

Draft Public Engagement Plan

2024 Urban Growth Management Decision

July 2023

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INTRODUCTION

Regional readiness for population, housing, and job growth

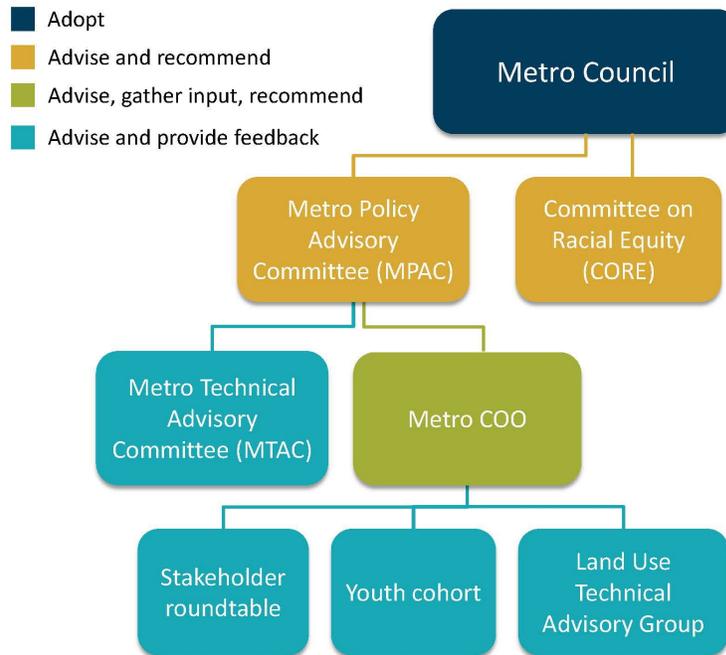
The Metro Council is required under state law to adopt – by the end of 2024 – an assessment of the region’s capacity to accommodate the next twenty years of housing and job growth inside the urban growth boundary (UGB). This engagement plan outlines the spectrum of activities that will inform the Council’s decision, from formal Metro Council and advisory committee meetings to presentations to outside organizations and outreach to local jurisdictions.

Metro seeks to improve its growth management practices every time it undertakes this cyclical process. As always, Metro will strive to improve the data analysis that informs decision makers. Likewise, Metro will continue its emphasis on land readiness to ensure that decisions emphasize the governance, market, and infrastructure conditions that must be present to produce housing and jobs. This process will differ from past decisions by applying a greater focus on the housing needs of all income groups, particularly households with lower incomes. This focus on affordability advances shared goals of increasing housing production for those that have the fewest choices.

The engagement approach during this project will encompass a variety of audiences with a priority to increase the transparency of the inputs and assumptions that make up the urban growth report. Traditionally, the general public has not shown much interest in this process. We don’t know whether the information has appeared too complex, or the proposed expansions do not seem personally relevant. Regardless, a goal for this project is to simplify the key messages to increase awareness and understanding of the decision-making process and highlight the relevant opportunities for input.

URBAN GROWTH MANAGEMENT DECISION-MAKING FRAMEWORK

Metro has a statutory responsibility to manage the UGB for the Metro region. Its existing decision-making framework is shown below.



The decision-making framework includes the Metro Council and three advisory committees (MPAC, MTAC, CORE) that will review, provide input and in some cases make recommendations on the development of the urban growth report. Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.

Metro’s Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion. CORE will provide input at key points in the urban growth management decision-making process. CORE’s input will be shared with Metro’s other advisory committees for consideration. The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management and land use issues at the policy level, and the Metro Technical Advisory Committee (MTAC) provides input to MPAC at the technical level.

Metro staff, including the Chief Operating Officer, will receive feedback from the stakeholder roundtable, youth cohort, and land use technical advisory group and share this information with the Metro advisory groups with regularly scheduled update presentations. These groups will be described in the Engagement Activities section of the document.

PUBLIC ENGAGEMENT GOALS & OBJECTIVES

The plan is in alignment with Metro’s agency wide Strategic Plan to Advance Racial Equity, Diversity and Inclusion, and the Planning, Development and Research Departmental Strategy for Achieving Racial Equity. A youth cohort will be convened with diverse membership and representation across all three Metro counties. The stakeholder roundtable membership will reflect a range of voices, variety of experiences and perspectives, and regional representation.

The desired outcome of the engagement is to:

- Increase transparency of the assumptions and inputs of the analyses in the Urban Growth Report
- Expand outreach to a broader range of stakeholders and perspectives, including youth
- Simplify key messages for presentations and communication to a variety of audiences
- Capture feedback from across the region in advance of key milestones and share input with decisionmakers
- Increase communication and coordination with local jurisdictions to improve readiness of city proposals for expansion

The information gathered from engagement activities will be shared with decision-makers to ensure they have opportunity to contemplate and fully consider public input.

PUBLIC ENGAGEMENT APPROACH

Increase transparency of the decision-making process, assumptions, and analysis inputs

Advisory groups will serve as the primary engagement mechanisms for collaboration and consensus building for this UGM process. In addition to these groups, engagement with other interested individuals, communities and organizations will be an important element of the engagement strategy.

- Provide information to the public about urban growth management and its function in clear, engaging, and simplified ways
- Encourage public access to review city expansion proposals with opportunities to submit public comments
- Demystify the urban growth management decision-making process, correct common misunderstandings about the role of Metro and the UGB, and increase access to the background analysis and data that make up the Urban Growth Report
- Emphasize the Urban Growth Report (UGR) as a decision-support tool: The draft UGR that staff will release in the summer of 2024 will not be a conclusive determination of regional need for land. The draft UGR will provide high quality, peer-reviewed analysis that will serve as a decision support tool for policy makers
- Focus on readiness: Focus policy discussions on the readiness of cities to urbanize possible expansion areas (concept planned Urban Reserves)
- Deepen understanding of and access to Council decision-making process

- The Council’s decision will include a regional housing needs analysis. That analysis will inform a subsequent Regional Housing Coordination Strategy that Metro is required to complete by the end of 2025.
- Expand awareness of potential equity impacts

ENGAGEMENT ACTIVITIES

Summary

| Group | Level of engagement (inform, consult, involve, collaborate, empower) | Discussion format and purpose |
|-----------------------------------|--------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|
| MPAC | Involve | Monthly or bimonthly updates; advice given to Council |
| MTAC | Consult | Monthly meetings; feedback given to MPAC |
| CORE | Involve | 4-6 meetings over the course of the project; feedback given to staff and Council |
| Metro Council | Decision-maker | Bi-monthly work sessions; feedback given to staff; receive feedback from advisory committees; listening role on stakeholder roundtable; decision makers |
| Stakeholder roundtable | Involve | Monthly or bi-monthly meetings to provide input and feedback on urban growth report analyses; feedback given to staff |
| Youth cohort | Involve | 8 meetings; feedback shared with staff, MPAC, and Council |
| Land use technical advisory group | Involve/Collaborate | Collaboration and technical advice given to staff |
| Metro cities and counties | Involve | Direct communication with Metro staff and Councilors |

| | | |
|----------------|--------------------|-------------------------------------------------------------------------------|
| | | through proposal process, surveys, interviews, and visits |
| General public | Inform and consult | Outreach via Metro website, social media, and open invites to public meetings |

Metro advisory group meetings

MPAC

The Metro Policy Advisory Committee (MPAC) will be engaged in policy discussions like those that the Council engages in throughout the process. MPAC will be asked for its advice to the Metro Council in late summer 2024. MPAC’s advice will focus on policy options for increasing the region’s readiness for housing and employment growth and the merits of any city proposals for handling some of that growth through concept planned UGB expansions.

MTAC

The Metro Technical Advisory Committee (MTAC) will provide advice on technical aspects as needed. Local jurisdiction staff review of the buildable land inventory will be essential and Metro will reconvene the ad-hoc Land Use Technical Advisory Group, which has overlap with MTAC membership for this purpose. MTAC will also be asked to review of any city proposals for UGB expansions. Lastly, MPAC may request MTAC’s technical advice on topics.

CORE

Metro’s Committee on Racial Equity’s (CORE) advice will be sought on the formation of a diverse youth cohort to both learn about and advise on Metro’s growth management approach. After additional discussion with CORE, staff will identify the appropriate timing of further engagement with the committee over the course of this work program. CORE has, in particular, expressed an interest in reviewing city proposals for UGB expansions.

Metro Council meetings

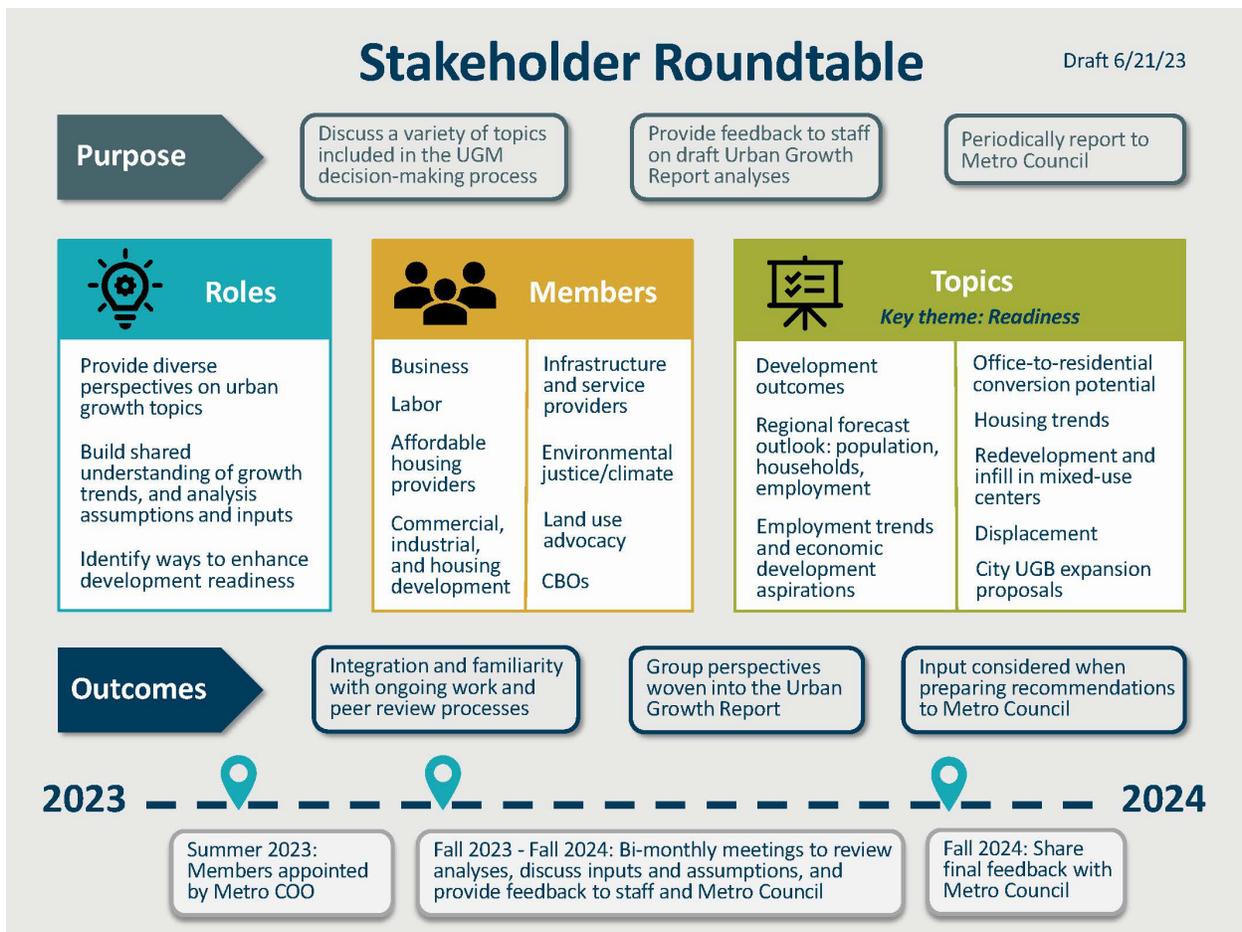
Leading up to the Council’s decision in late 2024, policy makers will engage in discussions of a variety of growth and development trends as well as reviewing any UGB expansion proposals submitted by cities. Policy maker discussions will focus on development readiness, additional actions that may be needed to increase housing production and economic growth inside existing urban areas, and specific city proposals for addressing housing and employment needs in UGB expansion areas. Metro Councilors will engage directly with their local elected counterparts throughout this process. Metro Councilors will also be invited to observe stakeholder roundtable discussions.

Stakeholder roundtable

For the 2024 urban growth management decision, Metro staff will convene a stakeholder roundtable to inform the content of the 2024 UGR through contributing their perspectives on the content and analyses. To facilitate stakeholder roundtable discussions, staff will convene the group throughout this process, bringing forward summaries of ongoing work around growth trends and other relevant topics.

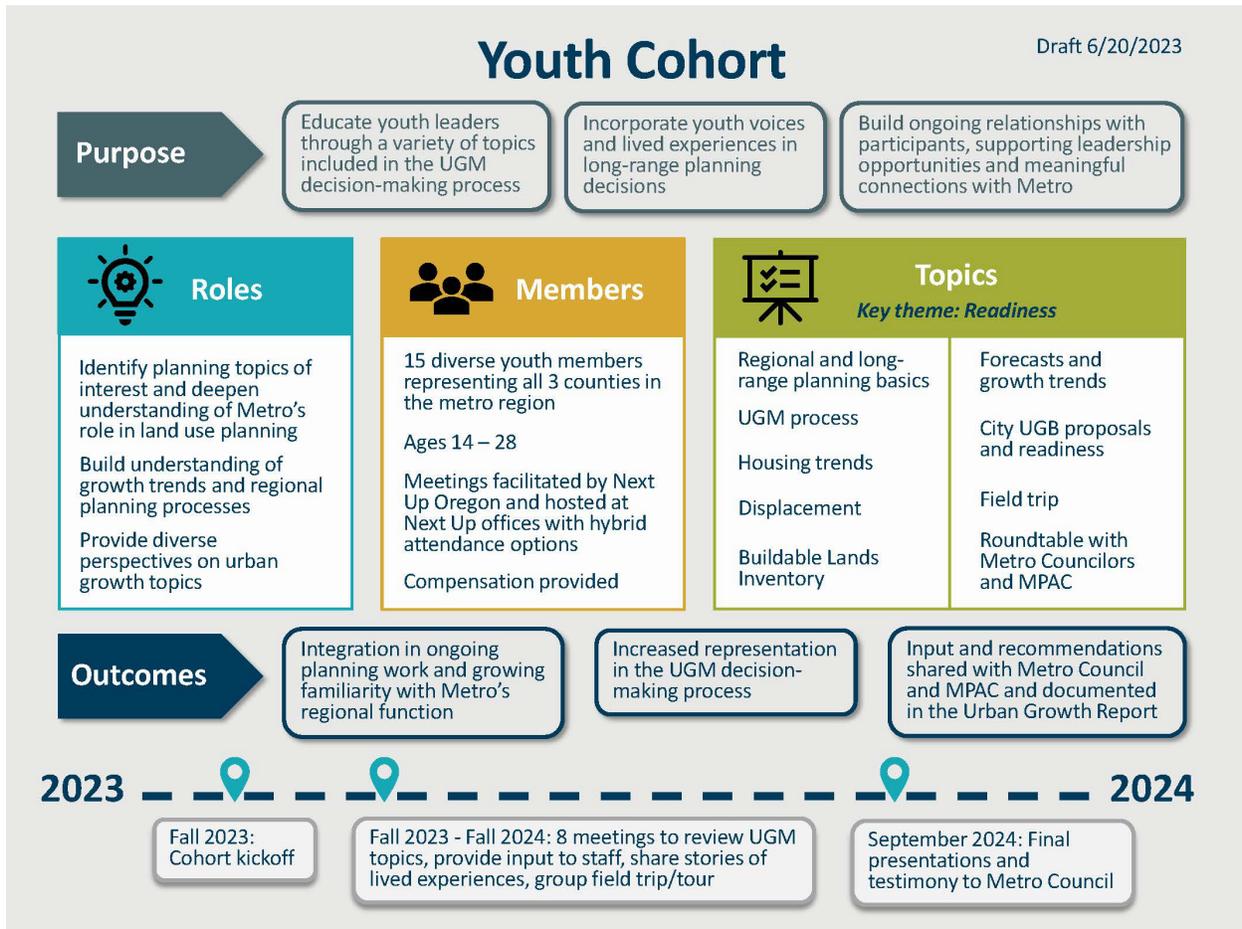
Stakeholder roundtable discussions and perspectives will be reflected in the 2024 UGR and the Metro COO will consider the group’s feedback on a variety of topics when preparing recommendations for the Metro Council. To provide that feedback, the committee will have regular opportunities to familiarize itself with ongoing work and peer review processes. Committee representatives will be asked to summarize the group’s discussions at Metro Policy Advisory Committee (MPAC) and Metro Council meetings.

Staff will consider the group’s feedback when preparing a recommendation for the Metro Council UGB decision.



Youth cohort

In addition to the stakeholder roundtable, staff will convene a youth cohort with the intention of providing leadership opportunities and seeking a younger generation’s perspective on long-range planning related topics. The youth cohort will support integration and growing familiarity with ongoing planning work and increase representation in the UGM decision-making process. Input and recommendations from the youth cohort will be shared with Metro Council, MPAC, and CORE.



Technical peer review groups

Several technical peer review groups will be engaged in the development of the 2024 UGR. Those will include:

Regional Forecast: a peer review group consisting of economists and demographers will review regional forecast methods and results.

Buildable land inventory: the Land Use Technical Advisory Group, consisting of local jurisdiction planning staff and other development specialists will review buildable land inventory and growth

capacity estimation methods and results. The draft inventory will also be made available for review by all local jurisdictions.

Additional interest group presentations

As different components of the project are completed, Metro staff will provide update presentations to various jurisdictions, professional associations, and other interest groups. Examples of these groups include County planning directors, Greater Portland Inc, Economic Development Local Practitioners, and the Commercial Association of Brokers.

These presentations will occur at various times leading up to the conclusion of the project. Metro staff will compile a final summary list of these presentations and audiences as part of the urban growth report engagement section.

Local jurisdiction engagement

As described in this engagement summary, this decision-making process is centered on city readiness. As such, there will be a heavy emphasis on the merits of city proposals for concept planned UGB expansions.

Metro staff, Councilors, and the Chief Operating Officer will conduct outreach to local elected officials and planning staff to understand plans for growth, challenges in their communities, and resource needs. These conversations will increase transparency and communication between Metro and local jurisdictions and help Metro to anticipate forthcoming expansion proposals. Additionally, this information will be used to update and improve the 2040 planning and development grants program to better meet the discussed needs.

Cities will be responsible for leading local engagement on concept planning Urban Reserve areas. Public engagement is a required component of developing and submitting a concept plan for a proposed expansion area. The concept plans for proposed expansion areas will be released as appendices to the Urban Growth Report and made available for region-wide public feedback.

Local jurisdiction staff will also have opportunities to provide peer review of the buildable land inventory.

Public communication

The public will have access to the progress of the urban growth report and accompanying analyses throughout the project as the Metro project page is periodically updated.

Metro website and news articles

The UGM project page could include a variety of elements to present the analyses and background information in a simplified, clear, engaging way. The purpose is to provide robust data and a comprehensive analysis of the region and its needs in a compelling format that invites greater understanding of the decision-making process and opportunities for feedback. Examples of potential web features include:

- Interactive map
- Urban Growth Boundary myth vs. reality “quiz”
- Quick learning guides about UGR components
- “What’s in a BLI?”
- Displacement analysis
- Our region in numbers
- Guide for submitting comments about the UGR

Social media

Metro’s social media channels, primarily Instagram, can be used to present key graphics to reach a broad audience and direct them to learn more about urban growth management and clarify common misconceptions or misunderstandings about this work. The goal of this outreach is to be eye-catching and accessible. Social media posts could include:

- UGB comic
- Youth cohort field trip footage
- Slideshow explainers of different analyses or interesting findings
- Time capsule series – look through UGB decisions of the past – “where are they now”

Public hearings

Most Metro advisory committee meetings during this process are open to the public. The most formal opportunity for testimony is the official public hearing in September 2024 to discuss the COO recommendations. However, beyond this opportunity, the public may participate in additional meetings through listening in to the presentations and are welcome to send comments and questions to the project team. The website will be kept current to provide information about relevant public meetings.

PROJECT TIMELINE



- Technical work and analysis**
 - Forecasts
 - Land inventories
 - Trends analysis
 - Modeling
- Stakeholder engagement**
 - Jurisdictional outreach
 - Stakeholder group
 - Youth cohort
- City expansion proposals**
 - Dec 2023: Letters of interest due
 - April 2024: Proposals due
 - 2040 Planning & Development Grants available*
- Metro Council decision**
 - Summer 2024: Draft UGR
 - Stakeholder group, COO recommendations
 - Fall 2024: MPAC, CORE recommendations
 - Council direction to staff
 - Public hearings
 - Dec 2024: Council decision

Detailed engagement timeline

Summer 2023: Convene stakeholder roundtable; Convene Land Use Technical Advisory Group to provide advice on methods for determining the buildable land inventory

Fall/winter 2023: Convene youth cohort; Local jurisdiction review of preliminary buildable land inventory results

December 1, 2023: Cities submit letters of interest for UGB expansions

Winter 2023/2024: Peer review of regional population, household, and employment forecast

April 5, 2024: City proposals for UGB expansions due

June 28, 2024: Release draft UGR and appendices

June 28, 2024: Public comment period open for the UGR and city expansion proposals

July 9, 2024: Council work session discussion of draft UGR

July 17, 2024: MTAC discussion of draft UGR

July (TBD), 2024: Stakeholder roundtable discussion of draft UGR

July 18, 2024: CORE discussion of draft UGR

July 24, 2024: MPAC discussion of draft UGR; request any MTAC advice

July 31, 2024: Public comment period for the UGR and city expansion proposals ends

August 23, 2024: Release COO recommendation

September 3, 2024: Council work session on COO recommendations

September 11, 2024: MPAC discusses recommendations to Council; request any final MTAC advice

September 18, 2024: MTAC advice to MPAC, if requested

September 19, 2024: CORE recommendation to Council

September 21, 2024: Council holds public hearing on COO recommendations

September 25, 2024: MPAC recommendation to Council

October 1, 2024: Council provides direction to staff at work session

Oct-Nov, 2024: Complete various required notice procedures

November 28, 2024: Council first reading of ordinance; public hearing

December 12, 2024: Council second reading of ordinance; decision

ENGAGEMENT ROLES AND RESPONSIBILITIES

| | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Policy partnerships: Council, MPAC, CORE</p> <ul style="list-style-type: none"> • Provide leadership and policy direction to staff • Build partnerships and collaborate • Engage partners and the public • Incorporate input from partners, advisory groups, and the public | <p>Community partnerships: Stakeholder roundtable, youth cohort, interest groups, public</p> <ul style="list-style-type: none"> • Provide community values, needs and priorities • Provide youth lived experience and perspective • Provide ideas and solutions • Provide input and feedback to Metro staff and decision-makers |
| <p>Technical partnerships: MTAC, land use technical advisory group</p> <ul style="list-style-type: none"> • Implement policy direction to update urban growth report • Provide technical expertise • Keep decision-makers informed of progress • Incorporate input from partners and the public • Make recommendations to decision-makers | |
| <p>Technical support: Metro staff, EcoNorthwest, Johnson Economics</p> <ul style="list-style-type: none"> • Implement policy direction to update plan • Provide technical expertise • Keep decision-makers informed of progress • Incorporate input from partners and the public • Make recommendations to decision-makers and advisory groups | |

Urban growth management committees

Draft - 8/31/23

Adopt

Advise and recommend

Advise and provide feedback



Metro Council

 Makes urban growth management decisions every six years based on information from staff and the community

 Elected officials - Six Councilors and Metro Council President

 A public hearing will be held before the urban growth management decision - *open to the public*

<https://www.oregonmetro.gov/regional-leadership/metro-council>

CORE

 Advise Metro Council on strategies to advance racial equity across Metro's work areas

 Members appointed by Metro Council

 Standing committee with monthly meetings - *open to the public*

<https://www.oregonmetro.gov/regional-leadership/metro-advisory-committees/committee-racial-equity>

MPAC

 Advise the Metro Council on land use issues, including the urban growth boundary - established by the Metro Charter

 21 voting members representing cities, counties, special districts and the public, and six non-voting members. Three Metro Councilors also participate as non-voting liaisons.

 Meetings are the fourth Wednesday of each month - *open to the public*

<https://www.oregonmetro.gov/regional-leadership/metro-advisory-committees/metro-policy-advisory-committee>

MTAC

 Provide technical feedback to MPAC on regional land use issues including the urban growth boundary

 35-member committee defined by the Metro Charter and made of planners, citizens, and business representatives

 Meetings are monthly on the third Wednesday from Jan to Sept - *open to the public*

<https://www.oregonmetro.gov/regional-leadership/metro-advisory-committees/metro-technical-advisory-committee>

LUTAG

 Provide Metro staff with technical advice on the 2024 Urban Growth Report methods and results, with a particular focus on estimates of housing and job capacity based on local knowledge

 Local land use planners from jurisdictions within the Metro boundary and other technical experts from interested organizations

 Fall 2023 through spring 2024, meetings as needed

Youth cohort

 Members learn about regional urban growth management in Oregon and how to participate in decision-making

 15 young people from across the region, ages 14-25

 Eight meetings, from fall 2023 - fall 2024

Urban growth report stakeholder roundtable

 Members contribute perspectives to the content of the 2024 Urban Growth Report

 Range of stakeholders representing a variety of industries and work or live in different parts of the region

 Monthly meetings September 2023 to spring 2024 - *open to the public*