



2018 growth management decision

Public comment report

City expansion proposals

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

August 2018





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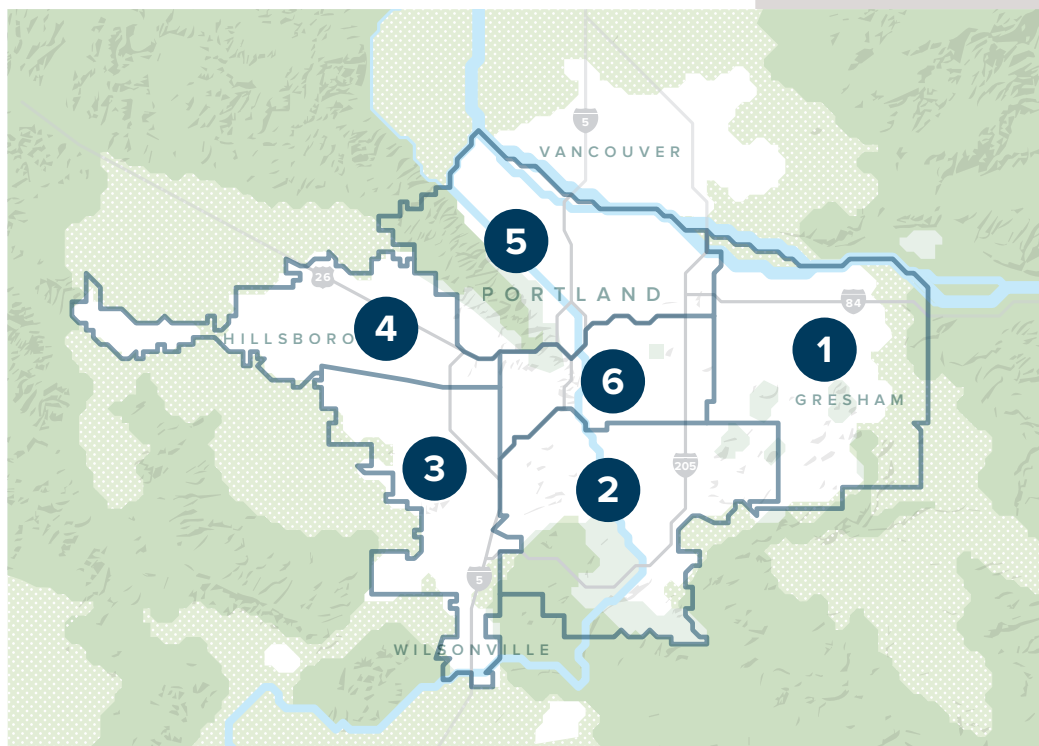


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SUMMARY

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

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

Online survey

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

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

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

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

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

Project materials and website

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

PURPOSE AND BACKGROUND

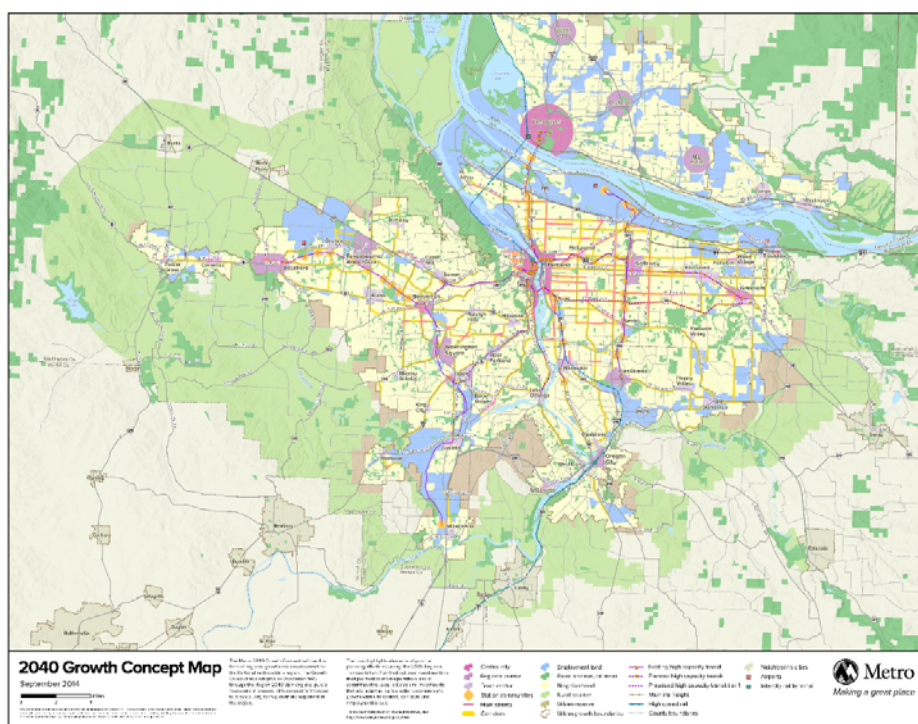
As people move here and businesses create jobs, greater Portland's urban growth boundary (UGB) makes the most of developable land served by public services such as sewers, electricity, roads and transit. The urban growth boundary protects farms and forests, promotes economic development, encourages equitable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

A tradition of shaping the future to protect quality of life

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

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

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



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

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

RESULTS

Online survey

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

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

If we expand, where should we grow?

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

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

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

The following table was also provided for the survey respondent:

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

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

Respondents: 175

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

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

Additional comments

67 comments

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

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

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

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

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

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

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

City proposals

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

City of Beaverton

The following information was provided in the survey.

Name of urban reserve: Cooper Mountain

Gross acres: 1,242

Buildable acres: 600

Homes planned: 3,760

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

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

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

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

City of Beaverton proposal open-ended comments:

53 comments

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

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

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

City of Hillsboro

The following information was provided in the survey.

Name of urban reserve: Witch Hazel Village South

Gross acres: 150

Buildable acres: 75

Homes planned: 850

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

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

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

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

City of Hillsboro proposal open-ended comments:

21 comments

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

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

City of King City

The following information was provided in the survey.

Name of urban reserve: Beef Bend South

Gross acres: 528

Buildable acres: 400

Homes planned: 3,300

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

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

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

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

City of King City proposal open-ended comments:

18 comments

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

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

City of Wilsonville

The following information was provided in the survey.

Name of urban reserve: Advance Road (Frog Pond)

Gross acres: 271

Buildable acres: 192

Homes planned: 1,325

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

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

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

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

City of Wilsonville proposal open-ended comments:

12 comments

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

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

Additional comments about this issue or survey

78 comments

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

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

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

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

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

Comments via email, letters and phone

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

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

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

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

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

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

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

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

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

WHO PARTICIPATED

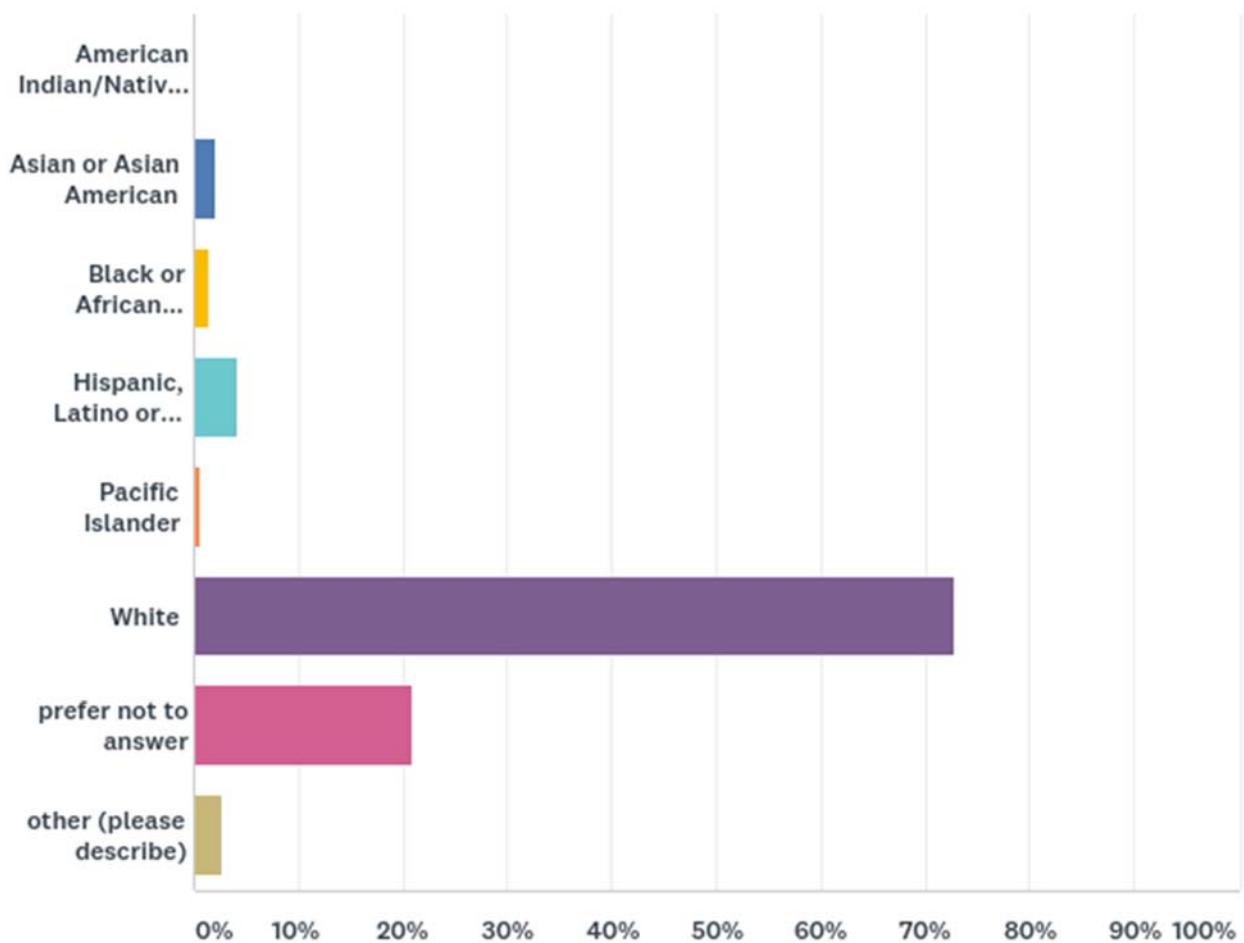
Participants were asked to provide optional demographic information to help Metro know if participants were a representative group reflecting our diverse communities and a broad range of experiences in our region. Groups that are underrepresented in respondent information by 4 percent or more are indicated.

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

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

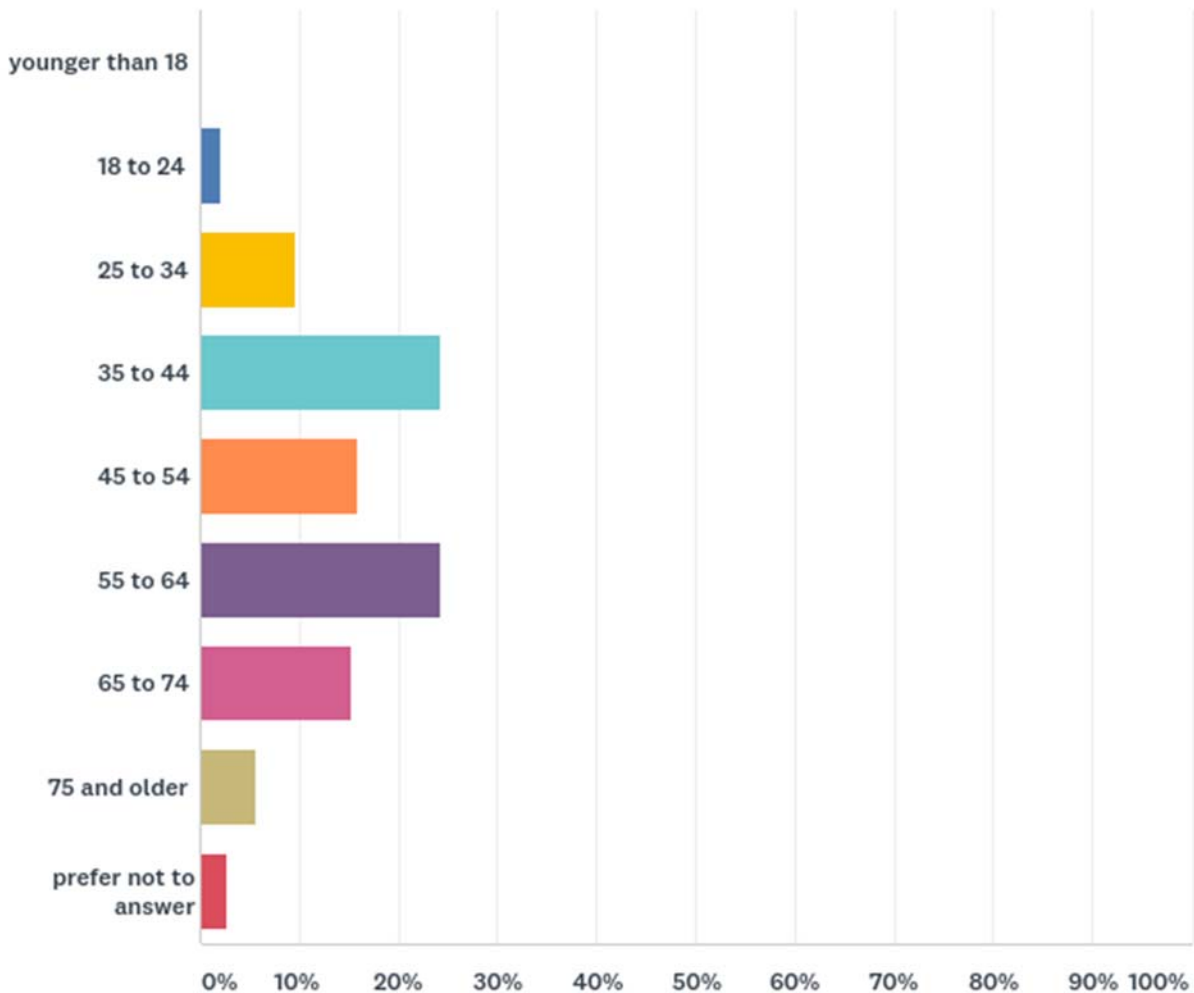
Race or ethnicity	Count	Percent	Regional Population
Respondents (150) minus “prefer not to answer” (30)	120		
American Indian/Native American or Alaskan Native	0	0%	2%
Asian or Asian American	3	3%	9%
Black or African American	2	2%	5%
Hispanic, Latino or Spanish origin	6	5%	12%
Pacific Islander	1	<1%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

Skipped: 32



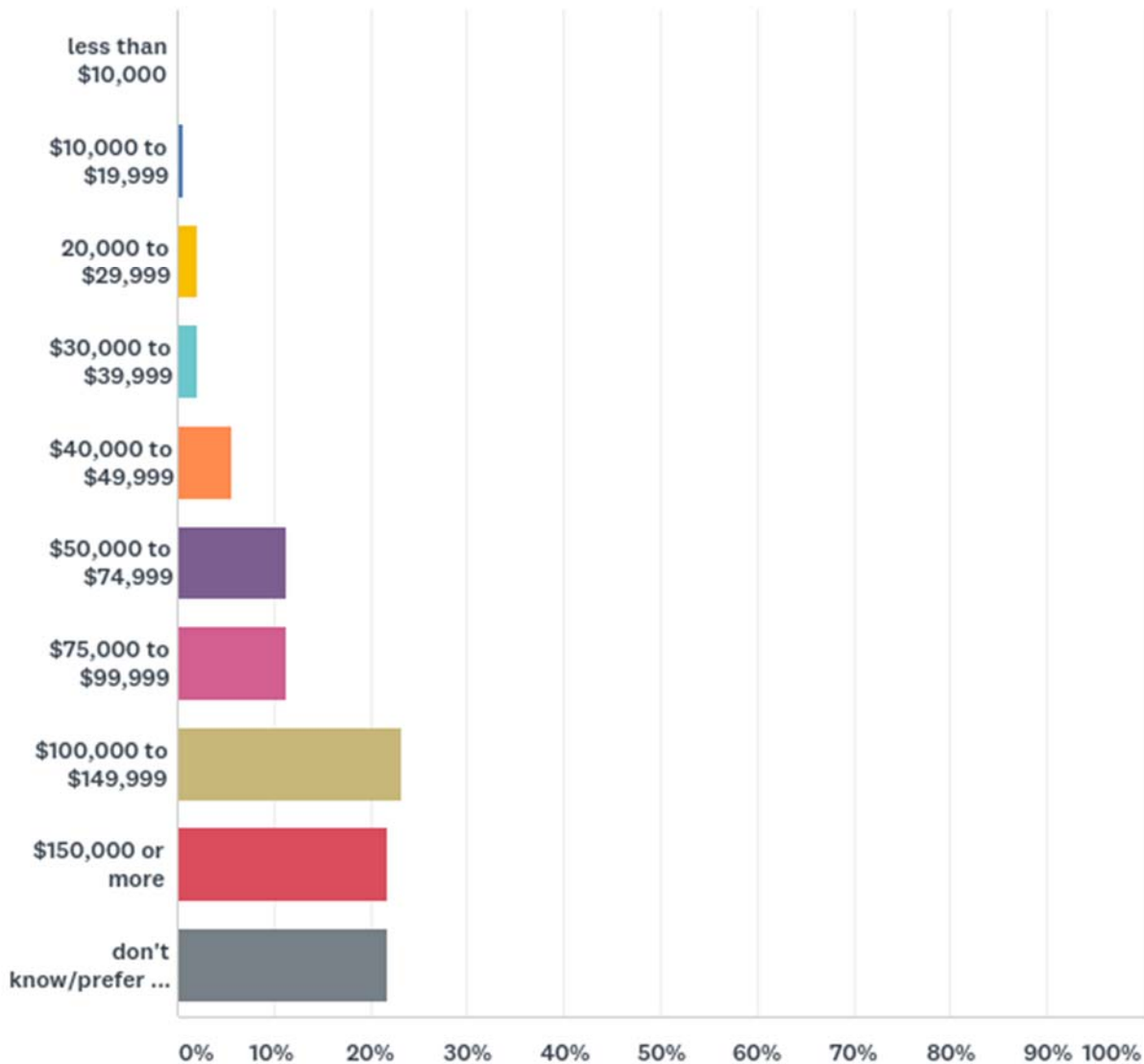
Age	Count	Percent	Regional Population
Respondents (144) minus “don’t know/prefer not to answer” (4)	140		
Younger than 18	0	0%	23%
18 to 24	3	2%	9%
25 to 34	14	10%	16%
35 to 44	35	25%	15%
45 to 54	23	16%	14%
55 to 64	35	25%	12%
65 to 74	22	16%	6%
75 and older	8	6%	5%

Skipped: 31



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

Skipped: 33



Next Steps

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

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

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

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

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

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

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

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