

Council work session agenda

Tuesday, October 8, 2024 **10:30 AM** **Metro Regional Center, Council chamber,**
<https://zoom.us/j/615079992> (Webinar ID:
615079992) or 888-475-4499 (toll free)

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10:30 Call to Order and Roll Call

10:30 Work Session Topics:

10:30 2024 Urban Growth Management: Council Direction to Staff [24-6130](https://www.metroportland.com/24-6130)

Presenter(s): Eryn Kehe, Urban Policy and Development Manager, Metro
Ted Reid, Principal Regional Planner, Metro

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

11:30 Conversation with Tracy Loh **24-6142**

Presenter(s): Tracy Loh, Brookings Institution

12:15 Chief Operating Officer Communication

12:30 Councilor Communication

1:00 Adjourn to Executive Session

The Executive Session will be held pursuant under ORS 192.660(2)(e); To conduct deliberations with persons you have designated to negotiate real property transactions.

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2024 Urban Growth Management: Council Direction to Staff
Work Session Topic

Metro Council Work Session
Tuesday, October 08, 2024

2024 URBAN GROWTH MANAGEMENT: COUNCIL DIRECTION TO STAFF

Date: September 30, 2024
Department: Planning, Development, and
Research
Meeting Date: October 8, 2024

Prepared by: Laura Combs, Associate
Regional Planner
laura.combs@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.

Over the course of the past year, staff has presented the elements of the Urban Growth Report (UGR) that estimate how many people may live or work in the region over the next 20 years and whether the land inside the existing UGB is sufficient to accommodate their homes and places of employment. The draft 2024 UGR provides the analysis to support 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. Earlier this summer, Metro held a 45-day open comment period for the public to engage with the UGR and the Sherwood West proposal through an online survey or by directly submitting comments. A summary report of the public comments received during this period was shared with Metro Council, MTAC, MPAC, and CORE.

Staff, led by the Chief Operating Officer, developed recommendations that took public comment and Metro committee discussions into account. These recommendations include a proposal for where to fall in the housing and employment forecast range provided within the Urban Growth Report, a recommendation about the proposed expansion area, and topics to consider for potential conditions of approval.

Many groups have reviewed and commented on the COO/Staff recommendations and these various perspectives were presented at the Council public hearing on September 26, 2024 that was also carried over to October 3rd. In summary:

1. MPAC discussion focused on industrial land needs, the various future growth scenarios, and the role of Metro in defining conditions of approval for the Sherwood West proposal. Ultimately, MPAC recommended Council approve the COO/Staff recommendation with three amendments.

Motion: MPAC recommends the COO/Staff Recommendation to the Metro Council for approval.

- **Amendment 1:** MPAC recommends that Metro Council adopts the high growth forecast instead of the baseline forecast (found on page 6 of the COO/Staff Recommendation).
 - **Amendment 2:** Metro agrees to create and host or commit to having Senior staff participate in a task force ending no later than mid-2025 with a report back to the Council highlighting opportunities for creating growth and capacity models that are more reflective of market realities. The goal will be to work with local jurisdictions and private sector partners to address the employment lands challenges identified through the UGR process including but not limited to slope and lot size.
 - **Amendment 3:** Metro shall not impose any additional requirements on the City of Sherwood that are not articulated in the Sherwood West Concept Plan.
2. The Committee on Racial Equity (CORE) also presented the Metro Council with its recommendations for both the Sherwood West expansion and for future Metro UGM decision-making processes at the September 26 public hearing.

CORE recommendations on Sherwood West proposal:

- Conduct a community needs assessment with a regular community feedback loop around public amenities and community services, such as parks, healthcare, and transportation needs.
 - Based on the information from these community needs assessments, adopt a continuous improvement approach that includes a community oversight body, to assess response and progress on community needs assessment.
- Conduct community engagement activities in the region's most spoken languages other than English (including Spanish, Vietnamese, Chinese, Russian, Korean, and Arabic) and in Sherwood (including Spanish, Arabic, Vietnamese, Japanese, and Russian) with proactive and culturally specific outreach strategies to under-engaged communities.
- Partner with culturally and linguistically specific organizations within the local community to design a community engagement plan, conduct outreach, and other activities in order to fulfill community needs assessment work described above.
- Develop a housing plan that includes mixed levels of affordability that correspond to regional and state housing goals. Align housing affordability with salaries of projected new jobs.
- Analyze history of communities that have been excluded in Sherwood, including the proposed expansion area. Understand how communities have moved throughout time and the trends and data in community displacement. Create a reparations plan

that centers the voices of people from displaced and marginalized communities and shares the economic benefits of the proposed expansion with historically displaced communities.

CORE recommendations on future UGM processes:

- Require future urban growth expansion applications to include racial equity assessments.
- Metro should adequately support and fund racial equity consultation.
- Require future applicants to convene a compensated and racially diverse community oversight committee to inform decision-making that produces just and equitable outcomes.

Metro Council is requested to provide direction to staff at the work session scheduled for October 8.

ACTION REQUESTED

No action requested as this is a work session, but staff requests that the Metro Council provide direction in answer to the policy questions and policy options described later in this worksheet.

IDENTIFIED POLICY OUTCOMES

State law and regional policies lay out goals 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 with stakeholders and residents. 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. Metro Council will decide if there is a regional need for land to support demand for housing and jobs and if the UGB will be expanded to include the proposed Sherwood West urban reserve area. If so, the Council will determine conditions of approval to be placed on the expansion area.

POLICY QUESTION(S)

- What is the Council’s determination regarding the regional need to expand the UGB to include Sherwood West?
- Does the Council have any guidance on refining the conditions of approval?
- Does the Council have direction on the other Metro-specific actions listed in the COO recommendations?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Council may respond to the 2024 COO/Staff Recommendations with direction on:

- Which scenario will be adopted in the Urban Growth Report as part of the final Urban Growth Management decision.

- The identified regional need, shown through housing and employment land capacity gap ranges
- Expanding the Urban Growth Boundary to include Sherwood West
- The conditions of approval for the proposed Sherwood West expansion
- Any other recommendations for Metro to address either in the final Urban Growth Report or in upcoming work following the Urban Growth Management decision

STAFF RECOMMENDATIONS

- Staff recommends Metro Council consider the COO/Staff Recommendations and provide guidance on the next steps of the decision-making process.

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 provided opportunities for interested parties to inform and understand the many technical and policy aspects of this work. Those opportunities included, 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?
 - 2024 Urban Growth Management: Metro Chief Operating Officer/Staff Recommendations



2024 Urban Growth Management Decision: Metro Chief Operating Officer/Staff Recommendations

August 26, 2024

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LIST OF ACRONYMS

The following is a list of acronyms used throughout this document.

COO: Metro Chief Operating Officer

CORE: Committee on Racial Equity

MPAC: Metro Policy Advisory Committee

MTAC: Metro Technical Advisory Committee

UGB: urban growth boundary

UGR: Urban Growth Report

A DELIBERATE APPROACH TO GROWTH

Under Oregon state land use law, the Metro Regional Government (“Metro”) is charged with making decisions about whether to expand the urban growth boundary (UGB) in the greater Portland region. This communication from Metro’s Chief Operating Officer contains the staff recommendation to the Metro Council regarding the need for a UGB expansion and the City of Sherwood’s 2024 proposal to address that need.

The urban growth boundary has long been one of Metro’s most important tools for focusing the development of new homes and businesses in existing downtowns, main streets, and employment areas. Residents of the region have told us time and again to hold this priority: make the most of the land inside the boundary so that outward growth on the urban edge only happens when it is necessary and provides benefit for the entire region. This deliberate approach is crucial for strengthening existing communities, protecting farms and forests, and reducing greenhouse gas emissions.

According to state law, Metro is required to make a decision about whether to expand the UGB at least every six years. In making these decisions, Metro must provide up-to-date information about demographics, population and employment growth, development trends, and estimates of buildable land inside the UGB. This thorough assessment of whether there is a regional need for expanding the UGB is not only required by law – it is central to the greater Portland region’s identity. When new growth occurs at the edges of the urban growth boundary, it should be necessary, planned, and deliberate.

Today, the greater Portland region is facing a housing shortage crisis. In addition, there is agreement across the region that attracting more family-wage industrial jobs will help our communities thrive. However, it is also clear that simply providing more land won’t necessarily result in jobs and housing. Experience has shown that certain conditions must be in place to ensure that UGB expansion areas produce housing and jobs in a near term time frame. Time and time again we have seen that development occurs successfully where there is a commitment from city leaders and community members, where there is a plan for paying for needed infrastructure, and where there is market demand. If these ingredients aren’t present, new urban growth is extremely slow if it happens at all.

For those reasons, in 2010 the Metro Council adopted a policy to only expand the UGB into urban reserve areas that have been concept planned by a local government and that demonstrate readiness to be developed. In the current 2024 UGB cycle, the City of Sherwood is the only city that has prepared a concept plan and proposed a UGB expansion, and they have shown that these elements are in place. Sherwood’s readiness for new urban growth provides an opportunity to address the regional land needs identified in the draft 2024 Urban Growth Report (UGR).

Consequently, Metro staff recommend that the Metro Council consider expanding the UGB to include the Sherwood West urban reserve. Staff further recommend that the Council consider placing conditions on this expansion to ensure that the land is used efficiently and will support regionally identified needs. These conditions could reinforce the City of Sherwood’s concept plan for the expansion area by improving housing affordability and protecting industrial lands so that they produce well-paying jobs in the manufacturing sector.

The information that follows sets out the reasoning behind this recommendation and lays the groundwork for the Metro Council to consider potential conditions of approval.

ADAPTING AND IMPROVING OUR GROWTH MANAGEMENT PROCESS

Our region’s deliberate approach to growth has paid dividends for people who call this region home by helping to maintain a unique connection to nature and a high quality of life. However, as the world changes, our approach to managing growth must change too. In response to evolving needs and conditions over the years, Metro and its partners have collaborated to make improvements to the urban growth management process such as:

- Working with our regional partners to identify designated urban reserves and rural reserves that provide certainty about where the UGB may or may not be expanded over the coming decades.
- Using a ‘range’ forecast to acknowledge that there is inherent uncertainty in estimating future growth over the next 20 years.
- Encouraging more timely housing and business development in UGB expansion areas by requiring that a local jurisdiction complete a concept plan for an urban reserve before the area is brought into the boundary.
- Providing grant funding to cities to support local concept planning and comprehensive planning efforts.
- Adopting a fast-track expansion process for adding large industrial sites to the UGB to respond to near term opportunities.
- Providing an off-cycle UGB amendment process to address unanticipated non-residential land needs such as those identified by school districts.
- Creating a mid-cycle UGB process to be responsive to city proposals for addressing unanticipated residential land needs between the designated 6-year scheduled approval process.
- Clearly specifying in Metro’s Code the factors that cities must address in UGB expansion proposals.
- Completing a land exchange in 2023 that brought concept planned land within an urban reserve inside the UGB and removed unplanned land to ensure more of the land inside the UGB will produce housing.

- Continually improving technical analyses to reflect new practices, including how to forecast redevelopment potential and estimate current and future housing needs.
- Examining regional needs for industrial lands with specific site characteristics and applying that information to evaluate expansion proposals.
- As with the forecast, using a range of estimates to acknowledge the inherent uncertainty in predicting growth capacity within the UGB.
- Increasing transparency by convening the 2024 Urban Growth Report Roundtable, comprised of diverse expertise and interests.
- Elevating youth perspectives and building future leaders by convening a UGB Youth Cohort in 2024.

One of the characteristics that makes our region unique is our ability to collaborate and work together to adapt and modernize our systems to respond to changing conditions.

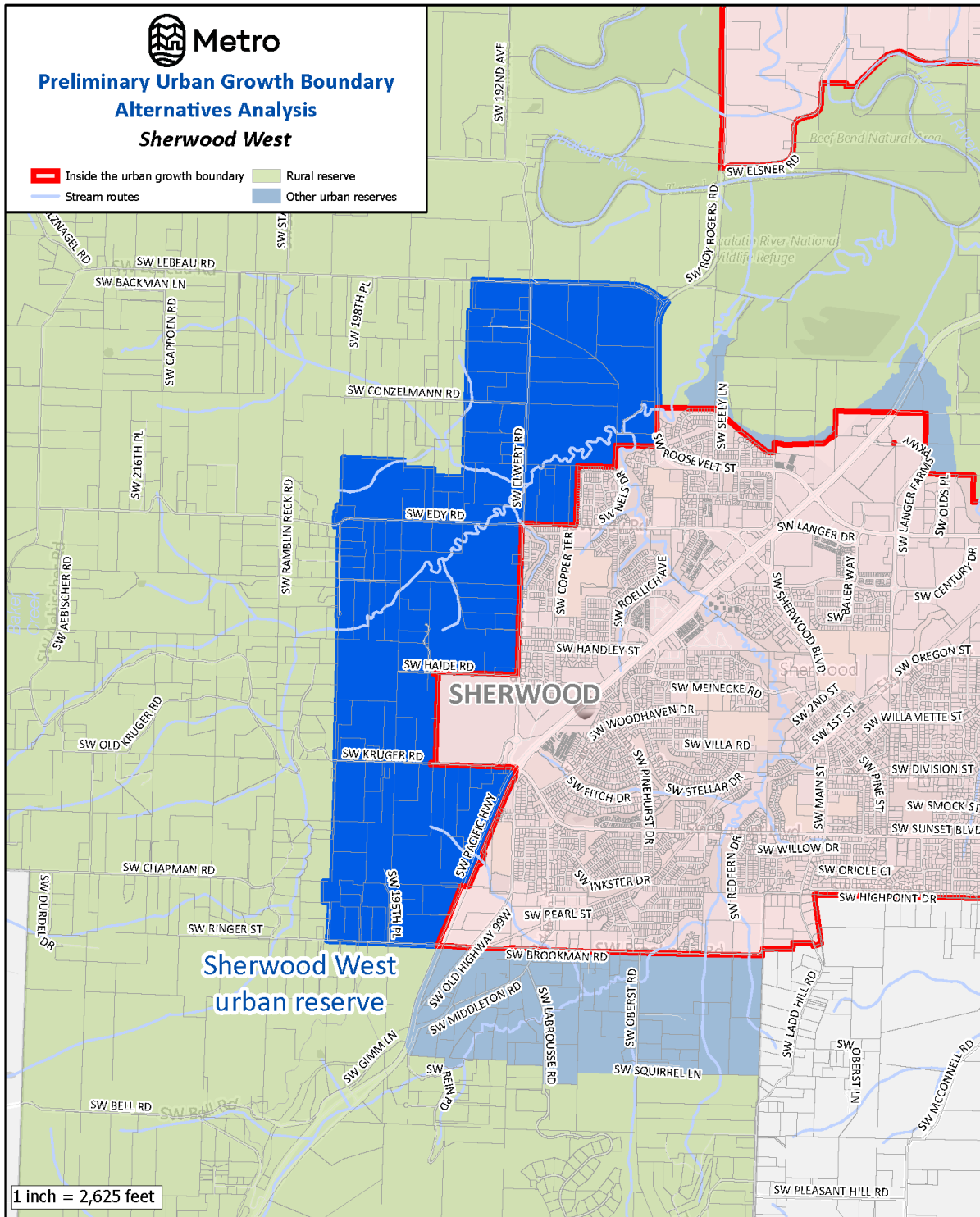
CITY OF SHERWOOD READINESS

Based on the draft 2024 Urban Growth Report (UGR) in addition to discussions at the Metro Council, MPAC, MTAC and the Urban Growth Report Roundtable as well as comments received during the public comment period, Metro staff believe there is a regional need to expand the UGB to provide more land for housing and job growth. Staff also encourage the Metro Council to set clear expectations for areas added to the boundary, so the expansion addresses not just local interests, but regional needs.

The City of Sherwood has completed extensive work to propose a UGB expansion for the Metro Council's consideration. The expansion proposal indicates that Sherwood is ready to take meaningful steps toward getting homes and businesses built in the proposed UGB expansion area. The Sherwood West Concept Plan includes proposed land uses to support up to approximately 5,500 housing units and 4,500 jobs. For those reasons, staff recommend that the Metro Council consider expanding the region's UGB to include the Sherwood West urban reserve.

Considerable work remains if the Metro Council chooses to add this area to the UGB. As part of this recommendation, staff encourage the Council to identify conditions ensuring that land added to the UGB will address a range of housing needs and provide industrial sites likely to attract family wage manufacturing jobs.

Figure 1: Recommended UGB expansion in the Sherwood West urban reserve



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The following pages of this report describe additional considerations that inform this staff recommendation.

THE REGION NEEDS MORE HOUSING OF ALL TYPES

It is well known that there is a national housing shortage, as well as housing shortages in Oregon and in the greater Portland region. This is reflected in housing prices and rents that remain high and in the growing number of people experiencing housing instability or homelessness. With the expectation that population growth will continue in our region – irrespective of the rate of that growth – we need more housing to be built.

The vitality of every community depends on having a diverse range of people from all backgrounds doing a broad range of work: teachers, contractors, daycare providers, nurses, and grocery store workers to name a few. As home prices rise and demand outstrips supply, we need to do more to provide housing opportunities for these essential workers in every community. Likewise, we need to provide housing options that suit people from all life stages: students seeking rental housing, growing families that need an additional bedroom, retirees seeking to downsize but remain in their community.

The primary question addressed by the Urban Growth Report is not just whether more housing is needed but whether there is enough space inside the existing UGB to meet that need. Land already available within the UGB provides opportunities for a diverse range of housing. The region’s track record, as documented in the 2024 UGR, shows that there is considerable market demand for urban housing close to transit, services, and amenities. Recent statewide allowances for ‘middle housing’ such as townhouses and duplexes are producing results, and we expect that more of these housing options will be provided in the future.

The draft UGR also indicates that, depending on our assumptions about the future, there is potentially a need for additional land to meet the region’s need for additional housing. As we consider bringing new areas into the UGB, we must make sure those areas will address the needs of a wide variety of households.

REGIONAL NEED FOR UGB EXPANSIONS FOR HOUSING

Under state law, the UGB can only be expanded when there is a demonstrated regional need for additional capacity to accommodate the next 20 years of forecasted growth. The analysis in the draft 2024 UGR’s range of growth estimates shows that the Metro Council has the latitude to determine that a need for more land exists.

Housing capacity

The draft 2024 UGR describes a range of possible housing growth capacity currently available within the urban growth boundary. The specific amount of housing capacity available within that range depends on expected market conditions and development responses. Consistent with the recommendation to plan for the baseline forecast described in the following

paragraph, staff recommend capacity assumptions that fall within the middle of the ranges established in the draft 2024 UGR.

For the 2024 growth management decision, staff recommend that the Metro Council base their decision on a finding that there is capacity inside the UGB for 175,500 additional homes. Details about that assumed growth capacity can be found in Attachment 1 to this recommendation and in the draft 2024 UGR.

Household forecast and capture rate

As a basis for this growth management decision, staff recommend that the Metro Council plan for the baseline forecast for the seven-county Metropolitan Statistical Area (MSA) for the 2024 to 2044 period. The baseline forecast describes the most likely amount of growth for the region. This means planning for approximately 315,000 more people and 203,500 more households in the MSA.

The UGB “capture rate” is used to describe the share of seven-county household growth that is expected to occur in the Metro UGB. For discussion purposes, the draft 2024 UGR scenarios assumed a 70 percent UGB capture rate. Staff have heard partner opinions and share optimism that the region will regain its reputation as an attractive place to live and work. Staff therefore recommend that the Metro Council consider planning to accommodate slightly more than 70 percent of the MSA’s household growth in the Metro UGB.

Notwithstanding recent declines after the pandemic-induced recession, this would represent a continuation of the historic upward trend in Metro’s UGB capture rate for household growth. Adding the Sherwood West urban reserve to the UGB can provide a means of achieving this slightly higher capture rate by attracting household growth that may otherwise occur outside of the Metro UGB.

Staff recommend that the Council plan for 176,500 to 180,800 additional homes in the Metro UGB to meet current and future housing needs. Additional details about how those numbers are derived can be found in Attachment 1 and in the draft 2024 UGR.

Housing capacity deficits

Comparing UGB housing growth capacity (175,500 homes) and housing needs (176,500 to 180,800 additional homes) indicates a potential deficit of capacity for 1,000 to 5,300 homes. Additional details about those deficits can be found in Attachment 1.

Depending on the mix of housing it includes, the Sherwood West urban reserve could meet the range of identified regional housing capacity deficits. The adopted Sherwood West Concept Plan describes a range of 3,117 (9.2 dwelling units/acre) to 5,582 (16.4 dwelling units/acre) homes.

PLANNING FOR JOB GROWTH

Future job growth requires more workers to fill those jobs. This means that our job growth forecast should be generally consistent with our expectations for population growth. Consequently, as with population and household growth, staff recommend planning for the baseline employment forecast, which estimates the most likely growth scenario.

Today, there are approximately 1,261,200 jobs¹ in the seven-county MSA. Staff recommend planning for an increase of approximately 110,000 jobs, for a total of 1,371,400 jobs in the MSA by the year 2044.

Based on long-term trends, staff recommend planning for 75% of the new MSA-level jobs in the Metro UGB.² Today, there are approximately 996,600 jobs in the Metro UGB. By 2044, an additional 82,500 new jobs are anticipated, for a total of 1,079,000 jobs within the Metro UGB.

NEED FOR LARGE INDUSTRIAL SITES TO ACCOMMODATE HIGH-TECH MANUFACTURING GROWTH

Using the baseline employment forecast, the draft 2024 UGR identifies a surplus of 4,550 acres of industrial land in the region. However, as also explained in the draft UGR, most of the region's industrial land supply consists of smaller parcels with an average lot size of 3.8 acres and a median lot size of 1.7 acres. Although these smaller industrial spaces are in demand, they cannot serve the needs of the entire industrial market. The draft UGR describes a shortage of larger industrial sites for the expansion of existing businesses and recruitment of companies from outside the region; in particular, there is a lack of unconstrained parcels with relatively flat slopes and proximity to transportation facilities that could be aggregated into larger 50+ acre industrial sites.

The 2022 Oregon Semiconductor Taskforce Report identified a statewide need for four sites of 50 to 100 acres suitable for high tech manufacturers. As described in the draft UGR, the greater Portland region is the heart of the state's high-tech economy; however, the current regional inventory does not include enough industrial sites with characteristics that are suitable for addressing this need.

High tech manufacturing has become a major focus of incentive programs from the federal government designed to increase domestic production of critical technologies. Our region has significant competitive advantages in designing and manufacturing technologies to help adapt to and mitigate climate change and improve global connectivity. Staff analysis indicates that our region lacks enough available and unconstrained sites of sufficient size, slope, and proximity to

¹ These figures are for non-farm jobs because the task of growth management decisions is to estimate land need for urban uses.

² The draft 2024 UGR employment land demand analysis incorporates different UGB capture rates for different sectors. 75% is the historic UGB capture rate for the 1979-2022 period across all non-farm sectors.

existing transportation facilities and high-tech manufacturing clusters to allow for growth of these critical industries over the next 20 years. A lack of available sites would be a limiting factor in our region's ability to take advantage of historic incentives to support economic development.

Under Statewide Planning Goal 14, Metro is authorized to expand the UGB onto land that is suitable to meet a particular identified need based on specific site characteristics. Staff recommend that, based on the necessary site characteristics described above, the Metro Council address a need for two 50+ acre sites by expanding the UGB to include the mixed employment area in the north end of the Sherwood West concept plan. Staff further recommend that the Metro Council consider conditions of approval to protect these important large sites to help ensure that they will address the identified need.

ADDITIONAL LANDS TO SUPPORT COMMERCIAL JOB GROWTH

The draft 2024 UGR identified a baseline deficit of 320 buildable acres to support expected commercial job growth. Sherwood has included at least 135 acres for commercial employment in its concept plan. Staff recommend that the Metro Council address the commercial land need described in the UGR by expanding the UGB to include the Sherwood West urban reserve. The remaining deficit beyond that addressed by a potential expansion is within the margin of error for a long-range land need analysis. To the extent that there may be additional demand for commercial land, staff expect that demand would be addressed through additional redevelopment.

POTENTIAL UGB CONDITIONS OF APPROVAL

With the goal of expanding housing choices and reducing housing costs, protecting industrial sites, and continuously improving engagement for planning efforts, staff recommend that the Council consider conditions on the proposed UGB expansion. The bullets below provide suggestions for several topics that could be addressed by conditions of approval. Generally, these recommended conditions reinforce the work that the City of Sherwood has done in its Sherwood West Concept Plan. For example:

- In order to achieve a mix of housing types, the Metro Council could establish an expectation for a minimum number of homes. This could fall within the range proposed by the City of Sherwood's adopted Sherwood West Concept Plan (base density of 9.2 units per acre to a maximum density of 16.4 units per acre). The difference between these reflects the actualization of "missing middle" housing allowed by HB 2001 (2019). The city of Sherwood would determine housing mix details in their comprehensive planning process.
- The greater Portland region is in an affordable housing crisis. We need more housing options for people who make less than the region's median income (currently \$116,900 for a family of four). Sherwood elected officials and staff have expressed an interest in

creating opportunities to live and work in their community. That will require us to work together to ensure housing affordability and not just leave it up to the market. The Metro Council could set out conditions to guide this work.

- Staff’s recommendation to create and protect large industrial sites is intended to achieve widely shared goals to grow our region’s high-tech manufacturing sectors. The Metro Council could consider specific goals or restrictions to make sure this happens.
- Creating inclusive communities means bringing a variety of perspectives into the planning process. Staff recommend a broad-based approach to community engagement that goes beyond collecting input from those who currently live near the expansion or those who have typically engaged in city planning – and include community members and Community Based Organizations representing historically marginalized groups. Staff also recommend inviting interested Tribes to engage in the city’s planning processes.

ADDITIONAL RECOMMENDATIONS

Improve how we assess equity in growth management decisions

For many years, Metro has had the goal of addressing racial equity in its work, including urban growth management decisions. We’ve tried several approaches including:

- Using the Regional Equity Atlas to provide decision makers with contextual information.
- Requiring cities proposing expansions to describe how they are working to advance racial equity.
- When we’ve expanded the UGB, requiring and supporting cities in conducting broad-based community engagement for their comprehensive planning.
- Assessing equity outcomes in past UGB expansion areas.

In keeping with our tradition of always seeking to learn and do better, staff recommend that Metro Council direct staff to work with its advisory committees to identify possible amendments to Title 11 of the Urban Growth Management Functional Plan to require local governments to complete equity assessments when concept planning for new urban areas.

Consult with Tribes

Tribes are independent sovereigns with inherent powers of self-government and relationships with the U.S. government that derive from treaties, federal law and executive orders. These Federal-Tribal relations are political and do not derive from race or ethnicity. Treaties are listed among the elements that make up “the supreme law of the land” under Article VI of the U.S. Constitution.

The lands now known as the greater Portland metropolitan area are part of the aboriginal homelands, traditional use areas and trade networks of numerous Tribes. For millennia, Indian people resided throughout the Willamette Valley and along the Willamette and Columbia Rivers

and their tributaries in traditional villages, permanent communities and seasonal encampments. The relationship of Tribes, their lands and interests extend from time immemorial to the present day and beyond. Each Tribe's interests are distinct. These interests may overlap and intersect with the urban growth boundary in various ways.

Metro and other local governments need to do a better job of consulting with Tribes on growth management and land use issues that have the potential to impact tribal interests and priorities such as treaty rights, the protection of sensitive cultural resources, or enhancing the welfare of tribal members residing in urban areas off reservation. For that reason, staff recommend that Metro Council direct staff to work with interested Tribes, Metro's Tribal Affairs program and its advisory committees to identify possible amendments to Title 11 of the Urban Growth Management Functional Plan to require local governments to consult with Tribes when concept planning and comprehensive planning new urban areas. Staff also recommend that Metro identify opportunities to ensure and improve Metro's Urban Growth Report technical analyses are inclusive of relevant tribal priorities, expertise, and data sets.

Revise how we accounted for slopes on employment lands

Recent discussions at the UGR Roundtable and the Metro Policy Advisory Committee (MPAC) have raised questions about the assumptions staff make when inventorying buildable employment lands. We have heard questions about our assumed thresholds for steep slopes and whether some of those lands are viable for development.

Based on their professional expertise and review of other jurisdiction's work, Oregon Department of Land Conservation and Development staff have recently advised Metro to use a 10% slope threshold when inventorying buildable employment lands. Staff will revise the UGR analysis of employment land capacity to follow that advice. That revised analysis will be included in the final UGR presented for Metro Council adoption later this year.

Using this more conservative slope threshold does not change the analysis in the draft 2024 UGR that the baseline forecast indicates there is enough industrially-zoned land inside the UGB to match generally expected job growth, at least before assessing a more specific need for additional land with particular site characteristics. Most importantly, it doesn't change the fact that we collectively need to focus on the investments and actions necessary to make sure more of these employment lands are shovel-ready to capitalize on economic development opportunities. That includes necessary regional discussions about site aggregation, brownfield remediation, infrastructure financing, zoning changes, incentive programs and more.

Update the region's vision for its future

Our region had the foresight 30 years ago to adopt the region's Future Vision and 2040 Growth Concept. These long-range plans helped guide how greater Portland has responded to population growth in a way that reflects shared community values. The Growth Concept has

served us well and has positioned us to address the challenges of climate change and racial equity, but we know there's more work to be done to prepare for these and other future issues.

A lot has changed since the region adopted the Future Vision and the 2040 Growth Concept. Staff will bring a work program to Metro Council to renew the Future Vision and 2040 Growth Concept in Fall 2024. This work will help address many, though not all, topics and potential actions that came up while developing this urban growth management recommendation.

This work program should include an assessment of how these existing plans have performed for the region's residents: what has worked well or turned out as envisioned, and where there is still work to do or turned out differently from the vision. While we believe the fundamentals of the Vision and Growth Concept are still relevant, it is essential to demonstrate this through study.

Planning for 25 and 50 years in the future also requires understanding where today's trends may potentially take the region. The work program should include investigation of how climate change, demographics, technology, and other topics will change in the coming decades and how visioning can prepare the region to adapt to these shifts.

The updates of these long-range plans must also capture topic areas not currently addressed in the 1995 versions of these documents that are of greater importance and interest today. These include, but are not limited to: racial equity, climate resilience and adaptation, arts and culture, anti-displacement strategies, and Tribal relations. Updates must also address how Metro's purview has changed since 1995 to encompass major roles in the region's housing and parks and natural areas.

PUBLIC COMMENTS

Metro held a public comment period from the release of the draft UGR on July 9 through August 22. 349 survey responses were received during this period. We heard a variety of viewpoints about the draft Urban Growth report and the City of Sherwood's expansion proposal. Themes from comments about the expansion proposal include:

- Optimism about future growth potential, including the potential for a resurgence of high-tech manufacturing
- Interest in more housing and job opportunities in Sherwood, including housing choices for seniors, young families and other demographic groups
- Concern about the impacts of a potential UGB expansion on traffic, with the lack of transit options available in Sherwood
- Concern about impacts on farmland and agricultural activities
- Importance of housing affordability
- Concern about impacts on the environment and climate change
- Concern about impacts of new development on existing public infrastructure leading to tax increases for current residents
- Concern about potential impacts on schools

- Recommendation to use land within the UGB before expanding

We also received input about the methodology of the draft UGR. Themes include: suggestions for different approaches to the buildable land inventory, population projections, and density estimates.

These comments highlight the variety of issues that need to be balanced by the UGR. While this staff recommendation does not address every technical topic raised, it acknowledges that the UGR is a point-in-time document that seeks to balance interests and provide a reasonable range of estimates for the Metro Council to determine whether to expand the UGB and accept the City of Sherwood's proposal.

TIMELINE (SUBJECT TO CHANGE)

- August 26, 2024: Release COO recommendation
- August 28, 2024: MTAC discussion of COO recommendation and public comment themes
- September 5, 2024: Council work session on COO recommendations and public comment themes; *(full public comment summary provided at Council meeting)*
- September 11, 2024: MPAC discussion of COO recommendation and recommendations to Council; request any final MTAC advice
- September 18, 2024: MTAC advice to MPAC, if requested
- September 19, 2024: CORE recommendation to Council
- September 25, 2024: MPAC recommendation to Council
- September 26, 2024: Council holds public hearing on COO recommendations
- October 8, 2024: Council provides direction to staff at work session
- November 21, 2024: Council first reading of ordinance; public hearing
- December 5, 2024: Council second reading of ordinance; decision

ATTACHMENT 1: HOUSING CAPACITY, NEED, AND DEFICIT ASSUMPTION DETAILS

The tables below include specific numbers, but long-term estimates cannot be expressed this precisely. For that reason, the final totals are rounded to the nearest hundred.

Table 1: Recommended housing capacity assumptions (Metro UGB, 2024-2044)

	UGB Capacity Assumptions (number of homes)			
	single-detached	middle housing	multifamily	Total
Vacant land (larger mix of single-unit detached)	34,944	13,228	42,970	91,142
Redevelopment (Baseline)	12,292	11,727	24,382	48,400
Concept plan areas and planned development on vacant land	9,096	6,662	4,138	19,896
Other planned redevelopment	135	172	9,830	10,137
Office-to-residential conversion (baseline)	-	-	1,000	1,000
ADUs and middle housing conversion/infill (low)	-	4,955	-	4,955
Total UGB capacity (rounded)	56,500	36,700	82,300	175,500
Capacity housing mix	32%	21%	47%	100%

Table 2: Recommended Metro region current and future housing need assumptions (2024-2044)

7-county MSA baseline household growth (2024-2044)	203,530
Future household growth in Metro UGB (70% to 72% Metro UGB capture)	142,500 to 146,500
Add 5% vacancy rate (to convert future households to homes)	7,100 to 7,400
Subtotal of UGB future housing needs (number of homes)	149,600 to 153,900
Add current housing needs (underproduction, houselessness, 2 nd and vacation rentals)	26,953
Total current and future UGB housing need (2024-2044, rounded)	176,500 to 180,800

Table 3: Metro UGB current and future housing need and deficit assuming 70% UGB capture

	UGB Housing Need at 70% UGB Capture			
	single-detached	middle housing	multifamily	Total
Future need: baseline forecast (see Table 1)	56,846	32,911	59,838	149,594
Units lost to 2 nd and vacation homes	1,072	1,769	443	3,285
Historic underproduction	726	2,089	12,160	14,975
Households experiencing houselessness	-	40	8,653	8,693
Total Housing Need (rounded)	58,600	36,800	81,100	176,500
Needed housing mix	33%	21%	46%	100%
Total UGB capacity (rounded)	56,500	36,700	82,300	175,500
Deficits (rounded)	(2,200)	(100)	1,200	(1,000)

Table 4: Metro UGB current and future housing need and deficit assuming 72% UGB capture

	UGB Housing Need at 72% UGB Capture			
	single-detached	middle housing	multifamily	Total
Future need: baseline forecast (see Table 1)	58,470	33,851	61,547	153,868
Units lost to 2 nd and vacation homes	1,072	1,769	443	3,285
Historic underproduction	726	2,089	12,160	14,975
Households experiencing houselessness	-	40	8,653	8,693
Total Housing Need (rounded)	60,300	37,700	82,800	180,800
Needed housing mix	33%	21%	46%	100%
Total UGB capacity (rounded)	56,500	36,700	82,300	175,500
Deficits (rounded)	(3,800)	(1,000)	(500)	(5,300)

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

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

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

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503-797-1700

Conversation with Tracy Loh
Work Session Topic

Metro Council Work Session
Tuesday, October 08, 2024

Materials following this page were distributed at the meeting.



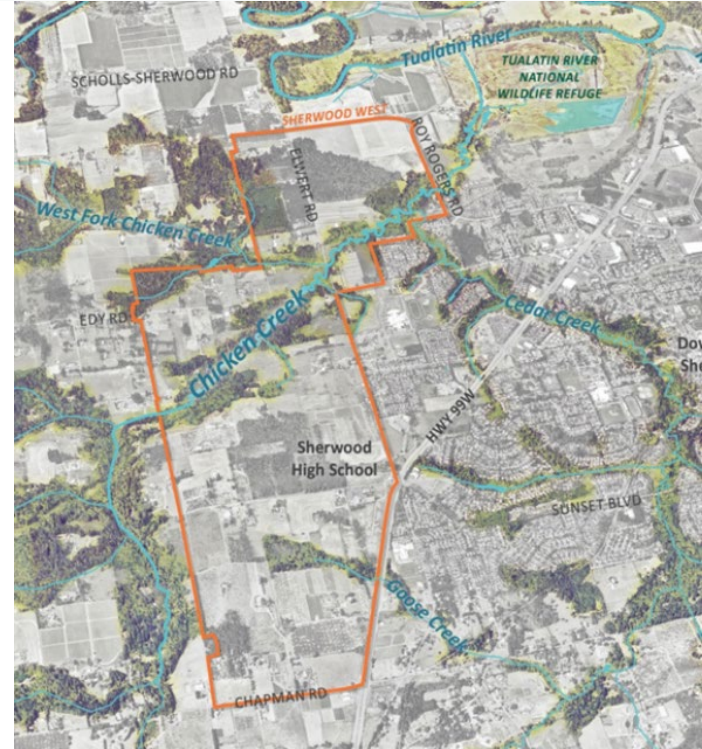
Metro

Urban growth management: Metro Council direction to staff

**Council work session
October 8, 2024**

Does Council wish to proceed with the COO recommendations?

- Expand the UGB to include the Sherwood West urban reserve, based on a regional need for land for housing and industrial development
- Develop conditions of approval that clarify City commitments and address regional values

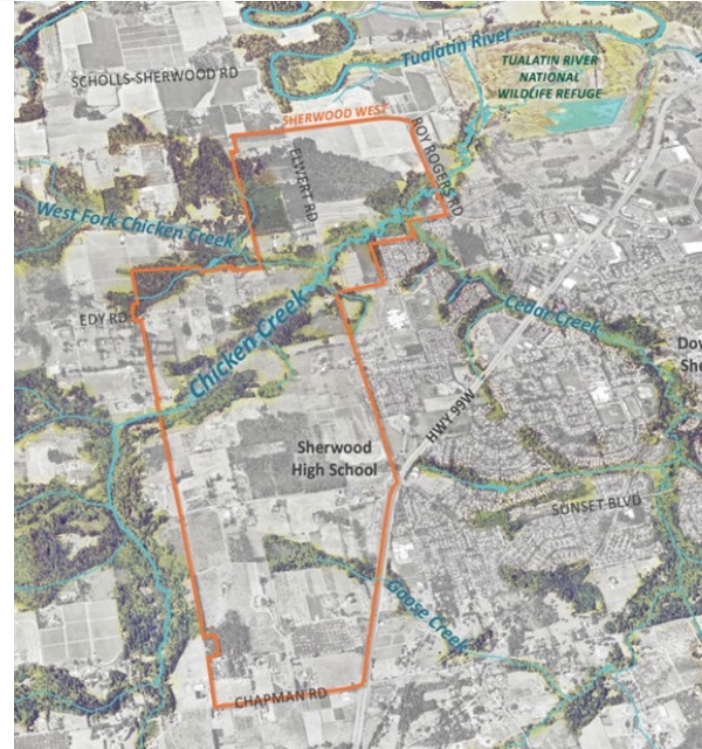


Topics for potential conditions of approval

- Number of housing units
- Housing affordability
- Protections for large industrial sites to grow the region's high-tech manufacturing sector
- Broad based community engagement
- Tribal consultation

COO/Staff Recommendations

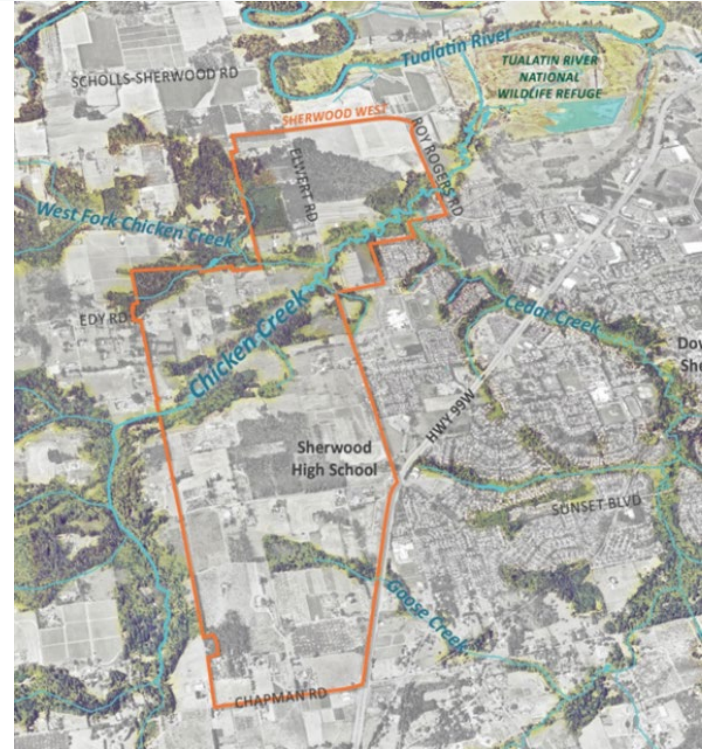
- Expand the UGB to include the Sherwood West urban reserve, based on a regional need for land for housing and industrial development
- Develop conditions of approval that clarify City commitments and address regional values



	July	August	September	October	November	December
Council	Discussion of draft Urban Growth Report	Public comment survey available until August 22 COO/Staff recommendation	Public hearing on COO/Staff recommendation	Council direction on decision Oct 8	Council first reading; public hearing Nov 21	Council second reading; final decision Dec 5
MPAC			Discuss COO/Staff recommendation; <i>Recommendation to Council</i>			
MTAC			Discuss COO/Staff recommendation; <i>Recommendation to MPAC</i>			
CORE			Discussion with Sherwood staff	Discussion of UGB condition concepts	Discuss COO/Staff recommendation; <i>Recommendation to Council</i>	

Does Council wish to proceed with the COO recommendations?

- Expand the UGB to include the Sherwood West urban reserve, based on a regional need for land for housing and industrial development
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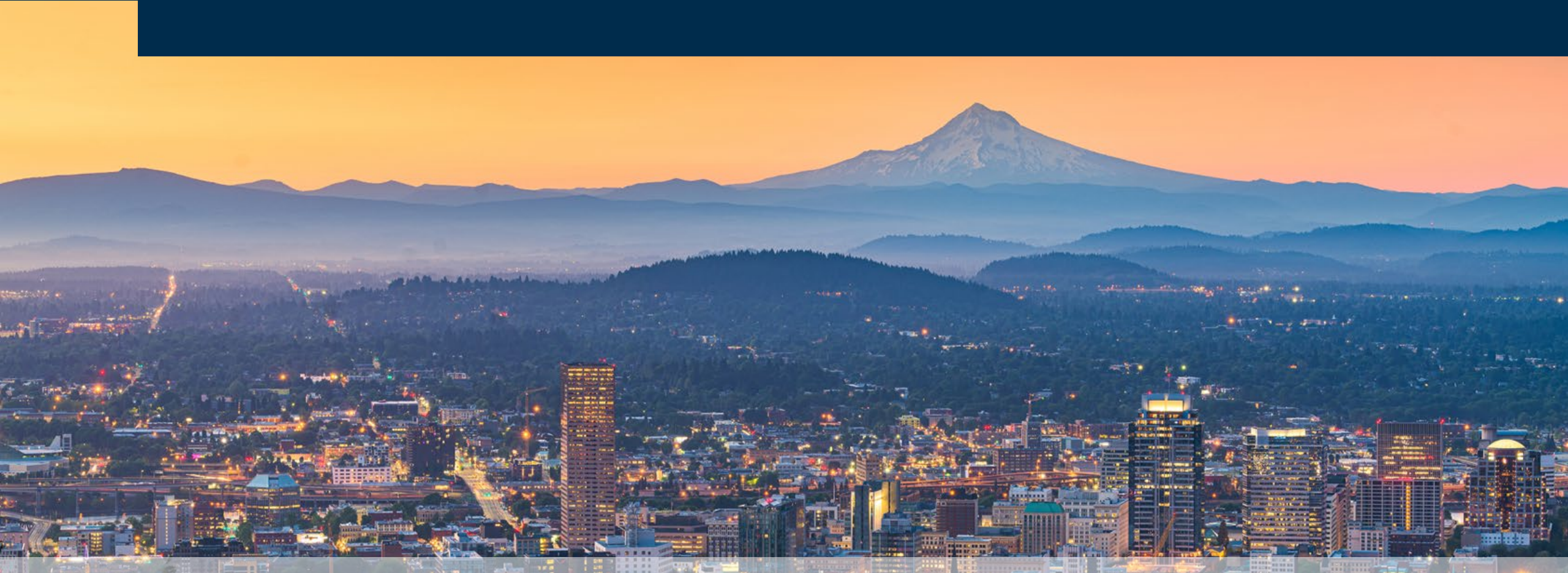


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How to Break the Urban Doom Loop

Five strategies for the future of downtowns, cities, and regions



Tracy Hadden Loh, Brookings Metro
Portland | October 8, 2024

BROOKINGS



**Remote Work Is Costing
Manhattan More Than
\$12 Billion a Year**

65% of Bay Area residents say fear of crime keeps them from visiting big city downtowns

Some cities confront it head on: 'Downtown ... is not coming back'

**Why Americans Are Leaving
Downtowns in Drove**

*Public Transit Officials Fear Virus
Could Send Systems Into 'Death
Spiral'*

**The 'office apocalypse' is
upon us**

**How a 'Golden Era for Large Cities'
Might Be Turning Into an 'Urban
Doom Loop'**

#1 - Crime: both perceptions and reality matter

“Safety, security, substance use, and mental health—just the experience in public areas—are the number-one issues preventing return-to-office.” — Seattle

“Commuting on the Red Line, Blue Line, etc. is an experience that’s completely deteriorated. It’s drug use, smoking, and worse.”
— Chicago

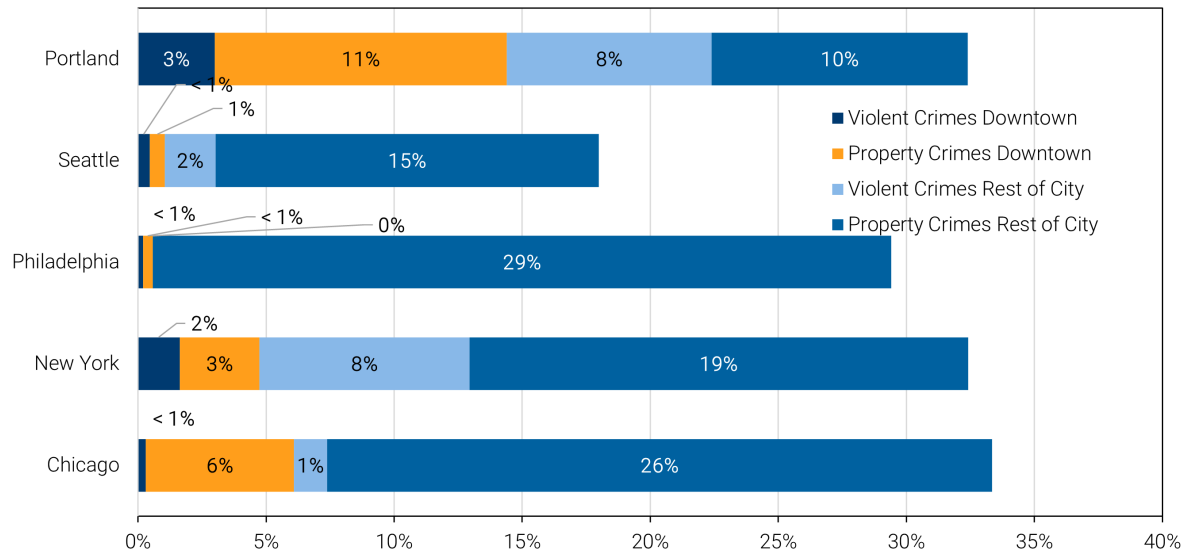
“People are scared. They’re afraid to walk on the streets. A woman on the first day of [return-to-office] got punched to the ground on the way to work across the street from our campus.” — Philadelphia

““There’s no question: The crime that’s gone up in this neighborhood is burglary, larceny. It’s all stealing. You can’t buy half-and-half anymore, it’s locked. You have to get an assistant to get half-and-half. Everything’s locked up.” — New York City

#1 - Crime: both perceptions and reality matter

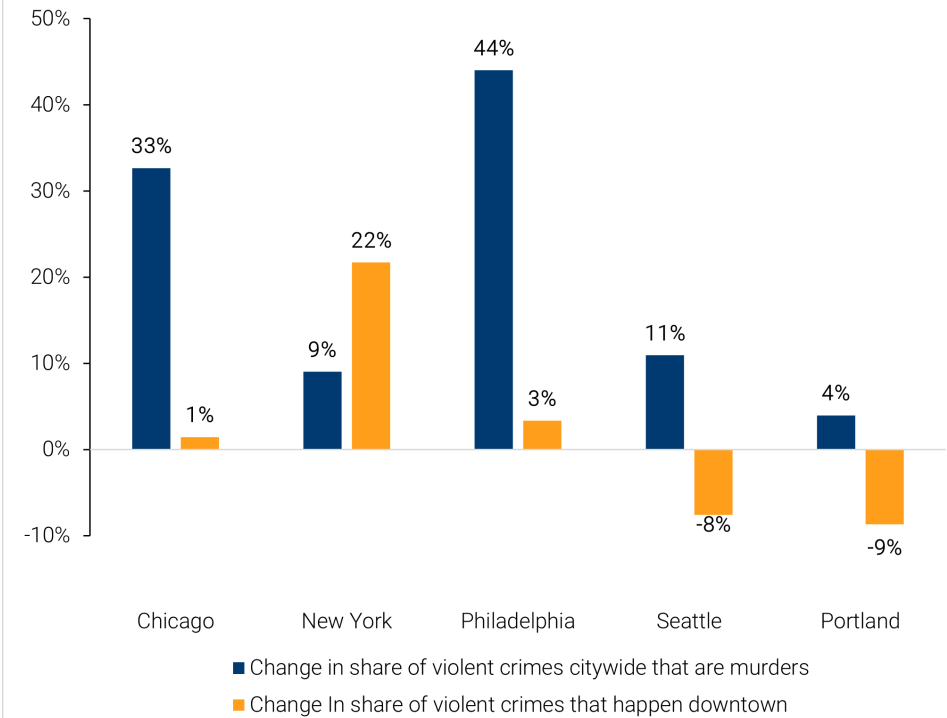
Figure 2b. Change in Crime by Location

2019 - 2022












Source: Brookings analysis of city police department precinct-level data, 2019 - 2022.

Shifting crime trends by type and location



Source: Brookings analysis of city police department precinct-level data, 2019 - 2022.

#2 – The need to understand adaptive reuse and resilience

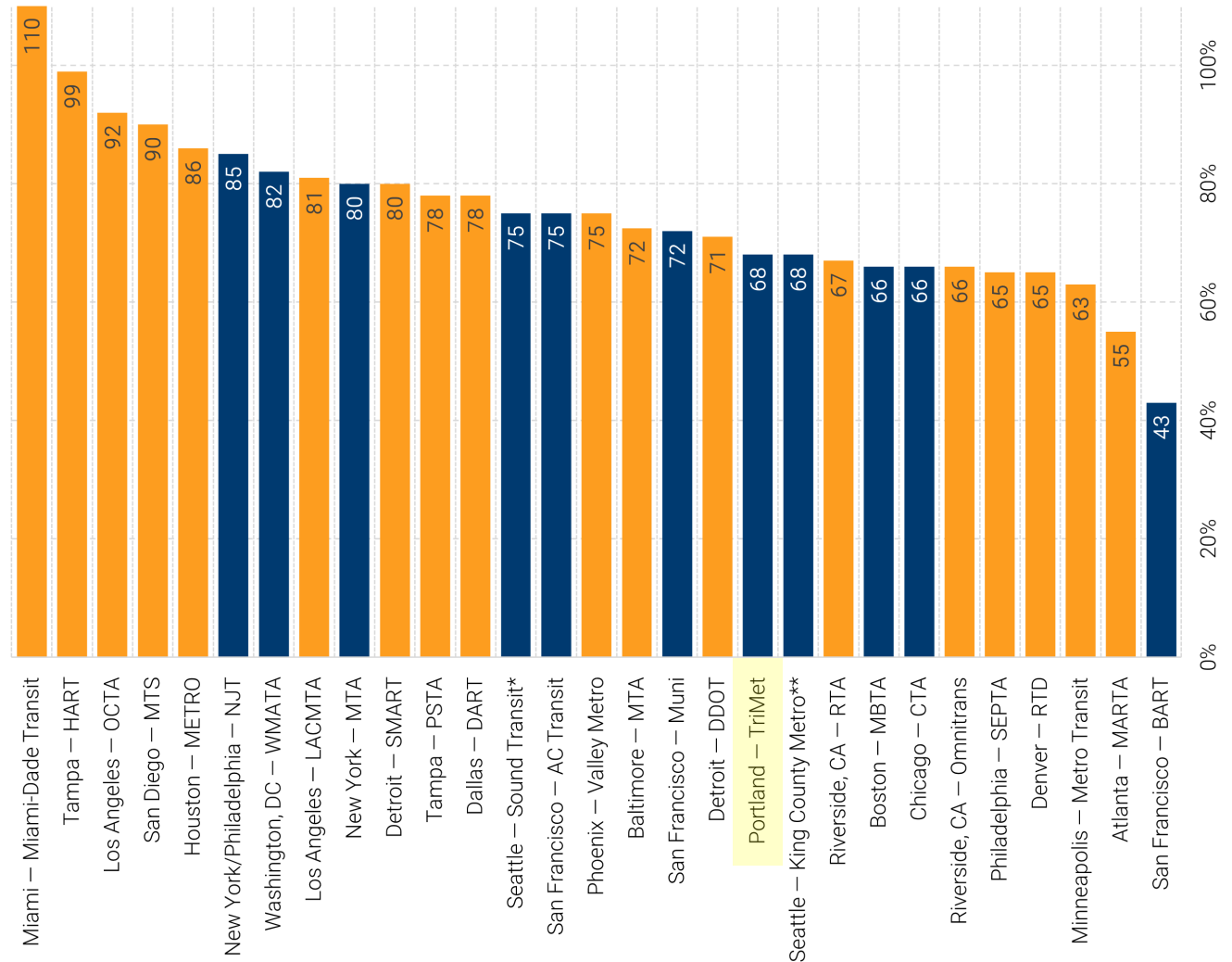
Offices are over			Office use continues
Too many offices are bad anyway			It's not too many offices – it's too little offices!
Demand from residents can replace demand from workers			Housing strengthens demand for offices – and other stuff.
Cities are about to go broke!!!			Many residential tax bases are stronger than ever
Office conversions can solve the housing crisis			Office conversions are a pricey way to add a fraction of what we need

#3 – The future of transit

Varying transit ridership recovery in large metro areas

Jan-Apr 2024 Ridership as Share of Jan-Apr 2019 Ridership

- Low ridership region
- High ridership region



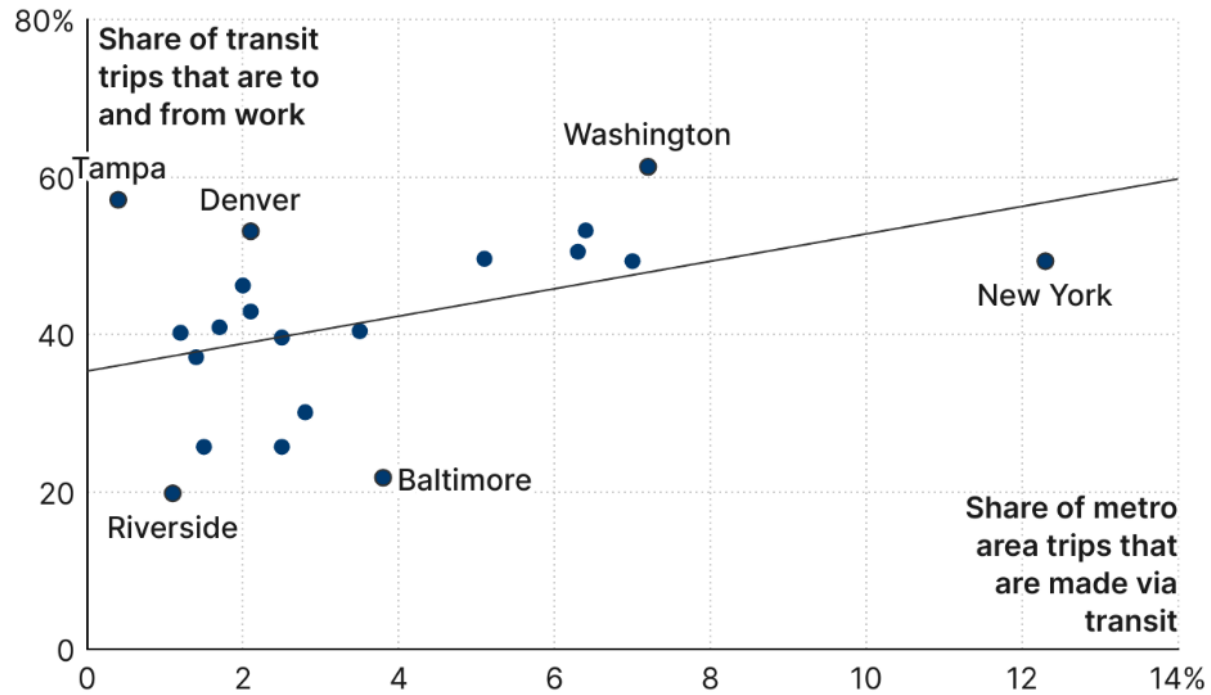
Source: Brookings analysis of Federal Transit Administration National Transit Database

Note: *King County Metro provides most bus service in Seattle while Sound Transit operates the Link Light Rail. A major rail expansion in Oct. 2021 led to a significant shift of ridership from King County Metro to Sound Transit.

#3 – The Future of Transit

Metro areas with high transit ridership had larger shares of transit trips to or from work pre-pandemic

20 largest US metro areas



Source: 2017 National Household Travel Survey

B | Brookings Metro

#4 – Hope for homelessness

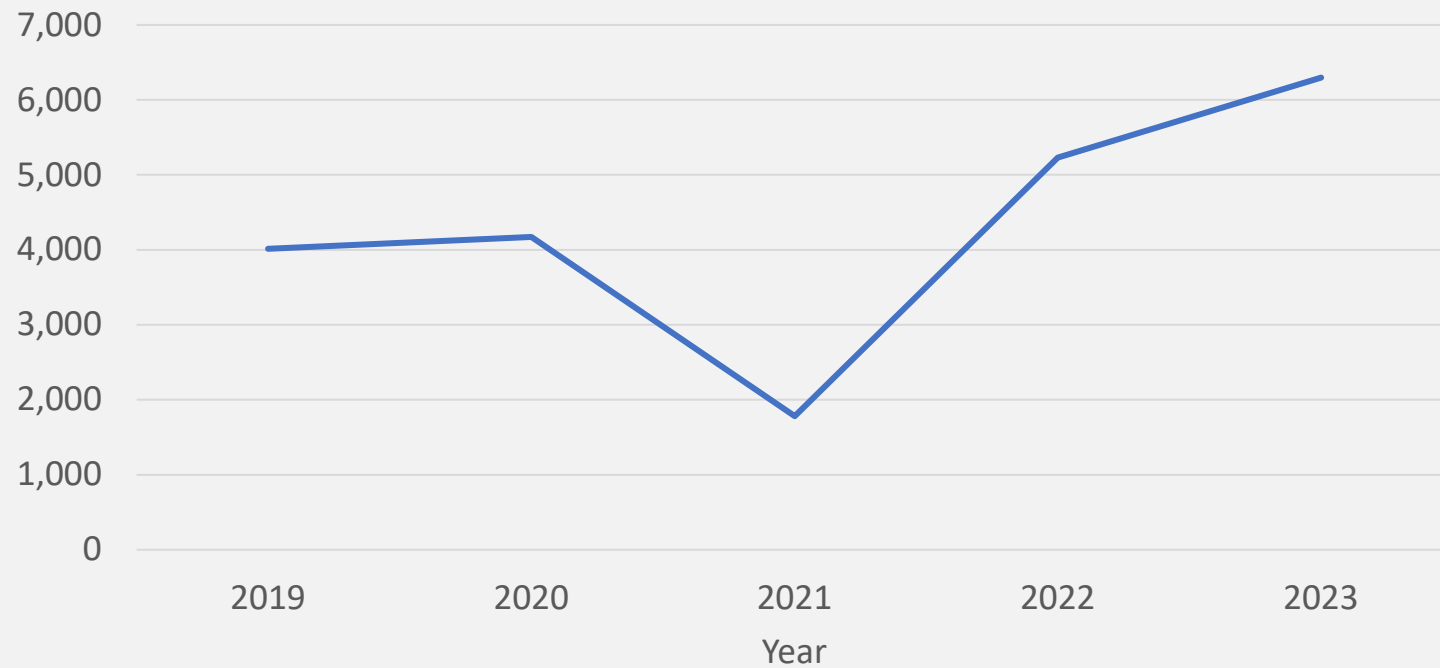
Table 1: The prevalence of homelessness varies widely among major cities					
Rank	HUD Continuum of Care (CoC)	Homeless per 100K	% Change from 2022	Unsheltered per 100K	% Unsheltered
1	New York City CoC	1,056	42%	49	5%
2	Boston CoC	801	17%	26	3%
3	Portland, Gresham/Multnomah County CoC	792	20%	496	63%
4	Long Beach CoC	764	5%	550	72%
5	Los Angeles City & County CoC	734	10%	538	73%
39	El Paso City & County CoC	128	33%	19	15%
40	Milwaukee City & County CoC	115	27%	10	9%
41	Jacksonville-Duval, Clay Counties CoC	100	-3%	32	32%
42	Raleigh/Wake County CoC	78	-40%	39	51%
43	Virginia Beach CoC	69	-11%	18	26%
44	Houston, Pasadena, Conroe/Harris, Ft. Bend, Montgomery, Counties CoC	52	5%	20	38%
	HUD Major City CoC average	299	15%	108	34%

Source: Brookings analysis of Department of Housing and Urban Development Point-in-Time Counts and 2022 American Community Survey 1-year population estimates

Note: HUD categorizes CoCs into four groups: major city, other largely urban, largely suburban, and largely rural. There are 49 "major city" CoCs. The Detroit, Oakland, Sacramento, San Francisco, and Seattle/King County CoCs did not conduct unsheltered counts in 2023, and are excluded from this table.

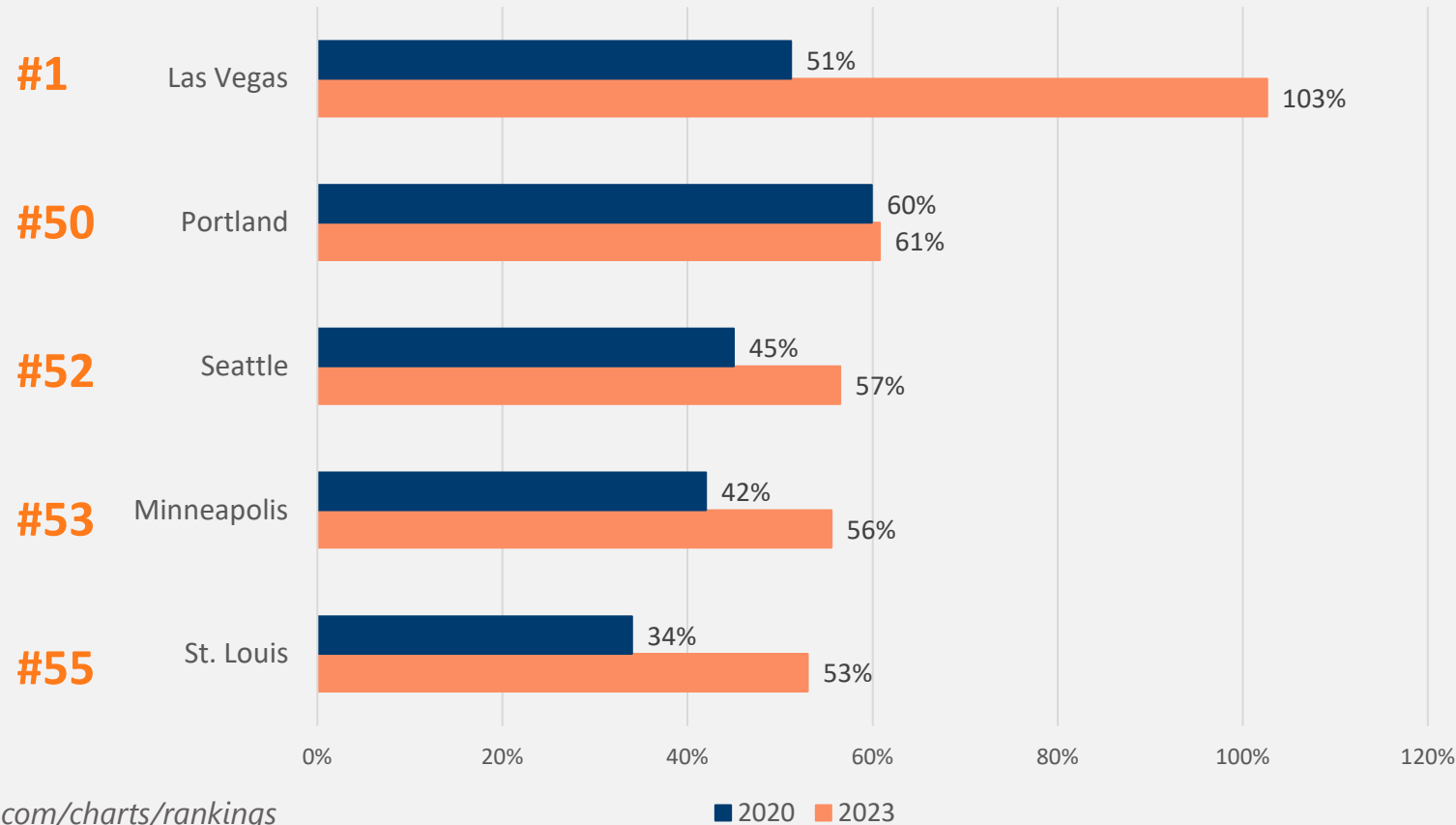
#4 – Hope for homelessness

Overall Homelessness in Portland City
and Gresham/Multnomah County
2019-2023



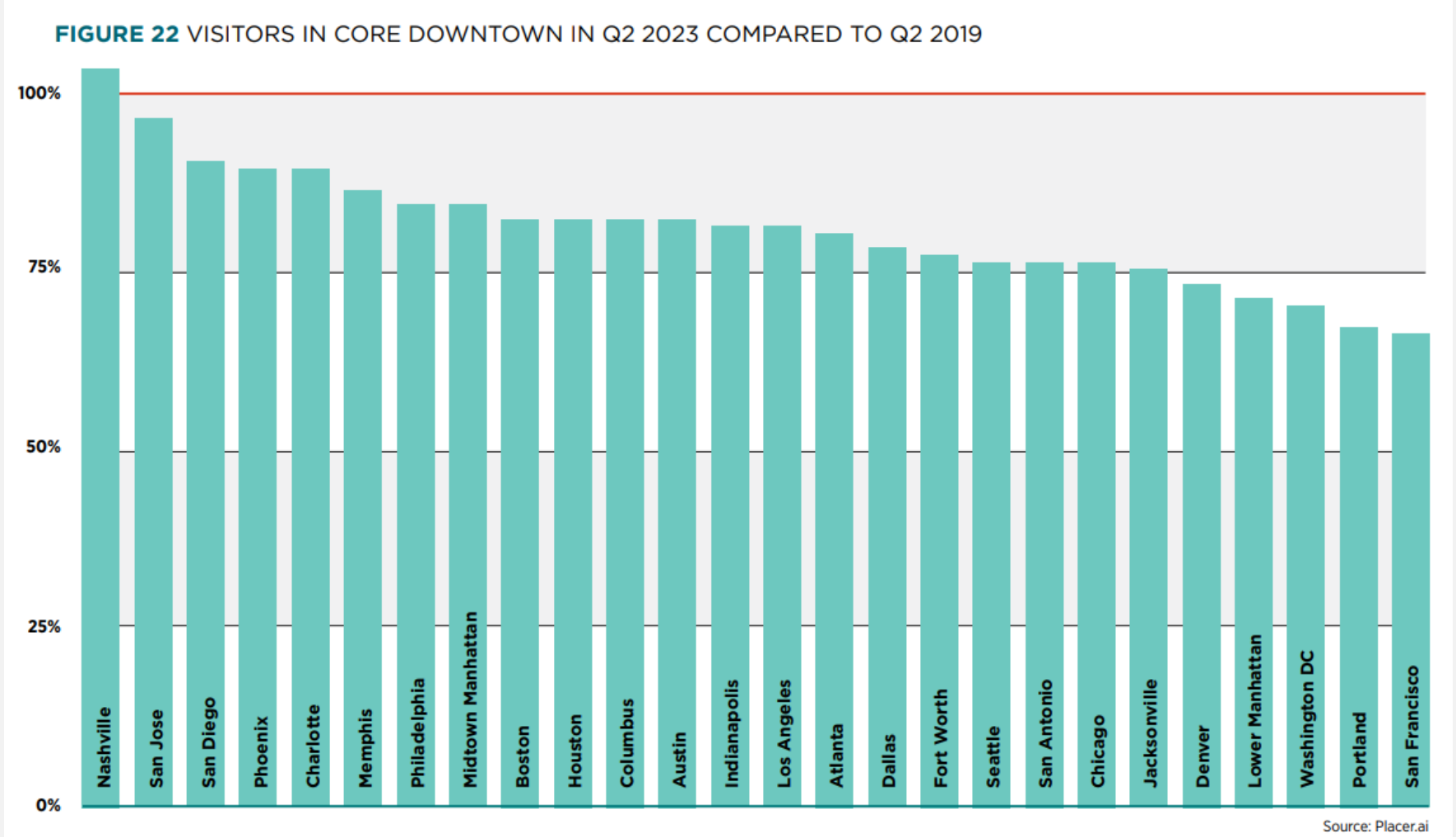
#5 – Defining “recovery”

Fig. 1 Downtown Foot Traffic Trends Relative to 2019



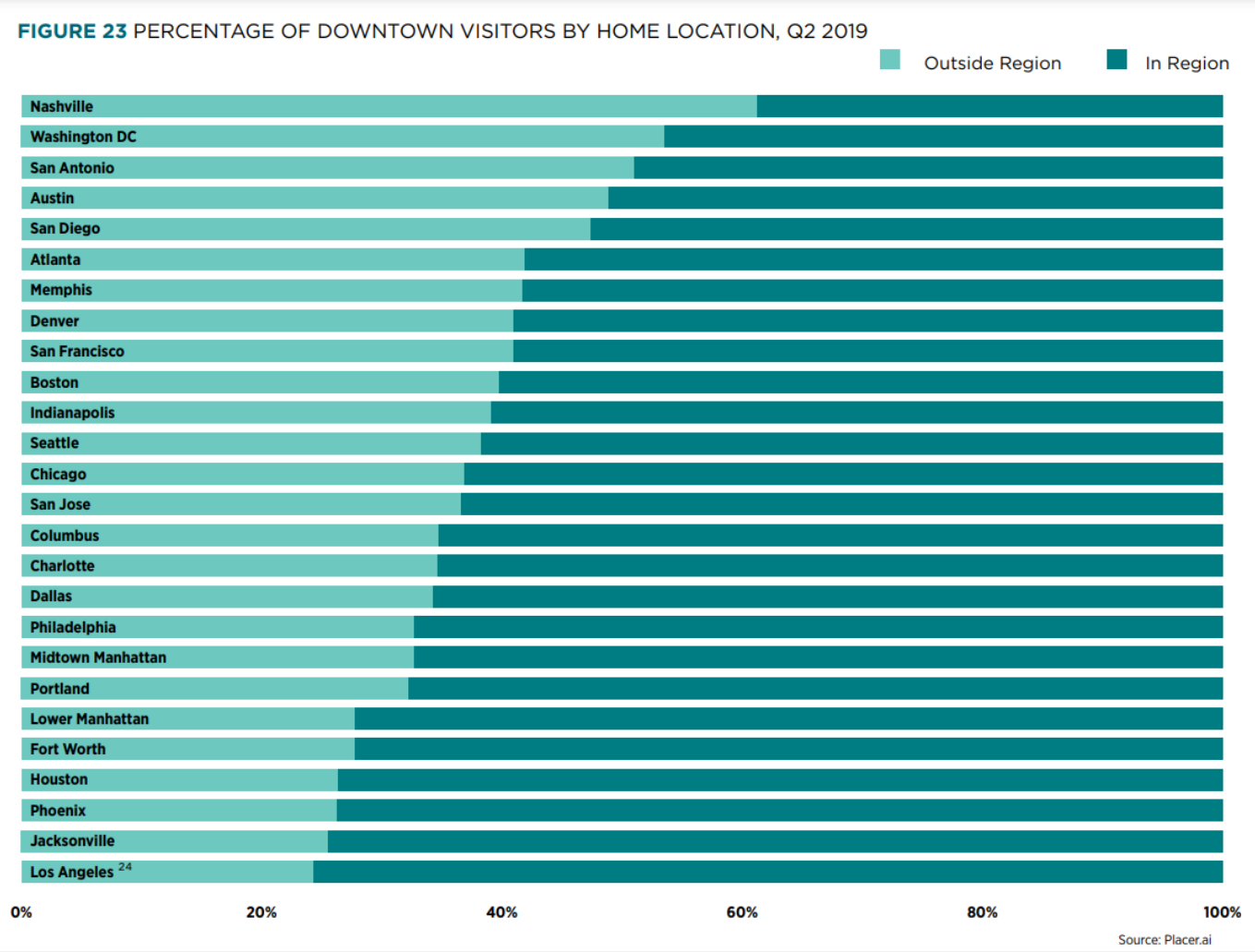
Source:
<https://downtownrecovery.com/charts/rankings>
https://downtownrecovery.com/charts/rankings_archived

It's not just employers/workers not choosing downtown



Source: Center City District, "Downtowns Rebound: The Data-Driven Path to Recovery", 2023

It's not just employers/workers not choosing downtown



Source: Center City District, "Downtowns Rebound: The Data-Driven Path to Recovery", 2023



What to do about it?

Tailor crime response strategies to high- and low-crime areas, and **invest** in the built environment, placemaking, and place governance to promote **reassurance and belonging**.





Consolidate jobs and other assets in activity centers including downtown. Make it easier to build new buildings and change old buildings. Make downtown somewhere people want to be. Be **flexible**.

Maximize **transit-oriented development** in order to leverage transit investments. Prioritize bus networks and customer service.





Stop looking for someone, something, or somewhere else to blame and **build for zero** with a coordinated regional approach to homelessness anchored in data.

What works for downtowns can be tailored to work elsewhere – empower places to self-help and **explicitly link** downtown prosperity and neighborhood well-being.

