

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

AN ORDINANCE REPEALING THE)	ORDINANCE NO. 91-418B
COLUMBIA REGION ASSOCIATION OF)	
GOVERNMENTS LAND USE GOALS AND)	Introduced by Executive
OBJECTIVES AND ADOPTING THE)	Officer Rena Cusma and
REGIONAL URBAN GROWTH GOALS AND)	Councilor Jim Gardner
OBJECTIVES)	

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

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

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

WHEREAS To comply with its statutory requirements and in recognition of the challenges posed by urban growth, Metro elected to begin development of Regional Urban Growth Goals and Objectives in March of 1989. Policy and Technical Advisory Committees were formed, and have met continuously since then.

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

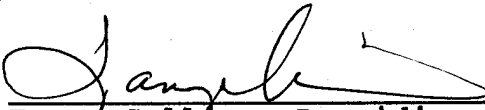
Section 1. The Regional Urban Growth Goals and Objectives, included in this ordinance as Exhibit A, are hereby adopted as Metro's regional land use goals and objectives.

Section 2. The existing Urban Growth Management Policy Advisory Committee shall be replaced by the Regional Policy Advisory Committee upon Metro Council appointment implementing the Regional Urban Growth Goals and Objectives. The Joint Policy Advisory Committee on Transportation (JPACT) shall continue to operate as the forum for evaluating transportation needs and recommending funding for Metro both as the federal Metropolitan Planning Organization and for Metro's transportation functional plan. Other existing Policy Advisory Committees, established by ordinance or resolution to advise Metro about adopted or proposed functional plans, shall continue in their assigned roles until Metro Council action upon completion of assigned tasks.

Section 3. Metro's goals and objectives are consistent with the Statewide Land Use Planning Goals. Findings of consistency, included in this ordinance as Exhibit B, are hereby adopted.

Section 4. The CRAG Goals and Objectives, adopted September 30, 1976 by the CRAG Board, are hereby repealed and replaced by the Regional Urban Growth Goals and Objectives.

ADOPTED by the Council of the Metropolitan Service District this 26th day of September, 1991.



Tanya Collier, Presiding Officer

ATTEST:



Clerk of the Council

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URBAN GROWTH MANAGEMENT PLAN POLICY ADVISORY COMMITTEE

REVISED REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

September 26, 1991

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INTRODUCTION

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

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

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

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

Metro's regional goals and objectives required by ORS 268.380(1) are in RUGGO Goals I and II and Objectives 1-18 only. RUGGO planning activities contain implementation ideas for future study in various stages of development that may or may not lead to RUGGO amendments, new functional plans or functional plan amendments. Functional plans and functional plan amendments shall be consistent with Metro's regional goals and objectives, not RUGGO planning activities.

BACKGROUND STATEMENT

1
2
3 Planning for and managing the effects of urban growth in this metropolitan region involves 24 cities,
4 three counties, and more than 130 special service districts and school districts, including Metro. In
5 addition, the State of Oregon, Tri-Met, the Port of Portland, and the Boundary Commission all make
6 decisions which affect and respond to regional urban growth. Each of these jurisdictions and agencies
7 has specific duties and powers which apply directly to the tasks of urban growth management.
8

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

14 Nonetheless, few models exist for coordinating growth management efforts in a metropolitan region.
15 Further, although the legislature charged Metro with certain coordinating responsibilities, and gave it
16 powers to accomplish that coordination, a participatory and cooperative structure for responding to
17 that charge has never been stated.
18

19 As urban growth in the region generates issues requiring a multi-jurisdictional response, a "blueprint"
20 for regional planning and coordination is critically needed. Although most would agree that there is a
21 need for coordination, there is a wide range of opinion regarding how regional planning to address
22 issues of regional significance should occur, and under what circumstances Metro should exercise its
23 coordination powers.
24

25 Goal I addresses this coordination issue in the region for the first time by providing the process that
26 Metro will use to address areas and activities of metropolitan significance. The process is intended to
27 be responsive to the challenges of urban growth while respecting the powers and responsibilities of a
28 wide range of interests, jurisdictions, and agencies.
29

30 Goal II recognizes that this region is changing as growth occurs, and that change is challenging our
31 assumptions about how urban growth will affect quality of life. For example:
32

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

35
36 -- the greatest growth in traffic and movement is within suburban areas, rather than between
37 suburban areas and the central downtown district;

38
39 -- in the year 2010 Metro projects that 70% of all "trips" made daily in the region will occur
40 within suburban areas;

41
42 -- currently transit moves about 3% of the travellers in the region on an average workday;

43
44 -- to this point the region has accommodated most forecasted growth on vacant land within the
45 urban growth boundary, with redevelopment expected to accommodate very little of this
46 growth;

47
48 -- single family residential construction is occurring at less than maximum planned density;

49
50 -- rural residential development in rural exception areas is occurring in a manner and at a rate
51 that may result in forcing the expansion of the urban growth boundary on important
52 agricultural and forest resource lands in the future;

1 -- a recent study of urban infrastructure needs in the state has found that only about half of
2 the funding needed in the future to build needed facilities can be identified.
3

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

10
11 The challenge is clear: if the Portland metropolitan area is going to be different than other places, and
12 if it is to preserve its vaunted quality of life as an additional 485,000 people move into the urban area
13 in the next 20 years, then a cooperative and participatory effort to address the issues of growth must
14 begin now. Further, that effort needs to deal with the issues accompanying growth -- increasing traffic
15 congestion, vanishing open space, speculative pressure on rural farm lands, rising housing costs,
16 diminishing environmental quality -- in a common framework. Ignoring vital links between these issues
17 will limit the scope and effectiveness of our approach to managing urban growth.

18
19 Goal II provides that broad framework needed to address the issues accompanying urban growth.
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PLANNING FOR A VISION OF GROWTH IN THE PORTLAND METROPOLITAN AREA

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

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

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

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

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

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

1 **GOAL I: REGIONAL PLANNING PROCESS**

2
3 Regional planning in the metropolitan area shall:

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

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

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

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

20
21
22 1.1 - Regional Citizen Involvement Coordinating Committee - Metro shall establish a Regional
23 Citizen Involvement Coordinating Committee to assist with the development, implementation
24 and evaluation of its citizen involvement program and to advise the Regional Policy Advisory
25 Committee regarding ways to best involve citizens in regional planning activities.

26
27 1.2 - Notification - Metro shall develop programs for public notification, especially for (but not
28 limited to) proposed legislative actions, that ensure a high level of awareness of potential
29 consequences as well as opportunities for involvement on the part of affected citizens, both
30 inside and outside of its district boundaries.

31
32
33 **OBJECTIVE 2. REGIONAL POLICY ADVISORY COMMITTEE**

34
35 The Metro Council shall establish a Regional Policy Advisory Committee to:

- 36
- 37 2.i) assist with the development and review of Metro's regional planning activities
- 38 pertaining to land use and growth management, including review and implementation
- 39 of these goals and objectives, present and prospective functional planning, and
- 40 management and review of the region's urban growth boundary;
- 41
- 42 2.ii) serve as a forum for identifying and discussing areas and activities of metropolitan
- 43 or subregional significance; and
- 44
- 45 2.iii) provide an avenue for involving all cities and counties and other interests in the
- 46 development and implementation of growth management strategies.
- 47

48 2.1 - Regional Policy Advisory Committee Composition - The Regional Policy Advisory
49 Committee (RPAC) shall be chosen according to the by-laws adopted by the Metro Council.
50 The voting membership shall include elected officials of cities, counties, and the Metro Council
51 as well as representatives of the State of Oregon and citizens. The composition of the
52 Committee shall reflect the partnership that must exist among implementing jurisdictions in

1 order to effectively address areas and activities of metropolitan significance, with a majority of
2 the voting members being elected officials from within the Metro District boundaries.
3

4 2.2 - Advisory Committees - The Metro Council, or the Regional Policy Advisory Committee
5 consistent with the RPAC by-laws, shall appoint technical advisory committees as the Council
6 or the Regional Policy Advisory Committee determine a need for such bodies.
7

8 2.3 - Joint Policy Advisory Committee on Transportation (JPACT) - JPACT with the Metro
9 Council shall continue to perform the functions of the designated Metropolitan Planning
10 Organization as required by federal transportation planning regulations. JPACT and the
11 Regional Policy Advisory Committee shall develop a coordinated process, to be approved by the
12 Metro Council, to assure that regional land use and transportation planning remains consistent
13 with these goals and objectives and with each other.
14

15
16 **OBJECTIVE 3. APPLICABILITY OF REGIONAL URBAN GROWTH GOALS AND**
17 **OBJECTIVES**
18

19 These Regional Urban Growth Goals and Objectives have been developed pursuant to ORS 268.380(1).
20 Therefore, they comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan
21 under ORS 268.390(2). All functional plans prepared by Metro shall be consistent with these goals and
22 objectives. Metro's management of the Urban Growth Boundary shall be guided by standards and
23 procedures which must be consistent with these goals and objectives. These goals and objectives shall
24 not apply directly to site-specific land use actions, including amendments of the urban growth
25 boundary.
26

27 These Regional Urban Growth Goals and Objectives shall apply to adopted and acknowledged
28 comprehensive land use plans as follows:
29

30 3.i) A regional functional plan, itself consistent with these goals and objectives, may
31 recommend or require amendments to adopted and acknowledged comprehensive land
32 use plans; or
33

34 3.ii) The management and periodic review of Metro's acknowledged Urban Growth
35 Boundary Plan, itself consistent with these goals and objectives, may require changes
36 in adopted and acknowledged land use plans; or
37

38 3.iii) The Regional Policy Advisory Committee may identify and propose issues of
39 regional concern, related to or derived from these goals and objectives, for
40 consideration by cities and counties at the time of periodic review of their adopted and
41 acknowledged comprehensive plans.
42

43 3.1 - Urban Growth Boundary Plan - The Urban Growth Boundary Plan has two components:
44

45 3.1.1) The acknowledged urban growth boundary line; and
46

47 3.1.2) Acknowledged procedures and standards for amending the urban growth
48 boundary line.
49

50 Metro's Urban Growth Boundary is not a regional comprehensive plan but a provision of the
51 comprehensive plans of the local governments within its boundaries. The location of the urban
52 growth boundary line shall be in compliance with applicable statewide planning goals and

1 consistent with these goals and objectives. Amendments to the urban growth boundary line
2 shall demonstrate consistency only with the acknowledged procedures and standards.
3

4 3.2 - Functional Plans - Regional functional plans containing recommendations for
5 comprehensive planning by cities and counties may or may not involve land use decisions.
6 Functional plans are not required by the enabling statute to include findings of consistency
7 with statewide land use planning goals. If provisions in a functional plan, or actions
8 implementing a functional plan require changes in an adopted and acknowledged
9 comprehensive land use plan, then that action may be a land use action required to be
10 consistent with the statewide planning goals.
11

12 3.3 - Periodic Review of Comprehensive Land Use Plans - At the time of periodic review for
13 comprehensive land use plans in the region the Regional Policy Advisory Committee:
14

15 3.3.1) shall assist Metro with the identification of functional plan provisions or changes
16 in functional plans adopted since the last periodic review for inclusion in periodic
17 review notices as changes in law; and
18

19 3.3.2) may provide comments during the periodic review of adopted and acknowledged
20 comprehensive plans on issues of regional concern.
21

22 3.4 - Periodic Review of the Regional Urban Growth Goals and Objectives - If statute changes
23 are made to ORS 197 to allow acknowledgement of these goals and objectives as the means for
24 meeting the statutory requirement that these goals and objectives be consistent with statewide
25 planning goals, then this section will apply. The Regional Policy Advisory Committee shall
26 consider the periodic review notice for these goals and objectives and recommend a periodic
27 review process for adoption by the Metro Council.
28
29

30 OBJECTIVE 4. IMPLEMENTATION ROLES

31 Regional planning and the implementation of these Regional Urban Growth Goals and Objectives shall
32 recognize the inter-relationships between cities, counties, special districts, Metro, regional agencies, and
33 the State, and their unique capabilities and roles.
34

35 4.1 - Metro Role - Metro shall:

36 4.1.1) identify and designate areas and activities of metropolitan significance;
37

38 4.1.2) provide staff and technical resources to support the activities of the Regional
39 Policy Advisory Committee;
40

41 4.1.3) serve as a technical resource for cities, counties, and other jurisdictions and
42 agencies;
43

44 4.1.4) facilitate a broad-based regional discussion to identify appropriate strategies for
45 responding to those issues of metropolitan significance; and
46

47 4.1.5) adopt functional plans necessary and appropriate for the implementation of these
48 regional urban growth goals and objectives;
49
50
51

1 4.1.6) coordinate the efforts of cities, counties, special districts, and the state to
2 implement adopted strategies.
3

4 4.2 - Role of Cities -
5

6 4.2.1) adopt and amend comprehensive plans to conform to functional plans adopted by
7 Metro;
8

9 4.2.2) identify potential areas and activities of metropolitan significance;
10

11 4.2.3) cooperatively develop strategies for responding to designated areas and activities
12 of metropolitan significance;
13

14 4.2.4) participate in the review and refinement of these goals and objectives.
15

16 4.3 - Role of Counties -
17

18 4.3.1) adopt and amend comprehensive plans to conform to functional plans adopted by
19 Metro;
20

21 4.3.2) identify potential areas and activities of metropolitan significance;
22

23 4.3.3) cooperatively develop strategies for responding to designated areas and activities
24 of metropolitan significance;
25

26 4.3.4) participate in the review and refinement of these goals and objectives.
27

28 4.4 - Role of Special Service Districts - Assist Metro with the identification of areas and
29 activities of metropolitan significance and the development of strategies to address them, and
30 participate in the review and refinement of these goals and objectives.
31

32 4.5 - Role of the State of Oregon - Advise Metro regarding the identification of areas and
33 activities of metropolitan significance and the development of strategies to address them, and
34 participate in the review and refinement of these goals and objectives.
35

36
37 **OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS**
38

39 Functional plans are limited purpose plans, consistent with these goals and objectives, which address
40 designated areas and activities of metropolitan significance.
41

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

47 5.2 - New Functional Plans - New functional plans shall be proposed from one of two sources:
48

49 5.2.1) The Regional Policy Advisory Committee may recommend that the Metro
50 Council designate an area or activity of metropolitan significance for which a functional
51 plan should be prepared; or
52

1 5.2.2) The Metro Council may propose the preparation of a functional plan to
2 designate an area or activity of metropolitan significance, and refer that proposal to the
3 Regional Policy Advisory Committee.
4

5 Upon the Metro Council adopting factual reasons for the development of a new functional plan,
6 the Regional Policy Advisory Committee shall oversee the preparation of the plan, consistent
7 with these goals and objectives and the reasons cited by the Metro Council. After preparing
8 the plan and seeking broad public and local government consensus, using existing citizen
9 involvement processes established by cities, counties, and Metro, the Regional Policy Advisory
10 Committee shall present the plan and its recommendations to the Metro Council. The Metro
11 Council may act to resolve conflicts or problems impeding the development of a new functional
12 plan and may act to oversee preparation of the plan should such conflicts or problems prevent
13 the Regional Policy Advisory Committee from completing its work in a timely or orderly
14 manner.
15

16 The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:
17

18 5.2.A) adopt the proposed functional plan; or
19

20 5.2.B) refer the proposed functional plan to the Regional Policy Advisory Committee in
21 order to consider amendments to the proposed plan prior to adoption; or
22

23 5.2.C) amend and adopt the proposed functional plan; or
24

25 5.2.D) reject the proposed functional plan.
26

27 The proposed functional plan shall be adopted by ordinance, and shall include findings of
28 consistency with these goals and objectives.
29

30 5.3 - Functional Plan Implementation and Conflict Resolution -Adopted functional plans shall be
31 regionally coordinated policies, facilities, and/or approaches to addressing a designated area or
32 activity of metropolitan significance, to be considered by cities and counties for incorporation in
33 their comprehensive land use plans. If a city or county determines that a functional plan
34 recommendation should not or cannot be incorporated into its comprehensive plan, then Metro
35 shall review any apparent inconsistencies by the following process:
36

37 5.3.1) Metro and affected local governments shall notify each other of apparent or
38 potential comprehensive plan inconsistencies.
39

40 5.3.2) After Metro staff review, the Regional Policy Advisory Committee shall consult
41 the affected jurisdictions and attempt to resolve any apparent or potential
42 inconsistencies.
43

44 5.3.3) The Regional Policy Advisory Committee shall conduct a public hearing and
45 make a report to the Metro Council regarding instances and reasons why a city or
46 county has not adopted changes consistent with recommendations in a regional
47 functional plan.
48

49 5.3.4) The Metro Council shall review the Regional Policy Advisory Committee report
50 and hold a public hearing on any unresolved issues. The Council may decide to:
51

52 5.3.4.a) amend the adopted regional functional plan; or

1 5.3.4.b) initiate proceedings to require a comprehensive plan change; or
2

3 5.3.4.c) find there is no inconsistency between the comprehensive plan(s) and
4 the functional plan.
5
6

7 **OBJECTIVE 6. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS AND**
8 **OBJECTIVES**
9

10 The Regional Urban Growth Goals and Objectives shall be reviewed at regular intervals or at other
11 times determined by the Metro Council after consultation with or upon the suggestion of the Regional
12 Policy Advisory Committee. Any review and amendment process shall involve a broad cross-section of
13 citizen and jurisdictional interests, and shall be conducted by the Regional Policy Advisory Committee
14 consistent with Goal 1: Regional Planning Process. Proposals for amendments shall receive broad
15 public and local government review prior to final Metro Council action.
16

17 6.1 - Impact of Amendments - At the time of adoption of amendments to these goals and
18 objectives, the Metro Council shall determine whether amendments to adopted functional plans
19 or the acknowledged regional urban growth boundary are necessary. If amendments to
20 adopted functional plans are necessary, the Metro Council shall act on amendments to
21 applicable functional plans. The Council shall request recommendations from the Regional
22 Policy Advisory Committee before taking action. All amendment proposals will include the date
23 and method through which they may become effective, should they be adopted. Amendments
24 to the acknowledged regional urban growth boundary will be considered under acknowledged
25 urban growth boundary amendment procedures incorporated in the Metro Code.
26

27 If changes to functional plans are adopted, affected cities and counties shall be informed in
28 writing of those changes which are advisory in nature, those which recommend changes in
29 comprehensive land use plans, and those which require changes in comprehensive plans. This
30 notice shall specify the effective date of particular amendment provisions.
31

32
33 **GOAL II: URBAN FORM**
34

35 The livability of the urban region should be maintained and enhanced through initiatives which:
36

37 II.i) preserve environmental quality;

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

39 II.iii) inter-relate the benefits and consequences of growth in one part of the region with the
40 benefits and consequences of growth in another.
41
42

43 Urban form, therefore, describes an overall framework within which regional urban growth
44 management can occur. Clearly stating objectives for urban form, and pursuing them comprehensively
45 provides the focal strategy for rising to the challenges posed by the growth trends present in the
46 region today.
47

48 **II.1: NATURAL ENVIRONMENT**
49

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

1 **OBJECTIVE 7. WATER RESOURCES**

2
3 Planning and management of water resources should be coordinated in order to improve the quality
4 and ensure sufficient quantity of surface water and groundwater available to the region.
5

6 7.1 Formulate Strategy - A long-term strategy, coordinated by the jurisdictions and agencies
7 charged with planning and managing water resources, shall be developed to comply with state
8 and federal requirements for drinking water, to sustain beneficial water uses, and to
9 accommodate growth.

10
11 **Planning Activities:**

12
13 Planning programs for water resources management shall be evaluated to determine the ability
14 of current efforts to accomplish the following, and recommendations for changes in these
15 programs will be made if they are found to be inadequate:
16

- 17 -- Identify the future resource needs and carrying capacities of the region for municipal and
18 industrial water supply, irrigation, fisheries, recreation, wildlife, environmental standards and
19 aesthetic amenities;
- 20
- 21 -- Monitor water quality and quantity trends vis-a-vis beneficial use standards adopted by
22 federal, state, regional, and local governments for specific water resources important to the
23 region;
- 24
- 25 -- Evaluate the cost-effectiveness of alternative water resource management scenarios, and the
26 use of conservation for both cost containment and resource management; and
- 27
- 28 -- Preserve, create, or enhance natural water features for use as elements in nonstructural
29 approaches to managing stormwater and water quality.
30

31
32 **OBJECTIVE 8. AIR QUALITY**

33
34 Air quality shall be protected and enhanced so that as growth occurs, human health is unimpaired.
35 Visibility of the Cascades and the Coast Range from within the region should be maintained.
36

37 8.1 Strategies for planning and managing air quality in the regional airshed shall be included
38 in the State Implementation Plan for the Portland-Vancouver air quality maintenance area as
39 required by the Federal Clean Air Act.
40

41 8.2 New regional strategies shall be developed to comply with Federal Clean Air Act
42 requirements and provide capacity for future growth.
43

44 8.3 The region, working with the state, shall pursue the consolidation of the Oregon and Clark
45 County Air Quality Management Areas.
46

47 8.4 All functional plans, when taken in the aggregate, shall be consistent with the State
48 Implementation Plan (SIP) for air quality.
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Planning Activities:

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

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

OBJECTIVE 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT

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

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

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

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

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

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

Planning Activities:

- 1) Inventory existing open space and open space opportunities to determine areas within the region where open space deficiencies exist now, or will in the future, given adopted land use plans and growth trends.
- 2) Assess current and future active recreational land needs. Target acreages should be developed for neighborhood, community, and regional parks, as well as for other types of open space in order to meet local needs while sharing responsibility for meeting metropolitan open space demands.
- 3) Develop multi-jurisdictional tools for planning and financing the protection and maintenance of open space resources. Particular attention will be paid to using the land use planning and permitting process and to the possible development of a land-banking program.

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

OBJECTIVE 10. PROTECTION OF AGRICULTURE AND FOREST RESOURCE LANDS

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

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

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

Planning Activities:

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

II.2: BUILT ENVIRONMENT

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

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

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

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

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

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

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

OBJECTIVE 11. HOUSING

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

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Planning Activities:

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

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

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

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

OBJECTIVE 12. PUBLIC SERVICES AND FACILITIES

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

- 12.i) minimize cost;
- 12.ii) maximize service efficiencies and coordination;
- 12.iii) result in net improvements in environmental quality and the conservation of natural resources;

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

3
4 12.v) use energy efficiently; and

5
6 12.vi) shape and direct growth to meet local and regional objectives.

7
8 12.1 Planning Area - The long-term geographical planning area for the provision of urban
9 services shall be the area described by the adopted and acknowledged urban growth boundary
10 and the designated urban reserves.

11
12 12.2 Forecast Need - Public service and facility development shall be planned to accommodate
13 the rate of urban growth forecast in the adopted regional growth forecast, including anticipated
14 expansions into urban reserve areas.

15
16 12.3 Timing - The region should seek the provision of public facilities and services at the time
17 of new urban growth.

18
19 **Planning Activities:**

- 20
21 1) Inventory current and projected public facilities and services needs throughout the
22 region, as described in adopted and acknowledged public facilities plans.
23
24 2) Identify opportunities for and barriers to achieving concurrency in the region.
25
26 3) Develop financial tools and techniques to enable cities, counties, school districts, special
27 districts, Metro and the State to secure the funds necessary to achieve concurrency.
28
29 4) Develop tools and strategies for better linking planning for school, library, and park
30 facilities to the land use planning process.
31

32
33 **OBJECTIVE 13. TRANSPORTATION**

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35 A regional transportation system shall be developed which:

36
37 13.i) reduces reliance on a single mode of transportation through development of a
38 balanced transportation system which employs highways, transit, bicycle and pedestrian
39 improvements, and system and demand management.

40
41 13.ii) provides adequate levels of mobility consistent with local comprehensive plans
42 and state and regional policies and plans;

43
44 13.iii) encourages energy efficiency;

45
46 13.iv) recognizes financial constraints; and

47
48 13.v) minimizes the environmental impacts of system development, operations, and
49 maintenance.
50

51 13.1 System Priorities - In developing new regional transportation system infrastructure, the
52 highest priority should be meeting the mobility needs of mixed use urban centers, when

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

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

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

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

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

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

21 13.3.1) reduce automobile dependency, especially the use of single-occupancy vehicles;
22

23 13.3.2) increase the use of transit through both expanding transit service and
24 addressing a broad range of requirements for making transit competitive with the
25 private automobile; and
26

27 13.3.3) encourage bicycle and pedestrian movement through the location and design of
28 land uses.
29

30 Planning Activities:
31

- 32 1) Build on existing mechanisms for coordinating transportation planning in the region by:
33
- 34 ● identifying the role for local transportation system improvements and relationship
35 between local, regional, and state transportation system improvements in regional
36 transportation plans;
37
 - 38 ● clarifying institutional roles, especially for plan implementation, in local, regional, and
39 state transportation plans; and
40
 - 41 ● including plans and policies for the inter-regional movement of people and goods by rail,
42 ship, barge, and air in regional transportation plans.
43
- 44 2) Structural barriers to mobility for transportation disadvantaged populations should be
45 assessed in the current and planned regional transportation system and addressed
46 through a comprehensive program of transportation and non-transportation system
47 based actions.
48
- 49 3) The needs for movement of goods via trucks, rail, and barge should be assessed and
50 addressed through a coordinated program of transportation system improvements and
51 actions to affect the location of trip generating activities.
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- 4) Transportation-related guidelines and standards for designating mixed use urban centers shall be developed.

OBJECTIVE 14. ECONOMIC OPPORTUNITY

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

Planning Activities:

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

II.3: GROWTH MANAGEMENT

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

- II.3.i) the evolution of an efficient urban growth form which reduces sprawl;
- II.3.ii) a clear distinction between urban and rural lands; and
- II.3.iii) recognition of the inter-relationship between development of vacant land and redevelopment objectives in all parts of the urban region.

1 **OBJECTIVE 15. URBAN/RURAL TRANSITION**

2
3 There should be a clear transition between urban and rural land that makes best use of natural and
4 built landscape features and which recognizes the likely long-term prospects for regional urban
5 growth.
6

7 15.1 Boundary Features - The Metro urban growth boundary should be located using natural
8 and built features, including roads, drainage divides, floodplains, powerlines, major topographic
9 features, and historic patterns of land use or settlement.

10
11 15.2 Sense of Place - Historic, cultural, topographic, and biological features of the regional
12 landscape which contribute significantly to this region's identity and "sense of place", shall be
13 identified. Management of the total urban land supply should occur in a manner that supports
14 the preservation of those features, when designated, as growth occurs.
15

16 15.3 Urban Reserves - Thirty-year "urban reserves", adopted for purposes of coordinating
17 planning and estimating areas for future urban expansion, should be identified consistent with
18 these goals and objectives, and reviewed by Metro every 15 years.
19

20 15.3.1 Establishment of urban reserves will take into account:

21
22 15.3.1.a) The efficiency with which the proposed reserve can be provided with
23 urban services in the future;

24
25 15.3.1.b) The unique land needs of specific urban activities assessed from a
26 regional perspective;

27
28 15.3.1.c) The provision of green spaces between communities;

29
30 15.3.1.d) The efficiencies with which the proposed reserve can be urbanized;

31
32 15.3.1.e) The proximity of jobs and housing to each other;

33
34 15.3.1.f) The balance of growth opportunities throughout the region so that
35 the costs and benefits can be shared;

36
37 15.3.1.g) The impact on the regional transportation system; and

38
39 15.3.1.h) The protection of farm and forest resource lands from urbanization.
40

41 Inclusion of land in an urban reserve shall be preceded by consideration of all of the
42 above factors.
43

44 15.3.2 In addressing 15.3.1(h), the following hierarchy should be used for identifying
45 priority sites for urban reserves:
46

47 15.3.2.a) First, propose such reserves on rural lands excepted from Statewide
48 Planning goals 3 and 4 in adopted and acknowledged county comprehensive
49 plans. This recognizes that small amounts of rural resource land adjacent to or
50 surrounded by those "exception lands" may be necessary for inclusion in the
51 proposal to improve the efficiency of the future urban growth boundary
52 amendment.

1 15.3.2.b) Second, consider secondary forest resource lands, or equivalent, as
2 defined by the state.
3

4 15.3.2.c) Third, consider secondary agricultural resource lands, or equivalent,
5 as defined by the state.
6

7 15.3.2.d) Fourth, consider primary forest resource lands, or equivalent, as
8 defined by the state.
9

10 15.3.2.e) Finally, when all other options are exhausted, consider primary
11 agricultural lands, or equivalent, as defined by the state.
12

13 15.3.3 Expansion of the urban growth boundary shall occur consistent with Objectives
14 16 and 17. Where urban land is adjacent to rural lands outside of an urban reserve,
15 Metro will work with affected cities and counties to ensure that urban uses do not
16 significantly affect the use or condition of the rural land. Where urban land is adjacent
17 to lands within an urban reserve that may someday be included within the urban
18 growth boundary, Metro will work with affected cities and counties to ensure that rural
19 development does not create obstacles to efficient urbanization in the future.
20

21 Planning Activities:
22

- 23 1) Identification of urban reserves adjacent to the urban growth boundary shall be
24 accompanied by the development of a generalized future land use plan. The planning
25 effort will primarily be concerned with identifying and protecting future open space
26 resources and the development of short-term strategies needed to preserve future
27 urbanization potential. Ultimate providers of urban services within those areas should
28 be designated and charged with incorporating the reserve area(s) in their public facility
29 plans in conjunction with the next periodic review. Changes in the location of the
30 urban growth boundary should occur so as to ensure that plans exist for key public
31 facilities and services.
32
- 33 2) The prospect of creating transportation and other links between the urban economy
34 within the Metro Urban Growth Boundary and other urban areas in the state should
35 be investigated as a means for better utilizing Oregon's urban land and human
36 resources.
37
- 38 3) The use of greenbelts for creating a clear distinction between urban and rural lands,
39 and for creating linkages between communities, should be explored.
40
- 41 4) The region, working with the state and other urban communities in the northern
42 Willamette Valley, should evaluate the opportunities for accommodating forecasted
43 urban growth in urban areas outside of and not adjacent to the present urban growth
44 boundary.
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47 **OBJECTIVE 16. DEVELOPED URBAN LAND**
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49 Opportunities for and obstacles to the continued development and redevelopment of existing urban
50 land shall be identified and actively addressed. A combination of regulations and incentives shall be
51 employed to ensure that the prospect of living, working, and doing business in those locations remains
52 attractive to a wide range of households and employers.

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3 16.1 Redevelopment & Infill - The potential for redevelopment and infill on existing urban
4 land will be included as an element when calculating the buildable land supply in the region,
5 where it can be demonstrated that the infill and redevelopment can be reasonably expected to
6 occur during the next 20 years. When Metro examines whether additional urban land is
7 needed within the urban growth boundary, it shall assess redevelopment and infill potential in
8 the region.

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

14
15 16.2 Portland Central City - The Central City area of Portland is an area of regional and state
16 significance for commercial, economic, cultural, tourism, government, and transportation
17 functions. State and regional policy and public investment should continue to recognize this
18 special significance.

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

28
29 New mixed use urban centers shall be sited with respect to a system of such centers in the
30 region, and shall not significantly affect regional goals for existing centers, the transportation
31 system, and other public services and facilities.

32
33 Planning Activities:

- 34
35 1) Metro's assessment of redevelopment and infill potential in the region shall include but
36 not be limited to:
37
38 a) An inventory of parcels where the assessed value of improvements is less
39 than the assessed value of the land.
40
41 b) An analysis of the difference between comprehensive plan development
42 densities and actual development densities for all parcels as a first step towards
43 determining the efficiency with which urban land is being used. In this case,
44 efficiency is a function of land development densities incorporated in local
45 comprehensive plans.
46
47 c) An assessment of the impacts on the cost of housing of redevelopment
48 versus expansion of the urban growth boundary.
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50 d) An assessment of the impediments to redevelopment and infill posed by
51 existing urban land uses or conditions.
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- 2) Financial incentives to encourage redevelopment and infill consistent with adopted and acknowledged comprehensive plans should be pursued to make redevelopment and infill attractive alternatives to raw land conversion for investors and buyers.
 - 3) Cities and their neighborhoods should be recognized as the focal points for this region's urban diversity. Actions should be identified to reinforce the role of existing downtowns in maintaining the strength of urban communities.
 - 4) Tools will be developed to address regional economic equity issues stemming from the fact that not all jurisdictions will serve as a site for an economic activity center. Such tools may include off-site linkage programs to meet housing or other needs or a program of fiscal tax equity.
 - 5) Criteria shall be developed to guide the potential designation of mixed use urban centers. The development and application of such criteria will address the specific area to be included in the center, the type and amount of uses it is to eventually contain, the steps to be taken to encourage public and private investment. Existing and possible future mixed use urban centers will be evaluated as to their current functions, potentials, and need for future public and private investment. Strategies to meet the needs of the individual centers will be developed. The implications of both limiting and not limiting the location of large scale office and retail development in mixed use urban centers shall be evaluated.

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OBJECTIVE 17. URBAN GROWTH BOUNDARY

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

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

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

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

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

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OBJECTIVE 18. URBAN DESIGN

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

- 18.i) the recognition and protection of critical open space features in the region;
 - 18.ii) public policies which encourage diversity and excellence in the design and development of settlement patterns, landscapes, and structures; and
 - 18.iii) ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern which:
 - 18.iii.a) is pedestrian "friendly" and reduces auto dependence;
 - 18.iii.b) encourages transit use;
 - 18.iii.c) reinforces nodal, mixed use, neighborhood oriented design;
 - 18.iii.d) includes concentrated, high density, mixed use urban centers developed in relation to the region's transit system; and
 - 18.iii.e) is responsive to needs for privacy, community, and personal safety in an urban setting.
- 18.1 Pedestrian and transit supportive building patterns will be encouraged in order to minimize the need for auto trips and to create a development pattern conducive to face-to-face community interaction.

Planning Activities:

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

1 GLOSSARY
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3 **Areas and Activities of Metropolitan Significance.** A program, area or activity, having significant impact
4 upon the orderly and responsible development of the metropolitan area that can benefit from a
5 coordinated multi-jurisdictional response under ORS 268.390.
6

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

12 **Economic Opportunities Analysis.** An "economic opportunities analysis" is a strategic assessment of the
13 likely trends for growth of local economies in the state consistent with OAR 660-09-015. Such an
14 analysis is critical for economic planning and for ensuring that the land supply in an urban area will
15 meet long-term employment growth needs.
16

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

25 **Family Wage Job.** A permanent job with an annual income greater than or equal to the average
26 annual covered wage in the region. The most current average annual covered wage information from
27 the Oregon Employment Division shall be used to determine the family wage job rate for the region or
28 for counties within the region.
29

30 **Fiscal Tax Equity.** The process by which inter-jurisdictional fiscal disparities can be addressed through
31 a partial redistribution of the revenue gained from economic wealth, particularly the increment gained
32 through economic growth.
33

34 **Functional Plan.** A limited purpose multi-jurisdictional plan for an area or activity having significant
35 district-wide impact upon the orderly and responsible development of the metropolitan area that serves
36 as a guideline for local comprehensive plans consistent with ORS 268.390.
37

38 **Housing Affordability.** The availability of housing such that no more than 30% (an index derived from
39 federal, state, and local housing agencies) of the monthly income of the household need be spent on
40 shelter.
41

42 **Infill.** New development on a parcel or parcels of less than one contiguous acre located within the
43 urban growth boundary.
44

45 **Infrastructure.** Roads, water systems, sewage systems, systems for stormdrainage, bridges, and other
46 facilities developed to support the functioning of the developed portions of the environment.
47

48 **Key or Critical Public Facilities and Services.** Basic facilities that are primarily planned for by local
49 government but which also may be provided by private enterprise and are essential to the support of
50 more intensive development, including transportation, water supply, sewage, parks, and solid waste
51 disposal.
52

1 **Local Comprehensive Plan.** A generalized, coordinated land use map and policy statement of the
2 governing body of a city or county that inter-relates all functional and natural systems and activities
3 related to the use of land, consistent with state law.
4

5 **Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land Conservation and
6 Development Commission to assure opportunity for the provision of adequate numbers of needed
7 housing units and the efficient use of land within the Metro Urban Growth Boundary. This rule
8 establishes minimum overall net residential densities for all cities and counties within the urban growth
9 boundary, and specifies that 50% of the land set aside for new residential development be zoned for
10 multifamily housing.
11

12 **Mixed Use Urban Center.** A "mixed use urban center" is a designated location for a mix of relatively
13 high density office space, commercial activity, residential uses, and supporting public facilities and
14 services, parks and public places. There will be a limited number of these centers designated in the
15 region, and they will be characterized by design elements which work to minimize the need to make
16 trips by automobile either to or within a center. State, regional, and local policy and investment will be
17 coordinated to achieve development and functional objectives for these centers.
18

19 **State Implementation Plan.** A plan for ensuring that all parts of Oregon remain in compliance with
20 Federal air quality standards.
21

22 **Urban Form.** The net result of efforts to preserve environmental quality, coordinate the development
23 of jobs, housing, and public services and facilities, and inter-relate the benefits and consequences of
24 growth in one part of the region with the benefits and consequences of growth in another. Urban
25 form, therefore, describes an overall framework within which regional urban growth management can
26 occur. Clearly stating objectives for urban form, and pursuing them comprehensively provides the focal
27 strategy for rising to the challenges posed by the growth trends present in the region today.
28

29 **Urban Growth Boundary.** A boundary which identifies urban and urbanizable lands needed during the
30 20-year planning period to be planned and serviced to support urban development densities, and which
31 separates urban and urbanizable lands from rural lands.
32

33 **Urban Reserve.** An area adjacent to the present urban growth boundary defined to be a priority
34 location for any future urban growth boundary amendments when needed. Urban reserves are
35 intended to provide cities, counties, other service providers, and both urban and rural land owners with
36 a greater degree of certainty regarding future regional urban form. Whereas the urban growth
37 boundary describes an area needed to accommodate the urban growth forecasted over a twenty year
38 period, the urban reserves estimate the area capable of accommodating the growth expected for an
39 additional 30 years.
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44 10/2/91/pa

EXHIBIT B

Statewide Goal Consistency Findings

The Metro Council finds:

1. Goal I, Citizen Involvement, requires development of a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process. Development of RUGGO meets this goal because citizens were voting participants on the Policy Advisory Committee; all Committee meetings were advertised in the Oregonian with notice mailed to all persons requesting notice; two regional conferences were held on RUGGO topics which were attended by and reported to the public; and public hearings were held by the Metro Council and the Transportation and Planning Committee of the Council prior to adoption of RUGGO. A brief chronology of citizen involvement in the development of RUGGO is as follows:

March, 1989	PAC and TAC appointed.
Fall, 1989	Growth Issues Workshops held throughout the region for citizens, jurisdiction technical staff, and elected and appointed officials of cities, counties, school districts, and special districts - 200 participated.
January, 1990	First Annual Regional Growth Conference - 425 attended.
July, 1990	PAC completes first draft of RUGGOs.
August, 1990 - January 1991	Seventy-four meetings held with cities, counties, citizen groups, public workshops, business organizations, and others to review and receive comment on PAC RUGGO draft.
March, 1991	Second Annual Regional Growth Conference - 720 attended.
July, 1991	PAC completes review and revision of RUGGOs based on fall review process comments and conference comments.
August, 1991	RUGGOs transmitted to Council for adoption.

9. Goal 10, Housing, provides for meeting the housing needs of Oregon's citizens. RUGGO are consistent with this goal because Goal II.2.i seeks a further balancing of housing types. Objective 11 requires planning for a diverse range of housing types available inside the UGB commensurate with household incomes in the region.

Buildable lands and other inventories required by this goal and related administrative rules continue to be included in acknowledged comprehensive plans.

10. Goal 11, Public Facilities and Services, provides for planning and development of timely, orderly, and efficient public facilities that can serve as a framework for urban and rural development. The RUGGO are consistent with this goal. RUGGO Goal II.ii calls for coordination of urban public facilities with jobs and housing. Goal II.2 seeks concurrent provision of urban public facilities and services with urban growth. Goal II.2.iv seeks the coordination of public investments with comprehensive and functional plans.

Objective 12, further, encourages coordination of public services and facilities to balance economic and environmental efficiencies.

11. Goal 12, Transportation, requires provision of a safe, convenient, and economic transportation system. The RUGGO are consistent with this goal. Goal II.2.vi seeks a less auto-dependent, more balanced transportation system utilizing emerging technology and location of land uses to enhance that balanced system. Objectives 13.i and 13.3.1 require reduced auto dependence. A balanced regional transportation system using highways, transit, bicycle, pedestrian, and demand management where appropriate is required by Objective 13.i. Objectives 12.i and 13.iv require economic costs to be minimized. Objectives 12.v and 13.iii require energy efficiency. Objective 13.ii requires use of local plans and inventories. Objectives 12.iii, 13.v, and 13.2 require minimizing environmental costs.

Such a balanced system (1) considers all modes of transportation, (2) utilizes local, state, and regional inventory, (3) considers the social consequences by the coordination of land use locations, (4) avoids principal reliance on the automobile, (5) minimizes all costs, (6) conserves energy, (7) seeks improved technology for meeting needs of transportation disadvantaged, (8) facilitates the commercial economy, and (9) addresses the land uses identified in comprehensive plans.

Advisory Committee meeting minutes and Metro staff memoranda have been available from Metro Planning staff throughout the development of RUGGO.

RUGGO, Objective 1.1 contains the requirement that an ongoing citizen participation program for regional planning be developed in coordination with local comprehensive plan citizen involvement programs. That program is required to include a regional committee for citizen involvement to assist the Metro Council in development, implementation, and evaluation of the regional citizen involvement program.

RUGGO, Objective 2.1 establishes the Regional Policy Advisory Committee which is required to include citizen representatives in addition to other citizen advisory committees that may be appointed under Objective 2.2.

The regional citizen involvement program is required to include public involvement toward a consensus and Metro Council public hearings prior to adoption of a functional plan in Objective 5.

2. Goal 2, Land Use Planning, provides for the development of a process and policy framework to assure a factual basis for all land use decisions and actions. While the RUGGO are goals and objectives, not a comprehensive plan, they are consistent with statewide Goal 2 provisions on planning process. RUGGO, Goal I, explains the process that Metro will use to carry out its regional planning responsibilities, specifying the steps in the coordination relationship between Metro functional planning authority and city and county comprehensive plans. RUGGO, Goal I, also, provides the steps for coordination with an ongoing Regional Policy Advisory Committee to advise the Metro Council on regional planning and implementation.

RUGGO, Objective 3 clearly states how the regional goals and objectives will be applied. They are not the basis for site specific land use actions. RUGGOs are the basis for both functional plans which address designated areas and activities of regional significance and Metro's UGB which must be consistent with RUGGO.

RUGGO, Objective 5 describes how functional plans are proposed, developed, adopted, and implemented. Consistent with statewide Goal 2, ORS 197.190 and ORS 268.385, coordination of the regional planning process is outlined in RUGGO Objective 5.3. Potential conflicts between recommendations in functional plans and proposed or existing

comprehensive plan provisions are to be reviewed in this coordinated planning process for adjustment of the functional plan or a final land use action by Metro.

3. Goals 3 and 4, Agricultural and Forest Lands, provide for preservation and maintenance of agricultural and forest lands for farm and forest uses. RUGGO is consistent with this goal. Objective 10 requires protection of agricultural and forest lands from urbanization outside the UGB. Further, these resource lands are required to be considered in regional economic development.

To better plan future urbanization to protect farm and forest resource lands, establishment of urban reserves are required in Objectives 15.3 and 17.1 to assure efficient extension of public facilities. Exception and nonresource lands are to be used first in the establishment of urban reserves as indicated in the hierarchy in Objective 15.3.2. Compatibility measures to protect resource lands adjacent to urban land are to be coordinated regionally and locally in Objective 15.3.3.

The basis for transition from urban to rural shall continue to be the separation of urbanizable and rural land by the acknowledged regional UGB in Objective 17. Statewide goals 2 and 14 are recognized as the continued standard for amendments to the UGB in Objective 17.2.

Resource land inventories and protective zoning designations required by state law and these statewide goals shall continue to be included in acknowledged comprehensive plans.

4. Goal 5, Open Space, Scenic, and Historic Areas and Natural Resources, provides for the conservation of open space, historic and natural resources. RUGGO Goals II.i and II.1 provide for preservation of environmental quality and natural resources. Objective 9 requires development of programs for acquisition or protection and management of an open space system to conserve natural areas, recreational sites, and native wildlife, and plant populations. Coordinated development of targeted open spaces and interconnected recreational and wildlife corridors required by this Objective, also, are consistent with this goal.

All inventories and protective zoning designations required by state law and this statewide goal, as well as programs for historic and cultural areas, shall continue to be included in acknowledged comprehensive plans.

5. Goal 6, Air, Water and Land Resources Quality, provides for maintenance and improvement of the quality of these resources. RUGGO Goals II.i and II.1 restates much of this statewide goal in maintaining and enhancing environmental quality and natural resources. Coordination of planning and management of water resources in Objective 7 are to improve and maintain water quality and quantity. A regional coordination strategy is required by Objective 7.1 consistent with ORS 197.190, 268.385, and this goal.

Air quality protection and enhancement, management of the regional airshed, as well as new regional strategies, are required to comply with state and federal clean air standards in Objective 8.

6. Goal 7, Areas Subject to Natural Disaster and Hazards, provides for protection of life and property from natural disasters and hazards. This goal is not applicable because these RUGGO do not address natural hazard safeguards.
7. Goal 8, Recreational Needs, provides for satisfaction of the recreational needs of citizens and visitors. Objective 9 is consistent with this goal. Targets for setting aside open space in Objective 9.1 and a system capable of sustaining or enhancing wildlife and plants in Objective 9.2.2 are consistent with satisfying the need for outdoor recreation opportunities by preserving appropriate sites. Interconnected recreational corridors to include a regionwide system of trails in Objective 9.2.1 further satisfy needs for outdoor recreation. Implementation of a regional Willamette Greenway Plan in Objective 9.2.3 is consistent with this goal and statewide Goal 15.
8. Goal 9, Economy of the State, seeks diversification and improvement of Oregon's economy. RUGGO are consistent with this goal. RUGGO Goal II.ii seeks improvement of the region's economy by improvement of livability through the coordination of jobs, housing, and public facilities. Goal II.2.iii seeks the integration of land use and economic development programs. Goal II.2.v seeks the continued evaluation of coordinated regional economic opportunity. Objective 14 encourages a diverse and sufficient supply of jobs, emphasizing family-wage jobs. Objective 10 requires that agricultural and forest resource lands outside the UGB be considered in regional economic and development plans.

Inventories required by this goal shall continue to be included in acknowledged comprehensive plans under Objective 14 as required by OAR 660-09-015.

Objective 16.3 requiring evaluation and designation of mixed use urban centers reduces auto dependence and encourages use of all transportation modes.

12. Goal 13, Energy Conservation, requires land uses to be planned to maximize energy conservation based on sound economic principles. RUGGO are consistent with this goal. Objective 12.u seeks energy conservation in the planning and development of all public facilities and services. Objective 13.iii requires development of a regional transportation system that encourages energy efficiency.

13. Goal 14, Urbanization, requires the establishment of urban growth boundaries to provide for an orderly and efficient transition from rural to urban land use. RUGGO are consistent with this goal. RUGGO Goal II.3 requires reduction of sprawl, a clear distinction between urban and rural lands, and consideration of redevelopment. Objective 15 describes specific policies to accomplish these regional goals including 15.1 boundary features, 15.2 preservation of unique features, and 15.3 adoption of urban reserves. Further, Objective 15.3.3 requires Metro to work with affected cities and counties to avoid obstacles to efficient urbanization in urban reserve areas.

Redevelopment to reduce sprawl is addressed in Objective 16 to maximize use of urban lands to assist orderly and efficient transition of rural land to urban land use.

Objective 17 states that the regional UGB separates urbanizable from rural land based on the region's 20-year projected need for urban land. Designation of urban reserves and specific written criteria for major amendments and locational adjustments in Objectives 17.1 and 17.2 are intended to improve the functional value of the UGB consistent with Goal 14.

14. Goal 15, Willamette River Greenway, provides for conservation and enhancement of the unique qualities of the greenway. RUGGO are consistent with this goal. Objective 9.2.3 seeks implementation of a Willamette River Greenway Plan for the region by the year 2000.

15. Goals 16-19 are not applicable because the RUGGO do not address estuarine resources, coastal shorelands, beaches and dunes, and ocean resources.

TRANSPORTATION AND PLANNING COMMITTEE REPORT

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

Date: September 16, 1991

Presented by: Councilor Gardner

COMMITTEE RECOMMENDATION: At the September 10, 1991 meeting, the Committee voted unanimously to recommend Council adoption of Ordinance No. 91-418 as amended. Voting in favor were Councilors Bauer, Devlin, Gardner, McLain and Van Bergen.

COMMITTEE DISCUSSION/ISSUES: The Committee considered Ordinance No. 91-418 at the August 27, 1991 and September 10, 1991 meetings.

Staff report: Ethan Seltzer, Land Use Supervisor, presented the staff report. He explained that land use goals and objectives are required under Metro's enabling legislation. He noted that the Columbia Region Association of Governments goals under which Metro has been operating are outdated. He said that the proposed Goals and Objectives are intended to provide a policy framework for evaluating alternatives for urban growth in the region. He said they address the manner in which Metro will carry out its planning authority in cooperation with local jurisdictions. They also provide building blocks and concepts for development of functional plans to address substantive issues.

Mr. Seltzer described the process through which the draft RUGGOs were developed, including review by local elected officials and citizens who served on the Urban Growth Management Policy Advisory committee, supplemented by a series of public meetings. He noted that the Goals and Objectives establish a Regional Policy Advisory Committee (RPAC) to assist the Metro Council in addressing growth management and other regional issues.

Summary of comments at public hearing: A total of 34 persons provided testimony to the committee, twenty-two in person.

1000 Friends of Oregon, representatives from Sensible Transportation Alternatives for People, and Robert Liberty all commended Metro on its work, and supported many of the RUGGO concepts, but also expressed the view that the RUGGOs are too weak to be useful as an immediate implementation tool. Suggestions for amendments included adding statements requiring local comprehensive plans to conform to functional plans; defining areas and activities of metropolitan significance more clearly, and listing specific examples; substituting mandatory language for the permissive language in the current draft; adding a timetable for compliance; adding performance benchmarks; and changing the composition of the

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proposed Regional Policy Advisory Committee from elected officials, Metro Councilors and citizens, to a committee comprised primarily of citizens.

These comments were echoed in the testimony of six citizens who testified generally in support of the substance of the Goals and Objectives, but who urged the Committee to incorporate stronger implementation language.

Eric Carlson from the City of Beaverton noted that these issues had been discussed extensively by the Policy Advisory Committee. He suggested that if the Committee or Council wished to consider these issues further with a view toward adopting them, the issues should be more fully and broadly discussed. He also supported technical and clarifying amendments suggested by Metro staff.

John Miller, a citizen who served on the Urban Growth Management Policy Advisory Committee, testified in support of the proposed Goals and Objectives. He said that the proposed RPAC composition is very fair, given practical difficulties in selecting a citizen committee. Charles Hales, who represented the Homebuilders Association on the Policy Advisory Committee, also expressed support. G. B. Arrington from Tri-Met urged prompt adoption of the Goals and Objectives, and said that Tri-Met should be regarded as an ally in the urban growth management process.

Other citizens who testified in support of the Goals and Objectives commented on their desire to avoid the California experience with congestion; the need to encourage pedestrian and bicycle routes; the importance of addressing parks and recreational needs; the need to include financing tools and cost-benefit analyses of development alternatives; the desirability of including a citizen petition process; the desirability of coordinating with the State of Oregon Land Conservation and Development Commission; and the importance of developing all alternatives up front, including potential future modes of transportation.

One citizen was concerned that creation of urban reserves will lead to expansion of the urban growth boundary into farm areas. Betty Atteberry of the Sunset Corridor Association generally supported the plan, but expressed concerns about the market for higher densities. One citizen objected to the RUGGOs based on the perceived impact on county government and lack of direct citizen involvement.

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With regard to membership composition of the proposed Regional Policy Advisory Committee, Alan Fletcher testified on behalf of the Special Districts Association. He said that special districts have as much of an interest in regional growth management as local governments. The Association asked the Committee to include special districts within the membership of the RPAC, and to add references to special districts as appropriate when the Goals and Objectives refer to "cities and counties." Tri-Met also requested representation on the RPAC.

Twelve citizens forwarded written comments to the Committee, all in support of the Goals and Objectives, with eleven specifically mentioning the natural environment goal, and one writing in particular support of the transportation goal.

Committee consideration of proposed amendments: At the conclusion of the public hearing, the Committee considered a revised draft of the RUGGOs, annotated to reflect seventeen technical and clarifying amendments.

An amendment from Councilor Devlin was adopted unanimously by the Committee. The amendment added a new section 2 to the Ordinance adopting the Goals and Objectives. The new section provides that the Regional Policy Advisory Committee will replace the existing Urban Growth Management Policy Advisory Committee, and that the other existing Policy Advisory Committees will be phased out and replaced by RPAC once they complete their assigned tasks. The amendment also states that the Joint Policy Advisory Committee on Transportation will continue. Councilor Devlin indicated that the existing Policy Advisory Committees would be disbanded through adoption of resolutions.

The Committee unanimously adopted the wording proposed in five amendments suggested by Council staff. These amendments correct the wording of the ordinance adopting the Goals and Objectives, and clarify the relationship between the Council and the proposed RPAC. A memorandum from Council staff dated September 5, 1991, sets out the wording and rationale for each amendment (copy attached).

The Committee unanimously adopted a revised version of Amendment No. 6 from Council staff. The amendment as proposed reworded Objective 2.2 to clarify that the Council can determine the need for technical advisory committees and appoint them without the concurrence of the RPAC. The Committee unanimously voted to further amend Objective 2.2 to delete language which would have permitted RPAC to appoint not only technical advisory committees to assist it, but also task forces and other bodies. The Committee agreed that the phrase "task forces and other bodies" is ambiguous and overly broad.

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Councilors McLain and Devlin explained that the intent of this objective is to allow the RPAC to appoint and seek advice from short term or special focus committees. They said that the appointment process for technical advisory committees which will assist the Council with development of specific functional plans should follow normal procedures, which call for Council approval or disapproval of Executive Officer appointments.

The Committee unanimously adopted ten technical amendments suggested by legal counsel. These amendments were intended to conform the language of the Goals and Objectives to wording contained in state land use law and regulations, and to otherwise bolster the legal sustainability of the Goals and Objectives. A memorandum from Larry Shaw dated August 29, 1991, sets out the wording and rationale for each amendment (copy attached).

The Committee voted unanimously to adopt an additional amendment recommended by Mr. Shaw, which he indicated was prompted by testimony from 1000 Friends. The proposed amendment is intended to clarify the relationship of the urban growth boundary line to statewide planning goals and the Regional Urban Growth Goals and Objectives. The amendment revised the third sentence of Objective 3.1.2) to read:

The location of the urban growth boundary line shall be [consistent] in compliance with applicable statewide planning goals and consistent with these goals and objectives.

Councilor McLain proposed an amendment, which she said was prompted by Mr. Liberty's testimony, to include a statement about the Council's ability to adopt functional plans. She said there is no question that Metro has the authority to undertake functional planning, and that there should be a clear statement to this effect to avoid doubt. She said this amendment also would be in keeping with other technical amendments adopted by the Committee. The Committee voted unanimously to adopt the amendment and to revise Objective 4.1.5) by adding language to provide that the Council shall "adopt functional plans necessary and appropriate for the implementation of these regional growth goals and objectives".

Committee discussion of Ordinance No. 91-418A: Councilor Van Bergen indicated that although he does not believe in the RUGGOs, he intended to vote to recommend Council adoption, because he believes they should have an opportunity to be tested.

He noted that the public testimony had been well-prepared, and that almost all of the witnesses came from Washington County. He indicated he had expected to hear more opposing testimony, because

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local officials had expressed concerns to him. He noted that none had come forward at the public hearing. He indicated that in view of the good-faith effort by those involved in developing the Goals and Objectives, he would vote in favor. He said he hopes that the Goals and Objectives are what the people want, because otherwise, there will be considerable antagonism over them in the future.

Committee members noted that the Special Districts Association and Tri-Met had requested amendments to a companion resolution adopting by-laws for RPAC to include these groups as RPAC members. After discussion, Councilor Gardner said that Resolution No. 91-1489 would be deferred until the September 24, 1991 Committee meeting, with the intention that the Committee could forward any recommendations to the Council for consideration at the September 26, 1991 Council meeting.

Council staff noted, and Mr. Shaw concurred, that any changes in the proposed membership composition of the Regional Policy Advisory Committee would have to be reflected in Objective 2.1, as well as the proposed RPAC By-laws. Councilor Devlin suggested that the Committee could reconsider the applicable portion of the Goals and Objectives at the September 24 meeting, although he was not endorsing changes.

Councilor Devlin noted that the words "shall" and "should" are not used consistently in the Goals and Objectives, and that these words mean different things. He said the wording had been discussed extensively by the Urban Growth Management Policy Advisory Committee, and that in his view it would be best not to revise the Goals and Objectives at this point. In response to an inquiry from Councilor McLain, Mr. Shaw agreed that there is a legal distinction between the words, but that the Goals and Objectives are a constitution, which is general in nature. He said the wording used in the functional plans will be important.

Councilor Devlin also said that Mr. Liberty's suggestions regarding the need for performance benchmarks and specific guidelines have merit. He said that the Committee and the RPAC should address these issues within a short period of time. Mr. Shaw indicated, and Councilor Devlin concurred, that these issues are more appropriately addressed in budget documents or in a functional plan than in the Goals and Objectives.