

Agenda



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Meeting: Metro Technical Advisory Committee (MTAC)
Date: Wednesday, December 18, 2024
Time: 9:00 a.m. to 12:00 p.m.
Place: Virtual meeting held via Zoom
video recording is available online within a week of meeting
[Connect with Zoom](#)
Passcode: 982966
Phone: [888-475-4499](tel:888-475-4499) (Toll Free)

9:00 a.m.	Call meeting to order, Declaration of Quorum and Introductions	Chair Kehe
9:10 a.m.	Comments from the Chair and Committee Members <ul style="list-style-type: none">• Updates from committee members around the Region (all) Public communications on agenda items Consideration of MTAC minutes, October 16, 2024	Chair Kehe
9:30 a.m.	MetroMap and the Quick Facts Viewer (20 min) Purpose: Demonstrate two new tools from Metro’s Data Resource Center that provide easy access to authoritative regional GIS data and demographic statistics. <ul style="list-style-type: none">• <i>MetroMap</i>: https://gis.oregonmetro.gov/metromap/• <i>The Quick Facts Viewer</i>: https://gis.oregonmetro.gov/quick-facts-viewer	Madeline Steele, Metro
9:50 a.m.	Urban Growth Management Decision: Follow-up on Process (15 min) Purpose: An update on the UGB decision.	Ted Reid, Metro
10:05 a.m.	Safe Streets for All Update (45 min) Purpose: Provide an update on the Safe Streets for All project and serious traffic crash trends and seek feedback on using crash profiles to support systemic safety analysis and countermeasure selection.	Lake McTighe, Metro
10:50 a.m.	Adjournment	Chair Kehe

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានព័ត៌មានអំពីសេវាសម្រាប់ពលរដ្ឋមានការរើសអើង ត្រូវទៅលេខ www.oregonmetro.gov/civilrights ។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលកម្រិតសំឡេងរបស់លោកអ្នក ។

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2025 Metro Technical Advisory Committee (MTAC) Work Program

As of 11/21/2024

NOTE: Items in italics are tentative; bold denotes required items

All meetings are scheduled from 9am – noon

<p><u>MTAC meeting, January 15</u> hybrid meeting; in-person, MRC Council Chamber & online via Zoom <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • <i>82nd Avenue Transit Project (Melissa Ashbaugh, Metro; 40 minutes)</i> • 2023 Regional Transportation Plan Implementation and Local TSP Support Update (Kim Ellis and André Lightsey-Walker, Metro, 45 min.) • 	<p><u>MTAC meeting, February 19</u> <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Draft Comprehensive Climate Action Plan inventory, projections and targets discussion Eliot Rose, Metro; 45 min) •
<p><u>MTAC meeting, March 19</u> <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • 	<p><u>MTAC meeting, April 16</u> hybrid meeting; in-person, MRC Council Chamber & online via Zoom <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Draft list of Comprehensive Climate Action Plan greenhouse gas reduction measures discussion (Eliot Rose, Metro; 45 min) • Community Connector Transit Study: Policy Framework (Ally Holmqvist, 30 min)
<p><u>MTAC meeting, May 21</u> <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Metro Cooling Corridors Study Update (Melissa Ashbaugh/Joe Gordon, Metro; 30 min) 	<p><u>MTAC meeting, June 18</u> <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> •

<p>MTAC July 16 hybrid meeting; in-person, MRC Council Chamber & online via Zoom <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Community Connector Transit Study: Network Vision (Ally Holmqvist, 30 min) 	<p>MTAC August 20 <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Feedback on draft Comprehensive Climate Action Plan (Eliot Rose, Metro; 45 min)
<p>MTAC September 17 <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • <u>Committee member updates around the region</u> (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • 82nd Avenue Transit Project (Melissa Ashbaugh, Metro; 30 min) 	<p>MTAC October 15 hybrid meeting; in-person, MRC Council Chamber & online via Zoom <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Discuss / Review final Comprehensive Climate Action Plan (Eliot Rose, Metro; 45 min) • Community Connector Transit Study: Priorities (Ally Holmqvist, 30 min)
<p>MTAC November 19 <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • Committee member updates around the region (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • 	<p>MTAC December 17 <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> • <u>Committee member updates around the region</u> (Chair Kehe and all) <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> • Safe Streets for All Update (Lake McTighe, 45 min)

Parking Lot/Bike Rack: Future Topics

- Status report on equity goals for land use and transportation planning
- Regional city reports on community engagement work/grants
- Regional development changes reporting on employment/economic and housing as it relates to growth management
- Update report on Travel Behavior Survey
- Updates on grant funded projects such as Metro’s 2040 grants and DLCD/ODOT’s TGM grants. Recipients of grants.
- Transit-Oriented Development (TOD) annual report/project profiles report

For MTAC agenda and schedule information, e-mail miriam.hanes@oregonmetro.gov

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Meeting minutes

Meeting: **Metro Technical Advisory Committee (MTAC) meeting**
Date/time: Wednesday, October 16, 2024 | 9:00 a.m. to 12:00 p.m.
Place: Virtual meeting via Zoom

Members Attending

Eryn Kehe, Chair
Joseph Edge
Carol Chesarek
Victor Saldanha
Tom Armstrong
Aquilla Hurd-Ravich
Anna Slatinsky
Laura Terway
Steve Koper
Katherine Kelly
Jamie Stasny
Jessica Pelz
Laura Kelly
Manuel Contreras, Jr.
Gery Keck
Natasha Garcia
Nina Carlson
Erika Fitzgerald
Bret Marchant
Rachel Loftin
Preston Korst
Brian Moore
Erik Cole
Mike O'Brien
Brendon Haggerty

Affiliate

Metro
Clackamas County Community Member
Multnomah County Community Member
Washington County Community Member
Largest City in the Region: Portland
Second Largest City in Clackamas County: Oregon City
Second Largest City in Washington County: Beaverton
Clackamas County: Other Cities, City of Happy Valley
Washington County: Other Cities, City of Tualatin
City of Vancouver
Clackamas County
Washington County
Oregon Depart. of Land Conservation & Development
Clackamas Water Environmental Services
Tualatin Hills Park & Recreation District
Portland Public Schools
Northwest Natural
City of Gresham
Greater Portland, Inc.
Community Partners for Affordable Housing
Home Builders Association of Metropolitan Portland
Prosper Portland
Schnitzer Properties, Inc.
Mayer/Reed, Inc.
Public Health & Urban Forum, Multnomah County

Alternate Members Attending

Kamran Mesbah
Vee Paykar
Faun Hosey
Jessica Numanoglu
Ashley Miller
Dan Rutzick
Miranda Bateschell
Kevin Cook
Oliver Orjiako
Glen Bolen
Kelly Reid
Cassera Phipps

Affiliate

Clackamas County Community Member
Multnomah County Community Member
Washington County Community Member
City of Lake Oswego
City of Gresham
City of Hillsboro
City of Wilsonville
Multnomah County
Clark County
Oregon Department of Transportation
Oregon Department of Land Conservation & Dev.
Clean Water Services

Teresa Neff-Webster
Fiona Lyon
Aaron Golub
Max Nonnamaker
Ryan Ames
Leah Fisher

North Clackamas School District
TriMet
Portland State University
Public Health & Urban Forum, Multnomah County
Public Health & Urban Forum, Washington County
Public Health & Urban Forum, Clackamas County

Guests Attending

Abe Moland
Adam Torres
Barry Manning
Jena Hughes
K. Anthony Hernandez
Ryan Singer
Schuyler Warren

Affiliate

Multnomah County
Clackamas County
City of Portland
Oregon Dept. of Land Conservation & Development

City of Portland
City of Tigard

Metro Staff Attending

Ally Holmqvist, Daisy Quinonez, Eliot Rose, Emily Lieb, Eryn Kehe, Glen Hamburg, Isaiah Jackman, Jai Daniels, Joe Gordon, Kim Ellis, Laura Combs, Marie Miller, Melissa Ashbaugh, Miriam Hanes, Ted Reid.

Call to Order, Quorum Declaration and Introductions

Chair Eryn Kehe called the meeting to order at 9:00 a.m. A quorum was declared. Introductions were made. Logistics with in-person meetings and virtual were reviewed.

Comments from the Chair and Committee Members

Updates from committee members around the region – none given

Preview Comprehensive Climate Action Plan/ Climate Partners’ Forum (Eliot Rose, Metro) Mr. Rose provided an update on the US Environmental Protection Agency grant to create a comprehensive climate action plan for the Portland Metro area. This is the most comprehensive climate plan that Metro’s every created. It covers all communities in the region, an entire seven county Portland and Vancouver Metro area. It covers all sources of greenhouse gas emissions. So not just transportation and land use, but it also mentions buildings from industry and agricultural and natural areas. We will be bringing this work to MTAC as it picks up in 2025. The plan we’re working on now is due at the end of 2025.

For any folks on MTAC representing public agencies or community-based organizations you are welcome to join the climate partners forum, which is a group of technical staff from around the Metro area that work on different expertise’s with things having to do with climate. They are our main technical steering group for this work. It meets bi-monthly on the third Tuesday. The next meeting is October 22. If you work for a jurisdiction that has climate work underway or if your staff counterparts are doing deep climate work and you’re not plugged into this, feel free to reach out. The Metro webpage for the EPA-funded Comprehensive Climate Action Plan/ Climate Pollution Reduction Planning Grant: <https://www.oregonmetro.gov/tools-partners/grants-and-resources/climate-pollution-reduction-planning-grants>

Report on outcome of Metro Council Public Hearing on the Urban Growth Report (Chair Kehe) An update on MPAC’s action following the MTAC September meeting was provided. The summary was provided onscreen:

September 25, 2024: MPAC recommendations to Metro Council regarding the 2024 Urban Growth Management decision

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

Amendment: 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: 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: Metro shall not impose any additional requirements on the City of Sherwood that are not articulated in the Sherwood West Concept Plan.

The motion and amendments pass.

The motion means an expansion of the Urban Growth Boundary for the City of Sherwood. The three amendments were similar to what MTAC recommended. Metro Council had a public hearing and a work session. Metro Council directed staff to move forward with the development of an ordinance to expand the urban growth boundary, accepting the forecast in the Urban Growth Report, the baseline forecast asking us to work on several categories of conditions that were articulated in the COO recommendations. Those were still not made very specific but will be worked on over the next month. Metro Council will have their first reading of that ordinance in November followed by a decision early in December.

Public Communications on Agenda Items none given

Consideration of MTAC minutes September 18, 2024 meeting

Chair Kehe moved to accept as written minutes from MTAC September 18, 2024 meeting.

ACTION: Motion passed with no objections, one abstention; Gery Keck.

Proposed Amendment to Urban Growth Management Functional Plan (UGMFP) Title 4 Map for Montgomery Park Ordinance 25-1522 Recommendation to MPAC (action item) (Glen Hamburg, Metro/ Ryan Singer, City of Portland) Mr. Hamburg provided an overview of a recommendation to MPAC on an amendment to the Urban Growth Management Functional Plan (UGMFP) for the Montgomery Park area of Portland. The City of Portland is considering an extension of streetcar service through, and associated land use changes in, the roughly 74-acre Montgomery Park area. The City’s land use proposal, known as the “Montgomery Park Area Plan” (MPAP), looks to transition the area into a new transit-oriented, mixed-use district that supports job growth and housing development with a focus on equity and affordability.

Metro regulations do not prohibit residential land uses in the Montgomery Park area. However, Metro regulations in UGMFP Title 41 and the Title 4 Map currently require the City to prohibit/limit certain public, recreational, commercial, and service uses in the area. Such uses, if allowed by Metro, may be supportive of future residential land uses, facilitate the development of transit-oriented complete communities in an underdeveloped but central area of the region, and advance other RFP policies. Allowing such uses would also be responsive to comments expressed in public testimony.

Removing Metro's Title 4 prohibitions/limitations on certain public, recreational, commercial, and service uses would require an ordinance of the Metro Council amending the Title 4 Map to no longer designate the Montgomery Park area as a 'Regionally Significant Industrial Area' (RSIA) or 'Employment Area'. At a July 23 work session, the Metro Council directed Metro Staff to propose an ordinance amending the Title 4 Map to remove the Title 4 RSIA and Employment Area designations in the MPAP area in order to better achieve the policies of the RFP listed below.

Ryan Singer with the City of Portland provided details on the Montgomery Park Area Plan. The Montgomery Park Area Plan envisions a dynamic, low-carbon, mixed-use neighborhood with equitable access to housing and economic opportunity. Key plan objectives are middle-wage jobs, affordable housing, affordable commercial space, climate resilience, and public open space that would be achieved through public policy changes and actions that leverage private investment.

The plan concept highlights:

- Create a new mixed-use neighborhood west of Highway 30 served by an extension of Portland Streetcar.
 - Change land use designations from industrial and employment to facilitate a broader mix of uses.
 - Create potential for 2,000+ new housing units with 200+ affordable units.
 - Incentivize jobs in the area including middle-wage jobs.
 - Retain an employment buffer along NW Nicolai Street to reduce conflicts.
 - Retain industrial zoning and preserve industrial land east of US 30.
- Proposed transportation improvements were shared.

Through a mix of regulatory and non-regulatory tools MPAP is expected to create opportunities for:

Housing

- 2,000+ units of housing
- 200 – 300 units of which would be income restricted
- Capacity to house 4,000+ new residents

Economic Development

- 4,000+ new jobs in a variety of fields
- At least 800 of which are targeted as middle-wage jobs
- 500,000 square feet of employment space of a variety of types
- Estimated 8,000 – 14,000 square feet of affordable commercial space

Public Realm

- 40,000 square foot park/open space
- 12 – 15-foot sidewalks throughout
- Placemaking and Public art commemorating York

Transportation

- 1.3 miles of track, .65-mile streetcar extension
- Serving 3,000+ new riders daily
- Reconstruction of NW 23rd Avenue and build out of NW Roosevelt and NW Wilson streets

The plan's approach and objectives were shared. Zoning and public benefits agreements were shared related to housing, jobs, transportation, open space/resiliency, and quality design.

Comments from the committee:

Carol Chesarek noted being disappointed in the materials that we were presented with. I think it's a wonderful plan and will probably support it. But we're talking about giving up regionally significant industrial land and other industrial land that's in the heart of the city near transportation. I don't see any mention why we think that's OK or what effect that has on our overall industrial and supply. It may be the right trade off to make, but please, at least in the future, give us that downside of what we're losing and what pressures it might create elsewhere. You mentioned that they were adding 200 affordable units that would be a 77% increase across the Northwest. I think you meant this part of Northwest as opposed to all of Northwest Portland, because I think there's probably more than 200 units of affordable housing in all of Northwest Portland.

Ryan Singer noted we had a robust discussion of this with our planning commission and expect to continue having those conversations as we go to City Council. The proposed Montgomery Park area plan would convert 34 acres of industrial employment land to mixed use land. This represents .2% of the total industrial employment land base, which is about 13,000 acres in Portland. That represents 3% of the 1,000 or so acres of buildable land in the harbor and airport district which is sort of specific industrial land. We're thinking about that and how that fits into our industrial land goals as well. There was a concerted effort to preserve what we see as the most active and healthy industrial areas.

Tom Armstrong noted we're also preserving the middle wage employment opportunities that the traditional industrial land provides with those job targets that are specific to the mixed-use area for middle wage jobs. Mr. Singer added the housing statistics that I pulled were from the Portland Housing Bureau and they were specific to the northwest town center area. A little bit might include outside this, too. It doesn't include affordable housing in the Pearl District.

Glen Hamburg some of the limitations or prohibitions with this area under UGMFP Title 4. A map was shown with Title 4 industrial and employment areas highlighted. Comments and feedback on the plan generated interest in having a park that could serve the larger Northwest Portland area, grocery store, community center, and developing a walkable, transit-oriented community. Because several of these would be prohibited under Title 4, regional policies outlined in the memo packet could be used to promote compact urban form as climate action strategy, infill and redevelopment, biking, walking and transit use, access to parks, schools, and public facilities, and high-density, mixed-use, transit-oriented urban centers. With this in mind, a proposed map amendment was shown that removed Title 4 and provided 42 acres of regionally significant industrial area and 17 acres of employment area.

Comments from the committee:

Anna Slatinsky noted having watched this area and also the broader area of Northwest Portland evolve over the last 35 years, I think this is a thoughtful plan, especially the provision of transit and thinking through what will make it function as a mixed-use area. I appreciate the buffer area that will be on that edge adjacent to the heavy industrial areas, which is important. I'd like more information about how uses would be handled in that buffer zone. I also want to confirm that even with removal of the Title 4 designations, the City of Portland would still need to make findings related to statewide planning goal nine that addresses employment and industrial land uses.

Mr. Singer agreed. We are writing those findings. The Title 4 designation is not the most robust kind of policy requirement for Portland to address with this proposal as it goes forward. The buffer area will have employment zoning and comp plan designation which allows for a wide range of industrial uses but prohibits housing. So that's sort of the buffer nature of that. We're also using a planned district so sort of a special zoning district for this area that has buffer provisions on both sides of that line. Housing and industrial uses will need to have planted landscape areas or fences so that the intention is not to have sort of a check by jowl housing juncture.

Dan Rutzick noted with the heavy-duty industry nearby is the City of Portland thinking that this could be one phase of perhaps some future extension of mixed use. Could residential and not so heavy industrial in other adjacent parcels or other side of Highway 30 go beyond this specific geography? Mr. Singer noted they studied the area to the east of Highway 30 intensely. It's different in its composition. It has smaller lots, more active industrial, smaller businesses and it's busy. It didn't have the same opportunities in terms of larger development sites. At this juncture we're not thinking that this is a first step in re-examining that industrial area.

Mr. Rutzick added the proximity of heavy industrial to this proposed area definitely is there's going to be future residents who are going to have concerns about air quality and other things. It's helpful to know what Portland's thinking about beyond just a proposed buffer between the residential and that heavier industrial.

Nina Carlson wanted to reiterate much of what Mr. Rutzick and Ms. Chesarek said. I think that we've seen in the courts with the critical energy hub with a lot of areas a light buffering of trees and fences are not going to give people the quality of experience that they're going to expect over time even if they move in when industry land is there. What I would ask is if we're going to seriously consider this, we perhaps add new land into the Urban Growth Boundary as industrial away from home and redevelop this, because there is no way with the litigation that we have today and the expectation of all the things people have that we can have industry and homes next to each other or at least medium to heavy industry. It just doesn't work. I think this disconnect ourselves from reality and the legal atmosphere out there today. I respect people's need to have nice places to live with parks and schools and walkability, but you don't get to have walkable neighborhoods and an industry together if you're going to have all of the higher air quality and those sorts of things. They're just not compatible. I think we need to look at this more comprehensively.

Mr. Singer noted our partners at PBOT have sort of realigned some of the truck routes. Vaughn Street used to be the main truck route and they're switching that to Nikolai and looking at access to the other alignments. We were thinking about the way that transportation also works through the area and understanding that there are going to be some conflicts. But again, while we are allowing housing and thinking that high density housing is definitely an option. There are also thoughts this could be more of an employment area as well.

Mr. Armstrong added the industrial edge is an issue that we're looking at. We have 68 miles of industrial district butting up against residential areas in Portland. What we're really talking about is moving that edge 500 feet north from where it is today, and then instituting a whole new set of standards for the development of that mixed use area to help mitigate that edge a little bit better than what we have in terms of the existing development along Vaughn and Wilson Street.

Glen Bolen noted with the question at hand being to modify the 2040 map, basically changing the title four areas, one of my questions would be what you're describing matches or exceeds what we would describe as a town center in the 2040 map. I'm wondering if you're considering, while you're amending the 2040 map, not just making it in our neighborhoods, but making it a town center that has benefits in terms of some of the grants Metro does but also some of the benefits related to that.

I appreciate you talking about moving the freight designations. I think there was some recent work there on the Vaughn off ramp of Highway 30 heading north that ODOT will want to make sure we're working on together to make sure we don't have any spill back into the main line because we're going to be changing more different kinds of uses. Ideally these are the kinds of uses that have more intramodal capture and lower VMT and less driving. But we do need to be working together to make sure that we don't have a safety issue for the off ramp.

Glen Hamburg noted on the first questions about the designation of the area as a town center, the answer to that is no. The direction we received from Metro Council is just to tackle this Title 4 overlay and they haven't directed us to consider application of a new town center designation as well. I think that it would be useful to get through the step of having all regional and town centers have an adopted boundary as required under the CFEC rules. Then maybe we can think about how we might add other centers to the 2040 growth concept map more broadly. But the answer is no, we haven't made that part of this proposal at this time.

Mr. Singer added that under the City of Portland's comprehensive plan the Northwest District is a town center designation. We are extending that designation here and would support anything that contributes to Northwest recognition. It is outside of the central city, probably one of the densest areas in the region.

Mr. Bolen acknowledged looking through the city's comp plan. When ODOT does work on our system we determine the urban design context. One of the things is we've got is a master map. I've worked with Zef Wagner at the city, and we've gone through where the comp plan does call for those town centers. So, when your teams are doing any scoping for projects, they know it's a town center type area and they design appropriately. That's just one angle of what that designation can do. Again, the CFE areas are like designations of a center that carries more with it in terms of the transportation planning role and the hoops you have to jump through. Are you going to do comp plan and zoning at once or are you considering maybe doing the comp plan modification and then relying on the developers to come in and do quasi-judicial zone changes where you'd have a bit at the apple for your developer agreements? Mr. Singer noted we are doing comp plan and zoning at once and working with the two large property owners to do a public benefits agreement. It's somewhat similar to a development agreement but we wanted to clear the way for development without having additional process.

Carol Chesarek wanted to clarify earlier comments, not so much criticism of the plan as it was the materials that we were presented that didn't explain the industrial impacts and I think should have done more of that. I wanted to back up what Ms. Carlson said. This has been an area where there's been serious concerns about air quality in the past, mostly from Esco. Putting more residential units in the area may not have been thought through. This is also 500 feet closer to that CEI hub that we're really worried about. So could this be paired with some additional restrictions on what's going into that CEI hub as opposed to what the city's currently approved.

It sounds like a lot of the motivation for this with wanting a school, a grocery store, a community center. I would like to know if somebody's done a feasibility analysis on those things because I would be surprised if Portland Parks has money to build a community center in that area. Have we done a market study to know that it would be plausible to get a grocery store to actually build in that area and serve those people similarly with a school as the school district that someone talked with for feasibility to get another school in there. Because if they're not feasible then maybe you don't need this change.

Mr. Singer noted I will say we have had early conversations with schools on this. We weren't triggering a need for a new school here. That's not the driver of it. In terms of parks and open space, part of our development agreement, a public benefits agreement, is to build an open space which the Title 4 designation would prohibit from being realized. I don't think we have a market study. But we had a grocery store owner developer say that they are interested in this rezoning and these changes simply because they think it'd be a good place to locate. So there's some level of interest that we've heard from.

Fiona Lyon had similar questions about the economic feasibility. I wanted to ask about more of the street connectivity and grid thinking. On the map not every street grid needs to be a hundred by a hundred, or a hundred by 200, but it feels like there's still some really large parcels. I wanted to ask about the 27th connection in particular. Looks like today it's a street but in Portland maps it's maybe an easement over private property. I wonder why that segment isn't captured as a future proper public right of way in the plan.

Mr. Singer noted our focus in the transportation plan elements of this have been on Roosevelt and Wilson and then the connections that go there. My understanding is that 27th, if you go out there today it looks and acts like a street. But I believe there's a section of it that's technically not a street. I think it's just an easement. The property owners, as they develop, would need to build out portions of those street grids and do the improvements as things develop outside of Roosevelt and Wilson. Ms. Lyon suggested a consideration that it does need to be included in this area plan to make that a requirement of future development.

Aquilla Hurd-Ravich asked what the instigator of the video from Portland was trying to describe. There was already the trolley expansion, and you thought let's develop around it, or was the main objective to have a transit-oriented development, for lack of a better way to describe it. Along those lines I'm wondering if the Title 4 map doesn't change do your efforts for the trolley extension continue or is that trolley extension negatively impacted if the Title 4 map doesn't change.

Mr. Singer noted my understanding from the Montgomery Park to Hollywood study is that it was a joint transit-oriented development study. The effort was looking at if we extend the streetcar then what are the land use implications. It wasn't done that since we're going to extend the streetcar let's do land use. It was let's do land use and transportation planning together. The northwest study area was selected as there was more bang for the buck in terms of the amount of housing and economic opportunities in the area for pretty minimal streetcar extension. In terms of the Title 4 amendment there are two ways to amend the map. One is working with Metro staff which is the process we are doing now. Or we could apply for an amendment, and we believe we could probably meet the findings to do that. We think there are benefits to doing it this way.

Ms. Hurd-Ravich asked clarification that it won't necessarily impact the extension of the trolley line. Mr. Armstrong added no, but the Title 4 real restriction there is on the commercial uses. Part of all this in

the evolution was Esco demolishing their foundry at that site and then deciding to go a different way with their business plan and selling the site to a group of local developers. With the Title 4 designation they could do residential development, but it wouldn't be the mixed-use area seen in the Pearl or Slab Town areas because of the commercial restrictions that come with that Title 4 designation.

Leah Fisher added in the environmental exposure conversation considerations if future standards maybe made as part of the development, in addition to traffic, transportation, safety, noise and air quality. The Tri-County just completed a recent heat mapping project, and we found that some of these industrial areas are sometimes registering up to 17 degrees hotter than some of its neighboring areas. Just considering heat and thinking about that exposure that will put on nearby residents and employees.

Gery Keck asked if Portland Parks have been involved. I saw your plan shows a 40,000 square foot park that's about the size of Tanner Springs, I believe. I appreciate that you put 2,000 units into this area and most of them aren't going to have yards. I think Parks and open space are going to be critical to make it livable and successful. Mr. Singer noted we were working with Portland Parks closely on how we're addressing the future open space and what that looks like. They have agreed to participate in a process for determining what our open space looks like. And yes to the previous point, we think that open space is an essential piece to addressing some of the heat island effects that we know are an issue.

MOTION: MTAC recommends to MPAC their recommendation that the Metro Council amend the Title 4 Map, as shown in Attachments C, D, and E, pursuant to UGMFP Subsection 3.07.450(g).

Motion: Joseph Edge

Seconded: Fiona Lyon

Discussion on the motion:

Dan Rutzick asked are there areas of the region with a Title IV Regionally Significant Industrial Lands designation that have seen significant residential development? Mr. Hamburg noted I'd have to pull up the map and double check whether it's RSIA or another Title 4 designation, for example just industrial area. There's a large section of the City of Tualatin that is zoned residential despite having the Title 4 overlay. So those areas are permissible as I've mentioned but in that area the city would be precluded from permitting certain other non-industrial and other non-residential land uses. There are various areas around the region that are zoned for residential use despite having a Title 4 overlay.

Nina Carlson noted for any land that these changes make it problematic to be continuing to be used or newly improved to industrial uses, could the city/metro consider adding additional lands for industry in areas that may have fewer conflicts/intersections residential/commercial uses?

Ted Reid noted we look at this question about whether there's a regional need for industrial land at least every six years. As you know, we are in the midst of one such decision right now and the direction we have from the Metro Council is that they intend to add the Sherwood West urban reserve to the UGB. That area will include some Title 4 Industrial lands. More generally, I suspect we counted very little, if any, industrial land capacity in the Montgomery Park area in our 2024 Urban Growth Report since it is largely built out and our analysis showed very little industrial-to-industrial redevelopment potential. So, from this perspective of regional industrial growth capacity, we don't see a "loss" with the proposed Title 4 Map amendment and rezoning.

Faun Hosey noted I'm hopeful that, and I advocate for, the first place to find solutions is inside the UGB and not expansion onto prime farmland. We'll be needing our agricultural economy long into the future; it needs our support now.

MOTION (restated): MTAC recommends to MPAC their recommendation that the Metro Council amend the Title 4 Map, as shown in Attachments C, D, and E, pursuant to UGMFP Subsection 3.07.450(g).

Action: Motion passed with one opposed (Nina Carlson), four abstaining; Laura Kelly, Preston Korst, Carol Chesarek, Leah Fisher.

Community Connector Transit Study Introduction (Ally Holmqvist, Metro) An introduction to the Community Connector Transit Study was provided. In conversations during the recent 2023 Regional Transportation Plan (RTP) update, policymakers, partners, and community members expressed concern about areas of the region that still lack access to the regional transit network today and even in the future, but where opportunities may exist to connect to jobs and other essential destinations.

Community connector transit provides an opportunity to unlock more transportation access in the region and make transportation more equitable. This type of transit includes smaller, nimbler (e.g., deviated route, on-demand) that are not local fixed route bus service. It often is more flexible than a bus – from going off-route to pick up or drop off riders to being by-request whenever needed (like Uber or Lyft). This flexibility can also help people travel to light rail or frequent bus routes that may stop a mile or more away from their home or destination. The strong foundation of recent regional work, coupled with the suite of local planning efforts by agency partners, has set the stage to assess potential solutions for improving community connections to essential destinations and existing and planned frequent transit within the network.

In anticipation of the 2028 RTP update, the work done as part of this study will build on recent transit planning efforts to explore community connector transit opportunities and determine the role it could play providing a service coverage solution as part of the local element of the transit spectrum within the vision. The CCT study will identify the policy framework, future system and priority improvement opportunities in a strategic vision for community connector transit. Key to this will be leveraging and bringing together work done by Metro and local partners to date to consider community connectors as part of a comprehensive regional vision for local transit.

The CCT Study starts in Fall 2024 will be updated in four key phases, ending in Spring 2026. Staff will return to the working group, County coordinating committees, and Metro advisory committees and Council for input to inform each key study milestone provides a summary of these milestones and key touchpoints with stakeholders and decisionmakers in a simplified work plan. The timeline for this work aligns with scoping for the 2028 RTP that is anticipated to begin as early as late 2025.

Comments from the committee:

Carol Chesarek shared she loved the idea. I've heard for years from people in the Bethany area that they don't have good connections to get to Sunset Transit Center for commuting. So, it's a potential solution for them. I also want to urge you to look at areas around Forest Park. We don't have anywhere near the density to support transit here. There's no lines on your map. But a ton of people commute through our area going to and from Washington County, North Portland and Vancouver. We would love to get some of the traffic into shuttle buses or van pools. The other things we don't have is public transit that really brings people to Forest Park.

Fiona Lyon commented this is really an informative presentation and the first time I'm hearing about it. We always hear a desire for this sort of transit, and I think there might be reasons why we don't have it today. It sounds like these shuttles are not in the RTP today. That they would have to be added. I'm curious who is this intended for. Who would these be run by. Are they public. Are they private. What is the vision of who would operate these.

Ms. Holmqvist noted we have working with TriMet in ways that overlaps with other transit offerings. We are thinking of the work being developed at the different agencies and new analysis done. The question about the RTP and if this is in there and then who would be operating these? There are some shuttle providers already in the region that are operating now. There are some projects in the RTP that fund those. Clackamas and Multnomah Counties run shuttles already. Washington County partners with Ride Connection as well. Because we've started the inventory process now, we're also finding that there are lots of other little providers that we're noticing in the region. There's a shuttle at Washington Park that goes around the park. Intel and NIKE have some shuttles that transport employees to and from nearby MAX stations on the private side. There are school and college shuttles as well. There's a mixed bag of providers in the region. One of the things we're doing is trying to get a handle on all of them to be able to better represent that in our inventory and work and planning and thinking about the future with coordination better improved between providers.

Ms. Lyon added I think an inventory would be really helpful and very popular. I worry that this would compete in some ways with some of our services. I think just maybe making sure that there's a really clear coordination with the TriMet service planning team. Regarding accessibility it should make sense to prop up our LIFT program that we already have in place. We do have a huge transit operator shortage still so something to keep in mind. I think this scenario serves a lot of unique markets but could compete with that shortage that we already have. You mentioned sort of shaping TOD and I wonder how that would actually work. What a non-fixed van pool routes would have any impact on land use.

Ms. Holmqvist noted our RTO team has done a lot more work around van pools. ODOT has done a ton of work on van pools as well. I don't know of any particular connection to if that would impact land use. But there is a way to thinking about some of our mobility goals and climate goals. It is a way to connect people that work at the same place and might live nearby each other to carpool in a sense. But through a supported way so that there is encouragement for that. And there is momentum now around restarting that program with support and incentives through the work at ODOT and also our RTO team.

Jamie Stasny noted our commissioner has been advocating for focus and energy and attention to be spent on creating some of these types of first last mile programs for many years. He was excited this morning to hear the presentation, and I know our staff is participating with you on this. It's really important that we figure out how to build ridership. We spend a lot of time talking about fixed route service, talking about high-capacity transit, and the suburban areas of our region. We struggle with that because we don't have the level of service needed to make transit a viable option in many areas. How are we going to move to a place where we can be in that conversation. It's going to be building ridership and that's going to require some of these maybe non-traditional tools to get there. I just want to put that on the record and appreciate this work that you're doing. And also, reiterate our partnership and our energy toward this work, wanting to support and participate and make sure that we're coming up with some good deliverables that we can implement so that we see some change in progress in this direction.

Regional Housing Coordination Strategy: Introduction (Ted Reid, Laura Combs, Daisy Quinonez, Emily Lieb, Metro) The presentation began with a reminder the Oregon Housing Needs Analysis mandated a Regional Housing Coordination Strategy (RHCS) that must be completed within one year of a Urban Growth Boundary decision. Other regions can produce a RHCS voluntarily. This Metro collaboration between the Housing Department and Planning, Development, and Research Department include goals to coordinate with local jurisdictions.

The Regional Housing Coordination Strategy is a list of actions that Metro will undertake to promote the development of needed housing, including:

- The development and maintenance of diverse housing types that are high-quality, physically accessible, and affordable
- Housing with access to economic opportunities, services, and amenities
- Measures, policies, or actions that are coordinated among the local governments within the Metro region
- Actions that affirmatively further fair housing

Examples of actions were given:

- Identifying or coordinating resources that support needed housing production including funding, staff capacity, or technical support
- Identifying local or regional barriers to developing needed housing, including financial, regulatory, or capacity-related constraints
- Coordinating housing production strategies between local governments across the region
- Convening staff responsible for implementing their HPS to share resources, challenges, and lessons learned

Data and analysis are required. These include socioeconomic and demographic characteristics of households living in existing needed housing, market conditions affecting the provision of needed housing, inventory of measures already implemented by Metro to promote the development of needed housing, inventory of existing and expected barriers to the planning or development of needed housing and evaluation of potential strategies.

Comments from the committee:

Jamie Stasny noted we've had conversations with Metro as the counties are working to understand our role in this conversation. For the first time ever, the counties will be required to have housing production strategies for our unincorporated urban areas. We're doing a lot of work now to imagine what that looks like for us and thinking at our level how we'll be coordinating that with our city partners, probably through our coordinating committees. I'm curious if the strategy is to do this staff coordination through MTAC or if there will be some new staff body created to have these conversations.

Chair Kehe noted that's still up in the air. We're working on scoping right now and we will probably be back to MTAC when we have more of a specific scope, but we know MTAC will be involved. So will MPAC. There are other cities who aren't directly represented at MTAC so that coordination will also be important. We'll bring back details about how exactly we do that soon.

Ms. Stasny asked about this concept that's coming forward to form a new committee similar to MPAC but to focus on housing issues and how this coordination strategy work might be connected to that.

Emily Lieb noted as many of you are aware the 2018 affordable housing bond are nearly fully committed. A year ago, the Metro Council directed our COO to develop a recommendation for future funding. That has led to a stakeholder process over the past year. A stakeholder advisory committee. There was some city representation, county representation, jurisdictional as well as other sectors on that committee back in the spring. Our COO delivered a recommendation to the council in July that focuses on the potential to expand the eligible uses of our supportive housing services tax which is an action that would require voter approval. There is ongoing discussion about the potential to refer the measure to voters in May.

Part of the other stakeholder feedback that has been shared with Metro over time has been the need to strengthen governance structures for the supportive housing services measure. That has been a significant part of that conversation as well. What was referred to is the proposal to create a new advisory body. There is a council resolution that has been drafted and will be considered by the council tomorrow. That is largely focused on governance structures specific to the oversight of SHS funds. There is a mention in the proposed resolution of aligning with and considering intersections on implementation efforts. It is still a proposal. This process is being led by our council office and COO. The housing department is providing information and support. What I read in the resolution is an intention that there would be some coordination and alignment.

Daisy Quinonez asked to clarify if Ms. Stasny was asking about the Housing Production Advisory Council (HPAC) at the state that the Governor has convened. Ms. Stasny that acronym is also being put forward for consideration internally at Metro which is what was referred to. I was speaking to Metro's. This was provided with the update by Ms. Lieb. I appreciate that response and understand this is being led by council office. I think there is a lot of very high mention. It's vague and could have a lot of implications and it is unclear what MTAC's role would be, and what HPAC and maybe a new staff group would do. As more information becomes available, I hope we'll continue to have conversations here and that those lines will become clearer as we have more information.

Dan Rutzick noted for Metro's role with the affordable housing and supportive housing services, the big part of housing production strategy is also looking at how to produce the market rate housing as well. As the City of Hillsboro is finalizing its housing production strategy we're trying to see where we could have opportunities within the local governments, county, the regional government to advocate at the state level for more resources for housing. Obviously, it's great if we can get more funds at the regional level for subsidized housing but we also need to leverage that. I think items like advocacy at the state and federal levels for more housing funds would be an important one.

And then also being mindful that as we look to market rate housing in addition to affordable housing there's stuff like the lack of condominiums that are being built because of construction defect viability concerns. I think there is an opportunity across our region to figure out how we can advocate for things that really move the dial as much as possible for housing production.

Washington County is in the process of doing its own housing capacity analysis and housing production strategy as part of OHNA. One thing to be mindful of is whether we're trying to increase housing production in cities or within unincorporated urban areas of the counties that could lead to displacement of folks within the naturally occurring housing space. I think that could be a helpful piece to weave into some of the work. I wanted to ask a question on one of the slides talking about Metro compiling data. Was the attempt to gather from cities recent housing capacity analysis or would Metro's role be in the data collection and compilation?

Ted Reid noted we're still scoping this part of the work. I think your suggestion is a good one that Hillsboro and other cities have begun some of this similar work. We can look to what you've done perhaps for some examples of what has been most helpful.

Joseph Edge noted with respect to displacement in the urban unincorporated areas, I think we need to consider that the urban unincorporated areas are basically indistinguishable from the cities that they're next to. A lot of the people move in and think they're in a city and find out they're not when they don't get to vote in the election. The difficulty in accessing elected officials for your local municipal government when you are competing with 430,000 other residents in Clackamas County for the attention of your legislative body versus in the City of Milwaukie where you're competing with 20,000 or other cities. We need to think about the fact that the unincorporated areas do not have the kind of representation to affect equity or equity goals in the way that we assume they will. That's not to say that we don't put more housing in the unincorporated areas, but we need to be mindful of this fact and encourage annexation of the unincorporated pockets that are outside cities so that we can ultimately get those residents the representation at local government that they deserve.

I think we should be looking to this plan with a coordination effort to encourage the counties to work with their city partners to find ways to bring the areas that are in the defined UGMA into city boundaries and allow those residents to access the services, access local government vote for their representation. The coordination effort needs to give the local governments, particularly the counties who have not been doing this work, the data they need to make decision that will help them succeed. Ultimately, we can look back at the county's housing affordability strategies.

Clackamas County did a three-phase project and in one of the phases they looked at increasing the density of residential allowed in commercial areas, particularly along commercial corridors. One of the things we heard recently with our transit-oriented developments looking along commercial corridors, not just in Portland but in suburbs. If we would have had this data available perhaps when Clackamas County was doing tis work then perhaps they would have allowed the maximum density to go to 100 or 200, or maybe not even have a cap. Or just allow the market to decide so that we could get the kind of investment that is occurring around the suburbs and around the region, which is a hundred units an acre on average, not the max. Clackamas County adopted a max of 60 unites per acre in these commercial zones. That is what we have seen, no development as a result. Because they expect to be able to build a hundred units an acre and they can go somewhere else to some other jurisdiction and do it. I think it's important we get the right data in front of policy makers to make successful decisions.

Preston Korst agreed with Mr. Rutzick when he mentioned the potential that this could have for coordinating efforts to advocate for outside resources for both housing and infrastructure. I think that's a key opportunity for the group to look at. You mentioned work groups that are happening, folding in comments that they have and stakeholders on that table into this process where it makes sense would be smart. It was mentioned sort of by chance the governor's housing production and accountability council task force that the state suggested wherever possible incorporating the regional representative on that group. And trying to incorporate or at least look at any recommendations from that group. And compare maybe doing some sort of exercise to see how different or how similar they are to any coordination strategy to those recommendations. There are a lot of them so it might take a lot of work.

One takeaway that I hope you make is that as much as possible encourage input and engagement from the private development and market rate housing providers in the region. I think that's key. There are a lot of local jurisdictions actually doing that right now with their housing production strategy which we

appreciate. There are a lot of work groups happening across the region so that's good. And from that I think we'll see a lot more opportunities for private and public partnerships and the developments of this strategy. That's something that we should continue to look into. Also, an analysis on home ownership if at all possible. I don't know if you are planning to do subgroups or working groups to analyze specific development barriers that you mentioned, but having a work group on infrastructure needs specifically or permitting, I think would be an interesting one to encourage housing development in the region. Those are sort of my long list of suggestions that you might want to incorporate. I'm happy to provide more offline.

Glen Bolen noted if you are in the early scoping stages you might know, but curious if you are considering using Metro's Urban Growth Management Functional Plan's powers to create requirements that might address parking standards in this plan that can be updated there, or densities and proximity to transit or things like that as a regulatory or just coordination effort. Ms. Quinonez noted we have gotten that feedback from our pre-scoping conversations. So, I think that's something that we can continue to explore. It's too early to say but it's certainly something we can explore.

Manny Contreras noted that as housing development increases so does a demand for infrastructure. One of the things that it will impact are different utilities including sanitation and sewer services that need to have the right capacity to handle the increase. It'd be interesting to see how the ownership of this comes and what approach it takes if it's at a very high level as a strategy, as axioms, or whether it is going to drill down more to identify different locations. The different clean water agencies can respond and participate.

Aquilla Hurd-Ravich noted I think what would be helpful in the long run for cities through this strategy work is if you're able to put together toolkit lists of examples that other cities have used. Many years ago, Metro came out with lots of different toolkits. I'm thinking as my city will start to embark on a production strategy it'd be great to look at some examples that are out there and then go talk to those cities of how they're working or not working. The other thing that I think would be helpful is if there's some way to create a resource list of partnerships of nonprofits or housing providers that cities can work with and partner with because we don't build housing. Most of these smaller cities don't build it and they don't have housing departments that manage housing or even provide the wraparound services. And then maybe we can incorporate those when we do our production strategy.

Ashley Miller noted Gresham would suggest a cross-jurisdictional advisory group for the plan. Gresham has already adopted a HPS and would be happy to provide insights on the HCA/HPS process.

Metro Cooling Corridors Study – Introduction (Joe Gordon, Metro) The presentation began with an overview of the study and why the need to identify these cooling corridors in the Metro area. The tools to be used to implement the study and Metro's role was described. Deliverables from the study:

- Surface & Infrastructure
- Tree Canopy Distribution
- Heat Island Distribution
- Existing Corridors
- Connecting Corridors
- Potential Corridors
- Equity Considerations
- Cost Considerations
- Implementation Options

Engagement with Metro staff, governmental partners, expert consultation, Smart Surfaces Coalition and community-based organizations are planned. The study schedule was provided. Project outcomes were given as understanding current cooling resources and opportunities to reduce impacts of extreme heat on people, developing a network of subject matter experts, CBOs, and governmental partners to engage in urban heat resiliency projects, and to share best practices and use them to inform regional planning, policies and investments.

Comments from the committee:

Manny Contreras noted temperature is considered a pollutant for clean water services under their MS four permits. All clean water agencies do repair in shard planting already. One of the resources that you can touch base with is my organization and the Statewide organization that advocates on behalf of clean water agencies called Oregon Association of Clean Water Services.

Michael O'Brien placed several resources from the American Society Landscape Architects in the chat:

<https://www.asla.org/extremeheat.aspx>

<https://www.asla.org/climateaction.aspx>

<https://www.asla.org/climatemitigation.aspx>

<https://www.asla.org/extremeheatresearch.aspx>

In these links are a ton of articles related to extreme heat and climate cooling with useful information. One thing I would point out is we talk about trees all the time. But you have to consider the ground plan as well when you're working in these areas because it adds significant cooling as well as the canopy.

Joseph Edge noted one of the things I was thinking of is there's a lot of overlap between the kind of green corridors that you're talking about and the urban streams that we have. There are obviously some regulations in place to try to encourage some green corridors already. It would be great to see that bear more fruit because it's basically limited to wind development. It would be nice to have other programmatic assistance or solutions able to help private property owners restore the green canopies around the streams that run across or alongside their properties.

Work done from the Watershed Council was mentioned including developing a watershed action plan. The plan identifies areas where we want to see more shard. Encouragement was given to reach out to the Executive Director of the North Black Watershed Council to discuss the plan. A suggestion was made to connect with the regional habitat connectivity working group because they are focused on the regional landscape scale helping implement the state's connectivity plan. We have actionable policies and regulations in place by the local governments that permit activities.

Leah Fisher noted the heat mapping project that the Tri-County did last summer. That heat scan was conducted in funding from one of our CCOs health share to collect and understand where heat islands exist and some of the characteristics of the built environment that contribute to higher heat in certain areas. We have a local and comprehensive understanding of the heat in the Tri-Counties which I can share more about with you. Part of that study convened focus groups of community-based organizations, health providers and public health folks that are concerned about heat and to understand what kind of resources or supports they need to be able to address heat in the built environment particularly for our most vulnerable community members. We have a list of what can be supportive infrastructure-wise or system-wise that could help as we see a heat increase in the Metro area from climate change. We'll continue to see that trend over time.

We also did that project with over 150 volunteers that were recruited by community-based organizations. We have a list of interested community members that may be a group that you could tap into for this project to connect with as potentially a resource as well. As far as the role of Metro in this it's exciting to see all the work in this space. One thing I've observed is while we know trees and large growth trees have all these amazing benefits there's a lot of jurisdictions that don't have any kind of support for any formalized urban tree department. The City of Portland's a great example of being very active in that space. It's concerning for private property owners to take on putting in trees even in some of these riparian corridors or working with some areas that might be interested but there's a lack of who's going to maintain these trees, make sure they stay healthy and survive. I'd be interested in what Metro potentially provides for resources and support in areas of the region that don't have that local jurisdictional support for managing an urban forest. I feel there's a huge gap there. I'll connect with you after this or down the road to share more.

Brendon Haggerty added Multnomah County Health Dept has been collaborating with our counterparts in Seattle and Vancouver BC on extreme heat. We had a symposium in April on extreme heat interventions; I'll send Joe the final report. More info here: <https://cdrc.uw.edu/key-initiatives/collaborative-on-extreme-heat-events/>

Fiona Lyon noted there's clearly a lot of excitement around this topic. As noted by Mr. O'Brien the ASLA website have great resources. I would add it also has great resources on urban forestry. I appreciated your map extended beyond the Metro region. I think it emphasized that this is an ecosystem wide, watershed kind of topic and needs thinking that way. Related to that are two prongs. There's the urban forestry component and the ground plain material component. It feels like there's not a lot of continuity between the jurisdictions.

As an example, I'm thinking about the tree code. The City of Portland does have a strong tree code. Other jurisdictions around the area do not. I wonder if there's maybe some scope or resources to help elevate and define what that tree code looks like for cities. I would add, having worked in other regions there's not a great comprehensive urban forestry map that exists. I know that the City of Portland started on this a couple years ago but not sure where it's at to date, but literally inventorying every single tree that exists. It can be a huge community input resource. Having been on big transportation project that's looking to do tree mitigation it's hard to find those opportunities for tree mitigation planning. I would add I think CFEC is going to have a huge impact on this whole topic. I haven't had a change to brainstorm what that looks like but maybe there's an opportunity to somehow track how that impact is influencing this space. I think that'd be good value.

Leah Fisher noted a tree code is fabulous and even CFEC's requirements, however, many smaller jurisdictions and counties don't have a system/entity to enforce or support that tree code or added canopy. That is definitely a big hurdle for any kind of comprehensive tree canopy effort. Joseph Edge added Milwaukie is an example of a smaller city with a strong tree code.

Carol Chesarek noted Ms. Lyon reminded me about years ago I was one of the leaders on a regional project to map all of our Oregon White Oak trees. There are a lot better tools available now, but that kind of thing has been done before on a more specific species scale. I wanted to ask about this balance between preserving trees and development and wondering if that's something you're going to touch on, or maybe it's beyond your scope. One of the things Portland found a few years ago is after they increase their density, allowed in some areas, that they lost significant tree canopy in those areas. I don't know what the right balance is but maybe if we could start to have some framework for thinking

about when is that tree so valuable that it's not worth upzoning the land to allow more density. Again, maybe beyond your scope but I've heard from some developers that on properties where there are large trees that maybe they'd like to be able to preserve the way the codes are written, and the infrastructure needs to get built. It's like we can't save that because we have to level the whole property. It would be great if somebody at some point could dig into whether we have things in our code that are counterproductive in terms of tree preservation when we're talking about new development.

Dan Rutzick added it'd be helpful if there were technical resources available at the regional level around right of way materials that can make a difference in terms of cooling the immediate area. Obviously, having mature trees in an urban environment is the best thing you can have. And then there's different landscaping, but I understand havens go in at a lighter color, roads maybe to into a lighter color. It has strong implications on not making the media area be quite as hot. I think combined resources in that space would be helpful for local governments to consider.

Recently, one of our new neighborhoods connected with arborists to identify trees that may be more resilient in the coming decades with climate change. Unfortunately, in my area the emerald ash bore has been identified which will have a big impact over the coming years as trees across the region potentially. I think it would be helpful to have a group of arborists recommend that may be a moving target, but I think there are a lot of local governments that don't have the resources or the know-how to know which trees to plan as part of development. Whether in the right of way or on site. I think that would be another helpful resource.

Mr. Gordon noted the tree species subject in the face of climate change has come up. I like the idea of that being discussed with experts and planned for where we're going. Regarding the road area surfaces, I think that will be where the smart surfaces coalition comes in because that's really their wheelhouse. They can discuss possible mitigation with other types of surface infrastructure interventions and what those look like.

Michael O'Brien noted concentrating on climate change and heat increases will become very important in terms of selection of plant material. I think it would be great if Metro would develop a model code for trees in the urban landscape they could share with jurisdictions. The City of Portland's is very robust but it's not complete. A point to the City of Tigard as an example. They actually require you to document the available soil volume that any tree has which is one of the things that gets completely overlooked in most codes. Soil is more important than plant material in the long run.

The City of Portland and others offer mitigation fees. They take the money and use it to plant trees elsewhere. Generally, it's supposed to be in the general areas of where you are, but that would be an example of partner organizations that could help impact the region maybe at a more effective way than they might if they're concentrating on a small area. Something to think about.

Mr. Gordon noted he would research this detailed example further. Appreciation was given to the committee for their input and ideas. Follow-ups will be made for more information.

Chair Kehe noted it was suggested that MTAC bring in speakers from FEMA and DLCD to talk about floodplains and topics that a lot of cities are facing for compliance and the need to complete an ordinance spreadsheet demonstrating compliance with the new rules and what that looks like. We'll talk about it more in the future and try to get that onto a future agenda.

Adjournment

There being no further business, meeting was adjourned by Chair Kehe at 11:46 a.m.

Respectfully submitted,

Marie Miller, MTAC Recorder

Attachments to the Public Record, MTAC meeting October 16, 2024

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
1	Agenda	10/16/2024	10/16/2024 MTAC Meeting Agenda	101624M-01
2	2024 MTAC Work Program	10/8/2024	2024 MTAC Work Program as of 10/8/2024	101624M-02
3	2025 MTAC Work Program	9/24/2024	2025 MTAC Work Program as of 9/24/2024	101624M-03
4	Draft Minutes	9/18/2024	Draft minutes from 9/18/2024 MTAC meeting	101624M-04
5	Memo	10/9/2024	TO: MTAC and interested parties From: Glen Hamburg, Associate Regional Planner RE: Proposed Amendment to UGMFP "Title 4 Industrial and Other Employment Areas" Map for the Montgomery Park area of Portland	101624M-05
6	Presentation	10/16/2024	Montgomery Park and Metro's Title 4 Map	101624M-06
7	Memo	10/9/2024	TO: MTAC and interested parties From: Ally Holmqvist, Senior Transportation Planner RE: Introduction to the Community Connector Transit Study	101624M-07
8	Attachment 1	June 2022	Attachment 1: Public Transit 101 Fact Sheet	101624M-08
9	Attachment 2	July 2024	Attachment 2: Community connector transit study fact sheet	101624M-09
10	Attachment 3	N/A	Attachment 3: Project Milestone Work Plan: Key Activities and Events	101624M-10
11	Attachment 4	10/1/2024	Attachment 4: Community Connector Transit Study: Working Group #1 Agenda	101624M-11
12	Attachment 5	September 2024	Attachment 5: PUBLIC ENGAGEMENT PLAN	101624M-12
13	Attachment 6	N/A	Attachment 6: REGIONAL TRANSIT FEEDBACK SUMMARY	101624M-13
14	Presentation	10/16/2024	Community Connector Transit Study	101624M-14
15	Handout	N/A	September 25, 2024: MPAC recommendations to Metro Council regarding the 2024 Urban Growth Management decision	101624M-15
16	Presentation	10/16/2024	MONTGOMERY PARK AREA PLAN	101624M-16

Item	DOCUMENT TYPE	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
17	Presentation	10/16/2024	Regional Housing Coordination Strategy: Introduction	101624M-17
18	Presentation	10/16/2024	Cooling Corridors Study	101624M-18

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF EXPANDING THE)	ORDINANCE NO. 24-1520
URBAN GROWTH BOUNDARY TO)	
PROVIDE CAPACITY FOR HOUSING AND)	Introduced by Marissa Madrigal, Chief
EMPLOYMENT TO THE YEAR 2044 AND)	Operating Officer, with the concurrence of
AMENDING THE METRO CODE TO)	Lynn Peterson, Council President
CONFORM)	

WHEREAS, state law requires Metro to assess the capacity of the urban growth boundary (UGB) at least every six years and, if necessary, to increase the region’s capacity for housing and employment for the next 20 years; and

WHEREAS, Metro’s previous growth management analysis was made in 2018 when Metro adopted the 2018 Urban Growth Report (UGR) via Ordinance No. 18-1427, which forecasted population and employment growth in the region to the year 2038, inventoried the supply of buildable land inside the UGB, and concluded there was a need to add land to the UGB to address housing needs; and

WHEREAS, Ordinance No. 18-1427 added approximately 2,181 acres of urban reserve land to the UGB in four locations in order to provide approximately 6,100 single-family housing units and approximately 3,100 multifamily units, for a total of approximately 9,200 homes; and

WHEREAS, in advance of the 2024 growth management decision, Metro convened the Urban Growth Report Roundtable, which was comprised of public and private sector representatives with the goal of lending more transparency to Metro’s growth management analyses and processes. The Roundtable met eleven times from September 2023 through July 2024. Metro staff incorporated feedback received from the Roundtable into the 2024 UGR; and

WHEREAS, Metro also convened a Youth Cohort to provide Metro staff with youth perspectives on urban planning and growth management in the context of the 2024 growth management decision. The Youth Cohort met eight times from September 2023 through July 2024; and

WHEREAS, consistent with Metro’s approach to regional growth management decisions focusing on city readiness for development, on April 3, 2024, the City of Sherwood submitted a proposal to Metro to add approximately 1,291 acres of land to the UGB in its Sherwood West planning area for housing and employment purposes; and

WHEREAS, the city’s proposal was reviewed by Metro staff and by the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), the Metro Committee on Racial Equity (CORE), and the Urban Growth Roundtable, and city staff made a presentation to the Metro Council regarding its concept plan for Sherwood West at a work session on May 28, 2024; and

WHEREAS, Metro also convened a Land Use Technical Advisory Group, comprised of public and private sector experts, which met regularly with Metro staff from July 2023 through June 2024 to provide advice on Metro’s methods for identifying buildable lands and estimating growth capacity; and

WHEREAS, Metro provided its draft buildable land inventory and growth capacity estimates to all cities and counties in the region for review and comment; and

WHEREAS, Metro convened an expert panel of demographers and economists to review the draft regional population, household, and employment forecast; and

WHEREAS, on July 9, 2024, Metro staff published the draft 2024 UGR, which provides a range forecast for future population, household, and employment growth in the region, an inventory of buildable residential and employment land in the region, and an analysis of multiple growth scenarios involving different assumptions and permutations regarding population, redevelopment potential, and different mixes of potential housing demand by housing type; and

WHEREAS, the 2024 UGR estimates that approximately 60 percent of the region's new renter households and 33 percent of new owner households will have incomes below \$60,000 and, depending on household size, households in this income bracket are classified by the U.S. Department of Housing and Urban Development as low income or very low income; and

WHEREAS, the UGR finds that meeting the housing needs of many low income households will require public subsidies; and

WHEREAS, Metro held a 45-day public comment period on the draft 2024 UGR from July 9, 2024 through August 22, 2024; and

WHEREAS, the 2024 UGR concludes that the Metro Council has latitude to determine whether there is a regional need for the City of Sherwood's proposed UGB expansion; and

WHEREAS, on August 26, 2024, Metro's Chief Operating Officer (COO) issued her recommendation to the Metro Council to expand the UGB to include Sherwood West with conditions of approval, and

WHEREAS, on September 19, 2024, CORE provided its recommendations to the Metro Council; and

WHEREAS, on September 25, 2024, MPAC endorsed the COO Recommendation for approval by the Metro Council with three additional recommendations for consideration; and

WHEREAS, on September 26, 2024, the Metro Council held a public hearing on the COO recommendation regarding the Sherwood West proposal, and that hearing was continued to October 3, 2024 for further testimony; and

WHEREAS, on October 8, 2024, the Metro Council held a work session and directed Metro staff to prepare an ordinance to expand the UGB to include the Sherwood West area and to prepare conditions of approval that address the topics included in the COO Recommendation; and

WHEREAS, the Sherwood West expansion area will add approximately 1,291 acres of urban reserve land to the UGB and provide approximately 3,120 housing units or an average density of 9.2 units per net acre, and employment land sufficient to support approximately 4,500 new jobs; and

WHEREAS, Metro staff evaluated all land in the region designated as urban reserves for possible addition to the UGB based upon their relative suitability under the Goal 14 locational factors; and

WHEREAS, the Metro Council held a public hearing on this ordinance on November 21, 2024; now therefore

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The UGB is amended to add the Sherwood West area shown on Exhibit A, attached and incorporated into this ordinance, to provide capacity for housing and employment growth.
2. The conditions of approval set forth in Exhibit B, attached and incorporated into this ordinance, are applied to the City of Sherwood as part of this UGB expansion decision.
3. The Urban Growth Boundary and Urban and Rural Reserves Map in Title 14 of Metro's Urban Growth Management Functional Plan is amended to reflect the UGB amendment as shown on Exhibit C, attached and incorporated into this ordinance.
4. The Industrial and other Employment Areas Map in Title 4 of Metro's Urban Growth Management Functional Plan is amended to place an Industrial designation on the northern portion of the Sherwood West expansion area as shown on Exhibit D, attached and incorporated into this ordinance.
5. The 2024 Urban Growth Report attached as Exhibit E to this ordinance is hereby adopted as support for the Metro Council's decision to amend the Metro UGB to provide capacity for housing and employment growth.
6. The Findings of Fact and Conclusions of Law attached as Exhibit F to this ordinance are hereby adopted to explain how this ordinance is consistent with state law and applicable Metro policies, and to provide evidentiary support for this decision.
7. The areas being added into the Metro UGB by this ordinance are also annexed into the Metro jurisdictional boundary as provided by ORS 268.390(3)(b).

ADOPTED by the Metro Council this 5th day of December 2024.

Lynn Peterson, Council President

Attest:

Approved as to Form:

Georgia Langer, Recording Secretary

Carrie MacLaren, Metro Attorney

Findings of Fact and Conclusions of Law

Ordinance No. 24-1520 accepts the recommendation of Metro's Chief Operating Officer (COO) to expand the Urban Growth Boundary (UGB) to add approximately 1,291 acres of land in the Sherwood West planning area in order to provide an adequate supply of land for housing and employment growth in the Metro region over the next 20 years. These findings of fact and conclusions of law explain how the Metro Council decision complies with state and regional land use laws and policies.

Section A of these findings describes some of the history leading to this decision, and summarizes the approach applied by Metro in the preparation of the 2024 Urban Growth Report (UGR) and the Metro Council's decision to expand the UGB. Section B of these findings describes compliance with requirements in Statewide Planning Goal 2 and regional policies regarding coordination with other local governments in the region. Section C describes compliance with requirements in Statewide Planning Goal 1 and regional policies regarding citizen involvement. Section D describes compliance with state and regional requirements regarding urban growth boundary decisions, including Statewide Planning Goals 14 and 10 and ORS 197A.350. Section E describes compliance with all other Statewide Planning Goals.

A. History and Framework for Decision

This 2024 growth management decision applies the same approach that was first used by Metro in 2018, an approach that was over a decade in the making. The journey began in 2007 when the Oregon Legislature adopted Senate Bill 1011, authorizing Metro and the three counties to designate urban and rural reserves. The designation of urban reserves in 2011 established the maximum footprint for urban growth boundary expansions over the next 50 years and removed hundreds of thousands of acres of valuable farm and forest land from potential urbanization.

In 2010, the Metro Council adopted a policy of taking an outcomes-based approach to future growth management decisions. This policy is based in part on Metro's experience with prior UGB expansions into areas where there was no existing plan for governance, development, or financing of needed infrastructure; unfortunately, those areas have often failed to develop. The history of Metro UGB expansions over the last 20 years clearly demonstrates that land readiness is more important than land supply for addressing housing needs and job growth. In order to increase the likelihood that development will actually occur in new UGB expansion areas, Metro now requires advance planning for areas that cities want to annex and urbanize. In 2010, Metro adopted amendments to Title 11 of the Urban Growth Management Functional Plan requiring cities to adopt concept plans for urban reserve areas prior to those areas being added to the UGB.

In November 2015 the Metro Council adopted the 2014 UGR, concluding that there was sufficient capacity within the existing UGB to provide a 20-year supply of land for housing and employment growth. As part of that ordinance, the Council directed Metro planning staff to work with regional partners to explore possible improvements to the growth management process and to produce a new UGR within three years, rather than six.

Responding to that directive, in May 2016 Metro convened an Urban Growth Readiness Task Force comprised of 17 public and private sector representatives to develop recommendations for improving the growth management process. The Task Force met five times between May 2016 and February 2017 and ultimately presented a set of recommendations to the Metro Council for improvements, which were accepted by the Metro Council via Resolution No. 17-4764. Those recommendations included three core concepts: (1) create expectations for cities to propose modest residential UGB expansions into concept planned urban reserves; (2) seek greater flexibility for addressing regional housing needs; and (3) seek greater flexibility when choosing among concept planned urban reserves for UGB expansions.

The Task Force recommended that Metro adopt changes in its decision-making processes to implement the three core concepts by making future growth management decisions based on specific UGB expansion proposals submitted by cities. Metro staff worked with the Metro Technical Advisory Committee (MTAC) to prepare and refine proposed amendments to the Metro Code to implement the directives from the Task Force and the Metro Council. Those code amendments were approved by the Metro Policy Advisory Committee (MPAC) and adopted by the Metro Council via Ordinance No. 17-1408 on December 14, 2017.

This 2024 UGB decision is the second application of Metro's new approach to UGB expansions. Consistent with the directives of the Task Force and the Metro Council, in 2017 Metro staff created a process where interested cities may submit proposals for UGB expansions. In 2018, four cities submitted proposals; however, in 2024 only the City of Sherwood submitted a concept plan proposal to Metro by the May 31, 2024 deadline. Sherwood's proposal was reviewed by Metro staff and by the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), the Metro Committee on Racial Equity (CORE), and the Urban Growth Roundtable, and city staff made a presentation to the Metro Council regarding the proposal at a work session on May 28, 2024.

Metro staff released the draft UGR on July 9, 2024, providing an analysis of the regional buildable land supply, a 20-year population and employment growth forecast, and an analysis of a number of potential scenarios testing different permutations of residential growth-related assumptions. The draft UGR concluded that the Metro Council has the latitude to determine whether there is a regional need to expand the UGB as proposed. There are two components to the UGR: a 61-page narrative and the 11 attached appendices. The actual technical analysis that comprises the UGR is included in the appendices, and the UGR narrative provides a descriptive summary of the information included in the appendices. The UGR and its appendices have been revised and finalized since release of the draft in July 2024.

Metro held a 45-day public comment period on the draft UGR from July 9, 2024 through August 22, 2024. After reviewing the draft UGR and the public comments, the Metro COO issued her recommendation on August 26, 2024, recommending that Sherwood West should be added to the UGB with conditions of approval designed to ensure an adequate supply and mix of housing, affordability, and protection of two 50-acre parcels for large-lot industrial use. The COO recommendation was endorsed by MPAC on September 25, 2025, with three additional recommendations from the committee to the Metro Council. After taking testimony regarding the city's proposals and the COO recommendation at a public hearing on September 26, 2024, the

Metro Council held a work session on October 8, 2024, at which time the Metro Council endorsed the COO recommendation regarding adding Sherwood West to the UGB and directed Metro staff to prepare an ordinance and proceed with finalizing the planning and analysis to support expanding the UGB in Sherwood West.

B. Coordination with Local Governments and State Agencies

This section addresses the coordination requirements of Statewide Planning Goal 2 and Regional Framework Plan (RFP) Policies 1.11.3, and 1.14. In preparing and adopting the UGR, Metro has coordinated extensively with the cities and counties in the region and relevant state agencies over the last two years. This includes significant coordination in the development of the technical elements of the UGR, discussed further in Section C below, and engagement at MPAC and MTAC as described in this section.

Metro and the City of Sherwood have also coordinated with the Sherwood School District. Cities are required under Title 11 of the Urban Growth Management Functional Plan to coordinate with school districts as they complete concept plans for urban reserves. Sherwood included school district representatives in its planning efforts. School districts also have representatives on both MTAC and MPAC, providing them with a means to stay informed and comment on the urban growth management decision. Lastly, lands owned by school districts, which are often zoned for residential use, are excluded from the buildable land inventory documented in UGR Appendix 2.

Since 2023, topics related to this growth management decision have been extensively reviewed and discussed by MPAC, which is an advisory committee to the Metro Council consisting of elected officials from cities, counties and special districts throughout the region, as well as citizens and representatives of TriMet and the Department of Land Conservation and Development (DLCD). At its meeting on September 25, 2024, MPAC voted to recommend that the Metro Council accept the COO recommendations and add the 1,291-acre Sherwood West area to the UGB. As described in more detail below, the UGR has been an agenda item before MTAC in at least 17 of its meetings since 2023, and before MPAC in at least 16 meetings since 2023. MTAC includes 35 representatives from local governments and service providers across the region as well as ODOT, housing and development stakeholders, environmental advocacy groups, land use advocacy organizations, and DLCD.

MTAC has discussed aspects of this growth management decision on the following occasions:

MTAC meeting date	Topic
2-15-23	Work program update regarding 2024 urban growth management decision
3-15-23	Development outcomes in urban centers in past UGB expansions
5-17-23	Middle housing potential and affordability
6-21-23	Housing filtering, gentrification and displacement trends
7-19-23	Public engagement plan
9-20-23	Update on BLI approach
11-15-23	BLI update; HNA approach

Exhibit F to Ordinance No. 24-1520

12-20-23	Sherwood West concept plan
1-17-24	Economic and demographic trends; work from home trends
2-21-24	Regional growth forecast
3-20-24	Preliminary capacity range estimates
4-17-24	Preliminary housing needs
5-15-24	Sherwood West concept plan
6-26-24	Employment land analysis
7-17-24	Review of draft Urban Growth Report
8-28-24	Metro COO recommendations
9-18-24	Metro COO recommendations; vote and recommendations to MPAC

Since 2023, MPAC has devoted many meetings to discussing residential and employment trends and the region’s economic outlook, reviewing the City of Sherwood’s UGB expansion proposal, reviewing the draft UGR, and generally preparing to make a growth management recommendation to the Metro Council. MPAC meetings related to the urban growth management decision include the following:

MPAC meeting date	Topic
2-22-23	Work program update regarding 2024 urban growth management decision
3-22-23	Development outcomes in urban centers in past UGB expansions
5-24-23	Oregon Housing Needs Analysis update
6-28-23	Middle housing potential and affordability
7-26-23	Public engagement plan; housing filtering; gentrification and displacement trends
11-8-23	UGB capacity estimation approach
12-13-23	UGB capacity update; Sherwood West concept plan
1-24-24	Economist and demographer forecasting panel
2-28-24	Draft regional forecast
3-27-24	Preliminary capacity range estimates
4-24-24	Preliminary housing needs
5-22-24	Sherwood West concept plan
6-26-24	Employment land analysis
7-24-24	Draft Urban Growth Report
9-11-24	Metro COO recommendations
9-25-24	Metro COO recommendations; vote and recommendations to Metro Council

At its meeting on September 25, 2024, MPAC voted to recommend that the Metro Council accept the COO recommendations and expand the UGB to include Sherwood West, but with an additional recommendation that the Metro Council adopt the high growth forecast rather than the baseline forecast.

C. Citizen Involvement

These findings address Statewide Planning Goal 1 and Regional Framework Plan (RFP) Policy 1.13. Metro began the process of preparing the UGR in 2023 and has worked closely with key stakeholders and residents of the region from the beginning.

The UGR is a reflection of the expert knowledge of many stakeholders from around the region. Throughout the development of the draft UGR, staff engaged outside expertise from the public and private sectors. This work also builds on previous technical engagement activities. From mid-2023 through mid-2024, staff sought review and collaboration on a number of topics:

- The Land Use Technical Advisory Group (LUTAG), a working group of approximately 20 public and private sector experts provided advice on the methods used for estimating the region’s buildable land inventory (UGR Appendix 2), with a particular emphasis on how to estimate redevelopment potential. LUTAG also conducted a review of the preliminary buildable land inventory results.
- All cities and counties in the region were given the opportunity to review a preliminary buildable land inventory at the tax lot level, as well as jurisdiction-level estimates of growth capacity for housing and jobs. All comments received by Metro were incorporated into the inventory used in the UGR. In response to additional comments received after the release of the draft UGR, minor corrections have been made to the inventory.
- A peer review group of four economists and demographers advised on the assumptions built into the seven-county population and employment forecast (UGR Appendix 1), the forecast results, and sources of uncertainty in the forecast. The expert review panel summary is attached to the UGR as Appendix 1A.
- In September 2023, the Metro COO convened the Urban Growth Roundtable, which was comprised of private and public sector representatives with the goal of lending more transparency to Metro’s regional growth management analyses and processes. The Roundtable met twelve times from September 2023 through July 2024, covering all aspects of the regional growth management process and the UGR. Metro staff incorporated feedback from the Roundtable into the UGR.
- In September 2023, Metro also convened a Youth Cohort to provide Metro staff with youth perspectives on urban planning and growth management in the context of the 2024 growth management decision. The Youth Cohort met eight times from September 2023 through July 2024; their comments and perspectives are summarized by topic and described in the corresponding sections of the UGR.

In addition to the above-described collaboration with public and private sector stakeholders, the public process involved in adopting the UGR has provided considerable opportunities for citizen involvement and engagement. In addition to the MTAC and MPAC meetings regarding the UGR detailed above, all of which were public meetings, the Metro Council has held nine public

meetings in 2024 alone on topics involving the UGR, including public hearings on September 26, 2024, October 3, 2024, and November 21, 2024. A 45-day public comment period on the draft UGR was held open from July 9, 2024 through August 22, 2024. Public comments were summarized in a report that was provided to MPAC and the Metro Council and posted on Metro’s website.

D. Urban Growth Management Statutes and Rules

These findings address Statewide Planning Goals 10 and 14, ORS 197A.350 – 197A.362, and OAR chapter 660 divisions 7 and 24.

Metro’s obligation to complete an inventory of buildable lands and analysis of housing need for purposes of ensuring a 20-year supply of land inside the UGB arises out of ORS 197A.350. That statute directs Metro to undertake the required inventory and analysis not later than six years after completion of the previous analysis. Metro’s previous UGR and growth management decision were adopted six years ago in 2018.

1. Buildable Land Inventory

The first step in the process required under ORS 197A.350(3)(a) is to undertake an inventory of the supply of buildable residential land inside the UGB. The applicable Goal 14 rules provide that local governments “must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs” for both residential and employment land. OAR 660-024-0050(1). This section of the findings focuses on Metro’s analysis of the residential component of the inventory.

For purposes of the inventory required under ORS 197A.350(3)(a), buildable land is defined to include vacant and partially vacant land planned or zoned for residential use, land that may be used for mixed residential and employment uses under existing planning or zoning, and land that may be used for residential infill or redevelopment. ORS 197A.350(4)(a). The buildable land inventory informs the calculation of the capacity of the UGB to accommodate future growth.

The analysis is guided in part by ORS 197A.350(5)(a), which provides that the determination of housing capacity must be based on data collected since Metro’s last UGR analysis, and that the data must include:

- (A) The number, density and average mix of housing types of urban residential development that have actually occurred;
- (B) Trends in density and average mix of housing types of urban residential development;
- (C) Market factors that may substantially impact future urban residential development; and
- (D) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

The information required by ORS 197A.350(5)(a) is provided in Appendix 5A of the UGR, which also describes the performance measures identified in ORS 197A.370 (formerly ORS 197.301).

Metro’s methodology for calculating the region’s buildable land inventory is described in Appendix 2 of the UGR and summarized on pages 30-33 of the UGR. The methodology began by analyzing detailed aerial photos of all land inside the UGB and applying current local plan and zoning designations. The methodology also applied the specific inventory requirements set forth in ORS 197A.350(4)(a)-(b). See Appendix 2, page 19. One of the more complicated aspects of creating an inventory of buildable land is determining how to accurately predict whether land that is already developed might be redeveloped in the next 20 years, as required under ORS 197A.350(4)(D). To assist in estimating the developable and redevelopable land in the region, Metro staff worked closely with an independent land use technical advisory group (LUTAG) consisting of representatives from cities, counties, the state, private sector development experts, and the Homebuilding Association of Metropolitan Portland. The group reviewed and updated the assumptions and methodologies that were applied in the 2018 buildable land inventory. Those methodologies are described in Appendix 2 of the UGR.

As noted above, predicting whether and when property that is already developed will be redeveloped for multifamily and mixed-use purposes is probably the most challenging aspect of the BLI analysis. For the 2024 UGR, Metro sought to improve upon the methods previously used in the 2018 UGR and to account for newer state law requirements allowing the development of middle housing in all single-family zones. Metro teamed with Johnson Economics to develop a pro forma model that estimates future development for individual properties over the next 20 years based on comparing existing and potential property values to identify properties that are financially feasible for development. Consistent with ORS 197A.350(5)(a), which requires that the housing capacity determination must be based on data collected since Metro’s last UGR analysis, Metro reviewed past development data to estimate the likelihood that development would actually occur on the subset of financially feasible properties. This methodology was used to create a regional estimate of growth capacity.

The buildable land inventory results are shown on Table 9 of the UGR. After applying the methodologies described in Appendix 2 and taking input from cities and counties on a preliminary draft of the inventory, the analysis concludes that the existing UGB has an inventory of buildable land that can provide 175,500 housing units of various types including single unit detached, middle housing, and multi-unit housing.

2. Housing Need

The next step in the process required under ORS 197A.350(3)(b) is to analyze existing and projected housing need by type and density range to determine the number of units and amount of land needed inside the UGB for each needed housing type for the next 20 years. The core part of the need analysis has always been to forecast what types of housing will be needed over the next 20 years. However, since the adoption of House Bill 2003 in 2019, Metro’s analysis must also include need projections based on additional factors identified in ORS 197A.348(2) for identifying more “current” household needs. The factors listed in ORS 197A.348(2) for Metro to

analyze are as follows:

- (a) Projected needed housing units over the next 20 years;
- (b) Current housing underproduction;
- (c) Housing units needed for people experiencing homelessness; and
- (d) Housing units projected to be converted into vacation homes or second homes during the next 20 years.

First, to identify future housing needs over the next 20 years, Metro prepares a regional population and employment forecast, which is provided in Appendix 1 of the UGR and summarized on pages 15-21 of the UGR narrative. As with the buildable land inventory, Metro convened a peer review group consisting of economists and demographers to help create the 2044 forecast. As described in Appendix 8 of the UGR and summarized on pages 33-38 of the UGR narrative, the regional forecast is an input for the regional housing needs analysis.

The UGR describes the 20-year housing need forecast for the region in terms of three possible residential demand scenarios: low growth, baseline growth, and high growth. The baseline growth forecast provides the best estimate of what future growth in the region will be and is the basis for the Metro Council's decision.

The baseline population forecast estimates that there will be about 315,000 additional people in the seven-county Metropolitan Statistical Area (MSA) by 2044. UGR narrative, page 18. That equates to about 203,500 new households. UGR narrative, page 35.

The next step involves estimating what percentage of the total number of forecasted household units in the seven-county MSA will locate within the Metro UGB by applying a capture rate. Metro applied a 70.7 percent capture rate, which generally represents a historical average of Metro's capture rate from 2010 to 2022. This identifies a need for 143,900 new household units. Applying a five percent vacancy rate to that number to account for an average number of vacancies at any given time equates to a need for 151,100 new dwelling units in the Metro UGB by 2044. UGR narrative, page 35. Adding the current housing need estimate based on the required factors in ORS 197A.348(2)(b)-(d) results in a total of 178,000 units of total housing need. UGR narrative, table 14.

Projected growth is then assigned to different housing types based on household life stage (*e.g.*, age, income, number of people per household). The three housing types considered in the UGR analysis are single family detached housing, middle housing alternatives, and multifamily units. This analysis is described in detail in Appendix 8 of the UGR at pages 17-18 and the three resulting future demand scenarios are depicted in Figure 14 of the UGR.

The UGR then pairs the three residential demand scenarios depicted in Figure 14 (low, baseline, and high) with an array of alternative residential supply scenarios. The two sets of scenarios are inherently related because, under basic economic principles, higher growth and demand for housing will cause the market to respond by increasing supply. These scenarios are described in more detail in Appendix 8 and are generally informed by whether the demand for housing and the resulting supply is slower/weaker or faster/stronger.

The combined analysis results in four alternative residential growth scenario outcomes that are described on page 39 of the 2024 UGR. The four scenarios generally correlate to low, baseline, and high growth forecasts but with a market supply for middle housing that is more difficult to predict. The scenarios therefore include a high growth forecast with a stronger urban market, a baseline growth forecast with an increased trend toward middle housing, a baseline growth forecast with a trend toward single-family housing, and a low growth forecast with weaker market conditions resulting in housing choices remaining static based on past preferences.

The Metro Council accepts the recommendation of the Metro COO and staff to plan for the baseline “new normal” scenario as described in the 2024 UGR, combined with an assumption that vacant land will trend more toward being developed with single unit detached homes rather than middle housing. This is generally described on page 39 of the UGR as Scenario 3 and a more data-driven description of the scenario is provided in Appendix 8 at page 19. Based on the detailed and extensive evidence and analysis provided by staff and described in the UGR, the Metro Council finds that Scenario 3 provides the most reasonable estimate of the amount and type of future growth that the region can expect over the next 20 years.

The analysis regarding “current” housing needs under the additional factors required to be considered under ORS 197A.348(2)(b)-(d) is summarized on pages 33-35 of the 2024 UGR. The methods used for estimating those needs are described in more detail in Appendix 8A. An analysis regarding other types of “needed housing” as described in the definition of that term under ORS 197A.348(1) is provided in Appendix 8 of the UGR at pages 15-16. As described there, specific housing types such as government assisted housing and manufactured dwellings are subsets of the three broader housing types that Metro is tasked with analyzing for purposes of determining whether there will be a sufficient supply of buildable land inside the existing UGB over the next 20 years: single family housing, middle housing, and multifamily housing. Government assisted housing could take the form of any of those three housing types. Similarly, manufactured homes are essentially a construction technique, most often for single unit detached or middle housing, not a specific housing type with its own particular land capacity needs that may be assessed for purposes of determining future regional land need. Agricultural workforce housing is allowed under ORS 197A.395 in any residential or commercial zone that allows housing; accordingly, Metro’s assessment of housing capacity and needs addresses farmworker housing in the same way that it addresses housing needs for all types of workers. Similarly, under ORS 197A.430(2), single room occupancies must be allowed in all local single-family and multifamily residential zones, which means that Metro’s analysis of capacity and need for the more general housing types includes needs for SROs, a specific tenure-based designation that is more relevant to city and county housing regulations for local housing needs than the regional 20-year land need determination that Metro is tasked with adopting.

As described in Appendix 8, the core analysis required of Metro is to determine whether there will be a need for more buildable land in the next 20 years. This is fundamentally a question of land capacity and what the demand for varying densities of future housing types will be, based largely on what types are allowed under local zoning codes. Metro’s future need analysis is necessarily focused on the three basic structure types because those housing types are quantifiable under the local zoning codes of the 24 cities and three counties in the Metro region.

Other more specific types of housing described in the “needed housing” definition of ORS 197A.348(1) such as government assisted housing, affordable housing, manufactured homes, and farmworker housing, could be any of the types of housing analyzed by Metro depending on how the building is designed and built. Accordingly, they are folded into the broader categories for purposes of identifying a 20-year land need for housing. Assessing needs for the more specific types of housing identified in ORS 197A.348(1) becomes relevant when cities and counties are adopting their own local housing needs analyses and adopting local zoning codes that are responsive to specifically identified local needs as required under state law.

Table 15 of the UGR provides the results of combining the Scenario 3 projected need with the current need estimate, and then comparing the total need against the UGB capacity data provided in table 9. The outcome is a regional capacity deficit for single unit detached and middle housing that totals approximately 3,100 units.

The concept plan adopted by the Sherwood City Council for Sherwood West indicates that it can provide a total of 3,120 single family, middle housing, and multifamily units. This ordinance includes a condition of approval requiring the city to plan for either 3,120 housing units in the expansion area or an average density of 9.2 units per net acre in residentially zoned areas. The Metro Council finds that expanding the UGB to include the Sherwood West urban reserve area will provide sufficient buildable land acreage to meet existing and future housing needs over the next 20 years.

3. Employment Land Analysis

In addition to the statutory and rule requirements addressed above regarding provision of a sufficient amount of residential land for needed housing, Goal 14 also requires Metro to ensure there is adequate development capacity inside the UGB to accommodate needs for employment land over the next 20 years. However, unlike the statutory needed housing requirements, which require Metro to undertake a UGR analysis at least every six years and include highly prescriptive requirements regarding the applicable methodologies, there are not similarly detailed state requirements that apply to Metro’s employment land need analysis and resulting conclusions.

Metro’s analysis begins with a buildable land inventory, which “must include suitable vacant and developed land designated for industrial or other employment use.” OAR 660-024-0050(1). That rule provides that the inventory should be conducted in accordance with the Goal 9 rule at OAR 660-009-0015, which requires a description of all employment land sites, including site characteristics and development constraints, within each zoning district.

The approach utilized by Metro to comply with the requirements of the Goal 9 rule was developed in consultation with DLCDC and is set forth in Appendix 6 of the UGR. Relevant site characteristics and data points are described in Table 1, and those characteristics are reviewed and applied to particular areas and employment land types as shown on the maps and tables in the rest of Appendix 6.

The methodology utilized by Metro in making its capacity calculations for vacant and redevelopable employment land is described in Appendix 2 of the UGR along with the residential inventory. As with the residential inventory, the methodologies for developing the inventory of employment capacity were developed by a technical working group consisting of representatives from public and private sector organizations.

The results of the employment land inventory are summarized in Table 18 of the 2024 UGR. A more detailed description broken down by jurisdiction is provided in the table on page seven of Appendix 2. The adjusted capacity figures show an inventory of 514 acres of land available for commercial employment use and 5,331 acres for industrial use.

However, the aggregate acreage of all industrial sites in the Metro region does not tell the entire story of industrial site availability. As described in the UGR at pages 55 to 58, 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, and there is a shortage of larger industrial sites that are in demand for industrial expansion and recruitment.

As part of Metro's 2018 growth management decision, Metro partnered with the Mackenzie consulting firm, Greater Portland, NAIOP, the Portland Business Alliance, PGE, and the Port of Portland to produce the 2017 Regional Industrial Site Readiness Inventory, which specifically examined the supply of large industrial sites in the Metro region that were available to accommodate existing and future employers. The resulting report broke down available 25+ acre sites into three tiers based primarily on how long the site could be ready for development, with Tier 1 sites being potentially ready within 180 days and Tier 3 sites requiring 30 months or longer. The 2017 report found a shortage of Tier 1 sites larger than 50 acres and noted that "if this regional issue is not addressed, the Portland region will experience lost opportunities for new game-changer business locations and expansions."

The 2017 regional inventory of large industrial sites was updated for the Semiconductor Task Force in 2022. As described in the UGR narrative, since the 2017 Regional Inventory of large industrial sites, 15 large sites have developed and six of those are over 50 acres, leaving only eight remaining available sites over 50 acres inside the UGB. A map of those sites is provided in Figure 24 of the UGR narrative. Two of the sites are owned by the Port of Portland and carry zoning restrictions for marine or airport use, leaving only six sites over 50 acres inside the UGB that are available to the general industrial market.

In 2022, Oregon's two U.S. Senators, Governor Brown, Representative Suzanne Bonamici, and the CEO of Portland General Electric created the Semiconductor Task Force in order to develop a strategy for Oregon to secure potentially billions of dollars in capital investments by the federal government and the semiconductor industry to fill a worldwide chip shortage. The Task Force produced a detailed report concluding, in part, that Oregon is on the cusp of a semiconductor industry boom similar to the 1990s – a boom that was facilitated in part by 2,000+ plus acres of available industrial land in the western part of the Metro region. The Task Force concluded that Oregon, and particularly the Metro region, faces a serious shortage of available, development-ready large industrial sites to accommodate valuable economic growth that will be spurred by the \$52 billion in incentives being made available by the federal CHIPS Act.

The Semiconductor Task Force report is attached to the UGR as Appendix 11, which is adopted and incorporated as part of this ordinance. That report notes that the Metro region is the key to continued growth and development of the semiconductor sector, and states the importance of clustering to that industry, concluding that semiconductor businesses are highly likely to continue the type of clustering that has historically occurred on the west side of the Metro region. The report identifies a short-term need for four sites of 50-100 acres that would be suitable for integrated device manufacturers or major semiconductor equipment manufacturers. The Metro Council concurs with and adopts these conclusions.

As described in the 2024 UGR, there are currently only six available sites within the UGB that are 50 acres or larger with slopes under seven percent that could be available for industrial uses of the type identified by the Semiconductor Task Force. As depicted on the map at Figure 24 of the UGR, four of those sites are not sufficiently proximate to existing high-tech clusters in the west side of the region to accommodate the need for large sites for high-tech manufacturing uses. Although there are two large 50+ acre sites in the vicinity of Forest Grove and Hillsboro, those two sites are insufficient to address the need for four sites of 50-100 acres identified by the Task Force.

The City of Sherwood's concept plan for Sherwood West proposes to provide 130 net acres of land on the north end of the expansion area that will be designated for employment uses and would be available to accommodate the type of high-tech industrial and flex building uses identified by the Task Force. That 130-acre area includes two potential sites that are larger than 50 acres, nearly flat, and proximate to high-tech clusters on the west side.

To better understand the availability of industrial sites in the Metro region in the context of Sherwood's proposal, Metro contracted with ECONorthwest to conduct a survey of regional and local data trends regarding employment needs and site availability, and to consider whether the proposed Sherwood West expansion area has site characteristics that could accommodate identified industrial land needs. The ECONorthwest report is included in the UGR as Appendix 9. That report concludes, in part, that there is a very short supply of large industrial sites in the Metro region, and that industrial space is in high demand. The report notes that over the past five years, industrial vacancy rates in the Metro region have been at 4.1 percent, and the vacancy rate for Washington County in 2023 was a mere 2.5 percent. These extremely low vacancy rates create a barrier to the region's ability to attract new companies and to expand existing companies.

The region's lack of large industrial sites for new companies is also described in correspondence to Metro from Greater Portland Inc. (GPI) dated November 8, 2024. In that letter GPI provides a table showing business recruitment data for the Metro region, specifically inquiries from and outcomes for businesses looking for sites larger than 40 acres since the third quarter of 2021. That letter explains that of the 12 potential projects that did not end up locating in the Metro region, five were lost as the direct result of the region's lack of available large lot sites. Those projects were seeking sites for clean technology, computer and electronics, and advanced manufacturing companies.

Regarding the proposed Sherwood West expansion area, the ECONorthwest report concludes that, based on its survey of regional industrial trends and site availability, the Sherwood West employment area provides specific site characteristics that would meet the regional need for large 50-acre parcels with slopes under seven percent, minimal need for site aggregation, and proximity to transportation facilities and existing semiconductor companies. This assessment indicates that Sherwood West has characteristics that are more suitable for needed high-tech industrial growth than other lands inside the existing UGB. Making the two 50-acre sites in Sherwood West available for high-tech manufacturing use would help address the existing shortage of such sites for regional economic development.

Further evidence in support of adding two 50+ acre sites in Sherwood West is provided in a memorandum from Metro staff to the Metro Council dated November 26, 2024. That memo provides more detailed information about the eight existing 50+ acre industrial sites currently inside the UGB and about the specific characteristics that make the Sherwood sites more suitable to meet the need for large-lot high-tech industrial use. Specifically, the memo indicates that, compared to other sites inside the UGB, the two Sherwood West sites are comparatively closer to the existing cluster of semiconductor industries on the west side of the Metro region, using the Intel Ronler Acres site as the point from which distances are measured. Although there is one other 50+ acre site at Coffee Creek that is only slightly further away, the Sherwood West sites are more suitable because they are comparatively flat and include larger parcels that include tax lots in common ownership, making site aggregation comparatively easier. As noted in the Metro staff memo, the Coffee Creek site consists of 20 separate tax lots under ten acres that are in 12 different ownerships. The Metro Council finds that, in addition to lacking the same proximity provided by the Sherwood West sites, the Coffee Creek site includes slopes of greater than seven percent and presents site aggregation challenges that make it less likely to be developable for large-lot industrial use within a reasonable timeframe.

The Metro Council also finds that testimony submitted via letter from the City of Sherwood dated November 27, 2024 provides compelling evidence in support of the suitability of the two Sherwood West sites for industrial use. That letter notes four particular advantages of the Sherwood West sites. First, regarding proximity to Hillsboro’s semiconductor cluster, the city notes that Sherwood West “benefits from close access to major semiconductor companies, including Intel, Qorvo, Lattice Semiconductor, and Jireh Semiconductor. Notably, Sherwood West is only 4 miles from Lam Research, a leading global semiconductor supplier and the second-largest private employer in the Portland Metro area located on the Sherwood-Tualatin border.”

Second, the city’s letter describes specific supply chain advantages provided by the Sherwood West sites, notably reduced transportation times and costs for equipment and material deliveries, and efficient access to key suppliers. Third, the city describes benefits that would be provided by existing skilled workforce readiness in the City of Sherwood for future high-tech manufacturing jobs, relying in part on data provided in the city’s 2023 Economic Opportunities Analysis and a U.S. Census Bureau survey indicating that approximately 15 percent of Sherwood residents are employed in advanced manufacturing, high-tech, or semiconductor-related sectors. Finally, the city notes that Sherwood West is directly accessible via multiple transportation routes that offer

freight and commuter access to existing high-tech hubs in Washington County, and that it benefits from close proximity to existing utilities.

Contrary to assertions made by opponents, the requirements of Metro Title 13 will not be a hindrance to assembling two 50-acre flat buildable parcels in the northern part of Sherwood West. The existing Title 13 inventory for the area is from 2005 and is outdated; because the area is currently outside of Metro, Title 13 does not create habitat protection requirements that are binding until it is added to the UGB and to Metro's jurisdictional boundary. When this area is added to the UGB, Title 13 requires the city and Metro to update the inventory to reflect any changes in conditions that have occurred since 2005, including the removal of a substantial number of trees that has occurred since that time. The city's new comprehensive plan and land use regulations for the area will need to comply with Title 13; however, under Metro Code, compliance can mean allowing some encroachment even into inventoried habitat.

Further, Ordinance No. 24-1520 includes a condition of approval requiring that the city will adopt local land use regulations, annexation procedures or other means to ensure that there will be two industrial sites of at least 50 acres or larger that will be protected from division.

Considering and weighing all the evidence in the record, the Metro Council finds there is a shortage of large-lot industrial sites in the region of the type described by the Semiconductor Task Force and the ECONorthwest report, and that adding Sherwood West will provide two new 50-acre sites to the regional employment inventory that will be able to absorb new or expanding high-tech manufacturing businesses that are looking for sites with proximity to existing high-tech clusters on the west side. Based on all of the evidence described above, the Council finds that the Sherwood West sites provide specific characteristics that make them more suitable for high-tech industrial use than other sites inside or outside the existing Metro UGB.

Regarding commercial employment land, applying the baseline growth forecast, the 2024 UGR identifies a capacity of 514 acres inside the existing UGB and a demand for approximately 800 acres, leaving a deficit of approximately 286 acres. The city's concept plan provides that 135 acres will be planned for a commercial zone in the southern portion of the Sherwood West area. As noted in Appendix 3 of the UGR, some commercial employment categories may be accommodated within industrial areas. The very minor remaining commercial land deficit of about 150 acres represents less than half of one percent of the existing inventory of 5,331 acres of industrial land inside the existing UGB. The Metro Council finds that the mathematically insignificant deficit of about 150 commercial acres may be accommodated within the region's existing inventory of 5,331 acres of industrial land over the next 20 years.

4. Locational Alternatives Analysis

Statewide Planning Goal 14 directs local governments, including Metro, to consider four locational factors as part of any decision to expand the UGB:

- Factor 1 – Efficient accommodation of identified land needs;
- Factor 2 – Orderly and economic provision of public facilities and services;
- Factor 3 – Comparative environmental, energy, economic and social consequences;

- Factor 4 – Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Metro’s analysis of the four locational factors is governed by OAR 660-024-0060, which provides that when considering a UGB amendment, “Metro must determine which land to add by evaluating alternative urban growth boundary locations,” consistent with the priority of lands specified in ORS 197A.355. The highest priority of land available under ORS 197A.355 is urban reserve. Because all expansion areas are designated urban reserve, OAR 660-024-0060(1)(b) directs Metro to apply the location factors of Goal 14 to the urban reserve areas to choose which land in that priority to include in the UGB.

Metro’s application of the urban reserve factors to all 27 urban reserve areas in the Metro region is set forth in Appendix 7 to the UGR. As described in that analysis, Metro undertook a two-step process by first applying the Goal 14 factors and other locational requirements in OAR 660-024-0060 to all urban reserve areas (Appendix 7). Next, based on the outcome of the initial analysis, Metro applied the separate Metro Code location factors to a smaller set of 20 urban reserve areas that were determined to be potentially suitable under the Goal 14 factors. That analysis is in Appendix 7A.

Seven of the urban reserve areas were determined to be the least suitable for urbanization based on the Goal 14 analysis: Boring, Boring-Highway 26, Damascus, Stafford, Rosemont, Norwood and Tonquin. The summary rankings for all 27 areas under each factor are shown in the table at the end of Appendix 7 (Attachment 3). These seven areas all share significant infrastructure hurdles that would need to be addressed prior to services such as sanitary sewer and water being available. For instance, the closest sanitary sewer services to the Damascus or the Boring urban reserves is well over a mile away and sanitary sewer service for Stafford and Rosemont needs to flow through the Borland urban reserve area, requiring the Borland urban reserve area to be urbanized first.

A second group of urban reserves were determined to rate low for one or more types of public facilities and services. While the obstacles may not be as significant as in the areas noted above, these areas do face infrastructure difficulties related to large swaths of adjacent undeveloped land inside the UGB, undetermined service providers, current need for improvements to meet existing demand, and high costs for future needed improvements. In addition, most of these areas rated high for environmental consequences due in part to the number and location of potential stream crossings. This includes Beaver Creek Bluffs, Borland, David Hill, Ellingsen Road North, Ellingsen Road South, Gresham East, Henrici, Holcomb, I-5 East, Maplelane, Rosa, and Sherwood South.

The remaining urban reserve areas rated reasonably well for public facilities and services as well as the other Goal 14 factors. This group includes Bendemeer, Bethany West, Brookwood Parkway, Grahams Ferry, Holly Lane, Sherwood North, Sherwood West, and Wilsonville Southwest. These areas rated at medium or high for the four different locational factors.

However, of the eight areas that did not have at least one low rating, five of them are too small or otherwise would not provide sufficient buildable land to meet the identified need for both

housing and employment (Brookwood Parkway, Grahams Ferry, Holly Lane, Sherwood North and Wilsonville Southwest). Another, Bethany West, is more than a mile away from the closest city, which is the preferred provider of urban services in Washington County per the Urbanization Forum agreement between Washington County and the cities within the county. This limits its ability to be urbanized in time to efficiently accommodate the identified land needs.

In undertaking this review of alternative urban reserve areas, the Metro Council is cognizant of the region's history of expanding the UGB into areas that have failed to develop, or have developed very slowly, due to a lack of governance and/or planning for development. Therefore, in its evaluation of the relative merits of the urban reserve areas under the factors in Goal 14 and the Metro Code, the Metro Council is exercising its discretion to place greater weight on the two factors that are impacted by the existence of adjacent cities with locally adopted concept plans for the relevant urban reserve area. Those two factors are: (1) efficient accommodation of identified land needs, and (2) orderly and economic provision of public facilities and services. A city's adoption of a concept plan that meets the requirements of UGMFP Title 11 demonstrates that the city has a plan for future development and is willing and able to efficiently accommodate the identified land need and provide public facilities and services within a time frame that will be considerably faster than other areas that do not have a concept plan.

The 2024 UGR concludes that the region needs more housing production to keep up with population growth and employment land for high-tech industrial uses. In order to better meet these identified needs, the Metro Council is choosing to prioritize the consideration of an urban reserve area with an adopted concept plan, because that area is more likely to produce development sooner and thereby more efficiently accommodate the identified need than other reserve areas that are not already planned. The concept plan also describes the city's plan for future development and paying for infrastructure, thereby making it more likely that Sherwood West can provide public facilities and services in an orderly and economic manner.

In 2018, Metro utilized this same approach in its Goal 14 locational analysis that supported a UGB expansion into four different urban reserve areas. Metro's 2018 analysis was reviewed and approved by DLCD and by LCDC, and described by the Oregon Court of Appeals as follows:

“In the staff report, DLCD further explained, with regard to a recent expansion of the metropolitan area UGB, Metro gave ‘decisive weight’ to whether a concept plan had been adopted by various cities in determining whether to add land near those cities to the UGB, and that that methodology was approved by LCDC:

“In January 2020, [LCDC] approved a 2,100 acre Metro UGB expansion which utilized Metro's methodology. The commission found that the methodology, as applied by Metro, was consistent with Goal 14, relevant state statutes, and Metro's own code and Regional Framework Plan. Metro received four applications from cities within its boundaries (Beaverton, Hillsboro, King City, and Wilsonville) for a UGB expansion for which that city would take responsibility. All four cities submitted concept plans providing details on the proposed urban communities that would result.

Metro also completed a technically sufficient analysis under Goal 14 of all of its urban reserve areas, * * * but gave decisive weight to the adoption of the concept plans by these four cities as demonstrating that lands within these concept plan areas were best suited for UGB expansion.”

Marks v. Land Conservation & Dev. Comm'n, 327 Ore. App. 708, 716 (2023).

The methodology that was previously used by Metro in 2018 and approved by LCDC is the same methodology used in this decision. In its considering and weighing of the locational factors under Goal 14 and the Metro Code, the Metro Council is giving greater weight to Sherwood West under the first two factors, because Sherwood West is the only urban reserve area that has been concept planned.

The expansion area being approved in this ordinance is the Sherwood West urban reserve area. As described in Appendix 7 and 7A, Sherwood West ranked comparatively high under the Goal 14 factors and the Metro Code factors and has the benefit of completed concept planning by a city that is eager to annex, urbanize, and govern the areas. The Sherwood West concept plan describes the city’s ability to provide and pay for urban services, expected housing types and number of units, natural resource protection needs and governance issues. Identifying and planning for these issues in advance dramatically increases the likelihood that these urban reserve areas will be able to efficiently accommodate the identified residential land need within a reasonable timeframe and will provide public facilities and services in an orderly and economic manner. Therefore, the Metro Council finds that the Sherwood West urban reserve area will better accommodate the identified land need and more readily provide urban services under the first two locational factors in both Goal 14 and the Metro Code.

Application of the non-redundant locational factors in the Metro Code to the remaining 20 urban reserve areas is provided in Appendix 7A of the UGR. As noted in Attachment 3 to Appendix 7A, all urban reserve areas received a high ranking for factor 2 regarding protection of farmland for commercial agriculture, since all areas are urban reserves that by definition are appropriate for urbanization. All of the urban reserve areas except Sherwood West received a low ranking under factor 4 regarding contribution to the purposes of centers and corridors, primarily due to the distance between the urban reserve areas and the closest designated center, lack of direct connections and transit service, and the character of the land uses in between; also, most of the other urban reserve areas are comparatively small, which means those areas would have fewer residents and therefore make smaller contributions to center and/or corridor development.

Turning to the remaining two Metro Code factors, four urban reserve areas (Brookwood Parkway, Grahams Ferry, Holly Lane, and Wilsonville Southwest) received high rankings for avoidance of regionally significant fish and wildlife habitat and high or medium rankings for transition between urban and rural lands. However, all of those areas have features that make them unable and/or less efficient for accommodating the identified land needs. Brookwood Parkway is very small at 62 gross acres and is heavily parcelized with rural residential development – it contains 24 separate tax lots and all but three are developed, leaving only 24 net vacant buildable acres. As explained in the Goal 14 analysis, “the small size of the reserve’s tax lots and their existing residential development make it less likely to be able to accommodate new

employment land uses. Rather, the reserve is considered able to accommodate a small residential land need.” The locational characteristics of Brookwood Parkway significantly limit its ability to provide land to accommodate the land needs identified by the Metro Council.

Similarly, the Wilsonville Southwest urban reserve area is very small at 67 gross acres and does not provide enough land to accommodate the identified needs for residential and employment land. Although the area is largely undeveloped and primarily in agricultural use, it contains only 20 net vacant buildable acres.

The Grahams Ferry urban reserve area is larger than Brookwood Parkway and Wilsonville Southwest at 203 gross acres; however, this area still does not provide enough land to accommodate the identified need, and the Goal 14 analysis concludes that the area is not suitable to accommodate an employment land need, due in part to the lack of potential roadway connections. The area is heavily parcelized and developed, with more than 70 percent of its 24 tax lots being smaller than five acres; it currently contains only 68 net vacant buildable acres. Twenty of the 24 tax lots are developed, with the median assessed value of those improvements being more than \$306,000, and one 2.7-acre lot has improvements assessed at more than \$1.4 million. These factors significantly limit the likelihood of future urbanization and contribute to the inability of the Grahams Ferry area to accommodate the identified needs for residential and employment land within a reasonable timeframe.

The Holly Lane – Newell Creek Canyon urban reserve area contains 695 gross acres. It is irregularly shaped and is nearly an island that is surrounded by the UGB except for a 1,100-foot rural edge. The area has a state highway (Hwy 213) running through the middle of it. A significant amount of the acreage, 203 acres, is owned by Metro and is part of the Newell Creek Canyon Nature Park. Almost all of this reserve areas has slopes greater than 10 percent. The main amount of buildable land is along one north-south road, South Holly Lane, which contains numerous rural residences and has limited potential connections to land inside the UGB to the east due to steep slopes and significant natural resources. Due to the steep slopes and other site constraints, the Goal 14 analysis concludes that this urban reserve area could only accommodate a small residential land need and could not accommodate employment needs. The Metro Council finds that, although this area has high scores regarding three of the Metro Code factors, those advantages are outweighed by factors 1, 2, and 3 under Goal 14 – the topography, parcelization, protected areas, environmental consequences, and difficulty of providing urban services to the area make it less able to efficiently accommodate the identified land needs or to provide public facilities and services in an orderly and economic manner.

On balance, considering and weighing the locational factors under both Goal 14 and the Metro Code, the Metro Council finds that the Sherwood West urban reserve area received among the highest rankings when all the factors are considered together. As described above, the Council is exercising its discretion to provide greater weight to the first and second factors under both Goal 14 and the Metro Code regarding efficient accommodation of identified land needs and orderly and efficient provision of public facilities and services. The fact that the City of Sherwood has adopted a concept plan for Sherwood West describing how the area will be planned and developed indicates that the land in Sherwood West can accommodate the need for housing and employment within a significantly shorter time frame than any other reserve areas. Under this

analysis and based on the evidence and findings provided in Appendix 7 and Appendix 7A regarding application of the factors to all 27 urban reserve areas, the Metro Council finds that Sherwood West provides the best location for this UGB expansion.

One opponent, the West of Sherwood Farm Alliance, asserts that Metro's analysis incorrectly applies factor seven under the Metro Code, which requires a comparative evaluation of urban reserve areas based on "protection of farmland that is most important for the continuation of commercial agriculture in the region." Metro Code § 3.07.1425(c)(7). Metro's analysis in Appendix 7A considered and applied this factor to all 20 relevant urban reserve areas, and reached a conclusion that all urban reserve areas score highly regarding this factor, because the decision made by Metro and the three counties in 2011 to designate these areas as urban reserve necessarily made them the most appropriate for urbanization under state law. In other words, all urban reserve areas are equally less important for protecting commercial agriculture than Goal 3 farmland that is not an urban reserve. Since all urban reserve areas are designated as potentially the next areas that will be added to a UGB and urbanized, there is no basis to rank some higher than others in terms of protecting farmland. Potential urbanization of each urban reserve area and its compatibility with nearby agricultural activities occurring on Goal 3 protected farmland outside the UGB was evaluated in Appendix 7 under Goal 14 factor 4, and those rankings are in Attachment 3 to Appendix 7.

The Metro Council is afforded deference in the interpretation of its own code provisions. The Council finds that the analysis of Metro Code section 3.07.1425(c)(7) provided in Appendix 7A and described above is consistent with the purpose and intent of that section. Further, the Metro Council finds that there is insufficient evidence in the record to support a conclusion that urbanization of Sherwood West would have significantly greater impacts on commercial agriculture than in other urban reserve areas. Finally, even if there are potential impacts on current commercial agriculture activities in Sherwood West, that factor under the Metro Code is outweighed by the fact that there is an adopted concept plan for Sherwood West, which provides greater weight in favor of that location under the first two factors of Goal 14 and Metro Code 3.07.1425(c). For these reasons, the Metro Council finds that even if impacts to agricultural activities exist and are considered, such impacts are outweighed by the ability of Sherwood West to efficiently accommodate the identified land need and provide orderly and economic public facilities and services; accordingly, Sherwood West still provides the best location for this UGB expansion when all of the factors are considered, weighed, and balanced.

5. Additional Factors for UGB Expansion Proposals

In 2017 the Metro Council adopted amendments to Metro Code section 3.07.1425 identifying certain other factors to be considered in determining which urban reserve areas being proposed by cities for a UGB expansion will better meet an identified need for housing. Those factors are considered and applied in this section. The Metro Council finds that because the purpose of this code section is to choose between urban reserve areas being proposed for addition to the UGB by cities, only the area being proposed for an expansion should be considered. The Council also notes that in adopting these factors, the expressly stated intent was not to create criteria that must be satisfied, but factors to be considered and weighed, in the manner of the Goal 14 locational factors.

The first factor is whether the urban reserve area is adjacent to a city with an acknowledged housing needs analysis that is coordinated with the Metro regional growth forecast. Sherwood West has an adopted and acknowledged housing needs analyses that has been coordinated with Metro.

The second factor is whether the area has been concept planned consistent with Title 11 of the UGMFP. The City of Sherwood has an adopted concept plan for Sherwood West that the city submitted to Metro as part of its proposal to expand the UGB in that area, and the Metro Council finds that the city's concept plan is consistent with the requirements of Title 11.

The third factor is whether the city that prepared the concept plan has demonstrated progress toward the actions described in Metro Code section 3.07.620 in its existing urban areas. That section of Title 6 provides that in order to be eligible for a regional investment in a Center, Corridor, Station Community, or Main Street, a city must adopt a map showing boundaries for those areas and adopt a plan of actions and investments. The Metro Council finds that the City of Sherwood has demonstrated progress toward the Title 6 requirements. The city adopted its Town Center Plan on September 17, 2013. Metro's 2017 State of the Centers Atlas indicates that the Sherwood Town Center scores above average for park access, average for private amenities, bike route density, sidewalk density, and people per acre, and below average for transit access and block size compared to other Metro designed Centers. Since adoption of the Town Center Plan, the city has taken actions and made investments that demonstrate progress toward the objectives of Title 6, including:

- Allowing high-density multi-family development as a permitted use in all commercial zones
- Providing a complete waiver of parking requirements for Old Town and most development within the Town Center in conformance with Climate Friendly and Equitable Communities standards for parking reform near frequent transit
- Approval of all housing-related variances for multi-family housing within the Town Center since adoption
- City-funded sidewalk and bicycle improvements the entire length of Larger Farms Parkway
- City-funded construction/reconstruction of the sidewalks, pathways, and alleyways in Old Town to be multipurpose sidewalks
- Reconfiguration of streets in Old Town to encourage greater walkability and interconnectedness with the Town Center
- Installing wayfinding monuments to facilitate greater awareness of the unique characteristics of the Town Center as described in the Town Center Plan's policies
- Construction of a performing arts center, library, city hall, parking, and Cannery Square
- Funding and construction of the Cedar Creek/Tonquin Trail identified in the Sherwood Town Center Plan's Bike/Pedestrian Improvement List
- Bicycle improvements on Highway 99W at the Meinecke and Sherwood Boulevard intersections in conjunction with private multifamily or mixed-use development.

The fourth factor is whether the city that prepared the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas, including multifamily housing types that are more affordable than traditional detached single family dwellings. The city has also adopted amendments to its land use regulations that comply with DLCDC's Climate Friendly and Equitable Communities (CFEC) rules, which reduce obligations to provide costly off-street parking for residential development. In 2021 the city adopted a new comprehensive plan that includes a policy that the city will provide opportunities for "a variety of housing types in locations and at price points that meet the needs of current and future residents." The city has also completed a Housing Needs Analysis for the 2019-2039 planning period that estimates housing needs by all income levels. The results of the HNA provide the city with the technical and factual background relating to current and future housing needs including the projected need for housing at 80% of the median family income of Washington County. The Metro Council finds that the City of Sherwood has demonstrated success in increasing the supply and diversity of housing types in its existing urban areas and taken steps toward increasing the supply of affordable housing.

The fifth factor is whether the city that prepared the concept plan has taken actions to advance Metro's six desired outcomes in the Regional Framework Plan. First, as noted above, it is important to underscore that this is a factor to be considered by the Metro Council, and not an approval criterion. Next, opponents argue that the City of Sherwood's *concept plan* for the Sherwood West area does not further the six desired outcomes. However, the applicable factor to be considered by the Metro Council is not whether the concept plan for the proposed expansion area itself furthers the six desired outcomes – the relevant question is whether the city has generally taken actions to advance the six desired outcomes.

The Metro Council finds that the city has demonstrated progress toward the six outcomes, for the reasons explained by the city in Attachment B to its Sherwood West concept plan submittal to Metro dated April 3, 2024, and as described in the following findings regarding each of the six outcomes.

a. People live, work and play in vibrant communities where their everyday needs are easily accessible.

A vibrant community is a complete community where housing, industry, commerce, education and recreation come together to meet the needs of its residents. In 2013, Sherwood developed a Town Center Plan, which includes three districts in Sherwood's existing urban area. The Sherwood Town Center Plan designates and lays out a plan for a walkable urban center that meets regional planning objectives and guides future growth and development. The Town Center includes the Old Town Overlay District as well as centrally located large format retail centers. This mixture of small scale and large format retail provides opportunities for Sherwood residents to meet their everyday needs without driving long distances or driving at all. The Old Town District provides restaurants, wine tasting, hair and beauty services, tax and accounting services, among other commercial services. The large format retail centers provide grocery shopping and other commercial retail opportunities that are less compatible with historic buildings and small spaces.

Sherwood has been successful in reducing regulatory and other barriers to mixed-use, pedestrian-friendly, and transit-supportive development in its Town Center and Old Town in recent years. The City reduced parking requirements (prior to CFEC) to provide flexibility in the design of multi-family and mixed-use development within Old Town, and increased building height limits to allow for mid-level multi-family and mixed-use development. The City encouraged the use of planned unit developments to transfer densities among multiple sites to allow for denser mid-rise residential construction. More recently the City has further reduced parking requirements in accordance with CFEC regulations for all properties within the Town Center.

In addition to policy changes to encourage a walkable community, the city invested in sidewalk and bicycle improvements along the length of Langer Farms Parkway, which spans the Town Center north to south along its eastern edge. The City also reconfigured and redeveloped streets in the Old Town core to encourage greater walkability and interconnectedness with other districts of the Town Center. Recent planning efforts have focused on extending the local and regional trail system into and out of the Town Center with extensions into Sherwood West. A portion of the Cedar Creek / Ice Age Trail was completed in 2022 which will provide an off-street connection between Highway 99W in the north and Old Town in the south.

Sherwood is currently constructing a new pedestrian bridge over Highway 99W. The highway creates a clear physical barrier between Sherwood West and current city limits, and the pedestrian bridge will provide a safe and convenient pedestrian crossing of the highway to serve new residents in Sherwood West. The City is also partnering with Clean Water Services to plan and construct needed sewer improvements to serve the area. Appendix N of the concept plan provides details regarding infrastructure investments that are currently underway. Opponents offer no evidence to support their contention that adding Sherwood West to the UGB will require federal funding or other major infrastructure grants pulling public investment dollars away from the broader region and disproportionately aiding Sherwood alone.

Shifting the focus to the Sherwood West expansion area, which is not actually the focus of the relevant Metro Code factor, the Sherwood West concept plan calls for a mixture of land uses to help make everyday needs accessible, including for residents without a vehicle. The Sherwood West area is adjacent to and a part of Sherwood's network of streets that carry both local and regional traffic. The concept plan proposes a connected network of streets in Sherwood West that will tie existing and new growth together to create livable and walkable neighborhoods, and mitigating impacts of regional through-traffic. The concept plan proposes a mixture of employment uses that are intended to enhance and strengthen the city's Town Center by offering complementary uses to encourage more housing and visitors.

The Metro Council finds that the city has demonstrated progress toward this desired outcome.

b. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.

In 2021 the city adopted its 2040 comprehensive plan – one of the six core components of that plan is to provide for a thriving and diversified economy. As described in the city's UGB expansion proposal, in recent years the city has focused on attracting living wage jobs that take

advantage of the region’s existing economic advantages. The city has outperformed Washington County in terms of employment growth over the last decade. The average annual growth rate from 2010 through 2020 was 3.1 percent for the city compared to a countywide average of 1.9 percent during the same period.

As described in the city’s UGB expansion proposal, a key area of job growth in the city is Sherwood’s Tonquin Employment Area which sits along the city’s eastern edge on Tualatin-Sherwood Rd. The Tonquin Employment Area has seen strong employment growth within the last six years, as 195 acres of land have been annexed into the City for development and 1.6 million square feet of Employment Industrial zoned land has received site plan approval for development. Recent developments include T-S Corporate Park and the Sherwood Commerce Center, which house all traded-sector employers, including LAM Research, DW Fritz, Rahi, NSI, and Olympus Controls. These trends contribute to the success of traded company sectors within the Portland region and provide the opportunity for more Sherwood residents to live and work in the community.

The city adopted an Economic Opportunities Analysis in 2023, which indicates that the city has a highly educated population: 95.5 percent of adult residents hold a high school diploma or higher, and 43 percent have bachelor’s degrees. Additionally, according to the U.S. Census Bureau's American Community Survey (ACS, 2018-2022), approximately 15 percent of the city’s residents are employed in advanced manufacturing, high-tech, or semiconductor-related sectors. These current residents will benefit from the proposed urbanization of Sherwood West. The mixed-employment zone is designed to be the primary employment area for Sherwood West and will accommodate office, light industrial, and flex employment uses. The zone will create the opportunity for technology and traded sector businesses to grow in the region – providing a space for stable, high paying jobs. The mixed-employment zone has been planned with anticipation of new development occurring in the SW Roy Rogers Rd. and SW 175th Ave. corridor in Washington County. The addition of Sherwood West can provide local job opportunities for current and future residents, reduce commuting times, and strengthen the regional workforce pipeline.

The Metro Council finds that the city has demonstrated progress toward this desired outcome.

c. People have safe and reliable transportation choices that enhance their quality of life.

Sherwood is located on the southwest border of the Portland metropolitan region. Choices for transportation in and out of the city are primarily by private vehicles via Highway 99W, Tualatin-Sherwood Road, and Roy Rogers Road. Tualatin-Sherwood Road is developed as a multi-modal street with sidewalks and bike lanes its entire length from Tualatin to Sherwood, where it terminates at Highway 99W.

TriMet operates transit service into Sherwood with two routes that provide people with transportation options to other areas in the Portland Metro Region. Sherwood is located on the southwestern boundary of the TriMet service district. Route 94 originates in Tigard and terminates in Sherwood’s Old Town Transit Center, and Route 97 originates in Tualatin and

terminates on Langer Drive and 99W in Sherwood. TriMet provides safe and reliable public transportation options for Sherwood residents, workers, and visitors.

The city's adopted 2040 Comprehensive Plan includes a chapter on Coordinated and Connected Infrastructure. The first two adopted goals in that chapter are: (1) Plan and implement a transportation system that is forward-looking, responsive and innovative to maximize capacity and ensure safety, efficiency and retention of Sherwood's livability and small-town character; and (2) Create and enhance safe and viable transportation options for travel between destinations locally and regionally with particular attention to connecting the areas of Sherwood east and west of Highway 99W, Old Town, and the Tualatin National Wildlife Refuge. The plan includes an adopted policy to prioritize use of street design features to promote safe and comfortable travel by pedestrians, cyclists, emergency responders, transit users and motorists.

As described in the city's UGB expansion proposal, the city provides an interconnected system of walking and biking trails. There are 6.5 miles of paved multi-use trails within the City's open space system. These trails provide connections through Sherwood's open space and parks, providing important connections between neighborhoods, schools, parks, Sherwood's Historic Old Town, and other services. The city is also in progress of constructing a pedestrian bridge over Highway 99W which will connect existing city limits to the new Sherwood High School and larger Sherwood West planning area. The bridge is expected to be completed in Fall 2025 and will offer a safe, reliable active transportation for generations of future students and residents in Sherwood. The bridge will connect the primary commercial and mixed-use center within Sherwood West with the off-street trail system that ultimately connects Sherwood's Historic Old Town and designated Town Center. The pedestrian bridge is expected to enhance the safety and quality of life of existing and future residents by providing a safe crossing of Highway 99W while offering views of the surrounding foothills and valley.

The Metro Council finds that the city has demonstrated progress toward this desired outcome.

d. The region is a leader in minimizing contribution to global warming.

As described in the city's UGB expansion proposal, the city has made investments aimed at reducing carbon emissions, including installation of solar panels, electric car charging stations, and replacing all city streetlights with energy-efficient LED lights. The city also reduced parking requirements (prior to CFEC) to provide flexibility in the design of multi-family and mixed-use development within Old Town, and increased building height limits to allow for mid-level multi-family and mixed-use development. The city has encouraged the use of planned unit developments to transfer densities among multiple sites to allow for denser mid-rise residential construction. More recently the city has further reduced parking requirements in accordance with CFEC regulations for all properties within the Town Center. As described in the expansion proposal, the city has also invested in a system of interconnected walking/biking trails and is working on the design and construction of a new off-street multi-modal trail that runs through the city along Cedar Creek and connecting to Metro's Ice Age Tonquin Trail.

Opponents have suggested that the addition of new roads within Sherwood West will necessarily increase vehicle miles travelled, which translates into greater carbon emissions. As explained in

the city's UGB expansion proposal, Sherwood West is planned to provide a complete community, including a system of sidewalks and bike lanes allowing future residents to reduce reliance on vehicles. The city's proposal to add between 3,117 -5,582 new housing units, 50 percent or more of which is multifamily, is intended to provide housing opportunities for individuals and families that might otherwise locate to surrounding cities or unincorporated Washington and Yamhill counties instead of Sherwood due to the limited supply of housing in Sherwood. The range of housing choices anticipated for the proposed expansion area is intended to reduce spillover growth from Sherwood to surrounding areas.

The Metro Council finds that the city has demonstrated progress toward this desired outcome.

e. Current and future generations enjoy clean air, clean water, and healthy ecosystems.

As described in Metro's 2023 Compliance Report for the Urban Growth Management Functional Plan, Sherwood is in compliance with Metro's requirements in Title 3 (Water Quality and Flood Management) and Title 13 (Nature in the Neighborhoods). The city is a program partner in the Tualatin Basin Fish & Wildlife Habitat Program, which implements Titles 3 and 13 for Sherwood and other Tualatin Basin jurisdictions. Clean Water Services programs (Healthy Streams, Storm Water Management Plan, new Design and Construction Standards) implement Titles 3 and 13 in Sherwood along with regulations and requirements in the Sherwood zoning code that require street trees and tree canopy standards for new development.

The city's adopted comprehensive plan and development code also require protection of wetland, habitat, and other identified natural resources, consistent with requirements in Clean Water Services, Division of State Lands, and US Army Corps of Engineers regulations. As described in the city's UGB expansion proposal, the city code standards for protection of upland wildlife habitat and riparian habitat extend beyond the boundaries of the floodplain or Clean Water Services buffer standards. The Sherwood code provides protection for all trees and woodlands when associated with a development application by requiring that trees and woodlands be protected to the maximum extent feasible and that mitigation take place when trees must be removed. The city's development code also includes tree removal standards that apply to properties that are not subject to a land use application or action.

The city has a capital improvement program for natural resources protection, as well as park and trail acquisition and development. The park and natural areas acquisition program is implemented through a Five-year Capital Improvement Program, which includes actions such as the planning, funding, and development of the Cedar Creek Trail/Tonquin Ice Age Trail.

Regarding the Sherwood West concept plan, one of the goals and associated evaluation criteria for the Sherwood West design was that it incorporate development that protects and provides access to nature. Of the 1,291 acres of the proposed expansion area, nearly 500 acres, approximately 40 percent of the area would be designated creek corridor open space, general open space, and parks. In the proposed design, the stream corridor buffers reflect community priorities for natural feature protection, recreation, and connectivity. One of the design options realigns Elwert Road, an arterial road in the proposed expansion area, to cross two Chicken

Creek tributary streams at the narrowest points to reduce the road expansion's impact on the creek corridor. The Sherwood West Concept plan was developed to provide current and future generations with clean air, clean water, and healthy ecosystems.

The Metro Council finds that the city has demonstrated progress toward this desired outcome.

f. The benefits and burdens of growth and change are distributed equitably.

With the adoption of the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion in 2016 and the creation of the 2015 Equity Baseline Report, Metro has committed to addressing barriers experienced by people of color and improving equity outcomes for historically disadvantaged groups. According to the city's adopted 2019-2039 Housing Needs Analysis, Sherwood's population is becoming more ethnically diverse. About six percent of Sherwood's population is Latino, an increase from 4.7 percent in 2000. Growth in the Hispanic and Latino population will affect Sherwood's housing needs in a variety of ways. The HNA also indicates that Sherwood's population is growing older. The aging of the population will result in increased demand for smaller single-family housing, multifamily housing, and housing for seniors.

As described in the city's UGB expansion proposal, during the city's 2040 Comprehensive Plan update, the city partnered with the School District Share Center, CASA of Oregon, local area churches, and the Sherwood Senior Center to engage senior and Spanish-speaking and Latino(a) populations in the city planning efforts. In addition, Sherwood became a member of the WHO/AARP network of age-friendly communities in 2024. The City Council's commitment to equity and inclusivity is expressed in Resolution No. 2022-07, Adopting a City of Sherwood Diversity, Equity, Inclusion, and Accessibility (DEIA) statement that provides: "The City of Sherwood expressly supports and endorses a culture of appreciation for the inherent value of all persons in the community." These efforts indicate that the city is demonstrating progress toward providing more meaningful engagement and promoting diversity, equity, inclusion, and accessibility within the city, and toward more equitably distributing the benefits and burdens of growth and change.

As described in the city's UGB expansion proposal, Sherwood West's design features a variety of housing options, new employment opportunities, parks, and active transportation choices. The city's stated intent is that providing additional opportunities for housing, parks, jobs, and transportation in Sherwood West will provide a platform for an equitable distribution of positive outcomes that would benefit communities of color in the greater area. Sherwood West will provide walkable and bikeable amenities and transportation safety improvements for residents on the city's east side as the Highway 99W pedestrian overcrossing project ties Sherwood High School to the YMCA, community skatepark and trail system. In addition to housing choices, the city's plan to designate employment land and attract living wage jobs are intended to further equity outcomes. The mixed-employment zone in Sherwood West will target the manufacturing sector, which would include more living wage jobs compared to other industries.

The Metro Council finds that the city has demonstrated progress toward this desired outcome. The Council also reiterates that, in adopting the factors in section 3.07.1425 of the Metro Code,

the Council's expressly stated intent was not to create criteria that must be satisfied, but factors to be considered and weighed, in the manner of the Goal 14 locational factors. The Council finds that the city has demonstrated progress toward each of the six desired outcomes and toward the other factors that must be considered under section 3.07.1425 of the Metro Code.

6. Ethics Complaint

The West of Sherwood Farm Alliance asserts that Metro Councilor Gonzalez made a public endorsement of the Sherwood West UGB expansion prior to the conclusion of the public process that "violates the spirit" of Goal 1 and Metro's public engagement principles. The Farm Alliance does not identify the statement or when it was made, and does not attempt to explain why a public statement by an elected official in support of a legislative proposal is legally improper or should require recusal. The Metro Council finds no basis for this claim.

E. Statewide Planning Goals

Goal 1 (Citizen Involvement): See findings in Section C above.

Goal 2 (Adequate Factual Base): Findings regarding the coordination element of Goal 2 are set forth above in Section B. The Metro Council finds that the UGR and the information it relies upon provide an adequate factual base for these findings and the adoption of the UGR. The Metro Council concludes that adoption of Ordinance No. 24-1520 complies with Goal 2.

Goal 3 (Farmland): Under OAR 660-024-0020(1) Goal 3 is not applicable.

Goal 4 (Forestland): Under OAR 660-024-0020(1) Goal 4 is not applicable.

Goal 5 (Natural Resources): The Metro Council finds that adoption of Ordinance No. 24-1520 does not impact any inventoried Goal 5 resources and is therefore consistent with Goal 5 and its implementing rules.

Goal 6 (Air, Water and Land Quality): The Metro Council finds that the adoption of Ordinance No. 24-1520 does not impact any comprehensive plan designations or land use regulations that relate to protection of air, water and land quality. Ordinance No. 18-1427 does not authorize any particular uses of property with environmental impacts, and therefore does not implicate Goal 6.

Goal 7 (Natural Hazards): The Metro Council finds that adoption of Ordinance No. 24-1520 does not impact any existing local plans, polices, or inventories regarding natural hazards and does not authorize any particular uses of property in natural hazard areas; therefore, this decision does not implicate Goal 7.

Goal 8 (Recreation): The Metro Council finds that adoption of Ordinance No. 24-1520 does not involve recreation planning or destination resort siting; therefore, this decision does not implicate Goal 8.

Exhibit F to Ordinance No. 24-1520

Goal 9 (Economy): Although Goal 9 does not apply to Metro, the Metro Council concludes that adoption of Ordinance No. 24-1520 does not impact local comprehensive plans, policies or inventories regarding economic development.

Goal 10 (Housing): See findings in Section D above.

Goal 11 (Public Facilities and Services): Metro does not provide public facilities or services and does not adopt public facility plans; Metro is responsible for coordinating public facility planning by cities and counties. The Metro Council finds that adoption of Ordinance No. 24-1520 does not impact the planning for or provision of public facilities and services; therefore, this decision does not implicate Goal 11.

Goal 12 (Transportation): Under OAR 660-024-0020(1) the Goal 12 requirements in the Transportation Planning Rule do not apply to a UGB amendment that does not involve amendment of the local planning designation for the expansion areas allowing development.

Goal 13 (Energy): The Metro Council finds that the adoption of Ordinance No. 24-1520 promotes a compact urban form and the efficient use of energy within the UGB. To the extent Goal 13 applies, the Metro Council concludes that this decision is consistent with Goal 13.

Goal 14 (Urbanization): See findings in Section D above.

Goal 15 (Willamette River Greenway): The Metro Council finds that adoption of Ordinance No. 24-1520 has no impact on the Willamette River Greenway; therefore, this decision does not implicate Goal 15.



Memo

Date: December 10, 2024
To: Metro Technical Advisory Committee (MTAC)
From: Lake McTighe, Principal Planner
Subject: Safe Streets for All (SS4A) Update

Purpose

Provide an update on the Metro Safe Streets for All project and serious traffic crash trends in the region to regional transportation policymakers.

Background

The Metro Council and JPACT adopted the 2018 [Regional Transportation Safety Strategy \(RTSS\)](#) with a goal of eliminating traffic deaths and life changing injuries by 2035 using the [Safe System approach](#). Safety policies, the Vision Zero goal, safety projects and programs, and performance measures were adopted again in the 2023 Regional Transportation Plan (RTP). Metro and regional partners support using the Safe System approach to systematically and systemically reduce serious roadway crashes.

Since adoption of the 2018 RTSS, regional policymakers and jurisdictional and community partners have continued to work collaboratively towards safer streets. While trends such as larger and faster vehicles, limited funding for decades of backlogged safety projects on urban arterials, lack of affordable housing, and gaps in mental health services continue to contribute to rising traffic deaths, the focus on safety in the region continues to result in [lower fatality rates compared to other regions in the US](#).¹ More communities and agencies are developing Transportation Safety Action Plans (TSAP) to meet these trends with coordinated strategies at the local level.

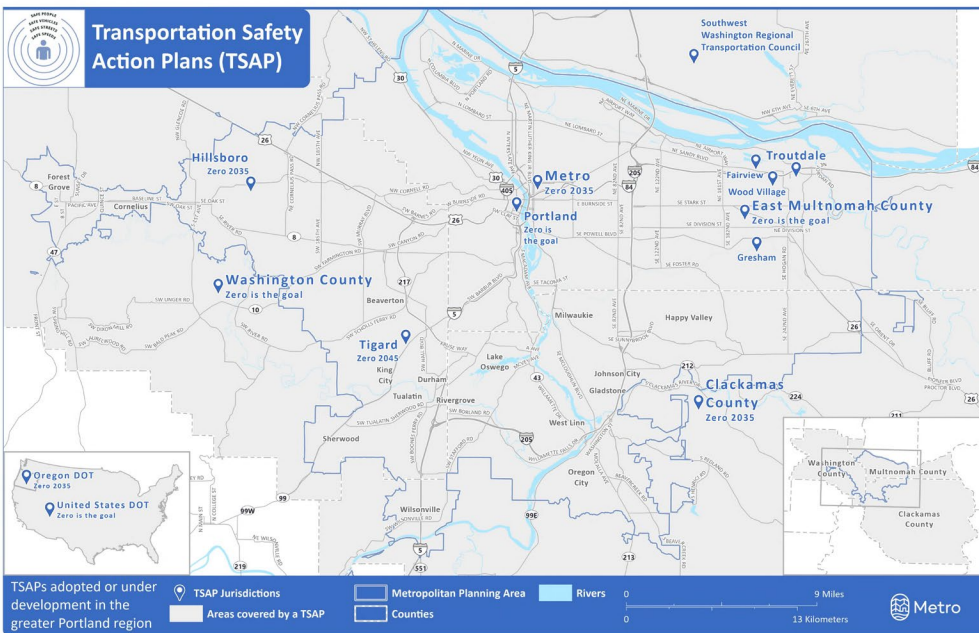


Figure 1: Transportation Safety Action Plans informing roadway safety in the greater Portland region

¹ US DOT StoryMap, Our Nation's Roadway Safety Crisis, Fatality Rate vs. Population <https://storymaps.arcgis.com/stories/9e0e6b7397734c1387172bbc0001f29b>

In 2023, Metro was awarded a federal Safe Streets for All grant for supplemental planning activities. Multnomah County, Washington County and the City of Tigard were co-applicants on the grant to develop Transportation Safety Action Plans (TSAP).²

SS4A project update

At the end of December 2023, Metro kicked-off the SS4A project with a safety report [Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council](#) presented to TPAC, MTAC, JPACT and the Metro Council. In December 2023, [MTAC had a substantive discussion](#) on the state of safety in the region and areas to focus on, including: the intersection of public health and traffic safety, including the need to identify strategies for addressing the increase in drug and alcohol related crashes; the importance of tracking serious crash rates by population; understanding the contributing factors of declining bicycle crashes and learning from that; the need to continue to address racial disparities in serious traffic crashes while not blaming individuals and keeping the focus on the systemic risks that we see; the need to prioritize strategies; identifying local strategies to address the contribution of taller, larger vehicles on serious crashes; the need to coordinate with ODOT; and carefully considering the impact of pricing induced diversion on safety.

Metro staff has referred to this feedback as well as feedback from [TPAC](#), [JPACT](#) and the [Metro Council](#) in the implementation of the Safe Streets for All project. The Safe Streets for All project kicked-off Phase 1 and 2 of the federally funded Safe Streets for All (SS4A) project, shown below.

PHASE 1: PROJECT FOUNDATION January - June 2024	PHASE 2: DATA, ANALYSIS, & ACTIVITIES July - December 2024	PHASE 3: STRATEGIC COLLABORATION January - December 2025
Put foundational project elements and processes in place for effective rollout, sharing and communication. Communication Goal: Jurisdictional and community partners understand project objectives and activities.	Develop and share data, analysis, information, and tools, and prioritize solutions and activities for data driven strategies and plans. Communication Goal: Deeper understanding of the factors contributing to serious and pedestrian crashes and opportunities to advance systemic solutions.	Collaborate with jurisdictional and community partners on advancing solutions and strategies. Communication Goal: Shared agreement and understanding of the most effective systemic solutions to advance and how to advance them.
DELIVERABLES		
Subrecipient contracts HIC StoryMap HIC Explorer & data layers for cities/counties HIC workshop Communication Plan Safety data warehouse Scripted safety data outputs Updated crash data package Social media posts pilot Committee and Council updates	Data analysis spreadsheets Data sharing platform SS4A webpage Prioritized strategic actions workshop SS4A grant: ped safety quick-build projects Annual safety report Committee and Council updates Monthly Safety Planning Roundtable	RTP projects SS4A alignment assessment Crash prediction model Updated draft safety strategy elements Annual safety report Committee and Council updates Monthly Safety Planning Roundtable

Figure 2: Metro Safe Streets for All project phases at-a-glance

² Metro was recently awarded a second SS4A grant to invest in walking school buses and bike bus programs. The project will develop a pilot in North Portland. Project partners include Oregon Walks, Community Cycling Center, Portland State University, and Portland Bureau of Transportation (PBOT). Additionally, Milwaukie, Clackamas County and PBOT have also been awarded SS4A grants in the past two funding cycles.

Phase 1 and Phase 2 of the project focused on establishing foundational data management processes and data deliverables that can be maintained and carried forward past the life of the grant, developing a communication plan, and finalizing TSAP work plans and agreements with SS4A co-applicants Multnomah County, Washington County and Tigard, and developing data and analysis. Phase 3 of the project will focus on strategies and solutions. Refer to the attached slides for a brief update from Multnomah County and the City of Tigard.

SS4A co-applicant TSAPs

Co-applicants for the SS4A project are developing Transportation Safety Action Plans.

- Multnomah County has completed Engagement Phase 1: Listen and Learn, and System Safety Analysis
- City of Tigard has completed visioning, draft goals, initial safety analysis and public involvement.
- Washington County has selected a consultant and will kick-off the plan in early 2025.

Phase 1 & 2 key deliverables

Data and Analysis

Safety and crash data analysis can be found on the Regional Safety Plan webpage at

<https://www.oregonmetro.gov/regional-transportation-safety-plan>

- [High Injury Corridors StoryMap](#) and [Explorer](#) with regional, city, county, pedestrian and bicycle high injury corridors, including [downloadable feature layers of the data](#) for GIS analysis.
- Data warehouse for crash and other data to support analysis and data management in data visualization and processing tools, simplify integration of data from multiple sources, and streamline computing time.
- Crash analysis spreadsheets for cities and counties, [available for download on Metro's webpage](#) (scroll to "Crash Data"). The analysis queries are scripted, allowing for annual updates. Additional crash analysis queries will be added over time to meet the needs of Metro and community and jurisdictional partners.
- Updated the Metro [Crash Map of fatal and serious crashes](#). The map is sortable by mode and year, using crash data from 2012 to 2022. Information on each crash is available by clicking on the crash.
- Semantic model of crash data to support queries and visualization of data with such tools as Power Bi.
- [Traffic Deaths by Race and Ethnicity](#) data dashboard using data from the Fatal and Injury Reporting System Tool (FIRST) provided by the National Highway Traffic Safety Administration (NHTSA). See SS4A Dashboard tab on the Regional Safety Plan webpage.

Strategies and Solutions

- Draft assessment of regional safety policies using FHWA's [Safe System Policy-Based Alignment Framework](#), a tool to help agencies assess policies, plans, processes, programs, and documents in a holistic manner through a Safe System lens. Metro staff are developing recommendations in response to the assessment to be shared in the Phase 3 of the project. The assessment will provide the foundation for recommended updates for the Regional Transportation Safety Strategy and 2028 update of the RTP.

- Pilot assessment of projects using FHWA's [Safe System Project-Based Alignment Framework](#), for possible application in the RTP. The framework provides practitioners with a means of contrasting potential roadway improvements, relative to one another through a quantitative scoring matrix and qualitative safety prompts. Metro is testing the tool to evaluate outcomes and level of effort.

Communication and Coordination

- [Communication Plan for Safe Streets for All](#) to support internal and external messaging and coordination with partners.
- High Injury Corridors workshop and presentation to demonstrate how to use the HIC StoryMap and Explorer tool.
- [2023 RTP HIC Profiles](#) to provide additional information on the top 25 HICs adopted as a policy map in the 2023 RTP.
- Safety messages on social media pilot.
- Transportation Safety Action Plan - TSAP Practitioners Roundtable: periodic meetings of jurisdictional staff working on safety plans and projects to share best practices and collaborate.

Phase 3 key deliverables

Data and Analysis

- Safety data analysis dashboard through Power Bi.
- Updated crash data products with 2023 crash data.
- Macro crash prediction model pilot for the RTP.
- Systemic safety analysis report tied to countermeasures and strategies.

Strategies and Solutions

- *Demonstration and Quick-Build Safety Projects* and workshop to support development of 2025 SS4A grant application.
- Recommended updates to regional safety policies to address outcomes of Safe System Policy-based Alignment Framework assessment.
- Recommended approach to assessing RTP projects using FHWA's Safe System Project-Based Alignment Framework.
- Recommendations for updated and tiered strategic safety actions consistent with the Safe System approach.

Communication and Coordination

- HIC Profiles for 2018-2022 corridors.
- Coordination and collaboration with regional community and jurisdictional partners through ad hoc workgroups and the TSAP Practitioners Roundtable.
- Regional SS4A grant application for planning and demonstration/quick build projects in coordination with interested cities and counties.
- SS4A Multnomah County, Washington County, and Tigard and other jurisdictions developing and implementing Transportation Safety Action Plans or updating the safety elements of Transportation System Plans (TSPs).
- Safe Streets for All tools and guides webpage for easy access to data, strategies, and other resources to support implementation of safety action plans.

2024 safety trends update

In December 2023, Metro provided an update to JPACT on regional safety trends based on preliminary data from 2022 with the [Safe Streets for All: Regional Transportation Safety Update to JPACT and the Metro Council](#). Preliminary numbers of traffic deaths for 2023 and 2024 suggests that trends identified in that report are continuing and the average number of traffic deaths in the metropolitan planning area (MPA) continued to increase in 2023 and will likely in 2024, as shown below.

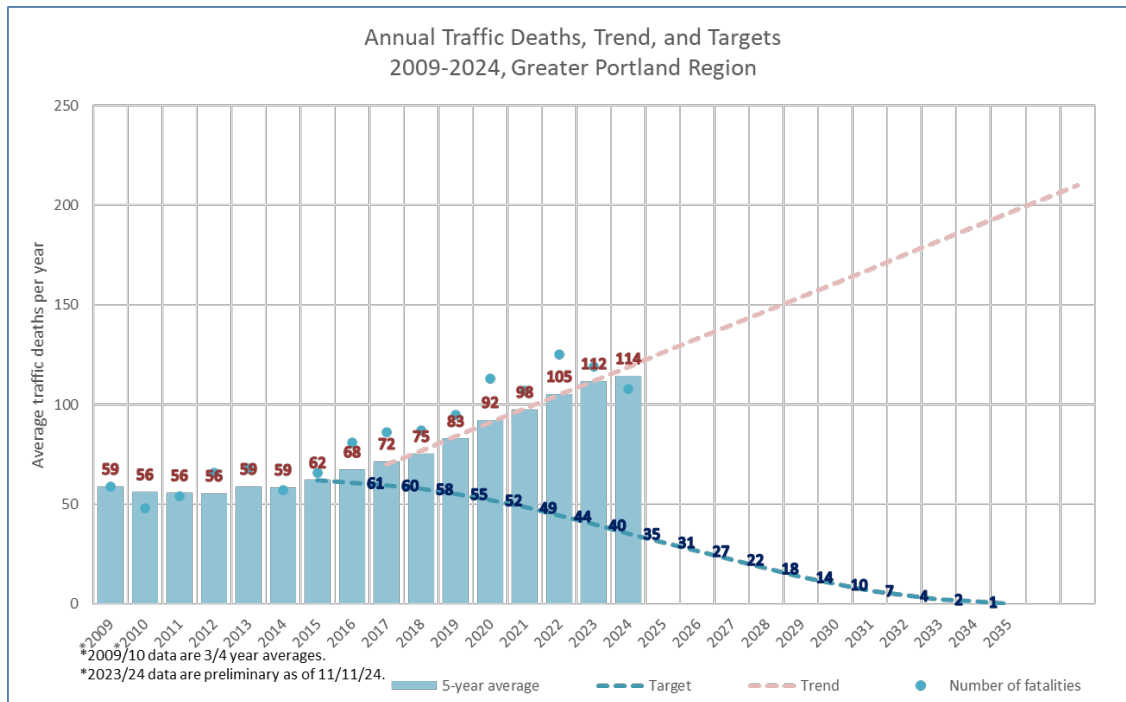


Figure 3: Annual Traffic Fatalities, Trend, and Targets

Source: ODOT, Metro. Data for 2023 and 2024 is preliminary and subject to change, and data for 2024 is as of 11/11/24.

Safety trend highlights

- The region’s traffic fatality rate is half that of Oregon. Washington County has the lowest fatality rate. Lower traffic fatality rates in the region are supported by land use and access to transit contributing to lower vehicle miles traveled per capita.

	Traffic deaths per 100,000 people (2017-2022)
State of Oregon	12
Region (MPA)	6
Clackamas County	9
Multnomah County	9
Washington County	4
City of Portland	8

- Within the MPA, the average number of people killed each year while walking has doubled, and the average number of people killed while riding a motorcycle has doubled, over the past 16 years.

- The growing number of larger, taller vehicles is likely a contributing factor in the increase in pedestrian deaths and other serious crashes. Nationally, more pedestrians are now killed in traffic crashes with people driving light trucks (SUVs, pickup trucks, and vans) instead of passenger cars. People riding in light trucks are also more likely to die in a crash. Light trucks make up a greater share of vehicles registered in the US.
- Alcohol, drug and speeding related crashes are increasing. Within the MPA, 37% of all traffic deaths involved speeding, 41% involved alcohol, 34% involved drugs.

Pedestrian Crash Profile Discussion Draft

Metro staff prepared a series of crash tree diagrams to identify a pedestrian crash profile. Crash tree diagrams can be used as part of the systemic safety analysis process to help identify and select facility types, types of crashes and risk factors – creating a crash profile. A systemic approach involves the installation of low- to moderate-cost countermeasures at locations with the highest risk of severe crashes.

Metro staff identified a crash profile of pedestrian fatal crashes on straight sections of arterial roadways (not intersections), without medians, and in dark/dim conditions, illustrated in the attached slides.

Using the systemic safety analysis, Metro found that between 2007 and 2022 an average of 8 people a year, reflecting 29% of pedestrian traffic deaths, were hit and killed on an arterial roadway not at an intersection and without a median, in dark/dim conditions.

Effective countermeasures for reducing or eliminating these types of crashes include adding and widening walkways, medians, pedestrian refuge islands, pedestrian scale lighting and crossing visibility, fixed speed safety cameras, pedestrian hybrid beacons, lowering posted speeds, signal timing, and road diets. Using multiple countermeasures is more effective.

Feedback requested

- Feedback or questions on the SS4A project and deliverables.
- Feedback or questions on highlighted safety trends.
- Feedback on the crash profile example and developing additional crash profiles.

Up next

Early Spring 2025 – SS4A grant workshop for demonstration/ quick build projects (please reach out if your jurisdiction are interested in being a co-applicant lake.mctighe@oregonmetro.gov)

Attachments

- Presentation slides: Safe Streets for All Transportation Safety Update to JPACT, including SS4A TSAP updates from Multnomah County and the City of Tigard