



METRO

Memorandum

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Date: May 10, 1991

To: Council Urban Growth Management PAC
Members: Bauer, Devlin, McLain

From: Jim Gardner, Chair *JG*
UGM PAC

Regarding: REVIEW OF LATEST RUGGO DRAFT

Now that we're moving into the final phase of the PAC's review of RUGGOs, it seems appropriate that we Metro Councilors discuss among ourselves what we'd like to see the final document look like. During the PAC's long process we've all participated in identifying the general concepts and then crafting the RUGGO language to express those concepts. In that latter phase, the PAC reacted to and adopted many specific changes suggested by representatives of cities, counties, and the other interest groups. There were very few amendments proposed from the perspective of the Metro Council.

The overall goal is to produce RUGGOs that have broad consensus support -- no doubt about that. As the Council's representatives on the PAC, though, I feel we have a duty to speak for the Council's interests and its ongoing role in implementing RUGGOs. I hope we can, starting next Tuesday, reach agreement among ourselves about any amendments we'd like to see and then vigorously advance those changes during these next couple of critical PAC meetings. It seems to me far better to put our point of view on the table at PAC instead of having these issues first come up at the Transportation and Planning Committee or the full Council meeting.

Having said this, I do have a few concerns about the latest draft of RUGGOs. I'll briefly describe them, as a starting point for our discussion next Tuesday.

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RUGGO's -- Areas of Concern/Suggested Amendments

Goal I, Objective 3, Section 3.3:

No suggested amendment here, but a concern: shouldn't Metro be able to initiate this process if need be, since it is discretionary for RPAC to do so [note the "may" in 3.3(b)]? In other words, if RPAC decided not to provide comments on issues of regional concern, shouldn't Metro be able to do so if it felt there were good reasons to do so?

Goal I, Objective 4:

We've really waffled here instead of, as Larry Cole would say, being direct about Metro's role. Under 4.1, it seems logical to me to say in a new b) adopt and implement functional plans as one of a number of possible strategies to address issues of metropolitan significance; and then drop that un-numbered sentence at the end of 4.1.

Goal I, Objective 5, Section 5.2:

On page 11, lines 17-21, staff developed this language after our last PAC meeting to deal with situations where RPAC might be stalling a functional plan they disagreed with. Of my three concerns on Goal 1, this is by far the most important. I'll explain. There are two ways to initiate new functional plans: RPAC can recommend it, or the Council can. In practice, if the Council felt the need for a new

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functional plan we would first use the Councilors on RPAC to propose that RPAC start the process. So, the only time the second approach would be used is when RPAC had already declined to go along. Obviously there must be a way for the Council to prevent RPAC from blocking or weakening the functional plan in such a situation, and I don't think the language on lines 17-21 is clear enough. Maybe it should say:

The Metro Council may assume responsibility for preparation of the plan if the Council feels this is necessary to complete the new functional plan in an orderly and timely manner.

We of course would always try our best to resolve conflicts with RPAC in a cooperative way, but simply must have an alternative if reaching consensus proves impossible.

Goal II, Objective 7, page 14, line 4:

The earlier draft said programs "shall be instituted"; that's a big difference than evaluating programs. Do we want to weaken the objective this much?

Goal II, Objective 11:

I mention this objective just to say I think this last rewrite is much superior to earlier versions.

Goal II, Objective 12:

Under Planning Activities, this draft completely omits a concept that was in the last PAC draft. The concept was to develop a formula which "apportions responsibility" for the cost of new, growth-driven facilities and services. That is, what share of these costs should be paid by the new development and what share by existing development, residents, etc. The PAC did not discuss leaving this concept out. Do we (Councilors) feel it's important?

Goal II, Objective 13:

New draft is longer, but clearer and better.

Goal II, Objective 14, page 21, line 52:

The last PAC draft said to "achieve" a compact urban growth form; this draft says to "encourage" an efficient urban growth form. To me this is a significant watering-down of the PAC's intent.

Goal II, Objective 16, page 26, line 1:

Is the term "fiscal tax equity" well defined? If we mean tax base sharing, or revenue sharing, would it be better to say so? Or should "fiscal tax equity" be defined in the Glossary?

DEC

URBAN GROWTH MANAGEMENT PLAN

MEETING ANNOUNCEMENT

WEDNESDAY, MAY 15, 1991

5:30 PM, ROOM 440, METRO CENTER

AGENDA:

I. APPROVAL OF MINUTES OF MEETING OF APRIL 3, 1991

II. REVIEW OF SCHEDULE FOR RUGGO PROCESS AND UGB PERIODIC REVIEW

III. REVIEW AND REVISION OF RUGGO DOCUMENT

URBAN GROWTH MANAGEMENT
POLICY ADVISORY COMMITTEE

MINUTES

APRIL 3, 1991

MEMBERS PRESENT: Jim Gardner, Chair, and members Pauline Anderson, Larry Bauer, Earl Blumenauer, Ken Buelt, Larry Cole, Richard Devlin, Charlie Hales, Darlene Hooley, Susan McLain, Mary Kyle McCurdy (for Henry Richmond), Don McClave, Gussie McRobert, Alice Schlenker, Bill Young (ex officio).

OTHERS PRESENT: John Andersen, Margaret Bax, Eric Carlson, Jeff Condit, Rich Carson, Pat Lee, Ethan Seltzer, Mark Turpel.

Chairman Gardner convened the Urban Growth Management Policy Advisory Committee at 5:35 p.m. in room 440 of the Metro building. Chairman Gardner asked staff for a review of the Growth Conference held on March 5th.

Ethan Seltzer stated that 725 people registered for the conference, and that a waiting list had been established. The day of the conference some of those registered did not attend and most of those that were on the waiting list were able to be accommodated. He indicated that over 150 conference evaluation forms had been returned, and that although the comments were wide ranging, several consistent comments were made; 1) although many people liked the afternoon work sessions, more advance organizational work was needed to make the sessions more productive; 2) with regard to the morning session, some liked the panel discussion, some did not; 3) reaction to Andres Duany at the luncheon was also similarly split.

Chairman Gardner then moved on to agenda item III, RUGGO review and adoption process, and referred to the March 12th memo from Rich Carson, attached to the meeting packet.

Ethan Seltzer stated that the Metro March 12 memo resulted from an earlier memo written February 13 by Mayor Larry Cole discussed at the March 12th TAC meeting. He summarized that there were 5 major conclusions including; 1) Goal 1 as rewritten provides protection for cities and counties, 2) it's time to get on with RUGGO, and move forward, 3) Goals 2-4 should be revised as needed and adopted (distinguishing from those statements which are more accepted goals and those which will need testing), 4) concepts to be tested will focus on such ideas as urban reserves and economic activity centers, and 5) the periodic review needs to be wrapped up.

Ethan Seltzer indicated that the TAC was going to hold an all day session on April 18 to review goals 2-4. This review was to be based upon a revised version of the goals which John Andersen and

Ethan would be completing by April 11. As indicated in the memo, the PAC would begin reviewing this information on May 8. On May 16, the TAC will review the RPAC bylaws. On June 5 the PAC would look at RUGGO goals 2-4 as a final draft, and look at the work plan for future work. On July 10, the PAC would complete it's final review of the RUGGO.

Richard Devlin asked if the time-line could accommodate the Metro Council sending a part or part(s) of the RUGGO back to the PAC for clarifications.

Ethan Seltzer stated that this could be accommodated.

Darlene Hooley stated that the scheduling of the May 8th meeting would have to be rescheduled if PAC members were to have adequate time to consult with those that they represent.

Richard Devlin stated that in regard to the UGB amendment procedures which are in the process of being drafted, several objections had been voiced, and that he wanted to make sure that anyone concerned with these should have adequate opportunities to comment.

Darlene Hooley indicated that there would be a 2 week period in which PAC members would have to consult with those that they represent, and that a 3 week period would be much better.

Chairman Gardner asked the PAC members if they would prefer May 15th instead. The PAC decided to move the May 8; meeting to May 15 and proceed with the process outlined in the memo.

Bill Young asked if July 10 would be the final date for RUGGO and July 31 for the Periodic Review, and whether there was a deadline for completion of these projects.

Chairman Gardner indicated that the dates were not driven by an external schedule, but that he would like to move the items along.

Richard Devlin stated that if the products raise a lot of concerns in Metro Council public hearings, that the Metro Council could send them back to the PAC.

Chairman Gardner indicated that it was unlikely that the Metro Council would hold only one meeting considering the RUGGO.

Larry Cole was asked whether the Metro memo of March 12 responded adequately to the statements and concerns voiced in his memo of February 13. Larry Cole responded that it did respond to his memo, and that he supported the proposals as made.

Chairman Gardner then moved to Agenda item IV, the proposed RPAC

By-Laws, and referenced the explanatory memo in the packet.

Larry Bauer stated that he had some concerns with the way in which the membership had been proposed. He stated that he thought that the City of Portland was under-represented. In addition, he indicated that cities within any one county were under-represented. A third concern was that there was a potential long-term role for Metro in housing, and that as Tri-Met had representative on JPAC, then perhaps housing should be represented by a local housing expert.

Larry Cole stated that he was willing to accept Councilor Bauer's suggestion with regard to Portland, and that he could support 2 seats for Portland. In addition, he indicated support for substituting Tri-Met with a housing authority.

Richard Devlin stated that there was a need to get buy-ins from jurisdictions, and that it took JPACT 18 months to make 2 minor changes to their by-laws. He indicated that this could be a very contentious area. Regardless, he indicated that RPAC and it's process would be very well served if a school district representative could be included.

Alice Schlenker asked whether the proposal of Larry Bauer would explicitly name the largest city in a county as a member.

Gussie McRobert asked if the answer to Mayor Schlenker's question was "yes", what would happen when the population in cities changed?

Alice Schlenker stated that there were legitimate concerns about these aspects. She cited the possibility of a new city being formed in the north Clackamas County area. She indicated that the by-laws written in a rigid way could be a concern and that a sunset provision could be used to re-look at the issue at a later date. She indicated agreement with Portland having 2 votes and with a housing representative and a school representative. She also indicated that she would like to see explicit and direct representation for Lake Oswego and Gresham, as large cities within their respective counties.

Chairman Gardner asked Larry Bauer to elaborate on his proposal.

Larry Bauer stated that he was proposing that the RPAC membership include "the largest city in the County", not explicitly naming the largest city - with the exception of Portland, which would be named.

Susan McLain asked what were the criteria that the PAC was using? One suggested criterion which seemed to be emerging was based upon population, but was this the only criterion?

Chairman Gardner stated that one criterion which had already been established was that elected officials were to be the majority of representatives on RPAC.

Don McClave stated that 1 vote for Portland was ludicrous. He asked about the State having some representative as well. He indicated that having an educational representative was fine, so long as that did not open a Pandora's box, that being many, many representatives from special districts.

Gussie McRobert stated that she supported Larry Bauer's proposal. She asked whether the special representatives for schools, housing and transportation would be voting or nonvoting.

Larry Bauer stated that the housing representative should be voting.

Richard Devlin indicated that the RPAC membership needed to be crafted with the consideration that ultimately it will be considering functional plans and that local governments will be the ones that will have to implement the concepts of the functional plans.

Don McClave stated that the region will be spending \$100 million in transportation alone and there is a need to involve Tri-Met and other agencies which may have a major impact on the region.

Earl Blumenauer asked how the existing TAC would figure into the new RPAC structure. He stated that 90 percent of what happens in transportation for the region happens at TPAC. He stated that special interests be represented on the TAC.

Darlene Hooley stated that she liked having 17 total members, as too many more members than this would likely be an unwieldy number. She indicated that she would eliminate the Tri-Met representative and leave it at that.

Earl Blumenauer distributed extra copies of a memo that he had faxed earlier in the day to UGMPAC members (copy attached). He indicated that there was a need for citizen representation as well as representatives from the State Agency Council on Growth.

Larry Bauer agreed that Councilman Blumenauer made a good point about citizen representation. He stated that there are three areas of expertise, transportation, housing and education that are very important to the process, and that he was leaning towards people with expertise in policy with regard to these three. He recommended replacing CIC with people from these three categories.

Gussie McRobert raised two points. First, she indicated that CIC's may be another way to represent other cities and second,

she asked whether Multnomah County had a Planning Commission, as it had recently reduced its planning department.

Pauline Anderson responded that Multnomah County had a very active planning commission.

Mary Kyle McCurdy stated that she favored expansion of RPAC to include citizens on the RPAC.

Rich Carson stated that one alternative that had been proposed was a citizen technical advisory committee, which could provide for substantial citizen participation

Richard Devlin asked whether that would mean a separate TAC as well as the RPAC.

Rich Carson responded that the citizen or technical members would not necessarily be members of the RPAC, rather, they would constitute means to forward issues to RPAC.

Richard Devlin asked how they would bring issues to the RPAC.

Rich Carson stated that they could be ex-officio.

Charlie Hales stated that he had a more basic question, what was the purpose of the RPAC? He stated that he felt that various interest groups could be seated on the RPAC, as proportional representation was available at the Metro Council level.

Susan McLain indicated that there were two choices before the UGMPAC, using CIC's for citizen representatives or going through planning commissions. She proposed that technical experts be placed on the TAC, not RPAC.

Darlene Hooley suggested that they take out the Tri-Met representative, substitute that seat with a second seat for Portland, and leave it at that.

Larry Cole made a motion to adopt Darlene Hooley's suggestion.

Darlene Hooley seconded the motion.

Larry Cole stated that it was his intent to incorporate the earlier comments of Larry Bauer.

Earl Blumenauer asked whether the language would state "the largest city and one other" - except for Portland.

Darlene Hooley stated that she liked the idea of providing for a Technical Advisory Committee as well. She stated that the RPAC committee may not be looking at just land use, but may be dealing with other issues as well.

Ken Buelt stated that he would like to see the options.

Ethan Seltzer drew a chart on a large sheet of paper on the wall describing the proposed committee make-up.

Earl Blumenauer stated that he was not in the position to evaluate which citizen might best represent citizen organizations. He stated that within Multnomah County, there were more citizens participating in neighborhood groups and associations in the City of Portland than those in the rest of the county. He indicated that in total volume, breadth of meetings and other measures of participation, there was a great deal of citizen activity in Portland. For these reasons, he recommended that a poll or vote of citizen activists might be the most fair way of selecting these representatives.

Darlene Hooley asked whether the language could be written " county citizen", so that it was not specified how the representative was selected, and so that each county would be free to use it's own methods.

Larry Cole stated that he agreed with this concept and would so amend his motion to change from "county CIC" to " county citizen". He further stated that the by-laws should reflect that the representatives from a given county (city, county, Metro) would caucus and select a citizen representative.

Darlene Hooley indicated that her second of the motion would include this amendment.

Larry Bauer indicated that he agreed with this motion.

Earl Blumenauer stated that he was uncomfortable with elected representatives selecting the citizen representative, and preferred citizens making this decision.

Darlene Hooley stated that in Clackamas County there were numerous citizen groups - from the 14 cities and the unincorporated county - and selection could be unwieldy if some sort of citizen poll or vote were taken.

Chairman Gardner asked whether there wasn't an umbrella organization for all of the citizen organizations in Clackamas County.

Darlene Hooley stated that there was none.

Larry Bauer asserted that Mayor Cole's amendment would not preclude either type of selection.

Earl Blumenauer suggested that candidates for citizen representatives could be organized through Metro.

Ethan Seltzer indicated that Metro could solicit, compile and sort candidates by county and then forward these to those members of the RPAC from each county.

Earl Blumenauer stated that there should be a sunset provision to the committee makeup, so that it could be reevaluated in 2 years. He stated that there was still a question of population equity, but that he was willing to go along with the proposal as it now stood.

Susan McLain stated that she would prefer a slightly longer period for the committee to work - 3 years.

Earl Blumenauer stated that he could support 3 years.

Larry Cole amended the motion to include a sunset provision to be revisited in 3 years.

Darlene Hooley so amended her second to the motion.

Chairman Gardner indicated that he too was still concerned with proportionality, but with the sunset provision, he was ready to accept the motion.

Chairman Gardner asked for a voice vote, with "aye" signifying approval of the motion, "nay" disapproval. The motion passed unanimously, with no "nay"s or abstentions.

Richard Devlin stated that he would not raise it as an amendment to the motion, but he wanted the UGMPAC members to know that when the proposal for RPAC membership was presented to the Metro Council, there could very well be some question about the number of Metro representatives on the committee.

Chairman Gardner stated that he was not aware of any other membership issues with regard to RPAC at that time, and accordingly called for adjournment.

The UGMPAC adjourned at 6:50 pm.

Respectfully submitted by Mark Turpel.




METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

April 23, 1991

To: Urban Growth Management Plan Policy Advisory Committee

From: Ethan Seltzer 

Re: RUGGO and Periodic Review Calendar

Please mark your calendars for the following meetings, as discussed at the April 3 PAC meeting:

- May 15 PAC meets to begin review and revision of RUGGO document.
(May 16 - TAC meets to discuss proposed RPAC By-Laws and RUGGO workplan)
- June 5 PAC meets to conclude remaining RUGGO revision issues, and to review proposed RPAC By-Laws and proposed workplan.
(June 20 - TAC meets to consider RUGGO adoption package and proposed UGB Periodic Review Order)
- July 10 PAC meets to consider final RUGGO package for transmittal to Metro Council, and to be briefed on proposed UGB Periodic Review Order.
- July 31 PAC meets to assemble comments on proposed UGB Periodic Review Order for transmittal to Metro Council.

This schedule would complete the work of the PAC by the end of July. Metro Council hearings would follow for adoption of the RUGGO package and, separately, periodic review of the Urban Growth Boundary. This schedule also anticipates getting the job done during meetings of approximately 90 minutes each...if the PAC needs more time, additional or longer meetings can be scheduled.

Please feel free to contact me should you have any questions.



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2000 S.W. First Avenue
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Memorandum

April 23, 1991

To: Urban Growth Management Plan Policy Advisory Committee

From: *RHC* Richard H. Carson, Chair, Urban Growth Management Plan
Technical Advisory Committee

Re: Revised Regional Urban Growth Goals and Objectives

Attached are two copies of the Revised Regional Urban Growth Goals and Objectives developed by the Technical Advisory Committee (TAC). Version A shows changes made from the draft used at the conference. Language to be removed is ~~overstruck~~, and language to be added is in *italics*. Version B is a "clean copy", only showing the revised document as proposed by the TAC.

The TAC began its revision using a draft developed by Ethan Seltzer and John Andersen, Gresham Planning Director. It focused its attention on Goals II - IV, leaving Goal I alone, as directed by the Policy Advisory Committee. The TAC met all day on April 18, and during that time completed its revision of the draft RUGGO's.

In making its revisions, the TAC tried to hold to a couple of key principles:

- 1) Retain all the ideas, even if they don't end up a goals and objectives.
- 2) Shorten the sentences.
- 3) Remove redundant language.
- 4) Respond to the specific comments received during the RUGGO public review process (members of the Policy Advisory Committee have previously received copies of all comments received).

As you'll notice, there are several significant changes to the document. We propose a 2-goal format, the first being the Goal I process and the second a new umbrella goal entitled "Urban Form". Nested within the new Goal II are the existing headings in the present Goals II - IV, with the exception that the old Goal IV is now retitled as "Growth Management".

The document now opens with a statement pertaining to the development of a vision for the region intended to set the tone for the RUGGO's while providing a sense of direction. The goals are meant to be clarified by the "subgoals" and objectives, and the goals and objectives are meant to be refined by the "planning activities" listed as the starting point for further work.

Finally, the term "economic activity center" has been replaced by the term "mixed use urban center" throughout the document. It may not be elegant but its more descriptive.

Please feel free to contact this office should you have any questions.



REVISION
FOR) GUIDE
FUNCTIONAL
PLANS
PROVIDE
COUNCIL POLICY
ON UG-8
AMENDMENTS

VERSION A

REVISED REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

APRIL 23, 1991

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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.

1
2
3 BACKGROUND STATEMENT

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

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

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

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

34
35 Goal I addresses this coordination issue in the region for the
36 first time by providing the process that Metro will use to address
37 areas and activities of metropolitan significance. The process is
38 intended to be responsive to the challenges of urban growth while
39 respecting the powers and responsibilities of a wide range of
40 interests, jurisdictions, and agencies.

41
42 Goal II recognizes that this region is changing as growth occurs,
43 and that change is challenging our assumptions about how urban
44 growth will affect quality of life. For example:

45
46 -- overall, the number of vehicle miles travelled in the
47 region has been increasing at a rate far in excess of the rate
48 of population and employment growth;

49
50 -- the greatest growth in traffic and movement is within
51 suburban areas, rather than between suburban areas and the
52 central downtown district;

53
54 -- in the year 2010 Metro projects that 70% of all "trips"

1 made daily in the region will occur within suburban areas;

2
3 -- currently transit moves about 3% of the travellers in the
4 region on an average workday;

5
6 -- to this point the region has accommodated most forecasted
7 growth on vacant land within the urban growth boundary, with
8 redevelopment expected to accommodate very little of this
9 growth;

10
11 -- single family residential construction is occurring at less
12 than maximum planned density;

13
14 -- rural residential development in rural exception areas is
15 occurring in a manner and at a rate that may result in forcing
16 the expansion of the urban growth boundary on important
17 agricultural and forest resource lands in the future;

18
19 -- a recent study of urban infrastructure needs in the state
20 has found that only about half of the funding needed in the
21 future to build needed facilities can be identified.

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

32
33 The challenge is clear: if the Portland metropolitan area is going
34 to be different than other places, and if it is to preserve its
35 vaunted quality of life as an additional 485,000 people move into
36 the urban area in the next 20 years, then a cooperative and
37 participatory effort to address the issues of growth must begin
38 now. Further, that effort needs to deal with the issues
39 accompanying growth -- increasing traffic congestion, vanishing
40 open space, speculative pressure on rural farm lands, rising
41 housing costs, diminishing environmental quality -- in a common
42 framework. Ignoring vital links between these issues will limit
43 the scope and effectiveness of our approach to managing urban
44 growth.

45
46 Goal II provides that broad framework needed to address the issues
47 accompanying urban growth.
48
49
50

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
5 balanced planning programs to protect the environment and guide
6 development becomes increasingly evident.

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

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

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

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

33
34 Finally, the regional planning program must be one that is based on
35 a cooperative process that involves the residents of the
36 metropolitan area, as well as the many public and private
37 interests. Particular attention must be given to the need for
38 effective partnerships with local governments because they will
39 have a major responsibility in implementing the vision. It is
40 important to consider the diversity of the region's communities
41 when integrating local comprehensive plans into the pattern of
42 regional growth.

1 **GOAL I: REGIONAL PLANNING PROCESS**

2
3 Regional planning in the metropolitan area shall identify and
4 designate areas and activities of metropolitan significance through
5 a participatory process involving citizens, cities, counties,
6 special and school districts, and state and regional agencies.
7 Implementation of these goals and objectives shall occur in a
8 cooperative manner in order to avoid creating duplicative
9 processes, standards, and/or governmental roles. These goals and
10 objectives shall only apply directly to acknowledged comprehensive
11 plans of cities and counties when implemented through functional
12 plans or the acknowledged urban growth boundary plan.

WHAT DOES THIS MEAN?

13
14
15 **OBJECTIVE 1. CITIZEN PARTICIPATION**

16
17 Metro shall develop and implement an ongoing program for citizen
18 participation in all aspects of the regional planning program.
19 Such a program shall be coordinated with local programs for
20 supporting citizen involvement in planning processes, and shall not
21 duplicate those programs. WHAT METRO IMPLICATIONS?

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

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

DIFFERENT THAN STATUTES REQUIREMENTS?

36
37
38 **OBJECTIVE 2. REGIONAL POLICY ADVISORY COMMITTEE**

39
40 The Metro Council shall establish a Regional Policy Advisory
41 Committee to:

- 42
43 a) assist with the development and review of Metro's
44 regional planning activities pertaining to land use and
45 growth management, including review and implementation of
46 these goals and objectives, present and prospective
47 functional planning, and management and review of the
48 region's urban growth boundary;
49
50 b) serve as a forum for identifying and discussing areas
51 and activities of metropolitan or subregional
52 significance; and

CAN METRO DO ANYTHING/ERRORS ANY NEW FUNCTION WITHOUT INVOLVING THE R.P.O.C.?

1 c) provide an avenue for involving all cities and
2 counties and other interests in the development and
3 implementation of growth management strategies.
4

5 2.1 - Regional Policy Advisory Committee Composition - The
6 Regional Policy Advisory Committee (RPAC) shall be chosen
7 according to the attached by-laws adopted by the Metro
8 Council. The voting membership shall include elected
9 officials of cities, counties, and the Metro Council as well
10 as representatives of ~~Tri-Met~~, the State of Oregon, and
11 citizens. The composition of the Committee shall reflect the
12 partnership that must exist among implementing jurisdictions
13 in order to effectively address areas and activities of
14 metropolitan significance, with a majority of the voting
15 members being elected officials from within the Metro District
16 boundaries.
17

18 2.2 - Advisory Committees - The Metro Council, upon the
19 recommendation of RPAC, shall appoint technical advisory
20 committees, task forces, and other bodies as it and the
21 Regional Policy Advisory Committee determine a need for such
22 bodies.
23

24 2.3 - Joint Policy Advisory Committee on Transportation
25 (JPACT) - JPACT with the Metro Council shall continue to
26 perform the functions of the designated Metropolitan Planning
27 Organization as required by federal transportation planning
28 regulations. JPACT and the Regional Policy Advisory Committee
29 shall develop a coordinated process, to be approved by the
30 Metro Council, to assure that regional land use and
31 transportation planning remains consistent with these goals
32 and objectives.
33

34 **OBJECTIVE 3. APPLICABILITY OF REGIONAL URBAN GROWTH GOALS AND**
35 **OBJECTIVES**
36

37 These Regional Urban Growth Goals and Objectives have been
38 developed pursuant to ORS 268.380(1). Therefore, they comprise
39 neither a comprehensive plan under ORS 197.015(5) nor a functional
40 plan under ORS 268.390(2). All functional plans prepared by Metro
41 shall be consistent with these goals and objectives. Metro's
42 management of the Urban Growth Boundary shall be guided by
43 standards and procedures which must be consistent with these goals
44 and objectives. These goals and objectives shall not apply
45 directly to site-specific land use actions, including amendments of
46 the urban growth boundary.
47

48 These Regional Urban Growth Goals and Objectives shall apply to
49 adopted and acknowledged comprehensive land use plans as follows:
50

51 a) A regional functional plan, itself consistent with
52 these goals and objectives, may recommend or require

1 amendments to adopted and acknowledged comprehensive land
2 use plans; or
3

4 b) The management and periodic review of Metro's
5 acknowledged Urban Growth Boundary Plan, itself
6 consistent with these goals and objectives, may require
7 changes in adopted and acknowledged land use plans; or
8

9 c) The Regional Policy Advisory Committee may identify
10 and propose issues of regional concern, related to or
11 derived from these goals and objectives, for
12 consideration by cities and counties at the time of
13 periodic review of their adopted and acknowledged
14 comprehensive plans.
15

16 3.1 - Urban Growth Boundary Plan - The Urban Growth Boundary
17 Plan has three components:
18

- 19 a) The acknowledged urban growth boundary line;
20
21 b) Acknowledged growth management policies derived from
22 these goals and objectives and the statewide planning
23 goals; and
24
25 c) Acknowledged procedures and standards for amending
26 the urban growth boundary line.
27

28 Metro's Urban Growth Boundary is not a regional comprehensive
29 plan but a provision of the comprehensive plans of the local
30 governments within its boundaries. The location of the urban
31 growth boundary line shall be consistent with applicable
32 statewide planning goals, these goals and objectives, and
33 acknowledged growth management policies. Amendments to the
34 urban growth boundary line shall demonstrate consistency only
35 with the acknowledged procedures and standards and any
36 applicable acknowledged growth management policies.
37

38 3.2 - Functional Plans - Regional functional plans containing
39 recommendations for comprehensive planning by cities and
40 counties may or may not involve land use decisions:
41 Functional plans are not required by the enabling statute to
42 include findings of consistency with statewide land use
43 planning goals. If provisions in a functional plan, or
44 actions implementing a functional plan require changes in an
45 adopted and acknowledged comprehensive land use plan, then
46 that action may be a land use action required to be consistent
47 with the statewide planning goals.
48

49 3.3 - Periodic Review of Comprehensive Land Use Plans - At the
50 time of periodic review for comprehensive land use plans in
51 the region the Regional Policy Advisory Committee:
52

WHP BOARD THIS

THE METRO COUNCIL?

BOSS THIS
UGB STAND
OR 18-17 PREP
PREP LOCAL

1 a) shall identify functional plan provisions or changes
2 in functional plans adopted since the last periodic
3 review for inclusion in periodic review notices as
4 changes in law; and

5
6 b) may provide comments during the periodic review of
7 adopted and acknowledged comprehensive plans on issues of
8 regional concern.
9

10 3.4 - Periodic Review of the Regional Urban Growth Goals and
11 Objectives - If statute changes are made to ORS 197 to allow
12 acknowledgement of these goals and objectives as the means for
13 meeting the statutory requirement that these goals and
14 objectives be consistent with statewide planning goals, then
15 this section will apply. The Regional Policy Advisory
16 Committee shall consider the periodic review notice for these
17 goals and objectives and recommend a periodic review process
18 for adoption by the Metro Council.
19

20 **OBJECTIVE 4. IMPLEMENTATION ROLES**

21
22 Regional planning and the implementation of these Regional Urban
23 Growth Goals and Objectives shall recognize the inter-relationships
24 between cities, counties, special districts, Metro, regional
25 agencies, and the State, and their unique capabilities and roles.
26

27 4.1 - Metro Role - Metro shall:

- 28
29 a) identify and designate areas and activities of
30 metropolitan significance;
31
32 b) provide staff and technical resources to support the
33 activities of the Regional Policy Advisory Committee;
34
35 c) serve as a technical resource for cities, counties,
36 and other jurisdictions and agencies;
37
38 d) facilitate a broad-based regional discussion to
39 identify appropriate strategies for responding to those
40 issues of regional significance; and
41
42 e) coordinate the efforts of cities, counties, special
43 districts, and the state to implement adopted strategies.
44

*WHY ALL THIS?
SAME ROLES?
WHAT HAPPENS IF A
CITY OR COUNTY DOESN'T
IDENTIFY OR ADOPT AREAS
OF POTENTIAL REGIONAL
SIGNIFICANCE?*

45 A functional plan adopted by the Metro Council may emerge as
46 one of a number of possible strategies for coordinating a
47 multijurisdictional response to an issue of regional
48 significance.
49

50 4.2 - Role of Cities -

- 51
52 a) adopt and amend comprehensive plans;

- b) identify potential areas and activities of metropolitan significance;
- c) cooperatively develop strategies for responding to designated areas and activities of regional significance;
- d) participate in the review and refinement of these goals and objectives.

4.3 - Role of Counties -

- a) adopt and amend comprehensive plans;
- b) identify potential areas and activities of metropolitan significance;
- c) cooperatively develop strategies for responding to designated areas and activities of regional significance;
- d) 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:

-- The Regional Policy Advisory Committee may recommend that the Metro Council adopt findings designating an area

WILL NOT ADVISE IN CITIES AND COUNTIES

1 or activity of metropolitan significance for which a
2 functional plan should be prepared; or
3

4 -- The Metro Council may propose the preparation of a
5 functional plan to designate an area or activity of
6 metropolitan significance, and refer that proposal to the
7 Regional Policy Advisory Committee.
8

9 Upon the Metro Council adopting findings for the development
10 of a new functional plan, the Regional Policy Advisory
11 Committee shall prepare the plan, consistent with these goals
12 and objectives and the findings of the Metro Council. After
13 preparing the plan and seeking broad public and local
14 government consensus, using existing citizen involvement
15 processes established by cities, counties, and Metro, the
16 Regional Policy Advisory Committee may propose the plan to the
17 Metro Council for adoption. [The Metro Council may act to
18 resolve conflicts or problems impeding the development of a
19 new functional plan should such conflicts or problems prevent
20 the Regional Policy Advisory Committee from completing its
21 work in a timely or orderly manner.]
22

23 The Metro Council shall hold a public hearing on the proposed
24 plan and afterwards may decide to:
25

- 26 a) adopt the proposed functional plan; or
27
28 b) re-refer the proposed functional plan to the
29 Regional Policy Advisory Committee in order to
30 consider amendments to the proposed plan prior to
31 adoption; or
32
33 c) amend and adopt the proposed functional plan; or
34
35 d) reject the proposed functional plan.
36

37 The proposed functional plan shall be adopted by ordinance,
38 and shall include findings of consistency with these goals and
39 objectives.
40

41 5.3 - Functional Plan Implementation and Conflict Resolution -
42 Adopted functional plans shall be regionally coordinated
43 policies, facilities, and/or approaches to addressing a
44 designated area or activity of metropolitan significance, to
45 be considered by cities and counties for incorporation in
46 their comprehensive land use plans. If a city or county
47 determines that a functional plan recommendation cannot be
48 incorporated into its comprehensive plan, then Metro shall
49 review any apparent inconsistencies by the following process:
50

- 51 a) Metro and affected local governments shall notify
52 each other of apparent or potential comprehensive

1 plan inconsistencies.

2
3 b) After Metro staff review, the Regional Policy
4 Advisory Committee shall consult the affected
5 jurisdictions and attempt to resolve any apparent
6 or potential inconsistencies.

7
8 c) The Regional Policy Advisory Committee shall
9 conduct a public hearing and make a report to the
10 Metro Council regarding instances and reasons why a
11 city or county has not adopted changes consistent
12 with recommendations in a regional functional plan.

13
14 d) The Metro Council shall review the Regional Policy
15 Advisory Committee report and hold a public hearing
16 on any unresolved issues. The Council may decide
17 to:

18
19 1) amend the adopted regional functional
20 plan; or

21
22 2) initiate proceedings to require a
23 comprehensive plan change; or

24
25 3) find there is no inconsistency between the
26 comprehensive plan(s) and the functional plan.

27
28 OBJECTIVE 6. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS AND
29 OBJECTIVES

30
31 The Regional Urban Growth Goals and Objectives shall be reviewed at
32 regular intervals or at other times ^{why?} determined jointly by the
33 Regional Policy Advisory Committee and the Metro Council. Any
34 review and amendment process shall involve a broad cross-section of
35 citizen and jurisdictional interests, and shall be conducted by the
36 Regional Policy Advisory Committee consistent with Goal 1: Regional
37 Planning Process. Proposals for amendments shall receive broad
38 public and local government review prior to final Metro Council
39 action.

40
41 6.1 - Impact of Amendments - At the time of adoption of
42 amendments to these goals and objectives, the Metro Council
43 shall determine whether amendments to adopted functional plans
44 or the acknowledged regional urban growth boundary are
45 necessary. If amendments to adopted functional plans are
46 necessary, the Metro Council shall act on amendments to
47 applicable functional plans after referral of proposed
48 amendments to the Regional Policy Advisory Committee. All
49 amendment proposals will include the date and method through
50 which they may become effective, should they be adopted.
51 Amendments to the acknowledged regional urban growth boundary
52 will be considered under acknowledged urban growth boundary

SHOULD THE
RPAC BE THE
MEDIATOR (HEARING
OFFICER)

WHAT HAPPENING
IF COUNCIL WANTS TO AMEND?

1 amendment procedures incorporated in the Metro Code.

2
3 If changes to functional plans are adopted, affected cities
4 and counties shall be informed in writing of those changes
5 which are advisory in nature, those which recommend changes in
6 comprehensive land use plans, and those which require changes
7 in comprehensive plans. This notice shall specify the
8 effective date of particular amendment provisions.
9

10
11 **GOAL II: URBAN FORM**

12
13 *The livability of the urban region shall be maintained and enhanced*
14 *through initiatives which:*

15
16 -- preserve environmental quality;

17
18 -- coordinate the development of jobs, housing, and public
19 services and facilities; and

20
21 -- inter-relate the benefits and consequences of growth in one
22 part of the region with the benefits and consequences of
23 growth in another.
24

25 Urban form, therefore, describes an overall framework within which
26 regional urban growth management can occur. Clearly stating
27 objectives for urban form, and pursuing them comprehensively
28 provides the focal strategy for rising to the challenges posed by
29 the growth trends present in the region today.
30

31 ~~GOAL III II.1: NATURAL ENVIRONMENT OF THE REGION~~

32
33 Preservation, use, and modification of the natural environment of
34 the region shall ~~occur so as~~ seek to maintain and enhance
35 environmental quality while striving for the wise use and
36 preservation of a broad range of natural resources.
37

38 **OBJECTIVE ~~II~~ 7. WATER RESOURCES**

39
40 Planning and management of water resources shall ~~should~~ be
41 coordinated in order to ~~maintain~~ improve the quality and ensure
42 sufficient quantity of surface water and groundwater ~~in and~~
43 available to the region.
44

45 ~~II.1~~ 7.1 Formulate Strategy - A long-term strategy,
46 coordinated by the jurisdictions and agencies charged with
47 planning and managing water resources, is needed to ensure
48 that ~~identify and satisfy~~ the beneficial water uses of the
49 region can be sustained while new urban growth is
50 accommodated. New management strategies shall be developed to
51 comply with changes in both the Federal Clean Water Act and
52 the Federal Safe Drinking Water Act. ~~while accommodating~~

1 growth. Towards that end, a coordinated planning program for
2 water resources management shall be instituted to:

- 3
- 4 ~~• Identify the future resource needs of the region for~~
5 ~~municipal and industrial water supply, irrigation,~~
6 ~~fisheries, recreation, wildlife, environmental standards~~
7 ~~and aesthetic amenities;~~
 - 8
 - 9 ~~• Monitor water quality and quantity trends vis-a-vis~~
10 ~~beneficial use standards adopted by federal, state,~~
11 ~~regional, and local governments for specific water~~
12 ~~resources important to the region;~~
 - 13
 - 14 ~~• Collectively reexamine standards — Beneficial use~~
15 ~~standards will be examined in light of apparent water~~
16 ~~resources trends, projected growth in the region, and~~
17 ~~livability expectations of residents;~~
 - 18
 - 19 ~~• Assess the cost of water resource management scenarios;~~
20 ~~and~~
 - 21
 - 22 ~~• Coordinate water resource management responsibilities~~
23 ~~shall be coordinated among affected institutions and~~
24 ~~agencies to satisfy the beneficial uses identified~~
25 ~~through this process.~~

26
27 *Planning Activities:*

28
29 Planning programs for water resources management shall be
30 evaluated to determine the ability of current efforts to:

31
32 -- Identify the future resource needs of the region for
33 municipal and industrial water supply, irrigation,
34 fisheries, recreation, wildlife, environmental standards
35 and aesthetic amenities;

36
37 -- Monitor water quality and quantity trends vis-a-vis
38 beneficial use standards adopted by federal, state,
39 regional, and local governments for specific water
40 resources important to the region;

41
42 -- Evaluate the cost-effectiveness of alternative water
43 resource management scenarios, and the use of
44 conservation for both cost containment and resource
45 management; and

46
47 -- Preserve, create, or enhance natural water features
48 for use as elements in nonstructural approaches to
49 managing stormwater and water quality.

1 OBJECTIVE ~~12~~ 8. CLEAN AIR AIR QUALITY

2
3 Air quality shall be protected and enhanced so that growth can
4 occur, and human health is unimpaired. ~~and the visibility of the~~
5 Cascades and the Coast Range from within the region ~~is~~ should be
6 maintained.
7

8 8.1 Strategies for planning and managing air quality in the
9 regional airshed shall be included in the State Implementation
10 Plan for the Portland-Vancouver air quality maintenance area
11 as required by the Federal Clean Air Act.
12

13 8.2 New regional strategies shall be developed to comply with
14 Federal Clean Air Act requirements and provide capacity for
15 future growth.
16

17 8.3 The region, working with the state, shall pursue the
18 consolidation of the Oregon and Clark County Air Quality
19 Management Areas.
20

21 ~~12.1 Action Program — An air quality management plan shall be~~
22 ~~developed for the regional airshed outlining existing and~~
23 ~~forecast air quality problems, identifying prudent strategies,~~
24 ~~and recommending an action program which includes~~
25 ~~consolidation of Oregon and Clark County Air Quality~~
26 ~~Management Areas.~~
27

28 ~~12.2 Monitoring — Air quality will be actively monitored to~~
29 ~~achieve the following air quality goals:~~
30

- 31 ~~• Hydrocarbon emissions from all sources should not exceed~~
32 ~~Federal ozone standard of .12 ppm (parts per million).~~
33 ~~(current policy from RTP)~~
34
- 35 ~~• Areas with concentrations of carbon monoxide emissions~~
36 ~~from transportation related sources should not exceed the~~
37 ~~Federal standard of 9 ppm. (current policy from RTP)~~
38
- 39 ~~• All transportation plans and local comprehensive plans,~~
40 ~~when taken in aggregate should be consistent with the~~
41 ~~State Implementation Plan (SIP) for air quality. (current~~
42 ~~policy from RTP)~~
43
- 44 ~~• Standards for visibility which meet the general objective~~
45 ~~of ensuring that views of the mountains are not impeded~~
46 ~~by air pollution as growth occurs.~~
47

48 Planning Activities:

49
50 An air quality management plan should be developed for the
51 regional airshed which:
52

- 1 -- Outlines existing and forecast air quality problems;
2
3 -- Identifies prudent and equitable market based and
4 regulatory strategies for addressing present and probable
5 air quality problems throughout the region;
6
7 -- Evaluates standards for visibility; and
8
9 -- Implements an air quality monitoring program to assess
10 compliance with local, state, and federal air quality
11 requirements.
12

13 OBJECTIVE 13. 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT
14

15 Sufficient open space in the urban region shall be acquired, or
16 otherwise protected, and managed to provide reasonable and
17 convenient access to sites for passive and active recreation. and
18 ~~a system of regionally significant~~ An open space system capable of
19 ~~sustaining or enhancing habitat capable of supporting the continued~~
20 ~~presence of native wildlife and plant populations should be~~
21 ~~established. in the urban area and the region.~~
22

23 ~~13.1 9.1 Open Space Assessment~~ The regional planning
24 ~~process shall identify~~ quantifiable targets for setting aside
25 ~~will be established to set aside~~ certain amounts and types of
26 open space. neighborhood, community and regional parks, as
27 ~~well as other types of open space for passive recreational~~
28 ~~activities in order to meet local needs while sharing~~
29 ~~responsibility for meeting metropolitan open space demands.~~
30 ~~This effort will begin with an inventory of existing open~~
31 ~~space set asides and opportunities in order to determine areas~~
32 ~~within the region where open space deficiencies exist now or~~
33 ~~likely will given adopted land use plans and growth trends.~~
34 ~~An assessment of current and prospective active recreational~~
35 ~~needs shall be made, employing both locally generated and~~
36 ~~national standards for park land provision.~~ Multi-
37 ~~jurisdictional tools for planning and financing the protection~~
38 ~~and maintenance of open space resources will be developed.~~
39

40 ~~13.2 9.2 Corridor Systems~~ - The regional planning process
41 ~~shall be used to coordinate the development of interconnected~~
42 ~~recreational and wildlife corridors systems within the~~
43 ~~metropolitan region. will be coordinated to:~~
44

45 ~~9.2.1 develop a~~ A region-wide system of trails will
46 ~~should be developed, capable of functioning as a unit~~
47 ~~within the region through the use of compatible standards~~
48 ~~and use objectives, to link public and private open space~~
49 ~~resources within and between jurisdictions, communities~~
50 ~~with each other, and communities with significant open~~
51 ~~space and wildlife habitat.~~
52

1 9.2.2 develop a A region-wide system of wildlife
2 corridors capable of linking linked significant wildlife
3 habitats should be developed. in order to sustain and
4 enhance populations of native wildlife in the urban area.
5

6 9.2.3 implement the A Willamette River Greenway Plan for
7 the region should be implemented by the turn of the
8 century.
9

10 ~~13.3 Wildlife Inventory~~ A detailed biological field
11 inventory of the region will be maintained to establish an
12 accurate baseline of native wildlife populations. Target
13 population goals for native species will be established
14 through a public process which will include an analysis of
15 amounts of habitat necessary to sustain native populations at
16 target goal levels. After target native wildlife population
17 goals have been adopted, necessary habitat will be identified,
18 protected, and in some cases created. The planning process
19 will emphasize habitat corridors and sites which play a
20 significant role in sustaining baseline native wildlife
21 populations.
22

23 ~~13.4 Land Bank~~ A land banking program both within and
24 outside the urban area will be used to ensure that
25 preservation needs and options are not precluded by future
26 urban development or resource lands management/production
27 programs. Open space preservation will be incorporated in
28 planning and regulatory programs.
29

30 Planning Activities:

- 31
- 32 1) Inventory existing open space and open space
33 opportunities to determine areas within the region where
34 open space deficiencies exist now, or will in the future,
35 given adopted land use plans and growth trends.
36
 - 37 2) Assess current and future active recreational land needs.
38 Target acreages should be developed for neighborhood,
39 community, and regional parks, as well as for other types
40 of open space in order to meet local needs while sharing
41 responsibility for meeting metropolitan open space
42 demands.
43
 - 44 3) Develop multijurisdictional tools for planning and
45 financing the protection and maintenance of open space
46 resources. Particular attention will be paid to using
47 the land use planning and permitting process and to the
48 possible development of a land-banking program.
49
 - 50 4) Conduct a detailed biological field inventory of the
51 region to establish an accurate baseline of native
52 wildlife and plant populations. Target population goals

1 for native species will be established through a public
2 process which will include an analysis of amounts of
3 habitat necessary to sustain native populations at target
4 levels.

5
6 OBJECTIVE 14 10. PROTECTION OF AGRICULTURE AND FOREST RESOURCE
7 LANDS

8
9 Agricultural and forest resource land outside the urban growth
10 boundary shall be identified and protected from urbanization, and
11 accounted for in regional economic and development plans.

12
13 ~~14.1 Urban Limits - Outside and adjacent to the urban growth~~
14 ~~boundary are rural resource lands that should never be~~
15 ~~urbanized.~~

16
17 *10.1 Rural Resource Lands - Rural resource lands outside the*
18 *urban growth boundary which have significant resource value*
19 *should actively be protected from urbanization.*

20
21 ~~14.2 10.2 Urban Expansion - For rural lands that are~~
22 ~~available for future urbanization the following hierarchy~~
23 ~~should be used for identifying priority sites for urban~~
24 ~~expansion to meet demonstrated needs for urban land Expansion~~
25 ~~of the urban growth boundary shall occur in urban reserves,~~
26 ~~established consistent with Objective 15.3.~~

27
28 ~~• First, propose such expansions on rural lands excepted~~
29 ~~from Statewide Planning goals 3 and 4 in adopted and~~
30 ~~acknowledged county comprehensive plans. This recognizes~~
31 ~~that small amounts of rural resource land adjacent to or~~
32 ~~surrounded by these "exception lands" may be necessary~~
33 ~~for inclusion in the proposal to improve the efficiency~~
34 ~~of the boundary amendment.~~

35
36 ~~• Second, consider secondary forest resource lands, or~~
37 ~~equivalent, as defined by the state.~~

38
39 ~~• Third, consider secondary agricultural resource lands, or~~
40 ~~equivalent, as defined by the state.~~

41
42 ~~• Fourth, consider primary forest resource lands, or~~
43 ~~equivalent, as defined by the state.~~

44
45 ~~• Finally, when all other options are exhausted, consider~~
46 ~~primary agricultural lands, or equivalent, as defined by~~
47 ~~the state.~~

48
49 ~~14.3 Resource Economy - Included in a regional economic~~
50 ~~opportunities analysis carried out as directed by Policy 10.2,~~
51 ~~shall be a consideration of the agricultural and forest~~
52 ~~products economy associated with lands adjacent to or near the~~

1 urban area.
2
3

4 *Planning Activities:*

5 A regional economic opportunities analysis shall include
6 consideration of the agricultural and forest products economy
7 associated with lands adjacent to or near the urban area.
8
9

10 ~~GOAL II~~ II.2: BUILT ENVIRONMENT OF THE REGION
11

12 Development in the region shall should occur in a coordinated and
13 balanced fashion as evidenced, at a minimum, by: ~~the provision of~~
14 ~~infrastructure and critical public services concurrent with the~~
15 ~~pace of urban growth; the meshing of local comprehensive plans with~~
16 ~~public investment decisionmaking at all levels; the continued~~
17 ~~evolution of regional economic opportunity; and the location of~~
18 ~~jobs, housing, supporting commercial activity, parks, and open~~
19 ~~space in relation to each other in order to decrease the number and~~
20 ~~length of automobile trips required to support a household.~~
21

22 II.2.1 a regional "fair-share" approach to meeting the housing
23 needs of the urban population;
24

25 II.2.2 the provision of infrastructure and critical public
26 services concurrent with the pace of urban growth;
27

28 II.2.3 the integration of land use planning and economic
29 development programs;
30

31 II.2.4 the coordination of public investment with local
32 comprehensive and regional functional plans;
33

34 II.2.5 the continued evolution of regional economic
35 opportunity; and
36

37 II.2.6 the creation of a balanced transportation system, less
38 dependent on the private automobile, supported by both the use
39 of emerging technology and the collocation of jobs, housing,
40 commercial activity, parks and open space.
41

42 OBJECTIVE 7 11. HOUSING
43

44 ~~There shall be a range of housing types available inside the UGB,~~
45 ~~for rent or purchase at costs in balance with the range of~~
46 ~~household incomes in the region. Housing should be located in~~
47 ~~proximity to major activity centers and the regional transportation~~
48 ~~system.~~
49

50 There should be a diverse range of housing types available inside
51 the UGB, for rent or purchase at costs in balance with the range of
52 household incomes in the region. Low and moderate income housing

1 needs should be addressed throughout the region. Public policy and
2 investment should encourage the development of housing in locations
3 near employment that is affordable to employees in those
4 enterprises. Housing densities should be supportive of adopted
5 public policy for the development of the regional transportation
6 system and designated mixed use urban centers.

7
8 *Planning Activities:*

9
10 The Metropolitan Housing Rule (OAR 660, Division 7) has
11 effectively resulted in the preparation of local comprehensive
12 plans in the urban region that:

- 13
14 • provide for the sharing of regional housing supply
15 responsibilities by ensuring the presence of single and
16 multiple family zoning in every jurisdiction; and
17
18 • plan for local residential housing densities that support
19 net residential housing density assumptions underlying
20 the regional urban growth boundary.

21
22 However, it is now time to develop a new regional housing
23 policy that directly addresses the requirements of Statewide
24 Planning Goal 10, in particular: ~~following issues:~~

- 25
26 1) *Strategies should be developed to preserve the region's*
27 *supply of special needs and existing low and moderate*
28 *income housing.*
29
30 2) ~~It shall be the policy of the~~ *Diverse Housing Needs -*
31 ~~region to address the diverse housing needs of the~~
32 ~~present and projected population of the region, and to~~
33 ~~correlate these needs should be correlated with the~~
34 ~~available and prospective housing supply. Upon~~
35 ~~identification of unmet housing needs, a regionwide~~
36 ~~strategy shall should be developed which takes into~~
37 ~~account subregional opportunities and constraints, and~~
38 ~~the relationship of market dynamics to the management of~~
39 ~~the overall supply of housing. In addition, that~~
40 ~~strategy should address the "fair-share" distribution of~~
41 ~~housing responsibilities among the jurisdictions of the~~
42 ~~region, including the provision of supporting social~~
43 ~~services.~~
44
45 3) *Housing Affordability - A housing needs analysis should*
46 *be carried out to assess the adequacy of the supply of*
47 *housing for rent and/or sale at prices for low and*
48 *moderate income households. Public policy shall be*
49 ~~designed to assure an adequate supply of housing for rent~~
50 ~~and/or sale at prices in line with the median household~~
51 ~~income in the region. If, following a housing that needs~~
52 ~~analysis, certain income groups in the region are found~~

1 to not have affordable housing available to them, it
2 shall be the policy of the region strategies should be
3 developed to focus land use policy and public and private
4 investment towards meeting that need.
5

6 ~~• Housing Location Public policy and investment shall~~
7 ~~encourage the development of housing in locations near or~~
8 ~~adjacent to employment that is affordable to employees in~~
9 ~~those enterprises, or in other locations consistent with~~
10 ~~adopted public policy for the development of the regional~~
11 ~~transportation system.~~
12

13 OBJECTIVE 8 12. PUBLIC SERVICES AND FACILITIES
14

15 Public services and facilities including but not limited to (such
16 as public safety, water and sewerage systems, parks, schools,
17 libraries, the solid waste management system, stormwater management
18 facilities, and transportation) shall should be planned and
19 developed so as to: minimize cost; maximize service efficiencies
20 and coordination; and result in net improvements in environmental
21 quality; keep pace with growth, without any loss of existing
22 service levels and desired service levels are ultimately achieved.
23

- 24 1) minimize cost;
- 25
- 26 2) maximize service efficiencies and coordination;
- 27
- 28 3) result in net improvements in environmental quality and the
- 29 conservation of natural resources;
- 30
- 31 4) keep pace with growth while preventing any loss of existing
- 32 service levels and achieving planned service levels;
- 33
- 34 5) use energy efficiently; and
- 35
- 36 6) shape and direct growth to meet local and regional
- 37 objectives.
- 38

39 ~~8.1 12.1 Planning Area - The regional urban growth goal,~~
40 ~~objectives, and policies for Urban Form shall be used as the~~
41 ~~basis for identifying the long-term geographical planning area~~
42 ~~for the provision of all urban services shall be the area~~
43 ~~described by the adopted and acknowledged urban growth~~
44 ~~boundary and the designated urban reserves.~~
45

46 ~~8.2 Efficiency - Public facilities and services should be~~
47 ~~planned so that the provision of the service leads to the~~
48 ~~greatest efficiency and cost effectiveness. Where~~
49 ~~consolidation of service providers leads to greater efficiency~~
50 ~~and cost effectiveness, it shall be the policy of the region~~
51 ~~to seek that consolidation. Jurisdictions choosing to avoid~~
52 ~~such consolidation when it is demonstrated to lead to greater~~

1 ~~efficiency and cost effectiveness will be required to~~
2 ~~demonstrate that their decision will have no adverse impacts~~
3 ~~on service delivery systems and the ability to meet service~~
4 ~~needs elsewhere in the region.~~

5
6 ~~8.3 Environmental Quality Public facility and service~~
7 ~~development shall maintain and enhance environmental quality,~~
8 ~~individually and collectively, across political boundaries.~~
9 ~~It shall be the policy of the region to pursue the development~~
10 ~~of public facilities and services which meet federal and state~~
11 ~~standards for environmental quality, are energy efficient, and~~
12 ~~promote the efficient use and conservation of resources.~~

13
14 ~~8.4 12.2 Forecast Need - Public service and facility~~
15 ~~development shall be planned to accommodate the rate of urban~~
16 ~~growth forecast in the adopted regional growth forecast for~~
17 ~~the forecast period, including anticipated expansions into~~
18 ~~urban reserve areas. Contingency plans shall be developed to~~
19 ~~accelerate system development should 5-year growth rates~~
20 ~~exceed forecast expectations.~~

21
22 ~~8.5 Facility Sizing Public service and facility plans shall~~
23 ~~be sized to accommodate the planned density of adopted~~
24 ~~comprehensive plans. Public service and facility plans shall~~
25 ~~integrate planning for key services and facilities,~~
26 ~~recognizing that to achieve a total public service and~~
27 ~~facility package which is the most cost-effective may require~~
28 ~~less than optimum financial commitments for one or a number of~~
29 ~~services or facilities.~~

30
31 ~~8.6 12.3 Concurrent Funding Concurrency - It shall be the~~
32 ~~policy of the The region to should seek the provision of~~
33 ~~public facilities and services at the time of new concurrent~~
34 ~~with urban growth. However, the primary obstacle for~~
35 ~~providing a wide range of public facilities and services~~
36 ~~concurrent with new urban development is financial. Planning~~
37 ~~for concurrency, and requiring concurrency, is not enough.~~
38 ~~Developing funding mechanisms is critical. An aggressive~~
39 ~~effort shall be made to seek funding mechanisms to achieve~~
40 ~~concurrency. Two results are expected with this effort.~~

41
42 ~~• A formula which apportions responsibility for paying for~~
43 ~~public facilities and services needed to achieve~~
44 ~~concurrency among new development, existing development,~~
45 ~~the state, the region, cities, counties, and special~~
46 ~~districts.~~

47
48 ~~• Tools and techniques to enable each of the responsible~~
49 ~~parties to secure the funds necessary to meet the overall~~
50 ~~objective of concurrency.~~

51
52 *Planning Activities:*

- 1) Inventory current and projected public facilities and services needs throughout the region, as described in adopted and acknowledged public facilities plans.
- 2) Identify opportunities for and barriers to achieving concurrency in the region.
- 3) 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.
- 4) Develop tools and strategies for better linking planning for school, library, and park facilities to the land use planning process.

OBJECTIVE 9-13. TRANSPORTATION

What about the services?

A regional transportation system shall be developed which:

- 1) 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, where appropriate.
- 2) provides adequate levels of mobility consistent with local comprehensive plans and state and regional policies and plans;
- 3) encourages energy efficiency;
- 4) recognizes financial constraints; and
- 5) minimizes the environmental impacts of system development, operations, and maintenance.

~~9.1 Transportation Coordination - 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.~~

~~9.2 Mobility - In portions of the region outside of~~

1 ~~designated economic activity centers, Adequate mobility will~~
2 ~~be provided by:~~

3
4 ~~• first, encouraging growth in areas having transportation~~
5 ~~system capacity that meets regionally adopted mobility~~
6 ~~goals;~~

7
8 ~~• second, actively working to meet the mobility needs of~~
9 ~~these areas in ways that do not require new~~
10 ~~transportation system construction; and~~

11
12 ~~• third, as a last resort, expanding the capacity of~~
13 ~~existing systems or developing new transportation system~~
14 ~~infrastructure.~~

15
16 ~~9.3 13.1 System Priorities - In developing new regional~~
17 ~~transportation system infrastructure, the highest priority~~
18 ~~will should be meeting the mobility needs of designated~~
19 ~~economic activity centers significant mixed use urban centers,~~
20 ~~when designated. Such needs, associated with ensuring access~~
21 ~~to jobs, housing, and shopping within and among those centers,~~
22 ~~will should be assessed and met through a combination of~~
23 ~~intensifying land uses and increasing transportation system~~
24 ~~capacity so as to minimize negative impacts on environmental~~
25 ~~quality, urban form, and urban design.~~

26
27 ~~9.4 Barriers - Structural barriers to mobility for~~
28 ~~transportation disadvantaged populations will be assessed in~~
29 ~~the current and planned regional transportation system and~~
30 ~~will be addressed through a comprehensive program of~~
31 ~~transportation and non-transportation system based actions.~~

32
33 ~~9.5 Transport of Goods - The needs for movement of goods via~~
34 ~~trucks, rail, and barge will be assessed and addressed through~~
35 ~~a coordinated program of transportation system improvements~~
36 ~~and actions to affect the location of trip generating~~
37 ~~activities.~~

38
39 ~~9.6 13.2 Environmental Considerations - Planning for the The~~
40 ~~regional transportation system shall be planned should seek~~
41 ~~to:~~

42
43 ~~13.2.1) minimize, as much as practical, the region's~~
44 ~~transportation-related energy consumption through~~
45 ~~improved auto efficiencies and increased use of~~
46 ~~transit, carpools, vanpools, bicycles and walking;~~
47

48 ~~13.2.2) maintain the region's air quality (see Objective 8:~~
49 ~~Air Quality); and~~

50
51 ~~13.3.3) remove through traffic from neighborhood streets~~
52 ~~which results from congestion on adjacent~~

1 facilities.

2
3 13.2.3) minimize negative impacts on parks, public open
4 space, wetlands, and negative effects on
5 communities and neighborhoods arising from noise,
6 visual impacts, and physical segmentation.
7

8 ~~9.7 13.3 Transportation Balance - Planning for increased use~~
9 ~~of transit shall address a broad range of requirements for~~
10 ~~making transit competitive with the private automobile.~~
11 Although the predominant form of transportation is the private
12 automobile, planning for and development of the regional
13 transportation system should seek to:
14

15 13.3.1) reduce automobile dependency, especially the use of
16 single-occupancy vehicles;
17

18 13.3.2) increase the use of transit through both expanding
19 transit service and addressing a broad range of
20 requirements for making transit competitive with
21 the private automobile; and
22

23 13.3.3) encourage bicycle and pedestrian movement through
24 the location and design of land uses.
25
26

27 Planning Activities:
28

29 1) Build on existing mechanisms for coordinating
30 transportation planning in the region by:
31

- 32 • identifying the role for local transportation
33 system improvements and relationship between local,
34 regional, and state transportation system
35 improvements in regional transportation plans;
36
- 37 • clarifying institutional roles, especially for plan
38 implementation, in local, regional, and state
39 transportation plans; and
40
- 41 • including plans and policies for the inter-regional
42 movement of people and goods by rail, ship, barge,
43 and air in regional transportation plans.
44

45 2) Structural barriers to mobility for transportation
46 disadvantaged populations should be assessed in the
47 current and planned regional transportation system and
48 addressed through a comprehensive program of
49 transportation and non-transportation system based
50 actions.
51

52 3) The needs for movement of goods via trucks, rail, and

1 barge should be assessed and addressed through a
2 coordinated program of transportation system improvements
3 and actions to affect the location of trip generating
4 activities.

- 5
6 4) Transportation-related guidelines and standards for
7 designating mixed use urban centers shall be developed.
8

9 OBJECTIVE ~~10~~ 14. ECONOMIC OPPORTUNITY

10
11 Public policy shall ~~should~~ encourage the development of a diverse
12 and sufficient supply of jobs, especially family wage jobs, in
13 ~~economic activity centers and other~~ appropriate locations
14 throughout the region. ~~and, seek the full utilization of the labor~~
15 ~~force in the region through ongoing efforts to provide education~~
16 ~~and training linked to the needs of present and prospective~~
17 ~~employers. Expansions of the urban growth boundary for industrial~~
18 ~~or commercial purposes shall occur in locations consistent with~~
19 ~~these regional urban growth goals and objectives.~~
20

21 ~~10.1 Economic Coordination — Enhance coordination among~~
22 ~~economic development groups by:~~

- 23
24 ● ~~completing and maintaining a regional and subregional~~
25 ~~economic analysis, identifying specific impediments to~~
26 ~~and opportunities for the retention, recruitment, and~~
27 ~~start-up of private and nonprofit sector organizations~~
28 ~~with jobs that pay family wage levels or better;~~
29
30 ● ~~identifying as a priority for recruitment, retention, and~~
31 ~~expansion those basic industries that would further~~
32 ~~broaden and diversify the region's economic base while~~
33 ~~maintaining or enhancing the region's average~~
34 ~~wage/average housing cost ratio; and;~~
35
36 ● ~~complementing and linking job development efforts with an~~
37 ~~active and comprehensive program of training and~~
38 ~~education to improve the overall quality of the region's~~
39 ~~labor force.~~
40

41 ~~In particular, public efforts to provide labor training and~~
42 ~~education shall focus on the needs of economically~~
43 ~~disadvantaged, minority, and elderly populations.~~
44

45 ~~10.2 Economic Analysis — Regional and subregional economic~~
46 ~~opportunities analyses, as described in Statewide Planning~~
47 ~~Goal 9 (Economic Development), shall be conducted to assess~~
48 ~~the adequacy and, if necessary, modify the supply of vacant~~
49 ~~and redevelopable land inventories designated for a broad~~
50 ~~range of employment activities. Target industries will be~~
51 ~~identified through a regional "economic opportunity analysis".~~
52 ~~Economic subregions will be developed which reflect a~~

1 ~~functional relationship between locational characteristics and~~
2 ~~the locational requirements of target industries.~~

3
4 ~~10.3 Employment Locations — Public policy shall encourage the~~
5 ~~development of employment and any rezoning of existing urban~~
6 ~~land or the zoning of new or future urban land for employment~~
7 ~~or commercial purposes in locations consistent with regional~~
8 ~~urban growth goals and objectives for housing, public~~
9 ~~facilities and services, transportation, and urban form.~~

10
11 **Planning Activities:**

12
13 1) *Regional and subregional economic opportunities analyses,*
14 *as described in OAR 660 Division 9, should be conducted*
15 *to:*

16 *-- assess the adequacy and, if necessary, propose*
17 *modifications to the supply of vacant and*
18 *redevelopable land inventories designated for a*
19 *broad range of employment activities;*

20
21 *-- identify regional and subregional target*
22 *industries. Economic subregions will be developed*
23 *which reflect a functional relationship between*
24 *locational characteristics and the locational*
25 *requirements of target industries. Enterprises*
26 *identified for recruitment, retention, and*
27 *expansion should be basic industries that broaden*
28 *and diversify the region's economic base while*
29 *providing jobs that pay at family wage levels or*
30 *better; and*

31
32 *-- link job development efforts with an active and*
33 *comprehensive program of training and education to*
34 *improve the overall quality of the region's labor*
35 *force. In particular, new strategies to provide*
36 *labor training and education should focus on the*
37 *needs of economically disadvantaged, minority, and*
38 *elderly populations.*

39
40 2) *An assessment should be made of the potential for*
41 *redevelopment and/or intensification of use of existing*
42 *commercial and industrial land resources in the region.*

43
44
45 **GOAL IV II.3: URBAN FORM GROWTH MANAGEMENT**

46
47 ~~The management of the urban land supply shall occur from a regional~~
48 ~~perspective, be directed to achieve a compact urban growth form,~~
49 ~~contribute to creating a clear distinction between urban and rural~~
50 ~~lands, and reflect the inter-relationship between development of~~
51 ~~vacant land and redevelopment objectives in all parts of the urban~~
52 ~~region. The management of the urban land supply shall occur in a~~

1 manner which encourages:
2

3 *II.3.1 the evolution of an efficient urban growth form which*
4 *reduces sprawl;*
5

6 *II.3.2 a clear distinction between urban and rural lands; and*
7

8 *II.3.3 recognition of the inter-relationship between*
9 *development of vacant land and redevelopment objectives in all*
10 *parts of the urban region.*
11

12
13 **OBJECTIVE 15. URBAN/RURAL BOUNDARY TRANSITION**
14

15 ~~The pattern of development providing the transition between urban~~
16 ~~and rural lands shall be planned and developed in a manner that~~
17 ~~makes best use of the natural and built landscape, efficiently~~
18 ~~connects to existing and planned public service and facility~~
19 ~~systems, and recognizes the likely long-term prospects for regional~~
20 ~~urban growth. There should be a clear transition between urban and~~
21 ~~rural land that makes best use of natural and built landscape~~
22 ~~features and which recognizes the likely long-term prospects for~~
23 ~~regional urban growth.~~
24

25 *15.1 Boundary Features - The Metro urban growth boundary*
26 *shall, where feasible, be located using natural ~~or~~ and built*
27 *geographic features, including such as roads, drainage*
28 *divides, floodplains, and powerlines, major topographic*
29 *features, and historic patterns of land use or settlement.*
30

31 ~~15.2~~ *15.2 Sense of Place - Historic, cultural, topographic,*
32 *and biological features of the natural and built regional*
33 *landscape ~~historic, cultural, topographic, and biological~~*
34 *~~found both inside and outside of the urban growth boundary,~~*
35 *which contribute significantly to this region's identity and*
36 *"sense of place", shall ~~should~~ be identified. Management of*
37 *the total urban land supply shall occur in a manner that*
38 *supports the preservation of those features, when designated,*
39 *as growth occurs.*
40

41 ~~15.2~~ *15.3 Urban Reserves - Thirty-year ~~Fifty-year~~ "urban*
42 *reserves", adopted for purposes of coordinating planning and*
43 *delineating areas for future urban expansion, shall ~~should~~ be*
44 *identified consistent with these goals and objectives, and*
45 *reviewed by Metro every 15 years based on the regional urban*
46 *growth goals, objectives, and policies.*
47

48 *15.3.1 Establishment of urban reserves will take into*
49 *account the efficiency with which the proposed reserve*
50 *can be provided with urban services in the future, the*
51 *unique land needs of specific urban activities assessed*
52 *from a regional perspective, the provision of green*

1 spaces between communities, and the stated intent of
2 these regional urban growth goals and objectives to
3 protect farm and forest resource land from urbanization.
4

5 In addition, the following hierarchy should be used for
6 identifying priority sites for urban reserves:
7

- 8 A) First, propose such expansions reserves on rural
9 lands excepted from Statewide Planning goals 3 and
10 4 in adopted and acknowledged county comprehensive
11 plans. This recognizes that small amounts of rural
12 resource land adjacent to or surrounded by those
13 "exception lands" may be necessary for inclusion in
14 the proposal to improve the efficiency of the
15 future urban growth boundary amendment.
16
17 B) Second, consider secondary forest resource lands,
18 or equivalent, as defined by the state.
19
20 C) Third, consider secondary agricultural resource
21 lands, or equivalent, as defined by the state.
22
23 D) Fourth, consider primary forest resource lands, or
24 equivalent, as defined by the state.
25
26 E) Finally, when all other options are exhausted,
27 consider primary agricultural lands, or equivalent,
28 as defined by the state.
29

30 15.3.2 No eExpansion of the urban growth boundary shall
31 occur consistent with Objective 17. ~~outside of urban~~
32 ~~reserves.~~ Where urban land is adjacent to rural lands
33 outside of an urban reserve, Metro will work with
34 affected cities and counties to ensure that urban uses do
35 not significantly negatively affect the use or condition
36 of the rural land. Where urban land is adjacent to lands
37 within an urban reserve that may someday be included
38 within the urban growth boundary, Metro will work with
39 affected cities and counties to ensure that rural
40 development does not create obstacles to efficient
41 urbanization in the future.
42

43 ~~15.4 Planned Public Services — Upon identification of urban~~
44 ~~reserves adjacent to the urban growth boundary, ultimate~~
45 ~~providers of urban services within these areas will be~~
46 ~~designated and charged with incorporating the reserve area(s)~~
47 ~~in their public facility plans in conjunction with the next~~
48 ~~periodic review. Changes in the location of the urban growth~~
49 ~~boundary shall occur so as to ensure the presence of planned~~
50 ~~key public facilities and services concurrent with development~~
51 ~~on the newly annexed lands.~~

52 ~~15.5 Relationship to Other Urban Areas — The prospect of~~

1 ~~creating transportation and other links between the urban~~
2 ~~economy within the Metro Urban Growth Boundary and other urban~~
3 ~~areas in the state will be investigated as a means for better~~
4 ~~utilizing Oregon's urban land and human resources.~~
5

6 *Planning Activities:*
7

- 8 1) Identification of urban reserves adjacent to the urban
9 growth boundary shall be accompanied by the development
10 of a generalized future land use plan. The planning
11 effort will primarily be concerned with identifying and
12 protecting future open space resources and the
13 development of short-term strategies needed to preserve
14 future urbanization potential. Ultimate providers of
15 urban services within those areas should be designated
16 and charged with incorporating the reserve area(s) in
17 their public facility plans in conjunction with the next
18 periodic review. Changes in the location of the urban
19 growth boundary should occur so as to ensure the presence
20 of planned key public facilities and services concurrent
21 with development on the newly annexed lands.
22
- 23 2) The prospect of creating transportation and other links
24 between the urban economy within the Metro Urban Growth
25 Boundary and other urban areas in the state should be
26 investigated as a means for better utilizing Oregon's
27 urban land and human resources.
28
- 29 3) The use of greenbelts for creating a clear distinction
30 between urban and rural lands, and for creating linkages
31 between communities, should be explored.
32
- 33 4) The region, working with the state and other urban
34 communities in the northern Willamette Valley, should
35 evaluate the opportunities for accommodating forecasted
36 urban growth in other urban areas located outside of and
37 not adjacent to the present urban growth boundary.
38

39 **OBJECTIVE 16. DEVELOPED URBAN LAND**
40

41 Opportunities for and obstacles to the continued development and
42 redevelopment of existing urban land shall be identified and
43 actively addressed. ~~through a~~ A combination of regulations and
44 incentives should be employed to ensure so that the prospect of
45 living, working, and doing business in those locations remains
46 attractive to a wide range of households and employers.
47

48 16.1 Redevelopment & Infill - The potential for redevelopment
49 and infill on existing urban land will be included as an
50 element when calculating the buildable land supply in the
51 region. When Metro makes a finding of need for additional
52 urban land within the urban growth boundary, it will assess

1 redevelopment and infill potential in the region. by
2 utilizing, at a minimum, the following kinds of analyses:
3

4 ~~a) An inventory of parcels where the assessed value of~~
5 ~~improvements is less than the assessed value of the land.~~
6

7 ~~b) An analysis of the difference between comprehensive plan~~
8 ~~development densities and actual development densities~~
9 ~~for all parcels as a first step towards determining the~~
10 ~~efficiency with which urban land is being used. In this~~
11 ~~case, efficiency is a function of land development~~
12 ~~densities incorporated in local comprehensive plans.~~
13

14 Metro will then work with jurisdictions in the region to
15 determine the extent to which redevelopment and infill can be
16 relied on to meet the identified need for additional urban
17 land. After this analysis and review, Metro will consider an
18 amendment of the urban growth boundary to meet that portion of
19 the identified need for land not met through commitments for
20 redevelopment and infill.
21

22 16.2 Portland Central City - The Central City area of
23 Portland is an area of regional and state significance for
24 commercial, economic, cultural, tourism, government, and
25 transportation functions. State and regional policy and
26 public investment should continue to recognize this special
27 significance.
28

29 ~~16.2 Financial Incentives - Financial incentives to encourage~~
30 ~~redevelopment and infill consistent with adopted and~~
31 ~~acknowledged comprehensive plans will be pursued to make~~
32 ~~redevelopment and infill attractive to investors and buyers.~~
33 ~~One possible mechanism might be an "urban expansion market~~
34 ~~impact fee", assessed per acre on lands added to the Metro~~
35 ~~urban growth boundary, and deposited in a trust fund used to~~
36 ~~address issues which hinder redevelopment.~~
37

38 16.3 Economic Activity Centers Mixed Use Urban Centers - The
39 region shall evaluate and designate identify and reinforce a
40 limited number of emerging economic activity centers mixed use
41 urban centers. An "economic activity center" A "mixed use
42 urban center" is a mixed use node of relatively high density,
43 supportive of non-auto based transportation modes, and
44 supported by sufficient public facilities and services, parks,
45 open space, and other urban amenities. Upon identification of
46 mixed use urban centers, state state, regional, and local
47 policy and investment shall be coordinated to achieve
48 development objectives for economic activity centers, and
49 those places. Minimum targets for transit:highway mode
50 split, jobs:housing balance, and minimum housing density may
51 be associated with those public commitments investments.
52

1 New economic activity mixed use urban centers shall be sited
2 with respect to a system of such centers in the region, and
3 shall not significantly affect regional goals for existing
4 centers, the transportation system, and other public services
5 and facilities.
6

7 **Planning Activities:**
8

- 9 1) Metro's assessment of redevelopment and infill potential
10 in the region shall include but not be limited to:
11
12 a) An inventory of parcels where the assessed value of
13 improvements is less than the assessed value of the
14 land.
15
16 b) An analysis of the difference between comprehensive
17 plan development densities and actual development
18 densities for all parcels as a first step towards
19 determining the efficiency with which urban land is
20 being used. In this case, efficiency is a function
21 of land development densities incorporated in local
22 comprehensive plans.
23
24 c) An assessment of the impacts on the cost of housing
25 of redevelopment versus expansion of the urban
26 growth boundary.
27
28 d) An assessment of the impediments to redevelopment
29 and infill posed by existing urban land uses or
30 conditions.
31
32 2) Financial incentives to encourage redevelopment and
33 infill consistent with adopted and acknowledged
34 comprehensive plans should be pursued to make
35 redevelopment and infill attractive alternatives to raw
36 land conversion for investors and buyers.
37
38 3) Cities and their neighborhoods should be recognized as
39 the focal points for this region's urban diversity.
40 Actions should be identified to reinforce the role of
41 existing downtowns in maintaining the strength of urban
42 communities.
43
44 4) Tools will be developed to address regional economic
45 equity issues stemming from the fact that not all
46 jurisdictions will serve as a site for an economic
47 activity center. Such tools may include off-site linkage
48 programs to meet housing or other needs or a program of
49 fiscal tax equity.
50
51 5) Criteria shall be developed to guide the potential
52 designation of mixed use urban centers. The development

1 and application of such criteria will address the
2 specific area to be included in the center, the type and
3 amount of uses it is to eventually contain, the the steps
4 to be taken to encourage public and private investment.
5 Existing and possible future mixed use urban centers will
6 be evaluated as to their current functions, potentials,
7 and need for future public and private investment.
8 Strategies to meet the needs of the individual centers
9 will be developed. The implications of both limiting and
10 not limiting the location of large scale office and
11 retail development in mixed use urban centers shall be
12 evaluated.

13
14 OBJECTIVE 17. URBAN GROWTH BOUNDARY

15
16 The regional urban growth boundary, a long-term planning tool,
17 shall separate urbanizable from rural land, be based in aggregate
18 on the region's 20-year projected need for urban land, and be
19 located consistent with statewide planning goals and these regional
20 urban growth goals and objectives.

21
22 17.1 Expansion into Urban Reserves - Upon demonstrating a need
23 for additional urban land, urban growth boundary amendments
24 shall only occur within urban reserves unless it can be
25 demonstrated that Statewide Planning Goal 14 cannot be met for
26 the urban region through use of urban reserve lands.

27
28 ~~17.2 Adequacy of Land Supply - The adequacy of the supply of~~
29 ~~urban land within the urban growth boundary shall be judged on~~
30 ~~the basis of an assessment of all land within the boundary,~~
31 ~~taking into account any special and unique conditions or~~
32 ~~circumstances associated only with particular portions of the~~
33 ~~urban area.~~

34
35 17.3 17.2 Urban Growth Boundary Amendment Criteria Process -
36 Criteria for amending the urban growth boundary shall be
37 derived from statewide planning goals 2 and 14 and relevant
38 portions of the Regional Urban Growth Goals and Objectives.

39
40 17.4 17.2.1 Major Amendments - Proposals for major
41 amendment of the UGB shall be made primarily through a
42 legislative process in conjunction with the development
43 and adoption of regional forecasts for population and
44 employment growth. The amendment process will be
45 initiated by a Metro finding of need, and involve local
46 governments, special districts, citizens, and other
47 interests.

48
49 17.5 17.2.2 Locational Adjustments -Locational
50 adjustments of the UGB shall be brought to Metro by
51 cities and counties based on public facility plans in
52 adopted and acknowledged comprehensive plans.

WBY WAY
LAND OWNERS INTEREST? 33

1 OBJECTIVE 18. URBAN DESIGN

2
3 The identity and integral functioning of communities in the region
4 shall ~~shall~~ be supported through:

- 5
6 a) the recognition and protection of critical ~~topographic~~
7 and open space features in the region;
8
9 b) public policies which encourage diversity and excellence
10 in the design and development of settlement patterns,
11 landscapes, and structures; and
12
13 c) ensuring that incentives and regulations guiding the
14 development and redevelopment of the urban area promote
15 a settlement pattern which:
16
17 i) is pedestrian "friendly" and reduces auto
18 dependence;
19
20 ii) encourages transit use;
21
22 iii) reinforces nodal, mixed use, neighborhood
23 oriented design;
24
25 iv) includes concentrated, high density, mixed use
26 urban centers developed in relation to the region's
27 transit system; and
28
29 ~~v) is attractive and reflects a "Northwest Style of~~
30 ~~Life", and~~
31
32 v) is responsive to needs for both privacy, and
33 community, and personal safety in an urban setting.
34

35 ~~18.1 Landscape Analysis - A regional landscape analysis shall~~
36 ~~be undertaken to inventory and analyze the relationship~~
37 ~~between the built and natural environments and to identify key~~
38 ~~open space, topographic, natural resource, cultural, and~~
39 ~~architectural features which should be protected as urban~~
40 ~~growth occurs.~~
41

42 ~~18.2 Tools for Change - Model guidelines and standards will~~
43 ~~be developed which expand the range of tools available to~~
44 ~~jurisdictions for accommodating change in ways compatible with~~
45 ~~neighborhoods and communities while addressing this objective.~~
46

47 ~~18.3 18.1 Pedestrian, Transit Support - Pedestrian friendly~~
48 ~~and transit supportive building patterns will be encouraged in~~
49 ~~order to minimize the need for auto trips and to create a~~
50 ~~development pattern conducive to face-to-face community~~
51 ~~interaction. Efforts towards this end include:~~
52

- 1 • ~~Building orientation standards, including blank wall,~~
2 ~~setback, height, and parking components, among others,~~
3 ~~which encourage transit and pedestrian use.~~
- 4
- 5 • ~~Light Rail Transit stops, bus stops, transit routes, and~~
6 ~~transit centers leading to and within economic activity~~
7 ~~centers shall be planned to encourage pedestrian use and~~
8 ~~the creation of mixed use, high density residential~~
9 ~~development.~~
- 10
- 11 • ~~Mixed use housing developed in nonresidential zones and~~
12 ~~allowed by right shall be included in housing inventories~~
13 ~~compiled for purposes of showing compliance with the~~
14 ~~Metropolitan Housing Rule.~~
- 15
- 16 • ~~A broad spectrum of house and lot types (zero lot line,~~
17 ~~common wall, z lot, etc.) will be offered to broaden the~~
18 ~~range of options available to neighborhoods,~~
19 ~~jurisdictions, and builders as they attempt to~~
20 ~~incorporate change in their communities while meeting the~~
21 ~~evolving housing needs of the public.~~
- 22
- 23 • ~~Increased opportunities, incentives, and requirements for~~
24 ~~mixed use projects and districts in the region will be~~
25 ~~developed to facilitate the emergence of economic~~
26 ~~activity centers.~~

Planning Activities:

- 27
- 28
- 29
- 30 1) *A regional landscape analysis should be undertaken to*
31 *inventory and analyze the relationship between the built*
32 *and natural environments and to identify key open space,*
33 *topographic, natural resource, cultural, and*
34 *architectural features which should be protected or*
35 *provided as urban growth occurs.*
- 36
- 37 2) *Model guidelines and standards should be developed which*
38 *expand the range of tools available to jurisdictions for*
39 *accommodating change in ways compatible with*
40 *neighborhoods and communities while addressing this*
41 *objective.*

WATER ?
WILL NOT
METROPOLITAN
OR REGIONAL
RESPONSE?

1 GLOSSARY

2
3 **Areas and Activities of Metropolitan Significance.** A program,
4 resource, or issue, affecting or arising from the orderly,
5 efficient and environmentally sound development of the region, that
6 can be factually demonstrated to require a coordinated
7 multijurisdictional response.
8

9 **Beneficial Use Standards.** Under Oregon law, specific uses of water
10 within a drainage basin deemed to be important to the ecology of
11 that basin as well as to the needs of local communities are
12 designated as "beneficial uses". Hence, "beneficial use standards"
13 are adopted to preserve water quality or quantity necessary to
14 sustain the identified beneficial uses.
15

16 **Economic Opportunities Analysis.** An "economic opportunities
17 analysis" is a strategic assessment of the likely trends for growth
18 of local economies in the state. Such an analysis is critical for
19 economic planning and for ensuring that the land supply in an urban
20 area will meet long-term employment growth needs.
21

22 **Exception.** An "exception" is taken for land when either
23 commitments for use, current uses, or other reasons make it
24 impossible to meet the requirements of one or a number of the
25 statewide planning goals. Hence, lands "excepted" from statewide
26 planning goals 3 (Agricultural Lands) and 4 (Forest Lands) have
27 been determined to be unable to comply with the strict resource
28 protection requirements of those goals, and are thereby able to be
29 used for other than rural resource production purposes. Lands not
30 excepted from statewide planning goals 3 and 4 are to be used for
31 agricultural or forest product purposes, and other, adjacent uses
32 must support their continued resource productivity.
33

34 **Family Wage Job.** A permanent job with an annual income greater
35 than or equal to the average annual covered wage in the region. The
36 most current average annual covered wage information from the
37 Oregon Employment Division shall be used to determine the family
38 wage job rate for the region or for counties within the region.
39

40 **Functional Plan.** A limited purpose multijurisdictional plan which
41 carries forward strategies to address identified areas and
42 activities of metropolitan significance.
43

44 **Housing Affordability.** The availability of housing such that no
45 more than 30% (an index derived from federal, state, and local
46 housing agencies) of the monthly income of the household need be
47 spent on shelter.
48

49 **Infill.** New development on a parcel or parcels of less than one
50 contiguous acre located within the urban growth boundary.
51

52 **Infrastructure.** Roads, water systems, sewage systems, systems for

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

3
4 **Key or Critical Public Facilities and Services.** ^{METRO?} Basic facilities
5 that are primarily planned for by local government but which also
6 may be provided by private enterprise and are essential to the
7 support of more intensive development, including public schools,
8 transportation, water supply, sewage, and solid waste disposal.

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

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

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

34
35 **State Implementation Plan.** A plan for ensuring that all parts of
36 Oregon remain in compliance with Federal air quality standards.

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

48
49 **Urban Growth Boundary.** A boundary which identifies urbanizable
50 lands to be planned and serviced to support urban development
51 densities, and which separates urbanizable lands from rural lands.
52

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

VERSION B

REVISED REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

APRIL 23, 1991

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1
2
3
4 INTRODUCTION

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

7 a) respond to the direction given to Metro by the legislature
8 through ORS ch 268.380 to develop land use goals and
9 objectives for the region which would replace those adopted by
10 the Columbia Region Association of Governments;

11 b) provide a policy framework for guiding Metro's regional
12 planning program, principally its development of functional
13 plans and management of the region's urban growth boundary;
14 and
15

16 c) provide a process for coordinating planning in the
17 metropolitan area to maintain metropolitan livability.
18
19

20 The RUGGO's are envisioned not as a final plan for the region, but
21 as a starting point for developing a more focused vision for the
22 future growth and development of the Portland area. Hence, the
23 RUGGO's are the building blocks with which the local governments,
24 citizens, and other interests can begin to develop a shared view of
25 the future.
26

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

1
2
3 BACKGROUND STATEMENT

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

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

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

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

34
35 Goal I addresses this coordination issue in the region for the
36 first time by providing the process that Metro will use to address
37 areas and activities of metropolitan significance. The process is
38 intended to be responsive to the challenges of urban growth while
39 respecting the powers and responsibilities of a wide range of
40 interests, jurisdictions, and agencies.

41
42 Goal II recognizes that this region is changing as growth occurs,
43 and that change is challenging our assumptions about how urban
44 growth will affect quality of life. For example:

45
46 -- overall, the number of vehicle miles travelled in the
47 region has been increasing at a rate far in excess of the rate
48 of population and employment growth;

49
50 -- the greatest growth in traffic and movement is within
51 suburban areas, rather than between suburban areas and the
52 central downtown district;

53
54 -- in the year 2010 Metro projects that 70% of all "trips"

1 made daily in the region will occur within suburban areas;
2

3 -- currently transit moves about 3% of the travellers in the
4 region on an average workday;
5

6 -- to this point the region has accommodated most forecasted
7 growth on vacant land within the urban growth boundary, with
8 redevelopment expected to accommodate very little of this
9 growth;
10

11 -- single family residential construction is occurring at less
12 than maximum planned density;
13

14 -- rural residential development in rural exception areas is
15 occurring in a manner and at a rate that may result in forcing
16 the expansion of the urban growth boundary on important
17 agricultural and forest resource lands in the future;
18

19 -- a recent study of urban infrastructure needs in the state
20 has found that only about half of the funding needed in the
21 future to build needed facilities can be identified.
22

23 Add to this list growing citizen concern about rising housing
24 costs, vanishing open space, and increasing frustration with
25 traffic congestion, and the issues associated with the growth of
26 this region are not at all different from those encountered in
27 other west coast metropolitan areas such as the Puget Sound region
28 or cities in California. The lesson in these observations is that
29 the "quilt" of 27 separate comprehensive plans together with the
30 region's urban growth boundary is not enough to effectively deal
31 with the dynamics of regional growth and maintain quality of life.
32

33 The challenge is clear: if the Portland metropolitan area is going
34 to be different than other places, and if it is to preserve its
35 vaunted quality of life as an additional 485,000 people move into
36 the urban area in the next 20 years, then a cooperative and
37 participatory effort to address the issues of growth must begin
38 now. Further, that effort needs to deal with the issues
39 accompanying growth -- increasing traffic congestion, vanishing
40 open space, speculative pressure on rural farm lands, rising
41 housing costs, diminishing environmental quality -- in a common
42 framework. Ignoring vital links between these issues will limit
43 the scope and effectiveness of our approach to managing urban
44 growth.
45

46 Goal II provides that broad framework needed to address the issues
47 accompanying urban growth.
48
49
50

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
5 balanced planning programs to protect the environment and guide
6 development becomes increasingly evident.
7

8 By encouraging efficient placement of jobs and housing near each
9 other, along with supportive commercial and recreational uses, a
10 more efficient development pattern will result.
11

12 An important step toward achieving this planned pattern of regional
13 growth is the integration of land uses with transportation
14 planning, including mass transit, which will link together mixed
15 use urban centers of higher density residential and commercial
16 development.
17

18 The region must strive to protect and enhance its natural
19 environment and significant natural resources. This can best be
20 achieved by integrating the important aspects of the natural
21 environment into a regional system of natural areas, open space and
22 trails for wildlife and people. Special attention should be given
23 to the development of infrastructure and public services in a
24 manner that complements the natural environment.
25

26 A clear distinction must be created between the urbanizing areas
27 and rural lands. Emphasis should be placed upon the balance
28 between new development and infill within the region's urban growth
29 boundary and the need for future urban growth boundary expansion.
30 This regional vision recognizes the pivotal role played by a
31 healthy and active central city, while at the same time providing
32 for the growth of other communities of the region.
33

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

1 **GOAL I: REGIONAL PLANNING PROCESS**

2
3 Regional planning in the metropolitan area shall identify and
4 designate areas and activities of metropolitan significance through
5 a participatory process involving citizens, cities, counties,
6 special and school districts, and state and regional agencies.
7 Implementation of these goals and objectives shall occur in a
8 cooperative manner in order to avoid creating duplicative
9 processes, standards, and/or governmental roles. These goals and
10 objectives shall only apply directly to acknowledged comprehensive
11 plans of cities and counties when implemented through functional
12 plans or the acknowledged urban growth boundary plan.
13

14
15 **OBJECTIVE 1. CITIZEN PARTICIPATION**

16
17 Metro shall develop and implement an ongoing program for citizen
18 participation in all aspects of the regional planning program.
19 Such a program shall be coordinated with local programs for
20 supporting citizen involvement in planning processes, and shall not
21 duplicate those programs.
22

23 1.1 - Regional Citizen Involvement Coordinating Committee -
24 Metro shall establish a Regional Citizen Involvement
25 Coordinating Committee to assist with the development of its
26 citizen involvement program and to advise the Regional Policy
27 Advisory Committee regarding ways to best involve citizens in
28 regional planning activities.
29

30 1.2 - Notification - Metro shall develop programs for public
31 notification, especially for (but not limited to) proposed
32 legislative actions, that ensure a high level of awareness of
33 potential consequences as well as opportunities for
34 involvement on the part of affected citizens, both inside and
35 outside of its district boundaries.
36
37

38 **OBJECTIVE 2. REGIONAL POLICY ADVISORY COMMITTEE**

39
40 The Metro Council shall establish a Regional Policy Advisory
41 Committee to:

42
43 a) assist with the development and review of Metro's
44 regional planning activities pertaining to land use and
45 growth management, including review and implementation of
46 these goals and objectives, present and prospective
47 functional planning, and management and review of the
48 region's urban growth boundary;

49
50 b) serve as a forum for identifying and discussing areas
51 and activities of metropolitan or subregional
52 significance; and

1 c) provide an avenue for involving all cities and
2 counties and other interests in the development and
3 implementation of growth management strategies.
4

5 2.1 - Regional Policy Advisory Committee Composition - The
6 Regional Policy Advisory Committee (RPAC) shall be chosen
7 according to the by-laws adopted by the Metro Council. The
8 voting membership shall include elected officials of cities,
9 counties, and the Metro Council as well as representatives of
10 the State of Oregon and citizens. The composition of the
11 Committee shall reflect the partnership that must exist among
12 implementing jurisdictions in order to effectively address
13 areas and activities of metropolitan significance, with a
14 majority of the voting members being elected officials from
15 within the Metro District boundaries.
16

17 2.2 - Advisory Committees - The Metro Council, upon the
18 recommendation of RPAC, shall appoint technical advisory
19 committees, task forces, and other bodies as it and the
20 Regional Policy Advisory Committee determine a need for such
21 bodies.
22

23 2.3 - Joint Policy Advisory Committee on Transportation
24 (JPACT) - JPACT with the Metro Council shall continue to
25 perform the functions of the designated Metropolitan Planning
26 Organization as required by federal transportation planning
27 regulations. JPACT and the Regional Policy Advisory Committee
28 shall develop a coordinated process, to be approved by the
29 Metro Council, to assure that regional land use and
30 transportation planning remains consistent with these goals
31 and objectives.
32

33 **OBJECTIVE 3. APPLICABILITY OF REGIONAL URBAN GROWTH GOALS AND**
34 **OBJECTIVES**
35

36 These Regional Urban Growth Goals and Objectives have been
37 developed pursuant to ORS 268.380(1). Therefore, they comprise
38 neither a comprehensive plan under ORS 197.015(5) nor a functional
39 plan under ORS 268.390(2). All functional plans prepared by Metro
40 shall be consistent with these goals and objectives. Metro's
41 management of the Urban Growth Boundary shall be guided by
42 standards and procedures which must be consistent with these goals
43 and objectives. These goals and objectives shall not apply
44 directly to site-specific land use actions, including amendments of
45 the urban growth boundary.
46

47 These Regional Urban Growth Goals and Objectives shall apply to
48 adopted and acknowledged comprehensive land use plans as follows:
49

50 a) A regional functional plan, itself consistent with
51 these goals and objectives, may recommend or require
52 amendments to adopted and acknowledged comprehensive land

1 use plans; or
2

3 b) The management and periodic review of Metro's
4 acknowledged Urban Growth Boundary Plan, itself
5 consistent with these goals and objectives, may require
6 changes in adopted and acknowledged land use plans; or
7

8 c) The Regional Policy Advisory Committee may identify
9 and propose issues of regional concern, related to or
10 derived from these goals and objectives, for
11 consideration by cities and counties at the time of
12 periodic review of their adopted and acknowledged
13 comprehensive plans.
14

15 3.1 - Urban Growth Boundary Plan - The Urban Growth Boundary
16 Plan has three components:
17

18 a) The acknowledged urban growth boundary line;
19

20 b) Acknowledged growth management policies derived from
21 these goals and objectives and the statewide planning
22 goals; and
23

24 c) Acknowledged procedures and standards for amending
25 the urban growth boundary line.
26

27 Metro's Urban Growth Boundary is not a regional comprehensive
28 plan but a provision of the comprehensive plans of the local
29 governments within its boundaries. The location of the urban
30 growth boundary line shall be consistent with applicable
31 statewide planning goals, these goals and objectives, and
32 acknowledged growth management policies. Amendments to the
33 urban growth boundary line shall demonstrate consistency only
34 with the acknowledged procedures and standards and any
35 applicable acknowledged growth management policies.
36

37 3.2 - Functional Plans - Regional functional plans containing
38 recommendations for comprehensive planning by cities and
39 counties may or may not involve land use decisions.
40 Functional plans are not required by the enabling statute to
41 include findings of consistency with statewide land use
42 planning goals. If provisions in a functional plan, or
43 actions implementing a functional plan require changes in an
44 adopted and acknowledged comprehensive land use plan, then
45 that action may be a land use action required to be consistent
46 with the statewide planning goals.
47

48 3.3 - Periodic Review of Comprehensive Land Use Plans - At the
49 time of periodic review for comprehensive land use plans in
50 the region the Regional Policy Advisory Committee:
51

52 a) shall identify functional plan provisions or changes

1 in functional plans adopted since the last periodic
2 review for inclusion in periodic review notices as
3 changes in law; and
4

5 b) may provide comments during the periodic review of
6 adopted and acknowledged comprehensive plans on issues of
7 regional concern.
8

9 3.4 - Periodic Review of the Regional Urban Growth Goals and
10 Objectives - If statute changes are made to ORS 197 to allow
11 acknowledgement of these goals and objectives as the means for
12 meeting the statutory requirement that these goals and
13 objectives be consistent with statewide planning goals, then
14 this section will apply. The Regional Policy Advisory
15 Committee shall consider the periodic review notice for these
16 goals and objectives and recommend a periodic review process
17 for adoption by the Metro Council.
18

19 **OBJECTIVE 4. IMPLEMENTATION ROLES.**
20

21 Regional planning and the implementation of these Regional Urban
22 Growth Goals and Objectives shall recognize the inter-relationships
23 between cities, counties, special districts, Metro, regional
24 agencies, and the State, and their unique capabilities and roles.
25

26 4.1 - Metro Role - Metro shall:
27

28 a) identify and designate areas and activities of
29 metropolitan significance;
30

31 b) provide staff and technical resources to support the
32 activities of the Regional Policy Advisory Committee;
33

34 c) serve as a technical resource for cities, counties,
35 and other jurisdictions and agencies;
36

37 d) facilitate a broad-based regional discussion to
38 identify appropriate strategies for responding to those
39 issues of regional significance; and
40

41 e) coordinate the efforts of cities, counties, special
42 districts, and the state to implement adopted strategies.
43

44 A functional plan adopted by the Metro Council may emerge as
45 one of a number of possible strategies for coordinating a
46 multijurisdictional response to an issue of regional
47 significance.
48

49 4.2 - Role of Cities -
50

51 a) adopt and amend comprehensive plans;
52

1 b) identify potential areas and activities of
2 metropolitan significance;

3
4 c) cooperatively develop strategies for responding to
5 designated areas and activities of regional significance;

6
7 d) participate in the review and refinement of these
8 goals and objectives.
9

10 4.3 - Role of Counties -

11 a) adopt and amend comprehensive plans;

12 b) identify potential areas and activities of
13 metropolitan significance;

14 c) cooperatively develop strategies for responding to
15 designated areas and activities of regional significance;

16
17 d) participate in the review and refinement of these
18 goals and objectives.
19

20
21 4.4 - Role of Special Service Districts - Assist Metro with
22 the identification of areas and activities of metropolitan
23 significance and the development of strategies to address
24 them, and participate in the review and refinement of these
25 goals and objectives.
26

27
28 4.5 - Role of the State of Oregon - Advise Metro regarding the
29 identification of areas and activities of metropolitan
30 significance and the development of strategies to address
31 them, and participate in the review and refinement of these
32 goals and objectives.
33

34
35 OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS

36
37 Functional plans are limited purpose plans, consistent with these
38 goals and objectives, which address designated areas and activities
39 of metropolitan significance.
40

41 5.1 - Existing Functional Plans - Metro shall continue to
42 develop, amend, and implement, with the assistance of cities,
43 counties, special districts, and the state, statutorily
44 required functional plans for air, water, and transportation,
45 as directed by ORS 268.390(1), and for solid waste as mandated
46 by ORS ch 459.
47

48 5.2 - New Functional Plans - New functional plans shall be
49 proposed from one of two sources:
50

51 -- The Regional Policy Advisory Committee may recommend
52 that the Metro Council adopt findings designating an area

1 or activity of metropolitan significance for which a
2 functional plan should be prepared; or
3

4 -- The Metro Council may propose the preparation of a
5 functional plan to designate an area or activity of
6 metropolitan significance, and refer that proposal to the
7 Regional Policy Advisory Committee.
8

9 Upon the Metro Council adopting findings for the development
10 of a new functional plan, the Regional Policy Advisory
11 Committee shall prepare the plan, consistent with these goals
12 and objectives and the findings of the Metro Council. After
13 preparing the plan and seeking broad public and local
14 government consensus, using existing citizen involvement
15 processes established by cities, counties, and Metro, the
16 Regional Policy Advisory Committee may propose the plan to the
17 Metro Council for adoption. The Metro Council may act to
18 resolve conflicts or problems impeding the development of a
19 new functional plan should such conflicts or problems prevent
20 the Regional Policy Advisory Committee from completing its
21 work in a timely or orderly manner.
22

23 The Metro Council shall hold a public hearing on the proposed
24 plan and afterwards may decide to:
25

- 26 a) adopt the proposed functional plan; or
- 27
- 28 b) re-refer the proposed functional plan to the
29 Regional Policy Advisory Committee in order to
30 consider amendments to the proposed plan prior to
31 adoption; or
- 32
- 33 c) amend and adopt the proposed functional plan; or
- 34
- 35 d) reject the proposed functional plan.
36

37 The proposed functional plan shall be adopted by ordinance,
38 and shall include findings of consistency with these goals and
39 objectives.
40

41 5.3 - Functional Plan Implementation and Conflict Resolution -
42 Adopted functional plans shall be regionally coordinated
43 policies, facilities, and/or approaches to addressing a
44 designated area or activity of metropolitan significance, to
45 be considered by cities and counties for incorporation in
46 their comprehensive land use plans. If a city or county
47 determines that a functional plan recommendation cannot be
48 incorporated into its comprehensive plan, then Metro shall
49 review any apparent inconsistencies by the following process:
50

- 51 a) Metro and affected local governments shall notify
52 each other of apparent or potential comprehensive

1 plan inconsistencies.

2
3 b) After Metro staff review, the Regional Policy
4 Advisory Committee shall consult the affected
5 jurisdictions and attempt to resolve any apparent
6 or potential inconsistencies.

7
8 c) The Regional Policy Advisory Committee shall
9 conduct a public hearing and make a report to the
10 Metro Council regarding instances and reasons why a
11 city or county has not adopted changes consistent
12 with recommendations in a regional functional plan.

13
14 d) The Metro Council shall review the Regional Policy
15 Advisory Committee report and hold a public hearing
16 on any unresolved issues. The Council may decide
17 to:

18
19 1) amend the adopted regional functional
20 plan; or

21
22 2) initiate proceedings to require a
23 comprehensive plan change; or

24
25 3) find there is no inconsistency between the
26 comprehensive plan(s) and the functional plan.

27
28 **OBJECTIVE 6. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS AND**
29 **OBJECTIVES**

30
31 The Regional Urban Growth Goals and Objectives shall be reviewed at
32 regular intervals or at other times determined jointly by the
33 Regional Policy Advisory Committee and the Metro Council. Any
34 review and amendment process shall involve a broad cross-section of
35 citizen and jurisdictional interests, and shall be conducted by the
36 Regional Policy Advisory Committee consistent with Goal 1: Regional
37 Planning Process. Proposals for amendments shall receive broad
38 public and local government review prior to final Metro Council
39 action.

40
41 6.1 - Impact of Amendments - At the time of adoption of
42 amendments to these goals and objectives, the Metro Council
43 shall determine whether amendments to adopted functional plans
44 or the acknowledged regional urban growth boundary are
45 necessary. If amendments to adopted functional plans are
46 necessary, the Metro Council shall act on amendments to
47 applicable functional plans after referral of proposed
48 amendments to the Regional Policy Advisory Committee. All
49 amendment proposals will include the date and method through
50 which they may become effective, should they be adopted.
51 Amendments to the acknowledged regional urban growth boundary
52 will be considered under acknowledged urban growth boundary

1 amendment procedures incorporated in the Metro Code.
2

3 If changes to functional plans are adopted, affected cities
4 and counties shall be informed in writing of those changes
5 which are advisory in nature, those which recommend changes in
6 comprehensive land use plans, and those which require changes in
7 comprehensive plans. This notice shall specify the
8 effective date of particular amendment provisions.
9

10
11 GOAL II: URBAN FORM
12

13 The livability of the urban region shall be maintained and enhanced
14 through initiatives which:
15

16 -- preserve environmental quality;
17

18 -- coordinate the development of jobs, housing, and public
19 services and facilities; and
20

21 -- inter-relate the benefits and consequences of growth in one
22 part of the region with the benefits and consequences of
23 growth in another.
24

25 Urban form, therefore, describes an overall framework within which
26 regional urban growth management can occur. Clearly stating
27 objectives for urban form, and pursuing them comprehensively
28 provides the focal strategy for rising to the challenges posed by
29 the growth trends present in the region today.
30

31 II.1: NATURAL ENVIRONMENT
32

33 Preservation, use, and modification of the natural environment of
34 the region shall seek to maintain and enhance environmental quality
35 while striving for the wise use and preservation of a broad range
36 of natural resources.
37

38 OBJECTIVE 7. WATER RESOURCES
39

40 Planning and management of water resources should be coordinated in
41 order to improve the quality and ensure sufficient quantity of
42 surface water and groundwater available to the region.
43

44 7.1 Formulate Strategy - A long-term strategy, coordinated by
45 the jurisdictions and agencies charged with planning and
46 managing water resources, is needed to ensure that beneficial
47 water uses of the region can be sustained while new urban
48 growth is accommodated. New management strategies shall be
49 developed to comply with changes in both the Federal Clean
50 Water Act and the Federal Safe Drinking Water Act.
51
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Planning Activities:

Planning programs for water resources management shall be evaluated to determine the ability of current efforts to:

-- 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 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.

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

1 air quality problems throughout the region;

2
3 -- Evaluates standards for visibility; and

4
5 -- Implements an air quality monitoring program to assess
6 compliance with local, state, and federal air quality
7 requirements.

8
9 OBJECTIVE 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT

10
11 Sufficient open space in the urban region shall be acquired, or
12 otherwise protected, and managed to provide reasonable and
13 convenient access to sites for passive and active recreation. An
14 open space system capable of sustaining or enhancing native
15 wildlife and plant populations should be established.

16
17 9.1 The regional planning process shall identify quantifiable
18 targets for setting aside certain amounts and types of open
19 space.

20
21 9.2 Corridor Systems - The regional planning process shall
22 be used to coordinate the development of interconnected
23 recreational and wildlife corridors within the metropolitan
24 region.

25
26 9.2.1 A region-wide system of trails should be developed
27 to link public and private open space resources within
28 and between jurisdictions.

29
30 9.2.2 A region-wide system of linked significant
31 wildlife habitats should be developed.

32
33 9.2.3 A Willamette River Greenway Plan for the region
34 should be implemented by the turn of the century.

35
36 Planning Activities:

37
38 1) Inventory existing open space and open space
39 opportunities to determine areas within the region where
40 open space deficiencies exist now, or will in the future,
41 given adopted land use plans and growth trends.

42
43 2) Assess current and future active recreational land needs.
44 Target acreages should be developed for neighborhood,
45 community, and regional parks, as well as for other types
46 of open space in order to meet local needs while sharing
47 responsibility for meeting metropolitan open space
48 demands.

49
50 3) Develop multijurisdictional tools for planning and
51 financing the protection and maintenance of open space
52 resources. Particular attention will be paid to using

1 the land use planning and permitting process and to the
2 possible development of a land-banking program.

- 3
4 4) Conduct a detailed biological field inventory of the
5 region to establish an accurate baseline of native
6 wildlife and plant populations. Target population goals
7 for native species will be established through a public
8 process which will include an analysis of amounts of
9 habitat necessary to sustain native populations at target
10 levels.

11
12 OBJECTIVE 10. PROTECTION OF AGRICULTURE AND FOREST RESOURCE LANDS.

13
14 Agricultural and forest resource land outside the urban growth
15 boundary shall be protected from urbanization, and accounted for in
16 regional economic and development plans.

17
18 10.1 Rural Resource Lands - Rural resource lands outside the
19 urban growth boundary which have significant resource value
20 should actively be protected from urbanization.

21
22 10.2 Urban Expansion - Expansion of the urban growth boundary
23 shall occur in urban reserves, established consistent with
24 Objective 15.3.

25
26 Planning Activities:

27
28 A regional economic opportunities analysis shall include
29 consideration of the agricultural and forest products economy
30 associated with lands adjacent to or near the urban area.

31
32
33 II.2: BUILT ENVIRONMENT

34
35 Development in the region should occur in a coordinated and
36 balanced fashion as evidenced by:

37
38 II.2.1 a regional "fair-share" approach to meeting the housing
39 needs of the urban population;

40
41 II.2.2 the provision of infrastructure and critical public
42 services concurrent with the pace of urban growth;

43
44 II.2.3 the integration of land use planning and economic
45 development programs;

46
47 II.2.4 the coordination of public investment with local
48 comprehensive and regional functional plans;

49
50 II.2.5 the continued evolution of regional economic
51 opportunity; and
52

1 II.2.6 the creation of a balanced transportation system, less
2 dependent on the private automobile, supported by both the use
3 of emerging technology and the collocation of jobs, housing,
4 commercial activity, parks and open space.
5

6 OBJECTIVE 11. HOUSING
7

8 There should be a diverse range of housing types available inside
9 the UGB, for rent or purchase at costs in balance with the range of
10 household incomes in the region. Low and moderate income housing
11 needs should be addressed throughout the region. Public policy and
12 investment should encourage the development of housing in locations
13 near employment that is affordable to employees in those
14 enterprises. Housing densities should be supportive of adopted
15 public policy for the development of the regional transportation
16 system and designated mixed use urban centers.
17

18 Planning Activities:
19

20 The Metropolitan Housing Rule (OAR 660, Division 7) has
21 effectively resulted in the preparation of local comprehensive
22 plans in the urban region that:
23

- 24 • provide for the sharing of regional housing supply
25 responsibilities by ensuring the presence of single and
26 multiple family zoning in every jurisdiction; and
27
- 28 • plan for local residential housing densities that support
29 net residential housing density assumptions underlying
30 the regional urban growth boundary.
31

32 However, it is now time to develop a new regional housing
33 policy that directly addresses the requirements of Statewide
34 Planning Goal 10, in particular:
35

- 36 1) Strategies should be developed to preserve the region's
37 supply of special needs and existing low and moderate
38 income housing.
39
- 40 2) Diverse Housing Needs - the diverse housing needs of the
41 present and projected population of the region should be
42 correlated with the available and prospective housing
43 supply. Upon identification of unmet housing needs, a
44 regionwide strategy should be developed which takes into
45 account subregional opportunities and constraints, and
46 the relationship of market dynamics to the management of
47 the overall supply of housing. In addition, that
48 strategy should address the "fair-share" distribution of
49 housing responsibilities among the jurisdictions of the
50 region, including the provision of supporting social
51 services.
52

- 1 3) Housing Affordability - A housing needs analysis should
2 be carried out to assess the adequacy of the supply of
3 housing for rent and/or sale at prices for low and
4 moderate income households. If, following that needs
5 analysis, certain income groups in the region are found
6 to not have affordable housing available to them,
7 strategies should be developed to focus land use policy
8 and public and private investment towards meeting that
9 need.

10
11 **OBJECTIVE 12. PUBLIC SERVICES AND FACILITIES**

12
13 Public services and facilities including but not limited to public
14 safety, water and sewerage systems, parks, schools, libraries, the
15 solid waste management system, stormwater management facilities,
16 and transportation should be planned and developed to:

- 17
18 1) minimize cost;
19
20 2) maximize service efficiencies and coordination;
21
22 3) result in net improvements in environmental quality and the
23 conservation of natural resources;
24
25 4) keep pace with growth while preventing any loss of existing
26 service levels and achieving planned service levels;
27
28 5) use energy efficiently; and
29
30 6) shape and direct growth to meet local and regional
31 objectives.

32
33 12.1 Planning Area - The long-term geographical planning area
34 for the provision of urban services shall be the area
35 described by the adopted and acknowledged urban growth
36 boundary and the designated urban reserves.

37
38 12.2 Forecast Need - Public service and facility development
39 shall be planned to accommodate the rate of urban growth
40 forecast in the adopted regional growth forecast, including
41 anticipated expansions into urban reserve areas.

42
43 12.3 Concurrency - The region should seek the provision of
44 public facilities and services at the time of new urban
45 growth.

46
47 **Planning Activities:**

- 48
49 1) Inventory current and projected public facilities and
50 services needs throughout the region, as described in
51 adopted and acknowledged public facilities plans.
52

- 1 2) Identify opportunities for and barriers to achieving
2 concurrency in the region.
- 3
- 4 3) Develop financial tools and techniques to enable cities,
5 counties, school districts, special districts, Metro and
6 the State to secure the funds necessary to achieve
7 concurrency.
- 8
- 9 4) Develop tools and strategies for better linking planning
10 for school, library, and park facilities to the land use
11 planning process.
- 12

13 OBJECTIVE 13. TRANSPORTATION

14 A regional transportation system shall be developed which:
15

- 16 1) reduces reliance on a single mode of transportation through
17 development of a balanced transportation system which employs
18 highways, transit, bicycle and pedestrian improvements, and
19 system and demand management, where appropriate.
- 20
- 21 2) provides adequate levels of mobility consistent with local
22 comprehensive plans and state and regional policies and plans;
- 23
- 24 3) encourages energy efficiency;
- 25
- 26 4) recognizes financial constraints; and
- 27
- 28 5) minimizes the environmental impacts of system development,
29 operations, and maintenance.
- 30
- 31

32 13.1 System Priorities - In developing new regional
33 transportation system infrastructure, the highest priority
34 should be meeting the mobility needs of significant mixed use
35 urban centers, when designated. Such needs, associated with
36 ensuring access to jobs, housing, and shopping within and
37 among those centers, should be assessed and met through a
38 combination of intensifying land uses and increasing
39 transportation system capacity so as to minimize negative
40 impacts on environmental quality, urban form, and urban
41 design.

42 13.2 Environmental Considerations - Planning for the regional
43 transportation system should seek to:
44

- 45 13.2.1) minimize the region's transportation-related energy
46 consumption through increased use of transit,
47 carpools, vanpools, bicycles and walking;
- 48
- 49 13.2.2) maintain the region's air quality (see Objective 8:
50 Air Quality); and
51
- 52

1 13.2.3) minimize negative impacts on parks, public open
2 space, wetlands, and negative effects on
3 communities and neighborhoods arising from noise,
4 visual impacts, and physical segmentation.
5

6 13.3 Transportation Balance -
7

8 Although the predominant form of transportation is the private
9 automobile, planning for and development of the regional
10 transportation system should seek to:
11

12 13.3.1) reduce automobile dependency, especially the use of
13 single-occupancy vehicles;
14

15 13.3.2) increase the use of transit through both expanding
16 transit service and addressing a broad range of
17 requirements for making transit competitive with
18 the private automobile; and
19

20 13.3.3) encourage bicycle and pedestrian movement through
21 the location and design of land uses.
22
23

24 Planning Activities:
25

26 1) Build on existing mechanisms for coordinating
27 transportation planning in the region by:
28

29 • identifying the role for local transportation
30 system improvements and relationship between local,
31 regional, and state transportation system
32 improvements in regional transportation plans;
33

34 • clarifying institutional roles, especially for plan
35 implementation, in local, regional, and state
36 transportation plans; and
37

38 • including plans and policies for the inter-regional
39 movement of people and goods by rail, ship, barge,
40 and air in regional transportation plans.
41

42 2) Structural barriers to mobility for transportation
43 disadvantaged populations should be assessed in the
44 current and planned regional transportation system and
45 addressed through a comprehensive program of
46 transportation and non-transportation system based
47 actions.
48

49 3) The needs for movement of goods via trucks, rail, and
50 barge should be assessed and addressed through a
51 coordinated program of transportation system improvements
52 and actions to affect the location of trip generating

1 activities.

- 2
3 4) Transportation-related guidelines and standards for
4 designating mixed use urban centers shall be developed.
5

6 OBJECTIVE 14. ECONOMIC OPPORTUNITY
7

8 Public policy should encourage the development of a diverse and
9 sufficient supply of jobs, especially family wage jobs, in
10 appropriate locations throughout the region. Expansions of the
11 urban growth boundary for industrial or commercial purposes shall
12 occur in locations consistent with these regional urban growth
13 goals and objectives.
14

15 Planning Activities:
16

- 17 1) Regional and subregional economic opportunities analyses,
18 as described in OAR 660 Division 9, should be conducted
19 to:

20 -- assess the adequacy and, if necessary, propose
21 modifications to the supply of vacant and
22 redevelopable land inventories designated for a
23 broad range of employment activities;
24

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

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

- 44 2) An assessment should be made of the potential for
45 redevelopment and/or intensification of use of existing
46 commercial and industrial land resources in the region.
47
48

49 II.3: GROWTH MANAGEMENT
50

51 The management of the urban land supply shall occur in a manner
52 which encourages:

1 II.3.1 the evolution of an efficient urban growth form which
2 reduces sprawl;

3
4 II.3.2 a clear distinction between urban and rural lands; and

5
6 II.3.3 recognition of the inter-relationship between
7 development of vacant land and redevelopment objectives in all
8 parts of the urban region.
9

10
11 **OBJECTIVE 15. URBAN/RURAL TRANSITION**
12

13 There should be a clear transition between urban and rural land
14 that makes best use of natural and built landscape features and
15 which recognizes the likely long-term prospects for regional urban
16 growth.
17

18 15.1 Boundary Features - The Metro urban growth boundary
19 shall, where feasible, be located using natural and built
20 features, including roads, drainage divides, floodplains,
21 powerlines, major topographic features, and historic patterns
22 of land use or settlement.
23

24 15.2 Sense of Place - Historic, cultural, topographic, and
25 biological features of the regional landscape which
26 contribute significantly to this region's identity and "sense
27 of place", should be identified. Management of the total
28 urban land supply shall occur in a manner that supports the
29 preservation of those features, when designated, as growth
30 occurs.
31

32 15.3 Urban Reserves - Thirty-year "urban reserves", adopted
33 for purposes of coordinating planning and delineating areas
34 for future urban expansion, should be identified consistent
35 with these goals and objectives, and reviewed by Metro every
36 15 years.
37

38 15.3.1 Establishment of urban reserves will take into
39 account the efficiency with which the proposed reserve
40 can be provided with urban services in the future, the
41 unique land needs of specific urban activities assessed
42 from a regional perspective, the provision of green
43 spaces between communities, and the stated intent of
44 these Regional Urban Growth Goals and Objectives to
45 protect farm and forest resource land from urbanization.
46

47 In addition, the following hierarchy should be used for
48 identifying priority sites for urban reserves:
49

50 A) First, propose such reserves on rural lands
51 excepted from Statewide Planning goals 3 and 4 in
52 adopted and acknowledged county comprehensive

1 plans. This recognizes that small amounts of rural
2 resource land adjacent to or surrounded by those
3 "exception lands" may be necessary for inclusion in
4 the proposal to improve the efficiency of the
5 future urban growth boundary amendment.
6

- 7 B) Second, consider secondary forest resource lands,
8 or equivalent, as defined by the state.
9
10 C) Third, consider secondary agricultural resource
11 lands, or equivalent, as defined by the state.
12
13 D) Fourth, consider primary forest resource lands, or
14 equivalent, as defined by the state.
15
16 E) Finally, when all other options are exhausted,
17 consider primary agricultural lands, or equivalent,
18 as defined by the state.
19

20 15.3.2 Expansion of the urban growth boundary shall
21 occur consistent with Objective 17. Where urban land is
22 adjacent to rural lands outside of an urban reserve,
23 Metro will work with affected cities and counties to
24 ensure that urban uses do not significantly affect the
25 use or condition of the rural land. Where urban land is
26 adjacent to lands within an urban reserve that may
27 someday be included within the urban growth boundary,
28 Metro will work with affected cities and counties to
29 ensure that rural development does not create obstacles
30 to efficient urbanization in the future.
31

32 Planning Activities:

- 33
34 1) Identification of urban reserves adjacent to the urban
35 growth boundary shall be accompanied by the development
36 of a generalized future land use plan. The planning
37 effort will primarily be concerned with identifying and
38 protecting future open space resources and the
39 development of short-term strategies needed to preserve
40 future urbanization potential. Ultimate providers of
41 urban services within those areas should be designated
42 and charged with incorporating the reserve area(s) in
43 their public facility plans in conjunction with the next
44 periodic review. Changes in the location of the urban
45 growth boundary should occur so as to ensure the presence
46 of planned key public facilities and services concurrent
47 with development on the newly annexed lands.
48
49 2) The prospect of creating transportation and other links
50 between the urban economy within the Metro Urban Growth
51 Boundary and other urban areas in the state should be
52 investigated as a means for better utilizing Oregon's

1 urban land and human resources.
2

3 3) The use of greenbelts for creating a clear distinction
4 between urban and rural lands, and for creating linkages
5 between communities, should be explored.
6

7 4) The region, working with the state and other urban
8 communities in the northern Willamette Valley, should
9 evaluate the opportunities for accommodating forecasted
10 urban growth in urban areas outside of and not adjacent
11 to the present urban growth boundary.
12

13 OBJECTIVE 16. DEVELOPED URBAN LAND 14

15 Opportunities for and obstacles to the continued development and
16 redevelopment of existing urban land shall be identified and
17 actively addressed. A combination of regulations and incentives
18 should be employed to ensure that the prospect of living, working,
19 and doing business in those locations remains attractive to a wide
20 range of households and employers.
21

22 16.1 Redevelopment & Infill - The potential for redevelopment
23 and infill on existing urban land will be included as an
24 element when calculating the buildable land supply in the
25 region. When Metro makes a finding of need for additional
26 urban land within the urban growth boundary, it will assess
27 redevelopment and infill potential in the region.
28

29 Metro will work with jurisdictions in the region to determine
30 the extent to which redevelopment and infill can be relied on
31 to meet the identified need for additional urban land. After
32 this analysis and review, Metro will consider an amendment of
33 the urban growth boundary to meet that portion of the
34 identified need for land not met through commitments for
35 redevelopment and infill.
36

37 16.2 Portland Central City - The Central City area of
38 Portland is an area of regional and state significance for
39 commercial, economic, cultural, tourism, government, and
40 transportation functions. State and regional policy and
41 public investment should continue to recognize this special
42 significance.
43

44 16.3 Mixed Use Urban Centers - The region shall evaluate and
45 designate mixed use urban centers. A "mixed use urban center"
46 is a mixed use node of relatively high density, supportive of
47 non-auto based transportation modes, and supported by
48 sufficient public facilities and services, parks, open space,
49 and other urban amenities. Upon identification of mixed use
50 urban centers, state, regional, and local policy and
51 investment shall be coordinated to achieve development
52 objectives for those places. Minimum targets for

1 transit:highway mode split, jobs:housing balance, and minimum
2 housing density may be associated with those public
3 investments.
4

5 New mixed use urban centers shall be sited with respect to a
6 system of such centers in the region, and shall not
7 significantly affect regional goals for existing centers, the
8 transportation system, and other public services and
9 facilities.
10

11 Planning Activities:

- 12
- 13 1) Metro's assessment of redevelopment and infill potential
14 in the region shall include but not be limited to:
15
 - 16 a) An inventory of parcels where the assessed value of
17 improvements is less than the assessed value of the
18 land.
19
 - 20 b) An analysis of the difference between comprehensive
21 plan development densities and actual development
22 densities for all parcels as a first step towards
23 determining the efficiency with which urban land is
24 being used. In this case, efficiency is a function
25 of land development densities incorporated in local
26 comprehensive plans.
27
 - 28 c) An assessment of the impacts on the cost of housing
29 of redevelopment versus expansion of the urban
30 growth boundary.
31
 - 32 d) An assessment of the impediments to redevelopment
33 and infill posed by existing urban land uses or
34 conditions.
35
 - 36 2) Financial incentives to encourage redevelopment and
37 infill consistent with adopted and acknowledged
38 comprehensive plans should be pursued to make
39 redevelopment and infill attractive alternatives to raw
40 land conversion for investors and buyers.
41
 - 42 3) Cities and their neighborhoods should be recognized as
43 the focal points for this region's urban diversity.
44 Actions should be identified to reinforce the role of
45 existing downtowns in maintaining the strength of urban
46 communities.
47
 - 48 4) Tools will be developed to address regional economic
49 equity issues stemming from the fact that not all
50 jurisdictions will serve as a site for an economic
51 activity center. Such tools may include off-site linkage
52 programs to meet housing or other needs or a program of

1 fiscal tax equity.
2

- 3 5) Criteria shall be developed to guide the potential
4 designation of mixed use urban centers. The development
5 and application of such criteria will address the
6 specific area to be included in the center, the type and
7 amount of uses it is to eventually contain, the steps to
8 be taken to encourage public and private investment.
9 Existing and possible future mixed use urban centers will
10 be evaluated as to their current functions, potentials,
11 and need for future public and private investment.
12 Strategies to meet the needs of the individual centers
13 will be developed. The implications of both limiting and
14 not limiting the location of large scale office and
15 retail development in mixed use urban centers shall be
16 evaluated.
17

18 **OBJECTIVE 17. URBAN GROWTH BOUNDARY**
19

20 The regional urban growth boundary, a long-term planning tool,
21 shall separate urbanizable from rural land, be based in aggregate
22 on the region's 20-year projected need for urban land, and be
23 located consistent with statewide planning goals and these Regional
24 Urban Growth Goals and Objectives.
25

26 17.1 Expansion into Urban Reserves - Upon demonstrating a need
27 for additional urban land, urban growth boundary amendments
28 shall only occur within urban reserves unless it can be
29 demonstrated that Statewide Planning Goal 14 cannot be met for
30 the urban region through use of urban reserve lands.
31

32 17.2 Urban Growth Boundary Amendment Process - Criteria for
33 amending the urban growth boundary shall be derived from
34 statewide planning goals 2 and 14 and relevant portions of the
35 Regional Urban Growth Goals and Objectives.
36

37 17.2.1 Major Amendments - Proposals for major amendment
38 of the UGB shall be made primarily through a legislative
39 process in conjunction with the development and adoption
40 of regional forecasts for population and employment
41 growth. The amendment process will be initiated by a
42 Metro finding of need, and involve local governments,
43 special districts, citizens, and other interests.
44

45 17.2.2 Locational Adjustments - Locational adjustments
46 of the UGB shall be brought to Metro by cities and
47 counties based on public facility plans in adopted and
48 acknowledged comprehensive plans.
49

50 **OBJECTIVE 18. URBAN DESIGN**
51

52 The identity and functioning of communities in the region should be

1 supported through:

- 2
3 a) the recognition and protection of critical open space
4 features in the region;
5
6 b) public policies which encourage diversity and excellence
7 in the design and development of settlement patterns,
8 landscapes, and structures; and
9
10 c) ensuring that incentives and regulations guiding the
11 development and redevelopment of the urban area promote
12 a settlement pattern which:
13
14 i) is pedestrian "friendly" and reduces auto
15 dependence;
16
17 ii) encourages transit use;
18
19 iii) reinforces nodal, mixed use, neighborhood
20 oriented design;
21
22 iv) includes concentrated, high density, mixed use
23 urban centers developed in relation to the region's
24 transit system; and
25
26 v) is responsive to needs for privacy, community,
27 and personal safety in an urban setting.
28

29 18.1 Pedestrian and transit supportive building patterns will
30 be encouraged in order to minimize the need for auto trips and
31 to create a development pattern conducive to face-to-face
32 community interaction.
33

34 Planning Activities:

- 35
36 1) A regional landscape analysis should be undertaken to
37 inventory and analyze the relationship between the built
38 and natural environments and to identify key open space,
39 topographic, natural resource, cultural, and
40 architectural features which should be protected or
41 provided as urban growth occurs.
42
43 2) Model guidelines and standards should be developed which
44 expand the range of tools available to jurisdictions for
45 accommodating change in ways compatible with
46 neighborhoods and communities while addressing this
47 objective.

1 GLOSSARY

2
3 **Areas and Activities of Metropolitan Significance.** A program,
4 resource, or issue, affecting or arising from the orderly,
5 efficient and environmentally sound development of the region, that
6 can be factually demonstrated to require a coordinated
7 multijurisdictional response.

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

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

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

33
34 **Family Wage Job.** A permanent job with an annual income greater
35 than or equal to the average annual covered wage in the region. The
36 most current average annual covered wage information from the
37 Oregon Employment Division shall be used to determine the family
38 wage job rate for the region or for counties within the region.

39
40 **Functional Plan.** A limited purpose multijurisdictional plan which
41 carries forward strategies to address identified areas and
42 activities of metropolitan significance.

43
44 **Housing Affordability.** The availability of housing such that no
45 more than 30% (an index derived from federal, state, and local
46 housing agencies) of the monthly income of the household need be
47 spent on shelter.

48
49 **Infill.** New development on a parcel or parcels of less than one
50 contiguous acre located within the urban growth boundary.

51
52 **Infrastructure.** Roads, water systems, sewage systems, systems for

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

3
4 **Key or Critical Public Facilities and Services.** Basic facilities
5 that are primarily planned for by local government but which also
6 may be provided by private enterprise and are essential to the
7 support of more intensive development, including public schools,
8 transportation, water supply, sewage, and solid waste disposal.

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

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

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

34
35 **State Implementation Plan.** A plan for ensuring that all parts of
36 Oregon remain in compliance with Federal air quality standards.

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

48
49 **Urban Growth Boundary.** A boundary which identifies urbanizable
50 lands to be planned and serviced to support urban development
51 densities, and which separates urbanizable lands from rural lands.

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



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

Date: June 18, 1991

To: Metro Council

From: Donald E. Carlson, Council Administrator
Jessica P. Marlitt, Council Analyst

Regarding: REVIEW OF GOAL I OF THE PROPOSED REGIONAL URBAN GROWTH GOALS AND OBJECTIVES (RUGGO)

DRAFT

In preparation for the Council worksession June 27, I have reviewed Goal I of the Regional Urban Growth Goals and Objectives (Attachment A hereto, "April 23, 1991, TAC Revision for PAC Consideration May 16, 1991") and identified potential policy issues for Council consideration. Council staff met with Councilor Jim Gardner, Chair of the Urban Growth Management (UGM) Policy Advisory Committee which is developing the RUGGO, Legal Counsel, and Planning and Development Department staff to review and clarify these issues for the worksession. It is hoped discussion of these questions will help frame various policy implications of the Regional Urban Growth Goals and Objectives.

GOAL I ISSUES FOR CONSIDERATION

1. On page 6, in the Goal I description paragraph, will the Regional Policy Advisory Committee (RPAC) be the main means of meeting the intent to implement RUGGO in a "cooperative manner"? What other groups and/or activities might be included?
2. Does the last sentence of the Goal I description paragraph (lines 9 through 12) limit the District in any way from directly implementing functional plan actions, within Metro authorities?
3. Regarding Objective I, Citizen Participation, lines 19 through 21, does this language mean Metro cannot set up its own citizen advisory committees and must use already established city/county citizen advisory groups? Is this an issue of interest to the Council?
4. What are the membership requirements envisioned for the Regional Citizen Involvement Coordinating Committee?
5. What notification requirements are envisioned under Citizen Participation (Objective 1.2)? How do these compare to current Council provisions for ordinances/"legislative actions" as prescribed in the Metro Code?

DRAFT

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June 18, 1991
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6. Regarding Objective 2, the Regional Policy Advisory Committee (RPAC), will Metro be able independently to explore new functions or undertake new studies? What process is envisioned between Metro and RPAC in those situations?
7. Regarding page 7, Objective 2.2, Advisory Committees, the Transportation and Planning Committee addressed this objective during its June 11 review of draft RPAC by-laws. Given the Council's authority under Metro Code Chapter 2.02 to establish task forces and advisory committees at any time, as determined necessary, the Committee agreed the condition "upon the recommendation of RPAC" should be deleted. The latest revision of the draft RPAC by-laws omits this condition and simply describes the ability for both the Council and RPAC to establish technical advisory committees/task forces as desired.
8. Under Objective 2.3 on page 7, what process is envisioned from a "coordinated process" between RPAC and the Joint Policy Advisory Committee on Transportation (JPACT)? If Metro has the ultimate legal responsibility for ensuring its activities in land use and transportation planning remain consistent with the RUGGO, would it not be more appropriate for Metro's Planning and Development and Transportation Departments to prepare a coordinated process, with advice from RPAC and JPACT?
9. Regarding Objective 3, Applicability of Regional Urban Growth Goals and Objectives, why should RUGGO not apply directly to site-specific land use actions and Urban Growth Boundary amendments?
10. On page 8, Objective 3.1, what does the sentence, "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." mean?
11. On page 8, Objective 3.3, what responsibility does Metro have regarding periodic review of comprehensive land use plans? Should the Council address the functional plan changes with advice from RPAC? What are the legal implications for the District if RPAC identifies the changes for "inclusion in periodic review notices as changes in law" ?
12. Under Objective 5, Functional Planning Process, page 11, lines 9 through 12, why should RPAC prepare Metro's functional plans? It would seem most appropriate for the District to prepare functional plans with advice from RPAC. Similarly, on page 11, point b, "re-refer the proposed functional plan to the Regional Policy Advisory Committee" should be changed to "seek additional advice from the Regional Policy Advisory Committee..."

DRAFT

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13. For Objective 5.3 on page 11, lines 44 and 45, why are functional plans "to be considered" by cities and counties for incorporation in their comprehensive land use plans when ORS 268.390 (4) provides that the Council may "recommend or require cities and counties...to make changes in any plan...to assure that the plan and any actions taken under it conform to the district's functional plans."
14. On page 12, point b (lines 4 & 5), does RPAC's consultation with "affected jurisdictions" mean just the local jurisdictions or does it include Metro representatives too? What is the goal of having RPAC serve as a "hearings officer" for functional plan implementation? What are the pros and cons of this extra step in addressing opposition to functional plan implementation?
15. Under Objective 6, page 12, lines 31 through 33, does the Council want to restrict its authority to review the RUGGO by having review intervals be "determined jointly by the Regional Policy Advisory Committee and the Council?" Overall, should not formal review of RUGGO be conducted by the Council with advice from RPAC?
16. Regarding Objective 6.1, lines 45 through 48, what procedures are envisioned for amending functional plans? What actions could the Council take on functional plan amendments if they were referred to RPAC but RPAC does not act? Would it not be more appropriate to have Metro seek the advice of RPAC on functional plan amendments (similar to seeking advice as noted in question 12).
17. Regarding page 13, lines 3 through 8, does the amendment process differ from the initial incorporation of functional plan provisions into comprehensive plans?

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APRIL 23, 1991

TAC REVISION FOR PAC CONSIDERATION ON MAY 16, 1991

REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

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1
2
3
4 INTRODUCTION
5
6

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

9 a) respond to the direction given to Metro by the legislature
10 through ORS ch 268.380 to develop land use goals and
11 objectives for the region which would replace those adopted by
12 the Columbia Region Association of Governments;

13 b) provide a policy framework for guiding Metro's regional
14 planning program, principally its development of functional
15 plans and management of the region's urban growth boundary;
16 and

17 c) provide a process for coordinating planning in the
18 metropolitan area to maintain metropolitan livability.
19

20 The RUGGO's are envisioned not as a final plan for the region, but
21 as a starting point for developing a more focused vision for the
22 future growth and development of the Portland area. Hence, the
23 RUGGO's are the building blocks with which the local governments,
24 citizens, and other interests can begin to develop a shared view of
25 the future.
26

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

1
2
3 BACKGROUND STATEMENT

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

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

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

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

34
35 Goal I addresses this coordination issue in the region for the
36 first time by providing the process that Metro will use to address
37 areas and activities of metropolitan significance. The process is
38 intended to be responsive to the challenges of urban growth while
39 respecting the powers and responsibilities of a wide range of
40 interests, jurisdictions, and agencies.

41
42 Goal II recognizes that this region is changing as growth occurs,
43 and that change is challenging our assumptions about how urban
44 growth will affect quality of life. For example:

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

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

51 -- in the year 2010 Metro projects that 70% of all "trips"
52
53
54

1 made daily in the region will occur within suburban areas;

2
3 -- currently transit moves about 3% of the travellers in the
4 region on an average workday;

5
6 -- to this point the region has accommodated most forecasted
7 growth on vacant land within the urban growth boundary, with
8 redevelopment expected to accommodate very little of this
9 growth;

10
11 -- single family residential construction is occurring at less
12 than maximum planned density;

13
14 -- rural residential development in rural exception areas is
15 occurring in a manner and at a rate that may result in forcing
16 the expansion of the urban growth boundary on important
17 agricultural and forest resource lands in the future;

18
19 -- a recent study of urban infrastructure needs in the state
20 has found that only about half of the funding needed in the
21 future to build needed facilities can be identified.

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

32
33 The challenge is clear: if the Portland metropolitan area is going
34 to be different than other places, and if it is to preserve its
35 vaunted quality of life as an additional 485,000 people move into
36 the urban area in the next 20 years, then a cooperative and
37 participatory effort to address the issues of growth must begin
38 now. Further, that effort needs to deal with the issues
39 accompanying growth -- increasing traffic congestion, vanishing
40 open space, speculative pressure on rural farm lands, rising
41 housing costs, diminishing environmental quality -- in a common
42 framework. Ignoring vital links between these issues will limit
43 the scope and effectiveness of our approach to managing urban
44 growth.

45
46 Goal II provides that broad framework needed to address the issues
47 accompanying urban growth.
48
49
50

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
5 balanced planning programs to protect the environment and guide
6 development becomes increasingly evident.
7

8 By encouraging efficient placement of jobs and housing near each
9 other, along with supportive commercial and recreational uses, a
10 more efficient development pattern will result.
11

12 An important step toward achieving this planned pattern of regional
13 growth is the integration of land uses with transportation
14 planning, including mass transit, which will link together mixed
15 use urban centers of higher density residential and commercial
16 development.
17

18 The region must strive to protect and enhance its natural
19 environment and significant natural resources. This can best be
20 achieved by integrating the important aspects of the natural
21 environment into a regional system of natural areas, open space and
22 trails for wildlife and people. Special attention should be given
23 to the development of infrastructure and public services in a
24 manner that complements the natural environment.
25

26 A clear distinction must be created between the urbanizing areas
27 and rural lands. Emphasis should be placed upon the balance
28 between new development and infill within the region's urban growth
29 boundary and the need for future urban growth boundary expansion.
30 This regional vision recognizes the pivotal role played by a
31 healthy and active central city, while at the same time providing
32 for the growth of other communities of the region.
33

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

1 **GOAL I: REGIONAL PLANNING PROCESS**

2
3 Regional planning in the metropolitan area shall identify and
4 designate areas and activities of metropolitan significance through
5 a participatory process involving citizens, cities, counties,
6 special and school districts, and state and regional agencies.
7 Implementation of these goals and objectives shall occur in a
8 cooperative manner in order to avoid creating duplicative
9 processes, standards, and/or governmental roles. These goals and
10 objectives shall only apply directly to acknowledged comprehensive
11 plans of cities and counties when implemented through functional
12 plans or the acknowledged urban growth boundary plan.
13

14
15 **OBJECTIVE 1. CITIZEN PARTICIPATION**

16
17 Metro shall develop and implement an ongoing program for citizen
18 participation in all aspects of the regional planning program.
19 Such a program shall be coordinated with local programs for
20 supporting citizen involvement in planning processes, and shall not
21 duplicate those programs.
22

23 1.1 - Regional Citizen Involvement Coordinating Committee -
24 Metro shall establish a Regional Citizen Involvement
25 Coordinating Committee to assist with the development of its
26 citizen involvement program and to advise the Regional Policy
27 Advisory Committee regarding ways to best involve citizens in
28 regional planning activities.
29

30 1.2 - Notification - Metro shall develop programs for public
31 notification, especially for (but not limited to) proposed
32 legislative actions, that ensure a high level of awareness of
33 potential consequences as well as opportunities for
34 involvement on the part of affected citizens, both inside and
35 outside of its district boundaries.
36

37
38 **OBJECTIVE 2. REGIONAL POLICY ADVISORY COMMITTEE**

39
40 The Metro Council shall establish a Regional Policy Advisory
41 Committee to:

42
43 a) assist with the development and review of Metro's
44 regional planning activities pertaining to land use and
45 growth management, including review and implementation of
46 these goals and objectives, present and prospective
47 functional planning, and management and review of the
48 region's urban growth boundary;

49
50 b) serve as a forum for identifying and discussing areas
51 and activities of metropolitan or subregional
52 significance; and

1 c) provide an avenue for involving all cities and
2 counties and other interests in the development and
3 implementation of growth management strategies.
4

5 2.1 - Regional Policy Advisory Committee Composition - The
6 Regional Policy Advisory Committee (RPAC) shall be chosen
7 according to the by-laws adopted by the Metro Council. The
8 voting membership shall include elected officials of cities,
9 counties, and the Metro Council as well as representatives of
10 the State of Oregon and citizens. The composition of the
11 Committee shall reflect the partnership that must exist among
12 implementing jurisdictions in order to effectively address
13 areas and activities of metropolitan significance, with a
14 majority of the voting members being elected officials from
15 within the Metro District boundaries.
16

17 2.2 - Advisory Committees - The Metro Council, upon the
18 recommendation of RPAC, shall appoint technical advisory
19 committees, task forces, and other bodies as it and the
20 Regional Policy Advisory Committee determine a need for such
21 bodies.
22

23 2.3 - Joint Policy Advisory Committee on Transportation
24 (JPACT) - JPACT with the Metro Council shall continue to
25 perform the functions of the designated Metropolitan Planning
26 Organization as required by federal transportation planning
27 regulations. JPACT and the Regional Policy Advisory Committee
28 shall develop a coordinated process, to be approved by the
29 Metro Council, to assure that regional land use and
30 transportation planning remains consistent with these goals
31 and objectives.
32

33 **OBJECTIVE 3. APPLICABILITY OF REGIONAL URBAN GROWTH GOALS AND**
34 **OBJECTIVES**
35

36 These Regional Urban Growth Goals and Objectives have been
37 developed pursuant to ORS 268.380(1). Therefore, they comprise
38 neither a comprehensive plan under ORS 197.015(5) nor a functional
39 plan under ORS 268.390(2). All functional plans prepared by Metro
40 shall be consistent with these goals and objectives. Metro's
41 management of the Urban Growth Boundary shall be guided by
42 standards and procedures which must be consistent with these goals
43 and objectives. These goals and objectives shall not apply
44 directly to site-specific land use actions, including amendments of
45 the urban growth boundary.
46

47 These Regional Urban Growth Goals and Objectives shall apply to
48 adopted and acknowledged comprehensive land use plans as follows:
49

50 a) A regional functional plan, itself consistent with
51 these goals and objectives, may recommend or require
52 amendments to adopted and acknowledged comprehensive land

1 use plans; or

2
3 b) The management and periodic review of Metro's
4 acknowledged Urban Growth Boundary Plan, itself
5 consistent with these goals and objectives, may require
6 changes in adopted and acknowledged land use plans; or

7
8 c) The Regional Policy Advisory Committee may identify
9 and propose issues of regional concern, related to or
10 derived from these goals and objectives, for
11 consideration by cities and counties at the time of
12 periodic review of their adopted and acknowledged
13 comprehensive plans.

14
15 3.1 - Urban Growth Boundary Plan - The Urban Growth Boundary
16 Plan has three components:

17
18 a) The acknowledged urban growth boundary line;

19
20 b) Acknowledged growth management policies derived from
21 these goals and objectives and the statewide planning
22 goals; and

23
24 c) Acknowledged procedures and standards for amending
25 the urban growth boundary line.

26
27 Metro's Urban Growth Boundary is not a regional comprehensive
28 plan but a provision of the comprehensive plans of the local
29 governments within its boundaries. The location of the urban
30 growth boundary line shall be consistent with applicable
31 statewide planning goals, these goals and objectives, and
32 acknowledged growth management policies. Amendments to the
33 urban growth boundary line shall demonstrate consistency only
34 with the acknowledged procedures and standards and any
35 applicable acknowledged growth management policies.

36
37 3.2 - Functional Plans - Regional functional plans containing
38 recommendations for comprehensive planning by cities and
39 counties may or may not involve land use decisions.
40 Functional plans are not required by the enabling statute to
41 include findings of consistency with statewide land use
42 planning goals. If provisions in a functional plan, or
43 actions implementing a functional plan require changes in an
44 adopted and acknowledged comprehensive land use plan, then
45 that action may be a land use action required to be consistent
46 with the statewide planning goals.

47
48 3.3 - Periodic Review of Comprehensive Land Use Plans - At the
49 time of periodic review for comprehensive land use plans in
50 the region the Regional Policy Advisory Committee:

51
52 a) shall identify functional plan provisions or changes

1 in functional plans adopted since the last periodic
2 review for inclusion in periodic review notices as
3 changes in law; and
4

5 b) may provide comments during the periodic review of
6 adopted and acknowledged comprehensive plans on issues of
7 regional concern.
8

9 3.4 - Periodic Review of the Regional Urban Growth Goals and
10 Objectives - If statute changes are made to ORS 197 to allow
11 acknowledgement of these goals and objectives as the means for
12 meeting the statutory requirement that these goals and
13 objectives be consistent with statewide planning goals, then
14 this section will apply. The Regional Policy Advisory
15 Committee shall consider the periodic review notice for these
16 goals and objectives and recommend a periodic review process
17 for adoption by the Metro Council.
18

19 **OBJECTIVE 4. IMPLEMENTATION ROLES**
20

21 Regional planning and the implementation of these Regional Urban
22 Growth Goals and Objectives shall recognize the inter-relationships
23 between cities, counties, special districts, Metro, regional
24 agencies, and the State, and their unique capabilities and roles.
25

26 4.1 - Metro Role - Metro shall:
27

28 a) identify and designate areas and activities of
29 metropolitan significance;
30

31 b) provide staff and technical resources to support the
32 activities of the Regional Policy Advisory Committee;
33

34 c) serve as a technical resource for cities, counties,
35 and other jurisdictions and agencies;
36

37 d) facilitate a broad-based regional discussion to
38 identify appropriate strategies for responding to those
39 issues of regional significance; and
40

41 e) coordinate the efforts of cities, counties, special
42 districts, and the state to implement adopted strategies.
43

44 A functional plan adopted by the Metro Council may emerge as
45 one of a number of possible strategies for coordinating a
46 multijurisdictional response to an issue of regional
47 significance.
48

49 4.2 - Role of Cities -
50

51 a) adopt and amend comprehensive plans;
52

- 1 b) identify potential areas and activities of
2 metropolitan significance;
3
4 c) cooperatively develop strategies for responding to
5 designated areas and activities of regional significance;
6
7 d) participate in the review and refinement of these
8 goals and objectives.
9

10 4.3 - Role of Counties -

- 11 a) adopt and amend comprehensive plans;
12
13 b) identify potential areas and activities of
14 metropolitan significance;
15
16 c) cooperatively develop strategies for responding to
17 designated areas and activities of regional significance;
18
19 d) participate in the review and refinement of these
20 goals and objectives.
21
22

23 4.4 - Role of Special Service Districts - Assist Metro with
24 the identification of areas and activities of metropolitan
25 significance and the development of strategies to address
26 them, and participate in the review and refinement of these
27 goals and objectives.
28

29 4.5 - Role of the State of Oregon - Advise Metro regarding the
30 identification of areas and activities of metropolitan
31 significance and the development of strategies to address
32 them, and participate in the review and refinement of these
33 goals and objectives.
34

35 OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS

36
37 Functional plans are limited purpose plans, consistent with these
38 goals and objectives, which address designated areas and activities
39 of metropolitan significance.
40

41 5.1 - Existing Functional Plans - Metro shall continue to
42 develop, amend, and implement, with the assistance of cities,
43 counties, special districts, and the state, statutorily
44 required functional plans for air, water, and transportation,
45 as directed by ORS 268.390(1), and for solid waste as mandated
46 by ORS ch 459.
47

48 5.2 - New Functional Plans - New functional plans shall be
49 proposed from one of two sources:
50

51 -- The Regional Policy Advisory Committee may recommend
52 that the Metro Council adopt findings designating an area

1 or activity of metropolitan significance for which a
2 functional plan should be prepared; or
3

4 -- The Metro Council may propose the preparation of a
5 functional plan to designate an area or activity of
6 metropolitan significance, and refer that proposal to the
7 Regional Policy Advisory Committee.
8

9 Upon the Metro Council adopting findings for the development
10 of a new functional plan, the Regional Policy Advisory
11 Committee shall prepare the plan, consistent with these goals
12 and objectives and the findings of the Metro Council. After
13 preparing the plan and seeking broad public and local
14 government consensus, using existing citizen involvement
15 processes established by cities, counties, and Metro, the
16 Regional Policy Advisory Committee may propose the plan to the
17 Metro Council for adoption. The Metro Council may act to
18 resolve conflicts or problems impeding the development of a
19 new functional plan should such conflicts or problems prevent
20 the Regional Policy Advisory Committee from completing its
21 work in a timely or orderly manner.
22

23 The Metro Council shall hold a public hearing on the proposed
24 plan and afterwards may decide to:
25

- 26 a) adopt the proposed functional plan; or
- 27
- 28 b) re-refer the proposed functional plan to the
29 Regional Policy Advisory Committee in order to
30 consider amendments to the proposed plan prior to
31 adoption; or
- 32
- 33 c) amend and adopt the proposed functional plan; or
- 34
- 35 d) reject the proposed functional plan.
36

37 The proposed functional plan shall be adopted by ordinance,
38 and shall include findings of consistency with these goals and
39 objectives.
40

41 5.3 - Functional Plan Implementation and Conflict Resolution -
42 Adopted functional plans shall be regionally coordinated
43 policies, facilities, and/or approaches to addressing a
44 designated area or activity of metropolitan significance, to
45 be considered by cities and counties for incorporation in
46 their comprehensive land use plans. If a city or county
47 determines that a functional plan recommendation cannot be
48 incorporated into its comprehensive plan, then Metro shall
49 review any apparent inconsistencies by the following process:
50

- 51 a) Metro and affected local governments shall notify
52 each other of apparent or potential comprehensive

1 plan inconsistencies.

2
3 b) After Metro staff review, the Regional Policy
4 Advisory Committee shall consult the affected
5 jurisdictions and attempt to resolve any apparent
6 or potential inconsistencies.

7
8 c) The Regional Policy Advisory Committee shall
9 conduct a public hearing and make a report to the
10 Metro Council regarding instances and reasons why a
11 city or county has not adopted changes consistent
12 with recommendations in a regional functional plan.

13
14 d) The Metro Council shall review the Regional Policy
15 Advisory Committee report and hold a public hearing
16 on any unresolved issues. The Council may decide
17 to:

18
19 1) amend the adopted regional functional
20 plan; or

21
22 2) initiate proceedings to require a
23 comprehensive plan change; or

24
25 3) find there is no inconsistency between the
26 comprehensive plan(s) and the functional plan.

27
28 **OBJECTIVE 6. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS AND**
29 **OBJECTIVES**

30
31 The Regional Urban Growth Goals and Objectives shall be reviewed at
32 regular intervals or at other times determined jointly by the
33 Regional Policy Advisory Committee and the Metro Council. Any
34 review and amendment process shall involve a broad cross-section of
35 citizen and jurisdictional interests, and shall be conducted by the
36 Regional Policy Advisory Committee consistent with Goal 1: Regional
37 Planning Process. Proposals for amendments shall receive broad
38 public and local government review prior to final Metro Council
39 action.

40
41 6.1 - Impact of Amendments - At the time of adoption of
42 amendments to these goals and objectives, the Metro Council
43 shall determine whether amendments to adopted functional plans
44 or the acknowledged regional urban growth boundary are
45 necessary. If amendments to adopted functional plans are
46 necessary, the Metro Council shall act on amendments to
47 applicable functional plans after referral of proposed
48 amendments to the Regional Policy Advisory Committee. All
49 amendment proposals will include the date and method through
50 which they may become effective, should they be adopted.
51 Amendments to the acknowledged regional urban growth boundary
52 will be considered under acknowledged urban growth boundary

1 amendment procedures incorporated in the Metro Code.

2
3 If changes to functional plans are adopted, affected cities
4 and counties shall be informed in writing of those changes
5 which are advisory in nature, those which recommend changes in
6 comprehensive land use plans, and those which require changes
7 in comprehensive plans. This notice shall specify the
8 effective date of particular amendment provisions.
9

10
11 GOAL II: URBAN FORM

12
13 The livability of the urban region shall be maintained and enhanced
14 through initiatives which:

15 -- preserve environmental quality;

16
17 -- coordinate the development of jobs, housing, and public
18 services and facilities; and

19
20 -- inter-relate the benefits and consequences of growth in one
21 part of the region with the benefits and consequences of
22 growth in another.
23

24
25 Urban form, therefore, describes an overall framework within which
26 regional urban growth management can occur. Clearly stating
27 objectives for urban form, and pursuing them comprehensively
28 provides the focal strategy for rising to the challenges posed by
29 the growth trends present in the region today.
30

31 II.1: NATURAL ENVIRONMENT

32
33 Preservation, use, and modification of the natural environment of
34 the region shall seek to maintain and enhance environmental quality
35 while striving for the wise use and preservation of a broad range
36 of natural resources.
37

38 OBJECTIVE 7. WATER RESOURCES

39
40 Planning and management of water resources should be coordinated in
41 order to improve the quality and ensure sufficient quantity of
42 surface water and groundwater available to the region.
43

44 7.1 Formulate Strategy - A long-term strategy, coordinated by
45 the jurisdictions and agencies charged with planning and
46 managing water resources, is needed to ensure that beneficial
47 water uses of the region can be sustained while new urban
48 growth is accommodated. New management strategies shall be
49 developed to comply with changes in both the Federal Clean
50 Water Act and the Federal Safe Drinking Water Act.
51
52