

URBAN GROWTH MANAGEMENT PLAN POLICY ADVISORY COMMITTEE

REVISED REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

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INTRODUCTION

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

- a) respond to the direction given to Metro by the legislature through ORS ch 268.380 to develop land use goals and objectives for the region which would replace those adopted by the Columbia Region Association of Governments;
- b) provide a policy framework for guiding Metro's regional planning program, principally its development of functional plans and management of the region's urban growth boundary; and
- c) provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

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

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

BACKGROUND STATEMENT

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

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

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

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

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

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

- overall, the number of vehicle miles travelled in the region has been increasing at a rate far in excess of the rate of population and employment growth;
- the greatest growth in traffic and movement is within suburban areas, rather than between suburban areas and the central downtown district;
- in the year 2010 Metro projects that 70% of all "trips" made daily in the region will occur within suburban areas;
- currently transit moves about 3% of the travellers in the region on an average

workday;

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

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

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

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

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

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

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

1 PLANNING FOR A VISION OF GROWTH IN THE PORTLAND METROPOLITAN AREA

2
3
4 As the metropolitan area changes, the importance of coordinated and balanced planning programs
5 to protect the environment and guide development becomes increasingly evident.
6

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

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

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

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

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

1 **GOAL I: REGIONAL PLANNING PROCESS**

2
3 Regional planning in the metropolitan area shall:

- 4
5 I.i identify and designate areas and activities of metropolitan significance through a
6 participatory process involving citizens, cities, counties, special districts, school
7 districts, and state and regional agencies;
8
9 I.ii occur in a cooperative manner in order to avoid creating duplicative processes,
10 standards, and/or governmental roles.
11

12 These goals and objectives shall only apply to acknowledged comprehensive plans of cities and
13 counties when implemented through functional plans or the acknowledged urban growth
14 boundary plan.
15

16
17 **OBJECTIVE 1. CITIZEN PARTICIPATION**

18
19 Metro shall develop and implement an ongoing program for citizen participation in all aspects
20 of the regional planning program. Such a program shall be coordinated with local programs for
21 supporting citizen involvement in planning processes, and shall not duplicate those programs.
22

23 1.1 - Regional Citizen Involvement Coordinating Committee - Metro shall establish a
24 Regional Citizen Involvement Coordinating Committee to assist with the development of
25 its citizen involvement program and to advise the Regional Policy Advisory Committee
26 regarding ways to best involve citizens in regional planning activities.
27

28 1.2 - Notification - Metro shall develop programs for public notification, especially for
29 (but not limited to) proposed legislative actions, that ensure a high level of awareness of
30 potential consequences as well as opportunities for involvement on the part of affected
31 citizens, both inside and outside of its district boundaries.
32

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

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

37
38 2.i assist with the development and review of Metro's regional planning activities
39 pertaining to land use and growth management, including review and
40 implementation of these goals and objectives, present and prospective functional
41 planning, and management and review of the region's urban growth boundary;
42

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

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

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

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

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

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

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

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

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

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

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

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

9 3.1.1 The acknowledged urban growth boundary line; and
10

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

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

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

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

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

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

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

OBJECTIVE 4. IMPLEMENTATION ROLES

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

4.1 - Metro Role - Metro shall:

4.1.1 identify and designate areas and activities of metropolitan significance;

4.1.2 provide staff and technical resources to support the activities of the Regional Policy Advisory Committee;

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

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

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

4.2 - Role of Cities -

4.2.1 adopt and amend comprehensive plans;

4.2.2 identify potential areas and activities of metropolitan significance;

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

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

4.3 - Role of Counties -

4.3.1 adopt and amend comprehensive plans;

4.3.2 identify potential areas and activities of metropolitan significance;

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

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

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

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

9 OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS

10
11 Functional plans are limited purpose plans, consistent with these goals and objectives, which
12 address designated areas and activities of metropolitan significance.
13

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

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

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

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

30 Upon the Metro Council adopting factual reasons for the development of a new functional
31 plan, the Regional Policy Advisory Committee shall oversee the preparation of the plan,
32 consistent with these goals and objectives and the reasons cited by the Metro Council.
33 After preparing the plan and seeking broad public and local government consensus, using
34 existing citizen involvement processes established by cities, counties, and Metro, the
35 Regional Policy Advisory Committee may propose the plan to the Metro Council for
36 adoption. The Metro Council may act to resolve conflicts or problems impeding the
37 development of a new functional plan should such conflicts or problems prevent the
38 Regional Policy Advisory Committee from completing its work in a timely or orderly
39 manner.
40

41 The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:
42

43 5.2.A) adopt the proposed functional plan; or
44

1 5.2.B) refer the proposed functional plan to the Regional Policy Advisory
2 Committee in order to consider amendments to the proposed plan prior to
3 adoption; or
4

5 5.2.C) amend and adopt the proposed functional plan; or
6

7 5.2.D) reject the proposed functional plan.
8

9 The proposed functional plan shall be adopted by ordinance, and shall include findings
10 of consistency with these goals and objectives.
11

12 5.3 - Functional Plan Implementation and Conflict Resolution -Adopted functional plans
13 shall be regionally coordinated policies, facilities, and/or approaches to addressing a
14 designated area or activity of metropolitan significance, to be considered by cities and
15 counties for incorporation in their comprehensive land use plans. If a city or county
16 determines that a functional plan recommendation cannot be incorporated into its
17 comprehensive plan, then Metro shall review any apparent inconsistencies by the
18 following process:
19

20 5.3.1 Metro and affected local governments shall notify each other of apparent
21 or potential comprehensive plan inconsistencies.
22

23 5.3.2 After Metro staff review, the Regional Policy Advisory Committee shall
24 consult the affected jurisdictions and attempt to resolve any apparent or potential
25 inconsistencies.
26

27 5.3.3 The Regional Policy Advisory Committee shall conduct a public hearing
28 and make a report to the Metro Council regarding instances and reasons why a
29 city or county has not adopted changes consistent with recommendations in a
30 regional functional plan.
31

32 5.3.4 The Metro Council shall review the Regional Policy Advisory Committee
33 report and hold a public hearing on any unresolved issues. The Council may
34 decide to:
35

36 5.3.4.a) amend the adopted regional functional plan; or
37

38 5.3.4.b) initiate proceedings to require a comprehensive plan change; or
39

40 5.3.4.c) find there is no inconsistency between the comprehensive plan(s)
41 and the functional plan.
42
43
44

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

4 The Regional Urban Growth Goals and Objectives shall be reviewed at regular intervals or at
5 other times determined jointly by the Regional Policy Advisory Committee and the Metro
6 Council. Any review and amendment process shall involve a broad cross-section of citizen and
7 jurisdictional interests, and shall be conducted by the Regional Policy Advisory Committee
8 consistent with Goal 1: Regional Planning Process. Proposals for amendments shall receive
9 broad public and local government review prior to final Metro Council action.
10

11 6.1 - Impact of Amendments - At the time of adoption of amendments to these goals and
12 objectives, the Metro Council shall determine whether amendments to adopted functional
13 plans or the acknowledged regional urban growth boundary are necessary. If
14 amendments to adopted functional plans are necessary, the Metro Council shall act on
15 amendments to applicable functional plans after referral of proposed amendments to the
16 Regional Policy Advisory Committee. All amendment proposals will include the date
17 and method through which they may become effective, should they be adopted.
18 Amendments to the acknowledged regional urban growth boundary will be considered
19 under acknowledged urban growth boundary amendment procedures incorporated in the
20 Metro Code.
21

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

28
29 GOAL II: URBAN FORM
30

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

33 II.i preserve environmental quality;
34

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

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

40 Urban form, therefore, describes an overall framework within which regional urban growth
41 management can occur. Clearly stating objectives for urban form, and pursuing them
42 comprehensively provides the focal strategy for rising to the challenges posed by the growth
43 trends present in the region today.
44

II.1: NATURAL ENVIRONMENT

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

OBJECTIVE 7. WATER RESOURCES

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

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

Planning Activities:

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

- Identify the future resource needs of the region for municipal and industrial water supply, irrigation, fisheries, recreation, wildlife, environmental standards and aesthetic amenities;

- Monitor water quality and quantity trends vis-a-vis beneficial use standards adopted by federal, state, regional, and local governments for specific water resources important to the region;

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

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

OBJECTIVE 8. AIR QUALITY

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

8.1 Strategies for planning and managing air quality in the regional airshed shall be included in the State Implementation Plan for the Portland-Vancouver air quality

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

2
3 8.2 New regional strategies shall be developed to comply with Federal Clean Air Act
4 requirements and provide capacity for future growth.

5
6 8.3 The region, working with the state, shall pursue the consolidation of the Oregon and
7 Clark County Air Quality Management Areas.

8
9 8.4 All functional plans, when taken in the aggregate, shall be consistent with the State
10 Implementation Plan (SIP) for air quality.

11
12 Planning Activities:

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

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

25
26 OBJECTIVE 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT

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

32
33 9.1 Quantifiable targets *for setting* aside certain amounts and types of open space shall
34 be identified.

35
36 9.2 Corridor Systems - The regional planning process shall be used to coordinate the
37 development of interconnected recreational and wildlife corridors within the metropolitan
38 region.

39
40 9.2.1 A region-wide system of trails should be developed to link public and
41 private open space resources within and between jurisdictions.

42
43 9.2.2 A region-wide system of linked significant wildlife habitats should be
44 developed.

1 9.2.3 A Willamette River Greenway Plan for the region should be implemented
2 by the turn of the century.

3
4 Planning Activities:

- 5
6 1) Inventory existing open space and open space opportunities to determine areas
7 within the region where open space deficiencies exist now, or will in the future,
8 given adopted land use plans and growth trends.
9
10 2) Assess current and future active recreational land needs. Target acreages should
11 be developed for neighborhood, community, and regional parks, as well as for
12 other types of open space in order to meet local needs while sharing responsibility
13 for meeting metropolitan open space demands.
14
15 3) Develop multijurisdictional tools for planning and financing the protection and
16 maintenance of open space resources. Particular attention will be paid to using
17 the land use planning and permitting process and to the possible development of
18 a land-banking program.
19
20 4) Conduct a detailed biological field inventory of the region to establish an accurate
21 baseline of native wildlife and plant populations. Target population goals for
22 native species will be established through a public process which will include an
23 analysis of amounts of habitat necessary to sustain native populations at target
24 levels.
25

26 **OBJECTIVE 10. PROTECTION OF AGRICULTURE AND FOREST RESOURCE LANDS**
27

28 Agricultural and forest resource land outside the urban growth boundary shall be protected from
29 urbanization, and accounted for in regional economic and development plans.
30

31 10.1 Rural Resource Lands - Rural resource lands outside the urban growth boundary
32 which have significant resource value should actively be protected from urbanization.
33

34 10.2 Urban Expansion - Expansion of the urban growth boundary shall occur in urban
35 reserves, established consistent with Objective 15.3.
36

37 Planning Activities:

38
39 A regional economic opportunities analysis shall include consideration of the agricultural
40 and forest products economy associated with lands adjacent to or near the urban area.
41
42
43
44

1 **II.2: BUILT ENVIRONMENT**
2

3 Development in the region should occur in a coordinated and balanced fashion as evidenced by:
4

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

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

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

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

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

17
18 II.2.vi the creation of a balanced transportation system, less dependent on the private
19 automobile, supported by both the use of emerging technology and the collocation of
20 jobs, housing, commercial activity, parks and open space.
21

22 **OBJECTIVE 11. HOUSING**
23

24 There shall be a diverse range of housing types available inside the UGB, for rent or purchase
25 at costs in balance with the range of household incomes in the region. Low and moderate
26 income housing needs should be addressed throughout the region. Housing densities should be
27 supportive of adopted public policy for the development of the regional transportation system
28 and designated mixed use urban centers.
29

30 **Planning Activities:**
31

32 The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the
33 preparation of local comprehensive plans in the urban region that:
34

- 35 • provide for the sharing of regional housing supply responsibilities by ensuring the
36 presence of single and multiple family zoning in every jurisdiction; and
37
38 • plan for local residential housing densities that support net residential housing
39 density assumptions underlying the regional urban growth boundary.
40

41 However, it is now time to develop a new regional housing policy that directly addresses
42 the requirements of Statewide Planning Goal 10, in particular:
43

- 44 1) Strategies should be developed to preserve the region's supply of special needs

1 and existing low and moderate income housing.

- 2
- 3 2) Diverse Housing Needs - the diverse housing needs of the present and projected
- 4 population of the region shall be correlated with the available and prospective
- 5 housing supply. Upon identification of unmet housing needs, a regionwide
- 6 strategy shall be developed which takes into account subregional opportunities and
- 7 constraints, and the relationship of market dynamics to the management of the
- 8 overall supply of housing. In addition, that strategy shall address the "fair-share"
- 9 distribution of housing responsibilities among the jurisdictions of the region,
- 10 including the provision of supporting social services.
- 11
- 12 3) Housing Affordability - A housing needs analysis shall be carried out to assess
- 13 the adequacy of the supply of housing for rent and/or sale at prices for low and
- 14 moderate income households. If, following that needs analysis, certain income
- 15 groups in the region are found to not have affordable housing available to them,
- 16 strategies shall be developed to focus land use policy and public and private
- 17 investment towards meeting that need.
- 18
- 19 4) The uses of public policy and investment to encourage the development of
- 20 housing in locations near employment that is affordable to employees in those
- 21 enterprises shall be evaluated and, where feasible, implemented.
- 22

23 OBJECTIVE 12. PUBLIC SERVICES AND FACILITIES

24

25 Public services and facilities including but not limited to public safety, water and sewerage

26 systems, parks, libraries, the solid waste management system, stormwater management facilities,

27 and transportation should be planned and developed to:

28

29 12.i) minimize cost;

30

31 12.ii) maximize service efficiencies and coordination;

32

33 12.iii) result in net improvements in environmental quality and the conservation

34 of natural resources;

35

36 12.iv) keep pace with growth while preventing any loss of existing service levels

37 and achieving planned service levels;

38

39 12.v) use energy efficiently; and

40

41 12.vi) shape and direct growth to meet local and regional objectives.

42

43 12.1 Planning Area - The long-term geographical planning area for the provision of

44 urban services shall be the area described by the adopted and acknowledged urban growth

1 boundary and the designated urban reserves.

2
3 12.2 Forecast Need - Public service and facility development shall be planned to
4 accommodate the rate of urban growth forecast in the adopted regional growth forecast,
5 including anticipated expansions into urban reserve areas.

6
7 12.3 Timing - The region should seek the provision of public facilities and services at
8 the time of new urban growth.

9
10 Planning Activities:

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

23
24 OBJECTIVE 13. TRANSPORTATION

25
26 A regional transportation system shall be developed which:

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

32
33 13.ii) provides adequate levels of mobility consistent with local comprehensive
34 plans and state and regional policies and plans;

35
36 13.iii) encourages energy efficiency;

37
38 13.iv) recognizes financial constraints; and

39
40 13.v) minimizes the environmental impacts of system development, operations,
41 and maintenance.

42
43 13.1 System Priorities - In developing new regional transportation system infrastructure,
44 the highest priority should be meeting the mobility needs of mixed use urban centers,

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

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

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

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

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

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

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

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

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

32 **Planning Activities:**
33

34
35 **1) Build on existing mechanisms for coordinating transportation planning in the**
36 **region by:**
37

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

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

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

- 2) Structural barriers to mobility for transportation disadvantaged populations should be assessed in the current and planned regional transportation system and addressed through a comprehensive program of transportation and non-transportation system based actions.
- 3) The needs for movement of goods via trucks, rail, and barge should be assessed and addressed through a coordinated program of transportation system improvements and actions to affect the location of trip generating activities.
- 4) Transportation-related guidelines and standards for designating mixed use urban centers shall be developed.

OBJECTIVE 14. ECONOMIC OPPORTUNITY

Public policy should encourage the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region. Expansions of the urban growth boundary for industrial or commercial purposes shall occur in locations consistent with these regional urban growth goals and objectives.

Planning Activities:

- 1) Regional and subregional economic opportunities analyses, as described in OAR 660 Division 9, should be conducted to:
 - assess the adequacy and, if necessary, propose modifications to the supply of vacant and redevelopable land inventories designated for a broad range of employment activities;
 - identify regional and subregional target industries. Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries. Enterprises identified for recruitment, retention, and expansion should be basic industries that broaden and diversify the region's economic base while providing jobs that pay at family wage levels or better; and
 - link job development efforts with an active and comprehensive program of training and education to improve the overall quality of the region's labor force. In particular, new strategies to provide labor training and education should focus on the needs of economically disadvantaged, minority, and elderly populations.

- 1 2) An assessment should be made of the potential for redevelopment and/or
2 intensification of use of existing commercial and industrial land resources in the
3 region.
4
5

6 **II.3: GROWTH MANAGEMENT**
7

8 The management of the urban land supply shall occur in a manner which encourages:
9

10 II.3.i the evolution of an efficient urban growth form which reduces sprawl;
11

12 II.3.ii a clear distinction between urban and rural lands; and
13

14 II.3.iii recognition of the inter-relationship between development of vacant land and
15 redemption objectives in all parts of the urban region.
16
17

18 **OBJECTIVE 15. URBAN/RURAL TRANSITION**
19

20 There should be a clear transition between urban and rural land that makes best use of natural
21 and built landscape features and which recognizes the likely long-term prospects for regional
22 urban growth.
23

24 15.1 Boundary Features - The Metro urban growth boundary should be located using
25 natural and built features, including roads, drainage divides, floodplains, powerlines,
26 major topographic features, and historic patterns of land use or settlement.
27

28 15.2 Sense of Place - Historic, cultural, topographic, and biological features of the
29 regional landscape which contribute significantly to this region's identity and "sense of
30 place", shall be identified. Management of the total urban land supply should occur in
31 a manner that supports the preservation of those features, when designated, as growth
32 occurs.
33

34 15.3 Urban Reserves - Thirty-year "urban reserves", adopted for purposes of
35 coordinating planning and delineating areas for future urban expansion, should be
36 identified consistent with these goals and objectives, and reviewed by Metro every 15
37 years.
38

39 15.3.1 Establishment of urban reserves will take into account:
40

41 15.3.1.a) The efficiency with which the proposed reserve can be provided
42 with urban services in the future;
43

44 15.3.1.b) The unique land needs of specific urban activities assessed from

1 a regional perspective;

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

8 Planning Activities: 9

- 10 1) Identification of urban reserves adjacent to the urban growth boundary shall be
11 accompanied by the development of a generalized future land use plan. The
12 planning effort will primarily be concerned with identifying and protecting future
13 open space resources and the development of short-term strategies needed to
14 preserve future urbanization potential. Ultimate providers of urban services
15 within those areas should be designated and charged with incorporating the
16 reserve area(s) in their public facility plans in conjunction with the next periodic
17 review. Changes in the location of the urban growth boundary should occur so
18 as to ensure that plans exist for key public facilities and services.
19
- 20 2) The prospect of creating transportation and other links between the urban
21 economy within the Metro Urban Growth Boundary and other urban areas in the
22 state should be investigated as a means for better utilizing Oregon's urban land
23 and human resources.
24
- 25 3) The use of greenbelts for creating a clear distinction between urban and rural
26 lands, and for creating linkages between communities, should be explored.
27
- 28 4) The region, working with the state and other urban communities in the northern
29 Willamette Valley, should evaluate the opportunities for accommodating
30 forecasted urban growth in urban areas outside of and not adjacent to the present
31 urban growth boundary.
32

33 OBJECTIVE 16. DEVELOPED URBAN LAND 34

35 Opportunities for and obstacles to the continued development and redevelopment of existing
36 urban land shall be identified and actively addressed. A combination of regulations and
37 incentives shall be employed to ensure that the prospect of living, working, and doing business
38 in those locations remains attractive to a wide range of households and employers.
39

40 16.1 Redevelopment & Infill - The potential for redevelopment and infill on existing
41 urban land will be included as an element when calculating the buildable land supply in
42 the region, where it can be demonstrated that the infill and redevelopment can be
43 reasonably expected to occur during the next 20 years. When Metro examines whether
44 additional urban land is needed within the urban growth boundary, it shall assess

1 redevelopment and infill potential in the region.
2

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

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

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

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

27 Planning Activities:

- 28
- 29 1) Metro's assessment of redevelopment and infill potential in the region shall
30 include but not be limited to:
31
 - 32 a) An inventory of parcels where the assessed value of improvements is
33 less than the assessed value of the land.
34
 - 35 b) An analysis of the difference between comprehensive plan development
36 densities and actual development densities for all parcels as a first step
37 towards determining the efficiency with which urban land is being used.
38 In this case, efficiency is a function of land development densities
39 incorporated in local comprehensive plans.
40
 - 41 c) An assessment of the impacts on the cost of housing of redevelopment
42 versus expansion of the urban growth boundary.
43
 - 44 d) An assessment of the impediments to redevelopment and infill posed

1 by existing urban land uses or conditions.

- 2
- 3 2) Financial incentives to encourage redevelopment and infill consistent with adopted
- 4 and acknowledged comprehensive plans should be pursued to make redevelopment
- 5 and infill attractive alternatives to raw land conversion for investors and buyers.
- 6
- 7 3) Cities and their neighborhoods should be recognized as the focal points for this
- 8 region's urban diversity. Actions should be identified to reinforce the role of
- 9 existing downtowns in maintaining the strength of urban communities.
- 10
- 11 4) Tools will be developed to address regional economic equity issues stemming
- 12 from the fact that not all jurisdictions will serve as a site for an economic activity
- 13 center. Such tools may include off-site linkage programs to meet housing or
- 14 other needs or a program of fiscal tax equity.
- 15
- 16 5) Criteria shall be developed to guide the potential designation of mixed use urban
- 17 centers. The development and application of such criteria will address the
- 18 specific area to be included in the center, the type and amount of uses it is to
- 19 eventually contain, the steps to be taken to encourage public and private
- 20 investment. Existing and possible future mixed use urban centers will be
- 21 evaluated as to their current functions, potentials, and need for future public and
- 22 private investment. Strategies to meet the needs of the individual centers will be
- 23 developed. The implications of both limiting and not limiting the location of
- 24 large scale office and retail development in mixed use urban centers shall be
- 25 evaluated.
- 26

27 OBJECTIVE 17. URBAN GROWTH BOUNDARY

28

29 The regional urban growth boundary, a long-term planning tool, shall separate urbanizable from

30 rural land, be based in aggregate on the region's 20-year projected need for urban land, and be

31 located consistent with statewide planning goals and these Regional Urban Growth Goals and

32 Objectives. In the location, amendment, and management of the regional urban growth

33 boundary, Metro shall seek to improve the functional value of the boundary.

34

35 17.1 Expansion into Urban Reserves - Upon demonstrating a need for additional urban

36 land, major and legislative urban growth boundary amendments shall only occur within

37 urban reserves unless it can be demonstrated that Statewide Planning Goal 14 cannot be

38 met for the urban region through use of urban reserve lands.

39

40 17.2 Urban Growth Boundary Amendment Process - Criteria for amending the urban

41 growth boundary shall be derived from statewide planning goals 2 and 14 and relevant

42 portions of the Regional Urban Growth Goals and Objectives.

43

44 17.2.1 Major Amendments - Proposals for major amendment of the UGB shall

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

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

10 OBJECTIVE 18. URBAN DESIGN

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

13 18.i the recognition and protection of critical open space features in the region;
14

15 18.ii public policies which encourage diversity and excellence in the design and
16 development of settlement patterns, landscapes, and structures; and
17

18 18.iii ensuring that incentives and regulations guiding the development and
19 redevelopment of the urban area promote a settlement pattern which:
20

21 18.iii.a) is pedestrian "friendly" and reduces auto dependence;
22

23 18.iii.b) encourages transit use;
24

25 18.iii.c) reinforces nodal, mixed use, neighborhood oriented design;
26

27 18.iii.d) includes concentrated, high density, mixed use urban centers developed
28 in relation to the region's transit system; and
29

30 18.iii.e) is responsive to needs for privacy, community, and personal safety in an
31 urban setting.
32

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

37 Planning Activities:

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

- 1 2) **Model guidelines and standards shall be developed which expand the range of**
2 **tools available to jurisdictions for accommodating change in ways compatible with**
3 **neighborhoods and communities while addressing this objective.**
- 4 3) **Light rail transit stops, bus stops, transit routes, and transit centers leading to and**
5 **within mixed use urban centers shall be planned to encourage pedestrian use and**
6 **the creation of mixed use, high density residential development.**
7

GLOSSARY

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

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

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

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

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

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

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

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

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

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

5 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned for
6 by local government but which also may be provided by private enterprise and are essential to
7 the support of more intensive development, including transportation, water supply, sewage,
8 parks, and solid waste disposal.
9

10 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy statement of
11 the governing body of a city or county that inter-relates all functional and natural systems and
12 activities related to the use of land, consistent with state law.
13

14 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land Conservation
15 and Development Commission to assure opportunity for the provision of adequate numbers of
16 needed housing units and the efficient use of land within the Metro Urban Growth Boundary.
17 This rule establishes minimum overall net residential densities for all cities and counties within
18 the urban growth boundary, and specifies that 50% of the land set aside for new residential
19 development be zoned for multifamily housing.
20

21 **Mixed Use Urban Center.** A "mixed use urban center" is a designated location for a mix of
22 relatively high density office space, commercial activity, residential uses, and supporting public
23 facilities and services, parks and public places. There will be a limited number of these centers
24 designated in the region, and they will be characterized by design elements which work to
25 minimize the need to make trips by automobile either to or within a center. State, regional, and
26 local policy and investment will be coordinated to achieve development and functional objectives
27 for these centers.
28

29 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in compliance
30 with Federal air quality standards.
31

32 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the
33 development of jobs, housing, and public services and facilities, and inter-relate the benefits and
34 consequences of growth in one part of the region with the benefits and consequences of growth
35 in another. Urban form, therefore, describes an overall framework within which regional urban
36 growth management can occur. Clearly stating objectives for urban form, and pursuing them
37 comprehensively provides the focal strategy for rising to the challenges posed by the growth
38 trends present in the region today.
39

40 **Urban Growth Boundary.** A boundary which identifies urbanizable lands to be planned and
41 serviced to support urban development densities, and which separates urbanizable lands from
42 rural lands.
43
44

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

Urban Growth Management Study

Summary Report

July 1991

Oregon Department of Land Conservation and Development

Land Conservation and Development Commission

William R. Blosser, Chair

John A. Brogoitti

Virginia M. Burdick

Robert L. Kerr

Hector MacPherson

Lynne Hume Saxton

Tom M. Throop

July 9, 1991

TO: Interested Parties
FROM: Craig Greenleaf, Acting Director
SUBJECT: Urban Growth Management Study

It is my pleasure to send you the enclosed copy of the summary report for the Department's Urban Growth Management Study. Conducting this study was an important part of the Department's work program for the biennium just concluded. Improving growth management is high on the priority lists of both the Land Conservation and Development Commission and the Department for the coming two years. We have written the report to serve as an agenda for taking action.

You may wish to actively participate. The report's introduction describes plans to establish three task groups, each corresponding to one of the report's principal sections. Using the report as a starting point, the groups are intended to develop recommendations to the Commission, then translate the recommendations into specific language for changes to administrative rules, the Statewide Planning Goals, or statutory law. Demonstration projects are also possible. The task groups will begin meeting in September. If you are interested, contact John Kelly at 373-0070. The Commission plans to appoint task groups members at its meeting August 1, 1991, in Portland.

Also at the August 1, 1991, meeting, the Commission will conduct a hearing on the Urban Growth Management Study. This will be an opportunity to testify to the Commission on the issues the report addresses and the proposals it contains. The meeting will be in room C125 of the Oregon Convention Center, 777 NE Martin Luther King, Jr., Blvd., in Portland. It is scheduled to begin at 9:00 am. As an alternative to testifying, you may submit written testimony in advance of the meeting by either mail or fax.

Copies of Urban Growth Management Study contractor reports are available by contacting the Department. When placing a request, refer to the list of contractor reports in the appendix of the summary report.

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Enclosure

BARBARA ROBERTS
Governor



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Urban Growth Management Study

SUMMARY REPORT

**Craig Greenleaf, Acting Director
John C. Kelly, Project Manager**

July 1991

**Oregon Department of Land Conservation and Development
1175 Court Street, NE
Salem, Oregon 97310
503/373-0050**

*Oregon [will] accept growth, but...on our
terms — on Oregon's terms.*

*Governor Barbara Roberts
1991 Governor's Symposium on
Growth Management and
Livable Communities,
March 26, 1991*

Foreword

Thirty to forty billion dollars. Will we use it to build communities that preserve and even enhance the livability Oregonians now enjoy? Or will we spend it as other states have, in ways that bring endless traffic congestion, air pollution, and high taxes to our cities and distress to the natural areas we prize?

That, conservatively, is the kind of money Oregonians will spend on new housing and public facilities over the next 20 years. We can invest it wisely to yield both immediate and long-term benefits. Or we can misdirect it in ways that compromise, or even ruin, our quality of life.

Not to take action is to make the second choice. Even with the superior statewide system of local planning we have now have, this study shows that the patterns of development now occurring are beginning to choke Oregon's livability. Ways must be found that enable every community to alter these patterns. The study suggests directions worth pursuing.

Not surprisingly, Oregon must again rely on its proven capacity to innovate. There are no models to follow. Other states are still designing or implementing their systems, or do not have one at all. As a growth management pioneer, Oregon must break new ground.

Working with Governor Roberts and other state commissions and agencies, the Land Conservation and Development Commission is committed to strengthening growth management in Oregon. We invite local governments, citizens, and other interests with a stake in sound growth management to join with us. It will take concerted effort, courage, and creativity, but Oregonians know that we can do it.

Bill Blosser
Chair, Land Conservation and
Development Commission

Acknowledgments

A variety of individuals deserve recognition for their contributions to the Urban Growth Management Study.

Contractor reports reflect the professional excellence and personal commitment to sound public policy among members of Oregon's consulting community. Each report's incisiveness and sheer scope substantially exceed what the fees paid would ordinarily command. Contractors team members are listed below.

Two groups volunteered their advice and guidance. A committee of Andy Anderson, Brent Curtis, Steve Bryant, Russ Nebon, Kent Squires, Bob Stacey, and Burton Weast advised on the Annexation and Urban Growth Management Study. A second committee advised on the summary report and study follow-up plan. Its members were Bill Blosser, Jan Childs, Jim Eisenhard, Russ Nebon, Lynne Saxton, Ethan Seltzer, and Tom Vanderzanden.

Department staff also contributed. As director until May 1991, Susan Brody oversaw the study in all but its last phases. Lloyd Chapman, Shelia Preston and Jeff Weber helped with report typography and graphics. Bob Peterson and Erika Jenkins handled report reproduction; Cindy Lesmeister and Penny Fahey handled distribution, including contractor reports. Kelie Cox, Mary Gould, Lorene Judge, and Bill Thomas provided contract management support. Bob Cortright, Mitch Rohse, and Jim Sitzman provided review comments.

Special tribute goes to Peter Wilson, who authored the report on property tax deferral policy inside urban growth boundaries. Peter lost his life in a canoeing accident on the Owyhee River Memorial Day weekend 1991.

John C. Kelly
Project Manager
Urban Growth Management Study

Contractor Teams

Urban Growth Management Case Studies

Terry Moore, Paul Thorsnes, ECO Northwest
Greg Winteroud, David Newton Associates
Matt Malone, Bob Parker, MLP Associates

Annexation and Urban Growth Management Study

Steve Gordon, Leonard Bauer, Lane Council of Governments
Peter Watt, Kathryn Hamden, Bureau of Governmental Research and Service
Sonny Conder, Tabletop Communications
J. Richard Forester, Attorney
Timothy Sercombe, Harrang, Long, Watkinson, et al.

Local Government Infrastructure Funding and Six Percent Tax Limitation Studies

Anthony Rufolo, Judy Davis, Lois Bronfman, Center for Urban Studies, Portland State University
Rebecca Marshall Chao, Todd Burton, Regional Financial Advisors

Property Tax Deferral Policy Inside Urban Growth Boundaries

Peter Wilson, Peter Wilson and Associates

Growth Management Strategies In Other States

Deborah Howe, Center for Urban Studies, Portland State University

Summary of Major Conclusions and Proposals

DEVELOPMENT INSIDE URBAN GROWTH BOUNDARIES

Major Conclusions

Despite the impressive accomplishments of Oregon's land use planning system, growth has begun eroding the livability of the state's urban areas. Even where comprehensive plans have averted the worst forms of escalation in housing costs, traffic congestion, and leapfrog development found elsewhere on the West Coast, they have not eliminated sprawl *inside* urban growth boundaries (UGBs). More than anything else, it is sprawl, and the chronic underprovision of roads, parks, and other urban service facilities which accompanies it, that threaten our long-term urban livability.

Sprawl and urban service facility underprovision result from interacting economic forces and government policies. Some have effects which improvements in growth management may be able to counteract:

- Subdivision sizes too small to raise community-wide development issues, help meet community-wide facility needs, or permit integrated community designs.
- Dispersed development inside UGBs which fragments and dilutes infrastructure investments, fosters development densities below levels planned and permitted, and contributes to the underprovision of urban services.
- Prevailing models for both residential development and suburban office development which foster high levels of auto dependency, trip generation, and congestion on arterial roads.
- The threat of community opposition and costly delays which discourages residential developers from building to plan densities and from placing multi-family units in appropriate locations.
- Fragmented authority for growth management which blurs responsibility for region-wide growth issues, discourages adoption of appropriate development standards, reduces coordination of urban service extensions, obstructs infill development, and perpetuates tax inequities.
- Inadequate cooperation between cities and special service districts on long-term service delivery issues.

Major Proposals

1. Establish "focused growth plans" and adequate public facilities requirements as means to concentrate public and private investment within UGBs to sequentially add to the supply of land fully provided with urban service facilities. A focused growth plan would designate the area or areas to be used to meet five-to ten-year growth needs, within which public infrastructure investments would be concentrated. They would also include agreements with special districts defining long-term service provision roles and the terms and conditions for tran-

sitions in capital facility ownership and administration. Adequate public facilities requirements would limit development outside focused growth areas and sequence it inside them.

2. Explore the feasibility of "cooperative microplanning," by which local government, citizens, and developers would collaborate on an urban design for an area. The design would provide for all urban facilities and specify land uses, street designs, landscaping, and development standards at a level of detail which permits approvals without discretionary reviews.
3. Provide for centralizing growth management authority inside each UGB by requiring a city/county growth management agreement to elect among a) designating a single jurisdiction as having lead authority; b) vesting lead authority in a joint board of elected officials; c) withholding approval of urban development absent extension of urban services and city annexation; d) "cross-acceptance," i.e., an inter-jurisdictional review and approval process, applicable to urban development actions; or, e) a combination of these approaches.
4. Adopt a new method of annexation. Under it, once the voters of a city and areas to be annexed had approved an annexation plan, annexations covered by the plan could proceed without further votes if urban service extensions conformed to standards the plan established.

DEVELOPMENT OUTSIDE URBAN GROWTH BOUNDARIES AND URBAN GROWTH BOUNDARY EXPANSION

Major Conclusions

In fast-growing parts of the state, large amounts of development are occurring outside UGBs but within commuting distance of them. It is occurring both on lands zoned for commercial farm and forest production and in exception areas, i.e., lands identified as "committed" to uses other than farming or forestry. In all four case study areas, this has resulted in a ring of low-density, rural residential development around much or all of the UGB. In combination with preexisting development, this will severely constrain UGB expansion. Among other effects, excessive development outside UGBs also undermines the ability to provide urban services needed to accommodate growth and maintain livability inside UGBs.

Major Proposals

1. To enable UGB expansion, identify expansion areas and designate them "urban reserves." Within urban reserves, prohibit nonfarm and nonforest dwellings on lands planned and zoned for exclusive farm or forest use and establish a floor minimum lot size of 20 acres or larger for sparsely developed portions of urban fringe exception areas.
2. Amend the statewide planning goals to more clearly define policy on exurban development within commuting distance of UGBs. The amendments should consider the effects of exurban development on the accomplishment of statewide planning program and local plan objectives inside UGBs and the

values to be protected and balanced in planning for exurban areas. These should include economy in the provision of services, public safety, protection of commercial farm and forest land uses, natural resource conservation, and the scenic and open space qualities of countryside outside cities.

3. Establish a planning framework for exurban exception areas. The framework should include standards for appropriate uses, densities, and public services in exurban exception areas. It also should encourage or require the clustering of development. Where they do not now exist, the framework should provide for the development of plans for exurban exception areas.
4. Expand the scope of city/county growth management agreements to include the entire area within commuting distance of a UGB. The agreements should provide for "cross-acceptance," i.e., an inter-jurisdictional review and approval process, applicable to plan amendments, major development approvals, and major urban service extensions, including roads.

INFRASTRUCTURE FUNDING

Major Conclusions

For water, sewer, and road systems alone, local governments in Oregon face *annual* infrastructure development needs of nearly *\$1 billion*. Local and state funding sources have been identified for only about one-half of these needs. Except in the case of general obligation bonds, access to capital markets to finance infrastructure can be difficult and costly, especially for small jurisdictions. Local government revenue raising mechanisms are underused. There is a shortfall between amounts these mechanisms *could raise* and amounts they *actually raise*.

Oregon lacks a state agency the principal mission of which is to assist local government with infrastructure finance. Five state agencies offer financial assistance, but only to accomplish agency purposes, such as pollution control or economic development. Ballot measure 5 will impair local government's ability to finance infrastructure and increase the value state assistance in infrastructure finance would yield.

Major Proposals

1. Create a state agency with the mission of aiding local government with infrastructure funding, especially the issuance of long-term debt as a means of financing. Alternatively, assign this mission to an existing agency.
2. Formulate an amendment to the Oregon constitution to authorize voters to approve special levies of up to 20 years in duration to pay for municipal infrastructure, outside ballot measure 5 limits. Also formulate a strategy for securing the amendment's enactment, including voter approval.

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SECTION I.

INTRODUCTION

Oregon has the best system in America for preserving livability while accommodating urban growth. But it is not good enough. Oregon's prized livability is slipping. Unless something is done, the slippage will continue.

Compared side by side, Oregon's growth management system stands up to any other. Oregon's 1973 Senate Bill 100 pioneered growth management. Recent years have seen other states adopt their own systems. Some break new ground. Florida has a requirement that urban services keep pace with development, for example. And Florida, Georgia, and Vermont have "regional review," which can give a city a voice when its neighbors take actions that affect it. Oregon has neither. But their systems lack some of the strongest features of Oregon's. Urban growth boundaries. A state agency obligation to act consistently with city and county comprehensive plans. And, most important of all, planning conducted at the local level but held to state standards.

Nonetheless, when the late 1980s brought the prospect of sustained, long-term, rapid growth, many harbored concerns. Not until the early 1980s was Oregon's statewide planning program fully in place. And because the recession lingered in Oregon longer than elsewhere, nowhere did rapid growth begin to test the system until the mid-1980s. Faced in the late 1980s by looming growth, state officials feared the existence of undetected weaknesses. When, at the behest of these officials, the Department of Land Conservation and Development hired contractors to critically examine the program, it confirmed the concerns to be well founded.

While the study's assignment was to seek out the shortcomings of Oregon's growth management program, the research highlighted the program's immense accomplishments. It has prevented rampant urban sprawl, the kind that brings large subdivisions to the countryside 20 miles or more outside cities. Even where highest, Oregon's housing prices are modest compared to Puget Sound and northern California. Perhaps most significant, the program has given Oregon the structure for a successful growth management system and most of its principal components. It remains only to supplement, enhance, and refine them. And the program has endowed the state with knowledgeable local public officials and citizens skilled in making the planning system work.

No other state has ever successfully avoided the worst consequences of growth or harnessed it to improve livability. Because of the statewide planning program, Oregon is uniquely positioned to be the first.

How to Read This Report

As discussed below, this report is organized to serve as an agenda for improving growth management in Oregon. It identifies a range of issues and lists related study conclusions. It also arrays proposals for addressing the issues. The report lists only proposals the Department believes warrant further development and examination. However, they are not as yet the Department's recommendations. They require more refinement and evaluation, including by local government officials and others outside the Department, before being recommended for adoption.

Most of the proposals come from the contractor reports prepared as part of the Urban Growth Management Study. The appendix lists these reports. A few proposals came from other sources. These include Senate Bill 91 from the 1991 Legislative Assembly, the Commission's transportation rule development process, and Department staff.

Study Follow-up

This report is designed as an agenda for a process to translate study findings into specific actions. The Land Conservation and Development Commission will conduct a hearing on study findings and proposals at its August 1991 meeting. It will also name three "task groups," each corresponding to one of the report's principal sections. They will begin work in the fall of 1991, using the proposals as starting points. Their first assignment will be to add to, drop, or modify proposals, flesh them out, and return to the commission with specific recommendations. They will then develop language for administrative rulemaking, amendments to the statewide planning goals, or legislation. Pilot demonstrations will be used where a study proposal needs testing before it is implemented.

At least one Land Conservation and Development Commission member will sit on each task group. The Department will recruit other participants from state and local government, interested organizations, and the private sector. Anyone interested should contact the Department.

Relationship to Other Initiatives

Only together with other initiatives can the statewide planning program hope to accomplish Oregon's objective of preserving livability while accommodating growth. Some advances will be achievable only through the cooperative marshalling of private and public investment resources. While it can foster such investments, the program itself can contribute only small resource investments of its own. Pricing, such as the free parking commonly available outside downtown areas, also plays a powerful role, over which the planning program has little direct influence. And livability, itself, has dimensions, such as the quality of education, which the program cannot meaningfully affect.

Opportunities to protect and enhance livability outside the traditionally regulatory ambit of the statewide planning program are as important as the proposals this report contains. Plans of the Oregon Progress Board to focus on livability offer

promise of identifying ways regulation can work in concert with other approaches. Seizing such opportunities is a way to magnify the program's impact.

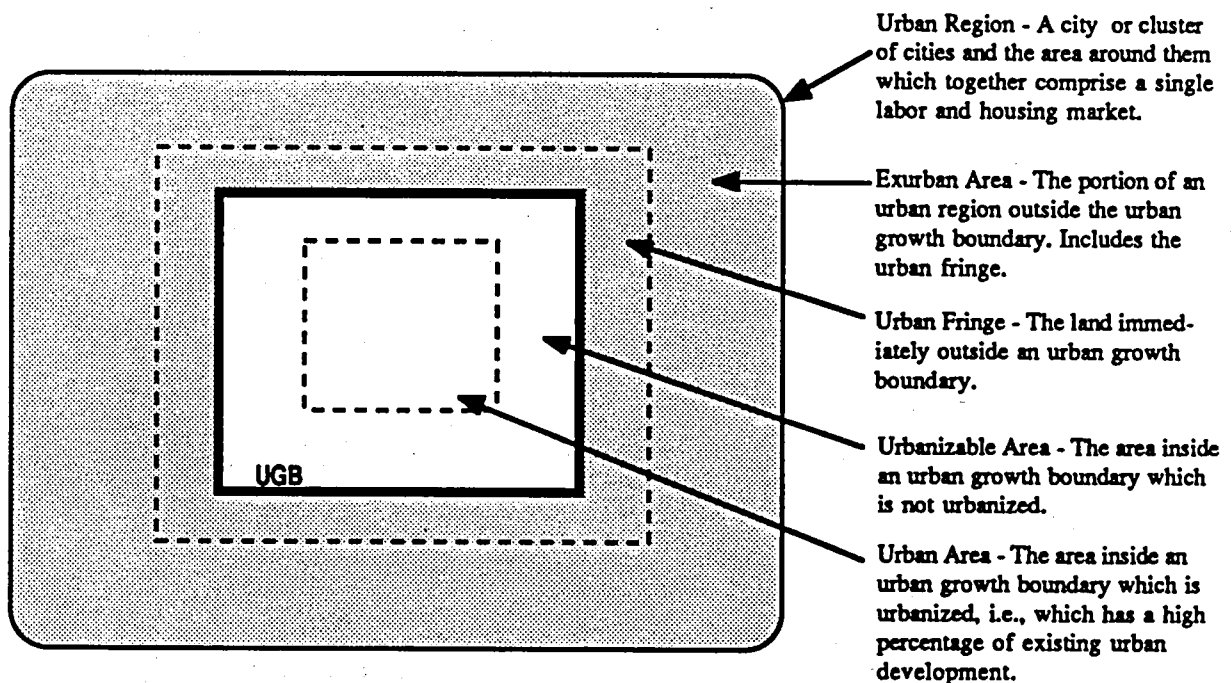
A Caution

Readers may find some proposals in the report arresting. Some alter accustomed practices and institutional roles. But they are not without precedent. One proposal, for example, is for adoption of adequate public facilities ordinances. Such ordinances establish minimum standards of urban service availability as a precondition of development approval. Washington County already has one. Another proposal would move to the local government planning process decisions developers and builders now make. Earlier in Oregon's history, this was common. Yet another proposal would place lead growth management authority in a single unit of local government or inter-jurisdictional board. In New England, lead responsibility rests with cities and towns; counties hardly exist. In Maryland, counties are preeminent. Present practices and prerogatives are no more than the legacy of past efforts to meet community needs. As needs change, so must they.

Just as important, changes are imperative if Oregon is to realize its hope of accommodating growth but preserving livability. Left alone, the present system will not deliver the future Oregonians desire.

Study Terminology

The diagram below explains the terminology this report uses to refer to a city and the area around it.



SECTION II.

DEVELOPMENT INSIDE URBAN GROWTH BOUNDARIES

A. ISSUES

Based on case studies of the Bend, Brookings, Medford, and Portland areas, Oregon's fast-growing urban areas are seeing their livability slip and are not building the communities they envisioned at the time they adopted their comprehensive plans. Residential development is consuming more land than their plans call for, and they are not keeping up with growing needs for urban services and public amenities. Root causes lie in how development occurs in Oregon and how it is regulated.

At the same time, a new understanding of the relationship between land use and transportation has emerged in the period since when most cities and counties in Oregon adopted their plans. The period has also seen alarming growth in automobile trip generation. This suggests that the development patterns present comprehensive plans embody may be contributing to the deterioration in livability fast-growing communities are experiencing.

Pages 6 through 19 contain related study conclusions organized under seven issues:

1. Slipping livability
2. Sprawl and its consequences
3. Fragmented development as a cause of sprawl and incomplete communities
4. Fragmented growth management authority as a cause of sprawl and incomplete communities
5. Infill and redevelopment
6. The land use/transportation connection
7. Tax deferrals

Proposals that address all seven issues begin on page 20.

B. CONCLUSIONS

Slipping Livability

Livability in Oregon's fast-growing communities is slipping. Indicators suggest that fast-growing Oregon communities have not lost their livability, but are seeing it deteriorate. These indicators measure only the physical aspects of a community, which growth management can most directly affect. But their deterioration can undermine the non-physical dimensions of a community's livability, like public safety, educational opportunities, and cultural amenities. The slippage found is sufficient to demonstrate cause for concern.

1. **Rising Traffic Congestion.** Traffic volume and level of service estimates document the increasing congestion residents of the Bend, Medford, and Portland areas have experienced, especially at suburban locations. (Case Studies, p. 27.) Despite its small size, even in Brookings, congestion on Highway 101 and around the post office have become annoying and intrusive.
2. **Declining Air Quality.** Recent trends toward improvement may be slowing or even reversing. Air quality in Medford and Portland improved during the 1985-89 case study period. But, in 1990, Portland had the highest number of violations of the federal ambient air quality standard for ozone in ten years. It continues to fall below the federal standard for carbon monoxide, and carbon monoxide levels are increasing at suburban locations as traffic volumes grow. (Case Studies, p. 27; Department of Environmental Quality.)
3. **Growing Auto Dependency.** Between 1982 and 1988, total vehicle miles traveled (VMT) in the Portland metro area grew by over 40 percent compared to population growth of five percent. This is reflective of national trends, where VMT is increasing at rates from two to five times the rate of population growth in major urban areas. The trend is due partly to urban sprawl, which causes longer trip distances. (Department of Environmental Quality.)
4. **Lagging Park Development.** With some exceptions, new park development is lagging. The City of Medford increased its developed park land per 1,000 residents between 1985 and 1989 by five percent. Brookings, however, acquired no new park land, even for playgrounds. While the City of Bend acquired park land, it did not develop it for park use. In the Portland area, the Tualatin Hills Park and Recreation District in Washington County increased its holdings by six percent. Clackamas County, by contrast, added almost no park land. (Case Studies, p. 27.)
5. **Increasing Housing Costs.** In general, increases in home selling prices and multiple family rental rates in the four case study areas between 1985 and 1989 were greater than increases in personal and median family income during the same period. This was most noticeable in the Brookings area,

where increased demand for housing, fueled by people moving into the area, is contributing to increases in housing costs that are about twice the annual increase in personal income. At the same time, housing prices have not increased in Oregon as quickly as they have in neighboring states on the West Coast. (Case Studies, p. 28.)

Sprawl and its Consequences

Sprawl is the enemy of livability. More than anything else, sprawl inside UGBs is causing the slippage in livability Oregon communities are experiencing. As in every other part of the US, suburban sprawl is the prevailing development model in Oregon.

6. **The suburban sprawl development model erodes livability.** Central elements of the model are single-family, detached homes; unlimited personal reliance on the private automobile; and low-rise workplaces in parklike settings with free parking. The model results in a pattern of development which causes severe traffic congestion, environmental degradation, high-cost housing, and loss of open space. It does this primarily by requiring auto use for virtually every trip and by dedicating disproportionately large quantities of land to private use in the form of single family home sites. (Presentation of Anthony Downs, Senior Fellow, Brookings Institution, to the Governor's Symposium on Growth Management and Livable Communities, March 26, 1991.)
7. **Suburban sprawl also imposes high public costs.** The street, utility, and school capital costs of noncontiguous single family development at three dwelling units per acre (du/acre) are over 50 percent higher than the costs of contiguous development with equal proportions of conventional single family housing, single family cluster units, townhouses, garden apartments, and high-rise apartments.¹ (See also Infrastructure Funding Study, pp. 63 ff.)
8. **Recent case study area development demonstrates that suburban sprawl is the prevailing model of development in Oregon.** In the period 1985-89, single family units accounted for most new residential construction in the Bend, Brookings, and Medford case study areas. Average new single family subdivision densities were only 2.0 du/acre inside the Bend UGB, 3.5 du/acre inside the Brookings UGB, and 4.2 du/acre inside the Medford UGB. These equate to lot sizes of approximately 21,000, 12,000, and 10,000 sq.ft., respectively. While single family units represented only 46 percent of new residential construction in the Portland area, its average single family density was only 5.0 du's/acre, equating to a lot size of 8,500 sq.ft. (Table 1; Case Studies, pp. 21-23.)

¹ Frank, James E., *The Costs of Alternative Development Patterns, A Review of the Literature*, The Urban Land Institute, 1989, p.39. The total estimated capital cost of the low density sprawl pattern in 1987 dollars is \$35,000 per unit; for the compact pattern, \$23,000.

9. **Case study area development is occurring at densities substantially below what applicable local plans call for.** New subdivision lots fell 67 percent short of allowed densities inside the Bend UGB, 44 percent short inside the Brookings UGB, and 25 percent short inside the Medford UGB. (Table 1; Case Studies, pp. 21-23.) Lots created by subdivision for single-family homes fell 34 percent below allowed density inside the Portland UGB, and approved multiple family units fell 23 percent below allowed densities. (Table 1; Portland Case Study, p. A-43.)
10. **In addition to eroding livability, underbuilding will cause UGBs to be larger than expected and expanded earlier.** If present trends continue, the Bend and Brookings UGBs will have to be larger than they are now to accommodate the same forecasted population, and will have to be expanded earlier. (Case Studies, pp. 21-22.)
11. **In the Portland area, actual residential densities may not require premature UGB expansion.** Overall density during the study period, including multiple family development, was 9 units per acre, exceeding the 6.8 units per acre assumed in justifying the size of the metro area UGB. ("Revisiting Oregon's Goal 10,"² p. 60.) Unlike other places in the state, to achieve af-

TABLE 1
NEW SINGLE FAMILY RESIDENTIAL SUBDIVISION LOT DENSITY, 1985-89

Actual Density and Allowable Density

Location	Actual Single Family Lots Per Net Acre				Lots Per Net Acre Density Allowed by Plan/Zoning			
	Portland	Medford	Bend	Brookings	Portland	Medford	Bend	Brookings
Inside UGBs	5.0	4.2	N/A	3.5	7.6	N/A	N/A	6.2
Primary UGB	5.0	4.2	2.0	3.5	7.6	5.6	6.0	6.2
Urban Area	5.0	3.6	2.5	3.6	7.2	6.3	6.6	6.0
Urbanizable Area	5.0	4.7	1.6	3.1	8.3	5.2	5.4	7.3
Other UGBs	5.0	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Outside UGBs	0.25	0.1	0.1	3.6				
Urban Fringe	0.25	0.1	0.2	N/A				
Exception Areas	N/A	0.1	0.2	N/A				
Resources Areas	N/A	N/A	N/A	N/A				
Rest of Exurban Area	0.29	0.2	0.1	3.6				
Exception Areas	N/A	0.2	0.2	5.0				
Resources Areas	N/A	N/A	N/A	2.9				

Source: ECO Northwest for the Department of Land Conservation and Development, Urban Growth Management Case Studies, January 1991, Table 2-6.

2 1000 Friends of Oregon and The Home Builders Association of Metropolitan Portland, "Managing Growth to Promote Affordable Housing: Revisiting Oregon's Goal 10," Technical Report, July 1991. This study used the same data base as the Portland case study.

fordable housing objectives, plan densities in the Portland area are higher than the densities used in justifying the size of the UGB. (Case Studies, p. 22.) It also has special objectives for the mix of single family and multiple family housing to achieve affordable housing.

12. While the Portland area met its housing affordability density and mix objectives, it did so at the expense of remaining development capacity, threatening the region's ability to continue meeting its affordable housing objectives. Multiple family units accounted for 54 percent of new housing during the study period, exceeding the 1980-2000 goal of 50 percent. Similarly, with an overall density of development of 9 units per acre, the jurisdictions of the region generally met applicable 1980-2000 density goals. However, the region met these goals using land planned and zoned for development at densities substantially higher than were actually built. As a result, insufficient capacity remains to achieve affordable housing goals over the entire period 1980-2000. ("Revisiting Oregon's Goal 10," p. 8.)
13. Causes of sprawl and the shortfall between actual and allowed residential densities include economic forces and government policies. Factors thought to favor development at densities lower than allowed include:
 - a. Consumer preferences.
 - b. Increasing real incomes among households able to afford single family homes.
 - c. Federal, state, and local policies which encourage large lot sizes and reliance on the automobile.³
 - d. Reduced probability of community opposition to development proposals and of legal challenges.
 - e. Reduced developer financing costs in building for the high-end housing market versus the low and moderately priced housing markets, caused by faster development approvals and cash buyers.
 - f. Building industry reluctance to depart from conventional suburban development models because of concerns regarding marketability, financing costs, financing availability, and community opposition.
 - g. Government policies which permit single family development on land zoned for multiple family development. In all case study areas, single family subdivisions are occurring in multiple family residential zones. In the City of Bend, for example, 190 subdivision lots

3 Examples: federal and state income tax deductions for home mortgage interest (the larger the lot, the larger the deduction), federal and state motor vehicle fuel taxes far below the "real" costs of motor vehicle use, local approval of development outside city limits where property tax rates are lower (although ballot measure 5 should reduce the effect of this policy).

were approved in areas zoned for multiple family use. (Case Studies, p. 23.)

- h. Zoning which establishes density maximums, but not density minimums.
 - i. Local regulations which indirectly reduce density (e.g., minimum parking ratios which reduce the units a site can accommodate).
 - j. Policies in some jurisdictions which permit development inside UGBs with septic systems, which require large lots.
 - k. Consumer choice of housing based on individual household preference rather than on cumulative environmental and economic impacts.
- 14. Policies which permit development anywhere inside a UGB and a lack of restrictions on development without full urban services contribute to density shortfalls.** Land prices in unpopulated locations are low because they do not reflect the full costs of the roads, utilities, schools, etc., ultimately needed to serve them. This permits attracting home buyers with competitive prices and lack of crowding and congestion. The resulting marketability, combined with the low land costs, attracts developers. However, because the density of development which maximizes profits is proportional to land cost, the densities at such locations are commensurately low. Statewide planning goal 14 implicitly calls for urbanization to occur sequentially.⁴ Nonetheless, present state policy in Oregon allows development to occur anywhere within a UGB, and, statewide, only a few jurisdictions require high standards of urban service availability as a condition of development approval.⁵
- 15. Partitioning is also contributing to low densities.** While most new lots are created by subdivision, land partitions inside UGBs are creating large lot

4 Goal 14 reads, in part:

Land within the [urban growth] boundaries... shall be considered available over time for urban uses.

Conversion of urbanizable land to urban uses shall be based on consideration of:

- (1) Orderly, economic provision for public facilities and services;
- (2) Availability of sufficient land for the various uses to ensure choices in the marketplace;
- (3) LCDC Goals; and
- (4) Encouragement of development in urban areas before conversion of urbanizable areas.

5 Another phenomenon is high density development at locations near the UGB, remote from pre-existing development. This results in part from reduced community opposition when neighbors are few. Both phenomena occur, but do not cancel each other out.

developments which will constrain future development at urban densities. Unless done for multiple family development, when a large residential lot is created by partition, either it will be developed at low density or it will continue to be redivided without benefit of the coordinated planning and public services that the subdivision process provides.

- a. Inside the Bend UGB, of 41 lots created by partition between 1985 and 1989, 24 were two acres or larger, 18 of which were five acres or larger. (Bend Case Study, p. A-25.)
- b. Inside the Brookings UGB, 21 of 103 lots created were two acres or larger, six of which were five acres or larger. (Brookings Case Study, p. A-25.)
- c. However, inside the Medford UGB and a portion of the Portland area given detailed study, only small percentages of partitions created large lots.⁶

All the residential partitions in Bend and Brookings occurred on land zoned for single family development.

Fragmented Development as a Cause of Sprawl and Incomplete Communities

A prerequisite of fashioning statewide planning program responses to the sprawl development patterns inside Oregon's UGBs is understanding their causes, especially causes the program is able to affect. Fragmented development is one of two such causes which also lie behind insufficient public facilities and services and incoherent community design. More than anything else, these, along with sprawl, are undercutting livability in fast-growth Oregon communities.

16. Individual development proposals in Oregon are normally small in scale, i.e., less than 50 acres in size, even in the Portland area. The median subdivision size in the Portland area from 1985 to 1989 was 5.3 acres. Less than one percent of all subdivisions were over 50 acres in size, and they accounted for only five percent of total lots.⁷
17. The scale of development in Oregon is small because:
 - a. The quantity of growth, even where large in percentage terms, has been too small to attract or support large-scale developers.

6 Inside the Medford UGB, of 186 lots created, only nine were two acres or larger, of which only three were five acres or larger. (Medford Case Study, p.A30.) In a fast-growing portion of the Portland UGB, of 149 residential partitions approved from 1986-1989, 11 created lots two acres or larger, six of which were five acres or larger. (Portland Case Study, p. A-55.) All but 16 of the lots created by partition in Medford were on land zoned for single family development. The Portland case study did not record the zoning of partitioned land.

7 Based on a 16-jurisdiction sample representing over 90 percent of all approvals. Source: Scot Siegel, 1000 Friends of Oregon, using data base developed for the 1000 Friends of Oregon/Home Builders Association of Metropolitan Portland study of the Metropolitan Housing Rule.

- b. **Capital costs rapidly increase with the scale of development; the larger the scale of development, the larger the proportion of urban service facilities a development, rather than the community at large, will have to pay for. Capital costs for small-scale developments (less than 50 acres in size) range from \$6,000 to \$10,000 per dwelling unit. Capital costs for large-scale developments (from 50 to 250 acres in size) range from \$10,000 to \$17,000 per dwelling unit. For community-scale development (over 250 acres in size) capital costs range from \$14,000 to \$34,000 per dwelling unit. These costs include schools and developed park and community facilities. The sharp differences favor small-scale development proposals. (Annexation Study, pp. viii, x; Annexation Study Appendices, pp. 96-97.)**
 - c. **Small-scale developments add little or no measurable marginal operating cost.⁸ As the scale of development increases, marginal operating costs increase in absolute terms and a development is likely to be required to provide and pay for more community services. This, too, favors small development proposals. (Annexation Study, p. viii; Annexation Study Appendices, pp. 105-08.)**
 - d. **The larger the scale of development, the greater the likelihood that more than one city or county will have development authority and a diverse array of local governments and special districts will have responsibility for urban service delivery. This complicates issues of design standards, financing, and cost responsibility, and adds another incentive to keep development proposals small. (Annexation Study, p. viii; Annexation Study Appendices, pp. 94-96.)**
 - e. **In UGBs with multiple jurisdictions, standards vary for the facilities and services a developer must provide. This and variations in the standards the facilities must meet encourage development to occur where short-term costs to the developer are lowest, not where it best serves the urban region's long-term interests. (Annexation Study, p. vii.)**
18. **The predominance of small-scale development in Oregon contributes to inadequate provision of urban facilities and services, incoherent community design, poor traffic circulation and adaptability to transit service, and the underbuilding of density. This is so for the same reasons that the capital costs of small-scale developments are lower than for large and community-scale developments. The latter frame community-wide development issues, including the design of street and road systems, the need for parks and other public facilities, density, and overall community**

8 The incremental cost added by the development.

design (i.e., how uses and facilities are arranged in relation to each other). Attaching conditions to the approval of large-scale developments also provides a means of addressing these issues. Small-scale developments neither raise community-scale issues nor provide similar opportunities for conditioning their approval.

19. **Among other consequences, the small scale of development perpetuates reliance on the automobile and traffic congestion.** Reducing the need for auto trips and avoiding congestion requires community-scale design which cannot be accomplished when development occurs in small, fragmented projects. Factors affecting auto dependency and traffic congestion include street system design, provision for walking and biking, (e.g., sidewalk standards), walking distances to transit and convenience commercial uses, density, and mixing land uses. Making effective use of these factors requires community-wide planning and design.

Fragmented Growth Management Authority as a Cause of Sprawl and Incomplete Communities

The statewide planning program also is able to affect fragmented growth management authority. Like fragmented development, fragmented growth management authority is a cause of sprawl, insufficient public facilities and services, and incoherent community design.

20. **Authority for growth management is fragmented inside Oregon's UGBs.** By growth management authority is meant authority for planning, zoning, subdivision approval, urban renewal, and the provision of urban service facilities. All UGBs in Oregon contain at least two jurisdictions (a city and a county), and in only one case has a county yielded lead growth management responsibility to cities.⁹ While cities and counties coordinate with one another, in most cases, counties have retained growth management authority outside city limits.¹⁰ In some UGBs, there are multiple cities and/or multiple counties. Many sewer, water, fire, and school districts also exist inside UGBs. Although special districts do not have general growth management authority, their urban service delivery role is vital to growth management and their number and diversity contribute to the fragmentation.
21. **Significant urbanization is occurring outside city limits.** Nearly all study period development inside the Medford UGB was within city limits, but large shares of the urbanization in the other three case study areas occurred in unincorporated areas. Of total 1985-89 residential development inside the Bend UGB, 34 percent was outside the city limits. Inside the Portland metro UGB, 30 percent was outside city limits, and inside the Brookings

9 Lane County has delegated development administration authority to the cities of Eugene and Springfield.

10 However, Marion County does not allow subdivisions within the Salem/Keizer UGB in the absence of annexation and extension of urban services, effectively yielding to the two cities authority over urbanization. Other, similar instances probably exist.

UGB, 22 percent was outside city limits. (Case Studies, Table 2-1).

22. **Fragmented authority impairs growth management in a variety of ways:**
- a. **As discussed above, it fosters small-scale, fragmented development.**
 - b. **Individual jurisdictions are discouraged from establishing appropriate standards and financing mechanisms necessary for efficient and equitable growth. This is because development can gravitate toward those areas with the greatest amount of development subsidy, away from areas charging the full community cost of development. (Annexation Study, p. ix; Annexation Study Appendices, p. 151.)**
 - c. **Development tends to occur where short-term costs to the developer are lowest rather than where it would best meet overall needs. This is because standards can vary among jurisdictions for what facilities and services a development should provide and what it should pay for versus what should be provided by local government and paid for from general taxes. (Annexation Study Appendices, p. 149.)**
 - d. **The level of coordination between the exercise of planning authority and the provision of public facilities and services is reduced. Urban services in urban growth areas are delivered primarily through special districts and cities, mostly through special districts. Except for roads and police, counties do not usually assume responsibility for the provision of urban services. Coordination must thus occur *between*, rather than *within*, units of local government. In addition, in many instances coordination agreements between counties and special districts do not exist. (Annexation Study Appendices, p. 150.)**
 - e. **Areas having growth capacity and designated to grow do not because no single jurisdiction has the fiscal capability, planning authority, economic incentive, and accountability necessary to overcome the obstacles holding growth back. Areas of partial and incomplete development outside city limits are common in Oregon. Often they are under-provided with urban facilities and services, yet contain significant, but broken up, development capacity. Lack of the fiscal authority available to a city and such factors as inappropriate zoning districts or lack of urban renewal capability can interfere with the ability of a county to tackle such areas. At the same time, uncertain ability to collect taxes from such areas caused by barriers to annexation, and the potential for costs to exceed revenues even if annexation succeeds, discourage cities from addressing them. And neither a city nor a county can be held accountable because neither has principal responsibility. (Annexation Study**

Appendices, p. 149.)

- f. **Issues of regional concern tend not to get framed or addressed because no single jurisdiction has region-wide responsibility.**
 - g. **The fragmentation creates economic incentives to perpetuate the fragmentation.** One incentive arises from the subsidy created by the mismatch between the revenue raising areas of counties and their service delivery areas. Some counties collect revenues countywide that support services provided only in unincorporated areas. A second incentive arises from the location of low tax, low service areas adjacent to high tax, high service areas. Without paying for them, residents of the former benefit from the parks, libraries, public safety, streets, and roads of the latter. Those benefited have reason to oppose changes which would remove the benefits. (Annexation Study Appendices, p. 150.)
23. **Most counties would prefer to get out of the growth management role and turn it over to cities.** Most counties would prefer to concentrate on rural land use issues. Clackamas County is an exception; the County has taken an official stance as an urban service provider. Washington County has tried to coordinate urban growth, but sees itself in an interim role. (Annexation Study, p. viii.)
24. **Most special districts see themselves as providers of a single public service.** Most agree that they are not the proper government to be the growth management leader, but want to be active participants in decisions affecting them and the territory and citizens they serve.
25. **As long-term service providers inside UGBs, special districts can be used to serve important functions. They can be used to:**
- a. **Serve areas which differ substantially in the cost of providing service, thereby providing economically efficient cost allocation.**¹¹
 - b. **Serve newly developed areas, thereby facilitating the allocation of costs between such areas and previously developed areas.**
 - c. **Serve territory which overlaps more than one city, thereby permitting regional or subregional service delivery when more cost-effective.**
26. **One reason for the fragmentation in growth management responsibility in Oregon is that annexations have been limited.** History has not borne out the premise of the Statewide Planning Goals and Guidelines that cities would annex lands inside UGBs and serve as principal providers of urban services. In practice, while a few cities have annexed large areas, most

11 Oregon law requires uniform tax rates within a taxing district, preventing the cost of tax-supported services to be allocated proportionately to cost of service.

cities have annexed very little land, and large amounts of urbanization is occurring outside city limits. (Annexation Study, pp. 84-85.)

27. A variety of factors account for the limited amount of city annexation that has occurred:

- a. Statutory rights to a vote can be used to block annexations.** While there is no constitutional right to a vote on annexations, Oregon law accords rights to a vote under all annexation methods not initiated by at least one-half of all registered voters or electors in the area to be annexed. The only exceptions are cases of health hazards and "island" annexations. Such votes have stopped annexations even where the annexing city and affected special districts have signed written agreements governing the consequences of the annexation. (Annexations Study, pp. 76-82.)
- b. In some instances, cities face economic disincentives to annex.** In the case of partially developed areas, costs to upgrade urban services can exceed added property tax revenues. Many residents of such areas oppose annexation and accomplishing infill development poses much greater difficulties than developing undeveloped land. (Annexation Study, p. 74.)
- c. Many cities have adopted a passive or reactive posture toward annexations.** Some cities work actively to promote annexation by such means as canvassing targeted areas to "market" city services and the advantages of annexation. The absence of such a posture among other cities can be attributed to lack of resources, unwillingness to force annexation over the objections even of a minority of affected residents, and concern about the burdens annexation would place on the city. (Annexation Study, p. 73.)
- d. In the absence of prior agreements, special service districts sometimes oppose annexations because they threaten vital district interests.** These include ownership of capital facilities, tax base size, long-term financial viability, customer rate levels, quality of service, and employee job security and compensation. (Annexation Study, pp. 73-74.)

28. Some areas have found ways to overcome growth management problems:

- a. Some cities, counties, and special districts have created planning, financial, and operating agreements.** These agreements, which include "transition agreements,"¹² are intended to provide the necessary facilities and services to meet local needs.

¹² Lane County has "transition agreements" with the cities of Eugene and Springfield. The agreements give the cities planning and zoning authority over urban development inside the UGB.

- b. Some local governments have attempted to identify the costs of growth and implement development charges which are commensurate with or proportional to these costs.
- c. West Linn has conducted detailed urbanization planning for a large area (greater than 250 acres). The aim was to do in-depth facility planning and identify all the costs, revenues, and governmental jurisdictions necessary to supply a full range of urban services, including both capital investment and operation and maintenance. Washington County has made similar efforts.
- d. A few jurisdictions have established requirements that public services be adequate as a precondition of development approval.

(Annexation Study, p. xii; Annexation Study Appendices, p. 151.)

Infill and Redevelopment

- 29. Amounts of urban infill and redevelopment are insufficient. While Statewide Planning Goal 14 calls for "encouragement of development within urban areas before conversion of urbanizable areas," in Bend and Medford, only small percentages of single family residential development occurred in urban areas.¹³ (See Table 2, p. 35.) Most multiple family units built inside the Bend and Medford UGBs were in urban areas, but the number of units was far below single family units. (Case Studies, p. 23.)

The Land Use/Transportation Connection

- 30. The understanding of the relationship between land use and transportation has changed. Existing comprehensive plans were developed in the 1970s and early 1980s. They generally call for a continuation of conventional development patterns and assume continued principal reliance on the automobile for transportation.
 - a. Dramatic increases in trip generation rates have spotlighted conventional development patterns as a major contributor to declining urban livability.
 - b. A new model of urban development has emerged which can provide key benefits of conventional models, especially home ownership, privacy, and a private yard, but avoid their worst consequences. Community features the model seeks to provide are:
 - Neighborhood commercial uses located near transit stops and within walking distance of homes.
 - Integration of office uses to enhance market support for transit service.

¹³ Areas with a high percentage urban development prior to the 1985-89 study period, indicating that development would be infill or redevelopment.

- Daycare and other services.
 - Public spaces to foster community identity and provide for outdoor recreation and amenity.
 - A mix of residential densities.
 - Street systems that shorten walking distances and reduce use of collector and arterial streets for intra-neighborhood auto trips.
 - Street designs supportive of walking.
 - Provision for bicycling.
- c. It has become widely accepted that transportation and land use planning should occur jointly. The earlier view assigned to transportation planning the role of meeting transportation needs established by a land use plan. The new view recognizes that land use patterns affect transportation demand and limit choices for meeting it, that land use planning needs to take these effects into account, and that transportation facilities affect land use.

31. A review of the transportation consequences of land use alternatives best occurs as part of the comprehensive planning process. In adopting administrative rules on transportation planning April 26, 1991, the Land Conservation and Development Commission stated:

In the course of this rulemaking effort the Commission has determined that avoiding the kinds of transportation problems that face rapidly growing urban areas in other states will require reconsideration of how urban growth will be accommodated. The reason is that the pattern of growth set out in existing land use plans has a major effect on the kind of transportation system that we need. The separation of residential, commercial, industrial and other uses requires that people drive virtually everywhere they need to go. This creates a need for a major road system which, in turn, encourages people to live, work and shop at increasingly spread out locations.

While the Commission is convinced that reconsideration of land use patterns in our urban areas is needed, it has decided not to adopt a statewide requirement for re-evaluation of land use at this time. The reason is that the Commission is now in the midst of a comprehensive evaluation of the state's urban growth management policies. Based on this evaluation, the Commission expects to make and recommend changes to the state's policies on how growth within urban areas should occur.

Tax Deferrals

Oregon, like most states, provides preferential property tax treatment for farm and forestland. Qualifying properties are assessed at farm-use or forest-use value, rather than at market value. Deferrals near urban areas can provide substantial tax savings.

32. **The amount of tax deferred property inside UGBs is substantial.** In many communities, tax-deferred property constitutes one-third to one-half of the supply of vacant land. However, typically, over one-half the tax-deferred property within a UGB lacks access to urban services and is not yet ready to be developed at urban densities. (Tax Deferral Study, p. iv.)
33. **Farm and forest tax deferrals inside UGBs support accomplishing the density objectives of comprehensive land use plans.** Research literature documents that, as urban areas grow over time, land values increase and the optimal intensity of use for a parcel also increases. For residential uses, this means higher densities. Because tax deferral allows an owner to wait while demand grows, in the long run it encourages a higher density development pattern. (Tax Deferral Study, p. v.)
34. **Once urban services and demand can support development at urban densities, however, continued tax deferral for farm or forest property can create growth management problems.** Tax deferrals may exacerbate shortages of land zoned for particular uses and confer monopoly power on land owners to command inflated prices. Moreover, the tax revenue foregone continues to climb, while other landowners shoulder the cost of public services. (Tax Deferral Study, p. v.)
35. **Withdrawal of tax deferral can cause landowners to develop their properties or sell it for development sooner than they would otherwise.** Property taxes which may be only \$10 per acre under deferral can jump to \$500 or more per acre if tax-deferred property is assessed at market value. (Tax Deferral Study, p. v.)
36. **Farm and forest tax deferrals inside UGBs result in a small, though not insignificant, shift in tax burden to non-deferred properties.** Based on several case studies, if deferrals did not exist inside UGBs, tax rates would be from one-half to three percent lower. Ballot Measure 5 will reduce the size of the shift. The shift is also offset by a charge that is collected when deferred properties are converted to nonfarm or nonforest uses. This "rollback" tax typically recoups about five years worth of taxes at full market value.

C. PROPOSALS

The proposals that follow are ideas for modifying the statewide planning program and how local governments handle planning and development. Each is intended to address causes the foregoing analysis identifies as contributing to the problems of sprawl development and incomplete communities Oregon is experiencing. They are intended as starting points for the formulation of specific actions. These can take the form of initiatives by local governments, demonstration projects, changes to administrative rules, amendments to the Statewide Planning Goals, and amendments to Oregon statutory law.

Centralization of Growth Management Authority

Reducing fragmentation in growth management authority is fundamental. It will yield direct benefits and simplify and expedite implementation of other proposals. As stated in conclusion 20, by growth management authority is meant authority for planning, zoning, subdivision approval, urban renewal, and the provision of urban service facilities.

1. **Each city and county should centralize authority for growth management inside the city's UGB.** How this is accomplished should be left to local choice based on what is most appropriate for local needs and circumstances. Growth management agreements would be altered to reflect the choice and establish terms and conditions. Alternatives should include:
 - a. **Designating a single jurisdiction as having lead authority.** Where a growth management agreement designates the *city* as having lead responsibility, the county would delegate to the city complete growth management authority, as defined above, inside the UGB. The agreement should specify county rights of notice, review, and consultation. Where an agreement designates a *county* as the lead jurisdiction for growth management, affected cities should have such rights. (Annexation Study, p. xix.)¹⁴
 - b. **Vesting lead growth management responsibility in a joint board or committee composed of elected city and county officials.** The board or committee would exercise full growth management authority within the UGB outside city limits, with advisory powers inside city limits on growth management matters. (Annexation Study, p. xx.) ORS Chapter 190 authorizes units of local government to execute intergovernmental agreements under which all the authority of each party can be exercised.
 - c. **Withholding approval of subdivisions and other forms of urban development in the absence of the extension of urban services**

¹⁴ Lane County has such agreements with the cities of Eugene and Springfield. Under it, Lane County adopts city zoning and subdivision ordinances, which the city then administers.

and city annexation. This has the effect of placing with a city exclusive jurisdiction over urbanization. This is the transition agreement approach, which Marion County and the cities of Salem and Keizer have taken.

- d. **Cross-acceptance.** By cross-acceptance is meant a process by which jurisdictions within an urban region systematically:
 - Review each other's planning actions for consistency with their own plans and objectives.
 - Work to harmonize their plans and policies.
 - When necessary to come to agreement, participate in mediation.
- e. **A combination of the above approaches.** For example, in a single-county urban region with more than one city, the cities could enter into transition agreements with the county and rely on cross-acceptance between or among each other.

2. The approach selected and the agreements implementing it should meet minimum standards. The standards should include:

- a. **The lead jurisdiction or joint board should have available to it sufficient growth management authority and capacity.** This would include: a zoning code with districts corresponding to the urban land use designations in the applicable comprehensive plan; a subdivision ordinance which can apply the subdivision standards contained in the comprehensive plan; an urban renewal authority and capability equivalent to the UGB's city; and an authority to enter into cooperative agreements with special districts. (Annexation Study, p. xx.)
- b. **Every area of partial and incomplete development should have a lead jurisdiction (or joint board) with clear principal responsibility for infilling it and all jurisdictions should have an obligation to cooperate with the lead jurisdiction.**
- c. **Where lead authority is not vested in a single jurisdiction or joint board, every "planning action" of region-wide significance should be subject to cross-acceptance.** "Planning actions" would include plan amendments, development approvals, use of urban renewal powers, and urban service extensions.
- d. **The approach should provide a means to establish urban service design standards. See below.**

3. Where a single UGB contains more than one city, it should be able to designate as many lead jurisdictions as there are cities. For example, the

Eugene-Springfield urban region should have the option to either designate a single lead jurisdiction for the entire region or designate lead jurisdictions for subregions. (Annexation Study, p. xx.)

4. **In the Portland area, lead jurisdictions should be designated for subregions, with Metro retaining its *regional* growth management role.** As used in this report, growth management authority refers to the exercise of planning, zoning, urban renewal, and service extension powers. Growth management authority would be centralized for subregions. Subregions could follow county boundaries, correspond to areas of influence of component cities, combine both approaches, or follow some other approach. Metro would continue in its present regional planning and coordination role, including its responsibilities for urban growth boundary administration, establishment of urban growth goals and objectives, and functional planning.
5. **Urban regions should adopt urban service design standards applicable throughout the UGB.** The purpose would be to reduce inconsistent urban service levels inside UGBs, service gaps, uncoordinated urban service extensions, incentives to develop where standards are lowest, and disincentives to establish adequate standards experienced by jurisdictions concerned to remain "development competitive." To preserve choice, the standards would be minimums; developers would remain free to exceed them. The standards should address streets and other transportation facilities, sidewalks and other subdivision features, sewage collection and treatment, storm drainage, parks, and school facilities. If necessary, LCDC should make regional minimum urban service standards obligatory. Where more than one city and urban growth boundary comprise a single housing market, the standards should be adopted by all the component jurisdictions. (Annexation Study, p. xvi.)

Focused Growth Plans and Adequate Public Facilities Requirements for Fast-Growing Urban Regions

Centralizing growth management authority will not be enough. It is also necessary to counteract the fragmentation of development, its tendency to occur in areas of low urban service levels, and the resulting sprawl development patterns and dilution and underprovision of infrastructure investments.

6. **Fast-growing urban regions should develop "focused growth plans" for meeting near-term urbanization needs and adopt adequate public facilities requirements.**
 - a. **Focused growth plans would draw from public facility plans, but contain additional features. They should include:**
 - i. **Designation of the area or areas within the UGB to be used to meet growth needs for a minimum of five years up to a maximum of ten years.**

- ii. Maps showing the specific facilities (e.g., sanitary and storm sewer mains, water mains, collector streets, parks, elementary schools) that will serve a sufficient amount of the designated urban growth area(s) to meet projected needs for at least five years.
 - iii. A strategy and schedule for constructing plan facilities in a coordinated manner that sequentially adds fully served land to the region's supply of land for urban development.
 - iv. For each facility, a designation of the unit of local government (city, county, or special service district) that is responsible for providing it and the financing strategy the unit of government intends to use. The strategy should link the estimated facility cost with an identified revenue source and financing mechanism.
 - v. Cooperative agreements among the units of local government involved specifying 1) the responsibilities of each unit for the construction, management, and administration of planned urban service facilities; and, 2) the terms and conditions for transitions in the ownership, management, and administration of urban service facilities in the designated urban growth area over at least five years.
- b. **The strict adequate public facilities requirement should be applicable throughout the UGB.** It should withhold development approval absent full urban service facilities with design capacities sufficient to meet build-out demand. Its role would be to strictly limit development outside the focused growth area(s) (i.e., the areas the focused growth plan designates for near-term development) and prevent premature development inside the focused growth area(s).

The full urban service facilities requirement should be defined in a way that assures adequate police and fire protection and water, sewer, storm drainage, and collector street capacity at the time of occupancy. Park and school availability, arterial street capacity, and, where applicable, public transit service, should be required within no more than three years of occupancy.¹⁵

(Annexation Study, p. xx.)

15 Washington County has an adequate public facilities requirement which is similar in concept to the one proposed here.

Rationale. Focused growth plans are intended to address several serious shortcomings of present growth management in Oregon:

- i. **Jurisdictional fragmentation.** At present, annexation proposals can be extremely threatening to affected special service districts in a manner that can make opposition to annexation the most effective method of protecting a district's legitimate interests. This obscures opportunities for arrangements which can benefit both the district and annexing city, and annexation is an unsatisfactory vehicle for constructive issue resolution. The cooperative agreement feature is intended to resolve these issues and identify opportunities *in advance of* when annexation is proposed.
- ii. **Density shortfalls.** Densities are falling short of plan densities in part because development is occurring without full urban services. By diverting development from under-served locations with artificially low land prices to locations with full urban service facilities, the proposal would raise profit-maximizing densities and, therefore, actual densities.
- iii. **Diffused infrastructure investments.** At present, infrastructure programming attempts to optimize responding to demand generated by past development and responding to current development needs. Developers, moreover, are attracted to locations where urban services are at the minimum levels which still permit development approval and successful marketing, because such locations often offer high profit margins. The diffusion undercuts the ability of local government to finance infrastructure investments. Focused growth plans would help focus investment and the development which raises the revenues to meet financing obligations.
- iv. **Underprovision of needed facilities.** Development projects now tend to be too small to provide community-scale facilities. Focused growth plans would provide an alternative means of securing the construction of such facilities.
- v. **Collateral benefits of focused growth plans include:**
 - By being more explicit about where its development will occur, a community will more readily see the issues which growth frames for it, like how much park land it wants and where parks should be located.
 - They will help achieve street networks that promote transit and bicycle use and walking.
 - By fostering more specific neighborhood planning,

focused growth plans will ease the siting of multiple family housing. When a household occupies a single family home located near a site already designated for apartments, it is less likely to object when the time comes to build the apartments, and less likely to succeed if it does object.

- By more specifically identifying planned public facilities, focused growth plans will strengthen a developer's ability to ensure that system development charges are used for facilities that benefit the developer's project.
- By reducing the amount of development which occurs outside focused growth areas, focused growth plans will extend the time agricultural operations inside urban growth boundaries can continue before being constrained by urbanization.

7. **Focused growth plans should be updated as often as is necessary to maintain in focused growth areas no less than a five-year supply of vacant land with full urban service facilities available to it. The definition of full urban service facilities available should be the same as in proposal 6.**
8. **Focused growth plans should assign roles to special districts in a manner which takes advantage of their attributes. While the long-term role of special districts should be left to local discretion and the negotiation of cooperative agreements, focused growth plans should assign long-term service delivery roles in a manner that maximizes:**
 - a. **Economic efficiency, i.e., allocating charges among urban service consumers in a manner that reflects differences in the cost of providing services to them.**
 - b. **Tax equity, i.e., matching the beneficiaries of the services supported by a tax with the payers of the tax.**
 - c. **The equitable allocation of costs between new development and prior development.**
 - d. **Economies of scale.**
 - e. **Consumer access, i.e., the ability of urban service consumers to easily identify, contact, and hold accountable service providers.**

(Annexation Study, p. xvii.)

9. **If necessary, LCDC should require focused growth plans in fast-growing urban regions. Focused growth plans should be optional elsewhere. (Annexation Study, p. xvi.)**

"Cooperative Microplanning"

Focused growth plans would not completely address the problems of fragmented development.

10. **As an additional means of improving growth management and fostering community livability, Oregon should explore an alternative approach to development.** Under this approach, a partnership of local government, developers, and area residents would substitute for the large development company which, in other parts of the U.S., creates integrated, community scale, mixed-use development projects. The approach could be used for in-fill or redevelopment, as well as new development. It could be used to develop tracts of several hundred acres or adapted to small areas, such as for redevelopment along a collector street in a single neighborhood.

a. **Elements of this approach would include:**

- i. **Formulation and adoption of a detailed development plan.**
The plan would be as detailed as if prepared for an individual developer, specifying land uses, street designs, landscaping, and residential design standards.
- ii. **Provision for all facilities.** If small in scale, the plan would provide for all neighborhood-scale facilities, such as playgrounds. If larger in scale, it would provide for all neighborhood and community-scale facilities, such as parks, daycare facilities, and school sites.
- iii. **Specification of type and location of housing and other uses in detail.** It would leave only architectural design undecided, but subject to standards, such as for setbacks from the street.
- iv. **Specification at a level of detail which permits issuance of development approvals *without* discretionary land use actions.**
- v. **Preparation using a process which provides for full expression of community preferences and opportunity for developer input on consumer tastes and preferences.**

b. **Other features of the concept are:**

- i. **Design costs could be financed.** This would be done in the same manner as infrastructure, such as sewer and water lines. Revenues would come from system development char-

ges and assessments. In the case of infill, it could also come from urban renewal funds.

- ii. **The affected area would be rezoned.** Zone regulations would permit development consistent with the plan, subject to discretionary review. Alternatively, they would permit development which conforms with the plan as of right, i.e., not subject to discretionary review.
 - iii. **Affected land would remain in private ownership.** Most development proposals would likely conform to the plan to take advantage of the reduced time, cost, and risk of approval as of right compared with discretionary review. Other proposals would have to be found consistent with the plan.
 - iv. **As a first step, a pilot project of the approach would be used to test its feasibility.** This would be done with an interested community, developers, and service providers.
- c. The concept offers a means to:
- i. Achieve communities which are fully equipped with facilities and have integrated designs.
 - ii. Better integrate transit planning into community planning.
 - iii. Increase the density of development by designing it into plans that avoid its problems and make it desirable.
 - iv. Site high density housing and other community uses, such as recreational facilities, which often encounter opposition.
 - v. Encourage and secure the full benefits of mixed use development.
 - vi. Carry out transit-oriented community designs in metropolitan areas and pedestrian-oriented designs which reduce auto use and dependency at all locations, including medium and small communities.

Strengthening Coordination with Special Districts

A key feature of focused growth plans is use of cooperative agreements to address special district issues. This is also important where focused growth plans are not used.

- 11. **LCDC should encourage greater coordination with special districts.** Focused growth plans will cause this to occur in areas that adopt them; additional steps are needed for other areas. The commission should review and, if necessary, amend Statewide Planning Goals 2, 11, 12, and 14 and associated administrative rules to:
 - a. Require compliance with the requirement of ORS 197.185 that

special districts enter into cooperative agreements with counties to ensure compliance with city and county comprehensive plans. Cooperative agreements should define the role the special districts will play in the provision of urban services; specify their responsibilities for the construction, management, and administration of planned urban service facilities; and state the terms and conditions for transitions in the ownership, management, and administration of urban service facilities. (Annexation Study, p. xviii.)

- b. Encourage or require cities and counties to actively involve special service districts in comprehensive planning, including periodic review, public facility plan (PFP) updates, and plan amendments. (Annexation Study, p. xviii.)
 - c. As part of the PFP process, require that all district boundaries be mapped relative to city limits and UGBs, including those that may be outside, but abut, the UGB.
 - d. As with urban regions which adopt focused growth plans, establish a strict adequate public facilities requirement applicable throughout the UGB. The requirement should withhold development approval absent full urban service facilities with design capacities sufficient to meet build-out demand.¹⁶
12. **Cooperative agreements should decide the long-term roles of special service districts inside UGBs.** Where a cooperative agreement, whether or not part of a focused growth plan, identifies a special district as having a long-term or permanent role in the provision of services, it should clearly identify when and where the district will provide services: a) under contract to the city and on the city's behalf, or, b) directly to consumers. (Annexation Study, p. xvii.)
13. **Cooperative agreements should provide for the continuation of pre-existing special district services to areas outside areas to be urbanized.** If a cooperative agreement calls for reductions in a special service district's territory, it should address how the remaining portion of the district is to receive services in an affordable manner (e.g., through merger with another district or through receipt of contract services from the annexing city or another district). This is particularly relevant where a district's boundaries straddle a UGB. Annexation of the urbanizable portion of the district may leave an uneconomic remnant of the district to serve remaining land and customers. (Annexation Study, p. xvii.)
14. **Cooperative agreements should protect special district solvency and commitments.** When a cooperative agreement provides for the elimination of a special district, consolidations, or reductions in size, it should address

16 See proposal 6 for the definition of "full urban services."

the district's capital debt and short and long-term finances; rates; employee compensation, benefits, and job security; and quality of service. (Annexation Study, p. xvii.)

Redevelopment and Infill

Growth management objectives cannot be met through new development alone. Statewide Planning Goal 14 calls for "encouragement of development within urban areas before conversion of urbanizable areas."

15. **Urban regions should be required to meet minimum ratios of residential units built in urbanized areas to residential units in urbanizable areas.** The many obstacles to infill development and redevelopment necessitate strong incentives supporting it. Urban regions should retain discretion to devise approaches to meeting the ratios. LCDC should provide assistance in devising infill strategies, such as methods for recruiting building industry participation.
16. **UGB expansion should be conditioned on accomplishing minimum quantities of infill development as a proportion of all development inside a UGB.** Urban regions should retain discretion to allocate infill responsibilities when there is more than one jurisdiction, and to devise infill approaches. LCDC should provide allocation standards or guidelines. (Case Studies, p. 20.)

Other Methods to Improve Growth Management

The following proposals should apply inside all UGBs.

17. **Zoning codes should specify minimum zoning densities as well as maximum densities and prohibit residential development in nonresidential zones except in the case of mixed-use developments.** Zoning regulations normally specify only a maximum density or, in the case of single family residential districts, a minimum lot size. They also often permit residential development in commercial and industrial zones and single family development in multi family zones. (Case Studies, p. 22.)
18. **Interim development should be tightly restricted.** Because development in advance of urbanization may be inconsistent with appropriate land use when urbanization occurs and will constrain the configuration of urban development, interim development should be avoided. In advance of urban service extension, minimum lot sizes should be at least ten acres. Larger minimums (e.g., 20 acres) to preserve large parcels for ultimate urbanization are desirable. If exceptions are made, redevelopment plans should be required. (Case Studies, pp. 22-25.)
19. **Partitioning should be strictly limited.** Single-family residential land divisions inside UGBs should be by subdivision. This provides a greater degree of planning and permits applying the public improvement standards contained in subdivision ordinances. "Serial partitions," i.e., annual land

divisions that avoid the subdivision regulations, should be prohibited. Partitions should not be allowed for single-family development. (Case Studies, p. 25.)

Annexation Methods

As discussed in conclusions 26 through 27, obstacles to annexation contribute to the fragmentation of authority for growth management.

- 20. The Legislative Assembly should authorize a new method to annex territory covered by focused growth plans which allows annexations linked to the extension of urban services. Under this method, a city, in conjunction with the special service districts serving the focused growth area, would formulate an annexation plan and put it to a vote of the residents of the city and of the areas to be annexed. If approved, annexations could occur in phases linked to the extension of urban services without additional votes.**

Annexation plan contents should include:

- a. Annexation phases coordinated with the extension of urban services as contained in the focused growth plan.
- b. Standards of urban service availability required as a precondition of annexation.
- c. The planned timing of urban service facility extensions.
- d. The plan's effects on existing urban service providers.
- e. The long-term benefits to the areas annexed and to the city.

(Annexation Study, p. xx.)

- 21. In addition to a city, an annexation plan should grant annexation authority to special service districts which the applicable focused growth plan designates as having long-term service delivery roles. (Annexation Study, p. xxi.)**
- 22. In boundary commission areas (the Portland metro area and Eugene/Springfield area), voter approval of an annexation plan should trigger streamlined annexation procedures, such as waiver of a boundary commission public hearing for annexations consistent with the plan. (Annexation Study, p. xxi.)**
- 23. The state should retain all current annexation methods. These methods would be used in areas not covered by focused growth plans and in areas covered by a focused growth plan where an annexation plan has not been approved. The existence of these methods would help prevent voter rejection of an annexation plan from serving as an anti-growth referendum. (Annexation Study, p. xxi.)**

Land Use and Transportation Planning

Not all opportunities to reduce sprawl development patterns lie in how comprehensive plans are implemented. Some are in the plans, themselves.

24. **Each city in Oregon should undertake a systematic review of its comprehensive plan and implementing ordinances in light of recent changes in the understanding of the relationship between land use and transportation. The review should examine:**
 - a. The development patterns they embody.
 - b. The levels of transportation demand these models cause, the transportation facilities needed to meet the demand, and the cost of the facilities.
 - c. Alternative development models and associated transportation demand, facility needs, and facility costs.
 - d. How the alternatives compare in terms of transportation planning rule requirements, including a) that transportation plans reduce principal reliance on the automobile; b) that transportation plans in MPO areas limit vehicle miles of travel; and, c) that MPO areas reduce per capita parking spaces.¹⁷
 - e. How the alternatives compare in terms of energy consumption, environmental quality, land consumption, access to open space, infrastructure costs, and housing affordability.
25. **Elements of a comprehensive plan and implementing ordinances this review should consider include:**
 - a. Plan densities.
 - b. Policies on mixed use development.
 - c. Policies and zoning regulations affecting alternatives to the private automobile for travel, including walking, bicycling, carpooling, and public transit.

¹⁷ OAR 660-12-035(3)(e) addresses reliance on the automobile. OAR660-12-035(4) requires MPO plans to achieve no increase in per capita vehicle miles of travel within 10 years of plan adoption, a ten percent reduction within 20 years, and a 20 percent reduction within 30 years. OAR660-12-045(5)(c) requires MPO areas to implement a parking plan which reduces per capita parking spaces by ten percent over the planning period. An MPO is a metropolitan planning organization; Oregon MPO areas are Eugene-Springfield, Medford, Portland, and Salem.

Property Tax Deferrals

Modifying the statewide planning program and how local governments manage growth hold the greatest potential for curbing sprawl inside Oregon's UGBs. But tax policy should work in concert with, not against, sound growth management.

26. **Oregon should retain farm and forest property tax deferrals inside UGBs.** Wholesale elimination would contribute to premature, low-density development, needlessly disrupt farming operations, and consume open space unnecessarily. (Tax Deferral Study, p. viii.)
27. **Property should become ineligible for tax deferrals when urban services become available to it.** Standards for urban service availability should be established to avoid premature development but also to avoid use of deferrals to reduce the cost of holding land that is appropriate for urbanization. Owners would be free to continue withholding land from development, but without a tax subsidy. (Tax Deferral Study, p. viii.)
28. **Where tax deferrals are withdrawn, owners should be able to accrue annual tax obligations until the property is sold or developed.** Otherwise withdrawal would cause unnecessary dislocation and financial hardship for landowners who lack access to capital to pay taxes. Liability for rollback taxes (i.e., taxes for earlier years) should be canceled, as is done generally when the government rather than the landowner initiates termination of a tax deferral. (Tax Deferral Study, p. viii.)
29. **A ten-acre minimum lot size should be imposed on new deferrals inside UGBs.** The purpose is to preserve the land's productivity for resource use and to discourage partitioning into lot sizes which constrain later urbanization. (Tax Deferral Study, p. viii.)

SECTION III
DEVELOPMENT OUTSIDE URBAN GROWTH BOUNDARIES
AND URBAN GROWTH BOUNDARY EXPANSION

A. ISSUES

There are four, interrelated issues:

1. The constraints on UGB expansion caused by development in the urban fringe.¹⁸
2. The desirability of UGB expansion into exception areas and secondary lands before commercial farm and forest resource lands.
3. The benefits of including inside UGBs fringe exception areas developed at "quasi-urban" densities, i.e., densities of one to two dwelling units per acre.
4. The interrelationships between an urban region's exurban development and development inside its UGB.¹⁹

B. CONCLUSIONS

Constraints on UGB Expansion

1. **Development occurring in UGB fringe areas will seriously confine options for UGB expansion.** Recent residential development in the urban fringe has resulted in a ring of low-density residential development around much or all of the UGB in each of the four case study areas. This development, in combination with preexisting development, will severely constrain UGB expansion. This is so even though only five to 15 percent of new 1985-89 case study area residential units and partitions were located in urban fringe areas. In Medford, for example, 49 dwelling units and 36 parcels were approved from 1985 through 1989 in the urban fringe. Twenty-two of these dwellings and 23 parcels were approved on resource lands adjacent to the UGB. In 1990, when the City of Medford expanded its UGB, owners of acreage homesites effectively blocked expansion into their "neighborhoods." (Case Studies, pp. 13, 19.)
2. **By confining options for UGB expansion, development in fringe areas will force UGB expansion into lands zoned for commercial agriculture which otherwise could be avoided.**
3. **Case study area fringe development occurred in both exception areas and on lands zoned for commercial resource uses.** In Bend, 66 percent

18 Areas outside of but close to UGBs (in the case studies, generally within one to two miles of a UGB).

19 By "exurban" is meant the portion of an urban region outside its urban growth boundary. See page 3.

occurred in exception areas, 34 percent on commercial resource lands; in Brookings, 62 percent in exception areas, 38 percent on commercial resource lands; and in Medford, 55 percent in exception areas, 45 percent on commercial resource lands. (Table 2.) (A breakdown for the Portland area is not available.)

4. **Development in UGB fringe areas is not limited to lots that predated the statewide planning program.** The study period saw many new subdivision lots created in the Bend, Medford, and Portland urban fringes. (Table 3.) In Bend, about 17 percent of all lots created through subdivision were outside the UGB. In Medford, partitions accounted for more new lots outside the UGB than subdivisions. Partitions may represent a significant share of the new exurban lots created in the other case study areas, as well. (Case Studies, p. 11.)
5. **Ten-acre minimum lot size zoning reduced the amount of development outside the Brookings UGB.** Under a settlement agreement growing out of the Supreme Court's 1986 Curry County decision, in 1989 the County rezoned areas immediately surrounding the UGB to require 10-acre minimum lot sizes. The amount of fringe development dropped substantially. Nearly all the single family dwellings Curry County approved in the Brookings urban fringe during the study period before then (starting in 1985) had been on lots of less than five acres. Had ten-acre zoning been in place earlier, the number of study period single family residences built in the Brookings fringe would have been much smaller. (Case Studies, p. 13; Brookings Case Study, p. A-4.)
6. **The statewide planning program now contains no requirement that urban areas plan for UGB expansion needs beyond 20 years.** As a result, there is no explicit, recognized policy to regulate development in areas that might be needed for long-term UGB expansion in a manner which preserves the ability to develop them at urban densities.

Partially Developed Exception Areas

7. **Some exception areas adjacent to or near UGBs are already so developed that development at urban densities will be difficult regardless of present or future zoning.** Such areas are developed at quasi-urban densities of from one to two dwelling units per acre. Allowing these areas to infill at similar densities may be appropriate. Pending LCDC rulemaking, however, the Curry County decision has created uncertainty about the legality of approving new houses and parcels in partially developed rural residential exception areas, especially at densities of one to 2.5 dwelling units per acre. (Case Studies, p. 13.)

TABLE 2
TOTAL RESIDENTIAL DEVELOPMENT, CASE STUDY AREAS, 1985-89
Number of Units

Location	Number of Units in Study Areas (SA)			
	Portland SA	Medford SA	Bend SA	Brookings SA
Inside UGBs	41,104	1,694	2,023	443
Inside Primary UGB	40,879	804	1,822	443
Urban Area	25,637	341	474	N/A
Urbanizable Area	15,242	463	1,348	N/A
Other UGBs	225	890	201	0
Outside UGBs	2,051	529	2,705	256
Urban Fringe	713	49	192	109
Exception Areas	N/A	27	127	68
Resources Areas	N/A	22	65	5
Rest of Exurban Area	1,338	480	2,513	147
Exception Areas	N/A	284	2,074	141
Resources Areas	N/A	196	439	6
Study Area Totals	43,155	2,223	4,728	699

Percent of Total Units by Jurisdiction

Location	Percent of Units in Study Areas (SA)			
	Portland SA	Medford SA	Bend SA	Brookings SA
Inside UGBs	95.2	76.3	42.8	63.4
Inside Primary UGB	94.7	36.2	38.5	63.4
Urban Area	59.1	15.3	10.5	N/A
Urbanizable Area	35.0	20.8	28.5	N/A
Other UGBs	0.5	40.0	4.3	0.0
Outside UGBs	4.8	23.8	57.2	36.6
Urban Fringe	1.7	2.2	4.1	15.6
Exception Areas	N/A	1.2	2.7	9.7
Resources Areas	N/A	1.0	1.4	0.7
Rest of Exurban Area	3.1	21.6	53.2	21.0
Exception Areas	N/A	12.8	43.9	20.2
Resources Areas	N/A	8.8	9.3	0.9
Study Area Totals	100	100	100	100

Source: ECO Northwest for the Department of Land Conservation and Development, Urban Growth Management Case Studies, January 1991, Table 2-1.

TABLE 3
APPROVED SUBDIVISION LOTS, CASE STUDY AREAS, 1985-89
Number of Lots

Location	Number of Lots in Study Areas (SA)			
	Portland SA	Medford SA	Bend SA	Brookings SA
Inside UGBs	14,272	1,267	1,476	295
Inside Primary UGB	14,079	1,267	1,476	295
Urban Area	9,707	193	762	N/A
Urbanizable Area	4,372	1,074	714	N/A
City(s)	9,455	1,267	N/A	251
Unincorporated	4,624	0	N/A	44
Other UGBs	193	N/A	N/A	N/A
Outside UGBs	175	51	299	4
Urban Fringe	151	44	75	0
Exception Areas	N/A	44	75	0
Resources Areas	N/A	0	0	0
Rest of Exurban Area	24	7	224	4
Exception Areas	N/A	7	191	4
Resources Areas	N/A	0	33	0
Study Area Total	14,447	1,318	1,775	299

Percent of Lots by Jurisdiction

Location	Percent of Lots in Study Areas (SA)			
	Portland SA	Medford SA	Bend SA	Brookings SA
Inside UGBs	98.9	96.1	83.2	98.7
Inside Primary UGB	97.6	96.1	83.2	98.7
Urban Area	66.7	14.6	42.9	N/A
Urbanizable Area	29.7	81.4	40.2	N/A
City(s)	64.6	100.0	N/A	83.9
Unincorporated	31.7	0.0	N/A	14.7
Other UGBs	1.3	N/A	N/A	N/A
Outside UGBs	1.2	3.9	16.8	1.3
Urban Fringe	1.0	3.3	4.2	0.0
Exception Areas	N/A	3.3	4.2	0.0
Resources Areas	N/A	0.0	0.0	0.0
Rest of Exurban Area	0.2	0.5	12.6	1.3
Exception Areas	N/A	0.5	10.8	1.3
Resources Areas	N/A	0.0	1.9	0.0
Study Area Totals	100	100	100	100

Source: ECO Northwest for the Department of Land Conservation and Development, Urban Growth Management Case Studies, January 1991, Table 2-4.

Residential Development Outside UGBs and its Interrelationship with Development Inside UGBs

The statewide planning goals recognize "acreage homesites" as a legitimate use of lands contained in exception areas. Some housing consumers prefer rural locations. As with any type of development, however, excess amounts of rural residential development can have harmful consequences.

8. **Large portions of the development in Oregon's fast-growing urban regions are occurring outside their UGBs.** In the Bend area, 57 percent of total 1985-89 residential growth occurred outside Bend's UGB; in Brookings, 37 percent; and in Medford, 24 percent. (Table 2; Case Studies, pp. 7, 11.) In the Portland area, only five percent of total 1985-89 residential growth occurred outside UGBs. However, reflecting the large amount of exception lands near the Clackamas County portion of the Portland metro area UGB, about 20 percent of its single-family development occurred outside UGBs, while in Multnomah and Washington Counties only about four percent occurred outside UGBs. (Portland Case Study, p. 7.)
9. **Most case study exurban development occurred in exception areas.** Statewide, large amounts of residential development is occurring on lands zoned for commercial farm and forest uses. However, most case study exurban development occurred in exception areas. In both the Bend and Brookings areas, 81 percent of 1985-89 exurban residential development was in exception areas. In the Medford area, 59 percent was in exception areas. (Table 2.)
10. **Significant amounts of exurban development are occurring on commercial resource lands.** In the Medford area, 41 percent of 1985-89 exurban residential development was on resource lands, and, in both the Medford area and the Bend area, resource lands accounted for about ten percent of total 1985-89 residential development. (Table 2.)
11. **The large amount of exurban development results from economic trends and governmental policies.** Although conditions vary from place to place, these trends and policies include the decentralization of employment; increasing real incomes; lower land costs and taxes outside urban areas; lack of urban service capacity inside UGBs; improved access provided by inter-city highways; the large number of exception areas approved at the time of comprehensive plan acknowledgment; and policies on rural residential development which are restrictive in some locations and less restrictive in others. Because of these factors, in some cases, with only modest increases in travel time, households with a preference for rural settings can find rural locations at lower cost than equivalent urban alternatives. (Case Studies, p. 15.)

12. Among the harmful effects of excess amounts of exurban development are:

- a. Exacerbation of the already impaired ability of urban service providers inside a UGB to finance the urban infrastructure needed to accommodate growth. Lack of adequate financial tools is the most serious impediment to meeting urban service needs inside UGBs. Meeting these needs is further impaired by the uncertainty of forecasting revenue streams to support a new sewer or water line, for example, when new households may locate not only anywhere within a UGB but also outside it.**
- b. Constraints on UGB expansion. See above.**
- c. Expanding conflicts between farm and urban activities and the loss of open space and natural beauty around urban areas.**
- d. Higher costs of delivering school, police and fire protection, and other services.**
- e. Higher costs of community water systems.**
- f. Reduced serviceability by public transportation, greater auto dependency, and higher traffic burdens on suburban and urban street systems.**

13. Other interrelationships exist between areas inside and outside a UGB:

- a. They operate as a single housing market. An urban region's housing consumers choose between areas inside and outside the UGB. A study of Portland area exurbanites shows they are socioeconomically similar to suburbanites.²⁰**
- b. Because they operate as a single housing market, housing choices outside UGBs affect the need and demand for housing choices inside, and vice versa.**
- c. They operate as a single labor market. Many exurbanites work at locations inside UGBs. Where new jobs are located inside a UGB can affect the location of demand for exurban home sites.**
- d. They operate as a single market for consumer goods and services.**
- e. They operate as a single "market" for recreation. Exurbanites patronize urban and suburban recreational facilities and urbanites and suburbanites visit exurban areas for outdoor recreation, such as fishing, swimming, and bicycling.**
- f. They operate as a single air shed. An urban region's urban, suburban, and exurban residents share responsibility for its air pollu-**

²⁰ Judy S. Davis, "A Case Study of the Portland, Oregon, Region," 1990.

tion, especially from wood stove and motor vehicle emissions, and the costs it exacts on health and livability.

14. **In some areas, the capacity remains for large amounts of additional exurban development in exception areas.** There is capacity for about 11,000 additional dwelling units on exception lands in the Portland area and for about 12,000 units in the Bend area. At recent growth rates, the Bend capacity is so large it could absorb all single-family development there for the next 14 years. (Case Studies, p. 11.)

C. PROPOSALS

As with the proposals in section II, those that follow are ideas for modifying the statewide planning program. They are intended as starting points for the formulation of specific actions in the form of changes to administrative rules, amendments to the Statewide Planning Goals, and amendments to Oregon statutory law.

Urban Reserves

The first proposal addresses constraints on UGB expansion.

1. **To preserve UGB fringe lands for possible UGB expansion, communities in Oregon should establish urban reserves outside UGBs.** "Urban reserve" means land officially identified for future UGB expansion. Development on land within an urban reserve would be restricted so that the land would be available for future UGB expansion. Because major public facilities are typically designed to accommodate growth for 50 years, urban reserves also would permit planning for infrastructure construction beyond the 20-year period on which UGBs are based. (Case Studies, p. 19; Senate Bill 91, 66th Legislative Assembly.)
2. **Within urban reserves, nonfarm and nonforest dwellings should be prohibited on lands planned and zoned for exclusive farm or forest use and a floor minimum lot size of 20 acres or larger should be established for sparsely developed portions of urban fringe exception areas with long-term potential for urban levels of development.** Where development, such as farm-related structures, is permitted, its placement should be located to avoid conflict with identifiable long-term public facility projects, such as extensions of major arterials. If the configuration of future urban development can be foreseen, plats for future redevelopment (sometimes called "shadow plats") should be recorded and property improvements required to be compatible with the plats.
3. **UGB expansion criteria should link expansion to standards for the amount and density of development and redevelopment inside UGBs.** Urban reserves will undermine the statewide planning program's resource land protection objectives and contribute to the problem of low densities described in section II of this report if they result in accelerated UGB expansion. To avoid this and ensure that reserves preserve land for future

urban development only if needed, UGB expansion should be forestalled until minimum amounts of development inside the UGB have been reached. Expansion should be conditioned on meeting density objectives set by the local plan.

Urban Reserve and UGB Expansion Preferences

4. State policy should require that:

- a. Exception areas adjacent to or near UGBs be included in urban reserves before secondary lands.
- b. Secondary lands adjacent to or near UGBs be included in urban reserves before commercial farm and forest lands, and that commercial farm and forest lands be included only as a last resort.
- c. Departures from this order of preference occur only if:
 - i. adhering to it would prevent realization of cost savings and efficiencies in the provision of urban services and opportunities to reduce auto dependency; and
 - ii. applicable comprehensive plans and implementing ordinances would accomplish these savings, efficiencies, and opportunities; and
 - iii. applicable comprehensive plans assign excluded exception areas a role of providing acreage homesites which is coordinated with the housing provided for inside the UGB to meet the total needs of the urban region.
- d. UGB expansions follow the same order of preferences.

Inclusion of Partially Developed Exception Areas Inside UGBs

Urban reserves alone are insufficient to address development issues in the urban fringe.

- 5. Urban regions should be allowed, and, in some cases, required to include inside their UGBs exception areas adjacent to or near UGBs which are developed at quasi-urban densities of from one to two and one-half dwelling units per acre (see conclusion 7). Including such areas inside a UGB would allow: 1) greater latitude in the densities at which they are planned and zoned for additional development; 2) greater coordination with other areas inside a UGB in how they are planned, zoned, and developed; and, 3) better integration of urban service provision. Infill development in such areas should reduce demand for rural homesites in open or sparsely developed exurban exception areas and on resource lands. (Case Studies, p. 20-21.)**

6. As an incentive to urban regions to include such areas within their UGBs, their inclusion should be permitted without a land needs justification, and parcels smaller than five acres should be allowed to be excluded from development capacities used for future UGB expansion justifications.

Interrelationships Between an Urban Region's Exurban Development and Development Inside its UGB

Exurban development issues go beyond the urban fringe.

7. The statewide planning goals should be amended to more clearly define policy on exurban development within commuting distance of UGBs.²¹ State policy should address:
 - a. The effects of exurban development on urban development and on the accomplishment of statewide planning program and local plan objectives inside UGBs and the allocation of growth between the areas inside an urban region's UGB and its exurban areas.
 - b. The values to be protected and balanced in planning for exurban areas, including economy in the provision of services, public safety, protection against land use conflicts with commercial farm and forest land uses, natural resource conservation, and the scenic and open space qualities of countryside outside cities.
 - c. The extent to which regional preferences should prevail on these issues.
8. A planning framework for exception areas should be established. The framework should include standards for appropriate uses, densities, and public services in exurban exception areas.²² It should also encourage or require the clustering of development. Where they do not now exist, the framework should provide for the development of plans for exurban exception areas. In addition to providing a basis for coordinating an exception area's role in its urban region, a plan provides a vehicle for achieving other planning program objectives, such as groundwater protection and efficient public service delivery.²³

21 The most specific language in either state statute or the Statewide Planning Goals is ORS 215.243(3), which reads:

Expansion of urban development into rural areas is a matter of public concern because of the unnecessary increases in costs of community services, conflicts between farm and urban activities and the loss of open space and natural beauty around urban centers occurring as the result of such expansion.

22 Exception areas located within an urban region, i.e., within the primary labor and housing market of a city.

23 SB 91, which the 1991 session of the Legislative Assembly considered, would have directed LCDC to establish rules for one type of exception area, "rural communities." SB 91 described rural communities as containing commercial and/or industrial development and residential development "in a concentrated pattern of land use."

9. **As an interim measure to limit the amount of exurban development occurring, clustering should be encouraged or required and a floor minimum lot size in exurban rural residential areas should be established. There is now no consistent state standard for minimum lot size and counties vary widely in the densities they permit. (Case Studies, p. 16.)**
10. **Unless other means can be found to address the large amounts of development occurring outside UGBs in some areas, the LCDC should require the jurisdictions of each urban region to decide an allocation of development between inside and outside the UGB. This is necessary because:**
 - While state policy is that most development should occur inside UGBs, in some areas, large amounts are occurring outside UGBs.
 - The existence of large amounts of exception area development capacity and present economics favor exurban development.
 - The large amount of exurban development occurring is impairing the ability of areas inside UGBs to meet objectives for cost-effective public services and maintenance of community livability.
11. **The scope of growth management agreements should be expanded to include all areas within an urban region. Growth management agreements between cities and counties must now address only the area within a UGB.**
12. **A cross-acceptance requirement for the areas comprising an urban region should be created. By cross-acceptance is meant a process by which jurisdictions within an urban region systematically:**
 - Review each other's planning actions for consistency with their own plans and objectives.
 - Work to harmonize their plans and policies.
 - When necessary to come to agreement, participate in mediation.

Because of the interrelationships between them, there is need for a mechanism to link planning for an urban region's exurban exception areas and areas inside its UGB. Jointly they should meet the needs of the entire urban region. Each should support accomplishing the roles and objectives assigned to the other.

A cross-acceptance provision should apply to plan amendments, major development approvals, and major urban service extensions, including roads. Where an urban region includes just one county and one city, the provision would apply only to them. Where there are multiple counties or cities, it would apply to all of them. While the number of jurisdictions in the Portland area is large, as a practical matter, jurisdictions are likely to pursue only issues they consider important.

SECTION IV.

INFRASTRUCTURE FUNDING

A. ISSUES

There are two issues:

1. What should the state do about the shortfall between projected municipal needs for infrastructure and the capacity to pay for it?
2. Should Oregon amend its constitution to exempt property tax revenues attributable to growth from its six percent limitation on municipal tax base growth?

B. CONCLUSIONS

Infrastructure Needs and Funding Sources

1. For water, sewer, and road systems alone, local governments in Oregon face *annual* infrastructure development needs of nearly *\$1 billion*, a level which far exceeds available resources, even absent ballot measure 5. Studies have identified average annual needs of \$764 million for city and county roads, \$136 million for drinking water systems, and \$79 million for sewer systems. Local and state funding sources have been identified for only about one-half of these needs. Capital needs for schools, parks, libraries, and police and fire stations are in addition to the \$1 billion amount. (Infrastructure Funding Study, pp. iii, 78.)
2. Much of the gap is associated with the aging of existing infrastructure or with existing problems, but a substantial portion is associated with needs to accommodate growth. (Infrastructure Funding Study, pp. iii.)
3. State aid for roads, sewers, and drinking water projects has been about \$200 million per year, over three-fourths of which is restricted to roads. At current levels, state aid finances only about one-fifth of identified needs for roads, sewer, and drinking water projects. The state does not provide major capital aid, even in the form of technical assistance, for parks, libraries, fire stations, and the like. (Infrastructure Funding Study, p. iii.)
4. Present state assistance programs in Oregon do not meet local needs. All categories of state aid, including motor vehicle fuel tax monies allocated to cities and counties based on population, fall short of needs.

State assistance programs:

- a. For the most part, carry pay back provisions which are at least as stringent as those imposed by the private lending industry (most programs have a mandate to be self-supporting).

- b. Impose application requirements to ensure eligibility or enable competitive awards, but which are expensive and discourage use.
- c. Are designed to achieve specific state goals, such as economic development, environmental protection, health, and energy conservation, rather than to simply help local governments meet their infrastructure needs.
- d. Require matching funds, which some jurisdictions have difficulty raising.
- e. Include monitoring and reporting requirements which add to the cost of participation.

(Infrastructure Funding Study, p. iv.)

- 5. **Oregon lacks a state agency the principal mission of which is to assist local government with infrastructure finance.** Five state agencies offer financial assistance, but only to accomplish agency purposes, such as pollution control or economic development.²⁴ No department of state government provides assistance apart from these agency purposes, even in the form of technical assistance. Even though altering local government accounting systems to better measure infrastructure depreciation and net investment is one way to achieve wiser infrastructure investments, no agency has this as its mission, either.
- 6. **Except in the case of general obligation bonds, access to capital markets to finance infrastructure can be difficult and costly, especially for small jurisdictions.** "Front-end" costs, such as for engineering documents, pose one barrier. (Infrastructure Funding Study, p. iv.) Interest costs are another. Greater use of capital borrowing would result from lowering barriers and costs.
- 7. **Ballot measure 5 will affect local government infrastructure finance in several ways:**
 - a. It will increase use of general obligation (GO) bonds relative to other sources because repayment of GO bonds approved by voters is not

24 The Economic Development Department administers the federal Community Development Block Grant Program for non-metropolitan cities and counties (targeted to low and moderate income areas), the Special Public Works Fund (economic development), the Oregon Bond Bank (economic development), and the Immediate Opportunity Fund (road improvements for economic development). The Department of Environmental Quality operates the Pollution Control Fund (sanitary and storm sewage systems) and would administer the proposed state revolving fund (sewage treatment and other water quality projects). The Water Resources Department operates the Water Development Loan Program (agricultural irrigation and drainage, water supplies for small communities). The Department of Energy administers the Small-Scale Energy Loan Program (energy conservation and production). The Housing, Educational and Cultural Facilities Authority, administered by the State Treasurer, can issue bonds for low income housing and educational and cultural facilities. (Infrastructure Funding Study, pp. 79-101.)

subject to the measure's tax rate limitations.

- b. It will increase use of revenue bonds repaid by non-property tax revenues because it does not restrict revenue bond authority and revenue bonds do not require voter approval.
- c. It will substantially reduce the ability of local government to provide bond guarantees, especially for Bancroft bonds.
- d. It will further curtail the already limited amount of general fund revenues going to infrastructure.

(Infrastructure Funding Study, p. 50.)

- 8. **Ballot measure 5 increases the value state assistance in infrastructure finance would yield.** For example, ballot measure 5 will increase the cost of financings which use special assessments. Before, jurisdictions issued Bancroft bonds, which were general obligations of the issuer but did not require voter approval. Ballot measure 5 requires voter approval of all general obligation issues. Most jurisdictions now will use special assessment revenue bonds instead, which carry higher interest rates. The potential cost savings from state assistance which reduces interest rates will be greater.
- 9. **Deferring infrastructure inside UGBs because funding is not available can contribute to development at densities that are lower than would occur with full services and below planned and zoned densities.** It can also contribute to deterioration in urban service levels (e.g., traffic congestion), higher infrastructure costs later, and added development pressure on areas outside UGBs. (Case Studies, p. vi.)

Local Government Revenue Raising Mechanisms

- 10. **Local government revenue raising mechanisms are underused.** Most revenue raising mechanisms used for infrastructure in other states are also available in Oregon. However, there is a shortfall between amounts these mechanisms could raise and amounts they actually raise. (Infrastructure Funding Study, p. iv.)
- 11. **User fees are used extensively to fund operating costs for water and sewer systems, but more jurisdictions could use them for capital expenses by issuing bonds and using fee revenues to repay them.** (Infrastructure Funding Study, p. iv.)
- 12. **Many jurisdictions do not take full advantage of special assessments, which can be used to recoup costs from properties a project specially benefits.** (Infrastructure Funding Study, p. iv.)
- 13. **Growing communities are using system development charges and development exactions to pay for *onsite* infrastructure.** State law

authorizes local governments to recover actual costs for *offsite capacity* as well, but few jurisdictions come close to recovering all such costs. (Infrastructure Funding Study, p. iv.)

14. Only a few jurisdictions have adopted street utility fees or storm drainage utility fees. In simple terms, these fees appear on sewer and water bills and collect revenues for local road system maintenance or storm drainage, respectively. (Infrastructure Funding Study, p. iv.)

The Six Percent Limitation on Tax Base Growth

15. The six percent limitation on annual tax base growth contained in Oregon's constitution does not substantially limit the ability of local government to finance *capital investment* in infrastructure associated with urban growth.²⁵ Most property tax use for infrastructure development and maintenance is through special levies and debt levies, which are outside the six percent limitation. (Six Percent Limitation Study, p. iii.)
16. In fact, average growth in property tax collections for cities, counties, and school districts between 1982 and 1989 exceeded six percent. Total property tax levies increased at more than twice the rate of assessed value increases between 1982 and 1989. Voters approved new tax bases for many school districts and local governments, reducing the reliance on special levies. (Six Percent Limitation Study, p. iii.)
17. Allowing tax bases to rise by the proportion of new construction within a jurisdiction would have the desirable effect of providing additional revenue to fund *service and maintenance needs* caused by growth. (Six Percent Limitation Study, p. iii.)
18. Under ballot measure 5, new development will generate additional revenue for those jurisdictions which operate at the maximum tax rates the measure permits. This will reduce the effect of the six percent limitation on such jurisdictions. (Six Percent Limitation Study, p. iii.)
19. The six percent limitation discourages annexation until land has been developed. The limitation does not apply to revenue raised from assessed value added to a jurisdiction's tax rolls by annexation. After annexation, added assessed value from development is subject to the limitation. As a consequence, some cities defer annexation until the affected land is developed. This sacrifices their ability to apply their own development standards. Other cities annex before development so they can apply their own standards. (Six Percent Limitation Study, p. 31.)

25 As used here, "tax base" means the amount of tax levied, not assessed valuation.

C. PROPOSALS

The proposals that follow are intended as starting points for the formulation of specific actions to address the infrastructure funding shortfall and tax base limitation effect discussed above.

Infrastructure Funding Assistance to Local Government As a State Agency Mission

- 1. Create a state agency with the mission of aiding local government with infrastructure funding, or assign this mission to an existing agency.**
- 2. In the design of the programs by which the mission of aiding local government with infrastructure funding would be carried out, consider:**
 - a. To reduce municipal bond interest costs, state assumption of a portion of the risk of cash flow disruption or default when bonds are issued, using the state's capacity to pool the risk associated with many issuances to protect it against losses.**
 - b. The use of pooling, guarantees, bond insurance, and other methods to provide risk reduction and thus lower interest costs.**
 - c. Providing pay back provisions less stringent than those imposed by the market.**
 - d. Means to address low cash flow in the early years of a bond amortization period, which sometimes blocks the financing of needed infrastructure.**
 - e. Compared to present state programs, providing greater flexibility to meet local needs.**
 - f. The provision of technical assistance to small communities in conjunction with aid in accessing capital markets.**
 - g. Use of financial assistance to encourage full use of available revenue raising mechanisms, including system development charges, user fees, special assessments, street utility fees, and storm drainage utility fees.**
 - h. Use of financial assistance to develop accounting systems which measure depreciation and net investment more accurately.**
- 3. Formulate an amendment to the Oregon constitution to authorize voters to approve special levies of up to 20 years in duration to pay for municipal infrastructure, and a strategy for securing the amendment's enactment, including voter approval. The levies would be outside ballot measure 5 limitations. The tax rate would be fixed, so the amount raised would rise with increases in assessed valuation associated with**

growth. Operations, repairs, and maintenance should be eligible for levy proceeds because ballot measure 5 constrains spending on them as well as on capital investments. As limited tax bonds, bonds repaid with such levies would carry higher interest rates than general obligation bonds, and so would be appropriate for state assistance to lower their interest costs.

Exemption of New Development from Six Percent Limitation

- 4. Formulate an amendment to the Oregon constitution to exempt new development from the six percent limitation on tax base growth, and a strategy for securing the amendment's enactment, including voter approval. Consider piggybacking the amendment on an amendment written to authorize a sales tax, cap a sales tax in anticipation of later sales tax authorization, or otherwise to restructure Oregon's tax system in response to ballot measure 5. (Six Percent Limitation Study, p. iv.)**

Appendix

CONTRACTOR REPORTS

Urban Growth Management Study

ECO Northwest, with David J. Newton Associates and MLP Associates for the Oregon Department of Land Conservation and Development, "Urban Growth Management Study: Case Studies Report," January 1991.

Ibid., "Urban Growth Management Study: Bend Case Study," November 1990.

Ibid., "Urban Growth Management Study: Brookings Case Study," November 1990.

Ibid., "Urban Growth Management Study: Medford Case Study," November 1990.

Ibid., "Urban Growth Management Study: Portland Case Study," November 1990.

Deborah A. Howe, Ph.D., AICP, Portland State University Center for Urban Studies, for the Oregon Department of Land Conservation and Development, "Urban Growth Management Study: Review of Growth Management Strategies Used in Other States," February 1991

Lane Council of Governments for the Oregon Department of Land Conservation and Development, "Urban Growth Management Study: Annexation and Urban Growth Management," February 1991.

Ibid., "Urban Growth Management Study: Annexation and Urban Growth Management, Appendices," February 1991.

Portland State University Center for Urban Studies and Regional Financial Advisors, Inc. for the Oregon Department of Land Conservation and Development, "Urban Growth Management Study: Local Government Infrastructure Funding in Oregon," December 1990.

Ibid., "Urban Growth Management Study: "Impact of the Six Percent Tax Base Limitation on Local Government Financing of Infrastructure Needs of Urban Growth," December 1990.

Peter Wilson & Associates for the Oregon Department of Land Conservation and Development, "Urban Growth Management Study: Property Tax Deferral Policy Inside Urban Growth Boundaries," December 1990.

METRO

Planning and Development
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Memorandum

DATE: August 1, 1991

TO: Metropolitan Area Cities and Counties

FROM: Metro Councilor Jim Gardner, Chair, Urban Growth Management Plan Policy Advisory Committee

SUB: Metro Council Adoption of the Regional Urban Growth Goals and Objectives

On July 31, 1991, the Urban Growth Management Plan Policy Advisory Committee completed its work on the Regional Urban Growth Goals and Objectives and the by-laws for the proposed Regional Policy Advisory Committee (RPAC). The recommendations of the Policy Advisory Committee have been forwarded to the Metro Council, and the following hearings and open houses have been scheduled as part of the adoption process:

Monday, August 26, 4:30 - 9:00 pm, Metro Council Chambers

-- Open house to explain the goals and objectives and to assist citizens and others in the preparation of testimony.

Tuesday, August 27, 5:30 pm, Metro Council Chambers

-- Public hearing before Metro Council Transportation and Planning Committee

Monday, September 9, 4:30 - 9:00 pm, Metro Council Chambers

-- Open House to explain the goals and objectives and to assist citizens and others in the preparation of testimony

Tuesday, September 10, 5:30 pm, Metro Council Chambers

-- Public hearing before Metro Council Transportation and Planning Committee

Thursday, September 26, 5:30 pm, Metro Council Chambers

-- Public hearing before the full Metro Council

page 2

Adopting the goals and objectives is the beginning of a regional planning partnership that I and the rest of the Policy Advisory Committee believe can effectively address the issues accompanying urban growth in our region. I believe that you'll find considerable changes in the draft of the goals and objectives that have been submitted to the Metro Council. the Policy Advisory Committee has taken many of your comments to heart, as is evident in the revised document before you. Metro is committed to working closely with you in the years ahead and I look forward to your participation in this process.

Thank you for your time and consideration. Please feel free to contact myself, other Policy Advisory Committee members, or Ethan Seltzer or Mark Turpel in Metro's Planning and Development Department should you have any questions. Additional copies of the materials attached are available through Metro's Planning and Development Department.

cc: Metro Council
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County Administrators
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STAFF REPORT

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

July 30, 1991

Staff:

Richard H. Carson
Ethan Seltzer

BACKGROUND

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

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

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

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

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

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

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

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

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

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

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

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

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

EXECUTIVE OFFICER'S RECOMMENDATION

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

ES/es
7/30/91

**BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT**

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

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

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

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

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

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

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

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

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

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

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

Tanya Collier, Presiding Officer

ATTEST:

Clerk of the Council

ES/es
7/30/91

July 16, 1991

ATTACHMENT A

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INTRODUCTION

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

- 1) respond to the direction given to Metro by the legislature through ORS chapter 268.380 to develop land use goals and objectives for the region which would replace those adopted by the Columbia Region Association of Governments;
- 2) provide a policy framework for guiding Metro's regional planning program, principally its development of functional plans and management of the region's urban growth boundary; and
- 3) provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

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

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

BACKGROUND STATEMENT

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

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

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

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

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

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

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

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

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

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

workday;

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

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

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

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

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

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

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

PLANNING FOR A VISION OF GROWTH IN THE PORTLAND METROPOLITAN AREA

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

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

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

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

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

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

1 **GOAL I: REGIONAL PLANNING PROCESS**

2
3 Regional planning in the metropolitan area shall:

- 4
5 I.i) identify and designate areas and activities of metropolitan significance through a
6 participatory process involving citizens, cities, counties, special districts, school
7 districts, and state and regional agencies;
8
9 I.ii) occur in a cooperative manner in order to avoid creating duplicative processes,
10 standards, and/or governmental roles.
11

12 These goals and objectives shall only apply to acknowledged comprehensive plans of cities and
13 counties when implemented through functional plans or the acknowledged urban growth
14 boundary plan.
15

16
17 **OBJECTIVE 1. CITIZEN PARTICIPATION**

18
19 Metro shall develop and implement an ongoing program for citizen participation in all aspects
20 of the regional planning program. Such a program shall be coordinated with local programs for
21 supporting citizen involvement in planning processes, and shall not duplicate those programs.
22

23 1.1 - Regional Citizen Involvement Coordinating Committee - Metro shall establish a
24 Regional Citizen Involvement Coordinating Committee to assist with the development of
25 its citizen involvement program and to advise the Regional Policy Advisory Committee
26 regarding ways to best involve citizens in regional planning activities.
27

28 1.2 - Notification - Metro shall develop programs for public notification, especially for
29 (but not limited to) proposed legislative actions, that ensure a high level of awareness of
30 potential consequences as well as opportunities for involvement on the part of affected
31 citizens, both inside and outside of its district boundaries.
32

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1 **OBJECTIVE 4. IMPLEMENTATION ROLES**

2
3 Regional planning and the implementation of these Regional Urban Growth Goals and Objectives
4 shall recognize the inter-relationships between cities, counties, special districts, Metro, regional
5 agencies, and the State, and their unique capabilities and roles.
6

7 **4.1 - Metro Role - Metro shall:**

8
9 4.1.1) identify and designate areas and activities of metropolitan significance;

10
11 4.1.2) provide staff and technical resources to support the activities of the
12 Regional Policy Advisory Committee;

13
14 4.1.3) serve as a technical resource for cities, counties, and other jurisdictions
15 and agencies;

16
17 4.1.4) facilitate a broad-based regional discussion to identify appropriate strategies
18 for responding to those issues of metropolitan significance; and

19
20 4.1.5) coordinate the efforts of cities, counties, special districts, and the state to
21 implement adopted strategies.
22

23 **4.2 - Role of Cities -**

24
25 4.2.1) adopt and amend comprehensive plans;

26
27 4.2.2) identify potential areas and activities of metropolitan significance;

28
29 4.2.3) cooperatively develop strategies for responding to designated areas and
30 activities of metropolitan significance;

31
32 4.2.4) participate in the review and refinement of these goals and objectives.
33

34 **4.3 - Role of Counties -**

35
36 4.3.1) adopt and amend comprehensive plans;

37
38 4.3.2) identify potential areas and activities of metropolitan significance;

39
40 4.3.3) cooperatively develop strategies for responding to designated areas and
41 activities of metropolitan significance;

42
43 4.3.4) participate in the review and refinement of these goals and objectives.
44

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

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

9 **OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS**

10
11 Functional plans are limited purpose plans, consistent with these goals and objectives, which
12 address designated areas and activities of metropolitan significance.
13

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

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

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

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

30 Upon the Metro Council adopting factual reasons for the development of a new functional
31 plan, the Regional Policy Advisory Committee shall oversee the preparation of the plan,
32 consistent with these goals and objectives and the reasons cited by the Metro Council.
33 After preparing the plan and seeking broad public and local government consensus, using
34 existing citizen involvement processes established by cities, counties, and Metro, the
35 Regional Policy Advisory Committee may propose the plan to the Metro Council for
36 adoption. The Metro Council may act to resolve conflicts or problems impeding the
37 development of a new functional plan should such conflicts or problems prevent the
38 Regional Policy Advisory Committee from completing its work in a timely or orderly
39 manner.
40

41 The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:
42

43 5.2.A) adopt the proposed functional plan; or
44

1 5.2.B) refer the proposed functional plan to the Regional Policy Advisory
2 Committee in order to consider amendments to the proposed plan prior to
3 adoption; or
4

5 5.2.C) amend and adopt the proposed functional plan; or
6

7 5.2.D) reject the proposed functional plan.
8

9 The proposed functional plan shall be adopted by ordinance, and shall include findings
10 of consistency with these goals and objectives.
11

12 5.3 - Functional Plan Implementation and Conflict Resolution -Adopted functional plans
13 shall be regionally coordinated policies, facilities, and/or approaches to addressing a
14 designated area or activity of metropolitan significance, to be considered by cities and
15 counties for incorporation in their comprehensive land use plans. If a city or county
16 determines that a functional plan recommendation cannot be incorporated into its
17 comprehensive plan, then Metro shall review any apparent inconsistencies by the
18 following process:
19

20 5.3.1) Metro and affected local governments shall notify each other of apparent
21 or potential comprehensive plan inconsistencies.
22

23 5.3.2) After Metro staff review, the Regional Policy Advisory Committee shall
24 consult the affected jurisdictions and attempt to resolve any apparent or potential
25 inconsistencies.
26

27 5.3.3) The Regional Policy Advisory Committee shall conduct a public hearing
28 and make a report to the Metro Council regarding instances and reasons why a
29 city or county has not adopted changes consistent with recommendations in a
30 regional functional plan.
31

32 5.3.4) The Metro Council shall review the Regional Policy Advisory Committee
33 report and hold a public hearing on any unresolved issues. The Council may
34 decide to:
35

36 5.3.4.a) amend the adopted regional functional plan; or
37

38 5.3.4.b) initiate proceedings to require a comprehensive plan change; or
39

40 5.3.4.c) find there is no inconsistency between the comprehensive plan(s)
41 and the functional plan.
42
43
44

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

3
4 The Regional Urban Growth Goals and Objectives shall be reviewed at regular intervals or at
5 other times determined jointly by the Regional Policy Advisory Committee and the Metro
6 Council. Any review and amendment process shall involve a broad cross-section of citizen and
7 jurisdictional interests, and shall be conducted by the Regional Policy Advisory Committee
8 consistent with Goal 1: Regional Planning Process. Proposals for amendments shall receive
9 broad public and local government review prior to final Metro Council action.

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

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

27
28
29 **GOAL II: URBAN FORM**

30
31 The livability of the urban region should be maintained and enhanced through initiatives which:

32
33 II.i) preserve environmental quality;

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

36
37 II.iii) inter-relate the benefits and consequences of growth in one part of the region with
38 the benefits and consequences of growth in another.

39
40 Urban form, therefore, describes an overall framework within which regional urban growth
41 management can occur. Clearly stating objectives for urban form, and pursuing them
42 comprehensively provides the focal strategy for rising to the challenges posed by the growth
43 trends present in the region today.

II.1: NATURAL ENVIRONMENT

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

OBJECTIVE 7. WATER RESOURCES

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

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

Planning Activities:

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

- Identify the future resource needs of the region for municipal and industrial water supply, irrigation, fisheries, recreation, wildlife, environmental standards and aesthetic amenities;

- Monitor water quality and quantity trends vis-a-vis beneficial use standards adopted by federal, state, regional, and local governments for specific water resources important to the region;

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

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

OBJECTIVE 8. AIR QUALITY

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

8.1 Strategies for planning and managing air quality in the regional airshed shall be included in the State Implementation Plan for the Portland-Vancouver air quality

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

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

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

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

12 Planning Activities:

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

15 -- Outlines existing and forecast air quality problems;
16

17 -- Identifies prudent and equitable market based and regulatory strategies for
18 addressing present and probable air quality problems throughout the region;
19

20 -- Evaluates standards for visibility; and
21

22 -- Implements an air quality monitoring program to assess compliance with local,
23 state, and federal air quality requirements.
24

25 **OBJECTIVE 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT**

26
27 Sufficient open space in the urban region shall be acquired, or otherwise protected, and managed
28 to provide reasonable and convenient access to sites for passive and active recreation. An open
29 space system capable of sustaining or enhancing native wildlife and plant populations should be
30 established.
31

32
33 9.1 Quantifiable targets for setting aside certain amounts and types of open space shall
34 be identified.
35

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

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

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

1 9.2.3) A Willamette River Greenway Plan for the region should be implemented
2 by the turn of the century.

3
4 **Planning Activities:**

- 5
6 1) Inventory existing open space and open space opportunities to determine areas
7 within the region where open space deficiencies exist now, or will in the future,
8 given adopted land use plans and growth trends.
9
10 2) Assess current and future active recreational land needs. Target acreages should
11 be developed for neighborhood, community, and regional parks, as well as for
12 other types of open space in order to meet local needs while sharing responsibility
13 for meeting metropolitan open space demands.
14
15 3) Develop multijurisdictional tools for planning and financing the protection and
16 maintenance of open space resources. Particular attention will be paid to using
17 the land use planning and permitting process and to the possible development of
18 a land-banking program.
19
20 4) Conduct a detailed biological field inventory of the region to establish an accurate
21 baseline of native wildlife and plant populations. Target population goals for
22 native species will be established through a public process which will include an
23 analysis of amounts of habitat necessary to sustain native populations at target
24 levels.
25

26 **OBJECTIVE 10. PROTECTION OF AGRICULTURE AND FOREST RESOURCE**
27 **LANDS**

28
29 Agricultural and forest resource land outside the urban growth boundary shall be protected from
30 urbanization, and accounted for in regional economic and development plans.
31

32 10.1 Rural Resource Lands - Rural resource lands outside the urban growth boundary
33 which have significant resource value should actively be protected from urbanization.
34

35 10.2 Urban Expansion - Expansion of the urban growth boundary shall occur in urban
36 reserves, established consistent with Objective 15.3.
37

38 **Planning Activities:**

39
40 A regional economic opportunities analysis shall include consideration of the agricultural
41 and forest products economy associated with lands adjacent to or near the urban area.
42
43
44

II.2: BUILT ENVIRONMENT

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

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

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

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

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

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

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

OBJECTIVE 11. HOUSING

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

Planning Activities:

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

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

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

- 1) Strategies should be developed to preserve the region's supply of special needs

and existing low and moderate income housing.

- 2) Diverse Housing Needs - the diverse housing needs of the present and projected population of the region shall be correlated with the available and prospective housing supply. Upon identification of unmet housing needs, a regionwide strategy shall be developed which takes into account subregional opportunities and constraints, and the relationship of market dynamics to the management of the overall supply of housing. In addition, that strategy shall address the "fair-share" distribution of housing responsibilities among the jurisdictions of the region, including the provision of supporting social services.
- 3) Housing Affordability - A housing needs analysis shall be carried out to assess the adequacy of the supply of housing for rent and/or sale at prices for low and moderate income households. If, following that needs analysis, certain income groups in the region are found to not have affordable housing available to them, strategies shall be developed to focus land use policy and public and private investment towards meeting that need.
- 4) The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in those enterprises shall be evaluated and, where feasible, implemented.

OBJECTIVE 12. PUBLIC SERVICES AND FACILITIES

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

12.i) minimize cost;

12.ii) maximize service efficiencies and coordination;

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

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

12.v) use energy efficiently; and

12.vi) shape and direct growth to meet local and regional objectives.

12.1 Planning Area - The long-term geographical planning area for the provision of urban services shall be the area described by the adopted and acknowledged urban growth

1 boundary and the designated urban reserves.

2
3 12.2 Forecast Need - Public service and facility development shall be planned to
4 accommodate the rate of urban growth forecast in the adopted regional growth forecast,
5 including anticipated expansions into urban reserve areas.

6
7 12.3 Timing - The region should seek the provision of public facilities and services at
8 the time of new urban growth.

9
10 **Planning Activities:**

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

23
24 **OBJECTIVE 13. TRANSPORTATION**

25
26 A regional transportation system shall be developed which:

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

32
33 13.ii) provides adequate levels of mobility consistent with local comprehensive
34 plans and state and regional policies and plans;

35
36 13.iii) encourages energy efficiency;

37
38 13.iv) recognizes financial constraints; and

39
40 13.v) minimizes the environmental impacts of system development, operations,
41 and maintenance.

42
43 13.1 System Priorities - In developing new regional transportation system infrastructure,
44 the highest priority should be meeting the mobility needs of mixed use urban centers,

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

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

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

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

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

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

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

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

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

32 Planning Activities: 33

- 34
- 35 1) Build on existing mechanisms for coordinating transportation planning in the
36 region by:
37
 - 38 ● identifying the role for local transportation system improvements and relationship
39 between local, regional, and state transportation system improvements in regional
40 transportation plans;
41
 - 42 ● clarifying institutional roles, especially for plan implementation, in local,
43 regional, and state transportation plans; and
44

- including plans and policies for the inter-regional movement of people and goods by rail, ship, barge, and air in regional transportation plans.
- 2) Structural barriers to mobility for transportation disadvantaged populations should be assessed in the current and planned regional transportation system and addressed through a comprehensive program of transportation and non-transportation system based actions.
- 3) The needs for movement of goods via trucks, rail, and barge should be assessed and addressed through a coordinated program of transportation system improvements and actions to affect the location of trip generating activities.
- 4) Transportation-related guidelines and standards for designating mixed use urban centers shall be developed.

OBJECTIVE 14. ECONOMIC OPPORTUNITY

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

Planning Activities:

- 1) Regional and subregional economic opportunities analyses, as described in OAR 660 Division 9, should be conducted to:
 - assess the adequacy and, if necessary, propose modifications to the supply of vacant and redevelopable land inventories designated for a broad range of employment activities;
 - identify regional and subregional target industries. Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries. Enterprises identified for recruitment, retention, and expansion should be basic industries that broaden and diversify the region's economic base while providing jobs that pay at family wage levels or better; and
 - link job development efforts with an active and comprehensive program of training and education to improve the overall quality of the region's labor force. In particular, new strategies to provide labor training and education should focus on the needs of economically disadvantaged, minority, and elderly populations.

- 1 2) An assessment should be made of the potential for redevelopment and/or
2 intensification of use of existing commercial and industrial land resources in the
3 region.
4

5
6 **II.3: GROWTH MANAGEMENT**
7

8 The management of the urban land supply shall occur in a manner which encourages:
9

10 II.3.i) the evolution of an efficient urban growth form which reduces sprawl;
11

12 II.3.ii) a clear distinction between urban and rural lands; and
13

14 II.3.iii) recognition of the inter-relationship between development of vacant land and
15 redevelopment objectives in all parts of the urban region.
16
17

18 **OBJECTIVE 15. URBAN/RURAL TRANSITION**
19

20 There should be a clear transition between urban and rural land that makes best use of natural
21 and built landscape features and which recognizes the likely long-term prospects for regional
22 urban growth.
23

24 15.1 Boundary Features - The Metro urban growth boundary should be located using
25 natural and built features, including roads, drainage divides, floodplains, powerlines,
26 major topographic features, and historic patterns of land use or settlement.
27

28 15.2 Sense of Place - Historic, cultural, topographic, and biological features of the
29 regional landscape which contribute significantly to this region's identity and "sense of
30 place", shall be identified. Management of the total urban land supply should occur in
31 a manner that supports the preservation of those features, when designated, as growth
32 occurs.
33

34 15.3 Urban Reserves - Thirty-year "urban reserves", adopted for purposes of
35 coordinating planning and delineating areas for future urban expansion, should be
36 identified consistent with these goals and objectives, and reviewed by Metro every 15
37 years.
38

39 15.3.1 Establishment of urban reserves will take into account:
40

41 15.3.1.a) The efficiency with which the proposed reserve can be provided
42 with urban services in the future;
43

44 15.3.1.b) The unique land needs of specific urban activities assessed from

1 a regional perspective;

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

7 8 Planning Activities:

- 9
- 10 1) Identification of urban reserves adjacent to the urban growth boundary shall be
11 accompanied by the development of a generalized future land use plan. The
12 planning effort will primarily be concerned with identifying and protecting future
13 open space resources and the development of short-term strategies needed to
14 preserve future urbanization potential. Ultimate providers of urban services
15 within those areas should be designated and charged with incorporating the
16 reserve area(s) in their public facility plans in conjunction with the next periodic
17 review. Changes in the location of the urban growth boundary should occur so
18 as to ensure that plans exist for key public facilities and services.
19
 - 20 2) The prospect of creating transportation and other links between the urban
21 economy within the Metro Urban Growth Boundary and other urban areas in the
22 state should be investigated as a means for better utilizing Oregon's urban land
23 and human resources.
24
 - 25 3) The use of greenbelts for creating a clear distinction between urban and rural
26 lands, and for creating linkages between communities, should be explored.
27
 - 28 4) The region, working with the state and other urban communities in the northern
29 Willamette Valley, should evaluate the opportunities for accommodating
30 forecasted urban growth in urban areas outside of and not adjacent to the present
31 urban growth boundary.
32

33 OBJECTIVE 16. DEVELOPED URBAN LAND

34

35 Opportunities for and obstacles to the continued development and redevelopment of existing
36 urban land shall be identified and actively addressed. A combination of regulations and
37 incentives shall be employed to ensure that the prospect of living, working, and doing business
38 in those locations remains attractive to a wide range of households and employers.
39

40 16.1 Redevelopment & Infill - The potential for redevelopment and infill on existing
41 urban land will be included as an element when calculating the buildable land supply in
42 the region, where it can be demonstrated that the infill and redevelopment can be
43 reasonably expected to occur during the next 20 years. When Metro examines whether
44 additional urban land is needed within the urban growth boundary, it shall assess

1 redevelopment and infill potential in the region.
2

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

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

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

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

27 Planning Activities:

- 28
- 29 1) Metro's assessment of redevelopment and infill potential in the region shall
30 include but not be limited to:
31
 - 32 a) An inventory of parcels where the assessed value of improvements is
33 less than the assessed value of the land.
34
 - 35 b) An analysis of the difference between comprehensive plan development
36 densities and actual development densities for all parcels as a first step
37 towards determining the efficiency with which urban land is being used.
38 In this case, efficiency is a function of land development densities
39 incorporated in local comprehensive plans.
40
 - 41 c) An assessment of the impacts on the cost of housing of redevelopment
42 versus expansion of the urban growth boundary.
43
 - 44 d) An assessment of the impediments to redevelopment and infill posed

by existing urban land uses or conditions.

- 2) Financial incentives to encourage redevelopment and infill consistent with adopted and acknowledged comprehensive plans should be pursued to make redevelopment and infill attractive alternatives to raw land conversion for investors and buyers.
- 3) Cities and their neighborhoods should be recognized as the focal points for this region's urban diversity. Actions should be identified to reinforce the role of existing downtowns in maintaining the strength of urban communities.
- 4) Tools will be developed to address regional economic equity issues stemming from the fact that not all jurisdictions will serve as a site for an economic activity center. Such tools may include off-site linkage programs to meet housing or other needs or a program of fiscal tax equity.
- 5) Criteria shall be developed to guide the potential designation of mixed use urban centers. The development and application of such criteria will address the specific area to be included in the center, the type and amount of uses it is to eventually contain, the steps to be taken to encourage public and private investment. Existing and possible future mixed use urban centers will be evaluated as to their current functions, potentials, and need for future public and private investment. Strategies to meet the needs of the individual centers will be developed. The implications of both limiting and not limiting the location of large scale office and retail development in mixed use urban centers shall be evaluated.

OBJECTIVE 17. URBAN GROWTH BOUNDARY

The regional urban growth boundary, a long-term planning tool, shall separate urbanizable from rural land, be based in aggregate on the region's 20-year projected need for urban land, and be located consistent with statewide planning goals and these Regional Urban Growth Goals and Objectives. In the location, amendment, and management of the regional urban growth boundary, Metro shall seek to improve the functional value of the boundary.

17.1 Expansion into Urban Reserves - Upon demonstrating a need for additional urban land, major and legislative urban growth boundary amendments shall only occur within urban reserves unless it can be demonstrated that Statewide Planning Goal 14 cannot be met for the urban region through use of urban reserve lands.

17.2 Urban Growth Boundary Amendment Process - Criteria for amending the urban growth boundary shall be derived from statewide planning goals 2 and 14 and relevant portions of the Regional Urban Growth Goals and Objectives.

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

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

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

10 **OBJECTIVE 18. URBAN DESIGN**

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

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

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

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

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

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

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

27
28 18.iii.d) includes concentrated, high density, mixed use urban centers developed
29 in relation to the region's transit system; and
30

31 18.iii.e) is responsive to needs for privacy, community, and personal safety in an
32 urban setting.
33

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

38 **Planning Activities:**

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

- 1 2) Model guidelines and standards shall be developed which expand the range of
2 tools available to jurisdictions for accommodating change in ways compatible with
3 neighborhoods and communities while addressing this objective.
- 4 3) Light rail transit stops, bus stops, transit routes, and transit centers leading to and
5 within mixed use urban centers shall be planned to encourage pedestrian use and
6 the creation of mixed use, high density residential development.
- 7

GLOSSARY

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

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

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

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

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

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

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

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

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

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

5 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned for
6 by local government but which also may be provided by private enterprise and are essential to
7 the support of more intensive development, including transportation, water supply, sewage,
8 parks, and solid waste disposal.
9

10 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy statement of
11 the governing body of a city or county that inter-relates all functional and natural systems and
12 activities related to the use of land, consistent with state law.
13

14 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land Conservation
15 and Development Commission to assure opportunity for the provision of adequate numbers of
16 needed housing units and the efficient use of land within the Metro Urban Growth Boundary.
17 This rule establishes minimum overall net residential densities for all cities and counties within
18 the urban growth boundary, and specifies that 50% of the land set aside for new residential
19 development be zoned for multifamily housing.
20

21 **Mixed Use Urban Center.** A "mixed use urban center" is a designated location for a mix of
22 relatively high density office space, commercial activity, residential uses, and supporting public
23 facilities and services, parks and public places. There will be a limited number of these centers
24 designated in the region, and they will be characterized by design elements which work to
25 minimize the need to make trips by automobile either to or within a center. State, regional, and
26 local policy and investment will be coordinated to achieve development and functional objectives
27 for these centers.
28

29 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in compliance
30 with Federal air quality standards.
31

32 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the
33 development of jobs, housing, and public services and facilities, and inter-relate the benefits and
34 consequences of growth in one part of the region with the benefits and consequences of growth
35 in another. Urban form, therefore, describes an overall framework within which regional urban
36 growth management can occur. Clearly stating objectives for urban form, and pursuing them
37 comprehensively provides the focal strategy for rising to the challenges posed by the growth
38 trends present in the region today.
39

40 **Urban Growth Boundary.** A boundary which identifies urbanizable lands to be planned and
41 serviced to support urban development densities, and which separates urbanizable lands from
42 rural lands.
43
44

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

ATTACHMENT B - FINDINGS OF STATEWIDE GOAL CONSISTENCY

NOTE: Attachment B will be completed prior to the Metro Council hearing on September 26, 1991. In the interim, questions pertaining to Statewide Planning Goal Consistency can be referred to either Larry Shaw or Ethan Seltzer.

STAFF REPORT

RESOLUTION NO. 91-1489: A RESOLUTION ADOPTING BY-LAWS FOR THE REGIONAL POLICY ADVISORY COMMITTEE

August 1, 1991

Staff: Richard H. Carson
Ethan Seltzer

Background

The Urban Growth Management Plan Policy Advisory Committee (PAC) has recommended the Regional Urban Growth Goals and Objectives (RUGGO's) to the Metro Council for adoption. The RUGGO's have two main goals. The first, Goal I: Regional Planning Process, provides a written description of the way in which Metro will address areas and activities of metropolitan significance, consistent with its enabling statute (ORS Chapter 268).

Central to that goal is the creation of an ongoing Regional Policy Advisory Committee (RPAC), which would succeed the present PAC. The RPAC would be established as an advisory committee for the Metro Council. The RPAC is proposed to have the following purposes:

- a. To provide advice and recommendations for the development and review of Metro's regional planning activities, including implementation of the Regional Urban Growth Goals and Objectives, development of new functional plans, and periodic review of the region's urban growth boundary.
- b. To create a forum for identifying and discussing areas and activities of metropolitan significance.
- c. To involve all cities, counties, and other interests in the development and implementation of growth management strategies.
- d. To coordinate its activities with the Joint Policy Advisory Committee on Transportation (JPACT) so that regional transportation planning is linked and consistent with regional growth management efforts.
- e. To review and comment, as needed, on the regional land use and growth management issues affecting or affected by local comprehensive plans or plans of state and regional agencies. RPAC is not intended to routinely review land use decisions or plan amendments in the region.

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

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

The PAC had considerable discussion about the membership and duties of RPAC. The PAC concluded that a majority of the membership should be drawn from elected officials in the region, and that special interests should be represented on technical committees rather than on RPAC itself. The PAC also concluded that those represented on RPAC should be able to choose their representatives. Some PAC members felt that Metro Councilors should not be represented on a committee designed to provide the Council with advice. However, on two separate occasions, a significant majority of the PAC members felt that Metro Councilors should be on the RPAC in order to ensure complete communication between RPAC and the Council.

The PAC also spent a considerable amount of time discussing the selection process for the citizen members. Ideally there would be an established citizens' forum that could take responsibility for these selections. However, that forum does not yet exist regionwide. Goal I of the RUGGO's calls for the creation of a regional citizen involvement coordinating committee. The PAC would like that group to eventually oversee the appointment of citizen members, and has limited the citizen terms on RPAC to two years to allow that citizens' body time to organize and develop a process.

To facilitate the creation of RPAC, the PAC has developed by-laws which specify the duties, powers, and membership of the committee. These have been submitted to the Metro Council for adoption in conjunction with Council action on Ordinance No. 91-418, adopting the proposed RUGGO's. The PAC added a sunset clause to the by-laws in recognition of the fact that the RPAC structure and performance should be evaluated after it has had a chance to operate for a period of three years.

Executive Officer's Recommendation

Adopt Resolution No. 91-1489 and initiate the creation of RPAC.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

A RESOLUTION ADOPTING BY-LAWS FOR)
THE REGIONAL POLICY ADVISORY)
COMMITTEE)

RESOLUTION NO. 91-1489
INTRODUCED BY THE
EXECUTIVE OFFICER

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

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

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

WHEREAS Creating the RPAC requires by-laws which describe the membership, powers, and duties of that committee; and

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

BE IT RESOLVED,

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

2. That the Metro Council directs the Presiding Officer to initiate the creation of the Regional Policy Advisory Committee within 30 days of the adoption of this resolution.

ADOPTED BY THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT this

_____ day of _____, 1991.

Tanya Collier, Presiding Officer

ATTEST:

Clerk of the Council

ES/es: 8/1/91

ATTACHMENT A
Regional Policy Advisory Committee By-Laws

August 1, 1991

Article I

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

Article II
MISSION AND PURPOSE

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

Section 2. The purposes of RPAC are as follows:

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

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

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

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

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

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

g. To establish a coordinating link with Vancouver and Clark County, Washington, and

other parts of the state of Oregon to address land use and growth management issues of common interest.

**Article III.
COMMITTEE MEMBERSHIP**

Section 1. Membership

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

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

b. Members from jurisdictions shall be elected officials.

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

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

Section 2. Appointment of Members and Alternates

a. Members and alternates from the City of Portland, the Counties of Multnomah, Clackamas, and Washington, and the largest cities of Multnomah, Clackamas, and Washington

counties, excluding Portland, shall be appointed by the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction.

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

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

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

- 1) Metro will advertise citizen openings on the Committee throughout the region, utilizing, at a minimum, recognized neighborhood associations and citizen planning organizations. Interested citizens will be asked to submit an application/statement of interest on forms provided by Metro.

- 2) Metro will collect the applications and sort them by county.

- 3) The members of RPAC from within each county will caucus by county, with Portland included in Multnomah County, to review the applications and select a citizen member and alternate from each county from that pool of applicants.

- 4) Citizen members and alternates will serve two-year terms. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.

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

Article IV.

MEETINGS, CONDUCT OF MEETINGS, AND QUORUM

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

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

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

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

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

f. Each member, or designated alternate in the absence of the member, shall be entitled to one (1) vote on all issues presented at regular or special meetings of the Committee. The Chairperson shall vote only in the event of a tie.

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

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

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

Article V. OFFICERS AND DUTIES

a. The Chairperson and Vice-Chairperson shall be designated by the Metro Presiding Officer.

b. The Chairperson shall preside at all meetings, and shall be responsible for the expeditious conduct of the Committee's business.

c. In the absence of the Chairperson, the Vice-Chairperson shall assume the duties of the Chairperson.

Article VI.
TECHNICAL ADVISORY COMMITTEES

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

Article VII.
AMENDMENTS

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

Article VIII.
SUNSET

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



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

TO: Council Transportation and Planning Committee

FROM: Karla Forsythe, ^{KLF} Council Analyst

DATE: September 17, 1991

RE: Resolution No. 91-1489, Adopting By-Laws for the Regional Policy Advisory Committee - Previous Public Comment to the Committee

This memorandum has been prepared by Council staff to assist the Committee in reviewing previous testimony which is relevant to Committee consideration of the RPAC bylaws.

Background

The Committee considered Ordinance No. 91-418 at the August 27, 1991 and September 10, 1991 meetings. This Ordinance adopts the Regional Urban Growth Goals and Objectives, and also provides for creation of a Regional Policy Advisory Committee (RPAC). Bylaws for RPAC would be adopted under Resolution No. 91-1489, which the Committee will be considering at the September 24, 1991 meeting. Both Ordinance No. 91-418 and Resolution No. 91-1489 have been scheduled for consideration at the September 26, 1991 Council meeting.

During the Committee's public hearing on Ordinance No. 91-418, citizens commented on two issues which are addressed in both the Goals and Objectives and in the RPAC bylaws: RPAC membership and how citizen members of RPAC are appointed. If the Committee decides to amend provisions of the bylaws which address these issues, the Committee should also reconsider Objective 2.2 and amend it accordingly.

RUGGO Provision for RPAC

Objective 2.1 of the Goals and Objectives provides:

"The Regional Policy Advisory Committee (RPAC) shall be chosen according to the by-laws adopted by the Metro Council. The voting membership shall include elected officials of cities, counties, and the Metro Council as well as representatives of the State of Oregon and citizens. The composition of the Committee shall reflect the partnership that must exist among implementing jurisdictions in

Resolution No. 91-1489
Previous Public Comment
September 17, 1991
Page Two

order to effectively address areas and activities of metropolitan significance, with a majority of the voting members being elected officials from within the Metro District boundaries."

RPAC Bylaws: Membership Composition

Under the proposed bylaws, RPAC would have seventeen members:

- o 11 members appointed by cities and counties.
- o 3 citizen members.
- o 2 Metro Councilors appointed by the Presiding Officer.
- o 1 member from the State Agency Council.

Public comment on membership composition

1. Representatives from the Special Districts Association and from Tri-Met requested that RPAC membership be expanded to include their respective entities.

2. 1000 Friends of Oregon, Sensible Transportation Alternatives for People, Robert Liberty, and six other citizens suggested that RPAC should be comprised entirely or primarily of citizens.

RPAC Bylaws: Process for Appointing Citizen Members

Under the proposed bylaws, the process for appointing citizens would begin with Metro advertising openings and asking interested citizens to submit statements of interest. The applications would be sorted by county. The members of RPAC would then caucus by county (with Portland included in Multnomah County) to select a citizen member and alternate from the pool of applicants.

Public comment on process for appointing citizens

Several citizens suggested in their testimony to the Committee that citizen members of RPAC should be appointed by the Metro Council.

c: Ethan Seltzer

September 22, 1991

Metro Council
Metropolitan Service District (METRO)
2000 SW First Avenue
Portland, OR 97201

Re: Ordinance 91-418 (RUGGOs)

Dear Metro Council:

Since we are unable to attend the public hearing, we request these comments be included in your decision making process. For us, the most important idea we offer is timely implementation of plans.

- METRO should designate areas where it will offer functional plans for open space, transportation, affordable housing. These plans should have a completed date within five years after initiation of the planning process.
- METRO should require all functional plans be incorporated into the local comprehensive plans of cities and counties. This would encourage a unified planning approach with better defined objectives for the area as a whole.
- RUGGOs should apply to amendments to the regional urban growth boundaries(UGBs). This is important so as to preserve the UGBs while offering the opportunity for enlightened high density development.
- METRO should eliminate the dispute resolution process from the RUGGOs. METRO should encourage and actively support a widely advertised open planning process with as many participants as possible during the functional planning process. With the help of the Regional Policy Advisory Committee (RPAC), any disputes, uncertainties, etc. should have been identified and corrected or modified prior to the final draft of any RUGGOs.

We believe well thought out plans are worthless if goals and objectives are not stated, implemented and monitored in a timely manner.

Thank you.

Sincerely,


David and Laurence Jordan

905 SW Cedar Hills Blvd, #1225
Portland, OR 97225-5761
503-646-4170

TRANSPORTATION AND PLANNING COMMITTEE REPORT

CONSIDERATION OF ORDINANCE NO. 91-418A, REPEALING THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS LAND USE GOALS AND OBJECTIVES AND ADOPTING THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

Date: September 16, 1991

Presented by: Councilor Gardner

COMMITTEE RECOMMENDATION: At the September 10, 1991 meeting, the Committee voted unanimously to recommend Council adoption of Ordinance No. 91-418 as amended. Voting in favor were Councilors Bauer, Devlin, Gardner, McLain and Van Bergen.

COMMITTEE DISCUSSION/ISSUES: The Committee considered Ordinance No. 91-418 at the August 27, 1991 and September 10, 1991 meetings.

Staff report: Ethan Seltzer, Land Use Supervisor, presented the staff report. He explained that land use goals and objectives are required under Metro's enabling legislation. He noted that the Columbia Region Association of Governments goals under which Metro has been operating are outdated. He said that the proposed Goals and Objectives are intended to provide a policy framework for evaluating alternatives for urban growth in the region. He said they address the manner in which Metro will carry out its planning authority in cooperation with local jurisdictions. They also provide building blocks and concepts for development of functional plans to address substantive issues.

Mr. Seltzer described the process through which the draft RUGGOs were developed, including review by local elected officials and citizens who served on the Urban Growth Management Policy Advisory committee, supplemented by a series of public meetings. He noted that the Goals and Objectives establish a Regional Policy Advisory Committee (RPAC) to assist the Metro Council in addressing growth management and other regional issues.

Summary of comments at public hearing: A total of 34 persons provided testimony to the committee, twenty-two in person.

1000 Friends of Oregon, representatives from Sensible Transportation Alternatives for People, and Robert Liberty all commended Metro on its work, and supported many of the RUGGO concepts, but also expressed the view that the RUGGOs are too weak to be useful as an immediate implementation tool. Suggestions for amendments included adding statements requiring local comprehensive plans to conform to functional plans; defining areas and activities of metropolitan significance more clearly, and listing specific examples; substituting mandatory language for the permissive language in the current draft; adding a timetable for compliance; adding performance benchmarks; and changing the composition of the

TRANSPORTATION AND PLANNING COMMITTEE REPORT
Ordinance No. 91-418A
Page Two

proposed Regional Policy Advisory Committee from elected officials, Metro Councilors and citizens, to a committee comprised primarily of citizens.

These comments were echoed in the testimony of six citizens who testified generally in support of the substance of the Goals and Objectives, but who urged the Committee to incorporate stronger implementation language.

Eric Carlson from the City of Beaverton noted that these issues had been discussed extensively by the Policy Advisory Committee. He suggested that if the Committee or Council wished to consider these issues further with a view toward adopting them, the issues should be more fully and broadly discussed. He also supported technical and clarifying amendments suggested by Metro staff.

John Miller, a citizen who served on the Urban Growth Management Policy Advisory Committee, testified in support of the proposed Goals and Objectives. He said that the proposed RPAC composition is very fair, given practical difficulties in selecting a citizen committee. Charles Hales, who represented the Homebuilders Association on the Policy Advisory Committee, also expressed support. G. B. Arrington from Tri-Met urged prompt adoption of the Goals and Objectives, and said that Tri-Met should be regarded as an ally in the urban growth management process.

Other citizens who testified in support of the Goals and Objectives commented on their desire to avoid the California experience with congestion; the need to encourage pedestrian and bicycle routes; the importance of addressing parks and recreational needs; the need to include financing tools and cost-benefit analyses of development alternatives; the desirability of including a citizen petition process; the desirability of coordinating with the State of Oregon Land Conservation and Development Commission; and the importance of developing all alternatives up front, including potential future modes of transportation.

One citizen was concerned that creation of urban reserves will lead to expansion of the urban growth boundary into farm areas. Betty Atteberry of the Sunset Corridor Association generally supported the plan, but expressed concerns about the market for higher densities. One citizen objected to the RUGGOs based on the perceived impact on county government and lack of direct citizen involvement.

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With regard to membership composition of the proposed Regional Policy Advisory Committee, Alan Fletcher testified on behalf of the Special Districts Association. He said that special districts have as much of an interest in regional growth management as local governments. The Association asked the Committee to include special districts within the membership of the RPAC, and to add references to special districts as appropriate when the Goals and Objectives refer to "cities and counties." Tri-Met also requested representation on the RPAC.

Twelve citizens forwarded written comments to the Committee, all in support of the Goals and Objectives, with eleven specifically mentioning the natural environment goal, and one writing in particular support of the transportation goal.

Committee consideration of proposed amendments: At the conclusion of the public hearing, the Committee considered a revised draft of the RUGGOs, annotated to reflect seventeen technical and clarifying amendments.

An amendment from Councilor Devlin was adopted unanimously by the Committee. The amendment added a new section 2 to the Ordinance adopting the Goals and Objectives. The new section provides that the Regional Policy Advisory Committee will replace the existing Urban Growth Management Policy Advisory Committee, and that the other existing Policy Advisory Committees will be phased out and replaced by RPAC once they complete their assigned tasks. The amendment also states that the Joint Policy Advisory Committee on Transportation will continue. Councilor Devlin indicated that the existing Policy Advisory Committees would be disbanded through adoption of resolutions.

The Committee unanimously adopted the wording proposed in five amendments suggested by Council staff. These amendments correct the wording of the ordinance adopting the Goals and Objectives, and clarify the relationship between the Council and the proposed RPAC. A memorandum from Council staff dated September 5, 1991, sets out the wording and rationale for each amendment (copy attached).

The Committee unanimously adopted a revised version of Amendment No. 6 from Council staff. The amendment as proposed reworded Objective 2.2 to clarify that the Council can determine the need for technical advisory committees and appoint them without the concurrence of the RPAC. The Committee unanimously voted to further amend Objective 2.2 to delete language which would have permitted RPAC to appoint not only technical advisory committees to assist it, but also task forces and other bodies. The Committee agreed that the phrase "task forces and other bodies" is ambiguous and overly broad.

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Councilors McLain and Devlin explained that the intent of this objective is to allow the RPAC to appoint and seek advice from short term or special focus committees. They said that the appointment process for technical advisory committees which will assist the Council with development of specific functional plans should follow normal procedures, which call for Council approval or disapproval of Executive Officer appointments.

The Committee unanimously adopted ten technical amendments suggested by legal counsel. These amendments were intended to conform the language of the Goals and Objectives to wording contained in state land use law and regulations, and to otherwise bolster the legal sustainability of the Goals and Objectives. A memorandum from Larry Shaw dated August 29, 1991, sets out the wording and rationale for each amendment (copy attached).

The Committee voted unanimously to adopt an additional amendment recommended by Mr. Shaw, which he indicated was prompted by testimony from 1000 Friends. The proposed amendment is intended to clarify the relationship of the urban growth boundary line to statewide planning goals and the Regional Urban Growth Goals and Objectives. The amendment revised the third sentence of Objective 3.1.2) to read:

The location of the urban growth boundary line shall be [consistent] in compliance with applicable statewide planning goals and consistent with these goals and objectives.

Councilor McLain proposed an amendment, which she said was prompted by Mr. Liberty's testimony, to include a statement about the Council's ability to adopt functional plans. She said there is no question that Metro has the authority to undertake functional planning, and that there should be a clear statement to this effect to avoid doubt. She said this amendment also would be in keeping with other technical amendments adopted by the Committee. The Committee voted unanimously to adopt the amendment and to revise Objective 4.1.5) by adding language to provide that the Council shall "adopt functional plans necessary and appropriate for the implementation of these regional growth goals and objectives".

Committee discussion of Ordinance No. 91-418A: Councilor Van Bergen indicated that although he does not believe in the RUGGOs, he intended to vote to recommend Council adoption, because he believes they should have an opportunity to be tested.

He noted that the public testimony had been well-prepared, and that almost all of the witnesses came from Washington County. He indicated he had expected to hear more opposing testimony, because

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local officials had expressed concerns to him. He noted that none had come forward at the public hearing. He indicated that in view of the good-faith effort by those involved in developing the Goals and Objectives, he would vote in favor. He said he hopes that the Goals and Objectives are what the people want, because otherwise, there will be considerable antagonism over them in the future.

Committee members noted that the Special Districts Association and Tri-Met had requested amendments to a companion resolution adopting by-laws for RPAC to include these groups as RPAC members. After discussion, Councilor Gardner said that Resolution No. 91-1489 would be deferred until the September 24, 1991 Committee meeting, with the intention that the Committee could forward any recommendations to the Council for consideration at the September 26, 1991 Council meeting.

Council staff noted, and Mr. Shaw concurred, that any changes in the proposed membership composition of the Regional Policy Advisory Committee would have to be reflected in Objective 2.1, as well as the proposed RPAC By-laws. Councilor Devlin suggested that the Committee could reconsider the applicable portion of the Goals and Objectives at the September 24 meeting, although he was not endorsing changes.

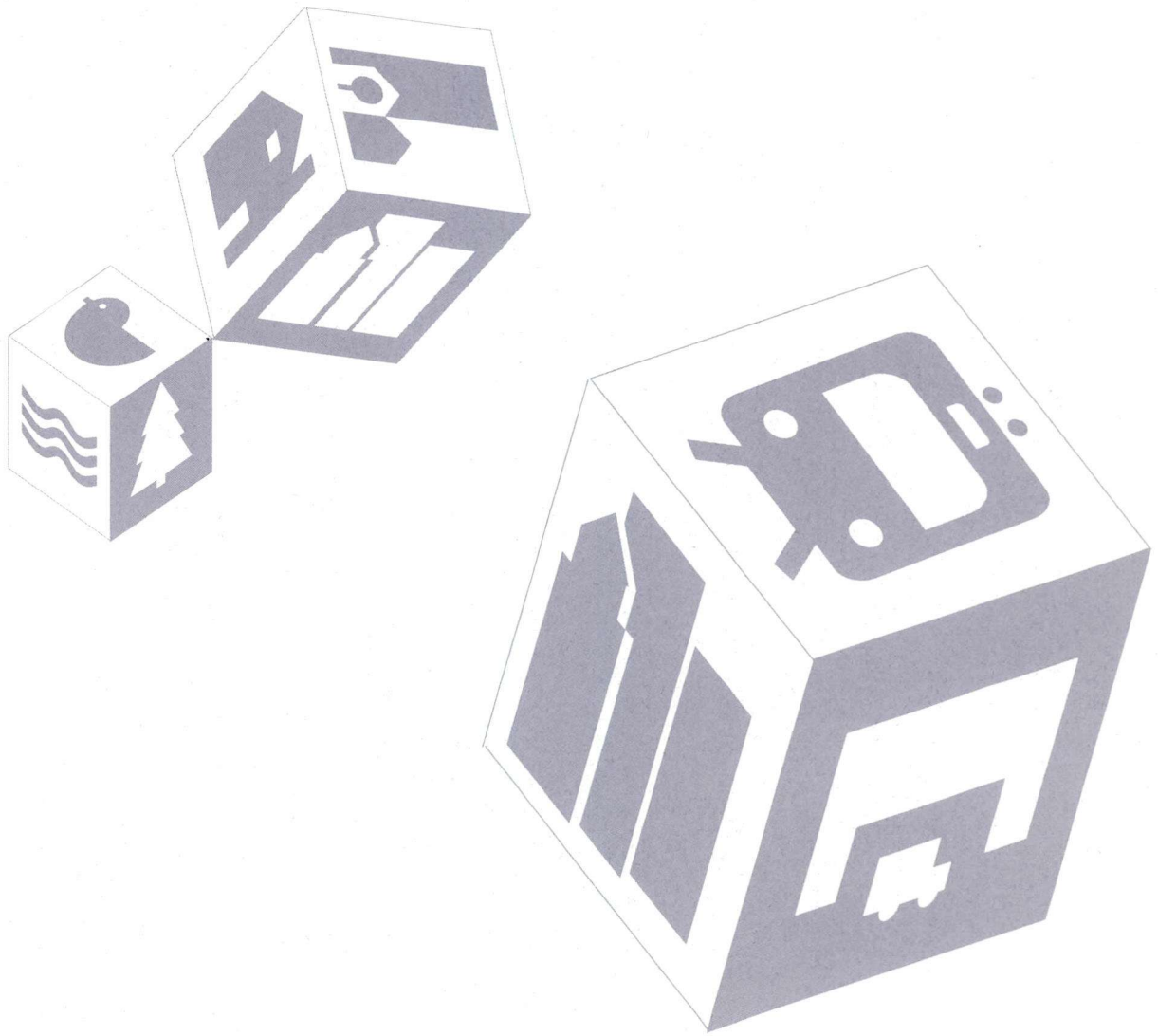
Councilor Devlin noted that the words "shall" and "should" are not used consistently in the Goals and Objectives, and that these words mean different things. He said the wording had been discussed extensively by the Urban Growth Management Policy Advisory Committee, and that in his view it would be best not to revise the Goals and Objectives at this point. In response to an inquiry from Councilor McLain, Mr. Shaw agreed that there is a legal distinction between the words, but that the Goals and Objectives are a constitution, which is general in nature. He said the wording used in the functional plans will be important.

Councilor Devlin also said that Mr. Liberty's suggestions regarding the need for performance benchmarks and specific guidelines have merit. He said that the Committee and the RPAC should address these issues within a short period of time. Mr. Shaw indicated, and Councilor Devlin concurred, that these issues are more appropriately addressed in budget documents or in a functional plan than in the Goals and Objectives.

Regional Urban Growth Goals and Objectives

Adopted Sept. 26, 1991

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



METRO

Urban Growth Management Plan Policy Advisory Committee Members

Councilor Jim Gardner, *Policy Advisory Committee chair, Metro*

Commissioner Roy Rogers,
Washington County

Commissioner Pauline Anderson,
Multnomah County

Commissioner Darlene Hooley,
Clackamas County

Commissioner Earl Blumenauer, *city of Portland*

Mayor Gussie McRobert, *city of Gresham, representing cities of Multnomah County*

Mayor Larry Cole, *city of Beaverton, cities of Washington County*

Mayor Alice Schlenker, *city of Lake Oswego, cities of Clackamas County*

Councilor Richard Devlin, *Metro*

Councilor Susan McLain, *Metro*

Councilor Larry Bauer, *Metro*

Mike Nelson, *GSL Inc., representing development interests*

Charlie Hales, *Home Builders Association of Metropolitan Portland, representing development interests*

Ken Buelt, *Washington County Farm Bureau, representing conservation interests*

Henry Richmond, *1000 Friends of Oregon, representing conservation interests*

Don McClave, *Portland Chamber of Commerce, representing the business community*

John Miller, *representing citizen interests*

Ex officio: Bill Young, *director, Oregon Water Resources Department, representing State Agency Council on Growth Issues in the Portland Metropolitan Area*

Urban Growth Management Plan Technical Advisory Committee Members

Richard Carson, *Urban Growth Technical Advisory Committee chair; director, Planning and Development, Metro*

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Brent Curtis, *planning manager, Washington County*

Norm Scott, *planning department, Clackamas County*

Bob Stacey, *planning director, city of Troutdale*

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Terry Wilson, *Grubb and Ellis*

Mary Dorman, *Dorman, White Company*

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Regional Urban Growth Goals and Objectives History

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

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

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

A brief chronology of the project follows:

March 1989	PAC and TAC appointed.
Fall 1989	Growth issues workshops held throughout the region for citizens, jurisdiction technical staff, and elected and appointed officials of cities, counties, school districts and special districts - 200 participated.
January, 1990	First Regional Growth Conference - 425 attended.
July, 1990	PAC completes first draft of RUGGOs.
August 1990 - January, 1991	Four meetings with cities, counties, citizen groups, public workshops, business organizations and others to review and receive comment on PAC RUGGO draft.

March 1991	Second annual Regional Growth Conference - 720 attended.
July 1991	PAC completes review and revision of RUGGOs based on fall review process comments and conference comments.
August 1991	RUGGOs transmitted to Council for adoption.

Other steps taken to make the development of the RUGGOs a public process have included publication of the quarterly Metro Planning news (12 issues, circulation of 5,200 includes all jurisdictions, neighborhood associations and CPOs, as well as other interested organizations, individuals and agencies), Mailing of PAC and TAC agenda materials to lists of about 130 each (including all planning directors in the region), and numerous public presentations, UGB tours and participation in other public events.

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

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

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

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

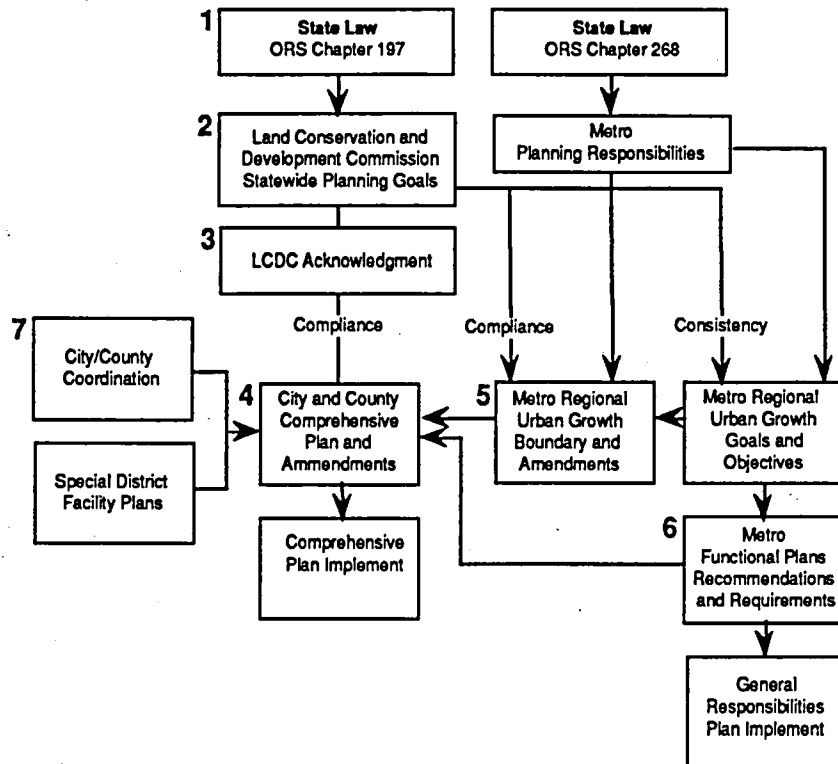
The Metro Council Transportation and Planning Committee held public hearings on the RUGGOs on Aug. 27, 1991, and Sept. 10, 1991. The RUGGO's were heard and adopted by the Metro Council on September 26, 1991. To assist interested parties with preparing testimony, RUGGO "open houses" were held on August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

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

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

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

Statewide Land-Use Planning Laws



- 1** State laws preempt city, county, Metro home rule enactments that conflict with state land-use laws.
- 2** LCDC interprets and administers state land-use law in statewide goals and rulemaking.
- 3** LCDC acknowledges city and county comprehensive plans and Metro's urban growth boundary for compliance with statewide land-use goals. Metro's Regional Urban Growth Goals and Objectives may be reviewed by LCDC for consistency with goals.
- 4** Metro's acknowledged urban growth boundary operates as a provision of the area's city and county comprehensive plans.

- 5** Metro's Regional Urban Growth Goals and Objectives must be consistent with statewide goals and functional plans must be consistent with the RUGGOs.
- 6** City and county comprehensive plans receive functional plan recommendations as input that usually leads to conforming comprehensive plan amendments. These can become requirements by subsequent Metro Council action.
- 7** Coordination agreements between cities and counties and special district plan are input into each comprehensive plan, usually leading to conforming comprehensive plans.

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Acknowledgements

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

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

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

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

Regional Urban Growth Goals and Objectives (As Adopted)

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Introduction

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

1. respond to the direction given to Metro by the legislature through Oregon Revised Statutes chapter 268.380 to develop land use goals and objectives for the region which would replace those adopted by the Columbia Region Association of Governments;
2. provide a policy framework for guiding Metro's regional planning program, principally its development of functional plans and management of the region's urban growth boundary; and,
3. provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

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

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

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

Background Statement

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

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

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

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

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

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

- overall, the number of vehicle miles traveled in the region has been increasing at a rate far in excess of the rate of population and employment growth;
- the greatest growth in traffic and movement is within suburban areas, rather than between suburban areas and the central downtown district;
- in the year 2010, Metro projects that 70 percent of all "trips" made daily in the region will occur within suburban areas;

- currently transit moves about 3 percent of the travelers in the region on an average workday;
- to this point the region has accommodated most forecasted growth on vacant land within the urban growth boundary, with redevelopment expected to accommodate very little of this growth;
- single-family residential construction is occurring at less than maximum planned density;
- rural residential development in rural exception areas is occurring in a manner and at a rate that may result in forcing the expansion of the urban growth boundary on important agricultural and forest resource lands in the future;
- a recent study of urban infrastructure needs in the state has found that only about half of the funding needed in the future to build required facilities can be identified.

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

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

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

Planning for a Vision of Growth in the Portland Metropolitan Area

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

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

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

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

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

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

Goal I. Regional Planning Process

Regional planning in the metropolitan area shall:

I.i. identify and designate areas and activities of metropolitan significance through a participatory process involving citizens, cities, counties, special districts, school districts, and state and regional agencies;

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

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

Objective 1. Citizen Participation

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

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

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

Objective 2. Regional Policy Advisory Committee

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

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

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

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

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

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

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

Objective 3. Applicability of Regional Urban Growth Goals and Objectives

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

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

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

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

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

3.1.1. The acknowledged urban growth boundary line; and

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

3.2. Functional Plans. Regional functional plans containing recommendations for comprehensive planning by cities and counties may or may not involve land use decisions. Functional plans are not required by the enabling statute to include findings of consistency with statewide land use planning goals. If provisions in a

functional plan, or actions implementing a functional plan require changes in an adopted and acknowledged comprehensive land use plan, then that action may be a land use action required to be consistent with the statewide planning goals.

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

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

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

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

If statute changes are made to ORS 197 to allow acknowledgement of these goals and objectives as the means for meeting the statutory requirement that these goals and objectives be consistent with statewide planning goals, then this section will apply. The Regional Policy Advisory Committee shall consider the periodic review notice for these goals and objectives and recommend a periodic review process for adoption by the Metro Council.

Objective 4. Implementation Roles

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

4.1. Metro Role. Metro shall:

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

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

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

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

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

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

4.2. Role of Cities.

- 4.2.1. Adopt and amend comprehensive plans to conform to functional plans adopted by Metro;
- 4.2.2. Identify potential areas and activities of metropolitan significance;
- 4.2.3. Cooperatively develop strategies for responding to areas and activities of metropolitan significance;
- 4.2.4. Participate in the review and refinement of these goals and objectives

4.3. Role of Counties.

- 4.3.1. Adopt and amend comprehensive plans to conform to functional plans adopted by Metro;
- 4.3.2. Identify potential areas and activities of metropolitan significance;
- 4.3.3. Cooperatively develop strategies for responding to designated areas and activities of metropolitan significance;
- 4.3.4. Participate in the review and refinement of these goals and objectives.

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

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

Objective 5. Functional Planning Process

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

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

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

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

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

Upon the Metro Council adopting factual reasons for the development of a new functional plan, the Regional Policy Advisory Committee shall oversee the preparation of the plan, consistent with these goals and objectives and the reasons cited by the Metro Council. After preparing the plan and seeking broad public and local government consensus, using existing citizen involvement processes established by cities, counties, and Metro, the Regional Policy Advisory Committee shall present the plan and its recommendations to the Metro Council. The Metro Council may act to resolve conflicts or problems impeding the development of a new functional plan and may act to oversee preparation of the plan should such conflicts or problems prevent the Regional Policy Advisory Committee from completing its work in a timely or orderly manner.

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

5.2.A. Adopt the proposed functional plan; or

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

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

5.2.D. Reject the proposed functional plan. The proposed functional plan shall be adopted by ordinance and shall include findings of consistency with these goals and objectives.

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

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

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

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

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

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

5.3.4.b. Initiate proceedings to require a comprehensive plan change; or find there is no inconsistency between the comprehensive plan(s) and the functional plan.

Objective 6. Amendments to the Regional Urban Growth Goals and Objectives

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

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

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

Goal II. Urban Form

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

II.i. preserve environmental quality;

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

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

II.1. NATURAL ENVIRONMENT

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

Objective 7. Water Resources

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

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

Planning Activities:

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

- Identify the future resource needs and carrying capacities of the region for municipal and industrial water supply, irrigation, fisheries, recreation, wildlife, environmental standards and aesthetic amenities;
- Monitor water-quality and quantity trends vis-a-vis beneficial use standards adopted by federal, state, regional and local governments for specific water resources important to the region;
- Evaluate the cost-effectiveness of alternative water resource management scenarios and the use of conservation for both cost containment and resource management; and
- Preserve, create or enhance natural water features for use as elements in nonstructural approaches to managing stormwater and water quality.

Objective 8. Air Quality

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

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

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

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

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

Planning Activities:

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

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

Objective 9. Natural Areas, Parks and Wildlife Habitat

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

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

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

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

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

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

Planning Activities:

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

2. Assess current and future active recreational land needs. Target acreages should be developed for neighborhood, community and regional parks, as well as for other types of open space in order to meet local needs while sharing responsibility for meeting metropolitan open space demands.
3. Develop multi-jurisdictional tools for planning and financing the protection and maintenance of open space resources. Particular attention will be paid to using the land use planning and permitting process and to the possible development of a land-banking program.
4. Conduct a detailed biological field inventory of the region to establish an accurate baseline of native wildlife and plant populations. Target population goals for native species will be established through a public process which will include an analysis of amounts of habitat necessary to sustain native populations at target levels.

Objective 10. Protection of Agriculture and Forest Resource Lands

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

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

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

Planning Activities:

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

I.1.2. BUILT ENVIRONMENT

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

- II.2.i. a regional "fair-share" approach to meeting the housing needs of the urban population;
- II.2.ii. the provision of infrastructure and critical public services concurrent with the pace of urban growth;
- II.2.iii. the integration of land use planning and economic development programs;
- II.2.iv. the coordination of public investment with local comprehensive and regional functional plans;
- II.2.v. the continued evolution of regional economic opportunity; and
- II.2.vi. the creation of a balanced transportation system, less dependent on the private automobile, supported by both the use of emerging technology and the collocation of jobs, housing, commercial activity, parks and open space.

Objective 11. Housing

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

Planning Activities:

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

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

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

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

2. **Diverse Housing Needs.** The diverse housing needs of the present and projected population of the region shall be correlated with the available and prospective housing supply. Upon identification of unmet housing needs, a regionwide strategy shall be developed which takes into account subregional opportunities and constraints, and the relationship of market dynamics to the management of the overall supply of housing. In addition, that strategy shall address the "fair-share" distribution of housing responsibilities among the jurisdictions of the region, including the provision of supporting social services.
3. **Housing Affordability.** A housing needs analysis shall be carried out to assess the adequacy of the supply of housing for rent and/or sale at prices for low and moderate income households. If, following that needs analysis, certain income groups in the region are found to not have affordable housing available to them, strategies shall be developed to focus land use policy and public and private investment towards meeting that need.
4. The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in those enterprises shall be evaluated and, where feasible, implemented.

Objective 12. Public Services and Facilities

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

- 12.i. minimize cost;
 - 12.ii. maximize service efficiencies and coordination;
 - 12.iii. result in net improvements in environmental quality and the conservation of natural resources;
 - 12.iv. keep pace with growth while preventing any loss of existing service levels and achieving planned service levels;
 - 12.v. use energy efficiently; and
 - 12.vi. shape and direct growth to meet local and regional objectives.
- 12.1. **Planning Area.** The long-term geographical planning area for the provision of urban services shall be the area described by the adopted and acknowledged urban growth boundary and the designated urban reserves.
 - 12.2. **Forecast Need.** Public service and facility development shall be planned to accommodate the rate of urban growth forecast in the adopted regional growth forecast, including anticipated expansions into urban reserve areas.
 - 12.3. **Timing.** The region should seek the provision of public facilities and services at the time of new urban growth.

Planning Activities:

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

Objective 13. Transportation

A regional transportation system shall be developed which:

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

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

13.iii. encourages energy efficiency;

13.iv. recognizes financial constraints; and

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

13.1. System Priorities. In developing new regional transportation system infrastructure, the highest priority should be meeting the mobility needs of mixed use urban centers, when designated. Such needs, associated with ensuring access to jobs, housing and shopping within and among those centers, should be assessed and met through a combination of intensifying land uses and increasing transportation system capacity so as to minimize negative impacts on environmental quality, urban form and urban design.

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

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

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

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

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

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

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

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

Planning Activities:

1. Build on existing mechanisms for coordinating transportation planning in the region by:
 - identifying the role for local transportation system improvements and relationship between local, regional and state transportation system improvements in regional transportation plans;
 - clarifying institutional roles, especially for plan implementation, in local, regional and state transportation plans; and
 - including plans and policies for the inter-regional movement of people and goods by rail, ship, barge and air in regional transportation plans.
2. Structural barriers to mobility for transportation disadvantaged populations should be assessed in the current and planned regional transportation system and addressed through a comprehensive program of transportation and non-transportation system based actions.
3. The needs for movement of goods via trucks, rail and barge should be assessed and addressed through a coordinated program of transportation system improvements and actions to affect the location of trip generating activities.
4. Transportation-related guidelines and standards for designating mixed use urban centers shall be developed.

Objective 14. Economic Opportunity

Public policy should encourage the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region. Expansions of the urban growth boundary for industrial or commercial purposes shall occur in locations consistent with these regional urban growth goals and objectives.

Planning Activities:

1. Regional and subregional economic opportunities analyses, as described in OAR 660 Division 9, should be conducted to:
 - assess the adequacy and, if necessary, propose modifications to the supply of vacant and redevelopable land inventories designated for a broad range of employment activities;
 - identify regional and subregional target industries. Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries. Enterprises identified for recruitment, retention and expansion should be basic industries that broaden and diversify the region's economic base while providing jobs that pay at family wage levels or better; and
 - link job development efforts with an active and comprehensive program of training and education to improve the overall quality of the region's labor force. In particular, new strategies to provide labor training and education should focus on the needs of economically disadvantaged, minority and elderly populations.
2. An assessment should be made of the potential for redevelopment and/or intensification of use of existing commercial and industrial land resources in the region.

II.3. GROWTH MANAGEMENT

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

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

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

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

Objective 15. Urban/Rural Transition

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

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

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

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

15.3.1. Establishment of urban reserves will take into account:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

15.3.3. Expansion of the urban growth boundary shall occur consistent with Objectives 16 and 17. Where urban land is adjacent to rural lands outside of an urban reserve, Metro will work with affected cities and counties to ensure that urban uses do not significantly affect the use or condition of the rural land. Where urban land is adjacent to lands within an urban reserve that may someday be included within the urban growth boundary, Metro will work with affected cities and counties to ensure that rural development does not create obstacles to efficient urbanization in the future.

Planning Activities:

1. Identification of urban reserves adjacent to the urban growth boundary shall be accompanied by the development of a generalized future land use plan. The planning effort will primarily be concerned with identifying and protecting future open space resources and the development of short-term strategies needed to preserve future urbanization potential. Ultimate providers of urban services within those areas should be designated and charged with incorporating the reserve area(s) in their public facility plans in conjunction with the next periodic review. Changes in the location of the urban growth

boundary should occur so as to ensure that plans exist for key public facilities and services.

2. The prospect of creating transportation and other links between the urban economy within the Metro Urban Growth Boundary and other urban areas in the state should be investigated as a means for better utilizing Oregon's urban land and human resources.
3. The use of greenbelts for creating a clear distinction between urban and rural lands, and for creating linkages between communities, should be explored.
4. The region, working with the state and other urban communities in the northern Willamette Valley, should evaluate the opportunities for accommodating forecasted urban growth in urban areas outside of and not adjacent to the present urban growth boundary.

Objective 16. Developed Urban Land

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

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

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

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

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

jobs: housing balance, and minimum housing density may be associated with those public investments.

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

Planning Activities:

1. Metro's assessment of redevelopment and infill potential in the region shall include but not be limited to:
 - a. An inventory of parcels where the assessed value of improvements is less than the assessed value of the land.
 - b. An analysis of the difference between comprehensive plan development densities and actual development densities for all parcels as a first step towards determining the efficiency with which urban land is being used. In this case, efficiency is a function of land development densities incorporated in local comprehensive plans.
 - c. An assessment of the impacts on the cost of housing of redevelopment versus expansion of the urban growth boundary.
 - d. An assessment of the impediments to redevelopment and infill posed by existing urban land uses or conditions.
2. Financial incentives to encourage redevelopment and infill consistent with adopted and acknowledged comprehensive plans should be pursued to make redevelopment and infill attractive alternatives to raw land conversion for investors and buyers.
3. Cities and their neighborhoods should be recognized as the focal points for this region's urban diversity. Actions should be identified to reinforce the role of existing downtowns in maintaining the strength of urban communities.
4. Tools will be developed to address regional economic equity issues stemming from the fact that not all jurisdictions will serve as a site for an economic activity center. Such tools may include off-site linkage programs to meet housing or other needs or a program of fiscal tax equity.
5. Criteria shall be developed to guide the potential designation of mixed use urban centers. The development and application of such criteria will address the specific area to be included in the center, the type and amount of uses it is to eventually contain, the steps to be taken to encourage public and private investment. Existing and possible future mixed use urban centers will be evaluated as to their current functions, potentials, and need for future public and private investment. Strategies to meet the needs of the individual centers will be developed. The implications of both limiting and not limiting the location of large-scale office and retail development in mixed use urban centers shall be evaluated.

Objective 17. Urban Growth Boundary

The regional urban growth boundary, a long-term planning tool, shall separate urbanizable from rural land be based in aggregate on the region's 20-year projected need for urban land, and be located consistent with statewide planning goals and these Regional Urban Growth Goals and Objectives. In the location, amendment and management of the regional urban growth boundary, Metro shall seek to improve the functional value of the boundary.

17.1. Expansion Into Urban Reserves. Upon demonstrating a need for additional urban land, major and legislative urban growth boundary amendments shall only occur within urban reserves unless it can be demonstrated that Statewide Planning Goal 14 cannot be met for the urban region through use of urban reserve lands. Urban Growth Boundary Amendment Process - Criteria for amending the urban growth boundary shall be derived from statewide planning goals 2 and 14 and relevant portions of the Regional Urban Growth Goals and Objectives.

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

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

Objective 18. Urban Design

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

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

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

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

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

18.iii. b. encourages transit use;

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

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

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

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

Planning Activities: (

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

Glossary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Urban Reserve. Area adjacent to the present urban growth boundary defined to be a priority location for any future urban growth boundary amendments when needed. Urban reserves are intended to provide cities, counties, other service providers and both urban and rural land owners with a greater degree of certainty regarding future regional urban form. Whereas the urban growth boundary describes an area needed to accommodate the urban growth forecasted over a 20-year period, the urban reserves estimate the area capable of accommodating the growth expected for an additional 30 years.

Appendices

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BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

AN ORDINANCE REPEALING THE)	ORDINANCE NO. 91-418B
COLUMBIA REGION ASSOCIATION OF)	
GOVERNMENTS LAND USE GOALS AND)	Introduced by Executive
OBJECTIVES AND ADOPTING THE)	Officer Rena Cusma and
REGIONAL URBAN GROWTH GOALS AND)	Councilor Jim Gardner
OBJECTIVES)	

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

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

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

ORDINANCE NO. 91-418B - Page 1

WHEREAS To comply with its statutory requirements and in recognition of the challenges posed by urban growth, Metro elected to begin development of Regional Urban Growth Goals and Objectives in March of 1989. Policy and Technical Advisory Committees were formed, and have met continuously since then.

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

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

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

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

Section 4. The CRAG Goals and Objectives, adopted September 30, 1976 by the CRAG Board, are hereby repealed and replaced by the Regional Urban Growth Goals and Objectives.

ADOPTED by the Council of the Metropolitan Service District this 26th day of September, 1991.


Tanya Collier, Presiding Officer

ATTEST:


Clerk of the Council

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

certified A True Copy of the Original Thereof
Saulle Ellis
Clerk of the Council

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

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

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

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

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

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

BE IT RESOLVED,

1. That the by-laws for the Regional Policy Advisory Committee, dated August 1, 1991, and attached to this resolution as Attachment A, are hereby adopted.
2. That the Metro Council directs the Presiding Officer to initiate the creation of the Regional Policy Advisory Committee no later than January 1, 1992.

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



Tanya Collier, Presiding Officer

ATTACHMENT A

Regional Policy Advisory Committee By-Laws

August 1, 1991

Article I

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

Article II MISSION AND PURPOSE

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

Section 2. The purposes of RPAC are as follows:

- a. To provide advice and recommendations for the development and review of Metro's regional planning activities, including implementation of the Regional Urban Growth Goals and Objectives, development of new functional plans, and periodic review of the region's urban growth boundary.
- b. To create a forum for identifying and discussing areas and activities of metropolitan significance.
- c. To involve all cities, counties, and other interests in the development and implementation of growth management strategies.
- d. To coordinate its activities with the Joint Policy Advisory Committee on Transportation (JPACT) so that regional transportation planning is linked and consistent with regional growth management efforts.
- e. To review and comment, as needed, on the regional land use and growth management issues affecting or affected by local comprehensive plans or plans of state and regional agencies. RPAC is not intended to routinely review land use decisions or plan amendments in the region.
- f. To discuss and make recommendations on land use and growth management issues of regional or subregional significance.
- g. To establish a coordinating link with Vancouver and Clark County, Washington, and other parts of the state of Oregon to address land use and growth management issues of common interest.

Article III.
COMMITTEE MEMBERSHIP

Section 1. Membership

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

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

b. Members from jurisdictions shall be elected officials.

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

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

Section 2. Appointment of Members and Alternates

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

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

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

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

1) Metro will advertise citizen openings on the Committee throughout the region, utilizing, at a minimum, recognized neighborhood associations and citizen planning organizations. Interested citizens will be asked to submit an application/statement of interest on forms provided by Metro.

2) Metro will collect the applications and sort them by county.

3) The members of RPAC from within each county will caucus by county, with Portland included in Multnomah County, to review the applications and select a citizen member and alternate from each county from that pool of applicants.

4) Citizen members and alternates will serve two-year terms. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.

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

Article IV.

MEETINGS, CONDUCT OF MEETINGS, AND QUORUM

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

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

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

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

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

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

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

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

Article V.
OFFICERS AND DUTIES

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

Article VI.
TECHNICAL ADVISORY COMMITTEES

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

Article VII.
AMENDMENTS

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

Article VIII.
SUNSET

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

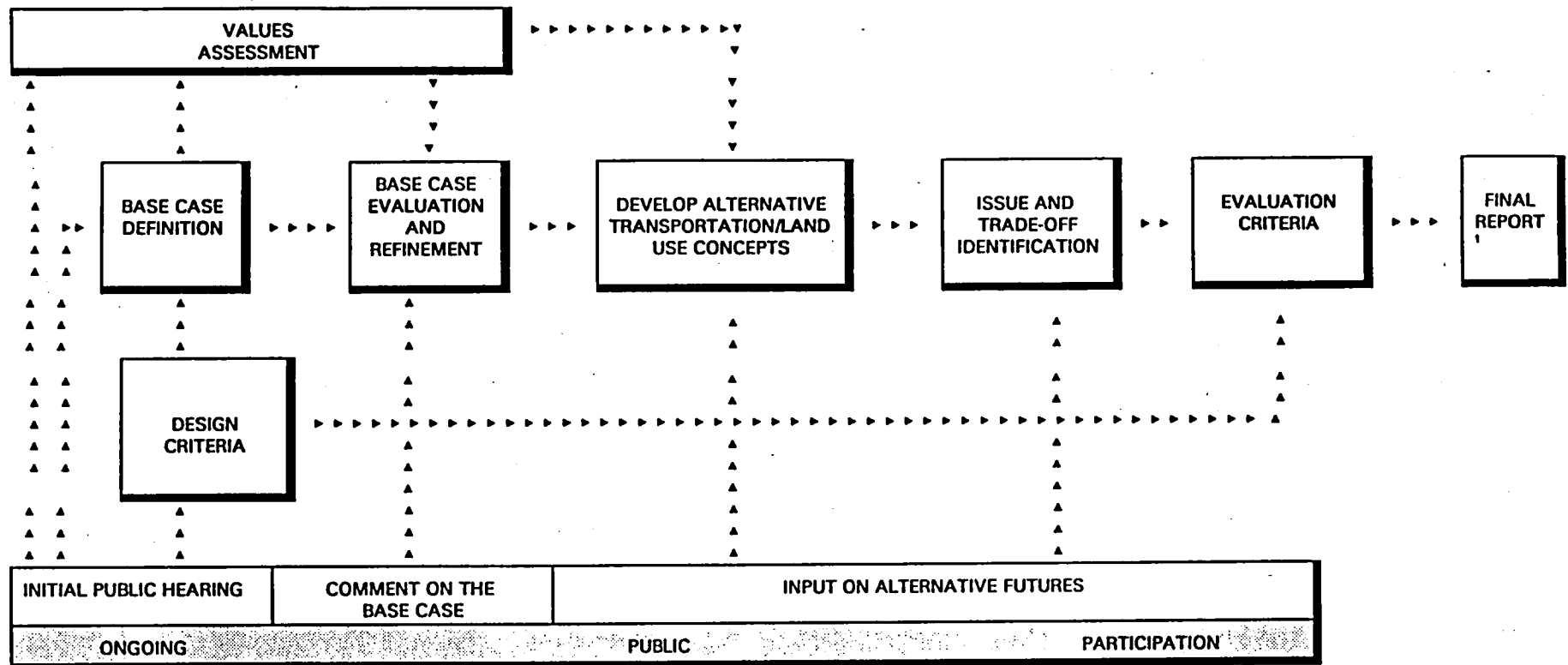
Region 2040: Transportation & Land Use Concepts, Phase I

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

METRO

Region 2040: Transportation and Land Use Study, Phase I

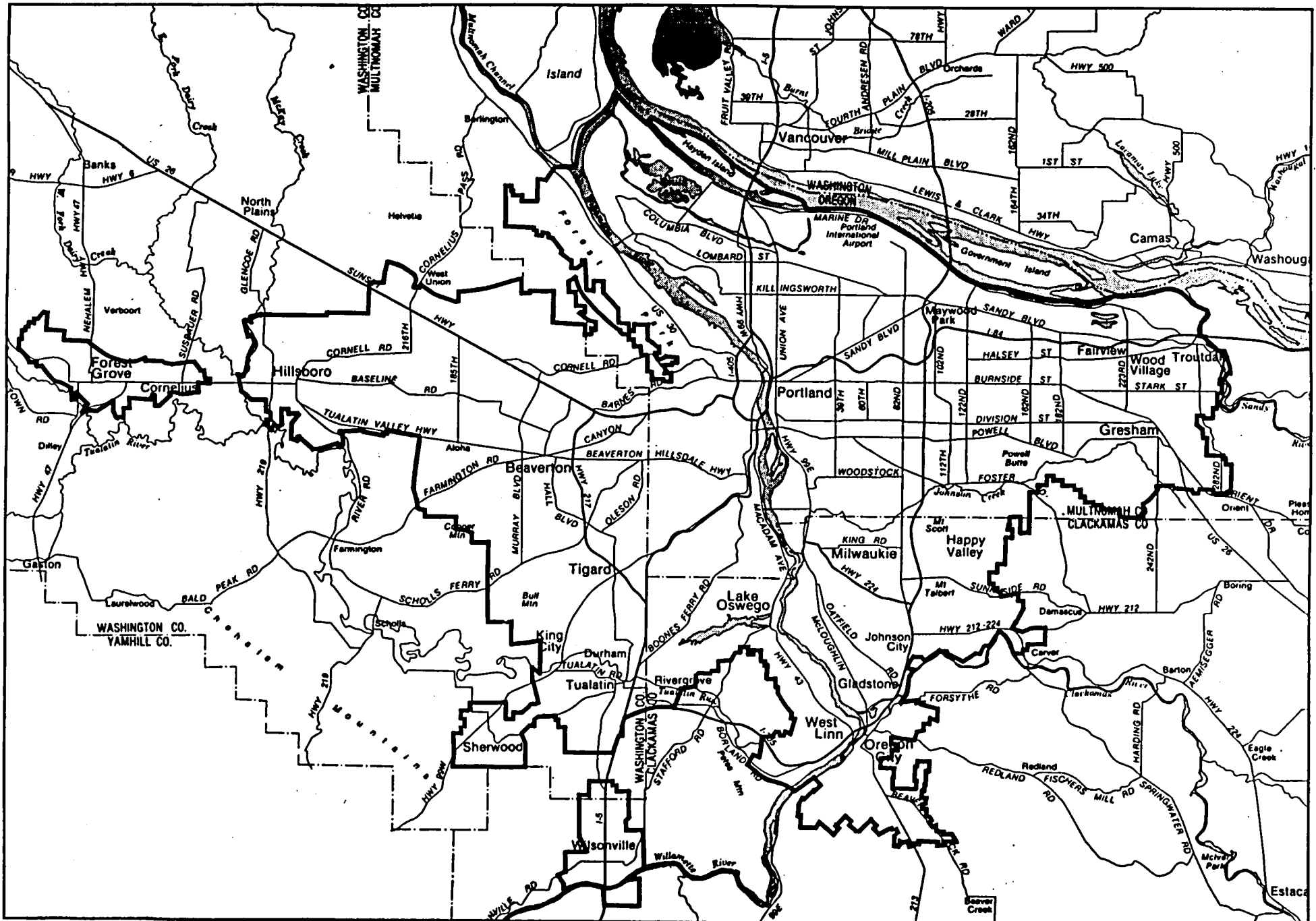
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METRO
 2000 S.W. First Avenue
 Portland, OR 97201
 503/221-1646

#13mm2.dia 7/26/91

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

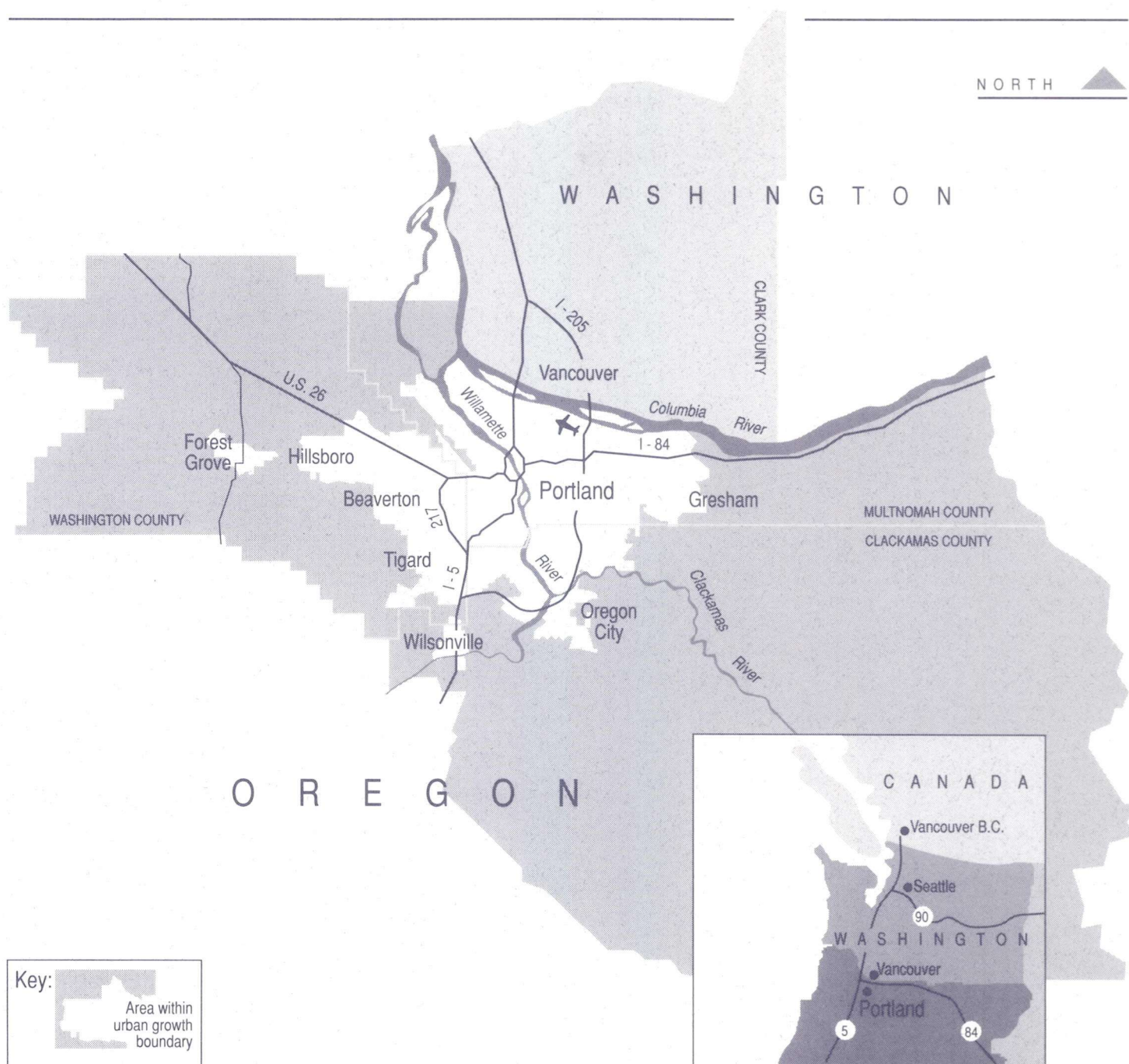


METRO

Urban Growth Boundary

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

NORTH



Portland Metropolitan Region





METRO

2000 SW First Ave.
Portland, OR 97201
(503) 221-1646

Bulk Rate
U.S. Postage
PAID
Portland, OR
Permit No. 1912



*Regional Urban Growth
Goals and Objectives*

What is RUGGO?

The acronym stands for - Regional Urban Growth Goals and Objectives.

Why are we hearing so much about RUGGOs?

Under state law, agencies responsible for growth management are required to have urban growth goals and objectives.

Metro is the agency for this region - the urbanized parts of Clackamas, Multnomah and Washington Counties - that has the responsibility for managing urban growth.

Obviously this region is growing - why are we only now adopting goals and objectives to address this growth?

Metro has had goals and objectives, but they are outdated. They are the goals and objectives adopted by the former Columbia Region Association of Governments in the late 1970s.

Things have changed since then. All indicators point to a major increase in population over the next decade or two. Up till now, Portland has enjoyed an enviable quality of life. The challenge is maintaining the quality of life in the face of more people, more traffic, more development.

How will the goals and objectives help?

They set a framework for coordinated planning, through partnerships covering the three counties, 24 cities and 130 special districts in our region. They address important areas, and spell out clearly why they are important.

These areas include:

- encouraging a more efficient development pattern, placing jobs and housing near each other. We have to look at transportation and land use planning together, not as two separate processes.
- ensuring a broad range of housing types for people of all income levels - and that public services and facilities are developed to maximize service while minimize cost.

- developing a diverse and plentiful supply of jobs.
- protecting and enhancing the natural environment. This includes managing water resources, protecting air quality, acquiring or otherwise protecting natural areas, parks and wildlife habitat.
- keeping a clear distinction between urbanizing areas and rural lands. We need to balance new development and infill.
- working on growth cooperatively, which means involving both the public and elected officials from throughout this area.

Who wrote these goals and objectives?

For the last two years, a committee made up of elected officials from all parts of the region and citizens, as well as Metro planning staff, has been hard at work coming up with written policies. The Metro Council - the elected officials for the regional government - are in the middle of public hearings to obtain even more input.

What's the reaction so far?

Testimony at hearings before the Council's Transportation and Planning Committee has been overwhelmingly positive. Much of the testimony emphasized the need to adopt goals and objectives which are as strong as possible. The primary area of concern is the natural environment - how can we maintain greenspaces yet continue to accomodate growth?

What's the next step?

The last public hearing will be this Thursday before the Metro Council, beginning at 6:00 p.m. The Council will hear testimony, then decide if these goals and objectives should be adopted by ordinance.

This is not a final plan - because the goals and objectives are meant to be a starting point for developing a more focused vision for the region's growth. They give us concepts, which then can be turned into more specific planning tools.

Over the next year, Metro, in cooperation with Tri-Met and ODOT, will be embarking on an exciting project to help bring these concepts to life. The project is called Region 2040. After obtaining extensive public comment about the values most important as the region grows, several alternative development scenarios will be developed in a visual form, so we can see what the region would look like if we choose various options. The next step will be to choose between the various options.

How can interested citizens participate?

You can come to the Council's hearing on Thursday. You can call our planning staff - ask for Ethan Seltzer (221-1646 ext. 537) - ask to be informed about future meetings and hearings. And keep your eye out for Region 2040.

I've got a brochure which outlines the content and process for developing the RUGGOs. The actual ordinance itself is somewhat long - if you'd like a copy, you can call the Council office. Ask for Karla Forsythe. Her number is 221-1646, ext. 136.