1-1-1995

The Nature of 2040: the Region's 50-Year Plan for Managing Growth

Metro (Or.)
The Nature of 2040

The region’s 50-year plan for managing growth

METRO
Rich in natural resources, this place where we live has been compared to paradise. “Eden’s Gate,” as the Willamette Valley was called, provides a lifestyle, economy and culture that is deeply rooted in the environment. Just as we honor preceding generations for their foresight in protecting Forest Park, the Columbia Gorge and the ocean shore, so will future generations judge us by our efforts to protect the nature of this region.

One of the most effective ways to protect our environment, both the built and the natural worlds we inhabit, is by planning for the future. That’s exactly the focus of the 2040 Growth Concept, Metro’s long-range growth management strategy. (“2040” comes from the idea of planning 50 years ahead – from the year 1990.) Planning our future based on what’s important to us makes sense. The residents of this region have consistently said that the natural beauty here and comfortable feel of our communities are important to them.

The 2040 Growth Concept reflects the things the people who live here value most:

- access to nature
- protecting habitats for wildlife and people
- safe and stable neighborhoods
- transportation choices
- resources for future generations
- a vibrant cultural economy.

Our air quality can be measured by whether we can see Mt. Hood. Our ability to continue to enjoy the view of the mountain, visible from just about anywhere in the region, may well indicate whether we’ve succeeded or failed in our efforts to balance our concerns for the environment with our need to live and flourish in this region.

By engaging the community in a discussion about the issues that confront us all, we create the opportunity to make conscious choices about where growth will go, how natural areas will be protected and how our communities will work.
Oregon has a long history of planning ahead to manage the effects of growth. Oregon’s land-use laws play a major role in determining how our cities grow, protecting farm and forestland from development and helping maintain our economic vitality.

**When did this planning begin?**

In 1973, Gov. Tom McCall and his allies convinced the Oregon Legislature to adopt the nation’s first set of land-use planning laws. McCall, with the help of a unique coalition of farmers and environmentalists, persuaded the Legislature that the state’s natural beauty and easy access to nature would be lost in a rising tide of urban sprawl. The new goals and guidelines required every city and county in Oregon to have a long-range plan addressing future growth that meets both local and statewide goals.

In summary, state land-use goals require:
- setting urban growth boundaries
- using urban land wisely
- protecting natural resources.

**Voter’s approve creation of Metro**

In 1978, voters within the metropolitan area of Clackamas, Multnomah and Washington counties approved a ballot measure that made Metro the nation’s first elected regional government. That vote gave Metro the responsibility for coordinating the land-use plans of the region’s 27 jurisdictions as well as other issues of “regional significance.” State land-use laws required Metro to establish a regional urban growth boundary (UGB) and empowered the Metro Council to make binding policy decisions regarding development within the boundary. The new goals and guidelines required every city and county in Oregon to have

**For more information**

about Oregon land-use goals, call the Oregon Department of Land Conservation and Development at (503) 373-0050 or visit its web site at www.lcd.state.or.us

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**The challenge for our region**

Metro’s population projections showed that the land-use strategies in place in 1990 would not be enough to continue to protect farmland, forests and the natural areas on the edges of the region from development. Our public services such as utilities, public safety and transportation systems would also be stretched beyond capacity. From 1992 to 1997, 131,000 more people joined the three-county population. From 1997 to 2017, another 497,000 people are expected to live in the region. Almost half will be our children and grandchildren.

**Metro’s urban growth boundary**

The urban growth boundary marks the separation between rural and urban land. UGBs are required by state law to contain an adequate supply of buildable land to accommodate the expected growth during a 20-year period. By providing land for urban uses within the boundary, rural lands can be protected from unwanted urban sprawl.

Adopted by the Metro Council in 1979, the region’s UGB includes 24 cities and urban portions of three counties and contains 237,000 acres. It is Metro’s job to work with local governments to estimate growth for the next 20 years and to make adjustments to the UGB based on those calculations.
Voters direct Metro to manage regional growth

In 1992, the region’s voters approved a home-rule charter that directed Metro to make regional growth management its primary mission. The charter required adoption of the Future Vision, a long-range statement of the region’s outlook and values. It also required a comprehensive set of regional policies on land use, transportation, water quality, natural areas and other issues of “regional significance” called the Regional Framework Plan. The charter required adoption of the framework plan by the end of 1997.

Defining the region’s values

In early 1992, Metro began an intensive public outreach effort to involve residents in the decision-making process by getting answers to some basic livability questions.

When asked what values were most important to protect for the future, the public responded with:

- a sense of community
- the preservation of natural areas, forests and farmlands
- quiet neighborhoods with easy access to shopping, schools, jobs and recreational opportunities
- the “feel” of the region, with open spaces, scenic beauty and small town atmosphere
- an individual community’s character and assets

Why we changed the way we grow

Development in the 1980s and early 1990s, particularly on the fringe of the region, was too often what most people define as “sprawl.” The urban growth boundary had only limited the most farflung development from occurring as land inside the boundary was converted to urban uses. Continuation of that development pattern would require a huge expansion of the boundary.

Sophisticated computer modeling revealed that more than 120,000 acres of additional land would be required to absorb growth within the boundary by the year 2040 if the population and land development trends continued in this pattern.

The costs to extend public services from local cities, counties and special districts to these new areas would be extremely high. Pushing out into rural and non-urban natural areas by another 120,000 acres would affect surrounding cities, the rural economies of these areas and, of course, the environment. In addition, even with massive road building, congestion would be unacceptable.

It was time to make a choice. The region could expand the boundary to allow the current patterns to continue, or change how land was being used in order to protect some of the community characteristics we valued.

People also expressed a concern that growth could negatively impact their quality of life. People would accept limited changes in their neighborhoods in order to protect the region against urban sprawl, but were opposed to major increases in density near their homes.

It was time to make a choice . . . to allow the current patterns to continue . . . or protect some of the community characteristics we valued.
Discovering the choices

From 1992 to 1994, Metro used urban development analysis tools and forecasting technologies to study different growth management strategies. A wide range of possible approaches were identified and analyzed for impacts to the region’s neighborhoods, transportation system, natural resources and key urban services. This intensive study, originally called Region 2040, allowed Metro to focus on a number of options to prepare for local jurisdictions and the public to review. Metro ultimately tested four scenarios for how the region could grow.

Each option was analyzed for effects on:
- land consumption
- travel times and distances
- open spaces and air quality
- various urban landscapes.

The four options, called “growth concepts,” presented different philosophies about how the region should actively manage growth.

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<tr>
<th>Concept A</th>
<th>Concept B</th>
<th>Concept C</th>
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<tbody>
<tr>
<td>Growing out</td>
<td>Growing up</td>
<td>Neighboring cities</td>
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<td>Significant expansion of the UGB; new growth at urban edge develops mostly in the form of housing. 284,000 acres in UGB (51,000 acres added to UGB)</td>
<td>No UGB expansion; growth accommodated through development of existing land within the urban growth boundary. 234,000 acres in UGB</td>
<td>Moderate expansion of the UGB; growth focused in centers, corridors and neighboring cities. 257,000 acres in UGB (22,000 acres added to the UGB)</td>
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2040 Timeline

1991 - Council adopts Regional Urban Growth Goals and Objectives (RUGGOs) as the guide for Metro’s long-range planning efforts.

November 1992 - Voters approve home-rule charter for Metro, making growth management the agency’s top priority.

1992-94 - Region 2040 public involvement and technical analysis process, including development of the alternative concepts for growth.

Spring-summer 1994 - Major public involvement effort on the growth concept occurs, including television and print advertising, youth activities, open houses and a questionnaire to every household in the region.
Community discussion shapes strategies

In spring 1994, Metro conducted an extensive public involvement effort to find out what people thought about the concepts. A questionnaire was sent to every home (more than 500,000 households) in the region. More than 17,000 people returned them with 12,000 writing additional comments.

This is what Metro heard from those who responded to the questionnaire:

- Increasing development along transit corridors received the strongest support (83 percent) among the four strategies.
- More than three-fourths of those responding (77 percent) supported encouraging growth in established centers, which serve as “hubs” for providing goods and services to their respective communities.
- A majority (58 percent) of all respondents supported reducing average new residential lot sizes.
- Reducing parking in retail and commercial development received support from 55 percent of those responding.

Providing a wide range of public involvement opportunities

Since the beginning of Region 2040 in 1992, Metro’s public involvement process helped people become aware of the impacts of growth and provided opportunities to shape, review and contribute to the decision-making process.

Communications tools included:

- television, radio and print newspaper ads
- a regionwide questionnaire on livability issues sent to more than 500,000 households
- dozens of public open houses, workshops and forums
- a video distributed free at Blockbuster Video to 4,000 customers
- an information and comment phone line
- youth involvement projects
- a survey on growth management strategies mailed to 70,000 households and distributed at coffee shops, restaurants, bookstores and public libraries as well as in newspapers and on Metro’s web site
- presentations to hundreds of civic and community organizations
- newsletters to a mailing list that grew to 65,000 interested residents.

Metro used innovative ways to draw attention to regional growth issues. To help people imagine the future, 3-D glasses and maps were placed at coffee shops around the region.

May 1995 – Voters approve $135 million bond measure to acquire open spaces.

December 1995 – Metro Council adopts 2040 Growth Concept with unanimous support from the Metro Policy Advisory Committee, made up of local elected officials, special district representatives and citizens.

November 1996 – Metro approves the Urban Growth Management Functional Plan, a toolbox of planning policies for local governments to use to implement the 2040 Growth Concept.

Summer 1997 – Metro distributes a survey to engage public in finalizing the Regional Framework Plan.
Finding the balance - the 2040 Growth Concept emerges


Land-use decisions are guided to:

- encourage more efficient use of the land in cities, business centers on “main streets” and on major transit routes
- protect natural areas, parks, streams and farmland both inside and outside the urban growth boundary
- promote a transportation system that includes all types of travel, such as bicycling, walking and using mass transit, as well as cars and freight
- work with neighboring cities just outside the region - such as Sandy, Canby and Newberg - to keep the separation between communities
- promote diverse housing options for all residents of the region.

A wide range of possible approaches were identified and analyzed.
What happens to existing neighborhoods in 2040?

If you live in an established neighborhood, whether in the heart of Portland or in Gresham or Beaverton, your neighborhood should continue to look and function like it does now.

Protecting existing neighborhoods is one of the most important aspects of the 2040 Growth Concept. The character of your neighborhood should remain fundamentally the same even though row houses may appear near you, new developments may go in near busy roads or houses may be built on once-empty lots. Changes will occur gradually over the course of many years.

Another major goal of Metro’s growth management effort is to provide a range of housing options, including affordable apartments over retail stores, row houses and apartments as well as single-family homes, for all residents of our region – now and in the future.

What may suit a family with children may not suit a single adult or a retired couple whose children are grown.

If you live along existing or proposed light-rail lines, near major bus lines or near commercial centers you can expect to see more visible changes. Apartments, row houses and condominiums may start appearing along these routes. Mixed-use developments with businesses on the ground floor and residential units in the upper floors could also appear. Redevelopment may transform neighborhood eyesores into community assets. New businesses and services are likely to be moving into the area to serve those who live nearby.

If you live in an undeveloped area within the region’s urban growth boundary that is not protected because of environmental or other limits, you may already see significant changes near you. Some changes will be a trade-off for protecting farmland from urban sprawl.

If development is done correctly, it can mean increased opportunities for innovative housing, a stronger sense of neighborhood and community, a stronger tie between jobs and housing, and more convenient access to transit service.
What is the 2040 Growth Concept?

It’s a concept of land-use and transportation policies that will allow Metro and the metropolitan area cities and counties to manage growth, protect natural resources and make improvements to facilities and infrastructure while maintaining the region’s quality of life (adopted 1995).

The colored circles on the map represent centers, the downtowns or business and service hubs of the 24 cities and urban portions of the counties that make up the region. Centers include the central city, regional centers and town centers. The circles that represent the centers give a general location and scale. Each community will define the actual boundary and characteristics of its own downtown or business center.
Understanding the 2040 Growth Concept map

The 2040 Growth Concept map shows different design types. The design types, described here, are the “building blocks” of the regional strategy for managing growth.

Central city
Downtown Portland serves as the hub of business and cultural activity in the region. It has the most intensive form of development for both housing and employment, with high-rise development common in the central business district. Downtown Portland will continue to serve as the finance and commerce, government, retail, tourism, arts and entertainment center for the region.

Regional centers
As centers of commerce and local government services serving a market area of hundreds of thousands of people, regional centers become the focus of transit and highway improvements. They are characterized by two- to four-story compact employment and housing development served by high-quality transit. In the growth concept, there are eight regional centers - Gateway serves central Multnomah County; downtown Hillsboro serves the western portion of Washington County; downtown Beaverton and Washington Square serve Eastern Washington County; downtown Oregon City and Clackamas Town Center serve Clackamas County; downtown Gresham serves the eastside of Multnomah County; and downtown Vancouver, Wash., serves Clark County.

Main streets
Similar to town centers, main streets have a traditional commercial identity but are on a smaller scale with a strong sense of the immediate neighborhood. Examples include Southeast Hawthorne in Portland, the Lake Grove area in Lake Oswego and the main street in Cornelius. Main streets feature good access to transit.

Station communities
Station communities are areas of development centered around a light-rail or high-capacity transit station that feature a variety of shops and services that will remain accessible to bicyclists, pedestrians and transit users as well as cars.

Corridors
Corridors are major streets that serve as key transportation routes for people and goods. Examples of corridors include the Tualatin Valley Highway and 185th Avenue in Washington County, Powell Boulevard in Portland and Gresham and McLoughlin Boulevard in Clackamas County. Corridors are served extensively by transit.

Neighborhoods
Under the 2040 Growth Concept, most existing neighborhoods will remain largely the same. Some redevelopment can occur so that vacant land or under-used buildings could be put to better use. New neighborhoods are likely to have an emphasis on smaller single-family lots, mixed uses and a mix of housing types including row houses and accessory dwelling units. The growth concept distinguishes between slightly more compact inner neighborhoods, and outer neighborhoods, with slightly larger lots and fewer street connections.

Town centers
Town centers provide localized services to tens of thousands of people within a two- to three-mile radius. Examples include small city centers such as Lake Oswego, Tualatin, West Linn, Forest Grove and Milwaukie and large neighborhood centers such as Hilldale, St. Johns, Cedar Mill and Aloha. One to three-story buildings for employment and housing are characteristic. Town centers have a strong sense of community identity and are well served by transit.

Rural reserves/open spaces
An important component of the growth concept is the availability and designation of lands that will remain undeveloped, both inside and outside the urban growth boundary. Rural reserves are lands outside the UGB that provide a visual and physical separation between urban areas and farm and forest lands. Open spaces include parks, stream and trail corridors, wetlands and floodplains.

Industrial areas and freight terminals
Serving as hubs for regional commerce, industrial land and freight facilities for truck, marine, air and rail cargo provide the ability to generate and move goods in and out of the region. Access to these areas is centered on rail, the regional freeway system and key roadway connections. Keeping these connections strong is critical to maintaining a healthy regional economy.
As Metro adopted the 2040 Growth Concept, many people from within Metro and the local jurisdictions recognized the pressing need to implement the growth concept as quickly as possible. From 1992 to 1997, more than 131,000 new residents had arrived, and this growth rate was putting increasing strain on cities and counties within the region.

The Urban Growth Management Functional Plan

Elected officials and staff from Metro and the region’s cities and counties began working on an Urban Growth Management Functional Plan, which establishes specific requirements and tools for local governments to help the region meet the growth management goals established in the 2040 Growth Concept.

Working closely with its local government advisory committees, Metro developed policies on key regional growth issues, such as:

- the accommodation of projected growth in the local comprehensive plans
- a regional parking policy
- water quality and floodplain management
- regulations of new large-scale retail developments
- coordination with neighboring cities
- coordination of transportation and land-use planning
- affordable housing program recommendations.

The functional plan also considers ways to ensure that cities and counties are fairly and equitably held to the same standards. In order to determine if progress toward the goals is actually occurring, performance measures are being developed that look carefully at advancements against benchmarks in several key areas every two years.

In November 1996, after unanimous approval from its local government advisory committee, the Metro Council adopted the functional plan, which went into effect in February 1997. Local governments continue to work with Metro to revise their own plans and zoning laws.

Open spaces, salmon runs and forests don’t stop at city limits or county lines.

The Regional Framework Plan

While the functional plan sets out requirements for cities and counties, Metro moved to create an integrated set of planning policies that direct Metro’s efforts to manage the impacts of growth. The Regional Framework Plan includes policies on land use, transportation, parks and greenspaces, water and air quality, natural hazards planning and management and implementation issues. The plan also addresses coordinating these policies with Clark County, Wash. Metro met its charter-mandated deadline for completing the plan by adopting it on Dec. 11, 1997.
Metro’s Regional Transportation Plan (RTP) is a blueprint for improving the region’s transportation system during the next 20 years. The plan incorporates the goals of the 2040 Growth Concept into its strategies for keeping people and goods moving throughout the region.

The RTP sets transportation policies for all forms of travel: cars, buses, light rail, walking, bicycling and movement of freight. The plan sets a new direction for future transportation projects by linking urban form to transportation investments.

Transportation planning by all government partners in the region will be guided by the following strategies:

- balance transportation and land-use plans to protect livability in the region
- expand transportation choices by providing safe and convenient alternatives to driving
- target transportation investments to rejuvenate main streets and traditional downtowns
- sustain economic health by providing access to jobs and industry
- reduce the need to drive or travel long distances by making jobs and shopping more convenient to where people live
- maintain access to the natural areas around the region.

Metro’s home-rule charter identifies its most important service as “planning and policy making to preserve and enhance the quality of life and the environment.” The charter reflected the people’s strong belief in the important connection between sound management of our natural resources and a livable community.

In adopting the Regional Framework Plan and Urban Growth Management Functional Plan, Metro established regional policy directions for the conservation, protection and enhancement of parks, natural areas, greenways, water quality, water supply and fish and wildlife habitat.

In coordination with residents and local government partners, Metro is continuing work on a natural resource protection strategy that will address some pressing environmental needs of the region.

Specific regional standards have been or will be adopted to:

- improve water quality and reduce flooding
- assure adequate parks, lands and stream corridors
- protect fish and wildlife.

### 2040 Timeline

**December 1997** - The Regional Framework Plan is adopted by the Metro Council.

**June 1998** - Metro completes work on the Stream and Floodplain Protection Plan to address water quality and floodplain management.

**Summer 2000** - Metro updates the Regional Transportation Plan, incorporating the principles of the 2040 Growth Concept.
In 1994, Metro set out to help residents of the region envision what 2040 would look like. Eight sites within or just outside the urban growth boundary were chosen to represent conditions found throughout the region. They varied from vacant land adjacent to light-rail corridors (Orenco in Hillsboro) to suburban strip commercial corridors (Hillsdale in Portland) to historic downtowns (Gresham). Each of the designs, prepared by the architecture/land-use planning firm Calthorpe Associates, applied the principles of the 2040 Growth Concept and involved the ideas and preferences of residents through public open house and stakeholder workshops.

Just a few years after the adoption of the 2040 Growth Concept, we can already see changes that reflect the goals of the concept and suggest that the 2040 vision is becoming reality.

Gresham – In Gresham, street-level improvements, an infusion of new stores and services and excellent transit service have revitalized this once-stagnant downtown area.

Orenco – In Orenco, homeowners and businesses have enthusiastically embraced mixed-use development located in a station area on the Westside light-rail line.
Metro’s 2040 Growth Concept is designed to help communities find better ways to deliver services at less expense. Directing growth and redevelopment inward – rather than outside the urban area where it is more expensive to serve – is good for business. In a 1998 real estate forecast report by ERE Yarmouth, Emerging Trends in Real Estate, the region was ranked as one of the most attractive in the country for investment. Referring to the region’s growth management strategy, the report called the area a “more stable investment market.” According to real estate experts, there’s “no greater risk to investment than unrestrained development.”

The 2040 Growth Concept:

- helps restore streets to commercial use and provides fertile ground for small businesses throughout the region
- defines a community or neighborhood rather than letting it sprawl into the next one
- encourages economic activity by calling for mixed-use development, goods and services, on-street parking, street trees and lighting
- reduces the amount of auto traffic while increasing foot traffic in business areas.

Local business leaders voice support

A June 1999 national study, Profiles of Business Leadership on Smart Growth: New Partnerships Demonstrate the Economic Benefits of Reducing Sprawl, acknowledges business leaders in Portland who have actively supported efforts to manage growth because they help to maintain the area’s high quality of life.

“Capital invests where there are consistent rules,” says Clayton Hering, president of Norris, Beggs & Simpson, a real estate services firm. “When businesses develop in Portland, they can be certain that all industries must play by the same rules. The stability that Portland’s urban growth boundary provides makes the city attractive for investment.”
Oregonians have a legacy of visionary thinking and planning for the future. We have been careful stewards of the land and continue to work to protect our natural resources against the urban sprawl that has plagued almost every metropolitan area in the country. Thousands of residents, local governments, neighborhoods, businesses and interest groups have become involved in Metro’s planning efforts.

Our work to maintain this region’s livability does not end with the adoption of long range planning documents such as the 2040 Growth Concept, the Regional Framework Plan or the Regional Transportation Plan. The most challenging and sometimes controversial work is still ahead of us. We need your help in addressing this region's needs.

Opportunities to get involved include:

- Metro advisory committees
- Local planning efforts
- Hands-on volunteer projects to improve the region’s environment and livability
- Education programs to learn more about the region.

For more information about Metro’s growth management strategy, call Metro’s information line at (503) 797-1700. Most documents referred to in this piece can be found on Metro’s web site at www.metro-region.org.

For more information about Metro, call (503) 797-1510 or visit Metro’s web site.
About Metro
Protecting the nature of our region

It’s better to plan for growth than ignore it. Planning is Metro’s top job. Metro provides a regional forum where cities, counties and citizens can resolve issues related to growth – things such as protecting streams and open spaces, transportation and land-use choices and increasing the region’s recycling efforts. Open spaces, salmon runs and forests don’t stop at city limits or county lines. Planning ahead for a healthy environment and a stable economy supports livable communities now and protects the nature of our region for the future.

Metro serves 1.3 million people who live in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area. Metro provides transportation and land-use planning services and oversees regional garbage disposal and recycling and waste reduction programs.

Metro manages regional parks and greenspaces and the Oregon Zoo. It also oversees operation of the Oregon Convention Center, the Portland Center for the Performing Arts and the Portland Metropolitan Exposition (Expo) Center, all managed by the Metropolitan Exposition-Recreation Commission.

For more information about Metro or to schedule a speaker for a community group, call (503) 797-1510 (public affairs) or (503) 797-1540 (council).

Metro is governed by an executive officer, elected regionwide, and a seven-member council elected by districts. An auditor, also elected regionwide, reviews Metro’s operations.

Executive Officer
Mike Burton

Auditor
Alexis Dow, CPA

Council
Presiding Officer
David Bragdon
District 7

Deputy Presiding Officer
Ed Washington
District 5

District 1
Rod Park

District 2
Bill Atherton

District 3
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