

BEFORE THE METRO COUNCIL

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

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

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

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

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

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

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

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

THE METRO COUNCIL HEREBY ORDAINS AS FOLLOWS:

1. The 1995 Regional Urban Growth Goals and Objectives, including the Metro 2040 Growth Concept, attached to and incorporated in this Ordinance as Exhibit A, are hereby adopted as the text of Metro's regional goals and objectives required by ORS 268.380; and

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

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

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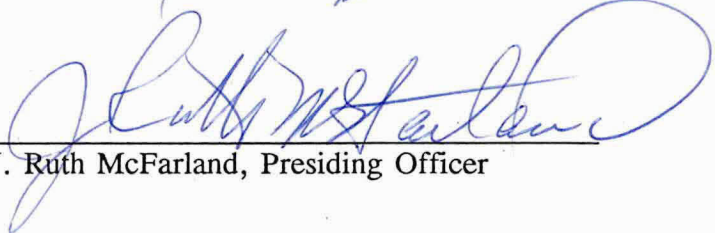
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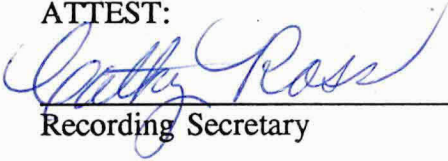
Conservation and Development Commission for acknowledgment of compliance with statewide goals consistent with ORS 197.015(1).

ADOPTED by the Metro Council this 14 day of Dec 1995.



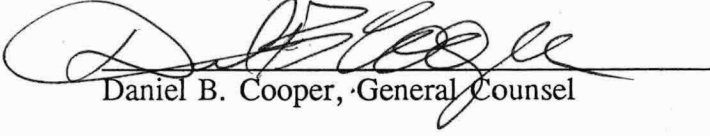
J. Ruth McFarland, Presiding Officer

ATTEST:



Cathy Ross
Recording Secretary

Approved as to Form:



Daniel B. Cooper, General Counsel

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REGIONAL URBAN GROWTH GOALS AND OBJECTIVES
ORDINANCE NO. 95-625-A

1. 1992 Metro Charter
2. 2015 Allocation, December 13, 1995, memo from John Fregonese
3. 2040 Framework Update, Fall 1995-Winter 1996
4. 2040 Framework: Report on Public Involvement, Summer 1995, August 1995, prepared by Metro Growth Management Services Department
5. 2040 Framework Update, Spring-Summer 1995
6. Metro Region 2040 Update, Fall 1994
7. Region 2040: Recommended Alternative Technical Appendix, September 15, 1994
8. Region 2040: Public Involvement Report, August 1994, prepared by Cogan Owens Cogan, Pacific Rim Resources
9. Region 2040 (Regional Design Images), May 1994, prepared by Calthorpe
10. 2040 Indicators: Housing and Employment, April 1994, prepared by ECO Northwest
11. REGION 2040: Creating and Using Descriptive Indicators: Non-Quantifiable Issues - Final Report, February 1994, prepared by Pacific Rim Resources, Inc.
12. Region 2040 Interim Report, January 1994
13. Metro Region 2040 Update, Fall-Winter 1993
14. Region 2040 Survey, July 1993
15. Region 2040: Final Report Phase I, June 9, 1993, prepared by ECO Northwest
16. Metro Region 2040 Update, Spring 1993
17. Region 2040: Mixed-Use Urban Centers: Economic and Transportation Characteristics, February 1993, prepared by Cambridge Systematics, Inc.

18. Region 2040: Summary of Round 2 of Public Involvement, January 1993, prepared by Cogan Sharpe Cogan, Pacific Rim Resources
19. Region 2040 Survey, Fall 1992
20. Region 2040: Choices for the 21st Century, Existing Conditions: Historical and Natural Features
21. Region 2040: Summary of Round 1 of Public Involvement: Implications for Defining Alternatives
22. "Citi-Speak III," A Community Attitudes Survey for Metro, April 1994, prepared by Western Attitudes
23. Community Attitudes Surveys, September 1993, prepared by Western Attitudes
24. Concepts for Growth, a Report to Council, June 1994
25. Evaluation of No-Growth and Slow-Growth Policies for the Portland Region, June 1994, prepared by ECO Northwest
26. Executive Officer Recommendation on Urban Reserve Study Area, December 7, 1995
27. Future Vision Commission: Carrying Capacity and Its Application to the Portland Metropolitan Area, April 1994, prepared by Wim Aspeslagh
28. Future Vision Commission: Settlement Patterns in the Portland Region: A Historical View, January 1994, prepared by Carl Abbott
29. Future Vision Commission: Work Styles Study, March 1994, prepared by Steve Schriver
30. Historical Development of the Metropolitan Service District, May 1991, prepared by Carl Abbott, Margery Post Abbott
31. Metro Council Resolution No. 94-2040-C, December 8, 1994
32. Metro 2040 Growth Concept, December 8, 1994
33. Oregon Business Council, 1992 Oregon Values and Beliefs Study Transit and Growth Management Findings, May 1993, prepared by Decision Sciences, Inc.
34. Picture This . . . The Results of a Visual Preference Survey, June 1993, prepared by A. Melessem Associates, Inc.

35. Portland Metro 2040 Commodity Flow and Requirements Study, Final Report, November 1994, prepared by DRI/McGraw Hill
36. Profiles of the Portland-Vancouver Economy, May 1994, Planning Department Data Resource Center
37. Recommended Alternative Decision Kit, September 1994, from the Metro Executive Officer
38. Regional Forecast (1990-2040), November 1993, Planning Department Data Resource Center
39. Regional Transportation Plan, Ordinance No. 92-433, January 23, 1992
40. Regional Urban Growth Goals and Objectives, Ordinance No. 91-418-B, September 26, 1991
41. Ten Essentials for a Quality Regional Landscape, January 1992, prepared by Department of Landscape Architecture, School of Architecture and Allied Arts, University of Oregon
42. Transportation Analysis of the Growth Concepts, Regional Transportation Planning, July 1994
43. Transportation Planning Rule Implementation Regional Guidelines, 1993
44. Vacant Lands Atlas - Clackamas County Residential: Data
45. Vacant Lands Atlas - Clackamas County Residential: Maps and Photos
46. Vacant Lands Atlas - Multnomah County Residential: Data
47. Vacant Lands Atlas - Multnomah County Residential: Maps and Photos
48. Vacant Lands Atlas - Washington County Residential: Data
49. Vacant Lands Atlas - Washington County Residential: Maps and Photos
50. Water Descriptive Indicators - Final Report, April 1994, prepared by ECO Northwest

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Regional Urban Growth Goals and Objectives

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1 **Introduction**

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

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

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

23
24 The RUGGOs are presented through two principal goals, the first dealing with the planning
25 process and the second outlining substantive concerns related to urban form. The
26 "subgoals" (in Goal II) and objectives provide clarification for the goals. The planning
27 activities reflect priority actions that need to be taken to refine and clarify the goals and
28 objectives further.
29

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

37 **Background Statement**

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

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

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

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

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

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

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

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

110

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

120

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

123 **GOAL I: REGIONAL PLANNING PROCESS**

124
125 Regional planning in the metropolitan area shall:

126
127 I.i Fully implement the regional planning functions of the 1992 Metro Charter;

128
129 I.ii Identify and designate other areas and activities of metropolitan concern
130 through a participatory process involving the Metro Policy Advisory Committee
131 (MPAC), cities, counties, special districts, school districts, and state and regional
132 agencies such as Tri-Met, the Regional Arts and Culture Council and the Port of
133 Portland; and

134
135 I.iii Occur in a cooperative manner in order to avoid creating duplicative
136 processes, standards and/or governmental roles.

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

141
142 **Objective 1. Citizen Participation**

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

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

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

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

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

162
163 2.i assist with the development and review of Metro's regional planning activities
164 pertaining to land use and growth management, including review and
165 implementation of these goals and objectives, development and implementation of
166 the regional framework plan, present and prospective functional planning, and
167 management and review of the region's UGB;

168
169 2.ii serve as a forum for identifying and discussing areas and activities of
170 metropolitan or subregional concern; and

171
172 2.iii provide an avenue for involving all cities and counties and other interests in
173 the development and implementation of growth management strategies.

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

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

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

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

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

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

203
204 3.1 These RUGGOs shall apply to adopted and acknowledged comprehensive land use
205 plans as follows:

206
207 3.1.1 Components of the regional framework plan that are adopted as functional
208 plans, or other functional plans, shall be consistent with these goals and objectives,
209 and

210
211 3.1.2 The management and periodic review of Metro's acknowledged UGB Plan,
212 shall be consistent with these goals and objectives, and

213
214 3.1.3 The MPAC may identify and propose issues of regional concern, related to or
215 derived from these goals and objectives, for consideration by cities and counties at
216 the time of periodic review of their adopted and acknowledged comprehensive
217 plans.

218
219
220 3.2 These RUGGO shall apply to Metro land use, transportation and greenspace activities
221 as follows:

222
223 3.2.1 The urban growth boundary plans, regional framework plan, functional plans, and
224 other land use activities shall be consistent with these goals and objectives.

225
226 3.2.2 To the extent that a proposed policy or action may be compatible with some goals
227 and objectives and incompatible with others, consistency with RUGGO may involve a
228 balancing of applicable goals, subgoals and objectives by the Metro Council that
229 considers the relative impacts of a particular action on applicable goals and objectives.

230
231 3.3 Periodic Updates of the RUGGOs. The MPAC shall consider the regular updates of
232 these goals and objectives and recommend based on a periodic update process adopted
233 by the Metro Council.

234
235 **Objective 4. Urban Growth Boundary Plan.** The UGB Plan has two components:

236
237 4.1 The acknowledged UGB line; and

238
239 4.2 Acknowledged procedures and standards for amending the UGB line. Metro's UGB
240 Plan is not a regional comprehensive plan but a provision of the comprehensive plans of

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

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

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

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

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

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

280 5.2.2 The Metro Council may propose the preparation of a functional plan to
281 designate an area or activity of metropolitan concern and refer that proposal to the
282 MPAC.
283

284 The matters required by the Charter to be addressed in the regional framework plan shall
285 constitute sufficient factual reasons for the development of a functional plan under
286 ORS 268.390.
287

288 Upon the Metro Council adopting factual reasons for the development of a new functional
289 plan, the MPAC shall participate in the preparation of the plan, consistent with these goals
290 and objectives and the reasons cited by the Metro Council. After preparation of the plan
291 and seeking broad public and local government consensus, using existing citizen
292 involvement processes established by cities, counties and Metro, the MPAC shall review
293 the plan and make a recommendation to the Metro Council. The Metro Council may act to
294 resolve conflicts or problems impeding the development of a new functional plan and may
295 complete the plan if the MPAC is unable to complete its review in a timely manner.
296

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

298
299 5.2.a Adopt the proposed functional plan; or
300

301 5.2.b Refer the proposed functional plan to the MPAC in order to consider
302 amendments to the proposed plan prior to adoption; or
303

304 5.2.c Amend and adopt the proposed functional plan; or
305

306 5.2.d Reject the proposed functional plan.
307

308 The proposed functional plan shall be adopted by ordinance and shall include findings of
309 consistency with these goals and objectives.
310

311 5.3 Functional Plan Implementation and Conflict Resolution. . Adopted functional plans
312 shall be regionally coordinated policies, facilities and/or approaches to addressing a
313 designated area or activity of metropolitan concern, to be considered by cities and
314 counties for incorporation in their comprehensive land use plans. If a city or county
315 determines that a functional plan requirement should not or cannot be incorporated into its
316 comprehensive plan, then Metro shall review any apparent inconsistencies by the following
317 process:
318

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

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

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

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

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

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

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

335 **Objective 6. Regional Framework Plan.** The regional framework plan required by the
336 1992 Metro Charter shall be consistent with these goals and objectives. Provisions of the
337 regional framework plan that establish performance standards and that recommend or
338 require changes in local comprehensive plans shall be adopted as functional plans, and
339 shall meet all requirements for functional plans contained in these goals and objectives.
340 The Charter requires that all mandatory subjects be addressed in the regional framework
341 plan. It does not require that all subjects be addressed to recommend or require changes
342 in current comprehensive plans. Therefore, most, but not all regional framework plan
343 components are likely to be functional plans because some changes in comprehensive
344 plans may be needed. All regional framework plan components will be submitted to LCDC
345 for acknowledgment of their compliance with the statewide planning goals. Until regional
346 framework plan components are adopted, existing or new regional functional plans will
347 continue to recommend or require changes in comprehensive plans.
348

349 **Objective 7. Periodic Review of Comprehensive Land Use Plans.** At the time of LCDC
350 initiated periodic review for comprehensive land use plans in the region the MPAC:
351

352 7.1 Shall assist Metro with the identification of regional framework plan elements,
353 functional plan provisions or changes in functional plans adopted since the last periodic
354 review for inclusion in periodic review notices as changes in law; and
355

356 7.2 May provide comments during the periodic review of adopted and acknowledged
357 comprehensive plans on issues of regional concern.
358
359
360
361

362 **Objective 8. Implementation Roles**

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

367
368 8.1 Metro Role. Metro shall:

369
370 8.1.1 Identify and designate areas and activities of metropolitan concern;

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

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

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

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

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

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

389
390 8.2. Role of Cities

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

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

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

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

402

- 403 8.3 Role of Counties
404
405 8.3.1 Adopt and amend comprehensive plans to conform to functional plans
406 adopted by Metro;
407
408 8.3.2 Identify potential areas and activities of metropolitan concern through a
409 broad-based local discussion;
410
411 8.3.3 Cooperatively develop strategies for responding to designated areas and
412 activities of metropolitan concern;
413
414 8.3.4 Participate in the review and refinement of these goals and objectives.
415
416 8.4 Role of Special Service Districts. Assist Metro, through a broad-based local
417 discussion, with the identification of areas and activities of metropolitan concern and the
418 development of strategies to address them, and participate in the review and refinement of
419 these goals and objectives. Special Service Districts will conduct their operations in
420 conformance with acknowledged Comprehensive Plans affecting their service territories
421
422 8.5 Role of School Districts
423
424 8.5.1 Advise Metro regarding the identification of areas and activities of school
425 district concern;
426
427 8.5.2 Cooperatively develop strategies for responding to designated areas and
428 activities of school district concern;
429
430 8.5.3 Participate in the review and refinement of these goals and objectives.
431
432 8.6 Role of the State of Oregon
433
434 8.6.1 Advise Metro regarding the identification of areas and activities of
435 metropolitan concern;
436
437 8.6.2 Cooperatively develop strategies for responding to designated areas and
438 activities of metropolitan concern;
439
440 8.6.3 Review state plans, regulations, activities and related funding to consider
441 changes in order to enhance implementation of the regional framework plan and
442 functional plans adopted by Metro, and employ state agencies and programs and

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

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

447
448 **Objective 9. Future Vision**

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

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

465
466 The Future Vision (adopted by Ordinance 95-605) was prepared by a broadly
467 representative commission, appointed by the Metro Council, and will be reviewed and
468 amended as needed, and comprehensively reviewed and, if need be, revised every 15
469 years. Metro is required by the Charter to describe the relationship of components of the
470 Regional Framework Plan, and the Regional Framework Plan as a whole, to the Future
471 Vision.

472
473 **Objective 10. Performance Measures**

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

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

484 Metro's Regional Framework Plan, functional plans and Growth Concept Map. While
485 performance measures are intended to be useful in measuring progress, the Metro Council
486 intends to have planning and implementation of policies as its major work effort, not
487 development of performance measures.

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

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

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

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

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

516

517 GOAL II: URBAN FORM

518
519

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

524

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

526

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

530

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

534

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

536

537 II.1: NATURAL ENVIRONMENT

538

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

542

543 **Objective 12. Watershed Management and Regional Water Quality**

544

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

548

549 12.1 Formulate Strategy. Metro will develop a long-term regional strategy for
550 comprehensive water resources management, created in partnership with the jurisdictions
551 and agencies charged with planning and managing water resources and aquatic habitats .

552 The regional strategy shall meet state and federal water quality standards and
553 complement, but not duplicate, local integrated watershed plans. It shall:

554

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

- 558 12.1.2 comply with state and federal water quality requirements ;
559
560 12.1.3 sustain designated beneficial water uses; and
561
562 12.1.4 promote multi-objective management of the region's watersheds to the
563 maximum extent practicable; and
564
565 12.1.5 encourage the use of techniques relying on natural processes to address
566 flood control, storm water management, abnormally high winter and low summer
567 stream flows and nonpoint pollution reduction.
568

569 *Planning Activities*¹:

570
571 Planning programs for water resources management shall:

- 572
573 • Identify the future resource needs and carrying capacities of the region for designated
574 beneficial uses of water resources which recognizes the multiple values of rural and
575 urban watersheds.
576
577 • Monitor regional water quality and quantity trends vis-a-vis beneficial use standards
578 adopted by federal, state, regional and local governments for specific water resources
579 important to the region, and use the results to change water t planning activities to
580 accomplish the watershed management and regional water quality objectives.
581
582 • Integrate urban and rural watershed management in coordination with local water
583 quality agencies.
584
585 • Evaluate the cost-effectiveness of alternative water resource management practices,
586 including conservation.
587 • Preserve, restore, create and enhance water bodies to maintain their beneficial uses.
588
589 • Utilize public and/or private partnerships to promote multi-objective management,
590 education and stewardship of the region's watersheds.
591
592
593

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

594 **Objective 13: Urban Water Supply**

595

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

598

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

602

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

609

610 **Planning Activities:**

611

612 • Actively participate as a member of the Regional Water Supply Planning Study
613 (RWSPS) and provide regional growth projections and other relevant data to ensure
614 coordination between Region 2040 planning program and the RWSPS. The RWSPS
615 will:

616

617 • identify the future resource needs of the region for municipal and industrial water
618 supply;

619

620 • identify the transmission and storage needs and capabilities for water supply to
621 accommodate future growth; and

622

623 • identify water conservation technologies, practices and incentives for demand
624 management as part of the regional water supply planning activities.

625

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

630

631 **Objective 14. Air Quality**

632

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

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

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

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

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

647
648 *Planning Activities:*

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

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

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

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

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

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

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

674

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

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

682
683 *Planning Activities:*

- 684
685 1. Identify areas within the region where open space deficiencies exist now, or will in the
686 future, given adopted land use plans and growth trends, and act to meet those future
687 needs. Target acreage should be developed for neighborhood, community and regional
688 parks as well as for other types of open space in order to meet local needs while sharing
689 responsibility for meeting metropolitan open space demands.
690
691 2. Develop multi-jurisdictional tools for planning and financing the protection and
692 maintenance of open space resources. Particular attention will be paid to using the
693 land use planning and permitting process and to the possible development of a land-
694 banking program.
695
696 3. Conduct a detailed biological field inventory of the region to establish an accurate
697 baseline of native wildlife and plant populations. Target population goals for native
698 species will be established through a public process which will include an analysis of
699 amounts of habitat necessary to sustain native populations at target levels.
700
701 4. The natural areas, parks and open space identified on the Growth Concept Map should
702 be acquired, except in extraordinary circumstances, from willing sellers and be removed
703 from any regional inventories of buildable land.
704
705 5. Populations of native plants and animals will be inventoried, utilizing tools such as
706 Metro's GIS and Parks and Greenspaces program, Oregon Natural Heritage Database,
707 Oregon's GAP Analysis Program and other relevant programs, to develop strategies to
708 maintain the region's biodiversity (or biological diversity).
709
710 6. Utilizing strategies which are included in Oregon Department of Fish and Wildlife's
711 Wildlife Diversity Program and working with state and federal fish and wildlife
712 personnel, develop a strategy to maintain the region's biodiversity
713
714
715

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

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

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

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

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

731
732 *Planning Activities:*

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

736
737 **II.2 BUILT ENVIRONMENT**

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

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

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

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

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

754

755 II.2.v the creation of a balanced transportation system, less dependent on the
756 private automobile, supported by both the use of emerging technology and the
757 location of jobs, housing, commercial activity, parks and open space.
758

759 **Objective 17. Housing**

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

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

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

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

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

774
775 *Planning Activities:*

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

- 779
780
- 781 • provide for the sharing of regional housing supply responsibilities by ensuring the
782 presence of single and multiple family zoning in every jurisdiction; and
 - 783 • plan for local residential housing densities that support net residential housing density
784 assumptions underlying the regional UGB.
785
786

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

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

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

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

821

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

823

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

- 829
- 830 18.i minimize public and private costs;
- 831
- 832 18.ii maximize service efficiencies and coordination;
- 833
- 834 18.iii result in maintained or enhanced environmental quality and the
835 conservation of natural resources;
- 836

837 18.iv keep pace with growth and achieving planned service levels;

838
839 18.v to produce, transmit and use energy efficiently; and

840
841 18.vi shape and direct growth to meet local and regional objectives.

842
843 18.1 Planning Area. The long-term geographical planning area for the provision of urban
844 services shall be the area described by the adopted and acknowledged UGB and the
845 designated urban reserves.

846
847 18.2 Forecast Need. Public service and facility development shall be planned to
848 accommodate the rate of urban growth forecast in the adopted regional growth forecast,
849 including anticipated expansions into urban reserve areas.

850
851 18.3 Timing. The region should seek the provision of public facilities and services at the
852 time of new urban growth.

853
854 *Planning Activities:*

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

863
864 **Objective 19. Transportation**

865
866 A regional transportation system shall be developed which:

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

871
872 19.ii. Recognizes and protects freight movement within and through the region and
873 the road, rail, air, waterway and pipeline facilities needed to facilitate this
874 movement.

875
876 19.iii provides adequate levels of mobility consistent with local comprehensive
877 plans and state and regional policies and plans;

- 878 19.iv encourages energy efficiency;
879
880 19.v supports a balance of jobs and housing as well as the community identity of
881 neighboring cities;
882
883 19.vi recognizes financial constraints and provides public investment guidance for
884 achieving the desired urban form; and
885
886 19.vii minimizes the environmental impacts of system development, operations and
887 maintenance.
888
889 19.viii rewards and reinforces pedestrian activity as a mode of choice.
890
891 19.x. identifies and protects intermodal transfer points
892
- 893 19.1 System Priorities. In developing new regional transportation system infrastructure,
894 the highest priority should be meeting the mobility needs of the city center and regional
895 centers, and their suburban arterials, when designated. Such needs, associated with
896 ensuring access to jobs, housing, cultural and recreational opportunities and shopping
897 within and among those centers, should be assessed and met through a combination of
898 intensifying land uses and increasing transportation system capacity so as to mitigate
899 negative impacts on environmental quality and where and how people live, work and play.
900
- 901 19.2. Environmental Considerations. Planning for the regional transportation system
902 should seek to:
903
- 904 19.2.1 reduce the region's transportation-related energy consumption and air
905 pollution through increased use of transit, telecommuting, zero-emission vehicles,
906 car pools, vanpools, bicycles and walking;
907
- 908 19.2.2 maintain the region's air and water quality (see Objective 12 Watershed
909 Management and Regional Water Quality and Objective 14: Air Quality); and
910
- 911 19.2.3 reduce negative impacts on parks, public open space, wetlands and
912 negative effects on communities and neighborhoods arising from noise, visual
913 impacts and physical segmentation.
914
- 915 19.3 Transportation Balance. Although the predominant form of transportation is the
916 private automobile, planning for and development of the regional transportation system
917 should seek to:
918

919 19.3.1 reduce automobile dependency, especially the use of single-occupancy
920 vehicles;

921
922 19.3.2 increase the use of transit through both expanding transit service and
923 addressing a broad range of requirements for making transit competitive with the
924 private automobile; and

925
926 19.3.3 encourage bicycle and pedestrian movement through the location and
927 design of land uses. Adequate facilities for pedestrians and bicyclists are to be
928 provided and maintained.

929
930 19.3.4 encourage telecommuting as a means of reducing trips to and from work.

931
932 *Planning Activities:*

933
934 1. The Metro Council shall direct the development and adoption of a new Regional
935 Transportation Plan (RTP) as an element of its Regional Framework Plan that, at a
936 minimum:

- 937
938 • identifies the role for local transportation system improvements and relationship
939 between local, regional and state transportation system improvements in regional
940 transportation plans;
- 941
942 • clarifies institutional roles, especially for plan implementation, in local, regional and
943 state transportation plans;
- 944
945 • includes plans and policies for the inter-regional movement of people and goods by
946 rail, ship, barge and air in regional transportation plans;
- 947
948 • identifies and addresses needs for freight movement through a coordinated program
949 of transportation system improvements and actions to affect the location of trip
950 generating activities;
- 951
952 • identifies and incorporates demand management strategies to ensure that the region
953 meets the objectives of the Transportation Planning Rule for transportation system
954 function and VMT reduction; and
- 955
956 • Includes strategies for improving connectivity and the environment for pedestrian
957 movements, particularly within centers, station communities and neighborhoods.
958

- 959 2. Structural barriers to mobility for transportation disadvantaged populations should be
960 assessed in the current and planned regional transportation system and addressed
961 through a comprehensive program of transportation and other actions.
962
963 a. Supports the implementation of the pattern of uses in relation to the transportation
964 system shown on the Growth Concept Map, and achieves the performance
965 measures as may be included in the appendix and established through the regional
966 planning process.
967
968 b. Identifies and addresses structural barriers to mobility for transportation
969 disadvantaged populations.
970

971
972 **Objective 20. Economic Opportunity**

973
974 Metro should support public policy which maintains a strong economic climate through
975 encouraging the development of a diverse and sufficient supply of jobs, especially family
976 wage jobs, in appropriate locations throughout the region.
977

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

981
982 · Low costs for goods and services;

983
984 Convenience, including nearby and easily accessible stores; quick, safe, and readily
985 available transportation to all modes;

986
987 A wide and deep selection of goods and services;

988
989 Quality service;

990
991 Safety and security and

992
993 Comfort, enjoyment and entertainment.
994

995 Expansions of the UGB for industrial or commercial purposes shall occur in locations
996 consistent with these RUGGOs and where an assessment of the type, mix and wages of
997 existing and anticipated jobs within subregions justifies such expansion. The number and
998 wage level of jobs within each subregion should be balanced with housing cost and
999 availability within that subregion. Strategies should be developed to coordinate the

1000 planning and implementation activities of this element with Objective 17: Housing and
1001 Objective 23, Developed Urban Land.

1002
1003 *Planning Activities:*

- 1004
- 1005 1. Regional and subregional economic opportunities analyses, as described in OAR 660
1006 Division 9, should be conducted to:
- 1007
- 1008 • assess the adequacy and, if necessary, propose modifications to the supply of
1009 vacant and redevelopable land inventories designated for a broad range of
1010 employment activities;
 - 1011
 - 1012 • identify regional and subregional target industries. Economic subregions will be
1013 developed which reflect a functional relationship between locational characteristics
1014 and the locational requirements of target industries. Enterprises identified for
1015 recruitment, retention and expansion should be basic industries that broaden and
1016 diversify the region's economic base while providing jobs that pay at family wage
1017 levels or better; and
 - 1018
 - 1019 • link job development efforts with an active and comprehensive program of training
1020 and education to improve the overall quality of the region's labor force. In particular,
1021 new strategies to provide labor training and education should focus on the needs of
1022 economically disadvantaged, minority and elderly populations.
 - 1023
- 1024 2. An assessment shall be made of the potential for redevelopment and/or intensification
1025 of use of existing commercial and industrial land resources in the region.
- 1026
- 1027 3. The Metro Council shall establish an on-going program to compile and analyze data and
1028 to prepare maps and reports which describe the geographic distribution of jobs, income,
1029 investment and tax capacity throughout the region.
- 1030
- 1031 4. Emphasize the retention and expansion of existing businesses. They already play an
1032 important part in the region and they have reason to redevelop in ways that will increase
1033 employment and/or productivity.
- 1034
- 1035 • At each time of LCDC mandated periodic review, targeted industries should be
1036 designated by Metro and strategies should be identified and implemented to ensure
1037 adequate public infrastructure, resources and transportation access necessary for these
1038 industries. Special attention to industries which have agglomerative economies in the
1039 region and industries and companies that sell more than 25 percent of their end
1040 products and services outside the region shall be given priority in any designation .

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Objective 21. Urban Vitality

Special attention shall be paid to promoting mixed use development in existing city and neighborhood centers that have experienced disinvestment and /or are currently underutilized and /or populated by a disproportionately high percentage of people living at or below 80% of the area median income. In creating these designations, Metro shall consider new and existing community plans developed by community residents.

II.3: GROWTH MANAGEMENT

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

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

Objective 22. Urban/Rural Transition

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

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

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

1082 22.3 Urban Reserves. "Urban reserves areas", designated pursuant to
1083 LCDC's Urban Reserve Rule for purposes of coordinating planning and
1084 estimating areas for future urban expansion, shall be consistent with these
1085 goals and objectives, and reviewed by Metro at least every 15 years.
1086

1087 22.3.1 Inclusion of land within an urban reserve area shall
1088 generally be based upon the locational factors of Goal 14. Lands
1089 adjacent to the UGB shall be studied for suitability for inclusion within
1090 urban reserves as measured by factors 3 through 7 of Goal 14 and by
1091 the requirements of OAR 660-04-010.
1092

1093 22.3.2 Lands of lower priority in the LCDC rule priorities may be
1094 included in urban reserves if specific types of land needs cannot be
1095 reasonably accommodated on higher priority lands, after options
1096 inside the UGB have been considered, such as land needed to bring
1097 jobs and housing into close proximity to each other.
1098

1099 22.3.3 Lands of lower priority in the LCDC Rule priorities may be
1100 included in urban reserves if needed for physical separation of
1101 communities inside or outside the UGB to preserve separate
1102 community identities.
1103

1104 22.3.4 Expansion of the UGB shall occur consistent with the
1105 Urban/Rural Transition, Developed Urban Land, UGB and Neighbor
1106 City Objectives. Where urban land is adjacent to rural lands outside of
1107 an urban reserve, Metro will work with affected cities and counties to
1108 ensure that urban uses do not significantly affect the use or condition
1109 of the rural land. Where urban land is adjacent to lands within an
1110 urban reserve that may someday be included within the UGB, Metro
1111 will work with affected cities and counties to ensure that rural
1112 development does not create obstacles to efficient urbanization in the
1113 future.
1114

1115 ~~22.3.5 New urban reserve areas may be needed to clarify long-~~
1116 ~~term public facility policies or to replace urban reserve areas added to~~
1117 ~~the urban growth boundary. Study areas for potential consideration as~~
1118 ~~urban reserve study areas may be identified at the time of the 5-year~~
1119 ~~regional forecast of population and employment for a Metro work~~
1120 ~~program. Urban reserve study areas shall be identified by Metro~~
1121 ~~Council resolution. Identification of these study areas shall not be a~~

1122 ~~final location decision excluding other areas from consideration prior~~
1123 ~~to the decision to designate new urban reserves.~~

1124
1125 *Planning Activities:*

- 1126
1127 1. Identification of urban reserves adjacent to the UGB shall be accompanied by the
1128 development of a generalized future land use plan. The planning effort will primarily
1129 be concerned with identifying and protecting future open space resources and the
1130 development of short-term strategies needed to preserve future urbanization
1131 potential. Ultimate providers of urban services within those areas should be
1132 designated and charged with incorporating the reserve area(s) in their public facility
1133 plans in conjunction with the next periodic review. Changes in the location of the
1134 UGB should occur so as to ensure that plans exist for key public facilities and
1135 services.
1136
1137 2. The prospect of creating transportation and other links between the urban economy
1138 within the Metro UGB and other urban areas in the state should be investigated as a
1139 means for better utilizing Oregon's urban land and human resources. . The region,
1140 working with the state and other urban communities in the northern Willamette
1141 Valley, should evaluate the opportunities for accommodating forecasted urban
1142 growth in urban areas outside of and not adjacent to the present UGB.
1143

1144 **Objective 23. Developed Urban Land**

1145
1146 Opportunities for and obstacles to the continued development and redevelopment of
1147 existing urban land shall be identified and actively addressed. A combination of
1148 regulations and incentives shall be employed to ensure that the prospect of living,
1149 working and doing business in those locations remains attractive to a wide range of
1150 households and employers. In coordination with affected agencies, encourage the
1151 redevelopment and reuse of lands used in the past or already used for commercial or
1152 industrial purposes wherever economically viable and environmentally sound.
1153

1154 23.1 Redevelopment and Infill. When Metro examines whether additional urban land
1155 is needed within the UGB, it shall assess redevelopment and infill potential in the
1156 region. The potential for redevelopment and infill on existing urban land will be included
1157 as an element when calculating the buildable land supply in the region, where it can be
1158 demonstrated that the infill and redevelopment can be reasonably expected to occur
1159 during the next 20 years.
1160

1161 Metro will work with jurisdictions in the region to determine the extent to which
1162 redevelopment and infill can be relied on to meet the identified need for additional

1163 urban land. After this analysis and review, Metro will initiate an amendment of the UGB
1164 to meet that portion of the identified need for land not met through commitments for
1165 redevelopment and infill.

1166
1167

1168 *Planning Activities:*

1169

1170 1. Metro's assessment of redevelopment and infill potential in the region shall include
1171 but not be limited to:

1172

1173 a. An inventory of parcels where the assessed value of improvements is such that it
1174 can reasonably be expected to redevelop or intensify in the planning period.

1175

1176 b. An analysis of the difference between comprehensive plan development
1177 densities and actual development densities for all parcels as a first step towards
1178 determining the efficiency with which urban land is being used. In this case,
1179 efficiency is a function of land development densities incorporated in local
1180 comprehensive plans.

1181

1182 c. An assessment of the impacts on the cost of housing by redevelopment versus
1183 expansion of the UGB.

1184

1185 d. An assessment of the impediments to redevelopment and infill posed by existing
1186 urban land uses or conditions and the capacity of urban service providers such
1187 as water, sewer, transportation, schools, etc. to serve.

1188

1189 2. Financial incentives to encourage redevelopment and infill consistent with adopted
1190 and acknowledged comprehensive plans should be pursued to make redevelopment
1191 and infill attractive alternatives to raw land conversion for investors and buyers.

1192

1193 3. Tools will be developed to address regional economic equity issues stemming from
1194 the fact that not all jurisdictions will serve as a site for an economic activity center.
1195 Such tools may include off-site linkage programs to meet housing or other needs or
1196 a program of fiscal tax equity.

1197

1198 4. The success of centers, main streets, station communities and other land
1199 classifications will depend on targeting public investments, encouraging
1200 complementary public/private partnerships, and committing time and attention to the
1201 redesign and redevelopment of these areas. Metro shall conduct an analysis of
1202 proposed centers and other land classifications identified on the Growth Concept
1203 Map, and others in the future, to determine what mix of uses, densities, building

1204 design and orientation standards, transit improvements, pedestrian improvements,
1205 bicycle improvements and other infrastructure changes are needed for their
1206 success. Those with a high probability for success will be retained on the Growth
1207 Concept Map and targeted for public investment and attention.
1208

- 1209 5. In addition to targeting public infrastructure and resources to encourage compact
1210 urban land uses such as those cited above, the region shall also conduct analyses
1211 of industrial and employment areas to identify the ease of freight movement and any
1212 improvements that should be made to improve, maintain or enhance freight
1213 movements and maintain the region's competitive advantage compared with other
1214 regions to move freight quickly and easily.
1215

1216 **Objective 24. Urban Growth Boundary**
1217

1218 The regional UGB, a long-term planning tool, shall separate urbanizable from rural
1219 land, be based in aggregate on the region's 20-year projected need for urban land and
1220 be located consistent with statewide planning goals and these RUGGOs and adopted
1221 Metro Council procedures for UGB amendment. In the location, amendment and
1222 management of the regional UGB, Metro shall seek to improve the functional value of
1223 the boundary.
1224

1225 24.1 Expansion into Urban Reserves. Upon demonstrating a need for additional
1226 urban land, major and legislative UGB amendments shall only occur within urban
1227 reserves once adopted, unless urban reserves are found to be inadequate to
1228 accommodate the amount of land needed for one or more of the following reasons:
1229

- 1230 a. Specific types of identified land needs cannot be reasonably accommodated on
1231 urban reserve lands;
1232
1233 b. Future urban services could not reasonably be provided to urban reserves due
1234 to topographical or other physical constraints; or
1235
1236 c. Maximum efficiency of land uses within a proposed UGB requires inclusion of
1237 lower priority lands other than urban reserves in order to include or provide
1238 services to urban reserves.
1239

1240 24.2 Urban Growth Boundary Amendment Process. Criteria for amending the UGB
1241 shall be derived from statewide planning goals 2 and 14, other applicable state
1242 planning goals and relevant portions of these RUGGOs.
1243

244 24.2.1 Major Amendments. Proposals for major amendment of the UGB shall
245 be made through a legislative process in conjunction with the development and
246 adoption of regional forecasts for population and employment growth. The
247 amendment process will be initiated by a Metro finding of need, and involve local
248 governments, special districts, citizens and other interests.

249
250 24.2.2 Locational Adjustments. Locational adjustments of the UGB shall be
251 brought to Metro by cities, counties and/or property owners based on public
252 facility plans in adopted and acknowledged comprehensive plans.

253
254 **Objective 25. Urban Design**

255
256 The identity and functioning of communities in the region shall be supported through:

257
258 25.i the recognition and protection of critical open space features in the
259 region;

260
261 25.ii public policies which encourage diversity and excellence in the design
262 and development of settlement patterns, landscapes and structures; and

263
264 25.iii ensuring that incentives and regulations guiding the development and
265 redevelopment of the urban area promote a settlement pattern which:

266
267 25.iiia link any public incentives to a commensurate public benefit
268 received or expected and evidence of private needs;

269
270 25.iiib is pedestrian "friendly", encourages transit use and reduces
271 auto dependence;

272
273 25.iiic provides access to neighborhood and community parks,
274 trails and walkways, and other recreation and cultural areas and public
275 facilities;

276
277 25.iiid reinforces nodal, mixed use, neighborhood oriented design;

278
279 25.iiie includes concentrated, high density, mixed use urban
280 centers developed in relation to the region's transit system;

281
282 25.iiif is responsive to needs for privacy, community, sense of place
283 and personal safety in an urban setting; and
284

1285 25.iii.g facilitates the development and preservation of
1286 affordable mixed-income neighborhoods.
1287

1288 25.1 Pedestrian and transit supportive building patterns will be encouraged in order
1289 to minimize the need for auto trips and to create a development pattern conducive to
1290 face-to-face community interaction.
1291

1292 *Planning Activities:*
1293

- 1294 1. A regional landscape analysis shall be undertaken to inventory and analyze the
1295 relationship between the built and natural environments and to identify key open
1296 space, topographic, natural resource, cultural and architectural features which
1297 should be protected or provided as urban growth occurs.
1298
1299 2. Model guidelines and standards shall be developed which expand the range of tools
1300 available to jurisdictions for accommodating change in ways compatible with
1301 neighborhoods and communities while addressing this objective.
1302
1303 3. Light rail transit stops, bus stops, transit routes and transit centers leading to and
1304 within centers shall be planned to encourage pedestrian use and the creation of
1305 mixed use, high density residential development.
1306

1307 **Objective 26. Neighbor Cities**
1308

1309 Growth in cities outside the Metro UGB, occurring in conjunction with the overall
1310 population and employment growth in the region, should be coordinated with Metro's
1311 growth management activities through cooperative agreements which provide for:
1312

1313 26.1 Separation. The communities within the Metro UGB, in neighbor cities and in
1314 the rural areas in between will all benefit from maintaining the separation between
1315 these places as growth occurs. Coordination between neighboring cities, counties and
1316 Metro about the location of rural reserves and policies to maintain separation should be
1317 pursued.
1318

1319 26.2 Jobs Housing Balance. To minimize the generation of new automobile trips, a
1320 balance of sufficient number of jobs at wages consistent with housing prices in
1321 communities both within the Metro UGB and in neighboring cities should be pursued.
1322

1323 26.3 Green Corridors. The "green corridor" is a transportation facility through a rural
1324 reserve that serves as a link between the metropolitan area and a neighbor city which
1325 also limits access to the farms and forests of the rural reserve. The intent is to keep

1326 urban to urban accessibility high to encourage a balance of jobs and housing, but limit
1327 any adverse effect on the surrounding rural areas.
1328

1329 *Planning Activities:*
1330

- 1331 1. Metro will work with the state, neighbor cities and counties to create
1332 intergovernmental agreements which implement neighbor city objectives. Metro will
1333 seek to link regional and state investment in public facilities and services to efforts
1334 to implement neighbor city agreements.
1335
- 1336 2. Metro will undertake a study of the green corridor concept to determine what the
1337 consequences might be of initiatives which enhance urban to urban accessibility in
1338 the metropolitan market area.
1339

1340 II.4: Metro 2040 Growth Concept

1341

1342 Description of the Metro 2040 Growth Concept

1343

1344 This Growth Concept states the preferred form of regional growth and development
1345 adopted in the Region 2040 planning process including the 2040 Growth Concept Map.
1346 This Concept is adopted for the long term growth management of the region including a
1347 general approach to approximately where and how much the UGB should be ultimately
1348 expanded, what ranges of density are estimated to accommodate projected growth
1349 within the boundary, and which areas should be protected as open space.

1350

1351 This Growth Concept is designed to accommodate approximately 720,000 additional
1352 residents and 350,000 additional jobs. The total population served within this concept
1353 is approximately 1.8 million residents within the Metro boundary.

1354

1355 The basic philosophy of the Growth Concept is: preserve our access to nature and
1356 build better communities for the people who live here today and who will live here in the
1357 future. The Growth Concept applies Goal II Objectives with the analysis of the Region
1358 2040 project to guide growth for the next 50 years. The Growth Concept is an
1359 integrated set of Objectives subject to Goal I and Objectives 1-11.

1360

1361 The conceptual description of the preferred urban form of the region in 2040 is in the
1362 Concept Map and this text. This Growth Concept sets the direction for development of
1363 implementing policies in Metro's existing functional plans and the Charter-required
1364 regional framework plan. This direction will be refined, as well as implemented, in
1365 subsequent functional plan amendments and framework plan components. Additional
1366 planning will be done to test the Growth Concept and to determine implementation
1367 actions. Amendments to the Growth Concept and some RUGGOs Objectives may be
1368 needed to reflect the results of additional planning to maintain the consistency of
1369 implementation actions with RUGGOs.

1370

1371 Fundamental to the Growth Concept is a multi-modal transportation system which
1372 assures mobility of people and goods throughout the region, consistent with
1373 Objective 19, Transportation. By coordinating land uses and this transportation
1374 system, the region embraces its existing locational advantage as a relatively
1375 uncongested hub for trade.

1376

1377 The basic principles of the Growth Concept directly apply Growth Management Goals and
1378 Objectives in Objectives 21-25. . An urban to rural transition to reduce sprawl, keeping a
1379 clear distinction between urban and rural lands and balancing re-development, is needed.
1380 Separation of urbanizable land from rural land shall be accomplished by the UGB for the

381 region's 20-year projected need for urban land. That boundary will be expanded into
382 designated urban reserves areas when a need for additional urban land is demonstrated.
383 the Metro Council will determine the land need for urban reserves.. About 22,000 acres of
384 Urban Reserve Study Area shown on the Concept Map will be studied before urban reserve
385 areas are designated. This assumes cooperative agreements with neighboring cities to
386 coordinate planning for the proportion of projected growth in the Metro region expected to
387 locate within their urban growth boundaries and urban reserve areas.
388

389 The Metro UGB would only expand into urban reserves when need for additional urban
390 land is demonstrated. Rural reserves are intended to assure that Metro and
391 neighboring cities remain separate. The result is intended to be a compact urban form
392 for the region coordinated with nearby cities to retain the region's sense of place.
393

394 Mixed use urban centers inside the UGB are one key to the Growth Concept. Creating
395 higher density centers of employment and housing and transit service with compact
396 development, retail, cultural and recreational activities, in a walkable environment is
397 intended to provide efficient access to goods and services, enhance multi modal
398 transportation and create vital, attractive neighborhoods and communities. The Growth
399 Concept uses interrelated types of centers. The Central City is the largest market area,
400 the region's employment and cultural hub. Regional Centers serve large market areas
401 outside the central city, connected to it by high capacity transit and highways.
402 Connected to each Regional Center, by road and transit, are smaller Town Centers
403 with local shopping and employment opportunities within a local market area. Planning
404 for all of these centers will seek a balance between jobs , housing and unique blends of
405 urban amenities so that more transportation trips are likely to remain local and become
406 more multi modal.
407

408 In keeping with the jobs housing balance in centers, a jobs housing balance by regional
409 sub-areas can and should also be a goal. This would account for the housing and
410 employment outside centers, and direct policy to adjust for better jobs housing ratios
411 around the region.
412

413 Recognition and protection of open spaces both inside the UGB and in rural reserves
414 outside urban reserves are reflected in the Growth Concept. Open spaces, including
415 important natural features and parks, are important to the capacity of the UGB and the
416 ability of the region to accommodate housing and employment. Green areas on the
417 Concept Map may be designated as regional open space. That would remove these
418 lands from the inventory of urban land available for development. Rural reserves,
419 already designated for farms, forestry, natural areas or rural-residential use, would
420 remain and be further protected from development pressures.
421

1422 The Concept Map shows some transportation facilities to illustrate new concepts, like
1423 "green corridors," and how land use areas, such as centers, may be served. Neither
1424 the current regional system nor final alignment choices for future facilities are intended
1425 to be represented on the Concept Map.
1426

1427 The percentages and density targets used in the Growth Concept to describe the
1428 relationship between centers and areas are estimates based on modeling analysis of
1429 one possible configuration of the Growth Concept. Implementation actions that vary
1430 from these estimates may indicate a need to balance other parts of the Growth Concept
1431 to retain the compact urban form contained in the Growth Concept. Land use
1432 definitions and numerical targets as mapped, are intended as targets and will be
1433 refined in the Regional Framework Plan. Each jurisdiction will certainly adopt a unique
1434 mix of characteristics consistent with each locality and the overall Growth Concept.
1435

1436 Neighbor Cities

1437
1438 The Growth Concept recognizes that neighboring cities surrounding the region's
1439 metropolitan area are likely to grow rapidly. There are several cities proximate to the
1440 Metro region. The Metro Council shall pursue discussion of cooperative efforts with
1441 neighboring cities. Full Neighbor City recognition could be achieved with the completion
1442 of intergovernmental agreements concerning the key concepts cited below. Communities
1443 such as Sandy, Canby, and Newberg will be affected by the Metro Council's decisions
1444 about managing the region's growth. A significant number of people would be
1445 accommodated in these neighboring cities, and cooperation between Metro and these
1446 communities is necessary to address common transportation and land-use issues.
1447

1448 There are four key concepts for cooperative agreements with neighbor cities:

- 1449
1450 1. There shall be a separation of rural land between each neighboring city and the
1451 metropolitan area. If the region grows together, the transportation system would suffer
1452 and the cities would lose their sense of community identity.
1453
- 1454 2. There should be a strong balance between jobs and housing in the neighbor cities.
1455 The more a city retains a balance of jobs and households, the more trips will remain
1456 local.
1457
- 1458 3. Each neighboring city should have its own identity through its unique mix of
1459 commercial, retail, cultural and recreational opportunities which support the
1460 concentration of jobs and housing.
1461

1462 4. There should be consideration of a "green corridor," transportation facility through a
1463 rural reserve that serves as a link between the metropolitan area and a neighbor city
1464 with limited access to the farms and forests of the rural reserve. This would keep
1465 accessibility high, which encourages employment growth but limits the adverse affect
1466 on the surrounding rural areas. Metro will seek limitations in access to these facilities
1467 and will seek intergovernmental agreements with ODOT, the appropriate counties and
1468 neighbor cities to establish mutually acceptable growth management strategies. Metro
1469 will link transportation improvements to neighbor cities to successful implementation of
1470 these intergovernmental agreements.

1471
1472 Cooperative planning between a city outside the region and Metro could also be initiated
1473 on a more limited basis. These cooperative efforts could be completed to minimize the
1474 impact of growth on surrounding agriculture and natural resource lands, maintain a
1475 separation between a city and the Metro UGB, minimize the impact on state transportation
1476 facilities, match population growth to rural resource job and local urban job growth and
1477 coordinate land use policies." Communities such as North Plains and other communities
1478 adjacent to the region such as Estacada and Scappoose may find this more limited
1479 approach suitable to their local situation.

1480
1481
1482 Rural Reserves

1483
1484 Some rural lands adjacent to and nearby the regional UGB and not designated as urban
1485 reserves may be designated as rural reserves. This designation is intended as a policy
1486 statement by Metro to not extend its UGB into these areas and to support neighboring
1487 cities' efforts not to expand their urban growth boundaries into these areas. The
1488 objectives for rural land planning in the region will be to maintain the rural character of the
1489 landscape to support and maintain our agricultural economy, and to avoid or eliminate
1490 conflicts with farm and forest practices, help meet regional needs for open space and
1491 wildlife habitat, and help to clearly separate urban from rural land. This will be pursued by
1492 not expanding the UGB into these areas and supporting rural zoning designations. These
1493 rural reserves keep adjacent urban areas separate. These rural lands are not needed or
1494 planned for development but are more likely to experience development pressures than
1495 are areas farther away.

1496
1497 These lands will not be developed in urban uses in the foreseeable future, an idea that
1498 requires agreement among local, regional and state agencies. They are areas outside the
1499 present UGB and along highways that connect the region to neighboring cities.

1500
1501 New rural commercial or industrial development would be restricted. Some areas would
1502 receive priority status as potential areas for park and open space acquisition. . Zoning

1503 would be for resource protection on farm and forestry land, and very low density
1504 residential (no greater average density than one unit for five acres) for exception land.

1505
1506 These rural reserves would support and protect farm and forestry operations. The
1507 reserves also would include some purchase of natural areas adjacent to rivers, streams
1508 and lakes to make sure the water quality is protected and wildlife habitat enhanced.
1509 Large natural features, such as hills and buttes, also would be included as rural reserves
1510 because they buffer developed areas and are poor candidates for compact urban
1511 development.

1512
1513 Rural reserves are designated in areas that are most threatened by new development,
1514 that separate communities, or exist as special resource areas.

1515
1516 Rural reserves also would be retained to separate cities within the Metro boundary.
1517 Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville all have existing areas of rural
1518 land that provide a break in urban patterns. Urban reserve study areas that are indicated
1519 on the Concept Map are also separated by rural reserves, such as the Damascus-Pleasant
1520 Valley areas from Happy Valley.

1521
1522 The primary means of achieving rural reserves would be through the regional framework
1523 plan for areas within the Metro boundary, and voluntary agreements among Metro, the
1524 counties, neighboring cities and the state for those areas outside the Metro boundary.
1525 These agreements would prohibit extending urban growth into the rural reserves and
1526 require that state agency actions are consistent with the rural reserve designation.

1527
1528 Open Spaces and Trail Corridors

1529
1530 The areas designated open space on the Concept map are parks, stream and trail
1531 corridors, wetlands and floodplains, largely undeveloped upland areas and areas of
1532 compatible very low density residential development. Many of these natural features
1533 already have significant land set aside as open space. The Tualatin Mountains, for
1534 example, contain major parks such as Forest Park and Tryon Creek State Park and
1535 numerous smaller parks such as Gabriel Park in Portland and Wilderness Park in West
1536 Linn. Other areas are oriented toward wetlands and streams, with Fanno Creek in
1537 Washington County having one of the best systems of parks and open space in the region.

1538
1539 Local jurisdictions are encouraged to establish acres of open space per capita goals based
1540 on rates at least as great as current rates, in order to keep up with current conditions.

1541
1542 Designating these areas as open spaces would have several effects. First, it would remove
1543 these land from the category of urban land that is available for development. The capacity

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

552
553 About 35,000 acres of land and water inside today's UGB are included as open spaces in
554 the Growth Concept Map. Preservation of these Open Spaces could be achieved by a
555 combination of ways. Some areas could be purchased by public entities, such as Metro's
556 Greenspaces program or local park departments. Others may be donated by private
557 citizens or by developers of adjacent properties to reduce the impact of development.
558 Some could be protected by environmental zoning which allows very low-density residential
559 development through the clustering of housing on portions of the land while leaving
560 important features as common open space.

561
562 Centers

563
564 Creating higher density centers of employment and housing is advantageous for several
565 reasons. These centers provide access to a variety of goods and services in a relatively
566 small geographic area, creating an intense business climate. Having centers also makes
567 sense from a transportation perspective, since most centers have an accessibility level that
568 is conducive to transit, bicycling and walking. Centers also act as social gathering places
569 and community centers, where people would find the cultural and recreational activities and
570 "small town atmosphere" they cherish.

571
572 The major benefits of centers in the marketplace are accessibility and the ability to
573 concentrate goods and services in a relatively small area. The problem in developing
574 centers, however, is that most of the existing centers are already developed and any
575 increase in the density must be made through redeveloping existing land and buildings.
576 Emphasizing redevelopment in centers over development of new areas of undeveloped
577 land is a key strategy in the Growth Concept. Areas of high unemployment and low
578 property values should be specially considered to encourage reinvestment and
579 redevelopment. Incentives and tools to facilitate redevelopment in centers should be
580 identified.

581
582 There are three types of centers, distinguished by size and accessibility. The "central city"
583 is downtown Portland and is accessible to millions of people. "Regional centers" are

1584 accessible to hundreds of thousands of people and "town centers" are accessible to tens of
1585 thousands.

1586
1587 The Central City

1588
1589 Downtown Portland serves as our major regional center and functions quite well as an
1590 employment and cultural hub for the metropolitan area. It provides accessibility to the
1591 many businesses that require access to a large market area and also serves as the location
1592 for cultural and social functions that draw the region together. It is the center for local,
1593 regional, state and federal governments, financial institutions, commerce, the center for arts
1594 and culture, and for visitors to the region.

1595
1596 In addition, downtown Portland has a high percentage of travel other than by car -- three
1597 times higher than the next most successful area. Jobs and housing are readily available
1598 there, without the need for a car. Maintaining and improving upon the strengths of our
1599 regional downtown shall remain a high priority.

1600
1601 Today, about 20 percent of all employment in the region is in downtown Portland. Under
1602 the Growth Concept, downtown Portland would grow at about the same rate as the rest of
1603 the region and would remain the location of about 20 percent of regional employment. To
1604 do this, downtown Portland's 1990 density of 150 people per acre would increase to about
1605 250 people per acre. Improvements to the transit system network, development of a multi-
1606 modal street system and maintenance of regional through routes (the highway system)
1607 would provide additional mobility to and from the city center.

1608
1609 Regional Centers

1610
1611 There are nine regional centers, serving four market areas (outside of the Central City
1612 market area). Hillsboro serves that western portion of the region and Gresham the eastern.
1613 The Central City and Gateway serve most of the Portland area as a regional center.
1614 Downtown Beaverton and Washington Square serve the east Washington County area,
1615 and downtown Oregon City, Clackamas Town Center and Milwaukie together serve
1616 Clackamas County and portions of outer south east Portland.

1617
1618 These Regional Centers would become the focus of compact development, redevelopment
1619 and high-quality transit service, multi-modal street networks and act as major nodes along
1620 regional through routes. The Growth Concept estimates that about 3 percent of new
1621 household growth and 11 percent of new employment growth would be accommodated in
1622 these regional centers. From the current 24 people per acre, the Growth Concept would
1623 allow of about 60 people per acre.

1624

1625 Transit improvements would include light-rail connecting all regional centers to the Central
1626 City. A dense network of multi-modal arterial and collector streets would tie regional
1627 centers to surrounding neighborhoods and other centers. Regional through-routes would
1628 be designed to connect regional centers and ensure that these centers are attractive
1629 places to conduct business. The relatively small number of centers reflects not only the
1630 limited market for new development at this density but also the limited transportation
1631 funding for the high-quality transit and roadway improvements envisioned in these areas.
1632 As such, the nine regional centers should be considered candidates and ultimately the
1633 number should be reduced or policies established to phase-in certain regional centers
1634 earlier than others.

1635
1636 **Town Centers**

1637
1638 Smaller than regional centers and serving populations of tens of thousands of people, town
1639 centers are the third type of center with compact development and transit service. Town
1640 centers would accommodate about 3 percent of new households and more than 7 percent
1641 of new employment. The 1990 density of an average of 23 people per acre would nearly
1642 double -- to about 40 persons per acre, the current densities of development along
1643 Hawthorne Boulevard and in downtown Hillsboro.

1644
1645 Town centers would provide local shopping, employment and cultural and recreational
1646 opportunities within a local market area. They are designed to provide local retail and
1647 services, at a minimum. They also would vary greatly in character. Some would become
1648 traditional town centers, such as Lake Oswego, Oregon City and Forest Grove, while others
1649 would change from an auto-oriented development into a more complete community, such
1650 as Hillsdale. Many would also have regional specialties, such as office centers envisioned
1651 for the Cedar Mill town center. Several new town centers are designated, such as in Happy
1652 Valley and Damascus, to accommodate the retail and service needs of a growing
1653 population while reducing auto travel. Others would combine a town center within a
1654 regional center, offering the amenities and advantages of each type of center.

1655
1656 **Corridors**

1657
1658 Corridors are not as dense as centers, but also are located along good quality transit lines.
1659 They provide a place for densities that are somewhat higher than today and feature a high-
1660 quality pedestrian environment and convenient access to transit. Typical new
1661 developments would include rowhouses, duplexes, and one to three story office and retail
1662 buildings, and average about 25 persons per acre. While some corridors may be
1663 continuous, narrow bands of higher intensity development along arterial roads, others may
1664 be more 'nodal', that is, a series of smaller centers at major intersections or other locations
1665 along the arterial which have high quality pedestrian environments, good connections to

1666 adjacent neighborhoods and good transit service. So long as the average target densities
1667 and uses are allowed and encouraged along the corridor, many different development
1668 patterns - nodal or linear - may meet the corridor objective.

1669
1670 Station Communities

1671
1672 Station communities are nodes of development centered around a light rail or high capacity
1673 transit station which feature a high-quality pedestrian environment. They provide for the
1674 highest density outside centers. The station communities would encompass an area
1675 approximately one-half mile from a station stop. The densities of new development would
1676 average about 45 persons per acre. Zoning ordinances now set minimum densities for
1677 most Eastside and Westside MAX station communities. An extensive station community
1678 planning program is now under way for each of the Westside station communities, and
1679 similar work is envisioned for the proposed South/North line. It is expected that the station
1680 community planning process will result in specific strategies and plan changes to
1681 implement the station communities concept.

1682
1683 Because the Growth Concept calls for many corridors and station communities throughout
1684 the region, together they are estimated to accommodate 27 percent of the new households
1685 of the region and nearly 15 percent of new employment.

1686
1687 Main Streets and Neighborhood Centers

1688
1689 During the early decades of this century, main streets served by transit and characterized
1690 by a strong business and civic community were a major land-use pattern throughout the
1691 region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham as well as the
1692 Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are
1693 undergoing a revival and provide an efficient and effective land-use and transportation
1694 alternative. The Growth Concept calls for main streets to grow from 1990 levels of 36
1695 people per acre to about 39 per acre. Main streets would accommodate nearly 2 percent of
1696 housing growth.

1697
1698 Main streets typically will serve neighborhoods and may develop a regional specialization --
1699 such as antiques, fine dining, entertainment or specialty clothing -- that draws people from
1700 other parts of the region. Main Streets form neighborhood centers as areas that provide
1701 the retail and service development at other intersections at the focus of neighborhood
1702 areas and around MAX light rail stations. When several main streets occur within a few
1703 blocks of one another, they may also serve as a dispersed town center, such as the main
1704 street areas of Belmont, Hawthorne and Division that form a town center for inner southeast
1705 Portland.

1706

1707 Neighborhoods

1708
1709 Residential neighborhoods would remain a key component of the Growth Concept and
1710 would fall into two basic categories. Inner neighborhoods include areas such as Portland
1711 Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that
1712 are accessible to employment. Lot sizes would be smaller to accommodate densities
1713 increasing from 1990 levels of about 11 people per acre to about 14 per acre. Inner
1714 neighborhoods would trade smaller lot sizes for better access to jobs and shopping. They
1715 would accommodate about 28 percent of new households and 15 percent of new
1716 employment (some of the employment would be home occupations and the balance would
1717 be neighborhood-based employment such as schools, daycare and some neighborhood
1718 businesses).

1719
1720 Outer neighborhoods would be farther away from large employment centers and would
1721 have larger lot sizes and lower densities. Examples include cities such as Forest Grove,
1722 Sherwood and Oregon City, and any additions to the UGB. From 1990 levels of nearly 10
1723 people per acre, outer neighborhoods would increase to about 13 per acre. These areas
1724 would accommodate about 28 percent of new households and 10 percent of new
1725 employment.

1726
1727 One of the most significant problems in some newer neighborhoods is the lack of street
1728 connections, a recent phenomenon that has occurred in the last 25 years. It is one of the
1729 primary causes of increased congestion in new communities. Traditional neighborhoods
1730 contained a grid pattern with up to 20 through streets per mile. But in new areas, one to
1731 two through streets per mile is the norm. Combined with large scale single-use zoning and
1732 low densities, it is the major cause of increasing auto dependency in neighborhoods. To
1733 improve local connectivity throughout the region, all areas shall develop master street plans
1734 intended to improve access for all modes of travel. These plans shall include 8 to 20 local
1735 street connections per mile, except in cases where fewer connections are necessitated by
1736 constraints such as natural or constructed features (for example streams, wetlands, steep
1737 slopes, freeways, airports, etc.)

1738
1739 Industrial Areas and Employment Areas

1740
1741 The Portland metropolitan area economy is heavily dependant upon wholesale trade and
1742 the flow of commodities to national and international markets. The high quality of our
1743 freight transportation system and, in particular, our intermodal freight facilities are essential
1744 to continued growth in trade. The intermodal facilities (air and marine terminals, freight rail
1745 yards and common carrier truck terminals) are an area of regional concern, and the
1746 regional framework plan will identify and protect lands needed to meet their current and
1747 projected space requirements.

- 1748 Industrial areas would be set aside primarily for industrial activities. Other supporting uses,
1749 including some retail uses, may be allowed if limited to sizes and locations intended to
1750 serve the primary industrial uses. They include land-intensive employers, such as those
1751 around the Portland International Airport, the Hillsboro Airport and some areas along
1752 Highway 212/224. Areas of high agglomerative economic potential, such as the Sunset
1753 Corridor for electronics products and the Northwest Industrial sanctuary for metal products,
1754 shall be supported with transportation planning and infrastructure development designed to
1755 meet their needs. Industrial areas are expected to accommodate 10 percent of regional
1756 employment and no households. Retail uses whose market area is substantially larger
1757 than the employment area shall not be considered supporting uses.
1758
- 1759 Other employment centers would be designated as employment areas, mixing various
1760 types of employment and including some residential development as well. These
1761 employment areas would provide for about five percent of new households and 14 percent
1762 of new employment within the region. Densities would rise substantially from 1990 levels of
1763 about 11 people per acre to about 20 people per acre. Employment areas would be
1764 expected to include some limited retail commercial uses primarily to serve the needs of
1765 people working or living in the immediate employment areas, not larger market areas
1766 outside the employment area. Exceptions to this general policy can be made only for
1767 certain areas, indicated in a functional plan.
1768
- 1769 The siting and development of new industrial areas would consider the proximity of housing
1770 for all income ranges provided by employment in the projected industrial center, as well as
1771 accessibility to convenient and inexpensive non-auto transportation. The continued
1772 development of existing industrial areas would include attention to these two issues as well.
1773
- 1774 Urban Reserves
- 1775
- 1776 One important feature of the Growth Concept is that it would accommodate all 50 years of
1777 forecasted growth through a relatively small amount of urban reserves. Urban reserves
1778 consist of land set aside outside the present UGB for future growth. The Growth Concept
1779 contains approximately 22,000 acres of Urban Reserve Study Areas shown on the Concept
1780 Map. Less than the full Study Area may be needed for urban reserve area designation if
1781 the other density goals of the Growth Concept are met. Over 75 percent of these lands are
1782 currently zoned for rural housing and the remainder are zoned for farm or forestry uses.
1783 These areas shall be refined for designation of urban reserves required by the Growth
1784 Concept.
1785
- 1786 Transportation Facilities
1787

1788 In undertaking the Region 2040 process, the region has shown a strong commitment to
1789 developing a regional plan that is based on greater land use efficiencies and a truly multi-
1790 modal transportation system. However, the transportation system defined in the Growth
1791 Concept Analysis serves as a theoretical definition (construct) of the transportation system
1792 needed to serve the land uses in the Growth Concept (Recommended Alternative urban
1793 form). The modeled system reflects only one of many possible configurations that might be
1794 used to serve future needs, consistent with the policy direction called for in the Growth
1795 Concept (amendment to RUGGOs).

1796
1797 As such, the Growth Concept (Recommended Alternative) transportation map provides only
1798 general direction for development of an updated RTP and does not prescribe or limit what
1799 the RTP will ultimately include in the regional system. Instead, the RTP will build upon the
1800 broader land use and transportation directions that are defined in the Growth Concept
1801 (Recommended Alternative).

1802
1803 The transportation elements needed to create a successful growth management policy are
1804 those that support the Growth Concept. Traditionally, streets have been defined by their
1805 traffic-carrying potential, and transit service according to its ability to draw commuters.
1806 Other travel modes have not been viewed as important elements of the transportation
1807 system. The Growth Concept establishes a new framework for planning in the region by
1808 linking urban form to transportation. In this new relationship, transportation is viewed as a
1809 range of travel modes and options that reinforce the region's growth management goals.

1810
1811 Within the framework of the Growth Concept is a network of multi-modal corridors and
1812 regional through-routes that connect major urban centers and destinations. Through-routes
1813 provide for high-volume auto and transit travel at a regional scale, and ensure efficient
1814 movement of freight. Within multi-modal corridors, the transportation system will provide a
1815 broader range of travel mode options, including auto, transit, bicycle and pedestrian
1816 networks, that allow choices of how to travel in the region. These travel options will
1817 encourage the use of alternative modes to the auto, a shift that has clear benefits for the
1818 environment and the quality of neighborhoods and urban centers and address the needs of
1819 those without access to automobiles.

1820
1821 In addition to the traditional emphasis on road and transit facilities, the development of
1822 networks for freight travel and intermodal facilities, for bicycle and pedestrian travel and the
1823 efficient use of capacity on all streets through access management and congestion
1824 management and/or pricing will be part of a successful transportation system.

1825
1826 While the Concept Map shows only major transit facilities and corridors, all areas within the
1827 UGB have transit access. Transit service in the Growth Concept included both fixed-route

1828 and demand responsive systems. The RTP shall further define the type and extent of
1829 transit service available throughout the region.

1830
1831 Intermodal Facilities

1832
1833 The region's continued strength as a national and international distribution center is
1834 dependent upon adequate intermodal facilities and access to them. Intermodal facilities
1835 include marine terminals, railroad intermodal points, such as the Union Pacific's Albina
1836 Yard, the airports and the Union Station/inter-city bus station area. The RTP will identify
1837 these areas and their transportation requirements and will identify programs to provide
1838 adequate freight capacity.

1839
1840
1841 Truck Routes

1842 Truck routes will be identified and freight movement will be given priority in terms of
1843 roadway design and operation between areas with freight dependent uses within the region
1844 and major facilities serving areas locations outside the region.

1845
1846 Regional Through-Routes

1847
1848 These are the routes that move people and goods through and around the region, connect
1849 regional centers to each other and to the Central City, and connect the region to the
1850 statewide and interstate transportation system. They include freeways, limited access
1851 highways and heavily traveled arterials, and usually function as through-routes. As such,
1852 they are important not only because of the movement of people, but as one of the region's
1853 major freight systems. Since much of our regional economy depends on the movement of
1854 goods and services, it is essential to keep congestion on these roads at manageable
1855 levels. These major routes frequently serve as transit corridors but are seldom conducive
1856 to bicycles or pedestrians because of the volume of auto and freight traffic that they carry.

1857
1858 With their heavy traffic and high visibility, these routes are attractive to business. However,
1859 when they serve as a location for auto-oriented businesses, the primary function of these
1860 routes, to move regional and statewide traffic, can be eroded. While they serve as an
1861 appropriate location for auto-oriented businesses, they are poor locations for businesses
1862 that are designed to serve neighborhoods or sub-regions. These are better located on
1863 multi-modal arterials. They need the highest levels of access control. In addition, it is
1864 important that they not become barriers to movements across them by other forms of travel,
1865 auto, pedestrian, transit or bicycle. They shall focus on providing access to centers and
1866 neighbor cities, rather than access to the lands that front them.

1867
1868

369 Multi-Modal Arterials

370
371 These represent most of the region's arterials. They include a variety of design styles and
372 speeds, and are the backbone for a system of multi-modal travel options. Older sections of
373 the region are better designed for multi-modal travel than new areas. Although these
374 streets are often smaller than suburban arterials, they carry a great deal of traffic (up to
375 30,000 vehicles a day), experience heavy bus ridership along their routes and are
376 constructed in dense networks that encourage bicycle and pedestrian travel. The RTP shall
377 identify these multi-modal streets and develop a plan to further encourage alternative travel
378 modes within these corridors.

379
1880 Many new streets, however, are designed to accommodate heavy auto and freight traffic at
1881 the expense of other travel modes. Multiple, wide lanes, dedicated turning lanes, narrow
1882 sidewalks exposed to moving traffic, and widely-spaced intersections and street crossings
1883 create an environment that is difficult and dangerous to negotiate without a car. The RTP
1884 shall identify these potential multi-modal corridors and establish design standards that
1885 encourage other modes of travel along these routes.

1886
1887 Some multi-modal arterials also carry significant volumes of freight. The RTP will ensure
1888 that freight mobility on these routes is adequately protected by considering freight needs
1889 when identifying multi-modal routes, and in establishing design standards intended to
1890 encourage alternative modes of passenger travel.

1891
1892 Collectors and Local Streets

1893
1894 These streets become a regional priority when a lack of adequate connections forces
1895 neighborhood traffic onto arterials. New suburban development increasingly depends on
1896 arterial streets to carry trips to local destinations, since most new local streets systems are
1897 specifically designed with curves and cul-de-sacs to discourage local through travel by any
1898 mode. The RTP should consider a standard of 8 to 20 through streets per mile, applied to
1899 both developed and developing areas to reduce local travel on arterials. There should also
1900 be established standard bicycle and pedestrian through-routes (via easements, greenways,
1901 fire lanes, etc.) in existing neighborhoods where changes to the street system are not a
1902 reasonable alternative.

1903
1904 Light Rail

1905
1906 Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders and
1907 provides a critical travel option to major destinations. The primary function of light rail in
1908 the Growth Concept is to link regional centers and the Central City, where concentrations of
1909 housing and employment reach a level that can justify the cost of developing a fixed transit

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

913
914 In addition, neighbor cities of sufficient size should also include a transit connection to the
915 metropolitan area to provide a full-range of transportation alternatives.

916
917 "Planned and Existing Light Rail Lines" on the Concept Map represent some locations
918 shown on the current RTP which were selected for initial analysis. "Proposed Light Rail
919 Alignments" show some appropriate new light rail locations consistent with serving the
920 Growth Concept. "Potential HCT lines" highlight locations for some concentrated form of
921 transit, possibly including light rail. These facilities demonstrate the general direction for
922 development of an updated RTP which will be based on further study. The Concept Map
923 transportation facilities do not prescribe or limit the existing or updated RTP.

924
925 **Bicycle and Pedestrian Networks**

926
927 Bicycling and walking should play an important part in the regional transportation system
928 especially within neighborhoods and centers and for other shorter trips. They are also
929 essential to the success of an effective transit system. In addition to the arrangement of
930 land uses and site design, route continuity and the design of rights-of-way in a manner
931 friendly to bicyclists and pedestrians are necessary. The RTP will establish targets which
932 substantially increase the share of these modes.

933
934 **Demand Management/Pricing**

935
936 The land uses and facilities in the Growth Concept cannot, by themselves, meet the
937 region's transportation objectives. Demand Management (carpooling, parking management
938 and pricing strategies) and system management will be necessary to achieve the
939 transportation system operation described in the Growth Concept. Additional actions will
940 be need to resolve the significant remaining areas of congestion and the high VMT/capita
941 which it causes. The RTP will identify explicit targets for these programs in various areas
942 of the region.

943

(INSERT EXHIBIT A: GROWTH CONCEPT MAP HERE)

1944 **GLOSSARY**

- 1945
- 1946 **Areas and Activities of Metropolitan Concern.** A program, area or activity, having
- 1947 significant impact upon the orderly and responsible development of the metropolitan area
- 1948 that can benefit from a coordinated multi-jurisdictional response.
- 1949
- 1950 **Beneficial Use Standards.** Under Oregon law, specific uses of water within a drainage
- 1951 basin deemed to be important to the ecology of that basin as well as to the needs of local
- 1952 communities are designated as "beneficial uses." Hence, "beneficial use standards" are
- 1953 adopted to preserve water quality or quantity necessary to sustain the identified beneficial
- 1954 uses.
- 1955
- 1956 **Center City.** The downtown and adjacent portions of the city of Portland. See the Growth
- 1957 Concept map and text.
- 1958
- 1959 **Corridors.** While some corridors may be continuous, narrow bands of higher intensity
- 1960 development along arterial roads, others may be more 'nodal', that is, a series of smaller
- 1961 centers at major intersections or other locations along the arterial which have high quality
- 1962 pedestrian environments, good connections to adjacent neighborhoods and good transit
- 1963 service. So long as the average target densities and uses are allowed and encouraged
- 1964 along the corridor, many different development patterns - nodal or linear - may meet the
- 1965 corridor objective .
- 1966
- 1967 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic
- 1968 assessment of the likely trends for growth of local economies in the state consistent with
- 1969 OAR 660-09-015. Such an analysis is critical for economic planning and for ensuring that
- 1970 the land supply in an urban area will meet long-term employment growth needs.
- 1971
- 1972 **Employment Areas** Areas of mixed employment that include various types of
- 1973 manufacturing, distribution and warehousing uses, commercial and retail development as
- 1974 well as some residential development. Retail uses should primarily serve the needs of the
- 1975 people working or living in the immediate employment area. Exceptions to this general
- 1976 policy can be made only for certain areas indicated in a functional plan.
- 1977
- 1978 **Exception.** An "exception" is taken for land when either commitments for use, current
- 1979 uses, or other reasons make it impossible to meet the requirements of one or a number of
- 1980 the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3
- 1981 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply
- 1982 with the strict resource protection requirements of those goals and are thereby able to be
- 1983 used for other than rural resource production purposes. Lands not excepted from statewide

1984 planning goals 3 and 4 are to be used for agricultural or forest product purposes, and other,
1985 adjacent uses must support their continued resource productivity.
1986

1987 **Exclusive Farm Use.** Land zoned primarily for farming and restricting many uses that are
1988 incompatible with farming, such as rural housing. Some portions of rural reserves also may
1989 be zoned as exclusive farm use.
1990

1991 **Fair Share** A proportionate amount by local jurisdiction. Used in the context of affordable
1992 housing in this document. "Fair-share" means that each city and county within the region
1993 working with Metro to establish local and regional policies which will provide the opportunity
1994 within each jurisdiction for accommodating a portion of the region's need for affordable
1995 housing.
1996

1997 **Family Wage Job.** A permanent job with an annual income greater than or equal to the
1998 average annual covered wage in the region. The most current average annual covered
1999 wage information from the Oregon Employment Division shall be used to determine the
2000 family wage job rate for the region or for counties within the region.
2001

2002 **Fiscal Tax Equity.** The process by which inter-jurisdictional fiscal disparities can be
2003 addressed through a partial redistribution of the revenue gained from economic wealth,
2004 particularly the increment gained through economic growth.
2005

2006 **Freight Mobility.** The efficient movement of goods from point of origin to destination.
2007

2008 **Functional Plan.** A limited purpose multi-jurisdictional plan for an area or activity having
2009 significant district-wide impact upon the orderly and responsible development of the
2010 metropolitan area that serves as a guideline for local comprehensive plans consistent with
2011 ORS 268.390.
2012

2013 **Growth Concept.** A concept for the long-term growth management of our region, stating
2014 the preferred form of the regional growth and development, including where and how much
2015 the UGB should be expanded, what densities should characterize different areas, and
2016 which areas should be protected as open space.
2017

2018 **High Capacity Transit.** Transit routes that may be either a road designated for frequent
2019 bus service or for a light-rail line.
2020

2021 **Housing Affordability.** The availability of housing such that no more than 30 percent (an
2022 index derived from federal, state and local housing agencies) of the monthly income of the
2023 household need be spent on shelter.

- 2024 **Industrial Areas.** An area set aside for industrial activities. Supporting commercial and
2025 related uses may be allowed, provided they are intended to serve the primary industrial
2026 users. Residential development shall not be considered a supporting use, nor shall retail
2027 users whose market area is substantially larger than the industrial area be considered
2028 supporting uses.
- 2029
- 2030 **Infill.** New development on a parcel or parcels of less than one contiguous acre located
2031 within the UGB.
- 2032
- 2033 **Infrastructure.** Roads, water systems, sewage systems, systems for storm drainage,
2034 telecommunications and energy transmission and distribution systems, bridges,
2035 transportation facilities, parks, schools and public facilities developed to support the
2036 functioning of the developed portions of the environment. Areas of the undeveloped
2037 portions of the environment such as floodplains, riparian and wetland zones, groundwater
2038 recharge and discharge areas and Greenspaces that provide important functions related to
2039 maintaining the region's air and water quality, reduce the need for infrastructure expenses
2040 and contribute to the region's quality of life.
- 2041
- 2042 **Inner Neighborhoods.** Areas in Portland and the older cities that are primarily residential,
2043 close to employment and shopping areas, and have slightly smaller lot sizes and higher
2044 population densities than in outer neighborhoods.
- 2045
- 2046 **Intermodal** The connection of one type of transportation mode with another
- 2047
- 2048 **Intermodal Facility.** A transportation element that accommodates and interconnects
2049 different modes of transportation and serves the statewide, interstate and international
2050 movement of people and goods.
- 2051
- 2052 **Jobs Housing Balance.** The relationship between the number, type, mix and wages of
2053 existing and anticipated jobs balanced with housing costs and availability so that non-auto
2054 trips are optimized in every part of the region.
- 2055
- 2056 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned
2057 for by local government but which also may be provided by private enterprise and are
2058 essential to the support of more intensive development, including transportation, water
2059 supply, sewage, parks, schools and solid waste disposal.
- 2060
- 2061 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy
2062 statement of the governing body of a city or county that inter-relates all functional and
2063 natural systems and activities related to the use of land, consistent with state law.

2064 **Major Amendment.** A proposal made to the Metro Council for expansion of the UGB of 20
2065 acres or more, consistent with the provisions of the Metro code.
2066

2067 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land
2068 Conservation and Development Commission to assure opportunity for the provision of
2069 adequate numbers of needed housing units and the efficient use of land within the Metro
2070 UGB. This rule establishes minimum overall net residential densities for all cities and
2071 counties within the UGB, and specifies that 50 percent of the land set aside for new
2072 residential development be zoned for multifamily housing.
2073

2074 **Main Streets.** Neighborhood shopping areas along a main street or at an intersection,
2075 sometimes having a unique character that draws people from outside the area. NW 23rd
2076 Avenue and SE Hawthorne Boulevard are current examples of main streets.
2077

2078 **Neighborhood Centers.** Retail and service development that surrounds major MAX
2079 stations and other major intersections, extending out for one-quarter to one-half mile.
2080

2081 **Neighboring Cities.** Cities such as Sandy, Canby, and Newberg that are outside Metro's
2082 jurisdiction but will be affected by the growth policies adopted by the Metro Council or other
2083 jurisdictions, such as North Plains, Estacada or Scappoose, which may be affected by
2084 Metro actions.
2085

2086 **Open Space.** Publicly and privately -owned areas of land, including parks, natural areas
2087 and areas of very low density development inside the UGB.
2088

2089 **Outer Neighborhoods.** Areas in the outlying cities that are primarily residential, farther
2090 from employment and shopping areas, and have larger lot sizes and lower population
2091 densities than inner neighborhoods.
2092

2093 **Pedestrian Scale.** An urban development pattern where walking is a safe, convenient and
2094 interesting travel mode. It is an area where walking is at least as attractive as any other
2095 mode to all destinations within the area. The following elements are not cited as
2096 requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide
2097 walking surfaces; easily visible from streets and buildings and safe for walking; minimal
2098 points where high speed automobile traffic and pedestrians mix; frequent crossings;
2099 storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways
2100 and lighting designed to serve those on foot; well integrated into the transit system and
2101 having uses which cater to people on foot.
2102

2103 **Persons Per Acre.** This is a term expressing the intensity of building development by
2104 combining residents per net acre and employees per net acre.

2105
2106 **Planning activities** Planning activities cited in the RUGGO are not regulatory but contain
2107 implementation ideas for future study in various stages of development that may or may not
2108 lead to RUGGO amendments, new functional plans, functional plan amendments, or
2109 regional framework plan elements. Planning activities for any given year will be subject to
2110 Metro Executive Officer budget recommendations and Metro Council budget adoption.

2111
2112 **Regional Centers.** Areas of mixed residential and commercial use that serve hundreds of
2113 thousands of people and are easily accessible by different types of transit. Examples
2114 include traditional centers such as downtown Gresham and new centers such as
2115 Clackamas Town Center.

2116
2117 **Rural Reserves.** Areas that are a combination of public and private lands outside the
2118 UGB, used primarily for farms and forestry. They are protected from development by very
2119 low-density zoning and serve as buffers between urban areas.

2120
2121 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in
2122 compliance with Federal air quality standards.

2123
2124 **Stewardship** A planning and management approach that considers environmental
2125 impacts and public benefits of actions as well as public and private dollar costs.

2126
2127 **Station Communities** That area generally within a 1/4- to 1/2-mile radius of light rail
2128 stations or other high capacity transit which is planned as a multi-modal community of
2129 mixed uses and substantial pedestrian accessibility improvements.

2130
2131 **Subregion.** An area of analysis used by Metro centered on each regional center and used
2132 for analyzing jobs/housing balance.

2133
2134 **Town Centers.** Areas of mixed residential and commercial use that serve tens of
2135 thousands of people. Examples include the downtowns of Forest Grove and Lake
2136 Oswego.

2137
2138 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the
2139 development of jobs, housing, and public services and facilities, and inter-relate the
2140 benefits and consequences of growth in one part of the region with the benefits and
2141 consequences of growth in another. Urban form, therefore, describes an overall framework
2142 within which regional urban growth management can occur. Clearly stating objectives for

143 urban form and pursuing them comprehensively provides the focal strategy for rising to the
144 challenges posed by the growth trends present in the region today.


145
146 **Urban Growth Boundary.** A boundary which identifies urban and urbanizable lands
147 needed during the 20-year planning period to be planned and serviced to support urban
148 development densities, and which separates urban and urbanizable lands from rural land.

149
150 **Urban Reserve Area.** An area adjacent to the present UGB defined to be a priority
151 location for any future UGB amendments when needed. Urban reserves are intended to
152 provide cities, counties, other service providers, and both urban and rural land owners with
153 a greater degree of certainty regarding future regional urban form. Whereas the UGB
154 describes an area needed to accommodate the urban growth forecasted over a 20-year
155 period, the urban reserves plus the area inside the UGB estimate the area capable of
156 accommodating the growth expected for 50 years.

157
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REGION 2040
 DRAFT NOVEMBER 1997
Decisions for Tomorrow
2040 Growth Concept

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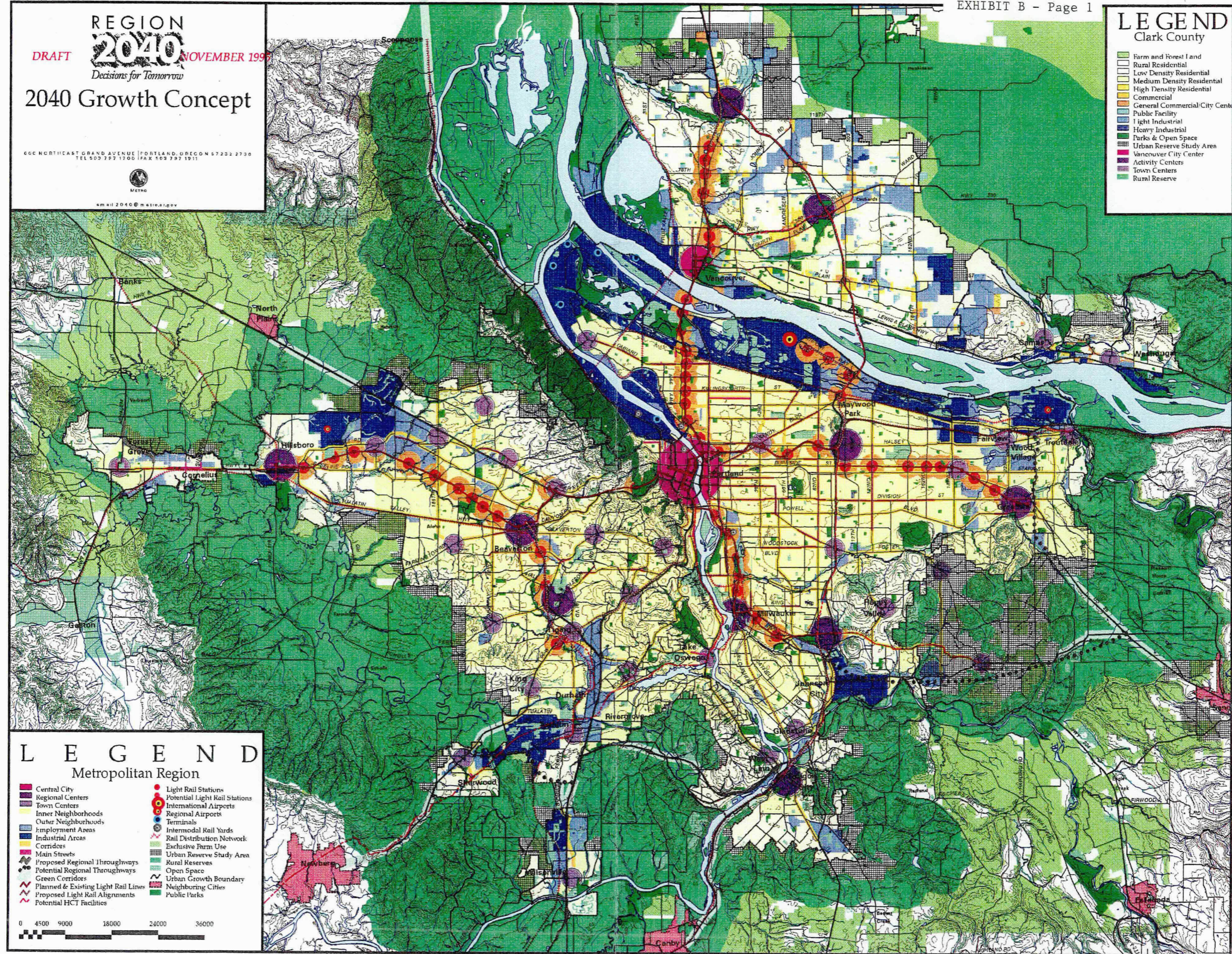
LEGEND
 Clark County

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

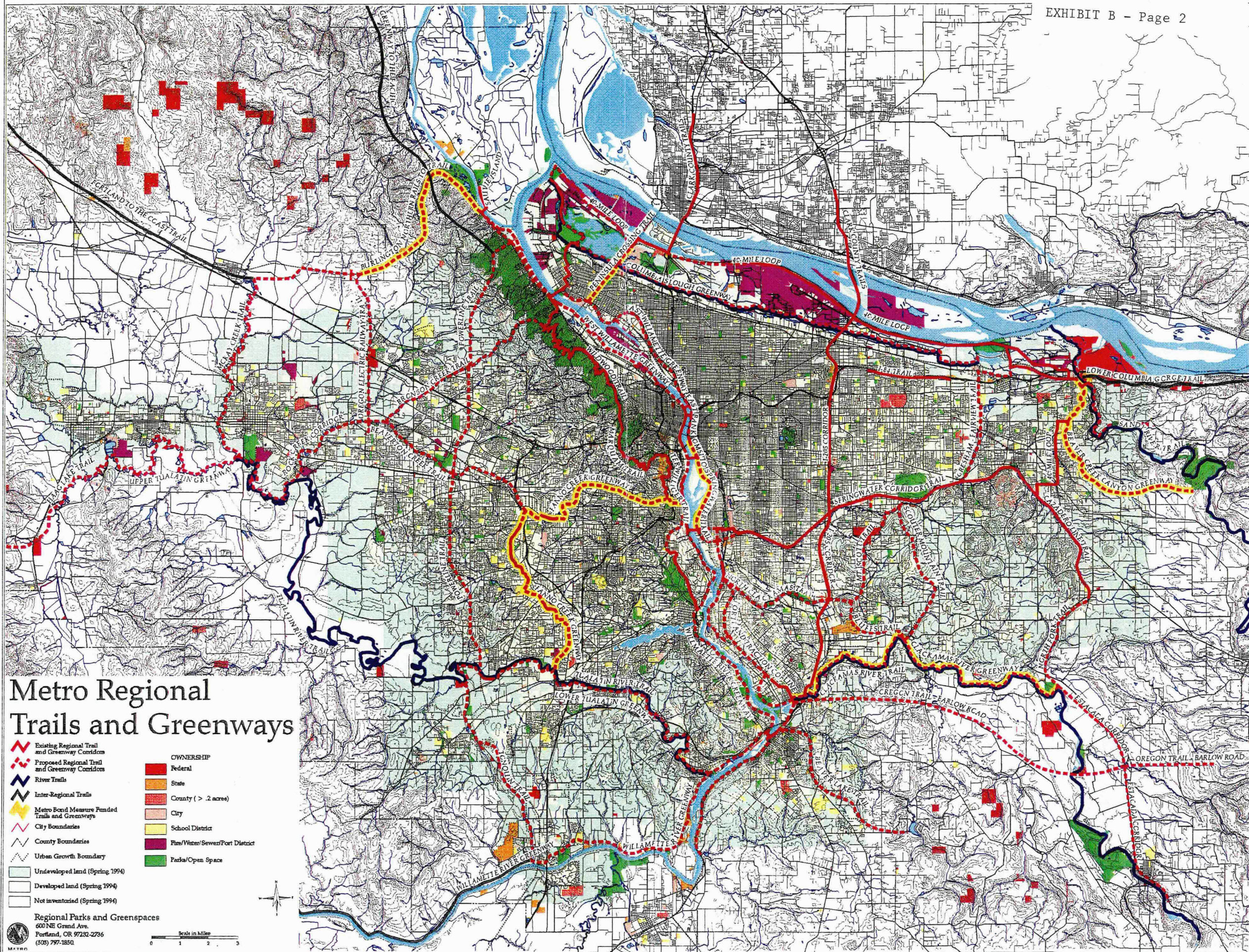
LEGEND
 Metropolitan Region

- Central City
- Regional Centers
- Town Centers
- Inner Neighborhoods
- Outer Neighborhoods
- Employment Areas
- Industrial Areas
- Corridors
- Main Streets
- Proposed Regional Throughways
- Potential Regional Throughways
- Green Corridors
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignments
- Potential HCT Facilities
- Light Rail Stations
- Potential Light Rail Stations
- International Airports
- Regional Airports
- Terminals
- Intermodal Rail Yards
- Rail Distribution Network
- Exclusive Farm Use
- Urban Reserve Study Area
- Rural Reserves
- Open Space
- Urban Growth Boundary
- Neighboring Cities
- Public Parks

0 4500 9000 18000 24000 36000



Note: Urban Reserve Study Areas indicate those areas identified for future study in Resolution No. 94-2040-C, from which Urban Reserve Areas may be selected. These study areas are shown here for illustrative purposes only. Designation of Urban Reserve Areas remains contingent upon the application of LCDC's Urban Reserve Rule to the characteristics of land studied by Metro or others.



Metro Regional Trails and Greenways

	Existing Regional Trail and Greenway Corridor		Federal
	Proposed Regional Trail and Greenway Corridor		State
	River Trails		County (> .2 acre)
	Inter-Regional Trails		City
	Metro Bond Measure Funded Trails and Greenways		School District
	City Boundaries		Fine/Water/Sewer/Port District
	County Boundaries		Parks/Open Space
	Urban Growth Boundary		
	Undeveloped land (Spring 1994)		
	Developed land (Spring 1994)		
	Not inventoried (Spring 1994)		

Regional Parks and Greenspaces
600 NE Grand Ave.
Portland, OR 97232-2736
(503) 797-1850

Scale in Miles
0 1 2 3

94363ptreg.mxd, plot date: December 05, 1995

BEFORE THE METRO COUNCIL

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

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

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

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

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

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

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

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

////

THE METRO COUNCIL HEREBY ORDAINS AS FOLLOWS:

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

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

J. Ruth McFarland, Presiding Officer

ATTEST:

Approved as to Form:

Recording Secretary

Daniel B. Cooper, General Counsel

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

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1 **Introduction**

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

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

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

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

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

37 **Background Statement**

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

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

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

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

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

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

79

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

102
103 Add to this list growing citizen concern about rising housing costs, vanishing open space,
104 and increasing frustration with traffic congestion, and the issues associated with the
105 growth of this region are not at all different from those encountered in other west coast
106 metropolitan areas such as the Puget Sound region or cities in California. The lesson in
107 these observations is that the "quilt" of 27 separate comprehensive plans together with the
108 region's urban growth boundary is not enough to effectively deal with the dynamics of
109 regional growth and maintain quality of life.

110
111 The challenge is clear: if the Portland metropolitan area is going to be different than other
112 places, and if it is to preserve its vaunted quality of life as an additional people move into
113 the urban area in the coming years, then a cooperative and participatory effort to address
114 the issues of growth must begin now. Further, that effort needs to deal with the issues
115 accompanying growth – increasing traffic congestion, vanishing open space, speculative
116 pressure on rural farm lands, rising housing costs, diminishing environmental quality,
117 demands on infrastructure such as schools, water and sewer treatments plants – in a
118 common framework. Ignoring vital links between these issues will limit the scope and
119 effectiveness of our approach to managing urban growth.

120
121 Goal II provides that broad framework needed to address the issues accompanying urban
122 growth.

123 **GOAL I: REGIONAL PLANNING PROCESS**

124

125 Regional planning in the metropolitan area shall:

126

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

128

129 I.ii Identify and designate other areas and activities of metropolitan concern
130 through a participatory process involving the Metro Policy Advisory Committee
131 (MPAC), cities, counties, special districts, school districts, and state and regional
132 agencies such as Tri-Met, the Regional Arts and Culture Council and the Port of
133 Portland; and

134

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

137

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

141

142 **Objective 1. Citizen Participation**

143

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

148

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

153

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

158

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

160

161 The 1992 Metro Charter has established the MPAC to:

162

163 2.i assist with the development and review of Metro's regional planning activities
164 pertaining to land use and growth management, including review and
165 implementation of these goals and objectives, development and implementation of
166 the regional framework plan, present and prospective functional planning, and
167 management and review of the region's UGB;

168

169 2.ii serve as a forum for identifying and discussing areas and activities of
170 metropolitan or subregional concern; and

171

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

174

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

182

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

186

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

193

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

195

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

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

203
204 3.1 These RUGGOs shall apply to adopted and acknowledged comprehensive land use
205 plans as follows:

206
207 3.1.1 Components of the regional framework plan that are adopted as functional
208 plans, or other functional plans, shall be consistent with these goals and objectives,
209 and

210
211 3.1.2 The management and periodic review of Metro's acknowledged UGB Plan,
212 shall be consistent with these goals and objectives, and

213
214 3.1.3 The MPAC may identify and propose issues of regional concern, related to or
215 derived from these goals and objectives, for consideration by cities and counties at
216 the time of periodic review of their adopted and acknowledged comprehensive
217 plans.

218
219
220 3.2 These RUGGO shall apply to Metro land use, transportation and greenspace activities
221 as follows:

222
223 3.2.1 The urban growth boundary plans, regional framework plan, functional plans, and
224 other land use activities shall be consistent with these goals and objectives.

225
226 3.2.2 To the extent that a proposed policy or action may be compatible with some goals
227 and objectives and incompatible with others, consistency with RUGGO may involve a
228 balancing of applicable goals, subgoals and objectives by the Metro Council that
229 considers the relative impacts of a particular action on applicable goals and objectives.

230
231 3.3 Periodic Updates of the RUGGOs. The MPAC shall consider the regular updates of
232 these goals and objectives and recommend based on a periodic update process adopted
233 by the Metro Council.

234
235 **Objective 4. Urban Growth Boundary Plan.** The UGB Plan has two components:

236
237 4.1 The acknowledged UGB line; and

238
239 4.2 Acknowledged procedures and standards for amending the UGB line. Metro's UGB
240 Plan is not a regional comprehensive plan but a provision of the comprehensive plans of

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

246
247 **Objective 5. Functional Plans.** Functional plans are limited purpose plans,
248 consistent with these goals and objectives, which address designated areas and activities
249 of metropolitan concern. Functional plans are established in state law as the way Metro
250 may recommend or require changes in local plans.

251
252 Those functional plans or plan provisions containing recommendations for comprehensive
253 planning by cities and counties may not be final land use decisions. If a provision in a
254 functional plan, or an action implementing a functional plan require changes in an adopted
255 and acknowledged comprehensive plan, then adoption of provision or action will be a final
256 land use decision. If a provision in a functional plan, or Metro action implementing a
257 functional plan require changes in an adopted and acknowledged comprehensive plan,
258 then that provision or action will be adopted by Metro as a final land use action required to
259 be consistent with statewide planning goals. In addition, regional framework plan
260 components will be adopted as functional plans if they contain recommendations or
261 requirements for changes in comprehensive plans. These functional plans, which are
262 adopted as part of the regional framework plan, will be submitted along with other parts of
263 the regional framework plan to LCDC for acknowledgment of their compliance with the
264 statewide planning goals. Because functional plans are the way Metro recommends or
265 requires local plan changes, most regional framework plan components will probably be
266 functional plans. Until regional framework plan components are adopted, existing or new
267 functional plans will continue to recommend or require changes in comprehensive plans.

268
269 5.1 Existing Functional Plans. Metro shall continue to develop, amend and implement,
270 with the assistance of cities, counties, special districts and the state, statutorily required
271 functional plans for air, water and transportation, as directed by ORS 268.390(1) and for
272 solid waste as mandated by ORS ch 459.

273
274 5.2 New Functional Plans. New functional plans shall be proposed from one of two
275 sources:

276
277 5.2.1 The MPAC may recommend that the Metro Council designate an area or
278 activity of metropolitan concern for which a functional plan should be prepared; or
279

280 5.2.2 The Metro Council may propose the preparation of a functional plan to
281 designate an area or activity of metropolitan concern and refer that proposal to the
282 MPAC.
283

284 The matters required by the Charter to be addressed in the regional framework plan shall
285 constitute sufficient factual reasons for the development of a functional plan under
286 ORS 268.390.
287

288 Upon the Metro Council adopting factual reasons for the development of a new functional
289 plan, the MPAC shall participate in the preparation of the plan, consistent with these goals
290 and objectives and the reasons cited by the Metro Council. After preparation of the plan
291 and seeking broad public and local government consensus, using existing citizen
292 involvement processes established by cities, counties and Metro, the MPAC shall review
293 the plan and make a recommendation to the Metro Council. The Metro Council may act to
294 resolve conflicts or problems impeding the development of a new functional plan and may
295 complete the plan if the MPAC is unable to complete its review in a timely manner.
296

297 The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:
298

299 5.2.a Adopt the proposed functional plan; or
300

301 5.2.b Refer the proposed functional plan to the MPAC in order to consider
302 amendments to the proposed plan prior to adoption; or
303

304 5.2.c Amend and adopt the proposed functional plan; or
305

306 5.2.d Reject the proposed functional plan.
307

308 The proposed functional plan shall be adopted by ordinance and shall include findings of
309 consistency with these goals and objectives.
310

311 5.3 Functional Plan Implementation and Conflict Resolution. Adopted functional plans
312 shall be regionally coordinated policies, facilities and/or approaches to addressing a
313 designated area or activity of metropolitan concern, to be considered by cities and
314 counties for incorporation in their comprehensive land use plans. If a city or county
315 determines that a functional plan requirement should not or cannot be incorporated into its
316 comprehensive plan, then Metro shall review any apparent inconsistencies by the following
317 process:
318

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

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

323
324 5.3.3 The MPAC shall conduct a public hearing and make a report to the Metro
325 Council regarding instances and reasons why a city or county has not adopted
326 changes consistent with requirements in a regional functional plan.

327
328 5.3.4 The Metro Council shall review the MPAC report and hold a public hearing
329 on any unresolved issues. The Council may decide to:

330
331 5.3.4.a Amend the adopted regional functional plan; or

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

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

337
338 **Objective 6. Regional Framework Plan.** The regional framework plan required by the
339 1992 Metro Charter shall be consistent with these goals and objectives. Provisions of the
340 regional framework plan that establish performance standards and that recommend or
341 require changes in local comprehensive plans shall be adopted as functional plans, and
342 shall meet all requirements for functional plans contained in these goals and objectives.
343 The Charter requires that all mandatory subjects be addressed in the regional framework
344 plan. It does not require that all subjects be addressed to recommend or require changes
345 in current comprehensive plans. Therefore, most, but not all regional framework plan
346 components are likely to be functional plans because some changes in comprehensive
347 plans may be needed. All regional framework plan components will be submitted to LCDC
348 for acknowledgment of their compliance with the statewide planning goals. Until regional
349 framework plan components are adopted, existing or new regional functional plans will
350 continue to recommend or require changes in comprehensive plans.

351
352 **Objective 7. Periodic Review of Comprehensive Land Use Plans.** At the time of LCDC
353 initiated periodic review for comprehensive land use plans in the region the MPAC:

354
355 7.1 Shall assist Metro with the identification of regional framework plan elements,
356 functional plan provisions or changes in functional plans adopted since the last periodic
357 review for inclusion in periodic review notices as changes in law; and

358
359 7.2 May provide comments during the periodic review of adopted and acknowledged
360 comprehensive plans on issues of regional concern.

361

362 **Objective 8. Implementation Roles**

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

367
368 8.1 Metro Role. Metro shall:

369
370 8.1.1 Identify and designate areas and activities of metropolitan concern;

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

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

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

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

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

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

389
390 8.2. Role of Cities

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

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

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

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

402

- 403 8.3 Role of Counties
404
405 8.3.1 Adopt and amend comprehensive plans to conform to functional plans
406 adopted by Metro;
407
408 8.3.2 Identify potential areas and activities of metropolitan concern through a
409 broad-based local discussion;
410
411 8.3.3 Cooperatively develop strategies for responding to designated areas and
412 activities of metropolitan concern;
413
414 8.3.4 Participate in the review and refinement of these goals and objectives.
415
416 8.4 Role of Special Service Districts. Assist Metro, through a broad-based local
417 discussion, with the identification of areas and activities of metropolitan concern and the
418 development of strategies to address them, and participate in the review and refinement of
419 these goals and objectives. Special Service Districts will conduct their operations in
420 conformance with acknowledged Comprehensive Plans affecting their service territories
421
422 8.5 Role of School Districts
423
424 8.5.1 Advise Metro regarding the identification of areas and activities of school
425 district concern;
426
427 8.5.2 Cooperatively develop strategies for responding to designated areas and
428 activities of school district concern;
429
430 8.5.3 Participate in the review and refinement of these goals and objectives.
431
432 8.6 Role of the State of Oregon
433
434 8.6.1 Advise Metro regarding the identification of areas and activities of
435 metropolitan concern;
436
437 8.6.2 Cooperatively develop strategies for responding to designated areas and
438 activities of metropolitan concern;
439
440 8.6.3 Review state plans, regulations, activities and related funding to consider
441 changes in order to enhance implementation of the regional framework plan and
442 functional plans adopted by Metro, and employ state agencies and programs and

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

445
446 8.6.4 Participate in the review and refinement of these goals and objectives.
447

448 **Objective 9. Future Vision**
449

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

452
453 "a conceptual statement that indicates population levels and settlement patterns
454 that the region can accommodate within the carrying capacity of the land, water and
455 air resources of the region, and its educational and economic resources, and that
456 achieves a desired quality of life. The Future Vision is a long-term, visionary
457 outlook for at least a 50-year period...The matters addressed by the Future Vision
458 include, but are not limited to: (1) use, restoration and preservation of regional land
459 and natural resources for the benefit of present and future generations, (2) how and
460 where to accommodate the population growth for the region while maintaining a
461 desired quality of life for its residents, and (3) how to develop new communities and
462 additions to the existing urban areas in well-planned ways...The Future Vision is not
463 a regulatory document. It is the intent of this charter that the Future Vision have no
464 effect that would allow court or agency review of it."
465

466 The Future Vision was prepared by a broadly representative commission, appointed by
467 the Metro Council, and will be reviewed and amended as needed, and comprehensively
468 reviewed and, if need be, revised every 15 years. Metro is required by the Charter to
469 describe the relationship of components of the Regional Framework Plan, and the
470 Regional Framework Plan as a whole, to the Future Vision.
471

472 **Objective 10. Performance Measures**
473

474 Metro Council, in consultation with MPAC and the public, will develop performance
475 measures designed for considering RUGGOs objectives. The term "performance
476 measure" means a measurement aimed at determining whether a planning activity or 'best
477 practice' is meeting the objective or intent associated with the 'best practice'.
478

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

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

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

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

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

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

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

515

516 GOAL II: URBAN FORM

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

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

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

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

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

535
536 II.1: NATURAL ENVIRONMENT

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

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

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

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

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

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

568 *Planning Activities¹:*
569

570 Planning programs for water resources management shall:
571

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

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

593 **Objective 13: Urban Water Supply**

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

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

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

608
609 **Planning Activities:**

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

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

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

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

637
638 14.2 New regional strategies shall be developed to comply with Federal Clean Air Act
639 requirements and provide capacity for future growth.

640
641 14.3 The region, working with the state, shall pursue close collaboration of the Oregon and
642 Clark County Air Quality Management Areas.

643
644 14.4 All functional plans, when taken in the aggregate, shall be consistent with the State
645 Implementation Plan (SIP) for air quality.

646
647 *Planning Activities:*

648
649 An air quality management plan shall be developed for the regional airshed which:

- 650
651 • Outlines existing and forecast air quality problems; identifies prudent and equitable market
652 based and regulatory strategies for addressing present and probable air quality problems
653 throughout the region; evaluates standards for visibility; and implements an air quality
654 monitoring program to assess compliance with local, state and federal air quality
655 requirements.

656
657 **Objective 15. Natural Areas, Parks, Fish and Wildlife Habitat**

658
659 Sufficient open space in the urban region shall be acquired, or otherwise protected, and
660 managed to provide reasonable and convenient access to sites for passive and active
661 recreation. An open space system capable of sustaining or enhancing native wildlife and
662 plant populations should be established.

663
664 15.1 Quantifiable targets for setting aside certain amounts and types of open space shall be
665 identified.

666
667 15.2 Corridor Systems - The regional planning process shall be used to coordinate the
668 development of interconnected recreational and wildlife corridors within the metropolitan
669 region.

670
671 15.2.1 A region-wide system of trails should be developed to link public and private
672 open space resources within and between jurisdictions.

673

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

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

681
682 *Planning Activities:*

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

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

716
717 Agricultural and forest resource land outside the UGB shall be protected from urbanization,
718 and accounted for in regional economic and development plans, consistent with these
719 RUGGO.

720
721 16.1 Rural Resource Lands. Rural resource lands outside the UGB which have
722 significant resource value should actively be protected from urbanization.

723
724 16.2 Urban Expansion. Expansion of the UGB shall occur in urban reserves, established
725 consistent with the Urban Rural Transition Objective.

726
727 16.3 Farm and Forest Practices. Protect and support the ability for farm and forest
728 practices to continue. The designation and management of rural reserves by the Metro
729 Council may help establish this support, consistent with the Growth Concept.

730
731 *Planning Activities:*

732
733 A regional economic opportunities analysis shall include consideration of the agricultural
734 and forest products economy associated with lands adjacent to or near the urban area.

735
736 **II.2 BUILT ENVIRONMENT**

737
738 Development in the region should occur in a coordinated and balanced fashion as
739 evidenced by:

740
741 II.2.i a regional "fair-share" approach to meeting the housing needs of the
742 urban population;

743
744 II.2.ii the provision of infrastructure and critical public services concurrent with
745 the pace of urban growth and which supports the 2040 Growth Concept;

746
747 II.2.iii the continued growth of regional economic opportunity, balanced so as to
748 provide an equitable distribution of jobs, income, investment and tax capacity
749 throughout the region and to support other regional goals and objectives;

750
751 II.2.iv the coordination of public investment with local comprehensive and
752 regional functional plans; and

753

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

758 **Objective 17. Housing**

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

763
764 a diverse range of housing types available within cities and counties inside the UGB;

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

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

772
773 a balance of jobs and housing within the region and subregions.
774

775 *Planning Activities:*

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

- 779
- 780 • provide for the sharing of regional housing supply responsibilities by ensuring the
781 presence of single and multiple family zoning in every jurisdiction; and
 - 782
 - 783 • plan for local residential housing densities that support net residential housing density
784 assumptions underlying the regional UGB.
785

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

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

795 developed which takes into account subregional opportunities and constraints, and the
796 relationship of market dynamics to the management of the overall supply of housing. In
797 addition, that strategy shall address the "fair-share" distribution of housing
798 responsibilities among the jurisdictions of the region, including the provision of
799 supporting social services.
800

- 801 3. Housing Affordability. Multnomah, Clackamas, Clark and Washington Counties have
802 completed Comprehensive Housing Affordability Strategies (CHAS) which have
803 demonstrated the lack of affordable housing for certain income groups in locations
804 throughout the metropolitan area. They also demonstrate the regional nature of the
805 housing market, therefore, the regional framework plan shall include an element on
806 housing affordability which includes development density, housing mix and a menu of
807 alternative actions (zoning tools, programs, financial incentives, etc.) for use by local
808 jurisdictions to address affordable housing needs. Affordable housing goals shall be
809 developed with each jurisdiction to facilitate their participation in meeting regional and
810 subregional needs for affordable housing.
811
- 812 4. The region is committed to seeking a balance of jobs and housing in communities and
813 centers throughout the region. Public policy and investment shall encourage the
814 development of housing in locations near trade, services and employment that is
815 affordable to wage earners in each subregion and jurisdiction. The transportation
816 system's ability to provide accessibility shall also be evaluated, and, if necessary,
817 modifications will be made in transportation policy and the transportation system itself to
818 improve accessibility for residents to jobs and services in proximity to affordable
819 housing.
820

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

822

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

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

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

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

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

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

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

850
851 *Planning Activities:*

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

860
861 **Objective 19. Transportation**

862
863 A regional transportation system shall be developed which:

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

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

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

875
876 19.iv encourages energy efficiency;

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

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

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

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

927
928 *Planning Activities:*

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

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

967
968 **Objective 20. Economic Opportunity**
969

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

974 In weighing and balancing various values, goals and objectives, the values, needs, choices
975 and desires of consumers should also be taken into account. The values, needs and
976 desires of consumers include:
977

978 · Low costs for goods and services;
979

980 Convenience, including nearby and easily accessible stores; quick, safe, and readily
981 available transportation to all modes;
982

983 A wide and deep selection of goods and services;
984

985 Quality service;
986

987 Safety and security and
988

989 Comfort, enjoyment and entertainment.
990

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

998 *Planning Activities:*
999

- 1000 1. Regional and subregional economic opportunities analyses, as described in OAR 660
1001 Division 9, should be conducted to:
- 1002
- 1003 • assess the adequacy and, if necessary, propose modifications to the supply of
1004 vacant and redevelopable land inventories designated for a broad range of
1005 employment activities;
- 1006
- 1007 • identify regional and subregional target industries. Economic subregions will be
1008 developed which reflect a functional relationship between locational characteristics
1009 and the locational requirements of target industries. Enterprises identified for
1010 recruitment, retention and expansion should be basic industries that broaden and
1011 diversify the region's economic base while providing jobs that pay at family wage
1012 levels or better; and
- 1013
- 1014 • link job development efforts with an active and comprehensive program of training
1015 and education to improve the overall quality of the region's labor force. In particular,
1016 new strategies to provide labor training and education should focus on the needs of
1017 economically disadvantaged, minority and elderly populations.
- 1018
- 1019 2. An assessment shall be made of the potential for redevelopment and/or intensification
1020 of use of existing commercial and industrial land resources in the region.
- 1021
- 1022 3. The Metro Council shall establish an on-going program to compile and analyze data and
1023 to prepare maps and reports which describe the geographic distribution of jobs, income,
1024 investment and tax capacity throughout the region.
- 1025
- 1026 4. Emphasize the retention and expansion of existing businesses. They already play an
1027 important part in the region and they have reason to redevelop in ways that will increase
1028 employment and/or productivity
- 1029
- 1030 • At each time of LCDC mandated periodic review, targeted industries should be
1031 designated by Metro and strategies should be identified and implemented to ensure
1032 adequate public infrastructure, resources and transportation access necessary for these
1033 industries. Special attention to industries which have agglomerative economies in the
1034 region and industries and companies that sell more than 25 percent of their end
1035 products and services outside the region shall be given priority in any designation .
- 1036
- 1037 **Objective 21. Urban Vitality**
- 1038 Special attention shall be paid to promoting mixed use development in existing city and
1039 neighborhood centers that have experienced disinvestment and /or are currently
1040 underutilized and /or populated by a disproportionately high percentage of people living at or

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

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

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

1047
1048 II.3.i encourages the evolution of an efficient urban growth form

1049
1050 II.3.ii provides a clear distinction between urban and rural lands;

1051
1052 II.3.iii supports interconnected but distinct communities in the urban region;

1053
1054 II.3.iv recognizes the inter-relationship between development of vacant land
1055 and redevelopment objectives in all parts of the urban region; and

1056
1057 II.3.iv is consistent with the 2040 Growth Concept and helps attain the
1058 region's objectives.

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

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

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

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

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

1081

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

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

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

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

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

1118
1119 *Planning Activities:*

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

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

1130
1131 2. The prospect of creating transportation and other links between the urban economy
1132 within the Metro UGB and other urban areas in the state should be investigated as a
1133 means for better utilizing Oregon's urban land and human resources. . . The region,
1134 working with the state and other urban communities in the northern Willamette
1135 Valley, should evaluate the opportunities for accommodating forecasted urban
1136 growth in urban areas outside of and not adjacent to the present UGB.

1137
1138 **Objective 23. Developed Urban Land**

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

1147
1148 23.1 Redevelopment and Infill. When Metro examines whether additional urban land
1149 is needed within the UGB, it shall assess redevelopment and infill potential in the
1150 region. The potential for redevelopment and infill on existing urban land will be included
1151 as an element when calculating the buildable land supply in the region, where it can be
1152 demonstrated that the infill and redevelopment can be reasonably expected to occur
1153 during the next 20 years.

1154
1155 Metro will work with jurisdictions in the region to determine the extent to which
1156 redevelopment and infill can be relied on to meet the identified need for additional
1157 urban land. After this analysis and review, Metro will initiate an amendment of the UGB
1158 to meet that portion of the identified need for land not met through commitments for
1159 redevelopment and infill.

1160
1161
1162 *Planning Activities:*
1163

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

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

1209

1210 **Objective 24. Urban Growth Boundary**

1211

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

1218

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

1223

1224 a. Specific types of identified land needs cannot be reasonably accommodated on
1225 urban reserve lands;

1226

1227 b. Future urban services could not reasonably be provided to urban reserves due
1228 to topographical or other physical constraints; or

1229

1230 c. Maximum efficiency of land uses within a proposed UGB requires inclusion of
1231 lower priority lands other than urban reserves in order to include or provide
1232 services to urban reserves.

1233

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

1237

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

1243

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

1248 **Objective 25. Urban Design**

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

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

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

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

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

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

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

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

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

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

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

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

1285 *Planning Activities:*

- 1286
- 1287 1. A regional landscape analysis shall be undertaken to inventory and analyze the
- 1288 relationship between the built and natural environments and to identify key open
- 1289 space, topographic, natural resource, cultural and architectural features which
- 1290 should be protected or provided as urban growth occurs.
- 1291
- 1292 2. Model guidelines and standards shall be developed which expand the range of tools
- 1293 available to jurisdictions for accommodating change in ways compatible with
- 1294 neighborhoods and communities while addressing this objective.
- 1295
- 1296 3. Light rail transit stops, bus stops, transit routes and transit centers leading to and
- 1297 within centers shall be planned to encourage pedestrian use and the creation of
- 1298 mixed use, high density residential development.
- 1299

1300 **Objective 26. Neighbor Cities**

1301

1302 Growth in cities outside the Metro UGB, occurring in conjunction with the overall

1303 population and employment growth in the region, should be coordinated with Metro's

1304 growth management activities through cooperative agreements which provide for:

1305

1306 26.1 Separation. The communities within the Metro UGB, in neighbor cities and in

1307 the rural areas in between will all benefit from maintaining the separation between

1308 these places as growth occurs. Coordination between neighboring cities, counties and

1309 Metro about the location of rural reserves and policies to maintain separation should be

1310 pursued.

1311

1312 26.2 Jobs Housing Balance. To minimize the generation of new automobile trips, a

1313 balance of sufficient number of jobs at wages consistent with housing prices in

1314 communities both within the Metro UGB and in neighboring cities should be pursued.

1315

1316 26.3 Green Corridors. The "green corridor" is a transportation facility through a rural

1317 reserve that serves as a link between the metropolitan area and a neighbor city which

1318 also limits access to the farms and forests of the rural reserve. The intent is to keep

1319 urban to urban accessibility high to encourage a balance of jobs and housing, but limit

1320 any adverse effect on the surrounding rural areas.

1321

1322 *Planning Activities:*

- 1323
- 1324 1. Metro will work with the state, neighbor cities and counties to create
- 1325 intergovernmental agreements which implement neighbor city objectives. Metro will

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

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

1334

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

1336

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

1343

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

1347

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

1353

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

1363

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

1369

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

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

1381
1382 The Metro UGB would only expand into urban reserves when need for additional urban
1383 land is demonstrated. Rural reserves are intended to assure that Metro and
1384 neighboring cities remain separate. The result is intended to be a compact urban form
1385 for the region coordinated with nearby cities to retain the region's sense of place.
1386

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

1400
1401 In keeping with the jobs housing balance in centers, a jobs housing balance by regional
1402 sub-areas can and should also be a goal. This would account for the housing and
1403 employment outside centers, and direct policy to adjust for better jobs housing ratios
1404 around the region.
1405

1406 Recognition and protection of open spaces both inside the UGB and in rural reserves
1407 outside urban reserves are reflected in the Growth Concept. Open spaces, including
1408 important natural features and parks, are important to the capacity of the UGB and the
1409 ability of the region to accommodate housing and employment. Green areas on the
1410 Concept Map may be designated as regional open space. That would remove these
1411 lands from the inventory of urban land available for development. Rural reserves,
1412 already designated for farms, forestry, natural areas or rural-residential use, would
1413 remain and be further protected from development pressures.
1414

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

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

1428
1429 Neighbor Cities

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

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

- 1442
- 1443 1. There shall be a separation of rural land between each neighboring city and the
1444 metropolitan area. If the region grows together, the transportation system would suffer
1445 and the cities would lose their sense of community identity.
 - 1446
 - 1447 2. There should be a strong balance between jobs and housing in the neighbor cities.
1448 The more a city retains a balance of jobs and households, the more trips will remain
1449 local.
 - 1450
 - 1451 3. Each neighboring city should have its own identity through its unique mix of
1452 commercial, retail, cultural and recreational opportunities which support the
1453 concentration of jobs and housing.
 - 1454

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

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

1473
1474
1475 Rural Reserves

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

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

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

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

1499 These rural reserves would support and protect farm and forestry operations. The
1500 reserves also would include some purchase of natural areas adjacent to rivers, streams
1501 and lakes to make sure the water quality is protected and wildlife habitat enhanced.
1502 Large natural features, such as hills and buttes, also would be included as rural reserves
1503 because they buffer developed areas and are poor candidates for compact urban
1504 development.
1505

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

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

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

1521 Open Spaces and Trail Corridors

1522

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

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

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

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

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

1554
1555 Centers

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

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

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

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

1579
1580 The Central City

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

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

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

1601
1602 Regional Centers

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

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

1617

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

1628
1629 **Town Centers**

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

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

1648
1649 **Corridors**

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

1659 adjacent neighborhoods and good transit service. So long as the average target densities
1660 and uses are allowed and encouraged along the corridor, many different development
1661 patterns - nodal or linear - may meet the corridor objective.
1662

1663 Station Communities

1664
1665 Station communities are nodes of development centered around a light rail or high capacity
1666 transit station which feature a high-quality pedestrian environment. They provide for the
1667 highest density outside centers. The station communities would encompass an area
1668 approximately one-half mile from a station stop. The densities of new development would
1669 average about 45 persons per acre. Zoning ordinances now set minimum densities for
1670 most Eastside and Westside MAX station communities. An extensive station community
1671 planning program is now under way for each of the Westside station communities, and
1672 similar work is envisioned for the proposed South/North line. It is expected that the station
1673 community planning process will result in specific strategies and plan changes to
1674 implement the station communities concept.
1675

1676 Because the Growth Concept calls for many corridors and station communities throughout
1677 the region, together they are estimated to accommodate 27 percent of the new households
1678 of the region and nearly 15 percent of new employment.
1679

1680 Main Streets and Neighborhood Centers

1681
1682 During the early decades of this century, main streets served by transit and characterized
1683 by a strong business and civic community were a major land-use pattern throughout the
1684 region. Examples remain in Hillsboro, Milwaukie, Oregon City and Gresham as well as the
1685 Westmoreland neighborhood and Hawthorne Boulevard. Today, these areas are
1686 undergoing a revival and provide an efficient and effective land-use and transportation
1687 alternative. The Growth Concept calls for main streets to grow from 1990 levels of 36
1688 people per acre to about 39 per acre. Main streets would accommodate nearly 2 percent of
1689 housing growth.
1690

1691 Main streets typically will serve neighborhoods and may develop a regional specialization —
1692 such as antiques, fine dining, entertainment or specialty clothing — that draws people from
1693 other parts of the region. Main Streets form neighborhood centers as areas that provide
1694 the retail and service development at other intersections at the focus of neighborhood
1695 areas and around MAX light rail stations. When several main streets occur within a few
1696 blocks of one another, they may also serve as a dispersed town center, such as the main
1697 street areas of Belmont, Hawthorne and Division that form a town center for inner southeast
1698 Portland.
1699

1700 Neighborhoods

1701

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

1712

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

1719

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

1731

1732 Industrial Areas and Employment Areas

1733

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

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

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

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

1767
1768 Urban Reserves

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

1779
1780 Transportation Facilities

1781

1782 In undertaking the Region 2040 process, the region has shown a strong commitment to
1783 developing a regional plan that is based on greater land use efficiencies and a truly multi-
1784 modal transportation system. However, the transportation system defined in the Growth
1785 Concept Analysis serves as a theoretical definition (construct) of the transportation system
1786 needed to serve the land uses in the Growth Concept (Recommended Alternative urban
1787 form). The modeled system reflects only one of many possible configurations that might be
1788 used to serve future needs, consistent with the policy direction called for in the Growth
1789 Concept (amendment to RUGGOs).
1790

1791 As such, the Growth Concept (Recommended Alternative) transportation map provides only
1792 general direction for development of an updated RTP and does not prescribe or limit what
1793 the RTP will ultimately include in the regional system. Instead, the RTP will build upon the
1794 broader land use and transportation directions that are defined in the Growth Concept
1795 (Recommended Alternative).
1796

1797 The transportation elements needed to create a successful growth management policy are
1798 those that support the Growth Concept. Traditionally, streets have been defined by their
1799 traffic-carrying potential, and transit service according to its ability to draw commuters.
1800 Other travel modes have not been viewed as important elements of the transportation
1801 system. The Growth Concept establishes a new framework for planning in the region by
1802 linking urban form to transportation. In this new relationship, transportation is viewed as a
1803 range of travel modes and options that reinforce the region's growth management goals.
1804

1805 Within the framework of the Growth Concept is a network of multi-modal corridors and
1806 regional through-routes that connect major urban centers and destinations. Through-routes
1807 provide for high-volume auto and transit travel at a regional scale, and ensure efficient
1808 movement of freight. Within multi-modal corridors, the transportation system will provide a
1809 broader range of travel mode options, including auto, transit, bicycle and pedestrian
1810 networks, that allow choices of how to travel in the region. These travel options will
1811 encourage the use of alternative modes to the auto, a shift that has clear benefits for the
1812 environment and the quality of neighborhoods and urban centers and address the needs of
1813 those without access to automobiles.
1814

1815 In addition to the traditional emphasis on road and transit facilities, the development of
1816 networks for freight travel and intermodal facilities, for bicycle and pedestrian travel and the
1817 efficient use of capacity on all streets through access management and congestion
1818 management and/or pricing will be part of a successful transportation system.
1819

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

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

1824
1825 **Intermodal Facilities**

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

1833
1834
1835 **Truck Routes**

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

1839
1840 **Regional Through-Routes**

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

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

1861
1862

1863 Multi-Modal Arterials

1864
1865 These represent most of the region's arterials. They include a variety of design styles and
1866 speeds, and are the backbone for a system of multi-modal travel options. Older sections of
1867 the region are better designed for multi-modal travel than new areas. Although these
1868 streets are often smaller than suburban arterials, they carry a great deal of traffic (up to
1869 30,000 vehicles a day), experience heavy bus ridership along their routes and are
1870 constructed in dense networks that encourage bicycle and pedestrian travel. The RTP shall
1871 identify these multi-modal streets and develop a plan to further encourage alternative travel
1872 modes within these corridors.

1873
1874 Many new streets, however, are designed to accommodate heavy auto and freight traffic at
1875 the expense of other travel modes. Multiple, wide lanes, dedicated turning lanes, narrow
1876 sidewalks exposed to moving traffic, and widely-spaced intersections and street crossings
1877 create an environment that is difficult and dangerous to negotiate without a car. The RTP
1878 shall identify these potential multi-modal corridors and establish design standards that
1879 encourage other modes of travel along these routes.

1880
1881 Some multi-modal arterials also carry significant volumes of freight. The RTP will ensure
1882 that freight mobility on these routes is adequately protected by considering freight needs
1883 when identifying multi-modal routes, and in establishing design standards intended to
1884 encourage alternative modes of passenger travel.

1885
1886 Collectors and Local Streets

1887
1888 These streets become a regional priority when a lack of adequate connections forces
1889 neighborhood traffic onto arterials. New suburban development increasingly depends on
1890 arterial streets to carry trips to local destinations, since most new local streets systems are
1891 specifically designed with curves and cul-de-sacs to discourage local through travel by any
1892 mode. The RTP should consider a standard of 8 to 20 through streets per mile, applied to
1893 both developed and developing areas to reduce local travel on arterials. There should also
1894 be established standard bicycle and pedestrian through-routes (via easements, greenways,
1895 fire lanes, etc.) in existing neighborhoods where changes to the street system are not a
1896 reasonable alternative.

1897
1898 Light Rail

1899
1900 Light rail transit (LRT) daily travel capacity measures in tens of thousands of riders and
1901 provides a critical travel option to major destinations. The primary function of light rail in
1902 the Growth Concept is to link regional centers and the Central City, where concentrations of
1903 housing and employment reach a level that can justify the cost of developing a fixed transit

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

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

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

1918
1919 **Bicycle and Pedestrian Networks**

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

1927
1928 **Demand Management/Pricing**

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

1937

(INSERT EXHIBIT A: GROWTH CONCEPT MAP HERE)

GLOSSARY

- 1938
1939
1940 **Areas and Activities of Metropolitan Concern.** A program, area or activity, having
1941 significant impact upon the orderly and responsible development of the metropolitan area
1942 that can benefit from a coordinated multi-jurisdictional response.
1943
1944 **Beneficial Use Standards.** Under Oregon law, specific uses of water within a drainage
1945 basin deemed to be important to the ecology of that basin as well as to the needs of local
1946 communities are designated as "beneficial uses." Hence, "beneficial use standards" are
1947 adopted to preserve water quality or quantity necessary to sustain the identified beneficial
1948 uses.
1949
1950 **Center City.** The downtown and adjacent portions of the city of Portland. See the Growth
1951 Concept map and text.
1952
1953 **Corridors.** While some corridors may be continuous, narrow bands of higher intensity
1954 development along arterial roads, others may be more 'nodal', that is, a series of smaller
1955 centers at major intersections or other locations along the arterial which have high quality
1956 pedestrian environments, good connections to adjacent neighborhoods and good transit
1957 service. So long as the average target densities and uses are allowed and encouraged
1958 along the corridor, many different development patterns - nodal or linear - may meet the
1959 corridor objective .
1960
1961 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic
1962 assessment of the likely trends for growth of local economies in the state consistent with
1963 OAR 660-09-015. Such an analysis is critical for economic planning and for ensuring that
1964 the land supply in an urban area will meet long-term employment growth needs.
1965
1966 **Employment Areas** Areas of mixed employment that include various types of
1967 manufacturing, distribution and warehousing uses, commercial and retail development as
1968 well as some residential development. Retail uses should primarily serve the needs of the
1969 people working or living in the immediate employment area. Exceptions to this general
1970 policy can be made for example, land consumptive commercial uses with low parking
1971 needs which have a community or region-wide market.
1972
1973 **Exception.** An "exception" is taken for land when either commitments for use, current
1974 uses, or other reasons make it impossible to meet the requirements of one or a number of
1975 the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3
1976 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply
1977 with the strict resource protection requirements of those goals and are thereby able to be

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

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

2056 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy
2057 statement of the governing body of a city or county that inter-relates all functional and
2058 natural systems and activities related to the use of land, consistent with state law.
2059

2060 **Major Amendment.** A proposal made to the Metro Council for expansion of the UGB of 20
2061 acres or more, consistent with the provisions of the Metro code.
2062

2063 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land
2064 Conservation and Development Commission to assure opportunity for the provision of
2065 adequate numbers of needed housing units and the efficient use of land within the Metro
2066 UGB. This rule establishes minimum overall net residential densities for all cities and
2067 counties within the UGB, and specifies that 50 percent of the land set aside for new
2068 residential development be zoned for multifamily housing.
2069

2070 **Main Streets.** Neighborhood shopping areas along a main street or at an intersection,
2071 sometimes having a unique character that draws people from outside the area. NW 23rd
2072 Avenue and SE Hawthorne Boulevard are current examples of main streets.
2073

2074 **Neighborhood Centers.** Retail and service development that surrounds major MAX
2075 stations and other major intersections, extending out for one-quarter to one-half mile.
2076

2077 **Neighboring Cities.** Cities such as Sandy, Canby, and Newberg that are outside Metro's
2078 jurisdiction but will be affected by the growth policies adopted by the Metro Council or other
2079 jurisdictions, such as North Plains, Estacada or Scappoose, which may be affected by
2080 Metro actions.
2081

2082 **Open Space.** Publicly and privately owned areas of land, including parks; natural areas
2083 and areas of very low density development inside the UGB.
2084

2085 **Outer Neighborhoods.** Areas in the outlying cities that are primarily residential, farther
2086 from employment and shopping areas, and have larger lot sizes and lower population
2087 densities than inner neighborhoods.
2088

2089 **Pedestrian Scale.** An urban development pattern where walking is a safe, convenient and
2090 interesting travel mode. It is an area where walking is at least as attractive as any other
2091 mode to all destinations within the area. The following elements are not cited as
2092 requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide
2093 walking surfaces; easily visible from streets and buildings and safe for walking; minimal
2094 points where high speed automobile traffic and pedestrians mix; frequent crossings;
2095 storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2153
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REGION 2040
Decisions for Tomorrow
2040 Growth Concept

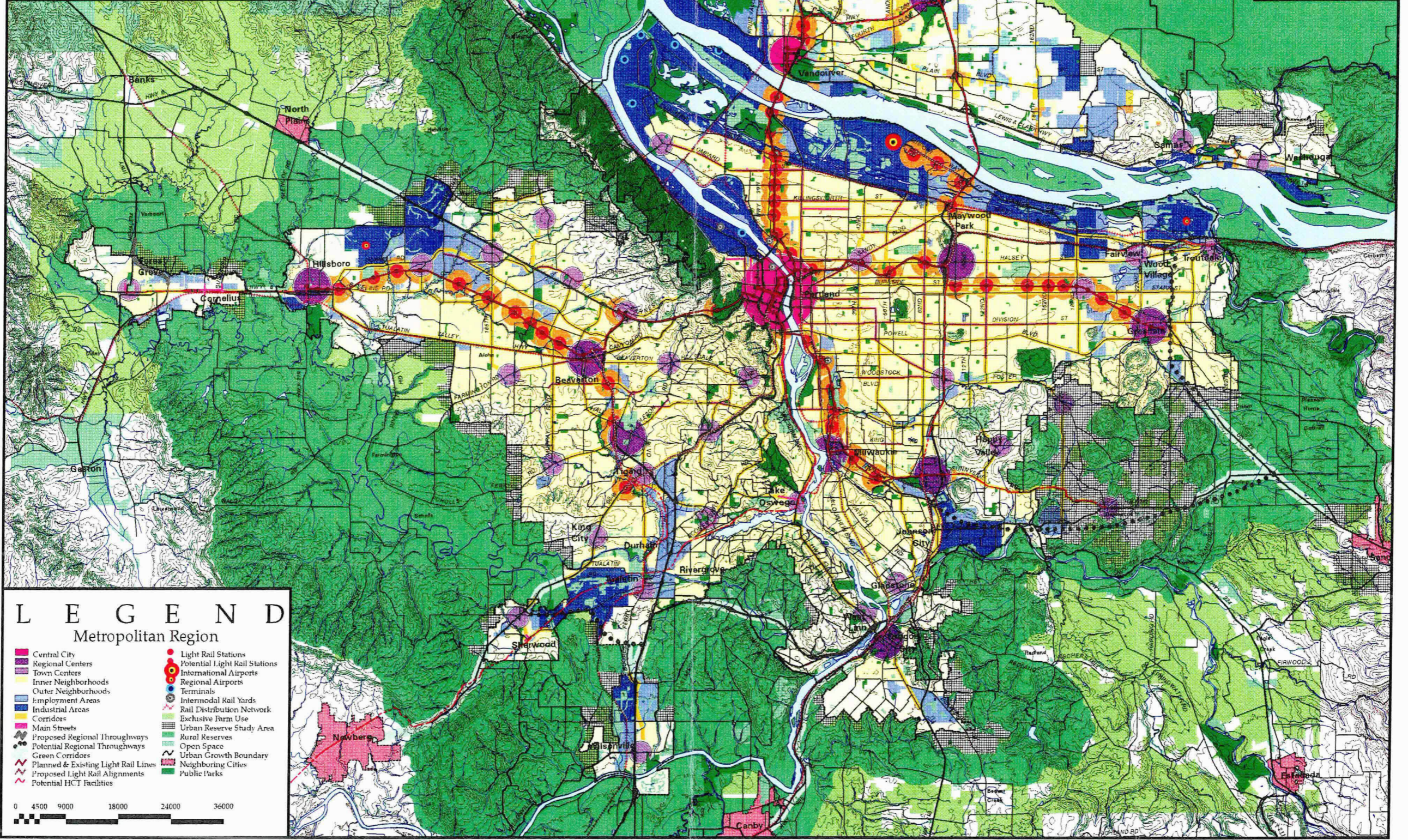
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METRO
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LEGEND
 Clark County

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

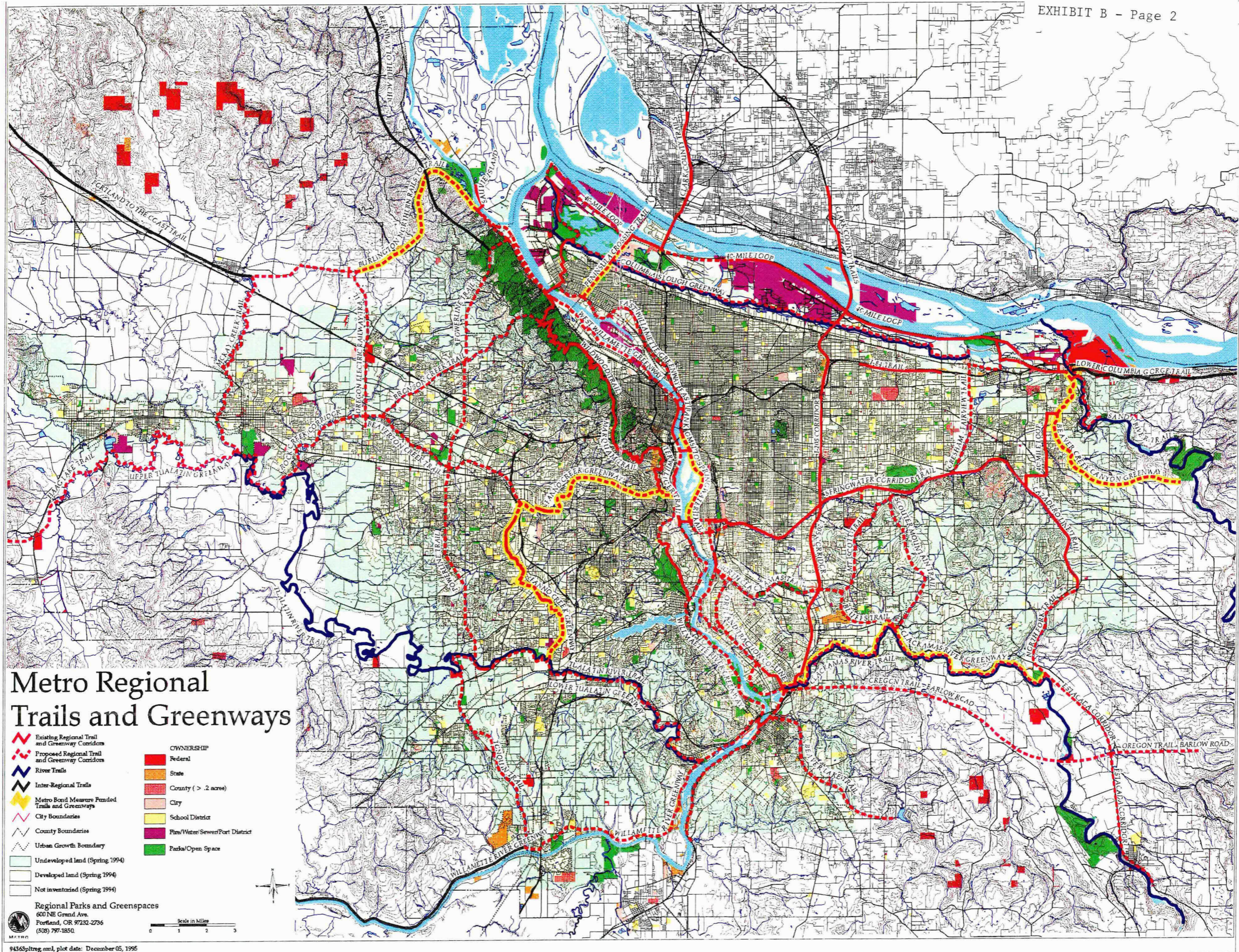


LEGEND
 Metropolitan Region

<ul style="list-style-type: none"> Central City Regional Centers Town Centers Inner Neighborhoods Outer Neighborhoods Employment Areas Industrial Areas Corridors Main Streets Proposed Regional Throughways Potential Regional Throughways Green Corridors Planned & Existing Light Rail Lines Proposed Light Rail Alignments Potential HCT Facilities 	<ul style="list-style-type: none"> Light Rail Stations Potential Light Rail Stations International Airports Regional Airports Terminals Intermodal Rail Yards Rail Distribution Network Exclusive Farm Use Urban Reserve Study Area Rural Reserves Open Space Urban Growth Boundary Neighboring Cities Public Parks
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Note: Urban Reserve Study Areas indicate those areas identified for future study in Resolution No. 94-2040-C, from which Urban Reserve Areas may be selected. These study areas are shown here for illustrative purposes only. Designation of Urban Reserve Areas remains contingent upon the application of LCDC's Urban Reserve Rule to the characteristics of land studied by Metro or others.



STAFF REPORT

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

Date: November 21, 1995

Presented by: John Fregonese,
Growth Management Services

BACKGROUND

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

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

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

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

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