

2024 Urban Growth Management Decision

Meeting Date: February 15, 2024
Department: Planning, Development, and
Research

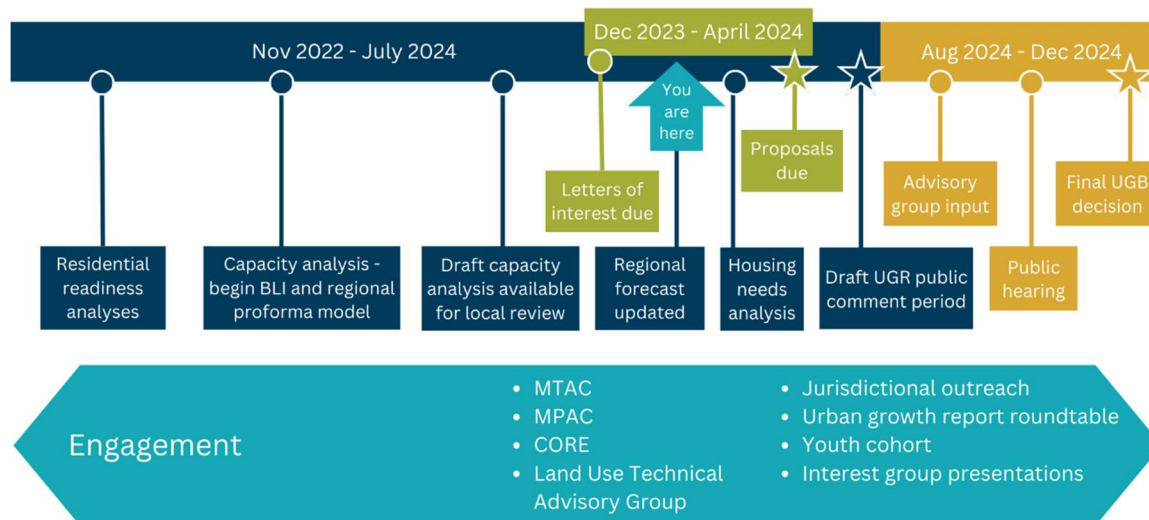
Presenters: Eryn Kehe, Ted Reid
Length: 60 minutes

ISSUE STATEMENT

Under state law, the Metro Council must determine by the end of 2024 whether the region's urban growth boundary (UGB), which delineates urban and rural uses, contains enough room to accommodate expected housing and job growth. If the Metro Council finds a need for more growth capacity, it must take measures to use land inside the UGB more efficiently and/or expand the region's UGB into designated urban reserves.

Currently, Metro staff is working towards completing the technical work and analysis that comprises the urban growth report. We have received one letter of interest from Sherwood for an expansion area called Sherwood West. Over the remainder of 2024, the technical work will be completed, and the urban growth report will be released for public comment. A few months later, staff will make a recommendation about the UGB in the Chief Operating Officer (COO) Recommendation. Metro Council will decide about the urban growth boundary after reviewing that recommendation and receiving advisory group (like CORE) recommendations and holding public hearings.

Technical work and analysis: Developing the urban growth report	City expansion proposals	Metro Council decision
<ul style="list-style-type: none"> Buildable land inventory (BLI) Regional forecast Capacity analysis Employment trends and site characteristics Housing needs analysis Residential readiness analyses Draft urban growth report (UGR) 	<ul style="list-style-type: none"> Letters of interest Expansion proposals <p><i>2040 planning and development grants available</i></p>	<ul style="list-style-type: none"> Consider Metro staff and advisory group recommendations Public hearings Policy direction Final decision



COUNCIL ENGAGEMENT & KEY DATES

Upcoming Council work sessions may include relevant updates on the outcomes from CORE meeting discussions. As CORE continues to learn more about the components of the urban growth report, including a meeting dedicated to discussing the Sherwood West Concept Plan, member comments, questions, and feedback will be heard by Metro staff and shared with Metro Council.

The public comment period occurs following the release of the draft Urban Growth Report at the end of June 2024. Public comment summaries will be shared with decision-making advisory groups. CORE will hold a meeting to discuss the draft Urban Growth Report and related community input on July 18th, 2024. The perspectives of CORE will be shared with the Metro COO to be considered before the formal COO recommendation.

Council adoption: Council will make the decision on the proposal to expand the UGB by December 2024. CORE feedback on the expansion proposal has the potential to shape the final conditions of approval, which guide future uses in the expansion area if it is added to the UGB.

Prior CORE Engagement:

On March 16, 2023, Metro staff visited CORE to provide an overview of the work program for the urban growth management decision. Staff visited again on November 9, 2023, to

invite CORE participation in the urban growth report stakeholder roundtable. One current and one previous CORE member are currently participants at the urban growth report roundtable. This Roundtable was formed to provide more transparency about how Metro staff conducts its growth management analyses. During the time between longer staff presentations at CORE, these liaisons will help share information and updates at each monthly CORE meeting.

Why are you coming to CORE?

The primary goals from the February 15th CORE meeting are:

- Provide important context of the work that has been happening since previous CORE meetings (March and November 2023)
- Create an educational foundation for the remainder of the growth management decision process
- Familiarize CORE with the work to prepare meaningful input on the topics to come, including the review of the Sherwood West Concept Plan and the draft urban growth report
- Understand CORE's preferred way to provide input to Council on this work

Key things to hear from CORE:

- This is the first time that CORE has been engaged in a regional urban growth management decision. Do CORE members have any questions about the purpose, process, or community implications of growth management decisions?
- Do CORE members have suggestions for the types of advice that the committee is best suited to give in a growth management decision?

How will CORE feedback be used?

CORE feedback will be shared with the COO before the formal recommendation.

Additionally, Metro staff would like to understand how CORE wants to provide feedback to Metro Council over the relevant areas of influence (e.g. the conditions of approval) before they make the final UGB decision in December 2024.

IAP2 Spectrum of Public Participation



IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

© IAP2 International Federation 2018. All rights reserved. 20181112_v1

© IAP2 International Federation 2018. All rights reserved. 20181112_v1

Using the Public Participation spectrum, where is CORE's impact at this particular meeting?

Inform: The goal of this meeting is to learn about the fundamental components of the urban growth management decision-making process and to support CORE in preparing to provide feedback at future meetings. CORE will have an opportunity to ask clarifying questions about their role in the process and work with staff to determine the ways they would like to communicate their feedback to Council.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The 2040 Growth Concept is the region's long-range plan for growth. It calls for focusing most housing and job growth in designated urban centers and along transportation corridors to ensure that lands inside the UGB are used efficiently and that sprawl is minimized. The regional UGB is one tool that the Metro Council uses to achieve those ends.

Metro has a strong track record of conducting technical analysis, peer review, and engaging its advisory committees, but has struggled to make growth management decisions relevant to the general public. Staff thinks that this is because of the highly legalistic and technical aspects of the required analysis and the long-range nature of these decisions.

Typically, only known stakeholder groups such as 1000 Friends of Oregon or the Homebuilding Association and property owners who will be directly impacted by a

proposed UGB expansion tend to engage. We are trying to improve how we address racial equity in growth management decisions and find ways to have meaningful public engagement.

Engaging with CORE is new this decision cycle, along with the work being done with the urban growth report roundtable and the youth cohort. We hope that by incorporating more voices with a diversity of perspectives into the urban growth report, we are increasing understanding of the urban growth boundary decision and bringing more points of view to the Metro Council.

- Which [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) goal(s) or department racial equity plan goals does this project advance and how?

This project seeks to advance two primary Guiding Principles and action in the Planning, Development, and Research Department's Diversity Equity and Inclusion Action Plan:

- "Power" actions – this work seeks to develop capacity for community leaders to participate through actions like convening the Youth Cohort and providing stipends for community member participation in the Urban Growth Report Roundtable.
- "Influence" actions – this work seeks to provide the best available information and analysis about how growth management decisions may impact communities of color. This includes analyses such as:
 - Forecasting population growth by race and ethnicity.
 - Assessing who lives in past UGB expansion areas.
 - Assessing past gentrification and displacement trends.

BACKGROUND

As a lead up to the Metro Council's 2024 urban growth management decision, Metro staff is undertaking a process to engage policy makers, advisory committees, interested parties, and local jurisdictions. Much of this engagement will focus on various analyses that Metro is either required to complete or that are of particular interest to stakeholders.

Required analyses include, for instance:

- An inventory of buildable lands, including vacant, redevelopment, and infill lands inside the UGB
- Documentation of historic residential development trends
- A regional population, household and employment forecast
- A regional housing needs analysis that will include:
 - Detail about the housing needs of various income groups
 - Estimates of current housing needs attributable to historic underproduction of housing and homelessness

Additional analyses include, for instance:

- Potential for office-to-residential conversion

- Analysis of gentrification and displacement trends
- Assessment of the potential economic benefits of any proposed UGB expansions for employment uses.

Through experience, we have learned that growth management decisions that place too much emphasis on calculating land needs and too little emphasis on whether cities are ready to urbanize additional land do not result in housing or job creation in UGB expansion areas. Consequently, the Metro Council has adopted a policy to only expand the UGB into urban reserves that have been concept planned by a local jurisdiction.

Concept plans describe the general types of uses planned for an area, their transportation facilities, housing types, infrastructure costs, and community assets like parks and trails. We provide grant funding for concept planning through its 2040 Planning and Development grant program. Typically, the most meaningful public engagement in urban growth management has happened through local concept planning processes since they are focused on specific locations that may undergo land use changes in the future.

ATTACHMENTS

2024 Urban Growth Management Decision Public Engagement Plan, June 2023