

Agenda



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Meeting: Metro Technical Advisory Committee
Date: Wednesday, September 6, 2017
Time: 10:00 a.m. to noon
Place: Council Chamber

Time	Agenda Item	Action Requested	Presenter(s)	Materials
10:00	CALL TO ORDER Updates from the Acting Chair		Acting Chair Tom Kloster, Metro	
	<ul style="list-style-type: none"> · Citizen Communications to MTAC · Updates from Committee Members 		All	
10:15 30 min.	Economic Value Atlas Update <i>Purpose: To update MTAC on a project to spatially represent the region's economy to better understand the impact of public investments on economic development outcomes</i>	Informational	Jeffrey Raker, Metro	
10:45 30 min.	Southwest Corridor Equitable Development Strategy Update <i>Purpose: To update MTAC on an FTA grant awarded to Metro to study the opportunities and risks associated with a light rail investment in SW corridor communities</i>	Informational	Brian Harper, Metro	
11:15 30 min.	Expectations for Cities Proposing Residential UGB Expansions <i>Purpose: MTAC recommendation on proposed Functional Plan amendments</i>	Recommendation	Ted Reid, Metro	
Noon	Adjourn			

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2017 MTAC Tentative Agendas

January 4 - Cancelled	January 18 - Cancelled
February 1 <ul style="list-style-type: none"> 2018 RTP: Vision Zero and Safety Plan Update (McTighe) Urban Growth Readiness Task Force Recommended Code Updates Update 	February 15 <ul style="list-style-type: none"> Powell-Division Update RTP Evaluation Framework (Mermin) <ul style="list-style-type: none"> System Measures Transportation equity analysis
March 1 - Cancelled	March 15 <ul style="list-style-type: none"> Regional Transit Strategy Regional Freight Plan Building the RTP Investment Strategy* (Ellis)
April 5 <ul style="list-style-type: none"> 2018 Urban Growth Management Decision Work Program Overview Expectations for cities proposing residential UGB expansions 	April 19 <ul style="list-style-type: none"> Building the RTP Investment Strategy* and Project Evaluation Process Powell-Division Transit and locally preferred alternative resolution and related RTP ordinance 2040 Grants
May 3 <ul style="list-style-type: none"> Building the RTP Investment Strategy* (Recommendation to MPAC) (Ellis) 	May 17 - Cancelled
June 7 - Cancelled	June 21 - Cancelled
July 5 - Cancelled	July 19 - Cancelled
August 2 <ul style="list-style-type: none"> Proposed code for mid-cycle UGB amendment process (Reid) Designing Livable Streets (McTighe) 	August 16 - Cancelled
September 6 <ul style="list-style-type: none"> Economic Value Atlas update (Raker) Southwest Corridor Equitable Development Strategy update (Harper) Expectations for cities proposing residential UGB expansions (Reid) 	September 20
October 4 <ul style="list-style-type: none"> Regional Transportation Technology Strategy (RTx) (Rose) 	October 18 <ul style="list-style-type: none"> Update on RTP Work Plan and Investment Strategy analysis (Ellis)
November 1 <ul style="list-style-type: none"> Overview of technical review drafts of safety, transit and freight plans** 	November 15 <ul style="list-style-type: none"> Draft RTP Investment Strategy and TEA findings (Cho) Designing Livable Streets (McTighe) Regional Transit Strategy System Expansion Policy (Snook)***

December 6 <ul style="list-style-type: none"> • Draft RTP Investment Strategy Findings (Ellis) • Draft Transportation Equity Analysis Findings • RTP 2018 Regional Leadership Forum #4 (Ellis) • Technical review drafts of safety, transit and freight plans (<i>key issues identified for discussion</i>) 	December 20
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**RTP Revenue Forecast, Priorities, Evaluation Framework and Call for Projects*

***This includes Regional Transit Strategy, Regional Freight Plan, and Regional Safety Plan*

****Could be considered November 15 or later*

Parking Lot – Future Agenda Items

- Update on technical activities related to land use modeling/growth management
- Transportation resiliency



Southwest Corridor Equitable Development Strategy

June 15, 2017

Project Background

The Southwest Corridor Plan is a collaborative initiative with engaged local leaders working to find solutions to limited transit service, congested roadways, unreliable travel, and unsafe conditions for people moving within and between local communities. Project partners have adopted a Shared Investment Strategy that includes a range of transportation, land use, social and economic development solutions to meet the needs of what is now the fastest growing part of the Portland Metro region. The construction of a new Light Rail Extension from Downtown Portland to Tualatin was identified as one of the primary strategies to address transportation needs and expand opportunities for residents who live, work and visit within the corridor, and the greater Portland Metro Region.

Southwest Corridor Equitable Development Strategy

In 2016 Metro applied for and received an FTA Corridor-based Transit Oriented Development Grant for \$895,000. The goal of the grant work is to define a Southwest Corridor Equitable Development Strategy (SWEDS) to address current and future residents' needs around housing, employment, and education as the corridor grows and as the transit investment influences that growth. A strong coalition of partners will identify and pilot actionable equitable development strategies based on a compilation of data that exhibits the **unique** conditions in communities throughout the Southwest Corridor. These actions will address the following topics:

- **Equitable Housing:** Increasing supply and meeting demand for diverse housing types that address the needs of various household incomes and sizes.
- **Economic Development:** Identify jobs/industry sectors that provide households with sufficient resources to afford the indices for a regional quality of life (RQL) to enjoy living in the corridor.
- **Workforce Development:** Identify pathways to link the current and future corridor population with employment that pays enough to achieve the RQL.
- **Guidance on property investment** (retention, new development, redevelopment, adaptation).

In addition to the SWEDS, Metro recently awarded Equitable Housing Grants to the City of Portland, the City of Tigard and Washington County to help address local affordable housing issues as they relate to the proposed light rail investment. The SWEDS work will help support these local actions by closely aligning anticipated milestones and deliverables between projects. Additionally, staffing

and outreach will be coordinated between the grants to maximize efficiency and promote a shared understanding of the project linkages within the corridor.

Anticipated Outcomes:

1. **Southwest Equitable Development Strategy (SWEDS):** Identifies investments and policies to mitigate displacement and maintain equitable access to the RQL at a corridor-wide level in the face of substantial population and employment growth through 2040.
2. **Community-Driven Implementation:** Based on policy direction from the SWEDS, advisory groups will deliver pilot project proposals for corridor-wide implementation. Projects will focus on:
 - a. Equitable Housing
 - b. Business & Workforce Development
 - c. Finance & Investment needs
3. **Regional Quality of Life (RQL) Index:** Describe current conditions and inform target scenarios for equitable station area development and inclusive economic growth in the SW Corridor. Index will be built from existing data sources and scalable for continuing use on future Metro Investment Areas.

The Bottom Line: As the Portland region grows, many of the issues that larger cities have been experiencing are rising to the forefront of public concern, such as affordable housing, community and business displacement, and inclusive growth. Project partners aim to address these concerns in working with the community to ensure that major public investments in transit and other transportation are leveraged in a way that supports community development objectives, addresses existing inequities, and reduces associated impacts and risks to reduced livability and displacement due to increased land values. Major public investments in infrastructure made with the limited resources available today need to achieve more than just transportation goals – our communities deserve and demand that an investment in light rail transit maintains and enhances the quality of life for communities in the region, particularly in the Southwest Corridor. The SWEDS work will lead to a greater understanding, region-wide, about how and where to make investments that will do the most good for the most people.



Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Date: August 30, 2017
To: Metro Technical Advisory Committee
From: Ted Reid, Principal Regional Planner
Subject: Urban Growth Readiness Task Force Recommendations: Proposed Metro Code Amendments

Note –Metro staff intended to seek MTAC’s formal recommendation on proposed code amendments at its August 2, 2017 meeting, but there was not a quorum. MTAC did, however, continue its discussion of the proposed code amendments and provided feedback that is summarized in this memo. Metro staff will again seek MTAC’s recommendation on the proposed code amendments at the September 6 meeting.

Background

During 2016, Metro convened the Urban Growth Readiness Task Force to provide recommendations on how to improve the growth management decision-making process in the region. The Task Force made three consensus recommendations, all of which have been endorsed by the Metro Council. Two of the Task Force’s recommendations have now been successfully advanced through changes to state law (HB 2095), which facilitate Metro Council consideration of modest mid-cycle residential expansions.

A third recommendation was to clarify expectations for cities that propose residential UGB expansions, requiring that they demonstrate that they are taking actions to advance regional and local goals. To that end, MTAC discussed possible amendments to the Urban Growth Management Functional Plan at several of its meetings from fall 2016 through spring 2017.

Requirements for concept plans for urban reserves are already laid out in Title 11 (Planning for New Urban Areas) of the Functional Plan. Those requirements have been in place since 2010. Consequently, MTAC’s discussion has focused on other expectations that are not already addressed in Title 11, particularly those that are best considered city-wide (for instance, efforts to increase housing options). This is based on the Task Force’s recommendation that Metro take a holistic view of city proposals for expansion.

Proposed Metro Code Amendments

MTAC last discussed possible amendments to Title 14 at its August 2, 2017 meeting. The proposed amendments to Title 14 (Urban Growth Boundary) seek to accomplish two goals:

1. Clarify expectations for cities proposing residential UGB expansions into concept planned urban reserves; and
2. Establish procedures for mid-cycle residential UGB decisions.

Clarify expectations for cities proposing residential UGB expansions into concept planned urban reserves: Following Metro Council direction, the draft amendments to Title 14 are written so that these expectations would apply to all residential growth management decisions, including legislative decisions (completed at least every six years as required per state law) and mid-cycle decisions (recently facilitated with the passage of HB 2095). Over the course of several meetings, MTAC discussed how best to balance certainty and flexibility in the draft amendments, ending up on the flexibility end of the spectrum. This is in recognition of differences between cities around the

region and a desire to avoid a one-size-fits-all approach. These draft amendments should be familiar to MTAC since the committee has discussed them on several occasions.

Establish procedures for mid-cycle residential decisions: HB 2095 was signed into law during the 2017 legislative session. It facilitates Metro Council consideration of modest (less than 1,000 gross acres) residential UGB expansions in the interim between six-year legislative decisions. The legislation allows the Metro Council to make those expansions based on minor amendments to the most recent Urban Growth Report, Metro's assessment of housing needs.

HB 2095 did not, however, specify all of the procedures and timelines for city proposals, public notices, and Metro Council decisions. This gives the region the flexibility to establish these procedures and, if needed, amend them in the future to improve the mid-cycle decision process. The proposed amendments in MTAC's agenda packet seek to establish those procedures.

Summary of MTAC's August 2, 2017 discussion

Request for administrative guidance

MTAC members discussed how the intended flexibility of the proposed code has the side effect of creating ambiguity for cities considering residential expansion proposals. To address this, MTAC members suggested that administrative guidance to interpret the code would help cities make stronger proposals. In the coming weeks, Metro staff intends to work with the Metro Council to reflect their policy objectives in an administrative guidance document. While the proposed code would be adopted (pending Metro Council approval), the administrative guidance itself would not be formally adopted (though it will be framed around the code).

Applicability to residential vs. employment expansion proposals

MTAC members sought to clarify that the proposed code would only apply to residential expansion proposals (not for employment land). That is the intent and staff has clarified that in the draft code in MTAC's September 6 meeting packet.

State acknowledgement of a city's housing needs analysis

MTAC members discussed whether the proposed code should require that a city's housing needs analysis be acknowledged by the state before proposing a residential expansion. Two views have been expressed:

- Some MTAC members have stated that this step is necessary to ensure that a city analysis is consistent with Statewide Planning Goal 10 (Housing). Likewise, Oregon Department of Land Conservation and Development staff has noted that the acknowledgement procedure would not require a hearing before the Land Conservation and Development Commission.
- Some MTAC members have expressed concern that requiring acknowledgment of a city analysis creates an additional process that is not necessary at the stage of proposing and discussing a UGB expansion. This is because any UGB expansion would need to be based on a regional housing needs analysis completed by Metro and any regional UGB expansion decision must be submitted to the state for acknowledgement. Likewise, any subsequent city comprehensive plan amendments for the expansion area would also need to be acknowledged by the state.

Metro staff will seek MTAC's recommendation on this question at the September 6 meeting.

Shelf life of a city's housing needs analysis

MTAC members discussed whether a city's housing needs analysis should have been completed in the last six years (as proposed in the current draft code amendments).

- Some MTAC members have suggested that a city's housing needs analysis should be relatively current and that six years is a reasonable shelf life that corresponds to Metro's statutorily required timeline for assessing regional housing needs.

- Some MTAC members have pointed out that updating these analyses requires resources and that a time period slightly longer (TBD) than six years would provide additional flexibility.

Metro staff will seek MTAC's recommendation on this question at the September 6 meeting.

Related, some MTAC members discussed whether an update to a city's older housing needs analysis would suffice. Metro staff believes that, depending on the contents and assumptions of the updated analysis, an updated analysis could meet the intent of the proposed code.

Next Steps

Staff intends to ask for MTAC's formal recommendation on these amendments at its September 6, 2017 meeting. Staff will subsequently seek a recommendation from the Metro Policy Advisory Committee (MPAC) before presenting the amendments to the Metro Council for consideration this fall. If adopted, these code provisions would apply to the 2018 legislative urban growth management decision and the subsequent mid-cycle decision in 2021 (pending city expansion proposals).

Based on MTAC's suggestions at the August 2, 2017 meeting, Metro staff will also work to clarify the Metro Council's policy interests in an administrative guidance document that will be framed around the proposed code amendments. Staff intends for that administrative guidance to be complete this fall so that cities may rely on it when making residential expansion proposals in May 2018.

Metro staff has previously mentioned that cities planning on proposing UGB expansions in 2018 will be expected to submit letters of interest by the end of 2017. In early fall 2017, Metro staff intends to provide additional guidance to cities on what they should address in those letters of interest.

Proposed New Sections of Title 14 to Implement HB 2095

3.07.1427 Mid-Cycle Amendments - Procedures

- (a) The Metro Council may consider a mid-cycle amendment to the UGB for residential needs between legislative UGB amendments, as provided in ORS 197.299(6). Cities may initiate a mid-cycle amendment to the UGB by filing a proposal on a form provided by Metro.
- (b) The COO will accept proposals from cities for mid-cycle UGB amendments during the period that is between 24 and 30 months after the date of the Council's adoption of its most recent analysis of the regional buildable land supply under ORS 197.296.
- (c) The COO shall provide written notice of the deadline for proposals for mid-cycle amendments not less than 90 days before the first date proposals may be accepted to each city and county within the Metro region and to anyone who has requested notification.
- (d) Proposals must indicate that they have the support of the governing body of the city making the proposal.
- (e) As part of any proposal, the city shall provide the names and addresses of property owners for notification purposes, consistent with section 3.07.1465.
- (f) The proposing city shall provide a concept plan for the urban reserve area that includes the proposed expansion area consistent with section 3.07.1110.
- (g) The proposing city shall provide written responses to the criteria listed in 3.07.1428(b).
- (h) Proposals from cities under this section shall be initially reviewed by the COO and the Metro Planning Department. No later than 60 days after the final date for receiving proposals under subsection (b) of this section, the COO shall submit a recommendation to the Metro Council regarding the merits of each proposal, including consideration of the criteria listed in Section 3.07.1428.
- (i) The Metro Council is not obligated to take action on proposals submitted by cities or on the recommendation of the COO. If the Council chooses to expand the UGB in

accordance with one or more of the proposals, it may add no more than 1000 acres total.

- (j) If the Council elects to amend the UGB under this section, it shall be accomplished by ordinance in the manner prescribed for ordinances in Chapter VII of the Metro Charter. For each mid-cycle amendment, the Council shall establish a schedule of public hearings that allows for consideration of the proposed amendment by MPAC, other relevant advisory committees, and the public.
- (k) Any decision by the Council to amend the UGB under this section must be adopted not more than four years after the date of the Council's adoption of its most recent analysis of the regional buildable land supply under ORS 197.296.
- (l) Notice to the public of a proposed amendment to the UGB under this section shall be provided as prescribed in section 3.07.1465.

3.07.1428 Mid-Cycle Amendments - Criteria

- (a) In reviewing city proposals for mid-cycle UGB amendments, the Metro Council shall determine whether each proposal demonstrates a need to revise the most recent analysis of the regional buildable land supply as described in ORS 197.299(5). The Council's decision shall include consideration of:
 - (1) Need to accommodate future population, consistent with the most recently adopted 20-year population range forecast; and
 - (2) Need for land suitable to accommodate housing and supporting public facilities and services, schools, parks, open space, commercial uses, or any combination thereof.
- (b) If, after revising its most recent analysis of the buildable land supply under paragraph (a) of this subsection, the Council concludes that expansion of the UGB is warranted, the Council shall evaluate those areas that have been proposed by cities for possible addition to the UGB. Any expansion(s) under this section may not exceed a total of 1000 acres. Cities proposing mid-cycle UGB amendments shall demonstrate that:

- (1) The city has an acknowledged housing needs analysis that is consistent with Statewide Planning Goal 10, was completed in the last six years, and is coordinated with the Metro forecast in effect at the time the city's housing needs analysis or planning process began;
 - (2) The housing planned for the city's proposed UGB expansion area is likely to be built in fewer than 20 years. As part of any proposal, cities must provide a concept plan that is consistent with section 3.07.1110 of this chapter. Cities may also provide evidence of property owner support for the proposed UGB expansion, and/or other evidence regarding likelihood of development occurring within 20 years;
 - (3) The city has demonstrated progress toward the actions described in section 3.07.620 of this chapter in its existing urban areas;
 - (4) The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas. Such practices may include regulatory approaches, public investments, incentives, partnerships, and streamlining of permitting processes; and
 - (5) The city has taken actions in its existing jurisdiction as well as in the proposed expansion area that will advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan.
- (c) The land proposed for UGB expansion must be a designated urban reserve area.
- (d) Mid-cycle UGB amendments made under this section are exempt from the boundary location requirements described in Statewide Planning Goal 14.

Amendments to Existing Title 14 Provisions

3.07.1425 Legislative Amendment to the UGB - Criteria

* * * * *

(c) If the Council determines there is a need to amend the UGB, the Council shall evaluate areas designated urban reserve for possible addition to the UGB and shall determine which areas better meet the need considering the following factors:

- (1) Efficient accommodation of identified land needs;
- (2) Orderly and economic provision of public facilities and services;
- (3) Comparative environmental, energy, economic and social consequences;
- (4) Compatibility of proposed urban uses with nearby agricultural and forest activities occurring on land outside the UGB designated for agriculture or forestry pursuant to a statewide planning goal;
- (5) Equitable and efficient distribution of housing and employment opportunities throughout the region;
- (6) Contribution to the purposes of Centers and Corridors;
- (7) Protection of farmland that is most important for the continuation of commercial agriculture in the region;
- (8) Avoidance of conflict with regionally significant fish and wildlife habitat; and
- (9) Clear transition between urban and rural lands, using natural and built features to mark the transition.

(d) If the Council determines there is a need to amend the UGB for housing, in addition to consideration of the factors listed in subsection (c) of this section, the Council shall also consider the following factors in determining which urban reserve areas better meet the housing need:

- (1) Whether the area is adjacent to a city with an acknowledged housing needs analysis that is consistent with Statewide Planning Goal 10, was completed in the last six years, and is coordinated with the current Metro forecast;
- (2) Whether the area has been concept planned consistent with section 3.07.1110 of this chapter;
- (3) Whether the city responsible for preparing the concept plan has demonstrated progress toward the actions described in section 3.07.620 of this chapter in its existing urban areas;
- (4) Whether the city responsible for preparing the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas; and
- (5) Whether the city responsible for preparing the concept plan has taken actions to advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan.

3.07.1465 Notice Requirements

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- (b) For a proposed mid-cycle amendment under section 3.07.1427, the COO shall provide notice of the first public hearing on the proposal in the following manner:
 - (1) In writing at least 35 days before the first public hearing on the proposal to:
 - (A) The Department of Land Conservation and Development and local governments of the Metro area;
 - (B) The owners of property that is being proposed for addition to the UGB;
 - (C) The owners of property within 250 feet of property that is being considered for addition to the UGB, or within 500 feet of the property if it is

designated for agriculture or forestry pursuant to a statewide planning goal;

(2) In writing at least 30 days before the first public hearing on the proposal to:

(A) The local governments of the Metro area;

(B) A neighborhood association, community planning organization, or other organization for citizen involvement whose geographic area of interest includes or is adjacent to the subject property and which is officially recognized as entitled to participate in land use decisions by the cities and counties whose jurisdictional boundaries include or are adjacent to the site;

(C) Any other person who requests notice of amendments to the UGB; and

(3) To the general public by posting notice on the Metro website at least 30 days before the first public hearing on the proposal.