



600 NE Grand Ave.
Portland, OR 97232-2736

Council work session agenda

Tuesday, July 9, 2024

10:30 AM

Metro Regional Center, Council Chamber,
<https://zoom.us/j/615079992> Webinar ID:
615 079 992 or 888-475-4499 (toll free)
[https://www.youtube.com/live/o3ZjksrMJZ
E?si=DFa959mzi4pW41y3](https://www.youtube.com/live/o3ZjksrMJZE?si=DFa959mzi4pW41y3)

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber.
You can join the meeting on your computer or other device by using this link:
<https://zoom.us/j/615079992> (Webinar ID: 615 079 992)

10:30 Work Session Topics:

10:35 COO Housing Recommendation discussion

[24-6093](#)

Presenter(s): Marissa Madrigal, COO, Metro

Attachments: [Staff Report](#)

11:35 2024 Urban Growth Management: Sherwood West Expansion Proposal [24-6094](#)

Presenter(s): Ted Reid (he/him), Principal Regional Planner, Metro
Eryn Kehe (she/her), Urban Policy and Development
Manager, Metro

Attachments: [Staff Report](#)

12:35 Chief Operating Officer Communication

12:40 Councilor Communication

12:45 Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការប្រឹក្សាស្តីពីការរើសអើងសូមទូរស័ព្ទទៅលេខ 503-797-1700 ។ www.oregonmetro.gov/civilrights ។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេបកប្រែសម្រាប់លោកអ្នក ។

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COO Housing Recommendation
Discussion
Presentations

Metro Council Work Session
Tuesday July 9th 2024

[STAFF REPORT FOR USE FOR WORK SESSIONS AND COUNCIL MEETINGS]

COO HOUSING FUNDING RECOMMENDATION

Date: July 5, 2024
Department: Office of the Chief Operating Officer
Meeting Date: July 9, 2024

Prepared by: Val Galstad, 503-730-9855, val.galstad@oregonmetro.gov
Presenter: Marissa Madrigal, she/her/ella, Chief Operating Officer
Length: 60 minutes

ISSUE STATEMENT

Under the January 2024 direction of Metro Council, Chief Operating Officer Marissa Madrigal and staff led a multipronged process of engagement and research to explore options for regional affordable housing funding. COO Madrigal has developed and will present a series of recommendations for Metro Council consideration to continue funding affordable housing and improve Supportive Housing Services outcomes.

ACTION REQUESTED

Staff is seeking Metro Council direction and guidance to inform next steps on whether and how to implement the COO recommendations on the future of affordable housing and homeless services programs.

IDENTIFIED POLICY OUTCOMES

At a work session on January 11, 2024, the Metro Council directed COO Madrigal and staff to advance five primary outcomes in the consideration of options. These include:

- **Urgency:** Identifying and addressing real, persistent housing instability and its effects on communities in the region
- **Stability:** Supporting the stability of existing housing and homelessness funding and programs in the region, including the 2018 Metro Affordable Housing Bond and the 2020 Supportive Housing Services measure
- **Pragmatism:** Recognizing and being responsive to public attitudes, priorities and experiences with these issues and the region's work to address them
- **Equity:** Advancing Metro's racial equity goals through engagement, decision-making and assessment of potential investments and structures
- **Accountability and transparency:** Learning from past measures and Community and stakeholder feedback to improve implementation and track impacts

At the work session on June 11, 2024, Metro Council provided guidance and feedback on elements of the COO recommendation including:

- Desire to see a meaningful response to cities. 24 cities across the region have varying experiences with the development of affordable housing and the implementation of supportive housing services in their communities. City feedback demonstrates a clear need for further conversation and more coordination in this process and in the implementation of any future housing and homelessness programs.
- Direction to consider short- and long-term recommendations to ensure we need not wait for measure referral, election and implementation to see change.
- Support for the standardization of definitions, monitoring and practices across the region.
- Call for regional, outcome-based goals and strategies to ensure that local plans are building toward larger, shared goals.

POLICY QUESTION(S)

- What information do you need to support your decision-making as you turn these recommendations into actions?
- What next steps would you like staff to take to further this work?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Metro Council has legislative authority to act on many of these recommendations now, should they wish to move forward. They can direct staff to do so on whatever timeline they wish.

Some recommendations will require voter approval to act on, should Metro Council wish to move them forward. In those cases, Council must refer a ballot measure before voters and can direct referral to occur in a future election cycle.

STAFF RECOMMENDATIONS

COO Madrigal will present her series of recommendations for Metro Council deliberation and consideration. Once delivered, these recommendations are Council’s to amend, reject or move forward. COO Madrigal and staff are prepared to act based on Metro Council direction.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The region faces a persistent, widespread housing and homelessness crisis that has a disproportionate impact on people with low incomes, renters and Black, Indigenous and people of color. Currently, more than half of renters in Oregon have been identified as cost burdened, meaning more than 30% of their income goes to rent and utilities.

For decades the regional housing supply has fallen short, and the existing gap is projected to widen significantly in the near future. Current models estimate that greater Portland has nearly 24,000 units fewer than needed to support existing population levels. In addition, the most recent estimate for future production shows that our region needs to create 150,000 units of housing over the next 20 years, two-thirds of which will need to be affordable to households earning less than 80% of Area Median Income (AMI).

While there are many ways to impact housing production, public subsidy is needed to create and operate affordable housing for people with the lowest incomes due to higher operating costs and income-restricted tenants.

The voters of greater Portland have supported affordable housing at the ballot in recent years and the results are tangible. Together, the 2016 Portland Housing Bond and the 2018 Metro Affordable Housing Bond will build nearly 6,000 new affordable homes in our region. But within a few years, both the Metro bond and the Portland Bond, will have completed their investments – leaving the region with no local, dedicated funding source for creating affordable housing.

In summer and fall 2023 this convergence led stakeholders from the housing, advocacy and business communities to begin conversations with Metro Councilors and staff about acting now. They raised concerns about the looming lapse in affordable housing funding and the risks it could pose, dramatically reducing affordable housing production when we need it most.

BACKGROUND

On January 11, 2024, the Metro Council directed Metro COO Marissa Madrigal to engage in a formal process of technical work, research and broad stakeholder engagement to develop solutions to address the need for regional affordable housing funding.

This effort has brought together the lessons and potential of two key funding measures approved by Metro region voters: the 2018 Affordable Housing Bond and the 2020 Supportive Housing Services (SHS) measure. SHS and bond funding work closely together to serve deeply-impacted households – providing funding for both physical housing, and the services and rent assistance to create stability and opportunity for people in great need.

After several years of successful implementation, the Metro Affordable Housing Bond is nearing the expected exhaustion of its funding. There continues to be a great need for creating and preserving affordable housing. However, a new bond measure – which would be a tax increase – is not viable at this time, and SHS funds cannot currently be used to create permanent affordable housing. Together, these factors create the risk of a serious gap in regional affordable housing funding that impacts a wide variety of populations as well as the success of SHS programs which rely on permanent supportive housing as one tool to move people out of homelessness.

Channels of input

Several key channels of input have informed the development of a COO recommendation.

Stakeholder Advisory Table

Appointed by COO Madrigal, the Stakeholder Advisory Table was intended to bring together a broad diversity of interests, experiences and perspectives on issues of housing and homeless services needs. The Advisory Table began meeting in March and held its fifth and final meeting on May 10. It included county and city elected officials, providers and advocates, community-based organizations, and business leaders from across the region, as well as members of the SHS and affordable housing bond oversight committees and Metro's Committee on Racial Equity. While not technically meeting the requirements of a public body, meeting dates were posted online and open to public observation.

Community partner-led engagement

Metro contracted with the Coalition of Communities of Color to conduct discussion groups with impacted communities in Clackamas, Multnomah, and Washington counties in April and May 2024. This series of discussions has built on partnership and engagement that shaped the 2018 bond framework and implementation, as well as the 2020 SHS measure.

Engagement with regional committees, implementation partners and stakeholders

Metro staff at all levels have repeatedly engaged with and heard feedback from implementation partners and oversight committees for both the bond and SHS, as well as Metro's Committee on Racial Equity, MPAC, and a variety of other stakeholders.

Technical analysis

Metro's Housing Department have worked with a consultant team to scan best practices, apply lessons from past measures, conduct interviews with practitioners, and develop modeling to evaluate the potential of various investment strategies to meet current need and priorities. Metro's Finance and Regulatory Services staff are also assessing revenue volatility, forecasts and considerations for carry-forward and reserves.

Public opinion research

To date, Metro has conducted three public opinion surveys with a representative sample of regional voters. These surveys help illustrate the feasibility of a potential measure, should the COO recommend, and the Metro Council refer it to voters.

Key themes of input

This process was intentionally designed not to drive toward full regional consensus or a predefined outcome. Indeed, through the above channels, COO Madrigal and staff have explicitly sought to catalog common ground as well as areas of divergence in various stakeholders' views on these complex topics.

Since May, conversations have continued with a variety of partners in the region, particularly local implementation partners, regional oversight and advisory committees, and other key stakeholders. COO Madrigal and staff have been working with partners to

develop recommendations that align with financial and housing investment technical analyses and with the feedback from the broad coalition of stakeholders engaged in this work.

Themes from stakeholder feedback include:

- An openness to expanding SHS funding’s allowable uses to include construction and/or acquisition of affordable housing, while also maintaining commitments to fund key services.
- Prioritizing future affordable housing investment to focus on populations experiencing chronic homelessness or the greatest risk of homelessness.
- Addressing the current 2030 sunset of the SHS taxes, to create greater funding stability for providers, partners and people in need of homeless services, rent assistance and affordable housing.
- Ensuring that funding for both services and housing continues to prioritize communities of color, who are more likely to experience homelessness and housing instability in the region.
- Improving transparency, accountability and efficiency in the allocation, spending and reporting of regional tax dollars.

ATTACHMENTS

[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? Chief Operating Officer recommendation

**2024 Urban Growth
Management: Sherwood West
Expansion Proposal**
Presentations

Metro Council Work Session
Tuesday July 9th 2024

2024 URBAN GROWTH MANAGEMENT:
SHERWOOD WEST EXPANSION PROPOSAL

Date: June 20, 2024
Department: Planning, Development, and
Research
Meeting Date: July 9, 2024

Prepared by: Ted Reid, Principal Regional
Planner ted.reid@oregonmetro.gov
Presenter(s): Ted Reid; Eryn Kehe (Metro
Planning, Development, and Research)
Length: 60 minutes

ISSUE STATEMENT

The region’s urban growth boundary (UGB) delineates urban and rural uses and is a tool for ensuring thoughtful and efficient growth patterns. The Metro Council is required by state law to – at least every six years – determine whether the UGB has adequate land for expected housing and job growth. The Metro Council last made this determination in December 2018 and is scheduled to do so again by the end of 2024. The Metro Council has directed staff to proceed with an approved work program and requested periodic updates.

Over the course of the year, staff has presented preliminary results for the demographic and economic regional forecast and the capacity analysis. These elements of the Urban Growth Report estimate how many people may live or work in the region over the next 20 years and if the land inside the existing UGB is sufficient to accommodate their homes and places of employment. The draft 2024 Urban Growth Report, to be released for discussion at the Metro Council’s July 9, 2024 work session, is the analysis that supports the Metro Council as it determines if there is a demonstrated regional need for a UGB expansion.

For the 2024 urban growth management decision cycle, Metro received one proposal from the City of Sherwood to expand the UGB to include the 1,300-acre Sherwood West urban reserve area. If Metro Council determines more land is needed in the UGB to support the next 20 years of growth, they will also determine how Sherwood’s proposed expansion will accommodate the needs described in the Urban Growth Report.

At the July 9 work session, Metro staff will summarize the process for developing the draft Urban Growth Report as well as its main findings. Staff will be available to answer questions about the analysis and next steps for the Council’s growth management decision.

ACTION REQUESTED

Update the Council on implementation of the work program for the 2024 urban growth management decision, focusing on the draft 2024 Urban Growth Report.

IDENTIFIED POLICY OUTCOMES

State law and regional policies lay out an intention to make efficient use of land inside the UGB and to only expand the UGB if there is a demonstrable regional need to accommodate expected housing or job growth. The Metro Council makes this growth management

decision for the region after significant engagement. To ensure that areas added to the UGB are ready for growth, it is the Metro Council's policy to only expand the UGB in urban reserves that have been concept planned by a city or a county. Metro provides grant funding for local jurisdictions to complete concept planning.

POLICY QUESTION(S)

- Does the Council have any direction for staff regarding next steps for its decision process?
- Does the Council have questions or direction regarding potential conditions of approval for a UGB expansion (pending its decision that there is a need for an expansion)?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Council may provide staff with direction on:

- Advice that would be useful from MPAC or CORE
- Updates that the Council would like to have going forward

STAFF RECOMMENDATIONS

- Staff recommends proceeding with the work program shared with Council on March 7, 2023.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Regional urban growth management decisions have long been one of the Metro Council's core responsibilities. The Metro UGB – first adopted in 1979 – is one of Metro's tools for achieving the 2040 Growth Concept's vision for compact growth, thereby protecting farms and forests outside the UGB and focusing public and private investment in existing communities. These are all key to reducing greenhouse gas emissions and expanding housing options.

The UGB is just one policy tool, however, and must be accompanied by other policies, partnerships, and investments to make good on the 2040 Growth Concept and to address challenges like housing affordability, displacement, houselessness, and economic development. Often, growth management processes provide a venue for identifying the need for new initiatives.

Metro strives for transparency in its growth management work, which can be challenging given its highly technical aspects. The 2024 decision will provide opportunities for interested parties to inform and understand the many technical and policy aspects of this work. Those opportunities include, not only standing advisory committees, but also groups formed for this decision process such as the UGR Roundtable, the Land Use Technical Advisory Group, the regional forecast expert review panel, and the Youth Cohort.

BACKGROUND

At its March 7, 2023 work session, the Council directed staff to begin implementing the work program for the 2024 urban growth management decision. Staff have returned periodically to update the Council on the progress of key components of the work program.

ATTACHMENTS

- Is legislation required for Council action? Yes No
- If yes, is draft legislation attached? Yes No
- What other materials are you presenting today?
 - Draft 2024 Urban Growth Report will be provided on July 9, 2024
 - Presentation on draft 2024 Urban Growth Report will be provided at the work session

Regional Housing Funding: COO Recommendation

Metro Council Work Session

July 9, 2024



How we got here

- Broad engagement
- Centering people
- Deep technical analysis
- Leading with Metro Council directed values

Major findings

Most stakeholders, community members and voters in the region support:

- Continued investment in housing and services
- Expanding allowable uses of SHS funding to include affordable housing creation and preservation
- Extending or eliminating the 2030 SHS tax sunset

Major findings

Most stakeholders, community members and voters in the region believe:

- Local government is off track and should do better with its existing resources
- Oversight and accountability structures for SHS could be improved
- Focus should remain on people with highest need

Major Findings

Some voters and stakeholders also support:

- Adjusting personal income tax thresholds to inflation
- Modest cut to personal income tax rate

RECOMMENDATIONS

Support efforts to reduce housing production costs

- Construction costs
- Infrastructure funding
- Legislative support

RECOMMENDATIONS

Initiate IGA re-negotiations

- Improve transparency and accountability
- Strengthen oversight
- Fall to Winter 2024

RECOMMENDATIONS

Index personal income tax

- Index income thresholds
- Beginning tax year 2024

RECOMMENDATION

Refer measure to voters

- Expand allowable uses of SHS funds to support affordable housing
- Continue serving those with greatest need

RECOMMENDATION

Refer measure to voters

- Establish single, independent oversight body
- This body to develop Regional Investment Strategy including outcomes, targets and metrics

RECOMMENDATION

Refer measure to voters

- Implement direct feedback channel for providers
- Require updated Local Implementation Plans
- Set standards, reporting, monitoring and accountability mechanisms

RECOMMENDATION

Refer measure to voters

- Dedicate funding to affordable housing and permanent supportive housing
- Extend the SHS tax sunset

RECOMMENDATION

Refer measure to voters

- Address cities' need for support and coordination
- Reduce personal income tax rate

Next steps, Council discussion



Council discussion questions

- What feedback and questions do you have regarding the recommendations, the project or the future of this work?
- What information do you need to support decision-making as you consider whether or not to turn these recommendations into actions?
- What next steps would you like staff to take?



Metro

Urban growth management: Draft Urban Growth Report

Council Work Session
July 9, 2024

Technical work and analysis: Developing the urban growth report

- Buildable land inventory (BLI)
- Regional forecast
- Capacity analysis
- Employment trends and site characteristics
- Housing needs analysis
- Residential readiness analyses
- Draft urban growth report (UGR)

City expansion proposals

- Letters of interest
- Expansion proposals

2040 planning and development grants available

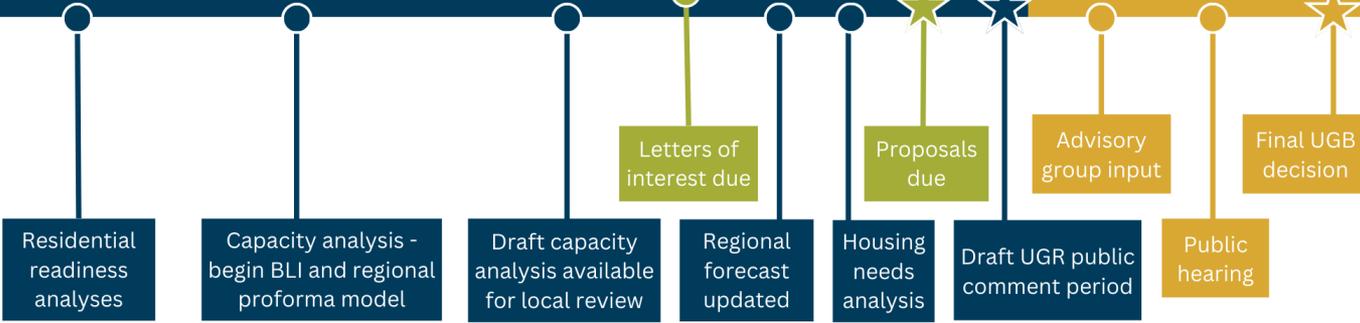
Metro Council decision

- Consider Metro staff and advisory group recommendations
- Public hearings
- Policy direction
- Final decision

Nov 2022 - July 2024

Dec 2023 - April 2024

Aug 2024 - Dec 2024



Engagement

- MTAC
- MPAC
- CORE
- Land Use Technical Advisory Group
- Jurisdictional outreach
- Urban growth report roundtable
- Youth cohort
- Interest group presentations

Project timeline

	July	August	September	October	November	December
Council	Discussion of draft Urban Growth Report	Discussion of COO recommendation released August 14	Public hearing on COO recommendation	Council direction on intended decision	Council first reading; public hearing	Council second reading; final decision
MPAC	Public comment period July 9 – August 4		Recommendation to Council			
MTAC			Recommendation to MPAC			
CORE			Discussion with Sherwood staff	Recommendation to Council		

Engagement

Committee engagement

- MTAC
- MPAC
- CORE
- UGR Roundtable
- Youth cohort



Where have we been?

- Washington County Coordinating Committee
- Clackamas County Coordinating Committee
- Greater Portland Inc
- Westside Economic Alliance
- Portland Metropolitan Association of Realtors
- Home Building Association

Economic and demographic trends

Draft regional forecast

Preliminary residential capacity

Preliminary housing needs analysis

Project and process overview

Sherwood West Concept Plan

Technical review

- Land Use Technical Advisory Group (LUTAG)
- Regional forecast review panel of economists and demographers
- Metro Technical Advisory Committee (MTAC)

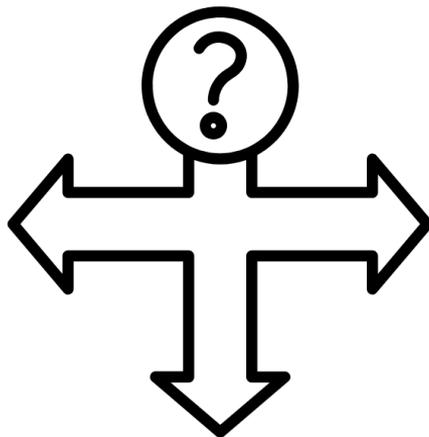
Housing

Results – demand scenarios

More single-unit detached housing

More middle housing and multifamily

Following in footsteps: Housing choices at each life-stage remain constant – as current households age, their housing choices look the same as those of older households today.



Strong urban markets: Housing trends like development of last decade; housing choices shift to attached housing based on affordability



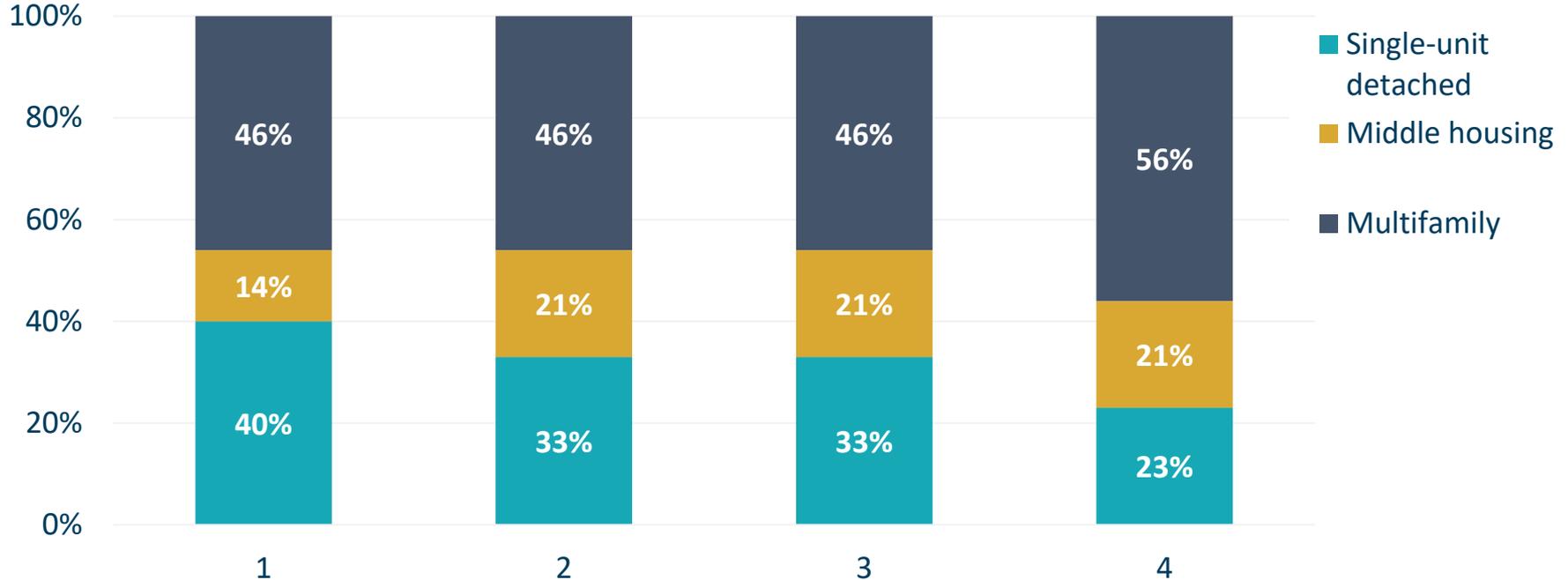
New normal: As households age, their housing choices shift towards those of older households today, but not to same extent.

Results

Scenario key:

1. Follow in footsteps; low growth
2. New normal; baseline growth; baseline capacity
3. New normal; baseline growth; heavier use of vacant land for single-unit detached housing
4. Strong urban market; high growth

Existing and future needed housing by type and demand scenario (2024-2044)

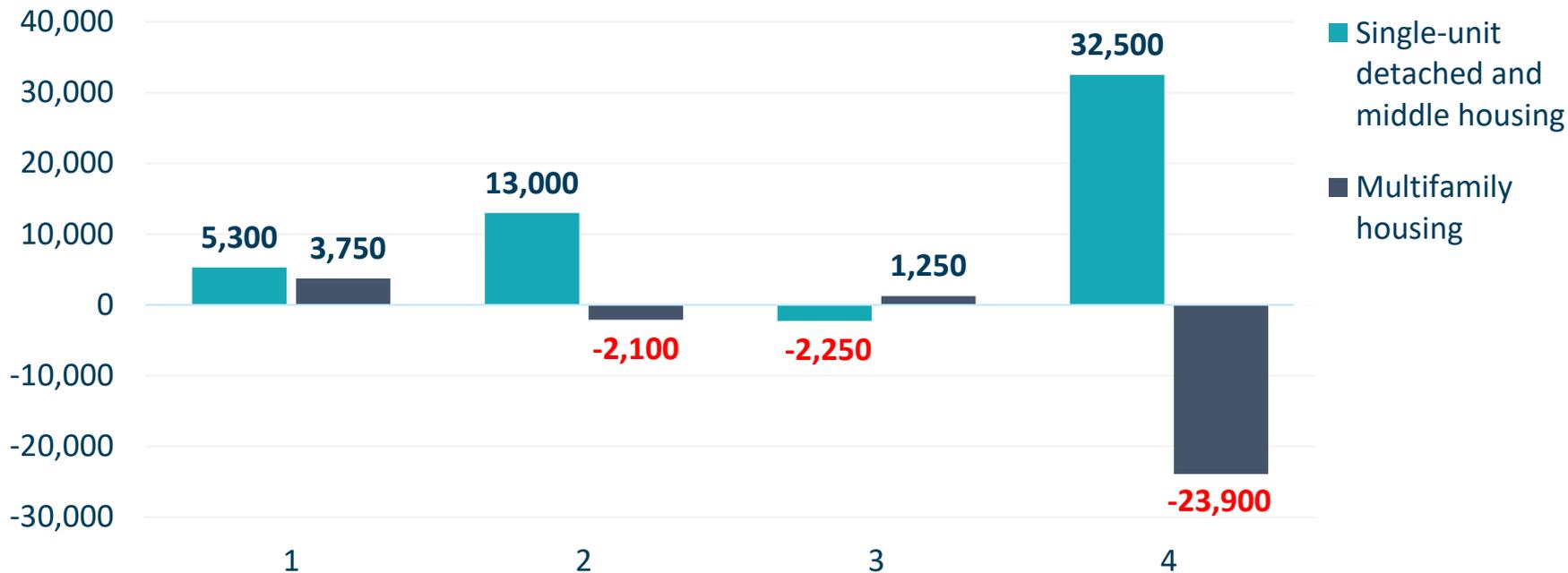


Results

Scenario key:

1. Follow in footsteps; low growth
2. New normal; baseline growth; baseline capacity
3. New normal; baseline growth; heavier use of vacant land for single-unit detached housing
4. Strong urban market; high growth

Capacity deficits or surpluses for existing and future housing needs (2024-2044)



Commercial and industrial land

Results: Commercial land gap analysis

Commercial land capacity gap for Metro UGB, 2024 – 2044

	Capacity (acres)	Demand (acres)	Surplus or deficit (acres)
Low growth forecast	480	-300	+780
Baseline growth forecast	480	800	-320
High growth forecast	480	2,300	-1,820

Results: Industrial land gap analysis

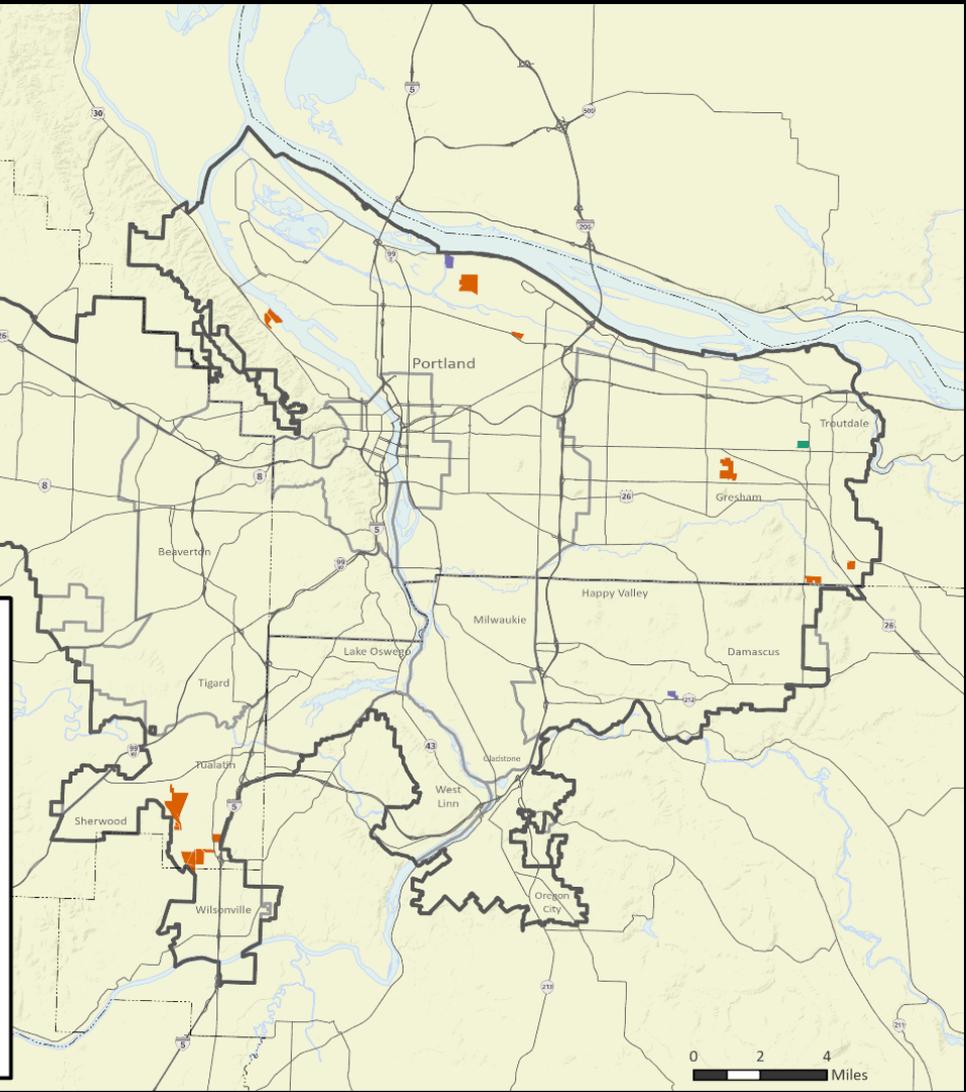
Industrial land capacity gap for Metro UGB, 2024 – 2044

	Capacity (acres)	Demand (acres)	Surplus or deficit (acres)
Low growth forecast	5,950	-1,500	+7,450
Baseline growth forecast	5,950	1,400	+4,550
High growth forecast	5,950	5,200	+750

2024 Buildable Land Inventory

Large Lot Industrial Tiers
June 2024 (DRAFT)

- Tier 1
- Tier 2
- Tier 3
- County boundary
- Major arterials
- Urban growth boundary
- Rivers and lakes



Large site
industrial
needs

Statewide Semiconductor Taskforce

- **Two sites of 500+ acres** each to accommodate large-scale semiconductor R&D and/or production fabrication operations.
- **Four sites of 50-100 acres** suitable for integrated device manufacturers or major semiconductor equipment manufacturers.
- At least **eight sites of 15-35 acres** to enable key suppliers to the semiconductor cluster to locate and expand.

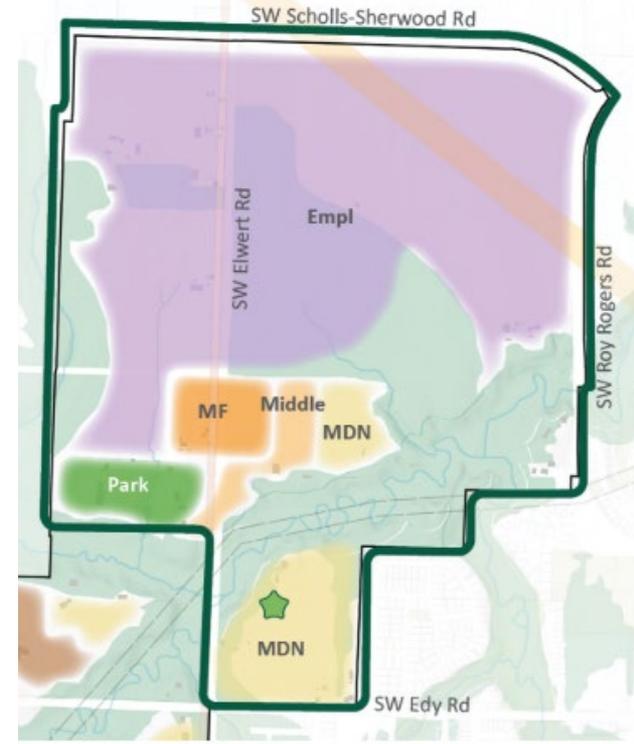
Sherwood West employment land analysis

Sherwood West has specific site characteristics that may meet a regional need.

50+ acre site options

Relative proximity to existing high-tech cluster

Flat sites



Policy options

Policy options

1. No expansion

Sufficient capacity inside the UGB

Conclude that there is adequate capacity inside the UGB for housing and jobs

2. Expansion

Insufficient capacity inside the UGB

Expand the UGB to add the Sherwood West urban reserve area as proposed by the City of Sherwood

Consider conditions of approval:

- to help achieve a certain housing mix or number of housing units
- to preserve employment land with unique site characteristics for industrial and flex uses that cannot be found elsewhere in the UGB

Next steps

	July	August	September	October	November	December
Council	Discussion of draft Urban Growth Report <i>Public comment period July 9 – Aug 4</i>	Discussion of COO recommendation released August 14	Public hearing on COO recommendation	Council direction on intended decision	Council first reading; public hearing	Council second reading; final decision
MPAC			Recommendation to Council			
MTAC			Recommendation to MPAC			
CORE			Discussion with Sherwood staff	Recommendation to Council		

Kicking off the policy discussion

- Does the Council have any direction for staff regarding next steps for its decision process?
- Does the Council have questions or direction regarding potential conditions of approval (pending an expansion is made)?

oregonmetro.gov



July 9: Draft UGR is released for public comment period (ends August 4)

Discussion of draft UGR:

July 9: Council Work Session

July 17: MTAC

July 24: MPAC

July 26: UGR roundtable

August 14: COO recommendation released

Discussion of COO recommendation:

August 21: MTAC

September 3: Council Work Session

September 11: MPAC

Discussion of final overall recommendations:

September 18: MTAC (recommendations to MPAC)

September 19: CORE (recommendations to Council)

September 25: MPAC (recommendations to Council)

September 26: Council holds public hearing on COO recommendation

October 1: Council direction on intended decision

November 21: Council first reading of ordinance; public hearing

December 5: Council second reading of ordinance; final decision

**The draft
UGR and
beyond**