

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 21-1457, FOR THE PURPOSE OF ADOPTING THE DISTRIBUTION OF THE POPULATION AND EMPLOYMENT GROWTH TO YEAR 2045 TO LOCAL GOVERNMENTS IN THE REGION CONSISTENT WITH THE FORECAST ADOPTED BY ORDINANCE NO. 18-1427 IN FULFILLMENT OF METRO'S POPULATION COORDINATION RESPONSIBILITY UNDER ORS 195.036.

Date: February 1, 2021
Department: Planning & Development

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BACKGROUND

Federal and state laws (23 U.S. Code 134 and ORS 197.040, respectively) require Metro to prepare and update a transportation plan for its metropolitan planning area every 5 years. In accordance with these laws, an update of the Regional Transportation Plan (RTP) is scheduled to begin in late 2021 with an intended adoption date of December 2023. This 2023 RTP will need to rely on a Transportation Analysis Zone¹ (TAZ) Distributed Forecast of future population and employment.

The 2045 Distributed Forecast under consideration is intended to replace and extend the 2040 Distributed Forecast, which was adopted by Metro in fall 2016. The 2045 Distributed Forecast is aligned with the Regional Forecast (seven-county area) developed to inform Metro's most recent urban growth management decision, which the Metro Council adopted in December 2018. This ensures that the 2023 RTP will be based on the best available information and that the region's land use and transportation plans are consistent.

Oregon land use laws (195.025; ORS 195.036) require Metro to coordinate its regional population and employment forecasts with local governments inside the urban growth boundary for use in updating their comprehensive plans, land use regulations and other related policies. In accordance with this law, Metro coordinated with the local jurisdictions to conduct this Distributed Forecast update for use in the 2023 RTP.

The Growth Forecast Distribution Update Process

This update was able to build on the lengthy review process conducted in support of preparing the 2018 Urban Growth Report. During that process, Metro conducted extensive technical engagement with its regional partners to establish the methodology used to identify the region's buildable land inventory (BLI). With the 2018 Urban Growth Report already in place, Metro was able to focus regional

¹ The TAZ is the geographic unit that serves as the building block of Metro's primary forecasting tools (the travel demand model and MetroScope). The region is divided into 2,162 TAZs. These small subdivisions improve the accuracy of the travel demand model as well as all other aspects of transportation planning. The TAZ-level data also assists land use planners in updating comprehensive plans and zoning, and conducting other types of land use analysis, including neighborhood level analysis.

coordination efforts on revisions to smaller-geography population and employment forecasts based on local knowledge.

Regional coordination of the updated forecast distribution included two main stages of local review.

The first stage involved Metro and local government staff working together to confirm the core inputs to the MetroScope land use allocation model. These inputs include the base year numbers for population and employment as well as the BLI that was completed as part of the 2018 urban growth boundary decision. Local government staff reviewed these inputs and made revisions based on recent zoning changes, new developments or investments within their respective jurisdictions. This review period extended from May 2017 to May 2018.

Metro staff completed modeling using the results from the first stage of local review and prepared a draft distribution of households and jobs into the region's 2,162 TAZs. To view a TAZ map, refer to Exhibit A. The local jurisdictions were then given approximately five months (February 2020 thru June 2020) to examine the TAZ-level results. Jurisdictions wishing to adjust the growth by TAZ (increase or decrease) assigned by the model worked with Metro to re-allocate that growth in a manner consistent with accepted regional figures previously adopted by the Metro Council.

Metro worked closely with a designated county lead from each county throughout a second stage of review to ensure that all participating cities understood their roles and were able to complete their reviews by the deadline. Additional meetings were held with individual county leads to review results. With assistance from the county leads, Metro was able to either accommodate each jurisdiction's proposed changes or negotiate a satisfactory revision where the full change could not be implemented. The timeline for local reviewer engagement and ground rules are described in Attachment 1.

In accordance with state law (ORD 195.036), Metro summarized the TAZ distribution (which is used in transportation modeling) into a jurisdiction-level distribution that is more understandable for local planning activities. The resulting product is the 2045 Distributed Forecast of population, households and employment to cities and counties in the Portland region and is included as Exhibit B.

Regional Planning Directors Involvement

Metro coordinated with regional planning directors throughout the Distributed Forecast update through the local review process. The names of the regional planning directors, designated county leads, and other local reviewer who participated in this process are listed in Attachment 2.

The process began with a series of kickoff meetings held in January 2020, convening the planning directors (or designated planning leads) from Clackamas, Multnomah, and Washington Counties. Each kickoff meeting reviewed the purpose, timeline, and instructions for the local review process. The county leads served as liaisons between Metro and the cities within their respective jurisdictions, providing technical guidance to local staff throughout the process and helped to coordinate the timely return of feedback. County leads also conducted reviews on behalf of several smaller cities with limited planning staff capacity.

Metro staff communicated with county leads and jurisdiction staff primarily via e-mail throughout the local review process. Metro also met with county leads and cities as needed to coordinate reviews and provide guidance during the review period.

Metro Advisory Committee Involvement

The Metro Technical Advisory Committee (MTAC) served as the primary advisory committee for the 2045 Distributed Forecast. A project kickoff presentation was given before MTAC in November 2019 to review the purpose, timeline, and ground rules for the local review process. Subsequent project status reports were provided to both MTAC and the Transportation Policy Alternatives Committee (TPAC) to keep both committee informed as to project progress. The final project status presentation was given to MTAC in November 2020.

ANALYSIS/INFORMATION

1. Known Opposition

There is no known opposition to the 2045 Distributed Forecast. Metro staff was able to either incorporate local jurisdictions' suggested revisions in the baseline assumptions and distributions or come to agreement on modifications to those assumptions and distributions.

2. Legal Antecedents

Consultation conducted to prepare the 2045 Distributed Forecast satisfies Metro's coordination obligations under ORS 195.025 and 195.036. As requested by DLCD, staff proposes that the Metro Council adopt the 2045 Distributed Forecast by an ordinance that will be acknowledged by DLCD as part of Metro's planning documents in order to support future planning decisions by local governments that rely upon the population forecasts. State law requires cities and counties to adopt coordinated forecasts as part of their comprehensive plans.

3. Anticipated Effects

Adoption of the updated distribution of population and employment forecast will inform the 2023 RTP and ensure that the plan is based on the most recent data available. This localized data will also encourage local governments to use the distribution information to conform their land use and transportation plans to regional policies adopted by the Metro Council. Delay of the adoption could also delay the development of the 2023 RTP and may delay some local government activities that would be accomplished with the updated 2045 Distributed Forecast information. Also note that a new Regional Forecast and subsequent Distributed Forecast will be prepared for the Metro Council's consideration as part of its anticipated urban growth management decision in 2024.

4. Budget Impacts

The FY 2019-2020 and FY 2020-2021 budgets included resources for staff in the Research Center and the Planning and Development Department to work on this project.

RECOMMENDED ACTION

Staff recommends that the Metro Council accept and adopt the updated 2045 Distributed Forecast of population, households and employment which was completed in accordance with Metro's responsibilities on population coordination with local governments in the region to inform the 2023 RTP.

ATTACHMENTS

1. Distributed Forecast Engagement Plan and Ground Rules
2. Local Reviewer Contact List

EXHIBITS

- A. Transportation Analysis Zone (TAZ) Map
- B. 2045 Distributed Forecast of Population, Households, and Employment

Attachment 1
Distributed Forecast Engagement Plan and Ground Rules

Action	Timeframe
Notify MTAC, TPAC of 2019 distr. forecast schedule & stakeholder engagement plan	November 2019
Complete TAZ allocations – Metro staff	September – December 2019
Contact county leads – coordinate TAZ review with each	December 2019
Obtain stakeholder signatures for es-202 employment data	December 2019
Send out TAZ forecast and es-202 task reminders – finalize by end of month	January 2020
Kick-off meetings (by county) – provide forecast materials for review <ol style="list-style-type: none"> 1. Review UGM regional forecast drivers 2. Review 2019 distr. forecast specifications and assumptions 3. Execute es202 releases for all stakeholders with the State 4. Send out data to qualified stakeholders (excel) 	January 2020
Provide any material assistance as requested by local stakeholders – stakeholders review TAZ forecast figures (jobs and households) <ol style="list-style-type: none"> 1. Review 2020 base year figures by jurisdiction 2. Review 2030 “mid-year” figures 3. Review 2045/50 forecast figures 4. Go over TAZ adjustment ground rules 5. Send in TAZ reviews to county leads 	February – June 2020
Adjust TAZ’s as needed	July – August 2020
Lock-down final TAZ forecast figures	September 2020
Forecast documentation, citation, and archive	September 2020

Although careful attention to inputs and forecasts (and MetroScope model statistics) have been exercised in preparing the distributed forecast, current conditions and future expectations may change in which we might not have been aware of during the development of the TAZ forecast. Thus we are asking stakeholders to help us refine the initial TAZ-level forecast with additional manual (if any) adjustments based on your local knowledge. In order to maintain the integrity of the forecast, we ask participants to follow these basic guidelines on making adjustments to the TAZ forecast.

Ground rules:

- Each jurisdiction has been assigned a set of TAZ’s that approximate the current city limits and county jurisdiction (note: there may be rounding and estimation error / differences between city limits and TAZ boundaries that can’t be avoided).
- Cities and counties are given TAZ allocations that add up to “control totals” for each jurisdiction.
 - The ultimate control total or cap is determined by Metro’s regional forecast. (This is the total forecast amount for the region as a whole and adopted in the 2018 UGM decision)
 - Within the control totals for each jurisdiction, we advise jurisdictions to limit their manual adjustment (plus or minus) to each TAZ subject to recovering your control total.

- If your TAZ review identifies an excess (or shortfall) in your city control total, please contact your county lead to see if there is another city in your county that has a shortfall (or excess). Your county lead can assist in manually rebalancing the TAZ totals in the county.
- If the county adjustments exceed (or has a shortfall) the given county control total, Metro in coordination with the effected cities and counties will affect a compromise to settle the manual TAZ adjustments.
- Cities and counties have latitude to make adjustments, but Metro asks that the manual adjustments are paired with explanations as to why the adjustments are necessary.

Your assistance in this review process is important and helps make this a better forecast product. Thank you for your involvement in this process.

Attachment 2
Local Reviewer Contact List

Last Name	First Name	Jurisdiction	County
Seldon	Sarah	Fairview	Multnomah
Fry	Carolanne	Fairview	Multnomah
Kelly	Katherine	Gresham	Multnomah
Higgins	Jay	Gresham	Multnomah
Armstrong	Tom	Portland	Multnomah
Hagen	Chet	Multnomah County	Multnomah
Johnson	Carol	Multnomah County	Multnomah
Barber	Adam	Multnomah County	Multnomah
Berry	Jessica	Multnomah County	Multnomah
Cook*	Kevin	Multnomah County	Multnomah
Shackelford	Amber	Troutdale	Multnomah
Farrell	Arini	Troutdale	Multnomah
Straite	Matt	Wood Village	Multnomah
Becker	Jolynn	Banks	Washington
McQuillan	Kate	Beaverton	Washington
Wells	Ryan	Cornelius	Washington
Tate	Linda	Durham	Washington
Pohl	Bryan	Forest Grove	Washington
Riordan	Dan	Forest Grove	Washington
Eidt	Taylor	Hillsboro	Washington
Choi	Brad	Hillsboro	Washington
Liden	Keith	King City	Washington
Varner	Andy	North Plains	Washington
Palmer	Erika	Sherwood	Washington
Hajduk	Julia	Sherwood	Washington
McGuire	Tom	Tigard	Washington
Shanks	Susan	Tigard	Washington
Schulyler	Warren	Tigard	Washington
Purdy	Lloyd	Tigard	Washington
Koper	Steve	Tualatin	Washington
Pauly	Daniel	Wilsonville	Washington
Bateschell	Miranda	Wilsonville	Washington
Rybold	Kimberly	Wilsonville	Washington
Rencher*	Ken	Washington County	Washington
Walter	Michael	Happy Valley	Clackamas
Siegel	Scot	Lake Oswego	Clackamas
Farley	Will	Lake Oswego	Clackamas
Levitan	Daniel	Milwaukie	Clackamas
Heberling	Mary	Milwaukie	Clackamas

Last Name	First Name	Jurisdiction	County
Kolias	Vera	Milwaukie	Clackamas
Fadenrecht	Christina	Milwaukie	Clackamas
Wicks	Alison	Milwaukie	Clackamas
Egner	Denny	Milwaukie	Clackamas
Aman	Leila	Milwaukie	Clackamas
Straite	Matt	Rivergrove	Clackamas
O'Neill	Kelly	Sandy	Clackamas
Meharg	Emily	Sandy	Clackamas
Denison	Shelley	Sandy	Clackamas
Wyss	Darren	West Linn	Clackamas
Fursdon	Megan	West Linn	Clackamas
Buehrig	Karen	Clackamas County	Clackamas
Fritzie	Martha	Clackamas County	Clackamas
Setterfield	Brett	Clackamas County	Clackamas
Williams*	Stephen	Clackamas County	Clackamas
Cross	Nicole	Clackamas County	Clackamas

*Designated County Lead

Exhibit A
Transportation Analysis Zone (TAZ) Map

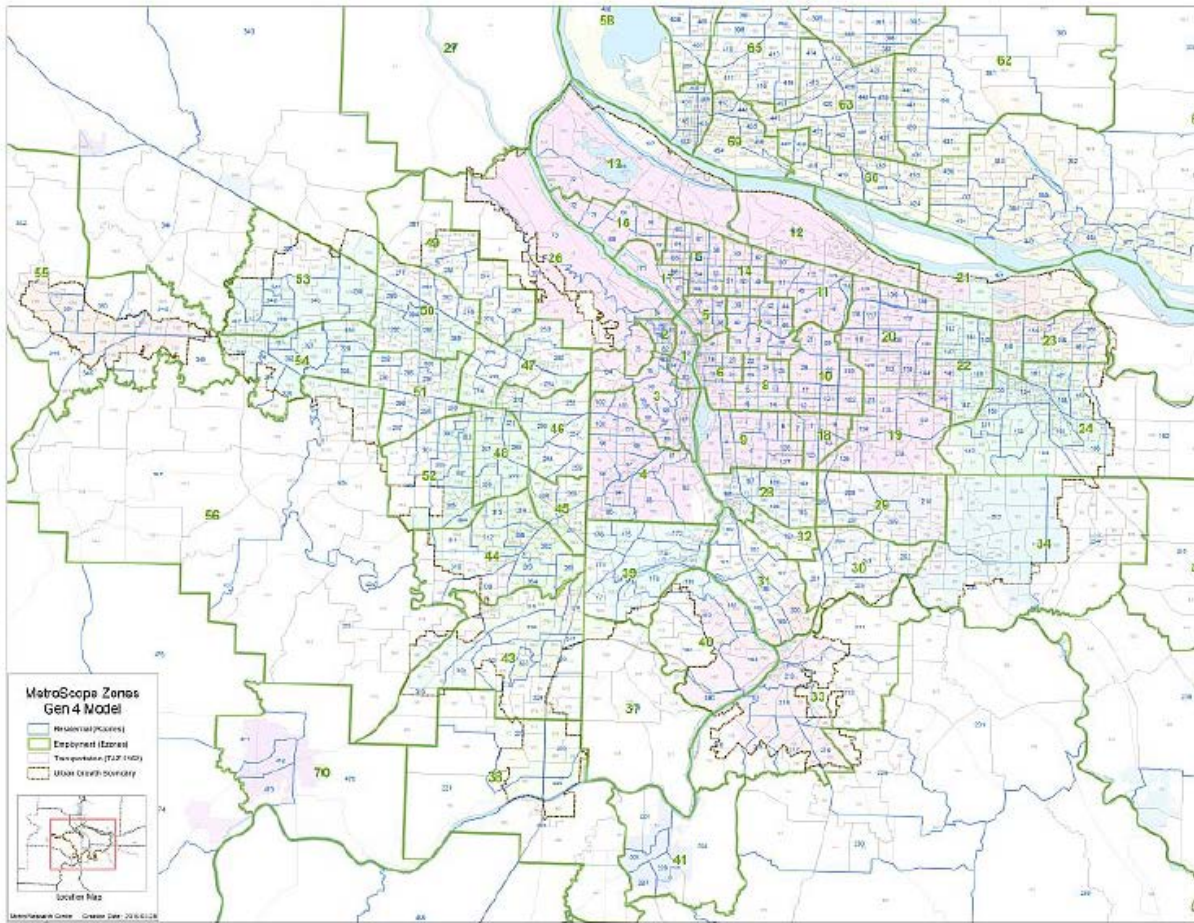


Exhibit B
2045 Distributed Forecast of Population, Households, and Employment

	Population Forecast		
	(adjusted to city limits)*		
	2020	2030	2045
<u>Jurisdiction*</u>			
Banks	1,959	2,022	2,021
Barlow	137	130	119
Beaverton	99,490	114,525	119,156
Canby	17,161	19,582	19,681
Cornelius	12,534	14,606	17,322
Durham	1,878	1,859	1,793
Estacada	4,091	5,227	5,267
Fairview	9,024	9,538	9,797
Forest Grove	26,370	30,702	33,592
Gladstone	11,960	12,071	12,021
Gresham	113,409	119,476	122,154
Happy Valley	22,556	41,314	57,362
Hillsboro	105,153	122,598	128,270
Johnson City	572	589	848
King City	4,718	6,961	8,985
Lake Oswego	40,035	41,947	42,133
Maywood Park	764	730	724
Milwaukie	20,594	22,859	23,268
Molalla	10,088	14,035	14,160
North Plains	3,480	5,194	5,860
Oregon City	36,457	42,665	49,009
Portland	668,429	708,370	774,219
RiverGrove	509	483	449
Sandy	11,127	17,621	18,451
Sherwood	19,747	20,118	20,662
Tigard	54,591	63,813	71,611
Troutdale	16,292	17,385	17,795
Tualatin	27,278	27,598	27,565
West Linn	26,060	26,579	26,990
Wilsonville	25,945	29,756	30,566
Wood Village	4,213	4,814	5,306
Unincorporated Clackamas County	201,322	219,034	293,341
Unincorporated Multnomah County	19,328	22,264	40,490
Unincorporated Washington County	264,884	308,416	372,475
	2020	2030	2045
Clackamas County, total	428,614	493,892	593,665
Multnomah County, total	831,459	882,577	970,485
Washington County, total	622,082	718,412	809,312
	1,882,155	2,094,881	2,373,462
* 2020 city limits			
Note: All forecast figures prepared pre-COVID.			
Note: All forecast figures prepared pre-Census 2020 vintage population program release>			
Note: 2020 is a forecast year estimate.			

	Household Forecast		
	(adjusted to city limits)*		
	2020	2030	2045
<u>Jurisdiction*</u>			
Banks	580	619	622
Barlow	40	40	40
Beaverton	39,895	47,544	51,262
Canby	6,564	7,833	8,312
Cornelius	3,773	4,552	5,594
Durham	686	703	703
Estacada	1,513	2,022	2,246
Fairview	3,654	4,039	4,388
Forest Grove	9,058	10,918	12,380
Gladstone	4,568	4,727	4,777
Gresham	41,195	45,384	49,067
Happy Valley	6,893	13,203	20,210
Hillsboro	42,338	51,103	55,409
Johnson City	285	307	486
King City	2,442	3,730	4,990
Lake Oswego	17,257	18,909	19,486
Maywood Park	356	356	355
Milwaukie	9,141	10,611	11,328
Molalla	3,363	4,893	5,443
North Plains	1,031	1,593	1,862
Oregon City	13,557	16,591	21,010
Portland	280,708	311,084	359,541
RiverGrove	185	184	188
Sandy	4,026	6,667	7,696
Sherwood	6,567	6,926	7,372
Tigard	21,617	26,160	30,423
Troutdale	5,880	6,561	6,829
Tualatin	10,955	11,474	11,626
West Linn	9,955	10,617	11,886
Wilsonville	9,778	11,727	13,281
Wood Village	1,223	1,461	1,703
Unincorporated Clackamas County	75,024	85,357	126,027
Unincorporated Multnomah County	5,588	6,731	12,944
Unincorporated Washington County	93,243	112,396	140,670
	2020	2030	2045
Clackamas County, total	162,149	193,685	252,417
Multnomah County, total	338,604	375,616	434,827
Washington County, total	232,184	277,718	322,914
	732,937	847,019	1,010,158
* 2020 city limits			
Note: All forecast figures prepared pre-COVID.			
Note: All forecast figures prepared pre-Census 2020 vintage population program release>			
Note: 2020 is a forecast year estimate.			

	Employment Forecast		
	(adjusted to city limits)*		
	2020	2030	2045
<u>Jurisdiction*</u>			
Banks	579	636	670
Barlow	628	580	602
Beaverton	63,500	65,005	72,693
Canby	3,863	3,913	4,312
Cornelius	2,873	3,086	3,895
Durham	1,683	1,718	1,842
Estacada	1,250	1,354	1,454
Fairview	3,048	3,633	5,355
Forest Grove	7,120	6,964	7,299
Gladstone	2,911	3,159	3,926
Gresham	40,562	47,161	55,902
Happy Valley	7,823	9,105	12,367
Hillsboro	84,623	92,918	102,430
Johnson City	317	314	340
King City	708	879	1,108
Lake Oswego	21,525	21,441	23,825
Maywood Park	222	235	251
Milwaukie	13,273	13,742	15,221
Molalla	3,883	3,944	4,020
North Plains	794	860	897
Oregon City	17,122	18,675	21,749
Portland	480,904	502,913	565,382
RiverGrove	135	133	141
Sandy	3,193	3,297	3,675
Sherwood	6,646	7,051	8,013
Tigard	45,109	46,005	52,368
Troutdale	7,448	8,291	10,321
Tualatin	34,115	34,615	36,792
West Linn	4,982	5,365	6,135
Wilsonville	20,539	21,323	24,010
Wood Village	2,594	3,197	3,798
Unincorporated Clackamas County	72,446	75,446	90,565
Unincorporated Multnomah County	3,849	5,416	10,081
Unincorporated Washington County	65,763	79,192	103,707
	2020	2030	2045
Clackamas County, total	173,891	181,792	212,341
Multnomah County, total	538,628	570,846	651,090
Washington County, total	313,513	338,930	391,712
	1,026,032	1,091,568	1,255,143
* 2020 city limits			
Note: All forecast figures prepared pre-COVID.			
Note: All forecast figures prepared pre-Census 2020 vintage population program release>			
Note: 2020 is a forecast year estimate.			