
Wednesday, July 17, 2024
7:30 AM – 9:00 AM

Virtual Meeting:

<https://clackamascounty.zoom.us/j/86962393410?pwd=UFpf3Rbx94Gdq6wbkk1SsKzMSoRP5.1>

Agenda

7:30 a.m. Welcome & Introductions

7:35 a.m. JPACT ([JPACT Materials](#))

- Regional Flexible Funds Allocation (RFFA) Update and Next Steps
Presenting: Grace Cho and Ted Leybold, Metro
- 2025 Transportation Package JPACT Priorities Discussion
Introducing: Jamie Stasny, Clackamas County

TPAC Update

- *Presenting: Karen Buehrig, Clackamas County
Jaimie Lorenzini, Happy Valley*

8:20 a.m. MPAC Update ([MPAC Materials](#))

- Urban Growth Report (UGR) Public Comment Period
Presenting: Eryn Kehe, Metro
- *Reporting: MPAC Members*

Attachments:

JPACT and MPAC Work Programs	Page 02
RFFA JPACT Memo	Page 06
DRAFT JPACT Priorities: 2025 Transportation Package	Page 09
UGR Materials	Page 11
TPAC Materials	Posts on 7/15

2024 JPACT Work Program

As of 2/5/24

Items in italics are tentative

<p><u>January 18, 2024 (online)</u></p> <ul style="list-style-type: none"> • Resolution No. 24-5380 For the Purpose of Adding or Amending Eight Projects to the MTIP to Meet Federal Delivery Requirements (consent) • JPACT DC Trip Update (JPACT Chair Update) • Climate Pollution Reduction Grant: Preliminary Climate Action Plan (Eliot Rose, Metro; 30 min) • Regional Freight Delay and Commodities Movement Study Update (Tim Collins, Metro; 30 min) • Regional Transportation Priorities and Funding (Anneliese Koehler, Metro; 30 min) 	<p><u>February 15, 2024 (in person)</u></p> <ul style="list-style-type: none"> • Resolution No. 24-5384 For the Purpose of Adding or Amending Seven Projects in the 2024-27 MTIP to Meet Federal Transportation Project Delivery Requirements (consent) • Regional Flexible Fund & Metropolitan Transportation Improvement Program (MTIP) Program Direction(s) (Grace Cho, Metro, Ted Leybold, Metro; 40 min) • RTP Next Steps: Chapter 8 Implementation Work Plan and RMPP MTIP Process (Catherine Ciarlo, Metro, Ted Leybold, Metro; 30 min) • Regional Transportation Functional Plan compliance report (Comments from the JPACT Chair)
<p><u>March 21, 2024 (online)</u></p> <ul style="list-style-type: none"> • JPACT DC Trip Update (JPACT Chair Update) • Regional Transportation Priorities and Funding (Anneliese Koehler, Metro; 30 min) • <i>Westside Multimodal Improvements Study (Kate Hawkins, Metro; 30 min)</i> • 2027-30 MTIP Revenue Forecast (Comments from JPACT Chair) 	<p><u>April 18, 2024 (in person)</u></p> <ul style="list-style-type: none"> • Unified Planning Work Program (UPWP) (John Mermin, Metro; 20 min) • Emergency Transportation Routes, Phase 2 (John Mermin, Metro; 30 min) • <i>Regional Flexible Fund – Program Outcomes Overview & Retrospective (Grace Cho, Metro, Ted Leybold, Metro; 40 min)</i> • <i>TriMet Safety and Security Presentation (Sam Desue (he/him, Tara O'Brien (she/her); 30 min)</i> • Regional Transportation Priorities and Funding (Catherine Ciarlo, Metro, Andy Shaw, Metro; 30 min)
<p><u>May 16, 2024 (online)</u></p> <ul style="list-style-type: none"> • Unified Planning Work Program (UPWP) (John Mermin, Metro; 20 min) (action) • Regional Flexible Fund & Metropolitan Transportation Improvement Program (MTIP) Program Direction(s) – Adoption (Grace Cho, Metro, Ted Leybold, Metro; 20 min) (action) • Regional Transportation Priorities and Funding (Catherine Ciarlo, Metro, Andy Shaw, Metro; 30 min) 	<p><u>June 20, 2024 (in person)</u></p> <ul style="list-style-type: none"> • Annual Transit Budget Updates (Chair Update) • <i>HOLD for additional RFFA item if necessary</i> • 82nd Avenue Update
<p><u>July 18, 2024 (online)</u></p>	<p><u>August 15, 2024</u></p>

2024 MPAC Work Program

As of 2/8/24

Items in italics are tentative

<p>January 24, 2024 (online only)</p> <ul style="list-style-type: none"> • MPAC Nominations and Review of MPAC Charge (Chair Pam Treece, Malu Wilkinson, Metro; 10 min) • Carbon Pollution Reduction Grant (Eliot Rose (he/him), Metro; 30 min) • Urban Growth Management Functional Plan Annual Compliance Report (Glen Hamburg (he/him), Metro; 15 minutes) • Urban Growth Management Expert Panel (Ted Reid (he/him), Metro, Josh Harwood, Metro, Peter Hulseman, City of Portland, Mark McMullen, State of Oregon, Jeff Renfro, Multnomah County; 80 min) 	<p>February 28, 2024 (in-person)</p> <ul style="list-style-type: none"> • Metro Technical Advisory Committee (MTAC) Nominations for Member/Alternate Member Positions (consent) • Waste Prevention and Environmental Services: Garbage and Recycling System Facilities Plan Update (Estee Segal (she/her), Metro; 30 min) • UGM: regional projection of population and job growth (Ted Reid, he/him, Metro; ECO NW consultants; 45 min)
<p>March 27, 2024 (online only)</p> <ul style="list-style-type: none"> • Legislative Update (Jenna Jones (she/her), Metro) • Housing Update (30 min) • UGM: Preliminary UGB Capacity Estimates needs (Ted Reid, he/him, Metro; 45min) 	<p>April 24, 2024 (in-person)</p> <ul style="list-style-type: none"> • UGM: Regional Housing Needs Analysis (Ted Reid (he/him), Metro; 60 min) • Site Readiness Toolkit (David Tetrick, he/him, Metro; 30 min)
<p>May 22, 2024 (online only)</p> <ul style="list-style-type: none"> • Presentation of city UGB expansion proposals (Eryn Kehe, she/her, Ted Reid, he/him, Metro; city partners TBD; 45 min) • 2040 Planning & Development Grants - program refinements (Serah Breakstone, she/her, Metro; 30 min) 	<p>June 26, 2024 (in-person)</p> <ul style="list-style-type: none"> • Assessment of city employment land UGB expansion proposals (Eryn Kehe, she/her, Ted Reid, he/him, Metro; city partners TBD; 45 min)
<p>July 24, 2024 (online only)</p> <ul style="list-style-type: none"> • 2024 Draft Urban Growth Boundary Report Eryn Kehe, she/her, Ted Reid, he/him, Metro; 45 min) 	<p>August 28, 2024- CANCELLED COO recommendation UGM Decision released and emailed to MPAC members</p>
<p>September 11, 2024 (virtual)</p> <ul style="list-style-type: none"> • <i>UGM COO recommendation review and public comment feedback</i> 	
<p>September 25, 2024 (in person)</p> <ul style="list-style-type: none"> • UGB Expansion Recommendation to Metro Council (action) 	<p>October 23, 2024 (online)</p>

November 13, 2024 (in person)

December 11, 2024 (online)

- Follow up on UGM process (Ted Reid, he/him, Metro; 45 min)

<ul style="list-style-type: none"> • Connecting First and Last Mile (Ally Holmqvist, Metro; 30 min) • Regional TDM Strategy Kickoff (Noel Mickelberry, Metro, Grace Stainback; 30 min) • TV Highway Implementation Strategy (Jess Zdeb, Metro; 30 min) • Cascadia Corridor Ultra-High-Speed Rail (Ally Holmqvist, Metro; 30 min) • Regional Transportation Priorities and Funding 	
<p><u>September 19, 2024</u></p> <ul style="list-style-type: none"> • RTAC Toll Revenue/PTS & Nexus Projects (Alex Oreschak, Metro, Ally Holmqvist, Metro; 30 min) • Boone Bridge Update (Ally Holmqvist, Metro; 30 min) • Regional Transportation Priorities and Funding 	<p><u>October 17, 2024</u></p> <ul style="list-style-type: none"> • Regional Transportation Priorities and Funding
<p><u>November 21, 2024</u></p> <ul style="list-style-type: none"> • Regional Transportation Priorities and Funding • Safe Streets for All Update (Lake McTighe (she/they), Metro; 30 min) 	<p><u>December 19, 2024</u></p> <ul style="list-style-type: none"> • Connecting First and Last Mile (Ally Holmqvist, Metro; 30 min)



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: Thursday, July 11, 2024
To: Joint Policy Advisory Committee on Transportation and Interested Parties
From: Grace Cho, Senior Transportation Planner
Subject: 2028-2030 Regional Flexible Fund Allocation – Next Steps

Purpose: To JPACT an overview of the next steps in the new project bond development process for the 2028-2030 Regional Flexible Fund Allocation.

Background

The Regional Flexible Funds are one source of the region's transportation funding, though they represent a small (~5%) percentage of the total funding spent on transportation across the region. Comprised of federal surface transportation funds provided by the federal government, the allocation of the Regional Flexible funds is one of Metro's requirements as a federally designated metropolitan planning organization (MPO) to carry out the metropolitan planning process. In February 2024, Metro kicked off the 2028-2030 RFFA process with the development of the Program Direction to establish the key objectives and framework for the allocation process. After significant input from regional partners, in June 2024 TPAC and JPACT took action to approve the 2028-2030 RFFA Program Direction. As part of that action, Metro staff enters the next phase of the 2028-2030 RFFA process, which includes the development of a new project bond and beginning the Step 2 allocation process.

2028-2030 RFFA – New Project Bond Development Process

This memorandum focuses on the next steps for the new project bond development. For information regarding the next steps for the Regional Flexible Funds Step 2 allocation, please refer to the July 12th TPAC memorandum of next steps.

JPACT Role

As briefly mentioned at the June 20th meeting, JPACT will play a key role in New Project Bond at two key points in the development. These key points are:

- February-March 2025 – Approval to release the New Project Bond proposal for public comment
- July 2025 – Approval of the 2028-2030 Regional Flexible Fund Allocation – including the New Project Bond (Step 1A.1) and Step 2.

Members of JPACT, as leadership of local jurisdictions or agencies, may further play a role in the New Project Bond by nominating candidate projects for consideration for bond proceeds. Metro staff will continue to keep JPACT informed over the course of the next 8-9 months as the New Project Bond development activities progress.

Development Activities

Illustrated in the At-A-Glance work plan summary, the New Project Bond development will take place over a handful phases over the course of the next 12 months. Short descriptions of the phases are provided in the following sections and Table 1 summarizes the key dates for the development of the new project bond. For a further in-depth description of the New Project Bond development, please refer to the July 12th TPAC memorandum.

Candidate Nominations

The candidate nomination process for the New Project Bond will begin towards the end of July. The nomination process will differ for the individual project categories identified in the Program

Direction. To the extent possible the nomination process for the New Project Bond will coordinate and stagger activities with the Step 2 Call for Projects process.

Project nominations will initially be screened for consistency with the purpose and principles that are described in the 2028-30 RFFA Program Direction. Sponsors of nominated projects which are not consistent with the Program Direction will be notified and Metro staff may recommend other potential funding opportunities to pursue, some of which may be timely (i.e. Step 2 allocation, ODOT's Community Paths funding program).

Project Evaluation and Bond Scenarios Assessment

Following the screening, candidate projects remaining will undergo a three part project evaluation assessing: 1) how well the project meets the New Project Bond purpose and principles; 2) how well the project demonstrably the RTP goals; and 3) the readiness and likelihood of implementation.

In parallel to the project nomination process, Metro staff will conduct more detailed financial analysis of options for generation of bond revenues. This analysis will be utilized to develop options for the size of bond revenues and their associated debt repayment schedule while adhering to the bond principles in the Program Direction.

Metro staff will engage with community members on potential bond scenarios. Once the bond scenario analysis is complete, the bond scenario assessment results will be shared with TPAC, JPACT, and Metro Council. The committees will have the opportunity to provide input and/or recommendations as they deliberate composing the preferred bond scenario/proposal.

Preferred Bond Scenario/Proposal Selection and Public Comment

The results of the bond scenarios assessment will be presented at TPAC and JPACT, possibly with or without a Metro staff recommendation. At the committee meetings regional partners will have the opportunity to express their preferred bond scenario and/or components of different scenarios to create a preferred bond scenario/proposal. The preferred bond scenario must be assessed one last time in efforts to assure the size, schedule of repayment, and funding availability meet the bond principles. At the following meeting, Metro staff will request TPAC and JPACT to consider releasing the preferred bond scenario/proposal for public comment.

The New Project Bond and Step 2 will converge together at the public comment period, where the public comment will solicit whether there is general support for the overarching bond proposal package. Following the public comment period, a summary and public comment report with responses and, as appropriate, recommendations in response to comments will be available for TPAC and JPACT for the deliberations.

Adoption

Following the public comment period and public comment report, the regional committees will have until July to deliberate on the preferred bond scenario/proposal (with or without recommendations). Any additions or significant changes via an amendment at this stage will result or be subject to re-evaluate the preferred bond scenario for policy objectives and financial analysis. Metro staff will request TPAC and JPACT for recommendation to approve the full 2028-2030 Regional Flexible Fund Allocation at their July 2025 meetings.

Table 1. 2028-2030 RFFA – New Project Bond Development – Key Dates

Activity	Date
Process communication	July 12 & 18, 2024
One-on-one discussions on large transit capital leverage projects	Late July – September 2024
Nominations open for access to transit/safe access and transit vehicle priority projects	July 26, 2024
Nominations due for access to transit/safe access and transit vehicle priority projects	September 6, 2024
Summary of screening assessment and results	October 4, 2024
Notification for projects remaining in contention to move forward	October 4, 2024
Deadline for candidate projects to submit necessary project information for evaluation	October 18, 2024
Candidate project evaluation	October – November 2024
Candidate project evaluation results and summary	December 6, 2024 (tentative)
Bond scenarios development and assessment	December 2024 – January 2025
Bond scenarios results and TPAC input on preferred bond scenario	February 7, 2025
Bond scenario results and JPACT input on a preferred bond scenario	February 20, 2025
Request TPAC action to release recommended preferred bond scenario/proposal	March 7, 2025
Request JPACT action to release recommended preferred bond scenario/proposal	March 20, 2025
2028-2030 RFFA public comment opens	March 24, 2025 (tentative)
2028-2030 RFFA public hearing/testimony	April 17, 2025 (tentative)
2028-2030 RFFA public comment closes	April 28, 2025 (tentative)
Summary of 2028-2030 RFFA public comments with responses and draft/tentative staff recommendations for refinements to TPAC	May 2, 2025 (tentative)
Summary of 2028-2030 RFFA public comments with responses and staff recommendations for refinements to JPACT	May 15, 2025 (tentative)
TPAC and JPACT opportunity to deliberate input received on preferred bond scenario and finalize the preferred bond proposal	June 2025
TPAC and JPACT action on 2028-2030 RFFA including the preferred bond proposal (Step 1A.1) and Step 2	July 2025

Questions

1. What questions does JPACT have in regard to the new project bond development activities?



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: June 21st, 2024

Subject: JPACT Priorities for the State 2025 Transportation Package

Purpose: A shared position statement that describes Metro and the Joint Policy Advisory Committee on Transportation (JPACT) transportation values and priorities. This statement will be the foundation for our comments and engagement in processes leading up to a 2025 transportation funding package.

Background: JPACT's 2025 State Transportation Package values and priorities are rooted in conversations to date with regional partners and the 2023 update to the Regional Transportation Plan, which is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout the Portland metropolitan region. The plan identifies current and future transportation needs and investments, and outlines what funds the region expects to have available over the next 25 years. The plan is updated every five years with input from community members, business and community leaders and governments as an opportunity to work together towards a future with safe, reliable and affordable travel options for all.

JPACT Priorities for a State 2025 Transportation Package:

The Portland Metro area wants a safe, reliable, equitable, healthy and stable transportation system that is environmentally responsible, efficiently moves people and products to their destinations, and ensures all people can connect to the education and work opportunities they need to experience and contribute to our region's and state's economic prosperity and quality of life.

The Portland metro region accounts for more than 40 percent of the state's population. Our region continues to evolve -- working, shopping, and traveling in new ways that require expanded transportation options and solutions. Technological changes in transportation, communication and other areas are radically altering our daily lives. We are also facing urgent global and regional challenges: climate change is happening faster than predicted, and the transportation system is not fully prepared for the expected Cascadia Subduction Zone earthquake. Economic vitality and recovery depend very much on the efficiency and reliability of our transportation system. But we do not have the funding at the state or local level to respond to these opportunities and challenges and we need the state to step in. We are at a pivotal moment. As the region continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, the 2025 transportation package provides an opportunity for all levels of government and community to work together to deliver a better transportation future.

Our communities need:

- Short-Term Funding Solutions. Stabilize our existing state and local transportation system funding sources so we can prioritize the operations and maintenance of our existing facilities. Retain the existing 50/30/20 State Highway Fund revenue split.
- Long-Term Sustainable Funding. Invest in developing long-term, sustainable revenue solutions to provide much needed state and local operations and maintenance dollars for multi-modal investments into the future. Ensure local agencies maintain taxing authority for new types of funding and continue to receive a proportional local share of all applicable revenues.
- To Finish What We Started. Build government trust and accountability by ensuring the successful completion of the major bottleneck projects in the Portland metro region as

promised by HB 2017.

- Safe Urban Arterials and Main Streets. Continue to invest in state programs like Great Streets that prioritize complete solutions to improving the most dangerous urban arterials through a single program. These investments should prioritize major travel corridors where developing housing and job opportunities compound the disrepair.
- Transit. Fund transit capital and operations, providing necessary solutions for expanding transit access statewide to make transit an easily accessible, attractive and equitable travel option.
- Resiliency. Ensure that our critical transportation infrastructure like airports and bridges are able to withstand large scale, known and unknown, climate and natural disasters and adapt infrastructure for the needs of future generations.

We are all committed to advancing robust and meaningful programs. Together we can create legislation that responds to the evolving economic and environmental needs across the state.



Draft 2024 Urban Growth Report

EXECUTIVE SUMMARY

July 9, 2024



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EXECUTIVE SUMMARY

Oregonians have a long tradition of taking a thoughtful approach to growth that protects farms and forests and helps shape vibrant, sustainable urban communities. Tools like the urban growth boundary (UGB) enable us to make the most of the land we have as we work toward achieving our region’s shared goals. Over the past four decades the urban growth boundary has helped the Portland metro region minimize our carbon footprint and focus development in town centers and along transportation corridors, providing easier access to destinations where people live, work, play and study.

Under Oregon state land use law, urban growth management decisions focus on whether there is an identified regional need to add land to the UGB for forecasted housing and jobs growth. But a decision about whether to expand the boundary goes beyond that requirement. It also provides a chance to check in on how the region is changing, highlight successes, and draw attention to areas of concern. In the coming months, the Metro Council will make their 2024 growth management decision against a backdrop of new regional challenges and opportunities, informed by a shared desire to improve housing affordability, community stability, downtown revitalization, and equitable economic growth.

Metro and its partners are prepared to confront the challenges faced by our region with policies and investments that extend beyond managing the region’s UGB. Examples include investing in supportive housing services, affordable housing, parks and nature. Together we are building regional transit connections along 82nd Avenue in east Portland and Clackamas County and along the Tualatin Valley Highway; and these new connections are leveraged by Comprehensive Economic Development Strategy (CEDS) plans and investments.

We also understand that collectively, we must do more to broaden the availability of affordable housing and economic prosperity. In this context, if a need is identified to provide more land for housing and job creation, Metro's charge is to work with cities seeking proposed UGB expansions that meet certain conditions. For the 2024 growth management decision, only one city – Sherwood – has requested an expansion. The request includes a completed concept plan for a proposed expansion within a designated urban reserve area.

This Urban Growth Report (UGR) sets out data and analysis to inform the Metro Council’s decision whether to expand the UGB as proposed by the City of Sherwood.

Planning amid uncertainty

Slower population and employment growth

Several factors shape the context for the decision whether to expand the UGB. Among them, regional population growth is slowing. This reflects a nationwide trend where people are

choosing to have fewer children (U.S. Department of Health and Human Services, 2024) - and Oregon's birth rates are among the nation's lowest. This means that in coming years our region is likely to see population growth only from net in-migration. Consequently, regional population growth rates are projected to be lower over the next 20 years.

The relatively high cost of living on the West Coast may be an additional headwind for regional population growth from migration, which historically has been highly variable from year to year.

Slowing population growth also means slower job growth. Sectors expected to grow the most are those that serve the existing population, such as health care and professional services.

Holding our ground in semiconductor manufacturing

Despite long-term declines at the national level, the greater Portland region is expected to maintain its historic strength in high-tech manufacturing thanks in part to assistance from the CHIPS Act. Computer and electronic manufacturing jobs are holding steady with modest gains due to our region's advantages in semiconductor research and development rather than large-scale production, which is more vulnerable to offshoring to countries with lower costs.

Underproduction of housing, particularly for people with the fewest resources

Our nation's housing markets continue to struggle to produce enough housing to match household growth, particularly for households with lower incomes. This backlog of housing production became evident in the aftermath of the 2008 housing bubble and recession – and its effects are still felt today. Those who experience this housing shortage most acutely are people with the fewest resources. Housing instability and houselessness disproportionately impact people of color.

For developers and builders, the cost of labor, materials and lending remain a burden on housing production. Nationwide, access to buildable lots is a challenge in part because of lower numbers of land development companies. In our region, as elsewhere, the cost of serving raw lands with needed infrastructure is a significant barrier to housing development.

On a positive note, jurisdictions around the state have removed regulatory barriers to producing a greater variety of housing types. “Middle housing” options that include townhouses, duplexes, triplexes, quadplexes and cottage clusters hold promise for providing additional housing types for people of varying incomes – particularly ownership options in smaller formats. In fact, in the future middle housing may well be more profitable to build than single unit detached housing.

Pandemic impacts on work

Though many aspects of life have returned to normal after the COVID-19 pandemic in 2020 and 2021, it has had lasting impacts on what that “normal” looks like. After peaking in 2021, the share of employees working from home full time or hybrid remained at 24 percent in 2022 for the greater Portland metropolitan area. While offering more flexibility for office workers and

some cost savings for businesses, this persistent trend has led to high office vacancy rates and has long-term implications for demand for office space.

Housing capacity needs

While there is a housing crisis nationally and in our region, it is not clear that shortage is caused by a sheer lack of space for additional housing to be built. Metro’s UGB housing need analysis shows that within the Metro area UGB, there is an existing need for approximately 24,000 homes to address historic underproduction and its impacts, including houselessness.

Additionally, under the baseline population forecast conducted for this Urban Growth Report, approximately 150,000 additional homes are needed to meet expected population growth over the next 20 years.

Trends projecting more one-person households and an aging population (often on fixed incomes) predict that the need for more affordable, smaller homes will increase. To meet these housing needs, we must continue to focus on public investment and removing barriers to housing production in existing urban locations.

Housing capacity gap analysis

Baseline analysis conducted for this Urban Growth Report reveals that there is likely room to accommodate most, if not all, of the region’s existing and future housing needs inside the existing UGB for the next 20 years. Growth projections vary, however - and based on the range of those projections the Metro Council has latitude to determine there is a need to add the Sherwood West urban reserve to the UGB or to take other measures to encourage redevelopment. This latitude derives from several factors described in more detail in this report. Generally, those factors relate to uncertainty around future migration rates, redevelopment potential and middle housing potential. As a result of different growth projections, the UGB capacity deficit, or “gap,” for accommodating housing needs can vary within the following ranges:

- For single unit detached and middle housing capacity, the gap ranges from a potential deficit of approximately 2,250 homes to a potential surplus of approximately 32,500 homes.
- For multi-family housing capacity, the gap ranges from a potential deficit of 23,900 homes to a potential surplus of 3,750 homes.

Housing capacity options

If the Metro Council determines that there is a need for additional capacity to address housing needs, it may take measures to increase the likelihood of developing housing on land already inside the UGB and/or expand the UGB to add the Sherwood West urban reserve area as proposed by the City of Sherwood. If the Council elects to expand the UGB, it may wish to consider conditions of approval to help achieve a certain housing mix or number of housing units to best meet the region’s housing needs.

Employment land needs

Industrial land needs

Although analysis shows a surplus of industrial land in aggregate throughout the region, individual businesses seeking specific development-ready properties for sale or lease may struggle to find options.

Metro, with review by cities and counties, identified almost 6,000 acres of industrial land inside the UGB that meets the legal definition of being buildable. The Urban Growth Report analysis shows a regional surplus of 4,550 acres of industrial land to accommodate expected industrial job growth under the baseline forecast. There is a surplus even under a high growth employment forecast.

However, the available acres of industrial land may not have the location and site characteristics that will lead to industrial development. The Sherwood West employment area offers the potential for business growth because of unique characteristics that are in short supply on lands already in the UGB, including the potential for assembling larger sites, relatively flat parcels, and relative proximity to existing job clusters.

Industrial land options

Informed by this analysis, the Metro Council has the discretion to do one of the following:

- Based on regional employment forecasts and the aggregate inventory of industrial lands, decide that there is no need for additional land for industrial uses.
- Add the mixed employment portion of the Sherwood West urban reserve to the UGB based on a determination that the area offers unique site characteristics for industrial and flex uses that are in demand and that cannot be found elsewhere in the UGB.

If the Council determines that there is a need to expand the UGB to provide industrial sites with specific characteristics, it may wish to consider conditions of approval to protect those sites from other uses.

Commercial land needs

Depending on the amount of employment growth anticipated, this analysis identifies a potential surplus of 800 buildable acres of commercial land (low growth forecast) to a potential deficit of 1,800 buildable acres (high growth forecast). Under the baseline growth forecast, there is a deficit of 320 buildable acres.

Commercial land options

Informed by this analysis, the Metro Council has the discretion to decide one or more of the following:

- Plan for the low growth forecast and find no need for additional land.
- Plan for the baseline forecast:

- Assume that 320 acres or more of the region’s industrial land surplus is functionally available for commercial employment uses, thereby addressing the commercial capacity gap; or,
- Assume that additional commercial redevelopment would occur if there is demand for commercial space.
- Plan for the baseline forecast and find a need for a UGB expansion.
 - Add the commercial employment portions of Sherwood West urban reserve to the UGB.
 - Consistent with observed development trends, assume that a small portion of the region’s industrial land surplus will be available for commercial employment uses, thereby addressing the remaining commercial capacity gap.
- Plan for the high employment growth forecast and find a need for UGB expansion.
 - Add the 135-net-acre commercial employment portions of the Sherwood West urban reserve to the UGB.
 - Add approximately 1,665 additional net acres of urban reserves that lack a concept plan or city support to the UGB.

Engagement

Metro staff have shared information from this report and explained the methods used to collect and analyze the data during its production. An Urban Growth Report Roundtable started meeting in September 2023 and met eleven times to discuss approaches used to collect data and share early information.

Staff from cities, counties and local experts were invited to review data during the process to ensure accuracy. Thank you to everyone who participated in the production of this plan.

Next steps

The release of this draft 2024 Urban Growth Report kicks off policy discussions, leading to recommendations and a Metro Council decision by the end of 2024. This Urban Growth Report is intended to provide the best available information to support those discussions without implying more precision or certainty than is warranted in a 20-year planning effort.

Tentative milestones:

Now-August 4, 2024 Public comment period on draft UGR and Sherwood expansion proposal

August 14, 2024 Release Chief Operating Officer recommendation

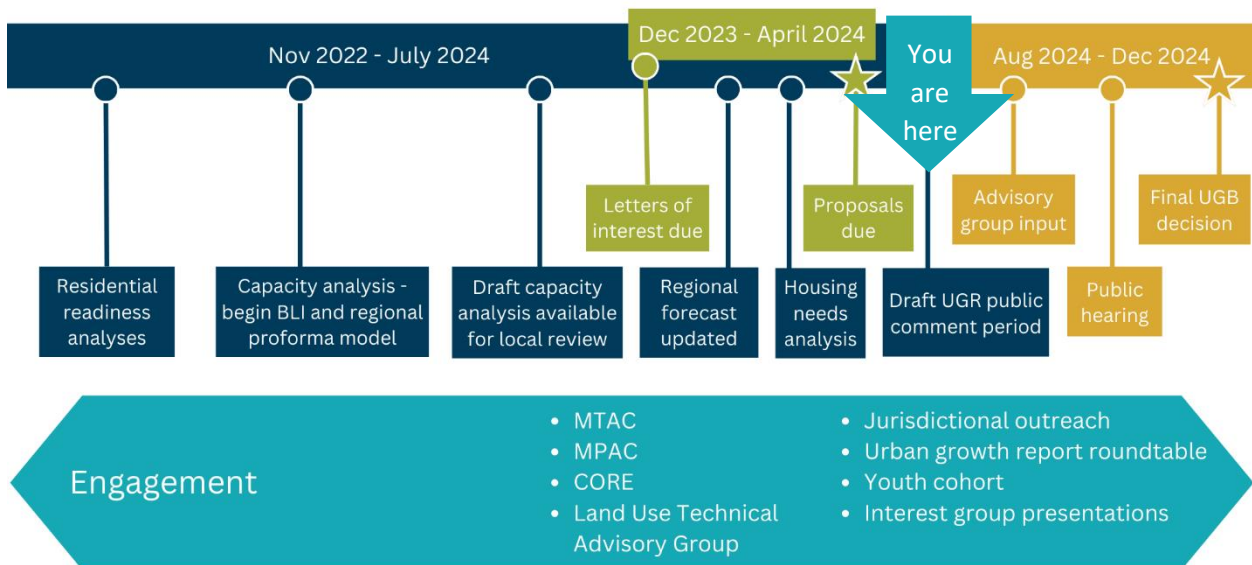
September 18, 2024 Metro Technical Advisory Committee recommendations to MPAC

September 19, 2024 Committee on Racial Equity recommendations to Metro Council

September 25, 2024 Metro Policy Advisory Committee recommendations to Metro Council

- September 26, 2024 Metro Council public hearing on Chief Operating Officer recommendation
- October 1, 2024 Metro Council direction to staff
- November 21, 2024 Metro Council public hearing
- December 5, 2024 Metro Council decision

Technical work and analysis: Developing the urban growth report	City expansion proposals	Metro Council decision
<ul style="list-style-type: none"> • Buildable land inventory (BLI) • Regional forecast • Capacity analysis • Employment trends and site characteristics • Housing needs analysis • Residential readiness analyses • Draft urban growth report (UGR) 	<ul style="list-style-type: none"> • Letters of interest • Expansion proposals <p><i>2040 planning and development grants available</i></p>	<ul style="list-style-type: none"> • Consider Metro staff and advisory group recommendations • Public hearings • Policy direction • Final decision



If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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Memorandum

To: C4 Metro Subcommittee
From: Team TPAC, Representing Clackamas County & Clackamas Cities
Re: July 12, 2024 TPAC Highlights
Date: July 12, 2024

Overview

Following is a summary of the June TPAC Meeting. Meeting materials can be found [here](#).

General Updates

- There were approximately 15 traffic deaths in June across Clackamas, Multnomah, and Washington counties. Of this total, 5 people died while walking, 4 while walking, and 1 while using a scooter. One fatality occurred in Clackamas County.
- TPAC recommended JPACT approve of MTIP Resolution 24-5426 for the purpose of adding, canceling, or amending a total of eight projects to meet federal transportation project delivery requirements.
- TPAC recommended JPACT approve MTIP Resolution 24-5424, a package of projects relating to the Rose Quarter Improvement Project. Generally, these projects program or support a recent federal grant award ODOT received to support the highway covers.

Regional Flexible Fund Allocation: How to Nominate Local Projects

Step 1: Regional Bond Projects

The development of a new project bond proposal(s) will take place from August 2024 through February 2025. The bond will fund projects within three categories:

- Capital Investment Grants (CIG) projects or transit projects leveraging other federal funding
- First/last mile transit investments o Includes safe access to transit
- Transit vehicle priority investments, such as Better Bus or transit signal priority improvements

Agencies seeking dollars under the CIG category will request a one-on-one conversation with Metro to discuss the candidate project and determine the appropriateness for bond proceeds. Agencies seeking funds through the first/last mile and transit vehicle priority categories will nominate projects through a formal, open call from July 26 – September 6. Candidate projects for first/last mile and transit vehicle priority dollars must have a minimum total project cost of \$8M (construction projects) or \$2M (project development). Bond proceeds (federal) are expected to be available and utilized between fiscal year 2026 through 2030.

FOOD FOR THOUGHT

Some regional partners have expressed interest in submitting 82nd Ave (MultCo) and TV Highway (WashCo) for consideration under the CIG category. Additionally, Metro proposed to cap the quantity of nominations across both the first/last mile and transit vehicle priority categories (MultCo: 3, WashCo: 3; ClackCo: 2, East MultCo: 2). Team TPAC expressed concerns about proposed caps due to the potential implications for regional parity and potential coordination challenges.

Step 2: Local Competitive Grant Projects

A preapplication window will take place August 12 – August 23, prior to a formal Call for Projects this fall. Local jurisdictions are asked to submit a letter of intention to apply during the preapplication window. The purpose of the preapplication is to gather early information as to which transportation projects and/or project development activities applications to expect as part of the upcoming Step 2 process. It is also the vehicle for local jurisdictions to nominate themselves for application assistance.

One letter submitted by a jurisdiction or agency for any number of candidate projects will suffice. As part of the letter, jurisdictions will include a small number of details, such as project title and short description, draft project cost estimate and funding request, and whether the project seeks full funding through construction or project development funding only. As a reminder:

- The minimum funding request for capital projects is \$4M.
- The minimum funding request for project development projects is \$700k.
- Projects that received 2025-2027 RFFA construction funding are ineligible to apply for the upcoming cycle.

FOOD FOR THOUGHT

There are no penalties if a project application for a project identified in the letter of intent is not submitted or if a project application is received for a project not listed in the letter of intent, but for transparency, it is recommended to err on the side of identifying more projects than less.

Upcoming Agenda Highlights

AUGUST 14 – WORKSHOP	SEPTEMBER 6 – REGULAR MEETING
<ul style="list-style-type: none"> • 2028-2030 RFFA Proposers Workshop – Part 1 • Project Delivery Training Series 	<ul style="list-style-type: none"> • Cascadia HSR Program Update • Freight Study Update • Metro FFR 2024 Obligation Targets Performance Summary • 2023 RTP Implementation and Local TSP Support Update • Forward Together 2.0 Vision
OCTOBER 4 – REGULAR MEETING	OCTOBER 9 – WORKSHOP
<ul style="list-style-type: none"> • EPA Climate Pollution Reduction Grant • Connecting First and Last Mile Study Introduction • Kick-off to the Transportation Demand Management and Regional Travel Options Strategy Update • 2023 Regional Transportation Plan Implementation and Local TSP Support Update 	<ul style="list-style-type: none"> • Project Delivery Training Series • ODOT Update on 28-30 Funding Allocations • Regional Emergency Transportation Routes Phase 2: tiering methodology

For More Information, Contact Team TPAC

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Funding Approach, and the cycle objectives are achieved and balanced through the lens of the entire allocation of Regional Flexible Funds.

Step 2 Allocation

The following section outlines the next steps of the 2028-2030 RFFA Step 2 allocation process. The Step 2 allocation process largely follows the same process utilized in the 2025-2027 RFFA cycle with the exception of a new pre-application process and application assistance as described in the following sections.

Table 2. 2028-2030 RFFA Step 2 – Key Dates - DRAFT

Activity	Date
Pre-application window opens <ul style="list-style-type: none"> • letters of intent template available • call for application assistance forms available 	August 12, 2024
Proposer’s workshop (regular TPAC workshop) <ul style="list-style-type: none"> • Step 2 evaluation criteria • Cost estimating training (tentative) 	August 14, 2024
Pre-application window closes <ul style="list-style-type: none"> • Letters of intent due • Application assistance forms due 	August 23, 2024
Application assistance notifications <ul style="list-style-type: none"> • Regional partners notified of approval or denial of application request based on requests received 	August 30, 2024
Proposers workshop <ul style="list-style-type: none"> • Step 2 evaluation criteria continued • Applicants handbook • Application submission tool 	September 4, 2024
Step 2 call for projects opens	September 6, 2024
Proposers workshop – Designing Livable Streets and Trails guidebook refresher	September 12, 2024 (tentative)
Step 2 call for projects closes	November 15, 2024
Step 2 – summary of received applications (TPAC and JPACT)	December 2 & 18, 2024
Step 2 evaluation <ul style="list-style-type: none"> • Outcomes evaluation • Project delivery risk assessment 	November 2024 – January 2025
Step 2 preliminary evaluation results <ul style="list-style-type: none"> • Project delivery risk assessment refinement opportunity open 	February 7, 2025
Step 2 Project delivery risk assessment follow ups for refinement due	February 21, 2025
Step 2 evaluation – finalized results (TPAC and JPACT)	March 7 & 20, 2025
2028-2030 RFFA public comment opens	March 24, 2025 (tentative)
2028-2030 RFFA public hearing/testimony	April 17, 2025 (tentative)
2028-2030 RFFA public comment closes	April 28, 2025 (tentative)
Summary of 2028-2030 RFFA public comments with responses and draft/tentative staff recommendations for refinements to TPAC	May 2, 2025 (tentative)
Summary of 2028-2030 RFFA public comments with responses and staff recommendations for refinements to JPACT	May 15, 2025 (tentative)
Coordinating committee priorities submitted (if electing to submit priorities)	May 20245

Activity	Date
TPAC and JPACT opportunity to deliberate input received on Step 2 candidate projects <ul style="list-style-type: none"> • If necessary, coordinating committee priorities submitted (if electing to submit priorities) 	June 2025
TPAC and JPACT action on 2028-2030 RFFA	July 2025

Pre-Application Window

Phase Timeframe: August 2024

A pre-application window will take place prior to the Call for Projects. Interested local jurisdictions and agencies will be asked to submit a letter of intention to apply during the pre-application window. The purpose of the pre-application window is to gather early information as to which transportation projects and/or project development activities applications to expect as part of the upcoming Step 2 process as well as allow those regional partners eligible for application assistance the opportunity to nominate themselves for consideration for assistance. There are no penalties if a project application for a project identified in the letter of intent is not submitted or if a project application is received for a project not listed in the letter of intent, but for transparency, it is recommended to err on the side of identifying more projects than less.

One letter submitted by a jurisdiction or agency for any number of candidate projects will suffice. As part of the letter, jurisdictions and agencies are to include a small number of details, such as project title and short description, draft project cost estimate and funding request, and whether the project seeks full funding through construction or project development funding only. Lastly, the letter of intent must be approved by the local jurisdiction or agency's senior leadership, but does not have to be the chief executive or the elected governing body/governing board. A draft sample template of the letter of intent is provided for information and a final template for the letter of intent will be made available at the start of the pre-application window on August 12, 2024. The letters of intent are due by August 23, 2024.

Application Assistance

Those local jurisdictions and agencies eligible for application assistance will be asked to nominate themselves during the pre-application window. The eligible list of agencies as with a draft template for the letter of intent will be released at the start of the pre-application window. Application assistance is available by the project and not by the jurisdiction or agency, meaning if a jurisdiction intends to submit more than one application in the Step 2 allocation and receives application assistance, then it may be determined that only one of the two applications receive assistance support.

Depending on the number of requests received by eligible regional partners, a selection process may take place to determine which eligible regional partners will receive the additional assistance. The selection process will be randomized according to sub-region (e.g. Clackamas County eligible regional partners, Washington County eligible regional partners) to distribute application assistance resources in the event assistance requests are over-subscribed. Specific numbers for application assistance by sub-region will not be pre-determined, rather resource allocation of application assistance will be informed by the interest of eligible regional partners requesting assistance. The intention – as outlined in the Program Direction – is to provide Regional Flexible Funds, including the application assistance resources, throughout the region without the use of sub-allocation.

Those regional partners which are selected for application assistance will be informed by August 30, 2024. All regional partners receiving application assistance will sign an agreement form and

explicitly identify the project application the consultant will support. Additionally, regional partners granted assistance will receive a document that outlines the specific consultant services provided as part of the application assistance.

Proposer Workshops

Phase Timeframe: August – September 2024

Prior to the Call for Projects, Metro will hold the following proposer’s workshops:

- August 14th Proposers Workshop (at the TPAC workshop) – Project delivery training (tentative) on cost estimating, application evaluation criteria, and application handbook.
- September 4th Proposer’s Workshop – Project application submission tool and continued discussion in application evaluation criteria and application handbook.
- September 12th (tentative) Designing Livable Streets and Trails workshop – Provide regional partners a refresh on the Designing Livable Streets and Trails guidebook and understanding how to use the guidebook as part of the Step 2 application

The purposes of the workshop are to: 1) clarify the application and evaluation approach to help proposers prepare thorough project proposals that fully demonstrate project benefits and system improvements; 2) share and provide information on resources which may assist in the development of applications; and 3) acquaint prospective applicants to the new online application submission tool. If needed, Metro reserves the option to add other proposer’s workshops. While the proposer’s workshops are not mandatory, they are highly encouraged for prospective applicants. The desired outcome is to ensure proposers feel versed in the different components of the Step 2 application process and understand how their projects are evaluated in the outcomes evaluation and the project delivery risk assessment.

Call for Projects

Phase Timeframe: September – November 2024

Metro will issue the call for project proposals on September 6, 2024. Applicants will have approximately nine weeks to complete proposals, which are due on November 15, 2024.

Outcomes Evaluation and Project Delivery Risk Assessment

Phase timeframe: November 2024 – February 2025

Outcomes Evaluation

A work group will review and rate the submitted proposed projects. Proposals will receive an evaluation rating reflecting how well the project addresses the criteria. In addition to this quantitative analysis, the evaluation will also include qualitative information to reflect attributes about each project that may not be appropriately reflected in a strict numerical score or performance rating. The outcomes evaluation criteria were initially discussed at the June 12th TPAC workshop and are subsequently part of the proposer’s workshop agendas for August 14 and September 4, 2024.

By presenting both quantitative and qualitative information, regional partners and the public can better understand the technical merits of projects, which will help to better inform the regional decision-making process.

Project Delivery Risk Assessment

Phase timeframe: November 2024 – February 2025

To ensure that RFFA-funded projects can be delivered as proposed, on time, within budget, and make it through the federal aid process, Metro will conduct a project delivery risk assessment on each candidate and issue a report documenting the findings. Candidates will be evaluated on how completely the project has been planned, developed and scoped, and measure the risk of project

fund obligation within the 2028-2030 timeframe. An opportunity for clarifications on questions will be provided to candidates before issuing final findings. Recommendations from the Project Delivery Risk Assessment will inform conditions of approval and/or required early project development activities if the candidate project is awarded Regional Flexible Funds.

A summary report will be made publicly available and used as a part of the regional decision-making process.

The Outcomes Evaluation and Project Delivery Risk Assessment processes will occur concurrently in December 2024 – March 2025.

Public Comment

Phase Timeframe: March – April 2025

Following the issuance of the results from the Outcomes Evaluation and Project Delivery Risk Assessment, Metro will conduct a minimum 30-day public comment period in period between March through April 2025. (Tentatively scheduled for March 24 – April 28, 2025). The public comment focuses on outreach and gathering input on candidate Step 2 projects from community and neighborhood organizations, county coordinating committees and other stakeholders. A joint public meeting of JPACT and Metro Council is tentatively planned for April 17, 2025 to give decision-makers the opportunity to hear public testimony on project proposals. A summary of input received through the public comment period will be made available along with the Outcome Evaluation and Project Delivery Risk Assessment reports to inform the final 2028-2030 RFFA decision making process.

County Coordinating Committee/City of Portland Recommendations

Phase Timeframe: May (if necessary June) 2025

Each county coordinating committee and the City of Portland will have the opportunity and may elect to provide recommendations to decision-makers on which projects submitted for the Step 2 allocation from their jurisdictions best reflect their local priorities. Recommendations are to be provided to TPAC and JPACT in advance of the TPAC action to recommend the 2028-2030 Regional Flexible Fund allocation package of projects to JPACT.

TPAC & JPACT Discussion, Deliberations and Action

Phase Timeframe: May – July 2025

Following the above information gathering steps, TPAC will be asked to consider and discuss the input received, and to provide a recommendation to JPACT on a package of projects to be funded for the 2028-2030 Regional Flexible Fund allocation cycle. The package will include reaffirmation on Step 1A and Step 1B as well as include the new project bond (Step 1A.1) and Step 2 investments.

JPACT will consider and discuss the TPAC recommendation and will be requested to take action to refer a package of projects to Metro Council in July 2025.

Adoption/Council Action

Phase Timeframe: July 2025

Metro Council will consider and take action on the JPACT-referred 2028-2030 Regional Flexible Fund Allocation package in July 2025.

2028-2030 RFFA – Step 1A.1 New Project Bond Candidate Project Nomination Form (DRAFT July 2024)

The following candidate project nomination form is for the 2028-2030 Regional Flexible Fund – Step 1A.1 New Project Bond. Per the Program Direction, candidates for the new project bond must be classified as one of three project categories:

- CIG/Large Transit Capital Project Leveraging Federal Funds
- First and Last Mile/Safe Access to Transit
- Transit Vehicle Priority

Other core details for applications to consider are:

- Bond proceeds are expected to be available and utilized between fiscal year 2026 through 2030.
- Applicants should expect and plan as if bond proceeds are federal funds and subject to federal requirements.
- All applications are due no later than Friday September 6, 2024. No exceptions.

Outlined in the memorandum to TPAC for the July 12th meeting includes information regarding additional minimum requirements dependent on project category and maximum number of applications for consideration. For further information, please reference the memorandum issued to TPAC for their July 12th meeting or contact Metro staff. (Contact information provided at the end of the application form)

Metro staff will utilize information from these forms as a basis for informing the project elements of bond scenarios and a preferred bond proposal to be considered by JPACT and the Metro Council. The bond scenarios and proposals will be shaped by the Purpose, Principles, and Project Categories as adopted in the 2028-30 RFFA Program Direction. Based on the information provided through this application, Metro project staff will summarize/rate level of risk of project funding implementation and potential impact to bond revenues being utilized as proposed. Bond project staff will summarize/rate financial plan description for:

- Performance towards implementing Regional Transportation Plan (RTP) goals
- Consistency with the purpose and principles of the New Project Bond (see 28-30 RFFA Program Direction)
- Readiness/probability of implementation (includes analysis of leverage funds, and financial feasibility according to proceeds availability schedule, debt repayment, and consistency with the new project bond principles.)

Additionally, the nominating agency staff will need to describe consistency of project timeline to a potential issuance of bonds to generate revenues needed as proposed by the nomination. Risks identified from topics above associated with the described Project Delivery Timeline will be taken into account in the description of a project to meet a described timeline.

Nominating Agency:

Lead Contact:

Include email and phone number to best reach the lead contact

Project Name:

Project Description:

Focus on the description of the project scope and not the purpose or intent of the project.

RTP ID Number:

Facility Owner:

Facility/Project Operator(s) (if applicable):

Example can include signal operators differing from the facility owner; transit operators

Regional Modal or Topical Plan Identification of Project:

Applicable to First and Last Mile/Safe Access to Transit and/or Transit Vehicle Priority candidate projects.

Project Development Status:

Please include tasks completed and still to be completed, and NEPA status (indicate if status is determined or expected)

Project Cost Estimate:

Include description of cost estimate method with appropriate inflation factors and contingencies relative to the Project Development Status description and any project specific risks to budget/scope. First and Last Mile/Safe Access and/or Transit Vehicle Priority projects must meet cost minimum thresholds.

Project Financial Plan Description:

Provide a description of the funding strategy for the completion of the project. Please include as part of the description:

- *Federal or state discretionary funding programs targeted, including:*
 - *Schedule/timing of the grant program and which funding cycle the project intends to apply*

- *Documentation or history showing the project positioning for the discretionary funding program (if available)*
- *Expected competitiveness of the discretionary funding application considering such factors as agency/region past performance, alignment of project elements to the funding program prioritization criteria, expected funding demand to available funding, etc.*
- *Contingency plan for other potential funding sources or description of scope adjustment process to address gap if requested discretionary funding is only partially awarded*
- *RFFA bond funding requested*
- *Other funds to fully fund project costs and meet minimum match requirements of RFFA funds and/or discretionary funding program requirements*

Requested Bond Proceeds Amount:

Per the request, please factor the amount requested may require a 10.27% local match

Project Delivery Timeline:

Provide a general timeline and funding needed by major project phase (i.e. PE/NEPA, Right-of-way acquisition, Construction)

Describe regional partnerships established to implement the project as described in the RTP:

Describe any agreements with partner agencies, particularly facility owners or operators (not the nominating agency). Please reference any MOUs or IGAs in place.

Describe the community support behind the project:

Demonstrate community engagement done to identify and prioritize the project to pursue funding opportunities. Examples can include previous community letters of support for other grant opportunities or summary of community comments from local planning processes, such as a local transportation system plan (TSP) or facility plan. Please attach documentation of support for the project.

Expected Project Outcomes for Priority RTP Goals:

Metro staff will provide a description the following priority RTP Investment Goals and guidance on project information needed and how it will be used to provide a comparison between candidate projects for potential inclusion in the bond proposal option(s) to be developed.

Safe System:

Applicant to provide description of expected project impacts on provision of a safe transportation system. Bond project staff will summarize and rate impact relative to other nominated projects.

Equitable Transportation

Applicant to provide description of expected project impacts on provision of an equitable transportation system. Bond project staff will summarize and rate impact relative to other nominated projects.

Mobility Options

Applicant to provide description of expected project impacts on provision of mobility options. Bond project staff will summarize and rate impact relative to other nominated projects.

Climate Action & Resilience

Applicant to provide description of expected project impacts on climate action and resilience. Bond project staff will summarize and rate impact relative to other nominated projects.

Thriving Economy

Applicant to provide description of expected project impacts on provision of a thriving economy. Bond project staff will summarize and rate impact relative to other nominated projects.

Questions? Contact: Grace Cho (grace.cho@oregonmetro.gov), Ted Leybold (ted.leybold@oregonmetro.gov)

Date

Address

Re: 2028-2030 Regional Flexible Fund – Step 2 Allocation

To Metro Staff:

Please find the draft list of projects in which the (insert jurisdiction or agency name here) intends to apply for the 2028-2030 Regional Flexible Fund – Step 2 Allocation.

Project Name	Project Description	Estimated Cost	Estimated Step 2 Request	Project Development Request Only

In addition, as an eligible regional partner, the (insert jurisdiction or agency name here) requests consideration for application assistance. The specific application to apply the application assistance is for (insert which of the listed applications. List even if only one application is being listed on the Letter of Intent). (Delete if not requesting)

For any follow up inquiries please contact (insert staff contact email and phone number).

Sincerely,

Regional Partner Senior Leadership Name and Title