

Council work session agenda

Tuesday, November 22, 2022 **10:30 AM** **<https://zoom.us/j/615079992> (Webinar ID: 615079992) or 929-205-6099 (toll free)**

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10:30 Call to Order and Roll Call

Work Session Topics

10:35 Tigard UGB Exchange: Public Engagement Update and MPAC Recommendation [22-5790](#)

Presenter(s): Andy Shaw (he/him), Metro
 Ted Reid (he/him), Metro
 Marissa Madrigal (she/her), Metro

Attachments: [Staff Report](#)
 [Attachment 1](#)

11:35 TriMet Forward Together Service Hours Restoration Plan [22-5788](#)

Presenter(s): Ally Holmquist (she/her), Metro
 Grant O'Connell (he/him), TriMet

Attachments: [Staff Report](#)

11:55 Chief Operating Officer Communication

12:00 Councilor Communication

12:05 Adjourn

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**Tigard UGB Exchange: Public Engagement Update and
MPAC Recommendation**
Work Session Topics

Metro Council Work Session
Tuesday, November 22nd, 2022

CITY OF TIGARD UGB EXCHANGE: MPAC RECOMMENDATION

Date: 11/10/22
Departments: Planning, Development and
Research
Meeting Date: 11/22/22

Prepared by: Ted Reid, Principal Regional
Planner ted.reid@oregonmetro.gov
Presenter(s): Marissa Madrigal, Andy Shaw,
Ted Reid
Length: 45 minutes

ISSUE STATEMENT

The City of Tigard submitted a proposal for a residential urban growth boundary (UGB) expansion under Metro's mid-cycle UGB amendment process. Council has directed staff to provide options for completing a UGB exchange that would maintain the amount of buildable land inside the UGB by adding the River Terrace 2.0 to the UGB while also removing a comparable amount of buildable land in other areas that have not demonstrated readiness for development. Metro's Chief Operating Officer COO has released her recommendations for conducting this exchange. Since that time, Metro has opened a public comment period. On November 9, 2022, MPAC voted on its recommendation to the Metro Council.

ACTION REQUESTED

Review public comments received and MPAC recommendation, and discussion.

Identify any UGB exchange topics about which the Council would like additional information.

IDENTIFIED POLICY OUTCOMES

The intended outcome of the UGB exchange process is that Metro fulfills its regional urban growth management responsibilities with a continued focus on efficient land use and readiness for urbanization.

POLICY QUESTION(S)

Does Council need any additional information to inform their decision on this UGB exchange?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Council may request addition information to inform this UGB exchange decision.

The Council may provide staff with initial direction on conditions of approval to be considered for the addition of River Terrace 2.0 to the UGB. Those conditions could, for instance, specify planning requirements for Tigard to implement.

STAFF RECOMMENDATIONS

Staff recommends that the Council consider public comments received and MPAC's recommendation as it prepares for its December 6, 2022 work session. At that work session,

Council may provide direction on the UGB exchange option to consider via ordinance in early 2023.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Background on Tigard expansion proposal

The City of Tigard is a consistent and dependable regional partner in its forward-looking approach to housing planning. Tigard has been at the vanguard of allowing middle housing that serves local residents and the region well. Tigard has proposed a well-planned UGB expansion that includes middle housing in the River Terrace 2.0 urban reserve area.

Overview of the UGB exchange process

The UGB exchange process is different than a mid-cycle UGB expansion as it would entail adding the River Terrace 2.0 area to the UGB and removing a comparable amount of buildable land elsewhere in the region. This approach is consistent with Metro's focus on city readiness in its growth management decisions. It recognizes that Tigard is ready for growth while some other areas that were added to the UGB in the past have not resulted in housing and may not for decades to come. Ultimately, adding land to the UGB can only help us address our housing shortage if it develops in a thoughtful, predictable way. Tigard has demonstrated that it is ready to develop River Terrace with a mix of middle housing types that makes efficient use of land.

This UGB exchange approach also holds us to the core principle of only adding to the overall size of the UGB when there is a regional need for additional 20-year land supply. This highlights an important distinction that guides our work: the difference between a present day housing shortage and long-term land shortages. State law requires us to focus on the latter when considering whether to add more land to the UGB. Our ability to provide the Council with several possible exchange areas that are inside the UGB but are not progressing towards providing housing emphasizes this need to focus on land readiness.

The exchange process is allowed under state laws, but Metro has never used this process. The UGB exchange process has been used in a few other jurisdictions around the state, most recently by the City of Sutherlin, OR in 2018.

BACKGROUND

At an April 28, 2022 work session, COO Madrigal presented her recommendation to address Tigard's UGB expansion proposal through a UGB exchange. At that work session, Council directed staff to return with a proposed approach to identifying UGB exchange candidates.

Staff presented that proposed approach at a June 14, 2022 work session. This approach included mapping buildable lands in unincorporated areas inside a one-mile buffer within the UGB, followed by consultation with local jurisdictions and special districts. Through that consultation, staff developed its understanding of the planning and development status of these areas. Areas that were further along in their readiness were removed from consideration and areas that lacked readiness were advanced for further discussion.

At a September 15, 2022, work session, Council discussed preliminary UGB exchange candidates and possible considerations for narrowing those options. At that work session, the Council also received testimony regarding planning for Tile Flat Rd. and requested that Washington County staff attend a future work session to provide more information about that planning effort. Council also requested the attendance of Tigard staff to answer any remaining questions about the River Terrace 2.0 area and the city’s other efforts for producing housing.

Metro’s COO presented her recommendations to the Metro Council on October 20, 2022. Concurrently, Metro opened a public comment period on the COO recommendations.

MPAC recommendation

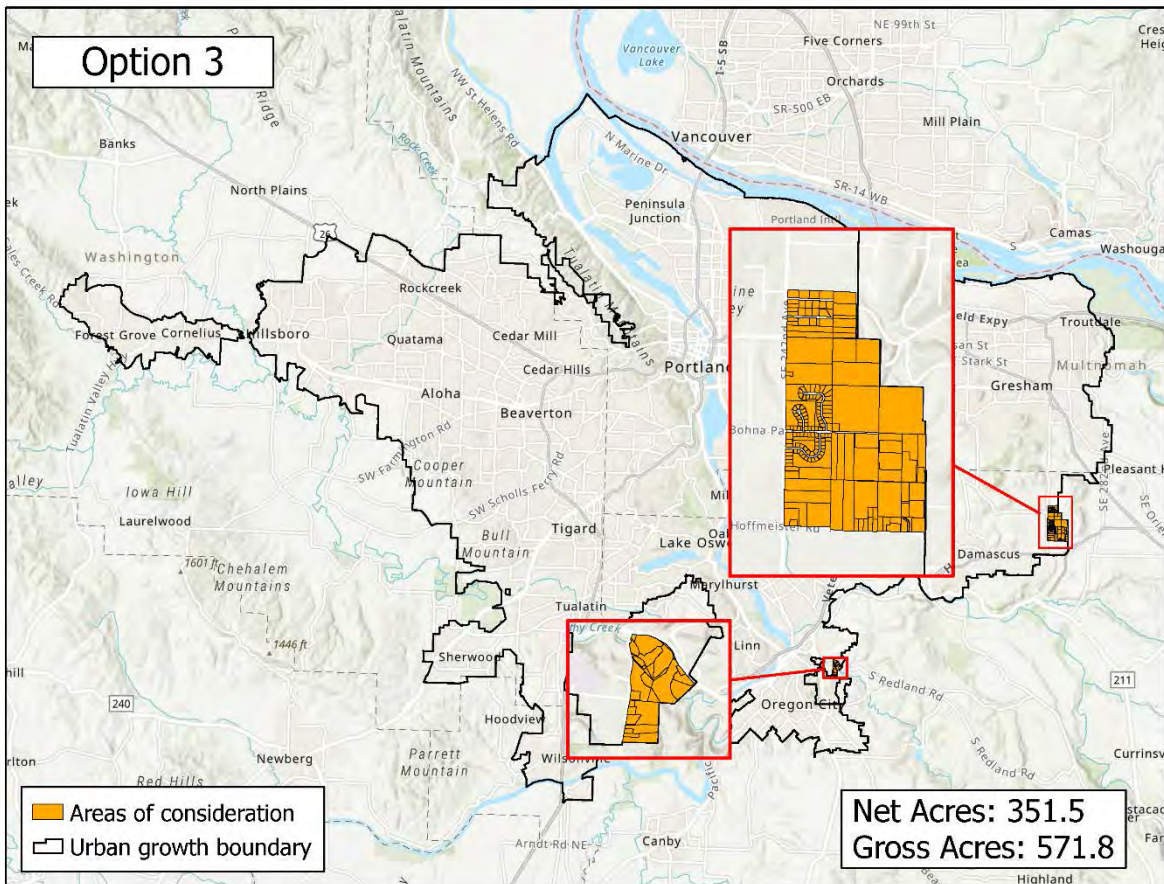
MPAC has discussed the UGB exchange topic on five occasions over the last few months. In September, MPAC discussed various considerations that could be used to narrow down possible exchange options. Those considerations were used to develop the COO’s recommendations. In October, Metro staff presented the COO recommendations to MPAC. At its November 9, 2022 meeting, staff presented a review of the three exchange options from the COO recommendation, summarized through the lens of the previously-discussed considerations (see table below).

Consideration	Option 1	Option 2	Option 3
Planning infrastructure and development readiness	Low readiness	Low readiness	Low readiness
Time in UGB	20 years	20 years	20 years
Parcelization	High	High	High
Property owner wishes	Possible interest in removal	Possible interest in removal	Possible interest in removal
Number of areas	1	1	2
Added to UGB for special purpose	No	No	No
Environmental features (e.g., slopes and riparian areas)	Low	Low	Some low, some high
Jurisdiction’s position	No city - former Damascus Clackamas County opposed, particularly along Hwy 212	No city – former Damascus Clackamas County opposed	Oregon City supportive No city - former Damascus Clackamas County opposed

Possible appropriateness for UGB exchange
Less
More

* Determinations are somewhat subjective, but attempt to reflect the priorities expressed by policy makers

On November 9, 2022, MPAC voted on a recommendation to the Metro Council. In that recommendation, a majority of MPAC members expressed a preference for Option 3 (as depicted in the October 13, 2022 COO Recommendation and below) for completing a UGB exchange that would enable the addition of the River Terrace 2.0 area to the UGB to provide the region with additional housing options.



In the minority, four MPAC members voted in opposition, conveying the opinion that this exchange is generally detrimental to Clackamas County and the concern that the preferences of property owners in the possible exchange areas are not well understood yet.

Public comments

Metro opened a public comment period concurrent with the October 13 release of the COO recommendations. As of the writing of this staff report, Metro has received 12 written comments on the proposed UGB exchange, which are summarized as follows and available upon request.

Generally in favor of UGB exchange	In favor of removing a particular area from the UGB	Generally opposed to UGB exchange	Opposed to adding River Terrace 2.0 to UGB	Opposed to removing a recommended area from the UGB	Supportive of decision process, but no position expressed	Other: not directly related to proposed exchange
3	1	1	2	2	1	2

Once the Metro Council has provided direction on this exchange at its December 6 work session, Metro staff will proceed with mailing notices to property owners that may be potentially impacted by the exchange and households that may be impacted by the proposed River Terrace UGB expansion.

Next steps

December 6, 2022: Metro Council direction on the UGB exchange
Early December 2022: Public notices mailed
January 19, 2023: Metro Council first reading of ordinance and public hearing
February 2, 2023: Metro Council decision

ATTACHMENTS

COO recommendation

[For work session:]

- Is legislation required for Council action? Yes No
- If yes, is draft legislation attached? Yes No
- What other materials are you presenting today? PowerPoint

River Terrace 2.0 Urban Growth Boundary Exchange:

Metro Chief Operating Officer Recommendation to the Metro Council

October 13, 2022

Summary

In recent years, Tigard has been a leader in allowing more middle housing options such as duplexes, triplexes, and townhomes. Last year, Tigard proposed a well-planned urban growth boundary (UGB) expansion into urban reserves that would include additional middle housing. For the reasons described in my March 2022 recommendation, I believe that Tigard has demonstrated that it is ready to contribute more to the region's housing production and that the Council should add the River Terrace 2.0 urban reserve to the UGB to enable the city to do so. My current recommendations respond to the direction that the Metro Council gave this spring to provide options for adding the River Terrace 2.0 urban reserve to the UGB through an exchange.

The UGB exchange process entails keeping the overall acreage inside the UGB consistent by expanding the UGB to add the River Terrace 2.0 urban reserve area and retracting the UGB line elsewhere in an area that is not yet ready to provide housing. This approach is consistent with Metro's focus on city readiness in its growth management decisions. It recognizes that Tigard is ready for growth while some other areas that were added to the UGB in the past have not resulted in housing and may not for decades to come.

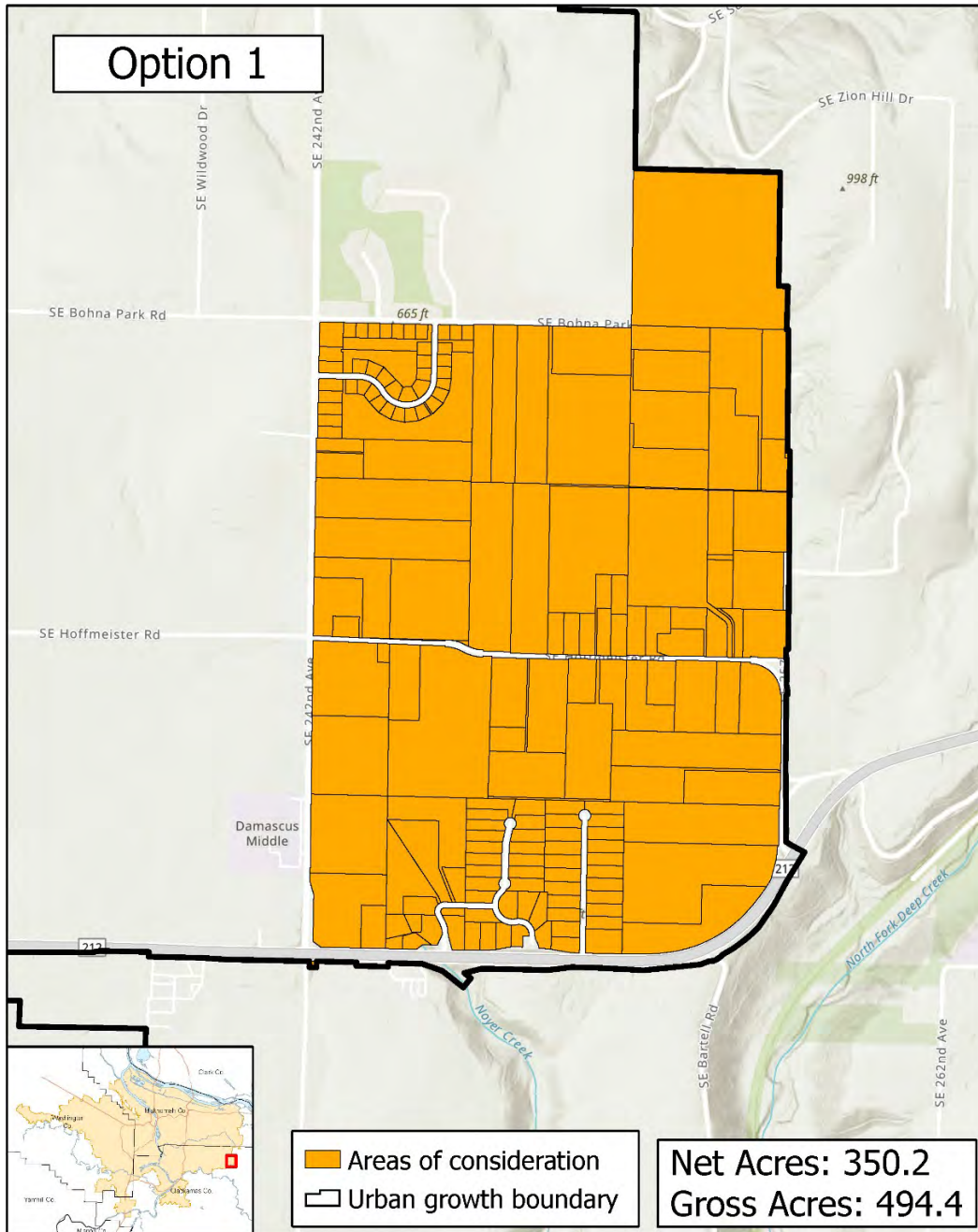
Having analyzed several possible exchange areas and engaged with local jurisdictional partners and other stakeholders, I am pleased to present the Council with three options that would each help to ensure that more of the land inside the UGB is ready to provide housing options. The Council could rely on any of these options to complete a UGB exchange and they each present a variety of considerations that could help the Council to come to a decision.

I recommend that the Council proceed with the UGB exchange after selecting one of these options. Each option includes buildable acreage comparable to River Terrace 2.0 (350 buildable acres), meeting the requirement that the amount of buildable land inside the UGB remain roughly the same. I further recommend that Metro seek to designate any areas removed from the UGB as urban reserves so that they can be considered for adding back to the UGB at a future date if there is a demonstration that a city can make them ready for housing or job growth and there is a regional need for additional UGB land.

The release of this recommendation kicks off a public comment period. This fall, Metro staff will also seek the recommendations of the Metro Policy Advisory Committee. Staff will provide the results of both to the Council as it determines what decision it intends to make. Pending that Council direction, staff will then provide notices to those that would be directly impacted by the UGB exchange, both in the proposed expansion area as well as in any UGB exchange areas.

Option 1

This option consists of one area in unincorporated Clackamas County, east of SE 242nd Ave. and north of Highway 212. The area is a mix of rural residential and agricultural uses. It includes 494 gross acres and, after accounting for environmental constraints, approximately 350 buildable acres.



Option 1 considerations

Planning, infrastructure, and development status

This area is part of the former City of Damascus, which disincorporated after the city was unable to come to an agreement on a comprehensive plan. Metro staff is not aware of any county effort to complete a plan for the area. Providing infrastructure, particularly sewer and stormwater infrastructure, would be complex and expensive.

Parcelization

Reflecting a mix of rural residential and agricultural uses, this area contains a variety of tax lot sizes, ranging from less than one acre up to approximately 40 acres. The presence of existing rural residential development may mean that this area could be challenging to urbanize efficiently if it remains in the UGB.

Property owner sentiment

Metro has not yet attempted to contact specific property owners. However, staff is aware through engagement activities and testimony submitted to the Metro Policy Advisory Committee and the Metro Council that there are some property owners in the general area that would like to have their properties removed from the UGB.

Time in UGB

This area was added to the UGB in 2002.

In UGB for special purpose

This area was not added to the UGB to address a unique regional need, therefore its potential inclusion in a UGB exchange does not raise more complex issues.

Natural resources and environmental features

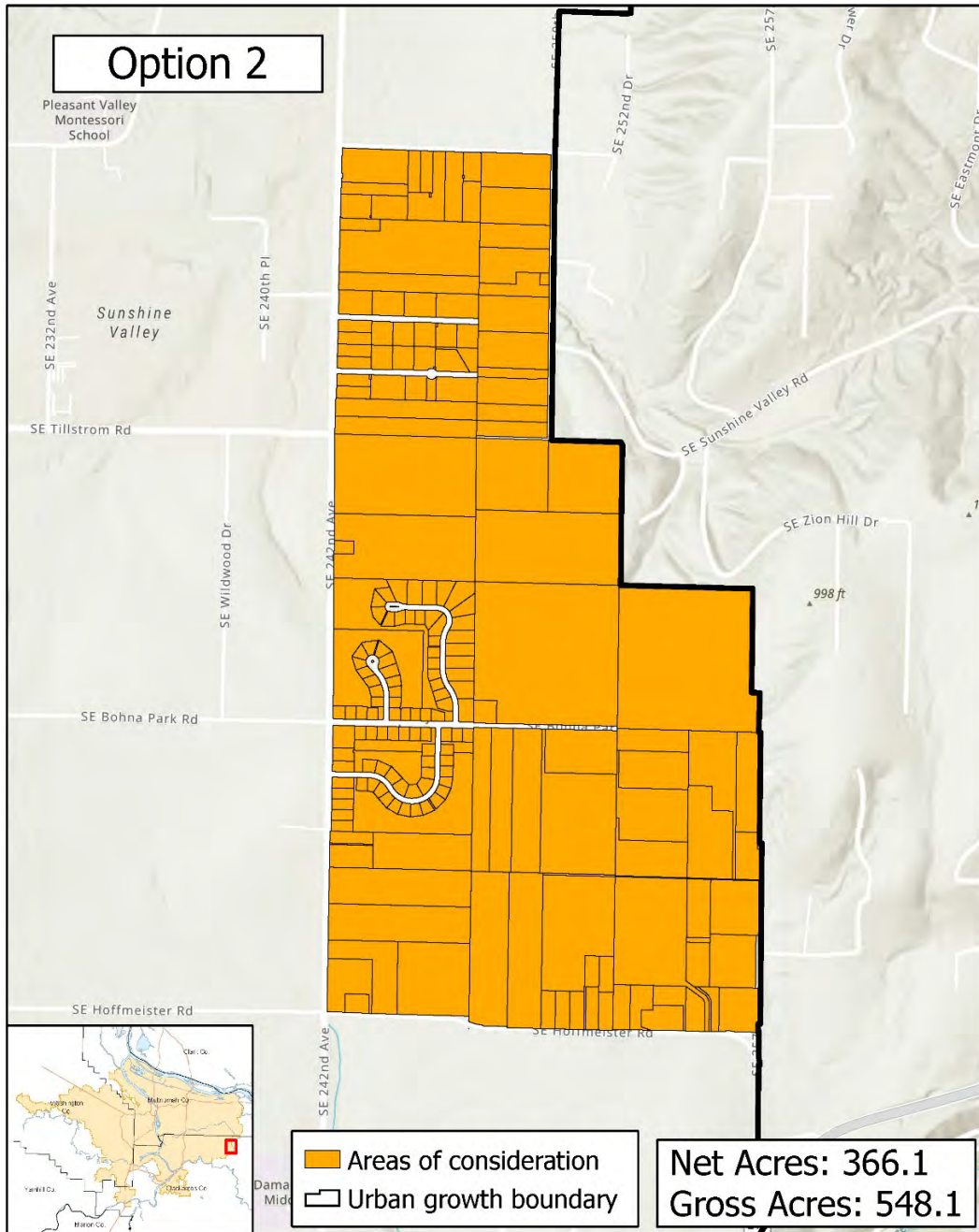
This area is relatively flat, is not within a floodplain, and has some mapped riparian areas and upland habitat.

Jurisdiction sentiment

With the dissolution of the City of Damascus, there is no city that will serve this area. Though the City of Happy Valley has annexed portions of the former Damascus, those areas are further west, and the city does not intend to annex this area. Staff is aware that some county commissioners are opposed to any portion of the county being removed from the UGB. Specific to this area, county commissioners have expressed concern about removing areas directly abutting Highway 212.

Option 2

This option consists of one area in unincorporated Clackamas County, east of SE 242nd Ave. and north of SE Hoffmeister Rd. The area is a mix of rural residential and agricultural uses. It includes 548 gross acres and, after accounting for environmental constraints, approximately 366 buildable acres.



Option 2 considerations

Planning, infrastructure, and development status

This area is part of the former City of Damascus, which disincorporated after the city was unable to come to an agreement on a comprehensive plan. Metro staff is not aware of any county effort to complete a plan for the area. Providing infrastructure, particularly sewer and stormwater infrastructure, would be complex and expensive.

Parcelization

Reflecting a mix of rural residential and agricultural uses, this area contains a variety of tax lot sizes, ranging from less than one acre up to approximately 55 acres. The presence of existing rural residential development may mean that this area could be challenging to urbanize efficiently if it remains in the UGB.

Property owner sentiment

Metro has not yet attempted to contact specific property owners. However, staff is aware through engagement activities and testimony submitted to the Metro Policy Advisory Committee and the Metro Council that there are some property owners in the general area that would like to have their properties removed from the UGB.

Time in UGB

This area was added to the UGB in 2002.

In UGB for special purpose

This area was not added to the UGB to address a unique regional need, therefore its potential inclusion in a UGB exchange does not raise more complex issues.

Natural resources and environmental features

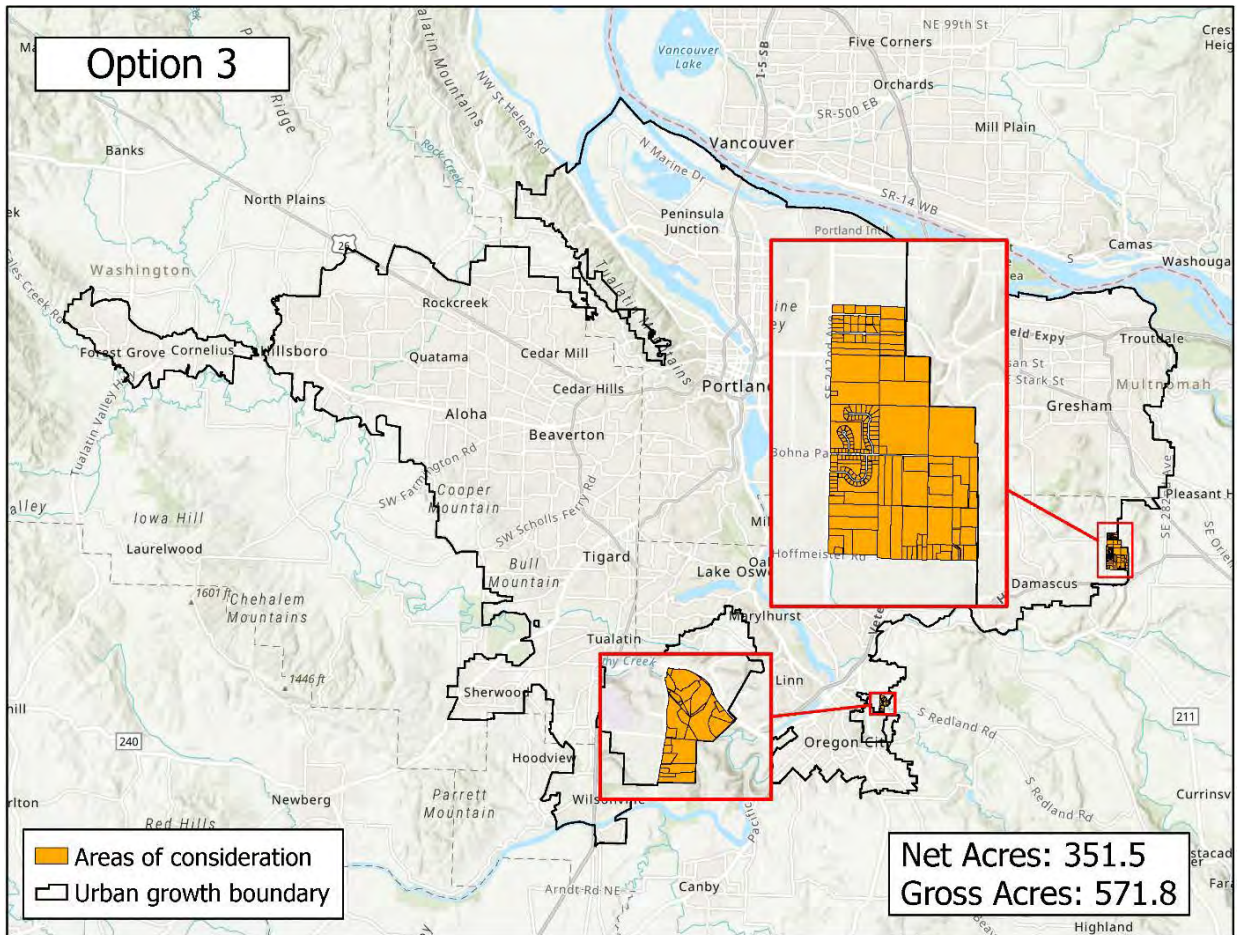
This area is relatively flat with some portions having slight slopes. The area is not within a floodplain. The area has some mapped riparian areas and upland habitat.

Jurisdiction sentiment

With the dissolution of the City of Damascus, there is no city that will serve this area. Though the City of Happy Valley has annexed portions of the former Damascus, those areas are further west, and the city does not intend to annex this area. Metro staff is aware that some county commissioners are opposed to any portion of the county being removed from the UGB.

Option 3

This option is spread across two separate parts of the region and includes the Park Place area outside of Oregon City and an unincorporated area of Clackamas County that is east of SE 242nd Ave. and north of Hoffmeister Rd. These areas are a mix of rural residential, forest, and agricultural uses. Together, these areas include 572 gross acres and, after accounting for environmental constraints, approximately 352 buildable acres.



Option 3 considerations

Planning, infrastructure, and development status

Both areas in Option 3 are unincorporated and not within a city. The unincorporated Clackamas County area east of SE 242nd is part of the former City of Damascus, which disincorporated after the city was unable to come to an agreement on a comprehensive plan. Metro staff is not aware of any county effort to complete a plan for the area. Providing infrastructure, particularly sewer and stormwater infrastructure, would be complex and expensive.

The larger Park Place area consists of two subareas outside of Oregon City. Metro staff only recommends the area south of Redland Rd. as a potential exchange option. Oregon City completed the

planning for Park Place in 2007 and the city adopted the necessary comprehensive plan amendments in 2008. The Park Place plan included a significant amount of land beyond the 2002 expansion area that was already within the UGB. In 2019, the city annexed 92 acres of land in the Park Place area north of Redland Road. A 432-unit development is currently at the planning commission. This development will help facilitate a much-needed future north south connection between Redland Road and Holcomb Blvd. The area north of Redland Road is no longer under consideration for this UGB exchange. However, the area south of Redland Road has numerous development challenges, including areas with steep slopes and riparian habitat, and I recommend it for possible UGB exchange consideration.

Parcelization

Reflecting a mix of rural residential, forest, and agricultural uses, these areas contain a variety of tax lot sizes, ranging from less than one acre up to approximately 55 acres. The presence of existing rural residential development and steep slopes may mean that these areas could be challenging to urbanize efficiently if they remain in the UGB.

Property owner sentiment

Metro has not yet attempted to contact specific property owners. However, staff is aware through engagement activities and testimony submitted to the Metro Policy Advisory Committee and the Metro Council that there are some property owners in area east of SE 242nd Ave. in Clackamas County that would like to have their properties removed from the UGB. Property owner sentiment is unknown in the Park Place area but may be better understood in the upcoming public comment period.

Time in UGB

The Park Place area was added to the UGB in 2002. The unincorporated Clackamas County area to the east of SE 242nd Ave. was added to the UGB in 2002.

In UGB for special purpose

These areas were not added to the UGB to address a unique regional need, therefore their potential inclusion in a UGB exchange does not raise more complex issues.

Natural resources and environmental features

The subarea to the east of 242nd in unincorporated Clackamas County is relatively flat with some portions having slight slopes. The area is not within a floodplain. The area has some mapped riparian areas and upland habitat.

The subarea known as Park Place is crossed by steep slopes, and riparian and upland habitat. The prevalence of these environmental characteristics presents challenges for developing other portions of the area.

Jurisdiction sentiment

Unincorporated Clackamas County east of SE 242nd: With the dissolution of the City of Damascus, there is no city that will serve this area. Though the City of Happy Valley has annexed portions of the former Damascus, those areas are further west, and the city does not intend to annex this area. Metro staff is

aware that some county commissioners are opposed to any portion of the county being removed from the UGB.

Park Place: The Oregon City Commission indicated in a Commission meeting on October 5, 2022 that it understood the regional benefit of a UGB exchange and that it was not opposed to having the Park Place area south of Redland Rd. removed from the UGB to facilitate that exchange. The City Commission did seek clarity on whether it would face regulatory consequences related to meeting housing needs if this land were removed from the UGB. Metro staff appreciates the Commission’s willingness to help with regional housing production and believes that the city, Metro and the state could work together to recognize this in future forecast coordination efforts and city housing production strategies if this area is removed from the UGB.

How staff identified and narrowed exchange options

As directed by the Metro Council, staff identified exchange options following the following principles:

- Focus on areas where urbanization has not occurred in a timely fashion because of infrastructure challenges, governance challenges, market conditions or other lack of readiness for growth.
- Lands must be adjacent to the UGB.
- Removing lands from the UGB must not create an “island” that remains in the UGB.
- A contiguous block of land is preferable to multiple areas.
- Lands must not yet have received urban zoning.

Recent Metro staff memos to the Metro Technical Advisory Committee, the Metro Policy Advisory Committee, and the Metro Council describe the combination of mapping and consultation with local jurisdictions that was used to identify an initial set of UGB exchange options for further consideration. Generally, the mapping analysis identified buildable land in unincorporated areas in the UGB that are within one mile of the UGB boundary. Subsequent “fact-checking” with local jurisdictions sought to confirm the planning and development status of those areas. Further review and consultation have led me to the recommend the three options described herein.

2022 Formal engagement, to date and upcoming

Date	Meeting
May 18	Metro Technical Advisory Committee
June 6	North Clackamas Chamber of Commerce
June 15	Clackamas County Coordinating Committee (Metro subcommittee)
June 21	Happy Valley City Council
June 22	MPAC
June 23	Gresham Chamber of Commerce
July 20	Westside Economic Alliance
August 2	Clackamas County Business Association
August 17	Metro Technical Advisory Committee
August 24	MPAC
September 8	Damascus Community Planning Organization

September 21	Metro Technical Advisory Committee
September 21	Clackamas County Board of Commissioners
September 28	MPAC
October 5	Oregon City Board of Commissioners
October 13	Homebuilders Assoc. of Metropolitan Portland
October 17	Washington County Coordinating Committee
October 26	MPAC
November 1	Washington County Board of Commissioners
November 9	MPAC
December 1	Washington County Planning Directors

Next steps

Staff proposes the following sequences (*dates subject to change*):

- October 13, 2022: Release COO recommendation and begin public comment period*
- October 20, 2022: Council – discuss COO recommendations*
- October 26, 2022: MPAC – discuss COO recommendations*
- November 2, 2022: End public comment period*
- November 9, 2022: MPAC – make recommendations to Metro Council*
- November 22, 2022: Council – update on public comments and MPAC recommendations*
- December 6, 2022: Council – provide direction on intended decision to enable notices to the Department of Land Conservation and Development and to affected property owners*
- January 19, 2023: Council – first read of ordinance and public hearing*
- February 2, 2023: Council – second read of ordinance and vote*

TriMet Forward Together Service Hours Restoration Plan
Work Session Topics

Metro Council Work Session
Tuesday, November 22nd, 2022

TRIMET FORWARD TOGETHER SERVICE CONCEPT OVERVIEW

Date: November 4, 2022
Department: Planning & Development
Meeting Date: November 22, 2022

Presenters:

- Ally Holmqvist (she/her), Metro
- Grant O'Connell (he/they), TriMet

Prepared by: Grant O'Connell,
connelg@trimet.org and Ally Holmqvist,
ally.holmqvist@oregonmetro.gov

Length: 20 min

ISSUE STATEMENT

This presentation will provide a short overview of Forward Together, TriMet's draft service concept, which TriMet was recently seeking public feedback on through October 31st. It will share information about what staff learned about changes in transit ridership during the pandemic and during the first phase of public outreach for this planning effort, and how that has informed this cost-constrained TriMet service concept.

ACTION REQUESTED

No formal action requested at this time. Understand the data and public feedback that informed the network concept and how transit service, coverage and access will improve under this concept.

IDENTIFIED POLICY OUTCOMES

TriMet's Draft Service Concept includes new routes serving new areas in all three counties, more local services running every 30 minutes, and expanded weekend service. It would bring bus service to 50,000 more people and 26,000 more jobs and weekend service to 100,000 more people – connecting people and jobs within the agency's service district in ways that address gaps in the network, best meet community needs, and encourage increased transit ridership in support of regional mobility and climate goals. It would also increase service for people living in equity areas outside of the central city by 50 percent and increases access to jobs for people living in these areas by 35 percent.

The concept also looks to expand the frequent bus network – increasing convenient access to transit for 50 percent more people and jobs, 50,000 more lower-income people, and 33,000 more people of color.

POLICY QUESTION AND OPTIONS FOR COUNCIL TO CONSIDER

- Are there particular considerations that Metro Council would like to see addressed or emphasized as part of the service concept development process going forward?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Metro staff collaborated with TriMet to respond to and discuss the results of the existing conditions report this spring, participated in partner workshops this summer, and engaged to review and comment on the Forward Together draft service concept prior to public

release this fall. The concept reflects the goals, objectives, and principles from the Regional Transportation Plan (RTP), Regional Transit Strategy (RTS), Strategic Plan to Advance Racial Equity, and Climate Smart Strategy:

- **Mobility** – The RTP expanded the 2040 Growth Concept vision to include a complete network of regional transit along most arterial streets in support of economic prosperity and quality of life. The RTS vision includes increasing accessibility – so people can take transit to jobs, community places, and essential services and destinations – and frequency – both providing more people with local service at a base level and frequent service where more people are riding, demonstrating the need for more convenient connections. Further, the RTP includes Policy 1 and 3 *“Provide a seamless, integrated...transit network...”* and *“make transit more reliable and frequent by expanding regional and local frequent service transit and improving local service transit options”*. As described above, the concept would increase regional local and frequent weekday and weekend transit service to expand access to jobs and major destinations like college campuses, grocery stores and hospitals. It would create better regional links to job centers outside of the central city, including industrial employment areas to expand access, where demand remained strong during the COVID-19 pandemic. While a trade-off is that some reductions to service are proposed in other areas, these are for places where fewer people with higher incomes are riding today – particularly in places with commute hour service that fell during the pandemic and has remained low (findings consistent with Metro’s Emerging Trends study).
- **Equity** – The RTP includes Policy 1 to provide a *“transit network that serves people equitably, particularly communities of color and other historically marginalized communities, and people who depend on transit or lack travel options”*. As described above, the concept would increase transit service and accessibility to jobs for people living in equity areas.¹ It would increase weekend transit service – an important need of people with lower incomes, often disproportionately people of color, working in retail, service, and industrial jobs – where transit ridership also remained strong during the pandemic. The concept would also prioritize frequent service in areas where people with low-incomes, people of color, and people in retail, service, and industrial jobs live and work. These stronger connections will make it easier for people living in equity areas to ride transit rather than drive a car, supporting reduced transportation cost burden consistent with the 2040 Growth Concept vision.
- **Climate** – The vision for a complete network of regional transit along most arterial streets with a focus on enhanced service in transit-supportive places supporting dense and walkable development, leverages the 2040 Growth Concept land use blueprint to support transit ridership. To this end, the Climate Smart Strategy forwards the RTS vision to make transit convenient, frequent, accessible and affordable – all key components of providing a complete, seamless, and integrated

¹ TriMet’s equity index is used to evaluate potential investments and evaluates ten measures: minority population, low-income population, limited English proficiency (LEP) population, senior population, youth population, people with disabilities, limited vehicle access households, low and medium wage jobs, affordable housing units, and key retail, human and social services.

network prioritizing people equitably. Ridership leads directly to less car trips and congestion, pollution, and greenhouse gas emissions.

- **Safety** – Both the RTS and RTP envision the transit network as being safe to use and safe to access by direct walking and biking routes with sidewalks and bicycle facilities and safe street crossings. The RTP includes Policy 6 to “*make transit more accessible by improving pedestrian and bicycle access to and bicycle parking at transit stops and stations...*”. In developing the Transit Existing Conditions Report, TriMet looked at access to transit within a quarter-mile walking distance, considering the urban environment and walkability and presence of sidewalks. Additionally, TriMet’s Pedestrian Plan identifies priorities for improving walking and rolling access to transit across the TriMet service area based on needs related to safety, equity, and demand. As TriMet implements the concept in the future, this work will be coordinated with jurisdictional partner planning and provision of street improvements that affect how a person travels to or from their nearest transit stop.

The Forward Together draft service concept provides a base to inform the 2030 financially-constrained future transit network for the Regional Transportation Plan. The vision for additional investment, beyond the concept plan, beyond just service, and beyond 2030, will draw from the transit network vision established by the Regional Transit Strategy (2018) which was based on TriMet’s longer-term Service Enhancement Plans, the product of a huge amount of planning and engagement work and containing a lot of ideas that directly address issues with the network identified by TriMet’s partners and the community, further refinements shaped by regional investment priorities.

BACKGROUND

TriMet’s last major network planning effort were the Service Enhancement Plans. With the completion of the unified Service Enhancement Plan (SEP) in 2018, TriMet laid out a set of future changes for each area of the network. The SEPs are not constrained plans - they imagine new services that would require new resources above and beyond the level of service TriMet operates today. The sub-area SEP’s were developed over 5 years, from 2011 to 2016, and include a wide variety of network changes that respond to needs and desires for the network that emerged from substantial outreach to the public and stakeholders. TriMet staff also conducted detailed analysis of equity, existing ridership and performance data and consulted with local jurisdictions on their priorities for future service expansion.

The SEP framework has guided the evolution of the TriMet network over the past decade. Forward Together is about designing a fiscally-constrained transit service model that responds to the evolved post-pandemic transportation patterns and recent calls for a renewed attention to equity. Many of the ideas come from the SEPs, but work to develop the 2022 Transit Existing Conditions Report added more recent data and insights.

That process revealed that lots of things have changed as a result of the COVID-19 pandemic, including how and where people ride transit. Peak commute ridership, driven by more affluent workers, has declined the most and stayed low. Ridership in other places has fallen less and recovered faster, including commercial and educational destinations, retail, industrial and service job centers, and areas scoring high on TriMet’s equity index.

While TriMet has the resources to restore and expand service, the staffing shortage means that the agency cannot deploy all of those resources today. As TriMet restores its bus operator workforce, the agency anticipates growing bus service by more than 30 percent over current levels and 10 percent over pre-pandemic levels in the coming years (~3-5 years). Working with the community, the agency is looking into changes and improvements to bus service that would help more people get to more places and ensure that TriMet is meeting current and future riders' needs.

TriMet's Forward Together Draft Service Concept is based on what was heard from the community in the spring of 2022: focusing on ridership and improving connections to destinations for people with low and limited incomes. In spring 2022, TriMet engaged in a public outreach effort intended to guide its service recovery planning through a survey asking about what TriMet's priorities should be as it restores service. Over 5,500 people responded and the three most popular responses were:

- Restore ridership.
- Reduce congestion.
- Improve services for persons experiencing lower-incomes.

TriMet developed the service concept with Jarrett Walker + Associates to respond to these goals.

TriMet recently completed an extensive public engagement process around the Draft Service Concept. This included, but was not limited to the following:

- 8 Open House meetings, 6 in-person and 2 virtual with one in Spanish
- A survey with over 4,500 respondents.
- Presentations at TPAC/MTAC, JPACT, MPAC, and all county coordinating committees

Based on input received through the fall engagement process, a refined full network is being developed to be presented to TriMet's Board to consider advancing for further study and possible implementation. The public will have another chance to comment at that stage. But then, before any service changes are recommended for implementation in Fall 2023, TriMet will put these changes through the analysis and public input process as part of the usual annual service change process. At that stage, details will be provided about exactly what parts of the revised concept the agency thinks it will be able to do each year and will be subject to an additional round of outreach and Board review.

ATTACHMENTS

Materials that shared during the presentation is publicly available at <https://trimet.org/forward>.

- Is legislation required for Council action? Yes No
- If yes, is draft legislation attached? Yes No

Materials following this page were distributed at the meeting.

9-14-22

To the Metro Policy Advisory Committee,

Hello,

I am writing to express my concern with the upcoming discussion and proposal UGB/Rural Reserves Land Swap concerning Tigard River Terrace.

I believe this is a bad idea for Washington County and the State of Oregon and creates more issues than it resolves. By seeking state wide land use planning exemptions in rural and forest lands it promotes a dangerous precedent to land use laws which are in place for a variety of reasons. If adopted, soon more exemptions/rezoning will follow until the land use laws and regulations are useless.

If the land swap occurs other issues will arise such as Washington County Ordinance 882 proposal which seeks further exemption to state land use laws by the desire to build a road extension through rural lands which were designated as rural reserve but if the land swap is approved this will also likely be approved by the Washington County Board of Commissioners despite the land being outside the designated urban growth boundary and examination by METRO in this Tigard River Terrace. The BOC has refrained from voting on the matter until METRO comes to a decision. I understand METRO is not responsible for County Ordinances but one action will lead to another.

Not one person who has testified at the Washington County Board of Commissioners hearings or the Washington County Planning Commission has been in favor of the land swap or Ordinance 882. Please listen to what the people want and desire not developers and county officials.

Groups such as CPO 10, 1000 Friends of Oregon, and Save Helvatia have come out against this UGB land Swap. Further, well-established Oregon businesses like Ponzi Vineyard and Lone Owl Farms will be affected if the land swap occurs.

Further the Washington County Board of Commissioners staff report mentioned the extension will also affect top class ag soil, nature, wildlife, it will cross several riparian areas that drain into the Tualatin, **all are considered class 1 habitat by Metro and of the highest value** (page 53, 65pdf. The report also mentions at the extreme southern edge of the proposed extension is 132 acres owned by the US Fish and Wildlife Department. (page 49, 61pdf) Attachment A BOC Staff Report. The report essentially states that all land in the area will be impacted in some way. Once it is gone you cannot get it back. It is also important given the developments of Washi CO Ordinance 869 surrounding the Natural Resources and Protection and lack of following by Washington County

<https://washingtoncounty.civicweb.net/document/22743/Ordinance%20882%20-%20An%20Ordinance%20Amending%20the%20Trans.pdf?handle=264A2048B39E4AC49A00AD1831A92423>

I urge METRO to Vote NO on the Land Swap, preserve Oregon wildlife and agriculture, and find a better alternative.

Andy Haugen CPO 10 Chair

23290 SW Farmington Rd. Beaverton, OR 97007

MPAC meeting on 09-28 at 5:00pm
Written Testimony submitted 09-28: Thomas Griswold

Good Evening Members of the Metro Policy Advisory Committee,

I'm Tom Griswold, a resident of the Damascus community and the Chair of the Damascus CPO. I wish to talk as a resident, not as a representative of the Damascus CPO.

To begin, my property's northern boundary is part of the UGB boundary, so it's already outside of the UGB and is inside the Urban Reserve. As such, my property is not eligible for the UGB Land Exchange process.

Now for a little background, when the Damascus community was brought into the Urban Growth Boundary (UGB) back in 2002, the residents were outraged by this action taken by Metro. This action resulted in the incorporation of the City of Damascus, the subsequent disincorporation of the city, and an effort this spring for the incorporation of the City of Damascus 2.0 which got as far as the submission of a petition to incorporate a city and its subsequent withdrawal. As you can see, the outrage continues to this date which is festering on the surface because the City of Happy Valley has developed the Pleasant Valley / North Carver Comprehensive Plan and has entered into the Urban Growth Management Area – East agreement with Clackamas County. The residents of the Damascus community were unaware of the ramifications of the aforementioned plan and agreement.

Now, I'm in favor of Metro's proposal for a UGB Land Exchange process. Anecdotally, there are many landowners in the Damascus community that would like to have their property removed from the UGB. Some have made inquiries to Metro on how to proceed with this, they have been told that they would need a large number of landowners whose properties are contiguous and would need to petition Metro enmass to have their property de-annexed from the UGB. Others would like to have their property removed through the proposed UGB Land Exchange process.

Please consider recommending the adoption of the UGB Land Exchange process to the Metro Council and that properties in areas 9 – 10 should be considered as prospective candidates.

Thank you for your consideration of this matter,
Tom Griswold

To the Metro Policy Advisory Committee,

Hello,

I am writing to express my concern with the upcoming discussion and proposal UGB/Rural Reserves Land Swap concerning Tigard River Terrace.

I believe this is a bad idea for Washington County and the State of Oregon and creates more issues than it resolves. By seeking state wide land use planning exemptions/swaps in rural and forest lands it promotes a dangerous precedent to land use laws which are in place for a variety of reasons. If adopted, soon more exemptions/rezoning will follow until the land use laws and regulations are useless.

Further the Washington County Board of Commissioners staff report mentioned the extension will also affect top class ag soil, nature, wildlife, it will cross several riparian areas that drain into the Tualatin, **all are considered class 1 habitat by Metro and of the highest value** (page 53, 65pdf. The report also mentions at the extreme southern edge of the proposed extension is 132 acres owned by the US Fish and Wildlife Department. (page 49, 61pdf) Attachment A BOC Staff Report. The report essentially states that all land in the area will be impacted in some way. Once it is gone you cannot get it back. It is also important given the developments of Wash CO Ordinance 869 surrounding the Natural Resources and Protection and lack of following by Washington County

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If the land swap occurs other issues will arise such as Washington County Ordinance 882 proposal which seeks further exemption to state land use laws by the desire to build a road extension through rural lands which were designated as rural reserve/undesignated but if the land swap is approved this will also likely be approved by the Washington County Board of Commissioners despite the land being outside the designated urban growth boundary and examination by METRO in this Tigard River Terrace. The BOC has refrained from voting on the matter until METRO comes to a decision. I understand METRO is not responsible for County Ordinances but one action will lead to another and they are interconnected and why this topic is before us.

Groups such as CPO 10, 1000 Friends of Oregon, and Save Helvatia have come out against this UGB land Swap. Further, well-established Oregon businesses like Ponzi Vineyard and Lone Owl Farms will be affected if the land swap occurs.

Before METRO makes a decision they should go out and examine the land that will be brought into the UGB or that will be swapped.

Another concern if this land swap occurs. Is the land just as high of quality? How is anyone supposed to plan when decisions like this are being changed and made? People and landowners are affected by these decisions. If this swap is passed, more swaps will be desired long term by developers or officials. Washington County has been doing study projects as grounds to support

this project for a while, and it all feels like ways to advance the project without actually doing what the land use system asks of Oregonians: engage with communities and work to create a shared vision for land use outcomes.

Further, does bringing this land into the UGB guarantee the type of housing built? How many units can be built on these 500 acres? House sales are down recently and why are you depriving other places like Damascus of potential economic growth if you swap their land out? Will this really “solve” the housing need that is discussed? Metro is going against its own policy and this feels like another Grand Bargain type vote but not in the legislature.

In the Washington County memo from Erin Wardell to METRO, she mentions Ordinance 883. Since this memo, Ord 883 was REJECTED by the Washington County Board of Commissioners after hearing numerous citizen complaints and the county’s constant changing language from exemption to engrossment etc. This renders much of the TSP plan useless and should heavily influence the validity and need for this land swap.

NOT ONE person who has testified at the Washington County Board of Commissioners hearings or the Washington County Planning Commission has been in favor of the land swap or Ordinance 882/883. Please listen to what the people want and desire not developers and county officials.

While the county is experiencing growth it is important to best allocate its resources and designated spaces. From my reasons listed above I do not believe this is the best use of this and would have little overall positive impact for the local area, residents, and wider community.

I urge METRO to Vote NO on the Land Swap, preserve Oregon wildlife and agriculture, and find a better alternative.

Andy Haugen CPO 10 Chair

23290 SW Farmington Rd.

Beaverton, OR 97007

Council President and Council Members,

My name is Lily Stone and I am writing you again to urge you to vote NO on the Urban Growth Boundary Exchange in order to preserve Oregon businesses, wildlife and agriculture.

I understand that Metro is looking to swap land outside of the urban growth boundary for land that has already been inside the urban growth boundary. The land identified for the swap in the River Terrace 2.0 plan includes forested and agricultural properties. I believe that making this exchange will set dangerous precedent that will defeat a main purpose of the Urban Growth Boundary, which is to protect our forests and agriculture from urban sprawl.

The River Terrace 2.0 plan incorporates forests that include sensitive ecosystems and agricultural lands. Deer, elk and beavers all frequent the creek within the forests. Continued development in the area is not the right decision to be stewards of these sensitive ecosystems that feed the Tualatin River. It would also take away Oregon agricultural lands.

Additionally, even before the current inflation and economic hardships that we are seeing today, we actually had a population drop of .2% in the Portland Metro area between 2020 and 2021. That data comes from the US Census Bureau. We are not just seeing a decline in population growth, we are actually seeing a decline in the population. Population forecasts need to be re-examined before considering a land swap for further development that might not be needed. This should be studied before the land swap is granted as these developments might not be needed, and once the precedent is set that Metro values development over protection of forests and streams, it will be even more challenging to defend other ecosystems in the future.

Lastly, if this land swap occurs, Washington County Ordinance 882 is likely to be triggered. This is not Metro's responsibility, but it is important to consider the impact of Metro's decisions on its counties. That ordinance explores putting a road from Tile Flat to Roy Rodgers to serve River Terrace 2.0. Longstanding Oregon businesses such as Ponzi Vineyard and Lone Owl Tree Farm have both publicly voiced how this land ordinance would negatively impact their businesses. Approving this land swap and thus Ordinance 882 will negatively impact sensitive ecosystems and Oregon's agriculture.

I urge you to vote NO on the Urban Growth Boundary Exchange to maintain the beauty of the natural ecosystems in the Schools area and to protect local small agricultural businesses.

Thank you,
Lily Stone
Lillianjstone@gmail.com



Main Office • 133 SW 2nd Ave, Ste 201 • Portland, OR 97204
Willamette Valley Office • 454 Willamette St, Ste 213 • Eugene, OR 97401
Southern Oregon Office • PO Box 2442 • Grants Pass, OR 97528

November 3, 2022

TO: Metro Policy Advisory Committee (MPAC) Members
RE: Proposed Metro Urban Growth Boundary Swap

Dear Members of MPAC:

We appreciate working with you on critical decisions about how a potential UGB Swap can help facilitate growth in ways that raise the quality of life for the region's residents. The proposed urban growth boundary (UGB) swap, and the River Terrace 2.0 concept plan, represents one of these decisions. Therefore, in this circumstance 1000 Friends is supportive of a UGB Swap to accommodate the City of Tigard's concept plan.

1000 Friends offers three reflections for you to consider to help ensure the proposed UGB Swap's success in raising quality of life for all of its residents:

- 1. The UGB swap process must only be considered for plans to meet the needs from unanticipated growth in a region after the local jurisdiction has exhausted all other ways to maximize available land inside the existing urban growth boundary.**

This is the first time that Metro would be approving an UGB swap. UGB swaps should be rare occurrences given the regular opportunity for UGB reviews and possible expansions and modifications. As a result, 1000 Friends is carefully monitoring staff analysis, working with our membership, and hearing questions and concerns from elected officials of involved local jurisdictions.

The statewide planning program requires, and gives the tools, that local jurisdictions maximize the land allocations inside the existing urban growth boundary. 1000 Friends applauds the City of Tigard's leadership in addressing housing affordability and availability in ways that accomplishes this. For example, the City of Tigard has:

- Changed local zoning code to allow accessory dwelling units;
- Changed local zoning code to allow for missing middle housing citywide;
- Created a missing middle revolving loan fund;
- Adopted strategic and ambitious affordable housing plans;
- Adopted new funding sources for affordable housing; and
- Approved density bonus options for developers who build affordable housing.

Because the City of Tigard, the local jurisdiction requesting the UGB swap, has a demonstrated track record of passing policy changes and investments to address housing availability and affordability and that there's remaining need and opportunity for

growth in the City of Tigard, 1000 Friends believes Metro is properly exercising their ability to consider an UGB swap.

2. **River Terrace 2.0 concept plan, on its face, appears to help meet the needs of this region, including Washington County residents.** Specifically, the concept plan reflects a commitment to include missing middle housing and affordable housing at densities needed to support effective public transportation while mitigating impacts to surrounding nature, the watershed, and farmland. The concept plan targets that at least 40% of the housing built will be at 80% of the area median income.

3. **River Terrace 2.0 does not rely upon approval of the Tile Flat road extension proposed in Washington County Ordinance 882.** If the development did rely on a road extension through farmland and the watershed, it would raise serious concerns about how Metro would meet its greenhouse gas emission reduction goals outlined in its Climate Smart Strategy, meet its equity goals, and meet its fair housing requirements. It would also raise concerns about the River Terrace 2.0's visionary development plans. ***We urge MPAC to separate the UGB swap for the proposed River Terrace 2.0 from Washington County's Ordinance 882.***
 - It remains clear from the testimony submitted by the City of Tigard that Ordinance 882, and the Tile Flat Road extension are not needed to complete their vision for the River Terrace 2.0.¹ Since the early phases of planning work for the Tile Flat Extension, the "City of Tigard identified concerns about the road's alignment, impact, and cost, as well as general concerns about the timing of the planning for the road since it was occurring prior to the completion of concept planning for the design of the urban reserves." The memo goes on, saying "The River Terrace 2.0 Concept Plan is not dependent on the construction of the Tile Flat Road extension."

Thank you for your thoughtful consideration.

Sincerely,

Brett Morgan
1000 Friends of Oregon

1

<https://oregonmetro.legistar.com/View.ashx?M=F&ID=11308785&GUID=AFBDDDBC-5F3A-4014-98A7-C AF8D4BB309F>



November 2, 2022

Metro Council
MPAC
Via email

Dear Metro Council & MPAC,

Thank you for the opportunity to provide comment on the Chief Operating Officer's (COO) recommendation on the proposed Urban Growth Boundary (UGB) Exchange.

The Clackamas County Board of Commissioners are opposed to the proposed land exchange between Tigard as all three land exchange options are located only in Clackamas County. This land exchange is a punitive approach that pits jurisdiction against jurisdiction to provide developable lands based on an antiquated methodology.

We are concerned about the incremental nature of the proposed UGB exchange process and assert that this approach does not provide a long-term vision for land availability that the region deserves and that Metro is required to prepare and administer.

The flaws in the UGB management system must be addressed. Metro must provide a comprehensive plan showing how the system will be corrected to ensure that Clackamas County, and the region, have the appropriate lands available for development in the appropriate areas. The proposed exchange process **should not** set precedent for the land on the eastern edge of Damascus to be whittled down over time without a strategy for land availability in the future. Metro must explain how the Metro 2040 Plan will be updated to ensure that we have land, especially shovel-ready industrial land, available to support the economic future of our county and the region.

It is vital Metro work with all of the region's jurisdictional partners to develop a regionally balanced approach to address our land availability challenges. With the COO's recommendations having a direct impact on Clackamas County's future land supply, we ask that Metro work with us to identify and commit to solving our land availability and land readiness challenges. At a minimum, this must include the following strategies:

1. Stay the Urban Growth Boundary land exchange process until such time the results of the Oregon Semiconductor Competitiveness Task Force can be incorporated into the discussion.

2. Fund a study to identify key employment and industrial land in Clackamas County, including land that may be in the reserve areas, and develop a near term strategy to bring industrial land into the Urban Growth Boundary.
3. Develop tangible commitments that Metro can make now to provide critical infrastructure to areas near Happy Valley that have been or are in the process of being planned but are unable to develop due to infrastructure constraints.
 - a. Prioritize funding for needed transportation investments
 - b. Support the retention of Sunrise Corridor on the constrained RTP List
 - c. Support the Sunrise Corridor Community Visioning Project and champion the preferred transportation alternative to ensure funding and implementation

The timeline and public process for the proposed exchange has been insufficient. Metro has not adequately engaged the public or elected officials in the process. The timeline to adoption is unnecessarily rushed. We propose that Metro Council take the time needed to do the appropriate system-wide analysis and public engagement regarding our region's land availability needs and delay the land exchange decision until after this analysis has been completed. A comprehensive approach, supported by Clackamas County and the region, must be developed.

Clackamas County is not willing to be a donor county while other jurisdictions expand their housing and jobs lands inventory at the sacrifice of Clackamas' great land base. We look forward to working with you to find solutions that support ALL the Counties within the Metro boundary.

Sincerely,



Tootie Smith, Chair
On Behalf of the Clackamas County Board of Commissioners



November 8, 2022

Metro Council
MPAC
Via email

Dear Metro Council and MPAC members,

This month, Metro Council and MPAC will be hearing recommendations from Metro's Chief Operating Officer regarding the proposed Urban Growth Boundary (UGB) Exchange. Thank you for allowing this opportunity for comment.

It is the responsibility of elected leaders to work together to protect and preserve the quality of life in Clackamas County and the greater region. We must look for ways to expand the development of more housing units and increase options for employment land while at the same time protecting our highest value farmland.

I understand that metro has legal authority to proceed with exchanging land that is not ready for development in Damascus for land in Tigard that is ready for development.

Our region cannot wait for the development of housing. We have a serious need to build units to relieve the pressure created by a lack of supply which will help us not only with housing costs but also result in helping us meet our goal of reducing homelessness. It is with this priority that I do not support the majority of the Clackamas County Commission's request to stall the proposed land exchange.

I have become aware that there is an interest in utilizing land south of the Willamette River as potential parcels for chip manufacturing. The region went through an extensive process and designated those lands south of the Willamette Valley as rural reserves warranting protection for at least the next 50 years. I voiced my concern to our board and suggested that we exclude our suggestion that high value farmland be considered as additional employment or housing development lands. This suggestion was not accepted by the board.

While I did not support the Board of Clackamas County Commissioner's approved testimony, I do support working with our state and regional partners in identifying any and all possible land within the region to designate as employment lands and/or potential for increased housing development. At the same time, Oregon's best farmland must be protected.

There are multiple parcels around the edges of more developed areas that could be brought within the urban growth boundary to help us build more housing in areas that makes sense. It is my request that as we move forward, Metro will work collaboratively with Clackamas County to redesignate those lands or commit to finding resources to support redevelopment of land that is currently within the UGB, particularly industrial sites.

Further, I would ask that Metro fund a study to identify key employment land in Clackamas County, excluding high value farm land, and develop a near term strategy to bring industrial land into the UGB. Along with bringing land inside the UGB, I would like to encourage Metro to help provide critical infrastructure to areas such as those near Happy Valley that are being planned but are unable to develop due to infrastructure constraints.

There are many opportunities for our region and I look forward to working collaboratively with Metro to support the growth our region and Clackamas County needs.

Sincerely,



Sonya Fischer, Commissioner
Clackamas County Board of Commissioners

Council President Lynn Peterson

November 9, 2022

Dear Chair Smith:

We can all agree that the Portland region is in a housing crisis, and need to encourage as much housing construction as we can. So I am frustrated by your Nov. 2 letter, which outlines an attempt to hold the region hostage in an effort to advance sorely needed housing production, so that you can make requests that are unrelated to the immediate issues involved in the proposed UGB exchange process.

Many of the issues you brought up in your Nov. 2 letter are important, and they can be a part of discussions on their appropriate and distinct tracks. In fact, during just this past year, Metro has participated as a member of the Semiconductor Competitiveness Task Force and held five Council work sessions on industrial land readiness, daylighting the Industrial Lands Readiness Toolkit co-produced by Metro as well as the multi-year Regional Industrial Lands Inventory that Metro helped to fund and develop to assess the readiness of regional large-lot employment lands. In our Council work sessions, we heard from industry, developers, and local governments such as Happy Valley about the challenges – transportation and beyond — that we face in getting lands in the region permit-ready. At the Semiconductor Task Force, we have repeatedly championed the tools and resources needed from the state to get jobs land permit-ready in the region, including personally championing needs in Clackamas County.

At the same time, during this past year, Metro received an application for a mid-cycle UGB amendment from the City of Tigard. In response to that application, we have been exploring a potential UGB land exchange, engaging with local governments and other partners, conducting the technical and policy analysis of what lands in the region are truly prepared to support the development of housing in the coming years. We can successfully engage, and we would be happy to partner with you, on all these topics, but we do not need to hold up the advancement of needed regional housing supply to have these separate engagements and discussions.

Additionally, on the topic of engagement, I feel compelled to set the record straight. Attached, you'll find details of our public engagement in this process and attempts to engage the Board of Commissioners in this process.

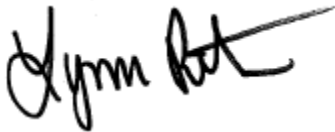
At its core, this UGB land exchange is about finding ways to advance the development of housing in our region. In Tigard, we see a city that has done that groundwork. Through planning, partnership with governments and housing developers, and investments in infrastructure, they appear ready to produce homes and help chip away at our region's housing shortage. The Metro Council is eager to consider their UGB proposal as we look for ways to get more housing built around the region. Metro offers several grant

programs to support planning for development. Attached, you'll find a summary of those programs, and a list of grant opportunities that cities in Clackamas County, as well as the county itself, have used this century.

Since the establishment of Urban Reserves about 10 years ago, we have received only one proposal from a city in Clackamas County to plan for growth in an Urban Reserve – Wilsonville's proposal for the Advance Road area. Currently, two-thirds of the region's Urban Reserve acreage is located within Clackamas County. We would strongly support providing assistance to cities within Clackamas, and to the County, to plan for future growth.

In the interim though, Metro must look at the regional picture. We are faced with a regional housing shortage, and Tigard has stepped up with a plan, and preparation, to address it. The proposal from our chief operating officer is an innovative way, within the framework of state land use law, to advance housing production in an area that is development-ready without any immediate loss to potential development in other parts of the region. I welcome you and your fellow leaders in Clackamas County to work with us to prepare existing lands within the urban growth boundary, and plan areas in Urban Reserves, for the homes, businesses and manufacturing we need for our future economy.

Sincerely,

A handwritten signature in black ink, appearing to read "Lynn Peterson". The signature is written in a cursive, flowing style with a long horizontal stroke extending to the right.

Metro Council President Lynn Peterson

Attachment 1 - Outreach

Outreach to the Board of County Commissioners

March 2022: Staff immediately reaches out to Clackamas County, among other jurisdictions, to offer staff-to-staff as well as elected official briefings. At that time, Metro staff was informed that the County Chair's office did not want a board briefing and that engagement on this topic should be through the Metro Policy Advisory Committee (MPAC).

May 5: Metro staff offered via email to brief the Board of Commissioners. On May 12, Metro was notified that "the board appreciates the offer but have declined a briefing at this time."

August 4: Clackamas County staff emails Metro staff to notify Metro that the Clackamas County Board of Commissioners requests a briefing in mid-to-late September.

Engagement with other stakeholders

At the October 25 Board meeting, several commissioners inquired as to whether Metro had conducted engagement on the proposed UGB exchange. Below is a list of both completed and planned formal engagement activities regarding the UGB exchange, as well as some notes about the content of that engagement:

May 18:	Metro Technical Advisory Committee
June 6:	North Clackamas Chamber of Commerce
June 15:	Clackamas County Coordinating Committee (Metro subcommittee)
June 21:	Happy Valley City Council
June 23:	Gresham Chamber of Commerce
July 20:	Westside Economic Alliance
August 2:	Clackamas County Business Association
August 17:	Metro Technical Advisory Committee
August 24:	Metro Policy Advisory Committee
September 8:	Damascus Community Planning Organization
September 21:	Metro Technical Advisory Committee
September 21:	Clackamas County Board of Commissioners
September 28:	Metro Policy Advisory Committee
October 5:	Oregon City Board of Commissioners
October 17:	Washington County Coordinating Committee
October 26:	Metro Policy Advisory Committee
November 1:	Washington County Board of Commissioners
November 9:	Metro Policy Advisory Committee
November 9:	Good Morning Damascus
December 1:	Washington County Planning Directors

As noted above, Metro has attended a Damascus Community Planning Organization meeting on Sept. 8. At that meeting and in other testimony received, Metro has only heard from property owners that wish to have their properties removed from the UGB. We have not yet received any comments from property owners in possible exchange areas that want their properties to remain in the UGB.

In presenting to the Oregon City Council, we had a very productive discussion about the lands under consideration adjacent to the city, including the development readiness challenges of those specific parcels, the need for housing production, and the interest of the city in playing a regionally supportive role in advancing the development of needed housing.

Metro staff has reached out to the Holcomb-Outlook Community Planning Organization, which would have an interest in the Park Place UGB exchange option, but we have received no response to our request for time on one of their agendas.

Concurrent with the issue of the COO recommendation, Metro initiated a public comment period. Any comments received will be summarized at the November 9 MPAC meeting.

Lastly, upon the narrowing of potential options for parcels for possible removal, Metro will mail notices to property owners that may potentially be affected by this UGB exchange, providing them with the opportunity to communicate with Metro and/or testify at a Metro Council public hearing.

Attachment 1 – Planning Grants

**2040 PLANNING AND DEVELOPMENT
GRANTS:
Clackamas County and Cities, 2016-2020**

GRANT CYCLES 8 AND 9 IN 2020

COMMUNITY ENGAGEMENT

City of Wilsonville	\$ 81,200
Latinx Community Engagement	

NEW URBAN AREA PLANNING

City of Wilsonville	\$ 350,000
Master Plan Frog Pond East and South Neighborhoods	
Metro	\$ 125,000
Oak Lodge: Governance for Equity	

ECONOMIC DEVELOPMENT AND COMMUNITY STABILIZATION

Craft3	\$ 500,000
Small Business Relief	
Micro Enterprise Services of Oregon	\$ 500,000
Small Business Relief	

AWARDS MADE FOR GRANT CYCLE 7 IN 2019

EQUITABLE DEVELOPMENT PROJECTS

Clackamas County – DTD	\$ 300,000
Corridors: Affordable Housing and Mixed-Use Development	

**GRANTS FROM PRIOR CYCLES COMPLETED
IN FY2019-20**

Housing Authority of Clackamas County	\$ 214,000
Hillside Master Plan for Housing Opportunity	
City of Oregon City	\$ 100,000
Code Barriers for Missing Middle	
City of Oregon City	\$ 55,000
Willamette Falls Legacy Project	
City of Milwaukie	\$ 65,000
Cottage Cluster Feasibility Analysis	
City of Wilsonville	\$ 62,500
Equitable Housing Strategic Plan	

AWARDS MADE FOR GRANT CYCLE 6 IN 2018

EQUITABLE DEVELOPMENT PROJECTS

Housing Authority of Clackamas County \$ 220,000
Clackamas Heights Master Plan

DEVELOPMENT PROJECTS WITHIN THE URBAN GROWTH BOUNDARY

City of Happy Valley \$ 210,000
Rock Creek Employment Center Infrastructure Assessment and Funding Plan

GRANTS FROM PRIOR CYCLES COMPLETED IN FY2018-19

City of Wilsonville \$ 320,000
Wilsonville Town Center Master Plan

AWARDS MADE FOR GRANT CYCLE 5 IN 2017

EQUITABLE DEVELOPMENT PROJECTS

Housing Authority of Clackamas County \$ 214,000
Hillside Master Plan for Housing Opportunity

Clackamas County – DTD \$ 180,000
Park Avenue Development and Design Standards

NEW URBAN AREA PLANNING

City of Happy Valley \$ 400,000
Pleasant Valley/North Carver Comprehensive Plan

GRANTS FROM PRIOR CYCLES COMPLETED IN FY2017-18

Clackamas County \$ 250,000
North Milwaukie Industrial Redevelopment Plan

City of Gladstone \$ 162,700
Downtown Revitalization Plan

GRANT AWARDS MADE FOR GRANT CYCLE 4 IN 2016

GRANT RECIPIENTS, PROJECTS, AND FUNDING AWARDS

City of Milwaukie \$ 65,000

Cottage Cluster Feasibility Analysis City of Oregon City	\$ 100,000
Equitable Housing Strategy City of Wilsonville	\$ 62,500
Equitable Housing Strategic Plan	

**GRANTS FROM PRIOR CYCLES COMPLETED
IN FY2016-17**

Clackamas County CRC Area Performance Measures and MMA	\$ 160,000
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November 8, 2022

Metro Regional Government
600 NE Grand Ave
Portland, OR 97232

Re: UGB Exchange process considering City of Tigard River Terrace 2.0

Dear Metro Policy Advisory Committee members,

On November 1, 2022, the Washington County Board of Commissioners had the opportunity in our work session to learn more about the Metro Urban Growth Boundary Exchange recommendation for accommodating the Tigard River Terrace 2.0 expansion request. We appreciate the care that Metro is taking in developing and pursuing this new UGB exchange process. We were briefed on the multiple options and the timeline for narrowing options and considering a decision early next year. Please know that we have been briefed as well on the level of planning that the City of Tigard has taken for the River Terrace 2.0 area, particularly subsequent to our review of their plans in October of last year, as the City of Tigard worked to submit a mid-cycle UGB expansion.

During our recent work session meeting, we had the opportunity to understand various concerns expressed by the Clackamas County Commission. We wish to share that while we are sensitive to their issues, we are not able to offer much more than that.

We appreciate that there are multiple options being considered in this UGB exchange process. While we do not have a specific preference for any one option or scenario, we do know that through MPAC and the Metro public process, the Metro Council will do its best to make an informed and balanced decision for our collective region.

Thank you,

A handwritten signature in blue ink, appearing to read 'Kathryn Harrington', is positioned above the typed name.

Kathryn Harrington, Chair
On behalf of the Washington County Board of Commissioners

November 8, 2022

On Wednesday, November 2, 2022, the Redland-Viola-Fischers Mill CPO met to discuss, among other things, Metro's October 13, 2022, "Recommendations" concerning a proposed UGB land swap. Upon motion duly seconded, the CPO authorized the following comment:

The CPO supports Clackamas County's response to Metro's October 12, 2022, memorandum concerning the proposed UGB land swap.

For our community, and most communities in and around the Redland CPO area (including the Highlands, Estacada, and Beaver Creek neighborhoods), Redland Road is the main arterial road for access in and out of our communities and is already burdened with increasing traffic load and congestion.

More important, Redland Road is our principal evacuation route in case of emergency. During the wildfire evacuations in 2020 (and earlier this fall), Redland Road was severely congested for days, as people evacuated their livestock starting at Levels 1 and 2. After the areas went to Level 3 (**Go Now**), some people reported travel times of up to 7 hours to drive the length of Redland Road. During this time, first responders, ambulance, fire, and police were greatly constrained in their own use of Redland Road.

Indications are that option 3's proposal to remove property south of Redland Road from the UGB may cause a large increase in traffic on Redland Road by making it more likely that an intersection may be added to Redland Road, allowing access to it from the neighborhoods to the north, including the proposed Park Place addition.

Any decisions that could increase the load and congestion on Redland Road without first investing millions of dollars in infrastructure improvements would be irresponsible.

The Redland community and its neighboring communities are entitled to understand and weigh in with Metro on option 3 before any decision is made.

More information is also needed to understand this complex new addition of option 3 to the land swap discussion. Metro's description of option 3 does not define by size, acreage, or specific location the areas potentially to be excluded from the UGB, nor does it say anything about the relative value of the areas involved in the swap. The residents of the subject areas have not been contacted, and therefore can make no contribution to this discussion. Metro also does not explain why in option 3 the approximately 24 acres above 242nd Street might be better left in the UGB (option 3), and why the property outside Oregon City should instead be removed.

At this time, option 3 should be removed from consideration to allow the County and Metro to provide further detailed and accurate information, and to allow for community input and discussion.



Commissioner Carmen Rubio
City of Portland

November 8, 2022

Chair Buck and members of MPAC:

I am writing to you because, unfortunately, I am unable to attend the MPAC meeting on November 9th yet would like to express my support for the Tigard UGB exchange process.

The City of Tigard has proposed a well-planned concept for the River Terrace urban reserve area. The concept plan is a good plan that includes middle housing types and an overall density of 20+ units per acre. This is the kind of planning that the region needs to address housing production and carbon emission reduction goals.

The Metro process to exchange and remove unproductive land is a good approach that emphasizes the need for ensuring that land inside the UGB is ready for development.

I do not have a preferred option on which area to remove from the UGB. Although, I find the Clackamas County Board of Commissioners' comments regarding Option 1 and the area's proximity to Highway 212 to be a compelling reason not to select that area for removal from the UGB.

Sincerely,

Carmen Rubio, Commissioner
City of Portland

November 9, 2022

Metro Council

MPAC

Via email

We wish to express our concern regarding the November 2 Clackamas County Board of County Commissioners' response to Metro's October 13, 2022 letter. During the Board's public meeting leading to their response, the commissioners expressed a desire to reverse portions of the Rural Reserve designations, specifically the reserve South of the Willamette River.

Aurora Butteville Barlow Community Planning Organization resides in that Rural Reserve. We participated in the reserve process and provided testimony supporting the appropriate classification of the land south of the Willamette River as a rural reserve. We wish to remind your members and the Clackamas County Board of County Commissioners of the primary reason that the land south of the Willamette River was designated a Rural Reserve:

The lands south of the Willamette River, also known as French Prairie and Canby Prairie, are designated by the Oregon Department of Agriculture as "foundation farmland", the finest farmland in Oregon and perhaps the world. Protection of foundation farmland is one of the top priorities in the reserve system.

During their public meeting, several commissioners expressed a lack of knowledge of the reasons for the rural reserve designation. They only know that it is near I-5. They have not taken into consideration that the Boone Bridge and the corridor adjacent to Wilsonville has been at or over capacity for years, with no resolution in sight. They have not taken into consideration that the area is isolated from urban services. The community of Charbonneau is the only area south of the Willamette River that receives urban services. The remaining land is sparsely populated and relies on well water and septic. There is no city available to provide urban services.

The Rural Reserve south of the Willamette River was established in accordance with Senate Bill 1011 and the priorities that it set. We are concerned that the Clackamas County Board of County Commissioners wants to reopen the reserve system, attempting to make changes based on their lack of knowledge of the process and the reasons the reserve was established. We ask that you respond to Clackamas with a firm “No” and help them understand the value of the Rural Reserves.

Respectfully,

Ken Ivey

Chair, Auroa Butteville Barlow Community Planning Organization

The CPO Representative to Clackamas County Coordinating Committee asks the Metro Policy Advisory Committee to consider the following points concerning Metro's October 13, 2022, "Recommendations" concerning a proposed UGB land swap.

1. In this case, the term "stakeholder," must include the landowners, residents, and businesses who are materially impacted by a refiguring of the UGB.
2. Ahead of today, Metro has not engaged with the stakeholders, or jurisdictional partners (the County and CPOs), impacted by option 3 of the Recommendations.
 - a. Metro's September presentation to Damascus CPO appears to have addressed option 2, but not option 3, first formulated in early October at the request of Oregon City. Option 3 proposes that a portion of the 242nd Street property used in option 2 again be retained in the UGB, while newly considered property outside Oregon City is removed.
 - b. Metro has also not addressed option 3 with Holcomb CPO, or its stakeholders in the property outside Oregon City.
3. Metro does not explain why in option 3 the approximately 24 acres above 242nd Street might be better left in the UGB, and why the property outside Oregon City should instead be removed. Stakeholders and jurisdictional partners are entitled to understand and weigh in with Metro on this choice before it is made.
4. Metro's description of Option 3 does not define by size, acreage, or specific location the areas to be retained above 242nd Street, nor does it define by size, acreage, or specific location the Oregon City areas now potentially to be excluded from the UGB.
5. Metro also does not address the implications of option 3 in removing the Oregon City parcel from the UGB as to what effect if any it may have on the adjacent Redland Road, or the proposed 400 plus unit Park Place addition immediately to the north and within the UGB.
6. After-the-fact notice to stakeholders and jurisdictional partners of Metro's choice between options will both limit their later comments only to whether Metro should proceed with the UGB swap or not and deprive them of the ability to comment on the material issue which parcels it should use in the swap.
7. Finally, Metro should be neutral as to which Clackamas County property is included in any proposed UGB land swap. If it is not, then it should be disclosed.

With no community outreach or involvement, no complete description of the properties at issue, and no explanation of the impact of option 3, option 3 is premature and should not be included for consideration at this time.



Metro



Tigard UGB Exchange Metro Council work session

November 22, 2022

Process to date

- Nov 2021: Tigard submits mid-cycle UGB proposal
- Mar 2022: COO recommends UGB exchange
- April 2022: Council work session: COO Rec.
- June 2022: Council work session: Tigard proposal and exchange approach
- Sept 2022: Council work session: update on exchange options
- Oct 2022: Council work session: COO rec. on exchange options

Formal engagement to date and upcoming

- May 18: Metro Technical Advisory Committee
- June 6: North Clackamas Chamber of Commerce
- June 15: Clackamas County Coordinating Committee (Metro subcommittee)
- June 21: Happy Valley City Council
- June 22: MPAC**
- June 23: Gresham Chamber of Commerce
- July 20: Westside Economic Alliance
- August 2: Clackamas County Business Association
- August 17: Metro Technical Advisory Committee
- August 24: MPAC**
- Sept 8: Damascus Community Planning Organization

Formal engagement to date and upcoming (ctd.)

- Sept 21: Metro Technical Advisory Committee
- Sept 21: Clackamas County Board of Commissioners
- Sept 28: MPAC**
- October 5: Oregon City Board of Commissioners
- October 13: Homebuilders Assoc. of Metropolitan Portland
- October 17: Washington County Coordinating Committee
- October 26: MPAC**
- November 1: Washington County Board of Commissioners
- November 9: MPAC**
- December 1: Washington County Planning Directors

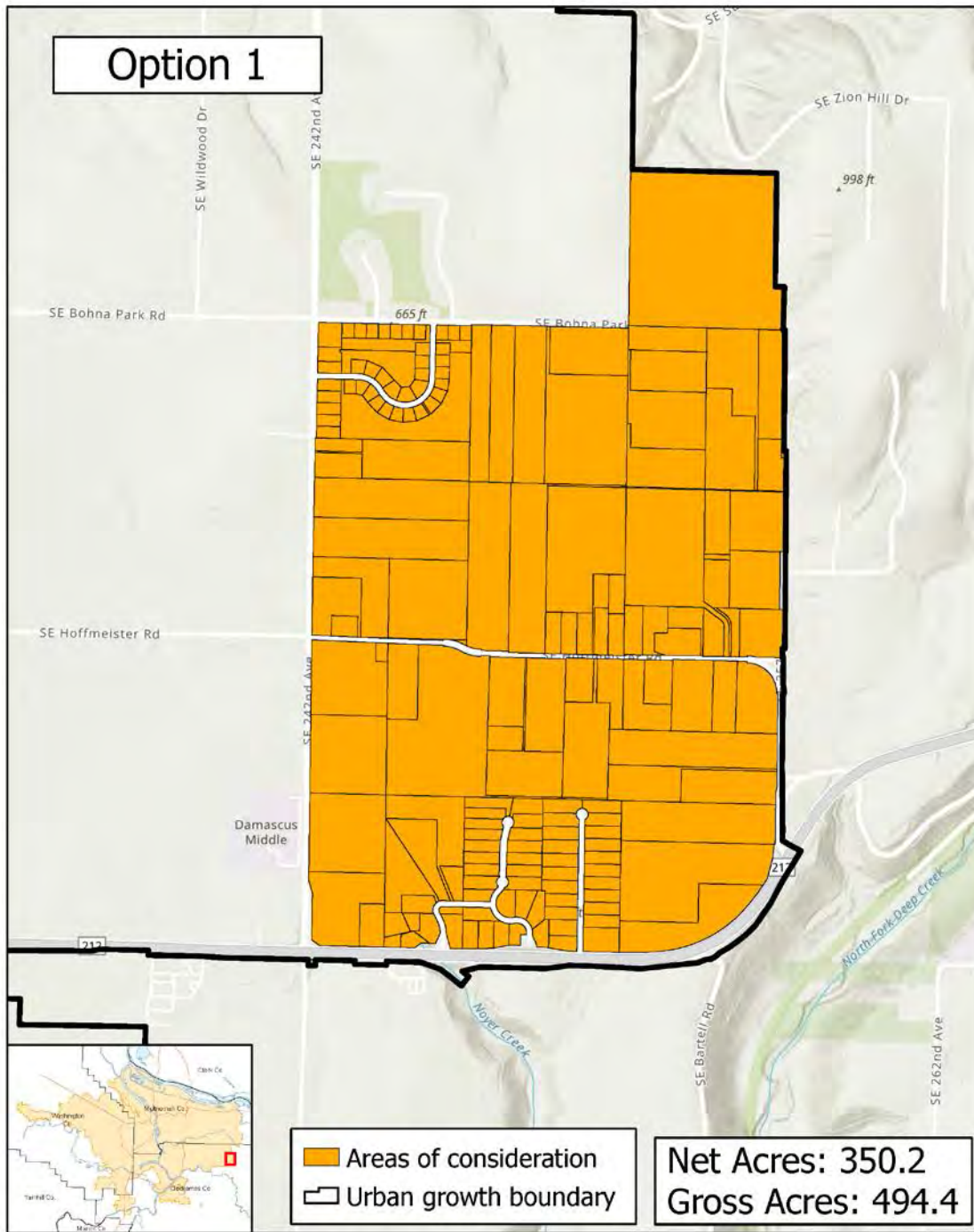
What we heard

- Support for focus on readiness
- Support for exchange process, including support from two cities that have a more direct interest (Happy Valley and Oregon City)
- General concerns about growth and change
- Questions about the legal context
- Opposition from Clackamas County Commission
- Support from Damascus area property owners

Public comments received

- Some general support or opposition to UGB exchange
- Some concern about growth in River Terrace area (UGB expansion area)
- Some interest in having property removed from the UGB
- Opposition from Clackamas Co. Commission to removing specific lands from the UGB
- Concern from some Park Place area residents about transportation investments

Option 1



Option 2

Pleasant Valley
Montessori
School

Sunshine
Valley

SE Tillstrom Rd

SE Bohna Park Rd

SE Hoffmeister Rd

SE 252nd Dr

SE 257

SE Sunshine Valley Rd

SE Zion Hill Dr

998 ft

SE Eastmont Dr

SE 240th Pl

SE Wildwood Dr

SE 240th Ave

SE 242nd Ave

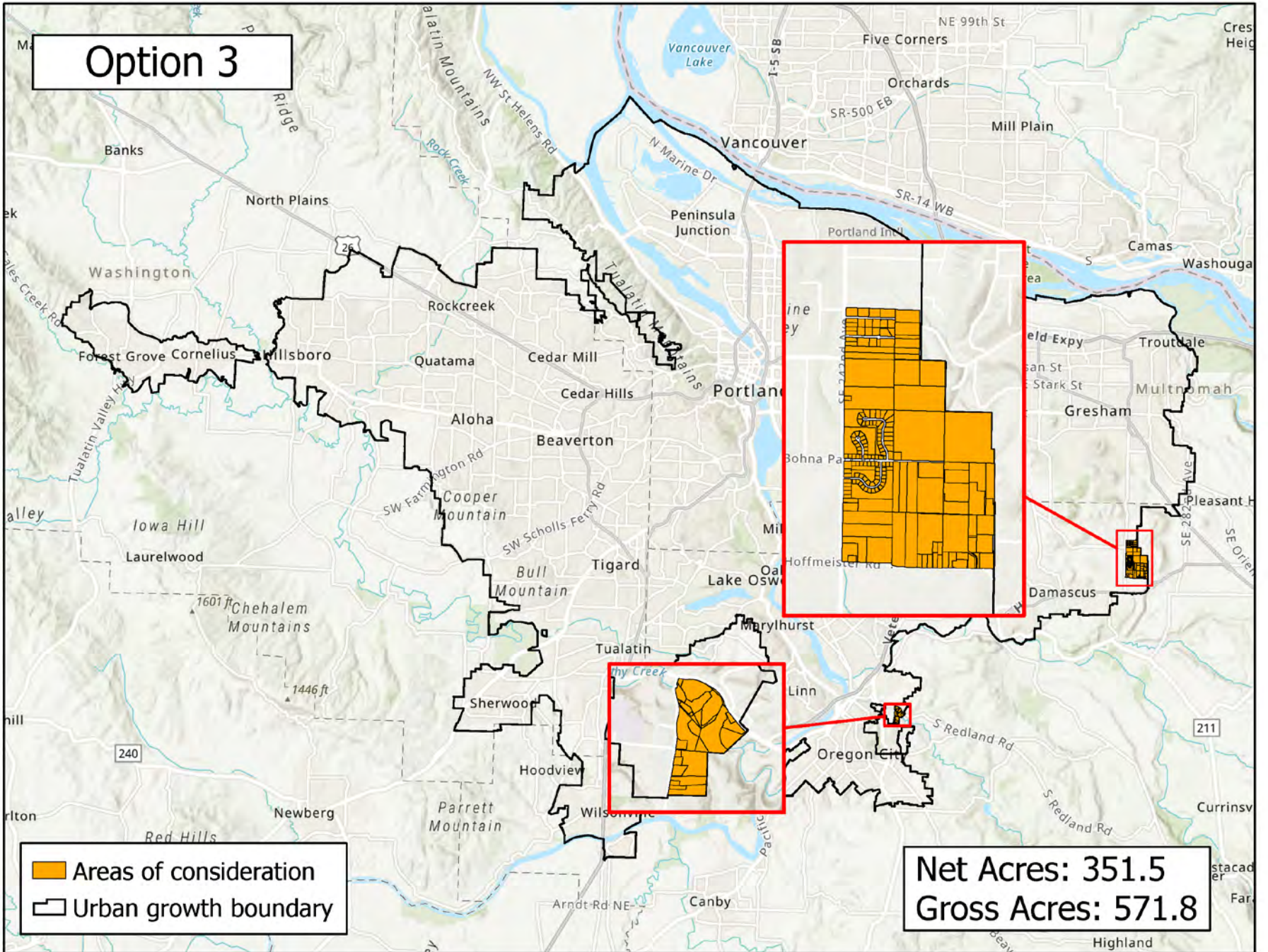
SE Hoffmeister Rd



- Areas of consideration
- Urban growth boundary

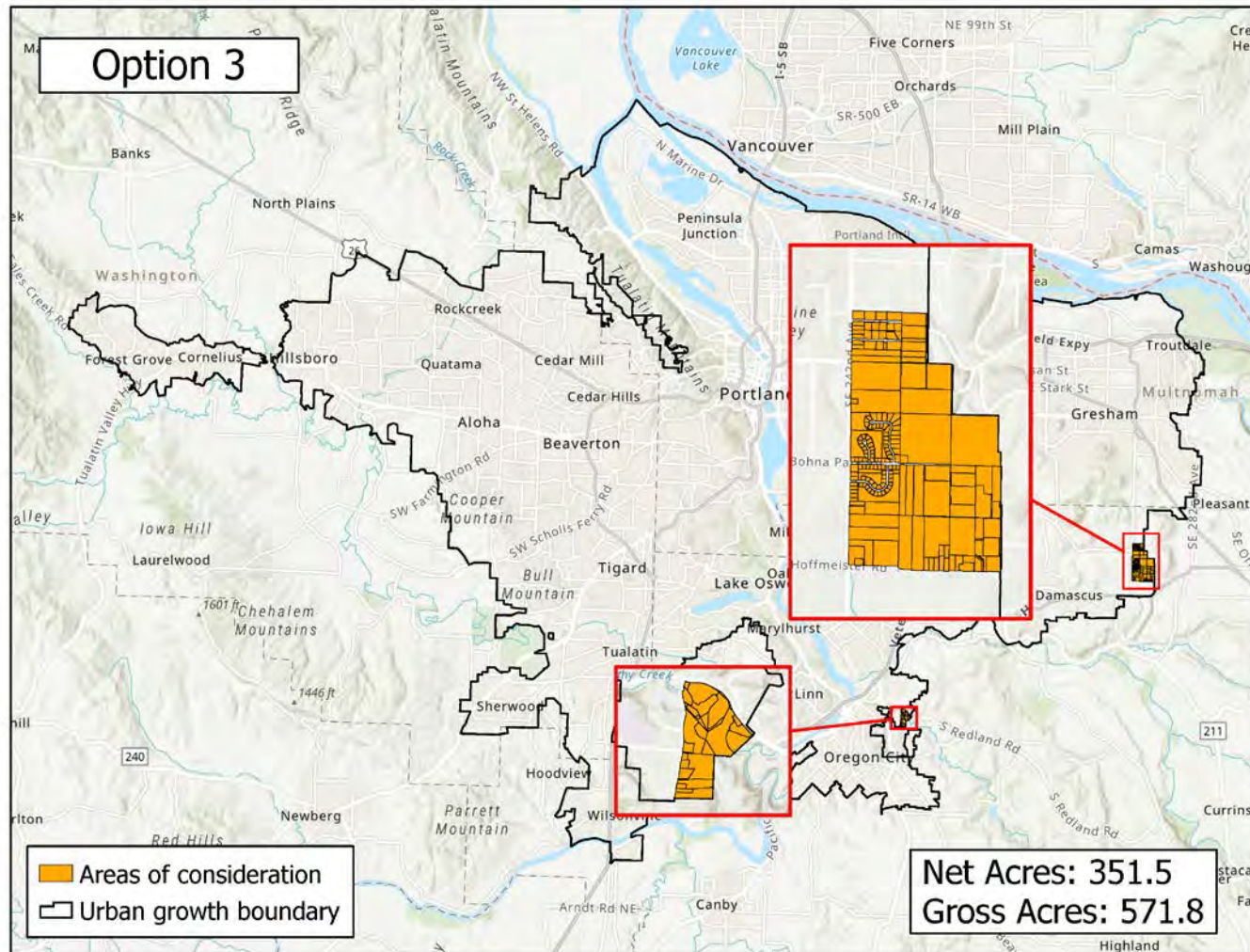
Net Acres: 366.1
Gross Acres: 548.1

Option 3



Consideration	Option 1	Option 2	Option 3
Development readiness	Low readiness	Low readiness	Low readiness
Time in UGB	20 years	20 years	20 years
Parcelization	High	High	High
Property owner wishes	Possible interest in removal	Possible interest in removal	Possible interest in removal
Number of areas	1	1	2
In UGB for special purpose	No	No	No
Environmental features	Low	Low	Some low, some high
Jurisdiction's position	No city; Clackamas Co opposed esp. along Hwy 212	No city; Clackamas Co. opposed	OR City supportive; Clackamas Co opposed

MPAC recommendation



Next steps

December 6: Metro Council direction to staff

Early December: Public notices to property owners

January 19: Council public hearing

February 2: Council decision

oregonmetro.gov





October, 2022

Service Concept Overview



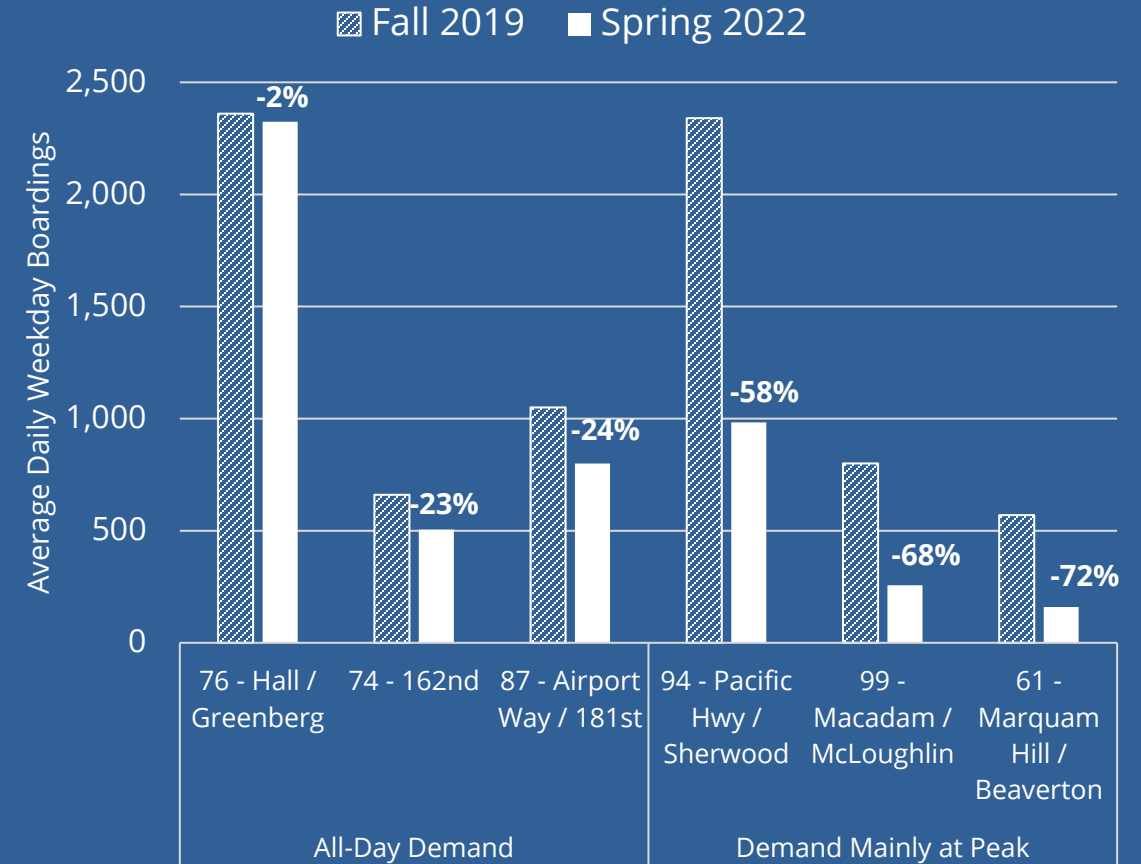
- TriMet's new post-pandemic service concept.
- Network changes that respond to:
 - Changes in demand.
 - Changes in goals and expectations.
 - Changes in resources available to operate bus service.

The COVID-19 pandemic has changed the way people travel, so we're evaluating our plans to move forward together.

Changes in Demand

- Since 2020, the pattern of ridership on TriMet's services has changed.
- Peak commute ridership, driven by more affluent workers, has declined the most and stayed low.
- Ridership in other places has fallen less, and recovered faster
 - Commercial and educational destinations,
 - Retail/industrial/service job centers
 - Areas high on TriMet's equity index.

Change in Ridership 2019 - 2022



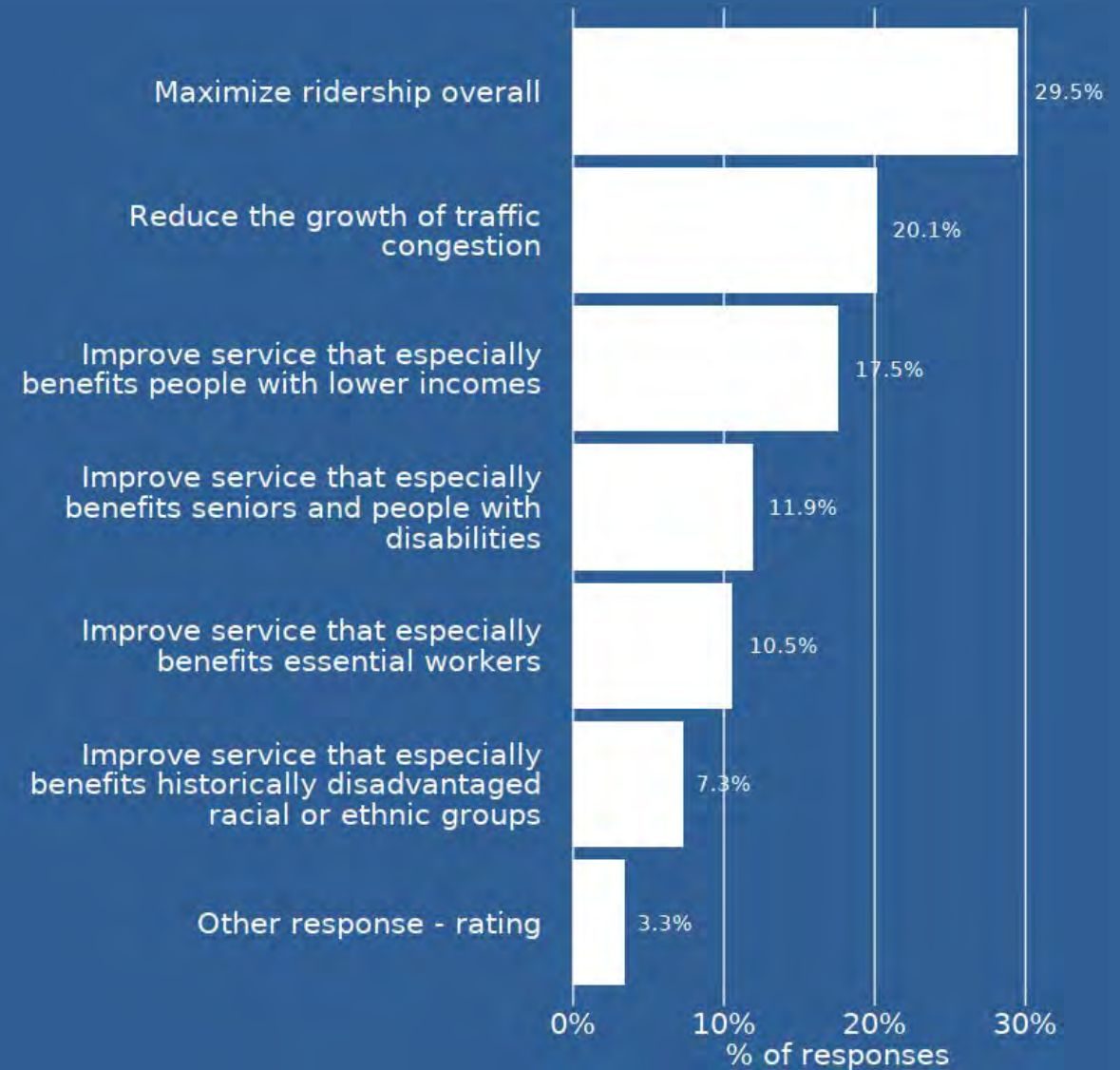
Want to learn more about how TriMet's network and ridership has changed since 2020?

Read the Transit Existing Conditions report, available at trimet.org/forward/.

Changes in Goals

- In spring 2022, TriMet engaged in a public outreach effort intended to guide its service recovery planning.
- This survey focused on asking about what TriMet's priorities should be as it restores service. Over 5,500 people responded.
- The three most popular responses:
 - Restore ridership.
 - Reduce congestion.
 - Improve services for lower-income people.

Forward Together Survey Top Service Restoration Priority



Changes in Financial Resources

- TriMet has the resources to restore and expand service. But the staffing shortage means that we can't deploy all those resources today.
- How quickly this happens will depend on TriMet's success recruiting and retaining operators.
- Eventually we anticipate being able to increase TriMet's overall service level by:
 - +38%, compared to existing levels.
 - Over +10% compared to 2019 levels.



Focus on equity

The concept addresses gaps in the network and prioritizes Frequent Service in areas with more

- lower-income people.
- people of color.
- retail, service and industrial workers.

+35%

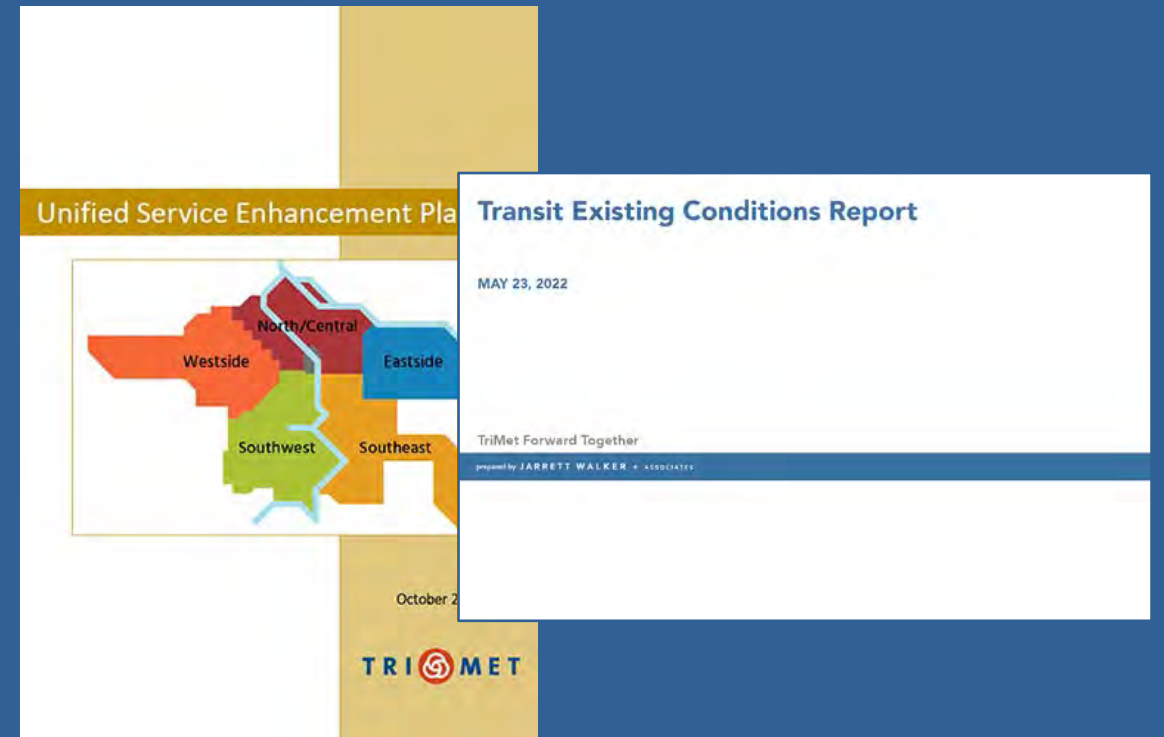
**Median number of jobs reachable
by a person living in any of TriMet's
Equity Areas**

**+50% for residents of the Equity
Areas outside of the Central City**

**+50k more lower-income residents
and +33k more people of color
would be near Frequent Service
than today.**

What's in the service concept?

- An expanded Frequent Network.
- Extending the grid to new areas.
- More local services running every 30 minutes.
- Expanded weekend service.
- New lines serving areas that are far from transit today.
- Reduced service to some low-demand, mostly higher-income areas.



Where did these ideas come from?

Many of the ideas come from the TriMet's Service Enhancement Plans (2011-2016).

The Forward Together "Transit Existing Conditions Report" added more recent data and insights.

Municipal staffs helped us with an earlier draft.

Enhancing standard service

- Many standard service bus lines run less frequently than every 30 minutes.
- Where these lines have strong ridership potential, or serve areas of high equity concern, the service concept increases frequencies to every 30 minutes, all day.

Just a few examples

Line	County	Current Midday Frequency	Service Concept Midday Frequency
NE San Rafael	Multnomah	60 min	30 min
Outer NE Glisan	Multnomah	60 min	30 min
SE Webster Rd	Clackamas	40 min	30 min
River Rd	Clackamas	60-65 min	30 min
Evergreen Pkwy	Washington	35 min	30 min
158 th / Bethany	Washington	60 min	30 min

New service areas

- The network concept creates some new coverage, addressing gaps in the network and some limited areas of new development.
- Examples include:
 - In central Portland – Columbia Blvd
 - On the eastside - SE 112th, SE 148th, SE 201st, SE 242nd
 - On the westside – Cornelius Pass Rd, Century Blvd
 - In Clackamas – SE 172nd, Mt. Scott Blvd, Jennings Ave

50,000 more residents would be within a ¼-mile walk to a bus stop.

26,000 more jobs would be within a ¼-mile walk to a bus stop

Improved Weekend Service

- Today, many infrequent and peak-only lines do not run at all on weekends.
- Lower income people and essential workers rarely have weekends off.
- Forward Together provides weekend service on nearly all standard service bus lines.
- This would add new weekend service on secondary lines all over the region.

+100,000 more people near service running on Sunday.

+130,000 more people near Frequent Service on Sunday.

Service reductions

- While this is a growth plan, there are some services that would be reduced compared to today / pre-pandemic.
- These are all lower-ridership services focused on:
 - peak commuters, or
 - higher-income neighborhoods.

Examples

Area	Lines	Change with Forward Together
Southwest rush-hour buses	Line 1, 18, 26, 51, 55	Reduced to trips at school bell times.
OHSU rush-hour expresses	Line 61, 64, 65	Marquam Hill peak services replaced by all-day access via Line 43 and 56
	Line 66, 68	Discontinued
Lower-ridership service in Portland	Line 17 - Broadway	24th / 27 th segment discontinued
Lake Oswego services	Line 36 – South Shore	Service to South Shore discontinued
	Line 38 – Boones Ferry Rd	Service to Boones Ferry Rd N of Country Club discontinued

Summary

**+38% more
resources.**

**+45% more
jobs reachable
by the median
resident.**

**+50% more
people and
jobs near
Frequent
Service.**

**+50,000 more
residents near
service.**

**New routes
serving new
areas in all 3
counties.**

**+100,000
people near
service running
on the
weekend.**

Now & Next Steps

- October's community engagement month saw the following
 - Nearly 4,600 responses to a survey including about 125 submitted in a language other than English.
 - Over 500 attendees to more than a half dozen open houses hosted in partnership with community based organizations.
- Presently reviewing findings with our contractor, Jarrett Walker + Associates. Revisions will be made to the service concept in response to community feedback.
- The Service Concept will form a guide for our annual service improvement plans. That process involves at least two rounds of public engagement and feedback periods on every proposed bus line change.

Discussion