

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 24-1523, FOR THE PURPOSE OF AMENDING TITLE 6 OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN TO REQUIRE LOCAL ADOPTION OF BOUNDARIES FOR CENTERS ON THE 2040 GROWTH CONCEPT MAP

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Department: Planning, Development & Research

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BACKGROUND

Metro's '2040 Growth Concept', including its 2040 Growth Concept Map (Attachment 1), foresees numerous walkable, higher-density, mixed-use centers of employment, housing, cultural and recreational activities, and transit service across the region. Those centers are intended to grow the economy, provide affordable housing, and promote vibrant and distinctive communities that reduce the need for sprawl and minimize transportation costs and contributions to climate change. 2040 Growth Concept centers include the Central City, eight regional centers, and 32 town centers.

Metro does not currently mandate that cities and counties take specific actions (e.g., local regulatory strategies) to develop their centers in accordance with the vision of the 2040 Growth Concept. Rather, Title 6, *Centers, Corridors, Station Communities, and Main Streets*, of the Urban Growth Management Functional Plan (UGMFP) has employed an incentive approach, tying eligibility for optional regional investments in centers to: local adoption of defined center boundaries; assessment of the center's physical and market conditions and of barriers to and ways to encourage mixed-use, pedestrian-friendly, and transit-supportive development; and a local plan of actions and investments that will be taken to enhance centers consistent with the 2040 Growth Concept. To be sure, these measures only need to be taken when pursuing a regional investment in the center.

Nonetheless, roughly three-quarters of the centers in the 2040 Growth Concept already have locally adopted geographic boundaries that either originate from a time when the UGMFP did require such boundaries or were otherwise adopted by local choice. Many jurisdictions have also adopted land use policies and implementing regulations applicable to their centers that, while not necessarily required by the UGMFP, encourage development and activation of centers consistent with the 2040 vision. Less than a dozen 2040 centers lack locally adopted boundaries today.

The state's Climate Friendly and Equitable Communities (CFEC) program aims to reduce greenhouse gas pollution and improve social equity in transportation services and community health, safety, and livability, in part by facilitating denser, transit-oriented development, active transportation, and the "greening" of Oregon's urban spaces. To those ends, CFEC includes measures intended to accelerate the development and transformation of Metro's centers in ways that are consistent with the 2040 Growth Concept. Those state measures have obligations for cities and counties generally concerning the following in and near centers for which they have planning jurisdiction:

- Motor vehicle parking management (e.g., minimum off-street parking requirements, parking maximums, etc.);
- Provision of public bicycle parking;

- Design of streets to prioritize pedestrian, bicycle, and transit systems;
- Enhanced pedestrian crossings near transit stops;
- Improvements to tree canopies; and
- Reporting on housing production.

Implementing CFEC measures for centers necessitates defining a geographic area where those measures apply. One provision of CFEC in OAR 660-012-0012(4)(d) therefore requires Metro to amend UGMFP Title 6 by the end of 2024 to include a mandate that cities and counties adopt boundaries of the regional and town centers for which they have land use planning authority and for which they have adopted urban land use designations. Cities and counties in the region then have until the end of 2025 to adopt those center boundaries. The locally adopted boundaries must be in the general location of the center as depicted on the 2040 Growth Concept Map.

PROPOSAL

Ordinance 24-1523 would amend UGMFP Title 6 to implement the CFEC mandate. It would require adoption of boundaries for centers with urban land use designations and would not require adoption of boundaries for any center on the 2040 Growth Concept Map that still has only rural land use plan designations in the comprehensive plan of the responsible jurisdiction. Consistent with CFEC, the amendments do not require multiple jurisdictions to adopt boundaries for portions of the same center; they only require that one jurisdiction adopt boundaries for each center with an urban land use plan designation.

While CFEC specifically mandates that Metro require local adoption of boundaries only for regional and town centers, the proposed amendments would require adoption of a boundary for the Central City as well, so that there is the same expectation for all centers in the 2040 Growth Concept that have been planned for urban uses.

The proposed amendments would require cities and counties to report their adopted boundaries to Metro by February 1, 2026, so that Metro can reflect those boundaries in an updated 2040 Growth Concept Map and other relevant maps. Finally, the amendments would make a number of minor, non-substantive amendments to Title 6 to clarify existing provisions, address formatting discrepancies, update citations, and correct typographic errors.

As advised by the Metro Technical Advisory Committee (MTAC) at its June 26, 2024, meeting, the Metro Policy Advisory Committee (MPAC) voted on July 24, 2024, to recommend the Metro Council adopt the proposed amendments.

ANALYSIS/INFORMATION

Known Opposition: There is no known opposition.

Legal Antecedents:

- The 2040 Growth Concept, adopted by the Metro Council in 1995 by Ordinance No. 95-625A, is the long-range vision for the development of the region's urban form. The 2040 Growth Concept Map (Attachment 1) is the geographic expression of that vision and illustrates the conceptual 2040 centers.
- The 2040 Growth Concept and Map were incorporated into the Regional Framework Plan (RFP) adopted by the Metro Council in 1997 by Ordinance No. 97-715B. They are the unifying bases

for the RFP's various regional policies, including land use policies. RFP policies are implemented by Metro's two functional plans: the UGMFP, which is Metro Code chapter 3.07; and the Regional Transportation Functional Plan (RTFP), which is Metro Code chapter 3.08.

- In 2002, Ordinance No. 02-969B retitled UGMFP Title 6 from "Regional Accessibility" to "Central City, Regional Centers, Town Centers and Neighborhood Centers" and adopted measures intended to implement RFP policies related to the strengthening the roles of centers as the hearts of the region's communities and to improve the efficiency of land use within centers.
- In 2010, Ordinance No. 10-1244B again retitled Title 6, this time to its current title "Centers, Corridors, Station Communities and Main Streets". The ordinance also repealed the text of the title and replaced it with the current text, which includes incentives for cities and counties to voluntarily take actions and investments that would enhance centers as principal locations of urban life in the region. Ordinance No. 10-1244B adopted the Title 6 Corridors, Station Communities and Main Streets Map.
- OAR 660-012-0012(4)(d), adopted by the Land Conservation and Development Commission (LCDC) in November 2023, mandates that Metro amend Title 6 by December 31, 2024, to require local adoption of regional and town center boundaries by December 31, 2025.

Anticipated Effects: This ordinance will amend UGMFP Title 6, consistent with OAR 660-012-0012(4)(d), to require cities and counties to adopt boundaries for the 2040 Growth Concept centers that are in their planning jurisdiction and that have been planned for urban land uses. Those boundaries must be in the general location of the center as depicted on the 2040 Growth Concept Map, be adopted by December 31, 2025, and reported to Metro by February 1, 2026.

Budget Impacts: There will be no significant budget impacts from this measure. Staff will codify adopted amendments and, beginning in 2026, update relevant maps to reflect locally adopted center boundaries.

RECOMMENDED ACTION

Staff recommends adoption of Ordinance No. 24-1523.

ATTACHMENTS

Attachment 1: 2040 Growth Concept Map