

2024 Metro urban growth management decision

Administrative guidance for cities proposing urban growth boundary expansions

Background

Over the years, Metro has increased its emphasis on local jurisdiction readiness in its growth management decisions. This is to ensure that any areas added to the urban growth boundary (UGB) develop as intended. To that end, the Metro Council has had – since 2010 – a policy requiring that a local jurisdiction adopt a concept plan for an urban reserve before Metro will add that area to the UGB.

Submittal Requirements

To be considered in the 2024 growth management decision, local jurisdictions should submit a letter of interest to the Metro Chief Operating Officer by December 1, 2023 and must submit all required proposal materials by close of business on April 5, 2024. Please contact Metro staff with any questions.

Letters of interest to be submitted by December 1, 2023 should indicate the urban reserve area of interest and include a general description of anticipated employment and residential uses.

Full proposals to be submitted by April 5, 2024 must include the following documents:

- An adopted resolution from the city's governing body in support of the expansion proposal
- A resolution or other formal action from the city's governing body adopting or accepting a concept plan for the proposed UGB expansion area
- The adopted or accepted concept plan for the urban reserve area
- Findings of fact and conclusions of law that demonstrate that the concept plan for the urban reserve complies with Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan (UGMFP)
- A map of the proposed expansion area (if smaller than the area described in the concept plan)
- Agreements with the county and service districts for the concept plan area as required in UGMFP Title 11
- Written confirmation that the state has acknowledged the city's housing needs analysis
- Any other supporting materials that demonstrate the city's commitment to facilitating the development of needed housing, jobs and achieving regional desired outcomes

Proposals for primarily residential uses

For proposed expansions that will primarily have residential uses, in addition to the documents listed above, please include in your proposal a narrative that addresses UGMFP subsections 3.07.1425 (d)(1)-(5) as described in this guidance document. Please limit the narrative to 15 pages, not including the attachments listed above.

Proposals for primarily employment uses

For proposed expansions that will primarily have employment uses, you are not required to address UGMFP subsections 3.07.1425 (d)(1)-(5), but please include the submittal documents listed above.

Metro code factors to address in expansion proposals for primarily residential uses

The factors found in UGMFP subsections 3.07.1425(d)(1)-(5) were adopted with the intent of providing flexibility for cities that are proposing primarily residential UGB expansions. With that flexibility comes some ambiguity, so this document is intended as guidance for cities to help cities make the strongest proposal possible. In addressing these expectations, cities should make their best case for their proposed expansion, highlighting not only the merits of the proposed expansion area, but also demonstrating a commitment to implementing best practices in existing urban areas.

Relevant UGMFP sections describing the factors that the Metro Council will use to consider expansion proposals are in **bold**. Metro staff's administrative guidance is in *italics*.

1. Whether the area is adjacent to a city with an acknowledged housing needs analysis that is coordinated with the Metro regional growth forecast and population distribution in effect at the time the city's housing needs analysis or planning process began.

The Oregon Department of Land Conservation and Development (DLCD) is responsible for determining whether city housing needs analyses are consistent with [Statewide Planning Goal 10 \(Housing\)](#). Cities are encouraged to coordinate with DLCD early to ensure that deadlines and requirements can be met. Cities should provide Metro with the relevant page from DLCD's Post-Adoption Plan Amendment online report. Cities should accompany that with a written statement that they received no appeals within the 21-day window (in which case the housing needs analysis is deemed acknowledged).

State law requires cities to coordinate their housing needs analyses with a distributed forecast that was adopted by the Metro Council. The 2045 distributed forecast is the most recent forecast and was adopted via [Ordinance No. 21-1457](#). The older 2040 distributed forecast is also [available on Metro's website](#). Cities should rely on the most current forecast (the 2045 distributed forecast). Cities that are planning for more household growth than depicted in the Metro forecast should explain their rationale and how their plans, investments and the proposed expansion will address that growth.

In addressing this code section in the proposal narrative, please demonstrate that, consistent with Statewide Planning Goal 10 (Housing), your city is planning for a variety of housing types that can address the needs of diverse household sizes and incomes. This demonstration should be made for the city as a whole, while also describing the role of the proposed expansion area in addressing those needs.

2. Whether the area has been concept planned consistent with section 3.07.1110 of this chapter.

To help ensure that UGB expansions lead to housing development, the Metro Council requires a concept plan for an urban reserve before expanding the UGB. The concept plan must be consistent with UGMFP Title 11 (Planning for New Urban Areas). Cities should summarize their concept plan's relevant components – such as planned housing types, densities, infrastructure funding strategies, agreements with the county and special districts, and habitat protection requirements – in their proposal narrative. Cities must also demonstrate that the concept plan is consistent with the requirements of Title 11.

Per state law, the Metro Council will only consider proposals for expansions in designated urban reserves. A concept plan may include a larger urban reserve area than what a city is

proposing for expansion. Cities should clearly indicate in their proposal which areas are being proposed for expansion.

Concept plans must be formally adopted or accepted by a city's governing body and a city should submit evidence of that formal action and the plan itself with its proposal. Cities should also submit a resolution from their governing body that expresses support for the proposed expansion. If desired, one resolution (or appropriate legislation) may be used for both purposes.

To demonstrate the likelihood of development in the proposed expansion area, cities may submit additional information such as market studies, evidence of the city's past track record in producing housing, and letters of support from or agreements with property owners in the proposed expansion area.

Please note that Metro administers [2040 Planning and Development Grants](#) that can be used to fund concept plans for urban reserves.

3. Whether the city responsible for preparing the concept plan has demonstrated progress toward the actions described in section 3.07.620 of this chapter in its existing urban areas.

The Metro region has long sought to encourage most growth in existing centers, corridors, main streets, and station communities. Please describe your city's efforts to encourage the success of these existing urban areas. Please refer to Title 6 (Centers, Corridors, Station Communities, and Main Streets) of the [Functional Plan](#) for specific actions that are encouraged.

If a proposed residential expansion area includes supporting employment uses, please describe how those uses strengthen existing or planned centers, corridors, station communities, and main streets.

Metro administers [2040 Planning and Development Grants](#) that can be used to conduct work recommended under Title 6.

4. Whether the city responsible for preparing the concept plan has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas.

Metro seeks to preserve and increase the supply and diversity of affordable housing. This includes both market rate and subsidized housing that is affordable to households with incomes equal to or less than 80 percent of the median family income for the county. Cities should describe the actions and investments they have taken to accomplish this in their existing urban areas. Please refer to the region's [Equitable Housing Initiative](#) for examples that could be cited. Cities should also describe the effectiveness of actions that they have taken.

Metro administers [2040 Planning and Development Grants](#) that can be used to conduct work to help ensure equitable housing.

5. Whether the city responsible for preparing the concept plan has taken actions to advance Metro's six desired outcomes set forth in Chapter One of the Regional Framework Plan.

The Metro Council seeks to make urban growth management decisions that advance the region's six desired outcome (described in the [Regional Framework Plan](#)).

1. People live, work and play in vibrant communities where their everyday needs are easily accessible.
2. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
3. People have safe and reliable transportation choices that enhance their quality of life.
4. The region is a leader in minimizing contributions to global warming.
5. Current and future generations enjoy clean air, clean water and healthy ecosystems.
6. The benefits and burdens of growth and change are distributed equitably.

Cities should address each of the six desired outcomes, referencing the actions that they have taken (and results achieved) in existing urban areas as well as how the proposed expansion may advance these outcomes. For several of the outcomes (particularly outcomes one, two, three, four, and six), cities may wish to refer to their response to UGMFP subsection 3.07.1425(d)(3), which requires that a city describe actions it has taken to enhance its centers, corridors, main streets or station communities. If these design types are proposed in the expansion area, the city should describe relevant aspects of the concept plan.

For outcome number four, cities should also reference any other policies or investments that specifically aim to reduce housing and transportation related carbon emissions, including actions taken to comply with the state's Climate-Friendly Equitable Communities rules.

For outcome number five, cities may note their compliance with UGMFP Title 3 (Water Quality and Flood Management) and Title 13 (Nature in Neighborhoods). Cities may also document additional policies or strategies that go beyond regional requirements, including parks and natural area acquisition programs. Cities should also summarize the relevant portions of their concept plans for proposed expansion areas.

To help achieve Outcome 6, in June 2016 Metro adopted the [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#). The strategic plan focuses on removing barriers and improving equity outcomes for people of color by improving how Metro works internally and with partners around the Portland region. While individual UGB expansions may have few direct impacts on region-wide racial equity, the cumulative impacts of how communities, cities, the region and the nation have grown have often adversely impacted people of color. Metro seeks to encourage a more intentional process for acknowledging and addressing these inequities in growth management decisions with the hopes that cities can help to develop best practices.

Cities making residential expansion proposals should describe whether any of the following social outcomes are worse for communities of color in their jurisdiction than their white counterparts: transportation, housing, jobs, and parks (for a more complete description of these outcomes, please reference the [2015 Equity Baseline Report](#)). Cities should also describe how they meaningfully engage diverse communities in their planning processes (not exclusively for the urban reserve concept plan), how the identified disproportionate outcomes and engagement practices influence plans and community outcomes and how they measure or track the distribution of benefits and burdens of plans and policies across populations.