

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: December 7, 1995
DAY: Thursday
TIME: 2:00 p.m.
PLACE: Council Chamber

***** NOTE: REVISED AGENDA *** Items 5.2 and 8.1 have been added**

<u>Approx. Time *</u>		<u>Presenter</u>
2:00 PM	CALL TO ORDER AND ROLL CALL	
(5 min.)	1. INTRODUCTIONS	
(5 min.)	2. CITIZEN COMMUNICATIONS	
(5 min.)	3. EXECUTIVE OFFICER COMMUNICATIONS	
	4. CONSENT AGENDA	
2:15 PM (5 min.)	4.1 Consideration of Minutes for the November 30, 1995 Metro Council Meeting.	
	5. INFORMATIONAL ITEMS	
2:20 PM (20 min.)	5.1 Informational Briefing related to the new parking structure management contract and related revenue projections.	Morissette
2:40 PM (15 min.)	5.2 Informational briefing related to the Goal 5 amendment process	Shaw
	6. ORDINANCES - FIRST READINGS	
2:55 PM (5 min.)	6.1 Ordinance No. 95-626 , Amending the FY 1995-96 Budget and Appropriations Schedule by Transferring \$90,000 From the Spectator Facilities Fund Contingency to the Performing Arts Center Personal Services to Add Four New Positions to Meet Unforeseen Increased Work Loads; and Declaring an Emergency.	McFarland

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

Approx.
Time *

Presenter

7. ORDINANCES - SECOND READINGS

3:00 PM (30 min.)	7.1 Ordinance No. 95-625 , Amending the Regional Urban Growth Goals and Objectives, and Adopting Metro 2040 Growth Concept and Metro 2040 Growth Concept Map.	McLain
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8. RESOLUTIONS

3:30 PM (90 min.)	8.1 Resolution No. 95-2244 , For the Purpose of Amending Urban Reserve Study Areas	McLain
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9. COUNCILOR COMMUNICATIONS

5:00 PM (10 Min.)

ADJOURN

NOTE :

Records & testimony for agenda items 7 & 8 related to RUGGs & 2040 are filed in a separate file w/ the entirety of the 2040 materials.

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

AGENDA ITEM4.1
Meeting Date: December 7, 1995

Consideration of Minutes for the November 30, 1995 Metro Council Meeting.

(were not available)

AGENDA ITEM 5.1
Meeting Date: December 7, 1995

**Informational Briefing related to the new parking structure management contract
and related revenue projections.**

AGENDA ITEM6.1
Meeting Date: December 7, 1995

Ordinance No. 95-626, Amending the FY 1995-96 Budget and Appropriations Schedule by Transferring \$90,000 From the Spectator Facilities Fund Contingency to the Performing Arts Center Personal Services to Add Four New Positions to Meet Unforeseen Increased Work Loads; and Declaring an Emergency.

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 95-626 AMENDING THE FY 1995-96 BUDGET AND APPROPRIATIONS SCHEDULE BY TRANSFERRING \$90,000 FROM THE SPECTATOR FACILITIES FUND CONTINGENCY TO THE PERFORMING ARTS CENTER PERSONAL SERVICES TO ADD FOUR NEW POSITIONS TO MEET UNFORESEEN INCREASED WORK LOADS; AND DECLARING AN EMERGENCY.

Date: November 15, 1995

Presented by: Heather Teed

FACTUAL BACKGROUND AND ANALYSIS

On November 8, 1995, the Metropolitan Exposition-Recreation Commission passed Resolution No. 95-50, approving an amendment to the FY 1995-96 adopted budget for submittal to the Metro Council for consideration. The amendment authorizes the reclassification of two existing positions, the addition of four new full time positions beginning January 1, 1996, and the transfer of \$90,000 from the Spectator Facilities Fund Contingency to personal services in the Performing Arts Center. A copy of MERC Resolution 95-50 is attached.

The PCPA has been functioning with a "bare-bones" staff for a number of years. During this time, the number of events, as well as the sophistication of those events has grown requiring more management time in the halls as events are taking place as well as increased service to the promoter. With the increase in the number of ticketed events, the PCPA has "out-grown" its current staffing service levels. In consideration of the unforeseen work load being experienced in FY 1995-96, and the projection for this work load to continue, MERC is requesting approval for early implementation of a staffing proposal included in the FY 1996-97 requested budget.

The staffing proposal includes the reclassification of two existing positions and the addition of four full time positions as follows:

- Reclassify the Technical Services Manager to Operations Manager
- Reclassify the Assistant Technical Services Manager to Assistant Operations Manager
- Add one full time Stage Manager
- Add one full time Operations System Assistant
- Add one full time Operations Engineer
- Add one full time Ticket Services Supervisor

All position requests are currently under review by the Personnel Division for appropriate classification title and level. Adjustments to the titles shown above may be made pending final Personnel recommendations. The Personnel Requests and justifications submitted with MERC Resolution 95-50 are attached.

The staffing reorganization is proposed to be implemented January 1, 1996. Although the four new positions are full time, they are shown as 0.50 FTE each to reflect the mid-year start

Ordinance No. 95-626

Staff Report

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date. The anticipated six month budget impact for the staffing proposal is estimated at \$90,000. This action requests the transfer of \$90,000 from the Spectator Facilities Fund Contingency to personal services in the Performing Arts Center to fund the proposal.

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11/30/95 4:37 PM

METROPOLITAN EXPOSITION-RECREATION COMMISSION

RESOLUTION NO. 95-50

Authorizing the approval of two position reclassifications, 4 position additions and an amendment to the FY 1995-96 Adopted Budget for the Portland Center for the Performing Arts (Spectator Facilities Fund).

The Metropolitan Exposition-Recreation Commission finds that it is necessary to do the following at the PCPA:

- Reclassify the Technical Services Mgr. to Operations Mgr.
- Reclassify the Asst. Tech. Services Mgr. to Asst. Ops. Mgr.
- Add 1.0 FTE Stage Manager
- Add 1.0 FTE Operations System Assistant
- Add 1.0 FTE Operations Engineer
- Add 1.0 FTE Ticket Services Supervisor

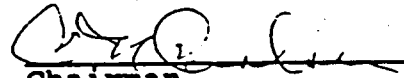
Further, the Metropolitan Exposition-Recreation Commission finds that the following budget amendment is necessary:


	<u>Adopted Budget</u>	<u>Amendment</u>	<u>Revised Budget</u>
Salaries-full time	\$573,811	\$ 51,000	\$624,811
Wages-full time	\$402,273	\$ 21,000	\$423,273
Fringe Benefits	\$708,237	\$ 18,000	\$726,237
Contingency	\$140,000	\$ 90,000	\$ 50,000

BE IT THEREFORE RESOLVED:

That the Metropolitan Exposition-Recreation Commission approves the above position reclassifications, additions and associated budget amendment and submits them to the Metro Council.

Passed by the Commission on November 8, 1995.


Chairman


Secretary-Treasurer

Approved as to Form:
Daniel B. Cooper, General Counsel

By: 
Mark B. Williams
Senior Assistant Counsel

Budget Personnel Request -- Operations Manager & Assistant
Operations Manager 10/16/95

Action Requested:

Reclassify existing Technical Services Manager and Assistant
Technical Services Manager.

Duties and Responsibilities:

As defined in existing job descriptions.

Justification:

The title of the Department is simplified by deleting Technical Services, which is understood in the theatre industry, but not to the many people who are greeted over the phone with a long, confusing name. The title becomes the Operations Department, comparable to that for OCC. The budget contains reclassifications for Jody Anderson and Shawn Rogers in recognition of the expanded scope of responsibility that shifted in 1993 to that unit with the reorganization after the transfer of the Coliseum. The Department formerly handled only stage-related matters (labor, purchasing, capital improvements thereon). The Coliseum staff managed engineers, maintenance, event set-up, custodial staff, payments for materials and services, and capital improvements to the buildings. When this significant addition in work responsibility transferred to PCPA, there was no recognition of change in responsibility, title and compensation for Jody and Shawn. With the addition of the Stage Manager position, plus recognition of current scope of responsibility, this change in classification establishes the appropriate gradations in the Department.

Budget Personnel Request -- Stage Manager 10/16/95

Action Requested:

Add a new Stage Manager position to the PCPA Operations Department.

Duties and Responsibilities:

(Jody to supply)

Justification:

Since FY 1992-93, PCPA Management has requested additional resources for operation and management of the complex stage facilities in the four theatres. Each year this need has been deferred, in order to keep operating costs as low as possible. However, the significant growth in events presented both by non-profit constituent organizations, and by commercial presenters, has raised the need to an urgent level. In addition to property management of 325,000 SF of sophisticated operating space in three buildings, the Operations Department must provide many services to facility users/promoters: cost estimates for facility and stage hand labor charges; developing labor calls for load-in, load-out and run of the production; managing utilization of stage and back-stage spaces by adjacent events; supervising use of house equipment including stage lighting, rigging, sound systems; supervising installation of show-provided systems and their integration with facilities of the house; monitoring stage labor performance and accounting; cost accounting and documentation for event settlements.

With the increase in major shows at both Civic Auditorium and Arlene Schnitzer Concert Hall, plus growth in season activity for non-profit organizations, it is no longer feasible to provide management and supervision of stages throughout the business day and night of performance, as required. The addition of this position will allow the department to deploy management resources to provide responsible coverage of stage resources in the four theatres, and night, and on week ends, as needed.

Budget Personnel Request -- Operations Systems Accountant 10/16/95

Action Requested:

Add a new Operations Systems Accountant position to the PCPA Operations Department.

Duties and Responsibilities:

(Jody to supply)

Justification:

Since FY 1992-93, PCPA Management has requested additional resources for administration of Operations Department payroll, materials and services purchasing, and staff scheduling. Each year this need has been deferred, in order to keep operating costs as low as possible. However, the significant growth in commercial shows, sometimes scheduling simultaneous full-week engagements at Civic and ASCH Theatres, and particularly "yellow card" mega-hits, has raised the need to an urgent level. The thin administrative resources of the Operations Department have been strained to the breaking point, necessitating full-time use of skilled personnel obtained through approved temporary labor agencies.

The week-long, 8-show engagements of commercial touring shows generate a huge volume of accounting and scheduling work -- to accommodate the events, to "turn-over" the theatre after each performance to make the facility ready for the next show (sometimes two per day), and to provide accounting and documentation for show settlement on Sunday night of each week. Close scheduling of events at Civic Auditorium creates complexities in crew calls for stagehand labor, necessitating careful consideration of provisions in labor contracts as they affect payroll and reimbursement by show promoters. Stage labor has been added to the Kronos timeclock system, in an effort to automate record keeping on hours of work; the scheduling features of this system will also be employed to plan and manage the work of facility employees (full and part-time), as well as part-time stagehand labor.

The requested new Operations Systems Accountant will be responsible for a major portion of the work load described above; it is proposed as a salaried position, with adjustable work schedule to be compatible with the activities of Civic Auditorium, and other PCPA facilities. The addition of this position will provide the staff resources required for accurate payment and reimbursement of more than \$1.5 million in labor and related costs of the Operations Department.

Budget Personnel Request -- Operating Engineer 10/16/95

Action Requested:

Increase the full-time staff of the Operations Department by the addition of one Operating Engineer; there are two existing positions of this title in the PCPA Department.

Duties and Responsibilities:

The job classification already exists, with description of defined responsibilities, authority, and qualifications. The request merely increases the number of persons in the job classification from two (2) to a total of three (3).

Justification:

Since FY 1992-93, analysis has shown that additional resources were needed to provide responsible operating engineer services in the three buildings and four theatres of the Performing Arts Centers. Each year this need has been deferred, in order to keep operating costs at the lowest possible level. However, the significant growth in events presented both by non-profit constituent organizations, and by commercial presenters, has raised the need to an urgent level. This position is responsible for operation and maintenance of the complex systems of each building: electrical, plumbing, HVAC, elevators, life safety, etc. Each of the buildings has its own personality and requirements, based on age and usage. A major failure in any of the major systems could lead to cancellation of one or more events.

Activity in the theatres begins early in the morning, and runs through the late hours with evening performances -- every day of the week. It is essential that a full-time operating engineer be on duty at critical hours, and supplemented by part-time staff for the remainder of the operating hours for each hall. With growth to three operating engineers, management will be able to deploy resources for one position to have principal responsibility for each of the buildings; this means that the heavily used Civic Auditorium will have its own operating engineer. With heavy use of each building, it is critical to perform preventive maintenance or emergency repairs in a timely and cost-effective manner, utilizing in-house or outside contract resources. Without the addition of this position, the Operations Department cannot provide the coverage of buildings and hours of events booked and scheduled in the buildings.

Action Requested:

Increase the full time staff of the PCPA Ticket Services Department by the addition of one Ticket Center Supervisor; there are four existing positions of this title in the PCPA Department.

Duties and Responsibilities:

The job classification already exists, with defined description of responsibilities, authority, and qualifications. The request merely increases the number of persons in the job classification from four (4) positions to a total of five (5).

Justification:

For several years, through to the end of 1993, the Ticket Services Department included a telephone ticket sales and information section, in addition to three ticket sales box offices (the central box office is integrated with the administrative offices of the Ticket Services Department). In conjunction with approval of the PCPA Business Plan in early 1994 and emergency cost reduction actions, the telephone sales room was closed, and 10 part-time staff laid off. In addition, the hours for operation of the Civic Auditorium box office were reduced to only those days when an event was occurring in that hall, reducing the use of part-time ticket sales and supervisory personnel. The Arlene Schnitzer Concert Hall box office continued to operate only when an event was occurring there. This scaled back operation has saved money, and has reduced ticket services to the event promoters, constituent users and the public.

In 1994, efforts to increase commercial business at Civic Auditorium showed results, with MERC approval of two multi-year agreements for Broadway touring shows with 8 performances per week (maximum potential 24,000 tickets/week x 10 weeks = 240,000 tickets). In addition, "Miss Saigon" was booked for 5 weeks (24,000 tickets x 5 weeks = 120,000 tickets), and "Angels in America" was booked for 2 weeks (maximum capacity 22,200/week x 2 = 44,400 tickets). These bookings, plus growth in performances by non-profit constituent performing arts organizations, have put significant strain on a reduced staff which is responsible for a number of transactions in addition to direct ticket sales: preparing or approving ticket manifests for each event in each of the four theatres; daily accounting and settlements on the shows; arrangements for significantly more demand in special seating (sign interpreted performances, wheelchair locations, other special needs); solving particular audience problems (duplicates, wrong date, wrong performance, etc); and service to promoters of the shows. The commercial events necessitate operation of Civic Auditorium Ticket Office on day of performance -- requiring more personnel time.

The high volume of transactions flowing through Ticket Services is expected to continue for the foreseeable future. Even with maximum utilization of part-time Ticket Supervisor resources, it is not feasible to perform the work required to service the increased business activity. Therefore, it is necessary that one additional full-time Ticket Supervisor position be added to the department.

BEFORE THE METRO COUNCIL

AN ORDINANCE AMENDING THE FY 1995-96)	ORDINANCE NO. 95-626
BUDGET AND APPROPRIATIONS)	
SCHEDULE BY TRANSFERRING \$90,000)	
FROM THE SPECTATOR FACILITIES FUND)	Introduced by
CONTINGENCY TO THE PERFORMING ARTS)	J. Ruth McFarland,
CENTER PERSONAL SERVICES TO ADD)	Presiding Officer
FOUR NEW POSITIONS TO MEET)	
UNFORESEEN INCREASED WORK LOADS;)	
AND DECLARING AN EMERGENCY)	

WHEREAS, The Metro Council has reviewed and considered the need to transfer appropriations with the FY 1995-96 Budget; and

WHEREAS, The need for a transfer of appropriation has been justified; and

WHEREAS, Adequate funds exist for other identified needs; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS;

1. That the FY 1995-96 Budget and Schedule of Appropriations are hereby amended as shown in the column titled "Revision" of Exhibits A and B to this Ordinance for the purposes transferring \$90,000 from the Spectator Facilities Fund Contingency to the Performing Arts Center personal services and adding four new full time positions beginning January 1, 1996.

2. This Ordinance being necessary for the immediate preservation of the public health, safety or welfare of the Metro area in order to meet obligations and comply with Oregon Budget Law, an emergency is declared to exist, and this Ordinance takes effect upon passage.

**Exhibit A
Ordinance No. 95-626**

FISCAL YEAR 1995-96		CURRENT BUDGET		REVISION		PROPOSED BUDGET	
ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Spectator Facilities Operating Fund							
Civic Stadium Operations							
TOTAL CIVIC STADIUM EXPENDITURES		17.41	2,134,196	0.00	0	17.41	2,134,196
Performing Arts Center Operations							
<u>Personal Services</u>							
511121	SALARIES-REGULAR EMPLOYEES (full time)						
	PCPA Director	1.00	68,575		0	1.00	68,575
	Sales Representative	1.00	40,369		0	1.00	40,369
	Event Services Manager	1.00	44,299		0	1.00	44,299
	Asst Operations Mgr (formerly Asst Technical Services Mgr)	1.00	42,127		2,500	1.00	44,627
	Building Maintenance Supervisor	1.00	34,592		0	1.00	34,592
	Ticket Service Manager	1.00	42,432		0	1.00	42,432
	Ticket Service Supervisor II	4.00	134,157	0.50	14,000	4.50	148,157
	Volunteer Coordinator	1.00	33,724		0	1.00	33,724
	Development Project Manager	0.32	19,008		0	0.32	19,008
	Admissions Scheduling Coordinator	0.45	14,840		0	0.45	14,840
	Operations Manager (formerly Technical Services Mgr)	1.00	51,639		2,500	1.00	54,139
	Stage Manager		0	0.50	18,000	0.50	18,000
	Operations System Assistant		0	0.50	14,000	0.50	14,000
	Senior House Manager	1.00	38,458		0	1.00	38,458
	Construction/Capital Projects Manager	0.10	6,006		0	0.10	6,006
	Security Services Supervisor	0.06	1,925		0	0.06	1,925
	Assistant Security Services Supervisor	0.06	1,660		0	0.06	1,660
511221	WAGES-REGULAR EMPLOYEES (full time)						
	Utility Lead	3.00	90,378		0	3.00	90,378
	Receptionist	1.00	26,384		0	1.00	26,384
	Administrative Secretary	1.00	29,142		0	1.00	29,142
	Secretary	2.00	54,114		0	2.00	54,114
	Facility Security Agent	2.00	53,093		0	2.00	53,093
	Operating Engineer	2.00	81,014	0.50	21,000	2.50	102,014
	Bookkeeper	1.00	27,035		0	1.00	27,035
	Event Services Clerk	0.45	9,756		0	0.45	9,756
	Booking Coordinator	1.00	31,357		0	1.00	31,357
511225	WAGES-REGULAR EMPLOYEES (part time)						
	Security/Medical Workers	0.77	18,795		0	0.77	18,795
	Ticket Sellers/Supervisors	5.50	103,917		0	5.50	103,917
	House Mangers/Coat Check/Elevator Op	2.68	92,091		0	2.68	92,091
	Event Custodians	5.03	96,314		0	5.03	96,314
	Engineers	1.43	54,876		0	1.43	54,876
	Checkroom Attendants	2.26	41,532		0	2.26	41,532
511255	WAGES-REGULAR EMP REIMBURSED (part-time)						
	Stagehands	28.99	946,240		0	28.99	946,240
	Security/Medical	4.35	106,855		0	4.35	106,855
	Elevator Operators	1.56	24,755		0	1.56	24,755
	Admissions Supervisors	1.16	26,926		0	1.16	26,926
	Gate Attendants	4.33	78,016		0	4.33	78,016
	Ushers	24.97	349,086		0	24.97	349,086
511400	OVERTIME		35,500		0		35,500
512000	FRINGE		708,237		18,000		726,237
Total Personal Services		110.47	3,659,224	2.00	90,000	112.47	3,749,224
Total Materials & Services			1,311,123		0		1,311,123
Total Capital Outlay			150,000		0		150,000
TOTAL PERFORMING ARTS CENTER EXPENDITURES		110.47	5,120,347	2.00	90,000	112.47	5,210,347

Exhibit A
Ordinance No. 95-626

FISCAL YEAR 1995-96		CURRENT BUDGET		REVISION		PROPOSED BUDGET	
ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Spectator Facilities Operating Fund							
General Expenses							
Total Interfund Transfers			710,464		0		710,464
<u>Contingency and Unappropriated Balance</u>							
599999	Contingency		237,601		(90,000)		147,601
599990	Unappropriated Balance		1,692,013		0		1,692,013
Total Contingency and Unappropriated Balance			1,929,614		(90,000)		1,839,614
TOTAL SPECTATOR FACILITIES FUND EXPENDITURES		127.88	9,894,621	2.00	0	129.88	9,894,621

Exhibit B
Ordinance No. 95-626
FY 1995-96 SCHEDULE OF APPROPRIATIONS

	Current Appropriation	Revision	Proposed Appropriation
SPECTATOR FACILITIES OPERATING FUND			
Personal Services	4,346,395	90,000	4,436,395
Materials & Services	2,388,073	0	2,388,073
Capital Outlay	520,075	0	520,075
Interfund Transfers	710,464	0	710,464
Contingency	237,601	(90,000)	147,601
Unappropriated Balance	1,692,013	0	1,692,013
Total Fund Requirements	\$9,894,621	\$0	\$9,894,621

All Other Appropriations Remain As Previously Adopted

AGENDA ITEM 7.1
Meeting Date: December 7, 1995

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) ORDINANCE NO. 95-625-A
GROWTH GOALS AND OBJECTIVES,)
AND ADOPTING METRO 2040) Introduced by Councilor McLain
GROWTH CONCEPT AND METRO)
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, including 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), 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 Regional Urban Growth Goals and Objectives, including the Metro 2040 Growth Concept, attached to and incorporated in this Ordinance as Exhibit A, are hereby adopted as the text of Metro's regional goals and objectives required by ORS 268.380; and

2. The Metro 2040 Growth Concept Map, the geographic expression of the Metro 2040 Growth Concept, which includes for illustrative purposes only the urban reserve study areas identified in Resolution No. 95-2244, attached and incorporated herein as Exhibit B, pages 1 and 2, is hereby adopted as the map of Metro's regional goals and objectives required by ORS 268.380; and

3. The text and map of Metro's regional goals and objectives, known together as the Regional Urban Growth Goals and Objectives (RUGGO) shall be transmitted to the Land

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Conservation and Development Commission for acknowledgment of compliance with statewide goals consistent with ORS 197.015(1).

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
1251

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,

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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

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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.

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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 5.2.a Adopt the proposed functional plan; or
299

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

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

305 5.2.d Reject the proposed functional plan.
306
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

332 5.3.4.b Initiate proceedings to require a comprehensive plan change; or
333

334 5.3.4.c Find there is no inconsistency between the comprehensive plan(s)
335 and the functional plan.
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
370 **8.1.1 Identify and designate areas and activities of metropolitan concern;**

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

498
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.

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*¹:

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

¹ 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
622 • Adopt Regional Framework Plan elements for water supply and storage based on the
623 results of the RWSPS which provide for the development of new sources, efficient transfer
624 and storage of water, including water conservation strategies, which allows for the efficient
625 and economical use of water to meet future growth.

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

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
764 a diverse range of housing types available within cities and counties inside the UGB;

765
766 specific goals for low and moderate income and market rate housing to ensure that
767 sufficient and affordable housing is available to households of all income levels that live or
768 have a member working in each jurisdiction;

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

772
773 a balance of jobs and housing within the region and subregions.
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
783 • plan for local residential housing densities that support net residential housing density
784 assumptions underlying the regional UGB.
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
792 2. Diverse Housing Needs. the diverse housing needs of the present and projected
793 population of the region shall be correlated with the available and prospective housing
794 supply. Upon identification of unmet housing needs, a region wide strategy shall be

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
- 934 • identifies the role for local transportation system improvements and relationship
935 between local, regional and state transportation system improvements in regional
936 transportation plans;
 - 937
 - 938 • clarifies institutional roles, especially for plan implementation, in local, regional and
939 state transportation plans;
 - 940
 - 941 • includes plans and policies for the inter-regional movement of people and goods by
942 rail, ship, barge and air in regional transportation plans;
 - 943
 - 944 • identifies and addresses needs for freight movement through a coordinated program
945 of transportation system improvements and actions to affect the location of trip
946 generating activities;
 - 947
 - 948 • identifies and incorporates demand management strategies to ensure that the region
949 meets the objectives of the Transportation Planning Rule for transportation system
950 function and VMT reduction; and
 - 951
 - 952 • Includes strategies for improving connectivity and the environment for pedestrian
953 movements, particularly within centers, station communities and neighborhoods.

954
955 2. Structural barriers to mobility for transportation disadvantaged populations should be
956 assessed in the current and planned regional transportation system and addressed
957 through a comprehensive program of transportation and other actions.
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.iii.a 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

"Consider an Eastbank Alignment"

The overall acceptance of lightrail by various community groups indicates that a successful expansion is predictable. It is important that people interested in expanding lightrail have a strong voice. Effected neighborhoods are not only acting in defense. They are being proactive because they want the new infrastructure to be community-oriented rather than devisive. This is what the planning process is for; to determine beforehand how the effected communities will welcome, adapt to, or resent the presence of lightrail.

The planning process should be long and thorough. Eventual chosen routes should be determined agreeably not grudgingly. The ultimate goal being the best possible lightrail network, for the line being built as well as considerable future extensions and branches. With that in mind, it is expected that any protest of eventual route designations be given respect and attention. No protest should be given a "pat" answer such as "the higher-ups have determined that this is how it will be. Higher-ups would include the federal government and powerful business interests.

One site has been selected for sure. The South/North line will absolutely no question go downtown somewhere, somehow. I question this decision and suggest the new line would be more effecient and more cost effective not going downtown but running along the east bank of the Willamette. Consider. Riders can still get downtown on a simple transfer at Rose Quarter or via streetcar over a Hawthorne bridge & neighborhood line. The Willamette River streetcar line can be extended past Riverplace and join this line along 2nd avenue and meet East/West Max with appropriate stations. The cost savings by not going downtown could be used to build these and more. Maybe a streetcar line somewhere else downtown. Wouldn't that be nice? Profitable? Preferable? Other reasons to support the East Bank route are: 1. To address the excessive traffic congestion there. 2. The community desire to invest in park creation along that river bank. 3. The important consideration of a high-speed rail corridor and the investment and infrastructure potential there. All these reasons to consider an East Bank route. And there are reasons to object to a downtown route; 1. The costs associated with tearing down and rebuilding the transit mall or building a tunnel 2. The costs of building a new bridge over the Willamette. 3. The fact that this route doesn't expand service as much as an East Bank route.

I realize the route selection process requires much professional study and much input from citizens of the metropolitan area. Those who live adjacent to the rail corridor should receive extra attention. Many people who live and work in East Portland favor the idea of and East Bank alignment. We shouldn't dismiss the oportunity to better serve the public.

ART LEWELLAN

"Three Inefficient Destinations"

Address to Tri-Met meeting:

Opposition to the South/North route selections of Clackamas Town Ctr, Ross Island crossing & Downtown Portland is growing. Numerous community and transit advocate groups who believe that Light rail systems can be a very effective means of addressing the problems associated with automobile-oriented transit have justifiable concerns that are not being given proper consideration.

1. Clackamas Town Center may someday benefit from Lightrail, but it not ready now. There are no established plans tying in it's "admirable town center" concept. There is neighborhood opposition and disagreement.

2. The Ross Island vs. Caruther's crossing has alarmed overwhelming numbers of people who see that it is unfair to run the line through an unestablished upper-class project community ignoring thousands of times the number of people who would have improved transit access. Yet, the question is not settled.

3. Downtown Portland is loved and admired by local citizens & visitors. Those who wish to emulate the standards of quality & livability here use Portland as a model. The Transit Mall is a part of that model and should not be altered in the way which is being proposed.

There is a better way to expand the Lighrail system, accommodate downtown transit needs, attract new riders to new destinations & make superlatively productive investments at the same time. Everyone can be happy with the South/North Max expansion. Even people who are not able to not call it the North/South line. I suggest that it be renamed "The Eastbank Line" & seriously reconsider building up that corridor with interconnecting streetcar branchlines for downtown. Who knows? Could a more simple streetcar line could go down 5th & 6th in a loop? Transfer points for certain intersecting bus lines could eliminate or reduce the number of busses thereby. Good idea or what? I only ask that it be considered before decisions which will create a less efficient system be forced upon this city.

ART LEWELLAN

#3
"The Worst of the Three"

I am a supporter of light rail as a reasonable alternative to petroleum based transportation systems. In our world of limited natural resources (including crude oil), our overindulgent use of petroleum fuels and petrochemical by-products, has become the most destructive monstrosity the world has ever seen, second only to nuclear holocaust. We are killing the life of this planet through the poisonous effects of air & water pollution and habitat destruction that is directly related to industrial investments in internal combustion technology. We are all responsible for this tragic end of our natural world, and, we should all be responsible to assure that planetary lifeforms survive any destructive threat that humankind's shortsighted decisionmakers can create.

The protection of our environment is my primary motivation in advocating for lightrail. I saw its potential to protect the urban environment when Max and its visionary infrastructure happened just a few years ago. Max was revolutionary then. Today, Max is controversial because its potential to bring positive change is polluted by economic interests which control political forces that make decisions not based on the principle that these investments should benefit a wider range and greater number of citizens.

There are not many better examples of political justice being perverted than what is happening in the Caruther's St. vs. Ross Island bridge crossing decision. It should be a "no-brainer". A thousand times as many people will be able to access the Caruther's crossing sites including OMSI, future campus of PCC, existing employment centers nearby & neighborhoods of Ladd's addition and Brooklyn. The "to be developed" riverfront has existing track which could form the basis of a less expensive "spur" line, utilize the more neighborly vintage-style trolley cars, connect to a transfer station at Caruthers St. and go as far south as vision carries it. What is doubly shocking about this process is that the "upper-class riverfront development" will happen with or without the South/North and can be interpreted as an intolerable display of "class privilege".

This enormous investment all of us are making should be guided by specific principles including: 1. Benefit the most number of people. 2. Cost efficiency. 3. Expandability & intermodal potential. 4. Destination and pedestrian orientation. Etc. Etc. to realize the ultimate goal of urban revitalization, environmental protection, and the potential social benefits of living in a community that's not divided and spoiled under the weight of our automobile dominated landscape.

Art Jewell



**METRO PARKING GARAGE UPDATE
DECEMBER 1995**

Metro has recently entered into a three year contract with Albert B. Ashforth of Oregon (formerly Pacific Development Inc.) for parking management services for the adjacent Grand & Irving parking garage. An evaluation committee selected Ashforth from among three proposals which were submitted in response to Metro's RFP.

Projections prepared by Ashforth indicate gross revenues of \$350,000 in the first year of operation. This would be an increase of approximately \$135,000 or 63% over the actual performance of the garage during FY 94-95.

Ashforth bases these projections on numerous factors. Foremost, Ashforth has a significant and established presence in the Lloyd District. They own and/or operate the majority of parking lots in the district and are in a position to direct parkers to the Metro garage. This dominance within the district includes relationships with several large blocks of institutional parkers such as BPA and U.S. Fish and Wildlife Agency. Ashforth intends to relocate a certain number of parkers to the Metro garage shortly after commencing operations.

Parking rates will be increased in the parking structure. The daily rate, which also includes event parking, was increased from \$3 to \$4 effective November 15, 1995. This increase was in line with similar increases at nearby facilities such as the Convention Center and the new Rose Garden. A rate increase for monthly parking is expected to be implemented in the spring of 1996.

Another factor is Ashforth's proposal to develop a nearby office tower which would remove two surface lots. Construction of this project is expected to commence in April 1996. The removal of the two lots will significantly reduce the supply of nearby parking spaces, thereby increasing demand for spaces in the Metro garage. The potential for parking meters along District streets, the opening of the Rose Garden and the proposal for expansion of the Convention Center all lend credence to Ashforth's projections for a District wide increase in parking demand over the next several years.

The terms of the contract include a fee which is made up of a fixed and a variable component. The fixed portion covers the typical costs of supplies, sweeping, event labor, etc. The variable portion is incentive based and designed to encourage Ashforth to maximize gross revenues. Specifically, the variable portion is calculated as follows:

INCENTIVE FEE

\$0
10%
20%

GROSS REVENUES

until \$250,000
\$250,000 to \$375,000
above \$375,000

The variable portion is calculated on a contract year basis meaning that each year Ashforth must meet the \$250,000 threshold prior to receiving any variable fee. The threshold is set so that no variable fee would be due Ashforth until they exceed the garage's most recent past annual performance of \$215,000 on which a fee of approximately \$7,500 was paid.

Ashforth's projections are supported by their historical experience. They were the operators of the garage (as Pacific Development Inc.) from December 1991 to October 1993. During this time, they reported annual gross revenues of approximately \$370,000.



METRO

OGC # 7.12.J.80

December 4, 1995

William R. Blosser, Chair
Land Conservation and Development Commission
1175 Court Street N.E.
Salem, OR 97310-0590

Re: Goal 5 Amendment Process

Dear Chair Blosser:

Our staff has just received the detailed and thoughtful Report from your Goal 5 Subcommittee and the Department, recommending that LCDC amend Goal 5 and the Goal 5 Rule in early 1996. Metro has followed and attempted to assist the Subcommittee's work. We urge you to accept their recommendation to work for Goal 5 and Goal 5 Rule amendments in 1996.

As the Report indicates at page 7, HB 2709 requires a new determination of buildable land needs and land supply for urban growth boundaries. Metro is in the process of reviewing buildable lands, using its 2015 population and employment projections, for early implementation of the 2040 Growth Concept. To assess accurately regional buildable land needs, a clear Goal 5 process which includes some interim protection is critical to the Metro region. Therefore, fixing identified Goal 5 problems now is directly related to an effective Metro urban growth boundary and to the 2040 Growth Concept.

Some parties oppose changing the Goal 5 Rule because it will cause a new series of legal precedents and because changing Goal 5 is "too hard." Local governments in the Metro region, who have worked hard to implement Goal 5, have had extreme difficulty in achieving finality on Goal 5 compliance for voluntary improvements of Goal 5 work. A new series of legal precedents, based on a clarified Goal and Rule, would be welcome. As the Report explains, the issues in the revisions are complex and difficult. But we urge you to assist us, and the 24 cities and 3 counties of the Metro region, by continuing to step up completion of Goal 5 revisions in 1996.

Ruth McFarland
Presiding Officer, Metro Council

Mike Burton
Metro Executive Officer

cc: Richard Benner
Bob Rindy



**METRO**

Date: December 5, 1995

To: Metro Council
Mike Burton, Metro Executive Officer

From: *LSH*
Larry Shaw, Senior Assistant Counsel

Regarding: Goal 5 Status Report
Our file: 7.§12.J

Introduction

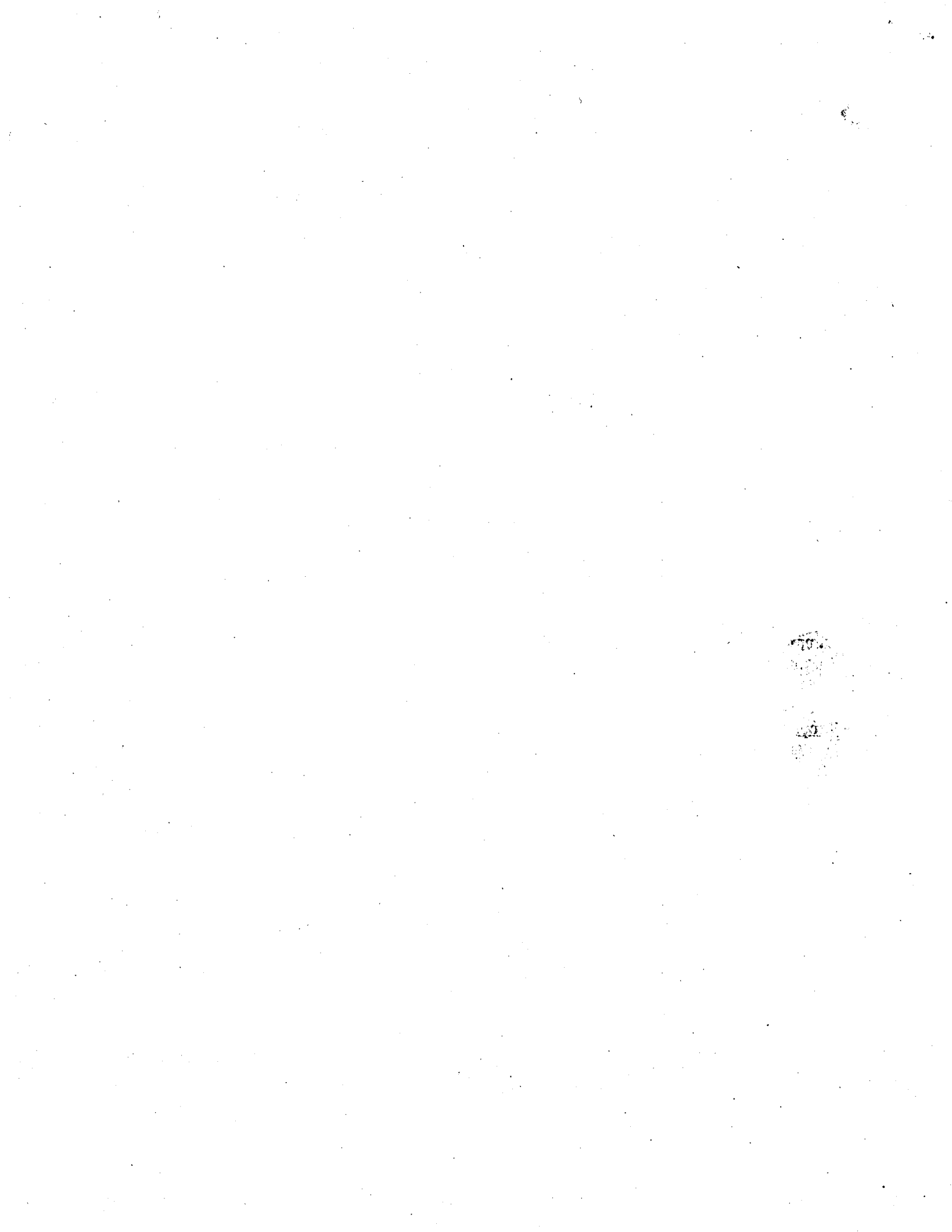
No Goal 5 public hearing will be held at the December 8 LCDC meeting, as targeted earlier. Instead, a 58-page Subcommittee report will be discussed. That report recommends significant change of both Goal 5, itself, and the Goal 5 Rule. Metro 2040 early implementation, as proposed by MPAC, needs change in the current statewide Goal 5. This memo summarizes Metro-related Goal 5 issues framed by LCDC's Subcommittee in the report. Metro will need to prepare a detailed, in-depth position and response to the proposed Goal 5 changes for February 1996 hearings.

Proposed Schedule

The report anticipates a December 20 Proposed Rule with formal rule-making notice for full LCDC hearings at their January 25-26 and March 7-8, 1996, meetings. Ten Goal amendment hearings would be held around the state prior to final LCDC adoption in April or May 1996.

Status of Metro Proposals in Report

1. Early protection for stream corridors has been lumped in with "interim protection" authority recommended to be given to Metro, as well as local governments. See page 24. The report is general about how "interim protection" would work. But, "special applicability" rules seem to allow local governments to wait until periodic review.
2. Metro Open Spaces are included in the new "Category 1" of highest priority resources, that contains a combination of resources at page 26. This keeps our "open space" work required, while open space work is voluntary in the rest of the state.



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December 5, 1995
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3. A more ecosystem approach seems to be taken by combining riparian, fish and wildlife habitat and Metro open spaces into Category 1 for priority work and making wetlands required under Category 4.

4. The trails recommendation at page 51 keeps Oregon Parks and Recreation Department-approved state trails as the only ones recognized under Goal 5.

Applicability of Changes

The report recommends that most of the changed Goal 5 provisions be applicable at each local periodic review. If no exception is allowed for Metro to require comprehensive plan changes sooner than that, Metro's early implementation of 2040 Growth Concept in a 1996 functional plan might have to be a "recommendation," voluntary with each local government until they reach periodic review.

Inventory Process - 5 Categories

The 15 Goal 5 resources have been regrouped in the report to allow different approaches. The Category 1 resources and wetlands category follow the current Goal 5 process to determine "significance." But, for wetlands, DSL provides rules for the "significance" standard. Category 2, historic, open space (outside Metro), and scenic resources, would be voluntary. Category 3 includes mineral, aggregate and energy resources, to be inventoried on a case-by-case basis. Category 5 resources are to be automatically significant.

Safe Harbors

The proposed Rule will define courses of action that, if followed by the local government, will assure Goal 5 compliance. The numerical stream buffer from the earlier discussion draft seems to be one of these.

Buildable Lands Inventory

The Metro 2040 approach is to be used in the Goal 5 Rule. Lands identified as "significant" Goal 5 resources will generally not be buildable. However, only wetlands protected by zoning would be unbuildable. This will need clarification in the actual Rule language.

Interim Protection

The current Goal 5 prohibits regulations protecting natural resources until the entire Goal 5 process is complete. Some modification of this is recommended in the report. But, it seems to be limited to a short-term action to protected identified "significant" areas while a



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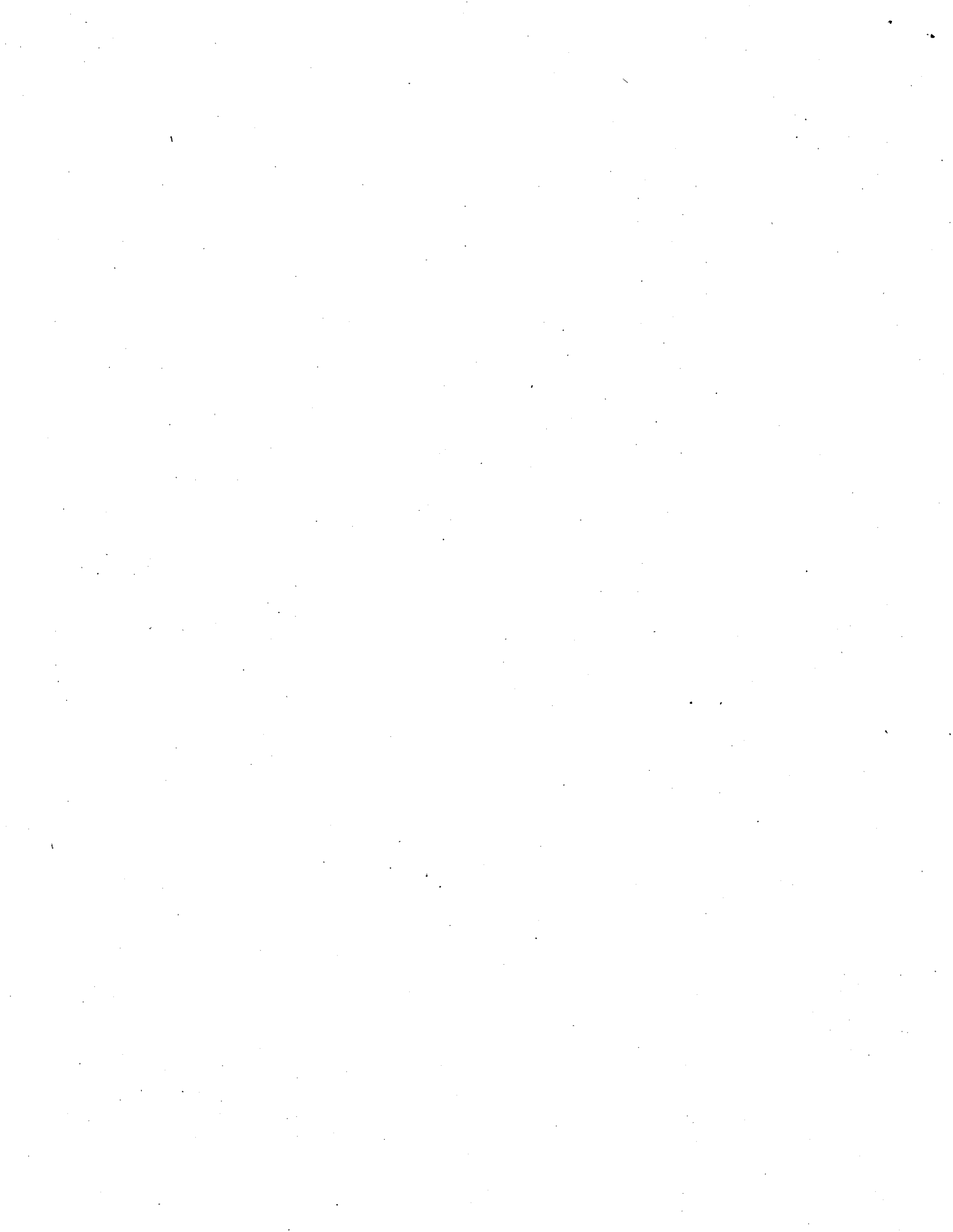
permanent protection ordinance is being prepared. No firm proposed language has yet been developed.

Conclusion

The new proposed draft of Goal 5 and the Goal 5 Rule is scheduled for December 20 release. This Subcommittee report discusses issues and seeks LCDC direction for that proposed Rule. Metro proposals are recognized, but "interim protection," in general, seems to be weaker than both the discussion draft and Metro's request on regional stream protection. Open spaces inside Metro remain a required Goal 5 resource, while open spaces in the rest of the state are voluntary. Metro will need to work with DLCD staff and develop a formal, detailed response to the December 20 draft for February hearings prior to Rule adoption.

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cc: Charlie Ciecko
John Fregonese



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING) RESOLUTION NO. 95-2244
URBAN RESERVE STUDY AREAS)
) Introduced by Councilor McLain
)

WHEREAS, Resolution No. 94-2040C established a 2040 Growth Concept proposal that included initial urban reserve study areas for further analysis; and

WHEREAS, Resolution No. 94-2040C anticipated that adoption of an amended Regional Urban Growth Goals and Objectives (RUGGO) ordinance including the 2040 Growth Concept text and map would be completed at the same time in 1995 that final urban reserves would be designated; and

WHEREAS, Analysis to date indicates a need to revise urban reserve study areas for continued study prior to designation of final urban reserves; and

WHEREAS, Maintaining these study areas on 2040 Growth Concept maps is helpful for illustrative purposes prior to designation of final urban reserves; now, therefore,

BE IT RESOLVED,

1. That the urban reserve study areas indicated in Exhibit "A" attached shall be the subject of Metro's continued study for possible designation as urban reserve areas consistent with the Land Conservation and Development Commission's Urban Reserve Rule.



2. That Metro's continued study of these areas does not preclude presentation of any better case or better data relating to designation of certain of these study areas or other areas as urban reserve areas prior to Metro's designation decision.

ADOPTED by the Metro Council this ____ day of _____ 1995.

J. Ruth McFarland, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

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