan, 2) the Plan as adopted and amended called for a major review every five years and 3) major changes have occurred in the regional solid waste system that need to be addressed; and

WHEREAS, The ordinance was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The Regional Solid Waste Management Plan as shown in Exhibit A to this ordinance is adopted as a functional plan under ORS 268.390 and containing the Waste Reduction Program required under ORS 459.055.

2. That Ordinance 88-266B adopting a Regional Solid Waste Management Plan and the following amendments 89-315 (Waste Reduction Chapter), 90-359 (Plan Development and Amendment Chapter), 90-356 (Special Waste Chapter), 91-377 (Yard Debris Plan), 91-393A (Local Government Facility Siting Standards), 91-406A (Illegal Dumping Chapter), 91-416 (Metro West Transfer and Material Recovery System Chapter), 92-456 (Household Hazardous Waste Chapter) are hereby rescinded.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1995.

\_\_\_\_\_  
J. Ruth McFarland, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

S:SHAREP&TS96PLANORD624.RPT

Metro Council Meeting  
Thursday, November 30, 1995

**8.2 Ordinance No. 95-621-A, For the Purpose of Amending Metro Code Chapter 5.01 to Establish Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities**

## STAFF REPORT

### IN CONSIDERATION OF ORDINANCE NO. 95-621A FOR THE PURPOSE OF AMENDING METRO CODE CHAPTER 5.01 TO ESTABLISH LICENSING STANDARDS FOR YARD DEBRIS PROCESSING AND YARD DEBRIS RELOAD FACILITIES.

November 22, 1995

Presented by Bill Metzler

#### **Proposed Action**

Adoption of Ordinance No. 95-621A to amend Metro Code Chapter 5.01 to establish licensing standards for yard debris processing and yard debris reload facilities.

#### **Purpose**

Ordinance No. 95-621A is the result of a collaborative effort between Metro, local governments, yard debris processors and the DEQ. The licensing standards program is a framework for problem identification and resolution. Metro will:

1. Establish licensing standards that can be implemented on a regional level to help ensure the stability of the regional yard debris recycling system.
2. Assist local governments to manage the impacts yard debris processing facilities through a regional licensing program.
3. Minimize the potential for nuisance complaints. Increase the confidence that citizens and local governments have in yard debris processing facilities. Continued growth and greater development densities on surrounding land will lead to more public scrutiny and objections to these facilities.

#### **Recommended Program Elements**

##### Metro

- Implement a licensing program for new and existing yard debris processing and yard debris reload facilities.
- Work with processors, local governments and the DEQ to ensure a coordinated program where information and technical assistance is shared in a cooperative problem solving manner. Technical assistance may include teams consisting of local government and Metro staff (e.g.,

land use and solid waste planners), DEQ, and others with special expertise to address facility concerns.

### Local Governments

- Amend zoning ordinances and development codes, as needed, to include clear and objective facility siting standards that do not effectively prohibit them.
- Amend zoning ordinances and development codes so that they include a condition of approval for obtaining a Metro license.
- Amend collection franchises requiring yard debris collected through curbside programs be delivered to licensed facilities.

### Processors

- Apply for a Metro license, make use of available technical assistance (if needed), and comply with licensing standards.
- Participate in program evaluation to ensure that the licensing program is effective.

## **Factual Background and Analysis**

On September 20, 1995, the Metro Solid Waste Advisory Committee (SWAC) unanimously approved the Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities (Attachment A), and voted to forward them to Council for consideration.

Yard debris recycling rates in the Metro region increased from 23% in 1987 to 70% in 1994 (115,000 tons). The tremendous success of yard debris recycling programs has created many opportunities as well as problems for the region. Nuisance impacts (e.g., odor, dust, noise) associated with these facilities have been exacerbated, causing heightened public awareness and concern. This has resulted in: 1) facilities being labeled as NIMBY's (not in my backyard) and LULU's (locally unwanted land uses), and 2) local government land use decisions that essentially prohibit the siting of these facilities, which are greatly needed and provide a valuable product and service to both the region and the individual communities they serve.

In 1994, at the request of Clackamas County, Metro convened a regional discussion group to discuss yard debris processing facilities, their associated impacts, and how Metro can help the region to solve these problems - before they get any worse. The regional discussion group consists of yard debris processors, local governments, haulers and the DEQ. The Licensing Standards for Yard Debris Processing and Reload Facilities and the licensing program proposal were developed with the assistance and guidance of this regional discussion group. Great emphasis was placed on solutions that would be effective as well as acceptable to the yard debris processing industry (see Attachments B and C for additional background and program



information). All of the provisions contained in the Licensing Standards for Yard Debris Processing and Reload Facilities have been codified and are embodied in the proposed amendments to Metro Code Chapter 5.01.

### Proposed Amendments to Metro Code Chapter 5.01

ORS Chapter 268 grants Metro the authority to license resource recovery sites or facilities. The proposed Code amendments establish licensing program standards for facilities that process and reload yard debris in the District. The regulations applying to yard debris facilities has been set out in great detail in the code. The code amendments related to the licensing of yard debris facilities establish clear and concise standards for a smoother administrative process. Facility operators will know, up front, what the licensing requirements are. A standard licensing application form (Attachment D), will be used in the process to help assess compliance with the licensing requirements.

Provisions are included for a local government that owns or operates a yard debris facility to administer and enforce facility standards through an intergovernmental agreement with Metro (Section 5.01.240 (b)). Public facilities should be accountable to residents in their communities through local elected officials.

There are two general categories of proposed Code amendments:

1. General licensing provisions. Adds language to the Code to define and include facility licensing. Includes amendments that set forth standard regulatory provisions that are (in most cases) not unique to yard debris facilities. These amendments are inserted within the existing franchise code language. Examples of this category are found in the amendments proposed for the following:

5.01.010 - Definitions through

5.01.180 - Enforcement of Franchise or License Provisions; Appeal

2. Licensing provisions specific to yard debris facilities. These include amendments that set forth provisions specifically applicable to the licensing of yard debris processing and reload facilities. These amendments are detailed and unique to the licensing of yard debris facilities. Examples of this category are found in the amendments proposed for the following:

Section 9 - Additional Provisions Relating to the Licensing of Yard Debris Processing and Yard Debris Reload Facilities:

5.01.230 - Scope of Yard Debris Facility Regulations through

5.01.380 General Conditions Relating to Yard Debris Facility Licensees

## **Budget Impacts**

There will be a slight increase in revenues from the annual licensing fee paid by the licensee of \$300 per year. There are currently 16 yard debris processors in the Metro region. The licensing program will bring in approximately \$4,800 in revenues annually.

During the initial implementation phase, Metro will retain a consultant to assist staff with facility operational issues that may require highly specialized expertise. This initial consultant contract is estimated at no more than \$7,000. After the initial facility licensing phase, the consultant will be retained for special circumstances (if required), this contract is estimated at no more than \$2,000 per year.

The annual licensing fee paid by the processors (which is similar to a franchise fee) will help defray some of the costs of the licensing program. Annual licensing fees are set by the Metro Council. However, the regional discussion group recommends that the fees be no more than \$300 per year. Keeping fees low is part of Metro's effort to help maintain the competitive viability of in-district facilities.

## **Executive Officer's Recommendation**

The Executive Officer recommends adoption of Ordinance No. 95-621A.

S:\SHARE\METZ\YRDEBRIS\LICENSE\REVISION\COUNCIL\STAF0928.DOC

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING METRO )	ORDINANCE NO. 95-621A
CODE CHAPTER 5.01 TO ESTABLISH )	
LICENSING STANDARDS FOR YARD )	Introduced by Mike Burton
DEBRIS PROCESSING AND RELOAD )	Executive Officer
FACILITIES )	

WHEREAS, The Metro region has limited land and resources for the disposal of solid waste.

WHEREAS, It is the responsibility of Metro to provide and protect such resources and to do so requires that Metro franchise, license, or permit disposal sites, transfer stations, processing facilities and resource recovery facilities.

WHEREAS, To protect the health, safety, and welfare of Metro residents, the Council declares it to be the public policy of Metro and purpose of this Ordinance to establish a licensing program for facilities that process and reload yard debris in the Metro region in order to:

- (a) Establish standards that are implementable on a regional level to help ensure the stability of the regional yard debris recycling system;
- (b) Assist local governments in managing the impacts of yard debris processing facilities through a licensing program that is responsive to the risks and benefits associated with these facilities.
- (c) Increase the confidence that citizens and local governments have in yard debris processing facilities by minimizing the potential for nuisance complaints and alleviating negative public perception of these facilities.

WHEREAS, this Ordinance will establish standards for yard debris processing and reload facilities operating in the District through a regional licensing program, including problem resolution through intergovernmental cooperation, technical assistance, and enforcement measures; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Section 1. Metro Code Chapter 5.01, "Disposal Site Franchising," is renamed "Solid Waste Facility Regulation."

Section 2. Metro Code Section 5.01.010 is amended to read:

5.01.010 Definitions

For the purposes of this chapter unless the context requires otherwise the following terms shall have the meaning indicated:

(a) "Certificate" means a written certificate issued by or a written agreement with the District dated prior to the effective date of this chapter.

(b) "Code" means the ~~{Code of the Metropolitan Service District}~~ Metro Code.

~~(c) "Compost" means the stabilized and sanitized product of composting, which has undergone an initial rapid stage of decomposition and is in the process of humification (curing), and which should be suitable for plant growth.~~

~~(d) "Composting" means the biological treatment process by which microorganisms decompose the organic fraction of the waste, producing compost.~~

~~{(e)}~~ (c) "Council" ~~{has the same meaning as in Code Section 1.01.040}~~ means the Metro Council.

~~(d)~~(1) "DEQ" means the Department of Environmental Quality of the State of Oregon.

~~(e)~~(2) "Disposal Site" means the land and facilities used for the disposal of solid wastes whether or not open to the public, but does not include transfer stations or processing facilities.

~~(f)~~(3) "District" has the same meaning as in Code Section 1.01.040.

~~(g)~~(4) "Exclusive Franchise" means a franchise (or franchises) which entitles the holder to the sole right to operate in a specified geographical area or in some specified manner.

~~(h)~~(5) "Executive Officer" means the ~~Metro~~ Executive Officer ~~{of the Metropolitan Service District}~~ or the Executive Officer's designee.

~~(i)~~(6) "Franchise" means the authority given by the Council to operate a disposal site, a processing facility, a transfer station or a resource recovery facility.

~~(j)~~(7) "Franchisee" means the person to whom a franchise is granted by the District under this chapter.

~~(k)~~(8) "Franchise Fee" means the fee charged by the District to the franchisee for the administration of the Franchise.

~~(n)~~ "Hazardous waste" has the meaning provided in ORS 466.005.

~~(o)~~ "Mixed solid waste" means solid waste containing a variety of waste material, some of which may or may or may not be considered recyclable.

~~(p)~~(9) "Person" has the same meaning as in Code Section 1.01.040.

~~(m)~~(10) "Petroleum Contaminated Soil" means soil into which hydrocarbons, including gasoline, diesel fuel, bunker oil or other petroleum products have been released. Soil

that is contaminated with petroleum products but also contaminated with a hazardous waste as defined in ORS 466.005, or a radioactive waste as defined in ORS 469.300, is not included in the term.

~~(n)~~(r) "Process," ~~Processing~~ or "Processed" means a method or system of altering the form, condition or content of solid wastes, including but not limited to composting, shredding, milling, or pulverizing, but excluding compaction. ~~As to yard debris, such terms mean the controlled method or system of altering the form, condition or content of yard debris utilizing both mechanical and biological methods, including composting (aerobic and anaerobic methods), fermentation, and vermicomposting (of only yard debris).~~

~~(e)~~(s) "Processing Facility" means a place or piece of equipment where or by which solid wastes are processed. This definition does not include commercial and home garbage disposal units, which are used to process food wastes and are part of the sewage system, hospital incinerations, crematoriums, paper shredders in commercial establishments, or equipment used by a recycling drop center.

~~(p)~~(t) "Rate" means the amount approved by the District and charged by the franchisee, excluding the User Fee and Franchise Fee.

~~(e)~~(u) "Recycling Drop Center" means a facility that receives and temporarily stores multiple source separated recyclable materials, including but not limited to glass, scrap paper, corrugated paper, newspaper, tin cans, aluminum, plastic and oil, which materials will be transported or sold to third parties for reuse or resale.

**{(+) (v)}** "Resource Recovery Facility" means an area, building, equipment, process or combination thereof where or by which useful material or energy resources are obtained from solid waste.

**{(s) (w)}** "Solid Waste Collection Service" means the collection and transportation of solid wastes but does not include that part of a business licensed under ORS 481.345.

**{(+) (x)}** "Solid Waste" means all putrescible and nonputrescible wastes, including without limitation, garbage, rubbish, refuse, ashes, waste paper and cardboard; discarded or abandoned vehicles or parts thereof; sewage sludge, septic tank and cesspool pumpings or other sludge; commercial, industrial, demolition and construction waste; discarded home and industrial appliances; asphalt, broken concrete and bricks; manure, vegetable or animal solid and semi-solid wastes, dead animals, infectious waste as defined in ORS 459.387, petroleum-contaminated soils and other wastes; but the term does not include:

- (1) Hazardous wastes as defined in ORS 466.005;
- (2) Radioactive wastes as defined in ORS 469.300;
- (3) Materials used for fertilizer or for other productive purposes or which are salvageable as such or materials which are used on land in agricultural operations and the growing or harvesting of crops and the raising of fowls or animals; or
- (4) Explosives.

**{(+) (y)}** "Solid Waste Management Plan" means the Regional Solid Waste Management Plan.

**[(v)](z)** "Transfer Station" means a fixed or mobile facilities including but not limited to drop boxes and gondola cars normally used as an adjunct of a solid waste collection and disposal system or resource recovery system, between a collection route and a processing facility or a disposal site. This definition does not include solid waste collection vehicles.

**[(w)](aa)** "User Fee" means a user fee established by the District under ORS 268.515.

**[(x)](bb)** "Waste" means any material considered to be useless, unwanted or discarded by the person who last used the material for its intended and original purpose.

**(cc)** "Yard Debris" means vegetative and woody material generated from residential property or from commercial landscaping activities. "Yard Debris" includes landscape waste, grass clippings, leaves, hedge trimmings, stumps and other similar vegetative waste, but does not include demolition debris, painted or treated wood.

**(dd)** "Yard Debris Facilities" means Yard Debris Processing Facilities and Yard Debris Reload Facilities.

**(ee)** "Yard Debris Reload Facility" means an operation or facility that receives yard debris for temporary storage, awaiting transport to a processing facility.

Section 2. Metro Code Section 5.01.020 is amended to read:

5.01.020 Findings and Purposes

(a) The council finds that the district has limited land and resources for the disposal of solid waste. It is the responsibility of the Council to provide and protect such resources and to do so requires that the Council franchise or license disposal sites, transfer stations, processing facilities and resource recovery facilities.



(b) To protect the health, safety and welfare of the district's residents, the council declares it to be the public policy of the district and the purpose of this chapter to establish ~~an exclusive franchise~~ a system for ~~regulating facilities for~~ the disposal and processing of solid waste in the District ~~under the authority granted to the Council by ORS Chapter 268~~ in order to:

- (1) Provide a coordinated regional disposal and resource recovery program and solid waste management plan in cooperation with federal, state and local agencies to benefit all citizens of the district.
- (2) Provide, as necessary, standards for the location, geographical zones and total number of disposal sites, processing facilities, transfer stations and resource recovery facilities to best serve the citizens of the district.
- (3) Ensure that rates are just, fair, reasonable and adequate to provide necessary public service.
- (4) Prohibit rate preferences and other discriminatory practices.
- (5) Ensure sufficient flow of solid waste to district's resource recovery facilities.
- (6) Maximize the efficiency of the ~~{District's}~~ Regional Solid Waste Management Plan.
- (7) Provide for cooperation between cities and counties in the district with respect to regional franchising and licensing of solid waste disposal sites, processing facilities, transfer stations and resource recovery facilities.

- (8) Reduce the volume of waste that would otherwise be disposed of in a landfill through source reduction, recycling, reuse and resource recovery.

**Section 3.** Metro Code Section 5.01.030 is amended to read:

**5.01.030 Prohibited Activities**

Except as provided in this chapter, it shall be unlawful:

(a) For any person to establish, operate, maintain or expand a disposal site, processing facility, transfer station or resource recovery facility unless such person is a franchisee or licensee as required by this Chapter, or is otherwise exempted by Section 5.01.040 [of this chapter].

(b) For a franchisee or licensee to receive, process or dispose of any solid waste not specified in the franchise or license agreement.

(c) For any person to take, transport or dispose of solid waste at any place other than a disposal site, processing facility, transfer station or resource recovery facility operated by a franchisee or licensee or exempted by Section 5.01.040 [of this chapter] except by written authority of the Council.

(d) For a franchisee to charge any rate not established by the council or executive officer under this chapter.

**Section 4.** Metro Code section 5.01.040 is amended to read:

**5.01.040 Exemptions**

(a) The following are exempt from the provisions of this chapter governing franchisees:

- (1) Municipal and industrial sewage treatment plants accepting sewage, sludge, septic tank and cesspool pumpings or other sludge.
- (2) Disposal sites, processing facilities, transfer stations, or resource recovery facilities owned or operated by the district.
- (3) Recycling drop centers.
- (4) Disposal sites receiving only clean, uncontaminated earth, rock, sand, soil and stone, hardened concrete, hardened asphaltic-concrete, brick and other similar materials, provided that such clean, uncontaminated materials include only those materials whose physical and chemical properties are such that portions of these materials when subjected to moderate climatical fluctuations in heat, exposure to moisture or water, abrasion from normal handling by mechanical construction equipment or pressure from consolidation will not produce chemical salts, dissolved solutions, or gaseous derivations at a rate sufficient to modify the biological or chemical drinking water quality properties of existing surface and ground waters or normal air quality.
- (5) Persons who process, transfer or dispose of solid wastes which:
  - (A) Are not putrescible, which, for the purposes of this section includes wood, dry cardboard and paper uncontaminated by food waste or petroleum products;
  - (B) Have been source separated;
  - (C) Are not and will not be mixed by type with other solid wastes; and

(D) Are reused or recycled.

(6) Person or persons who generate and maintain residential compost piles for residential garden or landscaping purposes.

(7) Temporary transfer stations or processing centers established and operated by local government for sixty (60) days or less to temporarily receive, store or process solid waste if the District finds an emergency situation exists.

(b) Notwithstanding Section 5.01.040(a)(2) of this chapter, the District shall comply with Section 5.01.150, (User Fees); Section 5.01.180, (Determination of Rates); subsection 5.01.070(f) and Section 5.01.130, (Administrative Procedures of Franchisees); and shall require contract operators of District-owned facilities to provide a performance bond pursuant to Section 5.01.060(b)(1).

~~(c) Notwithstanding anything to the contrary in this section, yard debris processing and yard debris reload facilities are subject to the licensing requirements of this chapter.~~

Section 5. Metro Code Section 5.01.060 is amended to read:

5.01.060 Applications

(a) Applications for a franchise ~~or license~~ or for transfer of any interest in, modification, expansion, or renewal of an existing franchise ~~or license~~ shall be filed on forms provided by the Executive Officer. ~~Franchises and licenses are subject to approval by the council.~~

(b) In addition to the information required on the forms, ~~franchise~~ applicants must submit the following to the executive officer:

- (1) Proof that the applicant can obtain and will be covered during the term of the franchise by a corporate surety bond guaranteeing full and faithful performance by the applicant of the duties and obligations of the franchise agreement. In determining the amount of bond to be required, the Executive Officer may consider the size of the site, facility or station, the population to be served, adjacent or nearby land uses, the potential danger of failure of service, and any other factor material to the operation of the franchise;
- (2) In the case of an application for a franchise transfer, a letter of proposed transfer from the existing franchisee;
- (3) Proof that the applicant can obtain ~~public liability insurance, including automotive coverage, in the amounts of not less than \$500,000 for any number of claims arising out of a single accident or occurrence, \$50,000 to any claimant for any number of claims for damage to or destruction of property and, \$100,000 to any claimant for all other claims arising out of a single accident or occurrence or such other amounts as may be required by State law~~ the liability insurance required by this chapter;
- (4) If the applicant is not an individual, a list of stockholders holding more than 5 percent of a corporation or similar entity, or of the partners of a partnership. Any subsequent changes in excess of 5 percent of ownership thereof must be reported within 10 days of such changes of ownership to the executive officer;

- (5) A duplicate copy of all applications for necessary DEQ permits and any other information required by or submitted to DEQ;
- (6) Signed consent by the owner(s) of the property to the proposed use of the property. The consent shall disclose the property interest held by the franchisee, the duration of that interest and shall include a statement that the property owner(s) have read and agree to be bound by the provisions of Section 5.01.190(e) of this chapter if the franchise is revoked or franchise renewal is refused;
- (7) Proof that the applicant has received proper land use approval; and
- (8) Such other information as the Executive Officer deems necessary to determine an applicant's qualifications.

~~{(e) Disposal sites, transfer stations, and processing facilities which are operating on the effective date of this chapter under a District Certificate or Agreement may continue service under the conditions of their District Certificate or Agreement until their franchise application is granted or denied if an abbreviated application form provided by the Executive Officer has been submitted to the District within thirty (30) days after receipt of such application. Applications filed pursuant to this section shall not be unreasonably denied.}~~

**(c) Yard Debris Facility License Applications:**

- (1) Operators of proposed yard debris processing and yard debris reload facilities shall submit applications for licensing and shall comply with the licensing standards and requirements following the effective date of the licensing standards in this chapter.**

(2) Operators of existing yard debris processing and yard debris reload facilities shall submit an application for licensing and demonstrate compliance within eighteen months after the effective date of the licensing standards in this chapter.

(3) Applications for yard debris licenses shall be as specified by the executive officer.

(d) An incomplete or insufficient application shall not be accepted for filing.

Section 6. Metro Code Section 5.01.100 is amended to read:

#### 5.01.100 Appeals

Any applicant, ~~or~~ franchisee or licensee is entitled to a contested case hearing pursuant to Code chapter 2.05 upon the ~~Council's~~ suspension, modification~~, or~~ revocation or refusal by the council or executive officer, as appropriate, to issue, renew or transfer a franchise or license or to grant a variance, as follows:

(a) Except as provided in subsection (c) of this section, ~~the Council's~~ refusal to renew a franchise or license by the council or executive officer, as appropriate, shall not become effective until the franchisee or licensee has been afforded an opportunity to request a contested case hearing and an opportunity for a contested case hearing if one is requested.

(b) The ~~Council's~~ refusal by the council or executive officer, as appropriate, to grant a variance, or to issue or transfer a franchise or license shall be effective immediately. The franchisee, licensee or applicant may request a hearing on such refusal within ~~sixty (60)~~30 days of notice of such refusal.

(c) Upon a finding of serious danger to the public health or safety, the executive officer may suspend a franchise or license or the council or executive officer, as appropriate, may refuse to renew a franchise or license and such action shall be effective immediately. If a franchise or license renewal is refused effective immediately, the franchisee or licensee shall have ~~ninety (90)~~30 days from the date of such action to request a contested case hearing.

Section 7. Metro Code Section 5.01.150 is amended to read:

5.01.150 User Fees

(a) Notwithstanding Section 5.01.040(a)(2) of this chapter, the council will set user fees annually, and more frequently if necessary, which fees shall apply to processing facilities, transfer stations, resource recovery facilities or disposal sites which are owned, operated, or franchised by the district or which are liable for payment of user fees pursuant to a special agreement with the district. User fees shall not apply to wastes received at franchised or licensed facilities that accomplish materials recovery and recycling as a primary operation. User fees shall not apply to wastes received at franchised facilities that treat petroleum contaminated soil to applicable DEQ standards, or to licensed yard debris processing facilities or yard debris reload facilities. Notwithstanding any other provision of this Code, user fees shall apply to petroleum contaminated soils disposed of by landfilling.

(b) User fees shall be in addition to any other fee, tax or charge imposed upon a processing facility, transfer station, resource recovery facility or disposal site.

(c) User fees shall be separately stated upon records of the processing facility, transfer station, resource recovery facility or disposal site.



(d) User fees and finance charges on user fees shall be paid as specified in Metro Code section 5.02.055.

(e) There is no liability for user fees on charge accounts that are worthless and charged off as uncollectible provided that an affidavit is filed with the district stating the name and amount of each uncollectible charge account and documenting good faith efforts that have been made to collect the accounts. User fees may not be deemed uncollectible unless the underlying account is also uncollectible. If the fees have previously been paid, a deduction may be taken from the next payment due to the district for the amount found worthless and charged off. If any such account is thereafter collected, in whole or in part, the amount so collected shall be included in the first return filed after such collection, and the fees shall be paid with the return.

(f) All user fees shall be paid in the form of a remittance payable to the district. All user fees received by the district shall be deposited in the solid waste operating fund and used only for the administration, implementation, operation and enforcement of the Solid Waste Management Plan.

Section 8. Metro Code Section 5.01.180 is amended to read:

5.01.180 Enforcement of Franchise or License Provisions: Appeal

(a) The executive officer may, at any time, make an investigation to determine if there is sufficient reason and cause to suspend, modify or revoke, a franchise or license as provided in this section. If, in the opinion of the executive officer, there is sufficient evidence to suspend, modify, or to revoke a franchise or license, the executive officer shall notify the franchisee or licensee in writing of the alleged violation, and the steps necessary to be taken to

cure the violation. Upon a finding that violation exists and that the franchisee ~~or licensee~~ is unable to or refuses to cure the violation within a reasonable time after receiving written notice thereof, the executive officer may ~~{make a recommendation to the Council}~~ ~~provide notice to the franchisee or licensee~~ that the franchise ~~{be}~~ ~~or license~~ is suspended, modified or revoked.

(b) ~~{The Council may direct the Executive Officer to give the franchisee notice that the franchise is, or on a specified date shall be, suspended, modified or revoked.}~~ The notice authorized by this subsection shall be based upon the ~~{Council's}~~ ~~executive officer's~~ finding that the franchisee ~~or licensee~~ has:

- (1) Violated ~~the franchise or license agreement,~~ this chapter, the Code, ~~{ORS Chapter 459}~~ ~~state law, local ordinance~~ or the rules promulgated thereunder or any other applicable law or regulation; or
- (2) Misrepresented material facts or information in the franchise ~~or license~~ application, annual operating report, or other information required to be submitted to the District;
- (3) Refused to provide adequate service at ~~{the}~~ ~~a~~ franchised site, facility or station, after written notification and reasonable opportunity to do so;
- (4) Misrepresented the gross receipts from the operation of the franchised site, facility or station;
- (5) Failed to pay when due the fees required to be paid under this chapter; or
- (6) Been found to be in violation of a city or county solid waste management ordinance if such ordinances require licensees or franchisees to comply

with the Metro ~~{Disposal Franchise ordinance}~~ **solid waste facility regulation code.**

(c) Except as provided in subsection (d) of this section, the ~~{Council's}~~ **executive officer's** revocation, modification or suspension of a franchise shall not become effective until the franchisee has been afforded an opportunity to request a contested case hearing and an opportunity for a contested case hearing if one is requested.

(d) Upon a finding of serious danger to the public health or safety as a result of the actions or inactions of a franchisee ~~or licensee~~ under this chapter, the executive officer may in accordance with Code Chapter 2.05 immediately suspend the franchise ~~or license~~ and may take whatever steps may be necessary to abate the danger. In addition, ~~in the case of a franchise,~~ the executive officer may authorize another franchisee or another person to provide service or to use and operate the site, station, facilities and equipment of ~~{the}~~ **an** affected franchisee for reasonable compensation in order to provide service or abate the danger for so long as the danger continues. If a franchise is immediately suspended, the franchisee shall have 90 days from the date of such action to request a contested case hearing in accordance with Code chapter 2.05.

(e) Upon revocation or refusal to renew the franchise ~~or license~~:

(1) All rights of the franchisee ~~or licensee~~ in the franchise ~~or license~~ shall immediately be divested. If ~~{the}~~ **a** franchise is awarded to a new franchisee, the District may require the owner or prior franchisee to sell to the new franchisee the owner's or prior franchisee's interest or a leasehold interest in the real property relating to the operation of the prior

franchisee. In such a case the new franchisee shall pay an amount equal to the fair market value of the ownership or leasehold interest in the real property as soon as that amount can be determined. In any event, the prior franchisee immediately upon revocation or expiration of the franchise shall vacate the property, and the new franchisee shall have the right to occupy and use the real property so as to allow continuity of service. In addition, at the option of the new franchisee, the prior franchisee shall, upon sale or lease of the real property, convey any or all personal property relating to the operation for the fair market value of such property.

- (2) If the prior franchisee whose franchise is revoked or refused renewal under this section is not the owner of the property, the owner may only be required under this section to transfer the same property interest that the owner disclosed in the consent form submitted pursuant to Section 5.01.060(b)(6) of this chapter.

Section 9. The following sections are added to Metro Code Chapter 5.01, following the subheading "Additional Provisions Relating to the Licensing of Yard Debris Processing Facilities and Yard Debris Reload Facilities":

5.01.230 Scope of Yard Debris Facility Regulations

- (a) Sections 5.01.230 through 5.01.380 relate to Metro licensing of yard debris processing and yard debris reload facilities. Nothing herein is intended to limit the power of a

federal, state, or local agency to enforce any provision of law relating to yard debris facilities that it is authorized or required to enforce or administer.

(b) The licensing requirements of this Chapter apply to all yard debris processing and yard debris reload facilities operating in the District, except those expressly exempted pursuant to Section 5.01.240.

(c) Yard debris reload facilities are exempt from sections 5.01.260(d); 5.01.260(g)(3); 5.01.270(e), (f) and (h); and 5.01.280(g), (i) and (j).

(d) Biological decomposition of organic material can be either a naturally occurring or artificially controlled process. Nothing in this Chapter is intended to establish standards or other regulatory requirements for inadvertent composting resulting from the storage of organic materials. An activity that produces material that will be sold or given away based on biological decomposition that has occurred to the material shall not be considered inadvertent composting.

(e) Nothing in these standards shall be construed as relieving any owner, operator, or designee from the obligation of obtaining all required permits, licenses, or other clearances and complying with all orders, laws, regulations, reports or other requirements of other regulatory agencies, including but not limited to, local health departments, regional water quality control boards, local land use authorities, and fire authorities.

#### 5.01.240 Exemptions from Yard Debris Licensing Requirements

(a) The following operations do not constitute yard debris processing facilities and are not required to meet these licensing requirements:

- (1) Residences, parks, community gardens and homeowner associations.

- (2) Universities, schools, hospitals, golf courses, industrial parks, and other similar facilities, if the landscape waste or yard debris was generated from the facility's own activities, the product remains on the facility grounds, and the product is not offered for off-site sale or use.
- (3) Operations or facilities that chip or grind wood wastes (e.g. untreated lumber, wood pallets), unless such chipped materials are composted at the site following chipping or grinding.
- (4) Solid waste transfer stations and Metro franchised material recovery facilities, except to the extent that these licensing requirements are referenced in the franchise.

(b) A local government that owns or operates a yard debris facility may enter into an intergovernmental agreement with Metro under which the local government will administer and enforce yard debris standards at the facility in lieu of compliance with this chapter.

(c) Nothing in this Section precludes Metro from inspecting an excluded operation to verify that the operation is being conducted in a manner that qualifies as an excluded activity or from taking any appropriate enforcement action.

#### 5.01.250 Authorized and Prohibited Solid Wastes at Licensed Yard Debris Facilities

(a) A licensed yard debris facility is authorized to accept loads of yard debris for processing at the facility. The facility may also accept other source separated material if doing so is consistent with other federal, state and local regulations.

(b) A licensed yard debris facility shall not accept hazardous waste. Any hazardous waste inadvertently received shall be handled, stored, and removed pursuant to state and federal regulations.

(c) A licensed yard debris facility is prohibited from accepting mixed solid waste, but may accept loads of mixed yard debris, landscape waste, and wood wastes (e.g. untreated lumber, wood pallets).

#### 5.01.260 General Yard Debris Facility Design Requirements & Design Plans

(a) Yard debris processing facilities shall be designed and constructed to comply with the facility design plan and the operational requirements set forth in Section 5.01.270 - General Operating Requirements, and Section 5.01.280 - Processing Operations Plan.

(b) The facility design plan shall include the following drawings and diagrams:

- (1) A site plan showing dimensions and details of the proposed receiving, processing, production, curing and storage areas.
- (2) A landscape plan showing the location, size and type of plantings, fences, berms, and existing trees to remain and/or to be removed.
- (3) Drawings of the site that indicate location of initial and permanent roads; buildings and equipment to be installed; sewer and water lines; and storm water system. The drawings shall show final grade contours (required for only new or relocating facilities).

(c) The facility must be designed and constructed in a manner suitable for maintenance and processing operations, including visual inspection of piling areas and fire fighting operations.

(d) The facility design plan shall address management of storm water. The run-off from the facility resulting from precipitation shall be controlled. Methods must be consistent with storm water system standards of the controlling agency (local jurisdiction). For new or relocating facilities only, the facility must be designed and constructed so that precipitation run-on is diverted around the processing area.

(e) The facility design plan shall address:

- (1) Effective barriers to unauthorized entry and dumping (fencing, gates, locks);
- (2) All-weather access roads to the site;
- (3) Appropriate signs (at facility entrance, directing traffic flow, public information); and
- (4) Access to scales, if applicable.

(f) The facility shall have sufficient processing capacity to handle projected incoming volumes of yard debris.

(g) Facility design shall address specific capacity and storage issues, including:

- (1) Capacity for incoming wastes waiting to be processed;
- (2) Capacity for proper handling, storage, and removal of hazardous or other non-permitted wastes delivered to or generated by the facility; and
- (3) Capacity for finished product storage.

#### 5.01.270 General Operating Requirements For Yard Debris Facilities

(a) All activities shall be conducted in a manner that minimizes or prevents vectors, odor impacts, dust, and noise impacts.



- (b) Facility grounds shall be cleaned of litter at least weekly.
- (c) Random load checks of feedstocks for contaminants shall be conducted by the operator.
- (d) Storage and handling capacities shall not be exceeded.
- (e) Compost piles and windrows shall be spaced to facilitate mixing and aeration.
- (f) Windrow, compost pile, and/or active processing area dimensions shall not exceed the design specifications of the facility's equipment.
- (g) Incidental non-compostables shall be properly stored and removed from the facility on a regular basis to avoid nuisance conditions, or at a frequency approved in the license agreement.
- (h) Incidental wastes and feedstocks shall be stored separately from active, stabilizing, stabilized, curing, and cured feedstock areas.
- (i) Surrounding fencing, gates, and/or other natural or artificial barriers shall be maintained to discourage unauthorized human or animal access to the facility.
- (j) The operator shall provide fire prevention, protection, and control measures, including but not limited to, temperature monitoring of windrows, adequate water supply for fire suppression, and the isolation of potential heat sources and/or flammables from the composting pad/processing area.
- (k) The operator shall begin processing incoming feedstocks in a time frame that does not create potential for a nuisance, odor, fire, or vectors, or as specified in the license agreement.

(l) All drainage, leachate control, and diversion systems shall be managed and maintained in good working order.

(m) All facility road surfaces and traffic control signs shall be maintained.

(n) Vehicles containing landscape waste or yard debris feedstock/waste shall not be parked on public streets or roads except under emergency conditions. Adequate off-street parking facilities for transport vehicles shall be provided.

(o) Signs at all public entrances to the facility shall be posted, legible, and include the following information:

- (1) The name of the facility;
- (2) The name of the operator;
- (3) Facility hours of operation;
- (4) List or statement of materials that will and will not be accepted (if open to the public);
- (5) Schedule of charges, if any;
- (6) The phone number where the operator or designee can be reached in case of an emergency; and
- (7) Any other information as required by the license agreement and/or local government sign code.

#### 5.01.280 Yard Debris Processing Operations Plan

All activities at a licensed facility must be conducted in accordance with a processing operations plan containing the following information, as well as any additional information required by Metro:

(a) Designation of personnel, by title, responsible for operation, control and maintenance of the facility;

(b) A description of the anticipated quantity and variation throughout the year of waste to be received;

(c) Methods for measuring and keeping records of incoming waste;

(d) Methods for encouraging waste delivery in covered loads;

(e) Methods to control the types of waste received, and methods for removing, recovering and disposing of non-compostables;

(f) Designation of disposal sites for non-compostable wastes;

(g) Management procedures that will be used in processing, which must include:

(1) A general description of any treatment the wastes will receive prior to processing (e.g., chipping, shredding) and the maximum length of time required to process each day's receipt of waste into windrows or other piles;

(2) The specifications to which the windrows or other piles will be constructed (width, height, and length) and calculation of the capacity of the facility; and

(3) An estimate of the length of time necessary to complete the process.

(h) Methods to control noise, vectors, dust and litter.

(i) Methods for monitoring and adjusting temperature, oxygen level and moisture level of the material during processing.

(j) General plans for marketing the finished product.

### **5.01.290 Yard Debris Facility Odor Minimization Plans**

(a) The operator shall take specific measures to control odors so as not to cause or contribute to a violation of the license agreement. Specific measures an operator shall take to control odor include but are not limited to adherence to the contents of the odor minimization plan required below.

(b) The operator shall have an Odor Minimization Plan. The plan must include methods to minimize, manage and monitor all odors, including odors produced by grass clippings. The plan must include:

- (1) A management plan for malodorous loads;
- (2) Procedures for receiving and recording odor complaints, immediately investigating any odor complaints to determine the cause of odor emissions, and remedying promptly any odor problem at the facility;
- (3) Additional odor-minimizing measures, which may include the following:
  - (A) Avoidance of anaerobic conditions in the composting material;
  - (B) Use of mixing for favorable composting conditions;
  - (C) Formation of windrow or other piles into a size and shape favorable to minimizing odors; and
  - (D) Use of end-product compost as cover to act as a filter during early stages of composting.
- (4) Specification of a readily-available supply of bulking agents, additives or odor control agents;

- (5) Procedures for avoiding delay in processing and managing landscape waste and yard debris during all weather conditions;
- (6) Methods for taking into consideration the following factors prior to turning or moving composted material:
  - (A) Time of day;
  - (B) Wind direction;
  - (C) Percent moisture;
  - (D) Estimated odor potential; and
  - (E) Degree of maturity.

(c) Grass clippings must be processed in a timely manner to avoid nuisance conditions. Incoming leaves, brush or woody landscape waste may be stored in designated areas for use as a carbon source and bulking agent, rather than being processed into windrows or other piles.

(d) If odors at the facility become a significant source of nuisance complaints, processor shall work with a Metro appointed odor complaint panel. The odor complaint panel will investigate odor complaints to determine their validity and sources and will help the processor with solutions to the nuisance complaints. The odor complaint panel may consist of representatives from Metro, DEQ, the local government, the processing industry and citizen representatives.

#### 5.01.300 Yard Debris Facility Records

(a) Licensee shall effectively monitor facility operation and maintain accurate records of the following information:

- (1) Estimated amount of feedstock received and quantity of product produced at the facility. Records shall be reported to Metro no later than thirty (30) days following the end of each quarter. The report shall be signed and certified as accurate by an authorized representative of licensee.
- (2) Records of any special occurrences encountered during operation and methods used to resolve problems arising from these events, including details of all incidents that required implementing emergency procedures.
- (3) Records of any public nuisance complaints (e.g. noise, dust, vibrations, litter) received by the operator, including:
  - (A) The nature of the complaint;
  - (B) The date the complaint was received;
  - (C) The name, address, and telephone number of the person or persons making the complaint; and
  - (D) Any actions taken by the operator in response to the complaint.
- (4) For every odor complaint received, the licensee shall record the date, time, and nature of any action taken in response to an odor complaint, and record such information within one business day after receiving the complaint. Records of such information shall be made available to Metro and local governments upon request.

(b) The licensee shall submit to Metro duplicate copies of regulatory information submitted to the DEQ and local jurisdictions pertaining to the facility, within 30 days at the same time of submittal to DEQ and/or a local jurisdiction.

#### 5.01.310 Yard Debris Facility Closure

(a) Unless otherwise authorized in a facility license, all yard debris, composting material, end-product, and other solid wastes must be removed from the facility within 180 days following the beginning of closure.

(b) The facility operator shall close the facility in a manner which eliminates the release of landscape waste, landscape waste leachate, and composting constituents to the groundwater or surface waters or to the atmosphere to the extent necessary to prevent threats to human health or the environment.

(c) Within 30 days of completion of closure, the operator shall file a report with Metro verifying that closure was completed in accordance with this Section.

#### 5.01.320 Yard Debris Facility Annual License Fees

Licensee shall pay an annual license fee. In order to keep costs at a minimum, and so as to not encourage deliveries outside the district, the fee shall be based on a minimum cost for service basis and shall not exceed \$300 per year. The fee shall be delivered to Metro within thirty (30) days of the effective date of this license and each year thereafter.

#### 5.01.330 Insurance for Yard Debris Facilities

(a) Licensee shall purchase and maintain the following types of insurance, covering licensee, its employees, and agents:

- (1) Broad form comprehensive general liability insurance covering personal injury, property damage, and personal injury with automatic coverage for premises, operations, and product liability. The policy must be endorsed with contractual liability coverage; and

(2) Automobile bodily injury and property damage liability insurance.

(b) Insurance coverage shall be a minimum of \$500,000 per occurrence, \$100,000 per person, and \$50,000 property damage. If coverage is written with an annual aggregate limit, the aggregate limit shall not be less than \$1,000,000.

(c) Metro, its elected officials, departments, employees, and agents shall be named as **ADDITIONAL INSUREDS**. Notice of any material change or policy cancellation shall be provided to Metro 30 days prior to the change or cancellation.

(d) A license shall specify that licensee, its contractors, if any, and all employers operating under the license are subject employers under the Oregon Workers' Compensation Law and shall comply with ORS 656.017, which requires them to provide Workers' Compensation coverage for all their subject workers. Licensee shall provide Metro with certification of Workers' Compensation insurance including employer's liability.

5.01.340 Indemnification

Licensee shall indemnify and hold METRO, its agents, employees, and elected officials harmless from any and all claims, demands, damages, actions, losses and expenses, including attorney's fees, arising out of or in any way connected with licensee's performance under the license, including patent infringement and any claims or disputes involving subcontractors. Licensee shall not assume liability for any negligent or intentionally wrongful act of Metro, its officers, agents or employees.

5.01.350 Compliance With Law

A license shall require the licensee to fully comply with all federal, state, regional and local laws, rules, regulations, ordinances, orders and permits pertaining in any manner to the license.



All conditions imposed on the operation of the facility by federal, state or local governments or agencies having jurisdiction over the facility shall be deemed part of the license. Such conditions and permits include those attached as exhibits to the license, as well as any existing at the time of issuance of the license and not attached, and permits or conditions issued or modified during the term of the license.

**5.01.360 Metro Access to Licensed Facilities**

Authorized representatives of Metro shall be permitted access to the premises of a licensed facility at all reasonable times for the purpose of making inspections and carrying out other necessary functions related to this license. Access to inspect is authorized during all business hours.

**5.01.370 Disposal Rates and Fees**

- (a) The rates charged at licensed facilities are exempt from Metro rate setting.
- (b) A licensee is exempted from collecting and remitting Metro fees on waste received at the facility. A licensee is fully responsible for paying all costs associated with disposal of residual material generated at the facility, including all Metro fees and taxes. A licensee shall obtain a nonsystem license prior to disposal of residuals at any facility not designated by Metro.
- (c) A licensee shall adhere to the following conditions with regard to disposal rates charged at the facility:
  - (1) A licensee may modify rates to be charged on a continuing basis as market demands may dictate. Rate schedules should be provided to Metro on a regular basis, and shall be provided to Metro on request.

- (2) Public rates charged at the facility shall be posted on a sign near where fees are collected. Rates and disposal classifications established by a licensee shall be reasonable and nondiscriminatory.

**5.01.380 General Conditions Relating to Yard Debris Facility Licensees**

(a) A licensee shall be responsible for ensuring that its contractors and agents operate in compliance with the terms and conditions of the license.

(b) The granting of a license shall not vest any right or privilege in the licensee to receive specific quantities of solid waste during the term of the license.

(c) The power and right to regulate, in the public interest, the exercise of the privileges granted by a license shall at all times be vested in Metro. Metro reserves the right to establish or amend rules, regulations or standards regarding matters within Metro's authority, and to enforce all such legal requirements against licensee.

(d) A license may not be transferred or assigned without the prior written approval of Metro, which will not be unreasonably withheld.

(e) To be effective, a waiver of any term or condition of a license must be in writing, signed by the Executive Officer. Waiver of a term or condition of a license shall not waive nor prejudice Metro's right otherwise to require performance of the same term or condition or any other term or condition.

(f) A license shall be construed, applied, and enforced in accordance with the laws of the State of Oregon.

(g) If any provision of a license is determined by a court of competent jurisdiction to be invalid, illegal, or unenforceable in any respect, the validity of the remaining provisions contained in the license shall not be affected.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 1995.

\_\_\_\_\_  
J. Ruth McFarland, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

kaj  
1242

**ATTACHMENT A**

**LICENSING STANDARDS  
FOR YARD DEBRIS PROCESSING AND YARD DEBRIS RELOAD FACILITIES**

October 9, 1995

## INTRODUCTION

The Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities is the result of an on-going collaborative effort between Metro, local government representatives, yard debris processors, and the DEQ. This regional discussion group was formed to explore options to help reduce nuisance impacts related to the operation of yard debris compost facilities in the region.

The regional discussion group voted on May 18, 1995, to forward a recommendation that the Metro SWAC consider the adoption and implementation of a program for licensing yard debris processing and reload facilities.

On September 21, 1995 the Metro SWAC unanimously endorsed the Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities, and voted to forward them to Metro Council for consideration.

The following is a list of the regional discussion group participants:

### Processors

Don Chappel, American Compost  
Charles Danner, Danner Nursery  
Dan Davis, River Cities One Stop Recycling  
Ralph Gilbert, East Co. Recycling  
Howard Grabhorn, Lakeside Reclamation  
Jeff Grimm, Grimm's Fuel  
Dan Holcomb, Oregon Soils Corp.  
Steve Jessop, Scott's Hyponex  
Jim Lackey, American Waste Recovery  
Dan McFarlane, McFarlane's Bark  
Chuck Minsinger, Minsinger's Floral Nursery  
Rod Oakes, Wilsonville Wood Waste  
Tim Perri, Best Buy In Town  
Randy Wubben, All-Wood Recycling  
Loretta and Duane Stroup, S&H Logging  
Greg White, Tualatin Valley Waste Recovery  
Lainy Zehr, Universal Wood Recycling

### Local Government

Lynda Kotta, Gresham  
Mark Schoening, Lake Oswego  
JoAnn Herrigal, Milwaukie  
Lee Barrett, Portland  
Randy Johnson, Portland  
Daryl Worthington, Troutdale  
William Harper, Tualatin  
Dennis Koellermeier, West Linn  
Ron Oberg, Clackamas Co.  
Ken Spiegel, Clackamas Co.  
Susan Ziolk, Clackamas Co.  
Kathy Kiwala, Washington Co.  
Lynne Storz, Washington Co.  
Andrea Friedrichsen, Clark Co.

### DEQ

Dave Kunz

### Haulers

Tom Miller, Miller's Sanitary  
Dave White, ORRA

### Industry

Barry Naone, Fred Meyer  
Steven Diddy, BFI

## TABLE OF CONTENTS

1. PURPOSE, AUTHORITY AND SCOPE .....	1
2. DEFINITIONS .....	2
3. LICENSING APPLICATION COMPLIANCE DATES .....	3
4. EXCLUDED OPERATIONS AND FACILITIES.....	3
5. AUTHORIZED AND PROHIBITED SOLID WASTES .....	4
6. GENERAL FACILITY DESIGN REQUIREMENTS & DESIGN PLAN.....	4
7. GENERAL OPERATING REQUIREMENTS.....	5
8. PROCESSING OPERATIONS PLAN.....	6
9. ODOR MINIMIZATION PLAN. ....	7
10. OPERATION AND FACILITY RECORDS.....	8
11. CLOSURE.....	9
12. TERM OF LICENSE AND ANNUAL LICENSE FEES.....	9
13. INSURANCE .....	9
14. INDEMNIFICATION .....	10
15. COMPLIANCE WITH LAW.....	10
16. ENFORCEMENT OF LICENSE PROVISIONS .....	10
17. APPEALS .....	11
18. DISPOSAL RATES AND FEES .....	11
19. GENERAL CONDITIONS.....	12

# **LICENSING STANDARDS FOR YARD DEBRIS PROCESSING AND YARD DEBRIS RELOAD FACILITIES**

## **1. Purpose, Authority and Scope**

### **1.1 Purpose**

- (a) The purpose of this Chapter is to establish performance standards for yard debris processing and yard debris reload facilities operating in the District through a regional licensing program. The program will include problem resolution through intergovernmental cooperation, technical assistance, and enforcement measures.
- (b) The Council finds that the District has limited land and resources for the disposal of solid waste. It is the responsibility of Metro to provide and protect such resources and to do so requires that Metro Franchise, License, or Permit disposal sites, transfer stations, processing facilities and resource recovery facilities.
- (c) To protect the health, safety, and welfare of the District's residents, the Council declares it to be the public policy of the District and purpose of this chapter to establish a licensing program for facilities that process and reload yard debris in the District in order to:
  - 1) Establish standards that can be implemented on a regional level to help ensure the stability of the regional yard debris recycling system.
  - 2) Assist local governments in managing the impacts of yard debris processing facilities through a licensing program that is responsive to the risks and benefits associated with these facilities.
  - 3) The licensing program is intended to increase the confidence that citizens and local governments have in these facilities by minimizing the potential for nuisance complaints and alleviating negative public perception of these facilities.

### **1.2 Authority and Scope**

- (a) This document will implement those provisions of the Code relating to licensing of yard debris processing and reload facilities. Nothing in this Chapter is intended to limit the power of any federal, state, or local agency to enforce any provision of the law that it is authorized or required to enforce or administer.
- (b) The provisions in this Chapter apply to all yard debris processing and reload facilities operating in the District, except those expressly exempted pursuant to Section 4 - Excluded Operations and Facilities.

(c) Yard debris reload facilities and operations are exempt from the following sections:

- Section 6c, 6e, and 6f(3);
- Section 7e, 7f, and 7h; and
- Section 8a (7, 8, 10, and 11).

(d) Biological decomposition of organic material can be either a naturally occurring or artificially controlled process. Nothing in this Chapter is intended to establish standards or other regulatory requirements for inadvertent composting resulting from the storage of organic materials. An activity that produces material that will be sold or given-away based on biological decomposition that has occurred to the material shall not be considered inadvertent composting.

(e) Nothing in these standards shall be construed as relieving any owner, operator, or designee from the obligation of obtaining all required permits, licenses, or other clearances and complying with all orders, laws, regulations, reports or other requirements of other regulatory agencies, including but not limited to, local health departments, regional water quality control boards, local land use authorities, and fire authorities.

## 2. Definitions

(a) "Code" means the Metro Code.

(b) "Compost" means the stabilized and sanitized product of composting, which has undergone an initial rapid stage of decomposition and is in the process of humification (curing), and should be suitable for plant growth.

(c) "Composting" means the biological treatment process by which microorganisms decompose the organic fraction of the waste, producing compost.

(d) "Hazardous waste" has the meaning provided in ORS 466.005;

(e) "Mixed solid waste" means solid waste containing a variety of waste material, some of which may or may not be considered recyclable.

(f) "Processing" means the controlled method or system of altering the form, condition or content of yard debris utilizing both mechanical and biological methods. Includes composting (aerobic and anaerobic methods), fermentation, and vermicomposting (of yard debris only).

(g) "Solid waste" means all putrescible and nonputrescible wastes, including without limitation, garbage, rubbish, refuse, ashes, waste paper and cardboard; discarded or abandoned vehicles or parts thereof; sewage sludge, septic tank and cesspool pumpings or other sludge; commercial, industrial, demolition and construction waste; discarded home and industrial appliances; asphalt, broken concrete and bricks; manure, vegetable or animal solid and semi-solid wastes, dead



animals, infectious waste as defined in ORS 459.387, petroleum-contaminated soils and other wastes; but the term does not include:

- 1) Hazardous wastes as defined in ORS 466.005;
  - 2) Radioactive wastes as defined in ORS 469.300;
  - 3) Materials used for fertilizer or for other productive purposes or which are salvageable as such or materials which are used on land in agricultural operations and the growing or harvesting of crops and the raising of fowls or animals; or
  - 4) Explosives
- (h) "Yard debris" means vegetative and woody material generated from residential property or from commercial landscaping activities. Includes landscape waste, grass clippings, leaves, hedge trimmings, stumps and other similar vegetative waste. Does not include construction and demolition debris, painted or treated wood.
- (i) "Yard debris reload facility" means an operation or facility that receives yard debris for temporary storage, awaiting transport to a processing facility.

### **3. Licensing Application Compliance Dates**

- (a) Operators of proposed facilities shall submit applications for licensing and shall comply with the licensing standards and requirements, by the effective date of the licensing standards in this chapter.
- (b) Operators of existing facilities shall submit an application for licensing, and demonstrate compliance with the applicable standards and requirements within eighteen (18) months after the effective date of the licensing standards in this chapter.
- (c) Applications for Yard Debris Licenses shall be as specified by the Executive Officer.

### **4. Excluded Operations and Facilities**

- (a) Residences, parks, community gardens and homeowner associations are excluded operations. In addition, universities, schools, hospitals, golf courses, industrial parks, and other similar facilities are excluded operations if the yard debris was generated from the facility's own activities, the product remains on the facility grounds, and the product is not offered for off-site sale or use.
- (b) Chipping and grinding of wood wastes (e.g. untreated lumber, wood pallets) are excluded operations, unless such chipped materials are composted at the site following chipping or grinding.
- (c) Solid waste transfer stations and Metro franchised material recovery facilities are excluded facilities, except to the extent that these licensing requirements are referenced in the franchise.

- (d) Nothing in this Section precludes Metro from inspecting an excluded operation to verify that the operation is being conducted in a manner that qualifies as an excluded activity or from taking any appropriate enforcement action.

## **5. Authorized and Prohibited Solid Wastes**

- (a) Licensee is authorized to accept loads of yard debris for processing at the facility. The licensee may also take in other source separated material if in compliance and consistent with other federal, state and local regulations.
- (b) Licensee shall not accept hazardous waste. Any hazardous waste inadvertently received shall be handled, stored, and removed pursuant to state and federal regulations.
- (c) Licensee is prohibited from accepting mixed solid waste, but may accept loads of mixed yard debris and wood wastes (e.g. untreated lumber, wood pallets).

## **6. General Facility Design Requirements & Design Plan**

- (a) The Facility Design Plan shall include the following drawings and diagrams:
  - 1) Site plan showing approximate dimensions of the proposed receiving, processing, production, curing and storage areas.
  - 2) Landscape plan showing the location, size and type of plantings, fences, berms, and existing trees to remain and/or to be removed (required for only new or relocating facilities).
  - 3) Drawings of the site that indicate location of initial and permanent roads; buildings and equipment to be installed; sewer and water lines; and storm water system. The drawings shall show final grade contours (required for only new or relocating facilities)
- (b). The facility must be designed and constructed in a manner suitable for maintenance and processing operations, including visual inspection of piling areas and fire fighting operations.
- (c). Facility design plan shall address management of storm water. Methods must be consistent with storm water system standards of the local jurisdiction.
  - 1) The facility must be designed and constructed so that precipitation run-on is diverted around the processing area. The run-off from the facility resulting from precipitation shall be controlled (required for only new or relocating facilities).
- (d). Facility design plan shall address:
  - 1) Effective barriers to unauthorized entry and dumping (fencing, gates, locks);
  - 2) All-weather access roads to the site;
  - 3) Appropriate signs (at facility entrance, directing traffic flow, public information);
  - 4) Access to scales, if applicable;

- (e) Facility shall have sufficient processing capacity to handle projected incoming volumes of yard debris.
- (f) Facility design shall address specific storage issues, including:
  - 1) Capacity for incoming wastes waiting to be processed;
  - 2) Capacity for proper handling, storage, and removal of hazardous or other non-permitted wastes delivered to or generated by the facility; and
  - 3) Capacity for finished product storage.

## **7. General Operating Requirements**

- (a). All activities shall be conducted in a manner that minimizes or prevents vectors, odor impacts, dust, and noise impacts.
- (b) Facility grounds shall be cleaned of litter at least weekly.
- (c) Random load checks of feedstocks for contaminants shall be conducted by the operator.
- (d) Storage and handling capacities shall not be exceeded.
- (e) Compost piles and windrows shall be spaced to facilitate mixing and aeration.
- (f) Windrow, compost pile, and/or active processing area dimensions shall not exceed the design specifications of the facility's equipment.
- (g) Incidental non-compostables shall be properly stored and removed from the facility on a regular basis to avoid nuisance conditions, or at a frequency approved in the license agreement.
- (h) Incidental wastes and feedstocks shall be stored separately from active, stabilizing, stabilized, curing, cured feedstock areas.
- (i) Surrounding fencing, gates, and/or other natural or artificial barriers shall be maintained to discourage unauthorized human or animal access to the facility.
- (j) The operator shall provide fire prevention, protection, and control measures, including but not limited to, temperature monitoring of windrows, adequate water supply for fire suppression, and the isolation of potential heat sources and/or flammables from the composting pad/processing area.
- (k) The operator shall begin processing incoming feedstocks in a time frame that does not create potential for a nuisance, odor, fire, or vectors, or as specified in the license agreement.

- (l) All drainage, leachate control, and diversion systems shall be managed and maintained in good working order.
- (m) All facility road surfaces and traffic control signs shall be maintained.
- (n) Vehicles containing yard debris feedstock/waste shall not be parked on public streets or roads except under emergency conditions. Adequate off-street parking facilities for transport vehicles shall be provided.
- (o) Legible signs at all public entrances to the facility shall be posted and include the following information:
  - 1) The name of the facility,
  - 2) The name of the operator,
  - 3) Facility hours of operation
  - 4) List or statement of materials that will and will not be accepted, if open to the public,
  - 5) Schedule of charges, if applicable
  - 6) The phone number where operator or designee can be reached in case of an emergency, and
  - 7) Any other information as required by the license agreement and/or local government sign code.

## **8. Processing Operations Plan**

- (a) All activities at a licensed facility must be conducted in accordance with the processing operations plan containing the following information, as well as any additional information required by Metro:
  - 1) Designation of personnel, by title, responsible for operation, control and maintenance of the facility;
  - 2) A description of the anticipated quantity and variation throughout the year of waste to be received;
  - 3) Methods for measuring and keeping records of incoming waste;
  - 4) Methods for encouraging waste delivery in covered loads;
  - 5) Methods to control the types of waste received, and methods for removing, recovering and disposing of non-compostables;
  - 6) Designation of disposal sites for non-compostable wastes;
  - 7) Management procedures that will be used in processing, which must include:
    - A) A general description of any treatment the wastes will receive prior to processing (e.g., chipping, shredding) and the maximum length of time required to process each day's receipt of waste into windrows or other piles;
    - B) The specifications to which the windrows or other piles will be constructed (width, height, and length) and calculation of the capacity of the facility;

- C) An estimate of the length of time necessary to complete the process.
- 8) Metro may request additional process management procedures. Proprietary information will be submitted on a confidential basis.
- 9) Methods to control noise, vectors, dust and litter.
- 10) Methods for monitoring and adjusting temperature, oxygen level and moisture level of the material during processing.
- 11) General plans for marketing the finished product.

## **9. Odor Minimization Plan.**

- (a) The operator shall take specific measures to control odors so as not to cause or contribute to a violation of the license agreement. Specific measures an operator should take to control odor include but are not limited to adherence to the contents of the odor minimization plan required below.
  - 1) The operator shall have an odor minimization plan . The plan must include methods to minimize, manage and monitor all odors, including odors produced by grass clippings. The plan must include:
    - (A) A management plan for malodorous loads;
    - (B) Procedures for receiving and recording odor complaints, immediately investigating any odor complaints to determine the cause of odor emissions, and remedying promptly any odor problem at the facility;
    - (C) Additional odor-minimizing measures, which may include the following:
      - i) Avoidance of anaerobic conditions in the composting material;
      - ii) Use of mixing for favorable composting conditions;
      - iii) Formation of windrow or other piles into a size and shape favorable to minimizing odors; and
      - iv) Use of end-product compost as cover to act as a filter during early stages of composting.
    - (D) Specification of a readily-available supply of bulking agents, additives or odor control agents;
    - (E) Procedures for avoiding delay in processing and managing yard debris during all weather conditions;
    - (F) Methods for taking into consideration the following factors prior to turning or moving composted material:
      - 1) Time of day;
      - 2) Wind direction;
      - 3) Percent moisture;

- 4) Estimated odor potential; and
- 5) Degree of maturity.

- (b) Grass clippings must be processed in a timely manner to avoid nuisance conditions. Incoming leaves, brush or woody landscape waste may be stored in designated areas for use as a carbon source and bulking agent, rather than being processed into windrows or other piles.
- (c) If odors become a significant source of nuisance complaints, processor shall work with a Metro appointed odor complaint panel. The odor complaint panel will investigate odor complaints to determine their validity and sources and will help the processor with solutions to the nuisance complaints. The odor complaint panel may consist of representatives from Metro, DEQ, the local government, citizen representatives and the processing industry.

## 10. Operation and Facility Records

- (a) Licensee shall effectively monitor facility operation and maintain accurate records of the following information:
  - (1) Estimated amount of feedstock received and quantity of product produced at the facility. Records shall be reported to Metro no later than thirty (30) days following the end of each quarter. The report shall be signed and certified as accurate by an authorized representative of licensee.
  - (2) Records of any special occurrences encountered during operation and methods used to resolve problems arising from these events, including details of all incidents that required implementing emergency procedures.
  - (3) Records of public nuisance complaints (e.g. noise, dust, vibrations, litter) received by the operator, including:
    - A) The nature of the complaint;
    - B) The date the complaint was received; the name, address, and telephone number of the person or persons making the complaint; and
    - C) any actions taken to respond to the complaint.
  - (4) For every odor complaint received, the licensee shall record the date, time, and nature of any action taken in response to an odor complaint, and record such information within one business day after receiving the complaint. Records of such information shall be made available to Metro and local governments upon request.
- (b) The licensee shall submit to Metro duplicate copies of regulatory information submitted to the DEQ and local jurisdictions pertaining to the facility, at the same time of submittal to DEQ and/or local jurisdiction.

## **11. Closure**

- (a) Unless otherwise authorized in a facility license, all yard debris, composting material, end-product, and other solid wastes must be removed from the facility within 180 days following the beginning of closure.
- (b) The facility operator shall close the facility in a manner which eliminates the release of yard debris leachate and composting constituents to the groundwater or surface waters or to the atmosphere to the extent necessary to prevent threats to human health or the environment.
- (c) Within 30 days of completion of closure, the operator shall file a report with Metro verifying that closure was completed in accordance with this Section.

## **12. Term of License and Annual License Fees**

- (a) The term of the license shall be established by the Executive Officer not to exceed five (5) years. If a license is issued for less than five (5) years, the reason(s) shall be set forth in the licensing agreement.
- (b) Licensee shall pay an annual license fee. In order to keep costs at a minimum, and so as to not encourage deliveries outside the district, the fee shall be based on a minimum cost for service basis and shall not exceed \$300 per year. The fee shall be delivered to Metro within thirty (30) days of the effective date of this License and each year thereafter.

## **13. Insurance**

- (a) Licensee shall purchase and maintain the following types of insurance, covering Licensee, its employees, and agents:
  - 1) Broad form comprehensive general liability insurance covering personal injury, property damage, and personal injury with automatic coverage for premises, operations, and product liability. The policy must be endorsed with contractual liability coverage; and
  - 2) Automobile bodily injury and property damage liability insurance.
- (b) Insurance coverage shall be a minimum of \$500,000 per occurrence, \$100,000 per person, and \$50,000 property damage. If coverage is written with an annual aggregate limit, the aggregate limit shall not be less than \$1,000,000.
- (c) Metro, its elected officials, departments, employees, and agents shall be named as ADDITIONAL INSUREDS. Notice of any material change or policy cancellation shall be provided to Metro prior to the change or cancellation.
- (d) A license shall specify that licensee, its contractors, if any, and all employers under this license are subject employers under the Oregon Workers' Compensation Law and shall comply with ORS 656.017, which requires them to provide Workers' Compensation coverage for all their subject

workers. Licensee shall provide Metro with certification of Workers' Compensation insurance including employer's liability.

#### **14. Indemnification**

Licensee shall indemnify and hold METRO, its agents, employees, and elected officials harmless from any and all claims, demands, damages, actions, losses and expenses, including attorney's fees, arising out of or in any way connected with licensee's performance under this license, including patent infringement and any claims or disputes involving subcontractors. Licensee shall not assume liability for any negligent or intentionally wrongful act of Metro, its officers, agents or employees.

#### **15. Compliance With Law**

Licensee shall fully comply with all federal, state, regional and local laws, rules, regulations, ordinances, orders and permits pertaining in any manner to this license. All conditions imposed on the operation of the facility by federal, state or local governments or agencies having jurisdiction over the facility are part of this license by reference as if specifically set forth herein. Such conditions and permits include those attached as exhibits to the license, as well as any existing at the time of issuance of this license and not attached, and permits or conditions issued or modified during the term of this license.

#### **16. Enforcement of License Provisions**

- (a) The Executive Officer may, at any time, make an investigation to determine if there is sufficient reason and cause to suspend, modify or revoke a license as provided in this section. If, in the opinion of the Executive Officer, there is sufficient evidence to suspend, modify, or to revoke a license, the Executive Officer shall notify the licensee in writing of the alleged violation, and the necessary steps to be taken to cure the violation. Upon a finding that violation exists and that the licensee is unable to or refuses to cure the violation within a reasonable time after receiving written notice thereof, the Executive Officer may provide notice to the licensee that the license is suspended, modified or revoked.
- (b) The notice authorized by this subsection shall be based upon the Executive Officer's finding that the licensee has:
  - 1) Violated the license agreement, this chapter, the Code, state law, local ordinance or the rules promulgated thereunder or any other applicable law or regulation; or
  - 2) The licensee has misrepresented material facts or information in the license application, annual operating report, or other information required to be submitted to Metro;
  - 3) Failed to pay when due the fees required to be paid under this chapter; or
  - 4) Been found to be in violation of a city or county solid waste management ordinance if such ordinances require licensees to comply with the Metro Code (solid waste facility regulation).



- (c) Except as provided in subsection (d) of this section, the Executive Officer's revocation, modification or suspension of a license shall not become effective until the licensee has been afforded an opportunity to request a contested case hearing and on opportunity for a contested case hearing if one is requested.
- (d) Upon finding of serious danger to the public health or safety as a result of the actions or inaction of a licensee under this chapter, the Executive Officer may in accordance with Code Chapter 2.05 immediately suspend the license and may take whatever steps may be necessary to abate the danger.
- (e) Upon revocation or refusal to renew the license all rights of the licensee in the license shall immediately be divested.

## 17. Appeals

- (a) Any applicant licensee is entitled to a contested case hearing pursuant to Metro Code Chapter 2.05 upon the Executive Officer's suspension, modification or revocation or refusal by the Council or Executive Officer, as appropriate, to issue, renew or transfer a license or grant a variance, as follows:
  - 1) Except as provided in subsection (3) of this section, the Executive Officer's refusal to renew a license by the Council or Executive Officer, as appropriate, shall not become effective until the licensee has been afforded an opportunity to request a contested case hearing and an opportunity for a contested case hearing if one is requested.
  - 2) The refusal by the Council or Executive Officer, as appropriate, to grant a variance, or to issue or transfer a license shall be effective immediately. The licensee or applicant may request a hearing on such refusal within thirty (30) days of notice of such refusal.
  - 3) Upon finding of serious danger to the public health or safety, the Executive Officer may suspend a license or the Council or Executive Officer, as appropriate, may refuse to renew a license and such action shall be effective immediately. If a license renewal is refused effective immediately, the licensee shall have thirty (30) days from the date of such action to request a contested case hearing.

## 18. Disposal Rates and Fees

- (a) In accordance with the variance granted by the Metro Council, the rates charged at this Facility shall be exempt from Metro rate setting.
- (b) Licensee is exempted from collecting and remitting Metro Fees on waste received at the Facility. Licensee is fully responsible for paying all costs associated with disposal of residual material generated at the Facility. Licensee shall obtain a non-system license prior to disposal of residuals at any facility not designated by Metro.

- (c) The Licensee shall adhere to the following conditions with regard to disposal rates charged at the Facility:
- 1) Licensee may modify rates to be charged on a continuing basis as market demands may dictate. Rate schedules should be provided to Metro on a regular basis, and shall be provided to Metro on request.
  - 2) Public rates charged at the facility shall be posted on a sign near where fees are collected. Rates and disposal classifications established by the licensee shall be reasonable and nondiscriminatory.

## 19. General Conditions

- (a) A licensee shall be responsible for ensuring that its contractors and agents operate in compliance with the terms and conditions of this license.
- (b) The granting of a license shall not vest any right or privilege in the licensee to receive specific quantities of solid waste during the term of the license.
- (c) The power and right to regulate, in the public interest, the exercise of the privileges granted by this license shall at all times be vested in Metro. Metro reserves the right to establish or amend rules, regulations or standards regarding matters within Metro's authority, and to enforce all such legal requirements against licensee.
- (d) This license may not be transferred or assigned without the prior written approval of Metro, which will not be unreasonably withheld.
- (e) To be effective, a waiver of any term or condition of a license must be in writing, signed by the Executive Officer. Waiver of a term or condition of a license shall not waive nor prejudice Metro's right otherwise to require performance of the same term or condition or any other term or condition.
- (f) The license shall be construed, applied, and enforced in accordance with the laws of the State of Oregon.
- (g) If any provision of the license shall be invalid, illegal, or unenforceable in any respect, the validity of the remaining provisions contained in this license shall not be affected.
- (h) Authorized representatives of Metro shall be permitted access to the premises of the facility at all reasonable times for the purpose of making inspections and carrying out other necessary functions related to this license. Access to inspect is authorized during all business hours.

S:\SHARE\METZ\YRDEBRIS\LICENSE\REVISION\COUNCIL\REV4\ISSU.DOC

## **ATTACHMENT B**

### **Summary of Key Issues Licensing Program for Yard Debris Processing and Yard Debris Reload Facilities**

#### **Background**

Recent attempts to site a yard debris composting facility in Clackamas County resulted in a land use decision that requires these facilities to completely enclose their operations. This requirement is considered unusually restrictive and would, in effect, prohibit a yard debris processing operation from siting or relocating in Clackamas County. This situation does not appear to be unique. Many facilities in the region are located in areas that are now becoming highly urbanized. As a result, these facilities are increasingly being noticed for their potential to create a public nuisance.

In order to begin developing solutions to this situation, a regional discussion group was convened to discuss yard debris processing facilities and their associated impacts. Major issues included:

- How to maintain programs, provide safeguards for the existing system and provide additional security for the future stability of the yard debris recycling system (note that the yard debris recycling rate in the Metro region increased from 23% in 1987 to 70% (110,000 tons) in 1993).
- How the confidence of local governments and the public could be restored so that siting or relocating these facilities does not become prohibitively expensive.

It was recognized early on that without the assistance and support from the local yard debris composting industry, it would not be possible to implement effective solutions. From that point forward, all group discussions included industry and local government representatives (including the DEQ). Great emphasis was placed on solutions that would be effective as well as acceptable to the yard debris processing industry.

A model ordinance approach for local government adoption was developed and reviewed by local governments. It was concluded that this approach would not be effective for the existing eighteen facilities in the region. Therefore, the discussion group recommended that the facility operational standards be developed as a regional licensing program.

#### **Regional Discussion Group Endorsement**

The licensing program proposal was voted on and endorsed by a clear majority of the discussion group participants on two separate occasions. Endorsement of the licensing proposal by the regional discussion group was based on the following:

- The licensing program addresses problems on a regional level. It is fair to all processors in region and will be beneficial to the industry. It helps maintain programs and provides needed safeguards for the future security of the system.

- A local government model ordinance approach will not work for existing facilities. A voluntary program would not be effective on a regional scale, and would not help create a level playing field.
- The licensing program is a framework for problem identification and resolution. Surrounding land uses and growth in the region will lead to more public scrutiny and objections to these facilities. They may be forced out of operation, especially the smaller to medium sized operations.
- The program enforcement measures are viewed as important elements by both processors and local governments. The program will help legitimate processors while limiting the fly-by-night processors trying to make a fast profit and creating nuisance conditions that give the industry a bad reputation.

### Licensing Program Concerns

There are concerns about implementing a regional licensing program. These concerns are summarized below, and are followed by responses in italics.

1. The problem is zoning and facility issues should be addressed with local government land use planners. Further, a voluntary and/or model ordinance approach should be used rather than a region-wide licensing program.

*The regional discussion group made it clear that zoning is not the only issue that needs to be addressed. Operational issues, reporting requirements, and problem resolution and enforcement became an integral part of the equation.*

*The local government model ordinance approach was rejected by the group and determined to be ineffective for the 18 existing facilities in the region. This is also true for a voluntary program. The discussion group agreed that any program should foster a level playing field, and that it be implemented on a regional level.*

*Zoning ordinances typically can not include the kind of operational standards and reporting requirements that are now needed to ensure that these types of facilities do not become public nuisances. This is particularly true in light of the sustained growth that is projected for our region, as these facilities get "pushed out."*

*One element of the licensing program is to work with local governments to ensure that development codes and zoning ordinances adequately address these facilities. In addition, the group recommended that a special work group be set up to discuss the licensing program with land use planners and nuisance code enforcement personnel.*

2. The DEQ could implement a state-wide permit program for yard debris processors.

*The DEQ has made it clear that they do not intend to implement a state-wide permit program. However, the DEQ has indicated that they support the proposed regional licensing program.*

3. Product quality standards for compost are all that may be necessary.

*Metro has implemented a product quality standards program for yard debris compost (Earth-Wise Compost Designation). This program was set-up for marketing purposes and is voluntary (the program costs \$1,000 per year to participate). The product quality standards do not address facility operational issues, which are the source of concern. It may be possible to link the two programs in the future, but for now it has been recommended that they remain separate.*

4. Counties with land outside the Metro boundary will have no way of encouraging these facilities to participate in the licensing program. Facilities may relocate outside the Metro boundary to escape the licensing requirements.

*An important element of the licensing program is to work with the local government land use planners to encourage siting standards that set the conditions for approval on participation in the licensing program. In this way, facilities outside the Metro boundary will be able to participate in the program.*

*It is important to note two important considerations: 1) processors prefer to be located close to the source of their feedstock and markets; and 2) zoning outside the Metro boundary tends to be predominantly rural or agricultural in nature and is generally not favorable for siting these types of commercial operations, unless they are strictly in conjunction with agricultural uses.*

5. Local governments will not be able to amend their contracts with franchised haulers, requiring them to take yard debris from municipal curbside programs to approved (licensed) facilities.

*The City of Portland is currently doing this. For example, they provide a list of approved facilities to their haulers who may then select the most convenient facility for their use. It is primarily intended to ensure that, at a minimum, yard debris that the public source-separates for recycling through municipal programs is processed in a responsible manner.*

6. Will Metro have to hire additional staff to administer a licensing program? Will the processors be required to pay for these costs through the license fees?

*Implementation of a licensing program will not require Metro to hire additional staff. Existing staff will absorb the program responsibilities. However, it will be necessary to contract with a consultant to assist staff with special circumstances. The consultant contract for the initial licensing phase is estimated at \$7,000, and \$2,000 thereafter for special circumstance consultation (if needed).*

*The annual licensing fee paid by the processors (which is similar to a franchise fee) will help defray some of the costs of the licensing program. Annual licensing fees are set by the Metro Council. However, the regional discussion group recommends that the fees be no more than \$300 per year. High licensing fees could drive processors out of the region.*

7. How will local governments be involved in the licensing program?

*Local governments are typically the first to receive nuisance complaints. Therefore, Metro will coordinate the licensing program with local government land use planners, solid waste and recycling coordinators, and nuisance code administrators. Metro is committed to meet with local governments to develop a specific plan for responding to nuisance complaints and other licensing program issues.*

*A key objective of the licensing program is to minimize potential nuisance conditions and encourage the processor, local government, and Metro to work together to resolve issues through a facility and operational review process. Therefore, the licensing program will take a proactive, cooperative approach to ensure intergovernmental coordination. Information on facilities will be shared, and Metro will consult with the local jurisdiction before providing technical assistance or initiating enforcement action. Processors will be closely involved throughout the process.*

S:\SHARE\METZ\YRDEBRIS\LICENSE\REVISION\COUNCIL\KEY\ISSU2.SUM

### Attachment C - Licensing Program Regulatory Table

The following table summarizes the key regulatory concerns regarding the proposed yard debris processing and reload facility licensing program.

ISSUES	METRO	LOCAL GOVERNMENT	DEQ
<b>Siting</b>	Siting by private initiative. Metro sets up a regional workgroup to review zoning issues.	Local land use permit process. Ensure that zoning ordinances and development codes do not effectively prohibit these facilities.  Local governments to work with a regional workgroup to review and discuss zoning issues.	NA
<b>Licensing</b>	Metro license required for all facilities within Metro boundary. Voluntary outside boundary.  The program will include problem resolution through intergovernmental cooperation, technical assistance and enforcement measures (see next page for details).	Local jurisdiction participates in program. Nuisance/code violations are handled locally. Metro is notified and may be asked for assistance, if warranted.	NA
<b>Operational Standards</b>	Addressed through the license agreement.	Many operational concerns are not addressed through the land use permit process.	May provide technical assistance.
<b>License Fees</b>	Fees are set by Metro Council. Recommendations in the draft licensing standards are that fees should not exceed \$300 per year.	NA	NA
<b>Collection</b>	Metro will not direct yard debris to processing facilities.	Facility designation. Local governments provide franchised haulers with a list of approved, licensed facilities where they may take curbside yard debris for processing or reload.	NA

ISSUES	Inside Metro Boundary	Outside Metro Boundary	DEQ
<p><b>Problem Resolution and Enforcement</b></p>	<p><u>Intergovernmental Coordination</u> Metro, local governments, DEQ share information on facilities. If nuisance complaints warrant Metro action, local governments can request assistance from Metro. Metro may independently monitor facilities and take appropriate action in cooperation with the local jurisdiction. Processor will be closely involved throughout the process.</p> <p><u>Technical Assistance</u> Metro, local governments, DEQ and the processor work together to resolve issues through a facility and operational review.</p> <p><u>Enforcement</u> If issues can not be resolved, Metro can take enforcement action per Metro Code. Enforcement may include:</p> <ul style="list-style-type: none"> <li>• Request corrective action</li> <li>• Notice of intent to assess fines.</li> <li>• Contested case proceeding.</li> <li>• Findings of compliance/noncompliance.</li> <li>• Temporary restraining order (emergency action).</li> <li>• Injunction.</li> <li>• Suspend or revoke the license.</li> </ul>	<p><u>Conditional Use Permit</u> As a condition for land use approval, zoning and development ordinances could require new facilities to participate in the Metro licensing program. If facilities do not comply with the licensing agreement, the local government can find them in violation of their conditional use permit.</p> <p><u>Zoning</u> Typical land use zones outside Metro are Rural and Exclusive Farm Use zones (EFU). These zoning designations typically have restrictions on either feedstocks or product. These restrictions do not encourage the siting of municipal yard debris processing operations that sell a product to the public.</p> <ul style="list-style-type: none"> <li>• Rural zones - Facilities are subject to significant restrictions of the rural zone designation and other conditions of approval.</li> <li>• EFU zones - Facilities are not allowed in EFU zones, except when permitted by the local land use authority as a commercial activity in conjunction with a farm. Subject to statutory and Goal limits. Counties may define commercial activities more restrictively than state law.</li> </ul>	<p>Complaint driven process. Odor, air, and water quality issues. Enforcement includes a DEQ Compliance Order.</p> <p>DEQ has indicated support for the Metro licensing program and is willing to participate in a cooperative problem resolution process.</p>



**ATTACHMENT D**

**MAIL THIS APPLICATION TO:**

**DATE RECEIVED BY METRO**

Metro  
Regional Environmental Management  
600 N.E. Grand Avenue  
Portland, OR 97232-2736

\_\_\_\_\_

**LICENSE APPLICATION FORM  
YARD DEBRIS PROCESSING AND/OR YARD DEBRIS RELOAD FACILITY**

Check all that apply:

Yard Debris Composting \_\_\_\_\_  
Yard Debris Reload \_\_\_\_\_  
Other (specify) \_\_\_\_\_

Date of Application: \_\_\_\_\_

**PART 1**

1. NAME OF FACILITY \_\_\_\_\_  
FACILITY ADDRESS \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**2. PROSPECTIVE LICENSEE**

Public Agency \_\_\_\_\_ Private \_\_\_\_\_

Name of Licensee: \_\_\_\_\_

Mailing Address: \_\_\_\_\_

Phone Number: \_\_\_\_\_

**3. OWNER(S) OF PROPERTY**

Name \_\_\_\_\_

Mailing Address: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Phone Number: \_\_\_\_\_

**4. SUBCONTRACTOR(S)**

Name, address and function of prospective franchisee's facility operation subcontractors, if any:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**5. SITE LEGAL DESCRIPTION**

(Include tax lot(s) descriptions, Section, Township and Range):

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

SECTION \_\_\_\_\_ TOWNSHIP \_\_\_\_\_ RANGE \_\_\_\_\_

**6. ZONING**

Present Land Use Zone: \_\_\_\_\_

Restrictions: \_\_\_\_\_

\_\_\_\_\_

7. Is a conditional use permit necessary for the facility?

Yes \_\_\_\_\_ No \_\_\_\_\_

If required, has the permit been obtained?

Yes \_\_\_\_\_ No \_\_\_\_\_

8. PUBLIC HEARING(S)

Date(s) and nature of Public Hearing(s) held or to be held, if any:

---

---

---

9. PERMITS ISSUED OR APPLIED FOR

List name and number of all permits (i.e., DEQ Solid Waste Disposal Permit, Conditional Use Permit, National Pollution Discharge Elimination System Permit, Etc.), plus name, address and contact person at the agency responsible for issuing the permit(s).

Permit(s) Applied for:

---

---

---

---

---

Permit(s) Received:

---

---

---

---

---

**10. ESTIMATED QUANTITY OF YARD DEBRIS TO BE ACCEPTED**

Annually: \_\_\_\_\_ Cubic Yards      Daily: \_\_\_\_\_ Cubic Yards  
 Annually: \_\_\_\_\_ Tons (optional)      Daily: \_\_\_\_\_ Tons (optional)

**11. PUBLIC/COMMERCIAL OPERATIONS**

Will the facility be open to the public?      Yes \_\_\_\_\_      No \_\_\_\_\_

Will the facility be open to commercial solid waste collectors?      Yes \_\_\_\_\_      No \_\_\_\_\_

**12. OPERATING HOURS AND TRAFFIC VOLUME**

OPERATING HOURS	PUBLIC	COMMERCIAL
Hours Per Day		
Days Per Week		
Estimated Vehicles Per Day		

13. Does the owner/operator of this facility own, operate, maintain, have a proprietary interest in, or is the owner financially associated with or subcontracting the operation of the facility to any individual, partnership or corporation involved in the business of collecting residential, commercial, industrial or demolition refuse within the boundary of Metro?

Yes \_\_\_\_\_      No \_\_\_\_\_

14. Will the facility be open to any solid waste collection companies not wholly owned by the franchisee that collect refuse within the boundary of Metro?

Yes \_\_\_\_\_      No \_\_\_\_\_

15. Will the facility be open to solid waste collection companies who collect outside the boundary of Metro other than the franchisee?

Yes \_\_\_\_\_      No \_\_\_\_\_

**PART 2**

**GENERAL FACILITY DESIGN PLAN**

1. Describe how storm water is managed at the facility.

---

---

---

---

---

Is precipitation run-on diverted around the processing area?

Yes \_\_\_\_\_ No \_\_\_\_\_

Describe \_\_\_\_\_

---

---

Is run-off from the facility controlled?

Yes \_\_\_\_\_ No \_\_\_\_\_

Describe \_\_\_\_\_

---

---

2. Describe any barriers that the facility has (or will have) to prevent unauthorized entry and dumping (fencing, gates, locks).

---

---

---

3. Are there all weather access roads to the site?

Yes \_\_\_\_\_ No \_\_\_\_\_

4. Does (or will) the facility have scales?

Yes \_\_\_\_\_ No \_\_\_\_\_

5. Does the facility have signs (at entrance, directing traffic flow, public information) ?

Yes \_\_\_\_\_ No \_\_\_\_\_

Please describe the location(s) and type of sign(s):

---

---

---

---

6. What is the estimated capacity (cubic yards) of the facility storage area(s) for incoming yard debris waiting to be processed?

---

7. What is the estimated capacity (cubic yards) for finished product storage?

---

8. Please describe how you handle, store and remove hazardous or other non-permitted or non-compostable wastes delivered to the facility.

---

---

---

---

**PART 3**

**GENERAL OPERATING PLAN**

1. Describe your methods for measuring and keeping records of incoming yard debris.

---

---

---

---

2. How often are the facility grounds cleaned of litter?

---

---

3. Describe how you encourage delivery of yard debris in covered loads.

---

---

4. Describe how you control the types of materials you receive, and methods for removing, recovering and disposing of non-compostables.

---

---

---

---

---

---

---

5. Where do you dispose of non-compostable wastes?

---

---

---

6. Please give a general description of the steps you take to process yard debris (from delivery to end-product).

---

---

---

---

---

---

---

---

7. What is the maximum length of time required to process each day's receipt of yard debris?

---

---

8. How long does it typically take to process yard debris at your facility (from receipt to finished product)?

---

---

9. If applicable, what are the dimensions of the windrows or piles that are typically constructed at your facility (length, width, height)?

---

---

10. Describe how you control:

Noise:

---

---

---

---



Vectors (insects, birds, rodents):

---

---

---

---

Dust:

---

---

---

---

Litter:

---

---

---

---

11. Describe the fire prevention, protection and control measures used at the facility.

---

---

---

---

12. Does (or will) the facility have legible sign(s) at public entrances that includes:

Name of facility?	Yes _____	No _____
Name of the operator?	Yes _____	No _____
Hours of operation?	Yes _____	No _____
List of materials that will and will not be accepted?	Yes _____	No _____
Schedule of charges?	Yes _____	No _____
Phone number in case of emergency?	Yes _____	No _____

13. Describe your methods for monitoring and adjusting the following (during processing):

Temperature:

---

---

---

---

Oxygen levels

---

---

---

---

Moisture levels:

---

---

---

---

14. In general, what are your plans (existing or proposed) for marketing the finished product?

---

---

---

---

---

---

---

---

---

---

**PART 4**

**ODOR MINIMIZATION PLAN**

1. Generally describe how you handle loads of bad smelling yard debris and grass clippings.

---

---

---

---

---

---

---

---

---

---

2. Describe your procedures for receiving, recording and remedying odor complaints or odor problems at the facility.

---

---

---

---

---

---

---

---

---

---

3. Describe your methods for minimizing and controlling odors at the facility.

---

---

---

---

---

---

---

---

---

---

4. Do you have and use a readily available supply of bulking agents, additives or odor control agents?

---

---

5. Describe your procedures for avoiding delay in processing yard debris during all weather conditions.

---

---

---

---

---

6. Prior to turning or moving composted material, describe how you consider the following factors:

Time of day:

---

---

Wind direction:

---

---

Percent moisture:

---

---

Estimated odor potential:

---

---

Degree of maturity:

---

---

## **LIST OF ATTACHMENTS**

- 1. ATTACHMENT A - SITE PLAN**
- 2. ATTACHMENT B - INSURANCE**
- 3. ATTACHMENT C - OTHER REQUIRED PERMITS**

## **1. ATTACHMENT A -SITE PLAN**

The application must contain maps, drawings or diagrams showing the location of the facility at a scale no smaller than one inch equals 100 feet. The following information must be provided:

- a) The boundaries of the facility;
- b) The boundaries of the composting area;
- c) The property boundaries, if different,
- d) The location of all buildings on the property and other pertinent information with respect to the operation of the facility (e.g. water supply, fencing, access roads, paved areas, etc.);
- e) The location and approximate dimensions of receiving, processing, curing, and storage areas for yard debris, end-product, and waste residuals; and
- f) The drainage patterns of the composting facility and surrounding areas. For example, the direction of both on-site and off-site drainage, as well as the location of any ditches, swales, berms, or other structures that exist or will be constructed to control runoff and leachate generated by the facility's operation.

*(The following additional information is required for all new and proposed yard debris processing and yard debris reload facilities:)*

- g) Landscape plan showing the location, size and type of plantings, fences, berms, and existing trees to remain and/or to be removed.
- h) Drawings of the site that indicate location of initial and permanent roads; buildings and equipment to be installed; sewer and water lines; and storm water system. The drawings shall show final grade contours (required for only new or relocating facilities).

## **2. ATTACHMENT "B" - INSURANCE**

The application must contain a letter demonstrating that the applicant can obtain public liability insurance, including automotive coverage, in the amounts of not less than Five Hundred Thousand Dollars (\$500,000) for any number of claims arising out of a single accident or occurrence, Fifty Thousand Dollars (\$50,000) to any claimant for any number of claims for damage to or destruction of property, and One Hundred Thousand Dollars (\$100,000) to any claimant for all other claims arising out of a single accident or occurrence or such other amounts as may be required by State Law for public contracts.

## **3. ATTACHMENT "C" - OTHER REQUIRED PERMITS**

The application must contain one copy each of any required federal, state, county, city or other permits or licenses and one copy each of all correspondence pertaining to all such permits or licenses.

**LICENSE APPLICANT**

I hereby certify that the information contained in this application is true and correct to the best of my knowledge. I agree to notify Metro within 10 days of any change in the information submitted as a part of this application. I am enclosing the required Three Hundred Dollar (\$300.00) non-refundable license application fee. (Make checks payable to Metro.)

Signature and title of person completing this application:

SIGNATURE \_\_\_\_\_ TITLE \_\_\_\_\_

DATE \_\_\_\_\_ PHONE \_\_\_\_\_

metzlyardebris\license\app.form\license.app

Executive Session



Michelle Parente

11/30

Greg Niles

Oliver  
Nicho

PARENTE  
(OREGONIAN)

Cross

7 Councilors

D Cooper

Commene

6:12 pm

Adjourn

6:19 pm