

## **ANNOTATED MINUTES**

**Tuesday, November 22, 1994 - 9:30 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland**

### **REGULAR MEETING**

**Chair Beverly Stein convened the meeting at 9:34 a.m., with Vice-Chair Tanya Collier, Commissioners Sharron Kelley and Dan Saltzman present.**

### **CONSENT CALENDAR**

**COMMISSIONER KELLEY PULLED ITEMS C-8, C-10, C-11, C-13, C-14, C-16, C-17 AND C-18 FROM THE CONSENT CALENDAR.**

**UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER COLLIER, THE REMAINING CONSENT CALENDAR ITEMS (C-1 THROUGH C-7, C-9, C-12, C-15, C-19 AND C-20) WERE UNANIMOUSLY APPROVED.**

### **NON-DEPARTMENTAL**

- C-1      In the Matter of the Appointments of Sarah Mahler, Robert Correll, Lynette Stinson and Paul Mackey to the 1995 BOARD OF EQUALIZATION, BOARD 1**
- C-2      In the Matter of the Appointments of Toni Sunseri, Doug Cowley, Joan Larsell and Paul Bonar to the 1995 BOARD OF EQUALIZATION, BOARD 2**
- C-3      In the Matter of the Appointments of Charles Sauvie, Donna Kelly, Cora Smith and Sharon Cowley to the 1995 BOARD OF EQUALIZATION, BOARD 3**
- C-4      In the Matter of the Appointments of Peter Reader, Scott Liebenguth, Christopher Eykamp, Robert Wiley, Irwin Mandel and Dick Wegner to the CITIZEN BUDGET ADVISORY COMMITTEE**
- C-5      In the Matter of the Re-Appointments of Jerry Penk, Mary Schwoerfferman, Mark Jones, Winzel Hamilton, Sara Lamb, Pat Bozanich, Richard Pomeroy, Margaret Boyles, Mark Cvetko and Jane Gordon to the CITIZEN BUDGET ADVISORY COMMITTEE**
- C-6      In the Matter of the Appointment of Ed Lyle to the CITIZEN**

## **INVOLVEMENT COMMITTEE**

- C-7 In the Matter of the Re-Appointment of Yolanda Valdes-Rementeria to the METROPOLITAN ARTS COMMISSION

### **SHERIFF'S OFFICE**

- C-9 Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for BIG BEARS CROWN POINT MARKET, 31815 E CROWN POINT HIGHWAY, TROUTDALE
- C-12 Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for ORIENT COUNTRY STORE, 29822 SE ORIENT DRIVE, GRESHAM
- C-15 Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for WEECE'S MARKET, 7310 SE PLEASANT HOME ROAD, GRESHAM

### **COMMUNITY AND FAMILY SERVICES DIVISION**

- C-19 RESOLUTION in the Matter of Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

### **RESOLUTION 94-218.**

### **DEPARTMENT OF HEALTH**

- C-20 Ratification of Intergovernmental Agreement Contract 201115 Between Multnomah County and Washington County, Wherein the Multnomah County Medical Examiner's Office Will Continue to Provide Washington County with Morgue Pathology Services

Commissioner Gary Hansen arrived at 9:30 a.m.

### **REGULAR AGENDA**

### **SHERIFF'S OFFICE**

- C-8 Dispenser Class A OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for THE PINK FEATHER, 14154 SE DIVISION STREET, PORTLAND
- C-10 Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for DAVID'S MARKET, 12217 SE FOSTER ROAD, PORTLAND

- C-11     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for FOSTER FOOD MART, 12918 SE FOSTER ROAD, PORTLAND
- C-13     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for POWELL SUNSHINE MARKET, 13580 SE POWELL, PORTLAND
- C-14     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for 7-ELEVEN FOOD STORE #16535C, 14725 SE DIVISION, PORTLAND
- C-16     Retail Malt Beverage OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for DOTTY'S #004, 16353 SE DIVISION, #116, PORTLAND
- C-17     Retail Malt Beverage OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for ROSE BOWL, 3800 SE 164TH AVENUE, PORTLAND
- C-18     Restaurant OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for PIZZA BARON, 2604 SE 122ND, PORTLAND

AT THE REQUEST OF COMMISSIONER KELLEY, BOB BARNHART EXPLAINED THAT DUE TO RECENT ANNEXATION PROCEDURES THE COUNTY NO LONGER HAS JURISDICTION OVER LOCATIONS OF THE CAPTIONED ESTABLISHMENTS. SGT. BARNHART ADVISED THAT THE OREGON LIQUOR CONTROL COMMISSION AND THE CITY OF PORTLAND HAS REQUESTED COUNTY APPROVAL IN ORDER TO EXPEDITE THESE LICENSE RENEWAL APPLICATIONS AND FUTURE APPLICATIONS WILL BE SUBMITTED TO THE CITY OF PORTLAND. UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER COLLIER, APPLICATION ITEMS C-8, C-10, C-11, C-13, C-14, C-16, C-17 AND C-18 WERE UNANIMOUSLY APPROVED.

#### NON-DEPARTMENTAL

- R-1     Metro Councilor Sandi Hansen Presentation of a Partners for Livable Communities "MOST LIVABLE COMMUNITY" Award to Multnomah County, Oregon

**COUNCILOR SANDI HANSEN AWARD  
PRESENTATION AND ACKNOWLEDGEMENT.**

- R-2      Consideration on Whether to Hold a Hearing to Accept Evidence and Argument, or Decide Appeal on the Record, in the Matter of the Appeal of Lydia Mann from Hearings Officer Decision Revoking Appellant's Adult Care Home License

**PETE KASTING EXPLANATION. UPON MOTION OF COMMISSIONER COLLIER, SECONDED BY COMMISSIONER HANSEN, THE HEARINGS OFFICER DECISION WAS UNANIMOUSLY ACCEPTED. MR. KASTING ADVISED HE WOULD PREPARE A FINAL ORDER OF THE BOARD'S DECISION FOR BOARD APPROVAL.**

- R-3      RESOLUTION in the Matter of Designating the Tax Supervising and Conservation Commission to Oversee the Tax Coordination Plan for 1995-96

**DAVE WARREN EXPLANATION. UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, RESOLUTION 94-219 WAS UNANIMOUSLY APPROVED.**

**DEPARTMENT OF HEALTH**

- R-4      Ratification of Intergovernmental Agreement Contract 201155 Between Linn County and Multnomah County, dba CareOregon, Providing Immunizations, Diagnosis and Treatment of Sexually Transmitted Diseases, Tuberculosis and Other Communicable Diseases, for the Period Upon Execution through June 30, 1995

**COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-4. AMY GREDLER EXPLANATION. AGREEMENT UNANIMOUSLY APPROVED.**

- R-5      Request for Approval of a Notice of Intent to Apply for a \$986,500 Grant from the Public Health Service for Ryan White Title I - HIV Services Funds, to Purchase Medical Care and Support Services for Persons with HIV Disease Living in the Metro Area and Clark County, Washington

**COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-5. TOM FRONK EXPLANATION AND REQUEST FOR BOARD CLARIFICATION ON WHETHER BOARD WANTS PRE-NOTIFICATION OF**



**FUTURE GRANT APPLICATIONS. BOARD CONSENSUS THAT STAFF PROVIDE EARLY NOTIFICATION. MR. FRONK AND LOREEN NICHOLS COMMENTS AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. NOTICE OF INTENT UNANIMOUSLY APPROVED.**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- R-6 RESOLUTION Setting a Hearing Date [December 29, 1994] in the Matter of Surrendering Jurisdiction to the City of Portland All County Roads Annexed to the City of Portland Effective June 30, 1994**

**COMMISSIONER COLLIER MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-6. BOB PEARSON EXPLANATION AND RESPONSE TO BOARD QUESTIONS. RESOLUTION 94-220 SETTING HEARING FOR THURSDAY, DECEMBER 29, 1994 UNANIMOUSLY APPROVED.**

- R-7 ORDER in the Matter of the Sale [at Public Auction or at Private Sale if Not Sold at Public Auction] of Surplus County Land at the Multnomah County Farm in Section 26, Township 1 North, Range 3 East, W.M., City of Troutdale, Multnomah County, Oregon**

**COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-7. BOB OBERST EXPLANATION AND RESPONSE TO BOARD QUESTIONS. ORDER 94-221 UNANIMOUSLY APPROVED.**

**DEPARTMENT OF COMMUNITY CORRECTIONS**

- R-8 Budget Modification DCC 3 Requesting Authorization to Increase the DCC Budget by \$62,709 and the Community and Family Services Budget by \$17,105 in Support of the Portland Multi-Agency DUII Enforcement Project through a Grant from the Oregon Department of Transportation to the City of Portland Police Bureau for October 1, 1994 through June 30, 1995**

**COMMISSIONER SALTZMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-8. GRANT NELSON EXPLANATION AND RESPONSE TO BOARD QUESTIONS. BUDGET MODIFICATION UNANIMOUSLY APPROVED.**

**DISTRICT ATTORNEY'S OFFICE**

- R-9 Budget Modification DA 3 Requesting Authorization to Transfer .50 Legal Assistant Position from the General Fund to the Support Enforcement Division to Serve as the Child Support Liaison to the Neighborhood Based DA Units Throughout Multnomah County
- R-10 Budget Modification DA 5 Requesting Authorization to Reduce the Victims of Crime Act (VOCA) Grant Revenue to Match the Actual 1994/95 Grant Award
- R-11 Budget Modification DA 6 Requesting Authorization to Delete Carryover Funds from the 1994/95 Support Enforcement Division Budget
- R-12 Budget Modification DA 7 Requesting Authorization to Amend the Adopted Budget Appropriation to Conform to the ROCN Anti-Drug Grant Award for 1994/95
- R-13 Budget Modification DA 8 Requesting Authorization to Amend the Adopted Budget Appropriation to Conform to the Finvest Grant Award for 1994/95

**FOLLOWING EXPLANATION BY MICHAEL SCHRUNK AND UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER SALTZMAN, BUDGET MODIFICATIONS R-9 THROUGH R-13 WERE UNANIMOUSLY APPROVED.**

**SHERIFF'S OFFICE**

- R-14 ORDER in the Matter of Granting a Monthly Pension to Chaplain Ed Steele

**COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-14. LARRY AAB EXPLANATION. ORDER 94-222 UNANIMOUSLY APPROVED.**

- R-15 Ratification of Intergovernmental Agreement Contract 800605 Between Multnomah County, the City of Portland, and the Housing Authority of Portland, Providing Law Enforcement and Prevention Services to Housing Authority Properties, for the Period May 21, 1994 through June 30, 1995

**COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-15. LARRY AAB EXPLANATION. AGREEMENT UNANIMOUSLY APPROVED.**

- R-16 Budget Modification MCSO 3 Requesting Authorization to Add \$11,500 to the Sheriff's Office Budget to Cover DUII Overtime Funded by a City of Portland Grant

**COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-16. LARRY AAB EXPLANATION AND RESPONSE TO BOARD QUESTIONS. BUDGET MODIFICATION UNANIMOUSLY APPROVED.**

- R-17      Budget Modification MCSO 4 Requesting Authorization to Transfer \$93,741 from General Fund Contingency to the Sheriff's Office to Fund Two Civil Deputy Positions to Handle the Increase in Mental Health Transports

**COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-17. GLEN POST EXPLANATION AND RESPONSE TO BOARD QUESTIONS. ERIC LEE AND JUDGE ELIZABETH WELCH TESTIMONY IN SUPPORT AND RESPONSE TO BOARD QUESTIONS. LARRY AAB RESPONSE TO BOARD QUESTIONS AND DISCUSSION. FOLLOWING DISCUSSION AND CLARIFICATION, COMMISSIONER COLLIER MOVED AND COMMISSIONER SALTZMAN SECONDED, TO AMEND THE BUDGET MODIFICATION TO ONLY FUND TWO FULL-TIME TEMPORARY CIVIL DEPUTY POSITIONS FOR SIX MONTHS, WITHOUT THE VEHICLES AND WITH THE CAVEAT THAT A LONG TERM SOLUTION BE EXPLORED WITHIN THAT SIX MONTH PERIOD. BOARD DISCUSSION AND COMMENTS REGARDING MERITS OF SEEKING QUALIFIED EMPLOYEES FOR TEMPORARY VERSUS PERMANENT POSITIONS. LARRY AAB, GLEN POST AND BOARD DISCUSSION AND COMMENTS. BUDGET MODIFICATION UNANIMOUSLY APPROVED, AS AMENDED.**

- R-18      Budget Modification MCSO 5 Requesting Authorization to Add \$51,344 to the Sheriff's Office Budget to Fund One Work Crew Officer on the Solid Waste Enforcement Team, with Funding to be Repaid by Metro

**COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-18. LARRY AAB EXPLANATION. BUDGET MODIFICATION UNANIMOUSLY APPROVED.**

- R-19      Budget Modification MCSO 6 Requesting Authorization to Reclassify a Sheriff's Operations Technician Position to a Sheriff's Operations Technician Supervisor, and a Sheriff's Operations Technician to an Office Assistant 2, within the Corrections Division Budget

**COMMISSIONER KELLEY MOVED AND  
COMMISSIONER HANSEN SECONDED, APPROVAL  
OF R-19. LARRY AAB EXPLANATION. BUDGET  
MODIFICATION UNANIMOUSLY APPROVED.**

**PUBLIC COMMENT**

R-20 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

**NO ONE WISHED TO COMMENT.**

---

Tuesday, November 22, 1994 - 11:35 AM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

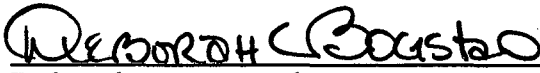
**BOARD BRIEFING**

B-1 Presentation of Draft Request for Proposals (RFP) for Ambulance Franchise and Discussion of the Process for Selection and Timelines. Presented by Bill Collins and Mike Williams.

**BILL COLLINS AND MIKE WILLIAMS  
PRESENTATION AND RESPONSE TO BOARD  
QUESTIONS AND DISCUSSION. STAFF TO SUBMIT  
AMENDED RFP FOR PUBLIC HEARING AND BOARD  
REVIEW AND ACTION ON THURSDAY, DECEMBER  
22, 1994.**

There being no further business, the meeting was adjourned at 12:25 p.m.

OFFICE OF THE BOARD CLERK  
for MULTNOMAH COUNTY, OREGON

  
Deborah L. Bogstad

---

Tuesday, November 22, 1994 - 1:30 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**PLANNING ITEMS**

Chair Beverly Stein convened the meeting at 1:40 p.m., with Vice-Chair Tanya Collier, Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman present.

- P-1      C 21-94      Second Reading and Possible Adoption of a Proposed ORDINANCE Amending the Zoning Code Text to Repeal Code Sections That Are No Longer in Use [Due to Annexation of Urban Areas]

**PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE 805 WAS UNANIMOUSLY APPROVED.**

- P-2      RESOLUTION in the Matter of Reviewing METRO's Region 2040 Preferred Alternative and Recommending Amendments to be Forwarded to the METRO Regional Council for Their Consideration.

**COMMISSIONER HANSEN MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF P-2. MARK TURPEL, GORDON HOWARD AND SCOTT PEMBLE EXPLANATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. COMMISSIONER COLLIER MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF AMENDMENTS PROPOSED BY CHAIR STEIN UNDER MEMORANDUM DATED NOVEMBER 18, 1994, ADDING LANGUAGE SUPPORTING THE GENERAL DIRECTION OF THE 2040 PLAN; THE DEVELOPMENT OF AFFORDABLE HOUSING PURSUANT TO THE CHAS PLAN; AND RECOMMENDING THAT ALL LANDS SHOWN AS RURAL RESERVES IN MULTNOMAH COUNTY ON THE REGION 2040 PREFERRED ALTERNATIVE MAP REMAIN SO DESIGNATED AND ALL LANDS EAST OF THE SANDY RIVER IN MULTNOMAH COUNTY ALSO BE DESIGNATED RURAL RESERVES. (AMENDMENT #1). STAFF AND BOARD COMMENTS AND DISCUSSION. COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, AN AMENDMENT REQUESTING THAT METRO CREATE AND IMPLEMENT POLICIES THAT FACILITATE AND ENCOURAGE REGIONAL COOPERATION AND COORDINATION BY LOCAL GOVERNMENT AGENCIES AND OTHER ORGANIZATIONS THAT PROVIDE AFFORDABLE HOUSING OPPORTUNITIES IN THEIR COMMUNITIES OR IN THE REGION. (AMENDMENT #2). BOARD COMMENTS AND DISCUSSION. AMENDMENT #2 UNANIMOUSLY APPROVED.**

**AMENDMENT #1 UNANIMOUSLY APPROVED.  
RESOLUTION 94-223 UNANIMOUSLY APPROVED, AS  
AMENDED.**

- P-3 Report to Board on Educational Program Proposals Concerning Erosion Control Management of Agricultural Lands. Presented by Steve Fedje, Soil Conservation.**

**SCOTT PEMBLE, GORDON HOWARD, STEVE FEDJE  
AND DIANA POE PRESENTATION AND RESPONSE  
TO BOARD QUESTIONS AND DISCUSSION.**

---

**Tuesday, November 22, 1994 - 2:36 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland**

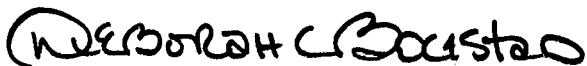
**EXECUTIVE SESSION**

- E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Deliberations with Labor Relations Staff Regarding Labor Negotiations.**

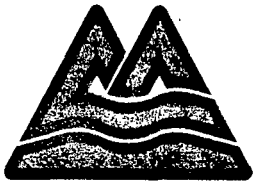
**EXECUTIVE SESSION HELD.**

**There being no further business, the meeting was adjourned at 4:20 p.m.**

**OFFICE OF THE BOARD CLERK  
for MULTNOMAH COUNTY, OREGON**



**Deborah L. Bogstad**



# MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 S.W. FIFTH AVENUE  
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR	• 248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	• 248-5219
TANYA COLLIER •	DISTRICT 3	• 248-5217
SHARRON KELLEY •	DISTRICT 4	• 248-5213
CLERK'S OFFICE •	248-3277	• 248-5222

## AGENDA

### MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

#### FOR THE WEEK OF

NOVEMBER 21, 1994 - NOVEMBER 25, 1994

*Tuesday, November 22, 1994 - 9:30 AM - Regular Meeting . . . . . Page 2*

*Tuesday, November 22, 1994 - 11:15 AM - Board Briefing . . . . . Page 6*

*Tuesday, November 22, 1994 - 1:30 PM - Planning Items . . . . . Page 6*

*Thursday, November 24, 1994 - THANKSGIVING HOLIDAY - OFFICES CLOSED*

*Thursday Meetings of the Multnomah County Board of Commissioners are taped and can be seen by Paragon Cable subscribers at the following times:*

*Thursday, 6:00 PM, Channel 30*

*Friday, 10:00 PM, Channel 30*

*Saturday, 12:30 PM, Channel 30*

*Sunday, 1:00 PM, Channel 30*

**INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.**

Tuesday, November 22, 1994 - 9:30 AM

Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**REGULAR MEETING**

**CONSENT CALENDAR**

**NON-DEPARTMENTAL**

- C-1      *In the Matter of the Appointments of Sarah Mahler, Robert Correll, Lynette Stinson and Paul Mackey to the 1995 BOARD OF EQUALIZATION, BOARD 1*
- C-2      *In the Matter of the Appointments of Toni Sunseri, Doug Cowley, Joan Larsell and Paul Bonar to the 1995 BOARD OF EQUALIZATION, BOARD 2*
- C-3      *In the Matter of the Appointments of Charles Sauvie, Donna Kelly, Cora Smith and Sharon Cowley to the 1995 BOARD OF EQUALIZATION, BOARD 3*
- C-4      *In the Matter of the Appointments of Peter Reader, Scott Liebenguth, Christopher Eykamp, Robert Wiley, Irwin Mandel and Dick Wegner to the CITIZEN BUDGET ADVISORY COMMITTEE*
- C-5      *In the Matter of the Re-Appointments of Jerry Penk, Mary Schwoerfferman, Mark Jones, Winzel Hamilton, Sara Lamb, Pat Bozanich, Richard Pomeroy, Margaret Boyles, Mark Cvetko and Jane Gordon to the CITIZEN BUDGET ADVISORY COMMITTEE*
- C-6      *In the Matter of the Appointment of Ed Lyle to the CITIZEN INVOLVEMENT COMMITTEE*
- C-7      *In the Matter of the Re-Appointment of Yolanda Valdes-Rementeria to the METROPOLITAN ARTS COMMISSION*

**SHERIFF'S OFFICE**

- C-8      *Dispenser Class A OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for THE PINK FEATHER, 14154 SE DIVISION STREET, PORTLAND*
- C-9      *Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for BIG BEARS CROWN POINT MARKET, 31815 E CROWN POINT HIGHWAY, TROUTDALE*
- C-10     *Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for DAVID'S MARKET, 12217 SE*



## FOSTER ROAD, PORTLAND

- C-11     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for FOSTER FOOD MART, 12918 SE FOSTER ROAD, PORTLAND
- C-12     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for ORIENT COUNTRY STORE, 29822 SE ORIENT DRIVE, GRESHAM
- C-13     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for POWELL SUNSHINE MARKET, 13580 SE POWELL, PORTLAND
- C-14     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for 7-ELEVEN FOOD STORE #16535C, 14725 SE DIVISION, PORTLAND
- C-15     Package Store OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for WEECE'S MARKET, 7310 SE PLEASANT HOME ROAD, GRESHAM
- C-16     Retail Malt Beverage OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for DOTTY'S #004, 16353 SE DIVISION, #116, PORTLAND
- C-17     Retail Malt Beverage OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for ROSE BOWL, 3800 SE 164TH AVENUE, PORTLAND
- C-18     Restaurant OLCC License Renewal Application Submitted by Sheriff's Office with Recommendation for Approval, for PIZZA BARON, 2604 SE 122ND, PORTLAND

## COMMUNITY AND FAMILY SERVICES DIVISION

- C-19     RESOLUTION in the Matter of Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

## DEPARTMENT OF HEALTH

- C-20     Ratification of Intergovernmental Agreement Contract 201115 Between Multnomah County and Washington County, Wherein the Multnomah County Medical Examiner's Office Will Continue to Provide Washington County with Morgue Pathology Services

## REGULAR AGENDA

### NON-DEPARTMENTAL

- R-1 Metro Councilor Sandi Hansen Presentation of a Partners for Livable Communities "MOST LIVABLE COMMUNITY" Award to Multnomah County, Oregon
- R-2 Consideration on Whether to Hold a Hearing to Accept Evidence and Argument, or Decide Appeal on the Record, in the Matter of the Appeal of Lydia Mann from Hearings Officer Decision Revoking Appellant's Adult Care Home License (9:30 AM TIME CERTAIN, 15 MINUTES REQUESTED)
- R-3 RESOLUTION in the Matter of Designating the Tax Supervising and Conservation Commission to Oversee the Tax Coordination Plan for 1995-96

### DEPARTMENT OF HEALTH

- R-4 Ratification of Intergovernmental Agreement Contract 201155 Between Linn County and Multnomah County, dba CareOregon, Providing Immunizations, Diagnosis and Treatment of Sexually Transmitted Diseases, Tuberculosis and Other Communicable Diseases, for the Period Upon Execution through June 30, 1995
- R-5 Request for Approval of a Notice of Intent to Apply for a \$986,500 Grant from the Public Health Service for Ryan White Title I - HIV Services Funds, to Purchase Medical Care and Support Services for Persons with HIV Disease Living in the Metro Area and Clark County, Washington

### DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-6 RESOLUTION Setting a Hearing Date [December 29, 1994] in the Matter of Surrendering Jurisdiction to the City of Portland All County Roads Annexed to the City of Portland Effective June 30, 1994
- R-7 ORDER in the Matter of the Sale [at Public Auction or at Private Sale if Not Sold at Public Auction] of Surplus County Land at the Multnomah County Farm in Section 26, Township 1 North, Range 3 East, W.M., City of Troutdale, Multnomah County, Oregon

### DEPARTMENT OF COMMUNITY CORRECTIONS

- R-8 Budget Modification DCC 3 Requesting Authorization to Increase the DCC Budget by \$62,709 and the Community and Family Services Budget by \$17,105 in Support of the Portland Multi-Agency DUII Enforcement Project through a Grant from the Oregon Department of Transportation to the City of Portland Police Bureau for October 1, 1994 through June 30, 1995

## **DISTRICT ATTORNEY'S OFFICE**

- R-9      *Budget Modification DA 3 Requesting Authorization to Transfer .50 Legal Assistant Position from the General Fund to the Support Enforcement Division to Serve as the Child Support Liaison to the Neighborhood Based DA Units Throughout Multnomah County*
- R-10     *Budget Modification DA 5 Requesting Authorization to Reduce the Victims of Crime Act (VOCA) Grant Revenue to Match the Actual 1994/95 Grant Award*
- R-11     *Budget Modification DA 6 Requesting Authorization to Delete Carryover Funds from the 1994/95 Support Enforcement Division Budget*
- R-12     *Budget Modification DA 7 Requesting Authorization to Amend the Adopted Budget Appropriation to Conform to the ROCN Anti-Drug Grant Award for 1994/95*
- R-13     *Budget Modification DA 8 Requesting Authorization to Amend the Adopted Budget Appropriation to Conform to the Finvest Grant Award for 1994/95*

## **SHERIFF'S OFFICE**

- R-14      *ORDER in the Matter of Granting a Monthly Pension to Chaplain Ed Steele*
- R-15      *Ratification of Intergovernmental Agreement Contract 800605 Between Multnomah County, the City of Portland, and the Housing Authority of Portland, Providing Law Enforcement and Prevention Services to Housing Authority Properties, for the Period May 21, 1994 through June 30, 1995*
- R-16      *Budget Modification MCSO 3 Requesting Authorization to Add \$11,500 to the Sheriff's Office Budget to Cover DUII Overtime Funded by a City of Portland Grant*
- R-17      *Budget Modification MCSO 4 Requesting Authorization to Transfer \$93,741 from General Fund Contingency to the Sheriff's Office to Fund Two Civil Deputy Positions to Handle the Increase in Mental Health Transports*
- R-18      *Budget Modification MCSO 5 Requesting Authorization to Add \$51,344 to the Sheriff's Office Budget to Fund One Work Crew Officer on the Solid Waste Enforcement Team, with Funding to be Repaid by Metro*
- R-19      *Budget Modification MCSO 6 Requesting Authorization to Reclassify a Sheriff's Operations Technician Position to a Sheriff's Operations Technician Supervisor, and a Sheriff's Operations Technician to an Office Assistant 2, within the Corrections Division Budget*

## **PUBLIC COMMENT**

*Tuesday, November 22, 1994 - 11:15 AM  
(Or Immediately Following Regular Meeting)*

*Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**BOARD BRIEFING**

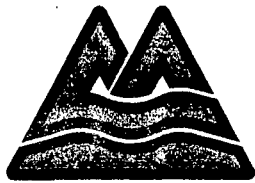
- B-1      Presentation of Draft Request for Proposals (RFP) for Ambulance Franchise and Discussion of the Process for Selection and Timelines. Presented by Bill Collins and Mike Williams. 45 MINUTES TO 1 HOUR REQUESTED.*
- 

*Tuesday, November 22, 1994 - 1:30 PM*

*Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**PLANNING ITEMS**

- P-1      C 21-94      Second Reading and Possible Adoption of a Proposed ORDINANCE Amending the Zoning Code Text to Repeal Code Sections That Are No Longer in Use [Due to Annexation of Urban Areas]*
- P-2      RESOLUTION in the Matter of Reviewing METRO's Region 2040 Preferred Alternative and Recommending Amendments to be Forwarded to the METRO Regional Council for Their Consideration. 30 MINUTES REQUESTED.*
- P-3      Report to Board on Educational Program Proposals Concerning Erosion Control Management of Agricultural Lands. Presented by Steve Fedje, Soil Conservation. 15 MINUTES REQUESTED.*
-



# MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 S.W. FIFTH AVENUE  
PORTLAND, OREGON 97204

---

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR •	248-3308
DAN SALTZMAN •	DISTRICT 1 •	248-5220
GARY HANSEN •	DISTRICT 2 •	248-5219
TANYA COLLIER •	DISTRICT 3 •	248-5217
SHARRON KELLEY •	DISTRICT 4 •	248-5213
CLERK'S OFFICE •	248-3277 •	248-5222

---

## **SUPPLEMENTAL AGENDA**

*Tuesday, November 22, 1994 - 2:30 PM  
(Or Immediately Following Planning Items)*

*Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

### **EXECUTIVE SESSION**

*E-1      The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(1)(d) for Deliberations with Labor Relations Staff Regarding Labor Negotiations. 1 HOUR REQUESTED.*

MEETING DATE: November 8, 1994 NOV 22 1994

AGENDA NO: P-1 P-1

(Above Space for Board Clerk's Use ONLY)

**AGENDA PLACEMENT FORM**

SUBJECT: C 21-94 Proposed Ordinance

BOARD BRIEFING Date Requested: \_\_\_\_\_

Amount of Time Needed: \_\_\_\_\_

REGULAR MEETING: Date Requested: November 8, 1994

Amount of Time Needed: Five Minutes

DEPARTMENT: DES DIVISION: Planning

CONTACT: R. Scott Pemble TELEPHONE #: 3182  
BLDG/ROOM #: 412/103

PERSON(S) MAKING PRESENTATION: \_\_\_\_\_

**ACTION REQUESTED:**

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

**SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):**

C 21-94 A proposed Ordinance amending the Zoning Code text to repeal Code Sections that are no longer in use.

First Reading

11/29/94 copies to SANDY MATHEWSON &  
SCOTT PEMBLE  
11/30/94 copies to ORDINANCE Distribution  
List

**SIGNATURES REQUIRED:**

ELECTED OFFICIAL: \_\_\_\_\_

OR

DEPARTMENT MANAGER: Betsy Williams

**ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES**

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

0516C/63

6/93

ORDINANCE FACT SHEET

Ordinance Title: Amendment of the Zoning Code Text to repeal code sections that are no longer in use due to annexation of urban areas.

Give a brief statement of the purpose of the ordinance (include the rationale for adoption of ordinance, description of persons benefited, other alternatives explored):

This ordinance will repeal the zoning code text for certain urban districts that are no longer applicable because lands so designated have been annexed into the City of Portland. Retention of these code sections is unnecessary since they could not be applied outside the urban growth boundary. In addition, other commercial, manufacturing and multi-family residential districts remain in the zoning code, in the event a zone change for one of these uses is proposed.

What other local jurisdictions in the metropolitan area have enacted similar legislation?

Unknown.

What has been the experience in other areas with this type of legislation?

The county has repealed sections of the zoning code in the past as rezonings have eliminated certain designations.

What is the fiscal impact, if any?

No fiscal or budget impacts.

(If space is inadequate, please use other side)

SIGNATURES

Person Filling Out Form: \_\_\_\_\_

Planning & Budget Division (if fiscal impact): \_\_\_\_\_

Department Manager/Elected Official: Betsy Willen

**DECISION OF THE  
MULTNOMAH COUNTY PLANNING COMMISSION**

In the Matter of amending the text of the                   )  
Multnomah County Zoning Ordinance to                   )  
delete subsections that are no longer in use.                   )

**RESOLUTION  
C 21-94**

**WHEREAS**, Annexations by the City of Portland have removed areas of urban land between Gresham and Portland from Multnomah County zoning jurisdiction, resulting in a number of urban zoning designations which no longer apply to any lands in the county; and

**WHEREAS**, Code sections must be repealed in order to remove the zoning code text of these districts from the Zoning Ordinance; and

**WHEREAS**, The Planning Commission held a public hearing on October 3, 1994 to consider testimony on the matter of amending the Zoning Ordinance to repeal the text of zoning districts that no longer apply to unincorporated land in the county. After deliberation, the Planning Commission voted   7   in favor,   -0-   opposed and   -0-   abstain.

**NOW, THEREFORE BE IT RESOLVED** that the Planning Commission hereby recommends that the Board of County Commissioners amend the text of the Multnomah County Zoning Ordinance by repealing the following sections:

Urban High Density Residential HR-2  
11.15.2782 through .2792

Urban High Density Residential HR-1  
11.15.2802 through .2814

Urban Business and Professional Office BPO  
11.15.2932 through .2966

Urban Commercial General Provisions  
11.15.4002 through .4044

Urban Local Commercial LC  
11.15.4102 through .4116

Urban Neighborhood Commercial NC  
11.15.4150 through .4164



Urban General Commercial GC  
11.15.4202 through .4216

Urban Extensive Commercial EC  
11.15.4252 through .4266

Urban Strip Conversion SC  
11.15.4302 through .4318

Manufacturing Districts Retained  
11.15.5405

Manufacturing - Industrial Park M-4  
11.15.5425 through .5433

Light Manufacturing M-3  
11.15.5475 through .5480

General Manufacturing M-2  
11.15.5525 through .5535

Heavy Manufacturing M-1  
11.15.5575 through .5585

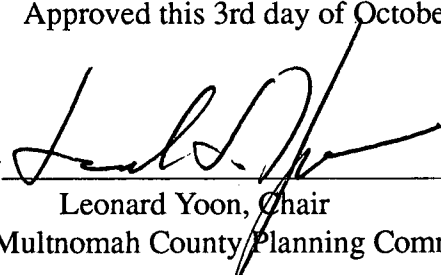
Special Plan Area No. 2 SPA-2  
11.15.6610 through .6624

Special Plan Area No. 3 SPA-3  
11.15.6630 through .6648

Light Rail Transit Station Area  
11.15.3000 through .3528

Approved this 3rd day of October, 1994

By

A handwritten signature in black ink, appearing to read 'Leonard Yoon', is written over a horizontal line.

Leonard Yoon, Chair  
Multnomah County Planning Commission

## 1                   BEFORE THE BOARD OF COUNTY COMMISSIONERS

## 2                   FOR MULTNOMAH COUNTY, OREGON

3                   ORDINANCE NO. 8054  
5           An Ordinance amending the Zoning Code text to repeal code sections that are no longer in use.6  
7           Multnomah County Ordains as follows:8  
9   Section I. Findings.10  
11       (A) Annexations by the City of Portland have removed areas of urban land between Gresham and  
12 Portland from Multnomah County zoning jurisdiction, resulting in a number of urban zoning designations  
13 which no longer apply to any lands in the county.14       (B) It is unnecessary to retain the zoning code text of these urban districts since they are not appli-  
15 cable outside the urban growth boundary. Other commercial, manufacturing and medium density residen-  
16 tial districts continue to exist in the event a zone change is proposed for remaining urban unincorporated  
17 lands.18       (C) Code sections must be repealed in order to remove the zoning code text of these districts from  
19 the Zoning Ordinance.20       (D) Notice and the opportunity for public comment on the proposed repeal of these zoning code  
21 sections was provided at a Planning Commission hearing on October 3, 1994. After deliberation, the  
22 Planning Commission voted unanimously to recommend to the Board that these code text sections be  
23 repealed.24       (E) On November 8, 1994, the Board conducted a public hearing on the matter of repealing sec-  
25 tions of the zoning code text that no longer apply to any unincorporated properties.

1 Section II. Amendment of Zoning Code.

2

3 Multnomah County Code Chapter 11.15 is amended as follows:

4 Urban High Density Residential HR-2  
5 11.15.2782 through .2792 *Repealed*

6 Urban High Density Residential HR-1  
7 11.15.2802 through .2814 *Repealed*

8 Urban Business and Professional Office BPO  
9 11.15.2932 through .2966 *Repealed*

10 Urban Commercial General Provisions  
11 11.15.4002 through .4044 *Repealed*

12 Urban Local Commercial LC  
13 11.15.4102 through .4116 *Repealed*

14 Urban Neighborhood Commercial NC  
15 11.15.4150 through .4164 *Repealed*

16 Urban General Commercial GC  
17 11.15.4202 through .4216 *Repealed*

18 Urban Extensive Commercial EC  
19 11.15.4252 through .4266 *Repealed*

20 Urban Strip Conversion SC  
21 11.15.4302 through .4318 *Repealed*

22 Manufacturing Districts Retained  
23 11.15.5405 *Repealed*

24 Manufacturing - Industrial Park M-4  
25 11.15.5425 through .5433 *Repealed*

26 Light Manufacturing M-3  
11.15.5475 through .5480 *Repealed*

General Manufacturing M-2  
11.15.5525 through .5535 *Repealed*

1 Heavy Manufacturing M-1  
2 11.15.5575 through .5585 *Repealed*

3 Special Plan Area No. 2 SPA-2  
4 11.15.6610 through .6624 *Repealed*

5 Special Plan Area No. 3 SPA-3  
6 11.15.6630 through .6648 *Repealed*

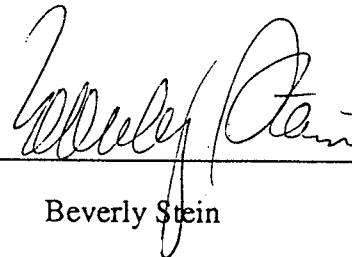
7 Light Rail Transit Station Area  
8 11.15.3000 through .3528 *Repealed*

9  
10 Section III. Adoption.

11  
12 ADOPTED THIS 22nd day of November, 1994, being the date of its 2nd  
13 reading before the Board of County Commissioners of Multnomah County.



20 By



Beverly Stein

Multnomah County Chair

21  
22 REVIEWED:

23  
24 By



25 JOHN DUBAY, CHIEF ASSISTANT COUNTY COUNSEL

26 for MULTNOMAH COUNTY, OREGON

MEETING DATE: November 22, 1994

AGENDA NO: P-2

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: Metro 2040

BOARD BRIEFING Date Requested:

Amount of Time Needed:

REGULAR MEETING: Date Requested: November 22, 1994

Amount of Time Needed: 30 minutes

DEPARTMENT: DES

DIVISION: Planning

CONTACT: R. Scott Pemble

TELEPHONE #: 3182

BLDG/ROOM #: 412/103

PERSON(S) MAKING PRESENTATION: R. Scott Pemble

ACTION REQUESTED:

[ ] INFORMATIONAL ONLY [ ] POLICY DIRECTION [ ] APPROVAL [ ] OTHER

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

Request Board adoption of Resolution commenting on the Metro Executive Officers 2040 recommendation.

11/23/94 copies to Gordon Howard  
11/29/94 copies to Sharon Timko, Scott Pemble &  
John Rubay

SIGNATURES REQUIRED:

ELECTED OFFICIAL:

OR

DEPARTMENT MANAGER:

RSP Betsy Williams / Mike Cheadle 11/10/94

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

0516C/63

6/93

BOARD OF  
COUNTY COMMISSIONERS  
1994 NOV 10 PM 1:57  
MULTNOMAH COUNTY  
OREGON



# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
DIVISION OF PLANNING  
AND DEVELOPMENT  
2115 S.E. MORRISON STREET  
PORTLAND, OREGON 97214  
(503) 248-3043

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR OF THE BOARD  
DAN SALTZMAN • DISTRICT 1 COMMISSIONER  
GARY HANSEN • DISTRICT 2 COMMISSIONER  
TANYA COLLIER • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

**Date:** November 8, 1994

**To:** Members of the Board

**From:** R. Scott Pemble, *Planning Director*

**Subject:** 2040 Plan

At the November 22, 1994 Board meeting on Planning Items, the Board will discuss and take action on a Resolution concerning the Metro Executive Officer's recommendation on the preferred alternative for the 2040 plan. The Planning Commission at their November 7, 1994 meeting reviewed the "Metro Region 2040 Decision-making Kit - Fall 1994" and MTAC recommendation and recommend the attached resolution.

This quick review and comment period is necessary because of the METRO Council adoption schedule. This schedule requires all comments to be received by the METRO Council no later than November 28, 1994 with a METRO Council decision scheduled December 12, 1994.

The METRO Council will make several decisions to include: Recommended 2040 Alternative (text describing a growth concept for the region), amendments to the Regional Urban Growth Goals and Objectives (RUGGO - the policy framework for guiding future growth decisions), 2040 Growth Concept map, and the 2040 Analysis of Growth Concept map. The concept map is intended to be the policy map while the analysis map represents one example of how the 2040 Recommended Alternative can be accomplished. These four products will provide a starting point for future policy discussions as required by the METRO charter and state law. (See MTAC November 4, 1994 Recommendation - Attachment "C" for a list of work products by future target dates.)

A quick overview of some of the features of the 2040 Recommended Alternative may assist you in your review. At some point within the next 50 years, the METRO area will attract and through natural increases need to accommodate 1.8 million people, representing an increase of 350,000 jobs and 720,000 residents. The basic concept to accommodate this anticipated growth

is to allow some expansion to the existing Urban Growth Boundary into designated Urban Reserve areas and increase densities within the Urban Growth Boundary around a variety of centers connected by corridors and light rail.

The existing Urban Growth Boundary will be expanded by approximately 14,500 acres as needed in areas designated "Urban Reserves". The recommended alternative identifies 22,000 acres of potential Urban Reserve to be studied during the next phase of the plan development. Also, the Recommended Alternative assumes that some neighboring cities outside the METRO area will accommodate approximately eight (8) percent of the metro region's growth.

Rural Reserve designated lands will provide a buffer between neighboring cities outside the METRO area by reserving these lands primarily for farm and forest purposes and some rural residential uses. Rural Reserves represent approximately 300,000 acres of the METRO area (within METRO's boundary).

Open space is an important land use within the urban area and will consume approximately 14 percent of the urban land (all area within the expanded Urban Growth Boundary). Within the Urban Growth Boundary new residential development will be built at an average lot size of 6,650 square feet or 6.5 units per acre. The ratio of single-family to multi-family would change slightly from 70/30 percent (single-family/multi-family) to 62/38 percent (single-family/multi-family). Land uses in the urban area would be organized around neighborhoods, the central city, regional centers, town centers and station areas and will be connected by corridors and light rail.

Both MPAC and MTAC have reviewed the METRO executives Recommended Alternative. The Planning Commission agrees with the MTAC recommendations with three exceptions: the mapping of Urban Reserve area in the Springville Road area, the location and scale of Rural Reserve areas, and time limits on the adjustment of the Urban Reserve. The MTAC recommendation as modified by three exceptions constitute the Planning Commission 2040 recommendation. Each exception is briefly discussed below.

**Springville Road Urban Reserve Issue.** One concern identified by staff and Planning Commission is the Urban Reserve area designation for the Springville road vicinity based on Rural Area Plan work. Some of the completed West Hills Rural Area Plan (RAP) work pertains to Urban Reserves. Although there is no adopted West Hills RAP, the work completed by the staff and CAC provided the basis for Planning Commission recommendation. In the Springville road area, most of the land is designated EFU, has habitat value and the area is only bordered on one and half sides by the Urban Growth Boundary. A more appropriate candidate site for Urban Reserve is the area in the vicinity of Thompson road, generally referred to as Bonny Slope. This area consist primarily of exceptions lands, does not have habitat value, is generally characterized by small lots and is bounded on three sides by the Urban growth boundary. Given these reasons

the Planning Commission recommends the Springville road area be placed in a Rural Reserve and Bonny Slope area be classified Urban Reserve.

**Rural Reserve.** The MTAC recommendation on Rural Reserves pertains to the amount of land designated Rural Reserve and the location of Rural Reserve areas. The Staff and Planning Commission agree that the METRO Executive Officer proposal is appropriate both in scale and location of Rural Reserves. We disagree with MTAC that the Rural Reserve band should be more narrow. We also believe that all areas in Multnomah County outside the Urban Growth Boundary and Urban Reserve areas should be designated Rural Reserve as defined in the Executive Officer proposal. (Rural Reserve areas in Multnomah County are mostly forest and agriculture lands with some rural residential.). There are several reasons supporting these Rural Reserve positions:

- 1) The Executive Officers proposal clearly implements the county's commitment to continue to reserve rural area primarily for resource purposes (farm, forest and natural resources).
- 2) A Rural Reserve designation provides more certainty to land owners that resource lands will be reserved for resource purposes, more than an EFU designation. (There is no separate, stand-alone, Forest Use designation in the 2040 document.)
- 3) Given most of Multnomah County's Rural Reserve land is Forest land, the benefit of having Forest Land adjacent to urban uses is enhanced with size (*e.g.*, air purifier, habitat, erosion control water quality, and resource use).

**Rural Reserve Updates.** MTAC recommends Urban Reserve areas be reviewed every four (4) to ten (10) years. The Planning Commission believes that the review of Urban Reserve lands will result in a premature expansion of these lands. Consequently, the Planning commission recommends that review of Urban Reserve lands not be allowed in intervals of less than ten (10) years.

Both Gordon Howard (Multnomah County staff) and Mark Turpel (METRO staff) will be at the Board meeting to respond to questions. Prior to the meeting, if you have questions, please contact either Gordon or Mark (248-3043).

In advance, thank you for taking the time to review these materials prior to the meeting. We look forward to meeting on November 22, 1994.

*encl.* MPAC November 4, 1994 Recommendation  
November 7, 1994 Planning Commission Resolution  
Region 2040 - Recommended Alternative Decision Kit  
2040 - Decisions for Tomorrow: "You Said It"



## METRO

RECEIVED  
NOV 03 1994

To: MPAC members and Interested parties

Multnomah County  
Zoning Division

From: John Fregonese, Chairman, Metro Technical Advisory Committee (MTAC)

Date: November 4, 1994

Subject: MTAC Recommendations

The following are the recommendations agreed upon at yesterday's MTAC meeting. Included are general statements followed by specific recommendations. Unless otherwise noted, by close vote notations, virtually all recommendations were supported by MTAC members.

The MTAC is supportive of the policy direction and approach of the Metro Executive Officer's Region 2040 Recommended Alternative. MTAC endorses moving ahead with adoption of the Recommended Alternative by the Metro Council. Our support comes with the following recommendations:

1. MTAC supports the philosophy of greater land use efficiencies in development and redevelopment with a focus on centers and corridors for organizing such greater land use efficiencies. MTAC supports also the resultant need for relatively fewer land additions to the UGB and a more rigorous urban growth management process.
2. MTAC recommends a three-step adoption-refinement-readoption process which would provide for Metro decision-making in December 1994; June 1995; and December 1996 (please refer to Attachment C). The second and third steps of the three-step process should be viewed as refinement opportunities. The three-step adoption-refinement-readoption process would be tied closely to a carefully defined work program describing priority planning analysis necessary to ensure timely decision-making while ensuring sufficient local government review and participation time. (see items 1-3, page 5)

The proposed Step Two refinement phase requires:

- a. Commitments by Metro to provide local governments and the public with additional needed data in a timely manner in order to complete the local reviews within the allotted time; and
- b. Commitment by local government to conduct timely local technical and public review in order to provide for Step Two Metro decision-making.

3. MTAC recommends additional regional and local government analysis regarding the feasibility of achieving or exceeding the land use efficiencies, densities and degree of redevelopment the Recommended Alternative assumes, prior to formal adoption as a binding land use ordinance. MTAC recommends the adoption of the Regional Growth Concept and associated regional planning lexicon by resolution in December 1994. Likewise, MTAC recommends adoption of the Region 2040 Growth Concept Map by resolution in December 1994. Adoption by resolution will clearly mark the Metro Council's Region 2040 decision as a timely resolution of two years of planning while remaining open to additional analysis which will refine and sharpen the concept for readoption as recommended in the three-step adoption-refinement-readoption process. (see item 11, pages 14-16)

An additional advantage of adoption by resolution is the ability for policy makers to provide specific direction for additional planning. Adoption by ordinance would necessarily require vague or much softer, contingent direction regarding policy matters.

4. MTAC recommends adoption of the Growth Concept and Growth Concept Map by resolution for two additional reasons:
  - a. Many local governments have requested additional time to undertake local technical and public review of the Recommended Growth Concept and Map. Adoption by resolution, coupled with a work program and the recommended three-step adoption-refinement-readoption process would serve to respond to the requests from local government and Metro's LCDC Goal 2 coordination responsibilities.
  - b. The Metro planning analysis and public attention has focused upon alternatives analysis which compares, contrasts and generally instructs all involved in the performance of one alternative as compared to another. This analysis has focused upon preparing a recommended alternative. The Recommended Alternative needs a more formal and detailed planning and legal analysis regarding the conformance of the Recommended Alternative with the Oregon Revised Statutes, the LCDC Goals and associated Oregon Administrative Rules, relevant case law, federal requirements, the RUGGOs and the RTP.
5. MTAC recommends, immediately following the December 1994 resolution adoption, additional technical analysis and public review be undertaken to determine the feasibility and required policies necessary to ensure the Region 2040 Recommended Concept and Map is achievable. The Recommended Concept and Map depends upon substantial infill and redevelopment to create a much more efficient use of existing urban lands. The degree to which such an

approach is successful will dictate the extent to which additional lands will need to be added to the UGB. The additional analysis during the second step refinement phase of the recommended three-step process, will provide an opportunity to define in a much more precise way the need for additional urban land as required by Goal 14. (see items 3-6 on pages 5-8)

6. MTAC supports the recommendation to narrow to a defined set of lands for inclusion as Urban Reserve Study Areas. MTAC recommends support of judicious inclusion or exclusion of additional land to the Urban Reserve Study Area as may be recommended and justified to Metro by local government and the public during the current adoption process. The Urban Reserve Analysis should be conducted in an expeditious manner leading to final Urban Reserve determination and designation within six months. The analysis should be conducted simultaneously with the infill and redevelopment analysis and refinements. (see item 6, page 7-8)
7. The Rural Reserve concept should be amended to conform more closely with the intent and mapped application of the prior "Greenbelt-Green Corridor" concept. The desired policy and more limited mapped application would be to maintain permanent "green" non-urban and access-controlled separation between the existing urban area and neighboring urban areas.
8. MTAC strongly supports the Growth Concept's two premier transportation policies:
  - a. To develop a true multi-modal transportation system to serve land use patterns, densities and community designs which allow for and enhance transit, bike, pedestrian and freight movement travel opportunities; and
  - b. Jobs-housing balance at the regional level, county level and community level.
9. MTAC recommends the Metro staff be directed to prepared and deliver draft Year 2020 population and employment projects/allocations. In addition to refining the Region 2040 Concept in Step Two of the three-step adoption-refinement-readoption process, the Regional Transportation Plan, subsequent local transportation system plans and conforming local government land use plans require a 20-year planning horizon as compared to the 40+ year planning horizon of Region 2040. It is imperative for timely completion of such plans to begin to develop Year 2020 population and employment allocations. (see item 8, page 8)
10. The Step Two refinement planning process should continue to examine and refine planning analysis and conclusions regarding industrial lands and access

to them. Additional analysis and consideration regarding the relative importance of industrial land in providing employment opportunities is required. Likewise, additional consideration of industrial land and the degree such lands may be over- or under-designated in the Concept will contribute to a necessary refinement in the amount of land needed for urbanization. (see item 9, page 8)

11. MTAC recommends the Metro staff prepare, and the Metro Council adopt, a detailed work program consistent with the recommended three-step adoption-refinement-readoption process. The work program should detail planning analysis, and local government and public review opportunities for:
  - Urban Reserves
  - Regional Transportation Plan
  - Future Vision
  - Regional Framework Plan
12. MTAC recommends the RUGGOs and Region 2040 develop and include a monitoring system, specific performance indicators and a systematic review process. (see item 10, page 8)

Below are more specific recommendations from MTAC. The comments are arranged by the following categories:

	<u>Consent Items</u>	<u>Discussion Items</u>
A. Process	1-10	11-13
B. Land Use Definitions	1-12	13-20
C. Centers/Corridors	1-6	7-11
D. Urban Reserves	1-3	4-7
E. Transportation	(see TPAC memo for issues relating to this)	
F. Miscellaneous	1-9	10-11

We have responded to all non-transportation items. Please refer to the attached TPAC memo for responses to transportation issues. While we believe that MPAC is primarily concerned with growth management issues and JPACT will be addressing transportation issues, we recognized that each advisory committee may wish to make recommendations on some issues regardless. For this reason we have also included the TPAC recommendations to JPACT.

Below are listed recommendations for change to the Concept Map and the text within the Recommended Alternative Decision Kit. Each proposed change is numbered, with a brief description of the proposed change, the page number where the original request is located and the proponent. A staff analysis/recommendation for each proposed change follows. Where Metro staff and MTAC differ, separate recommendations are noted.

Please note that there is an Attachment "A", to be handled as a consent agenda (move

adoption of all items - but members may request pulling an item off and placing it on the discussion agenda) and an Attachment "B", which will be discussed in detail.

**Attachment "A"**  
**MPAC CONSENT ITEMS**

**A. PROCESS**

1. Clarify what is to be adopted now and what is to be addressed later. (pages 132 #2 and 140, City of Tualatin, Washington County Planning Directors).

**MTAC Analysis/Recommendation** Agree. See Attachment One, which lists which items are proposed to be adopted now, which by June 1995 and those that should be completed by December, 1996. This should become an attachment to the Metro Council resolution or ordinance.

2. Add a commitment to review the RUGGO, Concept Map, Regional Framework Plan and any functional plans every five to seven years. (page 74, City of Hillsboro)

**MTAC Analysis/Recommendation** Agree. Current existing language provides for review of the Future Vision and the Urban Reserves every 15 years. The Urban Growth Boundary is required to be reviewed consistent with state law for periodic review (and Metro's ordinance for amendment of the UGB calls for review at least every 5 years), while the RUGGO currently state that they "...shall be reviewed at regular intervals...." However, the impacts of many of these long range decisions can occur and be severe within much shorter time frames.

A review period between 4 and 10 years (similar to that for comprehensive plans for cities and counties) seems logical. We recommend that the RUGGO, the Concept Map, the Regional Framework Plan and any functional plans have review periods of between 5 and 7 years. When the RUGGO are amended, language changing references to 15 years should be amended and language added for the Concept Map and Regional Framework Plan.

3. The Metro Council should adopt a work program which details what further analysis will be conducted and what opportunities for community input will be available before the growth concept is included in the Regional Framework Plan. (page 132, City of Tualatin)

**MTAC Analysis/Recommendation** Substantially agree. The only difference may be in the timing of the work program. A draft work plan is now being developed. However, this work plan will need to be reviewed and reaffirmed by the next Metro Council. Also, from a practical standpoint, until a Metro Council decision is made concerning the Concept Map and Recommended Alternative text, exactly which issues may need further analysis will not be clear. With a Metro Council decision on the Recommended Alternative in December and reaffirmation of the work program

perhaps in February, direction of the proposed analysis will be concluded.

4. The economic impacts of the Recommended Alternative including impacts of housing choice, affordability and regional competitiveness are not understood. Some assessment of these impacts should be included. (page 66, City of Hillsboro)

**MTAC Analysis/Recommendation** Agree in part. There has been a substantial effort to look at the impact of a "tight" urban growth boundary on housing and employment in the region on a 50 year basis. An analysis completed by ECO Northwest (*2040 Indicators" Housing and Employment*) in April, 1994 looks at these issues. The results are not necessarily conclusive for several reasons. First, the amount of land for housing and employment provided in the Recommended Alternative as well as other growth concepts was sized to provide enough to supply the forecast 50 year demand. This then leaves the question of whether the amount of land provided per market segment (large lot single family versus small lots single family versus rowhouses, etc.) is sufficient to meet market demand. Although the ECO study looks at how much the present population may be willing to substitute one housing type for another, or the likelihood of further job growth in one area rather than another, no one really knows what market demand may be in 50 years or probably even 20.

Therefore, we recommend that we use two strategies to address this issue. First, we can do a reasonably good job on a 5 year basis. This time horizon is one that we have recommended for review of plans and policies. If problems with the next 5 years can be identified, this can become part of the review process. Secondly, the amount of land for a wide range of urban housing and employment location choices should be monitored, so that we understand how much change, if any, may be occurring. Monitoring could also lead to policy changes if the region so chooses.

5. Redevelopment assumptions must be further analyzed and balanced with other goals such as minimizing displacement of existing stocks of lower cost dwellings which may house disadvantaged people, such as seniors, minorities and single-parent households or may include historic structures which a community may wish to preserve. (pages 64 & 65, City of Hillsboro)

**MTAC Analysis/Recommendation** Agree in part. Forecasting redevelopment potential is likely more difficult than ascertaining market need for housing or employment land, particularly on a 50 year basis. Assumptions about the redevelopment potential in the Recommended Alternative are simply that - assumptions. In the following months, cities and counties will help Metro staff development more detailed information about how the redevelopment assumptions apply to land in their jurisdiction. Potential problems within each city and county should be identified as they may relate to the regional picture. Gentrification or further gentrification of significant clusters of more affordable housing which could

become a problem, should be identified and monitored. Deletion of historic districts from redevelopment policies may also be advised.

However, it is important to note the relationship between higher land values and redevelopment. Very low land values and a very large urban growth boundary are not likely to encourage the market to reinvest or redevelop properties. Continued use of the public and private infrastructures and investments promotes a more efficient use of land. Otherwise, land is developed and once obsolete, discarded for new lands. Although economic theory would indicate that the land cycles through and eventually redevelops, many cities in the US have areas abandoned for 20 or 30 years or more that show little promise for either public or private reinvestment. Once beyond some point of abandonment, renewal seems hopeless.

In contrast, continued pressure and attention to land values may allow areas to escape this fate and continue in different, but productive use. Redevelopment is a characteristic of all healthy, older cities. We should expect substantial amounts of it if we are successful. Some redevelopment, if encouraged, may occur by making better use of existing structures - using a vacant existing second floor or converting a warehouse to retail or residential use - without tearing structures down or necessarily requiring large scale improvements of the public infrastructure. In other cases, more efficient use of existing land (like the privately financed construction of a parking structure at the Washington Square mall) may be possible without causing disruption or dislocation.

Much of this is theory without near term resolution. Attention to redevelopment assumptions as they may apply to cities and counties of the region, monitoring effects of land values and redevelopment and more detailed attention to shorter-term potential as part of the regional framework plan all are proposed as methods to address this issue. We recommend that the following language be added. "Redevelopment of portions of the region is a key component of this proposal to accommodate future growth in a compact way. Redevelopment assumptions as they apply to individual cities and counties in the region should be supplied to local jurisdictions for review and comment. Examples of recent redevelopment actions, particularly in non central city locations should be examined. In addition, methods for monitoring the amount of redevelopment occurring should be established and compared with redevelopment assumptions."

6. There are many concerns about the proposed urban reserves. Not enough information has been generated about infrastructure costs, or adequate consideration given to suitable size to accomplish development economies of scale or other urbanization factors for this important decision. (page 63, City of Hillsboro)

**MTAC Analysis/Recommendation** Agree in part. Conclusions about the specific location of urban reserves are important. But this decision is not a part of the



Concept Map or Recommended Alternative. The decision being considered now is which areas, given the available information, are worthwhile candidates for a more detailed, property line specific analysis and decision in the Spring of 1995. We expect to have more detailed information at that time and will be more explicit about the urbanization factors which would encourage inclusion of properties and the resource factors which may discourage additions. During the detailed urban reserve study process, more information will be generated and some adjustments to the urban reserve study area may occur based on this additional information. However, we recommend no change to the basic approach proposed.

7. Develop in central/eastern Washington County a transportation system and /or revised land use pattern that assures future mobility and a jobs/housing balance. (page 140, Washington County Planning Directors)

**MTAC Analysis/Recommendation** Agree. This is an issue which will take additional analysis and thought. We recommend that the work program for the Regional Framework Plan take into account this issue.

8. Insist upon draft 2015 or 2020 household and employment forecasts. (page 141, Washington County Planning Directors)

**MTAC Analysis/Recommendation** Agree. Although we do not agree that these forecasts need to be tied directly to the timing of the Growth Concept decision, we concur with the need to expeditiously produce and begin review of 2020 forecasts. Completion of initial forecasts could come after the Growth Concept decision because of technical issues.

9. Secure a commitment from Metro to revisit growth on the edge, industrial lands and land use requirements for employment opportunities. (page 141, Washington County Planning Directors)

**MTAC Analysis/Recommendation** Agree. However, we would expect that the performance levels reached in the Analysis Map would be the minimum targets for performance for any alternative developed.

10. Secure a commitment to establish a monitoring system and frequent review of Region 2040. (page 141, Washington County Planning Directors)

**MTAC Analysis/Recommendation** Agree. Monitoring progress is an important tool in evaluation of development and the need for policy adjustment or change. As part of the work programs, methods of monitoring should be identified and once developed, evaluated and approved, made part of the regional framework plan.

## **B. LAND USE DEFINITIONS**

1. Add to Growth Concept text introduction a paragraph on the importance of trade and the flow of commodities to the regional economy. (110, Port of Portland)

**MTAC Analysis/Recommendation:** Agree

2. Employment Areas, General. Add paragraph to definition of employment areas discussing intermodal facilities. (110, Port of Portland, 124, City of Portland)

**MTAC Analysis/Recommendation:** Agree

3. Employment Areas, General. Add language to allow inclusion of other supporting uses on industrial sites. (64, 76, 87, Hillsboro, 142 WCPD)

**MTAC Analysis/Recommendation:** Agree

4. Employment Areas, General. Add sentence on importance of having transit service available to industrial areas/employment areas. (153 #5, Zehren)

**MTAC Analysis/Recommendation:** Agree. This needs to be studied for the most cost effective service: local bus service, employer based service, as well as related TDM measures.

5. Centers. Add language to general comments on centers stating that incentives and tools should be identified to facilitate redevelopment. (84, Hillsboro)

**MTAC Analysis/Recommendation:** Agree. This will be part of the cooperative effort to implement the Growth Concept on the local/regional level.

6. Open Space. Add paragraph suggesting a means of establishing targets for open space in local communities for sense of place. (152-153, Zehren)

**MTAC Analysis/Recommendation:** Agree. We would support language that support cities, counties and special districts providing open spaces for their communities at acre per capita rates at least as great as current rates, that is, keeping up with current conditions.

7. Open Space. Designate the Willamette River Greenway Trail as open space.

**MTAC Analysis/Recommendation:** Agree

8. Open Space. Show golf courses in Columbia Corridor, and elsewhere in the region as open space. (128, City of Portland, 15, Beaverton)

**MTAC Analysis/Recommendation: Agree**

9. Open Space. Change an area along the Columbia South Shore south of Marine Drive, west of 185th Avenue, east of Blue Lake and north of Sandy Blvd. in Gresham, from Open Space to an Industrial Area designation. (56-58, City of Gresham)

**MTAC Analysis/Recommendation: Agree.** This land has been under study by Metro Greenspaces as a possible location of a public natural area. However, given the surrounding uses, current designation and extensive pre-development commitments, we agree with the recommendation for change to industrial designation

10. Open Space. Show open space under BPA/PGE power lines. (15, Beaverton)

**MTAC Analysis/Recommendation: Study in Regional Framework Plan.** Staff agrees an inconsistent designation of such areas is incorrect, but does not agree that such areas qualify as regionally significant open space.

11. Redevelopment. Add paragraph to Growth Concept introduction on redevelopment, emphasizing areas with high unemployment and low property values. (154 #8, Zehren)

**MTAC Analysis/Recommendation: Agree.**

12. Add new paragraph to end of Growth Concept narrative, Performance Standards for Local Plans. Introduce potential performance standards, such as for open space, transportation, stormwater, neighborhood sense of community, and more. (154-155 #10, Zehren)

**MTAC Analysis/Recommendation: Modify.** This language represents regional planning goals or benchmarks, and as such it may be better addressed in a revision of RUGGO Goal II objectives (next spring), rather than tagged on to the Growth Concept narrative.

**C. CENTERS AND CORRIDORS**

1. Town Centers. Add Barbur Triad as a town center. (1-13, Alland/Gardner)

**MTAC Analysis/Recommendation: Agree.** The addition of small town centers in areas with sizeable populations, good accessibility, and are unserved in the Growth Concept are worth adding.

2. Town Centers. Add Oak Lodge as town center. (106, Oak Lodge Fire Protection Dist. No. 1)

**MTAC Analysis/Recommendation:** Agree. The addition of small town centers in areas with sizeable populations, good accessibility, and are unserved in the Growth Concept are worth adding.

3. Town Centers. Move Forest Grove Town Center west to align with current zoning.

**MTAC Analysis/Recommendation:** Agree.

4. Corridors. Add east-west corridor from Happy Valley to Sellwood. (33 #4, 36 Clackamas Co.)

**MTAC Analysis/Recommendation:** Agree/Study. This transportation/land use coordination warrants further refinement in the Regional Framework Plan.

5. Corridors. Realign corridors: Cornell Rd., Springville Rd., Barnes Rd. (143, WCPD)

**MTAC Analysis/Recommendation:** Agree.

6. Main Streets. Delete main street designation, Cornell Rd. between 143rd Barnes Rd., Farmington west of Murray Blvd. (143, WCPD)

**MTAC Analysis/Recommendation:** Agree. As long as the corridor designation remains, the loss of main street designation will not greatly affect growth allocation. New main streets can be added with further study and refinement of the Regional Framework Plan.

#### **D. URBAN RESERVE STUDY AREAS**

Designation of urban reserve study areas is a useful means of managing scarce public dollars for a detailed analysis of potential urban reserves. A designation as an urban reserve study area is not a commitment that the land will be designated as an urban reserve. It is a decision to analyze in greater detail an area's potential for urban development, taking into consideration all relevant and available information. State urban reserve rules, the statewide planning goals and the RUGGO give direction for determining those lands which may be most suitable for an urban reserve designation. These rules and guidelines clearly discourage the designation of lands designated as exclusive farm use (EFU). However, they do not preclude such a designation. There are several recommendations included below to include additional lands currently zoned EFU as urban reserve study areas. Whether these lands are actually suitable for urban reserves will be determined after further analysis, discussion and consideration.

The MTAC recommendation, if accepted, would total an additional 450 acres of urban reserve study area, added to the current 22,000 acres now designated on the Concept Map. The acreages are listed according to proposed amendment as available.

1. Revise the Urban Reserve study area in Oregon City area. (page 24, City of Oregon City) Approximately 150 acres less than Growth Concept.

**MTAC Analysis/Recommendation** Agree. We are very concerned with adding lands to urban reserves which are part of the Newell Creek area - a prime natural area - or areas with similar characteristics. Areas 3a and 3 b may be included as additional urban reserve study areas with the understanding that these areas would remain in open spaces, not for urban development. We also agree that the areas labelled 1b, 4b, 4d, 4e, 5, 6 and 7 should be added as urban reserve study areas.

2. Include as an urban reserve study area an area east to Yew Street in Forest Grove. (page 46, City of Forest Grove) Approximately 50 acres.

**MTAC Analysis/Recommendation** Agree. Adding this land to the already included areas for study purposes will not take additional analysis effort and is recommended.

3. Reduce the urban reserve study area northwest of Wilsonville, in an area north of Day Road. (page 133, 135, City of Tualatin). Approximately 40 acres.

**MTAC Analysis/Recommendation** Disagree. While we support the idea of maintaining separation between communities, the area north of Day Road is already zoned for rural industrial and has some development on it.

#### **E. MISCELLANEOUS**

1. Metropolitan Arts Commission. Add "cultural" on page 5, "Vision".

**MTAC Analysis/Recommendation:** Agree.

2. Add "Metropolitan Arts Commission" to list of regional planning participants on page 6, I. ii.

**MTAC Analysis/Recommendation:** Agree.

3. Consider adoption and/or modification of existing cultural planning documents as functional plans. (102, MAC)

**MTAC Analysis/Recommendation:** Disagree. Although cultural planning is an important consideration, existing cultural planning documents do not require functional plan status unless there are policy mandates proposed. We are unclear about what these mandates would be and would suggest that substantial regional debate should be completed, if regional scale policies are going to be adopted.

4. Add wording integrating "cultural" terminology into RUGGO Goal II objectives, p. 22, 23, 27, 30, 32 (102, MAC)

**MTAC Analysis/Recommendation:** Agree.

5. Add wording to Growth Concept narrative, to emphasize "cultural" importance and the relationship to healthy cities and communities. (102-103, MAC)

**MTAC Analysis/Recommendation:** Agree.

6. Change instances of metropolitan "significance" to metropolitan "concern". (104-105, Milwaukie)

**MTAC Analysis/Recommendation:** Agree.

7. Amend typo's. (151, Zehren)

**MTAC Analysis/Recommendation:** Agree.

8. Amend infrastructure definition in Glossary, adding transportation facilities, parks, and public utilities. (153 #7, Zehren).

**MTAC Analysis/Recommendation:** Agree.

9. Add specific language to page 25-6, Goal I, Objective 15, Economic Opportunity about jobs/housing balance. Add "Assess the type, mix and wages of existing and anticipated jobs within subregions. 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 12: Housing." (page 118 , City of Portland)

**MTAC Analysis/Recommendation** Agree. Jobs and housing should be considered on a subregional as well as regional basis. Being explicit about our commitment to analyze and do a finer level of tuning in the Regional Framework Plan is reasonable.

**Attachment "B"**  
**MPAC Discussion Items**

**A. PROCESS**

11. Metro adoption of text and map should be by resolution rather than ordinance (pages 60-61, 140. Washington County Planning Directors, City of Hillsboro).

**MTAC Analysis/Recommendation.** Below are a set of reasons to adopt by ordinance followed by a reasons to adopt by resolution.

**Reasons to adopt by Ordinance**

A. Adoption by ordinance allows the public to see all current Metro growth management policies in one document. This is less confusing than having multiple documents and trying to figure out which applies.

B. An ordinance allows Metro to go immediately to LCDC for acknowledgement. This provides an opportunity to get an official state response on several key issues and approaches, especially urban reserves. In addition, this action would protect Metro and local jurisdictions from challenges until the acknowledgement process is complete.

C. An ordinance provides a means for making an unequivocal statement about regional growth management policy. Adoption by ordinance allows the region to get on with the mandates of the Metro charter, especially the regional framework plan, with a strong policy direction.

D. Adoption by ordinance provides a basis for a functional plan, if the need for one becomes time critical.

E. Adopting by ordinance requires MPAC advice, whereas resolutions do not require this. Adoption by ordinance would ensure that local jurisdictions, through MPAC, would be consulted in any decision.

**Reasons to adopt by Resolution**

F. Adoption by resolution would recognize that most local jurisdictions still have reservations and that Metro is willing to provide additional opportunities for analysis before adoption by ordinance. It would also recognize that we should not amend the RUGGO until we are ready to make land use decisions for which we are able to provide substantial backup. This approach would also allow more time for detailed analysis and consideration.

G. An additional advantage of adoption by resolution is the ability for policy maker to provide specific direction for additional planning. Adoption by ordinance would necessarily require vague or much softer, contingent direction regarding policy matters.

H. Adoption by resolution would reduce the likelihood of litigation. Regional planning on this scale hasn't been done before and there is a need to build carefully. The approach of adopting by resolution better ensures a steady, but studied approach.

I. There is a need for additional analysis. With a resolution coupled with a detailed work plan, progress can be made with much less possibility of having to go back and make major changes to ordinance language.

**MTAC Analysis/Recommendation** We recommend that adoption be effected by resolution, accompanied by the commitment of local jurisdictions to review more detailed information in the following 3 months, so that an adoption by ordinance can be accomplished in the next 6 months (by June, 1995). This commitment should become part of the resolution language. This approach would apply to transportation elements of the map and text, such as corridors as well as land use elements.

However, if the work is adopted by ordinance the following language should be included in the Growth Concept Introduction:

*"This Growth Concept is only the beginning of the development of the regional framework plan. It is included here as the best expression of a desired urban form in 2040, one that is to be worked toward. While it is a desirable end state, this Growth Concept is a prototype for integrating land use and transportation that will need to be flexible and change as we move toward its implementation. It is not intended to be a regulatory document that will have a regulatory affect on land use decisions, but rather a guide for Metro to developing those land use decisions that are to come in the near future. Goal I, Objective 3 applies to this Growth Concept in that only Metro is bound by it and its revisions until the implementation in a functional plan, such as the regional transportation plan.*

*The Region 2040 analysis of the Growth Concept is based on very explicit assumptions. Some of these assumptions for accommodation of growth are untried. Region 2040 depends on some changes to the current patterns of growth and development over the next 50 years. If these are not feasible or desirable, then the Growth Concept will have to be modified, beginning with its assumptions.*

*Based on the Region 2040 analysis, it is estimated that the current UGB could accommodate 300,000 new households and 340,000 new employees. It is further estimated that 60,000 households and 20,000 employees will need to be accommodated on land outside the current UGB by the year 2040, defining the need*



*for urban reserves. The Region 2040 analysis estimated that this population could be accommodated on 14,500 gross acres, of which 20% was currently zoned for farm or forest resource use. This is not intended to be a finding of land use need, but is a beginning estimate for further study before designation of the urban reserves areas. Review of the urban reserve study area and designation of site specific urban reserve areas is scheduled for completion by June 30, 1995.*

*The adoption of the Growth Concept in December is the first in a series of steps to refine and adopt a regional framework plan. The Concept map defines the structure and the starting point for ascertaining whether these assumptions are valid.*

*Between December 1994 and June 30, 1995, Metro will work to ascertain how the Concept works in a general way for local governments. It is expected that an initial look at the local effect will determine areas that could accommodate more growth than anticipated, and some areas less than anticipated. By June 30, Metro will refine the Growth Concept as necessary, and adopt a capacity target for the Urban Growth Boundary. This will result in a specific land need for the year 2020 and 2040, and act as the initial basis for any legislative amendments to the urban growth boundary. The regional transportation plan will be adopted in the same time frame, using the Growth Concept as a guide for transportation investments. The Growth Concept will also address the Future Vision, and show how the two relate.*

*After June 30, 1995 the regional framework plan will be developed with specific growth strategies sensitive to the jurisdictional concerns. This effort will keep the Growth Concept intact, but allow flexibility within the concept for modification based on specific local situations. The regional framework plan will be the final revision of the growth concept. Based on the knowledge gained by the specific detailed application of the Growth Concept at the local level, further revisions to the urban reserves, urban growth boundary, the regional transportation plan, and other elements may become necessary."*

12. Specify that the deadline for determining urban reserves be set as July 1, 1995. (page 120, City of Portland)

**MTAC Analysis/Recommendation Agree.**

13. Reduce the rural reserves so that they are focused on protecting the rural resource areas between the Metro area and neighboring and adjacent cities outside the Metro boundary. (Washington County Planning Directors)

**MTAC Analysis/Recommendation Agree.**

## **B. LAND USE DEFINITIONS**

MTAC recommends adding this text to the Growth Concept narrative p.35, end of paragraph 4, to be consistent with its overall recommendation for a adoption, refinement and readoption process:

"Land use definitions as mapped, as described quantitatively and qualitatively, are illustrative. Each locality will certainly adopt a unique mix of characteristics consistent with the overall Growth Concept. The guidance for localities is only in so far as sum these efforts work for the region as a whole."

13. Delete text in the RUGGO that refers to specific numerical goals or targets, such as for population, employment, densities, and urban reserves. (34, 38, 41-45, Clackamas County, 80, 84-88, Hillsboro)

**MTAC Analysis/Recommendation:** Disagree. The Recommended Alternative Growth Concept, if adopted, will provide a guide for the development of the Regional Framework Plan - without binding local jurisdictions. Using numerical targets to explain the growth concept is illustrative and useful. If we find in the more detailed analysis of the Regional Framework Plan that changes to numerical goals or targets should be made, changes can be made at that time. Language should be added to clarify that these are averages and variations may occur according to local circumstances. We recommend retaining numerical goals and targets, assuming the Growth Concept is adopted by resolution, calling for local review and refinement consistent with the overall MTAC recommendation.

14. Centers. Amend the definitions of Regional and Town Centers, adding language to stress flexible guidelines for these centers, representative of their diverse character. (64, Hillsboro, 142 WCPD)

**MTAC Analysis/Recommendation:** Agree. See preface language above to be added to the Growth Concept narrative.

15. Corridors. Amend the definition of Corridors, adding language to stress flexible guidelines for these centers, representative of their diverse character. (142 WCPD)

**MTAC Analysis/Recommendation:** Agree. See preface language above to be added to the Growth Concept narrative.

16. Employment Areas, General. Add language interpreting Recommended Alternative Analysis, stating that more employment/industrial land needs to be added to Clackamas County. (44, Clackamas Co.)

**MTAC Analysis/Recommendation:** Agree to study/Modify. Staff agrees a better

jobs/housing balance can be achieved than has been demonstrated. However, adding the proposed language to a general description of employment areas is out of context. Further study, including multiple products leading to elements of the Regional Framework Plan (urban form, RTP, housing) will look at this issue specifically. The jobs housing balance is discussed in the centers description. It should be added here. Staff modification: "In keeping with the jobs housing balance in centers, a jobs housing balance by regional sub-areas 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."

17. **Mixed Use Employment Areas.** Consider guidelines for retail in Employment Areas. In light of Growth Concept recommendations for mixed use in Centers, Corridors, and Main Streets, will Employment Areas detract from that goal? (52-53, Gresham)

**MTAC Analysis/Recommendation:** Study the issue further and amend in June of '95. Big Box retailing has occurred in the past in such areas, not all types should be permitted in the future. Retailing should be encouraged whenever possible in centers and along corridors. Refinement of policy should include consideration of the type of goods sold (including retail vs. other) and how these goods would be transported by customers. Policy language should accordingly be added to the definition of Employment Areas.

18. **Open Space.** Change open space designation to industrial in two locations, one the Columbia Blvd. sewage treatment plant east of Smith Lake, and one an industrial zone between 162nd and 182nd. (128-129, City of Portland)

**MTAC Analysis/Recommendation:** Agree in part. Agree to the sewage treatment plant correction. Further study in the Regional Framework Plan is needed for the greenspace proposal on the Columbia Corridor property, currently outside the environmental overlay zone, but zoned industrial.

19. **Rural Reserves.** Modify the rural reserves to more focused areas between the urban metropolitan area and the neighboring cities. (141, WCPD, 63, 78, Hillsboro)

**MTAC Analysis/Recommendation:** Agree to study. The TGM neighboring cities grant will highlight the potential intergovernmental agreements that could shape Rural Reserves realistically. The amendment suggests using the initial staff greenbelt concept of limited designations between urban areas, which has merit.

20. **Rural Reserves.** Strike specific language that describes rural reserves in intent, landscape preservation, and examples of application. (82-83, Hillsboro)

**MTAC Analysis/Recommendation:** Disagree. The growth concept should suggest the proximity and usefulness of rural reserves. This is descriptive language that

should be kept.

### **C. CENTERS AND CORRIDORS**

7. **Regional Centers.** Add Oregon City as a regional center. (17-21, 30, Clack. Co./Oregon City)

**MTAC Analysis/Recommendation:** Agree to study. The addition of regional centers needs further study to understand the sensitivity and impacts of increasing their number on the regional allocation, including densities in other regional centers and corridors. The town center of Oregon City in 2040 received only 175 new households and 78 new employees, markedly below the allocations to other regional centers (most in the thousands). When combined with the town centers of West Linn and Gladstone the new households add to 310, the new employees to 323.

The relatively small growth here may be due to the limited size and lesser redevelopment criteria applied. Staff does not dispute the accessibility and other features consistent with a regional center designation. Metro staff in conjunction with Oregon City and West Linn (and perhaps Gladstone) ought to study the possibility of a combined regional center spanning the river, with crossings for pedestrian and transit.

8. **Add Gateway as a regional center.** (113-114, City of Portland)

**MTAC Analysis/Recommendation:** Agree to study. The addition of regional centers needs further study to understand what the sensitivity and impacts of increasing their number, including densities in other regional centers and corridors. The town center of Gateway in 2040 received only 224 new households and 370 new employees. Again this may be due to limited size and redevelopment criteria. Staff does not dispute the accessibility and other features consistent with a regional center designation which are in part already established.

9. **Town Centers.** Change Murray Hill Town Center to a main street. (15, Beaverton)

**MTAC Analysis/Recommendation:** Agree with conditions. Staff agrees if the main street designation is sufficient to accommodate the same relative population employment projection (500 new households, 1000 new employees) in a limited main street setting. The layout of a main street in this area needs further study.

10. **Corridors.** Delete corridor designation on Murray Blvd. south of Allen Blvd., Scholls Ferry Rd. west of Murray, Garden Home Rd., Scholls Ferry between WA Square and Beaverton Hillsdale Hwy., on Bethany Blvd. between Sunset Hwy. and West Union Rd., on Boones Ferry Rd. south of Sagert Rd. (143, WCPD, 133#4, Tualatin, 15,

Beaverton).

**MTAC Analysis/Recommendation:** Agree/Study. The removal of the corridor designation does not preclude primary transit service, nor should the land use densities drop below the level adequate to support a primary transit line, nor does it preclude mixed use designation at major intersections. This transportation/land use coordination warrants further refinement in the Regional Framework Plan, as stated in the overall MTAC recommendation.

11. **Corridors.** Add corridor designation: Allen Blvd. between Murray Blvd, Scholls Ferry Rd., SW 110th to SW Millikan/TV Hwy., Evergreen Parkway and Brookwood Parkway between Cornell on east and Cornell on west. (15, Beaverton, 71-72 Hillsboro)

**MTAC Analysis/Recommendation:** Agree. This transportation/land use coordination warrants further refinement in the Regional Framework Plan, as stated in the overall MTAC recommendation.

#### **D. URBAN RESERVE STUDY AREAS**

Please refer to statements about the urban reserve study areas in attachment "A".

4. Add two urban reserve study areas: Evergreen West and Beef Bend/Elsner Road areas (page 140, Washington County Planning Directors) Approximately 360 acres for Evergreen West, 300 acres for Beef Bend, or total of 660 acres.

**MTAC Analysis/Recommendation** Agree<sup>1</sup>. The Evergreen west area has had concerns expressed by the Port of Portland because of the potential for conflict from aircraft activity at the Hillsboro airport. This should be further researched, but it is our understanding that this area is west of the runways and should not result in direct conflict with FAA imaginary surfaces. The reason for adding this land is that it is most easily served by sewer and water facilities and that it is a large enough area to achieve economies of scale for master planning and development. The Beef Bend/Esner Road area includes additional lands not presently shown as urban reserve study areas, but are outside of the lands designated for the national wildlife refuge.

5. Add the top of Cooper Mountain to the Urban Reserves study area. (page 15, City of Beaverton)

---

<sup>1</sup> This was approved by a vote of 7 yes, 6 no and 2 abstentions.

**MTAC Analysis/Recommendation Disagree<sup>2</sup>.** This area is primarily a natural area and can become a continuing visual open space for the region. There is a water reservoir in the area now which serves urban uses, but such facilities may not need to have an urban designation to exist or even to be expanded if there is a need and an exception to state planning goals is shown. We recommend that consistent with a need to consider strategic open spaces both within and outside the present Urban Growth Boundary, this area should remain outside.

6. Add land west of 209th, south of the TV Highway. (page 67, Hillsboro)  
Approximately 500 acres.

**MTAC Analysis/Recommendation Disagree<sup>3</sup>.** This area does have substantial public infrastructure which can be made available for development of this land more easily than many lands adjacent to the urban growth boundary and also is of a size that economies of scale for master planning and development are more likely to be achieved. However, it is comprised of class 1 agricultural soils in a large parcel.

7. Reduce the urban reserves study area in the Stafford Basin. (page 95, City of Lake Oswego). Add land to the urban reserve study area in the Stafford Basin. (page 146, City of West Linn). In total, approximately 110 acres less than Growth Concept.

**MTAC Analysis/Recommendation Agree<sup>4</sup>.** These changes would allow consideration of a limited area as an urban reserve study area in the Stafford Basin, but limited to areas that can be very easily served by public services.

#### **E. MISCELLANEOUS**

10. Housing Affordability. Revise RUGGO Goal 11, Objective 12 on Housing Affordability (p.22). Add language that recognizes Comprehensive Housing and Affordability Strategies (CHAS), and calls for Regional Framework Plan to develop options for housing affordability. (116, City of Portland)

**MTAC Analysis/Recommendation: Agree.** Housing affordability should be an explicitly consideration. This should become part of the housing element in the Regional Framework Plan.

11. Add to City of Portland housing affordability amendment (116). Add to last sentence:  
", including but not limiting to housing that is affordable to people who work in that

---

<sup>2</sup> This was approved by a vote of 14 yes, 1 no to not include the area.

<sup>3</sup> The motion to add this land to an urban reserve study area was defeated by a vote of 6 yes, 8 no, 1 abstention.

<sup>4</sup> Approved by a vote of 14 yes, 1 no and 1 abstention.

jurisdiction."

**MTAC Analysis/Recommendation: Agree.**

## ATTACHMENT C

### MTAC RECOMMENDED ADOPT-REFINE-READOPT PROCESS

#### STEP ONE

December 1994 (2040)

Concept Map  
Urban Reserves Study Area  
RUGGO Text (percent of growth)  
Urban Reserve Study Area  
Densities by Plan Category  
2020 Pop/Emp Numbers  
Work Program

#### STEP TWO

June 1995 (2040-2020)

Urban Reserves  
Interim Regional Transportation Plan  
Densities by Plan Category  
Concept Map (revisions)  
Future Vision  
Goal II RUGGO (percent of growth)  
Adopt Work Program for Regional  
Framework Plan (RFP)  
Urban Growth Boundary (if necessary)

#### STEP THREE

December 1996 (2020)

RFP Draft (6/96)  
Jurisdiction Specific Target  
Specific Standards for Items of  
"Metropolitan Concern"  
Regional Transportation Plan (RTP) 6/96

i:\gm\2040pa\mpacamnd.2



November 4, 1994

## **ADDENDA TO THE MTAC RECOMMENDATION PACKET**

### Contents:

2 minority vote reports.

Minority Report  
MTAC

Urban Reserves: Evergreen West and Beef Bend/Elsner Road Areas

Any portions of these two areas zoned for Exclusive Farm Use should not be included in the urban reserve study area because they are highly productive agricultural lands. Since the total number of acres contemplated to be needed for the urban reserves for a 50 year time frame is 14,500, and the Recommended Alternative already proposes to study more than is admitted to be needed - 22,000+ acres - we should not be adding additional farm lands for study. As the agricultural community in Washington County has repeatedly stated, designation even as a study area, even for only 6 months, immediately leads to speculation on those lands.

The Beef Bend/Elsner Road area is currently being farmed for blueberries, wheat, cattle, nursery stock, potatoes, onions, cabbage, strawberries, and cattle. Because a map of the proposed area was not provided to MTAC, it is difficult to know the full impact of this proposed additional area.

In addition, citizens in this area have demonstrated organized and long-standing resistance to urbanizing influences such as the western Bypass freeway, and would make the eventual inclusion of this area a long and contentious process. This area is not needed for urban expansion, and the region should focus its resources on other, appropriate areas.

In addition to the concerns raised by the Port of Portland, the Evergreen area is also highly productive farm land, and is not needed for the region's urban needs. the rationale that it should be added because it is "large" and "easily served by sewer and water facilities" is an argument that, if it prevailed, could result in urbanization of any farm land.

# 2040

## *Decisions for Tomorrow*

Metro Region 2040 Update

Fall 1994

## You Said It

**T**wo years ago, we began Region 2040 by asking very basic, general questions about how our region should grow. We wanted to know people's regional values – which elements of our community should be protected and which things needed improving. We learned that, in general, people tended to value most highly a clean and accessible natural environment, freedom from excessive traffic congestion and quiet, safe neighborhoods.

As the Region 2040 program progressed, so did the types of questions we asked the public. We moved from the general to the more specific.

Earlier this summer, we narrowed the focus to four questions that identified possible ways to use land more efficiently inside the urban growth boundary, in order to keep those elements people said they valued the most. Through an intense public involvement effort – including the use of a direct mail piece and questionnaire sent to more than 500,000 households, a telephone hotline number, a youth involvement program, interviews with

---

**"These are tough issues because people like to have their space ... I know I do."**

---

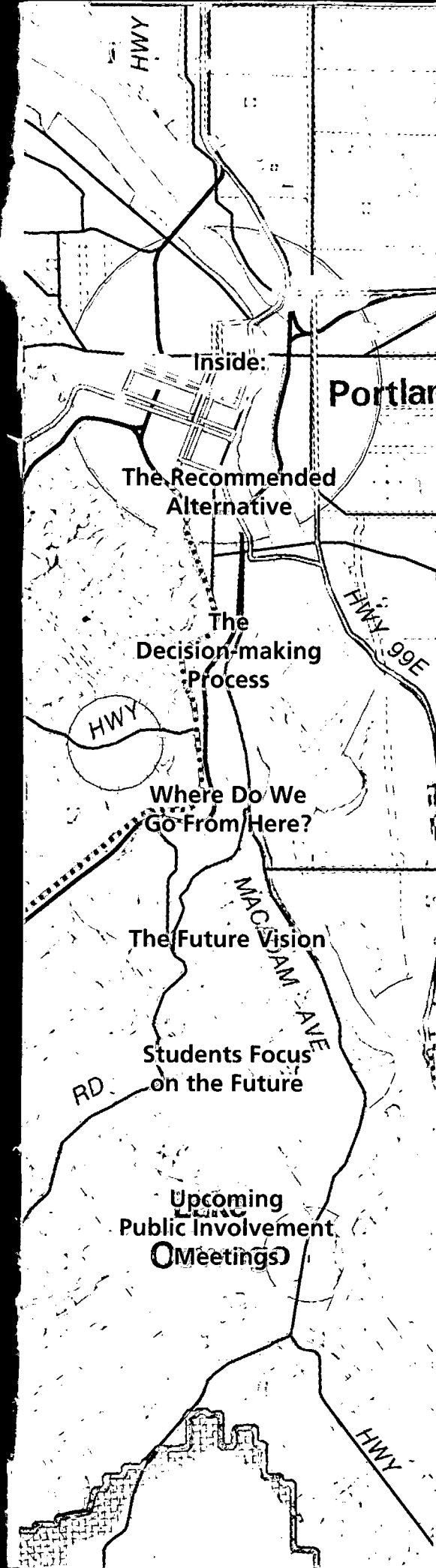
community leaders, a video, speaking engagements and open houses – we asked people to tell us how they felt about those four specific issues. Those questions asked people how they felt about:

- increasing development along transit lines
- redeveloping city centers
- decreasing the average size of new residential lots
- reducing the number of commercial parking spaces.

### *What you told us*

More than 17,000 people responded to the questionnaire, and the response was almost evenly distributed across the region. We also received about 300

*continued on page 2*





## You said it

*continued from page 1*

### *Executive Officer*

Rena Cusma

### *Metro Councilors*

District 1	Susan McLain
District 2	Jon Kvistad
District 3	Jim Gardner
District 4	Richard Devlin
District 5	Mike Gates
District 6	George Van Bergen
District 7	Ruth McFarland
District 8	Judy Wyers, presiding officer
District 9	Rod Monroe
District 10	Roger Buchanan
District 11	Ed Washington, deputy presiding officer
District 12	Sandi Hansen
District 13	Terry Moore

To talk with your elected councilor about Region 2040 call 797-1540

Metro is the directly elected regional government that serves more than 1 million residents in Clackamas, Multnomah and Washington counties and the 24 cities that make up the Portland metropolitan area.

Metro is responsible for solid waste management; operation of the Metro Washington Park Zoo; transportation and land-use planning; managing and planning regional parks and greenspaces; 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 a 13-member council and an executive officer. Councilors are elected within sub-districts; the executive officer is elected regionwide.

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

letters from people who wrote eloquently and thoughtfully about their ideas for their region's future. About 600 people attended eight open houses around the region, nearly 4,000 people checked out a free copy of a Region 2040 video from area Blockbuster Video stores and libraries, and 600 students participated in a youth involvement program. The response was overwhelming, exceeding our highest expectations.

All responses have been categorized, counted and analyzed, and are being forwarded to the Metro Council. Additional public input this fall also will be sent directly to the elected councilors. Summaries of the public involvement report are available at Metro, 600 NE Grand Ave., Portland, or by calling 797-1888.

In examining the responses, we found that people tended to support more compact, transit-oriented development so that farm and forest lands could be preserved. The responses of 45 stakeholders, including such diverse interest groups as home builder associations, environmental organizations, and public school and housing officials, also

**"I think smaller lot sizes can make perfect sense, but only if there are neighborhood parks or greenspaces."**

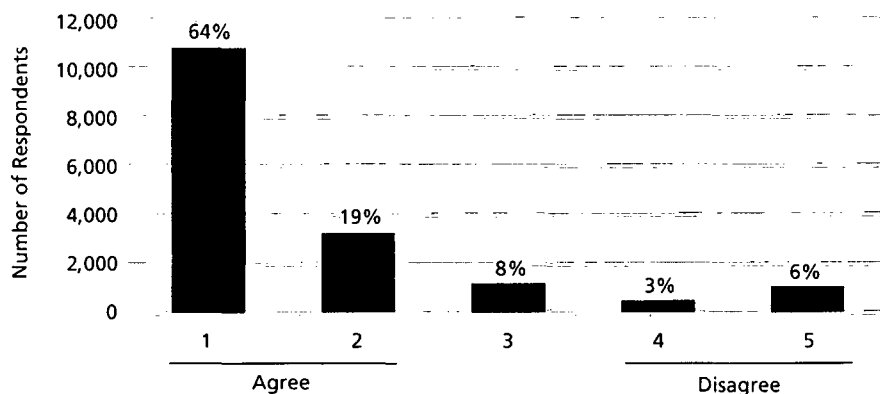
tended to reflect concerns similar to those of the general public.

In our summer public involvement effort, we asked for a rating of 1 to 5 on the questions, ranging from strongly agree to strongly disagree. For many people, however, a simple numbered rating did not say it all. Some sent maps, letters, articles and comments with their questionnaires. Many of these comments are included in this update. They drew on personal stories or technical solutions to offer their suggestions. Here is a summary of what you said:

### *Should we increase development along transit lines?*

People enthusiastically endorsed the idea of increasing development along transit lines – 83 percent agreed, while only 9 percent disagreed. One of the most frequently noted reasons for supporting this was the potential increased use of mass transit.

**Figure 1 Encourage development along transit lines**



Although some people worried about having homes near transit lines, most favored having shops, homes and transit near one another. One citizen wrote, "I do not have a car and live in an area where I can walk to most essential services, and have three frequently running bus lines close by – it's great and should be a model for future development."

Many people were adamant, however, that while they liked the idea of concentrating development along transit lines, they did not want strip malls or endless blocks of retail development. Instead, many suggested that shops and homes be clustered around MAX stations or centrally located bus stops to form more aesthetically pleasing and pedestrian-friendly centers.

Many raised the concern of preserving the character of their neighborhood in the face of increased development along transit lines. Few people wanted to see their own neighborhood change drastically, which suggests that we should focus development around transit lines that already exist or are currently in the planning stage.

#### *Should we redevelop city centers?*

Redevelopment of city centers also was a popular idea. Many people felt that redeveloping rundown buildings could enhance the value of an area and that vibrant downtowns would make cities safer and shopping easier. A common suggestion was to remodel old buildings, rather than build new ones, thus preserving communities' sense of history and charm.

*continued on page 4*

# Students Focus on the Future

**U**nderwater cities and space shuttles may not be included as part of the recommended alternative, but those were a couple of the ideas that students had for how the region should grow. This spring, 25 elementary, middle and high schools brought Region 2040 questions to the classrooms as part of Metro's youth involvement program. More than 600 students offered their thoughts on what their neighborhood might look like in 50 years, expressing their ideas through essays, poetry, plays, rap music, maps, models, drawings and diaries.

---

**"I want my neighborhood in the year 2040 to look like a park. My park would have a rainbow there."**

---

For some, the possibilities were fanciful. One student wanted to live in a high-rise apartment with redwood treetops just outside her window. Another would have a neighborhood with no crime. Others imagined commuter space shuttles, parks on top of buildings, and automated farms. Some, however, took the opportunity to express their fears that pollution, pavement and traffic would prevail while trees, farms and quiet neighborhoods would vanish.



Many of the essays and letters focused on what we could do to keep those fears from being realized. The ideas were varied and sincere, ranging from technological solutions to simply being nicer to one another. One heartening theme united them – the need to think now about what the region will look like tomorrow. As one student wrote, "There's millions of questions that need answers. We must not sit around and ignore them."

---

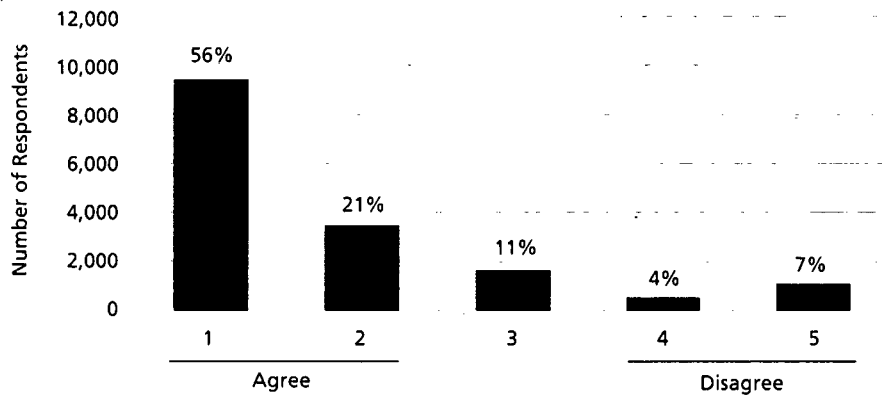
**"The year is 2040. The land is dry and dead. The hills were once forests. The dumps were once parks for kids to play in. The waterwastes were once ponds, oceans, seas, lakes and pools."**

---

# You said it

continued from page 3

**Figure 2 Encourage growth of city centers**



**"(I'm) tired of seeing new houses built while old neighborhoods are falling apart . . ."**

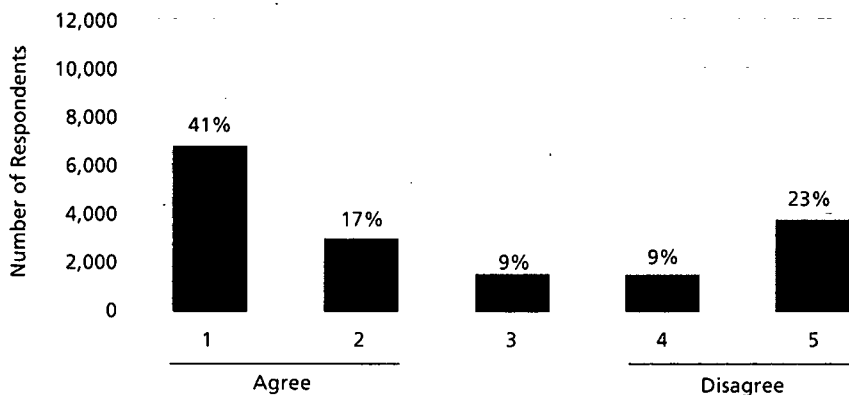
*Should we decrease average new residential lot size?*

About 58 percent, a slight majority, of the people who responded said they supported the idea of reducing the size of new residential lots. Opposition to this idea, however, was fairly high at 32 percent. No other proposed action received that high a percentage of opposition, suggesting that we must provide a variety of different housing options so that people can have choices.

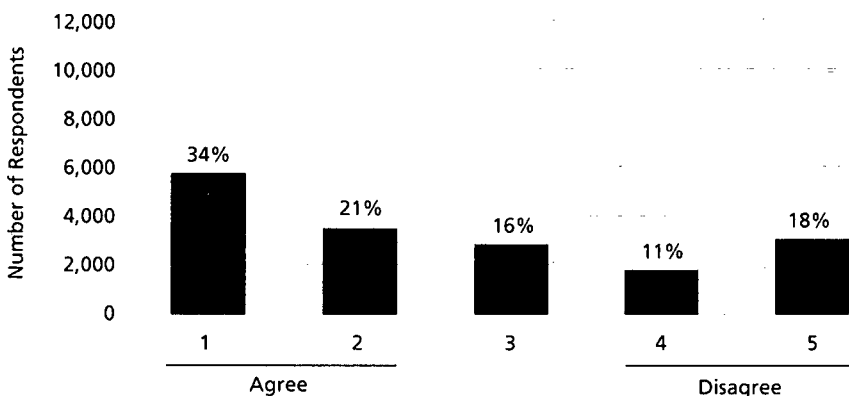
A key concern among people who responded on this issue was the need to have play and recreational space for their children and pets. Some of the solutions people offered included making the houses smaller so that yards could be bigger or creating more small neighborhood parks within easy walking distance. Fears of increasing crime and tension among neighbors were two primary reasons people opposed reducing average new lot sizes. Others, however, felt that a more compact neighborhood would increase efficiency for police and fire service.

People also indicated that it was important to have affordable housing, a distinct neighborhood character and the option to own rather than rent apartments and condominiums.

**Figure 3 Reduce average new lot sizes**



**Figure 4 Reduce the amount of parking**



continued on page 15

# Recommended Alternative

## *Preserving our quality of life*

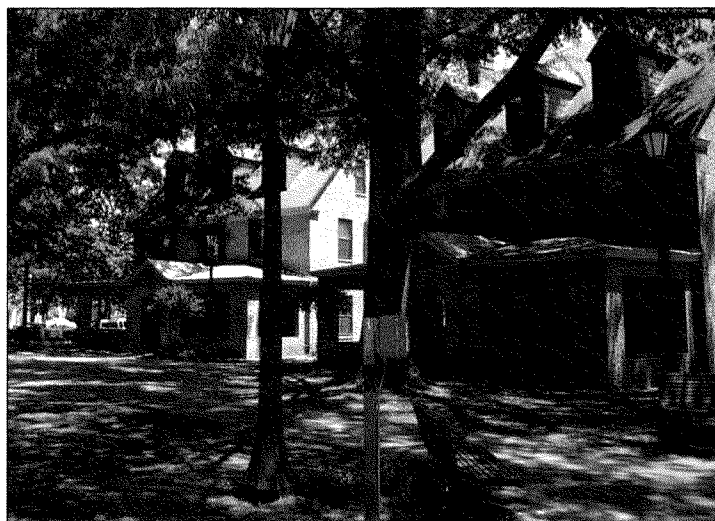
**R**egion 2040's "recommended alternative" is how we describe the end result of more than two years of working on Region 2040. The recommended alternative is the Metro executive officer's recommendation about how and where the region should grow. This fall, the Metro Council will closely examine the recommended alternative, listen to final public input and make a growth policy decision by the end of the year.

We derived the recommended alternative through two means: from comments we've heard from the public and from the technical analysis of the growth concepts created earlier in the Region 2040 process.

The basic philosophy we've heard from the public and have used to build the recommended alternative is: preserve our access to nature and help build better communities. In general, people consistently have expressed concern about open space, transportation mobility for people and goods, a strong sense of community and a sustainable economy. By addressing these fundamental concerns, the recommended alternative can help guide growth so that our region remains a wonderful place to live.

### *Where is everyone going?*

Our forecast of 1.1 million additional people is for the four-county area (Multnomah, Clackamas, Washington and Clark counties), with about two-thirds, or 720,000, of them locating within Metro's boundary. Clark County



*Residential neighborhoods continue to be a key part of the recommended alternative.*

is expected to receive about 275,000 additional people, while the neighboring cities are forecast to receive 40,000. Rural areas of the three Oregon counties are forecast to grow by 18,000 people.

### *Using compact development to reduce land consumption*

Compact development is important to many people because it helps preserve farm and forest land outside the urban growth boundary. The more efficient we are in using land inside the urban growth boundary, the less rural land outside the boundary we have to convert to urban uses. The recommended alternative calls for more compact development in city centers and good quality transit service. It includes substantial development in downtown Portland, regional centers, town centers and transportation corridors where transit service currently exists or is being planned.

### *Rural reserves protect open space*

Although there are substantial areas both within and around the urban area that are undeveloped, they are not likely to remain so without some effort to protect them. The recommended alternative proposes creating more permanent public and private open spaces.

We refer to lands designated as permanently rural as "rural reserves." They are areas outside the present urban growth boundary and along highways that connect the region to neighboring cities. They will not be developed in the foreseeable future.

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

*continued on page 6*

## Glossary of terms

**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.

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

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

**Neighboring cities** – Cities that are outside Metro's jurisdiction but will be affected by the growth policies adopted by the Metro Council.

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

**Recommended alternative** – The Metro executive officer's recommendation for long-term growth management of our region, including suggestions for where and how much the urban growth boundary should be expanded, what densities should characterize different areas, and which areas should be protected as open space.

**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. As identified in the recommended alternative, there are six regional centers: Gresham, Beaverton, Washington Square, Hillsboro, Milwaukie and Clackamas Town Center.

**Rural reserves** – Areas that are a combination of public and private lands outside the urban growth boundary, used primarily for farms and forestry. They are protected from development by very low-density zoning and serve as buffers between urban centers.

**Town centers** – Areas of mixed residential and commercial use that serve tens of thousands of people.

**Transportation corridors** – Residential and retail development concentrated along major arterials and bus lines.

**Urban growth boundary (UGB)** – A line around the metropolitan region that indicates land that already is or can be developed at urban densities. Metro controls the urban growth boundary and is responsible for deciding whether to make expansions to the boundary.

**Urban reserves** – Land outside the present urban growth boundary that later could be included inside the boundary to accommodate future growth.

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

**Open space** – Publicly and privately owned areas of land, including parks, natural areas and areas of very low density development inside the urban growth boundary.

## Recommended

*continued from page 5*

urban development. Existing rural residential developments and lots would remain as they are.

Rural reserves are designated in areas that are most threatened by new development, that separate communities (such as the land between Gresham and Sandy or between Oregon City and Canby), or exist as special resource areas (such as the Columbia Gorge, Sauvie Island or the Tualatin Valley).

The primary means of achieving rural reserves would be through voluntary agreements among Metro, the counties, neighboring cities and the state. 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 inside the present UGB*

Areas inside the present urban growth boundary also would be set aside as permanent open space, ensuring substantial natural area opportunities for people, protection of water quality and connections to nature and the environment. Some of these open spaces would be vistas of trees or natural countryside with limited access. Other open spaces would be publicly owned and much more accessible to those who seek a respite from the urban landscape.

About 35,000 acres of land and water inside today's urban growth boundary are included as open spaces in the recommended alternative. We could achieve these open spaces by a combi-

*continued on page 10*



# Decision Making

## **H**ow will the Region 2040 decision be made?

The 13 members of the elected Metro Council will consider a recommendation made by Metro's executive officer. The final decision-making phase, which will include considerable public input, will occur this fall. The council will adopt a 50-year growth management policy by December 1994. This policy will be an amendment to the Regional Urban Growth Goals and Objectives that were adopted in 1991.

The decision phase will include extensive review by the council Planning Committee, recommendations from various regional advisory committees, and a series of hearings devoted exclusively to public testimony. Finally, the Metro Council will use the volume of public testimony, previous public input, technical information, and recommendations from committees and local governments to adopt the region's 50-year growth management policy.

A schedule of public meetings for the council Planning Committee and the full Metro Council is on the back cover.

## *How can I get more information about the recommended alternative?*

A summary and map of the recommended alternative are included in this Region 2040 Update. If you would like more detailed technical information, call our Region 2040 hotline at 797-1888 and ask for our "Region 2040 Decision Kit."



*Both citizens and technical advisors have helped to shape the recommended alternative.*

## *How will the decision about the recommended alternative affect me?*

The adoption of a Region 2040 growth management policy will guide future regional decisions about the urban growth boundary, land-use patterns and transportation systems. Once the Region 2040 growth policy is adopted, Metro will begin working with local governments, citizens, businesses and interest groups to develop a specific regional framework plan.

## *How can I get my ideas across?*

You still have opportunities to comment on the recommended alternative now and on the final changes it will undergo as it becomes the region's growth management policy for the next 50 years. Here are the ways that you can participate in the decision:

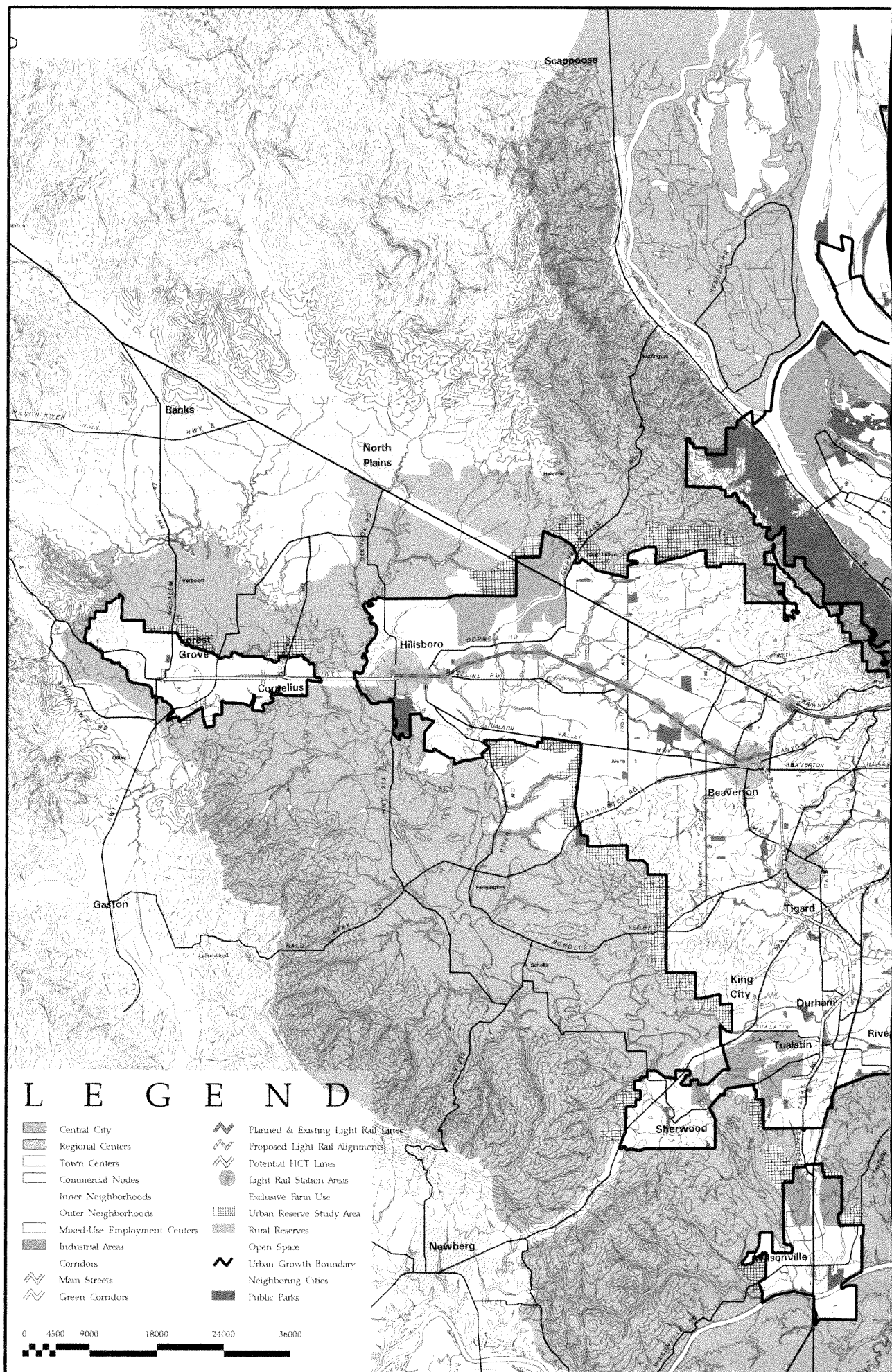
- Attend or speak at public hearings, advisory committee meetings and council work sessions.

- Write to the Metro Council, Region 2040 – Recommended Alternative, 600 NE Grand Ave., Portland, OR 97232, attn. Gail Ryder.
- Contact your local government officials. They are our partners in this process. Let them know what you think.
- Fax your comments to us at 797-1796. All materials should be labeled Region 2040 – Recommended Alternative.
- Call our Region 2040 hotline at 797-1888 to request information or leave a comment.

## *What's the deadline for comments?*

The sooner the better. The final date for written comments to the Metro Council is Nov. 28. The council is scheduled to make the final decision on Dec. 8, 1994.

Thank you for taking the time to participate. We guarantee it will make a difference.

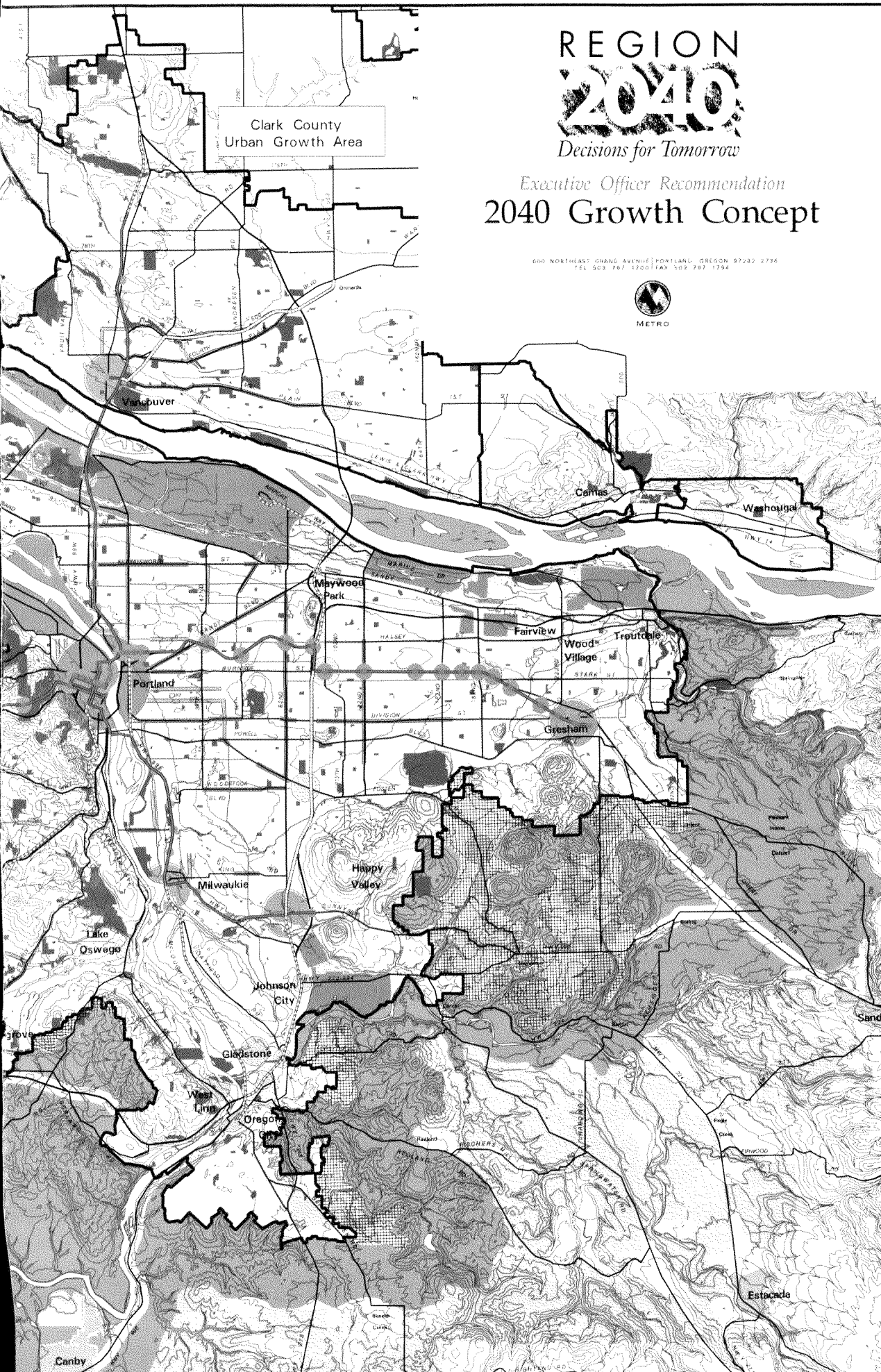


# REGION 2040

*Decisions for Tomorrow*

## Executive Officer Recommendation 2040 Growth Concept

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736  
TEL 503 767 1700 FAX 503 787 1794



# Recommended

*continued from page 6*

nation of ways. Some areas could be purchased by public entities, such as Metro's Greenspaces program and local park departments. Others may be donated by private citizens or by developers of adjacent properties to reduce the impact of development. Still others could be protected by very low-density residential zoning, clustering housing on portions of the land while leaving important features as common open space.

## ***Central city as the focus for density and transit***

Let's look at how the recommended alternative would accommodate more compact development. First, it proposes encouraging substantial development and redevelopment of downtown Portland as the region's city center. This supports the region's primary existing center – with its investments, services and sense of community – and helps minimize the impact of higher density in other areas.

Under the recommended alternative, downtown Portland would keep pace with the rest of the region in employment growth. It would grow at the same rate as the rest of the region and would remain the location of 20 percent of regional employment. To do this, downtown Portland's 1990 density of 150 people per acre would increase to 250 people per acre. Improvements to the transit system network would provide additional mobility to and from the city center.

## ***Regional centers are on the move***

The recommended alternative proposes six regional centers (existing areas that serve hundreds of thousands of people): downtown Gresham, downtown Beaverton, Washington Square, Clackamas Town Center, downtown Milwaukie and downtown Hillsboro. These centers would become the focus of compact development, redevelopment, and transit and highway improvements. From the current 24 people per acre, the recommended alternative would allow up to 60 people per acre. To achieve this, new commercial developments would average about 100 employees per acre, and housing would average about 50 dwelling units per acre.

---

**"I am adamantly against building additional freeways; they only further dissect communities and develop an even greater dependency on the automobile. It is critical to provide alternatives that encourage less reliance on the automobile."**

---

Transit improvements would include light-rail and bus service to all regional centers. Highway improvements also would focus on ensuring that these centers are attractive places to conduct business. Eventually, these centers would grow to the density of downtown Salem or Corvallis – about one-third of downtown Portland's density, but three times more dense than today.

## ***Town centers fill local needs***

Smaller than regional centers and serving tens of thousands of people, town centers are the third type of

center with compact development and transit service. They would provide local shopping and employment opportunities to a surrounding market area of about 2.5 miles. Examples include the downtowns of Lake Oswego, Tigard and Oregon City. The 1990 density of an average of 23 people per acre would nearly double – to about the current densities of development along Hawthorne Boulevard and in downtown Hillsboro.

## ***Corridors also make use of transit***

Corridors are not as dense as centers but are located along good quality transit lines. An example of a present-day corridor is McLoughlin Boulevard. Some corridors are laid out in a linear design, while others are laid out in a more circular pattern. Each provides a place for densities that are somewhat higher than today and are convenient to transit. Corridors would grow from 1990 densities of 18 people per acre to as many as 24 per acre. Development would average 13 dwelling units per acre of 28 employees per acre – densities typical of rowhouses, duplexes and most office buildings today.

## ***Main streets make a comeback***

During the early decades of this century, main streets that were 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 along Hawthorne Boulevard. Today, these areas are undergoing a revival and provide an efficient and effective land-use and transportation

*continued on page 12*



# Where Do We Go From Here?

**O**nce the Metro Council adopts a regional growth policy and Region 2040 is then completed, what happens next? Where do we go from here?

Planning for the region's future requires constant revising and refining to meet the changing needs of the communities it serves. The growth management policy presented in the recommended alternative represents an important part – but by no means the *only* part – of a multi-faceted regional growth management effort.

The next step in Metro's planning program is to adopt the Future Vision by July 1995. While that's being completed, we will begin implementing Region 2040. We will do that by developing the Regional Framework Plan, the charter-mandated plan that the Metro Council must adopt by Dec. 31, 1997. The framework plan will outline the specifics about how the region and local communities will implement the Region 2040 growth policy.

The Regional Framework Plan will address elements such as: the Regional Transportation Plan, urban reserves that will be used for future growth, rural reserves that will allow neighboring cities to remain separate and distinct from the metropolitan area, development of centers and corridors, water resource management, and parks and open space.

The framework plan also will be used and updated in conjunction with other Metro-related planning programs, including the work being done now by the Future Vision Commission. (See article on Future Vision Commission.) The Regional Framework Plan will be updated periodically, and the Future Vision work must be updated at least every 15 years. By systematically updating these two important planning programs, the region will have the value of guidelines that reflect current needs.

Metro Planning Department staff now is developing a draft workplan for the Regional Framework Plan. The Metro

Council is scheduled to approve the workplan in December as part of the Region 2040 decision.

Local governments also will be involved in helping develop the workplan, primarily through representatives on the Metropolitan Policy Advisory Committee. The committee will make a recommendation to the Metro Council about the proposed workplan.

Once the Metro Council adopts the Regional Framework Plan, and it is approved by the state, the plan will be binding upon local governments.

Metro's work on the Regional Framework Plan, as in the Region 2040 process, will be done in conjunction with the advice and input of local governments, businesses, citizens, and important advisory groups. As always, we will keep you informed of our progress and involve you in key decisions.

## Timeline

1994	1995	1996
August	July	July
<input type="radio"/> Future Vision Document	<input type="radio"/>	
<input type="radio"/> Regional Transportation Plan	<input type="radio"/>	
<input type="radio"/> Urban Reserves	<input type="radio"/>	
<input type="radio"/> Parks and Open Space		<input type="radio"/>
<input type="radio"/> Water Sources and Storage		<input type="radio"/>
<input type="radio"/> Housing Density and Urban Design		<input type="radio"/>

## Recommended

*continued from page 10*

alternative. The recommended alternative calls for main streets to grow from 1990 levels of 36 people per acre to 39 per acre.

### *Neighborhoods serve a key function*

Residential neighborhoods would remain a key component of the recommended alternative but would *not* include high-rise buildings – a common fear expressed by people throughout our public involvement efforts. Neighborhoods would fall into two basic categories. Inner neighborhoods are found in Portland and the older suburbs of Beaverton, Milwaukie and Lake Oswego, and would include primarily residential areas that are accessible to employment. Average new lot sizes would be smaller (5,720 square feet) 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. Most of the employment would be neighborhood-based such as schools, childcare and some small businesses.

## New household and employment growth

	Employment	Housing
City center	22%	5%
Regional centers	9	3
Town centers	7	3
Corridors	19	33
Main streets	3	2
Inner neighborhoods	8	21
Outer neighborhoods	7	17
Mixed-use employment centers	12	5
Industrial areas	13	1

**"We need to preserve our urban forests and streams to preserve our sanity, what wildlife we have left and our water quality."**

In contrast, new areas in the outer neighborhoods would be farther away from large employment centers and would have larger lot sizes (7,560 square feet) and lower densities. Examples include outer suburbs such as Forest Grove, Sherwood and Oregon City, and any additions to the urban growth boundary. From 1990 levels of nearly 10 people per acre, outer neighborhoods would increase to 13 per acre.

### *Employment areas would be protected*

The recommended alternative plays a major role in strengthening the regional economy, primarily through protecting key industrial and employment areas. These areas would be set aside exclusively for industrial activities. They include land-intensive employers, such as those around the Portland International Airport, some areas along Highway 212/224, and along Port of

Portland shipping facilities. From 1990 densities of 8.6 employees per acre, the recommended alternative would include 8.9 employees per acre – more dense than today, but still providing substantial space devoted exclusively to industrial use.

Other employment centers would be designated as mixed-use, combining various types of employment and including some residential development. Densities would rise substantially from 1990 levels of about 11 people per acre to 20 people per acre. It's important to industrial uses and employment centers, however, that goods to and from these areas can be transported easily.

### *Minimal urban reserves would be added*

One important feature of the recommended alternative 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 urban growth boundary for future growth. The recommended alternative calls for urban reserves of about 15,000 acres – substantially less than in growth concepts studied earlier in the Region 2040 process. In addition, only 22 percent of this land is presently designated for exclusive use as farm land, reflecting the public's desire to use as little farm land as possible for use as urban reserves.

### *Neighboring communities would grow*

The recommended alternative also recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. Com-

munities such as Sandy, Canby and Newberg will be affected by the Metro Council's decisions about managing the region's growth. Up to 86,000 people would be accommodated in these neighboring cities, according to the recommended alternative, which recognizes that cooperation between Metro and these communities is necessary to address common transportation and land-use issues.

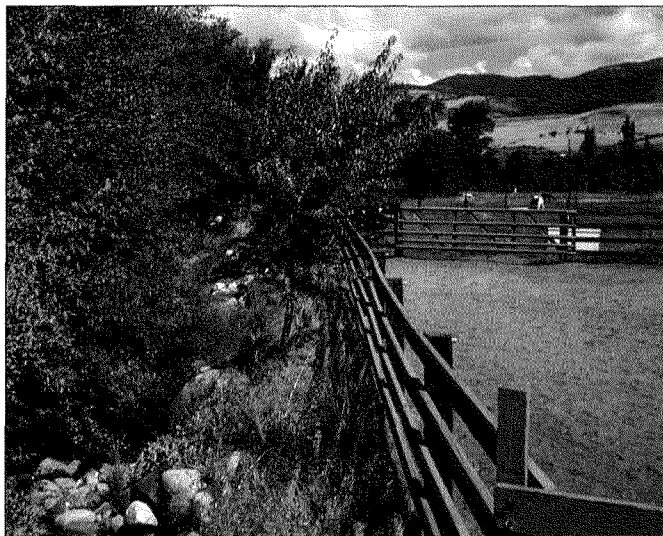
### ***Transportation improvements designed to fit land use***

The transportation system for the recommended alternative has many of the same elements as the growth concepts analyzed earlier – but with some significant differences.

First, the recommended alternative assumes that the Sunrise Corridor and the Mt. Hood Parkway will be completed in the next 50 years. The Sunrise Corridor would become a new regional highway from I-205 to the Damascus area and would connect with Highway 26. There are about 150 other road system improvements included in the recommended alternative.

The roadways indicated in the recommended alternative map represent just a concept and does not show actual alignment. Access points, or interchanges, would be placed to reinforce the proposed land uses. In the Sunrise Corridor, for example, there would be an interchange providing access to Damascus, which is designated as a town center, but there would be very few additional interchanges.

The Mt. Hood Parkway is shown within the present urban growth boundary and would link I-84 with Highway 26. It, too, is designed to have limited access to support land uses,



*Designating land as "rural reserve" is one way to protect open space.*

particularly to downtown Gresham, which would be a regional center.

The Western Bypass has only those segments included in the recommended alternative that are within the urban growth boundary. Specifically, the link between I-5 and Highway 99 in the Tualatin/Sherwood area would be included, as are arterial system improvements that increase accessibility from Highway 26 to the Tualatin Valley Highway in the Hillsboro area. In addition, improvements to Highway 217 would be included. The segment that crosses the Tualatin Valley farmland, however, would not be included.

In our earlier Region 2040 analysis, we found that several of the light-rail lines would not have enough riders to be cost effective. So we reduced the number of light-rail lines and changed some from exclusive light-rail to high-capacity transit. We added transit more judiciously in the recommended alternative and kept transit service to less than 12,000 hours.

### ***How your ideas became the recommended alternative***

When we started Region 2040 we began by asking what you valued most

about this region. The recommended alternative is our best attempt to include what we heard from you and what we have learned through technical analysis. We heard that you value nature and want it nearby. As a result, we included substantial rural reserves outside the urban growth boundary and open space inside the boundary so that both our rural environment and urban areas are green and natural. You indicated a strong preference for transit, and the recommended alternative would create a region that heightens the sense of community and also makes transit, walking, and biking more efficient and convenient. You indicated that you expected increased density along corridors and in centers but didn't want it in your neighborhoods. To the extent possible, we designed the recommended alternative accordingly.

We believe this recommended plan, although it cannot meet everyone's wish list, is instrumental in achieving a strong growth management policy. Under the recommended alternative, transit ridership is projected to quadruple – up to 570,000 riders a day – significantly more than any of the 2040 concepts. Walking, biking and transit combined would account for 13 percent

*continued on page 16*

# Future Vision Will Guide Region

*The Future Vision will address many of the issues facing the future of our region . . . and our children.*



**W**hat lies in store for this region – known for its tremendous livability and aesthetic beauty – is a matter of considerable interest and discussion. Everyone wants to keep our future region livable. The dialogue about how to do that continues to be both lively and thought-provoking.

The mission of Metro's Future Vision Commission is to devise a vision that will guide the metropolitan region into the next 50 years and beyond. It will shape a vision – resulting in specific actions – that serves as a guiding light for citizens, regional leaders, businesses, interest groups, and educators who believe that, with hard work and forward-thinking, tomorrow can be even better than today.

## ***What is the Future Vision Commission?***

The commission is an 18-member, unpaid group whose members and alternates were appointed in March 1993 by the Metro Council, the governors of Oregon and Washington, and the Metropolitan Policy Advisory Committee. The commission will forward a recommended vision to the

council in 1995. The council must adopt a vision by July 1, 1995.

Commission members bring to their task valuable perspectives and expertise in areas such as land development, finance, the arts, human services, the role of neighborhoods, citizen involvement, natural resources and transportation.

The Future Vision Commission was created as a result of the voter-approved 1992 Metro Charter, which states in part that:

*"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."*

## ***How does the "vision" relate to Metro's other planning efforts?***

The Future Vision is more general and covers a broader geographical area than Metro's other planning efforts. It attempts to set goals and standards by which other planning programs can be

measured. The Future Vision looks at a nine-county\* area in Oregon and Washington and asks: "What do we want to keep, change and add to the area during the next 50 or more years?"

Metro's Region 2040 program – which focuses on land-use and transportation planning through the year 2040 – is providing valuable information and analysis that will be used by the Future Vision Commission. The commission also is examining three technical papers on issues of vital importance to future livability: the carrying capacity of our natural and human resources, historic and potential settlement patterns that show where people might live, and changes and potential trends in the way people work in the future. The charter provides that the Regional Framework Plan – an outline of specific regional land-use elements – must address the Future Vision. This is of critical importance since the Regional Framework Plan will be binding upon local governments.

## ***How do I get involved in shaping the Future Vision?***

The Future Vision Commission meetings are open to the public, and public comment is encouraged. For meeting schedules or other information, call 797-1562. Written materials may be sent to commission members c/o Metro Planning Department, 600 NE Grand Ave., Portland, OR 97232, or by fax at 797-1794.

*\*All or parts of Cowlitz and Clark counties in Washington, and Clackamas, Columbia, Multnomah, Washington, Marion, Yamhill and Polk counties in Oregon.*



# You said it

continued from page 4

## Should we reduce the number of parking spaces?

Reducing the number of parking spaces showed a slight majority support (54 percent), but many of those answers were qualified by people suggesting that the reductions occur on a case-by-case basis. Many people preferred multi-level parking structures that would reduce the land needed for parking lots without decreasing the number of spaces. Others cautioned that mass transit should be a viable way to reach the businesses affected by a reduction of parking spaces.

## Other concerns

For 10,000 of our respondents, simply circling numbers wasn't enough. They wrote in comments, suggestions and

concerns. All these have been tabulated by category, and some interesting responses were included. Some of the most frequent suggestions included:

- preserve open space inside and outside the urban growth boundary
- slow or stop growth
- increase light rail and bus service
- hold the urban growth boundary
- create more bike ways
- revitalize city centers and neighborhoods, and restore rundown buildings

The number of people who responded, and the thoughtfulness they exhibited in answering the questions and expressing their opinions, was both overwhelming and encouraging. Given the competition in today's world to get and hold people's attention – especially about ideas to shape the community for the next 50 years – we are heartened

but not surprised that the people of this region care so much about the place they call home.

As one citizen wrote, "I think the core question is what do we want the character of the region to be? I am concerned that we're becoming a generic urban sprawl community without preserving enough of what makes the area unique – green, trees, wildlife, arts and crafts, and friendly neighborhoods."

As we face the question of what we want the region to be, we also must ask the more difficult question of how it can be accomplished. Public involvement has been a valuable tool in shaping the decisions so far, and we strongly encourage you to stay involved as our future region takes shape.

## We want to hear from you

Give us your comments on the recommended alternative.

Send to:

Region 2040  
Planning Department  
Metro  
600 NE Grand Ave.  
Portland, OR 97232-3726



We always value your input, and hope you stay involved. Unless you note otherwise, we will continue to send you updates on growth management issues and ask for your opinion.

☐ Please remove my name from your mailing list. I do not want to continue receiving your mailings.

☐ Please add me to your mailing list.

Name \_\_\_\_\_

Street address \_\_\_\_\_

City \_\_\_\_\_ ZIP code \_\_\_\_\_

My comments on the recommended alternative: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## Recommended

*continued from page 13*

of all trips in 2040, and in some areas as high as 25 to 50 percent. There would be open spaces close to nearly every neighborhood. There still would be plenty of room for industrial job growth, with commercial areas being used more intensely and functioning better. Growth would be accommodated as inexpensively as possible. Our analysis shows that while it is not perfect, it is the best future scenario we have studied.

While this proposed plan is nearing completion and is headed for a policy discussion and decision, it is very important that you still react to it. How does this sit with your ideas about how the region should grow? Does this describe a place where you would like to live? Even more importantly, is this the place you want to leave for the next generation? Let us know how you would improve the recommended alternative. Use the reply card in the inside back cover to send us your comments, call your Metro councilor, or call the Region 2040 hotline, 797-1888.

# We want to hear from you

## Upcoming meetings

### *Planning Committee public meeting schedule*

**Tuesday, Oct. 18**  
**6:30-9:30 p.m.**  
Oregon Institute of Technology  
Conference Center  
7726 SE Harmony Rd., Portland

**Wednesday, Oct. 19**  
**6:30-9:30 p.m.**  
Westminster Presbyterian Church  
Great Hall  
1624 NE Hancock, Portland

**Thursday, Oct. 20**  
**6:30-9:30 p.m.**  
Hillsboro High School  
District Office Board Room  
759 SE Washington, Hillsboro

**Tuesday, Oct. 25**  
**6:30-9:30 p.m.**  
Western Portland General Electric  
Auditorium  
14655 SW Old Scholls Ferry Rd.,  
Beaverton

**Wednesday, Oct. 26**  
**6:30-9:30 p.m.**  
Gresham City Hall  
1333 NW Eastman Parkway, Gresham

### *Other important dates*

**Monday, Nov. 28**  
Deadline for submission  
of written testimony. Mail to:  
Metro Council  
Region 2040 – Recommended Alternative  
600 NE Grand Ave.  
Portland, OR 97232  
attn.: Gail Ryder  
Fax: 797-1793

**Monday, Nov. 28**  
**4 p.m.**  
Special Metro Council public  
hearing on Planning Committee's  
recommended alternative

**Thursday, Dec. 8**  
**4 p.m.**  
Regular Metro Council meeting,  
formal adoption of recommended  
alternative.

*Printed on 50 percent recycled paper, 10 percent post-consumer waste*

94341SG



**METRO**

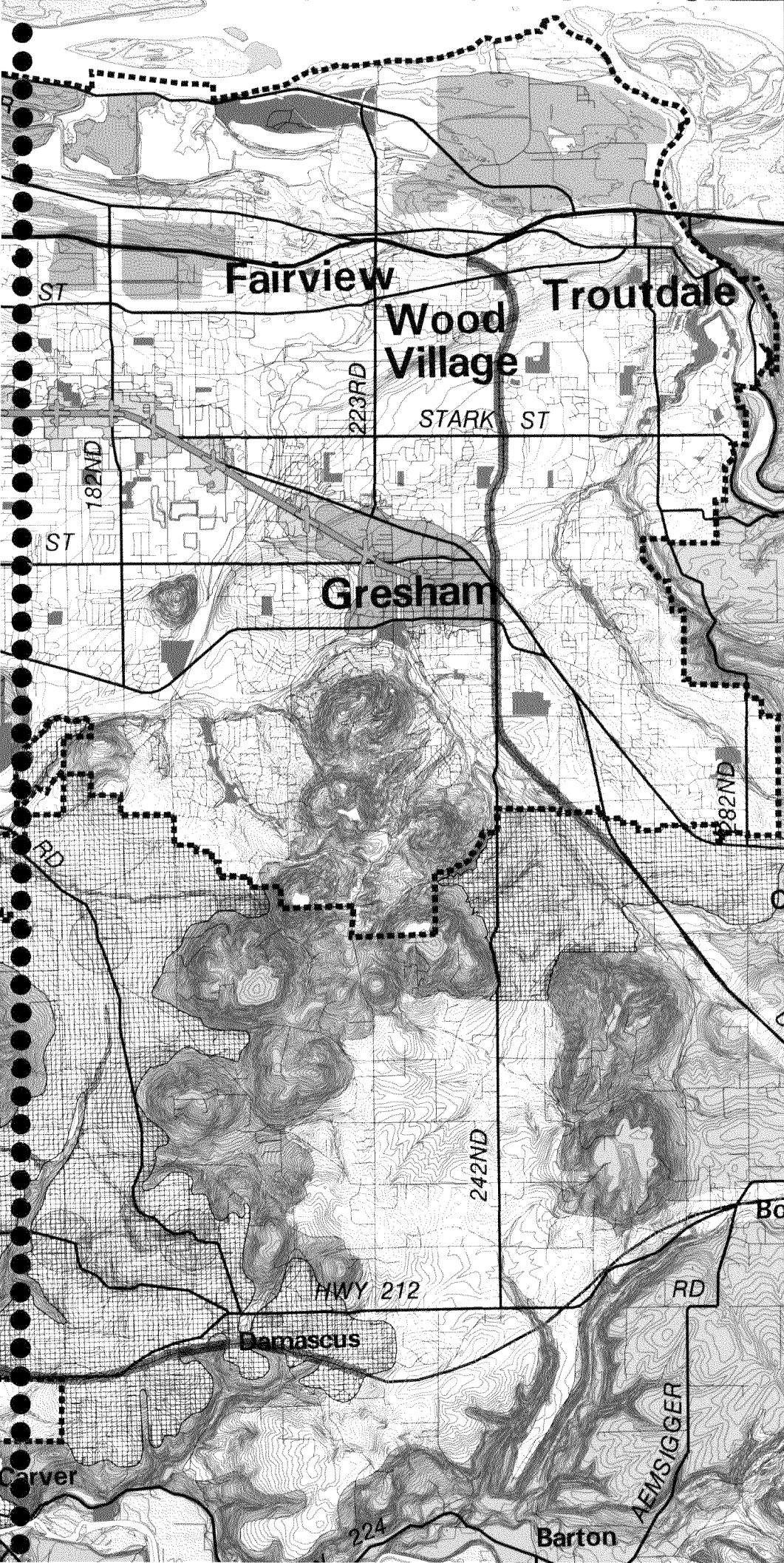
600 NE Grand Ave.  
Portland, OR 97232-2736

**ADDRESS CORRECTION REQUESTED**

Bulk Rate  
U.S. Postage

**PAID**

Permit # 6018  
Portland OR



REGION  
**2040**  
*Decisions for Tomorrow*

# Recommended Alternative Decision Kit

*September 1994*



METRO



METRO

To the Metro Council:

**T**he 2040 growth concept that I am recommending is an historic first in several important ways. It accommodates a 70 percent population increase with an addition of only 7 percent to our urban land supply. Second, it integrates land use, transportation and greenspaces more closely than ever done anywhere. Third, and most important, this is a **REGIONAL** decision. It was developed along with almost every government in the region and with the input of thousands of citizens – more than have ever been involved in any planning effort.

This decision will have the most far-reaching effects of any decision to come before this government since its inception 16 years ago. And yet it is a relatively easy one because it builds upon the success of the Oregon land-use experience and the experience of this region. It is also easy because the 2040 process, in its effort to find a consensus, has reached out to and involved all regional interests. Certainly not every person will be happy with every aspect of this growth concept, but we can all live with it and understand both its rationale and the consequences of not coming together on a common approach.

This recommended alternative includes much of what we heard from the public – hold the urban growth boundary, establish rural reserves, encourage development close to transit, retain and acquire open spaces, and encourage alternative transportation options.

The 2040 growth concept puts a premium on our precious land supply. While allocating 34,000 acres for natural and open space within the urban growth boundary, it proposes the initiation of a new land designation of rural reserve to protect land that separates communities from each other. Rural reserves would keep 300,000 acres in farm, forest and rural residential uses. Implementation of this new category of land use will require the active cooperation of six counties and the support of affected state agencies.

While this is a very big and very long-range decision, it allows for future flexibility. No one can say how long it will actually take to grow to 2.4 million people. Part of the answer will depend on how well we succeed in the development this growth concept proposes for land use, transportation design and community building. The growth concept identifies 22,000 acres from which we need to select 14,500 acres of urban reserves. The specifics are not yet drawn in the 2040 growth concept. That task awaits more detailed work by staff and local governments, public hearings and decisions by a new Metro Council.

Through a collaborative regional process, most of the final differences can be worked out, but there will still be some people with very legitimate concerns about the effects of growth. There is no question in my mind that growth inevitably reduces some aspects of our quality of life. I am equally convinced that as long as this is an attractive region with jobs, security and a much better than average environment, our present residents will stay and newcomers will continue to be attracted. We should continue to be concerned about how growth affects our overall quality of life. We should not attempt to fix an absolute number beyond which we would eject our own or reject the next newcomer. Oregon's land-use tradition calls upon us to accommodate growth where it is designated and to preserve the rest. This 2040 growth concept is in that tradition.

Let us move forward to develop implementation of this set of policy directions. No set of initiatives as ambitious as this can be accomplished by any one government. A truly regional agenda must be moved by the region as a whole. I am confident this can happen because of the way this 2040 growth concept was developed. The Metropolitan Policy Advisory Committee has been a vital partner in the process. Its chair, Mayor Gussie McRobert, has been especially helpful in obtaining consensus. The entire region owes Mayor McRobert and MPAC a debt of gratitude. We also owe special thanks to John Fregonese, who led the staff effort.

The package you are receiving includes a resolution for adoption of the 2040 growth concept including maps, a description of the concept itself and appendices. Regional Urban Growth Goals and Objectives (RUGGOs) amendments are also included. These are necessary to bring the RUGGOs into compliance with the 1992 Metro Charter and to incorporate the 2040 growth concept into the RUGGOs.

These elements all depend upon a decision on the 2040 growth concept occurring in the next few months. This council is well informed about the issues and the process that has brought this decision to the fore. It should adopt the 2040 growth concept, amendments to the RUGGOs and the

work plan. Adoption of the Future Vision and the other elements mentioned will be a full plate for a new set of elected officials. Even though some elected officials will continue, new ones will have to get up to speed quickly to accomplish the tasks remaining. The region is ready, the time is now!

We are still analyzing input from citizens of the region. You, the Metro Council, have scheduled hearings that will provide even more opportunities for citizens to provide input on this proposal. I am confident that the 2040 growth concept embodies what most of our residents want for their future and that of their children and grandchildren. I know it is what I want for my children and grandchildren.



Rena Cusma  
*Executive Officer*

*Recommended  
Alternative  
Analysis*

# 2040

## *Recommended Alternative*

### Overview

**T**his document describes the recommended alternative for the Region 2040 project. For background information, refer to *Concepts for Growth*, dated June 1994. (This report assumes familiarity with the ideas and terminology used in the June effort). The recommended alternative is the Metro executive officer's recommendation to the Metro Council and its advisory committees, the Metro Policy Advisory Committee (MPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and the Future Vision Commission.

The recommended alternative considers the technical findings documented in the *Concepts for Growth* report, as well as nearly 17,000 responses received from the *It's Your Turn* survey mailer. The recommended alternative is Metro staff's attempt to blend all this information into one "best" alternative. It's a common point to begin discussion of the major issues confronting our region to be refined through the Regional Framework Plan and Future Vision. The alternative will be discussed at public hearings and is likely to change in response to public comments received.

The recommended alternative would allow the expansion of the urban growth boundary by 14,500 acres over 50 years. This is less expansion than other concepts, except Concept B. It preserves substantial amounts of rural resource lands that surround the metropolitan region. The recommended alternative also would accommodate growth inside the present urban growth boundary by using land more efficiently and utilizing smaller average lot sizes. Higher density would be encouraged where good quality transit service is planned. Finally, 8 percent of new regional growth would occur in neighboring cities, less than the 30 percent assumed in Concept C.

The recommended alternative is illustrated by two maps. The growth concept map is intended to be considered for

adoption by the Metro Council. This map and descriptions of its components will become the basis for overall regional policy setting through the Regional Urban Growth Goals and Objectives (RUGGOs). The analysis map provides a detailed picture of one way that the recommended alternative could be implemented and allows for computer modeling and technical analysis. Much of this report describes the results of this modeling and technical analysis. The distinction between the ideas represented in the two maps are worth calling out. The concept map provides the basis for a decision that will embody general principles while the analysis map is only an example allowing a greater level of detail.

In the course of integrating feedback from citizens and local governments, we changed some category names from those described in *Concepts for Growth* because of concerns expressed and to more accurately reflect the meaning and intent of the terms. "Preferred alternative" is replaced with "recommended alternative". "Rural reserves" has been substituted for "greenbelts" and "open space" for "greenspaces" to avoid confusion with Metro's Greenspaces program. "Node" has been changed to "station communities." "Employment area" has been divided into two categories, "industrial area" and "employment area," just as "neighborhoods" have been divided into "inner neighborhoods" and "outer neighborhoods." (Explanations of these categories are included below.)

### Highlights of the analysis version

- The urban growth boundary (UGB) would be expanded by 14,500 acres during the 50-year period. Lands subject to future UGB expansion would be designated as urban reserves until the UGB expansion is warranted.

- The average lot size for new single-family homes regionwide would be 6,650 square feet, or 6.5 units per net acre.
- The ratio of single-family and multi-family in new development would be 62 percent to 38 percent (The current ratio is 70 percent single-family, 30 percent multi-family.)
- 20 percent of the single-family market would be accommodated by rowhouses, duplexes or small-lot development. This housing type would mostly occur along transit corridors.
- The majority of housing would be in neighborhoods (52 percent), followed by corridors and station communities (33 percent), and city, regional and town centers (8 percent).
- About 19,300 acres of currently developed land in the urban area would redevelop for more intensive uses.
- Open space would represent 34,000 of the 248,500 acres in the expanded UGB, or 14 percent of the urban land area.
- One-third of the buildable acres would allow mixed uses and two-thirds would remain in single-use categories such as residential or industrial.
- The majority of new jobs (two-thirds) would be accommodated in centers or along corridors and main streets, which would be well served by transit. The industrial areas would provide land for about 10 percent of new jobs and employment areas would provide space for 14 percent of new jobs. Significantly, residential neighborhoods account for 15 percent of total jobs (this includes people working at home, child care, schools and small-scale commercial within neighborhoods), up from 11 percent currently.
- Land extensive and heavily auto-dependent commercial or industrial uses would be limited to employment areas and industrial areas rather than on corridors, centers or neighborhoods.

## Recommended alternative Elements

This recommended alternative is designed to accommodate 720,000 additional residents and 350,000 additional jobs. The total population served within this plan is 1.8 million residents within the Metro boundary.

The basic philosophy of the recommended alternative is to preserve our access to nature and build better communities. It combines the goals of RUGGO, the values of the region and the analysis of the Region 2040 project to guide growth for the next 50 years. Key components of the recommend alternative are described for land use and for transportation.

### Land Use and Urban Form:

The following are categories of land use as defined and used in this growth concept.

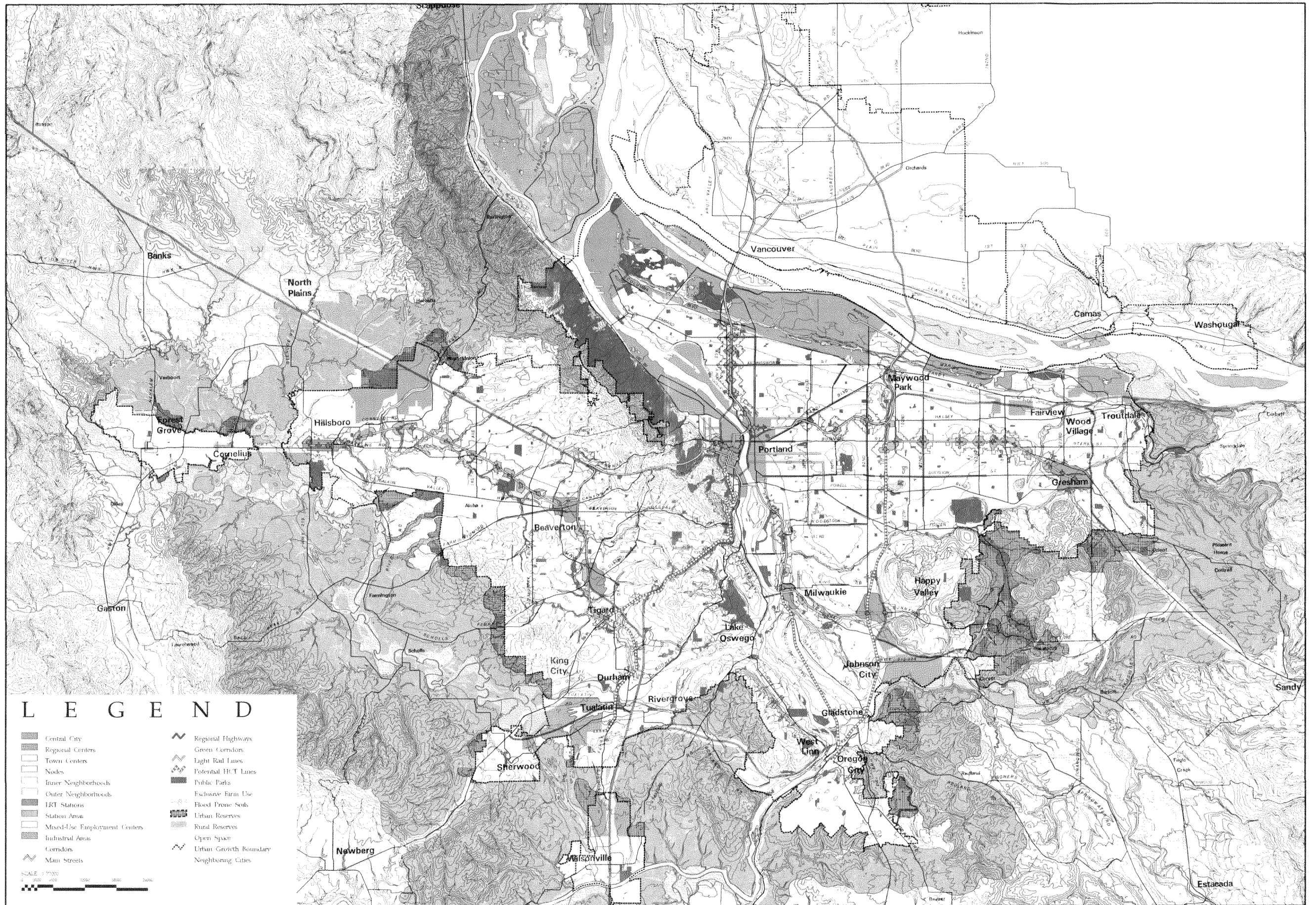
#### *Neighbor cities*

The recommended alternative recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. 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 three key concepts for cooperative agreements with neighbor cities:

- There should 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.
- 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.
- The "green corridor" highway through a rural reserve serves as a link between the metropolitan area and a neighbor city without 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.









### *Rural reserves*

Rural reserves are rural areas that 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 the foreseeable future, an idea that requires agreement among local, regional and state agencies. They are areas outside the present urban growth boundary primarily 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. Road improvements would specifically exclude interchanges or other highway access to the rural road system. Similarly, there would be no extensions of urban services. Zoning would be for resource protection on farm and forestry land, and very low density residential (less 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 also would be retained to separate cities within the Metro boundary. Cornelius, Hillsboro, Tualatin, Sherwood and Wilsonville have existing areas of rural land that provides a break in urban patterns. New areas of urban reserves, 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*

The areas designated open space on the concept map are parks, stream corridors, wetlands and floodplains, largely undeveloped upland areas, or areas of very low density residential development. (These areas of residential development retain a highly open pattern and are generally unfenced.) 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 Southwest 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.

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 urban growth boundary would have to be calculated without these, and plans to accommodate housing and employment would have to be made without them. Second, 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.

About 34,000 acres of land and water inside today's urban growth boundary are included as open spaces in the recommended alternative 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. Still others could be protected by very low-density residential zoning, clustering 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 a 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 "small-town atmosphere" they cherish.

The major advantages of centers in the marketplace are accessibility and the ability to concentrate goods and services in a relatively small area. The challenge, 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 recommended alternative and favored by many citizens.

The growth concept recognizes 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 any other part of the region. Jobs and housing are readily available, without the need for a car. Maintaining and improving upon the strengths of our regional downtown should remain a high priority.

Today, about 20 percent of all employment in the region is in downtown Portland. Under the recommended alternative, downtown Portland would grow at the same rate as the rest of the region, and would remain the location of 20 percent of regional employment. To do this, downtown Portland's 1990 density of 150 people per acre would increase to 250 people per acre. Improvements to the transit system network and maintenance of the highway system would provide additional access to and from the city center.

### Regional centers

There are seven regional centers, serving five market areas (outside of the central city market area). Hillsboro serves that western portion of the region, and Gresham the eastern. Downtown Beaverton and Washington Square serve the Washington County area, and Clackamas Town Center and Milwaukie together serve Clackamas County and portions of outer southeast Portland. Vancouver serves Clark County. The central city serves most of the Portland area as a regional center.

These regional centers would become the focus of compact development, redevelopment, and transit and highway

**Figure 1 Developable Lands by Design Type - Recommended Alternative**

	Design Type	Total*	Vacant	Redeveloped
Central city		1,146	115	321
Regional centers		1,719	154	447
Town centers		2,156	514	346
Main streets		2,758	186	352
Corridors/station communities		35,519	6,099	4,024
Employment areas		7,763	3,591	1,121
Industrial areas		15,045	5,930	3,376
Inner neighborhoods		52,481	10,224	0**
Outer neighborhoods		29,537	14,588	2,079***

\* This is total net acres (built and vacant) within the design type.

\*\* No redevelopment was assumed to occur in these areas.

\*\*\* Assumes redevelopment would occur only outside the present urban growth boundary.

**Figure 2 Redevelopment Assumptions for the Recommended Alternative**

Design Type	Maximum Building Valuation per Acre
Central city	\$480,000
Regional centers	\$360,000
Town centers	\$280,000
Main streets	\$240,000
Corridors/commercial centers	\$160,000
Employment areas	\$40,000
Industrial areas	\$40,000
Inner neighborhoods	-0-
Outer neighborhoods (within urban reserves)	\$120,000

improvements. The recommended alternative accommodates three percent of new household growth and 11 percent of new employment growth in these regional centers. From the current 24 people per acre, the recommended alternative would accommodate about 60 people per acre.

Transit improvements for regional centers would include light-rail connecting all regional centers to the central city. Highway improvements also would focus on ensuring that these centers are accessible as places to conduct business. Eventually, these centers would grow to the density of downtown Vancouver, Wash. – about one-third of downtown Portland's density, but three times denser than these areas today.

#### *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 and employment 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 Ceder Mill town center. Several new town centers are designated, for example, 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. An example of a present-day corridor are Beaverton-Hillsdale Highway or Macadam Avenue. They provide a place for densities that are somewhat higher than today and that are convenient to transit. Typical new developments would include rowhouses, duplexes and one- to three-story office and retail buildings, and average 25 persons per acre.

#### *Station communities*

Station communities are nodes of development centered around a light rail or high capacity transit station. They provide for the highest density other than that found in regional centers. The station communities would encompass an area approximately one-half mile from a station stop. The densities of new development would average 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 recommended alternative calls for many corridors and station communities throughout the region, they would together accommodate 27 percent of the new households of the region and nearly 15 percent of new employment.

**Figure 3 Distribution of Households and Employment in 2040**

Design Type	Households	Employment
Central city	3.3%	20.7%
Regional centers	2.0	6.3
Town centers	2.4	5.3
Main streets	2.7	5.3
Corridors/station communities	32.7	24.8
Employment areas	2.9	9.5
Industrial areas	0.6	11.2
Inner neighborhoods	33.5	10.1
Outer neighborhoods	18.3	4.9
Open spaces	1.6	1.8

### ***Main streets***

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 recommended alternative calls for main streets to grow from 1990 levels of 36 people per acre to 39 per acre. Main streets would accommodate nearly two 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. When several main streets occur within a few blocks of one another, they 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 recommended alternative and would fall into two basic categories. Examples of inner neighborhoods are Portland and the older suburbs of 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 have smaller lot sizes and better access to jobs and shopping. They would accommodate 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, child care 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 outer suburbs such as Forest Grove, Sherwood and Oregon City, and any additions to the urban growth boundary. From 1990 levels of nearly 10 people per acre, outer neighborhoods would increase to 13 per acre. These areas would accommodate 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 through streets, a recent phenomenon that has occurred in the last 25 years. It is one of the primary causes of increased congestion in the region. 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. While existing neighborhoods probably will not change, areas of largely vacant land should develop master street plans to including at least 10 through local streets per mile, which would allow for better access and still allow some albeit short, cul-de-sacs.

### ***Employment areas***

Industrial areas would be set aside exclusively for industrial activities. They include land-intensive employers, such as those around the Portland International Airport, the Hillsboro Airport and some areas along Highway 212/224. Industrial areas are expected to accommodate ten percent of regional employment and no households.

Other employment centers would be designated as mixed-use employment areas, mixing various types of employment and including some residential development as well. These mixed-use 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 20 people per acre.

### *Urban reserves*

One important feature of the recommended alternative 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 urban growth boundary for future growth. The recommended alternative proposes approximately 14,500 acres of urban reserves to be chosen from a study area of about 22,000 acres. In the example reflected in the analysis map, more than 75 percent of these lands are currently zoned for rural housing and the remainder are zoned for farm or forestry uses.

## **Transportation Facilities**

Transportation elements are needed to create a successful growth management policy that supports the recommended alternative. 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 recommended alternative 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 should reinforce the region's growth management goals.

Within the framework of the recommended alternative 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.

### *Regional through-routes*

These are the routes that move people and goods around the region and connect regional centers and the central city. 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 they carry.

With their heavy traffic, and high visibility, these routes are attractive to business. 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. Neighborhood uses are better located on multi-modal arterials. Through routes need the highest levels of access control, but it is important that they not become barriers to movements across them by other forms of travel, auto, pedestrian, transit, or bicycle. Through routes should focus on providing access to centers, 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 Regional Transportation Plan (RTP) should 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 envi-

ronment that is difficult and dangerous to negotiate without a car. The RTP should identify these potential multi-modal corridors and establish design standards that encourage other modes of travel along these routes.

### ***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, because 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 minimum standard of 8 to 10 through streets per mile, applied to developing or undeveloped 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 destinations. The primary function of light rail in the recommended alternative 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. LRT also supports land use, especially in anchoring downtown Portland.

## **Regional design images**

In *Concepts for Growth*, we included designs of specific areas of the region that illustrated what kinds of land-use changes could be undertaken to accommodate growth in the area. We did not complete such site specific designs for the recommended alternative, although we do have a way to illustrate the kinds of development types that would have to be built to achieve the recommended alternative.

Residential development, particularly single-family detached housing, uses the largest amount of land within the urban growth boundary. For this reason, changes to residential density have the greatest effect on the amount of urban land needed. In the recommended alternative, 62 percent of new residential development would be single-family homes, this compares with 70 percent single family development in 1990.

## **Outer Neighborhoods**

Following is an example illustration representing single-family homes at 6.6 net homes per acre. The recommended alternative assumes 5.7 houses per net acre, or 11 persons were acre. Assuming 25 percent of the land is used for streets, utilities, etc., the average lot size would be approximately 7,560 square feet. If streets are built more narrowly, average lot size could be larger. In the recommended alternative, the lowest density urban residential areas are called "outer neighborhoods." These outer neighborhoods are away from the center of the region along the outer edge of the UGB and in the urban reserves. They represent people trading larger lot size for greater distances to most jobs.

(Note: The diagrams are to scale, in this and the succeeding diagrams the outside box represents the size of land area necessary to accommodate 100 dwelling units. The subheading lists the acres needed to fit 100 of the units. For example, for the standard-lot, single-family home you would need 15 net acres for 100 homes.)

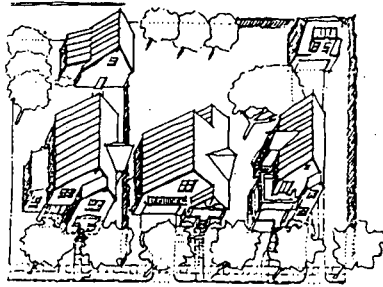
In the outer neighborhoods, the average lot size would be somewhat smaller than the current regionwide average of 8,500 square feet. However, the current average includes lots as large as a half acre, about 20,000 square feet. A small number of lots this size can substantially increase the average. The most common new lot size being developed in the region is about 7,500 square feet, in line with what the recommended alternative is suggesting. Outer neighborhoods would account for approximately 28 percent of the new households of the region.

## **Inner Neighborhoods**

Inner neighborhoods are closer-in residential areas with an average lot size of 5,700 square feet, 7.6 units per net acre. This would be 13 person per acre. These neighborhoods



*Standard-Lot Single-Family  
15ac/100du*



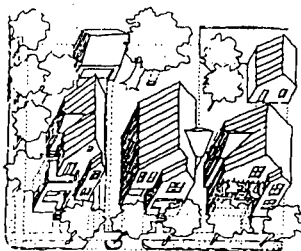
*Standard-lot single-family  
1-2-story buildings  
Parking in recessed or alley accessed  
garages  
6.6 dwelling units per acre  
Ownership*

would accommodate about 21 percent of new households. It should be noted that most of the pre-World War II single-family homes in the region are on 5,000-square-foot lots, so the recommended alternative is suggesting a residential pattern slightly less dense than many existing neighborhoods. The inner neighborhood, however, is denser than many existing suburban neighborhoods, particularly those built in the 1960s and 1970s

Both inner and outer neighborhoods are expressed in average number of homes per net buildable acre. As with all averages, different mixes of smaller and larger lots could be used to achieve

the average. A type of smaller lot development is illustrated and accommodates 10 net homes per acre.

*Small-Lot Single-Family  
9.4ac/100du*



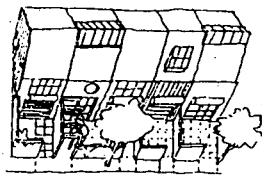
*Small-lot single-family  
1-2-story buildings  
Parking in recessed or alley accessed  
garages  
10.6 dwelling units/acre  
Ownership*

## Corridors and Station Communities

Corridors are not as dense as centers but are also located along good quality transit lines. Examples of present day corridors are the Beaverton-Hillsdale Highway and Macadam Boulevards. They would provide a place for densities that are somewhat higher than today, should have a quality pedestrian environment and are convenient to transit. Corridors would grow from 1990 densities averaging approximately 18 people per acre to an average of approximately 22 people per acre. This would be on average 12.5 units per net acre. Typical development along corridors would include rowhouses, duplexes and one to three-story office and retail buildings.

Station communities are nodes of development organized around a light rail or high-capacity transit station. They provide for the highest density outside of centers. The station communities would grow from 1990 densities averaging approximately 22 persons per acre to an average of 45 persons per acre, or 23 housing units per net acre.

*Townhomes*  
4.5ac/100du



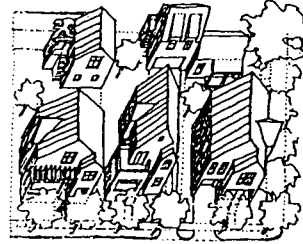
*Townhomes*  
1-2-story buildings  
Parking in alley accessed garages  
22 dwelling units/acre  
Ownership

Minimum densities have been established for most eastside and westside MAX station communities. An extensive station community planning program is now under way for each of the westside light rail station community areas. 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.

The illustrations show carriage homes and townhouses (rowhouses) that provide home ownership, but are able to accommodate many more households. For example, the carriage homes (with an "in-law" unit) accommodate 16 net homes per acre, while townhouses accommodate 20-22 homes per net acre. Twenty percent of the single-family homes in the recommended alternative would be small-lot or townhouse types.

In summary, there are three important points about these residential housing types. First, many people will continue to live in larger lot single family homes. Second, our demographic forecasts indicate that the population of the region will be changing. The portion of the population age 65 or older will increase from 13 percent (1990) to about 24 percent (2040). Household size is also expected to decrease. These trends could support smaller, more compact residential patterns. Finally, small decreases in average lot size greatly reduce the amount UGB expansion needed. A reduction from the current average lot size of 8,500 square feet to 7,000 square foot will save about

*Carriage Units (w/In-Law)*  
6ac/100du



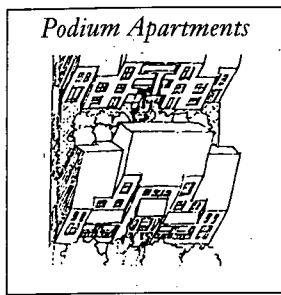
*Carriage Units (with In-Law)*  
1-2-story buildings  
Ancillary (in-law) unit placed over detached garage  
Parking in alley accessed garages  
16.6 dwelling units/acre  
Ownership

15,000 acres of land that otherwise would need to be added to the UGB, an area about the size of Gresham. Most of the increased density needed in order to minimize expansions of the UGB can be accommodated by no more than two story homes on their own lot. Keep in mind that the illustrations are to scale and show a way for 100 households to be accommodated. Compare the size of the overall square (which represents the space needed to fit 100 dwelling units) with the others; with more density, less land is used.

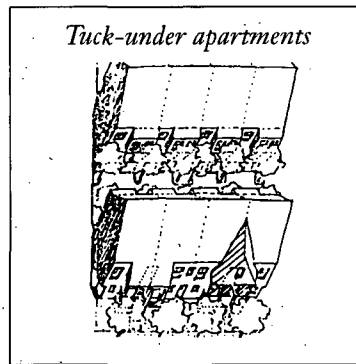
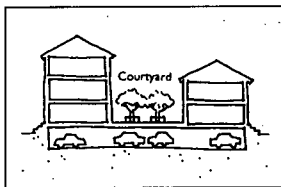
## Neighborhood, Town and Regional Centers

Multi-family development in 1990 provided 32 percent of total housing units. Under the recommended alternative, 38 percent of new housing units would be multi-family housing. This would include apartments (both rental and ownership possible) as illustrated. The podium apartments represent the type of residential development in regional centers, the "tuck-under" units are similar to the densities in town centers and main streets, while the garden apartments represent building types in neighborhood centers.

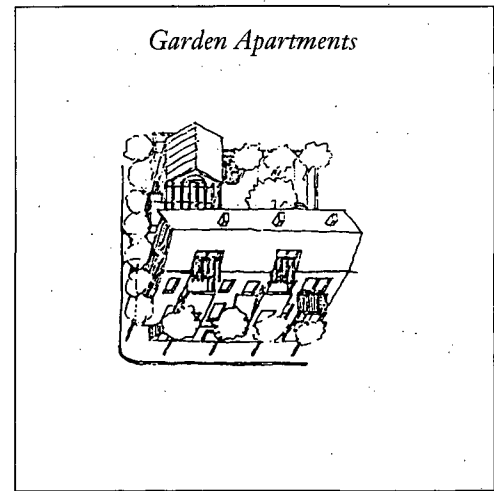
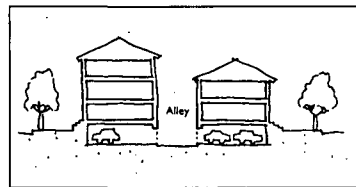
However, some of the multi-family homes would be a part of mixed-use developments adjacent to transit stops either along corridors or in commercial, town, regional or city centers. These multi-family types are illustrated on the



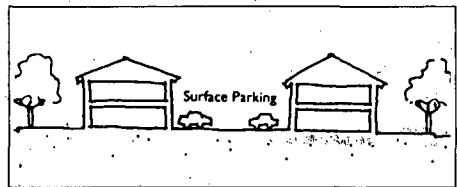
*Podium Apartments*  
3-4-story buildings  
Structured parking is placed below grade and interior to the building  
66 dwelling units/acre  
Rental or condominiums



*Tuck-under apartments*  
2-3-story buildings  
At grade parking is placed in parking garages that are tucked under the building  
40 dwelling units/acre  
Rental or condominiums



*Garden Apartments*  
2-3-story buildings  
Surface parking is placed in central parking courts or behind buildings  
26 units per acre  
Rental or condominiums



next page. The major difference between them is how parking is accommodated. In the "retail-office-residential mixed-use," the buildings are four to five stories in height with structured parking. The "retail-residential mixed-use" is two to three stories with surface parking.

As noted earlier, more than 60 percent of all new jobs would be accommodated in the centers or corridors designated in the recommended alternative. These areas are intended to be compactly built and well served with transit. Office structures are a way to accommodate much of the employment in centers and corridors. Of course, the mixed-use structures included would also provide places for employment in the centers and corridors.

## Employment Areas and Industrial Areas

In the employment areas, a mix of land uses would be encouraged. The primary use would be employment, but residential uses would also be allowed. Employment areas would mix commercial, light industrial and residential uses in a compact way, providing affordable and convenient housing while reducing auto dependence. The uses in employment areas would not necessarily be within one building, but would be relatively close to each other.

Industrial areas are reserved for employment, residential uses would not be allowed and many retail and commercial uses would be discouraged. Traditional uses, building types and employment are assumed to continue in these areas.

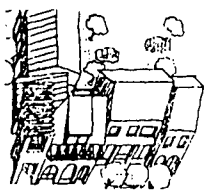
## Recommended Alternative Analysis

As indicated above, we prepared an example of how the growth concept could be construed. This enables us to show at least one way in which the growth concept could work. It is consistent with the analysis map and the results are described below.

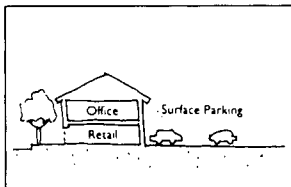
### Land use

In order to better understand what the recommended alternative would require to be implemented, Figure 1 shows the total acres and buildable land (vacant and redevelopable) assumed for each design type. The vacant lands are actual numbers of acres inventoried as buildable,

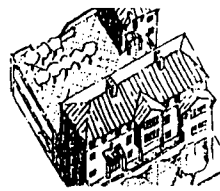
*Mixed-Use Main St.  
1.2-acre site*



*Retail Office Mixed Use  
2-3 Story Buildings (ground floor  
retail with office space above)  
Surface parking is placed behind  
the building  
137 jobs/acre*

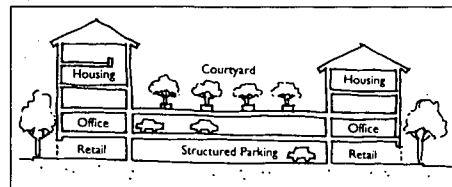


*Mixed-Use Main St.  
1.2-acre site*



*Retail-Office-Residential Mixed  
Use  
4-5 story buildings (ground floor  
retail, 1-2 levels of office and 2-3  
levels of retail)  
Structured Parking is placed below  
grade or interior to the building  
125 jobs/acre*

*62.5 swelling  
units/acre*



while the redeveloped acres are assumed to redevelop during the next 50 years.

The biggest vacant land supply is in the neighborhood categories where almost 23,000 vacant acres exist. The other large supply is in the employment areas and industrial areas, where 9,500 acres of vacant land exist and about 4,500 acres of redevelopable land were assumed.

The larger centers – town, regional and city – have small amounts of vacant buildable land – in total less than 800 net acres. These vacant lands are supplemented by redevelopable lands totaling an additional 1,100 net acres. Accordingly, 37 percent of the total developable land in these centers would need to be intensified in order to implement the recommended alternative.

While main streets also show very little available land when compared with some design types, redevelopment would allow these areas to capture almost twice the development potential available through the vacant land supply. Corridors and commercial centers with more than 6,000 acres of vacant land and 4,000 acres of redevelopment land use 27 percent of the buildable land within the design type for accommodating growth.

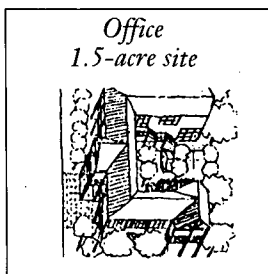
Redevelopment plays a key role in of the recommended alternative. Current building valuations were used to establish long term redevelopment potential. The following table shows the maximum building valuation used for choosing redevelopment according to the design categories used.

**Figure 4 Maximum building valuation**

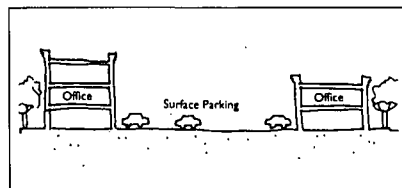
Design Coverage Area	Building Valuation (per quarter acre grid cell)
Central city	\$120,000
Regional centers	90,000
Town centers	70,000
Transit corridors and station communities	40,000
Main streets	60,000
Employment area	10,000
Industrial area	10,000
Inner neighborhoods	0
Outer neighborhoods	0

In 50 years, buildings with relatively low valuations were assumed to redevelop in the centers, main streets and corridors. No redevelopment was assumed in neighborhoods except those in potential urban reserves even though a modest level of redevelopment will occur of very low-value buildings. Only low value buildings (less than \$40,000/acre) were assumed to redevelop on industrial or mixed use employment land. These redevelopment criteria allowed 21 percent of new households and 18 percent of new employment to be accommodated through redevelopment. Redevelopment of higher value properties in the central city and regional centers would occur over time as more development takes place and land values rise.

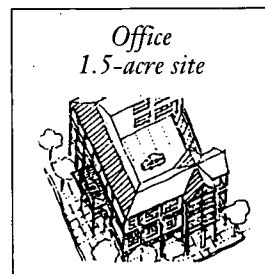
It is important to understand that redevelopment includes intensification of a site, and it does not necessarily destroy the existing buildings on the site. For example, new buildings in the parking lot of an existing complex is one common type of redevelopment. Conversion of a single-family home to an office or restaurant is another common



*Office (Low intensity)*  
 2-3 story buildings  
 Surface parking is placed behind the building  
 All buildings orient to streets of public plazas and parks  
 80% floor area ratio assumed

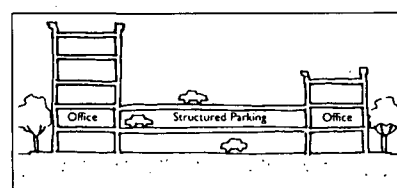


*Office jobs are calculated at 440 gross sq ft./employee or 95 jobs/acre.  
 1 parking space/office employee on site*



*Office (high intensity)*  
 4-5 story buildings  
 Structured parking is placed below grade or interior to the building  
 All buildings orient to streets or public plaza and parks  
 200% floor area ratio assumed  
 Office jobs are calculated at 340

*gross sq. ft./ employee or 300 jobs/acre  
 1 parking space/office employee on-site.*



example of redevelopment that conserves existing structures. Redevelopment through additions to existing structures would be more common outside the central city area, where existing densities are low.

Eleven thousand acres or 57 percent of the redevelopment land occurs in mixed use areas. These 11,000 acres represents only 6 percent of the gross developable acres in the region. The redevelopment land in the central city would accommodate 70 percent more employees (80,000) as it did in 1990. Regional centers would use redevelopment land at almost three times the existing density. Town centers would double the capacity on redevelopment land, as did main streets. Similarly, redevelopment along corridors create a threefold increase of the housing units there – a net increase of 30,500 households. The centers' housing density would increase on redevelopment land by more than five-fold, from 1,000 - 1,500 units in 1992 to 5,000 - 10,000 units in 2040. This growth is the result of the greater density called for in these areas. Designations in the recommended alternative would allow higher density condominiums and apartments (30 - 150 units/acre, 2-8 stories). Redevelopment in centers and corridors reinforces transit and provides the opportunity for more non-auto trips and concentrates redevelopment and higher density in relatively small portions of the region – as compared with increasing densities throughout the region.

The overall distribution of households and employees by design type in 2040 can be seen in Figure 3.

The central city would maintain its current share of 20 percent of regional employment by adding 80,000 jobs. The regional centers would double their share of employment (to 6 percent) adding 40,000 employees. The town

centers would increase their employment share from 3 percent to 5 percent with 27,000 jobs. Corridors and station communities would lose a small percentage of their regional share mostly due to the effects of new growth on vacant land in new urban reserves and elsewhere, but they still receive 64,000 jobs. Employment Areas would still add a sizeable amount – 50,000 jobs. The industrial areas would maintain approximately 12 percent of the region's employment by adding 35,000 jobs. Employment in neighborhoods (home occupations or jobs located in schools, child care centers or very small commercial sites) would remain approximately constant with today's share (15 percent), locating 37,000 new jobs there.

The large household increases occur in corridors and commercial centers (100,000 new households), and in neighborhoods (175,000 new households). The corridors' share of the region's households would drop slightly as expansion and new growth dilute corridor concentrations. The household share drops for closer-in neighborhoods, but rises for those further out in the new urban reserve areas, where the regional share rises markedly as 59,000 households locate beyond the current UGB (16 percent of the new residents). The corridors and centers add almost 41,000 households increasing their share of residents by 50 percent. Employment Areas also receive about 20,000 households – a six-fold increase in what was almost exclusively employment land before.

To the extent that the area inside the current UGB can't accommodate additional growth, Urban Reserves would be needed. These are areas designated to be converted to urban uses if and when a need for additional urban land is found. The recommended alternative would require potential urban reserves of 14,500 gross acres.

The potential urban reserves designation considered state and regional criteria. The ability to serve areas with sanitary sewer and water, access to jobs, potential health hazards and avoidance of exclusive farm use zones were weighed. In rural reserve areas, the desire to keep communities separate and efficient provision of facilities and services were considered. The potential urban reserves map is intended to provide an overall direction for decision-makers. Property specific designations of urban reserves will occur after the Metro Council concludes its decision about the recommended alternative.

In contrast to urban reserves, rural reserves have been included as a category in the recommended alternative to protect rural areas. The rural reserves are areas into which no expansion of urban reserves or the UGB will be allowed. They are intended to protect commercial, agricultural and forest activities, providing separation between urban areas. Existing large-lot rural residential uses would be allowed to continue, as would development of existing lots of record, 5 acres or larger. However, no expansion of large-lot residential zoning would be permitted.

Neighboring cities, or those cities directly connected to the Metro region by a major highway or road, are also addressed in the recommended alternative. About 40,000 residents and 49,000 jobs are planned to be accommodated in neighboring cities, primarily Sandy, Canby and Newberg. These cities administer their own urban growth boundaries, independent of Metro urban growth boundary decisions. These communities, either within their present UGB or urban reserves adopted or under review, could accommodate these jobs and households. However, the issue of maintaining separation between urban areas is of mutual interest to Metro and the neighboring cities as are issues of access and job creation.

## Transportation

The Region 2040 recommended alternative establishes a land-use context for future transportation planning efforts. We modeled transportation networks for the three concepts and the recommended alternative. The results allow us to examine the viability of the recommended alternative urban form and our ability to serve a growing population with a balanced transportation system. As we refine the regional framework plan, the interplay between transportation and land-use needs will continue to shape both urban growth and regional transportation policies.

Though detailed, our modeling does not address cost effectiveness of the networks or potential land-use impacts, and is not intended to be a comprehensive study of specific transportation needs. Instead, actual transportation needs, corridors and modes will be established in an updated Regional Transportation Plan. The updated RTP will serve as the transportation element of the Regional Framework Plan, and will address transportation planning requirements of the Metro charter, state Transportation Planning Rule and Federal ISTEA.

Once the updated RTP is complete, detailed transportation alignments may need to be developed to implement specific corridors within the region. We will also work closely with local planners to further coordinate regional transportation goals with the development of local transportation plans.

### *Connecting land use and transportation*

Two principles guided the development of the transportation system in the recommended alternative – coordination of land-use pattern and transportation decisions and a balanced transportation system. This was done by creating a network where the recommended alternative land uses and urban form were fully complemented by a range of transportation options. In general, urban centers are connected by a set of multi-modal corridors that accommodate auto, transit, bicycle and pedestrian travel to varying degrees.

Regional centers and the central city would have the most intensive package of transportation improvements and services, reflecting their central role. They would be easily accessible by multi-modal corridors and would have efficient pedestrian and bicycle circulation within the centers. Town centers would be similarly served with a multi-modal range of travel options, but the magnitude of transportation infrastructure would be generally less than the regional centers. Corridors, station communities and main streets would be characterized by high-quality transit service, bicycle and pedestrian amenities along the roadways, and less auto traffic than other arterial streets.

Employment areas and industrial areas would have more roadway connections, especially truck routes and better access to the regional highway network and would have specialized transit service to major destinations.

The recommended alternative also focused on connectivity and the development of regional centers. Our primary

objective in designing the preferred roadway network was to create a dense, connected system that dispersed travel demand and reinforced the regional centers. Using the current RTP as a starting point, local planners helped us determine where collector and arterial streets could be connected and where new streets could be extended. These new connections were designed to enhance auto, transit, bicycle and pedestrian travel options throughout the region, and particularly in the vicinity of the regional centers.

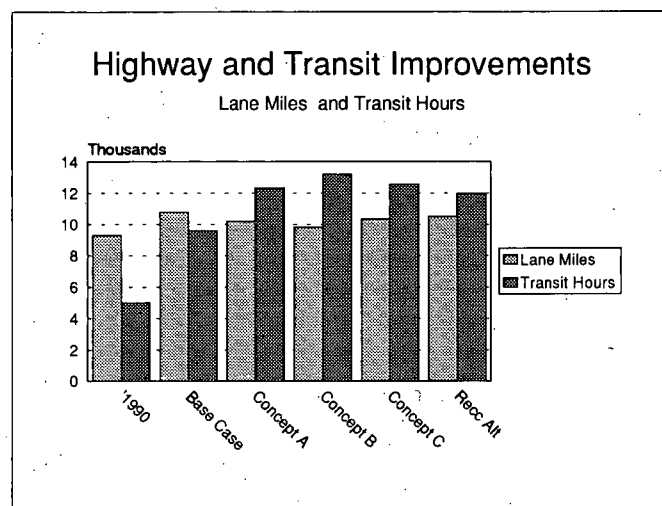
Another feature of the transportation system was keeping arterials livable. While peak-hour congestion at street intersections is to be expected, local planners helped us define parallel routes that might improve local circulation, while avoiding the development of massive arterial streets whose scale discourages the use of non-auto modes and undermines livability. In some cases, proposed highway-type facilities were dropped in favor of a series of smaller-scale arterial and collector street connections.

#### ***Major highway through-routes to connect regional centers and neighboring cities***

New highways have the potential to enhance the development of regional centers and the movement of goods throughout the region. However, new highways can also encourage urban sprawl, and undermine the viability of regional centers.

The Mt. Hood Parkway is included in the recommended network to reinforce the Gresham regional center, provide a freight route from I-84 to Highway 26 and better connect Sandy – a Neighboring City in the recommended alternative – to the urban area. The parkway is modeled with limited access, an I-84 interchange, split access to the Gresham regional center, and an interchange at Highway 26.

The southern alignment of the Sunrise Highway is similarly modeled as a second route to Sandy, a freight connection from I-205 to Highway 26, and to support development of the Clackamas and Milwaukie regional centers. The Sunrise Highway modeling assumes limited access, with interchanges at I-205, the Clackamas industrial area, Rock Creek, Damascus and Highway 26. The southern alignment is used because it best supports the development of the Damascus town center. Although the actual model contains a “build-out” of the highway, the inclusion of the Sunrise route assumes a phased-in ap-



proach, with the portion west of Damascus improved first, along with the acquisition of right-of-way and construction of the segment extending east of the proposed urban reserve boundary. The remaining sections would be improved over time, reflecting gradual development of the Damascus town center.

Finally, a new highway link from I-5 to 99W, is included as a freight connection, and as a primary route to Newberg – one of the two neighboring cities included in the recommended alternative. This connection is also intended to divert through-traffic from Highway 99W and Tualatin-Sherwood Road that might otherwise undermine the development of town centers in Tualatin and Tigard. To improve circulation and access in Washington County, new arterials and collector streets were modeled in the area between US 26 and Tualatin Valley Highway. New freeway capacity was added to Highway 217. To address freight movements from Washington County to the I-5 corridor, capacity was added to Highway 217 in the model. North/South from Tualatin Valley Highway to Highway 26, was not included as a freeway, but a package of north/south arterial and collector street improvements was modeled to improve mobility in this area for all modes of travel.

Although not included in our modeling, the growth of neighboring cities, such as Sandy and Newberg, along major freight routes will ultimately affect through-travel, and could create a need for bypass routes. Such impacts should be considered as part of implementing the Regional Framework Plan and each of these local comprehensive plans.

## Light rail connections

Tri-Met staff led the effort to design a recommended alternative transit system. The backbone of the transit network is a series of radial light rail transit corridors that connect the regional centers to the central city. These radial routes include the Banfield and Westside LRT lines, and LRT routes south to Milwaukie and Clackamas Town Center, north to Clark County, and a westside spur to Washington Square. Several alignments are conceptual; actual alignments of planned connections will be determined in later, more detailed studies.

In addition to an extensive network of local bus lines, we have included a new level of service, called FastLink, that offers streamlined, express-type service to regional centers and along major corridors. Although still under development, FastLink service is envisioned to be a bridge between light rail and traditional bus service, with amenity-oriented buses that serve more widely-spaced "stations."

Critical aspects of the transit system are improvements made to the road network and pedestrian improvements. The road improvements discussed above increase connectivity for autos, transit, bikes and pedestrians. In addition to improved street connectivity in the vicinity of regional centers, bicycle and pedestrian travel is encouraged in the recommended alternative through improved amenities (modeled as pedestrian environmental factors, or PEFs) within the regional centers, and parking cost factors applied to auto travel to the centers. As the Regional Framework Plan is developed, these modelling considerations will be translated into bicycle and pedestrian system improvements and parking management programs tailored to each of the six regional centers.

The recommended alternative assumes a series of "green corridor" transportation links to neighboring cities that span rural reserves. In the cases of Sandy and Newberg, the green corridors feature high performance, limited access highways, high-quality transit, and bicycle and pedestrian facilities that give easy access to the neighboring cities while minimizing urban development pressure on the intervening rural landscape.

Although other outlying towns are not planned to absorb a significant share of growth in the recommended alternative, many are already experiencing growth today. Though major transportation improvements to these towns are not included in the recommended alternative, existing highway

links to these cities that travel through rural areas are still designed as green corridor facilities in the recommended network.

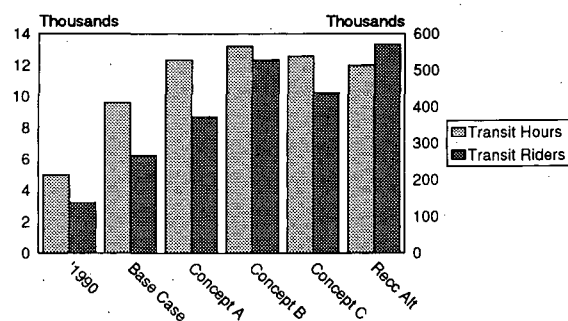
As with the previous growth concepts, we modeled a possible transportation system for the recommended alternative. The results are heartening.

With a road network somewhat larger than the other growth concepts, but a compact form, the recommended alternative is projected to have less congestion than both Concepts A and B. Only Concept C, which assumes that one-third of future growth will be in neighboring cities, would have slightly less congestion. However, overall congestion in the recommended concept would still be double today's levels.

Our analysis of the model results also shows that areas of the region with dense networks of through streets would have less p.m. peak-hour congestion, including close-in neighborhoods near the central city. In contrast, areas with a more dispersed, less connected roadway system are projected to have significant peak-hour congestion – despite a number of modeled roadway additions to these more dispersed networks.

Though transit service in the recommended alternative was less extensive than any other growth scenario, the close coordination of land use and transit helped to produce had the best transit ridership of any concept. Transit ridership was also encouraged in the recommended alternative by modeled parking factors and pedestrian amenities in urban centers and transit-supportive corridors. Despite a less extensive light-rail system than other growth concepts and the addition of more land to the

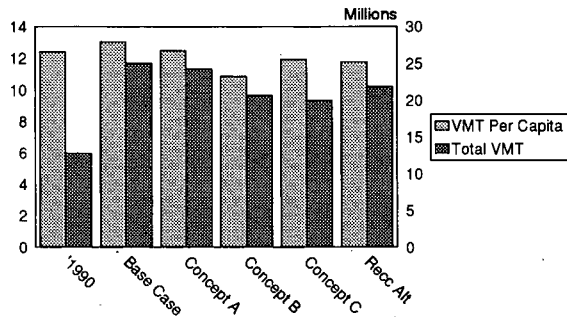
Daily Transit Service and Ridership





## VMT Per Capita and Total VMT

inside UGB



urban area in this scenario, the percentage of jobs and households served by transit in the recommended alternative would be nearly the same as current levels.

With regard to the state Transportation Rule requirement of a 20 percent reduction in vehicle miles traveled (VMT) over the next thirty years, the recommended alternative would achieve a drop of just over 5 percent during the 50-year planning period. Though less than Concept B, this VMT per capita reduction is better than the other scenarios.

These modelling conclusions show the feasibility of serving the recommended alternative urban form with a balanced, attainable transportation system. Such a system provides for continued mobility via the automobile, ensures freight efficient movement on the regional highway system and offers attractive passenger travel options to the automobile via transit, bicycle and pedestrian modes.

### What can we improve?

The lessons learned from developing the recommended alternative will provide a valuable starting point for updating the RTP. While individual road and transit links were modeled in a conceptual manner, the recommended alternative will still help us address key policy issues about the mix transportation modes, the need to complement transit routes with supporting land uses, and the need to limit the impact of urban travel routes on rural land uses.

The recommended alternative also gives us valuable data with which to establish specific objectives and indicators

for transportation service and performance. These may include roadway density vs. capacity ratios, transit service thresholds, bicycle and pedestrian accessibility targets, freight movement considerations and levels of tolerable peak-hour congestion in specific urban environments and situations.

## Parks and open space

The primary objective is to preserve natural areas and open spaces within an intensifying metropolitan area so that the region has active and passive recreational opportunities and is not exclusively urban from one end of the UGB to the other. The recommended alternative specifically accounts for open space on its map and in its capacity analysis. Within the definition of open space is included public and private land that cannot be built on because it is in floodplains, wetlands and parks (15,300 acres). Additional land would be added that buffers stream corridors and significant topographic features as well as significant habitat areas from the Greenspaces Master Plan. These additions would bring the total open spaces to 34,000 acres. Much of the open spaces are vacant and privately owned (12,350 acres). Of the vacant land, only 5,000 gross acres is considered buildable when environmental constraints and gross to net reductions are taken into account.

A portion of the total open space (6,400 acres) is already developed, but at very low densities. While development within areas designated as open space would not be expected to be removed, additional development would be discouraged. In addition, while some areas of privately owned, undeveloped land may be designated as open space, the intent is to encourage the local jurisdictions to conserve these open spaces by clustering any permitted density, leaving the bulk of the remaining land undeveloped.

## Air quality

Air quality concerns carbon monoxide (CO) in the winter and ground level ozone (O3) in the summer. Forecasts show potential problems with the ground level ozone, beginning in 2007. These problems will be exacerbated by all pollution sources, not only transportation related sources.

Nonetheless, air quality modeling results for transportation sources were encouraging. When the recommended alternative is compared with the other growth concepts, relatively low levels of transportation generated air pollutants are projected. For a seven-county region (Clackamas, Clark, Columbia, Marion, Multnomah, Yamhill and Washington counties) the recommended alternative would have the lowest forecast levels of CO. On a four-county basis, the recommended alternative would generate slightly more CO than Concept C, but less than any of the other growth concepts.

The recommended alternative, on a seven-county basis, would have the second lowest level of projected transportation generated hydrocarbons, while on a four-county basis, concepts B and C would generate somewhat less. It should be kept in mind that because of fleet emission improvements, the projections for hydrocarbon and CO levels from transportation sources are less than existing (1990) levels. That is, for two important air pollutants, transportation will generate less pollutants than today.

However, for the third key pollutant, oxides of nitrogen, all growth concepts would show an increase from transportation sources. For the seven-county area, concept B would generate less oxides of nitrogen than any other, while the recommended alternative would be second best. For the four county area, the recommended alternative again is projected to have slightly more air pollution than concept B, but would have better predicted performance than all other growth concepts.

## Employment

As indicated in *Concepts for Growth*, given our population and employment forecasts it appears that in aggregate there is sufficient land for employment uses. The recommended alternative, although different than the other analyzed concepts, includes very similar amounts of employment land. If the same analysis method is used, we would conclude that some areas, particularly in Hillsboro and along the Columbia south shore, appear to have more land than is likely to be needed during the 50-year time horizon of the study.

Having a surplus of such land may provide flexibility in locational decisions, although some land owners may question the designation if development is not feasible because of lack of market demand. Regardless, a more

public concern is the balance between jobs and housing in the region. The jobs housing table below shows each of the regional centers and the areas for which a jobs/housing ratio was calculated under the recommended alternative.

Portland would continue to be a jobs rich area, while other areas such as Clackamas Town Center would become more housing rich than they currently are. The overall trend is towards more housing and less jobs. This is in line with national trends for the time period due to the aging of the population. The need for housing remains, but the percentage of the population participating in the workforce will decline as greater numbers of people are retired.

## Housing

As noted earlier, the largest amount of land in the region is devoted to residential uses. Of this, by far the most land is used for single family development. With the recommended alternative, the new development, which would be at a ratio of 62 percent single-family to 38 percent multi-family, is more compact than existing development, with a ratio of 70 percent single-family to 30 percent multi-family. However, the recommended alternative includes as single-family about 78,000 new homes that would be built at 10.5 dwelling units per gross acre – average lot sizes of 3,000 square feet or less. These units comprise about 20 percent of the total new single-family units assumed to be built during 50 years. These higher densities could be met by combinations of single-family and multi-family, accessory units (or “granny flats”) or developments such as rowhouses, duplexes, and small-lot single-family along corridors and in station communities.

New housing in the centers is almost exclusively multi-family, while the neighborhood categories are predominantly single-family. This difference between centers and neighborhoods reflects the strategy in the recommended alternative to locate higher density housing only in very accessible locations. The corridors and station communities show a mix of housing (35 percent single-family to 65 percent multi-family) that often borders both transit and neighborhoods.

The Metro Housing Rule was set both to contain the UGB and ensure affordable housing. If we move away from jurisdictional goals to the target areas in the recommended alternative we need to revisit each jurisdiction's

**Figure 5 Region 2040 - Comparison of Alternatives - Summary**

	1990	Base Case	Concept A	Concept B	Concept C	Recommended Alternative
<b>Demography</b>						
Population	1,032,471	1,917,284	1,943,895	1,904,799	1,678,720	1,862,182
Households	410,853	827,843	839,333	822,452	724,836	804,051
Jobs	723,982	1,284,210	1,305,193	1,293,427	1,169,913	1,257,365
Single-family/ multi-family	70/30	70/30	74/26	60/40	69/31	65/32
<b>Location of Growth</b>						
% of growth in existing Metro UGB	—	83%	71%	100%	63%	87%
% of growth accommodated by redevelopment	—	0%	6%	18%	8%	19%
EFU conversion	—	63,900	17,200	0	11,400	3,545
% of employment on industrial land	32%	43%	53%	33%	54%	25%
<b>Transportation</b>						
Vehicle miles traveled per capita	12.40	13.04	12.48	10.86	11.92	11.76
<b>Mode Split</b>						
(Auto/transit/walk-bike)	92/3/5	92/3/5	91/4/5	88/6/6	89/5/6	88/6/6
Congested road miles	151	506	682	643	404	454
Transit riders	136,800	338,323*	372,400	527,800	437,200	570,000
Average PM speed (mph)	30	28	24	24	27	26
Transit service hours	4,983	9,600	12,300	13,200	12,600	12,000
<b>Air Quality</b>						
CO winter (Kg/day)	835,115	614,451	613,537	579,579	569,091	574,749
CO summer	574,708	528,601	525,133	496,017	487,188	491,995
HC summer	177,857	70,700	69,810	66,375	65,745	66,391
NOx summer	80,452	94,024	90,987	83,817	86,988	86,230
<b>Water</b>						
Drinking water costs	—	—	Moderate	Low	Moderate	Lower
Wastewater costs	—	—	Moderate	Moderate	High	Moderate
Stormwater costs	—	—	Moderate	Moderate	Moderate	Moderate

\* The base case did not have parking factors and pedestrian factors modeled consistent with the other growth concepts.

responsibility for affordable housing. Metro's primary responsibility is to ensure an adequate land supply to accommodate housing demand. The Recommended Alternative would accomplish this by moderate expansions of the urban growth boundary, higher densities, and some redevelopment.

In our discussions with affordable housing providers and advocates, they indicated that unless specific policies address the issue, little progress is likely. Policies and incentives to the private sector in particular, but also to nonprofit agencies, to encourage affordable housing would be needed.

## **Social stability**

For the earlier growth concepts we asked law enforcement, fire fighting and emergency medical response officials which concept might be most easily served. Their answers considered response times and design elements that foster a strong sense of community. Applying those criteria to the recommended alternative, we conclude that it would likely have response times better than Concept A, because the total urban land area is less. Additionally, the recommended alternative is similar in response times to Concepts B or C and much better than the base case. The recommended alternative is likely to do as well or better than the concepts previously analyzed when considering crime and safety issues.

## **Water facilities**

In analyzing the growth concepts, sewer and water professionals of the region considered a myriad of criteria. They concluded that the potential cost differences between concepts for stormwater were too small to predict differences and a similar conclusion with regard to stormwater costs and the recommended alternative can be reached. However, service providers did find differences in water and sanitary sewer costs. Consistent with their findings, it seems likely that the recommended alternative would have slightly higher costs than Concept B, but lower than A or C for water and sanitary sewer services.

A regional water supply study is currently being completed by the water providers of the region and Metro. This analysis is using the Region 2040 growth assumptions and data to evaluate alternative approaches and reach conclu-

sions about the most effective solutions to address water supply issues in the region. These conclusions should prove useful in preparing the Regional Framework Plan.

## **Summary**

We have studied, analyzed, modeled, talked, changed, amended, defined and redefined. It is now time for a regional decision on how we want this area to grow in the next 50 years.

The recommended alternative is intended as a focal point of discussion as to how the citizens of this region believe we should best meet the challenges of the future. It attempts to blend technical analysis and the concerns heard so far from the public. It balances the concerns about expansion of the urban growth boundary with concerns about higher densities and providing housing choice. It provides mobility and mode choice by planning for more light rail and bus service, while considering the cost-effectiveness of such services. It models expansions of the road and highway network, with improvements linked to serving critical land uses.

The recommended alternative will be scrutinized by the public, interested parties, Metro advisory committees and the Metro Council. Changes to the recommended alternative will undoubtedly be made prior to adoption. The Metro Council, once satisfied with the revisions they direct, will adopt a map and text that will be incorporated into the Regional Urban Growth Goals and Objectives (RUGGO). The recommended alternative through this process will be distilled into basic principles and a map and become the formally adopted Region 2040 Growth Concept. The directions set by this decision will become the foundation for the charter-mandated regional framework plan.

**RUGGO**  
*Amendments*



## METRO

Date: September 14, 1994

To: Metro Council  
Metro Policy Advisory Committee  
Joint Policy Advisory Committee on Transportation  
Future Vision Commission

From: John Fregonese, Senior Manager, Growth Management  
Planning Department

Regarding: **RUGGO Amendments**

Attached are the Proposed Amendments to RUGGO for your consideration.

- 1) Goal I was modified to reflect the Charter mandated implementation responsibilities. Of note are the additions of the Regional Framework Plan to the sections dealing with functional plans. This extends the RUGGO process for developing, adopting and implementing functional plans to the Regional Framework Plan.
- 2) Goal II was not amended.
- 3) A new "Growth Concept" section was added (II.4, page 34) to describe the findings and conclusions of the Recommended Alternative.
- 4) The Glossary (page 45) was updated to include new language developed as part of Region 2040 and the Recommended Alternative.

It is clear in reading the entire document that we have evolved significantly since RUGGO was adopted. While most of the RUGGO objectives continue to be valid, they should be refined and strengthened in light of the Metro Charter and the Region 2040 Concept. In addition, the use of indicators and planning activities will shape the topics and direction of the Regional Framework Plan. We believe that this work should be undertaken with MPAC in the first six months of 1995, to be completed and adopted in conjunction with the Future Vision. Most of the changes required would be revisions to Goal II of the RUGGOs.

## Table of Contents

Introduction . . . . .	2
Background Statement . . . . .	3
Planning a Vision for the Metro Area . . . . .	5
<b>Goal I: Regional Planning Process . . . . .</b>	<b>6</b>
Objective 1: Citizen Participation . . . . .	7
Objective 2: Metro Policy Advisory Committee . . . . .	7
Objective 3: Applicability of RUGGOs . . . . .	8
Objective 4: Implementation Rules . . . . .	10
Objective 5: Functional Planning Process . . . . .	11
Objective 6: Future Vision . . . . .	13
Objective 7: Amendments to RUGGO . . . . .	14
<b>Goal II: Urban Form . . . . .</b>	<b>16</b>
<b>II.1 NATURAL ENVIRONMENT . . . . .</b>	<b>17</b>
Objective 8: Water Resources . . . . .	17
Objective 9: Air Quality . . . . .	17
Objective 10: Natural Areas, Parks, and Wildlife Habitat . . . . .	18
Objective 11: Protection of Agricultural and Forest Resource Lands . . . . .	19
<b>II.2 BUILT ENVIRONMENT . . . . .</b>	<b>21</b>
Objective 12: Housing . . . . .	21
Objective 13: Public Services and Facilities . . . . .	22
Objective 14: Transportation . . . . .	23
Objective 15: Economic Opportunity . . . . .	25
<b>II.3 GROWTH MANAGEMENT . . . . .</b>	<b>27</b>
Objective 16: Urban/Rural Transition . . . . .	27
Objective 17: Developed Urban Land . . . . .	29
Objective 18: Urban Growth Boundary . . . . .	31
Objective 19: Urban Design . . . . .	32
<b>II.4 GROWTH CONCEPT . . . . .</b>	<b>34</b>
 Glossary . . . . .	 45

## Introduction

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

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

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

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

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



## **Executive Recommendation**

September 22, 1994

Page # 3.

### **Background Statement**

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

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

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

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

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

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

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

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

**Executive Recommendation**

**September 22, 1994**

**Page # 4**

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

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

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

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

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

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

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

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

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

## **Planning for a Vision of Growth in the Portland Metropolitan Area**

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

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

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

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

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

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

## 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 significance concern through a participatory process involving the Metro Policy Advisory Committee, cities, counties, special districts, school districts, and state and regional agencies such as Tri-Met and the Port of Portland;
- 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 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 CCD) Regional Citizen Involvement Coordinating Committee.~~ Metro shall establish a ~~Metro Committee for Citizen Involvement Regional Citizen Involvement Coordinating Committee~~ to assist with the development, implementation and evaluation of its citizen involvement program and to advise the ~~Metro Regional Policy Advisory Committee~~ regarding ways to best involve citizens in regional planning activities.

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

## Objective 2. ~~Metro~~ Policy Advisory Committee

The 1992 Metro Charter has established the Metro Policy Advisory Committee to:

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

2.1. **Metro Policy Advisory Committee Composition.** The initial Metro Policy Advisory Committee (MPAC) shall be chosen according to the Metro Charter and, thereafter, according to any changes approved by majorities of 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

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

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

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

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

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

~~3.i. — A regional functional plan, itself consistent with these goals and objectives,~~

~~3.i. 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 they~~

may recommend or require amendments to adopted and acknowledged comprehensive land use plans; or

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

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

**3.1. Urban Growth Boundary Plan.** The Urban Growth Boundary Plan has two components:

3.1.1. The acknowledged urban growth boundary line; and

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

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

**3.3 Regional Framework Plan.** The regional framework plan adopted by Metro shall be consistent with these goals and objectives. Provisions of the regional framework plan that establish performance standards, and that may 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.

**3.4.3. Periodic Review of Comprehensive Land Use Plans.** At the time of periodic review for comprehensive land use plans in the region the Metro Policy Advisory Committee:

3.3.1. 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

3.3.2. May provide comments during the periodic review of adopted and acknowledged comprehensive plans on issues of regional concern.

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

#### **Objective 4. Implementation Roles**

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

##### **4.1. Metro Role. Metro shall:**

- 4.1.1. Identify and designate areas and activities of metropolitan significance;
- 4.1.2. Provide staff and technical resources to support the activities of the ~~Regional~~ Metro Policy Advisory Committee;
- 4.1.3. Serve as a technical resource for cities, counties, and other jurisdictions and agencies;
- 4.1.4. Facilitate a broad-based regional discussion to identify appropriate strategies for responding to those issues of metropolitan significance; and
- 4.1.5. Adopt functional plans necessary and appropriate for the implementation of these regional urban growth goals and objectives, ~~and the regional framework plan;~~
- 4.1.6. Coordinate the efforts of cities, counties, special districts, and the state to implement adopted strategies.

##### **4.2. Role of Cities.**

- 4.2.1. Adopt and amend comprehensive plans to conform to and functional plans adopted by Metro;
- 4.2.2. Identify potential areas and activities of metropolitan significance;
- 4.2.3. Cooperatively develop strategies for responding to designated areas and activities of metropolitan significance;



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

**4.3. Role of Counties.**

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

4.3.2. Identify potential areas and activities of metropolitan significance;

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

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

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

**4.5. Role of the State of Oregon.**

4.5.1. Advise Metro regarding the identification of areas and activities of metropolitan significance;

4.5.2. Cooperatively develop strategies for responding to designated areas and activities of metropolitan significance;

4.5.3. Modify state plans, regulations, and activities to insure coordination with the regional framework plan and functional plans adopted by Metro, and direct state programs toward implementation of these goals and objectives and the regional framework plan;

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

~~— Advise Metro regarding the identification of areas and activities of metropolitan significance and the development of strategies to address them, and participate in the review and refinement of these goals and objectives.~~

**Objective 5. Functional Planning Process**

Functional plans are limited purpose plans, consistent with these goals and objectives, which address designated areas and activities of metropolitan significance ~~concern~~. This shall

**Executive Recommendation**

September 22, 1994

Page # 12

include all sections of the regional framework plan that establish performance standards for local 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 Metro Policy Advisory Committee may recommend that the Metro Council designate an area or activity of metropolitan significance for which a functional plan should be prepared; or

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

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 Metro Policy Advisory Committee 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 Metro Policy Advisory Committee 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 the Metro Policy Advisory Committee 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 Metro Policy Advisory Committee in order to consider amendments to the proposed plan prior to adoption; or

## **Executive Recommendation**

September 22, 1994

Page # 13

5.2.C. Amend and adopt the proposed functional plan; or

5.2.D. Reject the proposed functional plan.

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

**5.3. Functional Plan Implementation and Conflict Resolution.** Adopted functional plans shall be regionally coordinated policies, facilities, and/or approaches to addressing a designated area or activity of metropolitan significance, 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 recommendation should not or cannot be incorporated into its comprehensive plan, then Metro shall review any apparent inconsistencies by the following process:

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

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

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

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

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

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

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

## **Objective 6. Future Vision and the Future Vision Commission**

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

## Executive Recommendation

September 22, 1994

Page # 14.

"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 will be 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 will describe the relationship of components of the Regional Framework Plan, and the Regional Framework Plan as a whole, to the Future Vision.

### **Objective 76. Amendments to the Regional Urban Growth Goals and Objectives**

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

**76.1. 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 urban growth boundary 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 Metro Policy Advisory Committee before taking action. All amendment proposals will include the date and method through which they may become effective, should they be adopted. Amendments to the acknowledged regional urban growth boundary will be considered under acknowledged urban growth boundary amendment procedures incorporated in the Metro Code.

**Executive Recommendation**

**September 22, 1994**

**Page # 15**

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

## GOAL II: URBAN FORM

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

II.i. preserve environmental quality;

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

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

## II.1: NATURAL ENVIRONMENT

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

### Objective 87. Water Resources

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

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

#### *Planning Activities:*

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

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

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

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

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

### Objective 98. Air Quality

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

98.1. 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.

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

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

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

*Planning Activities:*

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

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

**Objective 109. Natural Areas, Parks and Wildlife Habitat**

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

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

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



## **Executive Recommendation**

September 22, 1994

Page # 19

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

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

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

### *Planning Activities:*

1. Inventory existing open space and open space opportunities to determine areas within the region where open space deficiencies exist now, or will in the future, given adopted land use plans and growth trends.
2. Assess current and future active recreational land needs. Target 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.
3. Develop multi-jurisdictional tools for planning and financing the protection and maintenance of open space resources. Particular attention will be paid to using the land use planning and permitting process and to the possible development of a land-banking program.
4. Conduct a detailed biological field inventory of the region to establish an accurate baseline of native wildlife and plant populations. Target population goals for native species will be established through a public process which will include an analysis of amounts of habitat necessary to sustain native populations at target levels.

## **Objective 1140. Protection of Agriculture and Forest Resource Lands**

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

1140.1. **Rural Resource Lands.** Rural resource lands outside the urban growth boundary which have significant resource value should actively be protected from urbanization.

1140.2. **Urban Expansion.** Expansion of the urban growth boundary shall occur in urban reserves, established consistent with Objective 15.3.

*Planning Activities:*

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

## II.2. BUILT ENVIRONMENT

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

- II.2.i. a regional "fair-share" approach to meeting the housing needs of the urban population;
- II.2.ii. the provision of infrastructure and critical public services concurrent with the pace of urban growth;
- II.2.iii. the integration of land use planning and economic development programs;
- II.2.iv. the coordination of public investment with local comprehensive and regional functional plans;
- II.2.v. the continued evolution of regional economic opportunity; and
- II.2.vi. the creation of a balanced transportation system, less dependent on the private automobile, supported by both the use of emerging technology and the collocation of jobs, housing, commercial activity, parks and open space.

### Objective 1241. Housing

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

#### *Planning Activities:*

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

provide for the sharing of regional housing supply responsibilities by ensuring the presence of single and multiple family zoning in every jurisdiction; and

plan for local residential housing densities that support net residential housing density

assumptions underlying the regional urban growth boundary.

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

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

**Objective 1312. Public Services and Facilities**

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

- 1312.i. minimize cost;
- 1312.ii. maximize service efficiencies and coordination;
- 1312.iii. result in net improvements in environmental quality and the conservation of natural resources;
- 1312.iv. keep pace with growth while preventing any loss of existing service levels and

achieving planned service levels;

1312.v. use energy efficiently; and

1312.vi. shape and direct growth to meet local and regional objectives.

1312.1. **Planning Area.** The long-term geographical planning area for the provision of urban services shall be the area described by the adopted and acknowledged urban growth boundary and the designated urban reserves.

1312.2. **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.

1312.3. **Timing.** The region should seek the provision of public facilities and services at the time of new urban growth.

*Planning Activities:*

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

**Objective 1413. Transportation**

A regional transportation system shall be developed which:

1413.i. reduces reliance on a single mode of transportation through development of a balanced transportation system which employs highways, transit, bicycle and pedestrian improvements, and system and demand management.

1413.ii. provides adequate levels of mobility consistent with local comprehensive plans and state and regional policies and plans;

1413.iii. encourages energy efficiency;

1413.iv. recognizes financial constraints; and

**1413.v.** minimizes the environmental impacts of system development, operations, and maintenance.

**1413.1. System Priorities.** In developing new regional transportation system infrastructure, the highest priority should be meeting the mobility needs of mixed use urban centers, when designated. Such needs, associated with ensuring access to jobs, housing, and shopping within and among those centers, should be assessed and met through a combination of intensifying land uses and increasing transportation system capacity so as to minimize negative impacts on environmental quality, urban form, and urban design.

**1413.2. Environmental Considerations.** Planning for the regional transportation system should seek to:

**1413.2.1.** reduce the region's transportation-related energy consumption through increased use of transit, carpools, vanpools, bicycles and walking;

**1413.2.2.** maintain the region's air quality (see Objective 8: Air Quality); and

**1413.2.3.** reduce negative impacts on parks, public open space, wetlands, and negative effects on communities and neighborhoods arising from noise, visual impacts, and physical segmentation.

**1413.3. Transportation Balance.** Although the predominant form of transportation is the private automobile, planning for and development of the regional transportation system should seek to:

**1413.3.1.** reduce automobile dependency, especially the use of single-occupancy vehicles;

**1413.3.2.** 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

**1413.3.3.** encourage bicycle and pedestrian movement through the location and design of land uses.

*Planning Activities:*

1. Build on existing mechanisms for coordinating transportation planning in the region by:

identifying the role for local transportation system improvements and relationship

between local, regional, and state transportation system improvements in regional transportation plans;

clarifying institutional roles, especially for plan implementation, in local, regional, and state transportation plans; and

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

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

#### Objective 1514. Economic Opportunity

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

#### *Planning Activities:*

1. Regional and subregional economic opportunities analyses, as described in OAR 660 Division 9, should be conducted to:

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

identify regional and subregional target industries. Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries. Enterprises identified for recruitment, retention, and expansion should be basic industries that broaden and diversify the region's

economic base while providing jobs that pay at family wage levels or better; and

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

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



## II.3: GROWTH MANAGEMENT

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

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

### Objective 1615. Urban/rural transition

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

**1615.1. Boundary Features.** The Metro urban growth boundary should be located using natural and built features, including roads, drainage divides, floodplains, powerlines, major topographic features, and historic patterns of land use or settlement.

**1615.2. Sense of Place.** Historic, cultural, topographic, and biological features of the regional landscape which contribute significantly to this region's identity and "sense of place", shall be identified. Management of the total urban land supply should occur in a manner that supports the preservation of those features, when designated, as growth occurs.

**1615.3. Urban Reserves.** Thirty-year "urban reserves", adopted for purposes of coordinating planning and estimating areas for future urban expansion, should be identified consistent with these goals and objectives, and reviewed by Metro every 15 years.

**1615.3.1.** Establishment of urban reserves will take into account:

**1615.3.1.a.** The efficiency with which the proposed reserve can be provided with urban services in the future;

**1615.3.1.b.** The unique land needs of specific urban activities assessed from a regional perspective;

**1615.3.1.c.** The provision of green spaces between communities;

1615.3.1.d. The efficiencies with which the proposed reserve can be urbanized;

1615.3.1.e. The proximity of jobs and housing to each other;

1615.3.1.f. The balance of growth opportunities throughout the region so that the costs and benefits can be shared;

1615.3.1.g. The impact on the regional transportation system; and

1615.3.1.h. The protection of farm and forest resource lands from urbanization. Inclusion of land in an urban reserve shall be preceded by consideration of all of the above factors.

1615.3.2 In addressing 1615.3.1(h), the following hierarchy should be used for identifying priority sites for urban reserves:

1615.3.2.a. First, propose such reserves on rural lands excepted from Statewide Planning goals 3 and 4 in adopted and acknowledged county comprehensive plans. This recognizes that small amounts of rural resource land adjacent to or surrounded by those "exception lands" may be necessary for inclusion in the proposal to improve the efficiency of the future urban growth boundary amendment.

1615.3.2.b. Second, consider secondary forest resource lands, or equivalent, as defined by the state.

1615.3.2.c. Third, consider secondary agricultural resource lands, or equivalent, as defined by the state.

1615.3.2.d. Fourth, consider primary forest resource lands, or equivalent, as defined by the state.

1615.3.2.e. Finally, when all other options are exhausted, consider primary agricultural lands, or equivalent, as defined by the state.

1615.3.3. Expansion of the urban growth boundary shall occur consistent with Objectives 176 and 187. Where urban land is adjacent to rural lands outside of an urban reserve, Metro will work with affected cities and counties to ensure that urban uses do not significantly affect the use or condition of the rural land. Where urban land is adjacent to lands within an urban reserve that may someday be included within the urban growth boundary, Metro will work with affected cities and counties to ensure that rural development does not create obstacles to efficient urbanization in the future.

*Planning Activities:*

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

**Objective 1716. 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.

**1716.1. Redevelopment & Infill.** The potential for redevelopment and infill on existing urban land will be included as an element when calculating the buildable land supply in the region, where it can be demonstrated that the infill and redevelopment can be reasonably expected to occur during the next 20 years. When Metro examines whether additional urban land is needed within the urban growth boundary, it shall assess redevelopment and infill potential in the region.

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

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

**1716.2. Portland Central City.** The Central City area of Portland is an area of regional and state significance for commercial, economic, cultural, tourism, government, and transportation functions. State and regional policy and public investment should continue to recognize this special significance.

**1716.3. Mixed Use Urban Centers.** The region shall evaluate and designate mixed use urban centers. A "mixed use urban center" is a mixed use node of relatively high density, supportive of non-auto based transportation modes, and supported by sufficient public facilities and services, parks, open space, and other urban amenities. Upon identification of mixed use urban centers, state, regional, and local policy and investment shall be coordinated to achieve development objectives for those places. Minimum targets for transit:highway mode split, jobs:housing balance, and minimum housing density may be associated with those public investments.

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

*Planning Activities:*

1. Metro's assessment of redevelopment and infill potential in the region shall include but not be limited to:
  - a. An inventory of parcels where the assessed value of improvements is less than the assessed value of the land.
  - b. An analysis of the difference between comprehensive plan development densities and actual development densities for all parcels as a first step towards determining the efficiency with which urban land is being used. In this case, efficiency is a function of land development densities incorporated in local comprehensive plans.
  - c. An assessment of the impacts on the cost of housing of redevelopment versus expansion of the urban growth boundary.
  - d. An assessment of the impediments to redevelopment and infill posed by existing urban land uses or conditions.
2. Financial incentives to encourage redevelopment and infill consistent with adopted and

acknowledged comprehensive plans should be pursued to make redevelopment and infill attractive alternatives to raw land conversion for investors and buyers.

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

#### **Objective 1817. Urban Growth Boundary**

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

**1817.1. Expansion into Urban Reserves.** Upon demonstrating a need for additional urban land, major and legislative urban growth boundary amendments shall only occur within urban reserves unless it can be demonstrated that Statewide Planning Goal 14 cannot be met for the urban region through use of urban reserve lands.

**1817.2. Urban Growth Boundary Amendment Process.** Criteria for amending the urban growth boundary shall be derived from statewide planning goals 2 and 14 and relevant portions of the Regional Urban Growth Goals and Objectives.

**1817.2.1. Major Amendments.** Proposals for major amendment of the UGB shall be made primarily through a legislative process in conjunction with the development and

adoption of regional forecasts for population and employment growth. The amendment process will be initiated by a Metro finding of need, and involve local governments, special districts, citizens, and other interests.

**1817.2.2. 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 1918. Urban Design**

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

**1918.i.** the recognition and protection of critical open space features in the region;

**1918.ii.** public policies which encourage diversity and excellence in the design and development of settlement patterns, landscapes, and structures; and

**1918.iii.** ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern which:

**1918.iii.a.** is pedestrian "friendly" and reduces auto dependence;

**1918.iii.b.** encourages transit use;

**1918.iii.c.** reinforces nodal, mixed use, neighborhood oriented design;

**1918.iii.d.** includes concentrated, high density, mixed use urban centers developed in relation to the region's transit system; and

**1918.iii.e.** is responsive to needs for privacy, community, and personal safety in an urban setting.

**1918.1.** Pedestrian and transit supportive building patterns will be encouraged in order to minimize the need for auto trips and to create a development pattern conducive to face-to-face community interaction.

#### *Planning Activities:*

1. A regional landscape analysis shall be undertaken to inventory and analyze the relationship between the built and natural environments and to identify key open space,

topographic, natural resource, cultural, and architectural features which should be protected or provided as urban growth occurs.

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

## II.4 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 urban growth boundary 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 720,000 additional residents and 350,000 additional jobs. The total population served within this plan is 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. It combines the goals of RUGGO with the analysis of the Region 2040 project to guide growth for the next 50 years.

The conceptual description of the preferred urban form of 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 RUGGO Objectives may be needed to reflect the results of additional planning to maintain the consistency of implementation actions with RUGGO.

The basic principles of the Growth Concept apply Growth Management Goals and Objectives in RUGGO. An urban to rural transition to reduce sprawl, keep a clear distinction between urban and rural lands and balance re-development is needed. For its long term urban land supply, the Growth Concept estimates that about 14,500 acres will be needed to accommodate projected growth. These lands will be selected from about 22,000 acres of Urban Reserve Study Area shown on the Concept Map. 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.



## Executive Recommendation

September 22, 1994

Page # 35

Mixed use urban centers inside the urban growth boundary are one key to the Growth Concept. Creating higher density centers of employment and housing with compact development and transit service is intended to provide efficient access to goods and services and enhances multi modal transportation. 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 and housing so that more transportation trips are likely to remain local and become more multi modal.

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 urban growth boundary 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, like "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 indicate a need to balance other parts of the Growth Concept to retain the compact urban form contained in the Growth Concept.

### Neighbor Cities:

The Growth Concept recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. 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 three key concepts for cooperative agreements with neighbor cities:

## Executive Recommendation

September 22, 1994

Page # 36

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 shall 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) The "green corridor," highway through a rural reserve that serves as a link between the metropolitan area and a neighbor city without 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

## Rural Reserves

These are rural areas that 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 the foreseeable future, an idea that requires agreement among local, regional and state agencies. They are areas outside the present urban growth boundary 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. Road improvements would specifically exclude interchanges or other highway access to the rural road system, as would any nearby extensions of urban services. Zoning would be for resource protection on farm and forestry land, and very low density residential (less 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. New areas of urban reserves, that are indicated on the

## Executive Recommendation

September 22, 1994

Page # 37

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

The areas designated open space on the Concept map are parks, stream corridors, wetlands and floodplains, largely undeveloped upland areas, or areas of 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.

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 urban growth boundary 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, 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 urban growth boundary 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. Still others could be protected by very low-density residential zoning, clustering housing on portions of the land while leaving important features as common open space.

## Centers



## Executive Recommendation

September 22, 1994

Page # 38

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 a 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 "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.

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 the same rate as the rest of the region, and would remain the location of 20 percent of regional employment. To do this, downtown Portland's 1990 density of 150 people per acre would increase to 250 people per acre. Improvements to the transit system network and maintenance of the highway system would provide additional mobility to and from the city center.

### Regional centers

## Executive Recommendation

September 22, 1994

Page # 39.

There are six 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 serves most of the Portland area as a regional center. Downtown Beaverton and Washington Square serve the Washington County area, and Clackamas Town Center and Milwaukie together serve Clackamas County and portions of outer south east Portland.

These Regional Centers would become the focus of compact development, redevelopment, and transit and highway improvements. The Growth Concept accommodates three percent of new household growth and 11 percent of new employment growth in these regional centers. From the current 24 people per acre, the Growth Concept would allow up to 60 people per acre.

Transit improvements would include light-rail connecting all regional centers to the Central City. Highway improvements also would focus on ensuring that these centers are attractive places to conduct business. Eventually, these centers would grow to the density of downtown Vancouver, Washington -- about one-third of downtown Portland's density, but three times denser than these areas today.

## 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 and employment 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 Ceder 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. An

## **Executive Recommendation**

September 22, 1994

Page # 40

example of a present-day corridor are Beaverton-Hillsdale Highway or Macadam Boulevard. They provides a place for densities that are somewhat higher than today and that are convenient to transit. Typical new developments would include rowhouses, duplexes, and one to three story office and retail buildings, and average 25 persons per acre.

## **Station Communities**

Station communities are nodes of development centered around a light rail or high capacity transit station. 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 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, they would together accommodate 27 percent of the new households of the region and nearly 15 percent of new employment.

## **Main streets**

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 39 per acre. Main streets would accommodate nearly two 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. When several main streets occur within a few blocks of one another, they 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 are Portland and the older suburbs of



## Executive Recommendation

September 22, 1994

Page # 41.

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 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 outer suburbs such as Forest Grove, Sherwood, and Oregon City, and any additions to the urban growth boundary. From 1990 levels of nearly 10 people per acre, outer neighborhoods would increase to 13 per acre. These areas would accommodate 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 through streets, a recent phenomenon that has occurred in the last 25 years. It is one of the primary causes of increased congestion in new suburbs. 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. While existing neighborhoods probably will not change, areas of largely vacant land shall develop master street plans to including at least ten through local streets per mile, which would allow for better access and still allow some albeit short, cul-de-sacs.

## Employment areas

Industrial areas would be set aside exclusively for industrial activities. They include land-intensive employers, such as those around the Portland International Airport, the Hillsboro Airport and some areas along Highway 212/224. Industrial areas are expected to accommodate ten percent of regional employment and no households.

Other employment centers would be designated as mixed-use employment areas, mixing various types of employment and including some residential development as well. These mixed-use employment areas would provide for about five 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 20 people per acre.

## 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

## Executive Recommendation

September 22, 1994

Page # 42

of land set aside outside the present urban growth boundary for future growth. The Growth Concept contains approximately 22,000 acres of Urban Reserve Study Areas shown on the Concept Map. Less than 15,000 of these are needed for growth if the other density goals of the Growth Concept are met. Over 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 to the 14,500 acres required by the Growth Concept for designation of urban reserves areas under the LCDC Urban Reserve Rule and inclusion in the regional framework plan.

## Transportation Facilities

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 it's 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.

## Regional through-routes

These are the routes that move people and goods around the region, and connect regional centers and the Central City. 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. 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



## Executive Recommendation

September 22, 1994

Page # 43

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, 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 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 Regional Transportation Plan (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.

### 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 a specifically designed with curves and cul-de-sacs to discourage local through travel by any mode. The RTP should consider a minimum standard of eight to ten through streets per mile, applied to developing or undeveloped 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 destinations. The primary function of light rail (LRT) in the Growth Concept is to link regional centers and the Central City, where concentrations of

Executive Recommendation

September 22, 1994

Page # 44.

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.

## GLOSSARY

**Areas and Activities of Metropolitan Significance 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 under ORS 268.390.

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

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

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

**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.

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

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

**Functional Plan.** A limited purpose multi-jurisdictional plan for an area or activity having

significant district-wide impact upon the orderly and responsible development of the metropolitan area that serves as a guideline for local comprehensive plans consistent with ORS 268.390.

**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 urban growth boundary 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% (an index derived from federal, state, and local housing agencies) of the monthly income of the household need be spent on shelter.

**Industrial areas** -- Large tracts of land set aside for industrial use.

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

**Infrastructure.** Roads, water systems, sewage systems, ~~systems for storm drainage~~, ~~systems for storm drainage~~, bridges, and other facilities developed to support the functioning of the developed portions of the environment.

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

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

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

**Metropolitan Housing Rule.** A rule (OAR 660, Division 7) adopted by the Land Conservation and Development Commission to assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metro Urban Growth Boundary. This rule establishes minimum overall net residential densities for all cities and counties within

**Executive Recommendation**

September 22, 1994

Page # 47

the urban growth boundary, and specifies that 50% 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. NW 23rd Avenue and SE Hawthorne Boulevard are current examples of main streets.

**Mixed-use employment areas**-- Areas that include various types of commercial and retail development as well as some residences.

**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.

**Open space** -- Publicly and privately -owned areas of land, including parks, natural areas, and areas of very low density development inside the urban growth boundary.

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

**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 urban growth boundary, used primarily for farms and forestry. They are protected from development by very low-density zoning and serve as buffers between urban areas.

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

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

**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.

**Transportation corridors** -- Residential and retail development concentrated along major arterials and bus lines.

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

**Urban Growth Boundary.** A boundary 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** , and which separates urban and urbanizable lands from rural lands.

**Urban Reserve.** An area adjacent to the present urban growth boundary defined to be a priority location for any future urban growth boundary amendments when needed. Urban reserves are intended to provide cities, counties, other service providers, and both urban and rural land owners with a greater degree of certainty regarding future regional urban form. Whereas the urban growth boundary describes an area needed to accommodate the urban growth forecasted over a twenty year period, the urban reserves plus the area inside the urban growth boundary estimate the area capable of accommodating the growth expected for 50 years. the urban reserves estimate the area capable of accommodating the growth expected for an additional 30 years.



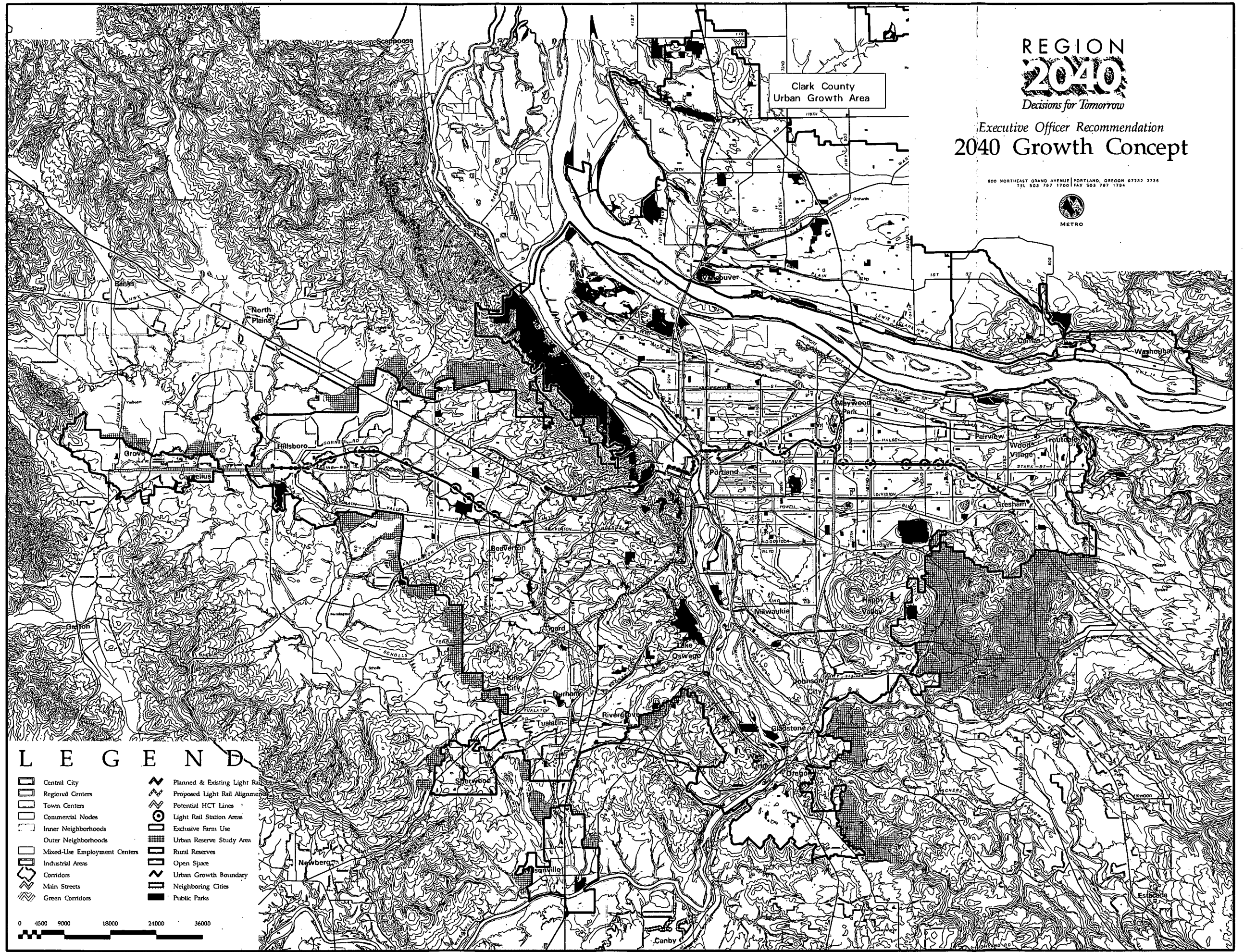
# REGION **2040** *Decisions for Tomorrow*

Executive Officer Recommendation  
**2040 Growth Concept**

800 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 3735  
TEL 503 787 1700 FAX 503 787 1704

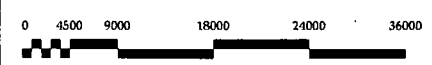


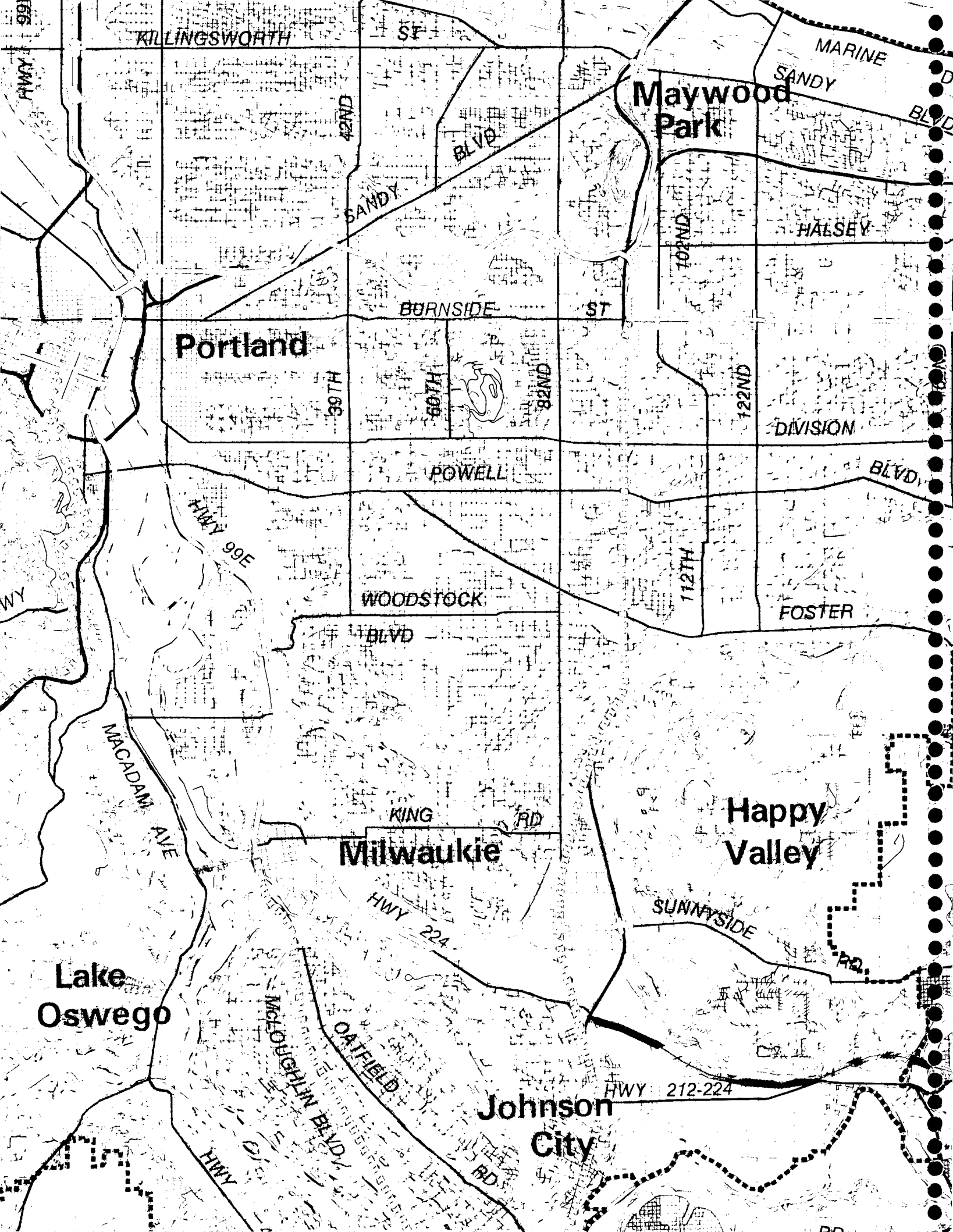
Clark County  
Urban Growth Area



## L E G E N D

- |  |                              |  |                               |
|--|------------------------------|--|-------------------------------|
|  | Central City                 |  | Planned & Existing Light Rail |
|  | Regional Centers             |  | Proposed Light Rail Alignment |
|  | Town Centers                 |  | Potential HCT Lines           |
|  | Commercial Nodes             |  | Light Rail Station Areas      |
|  | Inner Neighborhoods          |  | Exclusive Farm Use            |
|  | Outer Neighborhoods          |  | Urban Reserve Study Area      |
|  | Mixed-Use Employment Centers |  | Rural Reserves                |
|  | Industrial Areas             |  | Open Space                    |
|  | Corridors                    |  | Urban Growth Boundary         |
|  | Main Streets                 |  | Neighboring Cities            |
|  | Green Corridors              |  | Public Parks                  |





KILLINGSWORTH

ST

MARINE  
SANDY

BLVD

Maywood  
Park

SANDY

BLVD

HALSEY

102ND

BURNSIDE

ST

Portland

39TH

60TH

82ND

122ND

DIVISION

POWELL

BLVD

HWY 99E

112TH

WOODSTOCK

FOSTER

BLVD

MACADAM  
AVE

KING

RD

Milwaukie

Happy  
Valley

HWY 224

SUNNYSIDE

RD

Lake  
Oswego

MCLOUGHLIN BLVD

OATFIELD

HWY 212-224

Johnson  
City

HWY

RD



**BEFORE THE BOARD OF COMMISSIONERS  
OF MULTNOMAH COUNTY, OREGON**

In the matter of reviewing METRO's Region 2040       )  
Preferred Alternative and recommending amendments    )  
to be forwarded to the METRO Regional Council for     )  
their consideration    )  
  )

**RESOLUTION**

**WHEREAS, METRO determined that, in order to consider alternative futures for the Portland Metropolitan Area, a long-range regional plan with a 50 year time horizon is necessary, and**

**WHEREAS, the State of Oregon has mandated through the Oregon Administrative Rules that local jurisdictions must designate urban reserves, or areas where the urban growth boundary could be extended considering the thirty years beyond the 20 year urban growth boundary, and**

**WHEREAS, the METRO Charter adopted by voters in 1992 requires adoption by METRO of a future vision for the Portland Metropolitan Area, to be implemented by the region's local governments; and**

**WHEREAS, METRO has undertaken a planning process entitled Region 2040: Decisions for Tomorrow in order to provide a future vision for the Portland Metropolitan Area; and**

**WHEREAS, Multnomah County has been an active participant in the formulation of the Region 2040 process, participating on the 2040 Management Committee, the METRO Policy Advisory Committee, the METRO Technical Advisory Committee, the Joint Policy Advisory Committee, and the Transportation Policy Advisory Committee, and receiving several briefings before the Multnomah County Planning Commission and Board of Commissioners from METRO staff; and**

**WHEREAS, Multnomah County has reviewed the Region 2040 Preferred Alternative produced by the METRO Executive Officer; and**

**WHEREAS, the recommendations within the Region 2040 Preferred Alternative would directly affect land use planning for unincorporated land in Multnomah County, and would also affect the social, public safety, and other services provided to all Multnomah County residents by Multnomah County; and**

**WHEREAS, The Multnomah County Board of Commissioners has authorized the completion of five rural area plans by January 1998 encompassing all of the rural areas of the County; and**

WHEREAS, Multnomah County is in the process of completing the West Hills Rural Area Plan, a community plan for the West Hills Rural Area of Multnomah County; and

WHEREAS, through a planning process which has included significant public input from residents, property owners, and other interested parties in the West Hills Rural Area, Multnomah County staff has brought forth a recommendation for establishment of urban reserves in the West Hills Rural Area which differs from those in the Region 2040 Preferred Alternative; and

WHEREAS, Multnomah County supports the concept of protecting a belt of rural land around the Portland Metropolitan Area as a "Rural Reserve," with such lands being preserved for rural resource and residential use, as well as protection of open space and natural areas; in particular because of the recognition such a concept gives to the important role that Commercial Forest lands play in providing rural buffer areas adjacent to urban lands, a role perhaps even more important than that played by Exclusive Farm Use lands; and

WHEREAS, on November 7, 1994, the Multnomah County Planning Commission adopted a resolution supporting the adoption of the Region 2040 Executive Officer's Recommended Alternative, with amendments;

THEREFORE BE IT RESOLVED that the Multnomah Board of Commissioners hereby recommends adoption of the Region 2040 Executive Officer's Recommended Alternative and the proposed amendments dated November 4, 1994 of the METRO Technical Advisory Committee (MTAC) with the following changes;

1. Remove the area shown on Attached Exhibit 1 as "Area Recommended by Metro for Urban Reserve Study" from the Urban Reserve Designation and instead designate it Rural Reserve.

Rationale: This area consists predominately of Exclusive Farm Use designated and zoned lands. It is within the area of the West Hills designated and protected as significant Goal 5 wildlife habitat. It is bounded on only one and one-half sides by the existing Urban Growth Boundary.

2. Add the area shown on Attached Exhibit 1 as "Area Recommended by Multnomah County for Urban Reserve Study" from the Rural Reserve Designation to the Urban Reserve Designation

Rationale: This area consists predominately of rural residential exception lands, and has already been subdivided into lots of one to five acres. It is not within the area of the West Hills designated and protected as significant Goal 5 wildlife habitat. It is bounded on three sides by the existing Urban Growth Boundary.

BE IT FURTHER RESOLVED, that the Board of Commissioners supports the original concept of Rural Reserves as outlined in the Region 2040 Preferred Alternative, does not support the limitation of Rural Reserve lands to immediate greenbelts adjacent and between urban areas as

recommended in the October 31, 1994 METRO Technical Advisory Committee (MTAC) memorandum, and recommends that all lands shown as Rural Reserve in Multnomah County on the Region 2040 Preferred Alternative Map remain so designated.

BE IT FURTHER RESOLVED that the Board of Commissioners recommends that the review and potential adjustment of the urban reserve areas be conducted at intervals of not less than ten years, in order to provide for more stability and less uncertainty in the on-going designation of urban reserve areas.

BE IT FURTHER RESOLVED that the Board of Commissioners is forwarding this resolution to the METRO Regional Council for their consideration.

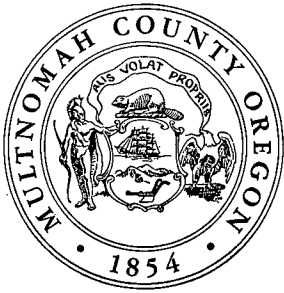
ADOPTED this 22nd day of November, 1994.

By \_\_\_\_\_  
BEVERLY STEIN, CHAIR  
MULTNOMAH COUNTY, OREGON

REVIEWED:

Laurence Kressel, County Counsel  
of Multnomah County, Oregon

By: 



# Beverly Stein, Multnomah County Chair

Room 1410, Portland Building  
1120 S.W. Fifth Avenue  
P.O. Box 14700  
Portland, Oregon 97204  
(503) 248-3308

## MEMORANDUM

TO: Commissioner Collier  
Commissioner Hansen  
Commissioner Kelley  
Commissioner Saltzman

FROM: Chair Stein

DATE: November 18, 1994

RE: Region 2040 Plan

At Tuesday's Board meeting, the Board will be considering amendments to Metro's Region 2040 Preferred Alternative to be forwarded to the Metro Regional Council. I support all the Planning Commission's recommendations as outlined in the resolution contained in your planning packet. In addition, I propose the following amendments for the Board's consideration.

The housing amendments have been presented to the Board by the Multnomah County Community Action Commission. There are some recent changes to #2 based on discussions between my staff and Dana Brown, staff to the Multnomah County Community Action Commission.

### ADDITIONAL AMENDMENTS

**THEREFORE BE IT FURTHER RESOLVED** that the Multnomah County of Commissioners **supports the general direction** of the Region 2040 Executive Officer's Recommended Alternative and the proposed amendments dated November 4, 1994 of the Metro Technical Advisory Committee (MTAC) with the following changes;

1. (No proposed changes.)
2. (No proposed changes.)



3. Amend Housing Objective 12, Executive Recommendation, page 22

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, **using the best available data including, but not limited to, the Multnomah, Clackamas and Washington Counties Comprehensive Housing Affordability Strategies (CHAS), the soon to be completed Comprehensive Plans for these areas, and data provided by community groups.** Upon identification of unmet housing needs, a region wide strategy shall be developed which takes into account subregional mandates, 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 jurisdictions in the region, including fair and equitable access and the provision of social services. **The "fair share" distribution strategy shall include specific goals for low and moderate income housing for each jurisdiction to ensure that sufficient affordable housing is available to people of all income levels who live and/or work in the jurisdiction.**

3. **Housing Affordability.** Multnomah, Clackamas and Washington Counties have completed Comprehensive Housing Affordability Strategies (CHAS) which have demonstrated the lack of affordable housing for certain income groups and special needs population throughout the region. They also demonstrate the regional nature of the housing market. Therefore, the Regional Framework Plan shall include an element on housing affordability which includes development density, housing mix, and a menu of actions (zoning tools, programs, financial incentives, etc.) for uses by local jurisdiction to address the identified deficiencies. Each jurisdiction shall be required to ensure that sufficient affordable housing is available for all people who live and/or work in their communities. The fundamental goals of these efforts shall be to eliminate de facto and de jure housing discrimination in all our communities, provide decent, safe, and affordable housing for all the region's citizens, and expand the housing choices available to low-income people.

4. The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in these enterprises shall be evaluated and, where feasible, implemented. **The transportation system's ability to provide accessibility shall also be evaluated, and transportation policy shall be examined, and if necessary, modified, to facilitate the development of sufficient affordable housing in all our communities.**

**BE IT FURTHER RESOLVED,** that the Board of Commissioners supports the original concept of Rural Reserves as outlined in the Region 2040 Preferred Alternative. **The Board of Commissioners recommends that all lands shown as Rural Reserves in Multnomah County**

Memo to the Board  
November 18, 1994  
Page 3

**on the Region 2040 Preferred Alternative Map remain so designated and all lands east of the Sandy River in Multnomah County also be designated Rural Reserves.**

If you have any questions regarding the proposed amendments please contact me.

~~affordable housing available to them, strategies shall be developed to focus land use policy and public and private investment towards meeting that need.~~

Multnomah, Clackamas and Washington Counties have completed Comprehensive Housing Affordability Strategies (CHAS) which have demonstrated the lack of affordable housing for certain income groups and special needs populations throughout the region. They also demonstrate the regional nature of the housing market. Therefore, the Regional Framework Plan shall include an element on housing affordability which includes development density, housing mix, and a menu of actions (zoning tools, programs, financial incentives, etc.) for uses by local jurisdiction to address the identified deficiencies. Each jurisdiction shall be required to insure that sufficient affordable housing is available for all people who live and/or work in their communities. The fundamental goals of these efforts shall be to eliminate de facto and de jure housing discrimination in all our communities, provide decent, safe, and affordable housing for all the region's citizens, and expand the housing choices available to low-income people.

4. The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in these enterprises shall be evaluated and, where feasible, implemented. The transportation system's ability to provide accessibility shall also be evaluated, and transportation policy shall be examined, and if necessary, modified, to facilitate the development of sufficient affordable housing in all of our communities.

5. Metro shall create and implement policies that facilitate, encourage, ~~and, in cases where it is necessary, mandate,~~ regional cooperation and coordination by local governments, agencies and other organizations that provide affordable housing opportunities in their communities or in the region.

# **SIGNIFICANT STREAMS AND AGRICULTURAL PRACTICES IN MULTNOMAH COUNTY**

## **A PROGRAM FOR PROTECTION**

November 22, 1994

### **VISION:**

To make streams and their watersheds in Multnomah County healthier and of higher natural quality through a voluntary, "grassroots" effort.

### **PROJECTED RESULTS:**

#### **PHYSICAL IMPROVEMENTS**

1. Improved water quality in streams.
2. Enhancement of riparian and associated upland habitat along streams.
3. Stabilization of banks along streams.

#### **PUBLIC INVOLVEMENT**

4. Increased public and property owner awareness of the importance of healthy watersheds and their streams.
5. Increased positive awareness of the federal Natural Resources Conservation Service (formerly Soil Conservation Service) and the local Soil and Water Conservation Districts.

#### **MEASUREMENT AND MONITORING**

6. A scheme for measuring and monitoring improvements to streams and their watersheds.

### **PROPOSED APPROACH TO ACHIEVE RESULTS**

#### **1. EDUCATIONAL OUTREACH**

This task will require a concentrated work program to reach out and inform the population of each identified watershed about the goals of watershed protection and higher quality streams, the negative impacts that some land use practices can have on these goals, and the measures necessary to reduce or eliminate any negative impacts. The goal of the educational outreach program is to define appropriate watershed units and then build a broad base of support within each watershed for protection measures which will not only benefit natural values, but also sustain the watershed's human population. The program will build this support through



mailings, public meeting and workshops, direct contacts, and other methods as appropriate, all conducted by a full-time program coordinator (see budget below). It is important that the end step of this phase be the establishment of a working group of citizens in each watershed area dedicated to working with the Soil and Water Conservation Districts and their partners on specific and practical protection and enhancement programs within that watershed.

## **2. METHODS TO ACCOMPLISH STREAM AND WATERSHED PROTECTION**

Once the educational outreach program is completed, the next step of this process requires the creation of an ongoing program of support and implementation of stream and watershed protection measures, and creation of a measurement and monitoring process for the affected streams and watersheds. This will involve use of existing federal programs, work with other agencies such as the state Departments of Environmental Quality and Fish & Wildlife, as well as consideration of new programs conceived by the Soil and Water Conservation Districts and the individual watershed citizens' groups. A full-time program coordinator will continue in this phase to work on the ongoing implementation program.

## **BUDGET AND AGENCY SUPPORT**

A preliminary look at budget for this item sees the need for the equivalent of one full-time staff person to coordinate and conduct the educational outreach program and then to administer the on-going implementation program. This person would receive technical support from the staff of the federal Natural Resources Conservation Service. The East Multnomah Soil and Water Conservation District may, if they get approval from the granting agency, be able to use approximately \$10,000 in the remainder of Fiscal Year 1994-95 for half of the necessary funding for this position. This would require the County to budget the remaining \$10,000 for Fiscal Year 1994-95. In subsequent years the Soil and Water Conservation Districts have no funding available at this time for this program. The estimated annual budget for this program is approximately \$40,000 per year for the full-time staff position, plus approximately \$5,000 for materials, supplies, postage, etc., for a total budget of approximately \$45,000 annually.

Old Germantown Neighbors - Land Use / Zoning Declaration  
November 6, 1994

SIGNATURE

NAME

ADDRESS

SIGNATURE	NAME	ADDRESS
<i>Thomas E. Aston</i>	Thomas E. Aston	13200 NW Old Germantown Rd 97231
<i>Julie N. Becker</i>	Julie N. Becker	13726 NW Old Germantown Rd.
<i>Kelly Olson</i>	Kelly Olson	13420 NW Old Germantown Rd.
<i>Robin D. Olson</i>	ROBIN D. OLSON	13420 NW OLD GERMANTOWN RD
<i>Jacques S. Dowsett</i>	Jacques S. DOWSETT	15007 NW GERMANTOWN RD
<i>H Christopher Humaker</i>	H Christopher Humaker	14490 NW Germantown Rd
<i>Mark M Vanko</i>	MARK M VANKO	14550 NW Germantown
<i>Kim Vanko</i>	KIM VANKO	14550 NW Germantown
<i>Majid Mirashahi</i>	Majid Mirashahi	15067 NW Germantown Rd
<i>Mark S. House</i>	MARK S. HOUSE	14531 N.W. GERMANTOWN Rd
<i>Donna C. House</i>	DONNA C. HOUSE	14531 NW Germantown Rd.
<i>Florence M Hammack</i>	FLORENCE M	14545 N.W. GERMANTOWN
<i>A. E. Hammack</i>	HAMMACK	" "
<i>Lynne Papworth</i>	Lynne Papworth	13000 NW. Old Germantown
<i>P. Papworth</i>	P. Papworth	13000 NW Old Germantown Rd
<i>Richard S. Selby</i>	Richard S. Selby	14345 NW OLD GERMANTOWN RD 9723
<i>Pamela Aston</i>	Pamela Aston	13016 N.W. OLD GERMANTOWN RD
<i>Pamela Aston</i>	Pamela Aston	13200 NW OLD GERMANTOWN RD
<i>Pamela Aston</i>	Pamela Aston	13200 NW OLD GERMANTOWN RD

Old Germantown Neighbors - Land Use/Zoning Declaration  
November 6, 1994

SIGNATURE

NAME

ADDRESS

Judy Emerson Judy Emerson 13900 NW OLD GERMANTOWN

Gerald Grossnickle Gerald Grossnickle 13510 NW Old Germantown

Bruce Lee Wakefield Bruce Lee Wakefield 13510 NW Old Germantown Road 97231

Terry Brown Terry Brown 14075 NW Old Germantown 97231

Ann Murphy Ann Murphy 15036 N.W. Old Germantown 972

Margaret Frison Margaret Frison 12875 NW Old Germantown Rd. 972

James H. Davis 7480 N.W. Kaiser Rd, 97229

Lorina Baker Lorina Baker 7480 NW Kaiser Rd 97229

William L. Elliott William L. Elliott 14445 N.W. Old Germantown Rd. 9723

Heidi Elliott Heidi Elliott 14445 N.W. Old Germantown Rd 9723

Marcia Sinclair Marcia Sinclair 14521 Old Germantown Rd, Pdx 972

Karl E. Brandt Karl E. Brandt 14305 NW Old Germantown Rd, PDX 9723

Hyde 14225 N.W. Old Germantown Rd Port. 97231

Helen Hyde " " " " " " "

Maria Martin 14025 NW Old Germantown Rd Pld 97231

David J. Wenger " " "

William Becker 13726 NW Old Germantown Rd 97231

Herman D. Colbert III 13501 NW Old Germantown Rd 97231

Barbara Colbert Barbara Colbert 13501 NW Old Germantown Rd 97231

Nan Kirkland Nan Kirkland 13626 N.W. Old Germantown Rd. 97231

Russell Randolph Russell Randolph 13445 NW Old Germantown Rd 97231

Carol Anne Randolph Carol Anne Randolph 13445 NW Old Germantown Rd 97231

and THEREFORE:

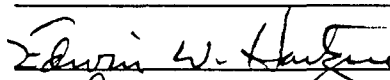
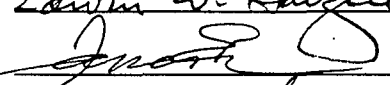
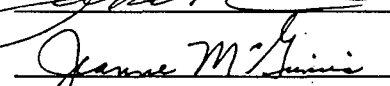
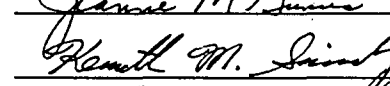
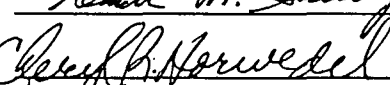
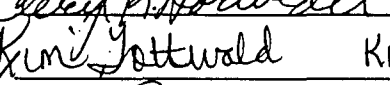
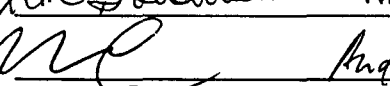
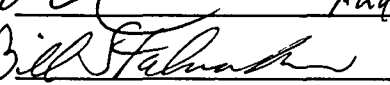
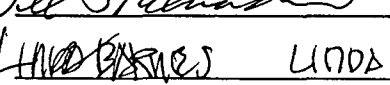
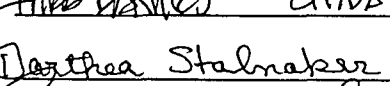
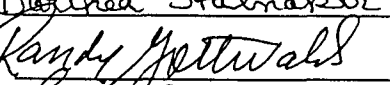
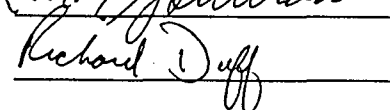
- 7) We strongly urge the METRO Council to remove the "Urban Reserve Study Area" designation from all portions of NW Multnomah County, including the Old Germantown area, and from adjacent portions of Washington County, north of the existing Urban Growth Boundary.
- 8) We strongly urge the METRO Council to include the entire area noted in (7), under the "Rural Reserve" designation.
- 9) We commend the Multnomah County Land Use Planning staff for its work to date on the West Hills Rural Area Plan, and urge a continuation of resource-protecting zoning designations.

If there are questions, please contact Jerry Grossnickle at 289-3046 or Jim & Judith Emerson at 283-4096.

SIGNATURE

NAME

ADDRESS

	EDWIN W. HARTZELL	13124 N.W. Old Germantown Rd. 97231
	JAMES R. EMERSON	13900 NW OLD GERMANTOWN RD. 97231
	Jeanne McGinnis	13118 NW Old Germantown Rd, PHd 972
	Kenneth M. Sinansky	14125 NW Old Germantown Rd
	CHERYL R. HORWEDEL	14125 NW OLD GERMANTOWN RD. 97231
	KIM GOTTWALD	12711 NW OLD GERMANTOWN RD 97231
	Andy Cernoweth	13118 " " " "
	Bill Stalnaker	13625 NW Old Germantown Rd 972
	LINDA BARNES	13248 NW OLD GERMANTOWN RD, 97231
	Darthea Stalnaker	13625 NW Old Germantown, 9723
	RANDY GOTTWALD	12711 NW OLD GERMANTOWN RD
	Richard Duff	14800 N.W. Old Germantown Rd.

DECLARATION OF PRINCIPLE : LAND USE & ZONING  
November 6, 1994

By: "Old Germantown Neighbors" - Residents of the area between  
NW Springville Road and NW Germantown Road, Multnomah County

TO: METRO Council (President, Judy Wyers)  
METRO Councilor, District 5 ( )

and: Multnomah County Commission (Chair, Beverly Stein)  
Multnomah County Commissioner, District 1 (Dan Saltzman)  
Multnomah County Planning Commission (Chair, Leonard Yoon)

cc: Oregon Department of Land Conservation and Development  
(Steve Oulman)  
Forest Park Neighborhood Assoc. (President, John Rettig)

WE, the undersigned, agree that:

- 1) we intend the existing rural character of the Old Germantown area to remain LONG-TERM;
- 2) this area, as part of an effective Greenbelt, is a rare treasure for a metropolitan region, and benefits not only its residents but also all urban citizens and all uses downstream of this watershed;
- 3) this area has significant wildlife, forestry, and agriculture value as recognized by Multnomah County's existing zoning designations EFU, CFU, MUA, and RR, and by the adoption on October 18, 1994 of Significant Environmental Concern zoning overlays for wildlife and streams;
- 4) increased density north of the existing Urban Growth Boundary would introduce traffic, noise, lights, pets, trespass, runoff to streams, and other conflicts which would destroy the character of the area, drive out the wildlife, and disturb residents' quiet enjoyment of their property;
- 5) traffic and transportation become more inefficient, costly, and polluting if high population densities are allowed in metropolitan fringe areas;
- 6) the vitality of nearby cities will be enhanced by directing growth into areas already served by utilities and transit, instead of spreading development investments and people away from cities;

Gordon Howard  
November 15, 1994  
Page 2

of this area would not only destroy the significant wildlife corridors of the canyons, but would also undermine significant areas of farm land, all in conflict with Goal 5.

It is my understanding, after talking with Councilor Hansen and planner Mark Turpel, that the Metro planning staff may not actually have physically looked at this area before drawing the line for the urban reserve study area, nor had there been much discussion with Multnomah County planners about the West Hills Rural Area Plan. I assume that by now you have had a chance to talk with Gordon Howard or Scott Pemble (of the county Planning Commission staff) and are aware that the Planning Commission is suggesting that Metro remove this area from the urban reserve and add into the reserve a portion of the Bonny Slope area.

Although our neighborhood expresses no opinion in our petition about Bonny Slope, we do feel strongly that Metro should correct what must be seen as an oversight: the land surrounding the streams south of Old Germantown Road should not be included in an urban reserve study area.

We appreciate the help you can give us in making sure that Metro will consider our petition and recognize the logic and necessity of our request. I am sure that the Metro Council will want to take advantage of the tremendous work the county has already done in planning for the protection of this area, and I must believe that the Council will also want to benefit from the county's analysis of Goal 5 compliance."

The neighborhood is appreciative of the county's efforts to convince Metro to remove the urban study designation from this area, and I am particularly grateful for the work you have done in connection with the West Hills Rural Area Plan, which seems to me to present a very solid argument that protecting this land for wildlife, watershed and farming purposes is necessary and proper in order to comply with Goal 5.

If there is anything further that you think our neighborhood group should be doing to get a favorable resolution, please let me know. I am sending a copy of the petition with roughly the same cover letter quoted above to Leonard Yoon. We want the county to understand the depth and near unanimity of feeling about this issue on Old Germantown Road.

Yours truly,

A handwritten signature in cursive script, appearing to read "Gerald Grossnickle".

Gerald Grossnickle

**OLD GERMANTOWN NEIGHBORHOOD  
AD HOC COMMITTEE ON METRO 2040**

Gerald Grossnickle, Committee Member  
13510 NW Old Germantown Rd.  
Portland, OR 97231-2775  
Phone (503) 289-3046

RECEIVED  
NOV 17 1994

November 15, 1994

Gordon Howard  
Multnomah County Planning Department  
2115 SE Morrison Street  
Portland, OR 97214

Multnomah County  
Zoning Division

Re: Neighborhood Petition Against  
Metro Urban Reserve Designation in  
Old Germantown Road / Springville Road Area

Dear Mr. Howard:

As you know, our neighborhood is very much opposed to Metro's 2040 Urban Reserve Study Area designation for the land between Old Germantown and Springville roads, and we appreciate your efforts to get Metro to recognize the work the county has done to protect this area. We gathered signatures for a petition (copy enclosed) from most of the residents of Old Germantown Road, and there is an identical petition being circulated on Springville Road, which will be given to you by Greg Malinowski in a few days. I am sending our original petition today to Metro's Director of Planning, Andy Cotugno, with a cover letter which states the following:

"One of the most significant reasons that we are so opposed to the Urban Reserve here is that the watershed, wildlife habitat and natural areas of the tributaries of Rock Creek to the south of Old Germantown Road need to be protected, and urbanization would certainly destroy this significant resource.

Over a period of many months Multnomah County, with a great deal of on-site staff work, including a detailed catalogue of wildlife and plant species and considerable dialogue with residents, developed a strategy to protect this area as part of the West Hills Rural Area Plan. The Plan recognizes and documents the significant watershed and wildlife values of this area and sets forth a zoning scheme to protect those values.

Clearly the county has accomplished this Herculean undertaking with the specific intention of complying with Statewide Planning Goal 5. The Goal's language is found throughout the Plan and is aptly descriptive when applied to the significant streams and wildlife of the wooded canyons and natural areas between Old Germantown and Springville roads. Between the canyons and Springville Road is also an area zoned EFU (exclusive farm use). It should be noted, of course, that protection of large-lot farmland is another worthy objective of Goal 5. Urbanization

# COPY

JAMES R. & JUDITH N. EMERSON  
13900 N.W. OLD GERMANTOWN ROAD  
PORTLAND, OREGON 97231

November 15, 1994

Metro Council  
Region 2040:- Recommended Alternative  
Attn: Gail Ryder  
600 NE Grand Ave.  
Portland, Oregon 97232

Dear Metro Councilors,

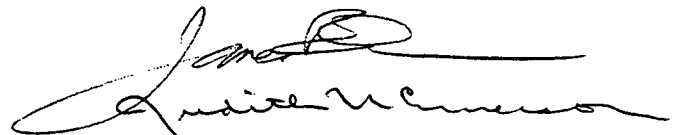
We are happy to be living in an urban area in which the future is being anticipated instead of ignored. Metro's Region 2040 program contains many valuable ideas, but when we look at the Recommended Alternative map, we wonder if Metro is taking seriously its own objectives.

The 2040 objectives include using compact development to reduce land consumption; transportation designed to fit land use; and Rural Reserves to protect farm and forest uses, water quality, and wildlife habitat. We are surprised and dismayed to find that our area - the Springville/Germantown Road area in NW Multnomah County and near PCC Rock Creek in Washington County - is shown on your latest map as an "Urban Reserve Study Area."

Your recommended urban designation is entirely inappropriate, and would only serve to fuel speculative land acquisition by people who do not value the existing resources or residents' values. This area has a wealth of wildlife as a result of ample forest cover and year-round streams. Multnomah County has designated this an area of Significant Environmental Concern for both wildlife and streams, after extensive study. The base zones are mostly CFU and EFU, supporting a number of farms and nurseries. The loess-covered slopes erode rapidly when disturbed by development activities, dumping silt into the creeks leading to the Tualatin River. There is no compact development nearby, and no transit. In short, there is no reason to designate this area for a potential Urban Reserve, and every reason to designate it a Rural Reserve.

Please withdraw the "Urban Reserve Study Area" designation from the Springville/Germantown area. Keep development focused and efficient, and keep rural areas natural. Thank you.

Sincerely,



James and Judith Emerson

cc: Multnomah County Commissioner Dan Saltzman



DECLARATION OF PRINCIPLE : LAND USE & ZONING

November 6, 1994

By: "Old Germantown Neighbors" - Residents of the area between  
NW Springville Road and NW Germantown Road, Multnomah County

TO: METRO Council (President, Judy Wyers)  
METRO Councilor, District 5 ( ) NEW

and: Multnomah County Commission (Chair, Beverly Stein)  
Multnomah County Commissioner, District 1 (Dan Saltzman)  
Multnomah County Planning Commission (Chair, Leonard Yoon)

cc: Oregon Department of Land Conservation and Development  
(Steve Oulman)  
Forest Park Neighborhood Assoc. (President, John Rettig)

WE, the undersigned, agree that:

- 1) we intend the existing rural character of the Old Germantown area to remain LONG-TERM;
- 2) this area, as part of an effective Greenbelt, is a rare treasure for a metropolitan region, and benefits not only its residents but also all urban citizens and all uses downstream of this watershed;
- 3) this area has significant wildlife, forestry, and agriculture value as recognized by Multnomah County's existing zoning designations EFU, CFU, MUA, and RR, and by the adoption on October 18, 1994 of Significant Environmental Concern zoning overlays for wildlife and streams;
- 4) increased density north of the existing Urban Growth Boundary would introduce traffic, noise, lights, pets, trespass, runoff to streams, and other conflicts which would destroy the character of the area, drive out the wildlife, and disturb residents' quiet enjoyment of their property;
- 5) traffic and transportation become more inefficient, costly, and polluting if high population densities are allowed in metropolitan fringe areas;
- 6) the vitality of nearby cities will be enhanced by directing growth into areas already served by utilities and transit, instead of spreading development investments and people away from cities;

and THEREFORE:

- 7) We strongly urge the METRO Council to remove the "Urban Reserve Study Area" designation from all portions of NW Multnomah County, including the Old Germantown area, and from adjacent portions of Washington County, north of the existing Urban Growth Boundary.
- 8) We strongly urge the METRO Council to include the entire area noted in (7), under the "Rural Reserve" designation.
- 9) We commend the Multnomah County Land Use Planning staff for its work to date on the West Hills Rural Area Plan, and urge a continuation of resource-protecting zoning designations.

If there are questions, please contact Jerry Grossnickle at 289-3046 or Jim & Judith Emerson at 283-4096.

SIGNATURE	NAME	ADDRESS
<u>Gregory P. Malinauskas</u>	<u>Gregory P. Malinauskas</u>	<u>13450 N.W. Springville Ln</u>
<u>Rose Marie E. Rohr</u>	<u>Rose Marie E. Rohr</u>	<u>1334 NW Springville Lane</u>
<u>Theodore L. Johnson</u>	<u>Theodore L. Johnson</u>	<u>13512 NW Springville Ln Portland, OR 97229</u>
<u>Maurice M. Johnson</u>	<u>Maurice M. Johnson</u>	<u>13512 NW Springville Ln. PORTLAND OR 97229</u>
<u>Stephanie K. Butz</u>	<u>Stephanie K. Butz</u>	<u>13303 NW Springville Ln Portland OR 97229</u>
<u>Edmund F. Halpern</u>	<u>EDMUND F. HALPERN</u>	<u>13539 NW SPRINGVILLE RD</u>
<u>Virginia J. Halpern</u>	<u>VIRGINIA J. HALPERN</u>	<u>13539 N.W. SPRINGVILLE Rd.</u>
<u>Thomas W. Halpern</u>	<u>THOMAS W. HALPERN</u>	<u>13340 NW Springville Ln. Portland 97229</u>
<u>Marcia E. Halpern</u>	<u>Marcia E. Halpern</u>	<u>13525 Springville Ln, Portland 97229</u>
<u>Winifred L. Miller</u>	<u>WINIFRED L. MILLER</u>	<u>13560 NW Springville Rd Portland 97229</u>
<u>Richard D. Robedeau</u>	<u>Richard Robedeau</u>	<u>13525 N.W. Springville Lane - Portland, OR 97229</u>

UAB  
Comments

October 21, 1994

13450 SW Springville Ln  
Portland, OR 97229

Board of Commissioners  
Multnomah County

Commissioners:

We farm EFU property on the south side of Springville Road. We are a certified organic farm with u-pick and fresh market crops. We feel we add to the richness of the community as a farm being close to town providing fresh healthy foods and a unique farm experience for our customers. This requires a long term process. Putting us into an urban reserve classification puts those plans at great risk. Capitalization and soil improvement as well as building and planting of orchards take time, especially on an organic farm. In the urban reserve the only thing that will be constant is the neighbors trying to urbanize us out of existence.

We hereby request the county board to ask Metro to remove the EFU portion of the West Hills in Multnomah County from the Urban Reserve designation.

Sincerely,

*Gregory P. Malinowski*  
*Richard A. Malinowski*

*Malinowski Farms*

RECEIVED  
OCT 25 1994

Multnomah County  
Zoning Division

October 24, 1994

Metro Service District  
Metro Planning Department  
600 NE Grand Ave.  
Portland, Oregon 97232 - 3726

RECEIVED

OCT 25 1994

Multnomah County  
Zoning Division

Multnomah County  
Planning/Zoning  
2115 SE Morrison  
Portland, Oregon 97214

Ref: 2040 GROWTH CONCEPT

Dear Planners:

As a long time property owner in west Multnomah County I am writing to request, that the area my property is located in which is currently zoned EFU, be including in the proposed Urban Study Reserve. If my area is presently included in the Study Reserve area, I urge that it remain as proposed in the 2040 Growth Concept map.

My property lies on the north side of Springville Road and abuts the Washington County line. We are located between the Portland City limits and the Urban Growth Boundary in Washington County where development is rapidly occurring. The burden to maintain the EFU in this area is increasing. The property has been in my family for over 100 years and at no time was the farm able to support a family, even when my grandfather lived there by himself. He had to regularly find some outside work to sustain his living. Although I am not recommending that the area be included in the Urban Boundary I am strongly recommending that some form of mixed use or small lot sizes ( 5 or 10 acres) be allowed much like you see in the other adjoining counties, i.e. Happy Valley area and south along I-5 in the Sherwood, Tigard and West Linn areas. The main reason we were given in years past for not allowing some home construction, was the lack of roads. Yet we see all of the Washington county development use the existing roads for access to Portland to the point where it prevent safe use of them for farming activities, and general access by the local residence to the outside world.

I would also like to stress that property rights are still an important element in a free society, and at this point in the current Oregon laws it seems that that right has been completely ignored. As a veteran and native Oregonian I feel that cooperation and moderation of the changes is the proper course of action rather than minority single interests that drastically changes property and ownership rights. Just because a

number of people in given area have acquired their 3 or 4 acre spot in the country shouldn't prevent someone with 20 or 30 acres to do that same thing.

I have tried to attend as many meeting on land use planning as possible, and each time I felt that the decisions were already made, and that the meeting were only held to only allowed individual property owner to express their feeling, but never was there any support or changes or compromises made to their requests.

I have attached a map of the Metro area, that outlines the small jagged area that cuts into the total circumference of the Urban Boundary that further suggests a form of "political gerrymandering of lines" in order to appease special interest groups.

I also circled the area where my property is in relation to the Portland City limits, the Urban Boundary and Washington County.

Also of note is the placement of a 10,000,000 gallon water tank directly across Springville Road from my property. Here again, no one in the neighborhood is allowed access to the water. I would think that public in general should benefit or at least be offered an opportunity to use public works services.

I hope this information will help in allowing consideration to my request.

I can be reached at my work, telephone 464-6753 or my home 292-3183.

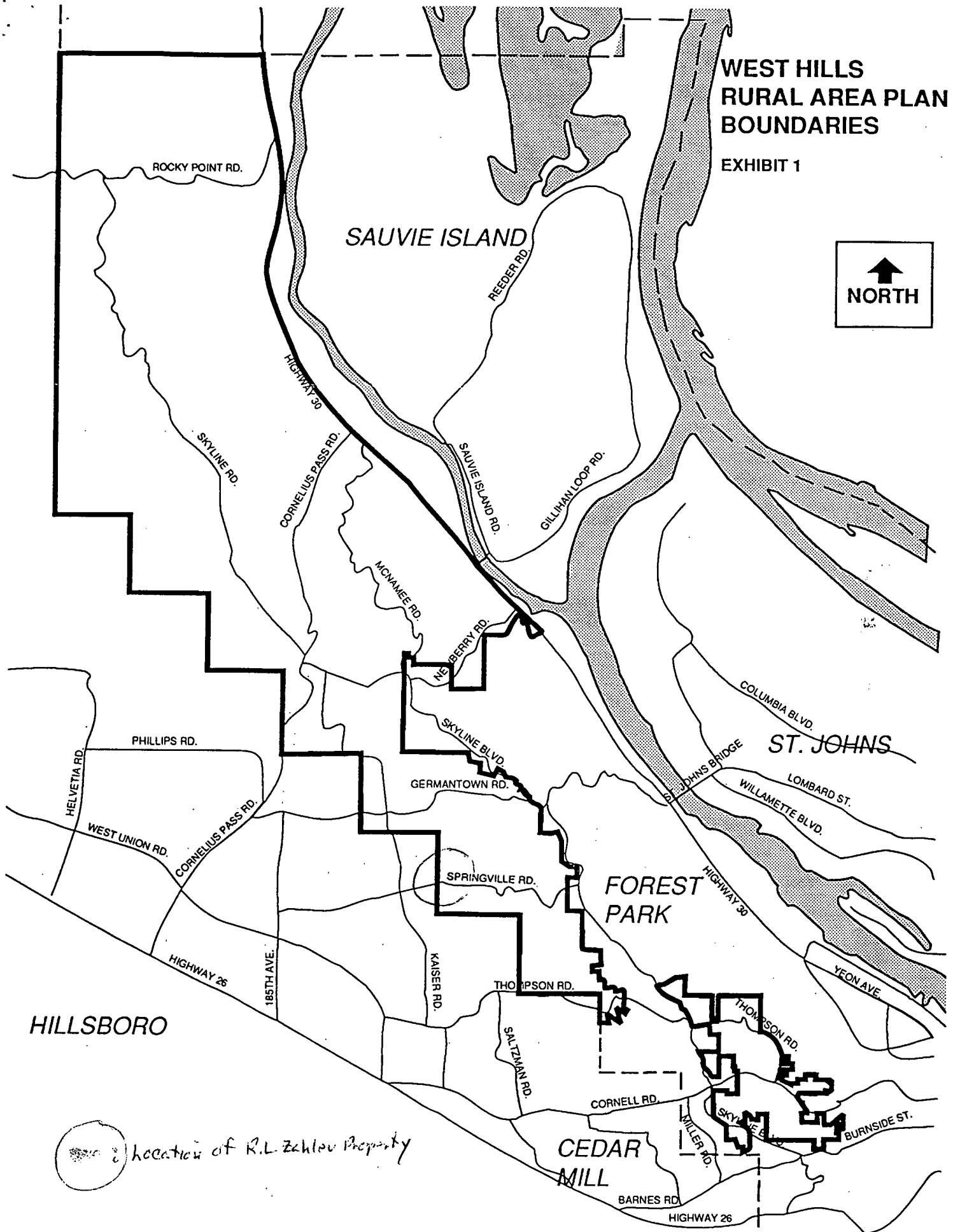
Sincerely,


A handwritten signature in black ink, appearing to read "R. L. Zahler", with a stylized flourish at the end.

Robert L. Zahler  
13937 NW Springville Road  
Portland, Oregon 97229

# WEST HILLS RURAL AREA PLAN BOUNDARIES

EXHIBIT 1



 Location of R.L. Zahler Property

RESOLUTION

BEFORE THE PLANNING COMMISSION

OF MULTNOMAH COUNTY, OREGON

In the matter of reviewing METRO's Region 2040        )  
Preferred Alternative and recommending amendments    )  
to be forwarded to the METRO Regional Council for     )  
their consideration    )  
  )

RESOLUTION

WHEREAS, METRO determined that, in order to consider alternative futures for the Portland Metropolitan Area, a long-range regional plan with a 50 year time horizon is necessary, and

WHEREAS, the State of Oregon has mandated through the Oregon Administrative Rules that local jurisdictions must designate urban reserves, or areas where the urban growth boundary could be extended considering the thirty years beyond the 20 year urban growth boundary, and

WHEREAS, the METRO Charter adopted by voters in 1992 requires adoption by METRO of a future vision for the Portland Metropolitan Area, to be implemented by the region's local governments; and

WHEREAS, METRO has undertaken a planning process entitled Region 2040: Decisions for Tomorrow in order to provide a future vision for the Portland Metropolitan Area; and

WHEREAS, Multnomah County has been an active participant in the formulation of the Region 2040 process, participating on the 2040 Management Committee, the METRO Policy Advisory Committee, the METRO Technical Advisory Committee, the Joint Policy Advisory Committee, and the Transportation Policy Advisory Committee, and receiving several briefings before the Multnomah County Planning Commission and Board of Commissioners from METRO staff; and

WHEREAS, Multnomah County has reviewed the Region 2040 Preferred Alternative produced by the METRO Executive Officer; and

WHEREAS, the recommendations within the Region 2040 Preferred Alternative would directly affect land use planning for unincorporated land in Multnomah County, and would also affect the social, public safety, and other services provided to all Multnomah County residents by Multnomah County; and

WHEREAS, The Multnomah County Board of Commissioners has authorized the completion of five rural area plans by January 1998 encompassing all of the rural areas of the County; and

WHEREAS, Multnomah County is in the process of completing the West Hills Rural Area Plan, a community plan for the West Hills Rural Area of Multnomah County; and

WHEREAS, through a planning process which has included significant public input from residents, property owners, and other interested parties in the West Hills Rural Area, Multnomah County staff has brought forth a recommendation for establishment of urban reserves in the West Hills Rural Area which differs from those in the Region 2040 Preferred Alternative; and

WHEREAS, Multnomah County supports the concept of protecting a belt of rural land around the Portland Metropolitan Area as a "Rural Reserve," with such lands being preserved for rural resource and residential use, as well as protection of open space and natural areas; in particular because of the recognition such a concept gives to the important role that Commercial Forest lands play in providing rural buffer areas adjacent to urban lands, a role perhaps even more important than that played by Exclusive Farm Use lands; and

THEREFORE BE IT RESOLVED that the Multnomah County Planning Commission hereby recommends adoption of the Region 2040 Executive Officer's Recommended Alternative and the proposed amendments dated November 4, 1994 of the METRO Technical Advisory Committee (MTAC) with the following changes;

1. Remove the area shown on Attached Exhibit 1 as "Area Recommended by Metro for Urban Reserve Study" from the Urban Reserve Designation and instead designate it Rural Reserve.

Rationale: This area consists predominately of Exclusive Farm Use designated and zoned lands. It is within the area of the West Hills designated and protected as significant Goal 5 wildlife habitat. It is bounded on only one and one-half sides by the existing Urban Growth Boundary.

2. Add the area shown on Attached Exhibit 1 as "Area Recommended by Multnomah County for Urban Reserve Study" from the Rural Reserve Designation to the Urban Reserve Designation

Rationale: This area consists predominately of rural residential exception lands, and has already been subdivided into lots of one to five acres. It is not within the area of the West Hills designated and protected as significant Goal 5 wildlife habitat. It is bounded on three sides by the existing Urban Growth Boundary.

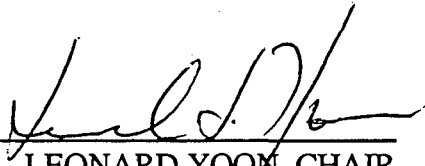
BE IT FURTHER RESOLVED, that the Planning Commission supports the original concept of Rural Reserves as outlined in the Region 2040 Preferred Alternative, does not support the limitation of Rural Reserve lands to immediate greenbelts adjacent and between urban areas as recommended in the October 31, 1994 METRO Technical Advisory Committee (MTAC) memorandum, and recommends that all lands shown as Rural Reserve in Multnomah County on the Region 2040 Preferred Alternative Map remain so designated.



BE IT FURTHER RESOLVED that the Planning Commission recommends that the review and potential adjustment of the urban reserve areas be conducted at intervals of not less than ten years, in order to provide for more stability and less uncertainty in the on-going designation of urban reserve areas.

BE IT FURTHER RESOLVED that the Planning Commission recommends that the Board of Commissioners adopt this resolution and forward it the METRO Regional Council for their consideration.

ADOPTED this 7th day of November, 1994.

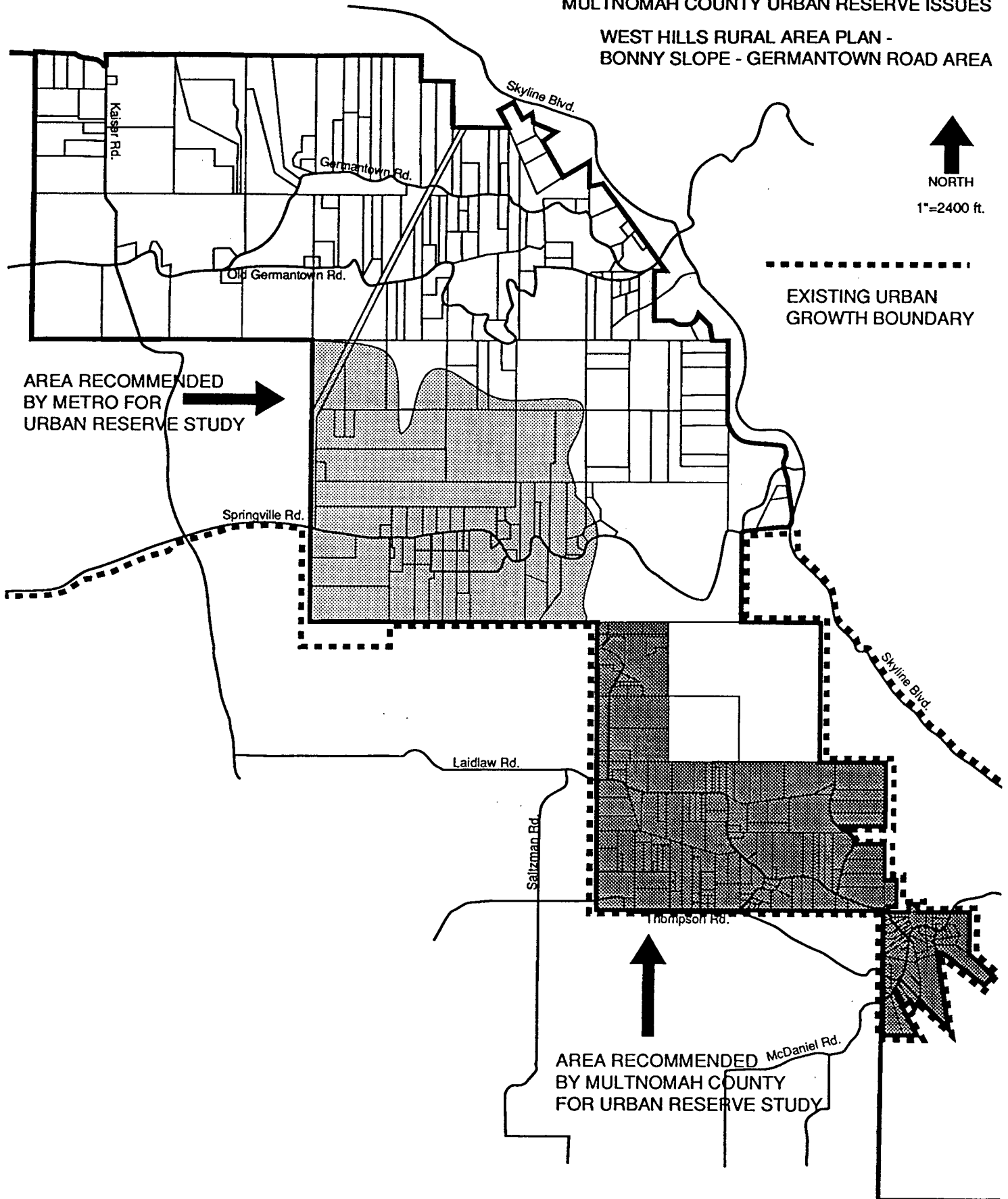
By   
LEONARD YOON, CHAIR  
PLANNING COMMISSION OF  
MULTNOMAH COUNTY, OREGON

# EXHIBIT 1

## METRO REGION 2040 CONCEPT PLAN

### MULTNOMAH COUNTY URBAN RESERVE ISSUES

#### WEST HILLS RURAL AREA PLAN - BONNY SLOPE - GERMANTOWN ROAD AREA



BEFORE THE BOARD OF COMMISSIONERS  
OF MULTNOMAH COUNTY, OREGON

In the matter of reviewing METRO's Region 2040	)	RESOLUTION
Preferred Alternative and recommending amendments	)	94-223
to be forwarded to the METRO Regional Council for	)	
their consideration	)	
	)	

WHEREAS, METRO determined that, in order to consider alternative futures for the Portland Metropolitan Area, a long-range regional plan with a 50 year time horizon is necessary, and

WHEREAS, the State of Oregon has mandated through the Oregon Administrative Rules that local jurisdictions must designate urban reserves, or areas where the urban growth boundary could be extended considering the thirty years beyond the 20 year urban growth boundary, and

WHEREAS, the METRO Charter adopted by voters in 1992 requires adoption by METRO of a future vision for the Portland Metropolitan Area, to be implemented by the region's local governments; and

WHEREAS, METRO has undertaken a planning process entitled Region 2040: Decisions for Tomorrow in order to provide a future vision for the Portland Metropolitan Area; and

WHEREAS, Multnomah County has been an active participant in the formulation of the Region 2040 process, participating on the 2040 Management Committee, the METRO Policy Advisory Committee, the METRO Technical Advisory Committee, the Joint Policy Advisory Committee, and the Transportation Policy Advisory Committee, and receiving several briefings before the Multnomah County Planning Commission and Board of Commissioners from METRO staff; and

WHEREAS, Multnomah County has reviewed the Region 2040 Preferred Alternative produced by the METRO Executive Officer; and

WHEREAS, the recommendations within the Region 2040 Preferred Alternative would directly affect land use planning for unincorporated land in Multnomah County, and would also affect the social, public safety, and other services provided to all Multnomah County residents by Multnomah County; and

WHEREAS, The Multnomah County Board of Commissioners has authorized the completion of five rural area plans by January 1998 encompassing all of the rural areas of the County; and

WHEREAS, Multnomah County is in the process of completing the West Hills Rural Area Plan, a community plan for the West Hills Rural Area of Multnomah County; and

WHEREAS, through a planning process which has included significant public input from residents, property owners, and other interested parties in the West Hills Rural Area, Multnomah County staff has brought forth a recommendation for establishment of urban reserves in the West Hills Rural Area which differs from those in the Region 2040 Preferred Alternative; and

WHEREAS, Multnomah County supports the concept of protecting a belt of rural land around the Portland Metropolitan Area as a "Rural Reserve," with such lands being preserved for rural resource and residential use, as well as protection of open space and natural areas; in particular because of the recognition such a concept gives to the important role that Commercial Forest lands play in providing rural buffer areas adjacent to urban lands, a role perhaps even more important than that played by Exclusive Farm Use lands; and

WHEREAS, on November 7, 1994, the Multnomah County Planning Commission adopted a resolution supporting the adoption of the Region 2040 Executive Officer's Recommended Alternative, with amendments;

THEREFORE BE IT RESOLVED that the Multnomah Board of Commissioners supports the general direction of the Region 2040 Executive Officer's Recommended Alternative and the proposed amendments dated November 4, 1994 of the METRO Technical Advisory Committee (MTAC) with the following changes;

1. Remove the area shown on Attached Exhibit 1 as "Area Recommended by Metro for Urban Reserve Study" from the Urban Reserve Designation and instead designate it Rural Reserve.

Rationale: This area consists predominately of Exclusive Farm Use designated and zoned lands. It is within the area of the West Hills designated and protected as significant Goal 5 wildlife habitat. It is bounded on only one and one-half sides by the existing Urban Growth Boundary.

2. Add the area shown on Attached Exhibit 1 as "Area Recommended by Multnomah County for Urban Reserve Study" from the Rural Reserve Designation to the Urban Reserve Designation

Rationale: This area consists predominately of rural residential exception lands, and has already been subdivided into lots of one to five acres. It is not within the area of the West Hills designated and protected as significant Goal 5 wildlife habitat. It is bounded on three sides by the existing Urban Growth Boundary.

3. Amend Housing Objective 12, Executive Recommendation, page 22 (underlined additions)

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, using the best available data including, but not limited to, the Multnomah, Clackamas and Washington Counties Comprehensive Housing Affordability Strategies (CHAS), the soon to be completed Comprehensive Plans for these areas, and data provided by community groups. Upon identification of unmet housing needs, a region wide strategy shall be developed which takes into account subregional mandates, 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 jurisdictions in the region, including fair and equitable access and the provision of social services. The "fair share" distribution strategy shall include specific goals for low and moderate income housing for each jurisdiction to ensure that sufficient affordable housing is available to people of all income levels who live and/or work in the jurisdiction.

3. Housing Affordability. (Delete the existing language and replace as follows) Multnomah, Clackamas and Washington Counties have completed Comprehensive Housing Affordability Strategies (CHAS) which have demonstrated the lack of affordable housing for certain income groups and special needs population throughout the region. They also demonstrate the regional nature of the housing market. Therefore, the Regional Framework Plan shall include an element on housing affordability which includes development density, housing mix, and a menu of actions (zoning tools, programs, financial incentives, etc.) for uses by local jurisdiction to address the identified deficiencies. Each jurisdiction shall be required to ensure that sufficient affordable housing is available for all people who live and/or work in their communities. The fundamental goals of these efforts shall be to eliminate de facto and de jure housing discrimination in all our communities, provide decent, safe, and affordable housing for all the region's citizens, and expand the housing choices available to low-income people.

4. The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in these enterprises shall be evaluated and, where feasible, implemented. The transportation system's ability to provide accessibility shall also be evaluated, and transportation policy shall be examined, and if necessary, modified, to facilitate the development of sufficient affordable housing in all our communities.

5. METRO shall create and implement policies that facilitate and encourage regional cooperation and coordination by local governments, agencies, and other organizations that provide affordable housing opportunities in their communities or in the region.

BE IT FURTHER RESOLVED, that the Board of Commissioners supports the original concept of Rural Reserves as outlined in the Region 2040 Preferred Alternative. The Board of

Commissioners recommends that all lands shown as Rural Reserve in Multnomah County on the Region 2040 Preferred Alternative Map remain so designated and all lands east of the Sandy River in Multnomah County also be designated Rural Reserves.

BE IT FURTHER RESOLVED that the Board of Commissioners recommends that the review and potential adjustment of the urban reserve areas be conducted at intervals of not less than ten years, in order to provide for more stability and less uncertainty in the on-going designation of urban reserve areas.

BE IT FURTHER RESOLVED that the Board of Commissioners is forwarding this resolution to the METRO Regional Council for their consideration.

ADOPTED this 22nd day of November, 1994.



By *Beverly Stein*  
BEVERLY STEIN, CHAIR  
MULTNOMAH COUNTY, OREGON

REVIEWED:

Laurence Kressel, County Counsel  
of Multnomah County, Oregon

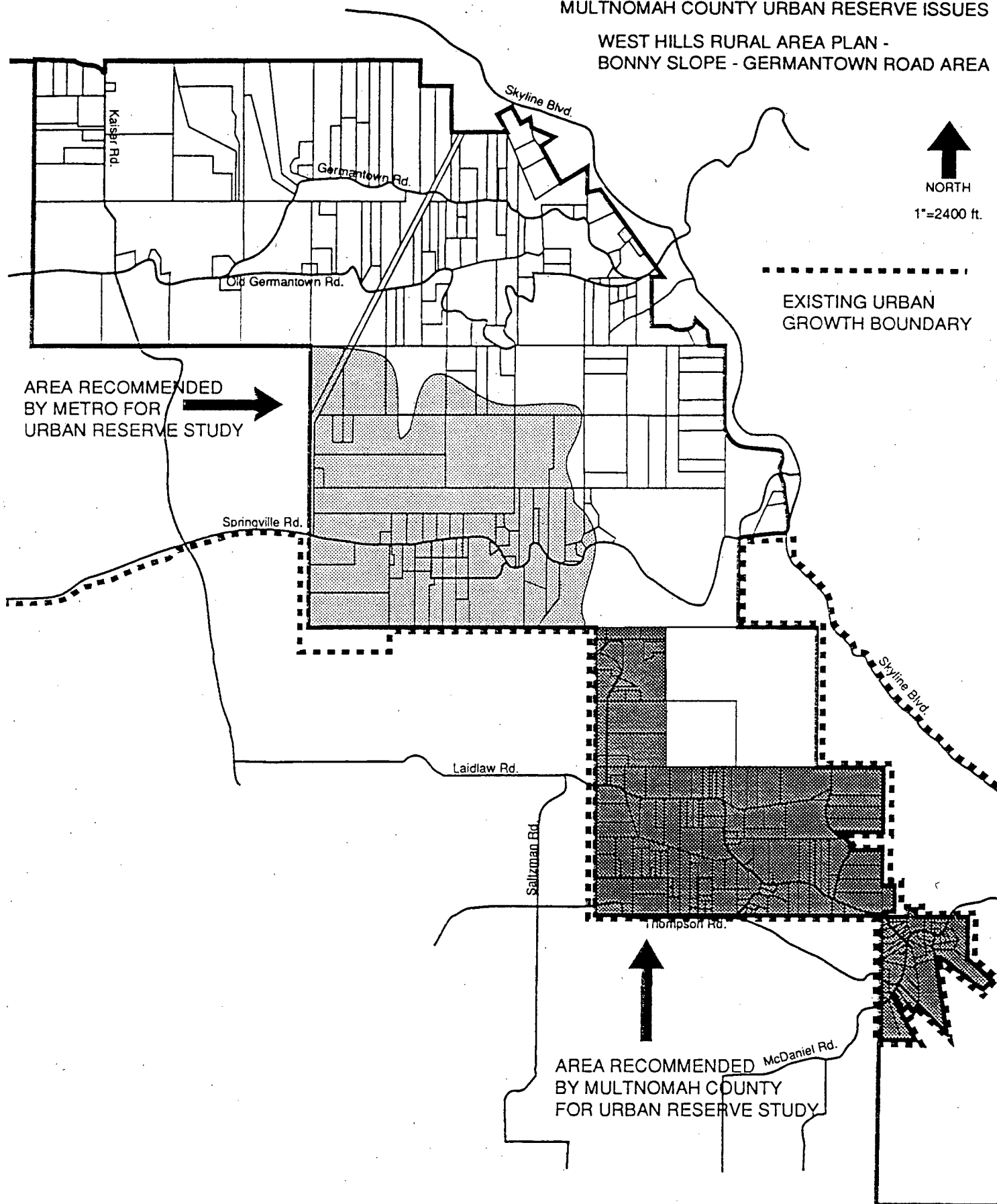
By *Laurence Kressel*

# EXHIBIT 1

## METRO REGION 2040 CONCEPT PLAN

### MULTNOMAH COUNTY URBAN RESERVE ISSUES

#### WEST HILLS RURAL AREA PLAN - BONNY SLOPE - GERMANTOWN ROAD AREA



MEETING DATE: November 22, 1994

AGENDA NO: P-3

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: Agricultural Education Program

BOARD BRIEFING Date Requested: November 22, 1994

Amount of Time Needed: 15 minutes

REGULAR MEETING: Date Requested: \_\_\_\_\_

Amount of Time Needed: \_\_\_\_\_

DEPARTMENT: DES DIVISION: Planning

CONTACT: Gordon Howard TELEPHONE #: 248-3043  
BLDG/ROOM #: 412/102

PERSON(S) MAKING PRESENTATION: Steve Fedje, Soil Conservation

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☒ APPROVAL ☐ OTHER

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

Report back to Board on educational program proposals concerning Erosion Control Management of Agricultural lands. Materials will be distributed at meeting.

SIGNATURES REQUIRED:

ELECTED OFFICIAL: \_\_\_\_\_

OR

DEPARTMENT MANAGER: RSP Betsy Williams / Mike Gould 10/10/94

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

0516C/63

6/93

1994 NOV 10 PM 1:37  
CLERK OF BOARD OF  
MULTNOMAH COUNTY  
OREGON