



600 NE Grand Ave.  
Portland, OR 97232-2736

## Metro Policy Advisory Committee (MPAC)

### agenda

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Wednesday, September 12, 2018

5:00 PM

Metro Regional Center, Council chamber

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1. Call To Order, Introductions, Chair Communications (5:00 PM)

2. Public Communication on Agenda Items (5:05 PM)

3. Council Update (5:10 PM)

4. MPAC Member Communication (5:15 PM)

5. Consent Agenda (5:20 PM)

Consideration of July 25, 2018 Minutes

[18-5083](#)

Attachments: [July 25, 2018 MPAC Minutes](#)

6. Information/Discussion Items

2018 Urban Growth Management Decision:

[COM](#)

Recommendations to the Metro Council (5:20 PM)

[18-0165](#)

Presenter(s): Martha Bennett, Metro Chief Operating Officer  
Elissa Gertler, Metro Planning and Development  
Ted Reid, Metro Planning and Development

Attachments: [MPAC Worksheet](#)  
[Chief Operating Officer Recommendation on the UGR](#)  
[UGR Public Comment Report](#)  
[2018 UGM Improvements and Process](#)

7. Adjourn (7:00 PM)

#### Upcoming MPAC Meetings:

- *Wednesday, September 26*
- *Wednesday, October 10*
- *Wednesday, October 24*

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
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## 2018 MPAC Work Program

*as of 8/31/2018*

*Items in italics are tentative*

<p><b><u>Wednesday, August 8, 2018</u></b> - cancelled</p>	<p><b><u>Wednesday, August 22, 2018</u></b> - cancelled</p>
<p><b><u>Wednesday, September 12, 2018</u></b></p> <ul style="list-style-type: none"> <li>• 2018 Urban Growth Management Decision: Recommendations to the Metro Council (Martha Bennett, Metro Chief Operating Officer, Elissa Gertler and Ted Reid, Metro Planning and Development; 90 min)</li> </ul>	<p><b><u>Wednesday, September 26, 2018</u></b></p> <ul style="list-style-type: none"> <li>• Introduce and Discuss MTAC Recommendation on 2018 RTP and Strategies for Freight, Transit, and Safety (Kim Ellis; 60 min)</li> <li>• Hold for MPAC Recommendation to Metro Council on Urban Growth Management Decision – Recommendation to the Metro Council (Ted Reid, Metro; 30 min)</li> </ul> <p><u>September 27-29:</u> League of Oregon Cities Annual Conference, Eugene, OR</p>
<p><b><u>Wednesday, October 10, 2018</u></b></p> <ul style="list-style-type: none"> <li>• Southwest Corridor Equitable Development Strategy (Brian Harper, Metro; 30 min)</li> <li>• MPAC Recommendation to Metro Council on Adoption of 2018 RTP and Strategies for Freight, Transit, and Safety (Kim Ellis, Metro; 45 min)</li> <li>• <i>2030 Regional Waste Plan – Information/Discussion (Marta McGuire and Paul Slyman, Metro; 30 min)</i></li> </ul>	<p><b><u>Wednesday, October 24, 2018</u></b></p>

<p><b><u>Wednesday, November 14, 2018</u></b></p> <ul style="list-style-type: none"><li>• <i>Hold for Construction Excise Tax conversation (Elissa Gertler, Metro; 45 min)</i></li></ul> <p><u>November 13-15: Association of Oregon Counties Annual Conference, Eugene, OR</u></p>	<p><b><u>Wednesday, November 28, 2018</u></b></p> <ul style="list-style-type: none"><li>• <i>Parks and Nature Bond Framework Discussion (Jon Blasher and Heather Nelson Kent, Metro; 45 min)</i></li><li>• <i>Metro Housing Bond Next Steps (TBD; 45 min)</i></li></ul>
<p><b><u>Wednesday, December 12, 2018</u></b></p> <ul style="list-style-type: none"><li>• MPAC Year in Review (TBD; 10 min)</li></ul>	<p><b><u>Wednesday, December 26, 2018</u></b> – cancelled</p>



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Portland, OR 97232-2736  
oregonmetro.gov

**METRO POLICY ADVISORY COMMITTEE (MPAC)**

Meeting Minutes

July 25, 2018

Metro Regional Center, Council Chamber

**MEMBERS PRESENT**

Bob Stacey  
Denny Doyle (*Chair*)  
Amanda Fritz  
Ed Gronke  
Gordon Hovies  
Mark Watson

Kathy Wai  
Jeff Gudman  
Martha Schrader  
Emerald Bogue  
Mark Gamba  
Betty Dominguez

**AFFILIATION**

Metro Council  
City of Beaverton, Second Largest City in Washington County  
City of Portland  
Citizen of Clackamas County  
Tualatin Valley Fire and Rescue, Special Districts in Washington County  
Hillsboro School District Board of Directors, Governing Body of a School District  
TriMet  
City of Lake Oswego, Largest City in Clackamas County  
Clackamas County  
Port of Portland  
City of Milwaukie, Other Cities in Clackamas County  
Metro Council

**ALTERNATES PRESENT**

Gretchen Buehner  
Terri Preeg Riggsby

Theresa Kohlhoff  
Anthony Martin  
John Griffiths

Carrie MacLaren  
Jennifer Donnelly

**AFFILIATION**

City of King City, Other Cities in Washington County  
West Multnomah Soil & Water Conservation District, Special Districts in Multnomah County  
City of Lake Oswego, Largest City in Clackamas County  
City of Hillsboro, Largest City in Washington County  
Tualatin Hills Park & Recreation District, Special Districts in Washington County  
Oregon Department of Land Conservation and Development  
Oregon Department of Land Conservation and Development

**MEMBERS EXCUSED**

Peter Truax  
Kathryn Harrington  
Don Trotter

**AFFILIATION**

City of Forest Grove, Other Cities in Washington County  
Metro Council  
Clackamas County Fire District #1, Special Districts in Clackamas County

OTHERS PRESENT: Adam Barber, Kelly Ross, Jeff Owen, Anna Slatinsky, Katherine Kelly, Mary Kyle McCurdy, and Andrew Tull

STAFF: Ted Reid, Rebecca Hamilton Jon Blasher, Heather Nelson Kent, Megan Gibb, Sara Farrokhzadian Sima Anekonda

**1. CALL TO ORDER, SELF INTRODUCTIONS, CHAIR COMMUNICATIONS**

Chair Denny Doyle called the meeting to order at 5:04 PM.

**2. PUBLIC COMMUNICATIONS**

*There were none.*

**3. COUNCIL UPDATE**

Councilor Bob Stacey remarked that the contents of Saint John's Prairie was decomposing and was producing methane. He stated that the amount of methane being produced was decreasing with no change in operations.

Councilor Betty Dominguez announced that a work group tasked with recruiting more women and people of color in construction related trades began. She stated that this program was called the Construction Career Pathways Projects. She stated that Metro was working on this with many partners and would be learning about barriers to career paths in the construction workforce. She emphasized that construction work produced high paying jobs, but did not include women or people of color. Councilor Dominguez added that this group would meet monthly for the next year to better address the complexity of this public policy issue.

Councilor Stacey recognized the final public comment period on the RTP. He emphasized the RTP's importance and stated that it was possible to make progress on safety and equity issues in transportation. He pointed out the danger of congestion and discussed that there was still not enough funding to achieve each goal in the RTP. Councilor Stacey added that MPAC would look at the proposed amendments of the RTP in September and would provide recommendations in October.

**4. MPAC MEMBER COMMUNICATIONS**

Councilor Jeff Gudman wished Councilor Kathryn Harrington a quick recovery.

Chair Doyle announced that the financing arrangements for the Center for Performing Arts in Beaverton were presented a week earlier.

## **5. CONSENT AGENDA**

MOTION: Councilor Jeff Gudman moved and Councilor Betty Dominguez seconded to adopt the consent agenda.

ACTION: With all in favor, the motion passed.

## **6. INFORMATION/DISCUSSION ITEMS**

### **6.1 Metro Parks and Nature Capital Investments and Land Acquisition Program**

*Key elements of Wilsonville's presentation included:*

Mr. Jon Blasher stated that parks were important to Oregonians and the state played a unique role as a steward for the land. He said that parks stimulated the economy and attracted people into green spaces. He emphasized the importance of preserving these areas and acknowledged how important these areas were to the public. Mr. Blasher stated that the Metro Parks and Nature team supported two bonds and levies over the past 20 years which was favored by the public.

Mr. Blasher remarked that there was a new level of urgency and a greater need to invest in the future. He highlighted the unique role Metro played in planning and discussed limited resources for land conservation. He urged Metro to take a regional role to ensure the parks and nature system was managed.

Ms. Heather Nelson Kent highlighted previous projects and expressed that most of those projects were accomplished with local jurisdictions and communities. She said that Metro focused funding on special places, improving existing parks, and restoration. Ms. Kent said that the land conservation program allowed \$278 million to be invested in land and streams. She stated that 6,000 acres of land was protected thanks to a bond and emphasized that the area still added half a million people to the region. She expressed that conservation areas included protecting rare habitats and key water sources.

Ms. Kent explained that the land acquisition program invested in urban area in a smaller scale. She stated that there was more attention placed on developing sites Metro had already acquired. She provided information on projects that were in the planning process, starting, or were completed.

Ms. Kent relayed that people wanted to access nature and Metro had adopted several plans that could not be completed without additional planning. She pointed to a map which outlined projects that were invested in by local communities. She stated that 300 projects were funded by Metro's bond measure. She indicated that communities were focused on creating new parks that were accessible. She described also described how community activists helped encourage the creation of a Gresham park.

Mr. Blasher emphasized the need to adapt with the region and see how parks and nature could provide livability. He stated that land was becoming more expensive and recommended that Metro should stay ahead of growth. He expressed that investment was occurring in areas that aligned with growth. He also noted that communities were growing and large projects were concentrated in certain areas.

Mr. Blasher stated that there was an increase in diversity and expressed that more people were moving out of the traditional urban cores. He expressed that there were ways to support this movement and discussed the idea of refuge.

Mr. Blasher said that refuge was about creating a livable spaces that add value to life. He recounted that urban areas were experiencing more flooding, however outlined efforts which mitigated the issue. He expressed the need for civically engaged youths to feel at home. He expressed that investing in Parks and Nature helped respond to community needs, housing, and transportation. He listed the following goals for the future: align with regional policy and vision, keep pace with changing local needs, increase benefits for more people, and maintain momentum. Mr. Blasher suggested to protect land through acquisition, continue local share projects and provide grant investments. He explained the following next steps: stakeholder table to provide gain direction on decision-making, continue local partner engagement and community engagement, and implement on online survey. He noted that the Council needed to provide direction for this framework at the end of 2018.

*Member discussion included:*

- Councilor Betty Dominguez said she participated in a public open house and expressed her gratitude for the engagement opportunity. She added that public parks and open spaces were important to health and urged to preserve those spaces.
- Mayor Mark Gamba asked about future planning that addressed the effects of climate change. He asked if there were areas dedicated to storm or flood management. Mr. Blasher said that information was being collected to see if those items could be included in the bond. Mr. Blasher explained that community groups needed to be included in this discussion as well.



- Councilor Jerry Hinton asked if there were policy strategies on homelessness in parks and nature space. Mr. Blasher said that this issue required continued effort in order to obtain key insights and opportunities for collaboration. He added the RID patrol was a tool that was already available. Councilor Stacey added that rent control was available on Metro land.
- Mr. Ed Gronke inquired about the funding for Willamette Falls Legacy project. Mr. Blasher indicated that the project was in conversation, however funding had not been specified. Councilor Dominguez said that more information would be provided in the future.
- Ms. Kathy Wai said that Happy Valley experienced rapid growth and increased in diversity. She questioned how community outreach would look like to people of color and requested clarity on community partners that were engaged. Ms. Kent said that levy policy included a call to better serve communities of color. She said that different community organizations and projects were also utilized to engage people of color. Mr. Blasher added that more research could be done to increase engagement in Happy Valley. Ms. Wai noted that community organizations were not always located in areas with growing populations.
- Councilor Gretchen Buehner asked how to balance the creation not of parks and the need for housing. Councilor Stacey said that Metro had four lines of work and emphasized the public's need for affordable housing. He stated that Metro had an obligation to continue building all livability matters that affect the region.
- Councilor Anthony Martin sought clarity on rates. He suggested that there needed to be more prioritization regarding housing, parks, and transportation bonds. He inquired about the parks and nature work plan. Mr. Blasher stated that the Park department was hoping to meet with MPAC in the future to further address the plan.
- Mr. John Griffiths stated that Metro was doing great work in terms of parks and nature. He informed that the 2006 measure was facing increased housing costs. He detailed that importance of connecting growth to nature. He expressed that polling indicated desire for increased access to parks and nature. He asked MPAC to be open to something more than the current bill rate and stated that higher dollars to complete the vision considering land was becoming more expensive.
- Councilor Dominguez remarked that parks and nature was extremely important to marginalized communities. She informed that these communities were often located in areas that did not have access to nature experienced high levels of pollution and adverse health affects.
- Councilor Jeff Gudman inquired about flood plans and acquisition. Mr. Blasher stated that he needed to confer with their science team and stated water protections was desired.
- Commissioner Martha Schrader asked if there was quantitative data about ecological impacts and benefits of current acquisitions. She stated that metric of success needed to be analyzed and presented. Commissioner Amanda Fritz

mentioned that Tryon Creek and Johnson Creek experienced success since both saw an increase in fish. Commissioner Schrader said that she had seen improvements in Clackamas County. She added that it would be beneficial to see these effects aggregated in one place. Councilor Buehner suggested that MPAC contact the Clean Water Services since they did a study on this topic.

- Mr. Griffiths indicated a resurgence in wildlife and explained how nature parks would impact migration.

## **6.2 Merits of City Proposal For UGB Expansion**

*Key elements of Wilsonville's presentation included:*

Mr. Ted Reid advised MPAC to think of technical questions at the next meeting.

Ms. Rebecca Hamilton discuss the two part process regarding the urban growth boundary: the urban growth report and the city proposals. She stated that early decisions were based on modeling mathematics and soil maps. She said that land itself would not guarantee jobs and emphasized the need for urban areas, parks, schools, favorable markets, and infrastructure.

Ms. Hamilton said that each proposal was modestly sized. She stated that a Metro-convened advisory group charged with providing expertise in the following: residential and commercial development, multimodal transportation, parks and natural spaces, equity, affordable housing, land use, and housing supply.

Ms. Hamilton explained that after the proposals were reviewed and the City Readiness Advisory Group (CRAG) had convened. She said that during the evaluation process, differences in city needs were considered. She described the evaluation factors as a list of details that needed to be considered. She said that each plan met the Title 11 compliant.

Mr. Andrew Tull described his work with the Home Builders Association. He said he was impressed with King City's Proposal and proceeded to summarize comments posed by CRAG. Mr. Tull said that staff was looking to maximize benefits that came from those developments and specifically referred to Hillsboro. He said that there were a number of overarching thoughts when it came to pursuing higher density areas with a more integrated zoning plan. He explained sentiments around the affordable housing plan and stated that Metro would need help with funding.

Ms. Mary Kyle McCurdy discussed CRAG's approach to assessing the proposals. She said that CRAG members did not rank each of the plans and highlighted a few common sentiments CRAG members discussed. She mentioned a few common concerns

pertaining each of the cities, however she assured that these issues could be addressed prior to the decision. She stated that each proposal still reflected segregated housing types and emphasized the need for mixed housing options.

Ms. McCurdy said that each proposal spoke to housing affordability, but that it was not clear how the cities were committing to this. She remarked that there were many comments related to transportation, specifically in regards to trails and connectivity. She felt none of the areas would support a robust transit system and highlighted the discussions of who would provide a transportation system.

*Member discussion included:*

- Chair Doyle stated that affordable housing and transit were intertwined.
- Councilor Buehner stated that King City was advised to do a housing analysis which considered the existing community.
- Ms. Kathy Wai referred to a TriMet meeting regarding expanded access. She said that TriMet would refer to HB 2017 to understand which areas were growing and needed increased transportation services.
- Councilor Anthony Martin acknowledged Hillsboro's response to CRAG. He clarified that the concept plan and the proposals were two distinct documents and mentioned there may have been some misunderstanding among cities. He said that expansion areas fulfilled a particular need and suggested that there needed to be a conversation on where affordable housing was best suited. He said that Hillsboro wants affordable housing and encouraged Metro, TriMet, and Hillsboro to work on transit.
- Mr. Mark Watson mentioned that cities were not obligated to provide a response to the CRAG comments.
- Councilor Gudman discussed the increasing density in the Metro area and stated that the urban growth boundary did not need to be expanded. He urged MPAC to consider ways of increasing density.
- Mayor Mark Gamba asked if the proposal were functionally possible. Ms. McCurdy said that infrastructure could not be funded, however every city was committed to their plan. She acknowledged the need for a public subsidy in order to help fund these plans. Mr. Tull agreed and stated that Title 11 would be effective. He said that tools be used to implement the plans would help guide decision making. Mayor Gamba asked if the areas had been evaluated to ensure that they were developable in terms of geography and infrastructure. Mr. Reid stated that cities were required to do that analysis before their application.
- Councilor Buehner called upon Mr. Michael Weston, King City's City Manager to speak to this concern. Mr. Weston stated that King City would be able to expand

infrastructure. He spoke to King City's financial plan as it related to storm water, sewage, retention, facilities, bridges, and a number of other services.

- Mr. Griffiths inquired about the transition into farm and forest land. Mr. Reid discussed Rural Reserves and mentioned how certain areas would not be developed on for the next 50 years.
- Ms. Carrie MacLaren stated that under the State Planning Land Use Program, farm land was protected. She spoke to previous issues with protecting farm land and UGB expansion areas and addressed the creation of Rural Reserves which made long term investments. Ms. McCurdy added that the reserves represent a compromise and stated that some of those areas were needed to grow food.
- Mr. Ed Gronke spoke to Councilor Gudman's comments and questioned what circumstances warranted a UGB expansion. He highlighted that the UGB expansion was a political discussion which posed the question of where to develop.

## 7. **ADJOURN**

Chair Doyle adjourned the meeting at 6:59 PM.

Respectfully Submitted,

A handwritten signature in black ink, appearing to be 'Sima Anekonda', written in a cursive style.

Sima Anekonda  
Recording Secretary

**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF July 25, 2018**

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT NO.</b>
<b>6.1</b>	Presentation	7/25/18	Parks and Nature: Looking Forward Presentation	072518m-01
<b>6.2</b>	Presentation	7/25/18	2018 UGB Growth Management Decision: City Readiness Advisory Group Discussion Presentation	072518m-02
<b>6.2</b>	Handout	7/25/18	CRAG Comments on UGB Expansion Proposal for Witch Hazel Village	072518m-03
<b>6.2</b>	Handout	7/25/18	King City Responses to CRAG Analysis	072518m-04

# MPAC Worksheet

**Agenda Item Title:** 2018 urban growth management decision: recommendations to the Metro Council

**Presenter:** Martha Bennett, Metro Chief Operating Officer  
Elissa Gertler, Metro Planning and Development  
Ted Reid, Metro Planning and Development

**Contact for this worksheet/presentation:** Ted Reid

## **Purpose/Objective**

- Provide MPAC with an overview of Metro's Chief Operating Officer recommendation on the 2018 urban growth management decision.
- Provide MPAC with an opportunity to make a recommendation to the Metro Council.

## **Action Requested/Outcome**

MPAC provides the Metro Council with its recommendation for the 2018 urban growth management decision.

## **What has changed since MPAC last considered this issue/item?**

### An outcomes-based approach

In early 2017, the Metro Council approved a work program for making a growth management decision in 2018. Based on recommendations from the 2016 Urban Growth Readiness Task Force, MPAC, and MTAC, and policy direction from the Metro Council, the 2018 decision process has been conducted differently than in the past, with an emphasis on an outcomes-based approach and a focus on the merits of city proposals for expansions. With this new approach, cities were expected to describe, not only the proposed expansion, but also the actions they are taking elsewhere in their jurisdiction to manage growth.

### Four city proposals

Four cities – Beaverton, Hillsboro, King City and Wilsonville – submitted urban growth boundary expansion proposals by the May 31, 2018 deadline. The four cities have presented their proposals at Council work sessions, MPAC and MTAC.

### Public comment on city proposals

Metro staff conducted an online comment period on the four city proposals from June 8 through July 9, 2018. The public comment report is included in MPAC's meeting packet.

### Additional perspectives on city readiness

Recognizing that this new approach would benefit from new perspectives, Council President Hughes convened private and public sector experts in affordable housing, parks planning, residential and mixed-use development, multimodal transportation, and equity. City Readiness Advisory Group (CRAG) members were asked to identify the strengths and weaknesses of city proposals. Their discussion was summarized at a Council work session, MPAC and MTAC. When prompted, MPAC did not identify any technical questions for MTAC regarding the city expansion proposals.

### Regional analysis

Metro staff has also completed a draft Urban Growth Report (UGR) that was presented to the Metro Council, MPAC and MTAC in July 2018. The UGR demonstrates that the Council has the latitude to determine whether there is a regional need for any of the proposed UGB expansions.

Two essential elements of the UGR – the regional range forecast and the buildable land inventory range – were peer reviewed. Likewise, Metro subjected its land use model, MetroScope, to peer review. When prompted, MPAC did not identify any technical questions for MTAC regarding the UGR.

### Chief Operating Officer recommendation

Metro's Chief Operating Officer has taken these and other factors into consideration in her recommendation to the Metro Council. Her recommendation is included in the MPAC meeting packet.

### Next steps

A decision timeline is included in MPAC's meeting packet.

The Chief Operating Officer will present her recommendation to MPAC on September 12. MPAC will be asked for its own recommendation at that meeting. If additional discussion time is needed, MPAC will have an opportunity to finalize its recommendation on September 26.

The Metro Council is scheduled to hold two public hearings on September 20 and 27. On September 27, the Council will consider a resolution that will provide staff with Council's direction for its intended growth management decision. In response to that direction, staff will work to complete required analyses and public notices in the fall. The Council would then hold two additional public hearings on December 6 and 13, to consider an ordinance that would finalize the Council's 2018 growth management decision.

### Recommendation sought from MPAC

Does MPAC concur with the Chief Operating Officer recommendation?

### **What packet material do you plan to include?**

Process diagram for 2018 growth management decision.

Public comment report.

Metro Chief Operating Officer recommendation for the 2018 urban growth management decision.



Metro



**2018 GROWTH MANAGEMENT DECISION**

# Chief Operating Officer Recommendation

September 4, 2018

[oregonmetro.gov/ugb](http://oregonmetro.gov/ugb)



**Metro manages the boundary that separates urban land from rural land in the Portland region** and works with communities to plan for future population growth and meet needs for housing, employment, transportation and recreation.

Under Oregon law, greater Portland must have enough land inside its urban growth boundary for 20 years of growth. Land inside that boundary is available for construction of homes, employment centers and shopping areas for our region's residents. That means that even if the boundary wasn't expanded for two decades, all of the growth we expect in greater Portland can fit inside the existing boundary.

Every six years, the Metro Council looks at growth forecasts and development trends and decides whether to expand the boundary to meet its 20-year supply obligation.

**Project web site:** [oregonmetro.gov/ugb](http://oregonmetro.gov/ugb)

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# Urban growth management recommendation

I am pleased to present my recommendations for the 2018 Urban Growth Management decision for the Metro Council's consideration.

Managing the urban growth boundary (UGB) is one of Metro's most important responsibilities. Every decision cycle, Metro staff conducts significant technical, legal, economic, policy and engagement work to provide a thorough picture of community aspirations, demographics, population and employment growth, development trends and estimates of buildable land inside the UGB.

Over the years, Metro has recognized that there are three fundamental elements that make development of new urban areas more likely: a commitment from city leaders and community members; a plan for paying for needed infrastructure; and real estate demand. This 2018 recommendation is based on our understanding of these three elements.

In 2010, Metro and our county partners designated urban and rural reserves to create more certainty about which areas could be part of the region's 50 year urban land supply and which would remain in farm and forest use. The Metro Council also adopted a policy that new urban areas would need a concept plan for urban reserves to be considered for inclusion in the UGB. This allowed cities more control over where and when they would choose to develop new areas.

After many years of legal challenges, urban and rural reserves were re-adopted by Metro and the counties in 2017 and formally acknowledged by the Land Conservation and Development Commission earlier this year.



Those urban and rural reserve designations give us all – farmers, home builders, cities, service providers, residents, businesses and property owners – more certainty about growth. Those forward-looking decisions help us to move on to productive discussions of whether cities are ready for additional homes and businesses in expansions into urban reserves.

After the 2015 urban growth management decision, the Metro Council convened a task force to improve the region's process for growth management decisions. This group, made up of local officials and representatives of land development and preservation perspectives, recommended that cities propose UGB expansions to Metro, rather than Metro recommending areas to add to the UGB as had been previously done.

The task force also laid out a framework for what the region should expect of cities that propose expansions, emphasizing a focus on citywide development readiness and attention to housing affordability.

For the 2018 urban growth management decision, the Metro Council has implemented this new process for the first time.



This outcomes-based approach is intended to both address regional needs and to be responsive to city proposals as we ensure that the region has enough room for the new residents and jobs that we expect in the next two decades.

Under this new process, four cities – Beaverton, Hillsboro, King City and Wilsonville –proposed expansions. The four expansion proposals constructively explored the elements that lead to readiness for urban growth boundary (UGB) expansions: governance, infrastructure funding strategies and market conditions.

In addition to the four proposals, Metro has benefited from the peer-reviewed analysis of the draft 2018 Urban Growth Report (UGR), which was released at the beginning of July. The UGR pointed to the regional need for more housing, particularly for those earning lower incomes and for an aging population.

The UGR makes clear that most of the region’s growth is happening inside the existing urban footprint, keeping the region on track to protect farms and forests and to make the most of what we have.

At the same time, however, the UGR shows that the Metro Council has latitude to determine whether there is a need to expand the UGB to address the need for additional housing supply.

The Metro Council, MPAC, MTAC and a City Readiness Advisory Group (CRAG) have each reviewed and discussed the four proposals and the findings from the UGR. I am grateful for the thoughtful discussions held at each of these venues, particularly as we continue to innovate our growth management process to respond to changing conditions and steady growth.

Based on the proposals, the UGR and the discussions, I believe that all four cities are ready to take the next steps towards getting homes built in the proposed UGB expansion areas.

These cities have demonstrated governance, infrastructure and market factors that will lead to housing development. All four cities are working to reduce barriers to development in their existing urban areas and seeking to improve their engagement with diverse communities. For those reasons, I recommend that the Metro Council expand the region’s UGB in the areas proposed by these four cities.

I am mindful that there is extensive work left to do if the Council chooses to add these areas to the UGB, and this recommendation includes specific issues that should be addressed in each community. We should keep in mind that land added to the UGB is intended to address housing needs over the next 20 years

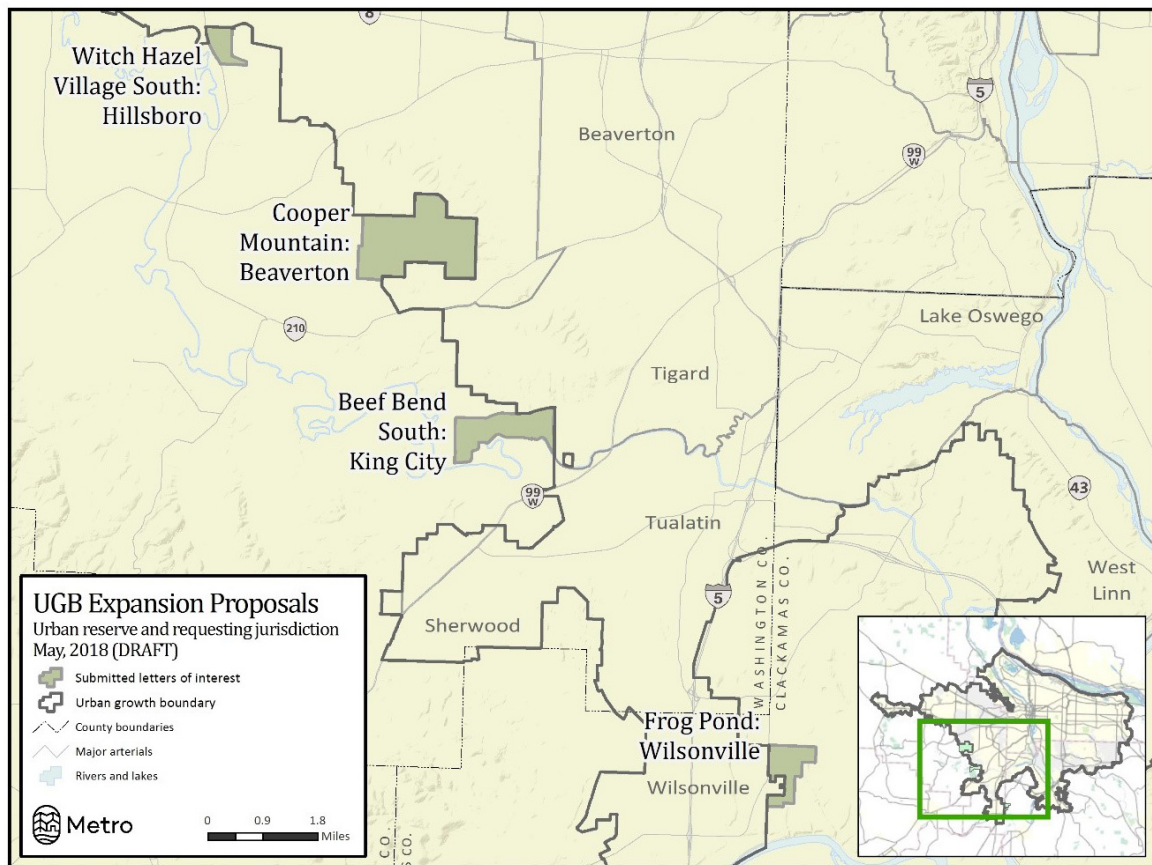
**Martha Bennett**  
Metro Chief Operating Officer

# City readiness to get homes built

Four cities – Beaverton, Hillsboro, King City and Wilsonville – have completed extensive work to propose UGB expansions for the Council’s consideration. After reviewing those proposals and hearing discussions at the Metro Council, MPAC, MTAC and feedback from the City Readiness Advisory Group (CRAG), I believe that all four cities are ready to take the next steps towards getting homes built in the proposed UGB expansion areas.

Following are additional considerations that led me to my recommendations as well as more details about the recommendations themselves.

Figure 1: Recommended UGB expansions



## **Achieving desired outcomes**

To guide its decision-making, the Metro Council, on the advice of the Metro Policy Advisory Committee (MPAC), adopted six desired outcomes, characteristics of a successful region:

- People live, work and play in vibrant communities where their everyday needs are easily accessible.
- Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- People have safe and reliable transportation choices that enhance their quality of life.
- The region is a leader in minimizing contributions to global warming.
- Current and future generations enjoy clean air, clean water and healthy ecosystems.
- The benefits and burdens of growth and change are distributed equitably.

## **The region needs more housing**

It is clear to any observer that there are more people moving to the region each day. Our new neighbors are attracted here for a variety of reasons, including quality of life and the region's strong economy. With the expectation – supported by a peer-reviewed forecast – that population growth will continue, we need more housing to be built. We also need to ensure that those assets – clean water, clean air, and natural areas – that have attracted generations of people and encouraged us all to set down roots remain protected.

Among other goals, the Metro Council has long sought to encourage a variety of housing choices in the region. This is to ensure that people of diverse ages, incomes, and family sizes have options.

Land already within the UGB provides opportunities for a diverse range of housing. The region's track record, as documented in the 2018 UGR, shows that there is considerable market demand for urban housing close to transit, services, and amenities. Ensuring housing options in our downtowns and along main streets is our best strategy for reducing the amount of time people spend in traffic, protecting farms and forests, and reducing carbon emissions.

Metro, cities and counties should continue working to remove barriers to development in those locations, which will be the region's most important sources of housing. It's clear that it will sometimes be challenging to increase housing production in these areas even when our community plans call for it. We should also expect that housing construction will rise and fall with future business cycles.

The four recommended UGB expansions would provide additional choices. In particular, the expansions would provide additional growth capacity for single-family housing (both attached and detached), a housing type that is not addressed through redevelopment. Though there is some evidence that housing markets are shifting, long-standing trends demonstrate demand for this housing type. However, history also shows that this housing won't get built without governance and infrastructure. Beaverton, Hillsboro, King City and Wilsonville have shown a path towards addressing those issues.

## The region needs an integrated mix of housing

Healthy communities have a mix of housing options for people of all backgrounds. To some extent, each of the four cities that proposed expansions have a mix of housing in their plans. Changing demographics, economic conditions and infrastructure funding realities require that we diversify our housing stock even more.

I recommend that, as the four cities proceed with their planning efforts, they revisit their proposed housing mixes to ensure that they provide adequate flexibility for a variety of housing options. This was a sentiment that we heard loud and clear in the CRAG review of the city expansion proposals. I found it noteworthy that CRAG members from the development community indicated that they see demand for a greater variety of housing choices, even in new greenfield development.

To ensure that our newest communities welcome people of a variety of backgrounds, life stages and financial abilities, I recommend that apartments, townhomes, duplexes, triplexes, four-plexes, single-family houses and cottage housing be integrated throughout the expansion areas rather than being physically separated by type. This too was a recommendation from CRAG.

## We need to revive “missing middle” housing to address changing household sizes and incomes

Over the last few decades, our region, like many, has specialized in building two types of housing: single-family homes with yards or mid-rise and high-rise housing. Housing types that lie between those two types – cottages, duplexes, triplexes and four-plexes – have been dubbed the “missing middle” since they have grown uncommon. Increasingly, we need these housing types to address our changing demographics.

Despite the fact that the average household has fewer people than in past decades, the average new single-family home has grown in size. In 1980, the median size of a single-family home in the tri-county area was 1,600 square feet. By 2016, the median size was 2,400 square feet.

All other things being equal, larger homes cost more to build than smaller homes. Providing choices of smaller homes is one way to help keep prices in check.

## “Missing middle” housing

“Missing Middle” housing refers to options that lie on the spectrum between single-family homes with yards and mid-rise housing, for example, accessory dwelling units, cottage housing, and triplexes. However, these choices are often not widely available in the locations that provide the greatest access to jobs, services and amenities.





On the other hand, apartment buildings and condos can cost more per square foot and sometimes lack the features desired by families with children: additional bedrooms, storage space, and easy access to outdoor play space. Providing missing middle housing can suit some of those needs and preferences.

It's time that we revive missing middle housing types that served us well in the past. I recommend that the four cities work to ensure that their final plans for the proposed expansion areas allow the flexibility to diversify our housing stock.

My recommendations for each city also address accessory dwelling units (ADUs). While ADUs will not solve all of our housing challenges, they can play a role in providing additional choices. In particular, ADUs may hold promise for our aging population, used either by the elderly or by a caregiver. Likewise, ADUs can provide rental income to households that otherwise may not be able to afford to own a home. Our decisions today need to leave open flexibility in the future to build these housing choices.

*Explore ways to reduce fees for smaller homes*

Many observers were struck by how expensive new housing would be in the expansion areas proposed by the four cities. None of the four cities proposed providing below-market-rate housing in the expansion areas. While new housing is rarely affordable and there are valid concerns about siting affordable housing in locations with limited access to services like transit, there are things that we should be doing to reduce costs.

When refining their plans to allow for more housing variety, I recommend that the four cities look for ways to employ variable system development charges (SDCs) that are lower for smaller homes or more efficient use of land. SDCs pay for needed streets, sidewalks, parks and pipes, but there is evidence that smaller households and smaller homes place less of a burden on these public facilities. Additionally, the cost to individual households can be reduced when spread across more homes.

# Overall recommendations for four city expansion proposals

With the goal of expanding housing choices and reducing housing costs, I recommend that the Council place several conditions on any UGB expansions:

- Set an expectation that the cities will allow and encourage the integration of different housing types throughout the expansion areas.
- Set an expectation that the cities will explore ways to implement variable SDCs to reduce the costs of building smaller homes.
- Require that any future homeowners associations in the expansion areas not regulate ADUs<sup>1</sup>. Any such regulation should occur only through city zoning that complies with state law.
- Set an expectation that the four cities will explore ways to encourage the construction of ADUs in the expansion areas. For example, this could be accomplished either by encouraging construction of ADUs at the same time primary dwellings are being built or by placing square footage limits on primary dwellings to ensure that adequate lot space remains for future construction of ADUs.
- Set an expectation that the four cities will involve Metro Planning and Development staff in their work to complete comprehensive planning for the expansion areas.
- Set an expectation that the four cities will seek to engage diverse communities, interests and expertise in their work to complete comprehensive planning for the expansion areas.

1. The 2018 Build Small Coalition audit of city and county codes for ADUs also looked at a sampling of home owner association regulations and found that some of them made it impractical or impossible to build an ADU, even when the zoning code would allow it.

## City proposals at a glance

### Beaverton

Urban reserve:

#### Cooper Mountain

Gross acres: **1,232**

Buildable acres: **600**

Homes planned: **3,760**

### Hillsboro

Urban reserve:

#### Witch Hazel Village South

Gross acres: **150**

Buildable acres: **75**

Homes planned: **850**

### King City

Urban reserve:

#### Beef Bend South

Gross acres: **528**

Buildable acres: **400**

Homes planned: **3,300**

### Wilsonville

Urban reserve:

#### Advance Road (Frog Pond)

Gross acres: **271**

Buildable acres: **192**

Homes planned: **1,325**



To ensure that a UGB expansion leads to development, I recommend that the Metro Council add the entire Cooper Mountain urban reserve to the UGB, thereby enabling the city to provide infrastructure in a coherent fashion. The city concluded that the western portion of the reserve would be crucial for providing infrastructure to the portion to the east, which abuts the UGB. Adding just the western portion is not legally feasible since it would create an island of rural land surrounded by land in the UGB.

The City of Beaverton's concept plan for the expansion area proposed that roughly 50 percent of the housing would be single-family attached or multifamily. Further discussion with Beaverton staff has clarified that the city's concept plan would not require the development of single-family-detached housing in remaining areas and that missing middle housing types would be allowed in all areas.

To ensure that flexibility gets utilized, I recommend that the city look for ways to encourage or incentivize missing middle housing types. The city's forthcoming Housing Options Project can inform the city's efforts in this regard.

Likewise, the city's Housing Options Project will allow the city to update its code for ADUs. In the course of that work, I encourage the city to look for ways to reduce or eliminate parking space minimums for ADUs. Doing so will make ADU construction more feasible.

### **Hillsboro: additional considerations**

The City of Hillsboro has demonstrated its commitment to urban development in Orenco Station and Tanasbourne/AmberGlen. Those efforts serve as a model for urban centers around the region. I encourage the city to continue applying those best practices and to look for additional ways to create and preserve affordable housing in station communities.

The City of Hillsboro's strong track record for getting housing built in the Witch Hazel and South Hillsboro areas is a major reason why I recommend that the Council expand the UGB in the Witch Hazel Village South area. The city is ready to govern and serve this area and there is evidence that market demand is strong.

The UGB expansion proposed by the City of Hillsboro is a portion of a larger urban reserve. I encourage the city to continue applying the lessons it has learned about





- The Council should set aside 2040 Planning and Development grant funding in the 2019 grant cycle<sup>2</sup> for King City to revise its concept plan as follows:
  - Work with Washington County and Tigard on infrastructure plans, including stormwater, sanitary sewer and transportation to demonstrate that development will happen in a coordinated fashion.
  - Conduct additional analysis to better understand the market feasibility of creating a mixed-use town center in the proposed expansion area.
- Depending on the town center market analysis:
  - Consider planning for more single-family attached housing – townhomes, duplexes, triplexes and fourplexes – as a possibly more viable alternative to dense multifamily housing development in a new town center.
  - Consider ways to reduce the possibility of a new town center generating significant automobile traffic from outside the concept plan area.
- Complete a Transportation System Plan as required by the state. This will allow the city to consider its evolving transportation needs to achieve its community goals. It is my understanding that the state has provided King City with grant funding for this purpose and that work is beginning.
- King City mentioned in its proposal its interest in encouraging manufactured housing to keep housing prices in check. However, under state law, all cities must allow manufactured housing in single-family zones. I encourage King City to

look into ways that it could go beyond basic state requirements to proactively encourage manufactured housing options to keep housing more affordable.

- Continue efforts to realize the city’s vision for its existing town center.
- Revise the city development code, which effectively prohibits ADUs. This is necessary to come into compliance with state laws intended to provide more housing variety. To facilitate development ADU development, I encourage King City to:
  - Comply with state law and Metro code by revising the city code to clarify that at least one ADU is allowed for each detached single-family home in each zone that authorizes detached single-family homes.
  - Remove or reduce the minimum lot size requirement for ADUs. Currently, King City’s code only allows ADUs on lots that are at least 7,500 square feet, but the city’s zoning code establishes a maximum lot size of 5,000 square feet. This effectively prohibits building new ADUs in King City.
  - Remove or revise design standards for attached ADUs to ensure that they are clear and objective.
  - Provide clarity on system development charges for ADUs. Ideally these charges would be waived or reduced.
  - Remove or increase the requirement that ADUs be no bigger than 33 percent of the square footage of the primary home (which also may effectively preclude most homeowners – particularly those with smaller homes – from building an ADU).

2. The amount would be determined in consultation with King City, Washington County, and the City of Tigard.

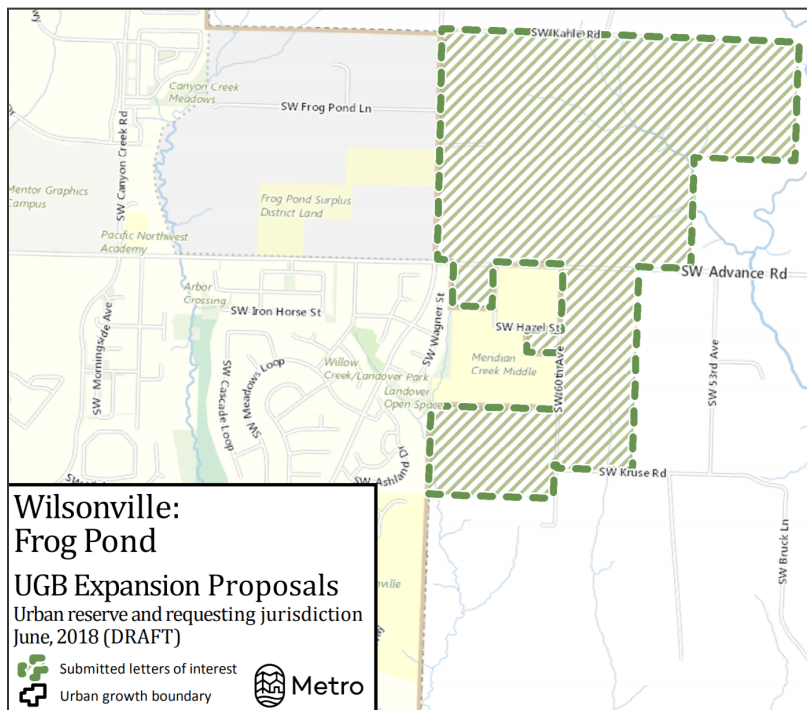
## Wilsonville: additional considerations

With grant assistance from Metro, Wilsonville has devoted considerable effort to its Town Center. I encourage the city to look for ways to enhance multimodal transportation connections between the Town Center and other parts of the city, including the recommended UGB expansion area. I also encourage the city to look for ways to acquire land in its Town Center to spur mixed-use redevelopment.

The City of Wilsonville's strong track record for getting housing built in the Villebois area is a major reason why I recommend that the Council expand the UGB in the Advance Road urban reserve. The city is ready to govern and serve this area and there is evidence that market demand is strong.

The City of Wilsonville has expressed interest in an expansion into the Advance Road urban reserve area expansion for several years. The 2018 growth management decision is the first instance when the Metro Council has the ability to add the area to the UGB since the following conditions are now in place:

Figure 5: Map of Frog Pond expansion proposal





- Urban reserves are acknowledged by the state.
- The draft 2018 Urban Growth Report finds that the Council has the latitude to determine that there is a regional need for a UGB expansion.
- Wilsonville has completed a concept plan for the urban reserve and has submitted an expansion proposal for consideration.

In concept planning the Advance Road urban reserve, the City of Wilsonville sought to correct a perceived excess share of multifamily housing in the city. The City of Wilsonville's concept plan for the expansion area proposed that roughly 33 percent of the housing would be single-family attached and included no multifamily housing. Sixty seven percent of the proposed housing was to be single-family detached housing.

While providing single-family detached home options is desirable, the CRAG made clear its view that we need to create future neighborhoods that provide more choices of housing types. With that in mind, I recommend that the city look for ways to integrate additional housing choices throughout the plan area.

I encourage Wilsonville to continue to support construction of ADUs through its waiver of system development charges. I understand that Wilsonville is currently considering amendments to its code related to ADUs in order to comply with changes to state law. I recommend that the code be updated to provide clear and objective design standards for ADUs.

Likewise, the city should update its code to comply with state law by clarifying that at least one ADU is allowed for each detached single-family home in each zone that authorizes detached single-family homes.

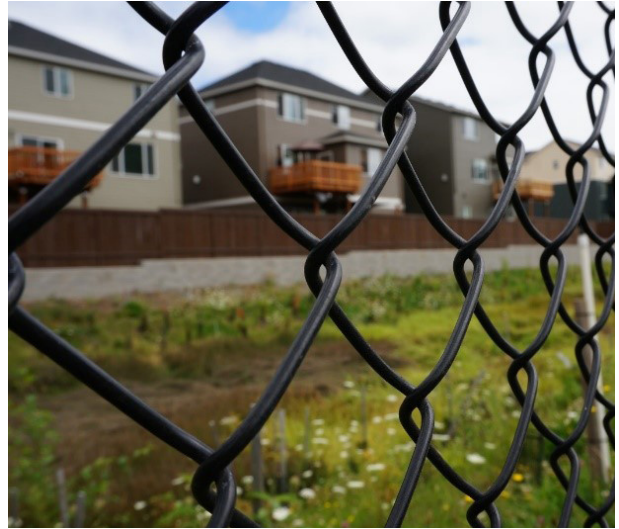
## The changing nature of employment and the economy

No cities proposed UGB expansions for employment uses for consideration in this year's decision. As noted in the 2018 UGR, that fact is accompanied by a number of other signals that point to changes in our nation's and region's economy. The mix of jobs continues to shift toward sectors like medicine and education that serve the population or provide professional services. Likewise, the locations chosen by firms are changing, with an increasing focus on urban centers.

Our region's dedication to creating a great quality of life has brought both an influx of new residents and rapid job growth. This growth challenges the region's livability with cost of living and equity concerns, wage disparities, challenging commutes, and fewer affordable housing options. Our firms can't always find the workers they need or move goods and people efficiently.

We have robust land use and transportation planning, but we also need to ensure our economy thrives. We need to think about where businesses are growing, what they need, how people get there, and how products get to market. This goes beyond raw job numbers and acreage to creating a place that attracts business and talent. Strengthening our regional economy means growing new industries, supporting local business, creating connected communities with access to family-wage jobs, and building opportunity for all.

Metro and the Brookings Institution have been developing an Economic Value Atlas due to be completed by the end of 2018.



The Economic Value Atlas is an analytical tool to align planning, infrastructure and economic development to bring together new data and information to better understand where our region's economy is heading. This place-based analysis can help guide future regional investments in line with our values and desired economic outcomes.

I recommend that Metro's Planning and Development department return to the Metro Council in early 2019 with a proposed work program that applies the new Economic Value Atlas tool to address future regional employment trends and the implications for the region's land and infrastructure investments. We need to better understand what these changes portend and how we can ensure economic prosperity for people of all racial and ethnic backgrounds, maintain our region's economic competitiveness and preserve our unique quality of life into the future.

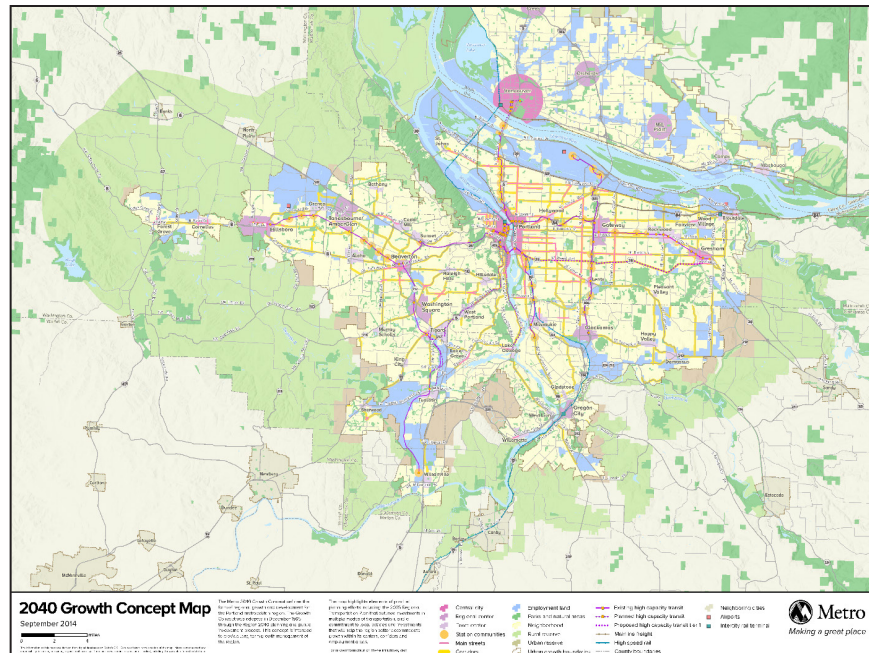
# Refreshing the region's vision for its future

We have recognized the need to make improvements to the urban growth management process to respond to changing conditions. We also recognize that economic, demographic, technological, climate change and other global and national trends will affect our region in the decades to come. It's our obligation to look forward and to be ready.

Our region had the foresight 23 years ago to adopt the 2040 Growth Concept, which has helped guide how greater Portland has responded to these inevitable changes in a way that reflects shared community values. The Growth Concept has served us well and its general direction of focusing most growth in well-connected centers and corridors will serve us well in the future.

But a lot has changed since the region adopted the 2040 Growth Concept in 1995. I believe it is important to periodically update our plans, just as we update our processes. I recommend that Metro's Planning and Development staff return to the Metro Council in early 2019 with a proposed work program for updating the 2040 Growth Concept.

Figure 6: The 2040 Growth Concept, the regional plan for focusing growth in existing urban centers and employment areas



When it was completed, the Growth Concept was intended to be a forward looking, future-focused vision that emphasized protecting and improving our valued urban and natural areas as the population of these areas grew. This vision brought the region recognition for providing transportation choices and access to nature not seen in most large urban areas. While there is much for the region to be proud of, there are also lessons to be learned and new ideas to consider.

We must continue to be forward looking and future-focused as we refresh our regional vision. Not only must we emphasize the capital investments that this region values, we must ensure that our efforts also invest in the human capital – the people– of the region.

I do not intend for this effort to consider significant changes to the Growth Concept’s vision for where growth will occur. Instead, I anticipate that this refresh of the regional vision will seek to integrate a number of topics and existing programs to consider new issues and trends affecting development in our region, including:

- Housing affordability and choices, including missing middle housing
- Changes in the economy and employment
- Impacts of technological change on how we get around and where people work
- Climate change mitigation and adaptation
- Access to parks and nature
- Clean air, clean water and healthy ecosystems
- Urban form for future UGB expansion areas



A refresh of the Growth Concept will also give us an opportunity to hear from new perspectives that deserve a voice in the future of our region. It’s a chance to consider how our advisory committee structures can support the next several decades of regional decision making. I would expect us to consider ways to engage new and existing partners such as:

- Communities of color
- The business community
- Community-based organizations, non-profits and the philanthropic community
- The arts community
- Education and academia
- Youth
- Local governments and service providers

I look forward to the Metro Council’s leadership in this effort.

### **Lessons learned in a new growth management process**

This growth management decision is the first that is structured around city proposals for expansions. I believe the process was more productive and grounded than past decisions. Nevertheless, there is always room for improvement. After this decision is complete, I recommend that Metro and its partners discuss what worked and what needs improvement for future decision processes. In particular, it may be worth revisiting the question about how much specific direction should be given to cities proposing UGB expansions vs. allowing flexibility. Additionally, good questions have been raised regarding urban form and housing variety in UGB expansion areas.

### **Regional need for expansions**

Under state law, UGB expansions can only be made when there is a demonstrable regional need for additional growth capacity. The draft 2018 UGR's analysis shows that the Metro Council has the latitude to determine whether there is a regional need to expand the UGB in any of the four proposed urban reserve areas. In particular, the Council could find a need for additional single-family housing options (attached and detached homes) as a basis for UGB expansions.

As documented in the range buildable land estimates in the draft 2018 UGR, the existing UGB has ample land planned for multifamily housing. Today, 36 percent of existing housing is multifamily housing. The 2018 UGR indicates that share is likely to increase over time as allowed under city and county zoning. No UGB expansion is required to accommodate multifamily housing growth.

On the other hand, history and growth scenarios show demand for single-family housing (attached and detached). The four expansion proposals present opportunities to provide more of those single-family housing choices.

The bottom line is that we have to establish a number of assumptions to determine whether there is a need to expand the UGB. Those include assumptions about the amounts of household growth in the region as well assumptions about the share of future housing that will be single-family housing.

Generally, I recommend that the Council assume the following preliminary numbers as a basis for the four recommended UGB expansions.<sup>3</sup>

*7-county new households from 2018 to 2038 (midpoint of range):* **279,000**

*7-county new dwelling units (apply 5% vacancy rate<sup>4</sup>):* **293,000**

*Metro UGB new dwelling units (64 to 70% capture of 7-county growth<sup>5</sup>):* **187,500 to 205,000**

*Metro UGB new single-family dwelling demand (50% of new housing):* **93,800 to 102,600**

*Metro UGB existing single-family (attached and detached) capacity:* **92,900**

*Potential unmet single-family housing unit (attached and detached) need:* **900 to 9,700**

The proposed UGB expansions would provide a total of approximately 6,100 single-family housing units along with approximately 3,100 multifamily units, for a total of approximately 9,200 homes. The proposed 6,100 single-family units in expansion areas would address the range of need for 900 to 9,700 single-family homes.

For the four cities to remain in compliance with the state's Metropolitan Housing Rule, each expansion area would need to include some amount of single-family attached or multifamily housing. Likewise, to ensure that people of varied backgrounds can find housing in these new communities, I have recommended that each city revisit their housing mix as they move into comprehensive planning for the areas. Generally, I expect the expansion areas to provide at least 9,200 new dwelling units.

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3. These numbers are (a) preliminary and subject to change; (b) generally consistent with historical trends and/or statistically likely forecasts; and (c) intended to illustrate how a need could be established based on assumptions and analysis to date. These numbers reflect potential planning assumptions and do not imply any Metro Council policy.

4. A functional housing market requires more housing than households. Adding a vacancy rate is the means of converting households to dwelling units.

5. A functional housing market requires more housing than households. Adding a vacancy rate is the means of converting households to dwelling units.

## Timeline (subject to change)

Pending Council's direction by resolution on September 27, staff will complete a final housing needs analysis for adoption by the Council in December as part of its growth management decision. The primary direction that staff will need in September is regarding the UGB expansions the Metro Council intends to make and any conditions that it would like to place on expansions regarding their housing mix.

- **Sept. 4, 2018** Metro's Chief Operating Officer recommendation presented to Council
- **Sept. 12, 2018** Metro's Chief Operating Officer recommendation presented to MPAC; MPAC recommendation to the Metro Council
- **Sept. 26, 2018** MPAC recommendation to the Metro Council (if not made on Sept. 12)
- **Sept. 20 and 27, 2018** Metro Council public hearings and direction to staff on whether and where the UGB will be expanded (and any other policy direction)
- **Dec. 6, 2018** Metro Council public hearing
- **Dec. 13, 2018** Metro Council decision on growth boundary expansion



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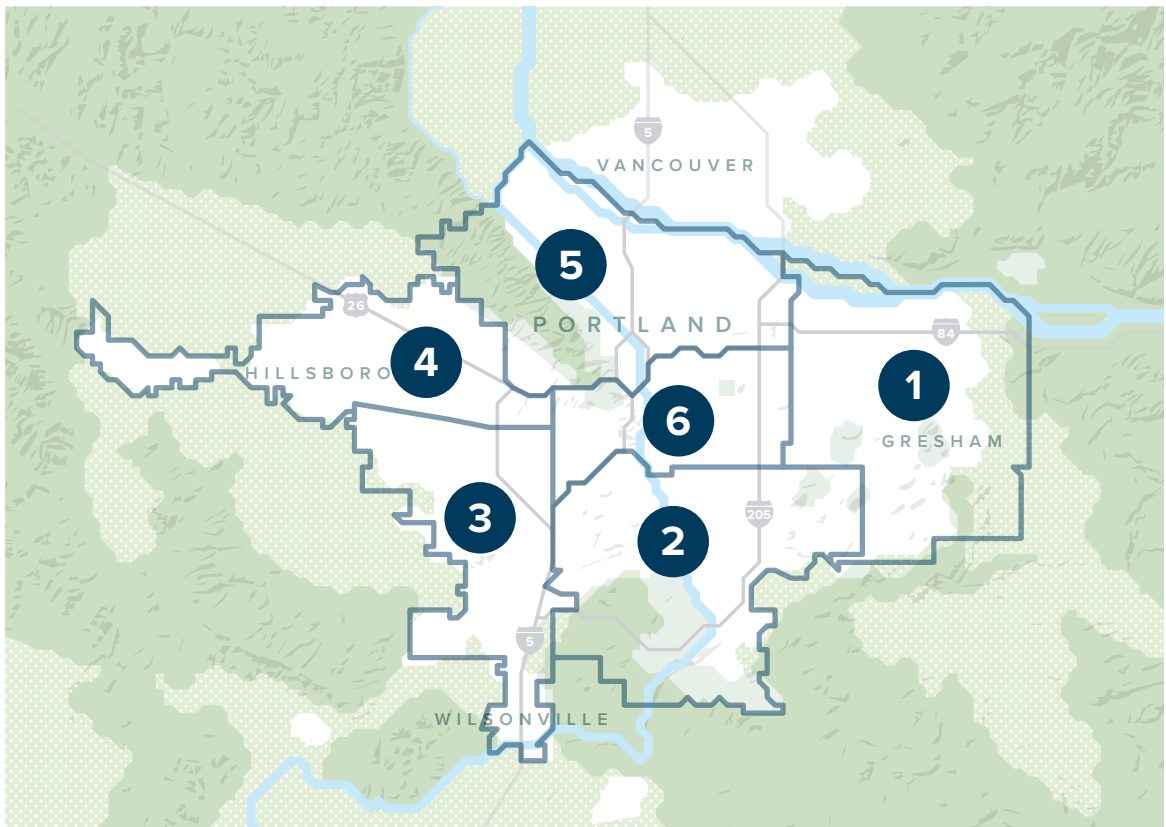
Tom Hughes

**Metro Councilors**

- Shirley Craddick, District 1
- Betty Dominguez, District 2
- Craig Dirksen, District 3
- Kathryn Harrington, District 4
- Sam Chase, District 5
- Bob Stacey, District 6

**Auditor**

Brian Evans







2018 growth management decision

# Public comment report

## City expansion proposals

*A summary of the June 8 through July 9 public engagement opportunities in support of the 2018 urban growth management decision.*

August 2018





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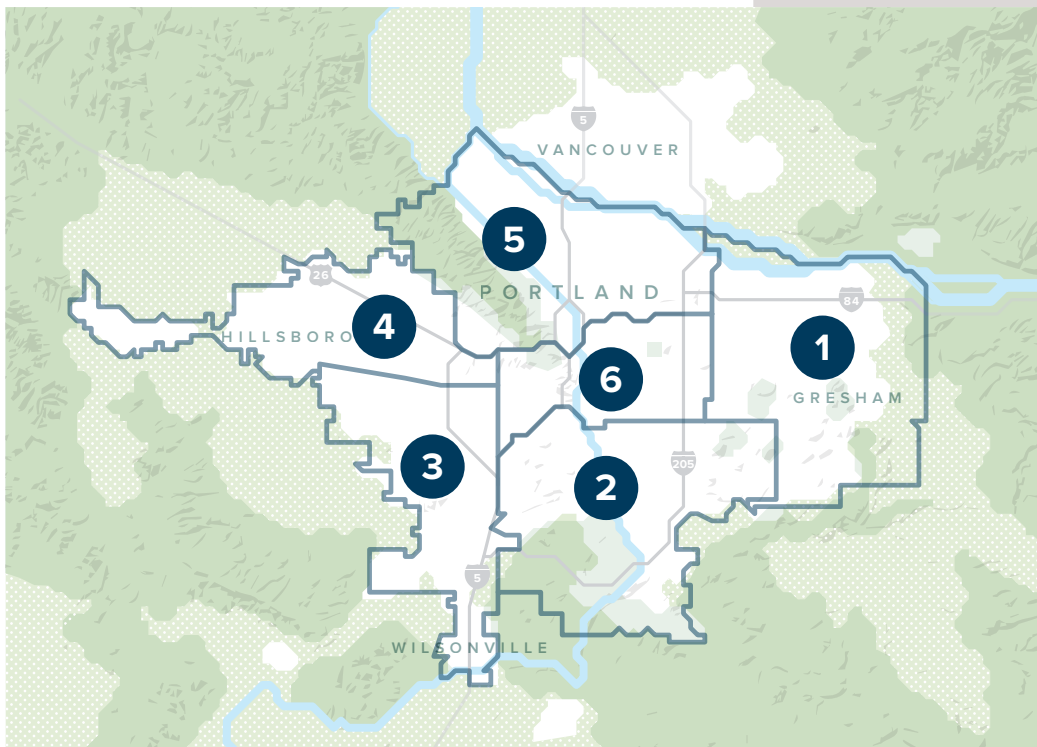
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## SUMMARY

From June 8 to July 9, 2018, Metro asked residents, businesses and policymakers of the greater Portland region for their thoughts on the four urban growth boundary expansion proposals put forth by the cities of Beaverton, Hillsboro, King City and Wilsonville. Two strategies were used to engage the public:

- an **online survey** that asked participants to prioritize primary factors for expanding the urban growth boundary, along with asking for feedback on the four city expansion proposals
- the **project website and materials**, such as a factsheet on the four city proposals and the full expansion proposals submitted by the four cities; participants were invited to comment by letter, email and phone.

### Online survey

There were several common themes heard throughout the engagement period for those who were in favor of expansion and those opposed to expansion. Many comments focused on specific city proposals.

Those in support of the City of Beaverton's proposal articulated the need for more affordable and diverse housing options close to existing amenities, such as natural areas, and continuity of planning with North Cooper Mountain. Those opposed to this proposal noted concerns of increased traffic congestion with new development, suitability of this area for development, lack of transit options and the need for protection of natural areas and other habitat.

Those in support of the City of Hillsboro's proposal expressed the need for new homes close to existing jobs and other amenities. Those opposed to this proposal noted a need for South Hillsboro to be fully built out before new areas are brought into the urban growth boundary, potential increase in traffic congestion and impact to significant natural areas and wildlife corridors.

Those in support of the City of King City's proposal noted the city has largely built out its existing capacity and that the plan provides a diversity of housing options. Others not in favor of the expansion proposal spoke to how the proposal does not address traffic congestion and capacity or provide the necessary infrastructure for new development.

Those in support of the City of Wilsonville's proposal touted the community engagement and public outreach, past success at managing growth (an example given was the Villebois development) and how the expansion proposal would be located near transit and other services. Other comments not in favor of the expansion proposal spoke to how there are too few homes proposed per acre and the need to adjust zoning to allow for more housing types.

## **Project materials and website**

Staff developed a four-page factsheet summarizing the expansion proposals submitted by the cities of Beaverton, Hillsboro, King City and Wilsonville. All proposals and supporting documents were available online for public review. Participants were invited to comment by letter, email and phone. Metro received 11 letters and 14 emails during the comment period. The majority of these comments reiterate similar themes to what was heard through the online survey. There were a few comments regarding all four proposals. Two of these respondents were in opposition to all four proposals while one respondent supported expansion in all four cities.

## PURPOSE AND BACKGROUND

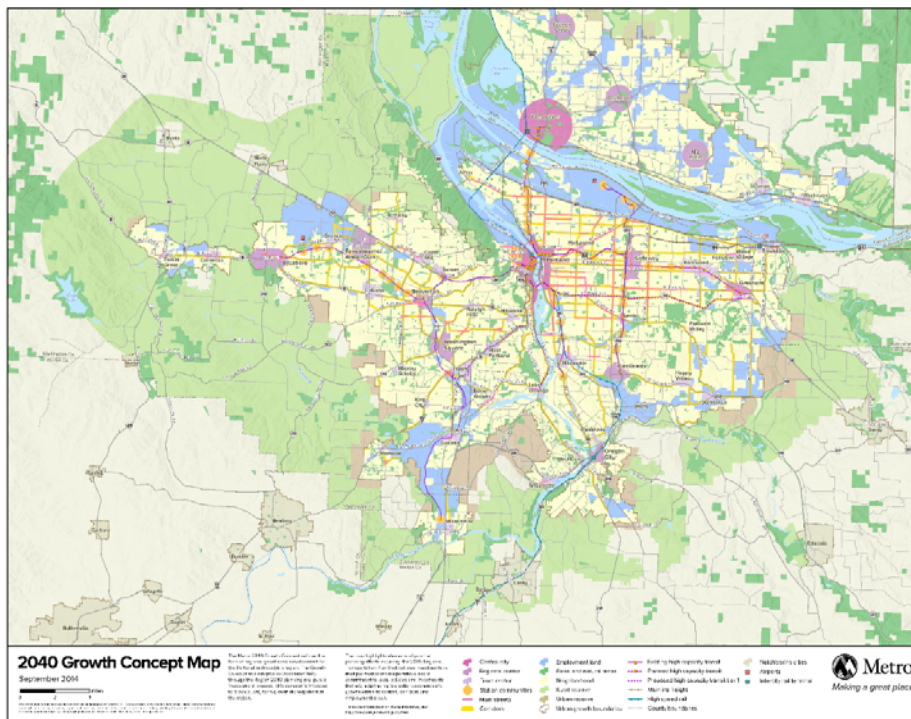
As people move here and businesses create jobs, greater Portland's urban growth boundary (UGB) makes the most of developable land served by public services such as sewers, electricity, roads and transit. The urban growth boundary protects farms and forests, promotes economic development, encourages equitable housing and supports development of new neighborhoods when needed.

### A tradition of shaping the future to protect quality of life

Oregonians have a long history of thinking ahead, trying to shape our destiny rather than simply reacting. This planning tradition demands good information about our past, present and future.

Through 2018, Metro is working with residents, elected leaders, community groups and researchers to evaluate whether communities and existing land inside the growth boundary have enough room for the people and jobs the region expects in 20 years. If the region needs to expand our urban footprint, Metro works with communities to grow where growth makes sense.

By the end of 2018, the Metro Council will decide whether there is enough land in greater Portland's urban area for 20 years of growth. If not, the council will decide what areas are best suited to handle future development.



These periodic decisions are an opportunity to continue the work to realize the 2040 Growth Concept, greater Portland's vision for growth which calls for focusing most growth in existing urban centers and making UGB expansions into urban reserves – areas best suited for future development – after careful consideration of whether those expansions are needed.

Figure 1: The 2040 Growth Concept, the regional plan for focusing growth in existing urban centers and employment areas

## RESULTS

### Online survey

From June 8 to July 9, 2018, Metro asked residents of the greater Portland region for their thoughts to help provide feedback and inform the decision of where to grow in the region if the Metro Council decides to expand the boundary. The online survey asked participants two questions.

The survey first asked respondents, “How would you rank the factors in which the city proposals must demonstrate?” and then provided summaries of the city proposals for participants to choose from and comment on. More than two hundred people participated in the comment period.

### If we expand, where should we grow?

To answer this question, Metro asked the cities of the region to submit proposals on where and how their communities would expand into new areas. It takes more than land to encourage new housing, jobs and communities. Generally, cities were asked to show the factors below.

#### How would you rank these factors for deciding where to expand? The city has shown:

- The **housing needs** of people in the region, county and city have been considered
- Development of the proposed expansion area is feasible and supported by a **viable plan to pay for needed pipes, parks, roads and sidewalks**
- The city has **reduced barriers to mixed-use, walkable development** in their downtowns and main streets
- The city has implemented best practices for **preserving and increasing the supply and diversity of affordable housing** in its existing urban areas
- The city has taken actions to advance other key outcomes, such as **social equity and meaningful engagement of communities of color** in community planning processes.

The following table was also provided for the survey respondent:

	<b>Name of urban reserve</b>	<b>Gross acres</b>	<b>Buildable acres</b>	<b>Homes planned</b>
Beaverton	Cooper Mountain	1,242	600	3,760
Hillsboro	Witch Hazel Village South	150	75	850
King City	Beef Bend South	528	400	3,300
Wilsonville	Advance Road (Frog Pond)	271	192	1,325



**Results for Question 1: How would you rank these factors for deciding where to expand?**

*Respondents: 175*

	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Score</b>
The housing needs of people in the region, county and city have been considered	56 (38.4%)	21 (14.4%)	27 (18.5%)	14 (9.6%)	28 (19.2%)	146	3.43
Development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, roads and sidewalks	42 (28.8%)	53 (36.3%)	15 (10.3%)	25 (17.1%)	11 (7.5%)	146	3.62
The city has reduced barriers to mixed-use, walkable development in their downtowns and main streets	23 (16%)	24 (16.7%)	53 (36.8%)	18 (12.5%)	26 (18%)	144	3.00
The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas	17 (11.7%)	32 (22.1%)	30 (20.7%)	48 (33.1%)	18 (12.4%)	145	2.88
The city has taken actions to advance other key outcomes, such as social equity and meaningful engagement of communities of color in community planning processes.	9 (6%)	13 (8.7%)	21 (14.1%)	40 (26.9%)	66 (44.3%)	149	2.05

Participants were asked to rank the factors above in order of consideration for deciding where to expand. The results showed that “housing needs of people in the region, county and city have been considered” was the most important factor identified. Overall, “development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, road and sidewalks” solicited the highest ranking of the factors for expansion.

**Additional comments**

*67 comments*

Respondents were provided the opportunity to offer additional comments on their priorities. Most comments expanded on their rankings, while others offered additional considerations, nuance or ideas not captured.

Most of the comments were not in support of approving any of the city expansion proposals. The two most common themes expressed through the comments were the impacts of expansion on significant natural areas and other environmentally-sensitive areas and concerns about existing traffic congestion with new development. Other prevalent themes were the need to build out and develop all undeveloped land already in city boundaries before expansion and lack of funding/plan for funding of infrastructure development and utilities. Other comments noted livability concerns

and that new development should be built near existing amenities and transit options. There were a few comments in favor of expansion, mostly emphasizing the need for developable land.

**Sampling of comments not in favor of/identifying conditions for urban growth boundary expansion:**

- “While I recognize the need for affordable housing in our area, I strongly oppose sacrificing wetlands, nature reserves and forested areas.”
- “I feel the city or cities have not met the criteria of looking at transportation or natural areas needs already. They must address this first considering the additional growth that is occurring, before even thinking about expanding the urban growth boundary.”
- “There needs to be funding for infrastructure development for areas already brought into the UGB.”
- “Cities that have significant undeveloped land previously added within the UGB should not add any more. Also, a proven ability to fund and develop the needed infrastructure should be shown by a city before adding more land.”
- “Urban growth boundary expansions should be contingent on ensuring existing built-up areas (particularly downtowns, main streets and other areas close to frequent transit, commercial areas and employment centers) are prioritized for mixed-use and walkable development first.”
- “I see so many vacant lots and vacant commercial space in existing urban areas. I would like to see a much more concerted effort to make use of unused space within current cities before expanding to precious farmland and natural areas.”
- “Serious current transportation issues cannot support additional residents.”

**Sampling of comments in favor of/identifying conditions for urban growth boundary expansion:**

- “The plans show great planning consideration for livability and forward planning of land use and needs of people.”
- “It seems that existing infrastructure such as roadways, sewer, water and other utilities should also be a major element in considering the appropriateness of adopting expanded urban growth areas.”
- “Having land ready for development is imperative.”

## City proposals

Survey participants were invited to review summaries of the city proposals of their choice and offer comments.

### City of Beaverton

*The following information was provided in the survey.*

**Name of urban reserve:** Cooper Mountain

**Gross acres:** 1,242

**Buildable acres:** 600

**Homes planned:** 3,760

Beaverton would like to provide an additional 12,300 housing units inside the city limits by 2035. The Cooper Mountain Urban Reserve Area could provide 3,760 units, nearly 31 percent of the projected housing demand, with a variety of single-family and multi-family homes.

The city will also encourage growth and development in its existing urban areas, specifically in downtown, in the Murray Scholls and Cedar Mill areas, and around transit stations and main streets through improvement programs, street improvements, key attractions and an urban design framework.

The city is also facilitating a diverse supply of affordable housing types through financial assistance, land acquisition, development code and best practices toolkit for preserving multifamily housing.

The City of Beaverton's Diversity, Equity and Inclusion plan is working to eliminate barriers for traditionally underserved populations in the city. Beaverton is also using multi-cultural engagement practices in its planning efforts by meeting these communities in their homes, restaurants and schools to hear their feedback.

### City of Beaverton proposal open-ended comments:

*53 comments*

The majority of comments on the City of Beaverton expansion proposal were not in favor of the expansion proposal. Several comments in the general comment section above also voiced their opposition to the City of Beaverton's proposal. Many comments touched on the potential increase in traffic congestion, concern for natural areas and wildlife protection, concerns that housing would not serve populations who need affordable housing and issues of developing land that doesn't already have infrastructure or transit access as reasons to not expand the UGB in this area. Comments in favor articulated the need for more affordable and diverse housing options in the area and the continuity of planning North and South Cooper Mountain areas.

- "We need to be careful about over expanding. Traffic and congestion is already getting heavy in these areas as noted at rush hour 4-6pm around Scholls and Roy Rogers as well as 175<sup>th</sup> and Weir."

- “...I do not support including this area inside the Urban Growth Boundary until the long term traffic issues are addressed and any road improvements are completed and are proven to resolve congestion and flow problems.”
- “South Cooper Mountain would be a great area for Beaverton to grow. With our current housing crisis, especially for affordable homes, I support moving forward making more land available to relieve pressure.”
- “A lot of this land is not buildable. Maybe only the south western part of the Urban Reserve could be moved into the UGB which is mostly flat.”
- “Stream and wetland protections are inadequate to preserve viable wildlife corridors. These lands should be protected before expansion occurs.”
- “All of Cooper mountain should be in the urban area to all for proper planning of roadway between north and south cooper mountain.”
- “Utilize North Cooper Mountain first.”

### **City of Hillsboro**

*The following information was provided in the survey.*

**Name of urban reserve:** Witch Hazel Village South

**Gross acres:** 150

**Buildable acres:** 75

**Homes planned:** 850

Hillsboro expects to increase its population by 1.5 times to 156,000 people by 2045 and would like to provide an additional 1,300 new single-family detached homes over the next 20 years. The Witch Hazel Village South Urban Reserve Area could provide 850 additional residences.

The city will also encourage growth and development in its existing urban areas, specifically in downtown, the Tanasbourne-AmberGlen area and its North Hillsboro employment district and around transit stations and main streets through urban renewal, public-private partnerships and other strategies.

As of 2017, the city has over 2,100 regulated affordable housing units, making up 6 percent of the city’s housing supply. After Portland, the city boasts the region’s highest share (14 percent) of regulated affordable units in regional centers and town centers.

The City of Hillsboro has identified cultural inclusion and expanded engagement with diverse community members as a guiding public outreach principle going forward. Hillsboro’s Public Engagement Committee will help craft the community involvement outreach strategies that engage a representative range of the community, particularly for communities of color, low-income populations and other underserved or underrepresented groups.

## City of Hillsboro proposal open-ended comments:

*21 comments*

The majority of respondents indicated their opposition to Hillsboro’s expansion proposal. Some respondents who expressed their opposition noted a desire to see South Hillsboro fully built out before new areas are brought into the UGB, potential increase in traffic congestion and impacts to significant natural areas and wildlife corridors. Comments in favor of the expansion proposal spoke to how the area can support new homes and the proximity to existing jobs.

- “The thought to trails seemed very minimal in this plan. I did not see much about public transit in this plan. We need to make an effort to encourage alternate transportation in the future so that having people moving farther from urban centers and workplaces does not just add to traffic load on interior streets.”
- “Stream and wetland protections are inadequate to preserve and enhance wildlife corridors. These functions, values and sensitive areas should be protected before expansion occurs and enhanced and restored as part of urban development.”
- “Although the South Hillsboro area has many years of development still to do, Hillsboro is showing with that area that they are able to get infrastructure in place.”
- “Strongest proposal, build homes where people work! Not where they have to travel from the other side of Portland or from Tualatin/Wilsonville.”
- “TV Hwy and Farmington are too congested to support the proposed development...build the roads before development. The standard of living is being compromised due to unbearable traffic congestion...”
- “South Hillsboro has already been a huge undertaking and the planning has become overwhelming. The impact on areas between TV hwy and 26 have been studied, but in reality are yet to be seen.”

## City of King City

*The following information was provided in the survey.*

**Name of urban reserve:** Beef Bend South

**Gross acres:** 528

**Buildable acres:** 400

**Homes planned:** 3,300

King City asserts that the city limits are virtually built out, stating that with no realistic path to vertical infill growth, the city will be unable to provide more housing.

The city will also encourage growth and development through its comprehensive plan and zoning code and is discussing redevelopment opportunities with commercial property owners.

The city also allows and encourages a mix of affordable housing types, including single family attached and detached, apartments, condominiums and manufactured homes.

The mayor and city council have led an outreach effort to ensure its residents have had the chance to weigh in on planning the new urban area.

**City of King City proposal open-ended comments:**

*18 comments*

A majority of these respondents indicated being in favor of King City’s expansion proposal. Most comments in favor of the proposal touted that the city has largely built out its existing capacity and that the plan provides a diversity of housing options. Comments not in favor of the expansion proposal spoke to how the proposal does not address traffic congestion with the new development and concerns around providing the necessary infrastructure. Other comments articulated their hope that natural areas would be preserved if new development occurred.

- “This looks like a reasonable addition to the UGB, in an area that currently has little developable land within the UGB.”
- “Very compelling that King City has largely developed its existing land inventory...The community gives every indication of being ready to accommodate the desired growth while maintaining its livability and small-town culture.”
- “King City is in need of positive growth and I believe that they have proven them selfs [sic] to be able to grow and develop affordable housing for the regional needs.”
- “How does King City propose these new residents get around? Highway 99 is already at full capacity 12 hours out of each day.”
- “I think King City could use more homes but this looks very difficult to get going in this location.”

**City of Wilsonville**

*The following information was provided in the survey.*

**Name of urban reserve:** Advance Road (Frog Pond)

**Gross acres:** 271

**Buildable acres:** 192

**Homes planned:** 1,325

Wilsonville has grown at a quick pace, with an average growth rate of 2.7 percent from 2014 to 2017. While additional single-family housing opportunities are planned for the proposed expansion area, the city is also planning for other housing options to meet various needs in the community.

The city will also encourage growth and development in its existing urban areas, specifically in the town center and other commercial and neighborhood centers such as Village at Main, Wilsonville Old Town Square and Villebois, a mixed-use, pedestrian-friendly and transit-supportive community.

The city is also committed to providing a wide range of housing types, sizes and densities at different prices and rent levels through regulated affordable housing units, property tax exemptions for properties that offer subsidized rent to low-income individuals and families, and implementing an equitable housing strategic plan.

The City of Wilsonville is working to meaningfully engage its residents in its planning processes. With a growing Latinx and Spanish-speaking population, the city is starting to integrate interpretive services and translated materials into its engagement strategies. The city council also recently declared Wilsonville a welcoming and inclusive city.

#### **City of Wilsonville proposal open-ended comments:**

*12 comments*

A slight majority of these respondents indicated being in favor of the City of Wilsonville's expansion proposal. Most comments in favor of the proposal touted the community engagement and public outreach, past success at managing growth (an example given was the Villebois development) and how the expansion would be located near transit and other services. Comments not in favor of the expansion proposal spoke to how there are too few homes per acre proposed and the need to adjust zoning to allow for more housing types.

- “Wilsonville has done an excellent job of managing growth, particularly with the Villebois development. This proposed addition to the UGB looks well thought out.”
- “Great place to in-fill and get some more housing close to existing freeways to minimize stress on surface streets.”
- “Wilsonville has demonstrated its ability to complete a years-long collaborative effort reaching among its citizens, businesses, development community and other stakeholders in adopting the Frog Pond Area Plan, and more recently, the Frog Pond West Master Plan.”
- “First, 1,325 homes across 192 buildable acres is 6.9 homes per acre. That’s too low for even a bus to pass every half hour, or 7 or 8 units per acre. I fear 6.9 would too easily fall lower as a construction happens over the decades.”
- “Please preserve barriers for natural areas and wildlife. It would be nice to see incentives to keep farmland in production as well.”

## **Additional comments about this issue or survey**

*78 comments*

The final question of the survey asked respondents to share their final thoughts on the survey or additional comments they wanted to provide. Themes from these comments mirrored comments heard throughout the survey, most notably respondents expressing concern about the increase of traffic congestion that comes with new development. Other themes were a desire to not expand at all, protecting significant natural areas and other habitats and developing undeveloped land in existing cities.

Some comments were specific to the city proposals. Most of the comments in this section opposed Beaverton and Hillsboro's expansion proposals and supported King City and Wilsonville's proposals.

Other comments urged the Metro Council to accept all the growth proposals due to the region's housing crisis. A few comments noted wanting more clarification with the survey instructions, most notably making it more clear which number was designated as the "highest" or "best" ranking. This feedback will help inform future survey development.

Below are comments that are generally representative of what was submitted:

- "We have a housing crisis. All of the proposals should be accepted to help alleviate the need for more housing of all types."
- "Consider the build ability of the area. Consider the value and benefit of natural areas. Make sure that transportation projects are feasible and practical for the area."
- "We need to focus on maintaining what is the most important quality of the region, conservation of our natural resources, waterways and green spaces for future generations."
- "In this conversation about density and growth management I would like to see more information about and proposals involving Trimet and other public transit."
- "These cities should provide public transportation improvements before building more houses."



## Comments via email, letters and phone

In addition to the online survey, residents, businesses and policymakers were invited to comment on the four city expansion proposals by letter, email and phone. Metro received 13 emails, 11 letters and no phone calls. The majority of these comments reiterate similar themes to what was heard through the online survey. Some of the letters or emails addressed all of the proposals and others addressed specific expansion proposals.

13 emails were submitted prior to or during the comment period:

- City of Beaverton expansion proposal – one in support, two opposed
- City of King City expansion proposal – four opposed (one comment was submitted three times)
- City of Hillsboro expansion proposal – three opposed
- General email on all expansion proposals – one in support, one opposed

Another email advocated for consultation with the US Army Corps of Engineers of the cities who have submitted expansion proposals.

11 letters were submitted prior to or during the comment period:

- City of Beaverton expansion proposal – four in support, two opposed as currently proposed
- City of King City expansion proposal – one in support, one opposed
- City of Wilsonville expansion proposal – two in support
- One letter in support of all proposals

## Comments received after the end of comment period as of Aug. 6, 2018

As of Aug. 6, 2018, 5 comments were submitted after to or during the comment period:

- City of Beaverton expansion proposal – one opposed
- City of King City expansion proposal – one in support; one opposed; one comment on consideration of proximity to schools
- One general comment on urban growth boundary expansion in Sherwood

## WHO PARTICIPATED

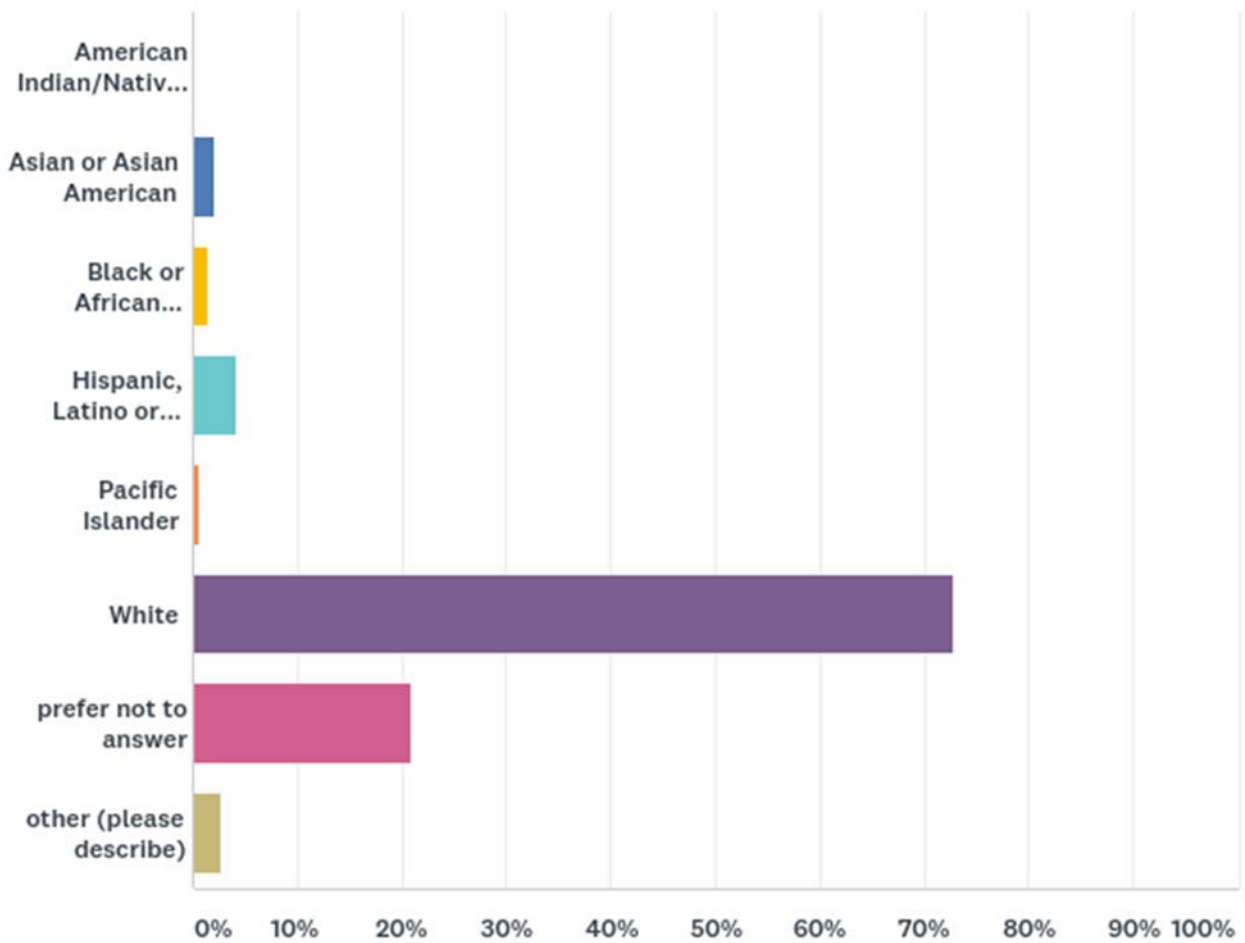
Participants were asked to provide optional demographic information to help Metro know if participants were a representative group reflecting our diverse communities and a broad range of experiences in our region. Groups that are underrepresented in respondent information by 4 percent or more are indicated.

	Count	Percent	Regional Population
<b>Disability</b>			
	<b>137</b>		
ambulatory difficulty (serious difficulty walking or climbing stairs)	2	1%	not available
cognitive difficulty (because of a physical, mental or emotional problem, difficulty remembering, concentrating or making decisions)	4	3%	not available
hearing difficulty (deaf or serious difficulty hearing)	3	2%	not available
independent living difficulty (because of a physical, mental or emotional problem, difficulty doing errands alone)	2	1%	not available
self-care difficulty (difficulty bathing or dressing)	0	0%	not available
vision difficulty (blind or serious difficulty seeing, even when wearing glasses)	1	<1%	not available
no or not applicable/prefer not to answer	125	91%	not available
<b>Skipped: 40</b>			

	Count	Percent	Regional Population
<b>Gender</b>			
	<b>143</b>		
Female	66	46%	51%
Male	77	54%	49%
Transgender female	0	0%	not available
Transgender male	0	0%	not available
Other identification (please describe)	0	0%	not available
<b>Skipped: 32</b>			

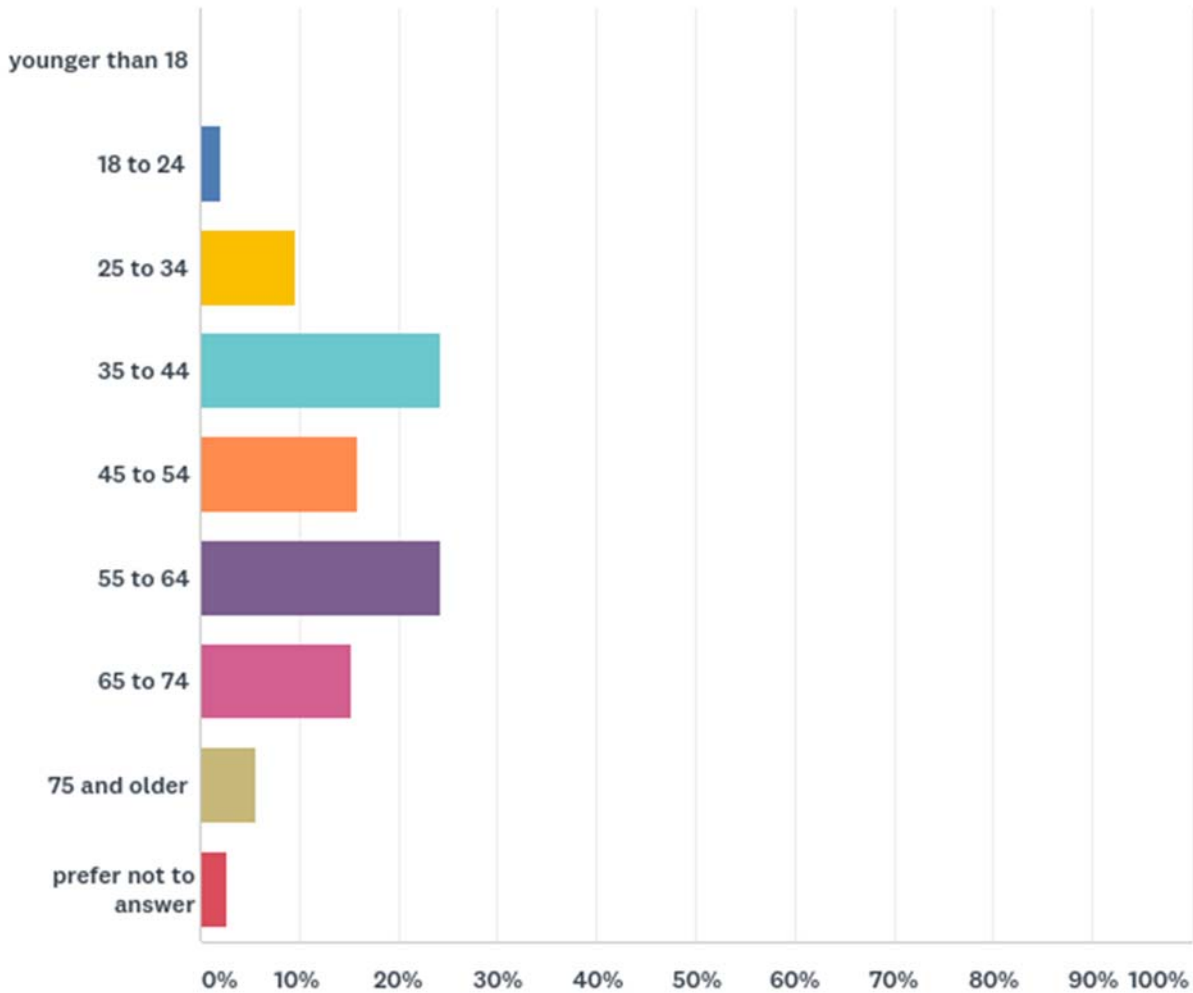
Race or ethnicity	Count	Percent	Regional Population
Respondents (150) minus “prefer not to answer” (30)	<b>120</b>		
American Indian/Native American or Alaskan Native	0	0%	2%
Asian or Asian American	3	3%	9%
Black or African American	2	2%	5%
Hispanic, Latino or Spanish origin	6	5%	12%
Pacific Islander	1	<1%	1%
White	104	87%	73%
Other (please describe)	4	3%	6%

Skipped: 32



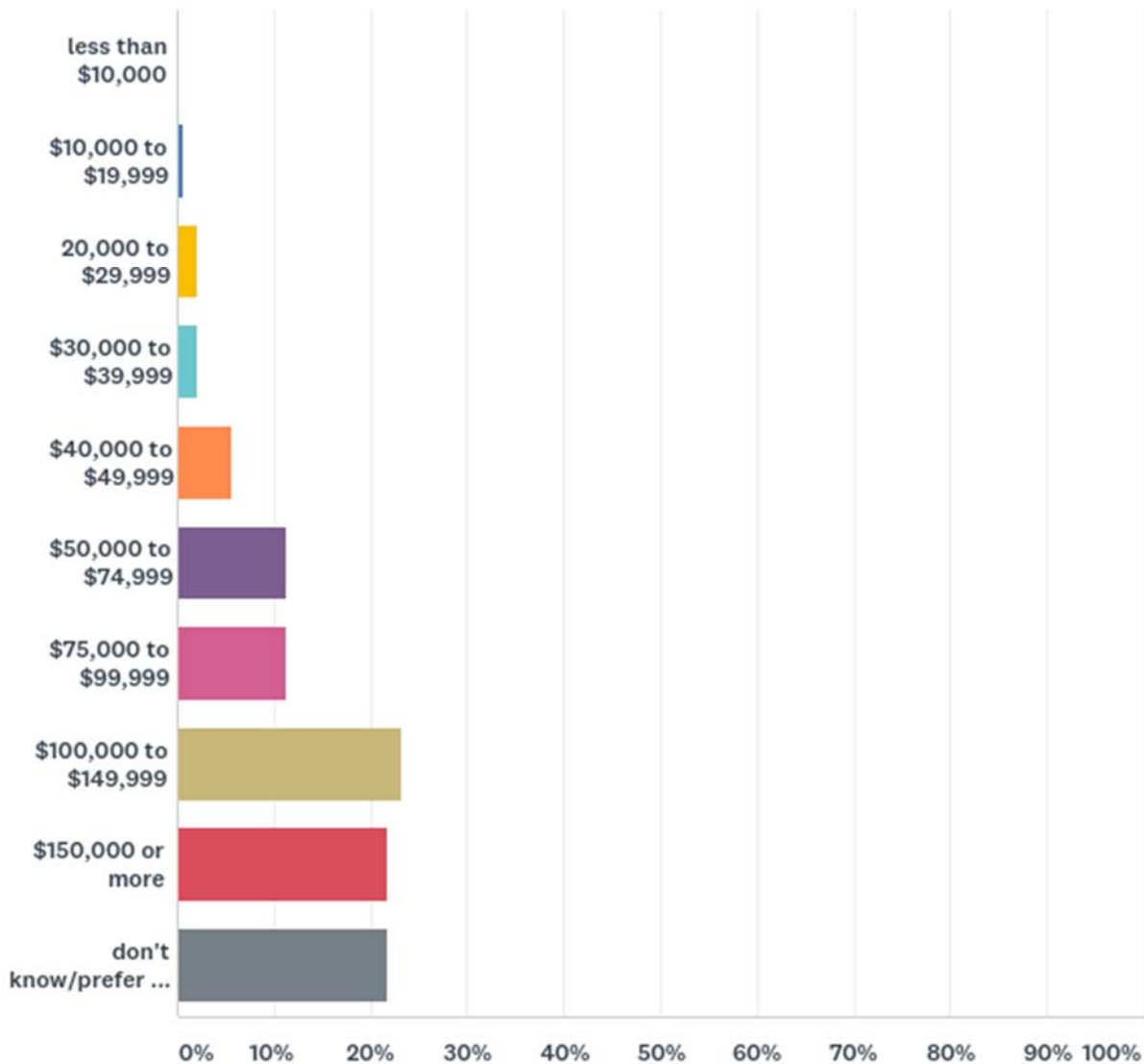
Age	Count	Percent	Regional Population
Respondents (144) minus “don’t know/prefer not to answer” (4)	<b>140</b>		
Younger than 18	0	0%	23%
18 to 24	3	2%	9%
25 to 34	14	10%	16%
35 to 44	35	25%	15%
45 to 54	23	16%	14%
55 to 64	35	25%	12%
65 to 74	22	16%	6%
75 and older	8	6%	5%

Skipped: 31



Income (household)	Count	Percent	Regional Population
Respondents (142) minus “don’t know/prefer not to answer” (31)	<b>111</b>		
Less than \$10,000	0	0%	7%
\$10,000 to \$19,999	1	1%	9%
\$20,000 to \$29,999	3	3%	9%
\$30,000 to \$39,999	3	3%	18%
\$40,000 to \$49,999	8	7%	18%
\$50,000 to \$74,999	16	14%	18%
\$75,000 to \$99,999	16	14%	13%
\$100,000 to \$149,999	33	30%	15%
\$150,000 or more	31	28%	11%

Skipped: 33



## Next Steps

The merits of these four proposals will be the focus of policy discussions in the summer of 2018. Generally, cities are expected to show that:

- The housing needs of people in the region, county and city have been considered.
- Development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, roads and sidewalks.
- The city has reduced barriers to mixed-use, walkable development in their downtowns and main streets.
- The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas.
- The city has taken actions to advance Metro's six desired outcomes, with a particular emphasis on meaningful engagement of communities of color in community planning processes.

Through discussions in the summer of 2018, the Metro Council will come to a determination as to whether any of the four proposed expansions are needed to accommodate population growth. A final decision by the Metro Council on urban growth boundary expansion is expected in December 2018.

- **July 2018:** Overview of draft 2018 Urban Growth Report at Council, the Metro Policy Advisory Committee and the Metro Technical Advisory Committee
- **July 2018:** City Readiness Advisory Group provides feedback on the strengths and weaknesses of city-proposed expansions to Council and the Metro Policy Advisory Committee
- **Sept. 4, 2018:** Metro's Chief Operating Officer recommendation
- **Sept. 12, 2018:** Metro Policy Advisory Committee recommendation to the Metro Council
- **Sept. 20 and 27, 2018:** Metro Council public hearings and direction to staff on whether and where the UGB will be expanded (and any other policy direction)
- **Dec. 6, 2018:** Metro Council public hearing
- **Dec. 13, 2018:** Metro Council decision on growth boundary expansion

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Sam Chase, District 5

Bob Stacey, District 6

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August 7, 2018

## 2018 urban growth management decision: engagement and process timeline

Per work program endorsed by Metro Council in February 2017

	Summer - Fall 2017	Winter 2018	Spring 2018	Summer 2018	Fall 2018
<b>Program milestones</b>	<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">Clarify expectations for cities</div>	<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">City letters of interest due</div>	<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">City proposals due</div>	<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">Metro COO rec., followed by MPAC rec.</div> <div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">Draft Urban Growth Report</div>	<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;">Council decision</div>
<b>Cities proposing expansions</b>	<ul style="list-style-type: none"> <li>• Concept planning for urban reserves</li> <li>• Letters of interest due Dec. 29</li> </ul>		Proposals due May 31	Present proposals	
<b>MTAC</b>	Recommendation: clarify expectations for cities proposing residential UGB expansions		<ul style="list-style-type: none"> <li>• Discussion: merits of city proposals</li> <li>• Recommendation: tech advice, if requested by MPAC</li> </ul>		
<b>Peer review groups</b>	Regional population and employment forecast MetroScope model Buildable land inventory methods and results and other model assumptions (LUTAG)		Strengths & weaknesses of city proposals (CRAG)		
<b>MPAC</b>	Recommendation: clarify expectations for cities proposing residential UGB expansions		<ul style="list-style-type: none"> <li>• Discussion: merits of city proposals</li> <li>• Recommendation to Council</li> </ul>		
<b>Public comment opportunities</b>	City planning processes		<ul style="list-style-type: none"> <li>• Opt-In poll</li> <li>• Online comment period</li> </ul>	Council hearings	Council hearings
<b>Metro Council</b>	Decision: clarify expectations for cities proposing residential UGB expansions		Discussion: merits of city proposals		<ul style="list-style-type: none"> <li>• Direction (Sept)</li> <li>• Decision (Dec)</li> </ul>





# Evolution of regional growth management process

## Old system

Define complex housing needs based on simple math

Expand UGB based on soil types

Concept plan areas after adding to UGB

## New system

Agree on where the region may grow over the next 50 years

Concept plan urban reserve areas before expansion

Decide whether proposed expansions are needed based on outcomes

### Ongoing improvements to the region's urban growth management process

Protect farms and forests and make the most of what we have

1995: 2040 Growth Concept:

- Focus most growth in existing urban areas
- Expand the UGB in urban reserves when needed
- Protect industrial areas
- Consider implications of growth in neighbor cities

1996: Urban Growth Management Functional Plan:

- Protections for industrial lands
- No net loss for residential zoning

1997: Regional Framework Plan:

- Focus on redevelopment and infill
- Provide housing choices

2010: Urban and Rural Reserves (long-term vision for urban footprint)

Take an outcomes-based approach

2009: Initial direction on six desired outcomes

2010: Formal adoption of six desired outcomes

2014: Climate Smart Communities Strategy

2016: Equity Strategy

Have a plan before expanding the UGB

2010: Require a concept plan before expansion

2011: Require additional consideration of housing affordability in concept plans

Improve technical analysis

Ongoing: Peer review of models, methods, and forecasts

2009 on: Use of range forecast to acknowledge uncertainty

2014 on: Use of range of capacity to acknowledge uncertainty

2018 on: More explicit use of scenario modeling to inform growth management

Track development trends

Periodic: Regional Industrial Site Readiness inventory

Periodic: State of the Centers

Periodic: Regional Snapshots

Periodic: Urban Growth Reports

Be responsive to city proposals for UGB expansions

1992: Create annual opportunity for proposed non-residential expansions

2007: 2040 Planning and Development Grant program begins to fund local planning

2010: Create expedited UGB process for industrial expansion proposals

2017: Create mid-cycle UGB process for modest residential expansion proposals

2017: Clarify expectations for cities proposing residential expansions



Metro

Photo: OR Tour & Travel Alliance

# 2018 Urban Growth Management Decision: Chief Operating Officer recommendations

Sept 12, 2018 MPAC

# Why the region changed its approach to managing growth

UGB expansions only produce jobs or housing when governance, infrastructure and market are addressed.



# The region has improved its growth management process

## Old system

Define complex housing needs based on simple math

Expand UGB based on soil types

Concept plan areas after adding to UGB

## New system

Agree on where the region may grow over the next 50 years

Concept plan urban reserve areas before expansion

Decide whether proposed expansions are needed based on outcomes

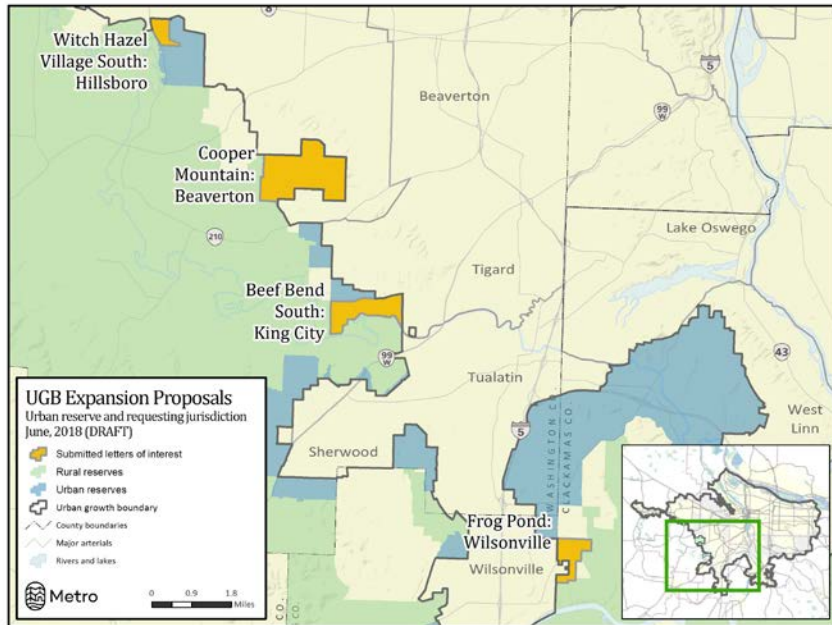
# MPAC engagement

- 3-8-17 Work program summary
- 9-27-17 Expectations for cities proposing expansions
- 9-27-17 Housing trends in Portland and Hillsboro
- 10-11-17 MPAC Recommendation: expectations for cities proposing expansions
- 10-11-17 Housing trends in Clackamas Co. and Milwaukie
- 10-25-17 Housing trends in Wilsonville and Beaverton
- 1-24-18 Housing trends in Tigard

# MPAC engagement

- 3-14-18 Update on growth management process
- 4-11-18 Regional population and employment forecast panel discussion
- 4-25-18 Employment trends panel discussion
- 6-13-18 Expansion proposals: Hillsboro and King City
- 6-27-18 Expansion proposals: Wilsonville and Beaverton
- 7-11-18 Draft Urban Growth Report
- 7-25-18 Report from CRAG on strengths and weaknesses of city expansion proposals

# Factors that inform the COO recommendations on expansions



- Six desired outcomes
- Focus on existing centers
- Development viability of expansion areas (governance, finance, market demand)
- Regional need for housing & choices

# Recommendations to provide more housing choices

- Add the four proposed urban reserves to the UGB.
- Set expectation for a variety of integrated housing choices.
- Set expectation that cities will look for ways to reduce infrastructure costs for smaller homes.





# Recommendations to address a changing economy

Return in 2019 with work program that addresses:

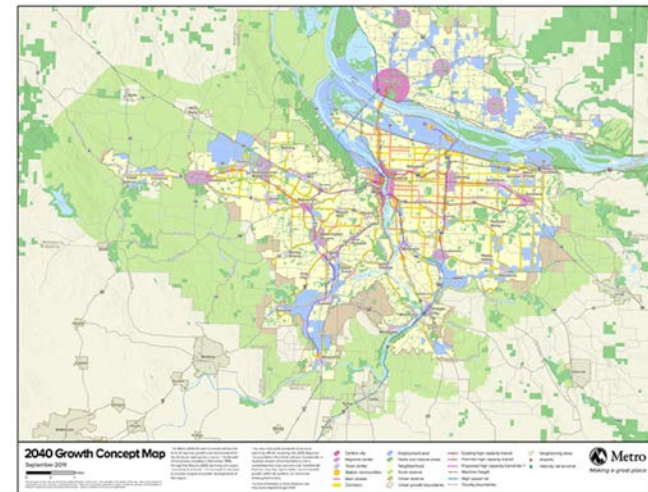
- Changes in the mix of jobs
- Changes in where businesses locate and how they use space
- How employees and goods get around support the economy
- Equitable growth
- Infrastructure investment needs



# Recommendations to refresh the regional vision

Return in 2019 with work program to refresh the 2040 Growth Concept, addressing and integrating topics like:

- Housing affordability and choices
- Urban form for future UGB expansion areas
- Changes in the economy
- Impacts of technological change
- Climate change
- Access to nature and parks
- Clean air, clean water and healthy ecosystems



# Recommendations to refresh the regional vision

Engage new and existing partners, such as:

- Communities of color
- Community-based organizations, non-profits and the philanthropic community
- Local governments and service providers
- Youth
- The business community
- The arts community
- Education and academia



# Decision timeline

**Sept 12:** MPAC recommendation

**Sept 20 and 27:** Council public hearings and direction to staff (by resolution)

**Dec 6 and 13:** Council public hearings and decision (by ordinance)

# MPAC recommendations

Does MPAC concur with the COO recommendations to:

- add the four proposed expansion areas with an expectation for housing variety;
- return with a work program to examine the changing economy;
- return with a work program to refresh the 2040 Growth Concept?