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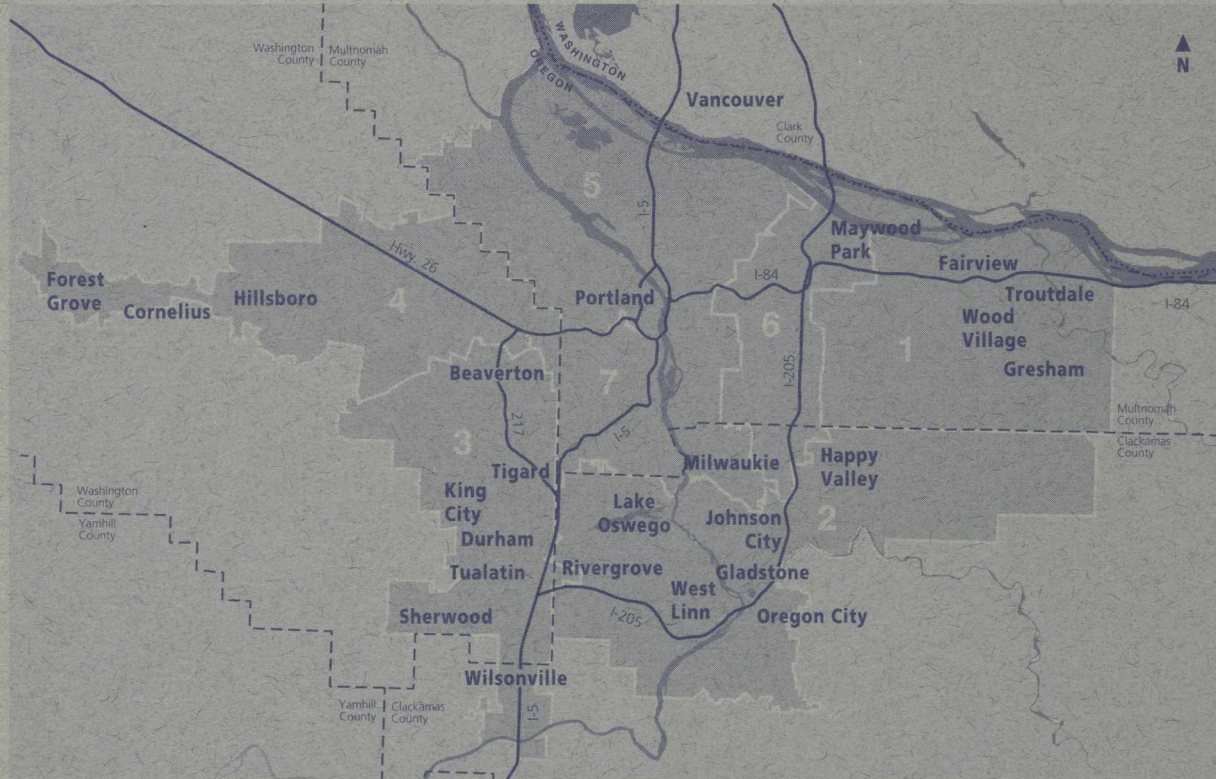


Regional Urban Growth Goals and Objectives

Amended and adopted December 14, 1995
Ordinance No. 95-625A



METRO



Metro is the directly elected regional government that serves more than 1.2 million residents in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area.

Metro is responsible for growth management, transportation and land-use planning; solid waste management; operation of the Metro Washington Park Zoo; regional parks and greenspaces programs; and technical services to local governments. Through the Metropolitan Exposition-Recreation Commission, Metro manages the Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts and the Expo Center.

Metro is governed by an executive officer, elected regionwide, and a seven-member council elected by districts. Metro also has an auditor who is elected regionwide.

For more information about Metro or to schedule a speaker for a community group, call 797-1510.

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Introduction

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

1. Guide efforts to maintain and enhance the ecological integrity, economic viability, social equity and overall quality of life of the urban region;
2. 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 that would replace those adopted by the Columbia Region Association of Governments;
3. Provide a policy for the development of the elements of Metro's regional framework plan and its implementation of individual functional plans;
4. Provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

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

The RUGGOs are presented through 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 provide clarification for the goals. The planning activities reflect priority actions that need to be taken to refine and clarify the goals and objectives further.

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

Background Statement

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

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

The Metro Council authorized the development of goals and objectives. These goals and objectives are the result of substantial discussion and debate throughout the region for more than two years. On a technical and policy basis, jurisdictions in the region, as well as the Metro Council, participated in crafting these statements of regional intent. Specifically, these goals and objectives have been analyzed and discussed by the Metro Technical Advisory Committee, comprised of staff land-use representatives and citizens from throughout the region; the Transportation Policy Advisory Committee, made up of staff transportation representatives and citizens from the region; the Metro Policy Advisory Committee, comprised of elected officials and citizens from the region; and the Joint Policy Advisory Committee on Transportation, which includes elected officials and citizens from the region.

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

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

- Overall, the number of vehicle miles traveled in the region has been increasing at a rate far in excess of the rate of population and employment growth.
- The greatest growth in traffic and movement is within suburban areas and between districts in the urban area.
- Areas in the region with good transit service and compact land-use s designed to serve transit currently use transit for about 9

percent of trips and walking and biking for about 31 percent of trips for a total of about 40 percent non-auto trips, while in other areas of the region these modes only account for about 10 percent.

- To this point, the region has accommodated most forecasted growth on vacant land within the urban growth boundary, with redevelopment expected to accommodate very little of this growth, even though recent statistics suggest that a significant amount of growth of jobs and households is occurring on lands we currently count as developed.
- Single-family residential construction is occurring at less-than-maximum planned density.
- Rural residential development in rural exception areas is occurring in a manner and at a rate that may result in forcing the expansion of the urban growth boundary on important agricultural and forest resource lands in the future.
- A recent study of urban infrastructure needs in the state has found that only about half of the funding needed in the future to build needed facilities can be identified.

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

The challenge is clear: if the Portland metropolitan area is going to be different than other places, and if it is to preserve its vaunted quality of life

as additional people move into the urban area in the coming years, then a cooperative and participatory effort to address the issues of growth must begin now. Further, that effort needs to deal with the issues accompanying growth – increasing traffic congestion, vanishing open space, speculative pressure on rural farm lands, rising housing costs, diminishing environmental quality and demands on infrastructure such as schools, water and sewer treatments plants—in a common framework. Ignoring vital links between these issues will limit the scope and effectiveness of our approach to managing urban growth.

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

GOAL I: REGIONAL PLANNING PROCESS

Regional planning in the metropolitan area shall:

- I.i Fully implement the regional planning functions of the 1992 Metro Charter;
- I.ii Identify and designate other areas and activities of metropolitan concern through participatory process involving the Metro Policy Advisory Committee (MPAC), cities, counties, special districts, school districts, and state and regional agencies such as Tri-Met, the Regional Arts and Culture Council and the Port of Portland; and
- I.iii Occur in a cooperative manner in order to avoid creating duplicative processes, standards and/or governmental roles.

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

Objective 1. Citizen Participation

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

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

planning activities.

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

Objective 2. Metro Policy Advisory Committee

The 1992 Metro Charter has established the MPAC to:

- 2.i Assist with the development and review of Metro's regional planning activities pertaining to land-use and growth management, including review and implementation of these goals and objectives, development and implementation of the regional framework plan, present and prospective functional planning, and management and review of the region's UGB;
- 2.ii Serve as a forum for identifying and discussing areas and activities of metropolitan or subregional concern; and
- 2.iii Provide an avenue for involving all cities and counties and other interests in the development and implementation of growth management strategies.

- 2.1 The MPAC Composition. The initial MPAC shall be chosen according to the Metro Charter and, thereafter, according to any changes approved by majorities of the MPAC and the Metro Council. The composition of the Committee shall reflect the partnership

that must exist among implementing jurisdictions in order to effectively address areas and activities of metropolitan concern. The voting membership shall include elected and appointed officials and citizens of Metro, cities, counties and states consistent with section 27 of the 1992 Metro Charter.

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

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

Objective 3. Applicability of Regional Urban Growth Goals and Objectives

These RUGGOs have been developed pursuant to ORS 268.380(1). Therefore, they comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan under ORS 268.390(2). The regional framework plan and all functional plans adopted by the Metro Council shall be consistent with these goals and objectives. Metro's management of the UGB shall be guided by standards and procedures which must be consistent with these goals and objectives. These goals and objectives shall not apply directly to site-specific land-use actions, including amendments of the UGB.

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

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

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

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

3.2 These RUGGOs shall apply to Metro land-use, transportation and greenspace activities as follows:

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

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

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

Objective 4. Urban Growth Boundary Plan

The UGB Plan has two components:

- 4.1 The acknowledged UGB line; and
- 4.2 Acknowledged procedures and standards for amending the UGB line. Metro's UGB Plan is not a regional comprehensive plan but a provision of the comprehensive plans of the local governments within its boundaries. The UGB Plan shall be in compliance with applicable statewide planning goals and laws and consistent with these goals and objectives. Amendments to the UGB Plan shall demonstrate consistency only with the acknowledged procedures and standards. Changes of Metro's acknowledged UGB Plan may require changes in adopted and acknowledged comprehensive plans.

Objective 5. Functional Plans

Functional plans are limited-purpose plans, consistent with these goals and objectives, that address designated areas and activities of metropolitan concern. Functional plans are established in state law as the way Metro may recommend or require changes in local plans.

Those functional plans or plan provisions containing recommendations for comprehensive planning by cities and counties may not be final land-use decisions. If a provision in a functional plan or an action implementing a functional plan require changes in an adopted and acknowledged comprehensive plan, then adoption of provision or action will be a final land-use decision. If a provision in a functional plan, or Metro action implementing a functional plan require changes in an adopted and acknowledged comprehensive plan, then that provision or action will be adopted by Metro as a final land-use action required to be consistent with statewide planning goals. In addition, regional framework plan components will be adopted as functional plans if they contain recommenda-

tions or requirements for changes in comprehensive plans. These functional plans, which are adopted as part of the regional framework plan, will be submitted along with other parts of the regional framework plan to LCDC for acknowledgment of their compliance with the statewide planning goals. Because functional plans are the way Metro recommends or requires local plan changes, most regional framework plan components will probably be functional plans. Until regional framework plan components are adopted, existing or new functional plans will continue to recommend or require changes in comprehensive plans.

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

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

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

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

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

Upon the Metro Council adopting factual reasons for the development of a new functional plan, the MPAC shall participate in the preparation of the plan, consistent with these goals and objectives and the reasons cited by the Metro

Council. After preparation of the plan and seeking broad public and local government consensus, using existing citizen involvement processes established by cities, counties and Metro, the MPAC shall review the plan and make a recommendation to the Metro Council. The Metro Council may act to resolve conflicts or problems impeding the development of a new functional plan and may complete the plan if the MPAC is unable to complete its review in a timely manner.

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

- 5.2.a Adopt the proposed functional plan; or
- 5.2.b Refer the proposed functional plan to the MPAC in order to consider amendments to the proposed plan prior to adoption; or
- 5.2.c Amend and adopt the proposed functional plan; or
- 5.2.d Reject the proposed functional plan.

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

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

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

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

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

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

5.3.4.a Amend the adopted regional functional plan; or

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

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

Objective 6. Regional Framework Plan

The regional framework plan required by the 1992 Metro Charter shall be consistent with these goals and objectives. Provisions of the regional framework plan that establish performance standards and that recommend or require changes in local comprehensive plans shall be adopted as functional plans, and shall meet all requirements for functional plans contained in these goals and objectives. The Charter requires that all mandatory subjects be addressed in the regional framework plan. It does not require that all subjects be addressed to recommend or require changes in current comprehensive plans. Therefore, most, but not all regional framework plan components are likely to be functional plans because some changes in comprehensive plans may be needed. All regional framework

plan components will be submitted to LCDC for acknowledgment of their compliance with the statewide planning goals. Until regional framework plan components are adopted, existing or new regional functional plans will continue to recommend or require changes in comprehensive plans.

Objective 7. Periodic Review of Comprehensive Land-use Plans

At the time of LCDC-initiated periodic review for comprehensive land-use plans in the region, the MPAC:

- 7.1 Shall assist Metro with the identification of regional framework plan elements, functional plan provisions or changes in functional plans adopted since the last periodic review for inclusion in periodic review notices as changes in law; and
- 7.2 May provide comments during the periodic review of adopted and acknowledged comprehensive plans on issues of regional concern.

Objective 8. Implementation Roles

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

8.1 Metro Role. Metro shall:

- 8.1.1 Identify and designate areas and activities of metropolitan concern;
- 8.1.2 Provide staff and technical resources to support the activities of the MPAC within the constraints established by Metro Council;

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

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

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

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

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

8.2. Role of Cities

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

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

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

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

8.3 Role of Counties

8.3.1 Adopt and amend comprehensive plans to conform to functional plans adopted by Metro;

8.3.2 Identify potential areas and activities of metropolitan concern through a broad-based local discussion;

8.3.3 Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern;

8.3.4 Participate in the review and refinement of these goals and objectives.

8.4 Role of Special Service Districts

Assist Metro, through a broad-based local discussion, with the identification of areas and activities of metropolitan concern and the development of strategies to address them, and participate in the review and refinement of these goals and objectives. Special service districts will conduct their operations in conformance with acknowledged comprehensive plans affecting their service territories

8.5 Role of School Districts

8.5.1 Advise Metro regarding the identification of areas and activities of school district concern;

8.5.2 Cooperatively develop strategies for responding to designated areas and activities of school district concern;

8.5.3 Participate in the review and refinement of these goals and objectives.

8.6 Role of the State of Oregon

8.6.1 Advise Metro regarding the identification of areas and activities of metropolitan concern;

8.6.2 Cooperatively develop strategies for responding to designated areas and activities of metropolitan concern;

8.6.3 Review state plans, regulations, activities and related funding to consider changes in order to enhance implementation of the regional framework plan and functional plans adopted by Metro, and employ

state agencies and programs and regulatory bodies to promote and implement these goals and objectives and the regional framework plan;

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

Objective 9. Future Vision

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

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

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

Objective 10. Performance Measures

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

Performance measures for Goal I, Regional Planning Process, will use state benchmarks to the extent possible or be developed by Metro Council in consultation with MPAC and the Metro Committee for Citizen Involvement. Performance measures for Goal II, Urban Form, will be derived from state benchmarks or the detailed technical analysis that underlies Metro’s Regional Framework Plan, functional plans and Growth Concept Map. While performance measures are intended to be useful in measuring progress, the Metro Council intends to have planning and implementation of policies as its major work effort, not development of performance measures.

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

Objective 11. Monitoring and Updating

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

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

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

GOAL II: URBAN FORM

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

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

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

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

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

II.1: NATURAL ENVIRONMENT

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

A Note on Planning Activities

Planning activities listed in these Regional Urban Growth Goals and Objectives are not goals or objectives nor are they regulating. They are included to show what activities could be conducted subject to Metro Council budgetary considerations.

Planning Activities:

(Natural Environment)

Planning programs for water resources management shall:

- Identify the future resource needs and carrying capacities of the region for designated beneficial uses of water resources that recognizes the multiple values of rural and urban watersheds.*
- Monitor regional water quality and quantity trends vis-a-vis beneficial use standards adopted by federal, state, regional and local governments for specific water resources important to the region, and use the results to change water planning activities to accomplish the watershed management and regional water quality objectives.*
- Integrate urban and rural watershed management in coordination with local water quality agencies.*
- Evaluate the cost-effectiveness of alternative water resource management practices, including conservation.*
- Preserve, restore, create and enhance water bodies to maintain their beneficial uses.*
- Utilize public and/or private partnerships to promote multi-objective management, education and stewardship of the region's watersheds.*

Objective 12. Watershed Management and Regional Water Quality

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

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

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

12.1.2 Comply with state and federal water quality requirements;

12.1.3 Sustain designated beneficial water uses;

12.1.4 Promote multi-objective management of the region's watersheds to the maximum extent practicable; and

12.1.5 Encourage the use of techniques relying on natural processes to address flood control, storm water management, abnormally high winter and low summer stream flows and nonpoint pollution reduction.

Objective 13: Urban Water Supply

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

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

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

Planning Activities:

(Urban Water Supply)

- *Actively participate as a member of the Regional Water Supply Planning Study (RWSPS) and provide regional growth projections and other relevant data to ensure coordination between Region 2040 planning program and the RWSPS. The RWSPS will:*
 - *Identify the future resource needs of the region for municipal and industrial water supply;*
 - *Identify the transmission and storage needs and capabilities for water supply to accommodate future growth; and*
 - *Identify water conservation technologies, practices and incentives for demand management as part of the regional water supply planning activities.*
- *Adopt Regional Framework Plan elements for water supply and storage based on the results of the RWSPS that provide for the development of new sources, efficient transfer and storage of water, including water conservation strategies, which allows for the efficient and economical use of water to meet future growth.*

Objective 14: Air Quality

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

- 14.1 Strategies for planning and managing air quality in the regional airshed shall be included in the State Implementation Plan for the Portland-Vancouver air quality maintenance area as required by the federal Clean Air Act.
- 14.2 New regional strategies shall be developed to comply with federal Clean Air Act requirements and provide capacity for future growth.
- 14.3 The region, working with the state, shall pursue close collaboration of the Oregon and Clark County Air Quality Management Areas.
- 14.4 All functional plans, when taken in the aggregate, shall be consistent with the State Implementation Plan (SIP) for air quality.

Planning Activities:

(Air Quality)

An air quality management plan shall be developed for the regional airshed that:

- *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 15. Natural Areas, Parks, Fish 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.

- 15.1 Quantifiable targets for setting aside certain amounts and types of open space shall be identified.
- 15.2 Corridor Systems—The regional planning process shall be used to coordinate the development of interconnected recreational and wildlife corridors within the metropolitan region.
 - 15.2.1 A region-wide system of trails should be developed to link public and private open space resources within and between jurisdictions.
 - 15.2.2 A region-wide system of linked significant wildlife habitats should be developed. This system should be preserved, restored where appropriate, and managed to maintain the region’s biodiversity (number of species and plants and animals).
 - 15.2.3 A Willamette River Greenway Plan for the region should be implemented by the turn of the century.

Planning Activities:

(Natural Areas, Parks, Fish and Wildlife Habitats)

1. *Identify areas within the region where open space deficiencies exist now, or will in the future, given adopted land-use plans and growth trends, and act to meet those future needs. Target acreage 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.*
2. *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.*

3. *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 that will include an analysis of amounts of habitat necessary to sustain native populations at target levels.*

4. *The natural areas, parks and open spaces identified on the Growth Concept Map should be acquired, except in extraordinary circumstances, from willing sellers and be removed from any regional inventories of buildable land.*

5. *Populations of native plants and animals will be inventoried, utilizing tools such as Metro's GIS and Parks and Greenspaces program, Oregon Natural Heritage Database, Oregon's GAP Analysis Program and other relevant programs, to develop strategies to maintain the region's biodiversity (or biological diversity).*

6. *Utilizing strategies that are included in Oregon Department of Fish and Wildlife's Wildlife Diversity Program and working with state and federal fish and wildlife personnel, develop a strategy to maintain the region's biodiversity*

Council may help establish this support, consistent with the Growth Concept.

Planning Activities:

(Protection of Agriculture and Forest Resoues Lands)

- *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.*

Objective 16. Protection of Agriculture and Forest Resource Lands

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

16.1 Rural Resource Lands. Rural resource lands outside the UGB that have significant resource value should actively be protected from urbanization.

16.2 Urban Expansion. Expansion of the UGB shall occur in urban reserves, established consistent with the Urban/Rural Transition Objective (objective 22.)

16.3 Farm and Forest Practices. Protect and support the ability for farm and forest practices to continue. The designation and management of rural reserves by the Metro

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 and which supports the 2040 Growth Concept;

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

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

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

Objective 17. Housing

The Metro Council shall adopt a “fair share” strategy for meeting the housing needs of the urban population in cities and counties based on a subregional analysis that provides for:

- A diverse range of housing types available within cities and counties inside the UGB;
- Specific goals for low- and moderate-income and market-rate housing to ensure that sufficient and affordable housing is available to households of all income levels that live or have a member working in each jurisdiction;
- Housing densities and costs supportive of adopted public policy for the development of the regional transportation system and designated centers and corridors;
- A balance of jobs and housing within the region and subregions.

Planning Activities:

(Housing)

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 UGB.*

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

- 1. Strategies 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 region-wide strategy shall be developed that 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. Multnomah, Clackamas, Clark and Washington Counties have completed Comprehensive Housing Affordability Strategies (CHAS) that have demonstrated the lack of affordable housing for certain income groups in locations throughout the metropolitan area. They also demonstrate the regional nature of the housing market, therefore, the regional framework plan shall include an element on housing affordability that includes development density, housing mix and a menu of alternative actions (zoning tools, programs, financial incentives, etc.) for use by local jurisdictions to address affordable housing needs. Affordable housing goals shall be developed with each jurisdiction to facilitate their participation in meeting regional and subregional needs for affordable housing.

4. The region is committed to seeking a balance of jobs and housing in communities and centers throughout the region. Public policy and investment shall encourage the development of housing in locations near trade, services and employment that is affordable to wage earners in each subregion and jurisdiction. The transportation system's ability to provide accessibility shall also be evaluated, and, if necessary, modifications will be made in transportation policy and the transportation system itself to improve accessibility for residents to jobs and services in proximity to affordable housing.

Objective 18. Public Services and Facilities

Public services and facilities including but not limited to public safety, schools, water and sewerage systems, telecommunications and energy transmission and distribution systems, parks, libraries, historic or cultural facilities, the solid waste management system, storm water

management facilities, community centers and transportation should be planned and developed to:

- 18.i Minimize public and private costs;
 - 18.ii Maximize service efficiencies and coordination;
 - 18.iii Result in maintained or enhanced environmental quality and the conservation of natural resources;
 - 18.iv Keep pace with growth and achieving planned service levels;
 - 18.v To produce, transmit and use energy efficiently; and
 - 18.vi Shape and direct growth to meet local and regional objectives.
- 18.1 Planning Area. The long-term geographical planning area for the provision of urban services shall be the area described by the adopted and acknowledged UGB and the designated urban reserves.
- 18.2 Forecast Need. Public service and facility development shall be planned to accommodate the rate of urban growth forecast in the adopted regional growth forecast, including anticipated expansions into urban reserve areas.
- 18.3 Timing. The region should seek the provision of public facilities and services at the time of new urban growth.

Planning Activities:

(Public Services and Facilities)

Inventory current and projected public facilities and services needs throughout the region, as described in adopted and acknowledged public facilities plans. Identify opportunities for and barriers to achieving concurrency in the region. Develop financial tools and techniques to enable cities, counties, school districts, special districts, Metro and the state to secure the funds necessary to achieve concurrency. Develop tools and strategies to better link planning for school, library, recreational and cultural and park facilities to the land-use planning process.

Objective 19. Transportation

A regional transportation system shall be developed which:

- 19.i Reduces reliance on a single mode of transportation through development of a balanced and cost-effective transportation system which employs highways, transit, bicycle and pedestrian improvements, and system and demand management;
- 19.ii. Recognizes and protects freight movement within and through the region and the road, rail, air, waterway and pipeline facilities needed to facilitate this movement;
- 19.iii Provides adequate levels of mobility consistent with local comprehensive plans and state and regional policies and plans;
- 19.iv Encourages energy efficiency;
- 19.v Supports a balance of jobs and housing as well as the community identity of neighboring cities;
- 19.vi Recognizes financial constraints and provides public investment guidance for achieving the desired urban form; and

19.vii Minimizes the environmental impacts of system development, operations and maintenance.

19.viii Rewards and reinforces pedestrian activity as a mode of choice.

19.x Identifies and protects intermodal transfer points

19.1 System Priorities. In developing new regional transportation system infrastructure, the highest priority should be meeting the mobility needs of the city center and regional centers, and their suburban arterials, when designated. Such needs, associated with ensuring access to jobs, housing, cultural and recreational opportunities and shopping within and among those centers, should be assessed and met through a combination of intensifying land-use s and increasing transportation system capacity so as to mitigate negative impacts on environmental quality and where and how people live, work and play.

19.2. Environmental Considerations. Planning for the regional transportation system should seek to:

19.2.1 Reduce the region's transportation-related energy consumption and air pollution through increased use of transit, telecommuting, zero-emission vehicles, car pools, vanpools, bicycles and walking;

19.2.2 Maintain the region's air and water quality (see Objective 12: Watershed Management and Regional Water Quality and Objective 14: Air Quality); and

19.2.3 Reduce negative impacts on parks, public open space, wetlands and negative effects on communities and neighborhoods arising from noise, visual impacts and physical segmentation.

19.3 Transportation Balance. Although the predominant form of transportation is the private automobile, planning for and development of the regional transportation system should seek to:

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

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

19.3.3 encourage bicycle and pedestrian movement through the location and design of land-use s. Adequate facilities for pedestrians and bicyclists are to be provided and maintained.

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

Planning Activities:
(Transportation)

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

- Identifies the role for local transportation system improvements and relationship between local, regional and state transportation system improvements in regional transportation plans;
- Clarifies institutional roles, especially for plan implementation, in local, regional and state transportation plans;
- Includes plans and policies for the inter-regional movement of people and goods by rail, ship, barge and air in regional transportation plans;
- Identifies and addresses needs for freight movement through a coordinated program of transportation system improvements and

actions to affect the location of trip generating activities;

- *Identifies and incorporates demand management strategies to ensure that the region meets the objectives of the Transportation Planning Rule for transportation system function and VMT reduction; and*
 - *Includes strategies for improving connectivity and the environment for pedestrian movements, particularly within centers, station communities and neighborhoods.*
- 2. Structural barriers to mobility for transportation disadvantaged populations should be assessed in the current and planned regional transportation system and addressed through a comprehensive program of transportation and other actions.*
- a. Supports the implementation of the pattern of uses in relation to the transportation system shown on the Growth Concept Map, and achieves the performance measures as may be included in the appendix and established through the regional planning process.*
- b. Identifies and addresses structural barriers to mobility for transportation disadvantaged populations.*

Objective 20. Economic Opportunity

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

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

- Low costs for goods and services;
- Convenience, including nearby and easily accessible stores; quick, safe, and readily available transportation to all modes;

- A wide and deep selection of goods and services;
- Quality service;
- Safety and security and
- Comfort, enjoyment and entertainment.

Expansions of the UGB for industrial or commercial purposes shall occur in locations consistent with these RUGGOs and where an assessment of the type, mix and wages of existing and anticipated jobs within subregions justifies such expansion. The number and wage level of jobs within each subregion should be balanced with housing cost and availability within that subregion. Strategies should be developed to coordinate the planning and implementation activities of this element with Objective 17: Housing and Objective 23: Developed Urban Land.

Planning Activities:

(Economic Opportunity)

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 shall be made of the potential for redevelopment and/or intensification of use of existing commercial and industrial land resources in the region.

3. The Metro Council shall establish an on-going program to compile and analyze data and to prepare maps and reports that describe the geographic distribution of jobs, income, investment and tax capacity throughout the region.

4. Emphasize the retention and expansion of existing businesses. They already play an important part in the region and they have reason to redevelop in ways that will increase employment and/or productivity

- At each time of LCDC mandated periodic review, targeted industries should be designated by Metro and strategies should be identified and implemented to ensure adequate public infrastructure, resources and transportation access necessary for these industries. Special attention to industries which have agglomerative economies in the region and industries and companies that sell more than 25 percent of their end products and services outside the region shall be given priority in any designation .*

Objective 21. Urban Vitality

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

II.3: GROWTH MANAGEMENT

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

II.3.i Encourages the evolution of an efficient urban growth form;

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

II.3.iii Supports interconnected but distinct communities in the urban region;

II.3.iv Recognizes the interrelationship between development of vacant land and redevelopment objectives in all parts of the urban region; and

II.3.iv Is consistent with the 2040 Growth Concept and helps attain the region's objectives.

Objective 22. Urban/Rural Transition

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

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

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

22.3 Urban Reserves. "Urban reserves areas," designated pursuant to LCDC's Urban Reserve Rule for purposes of coordinating

planning and estimating areas for future urban expansion, shall be consistent with these goals and objectives and reviewed by Metro at least every 15 years.

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

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

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

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

Planning Activities:

(Urban/Rural Transition)

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

Objective 23. Developed Urban Land

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

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

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

Planning Activities:

(Developed Urban Land)

1. *Metro's assessment of redevelopment and infill potential in the region shall include, but not be limited to:*
 - a. *An inventory of parcels where the assessed value of improvements is such that it can reasonably be expected to redevelop or intensify in the planning period.*
 - b. *An analysis of the difference between comprehensive plan development densities and actual development densities for all parcels as a first step towards determining the efficiency with which urban land is being used. In this case, efficiency is a function of land development densities incorporated in local comprehensive plans.*
 - c. *An assessment of the impacts on the cost of housing by redevelopment versus expansion of the UGB.*
 - d. *An assessment of the impediments to redevelopment and infill posed by existing urban land-use s or conditions and the capacity of urban service providers such as water, sewer, transportation, schools, etc. to serve.*

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. *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.*
4. *The success of centers, main streets, station communities and other land classifications will depend on targeting public investments, encouraging complementary public/private partnerships, and committing time and attention to the redesign and redevelopment of these areas. Metro shall conduct an analysis of proposed centers and other land classifications identified on the Growth Concept Map, and others in the future, to determine what mix of uses, densities, building design and orientation standards, transit improvements, pedestrian improvements, bicycle improvements and other infrastructure changes are needed for their success. Those with a high probability for success will be retained on the Growth Concept Map and targeted for public investment and attention.*
5. *In addition to targeting public infrastructure and resources to encourage compact urban land-use s such as those cited above, the region shall also conduct analyses of industrial and employment areas to identify the ease of freight movement and any improvements that should be made to improve, maintain or enhance freight movements and maintain the region's competitive advantage compared with other regions to move freight quickly and easily.*

**Objective 24.
Urban Growth Boundary**

The regional UGB, 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 RUGGOs and adopted Metro Council procedures for UGB amendment. In the location, amendment and management of the regional UGB, Metro shall seek to improve the functional value of the boundary.

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

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

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

c. Maximum efficiency of land-use s within a proposed UGB requires inclusion of lower priority lands other than urban reserves in order to include or provide services to urban reserves.

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

24.2.1 Major Amendments. Proposals for major amendment of the UGB shall be made 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.

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

Objective 25. Urban Design

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

25.i The recognition and protection of critical open space features in the region;

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

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

25.iiia Link any public incentives to a commensurate public benefit received or expected and evidence of private needs;

25.iiib Is pedestrian "friendly," encourages transit use and reduces auto dependence;

25.iiic Provides access to neighborhood and community parks, trails and walkways, and other recreation and cultural areas and public facilities;

25.iiid Reinforces nodal, mixed-use, neighborhood oriented design;

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

25.iiif Is responsive to needs for privacy, community, sense of place and personal safety in an urban setting; and

25.iii.g Facilitates the development and preservation of affordable mixed-income neighborhoods.

25.1 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:

(Urban Design)

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 that should be protected or provided as urban growth occurs.
2. Model guidelines and standards shall be developed that 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 centers shall be planned to encourage pedestrian use and the creation of mixed use, high-density residential development.

**Objective 26.
Neighbor Cities**

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

26.1 Separation. The communities within the Metro UGB, in neighbor cities and in the rural areas in between will all benefit from maintaining the separation between these places as growth occurs. Coordination between neighboring cities, counties and

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

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

26.3 Green Corridors. The "green corridor" is a transportation facility through a rural reserve that serves as a link between the metropolitan area and a neighbor city that also limits access to the farms and forests of the rural reserve. The intent is to keep urban to urban accessibility high to encourage a balance of jobs and housing, but limit any adverse effect on the surrounding rural areas.

Planning Activities:

(Neighbor Cities)

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

II.4: METRO 2040 GROWTH CONCEPT

Description of the Metro 2040 Growth Concept

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

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

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

The conceptual description of the preferred urban form of the region in 2040 is in the Concept Map and this text. This Growth Concept sets the direction for development of implementing policies in Metro's existing functional plans and the Charter-required regional framework plan. This direction will be refined, as well as implemented, in subsequent functional plan amendments and framework plan components. Additional planning will be done to test the Growth Concept and to determine implementation actions. Amendments to the Growth Concept and some RUGGOs Objec-

tives may be needed to reflect the results of additional planning to maintain the consistency of implementation actions with RUGGOs.

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

The basic principles of the Growth Concept directly apply Growth Management Goals and Objectives in Objectives 21-25. An urban to rural transition to reduce sprawl, keeping a clear distinction between urban and rural lands and balancing re-development, is needed. Separation of urbanizable land from rural land shall be accomplished by the UGB for the region's 20-year projected need for urban land. That boundary will be expanded into designated urban reserves areas when a need for additional urban land is demonstrated. The Metro Council will determine the land need for urban reserves.. About 22,000 acres of Urban Reserve Study Area shown on the Concept Map will be studied before urban reserve areas are designated. This assumes cooperative agreements with neighboring cities to coordinate planning for the proportion of projected growth in the Metro region expected to locate within their urban growth boundaries and urban reserve areas.

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

Mixed-use urban centers inside the UGB are one key to the Growth Concept. Creating higher density centers of employment and housing and

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

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

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

The Concept Map shows some transportation facilities to illustrate new concepts, such as "green corridors," and how land-use areas, such

as centers, may be served. Neither the current regional system nor final alignment choices for future facilities are intended to be represented on the Concept Map.

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

Neighbor Cities

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

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

1. There shall be a separation of rural land between each neighboring city and the metropolitan area. If the region grows together, the transportation system would

suffer and the cities would lose their sense of community identity.

2. There should be a strong balance between jobs and housing in the neighbor cities. The more a city retains a balance of jobs and households, the more trips will remain local.
3. Each neighboring city should have its own identity through its unique mix of commercial, retail, cultural and recreational opportunities which support the concentration of jobs and housing.
4. There should be consideration of a “green corridor,” transportation facility through a rural reserve that serves as a link between the metropolitan area and a neighbor city with limited access to the farms and forests of the rural reserve. This would keep accessibility high, which encourages employment growth but limits the adverse affect on the surrounding rural areas. Metro will seek limitations in access to these facilities and will seek intergovernmental agreements with ODOT, the appropriate counties and neighbor cities to establish mutually acceptable growth management strategies. Metro will link transportation improvements to neighbor cities to successful implementation of these intergovernmental agreements.

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

Rural Reserves

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

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

New rural commercial or industrial development would be restricted. Some areas would receive priority status as potential areas for park and open space acquisition. . Zoning would be for resource protection on farm and forestry land, and very low-density residential (no greater average density than one unit for five acres) for exception land.

These rural reserves would support and protect farm and forestry operations. The reserves also would include some purchase of natural areas adjacent to rivers, streams and lakes to make sure the water quality is protected and wildlife habitat enhanced. Large natural features, such as

hills and buttes, also would be included as rural reserves because they buffer developed areas and are poor candidates for compact urban development.

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

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

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

Open Spaces and Trail Corridors

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

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

Designating these areas as open spaces would have several effects. First, it would remove these land from the category of urban land that is available for development. The capacity of the UGB would have to be calculated without these, and plans to accommodate housing and employment would have to be made without them. Secondly, these natural areas, along with key rural reserve areas, would receive a high priority for purchase as parks and open space, such as Metro's Greenspaces program. Finally, regulations could be developed to protect these critical natural areas that would not conflict with housing and economic goals, thereby having the benefit of regulatory protection of critical creek areas, compatible low-density development and transfer of development rights to other lands better suited for development.

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

Centers

Creating higher density centers of employment and housing is advantageous for several reasons. These centers provide access to a variety of goods and services in a relatively small geographic area, creating an intense business climate. Having centers also makes sense from a

transportation perspective, since most centers have an accessibility level that is conducive to transit, bicycling and walking. Centers also act as social gathering places and community centers, where people would find the cultural and recreational activities and “small town atmosphere” they cherish.

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

There are three types of centers, distinguished by size and accessibility. The “central city” is downtown Portland and is accessible to millions of people. “Regional centers” are accessible to hundreds of thousands of people and “town centers” are accessible to tens of thousands.

The Central City

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

In addition, downtown Portland has a high percentage of travel other than by car—three times higher than the next most successful area.

Jobs and housing are readily available there, without the need for a car. Maintaining and improving upon the strengths of our regional downtown shall remain a high priority.

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

Regional Centers

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

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

Transit improvements would include light-rail connecting all regional centers to the Central

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

Town Centers

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

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

auto travel. Others would combine a town center within a regional center, offering the amenities and advantages of each type of center.

Corridors

Corridors are not as dense as centers, but also are located along good quality transit lines. They provide a place for densities that are somewhat higher than today and feature a high-quality pedestrian environment and convenient access to transit. Typical new developments would include rowhouses, duplexes, and one to three story office and retail buildings, and average about 25 persons per acre. While some corridors may be continuous, narrow bands of higher-intensity development along arterial roads, others may be more 'nodal,' that is, a series of smaller centers at major intersections or other locations along the arterial that have high-quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. So long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns-nodal or linear-may meet the corridor objective.

Station Communities

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

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

Main Streets and Neighborhood Centers

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

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

Neighborhoods

Residential neighborhoods would remain a key component of the Growth Concept and would fall into two basic categories. Inner neighborhoods include areas such as Portland, Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that

are accessible to employment. Lot sizes would be smaller to accommodate densities increasing from 1990 levels of about 11 people per acre to about 14 per acre. Inner neighborhoods would trade smaller lot sizes for better access to jobs and shopping. They would accommodate about 28 percent of new households and 15 percent of new employment (some of the employment would be home occupations and the balance would be neighborhood-based employment such as schools, daycare and some neighborhood businesses).

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

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

Industrial Areas and Employment Areas

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

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

Other employment centers would be designated as employment areas, mixing various types of employment and including some residential development as well. These employment areas would provide for about 5 percent of new households and 14 percent of new employment within the region. Densities would rise substantially from 1990 levels of about 11 people per acre to about 20 people per acre. Employment areas would be expected to include some limited retail commercial uses primarily to serve the needs of people working or living in the imme-

diately employment areas, not larger market areas outside the employment area. Exceptions to this general policy can be made only for certain areas, indicated in a functional plan.

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

Urban Reserves

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

Transportation Facilities

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

direction called for in the Growth Concept (amendment to RUGGOs).

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

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

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

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

While the Concept Map shows only major transit facilities and corridors, all areas within the UGB have transit access. Transit service in the Growth Concept included both fixed-route and demand responsive systems. The RTP shall further define the type and extent of transit service available throughout the region.

Intermodal Facilities

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

Truck Routes

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

Regional Through-Routes

These are the routes that move people and goods through and around the region, connect regional centers to each other and to the Central City, and

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

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

Multi-Modal Arterials

These represent most of the region's arterials. They include a variety of design styles and speeds, and are the backbone for a system of multi-modal travel options. Older sections of the region are better designed for multi-modal travel than new areas. Although these streets are often smaller than suburban arterials, they carry a great deal of traffic (up to 30,000 vehicles a day), experience heavy bus ridership along their routes and are constructed in dense networks that encourage bicycle and pedestrian travel.

The RTP shall identify these multi-modal streets and develop a plan to further encourage alternative travel modes within these corridors.

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

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

Collectors and Local Streets

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

Light Rail

Light-rail transit (LRT) daily travel capacity measures in tens of thousands of riders and provides a critical travel option to major destina-

tions. The primary function of light rail in the Growth Concept is to link regional centers and the Central City, where concentrations of housing and employment reach a level that can justify the cost of developing a fixed transit system. In addition to their role in developing regional centers, LRT lines can also support significant concentrations of housing and employment at individual station areas along their routes.

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

“Planned and Existing Light Rail Lines” on the Concept Map represent some locations shown on the current RTP that were selected for initial analysis. “Proposed Light Rail Alignments” show some appropriate new light rail locations consistent with serving the Growth Concept. “Potential High Capacity Transit (HCT) lines” highlight locations for some concentrated form of transit, possibly including light rail. These facilities demonstrate the general direction for development of an updated RTP that will be based on further study. The Concept Map transportation facilities do not prescribe or limit the existing or updated RTP.

Bicycle and Pedestrian Networks

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

Demand Management/Pricing

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

REGION 2040

Decisions for Tomorrow

2040 Growth Concept

Note: Urban Reserve Study Areas indicate those areas identified for future study in Resolution No. 95-2244, from which Urban Reserve Areas may be selected. These study areas are shown here for illustrative purposes only. Designation of Urban Reserve Areas remains contingent upon the application of LCDC's Urban Reserve Rule to the characteristics of land studied by Metro or others.

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LEGEND

Clark County

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

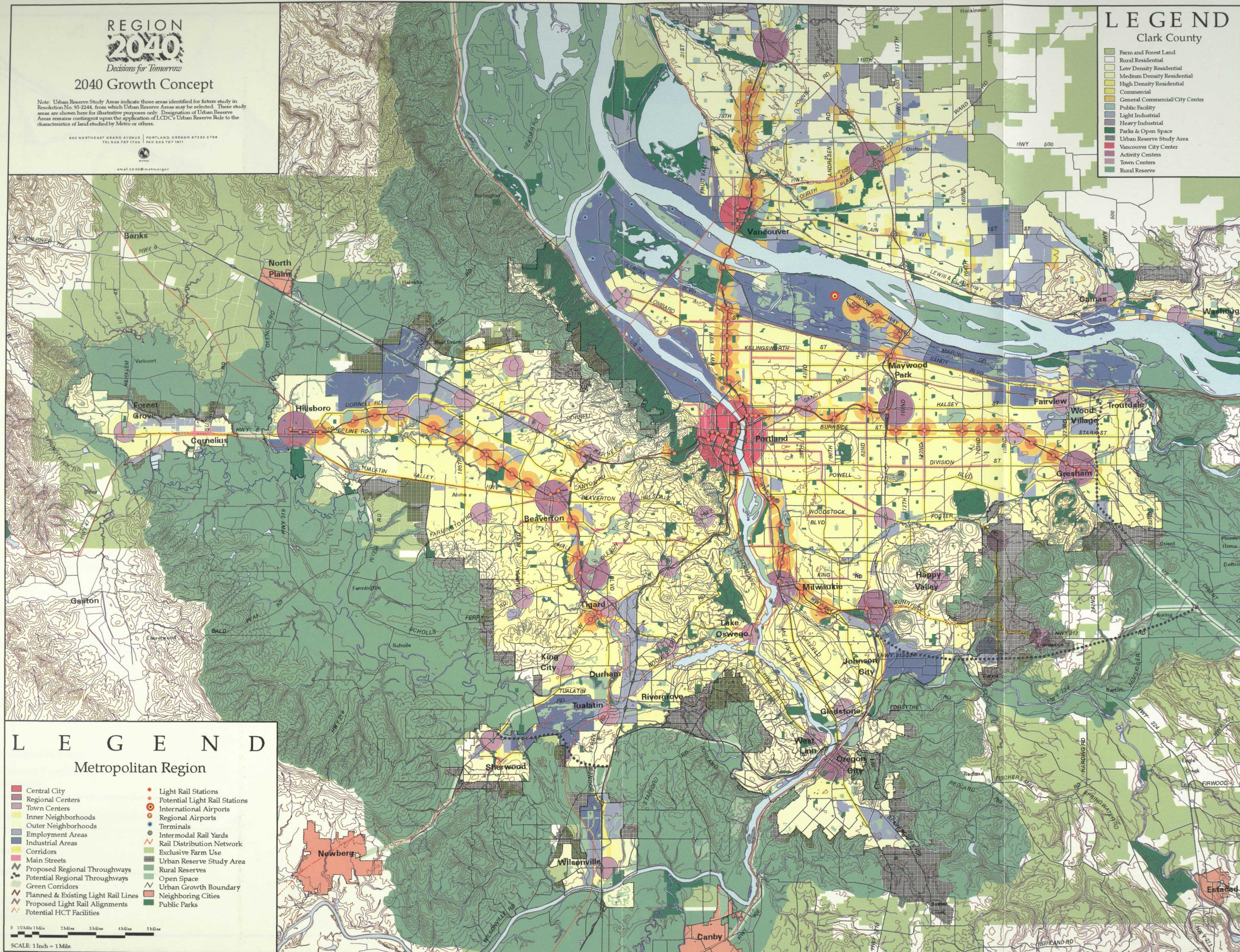
LEGEND

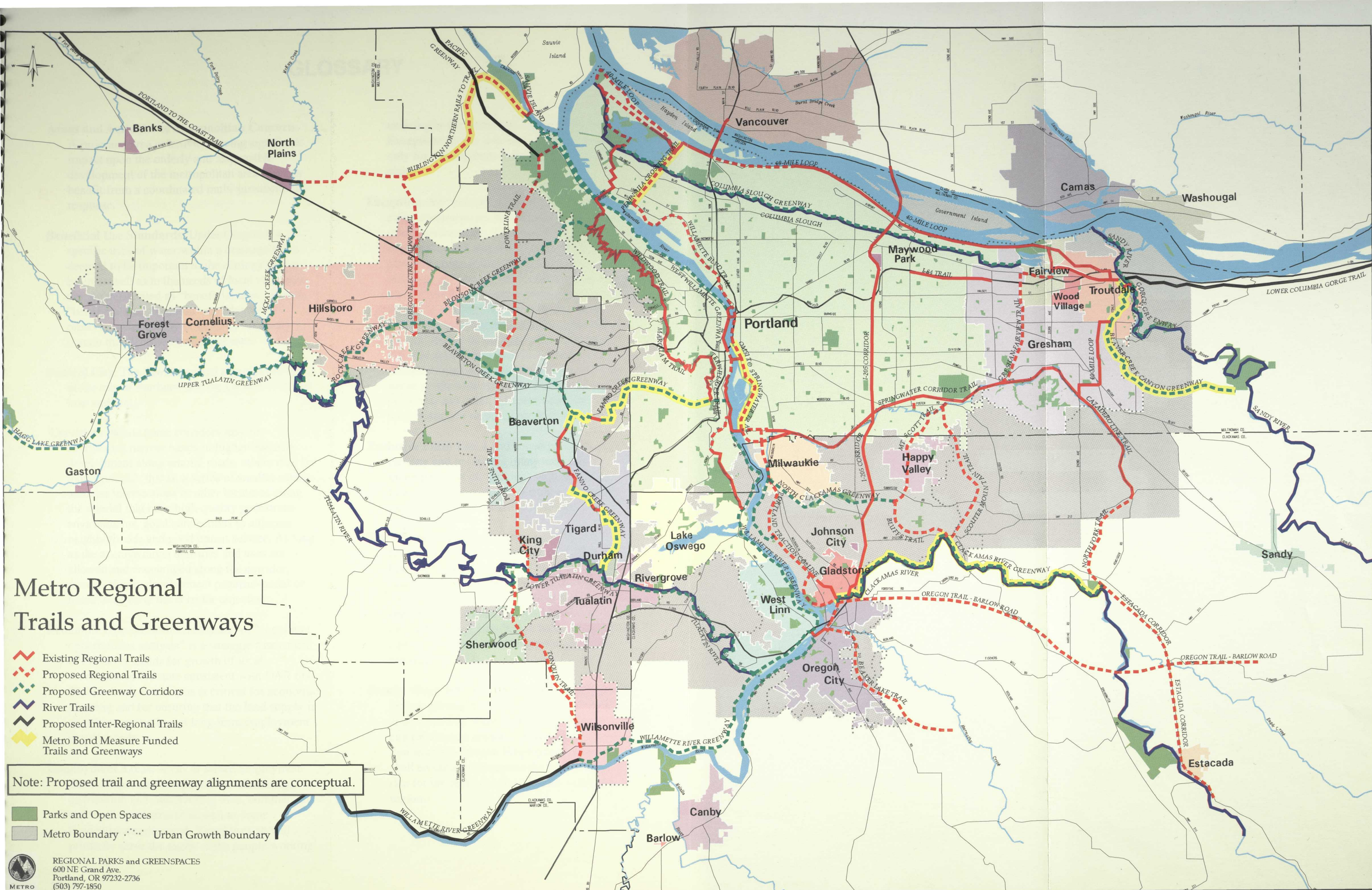
Metropolitan Region

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

0 1/2 Mile 1 Mile 2 Miles 3 Miles 4 Miles 5 Miles

SCALE: 1 Inch = 1 Mile





Metro Regional Trails and Greenways

- Existing Regional Trails
- Proposed Regional Trails
- Proposed Greenway Corridors
- River Trails
- Proposed Inter-Regional Trails
- Metro Bond Measure Funded Trails and Greenways

Note: Proposed trail and greenway alignments are conceptual.

- Parks and Open Spaces
- Metro Boundary
- Urban Growth Boundary

REGIONAL PARKS and GREENSPACES
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GLOSSARY

Areas and Activities of Metropolitan Concern.

A program, area or activity, having significant impact upon the orderly and responsible development of the metropolitan area that can benefit from a coordinated multi-jurisdictional response.

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

Central City. The downtown and adjacent portions of the city of Portland. See the Growth Concept map and text.

Corridors. While some corridors may be continuous, narrow bands of higher intensity development along arterial roads, others may be more “nodal,” that is, a series of smaller centers at major intersections or other locations along the arterial that have high-quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. As long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns—nodal or linear—may meet the corridor objective.

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

Employment Areas. Areas of mixed employment that include various types of manufacturing, distribution and warehousing uses, commercial and retail development as well as some residential development. Retail uses should primarily serve the needs of the people working

or living in the immediate employment area. Exceptions to this general policy can be made only for certain areas indicated in a functional plan.

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

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

Fair Share. A proportionate amount by local jurisdiction. Used in the context of affordable housing in this document. “Fair share” means that each city and county within the region working with Metro to establish local and regional policies that will provide the opportunity within each jurisdiction for accommodating a portion of the region’s need for affordable housing.

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

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

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

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

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

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

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

Industrial Areas. An area set aside for industrial activities. Supporting commercial and related uses may be allowed, provided they are intended to serve the primary industrial users. Residential development shall not be considered a supporting use, nor shall retail users whose market area is substantially larger than the industrial area be considered supporting uses.

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

Infrastructure. Roads, water systems, sewage systems, systems for storm drainage, telecommunications and energy transmission and distribution systems, bridges, transportation facilities, parks, schools and public facilities

Metropolitan Housing Rule. A rule (OAR 660, developed to support the functioning of the developed portions of the environment. Areas of the undeveloped portions of the environment such as floodplains, riparian and wetland zones, groundwater recharge and discharge areas and Greenspaces that provide important functions related to maintaining the region's air and water quality, reduce the need for infrastructure expenses and contribute to the region's quality of life.

Inner Neighborhoods. Areas in Portland and the older cities that are primarily residential, close to employment and shopping areas, and have slightly smaller lot sizes and higher population densities than in outer neighborhoods.

Intermodal. The connection of one type of transportation mode with another.

Intermodal Facility. A transportation element that accommodates and interconnects different modes of transportation and serves the statewide, interstate and international movement of people and goods.

Jobs/Housing Balance. The relationship between the number, type, mix and wages of existing and anticipated jobs balanced with housing costs and availability so that non-auto trips are optimized in every part of the region.

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

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

Major Amendment. A proposal made to the Metro Council for expansion of the UGB of 20 acres or more, consistent with the provisions of the Metro Code.

Division 7) adopted by the Land Conservation and Development Commission to assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metro UGB. This rule establishes minimum overall net residential densities for all cities and counties within the UGB, and specifies that 50 percent of the land set aside for new residential development be zoned for multifamily housing.

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

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

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

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

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

Pedestrian Scale. An urban development pattern where walking is a safe, convenient and interesting travel mode. It is an area where walking is at least as attractive as any other mode to all destinations within the area. The following elements are not cited as requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide walking surfaces; easily visible from streets and buildings and safe for walking; minimal points where high-speed automobile traffic and

pedestrians mix; frequent crossings; storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways and lighting designed to serve those on foot; well integrated into the transit system and having uses that cater to people on foot.

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

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

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

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

State Implementation Plan. A plan for ensuring that all parts of Oregon remain in compliance with federal air quality standards.

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

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

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

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

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

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

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

