

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE) RESOLUTION NO. 13-4428
DISTRIBUTION OF THE POPULATION)
AND EMPLOYMENT GROWTH TO YEAR) Introduced by Councilor Kathryn
2040 TO TRAFFIC ANALYSIS ZONES IN) Harrington
THE REGION CONSISTENT WITH THE)
FORECAST ADOPTED BY ORDINANCE)
NO. 12-1292A IN FULFILLMENT OF)
METRO'S POPULATION COORDINATION)
RESPONSIBILITY UNDER ORS 195.036)

WHEREAS, ORS 195.025 designates Metro as the local government responsible for coordination of planning activities within the Metro district; and

WHEREAS, ORS 195.036 requires the designated local government responsible for coordination of planning activities in a region to establish and maintain a population forecast for the area within its boundary, and to coordinate the forecast with the other local governments within the boundary; and

WHEREAS, the Metro Council adopted a population and employment forecast for the region by Ordinance No. 11-1264B ("For the Purpose of Expanding the Urban Growth Boundary to Provide Capacity for Housing and Employment to the year 2030 and Amending the Metro Code to Conform") on October 20, 2011; and

WHEREAS, the distribution of forecasted population and employment accepted by this resolution reflects prior policy decisions made by the Metro Council to: (1) use land inside the UGB more efficiently in Ordinance No. 10-1244B, and (2) add land to the UGB in Ordinance No. 11-1264B; and

WHEREAS, Metro began the process of distribution of the forecasted population and employment in October 2010, by coordinating the distribution with the 25 cities and three counties portions of which lie within the Metro district; in the course of 24 months, Metro held 15 coordination meetings with local governments, by county; more than 25 meetings with individual cities and counties; and four meetings with the city of Vancouver and Clark County to share the results of preliminary distributions and to seek comments and suggestions to improve the accuracy of the distributions; and

WHEREAS, Metro made presentations to its advisory committees (MTAC, TPAC, JPACT and MPAC) on October 17, October 26, November 8 and November 14, 2012 respectively; and

WHEREAS, Metro incorporated many of the comments and suggestions to refine the distribution and provided a final 2035 distribution; and

WHEREAS, the Metro Council adopted a population and employment forecast for the year 2035 by Ordinance No. 12-1292A on November 29, 2012; and

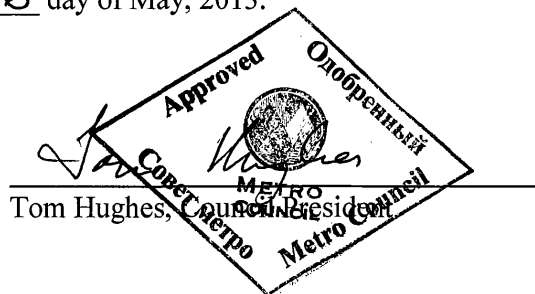
WHEREAS, in consultation with local governments, Metro extrapolated the 2035 forecast distribution to the year 2040 for the purpose of ensuring an adequate horizon year for the 2014 Regional Transportation Plan update; and

WHEREAS, Metro incorporated the comments of local governments in the refinement of the 2040 distribution; now, therefore,

The Metro Council resolves that

1. The 2040 forecast distribution made to traffic analysis zones described in Exhibits A and B to this resolution and in the Staff Report dated April 30, 2013, shall serve as the basis for the 2014 Regional Transportation Plan update and associated demonstration of compliance with the Federal Clean Air Act.
2. The Chief Operating Officer shall make the distribution of population and employment available to each city and county in the district.

ADOPTED by the Metro Council this 16 day of May, 2013.



Approved as to form:


Alison Kean Campbell, Metro Attorney

Exhibit A (Resolution No. 13-4428)
2040 Household Forecast Distribution (Reviewed by Local Jurisdictions)
(MetroScope "Gamma" TAZ Forecast)

Draft: April 2013

(source: Scen #1221)

Note: Jurisdiction geographies are approximate, and based on TAZ's.

Urban Reserves are tabulated outside the UGB.

	Household Estimates			2010-40		Population Estimates			2010-40		Household Size	
	2010	2035	2040	Change	% A.P.R.	2010	2035	2040	Change	%change	2010	2040
Inside UGB:												
Beaverton	40,081	50,517	51,586	11,505	0.8%	89,803	112,608	114,991	25,188	28%	2.41	2.23
Cornelius	3,518	5,513	5,804	2,286	1.7%	11,869	18,102	19,057	7,188	61%	3.55	3.28
Damascus	3,527	11,916	13,249	9,722	4.5%	10,539	34,570	38,437	27,898	265%	2.91	2.90
Durham	558	586	590	32	0.2%	1,351	1,436	1,446	95	7%	2.48	2.45
Fairview	3,631	4,003	4,030	399	0.3%	8,920	9,207	9,269	349	4%	2.52	2.30
Forest Grove	7,492	10,379	11,069	3,577	1.3%	21,083	27,370	29,189	8,106	38%	2.85	2.64
Gladstone	4,187	4,876	5,030	843	0.6%	11,497	12,308	12,697	1,200	10%	2.53	2.52
Gresham	38,024	51,051	53,426	15,402	1.1%	105,594	126,716	132,612	27,018	26%	2.73	2.48
Happy Valley	4,435	10,410	11,180	6,745	3.1%	13,903	32,727	35,148	21,245	153%	3.15	3.14
Hillsboro	32,826	44,973	47,151	14,325	1.2%	91,611	114,323	119,859	28,248	31%	2.75	2.54
Johnson City	268	268	268	0	0.0%	566	564	564	-2	0%	2.11	2.10
King City	1,755	1,769	1,770	15	0.0%	3,111	3,172	3,174	63	2%	1.79	1.79
Lake Oswego	16,067	19,291	20,474	4,407	0.8%	36,619	44,305	47,021	10,402	28%	2.30	2.30
Maywood Park	300	306	300	0	0.0%	752	767	752	0	0%	2.51	2.51
Milwaukie	8,241	9,740	10,326	2,085	0.8%	20,291	22,729	24,097	3,806	19%	2.34	2.33
Oregon City	11,974	17,047	17,534	5,560	1.3%	31,859	45,214	46,505	14,646	46%	2.66	2.65
Portland	248,416	369,398	389,524	141,108	1.5%	583,776	789,370	832,378	248,602	43%	2.35	2.14
Rivergrove	123	124	124	1	0.0%	289	290	290	1	0%	2.35	2.34
Sherwood	6,476	7,269	7,321	845	0.4%	18,194	19,342	19,480	1,286	7%	2.88	2.66
Tigard	18,667	25,997	27,118	8,451	1.3%	48,035	60,213	62,809	14,774	31%	2.51	2.32
Troutdale	5,787	6,632	7,065	1,278	0.7%	15,962	16,983	18,092	2,130	13%	2.81	2.56
Tualatin	10,238	11,170	11,292	1,054	0.3%	26,054	28,484	28,795	2,741	11%	2.61	2.55
West Linn	10,252	11,988	12,342	2,090	0.6%	25,109	31,506	32,436	7,327	29%	2.64	2.63
Wilsonville	7,980	11,508	11,766	3,786	1.3%	19,509	28,475	29,113	9,604	49%	2.48	2.47
Wood Village	1,539	1,609	1,681	142	0.3%	3,878	4,630	4,838	960	25%	3.16	2.88
Uninc. Clackamas Co.*	34,597	43,919	45,485	10,888	0.9%	86,805	112,506	113,531	26,726	31%	2.50	2.50
Uninc. Multnomah Co.*	2,029	4,107	4,501	2,472	2.7%	5,991	11,033	12,091	6,100	102%	2.95	2.69
Uninc. Washington Co.*	71,170	100,069	102,461	31,291	1.2%	188,148	245,766	253,013	64,865	34%	2.67	2.47
TOTAL INSIDE UGB	594,158	836,436	874,467	280,309	1.3%	1,481,118	1,954,716	2,041,684	560,566	38%	2.49	2.33
Outside UGB:												
Clackamas Co. (part)**	44,951	66,392	71,812	26,861	1.6%	119,006	192,269	207,965	88,959	75%	2.65	2.90
Multnomah Co. (part)	3,873	4,365	6,464	2,591	1.7%	10,461	11,932	17,670	7,209	69%	2.70	2.73
Washington Co. (part)**	11,360	32,770	38,993	27,633	4.2%	30,451	80,686	96,008	65,557	215%	2.68	2.46
TOTAL OUTSIDE UGB	218,294	331,919	350,261	131,967	1.6%	585,281	892,835	941,836	356,555	61%	2.68	2.69
Tri-County Total	654,342	939,963	991,736	337,394	1.4%	1,641,036	2,239,603	2,363,327	722,291	44%	2.51	2.38

Population estimates extrapolated from the "2035 Reviewed TAZ Forecast Distribution" (MetroScope GAMMA HH Forecast)

(* Note: derived as proportional estimate from the total county unincorporated)

(** Note: urban reserves are tabulated with unincorp. county figures outside the UGB)

Exhibit B (Resolution No. 13-4428)
2040 Employment Forecast Distribution (Reviewed by Local Jurisdictions)
(MetroScope "Gamma" TAZ Forecast)

Draft: April 2013

Note: Jurisdiction geographies are approximate, and based on TAZ's.
Urban Reserves are tabulated outside the UGB.

(source: Scen #1221)

	2010 Employment Geocode				2035 Jurisdiction Review				2040 Jurisdiction Review			
	Retail	Service	Other	Total	Retail	Service	Other	Total	Retail	Service	Other	Total
Inside UGB:												
Beaverton	11,041	19,261	21,539	51,841	14,254	33,282	27,822	75,358	14,640	36,377	28,634	79,651
Cornelius	693	711	1,680	3,084	1,611	1,880	4,440	7,931	1,767	2,086	4,958	8,811
Damascus	260	357	908	1,525	902	1,613	1,894	4,409	1,378	2,252	3,107	6,737
Durham	1	213	318	532	1	307	458	766	1	327	484	812
Fairview	236	497	1,878	2,611	558	3,293	3,724	7,575	613	3,655	4,045	8,313
Forest Grove	882	2,018	2,617	5,517	1,747	3,455	5,343	10,545	1,900	3,729	5,823	11,452
Gladstone	702	546	883	2,131	903	1,040	1,092	3,035	927	1,119	1,134	3,180
Gresham	7,353	8,871	16,408	32,632	12,334	20,154	26,079	58,567	13,134	21,734	27,326	62,194
Happy Valley	241	256	621	1,118	789	1,842	1,616	4,247	918	2,164	1,982	5,064
Hillsboro	9,584	14,449	34,227	58,260	12,152	25,518	55,733	93,403	12,725	27,459	64,852	105,036
Johnson City	0	0	8	8	0	0	8	8	0	0	8	8
King City	137	269	64	470	173	511	137	821	175	555	152	882
Lake Oswego	2,553	7,024	8,670	18,247	2,323	11,584	8,879	22,786	2,240	12,417	9,183	23,840
Maywood Park	0	5	23	28	0	5	23	28	0	5	23	28
Milwaukie	1,403	3,527	6,658	11,588	1,944	5,751	7,712	15,407	2,031	6,336	7,746	16,113
Oregon City	3,081	3,727	7,580	14,388	5,418	6,990	10,077	22,485	5,754	7,481	10,429	23,664
Portland	65,150	139,111	170,053	374,314	76,134	218,142	214,176	508,453	78,595	230,220	222,394	531,209
Rivergrove	0	0	6	6	0	0	6	6	0	0	6	6
Sherwood	1,103	1,206	1,907	4,216	1,643	2,604	5,005	9,252	1,864	2,896	5,547	10,307
Tigard	9,072	11,901	16,196	37,169	10,764	23,818	19,650	54,232	10,910	25,929	20,115	56,954
Troutdale	1,272	493	2,361	4,126	2,039	2,357	5,615	10,011	2,161	2,643	6,179	10,983
Tualatin	4,372	6,140	12,460	22,972	5,066	8,868	21,305	35,239	5,405	9,412	22,777	37,594
West Linn	966	1,593	1,693	4,252	1,517	2,683	2,331	6,531	1,623	2,835	2,455	6,913
Wilsonville	2,480	4,839	9,754	17,073	3,536	9,733	14,150	27,419	3,853	10,673	14,901	29,427
Wood Village	1,261	242	531	2,034	1,783	1,158	1,489	4,430	1,870	1,298	1,607	4,775
Uninc. Clackamas Co.	11,506	13,302	20,330	45,138	15,519	26,628	25,761	67,908	16,236	28,473	26,586	71,295
Uninc. Multnomah Co.	109	377	396	882	749	1,658	2,367	4,774	869	1,861	2,559	5,289
Uninc. Washington Co.	5,929	13,844	17,097	36,870	8,659	23,012	31,142	62,813	9,331	25,297	34,828	69,456
TOTAL INSIDE UGB	141,387	254,779	356,866	753,032	182,518	437,886	498,034	1,118,439	190,920	469,233	529,840	1,189,993
Outside UGB:												
Clackamas County	4,803	5,218	15,348	25,369	8,182	11,295	22,359	41,836	9,378	13,090	24,964	47,432
Multnomah County	361	479	1,513	2,353	384	876	1,945	3,205	470	1,072	2,091	3,633
Washington County	854	1,640	5,881	8,375	2,363	6,659	18,084	27,106	2,874	8,025	24,515	35,414
TOTAL OUTSIDE UGB	31,393	49,398	82,573	163,364	51,793	99,793	142,581	294,167	56,065	110,010	157,815	323,890
Tri-County Total	172,780	304,177	439,439	916,396	234,311	537,679	640,615	1,412,606	246,985	579,243	687,655	1,513,883

Employment estimates extrapolated from the "2035 Reviewed TAZ Forecast Distribution" (MetroScope GAMMA HH Forecast)

(* Note: derived as proportional estimate from the total county unincorporated)

(** Note: urban reserves are tabulated with unincorp. county figures outside the UGB)

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 13-4428, FOR THE PURPOSE OF ADOPTING THE DISTRIBUTION OF THE POPULATION AND EMPLOYMENT GROWTH TO YEAR 2040 TO TRAFFIC ANALYSIS ZONES IN THE REGION CONSISTENT WITH THE FORECAST ADOPTED BY ORDINANCE NO. 11-1264B IN FULFILLMENT OF METRO'S POPULATION COORDINATION RESPONSIBILITY UNDER ORS 195.036

Date: April 30, 2013

Prepared by: Gerry Uba, x1737

BACKGROUND

Oregon land use law (ORS 195.036; 195.025) requires Metro to coordinate its regional population forecasts with local governments inside the urban growth boundary for use in updating their comprehensive plans, land use regulations and other related policies. In 2009, Metro created a population and employment growth forecast for the seven-county region¹ for the next 50 years. One of the ways Metro coordinates the population and employment forecast is to conduct a localized distribution of the 2009 forecast after an urban growth boundary decision cycle is completed.

On November 29, 2012, Metro Council adopted the Distribution of the Population and Employment Growth to Year 2035 to the traffic analysis zones in the region (Ordinance No. 12-1292A). The distribution information is essential for local and regional planning, such as updating local comprehensive plans (through periodic review), local transportation system plans, and the Regional Transportation Plan (RTP). The information is used by Metro for corridor planning, regional transportation planning, and the urban growth report for informing the urban growth boundary decision. Although there is no legal requirement for school districts and special districts to coordinate their forecast with Metro, the distribution information will be useful to school districts for enrolment forecasting and facility planning, and to special districts in the region, such as water, sewer and fire districts, in updating their facility plans and emergency preparedness plans. The information is also helpful to TriMet in forecasting future ridership and mapping travel patterns, enabling the agency to better plan for frequency of MAX and bus service and future routes.

The proposed Resolution No. 13-4428 will adopt the Distribution of the Population and Employment forecast to year 2040 to the traffic analysis zones in the region. Metro's adoption of the 2040 forecast distribution will serve as the basis for RTP update and associated demonstration of compliance with the Federal Clean Air Act. The RTP will be updated in 2014. Public hearing is not required for the adoption of the resolution.

Methodology of the growth forecast distribution

The growth forecast distribution is based on policy and investment decisions and assumptions that local elected leaders and the Metro Council have already approved and adopted, including the seven-county

¹ Clark, Clackamas, Columbia, Multnomah, Skamania, Washington, and Yamhill counties

forecast, existing zoning, adopted plans, the Regional Transportation Plan adopted on June 10, 2010, and urban and rural reserves.

The first stage of the coordination process involves Metro and local government staff working together to refine the buildable land inventory (BLI) methodology to ensure the accuracy of zoning and growth capacity assumptions. Attachment 1 contains names of local jurisdiction staff involved in the population and employment coordination. The methodology takes into account land that cannot be built on due to environmental constraints and right of way, as well as capacity from vacant buildable lands, new urban areas², prospective urban growth boundary expansions into designated urban reserves, redevelopment and infill. As a result of this exercise, the region now has an updated 30-year capacity estimate that reflects the input and review from local government staff.

The geography used for this analysis is the Traffic Analysis Zone (TAZ). To provide more detail than the previous growth distribution, the number of TAZs used was increased from 2,013 to 2,162. The TAZ is the geographic unit that serves as the building block of Metro's primary forecasting tools (the travel demand model and MetroScope). By dividing the region into 2,162 TAZs, the accuracy of the travel demand model as well as all other aspects of transportation planning are improved. The TAZ-level data also assist land use planners in updating comprehensive plans and zoning, and conducting other types of land use analysis, including neighborhood level analysis.

In the second stage of the distribution coordination process, land use and transportation models are used to match demand (the seven-county forecast) with supply (the BLI). After extensive review of Metro's initial distributions with local governments' staff, the final product is the 2035 and 2040 distributions of forecast households and jobs to TAZs, cities and unincorporated areas in the region.

Further analyses of both the 2035 and 2040 distribution data reveal future trends that regional and local planners should bring to the attention of their decision makers.

Involvement of local governments and Metro advisory committees

As stated earlier, staff representatives of all local governments in the region were involved during the entire duration of the project, by assisting to refine land supply calculation methods, and review and comment on the capacity estimates and distribution of the population and employment forecast to years 2035 and 2040. In addition, the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT) reviewed and provided comments on the land supply/capacity estimates and the matching of the capacity estimates with population and employment forecast that resulted in the TAZ level and local government level distribution of the population and employment forecast before it was adopted by the Metro Council.

ANALYSIS/INFORMATION

1. Known Opposition

Washington County and the City of Beaverton provided written comments emphasizing the need for a better understanding of residential housing demand and preferences and redevelopment. In

² Areas added to the urban growth boundary that does not yet have urban zoning.

response, Metro staff identified additional research possibilities. Depending on funding availability, this research could inform the next Urban Growth Report and forecast distribution.

2. Legal Antecedents

The distribution of the growth forecast to year 2040 satisfies Metro's obligations under the Federal Clean Air Act and the state coordination requirement -- ORS 195.025 and 195.036. Local governments are encouraged to use the coordinated forecast distribution as part of their Transportation System Plans, otherwise they are expected to present their alternate local forecast and methodology to the Transportation Policy Alternatives Committee for review and comment.

3. Anticipated Effects

Adoption of the distribution of population and employment forecast at a localized-level will encourage local governments to use distribution information to conform their land use and transportation plans to recent regional policies adopted by the Metro Council.

4. Budget Impacts

The FY 2012/2013 budget included resources for staff in the Research Center and the Planning and Development Department to work on this project.

RECOMMENDED ACTION

Staff recommends that the Metro Council accept and adopt the distribution of the 2009 population and employment forecast to year 2040 (included in Resolution No. 13-4428 as Exhibits A and B) as fulfillment of Metro's responsibilities to use the information as the basis of its air quality conformity determination for updating the Regional Transportation Plan in 2014.

**ATTACHMENT 1 (Staff Report to Resolution No. 13-4428)
LOCAL GOVERNMENT AND AGENCY STAFF INVOLVED IN
THE 2035 AND 2040 FORECAST DISTRIBUTION PROCESS**

Cities	Staff
City of Beaverton	Laura Kelly, Robert McCracken, Jeff Salvon, Steven Sparks, Doug Taylor
City of Cornelius	Dick Reynolds
City of Damascus	Steve Gaschler, John Morgan, Erika Palmer, Bob Short
City of Durham	
City of Fairview	Lindsey Nesbitt
City of Forest Grove	Jon Holan, Dan Riordan
City of Gladstone	Larry Conrad
City of Gresham	Erin Aigner, Jonathan Harker, Brian Martin, Ann Pytynia
City of Happy Valley	Jason Tuck, Michael Walter
City of Hillsboro	Colin Cooper, Doug Miller, Don Odermott, Dan Rutzick
City of Johnson City	
City of King City	Keith Liden
City of Lake Oswego	Denny Egner, Erica Rooney, Sarah Selden
City of Maywood Park	
City of Milwaukie	Li Alligood, Kenny Asher, Katie Mangle
City of Oregon City	Tony Konkol, Christina Roberts-Gardner, Laura Terway
City of Portland	Tom Armstrong
City of Rivergrove	
City of Sherwood	Julia Hajduk, Michelle Miller
City of Tigard	Darren Wyss
City of Troutdale	Rich Faith, Elizabeth McCallum
City of Tualatin	Colin Cortes, Cindy Hahn, Aquilla Hurd-Ravich, Alice Rouyer
City of West Linn	Sara Javronok, Chris Kerr, John Sonnen
City of Wilsonville	Chris Neamtzu, Stephan Lashbrook, Daniel Pauly, Dan Stark
City of Wood Village	Bill Peterson
Counties	Staff
Clackamas County	Sarah Abbott, Larry Conrad, Martha Fritzie, Shari Gilevich, Clay Glasgow, Cindy Hagen, Scott Hoelscher, Diedre Landon, Mike McAllister, Simone Rede, Michael D. Walden
Multnomah County	Chuck Beasley
Washington County	Andy Back, Steve D. Kelley
Agencies	Staff
Oregon Employment Dept.	Lynn Wallis
Dept. of Land Conservation & Development	Anne Debbaut, Jennifer Donnelly, Darren Nichols, Lynn Wallis
Oregon Dept. of Transportation	Mai Chi, Kirsten Pennington, Lidwien Rahman, Lainie Smith
Port of Portland	John Boren, Tom Bouillion
Metro	Roger Alfred, Sonny Conder, Jim Cser, Chris Deffebach, Mike Hogle, Robin McArthur, Cindy Pederson, Ted Reid, Maribeth Todd, Gerry Uba, John Williams, Dennis Yee
Neighboring Cities¹	
Canby	Bryan Brown, Matilda Deas
Sandy	Tracy Brown

¹ Consultation / information exchange with SW Washington Regional Transportation Council, City of Vancouver and Clark County, Washington.