



**METRO**

**Agenda**

MEETING: METRO COUNCIL  
DATE: April 3, 2008  
DAY: Thursday  
TIME: 2:00 PM  
PLACE: Metro Council Chamber

**CALL TO ORDER AND ROLL CALL**

**1. INTRODUCTIONS**

**2. CITIZEN COMMUNICATIONS**

**3. FUNCTIONAL PLAN COMPLIANCE PROCESS: STRENGTHEN REDESIGN EFFORTS** Flynn

**4. NATURE IN NEIGHBORHOODS GRANT SHOWCASE** Geddes

**5. CONSENT AGENDA**

5.1 Consideration of Minutes for the March 27, 2008 Metro Council Regular Meeting.

5.2 **Resolution No. 08-3915**, For the Purpose of Confirming the Appointment Of Emma Nollette to the Metro Committee for Citizen Involvement.

5.3 **Resolution No. 08-3933**, For the Purpose of Authorizing the Chief Operating Officer to Issue a Non-System License to AGG Enterprises, Inc. for Delivery Of Source-Separated Pre-Consumer Vegetative Food Waste to the Natures Needs Facility for Composting.

**6. ORDINANCES – FIRST READING – PUBLIC HEARING**

6.1 **Ordinance No. 08-1181**, Adopting the Annual Budget For Fiscal Year 2008-09, Making Appropriations, Levying Ad Valorem Taxes, and Declaring an Emergency. Bragdon

**7. RESOLUTIONS**

7.1 **Resolution No. 08-3919**, For the Purpose of Adopting the Regional Travel Options 2008-2013 Strategic Plan. Harrington

7.2 **Resolution No. 08-3920**, For the Purpose of Adopting the Coordinated Public Involvement Plan for Urban and Rural Reserves. Harrington

7.3 **Resolution No. 08-3931**, For the Purpose of Adopting a Definition of Sustainability to Direct Metro’s Internal Operations, Planning Efforts, and Role as a Regional Convener. Burkholder

7.4 **Resolution No. 08-3902A**, For the Purpose of Entering an Order Denying The Application of the City of Cornelius to Expand the Urban Growth Boundary by Major Amendment (“A” version will be available 4/2/08). Park

**8. CHIEF OPERATING OFFICER COMMUNICATION**

**9. COUNCILOR COMMUNICATION**

**ADJOURN**

**Television schedule for April 3, 2008 Metro Council meeting**

<p><b>Clackamas, Multnomah and Washington counties, and Vancouver, Wash.</b>  Channel 11 -- Community Access Network  <a href="http://www.tvctv.org">www.tvctv.org</a> -- (503) 629-8534  2 p.m. Thursday, Apr. 3 (Live)</p>	<p><b>Portland</b>  Channel 30 (CityNet 30) -- Portland Community Media  <a href="http://www.pcmtv.org">www.pcmtv.org</a> -- (503) 288-1515  8:30 p.m. Sunday, Apr. 6  2 p.m. Monday, Apr. 7</p>
<p><b>Gresham</b>  Channel 30 -- MCTV  <a href="http://www.mctv.org">www.mctv.org</a> -- (503) 491-7636  2 p.m. Monday, Apr. 7</p>	<p><b>Washington County</b>  Channel 30 -- TVC-TV  <a href="http://www.tvctv.org">www.tvctv.org</a> -- (503) 629-8534  11 p.m. Saturday, Apr. 5  11 p.m. Sunday, Apr. 6  6 a.m. Tuesday, Apr. 8  4 p.m. Wednesday, Apr. 9</p>
<p><b>Oregon City, Gladstone</b>  Channel 28 -- Willamette Falls Television  <a href="http://www.wftvaccess.com">www.wftvaccess.com</a> -- (503) 650-0275  Call or visit website for program times.</p>	<p><b>West Linn</b>  Channel 30 -- Willamette Falls Television  <a href="http://www.wftvaccess.com">www.wftvaccess.com</a> -- (503) 650-0275  Call or visit website for program times.</p>

**PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times.**

Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, (503) 797-1542. Public hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be considered included in the decision record. Documents can be submitted by e-mail, fax or mail or in person to the Clerk of the Council. For additional information about testifying before the Metro Council please go to the Metro website [www.metro-region.org](http://www.metro-region.org) and click on public comment opportunities. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).

**FUNCTIONAL PLAN COMPLIANCE PROCESS**

*Auditor Report*

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber



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# Functional Plan Compliance Process

## *Strengthen Redesign Efforts*

March 2008

A Report by the Office of the Auditor

Suzanne Flynn  
*Metro Auditor*

*Audit Team:* Kristin Lieser, Senior Management Auditor  
Fred King, Senior Management Auditor





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**M E M O R A N D U M**

March 21, 2008

To: David Bragdon, Council President  
Rod Park, Councilor, District 1  
Carlotta Collette, Councilor, District 2  
Carl Hosticka, Councilor, District 3  
Kathryn Harrington, Councilor, District 4  
Rex Burkholder, Councilor, District 5  
Robert Liberty, Councilor, District 6

From: Suzanne Flynn, Metro Auditor

**Re: Audit of Functional Plan Compliance Process**

The attached report covers our audit of the process used by the Planning Department to determine compliance with the Urban Growth Management Functional Plan. This audit was included in our FY07-08 Audit Schedule.

This audit was intended to assist the Department in its redesign of the compliance process. An audit had originally been suggested by the Planning Department in the budget process and the Auditor's Office added it to the audit schedule.

The Planning Department is currently in the process of redesigning its compliance process and intends to make it more performance-based. We looked at how the Department had previously organized its compliance reviews and also at how the State manages a similar process. We also surveyed planning directors in the region to determine their views on changing the process. We are recommending that the Department strengthen the redesign process by developing a plan and timelines. We also note potential barriers based upon our survey and a review of data that might be used to measure performance.

We have discussed our findings and recommendations with Andy Cotugno, Planning Director, and Chris Deffebach, Manager, Long Range Planning. A formal follow-up to this audit will be scheduled within one to two years. We would like to acknowledge and thank the management and staff in the Department who assisted us in completing this audit.

A handwritten signature in cursive script, appearing to read 'Suzanne Flynn'.



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## Summary

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Regional growth management is the primary mission of Metro. To meet this mission, Metro develops a regional long-range plan, sets policies about transportation and land use, and requires local government plans and land use regulations be consistent with its policies. Metro is currently redesigning its process to ensure local government compliance with its Urban Growth Management Functional Plan (Functional Plan). This audit was initiated at the request of the Planning Director to examine how Metro monitors compliance and to recommend how the process could be improved.

Metro wants to shift the compliance process from what some view as a burdensome bureaucratic system to one that focuses on results and collaboration. It intends to use performance standards to evaluate progress in meeting Functional Plan goals. There are currently two projects underway that might be a source of performance measures. One is an agency-wide effort to develop budget performance measures and the other is a performance-based growth management initiative. Whichever project is used to redesign the compliance system, Metro needs to develop a plan and timelines to keep the redesign on track.

We found that there are some barriers that Metro also must consider in redesigning its system. For some areas of compliance, Metro proposes to use its own data to measure performance rather than requiring the local jurisdictions to report data. To do so would require that Metro address some weakness in the data that is available. It is also considering a system where compliance is voluntary but there are incentives provided. We surveyed planning directors in local government and found that there were reservations about this type of system.

There are also actions that the Planning Department can take to improve their compliance process. We examined the Oregon Department of Land Conservation and Development process for monitoring compliance. In comparison, Metro's process is less efficient. Metro needs to develop standard procedures for its review process and a file management system. We also reviewed annual compliance reports and found that they could be better designed to communicate more effectively.

We recommend that Metro set goals, develop a timeline, decide how to communicate to stakeholders and dedicate a team responsible for redesigning the process. We also make recommendations about improving the efficiency of the process and quality of the data that might be used.

## Background

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Metro plays an important role in coordinating regional land use in order to preserve and enhance the region's quality of life. Metro's home-rule charter, approved by voters in 1992, makes regional growth management the agency's primary mission. Metro develops a long-range plan for the region and a set of policies about transportation and land use. Metro can require local governments to ensure their comprehensive plans and land use regulations are consistent with Metro's policies.

The Urban Growth Management Functional Plan (the Functional Plan) establishes how local governments must change their comprehensive plans and land use regulations, if necessary, to comply with Metro's requirements. It contains 13 titles relating to, among other things, focusing growth in centers; using land more efficiently; preserving natural areas; improving mobility and use of alternative forms of transportation; and planning new areas brought into the Urban Growth Boundary. The Functional Plan also explains how Metro will monitor and report compliance.

The Functional Plan's compliance system has three parts:

1. **Initial review:** When a title is created or changed, Metro does an initial review to ensure that local plans and regulations are consistent.
2. **Ongoing review:** Local governments are required to send notice to both Metro and the Oregon Department of Land Conservation and Development (DLCD) when they change their comprehensive plans or land use regulations. Metro and DLCD review these changes and can challenge proposals they determine are not consistent with regional and state policies.
3. **Annual review:** Metro is required to produce an annual report on the status of compliance across the region.

Metro is currently redesigning its approach to compliance. It has suspended some of its compliance requirements due to concerns about their usefulness. It plans to create a more meaningful way of evaluating progress by integrating compliance with performance measures.

## Scope and Methodology

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The objective of this audit was to examine how Metro monitors compliance and recommend how it can improve the process.

To address our objective, we:

1. Compared Metro and the State Department of Land Conservation and Development (DLCD) compliance review processes.
2. Surveyed local planning departments to assess the perceived usefulness of reviews, ways to improve the process, and factors that help or impede local compliance.
3. Compared annual compliance reports with best practices in effective reporting.
4. Monitored Metro's activities to redesign the compliance process and evaluated them using best practices for transforming business processes identified by the U.S. Government Accountability Office (GAO).

Other audit activities included interviewing Metro and DLCD staff and local planning officials, reading compliance files, analyzing data available through Metro's Data Resource Center and attending meetings related to redesigning the process. We compiled the responses received from our survey of local planning departments and provided this information in a separate report to the Director of Planning for Metro.

The scope of this audit was Metro's process for reviewing local compliance with the Urban Growth Management Functional Plan. We initiated the audit at the request of the Planning Department. This audit was included in the FY07-08 audit schedule and was conducted in accordance with generally accepted government auditing standards.



## Results

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Metro is redesigning its compliance process; however, it will not be successful if it does not have a strategy for creating the new system. It will need to have a well-defined plan, a timeline with milestones and a team to create the new system. Redesigning the system won't be easy. Metro must overcome barriers to approaches it is considering and fix basic weaknesses in the old system.

### **Metro needs a plan for how it will redesign its compliance process**

Metro faces the challenge of how to best marshal local and Metro resources to ensure land use goals are met and policies are followed. It wants to shift from what some view as a burdensome, bureaucratic compliance system to one that focuses on results and collaboration. It intends to develop and use performance standards to evaluate progress.

Metro's leadership has demonstrated a commitment to redesigning the compliance process. The Chief Operating Officer (COO) has been actively involved in presenting the idea to the Metro Council. The COO sent a letter to local governments about Metro's intent to suspend some compliance requirements and redesign the process. The letter stated that Metro will work with local governments over the next two years to integrate compliance with performance measures.

There are two projects underway at Metro that might be a source for performance measures. One is an agency-wide effort to develop measures as part of the budget. The second is a Planning Department initiative to create a performance-based growth management system. At the beginning of the audit, redesigning the compliance process was linked with the agency-wide effort. During the course of the audit, it has become more closely tied to the performance-based growth management initiative. There are indications that the timeline for developing agency-wide performance measures is slipping.

Making such a fundamental change to the compliance process will require long-term, concerted effort. Metro has yet to develop a plan for what the new system will look like and how it will get there. Lacking a timeline and milestones, Metro cannot monitor progress or ensure that the change is accomplished in a timely manner. It should determine its goals and priorities for the new system, and assign responsibility for designing the new system to appropriate staff.

The U.S. Government Accountability Office (GAO) has identified key practices for organizations seeking to transform their business processes to be more results-oriented, customer-focused and collaborative. In the following table, we compared Metro's activities to some of these practices.

EXHIBIT 1: **Comparison of the redesign to best practices.**

Key practices	Good progress	Some progress	Little or no progress	Summary of findings
Ensure top leadership drives the transformation.	✓			Metro's Chief Operating Officer (COO) is active in leading the transformation.
Establish goals, principles and priorities to guide the transformation.		✓		The COO's memo established a goal "to develop and use performance standards to evaluate progress in implementing the 2040 Growth Concept." Metro needs to further refine this goal, its principles and priorities and describe what this new system will look like.
Set implementation goals and a timeline to build momentum and show progress from day one.			✓	Changes to the compliance process are expected to take two years to complete. Metro hasn't established a timeline or milestones.
Dedicate an implementation team to manage the transformation process and involve key stakeholders and employees.			✓	A team to revise the Functional Plan compliance process has not been established. Metro does plan to do outreach with local governments.
Establish a communication strategy to create shared expectations and report related progress.			✓	Only four of eighteen local government respondents agreed with the statement that they "know when and what they need to report".

*SOURCE: Auditor's Office based on comparison to GAO's key practices for organizational transformation*

**There are barriers to approaches Metro is considering**

Redesigning the process will not be easy. We identified challenges Metro will face for two approaches it is considering:

1. Using its own data rather than data reported by localities, and;
2. Making parts of compliance voluntary, but providing incentives to jurisdictions in compliance.

Staff would like to use data collected in-house through the Data Resource Center to streamline and improve compliance. The data includes building taxlot records, building permits and state employment data. Gaps in these data and delays in getting some data make it unreliable for compliance monitoring.

We reviewed a sample of taxlot data and building permit data for 2000 through 2006 and found the following weaknesses:

- Metro does not get building permit data for seven cities: Damascus, Durham, Gladstone, Johnson City, Maywood Park, River Grove, and Wood Village. It did not begin receiving building permit data for two additional cities, King City and Ridgefield, until 2005.
- Of 111,639 building permit records, 8571, or 8% of the records, were missing geolocation data which would associate the record with a jurisdiction and location, and allow it to be mapped.

- The number of units in new multi-unit buildings, such as apartment buildings and condos, are not captured. Determining residential capacity would require estimating these units.
- Taxlot and permit data is frequently missing data that may be of interest for compliance, such as building value, square footage, and sales price.
- Metro does not receive data on demolition permits, so it does not know when housing is lost due to demolition.

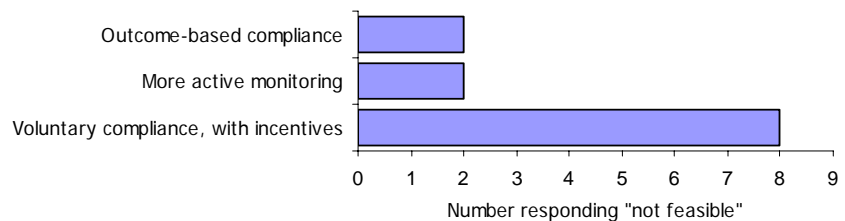
Additionally, we were told there is about a two-year lag in state employment data. Due to gaps and limitations in Metro data, local governments could easily contest compliance decisions based on this data.

Metro is considering making parts of compliance voluntary and using incentives to reward local compliance. We conducted a survey of planning directors to ask about the feasibility of three different options for transforming the compliance process. These options were:

1. Outcome-based compliance,
2. Voluntary compliance with incentives, and
3. More active compliance monitoring.

Local governments expressed reservations about a voluntary, incentive-based system. Exhibit 2 shows for each of the three options the number of respondents stating it was not feasible.

**EXHIBIT 2: Local governments' response to different compliance approaches.**



*SOURCE: Auditor's Office survey of local planning directors*



Respondents' concerns with voluntary, incentive-based compliance included:

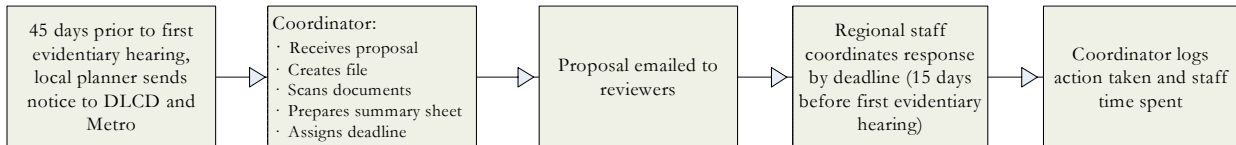
- Jurisdictions in compliance may feel at a disadvantage to jurisdictions that are not in compliance.
- Making compliance voluntary would dilute the region's shared commitment to 2040.
- Smaller jurisdictions will be less likely to comply and less likely to receive incentives if compliance is voluntary due to smaller staff and competing demands on their time.
- If money used as incentives is intended to be used for regional priorities, it shouldn't be withheld based on a city or county's Functional Plan compliance.

**Metro cannot stop doing ongoing reviews but it can significantly improve the process**

Local governments are required to send in notice of proposed comprehensive plan changes and new land use regulations to both Metro and the Oregon Department of Land Conservation and Development (DLCD). Metro and DLCD review these proposals to ensure they are consistent with state and regional goals and policies. Metro believes that these reviews are not duplicative because they review against different requirements. If Metro disagrees with a proposal, it must take action within certain deadlines or the proposal will become final if approved by the local government. Metro must continue to review local proposals; otherwise, it risks not having standing to contest undesirable land use actions.

Metro and DLCD organize their reviews very differently. DLCD's process is structured. DLCD has written procedures, maintains files for every proposal it receives, and uses a database to track proposals. It also has a dedicated coordinator to manage the review process. In 2006, DLCD received 901 proposals from local governments. Exhibit 3 provides an overview of the DLCD process.

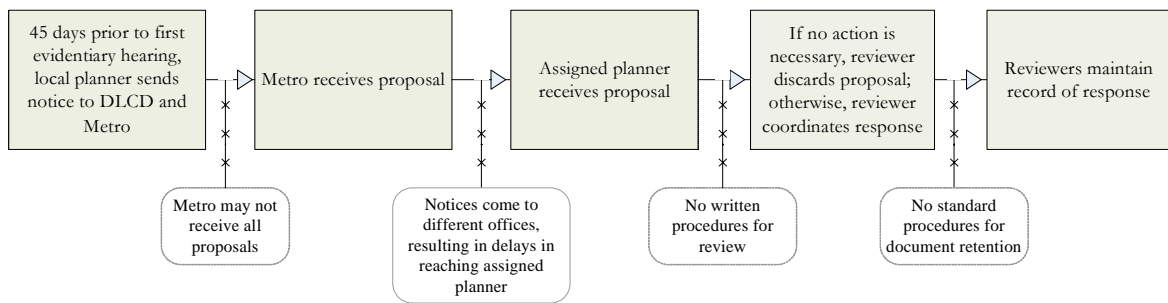
**EXHIBIT 3: DLCD's review process**



SOURCE: Auditor's Office based on interviews with DLCD staff

Metro’s process does not have the same structure, and this can lead to inefficiencies. While staff have developed checklists to guide reviews for some titles of the Functional Plan, there are no written procedures for how proposals sent to Metro are managed. Proposals are received by different offices within Metro, which can result in delays to reviews of over two weeks. Metro does not keep records consistently and there is no easy way of knowing if Metro has commented on a land use proposal. Local planning offices are not aware if Metro receives or reviews their proposals, as there is no acknowledgement process. Exhibit 4 highlights some of the challenges with Metro’s process.

**EXHIBIT 4: Metro’s review process**



*SOURCE: Auditor’s Office based on interviews with Planning Department staff*

Not all local governments are aware that they must submit notices of proposed changes to Metro. Of the 18 planning offices responding to the survey, 15 were aware that they must notify Metro, compared to 17 that knew to notify DLCD. Therefore, Metro may not be receiving all the required documents. Based on a review of 20 weeks of notices sent to DLCD, we concluded that Metro should receive about 260 proposals a year, or about one proposal every work day.

Metro can save resources, while improving its review process, by building on DLCD’s activities. DLCD scans all documents received so that they can be sent to reviewers electronically. There are two DLCD regional representatives who review proposals for the Metro region. Metro could request to be copied on proposals emailed to these regional representatives, eliminating the need for local governments to send proposals to Metro and reducing the burden on Metro of processing these proposals.

DLCD prepares a cover sheet for each proposal emailed to a reviewer. This cover sheet includes a summary of the proposal, a list of state goals impacted, a unique tracking number, the date of the local hearing and a deadline for staff to respond. Not only could this information speed Metro's review, Metro could use DLCD's deadline as a basis for setting their own response deadline and DLCD's tracking number to keep track of proposals. Metro can also use DLCD's procedures as a guide in developing their own.

**Metro's system should address weaknesses with old system**

*Policies and procedures.* Metro lacks written policies and procedures for how it conducts its reviews. Without a standard way of determining if local actions are appropriate, it risks having inconsistent reviews and missing important deadlines. It also makes it difficult for staff and local government to understand how compliance is determined and what their role is.

*File management system.* Metro does not have a standard way of managing its compliance files. This increases the likelihood that documents will be lost, unneeded documents retained, and unnecessary staff time spent locating documents. Metro discards most of the notices it receives. Those it does keep are stored in different locations. Some planners keep files at their desk, others are put in a correspondence file, in the central filing area or on the hard drive.

A good file management system allows users to store and find records quickly. Metro's Records Retention Schedule outlines requirements for how long and which documents should be kept. Creating written procedures for file management is a useful tool for ensuring the system is understood and followed. While the department may choose to have a centralized or decentralized filing system, one individual should be assigned responsibility for ensuring the proper care and management of records.

**Annual reports can be improved**

We reviewed the three annual compliance reports Metro published for 2002-2004 and an unfinished 2005 report to identify areas for improvement. We found that the reports grew longer over the three years Metro produced them. The 2002 report was 35 pages and had 6 tables. This increased to 80 pages and 58 tables in 2003, and 109 pages and 59 tables in 2004. Reports did not have tables of contents, summary information was often located in the middle of reports, and data tables were not formatted consistently, alternating from portrait to landscape orientation and organized variously by city/county, title, title element and project.

Each annual report is required to include an evaluation of the Functional Plan's effectiveness in achieving the 2040 Growth Concept; however, we found this evaluation to be limited. The text for the section on Functional Plan effectiveness is the same in the 2002 and 2003 reports. An unfinished 2005 report shows improvement and includes some pertinent performance data.

Should Metro move to a different approach to monitoring compliance, it will presumably continue to produce an annual report. A 2006 audit by this office identified several best practices in reporting and presenting data:

- Keep reports short, focusing on critical aspects of performance.
- Structure the report in an executive summary format and provide further levels of detail in layers, or even supplementary reports.
- Ensure the relationship between data and its intended purpose is clear.
- Use well-designed charts and graphs to summarize large datasets and complex relationships. Limit the number of charts and graphs.
- Use consistent layouts for similar data relating to multiple locations or periods.

**Metro will need a way to monitor compliance and will need to change its Code to reflect its new compliance system**

Metro is not performing all of the compliance activities required by the Functional Plan. It has not produced an annual compliance report or a biennial performance report since 2004 and has suspended some of its other compliance activities. In addition, Metro may not be meeting state requirements. While not explicitly stated, Oregon state statutes do require that Metro enforce its land use regulations and have a way of ensuring that local governments are complying with the Functional Plan.

The Oregon Land Conservation and Development Commission has accepted the compliance process outlined in the Functional Plan as the way Metro will enforce its land use regulations. Once Metro develops its new approach, it should revise Metro Code 3.07, which will also change the Functional Plan, and submit the changes to the state for review.



## **Recommendations**



## Recommendations

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1. **In redesigning its compliance system, Metro should:**
  - a. Dedicate a team to be responsible for managing the redesign.
  - b. Develop a timeline with milestones in order to measure progress and identify obstacles.
  - c. Clarify goals, principles and priorities.
  - d. Develop an approach for how Metro will communicate with stakeholders about the new process.
  
2. **If Metro will use data from its Data Resource Center as a basis for evaluating local compliance, Metro should:**
  - a. Address gaps in permit and tax lot data and missing permit data for some communities in Metro.
  - b. Monitor the quality of data, and
  - c. Establish a way to collect and report data regularly for compliance.
  
3. **Metro should improve the efficiency of ongoing reviews by coordinating with DLCD to receive local proposals electronically.**
  
4. **Metro should have written procedures to guide how notices of local plan changes and land use regulations are managed.**
  
5. **Metro should create a file management system for its compliance documents that:**
  - a. Follows the schedule listed in Metro's Records Retention Schedule for Functional Plan records.
  - b. Has written instructions for the organization of files and records to promote consistency.
  - c. Assigns a lead records coordinator to develop and supervise compliance files.



6. **Metro should make reports more useful by:**
  - a. Providing a table of contents.
  - b. Starting with a summary overview.
  - c. Keeping reports short and concise.
  - d. Including a substantive evaluation of the effectiveness of the Functional Plan in achieving the 2040 Growth Concept.
  - e. Using a consistent layout and organization in presenting information.
  
7. **Once Metro redesigns its Functional Plan compliance process, it should revise the Metro Code and submit the changes to DLCDC for review.**

## **Management Response**

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March 20, 2008

**To:** Suzanne Flynn, Metro Auditor  
**From:** Andy Cotugno, Director, Metro Planning Department  
**Subject:** **Functional Plan Compliance Process Audit – Management Response**

The Auditor's review of Metro's compliance process makes several accurate observations and helpful suggestions. More significantly, the report recommends that staff develop a work program to redesign the functional plan compliance system. In this response, the Planning Department reviews the history of the compliance system and identifies the steps involved in a redesign. It is our hope that this will give Council information necessary to discuss the options and make appropriate direction to staff. This response should make clear that a redesign would require a level of commitment from the Council, staff and local partners.

Following the short history and steps involved in a redesign, the Planning Department response addresses the individual recommendations.

Functional Plan Compliance – A short history

“The purpose of the Urban Growth Management Functional Plan is to implement the regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept and the Regional Framework Plan” (UGMFP section 3.07.010). Cities and counties are required to implement the comprehensive plan changes and related actions required by the functional plan, as required by the Metro Charter.

The compliance report itself has a role (1) to provide a legal basis to cities and counties to assert that they comply with the functional plan requirements (upon which they can rely in court to defend their decisions, and to show citizens who contend that they do not comply); and (2) provide the Council with feedback about the effectiveness of Functional Plan requirements.

The compliance report is not intended to be the document that describes the region's performance in achieving the goals and objectives. This is the role for the performance measure report.

The Functional Plan includes two types of requirements:

- Requirements for local comprehensive plan changes, and
- Requirements intended to help the region monitor progress in meeting the goals and objectives adopted for the region.

Most of the changes required in local comprehensive plans have been completed. Following the adoption of the 2040 Growth Concept in 1995, Metro staff provided assistance to local governments

in the successful changes to local comprehensive plans to provide a level of consistency and support in such areas as: lot size, minimum density, parking standards, street connectivity, accessory dwelling units, water quality standards, and designations of centers, corridors, employment and industrial areas.

The exception to this compliance status is the relatively new requirements adopted by the Council in the last few years for completion of concept planning, regionally significant industrial areas, and for nature in neighborhoods. Staff is continuing to assist local governments in meeting these requirements. The Metro Council, through the adoption of the construction excise tax, has demonstrated additional support for the concept planning.

A major shift in implementing the goals and objectives through the Functional Plan came with a successful lawsuit against Metro's affordable housing requirements. Through the required mediation, Metro adopted a set of requirements for voluntary actions, including the requirement that cities adopt a voluntary goal for affordable housing production and a requirement that local governments "consider" a variety of strategies to support production of affordable housing and report to Metro on their progress. Though later revised, these requirements focused on local jurisdiction consideration of plan amendments and staff review of outputs and not on performance. The latest functional plan changes shifted the tone by requiring Metro staff to work with local governments and other partners to produce estimates of the actual affordable housing stock and to revise estimates of affordable housing need.

The Functional Plan includes other requirements intended to help the region monitor progress in meeting the goals and objectives adopted for the region. Experience has shown that some of these are cumbersome to collect and ineffective in measuring performance. These include requirements that cities send Metro notices of zoning changes to demonstrate that they have not fallen below their required minimum population and employment targets, that cities submit progress reports on their centers implementation strategies and submit reports on supply of affordable housing.

In addition, not all local governments in the region have the time or staff resources to devote to completing compliance forms and submitting information to Metro consistently.

### The New Paradigm

In recent years, Metro Council has expressed the intent to shift focus from regulation and process to efforts focused on results and to shift from monitoring local compliance to supporting our cities with incentives, tools and expertise needed to create vibrant communities. Part of the objective of the New Look (now Making the Greatest Place) was to identify how to support this shift.

Staff priority has been to support activities that "inspire, engage, teach, and invite" local jurisdictions to act in ways that support the adopted regional goals and objectives. Examples include efforts to identify policies that, if changed, could support redevelopment and to devote staff to promoting those changes in parking, system development charges, design and code barriers and others.

### Redesign of the Functional Compliance Plan

Completing the shift to this new paradigm will involve redesigning the approach to local jurisdiction compliance as set out in the Functional Plan. The purpose of this redesign would be to clarify local jurisdiction responsibilities in reporting, to focus reporting on data that helps the region monitor progress and to revise some of the titles to match current needs, if a regulatory approach is still useful, and to eliminate the titles if not. This redesign would require a significant level of commitment from the council, local governments and other partners.

In a letter to local jurisdictions in November of 2007, the Chief Operating Officer suspended the progress reporting that staff considered not especially helpful to implement the regional goals and objectives or monitor performance. Suspensions included: annual dwelling unit and job capacity report, biennial report on actual experience of new residential density per net developed acre; annual report on number and location of new parking spaces; report on centers strategy; biennial progress report on centers; and the affordable housing supply report. Local governments must continue to submit proposed zone changes to Metro for review and use in determining that capacity does not drop below the in Title 1 targets. The letter confirmed the continuation of requirements for compliance for industrial and employment areas, concept planning and nature in neighborhoods.

The letter called for development of better integration of compliance process with performance standards.

### Proposed Approach to Redesigning the Functional Compliance Plan

As the Auditor notes, “Making such a fundamental change to the compliance process will require long-term, concerted effort. Metro has yet to develop a plan for what the new system will look like and how it will get there.” (Auditor report p. 9) Staff agrees with the Auditor’s comments. Staff has not identified a schedule to resolve the status of this suspension and revise the functional compliance plan to align it with the new paradigm.

The new approach, illustrated on Figure A, shows a system that would rely on a combination of comprehensive plan requirements and a compliance report that tallies progress on adopting these requirements. Replacing multiple monitoring requirements, the new approach emphasizes technical assistance, targeted investments, and other support to implement the regional vision. This is coupled with measures of performance that monitors progress in achieving that regional vision and provides information needed to make additional policy changes.

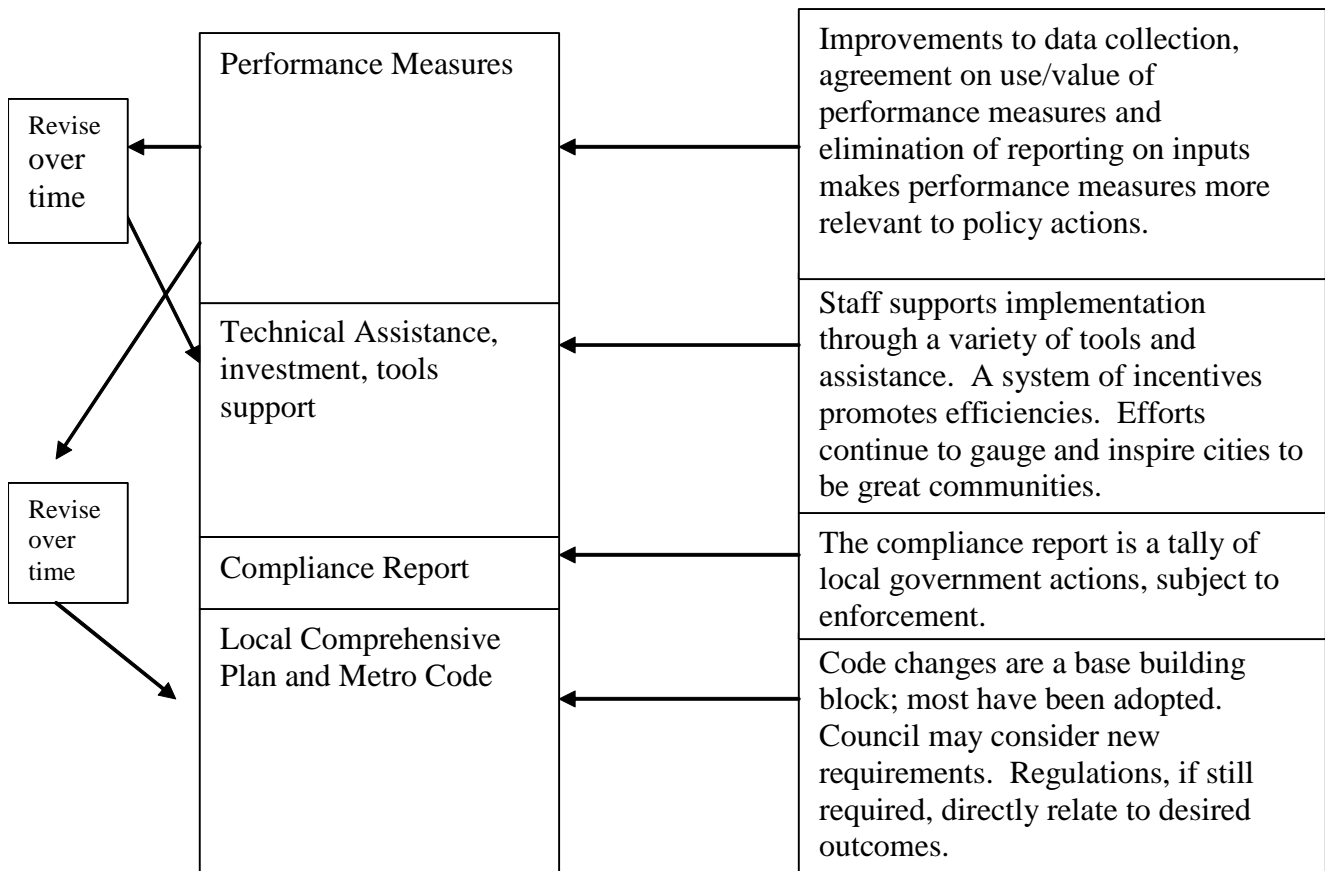
A key in the redesign is to determine the value or not of a regulatory approach and determine the best way to obtain data for monitoring performance.

As the New Look, now called Making the Greatest Place, has progressed, many of the issues involved in this redesign have begun to be raised in the discussion of the Performance Based Growth Management concept. Being more explicit about how the changes implied with the performance based approach could affect functional plan compliance will be needed. The “Road Map” calls for initiating modifications to plans and policies to implement recommendations from the Making the Greatest Place beginning in late 2008.

### Conclusion

The auditor’s report on compliance presents an opportunity to clarify the nature of Metro’s functional plan requirements and the need to update them to align with the emphasis of the agency on ‘inspire, engage, teach, and invite’ as well as report on the progress of the region in implementing the 2040 Growth Concept. Some of the recommendations call for increased efficiencies and staff appreciates and will move forward with implementation. Staff also looks forward to implementing the recommendations on redesigning the compliance process. This will require a greater level of discussion at Council and with local jurisdictions about the role of the functional plan in implementing the 2040 Growth Concept. This is a significant topic that will require the need for an open discussion among multiple stakeholders.

**Figure A**  
**Redesigned Compliance System simplifies reporting requirements and emphasizes performance measures**



## **Response to Recommendations in the Auditor's Report**

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The following summarizes the Planning Department's response to the seven separate recommendations in the Auditor's Report:

### **Recommendation 1: In redesigning its compliance system, Metro should:**

- a. Dedicate a team to be responsible for managing the redesign.
- b. Develop a timeline with milestones in order to measure progress and identify obstacles.
- c. Clarify goals, principles and priorities.
- d. Develop an approach for how Metro will communicate with stakeholders about unrolling the new process.

**Response:** Staff can clarify the schedule, team, and approach for redesigning the compliance system and bring this to Council for consideration.

The current process to revise the compliance system is included in the Making the Greatest Place Initiative as part of each of the tracks. The "road map" does not highlight revision to the compliance system as a specific task. It is implied in the reference to updating plans and policies in the Focus Investment Track and identifying performance indicators as part of the Performance Based Growth Management Track.

Our approach has been to identify the new tools, plans, and policies needed to support the region's outcomes and then figure out the best way to implement them, including the need to revise the Functional Plan. Efforts to revise the Functional Plan will likely take staff and council resources and extend into the 2010 time and beyond. Developing such a plan will require greater level of discussion of the Functional Plan and its role in an agency that now has an emphasis on "inspire, engage, teach and invite" than we have had to date. Redesigning the Functional Plan is a much bigger task that redesigning the look of the compliance report and the process for evaluating compliance of local actions with the existing Functional Plan.

### **Recommendation 2: If Metro will use data from its Data Resource Center as a basis for evaluating local compliance, Metro must:**

- a. Address gaps in permit and tax lot data and missing permit data for some communities in Metro;
- b. Monitor the quality of data; and
- c. Establish a way to collect and report data regularly for compliance.

**Staff response:** Agreed.

The shift to an emphasis on performance measures instead of monitoring compliance will require additional data collection. Through the Performance Based Growth Management and Agency Wide Performance Measure work, staff is identifying data needs to better reflect regional performance. The Planning Department recognizes that gaps in the data exist that make reporting on performance difficult and are evaluating options to improve data.



**Recommendation 3: Metro should improve the efficiency of ongoing reviews by coordinating with DLCD to receive local proposals electronically**

**Response:** This recommendation has potential that staff will explore.

The benefit of using DLCD records is that we would receive the local comprehensive plan changes electronically, convenient for filing, with due dates already established. Another benefit is that the process may increase our coordination with DLCD, leading to potentially greater efficiencies in coordinating comments.

The disadvantage is that the using the DLCD process would result in a delay of approximately 5 days in our receiving the notice. Many of the items that Metro requires of local jurisdictions are not subject to review by DLCD. Thus, it wouldn't replace staff need to review a variety of other notices, such as zone changes for compliance with Title 1 targets and local zoning changes in industrial areas for the Title 4 map.

**Recommendation 4: Metro should have written procedures to guide how notices of local plan changes and land use regulations are managed.**

**Response:** Staff can complete the written procedures to cover all functional plan requirements.

Staff has written procedures for the review of some but not all of the requirements

**Recommendation 5: Metro should create a file management system for its compliance documents that:**

- a. Follows the schedule listed in Metro's Records Retention Schedule for Functional Plan records.
- b. Has written instructions for the organization of files and records to promote consistency.
- c. Assigns a lead records coordinator to develop and supervise compliance files.

**Response:** The Planning Department will designate a lead records coordinator.

Our current records retention schedule includes maintenance of only those plans/actions for which Metro drafted a response, not for all of the ones we review and have no response. Expanding the records system to include all local actions would be burdensome.

Written instructions for the organization of files and records, beyond that listed for the records retention would be helpful and staff can do this. A more efficient way to receive information from local jurisdictions and more clarity on how Metro uses this information, as determined through the redesign of the compliance system, would be helpful to know how to structure the files.

**Recommendation 6: Metro should make reports more useful by:**

- a. Providing a table of contents so readers can find information easily.
- b. Starting with a summary overview
- c. Keeping reports short and concise.
- d. Including a substantive evaluation of the effectiveness of the Functional Plan in achieving the 2040 Growth Concept so that the relationship between compliance and the region's vision is clear.
- e. Using a consistent layout and organization in presenting information so that data can be found easily on the page.

**Response:** Staff agrees that this is the ultimate goal.

Metro code requires the compliance report to be presented and hold a public hearing to document progress that jurisdictions have made in implementing functional plan requirements. The current requirements for what needs to be reported in the compliance report focuses on outputs, not about performance of the region. As currently structured the compliance report is not the place to present this information, which is part of the need for the redesign.

**Recommendation 7: Once Metro redesigns its Functional Plan compliance process, it should revise the Metro Code and submit the changes to DLCD for review.**

**Response:** Agreed. The key is to be explicit about the redesign of the compliance system and to incorporate them into the code.



Office of the Auditor  
600 NE Grand Avenue  
Portland, OR 97232  
(503) 797-1892

Consideration of Minutes of March 27, 2008 Metro Council  
Regular Meeting.

*Consent Agenda*

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

Agenda Item Number 5.2

**Resolution No. 08-3915**, For the Purpose of Confirming the Appointment of Emma Nollette to the Metro Committee for Citizen Involvement.

*Consent Agenda*

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING THE	)	RESOLUTION NO. 08-3915
APPOINTMENT OF EMMA NOLLETTE TO THE	)	
METRO COMMITTEE FOR CITIZEN	)	Introduced by Council President Bragdon
INVOLVEMENT (MCCI)	)	
	)	

WHEREAS, the Metro Charter calls for the creation of an Office of Citizen Involvement, and the establishment of a citizens committee therein; and

WHEREAS, Section 28 (1) of the Metro Charter states that the Metro Office of Citizen Involvement (MCCI) is created to develop and maintain programs and procedures to aid communication between citizens and the Metro Council; and

WHEREAS, the Metro Council has created MCCI (Metro Code Section 2.19.100); and

WHEREAS, there are several vacancies in MCCI membership with appointments to be made in a District 5 position; and

WHEREAS, a recruitment and selection process has been initiated, resulting in the nomination by MCCI of citizen Emma Nollette (Exhibit A) for a two-year term, beginning March 13, 2008, and;

WHEREAS, the Council President has appointed citizen Emma Nollette to serve on MCCI, representing District 5, subject to Metro Council confirmation; now therefore

BE IT RESOLVED that the Metro Council confirms the appointment of Emma Nollette as a member of MCCI.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 2008.

\_\_\_\_\_  
David L. Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney



METRO

Application for the Metro Committee for Citizen Involvement

About Us

The Metro Committee for Citizen Involvement (MCCI) was established under Metro's home-rule charter in 1992 to assist with the development, implementation and evaluation of Metro's citizen involvement program and advise how to best involve residents in regional planning activities. As such, MCCI is an advisory committee and does not participate in policy-setting.

Biographical Information

Name <i>Emma Nollette</i>		Date <i>2-7-08</i>	
Address <i>4601 N. Houghton St.</i>	City <i>Portland</i>	State <i>OR</i>	Zip Code <i>97203</i>
Email address <i>enollette@comcast.net</i>		Phone number <i>503-736-9368</i>	
Occupation		Place of Employment	
Council District/County of Residence <i>District 5 / Multn. Co.</i>			

Education

Employment

<p>Please check highest level completed:</p> <p><input type="checkbox"/> Elementary School (Grades 1-5)</p> <p><input type="checkbox"/> Middle School (Grades 6-8)</p> <p><input type="checkbox"/> High School (Grades 9-12)</p> <p><input type="checkbox"/> Some College</p> <p><input checked="" type="checkbox"/> College</p> <p><input type="checkbox"/> Post-Graduate</p>	<p>Additional employment and/or work experience</p> <p><i>Marketing Coordinator - Leetech Thomson</i></p> <p><i>client/community Relations - Coca-Cola</i></p> <p><i>Program Admin. - PSU Grad Studies</i></p>
--	--

Volunteering, Community Projects, Groups, Boards, Religious or Civic Organizations, etc.

*I currently serve as Development Chair for the Helen Gordon Child Development Center. I have served in this capacity for the past two years + have enjoyed the challenge of raising money to support HGC + the opportunity to get info re: their work out into the community.*

Please give two references who are familiar with your community and volunteer work. If you have never volunteered before, please list two personal references.

*Ellie Justice - co-Director of Helen Gordon Child Dev. Center 503-725-3092*

*Trina Robertson - committee member 503-872-8582*

**Subcommittees**

Occasionally the MCCI breaks into subcommittees to work on special projects. Please check any topics that you are interested in, and describe why you think those issues are important.

- Community Planning (Land Use/Transportation)
- Parks and Greenspaces
- Solid Waste and Recycling

Clearly all three project areas are extremely important. My personal interest are particularly focused on community planning & land use planning. We live in a unique city/region. When it comes to land use and I have watched for years as committed & concerned ppl do great work in this area to support fair and healthy growth.

**Time Commitment**

The MCCI meets the first Wednesday of the month from 6 to 8 p.m. In addition, MCCI members are strongly encouraged to be active in their communities, reporting back to MCCI about issues of mutual interest, and to keep abreast of current events. Will you commit to the time required to fulfill your duties if appointed to this advisory committee?

- Yes
- No

**Potential Conflicts**

Are you aware of any potential conflicts of interest that would prevent you from serving effectively on MCCI? If so, please explain.

None

**Optional: Attach résumé**

*Emma Mellette*  
Signature

2-7-08  
Date

For further general information, call the Metro Office of Citizen Involvement at (503) 797-1539. To receive assistance per the Americans with Disabilities Act, call the Metro Office of Citizen Involvement at (503) 797-1539 or Metro TDD at (503) 797-1804.

Membership on Metro advisory committees is open to all interested citizens subject to the qualifications determined by the appointing authority, as necessary for the conduct of its business. Metro encourages participation in its affairs by all people, especially those who are under represented in public involvement.

Please return to:  
 Metro Office of Citizen Involvement  
 600 NE Grand Avenue  
 Portland, OR 97232  
 (503) 797-1639  
 fax: (503) 797-1799  
 email: mcci@metro.dst.or.us  
 www.metro-region.org



## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 08-3915, FOR THE PURPOSE OF CONFIRMING THE APPOINTMENT OF EMMA NOLLETTE TO THE METRO COMMITTEE FOR CITIZEN INVOLVEMENT.

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Date: February 12, 2008

Prepared by: Cheryl Grant

### **BACKGROUND**

The Metro Committee for Citizen Involvement (MCCI) has continued to attempt to fill its vacancies. MCCI has actively recruited new members, including soliciting stakeholders and local leaders for nominees, notifying agency staff, and advertising on a weekly basis.

Emma Nolette resides in District 5. The MCCI Membership Committee has recommended Ms. Nollette for a District 5 position on the committee, citing her interest in community and land-use planning. Ms. Nollette's application to the committee is attached to Resolution 08-3915 as Exhibit A.

### **ANALYSIS/INFORMATION**

#### **1. Known Opposition**

None.

#### **2. Legal Antecedents**

Section 28(1) of the Metro Charter and Metro Code Section 2.19.100, adopted on November 9, 2000, states that the Metro Office of Citizen Involvement (MCCI) is created to develop and maintain programs and procedures to aid communication between citizens and the Metro Council; and Ordinance No. 00-860A (For the Purpose of Adding a New Chapter 2.19 to the Metro Code Relating to Advisory Committees).

#### **3. Anticipated Effects**

That a new member will be appointed to MCCI.

#### **4. Budget Impacts**

None.

### **RECOMMENDED ACTION**

Staff recommends the adoption of Resolution No. 08-3915

**Resolution No. 08-3933**, For the Purpose of Authorizing the Chief Operating Officer to Issue a Non-System License to AGG Enterprises, Inc., for Delivery of Source-Separated Pre-Consumer Vegetative Food Waste to the Natures Needs Facility for Composting.

*Consent Agenda*

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AUTHORIZING THE )  
CHIEF OPERATING OFFICER TO ISSUE A NON- ) RESOLUTION NO. 08-3933  
SYSTEM LICENSE TO AGG ENTERPRISES, INC. )  
FOR DELIVERY OF SOURCE-SEPARATED PRE- ) Introduced by Michael Jordan,  
CONSUMER VEGETATIVE FOOD WASTE TO ) Chief Operating Officer, with the concurrence  
THE NATURE’S NEEDS FACILITY FOR ) of David Bragdon, Council President  
COMPOSTING )

WHEREAS, the Metro Code requires a non-system license of any person that delivers putrescible solid waste generated from within the Metro boundary to a non-system disposal facility;

WHEREAS, AGG Enterprises, Inc. has applied for a non-system license to deliver source separated, pre-consumer vegetative food waste from its customers directly to the Nature’s Needs composting facility under the provisions of Metro Code Chapter 5.05, “Solid Waste Flow Control”;

WHEREAS, the moratorium on mixed putrescible waste non-system licenses adopted by the Council on February 2, 2006, in Ordinance No. 06-1098B (amending Metro Code Chapters 5.01 and 5.05 and the Regional Solid Waste Management Plan to impose a temporary moratorium until December 31, 2007 on certain new non-putrescible, mixed solid waste material recovery or reload facilities, and certain non-system licenses; and declaring an emergency) and extended by the Council on February 22, 2007, in Ordinance No. 07-1139 (for the purpose of amending Metro Code Chapters 5.01 and 5.05 and the Regional Solid Waste Management Plan to lift a temporary moratorium on certain new non-putrescible mixed waste material recovery or reload facilities and certain non-system licenses) and November 1, 2007, in Ordinance No. 07-1161 (for the purpose of amending Metro Code Chapters 5.01 and 5.05 to extend moratoria on applications for new solid waste transfer stations and putrescible waste non-system licenses until December 31, 2008; and declaring an emergency) does not apply to this application;

WHEREAS, the non-system license application conforms with the requirements of Chapter 5.05 of the Code; and,

WHEREAS, the Chief Operating Officer has analyzed the application and recommended approval of the applicant’s request for a non-system license with the conditions and in the form attached to this resolution as Exhibit A; now therefore,

BE IT RESOLVED that the Metro Council authorizes the Chief Operating Officer to issue a non-system license to AGG Enterprises, Inc. in a form substantially similar to the license attached as Exhibit A.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 2008.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1650 | FAX 503 813 7544



**METRO**

**METRO SOLID WASTE FACILITY  
NON-SYSTEM LICENSE**

**No. N-114-08**

<b>LICENSEE:</b>
AGG Enterprises, Inc. 5555 N Channel Ave, Bldg #3 Portland, OR 97217
<b>CONTACT PERSON:</b>
George Simons Phone: (503) 283-2015 Fax: (503) 283-2070 E-mail: <a href="mailto:erikaz@aggenterprises.com">erikaz@aggenterprises.com</a>
<b>MAILING ADDRESS:</b>
AGG Enterprises, Inc. P.O. Box 17163 Portland, OR 97217

ISSUED BY METRO

\_\_\_\_\_  
Michael Jordan, Chief Operating Officer

\_\_\_\_\_  
Date



<b>1</b>	<b>NATURE OF WASTE COVERED BY LICENSE</b>
	Source-separated, pre-consumer vegetative food waste generated by customers of AGG Enterprises, Inc. within the Metro region.
<b>2</b>	<b>CALENDAR YEAR TONNAGE LIMITATION</b>
	Licensee is authorized to deliver to the non-system facility listed in Section 3 of this license up to 15,000 tons per calendar year of the waste described in Section 1 of this license.
<b>3</b>	<b>NON-SYSTEM FACILITY</b>
	<p>The Licensee hereunder may deliver the waste described in Section 1, above, only to the following non-system facility for the purpose of processing and composting:</p> <p style="padding-left: 40px;">Nature's Needs 9570 NW 307<sup>th</sup> Av. North Plains, OR 97133</p> <p>This license is issued on the condition that the non-system facility listed in this section is authorized to accept the type of waste described in Section 1. If Metro receives notice from the Oregon Department of Environmental Quality that this non-system facility is not authorized to accept such waste, Metro may immediately terminate this license pursuant to Section 10 of this license.</p>
<b>4</b>	<b>TERM OF LICENSE</b>
	The term of this license will commence on April 1, 2008 and expire at midnight on December 31, 2009, unless terminated sooner under Section 10 of this license.
<b>5</b>	<b>COVERED LOADS</b>
	The Licensee shall suitable contain and cover, on all sides, all loads of source-separated pre-consumer vegetative food that are delivered under authority of this license to prevent spillage of waste while in transit to the non-system facility listed in Section 3 of this license.



<b>6</b>	<b>MATERIAL MANAGEMENT</b>
	<p>The Licensee is authorized to deliver the waste described in Section 1 of this license to the non-system facility listed in Section 3 under the following conditions:</p> <ul style="list-style-type: none"><li>(a) The non-system facility shall accept all solid waste that is delivered under authority of this license for the sole purpose of processing and composting on site. The licensee shall not dispose of any source-separated recyclable material;</li><li>(b) The non-system facility shall process and compost all solid waste that is delivered under authority of this license exclusively with the use of “Ag-Bags” or an equivalent encapsulation technology; and</li><li>(c) The non-system facility shall receive, manage, process, and compost all solid waste that is delivered under authority of this license in accordance with all applicable local, state and federal laws, rules, regulations, ordinances, orders, and permits.</li></ul>

<b>7</b>	<b>REGIONAL SYSTEM FEE AND EXCISE TAX</b>
	<p>The Licensee shall be subject to the following conditions:</p> <ul style="list-style-type: none"><li>(a) Source-separated, pre-consumer vegetative food waste that is delivered under authority of this license and is accepted and composted, in accordance with all applicable regulations, at the non-system facility listed in Section 3 is exempt from Regional System Fees and Excise Tax.</li><li>(b) If the Licensee delivers waste under this license to the non-system facility but the material does not meet the facility’s acceptance criteria (e.g., too contaminated for processing or composting) or the non-system facility fails to process and compost the material as required as a condition of this license, the Licensee shall pay to Metro an amount equal to the Regional System Fee, as provided in Metro Code Section 5.02.045, for each ton of waste delivered to the non-system facility that is ultimately disposed of at a solid waste disposal facility.</li><li>(c) If the Licensee delivers waste under this license to the non-system facility but the material does not meet the facility’s acceptance criteria (e.g., too contaminated for processing or composting) or the non-system facility fails to process and compost the material as required as a condition of this license, the Licensee shall pay to Metro an amount equal to the Excise Tax, as provided in Metro Code Section 7.01.020, for each ton of waste delivered to the non-system facility that is ultimately disposed of at a solid waste disposal facility.</li></ul>



<b>8</b>	<b>REPORTING OF ACCIDENTS AND CITATIONS</b>
	Licensee shall report to Metro any significant incidents (such as fires), accidents, and citations involving vehicles transporting the solid waste authorized by this license.
<b>9</b>	<b>RECORD KEEPING AND REPORTING</b>
	<p>(a) The Licensee shall keep and maintain accurate records of the amount of all solid wastes that the Licensee delivers to the non-system facility described in Section 3 of this license. The Licensee shall keep and maintain complete and accurate records of the following for all transactions with the authorized non-system facility:</p> <ul style="list-style-type: none"><li>i. Ticket or weight slip number from the non-system facility;</li><li>ii. Material category designating the type of material transferred to the non-system facility;</li><li>iii. Date the load was transferred to the non-system facility;</li><li>iv. Time the load was transferred to the non-system facility;</li><li>v. Net weight of the load; and</li><li>vi. Fee charged by the non-system facility</li></ul> <p>(b) No later than the fifteenth (15th) day of each month, beginning with the first month following the commencement date of this license, Licensee shall transmit the records required under Section 9(a) above, that covers the preceding month, to Metro's Solid Waste &amp; Recycling Department in an electronic format prescribed by Metro.</p> <p>(c) Licensee shall make all records from which Section 9(a) above are derived available to Metro (or Metro's designated agent) for its inspection or copying, as long as Metro provides no less than three (3) calendar days written notice of an intent to inspect or copy documents. Licensee shall, in addition, sign or otherwise provide to Metro any consent or waiver necessary for Metro to obtain information or data from a third party, including the non-system facility listed in Section 3, above.</p>
<b>10</b>	<b>ADDITIONAL LICENSE CONDITIONS</b>
	<p>This license shall be subject to the following conditions:</p> <p>(a) The permissive transfer of solid waste to the non-system facility, listed in Section 3, authorized by this license shall be subordinate to any subsequent decision by Metro to direct the solid waste described in this license to any other facility.</p>



	<p>(b) This license shall be subject to amendment, modification or termination by Metro's Chief Operating Officer (the "COO") in the event that the COO determines that:</p> <ul style="list-style-type: none"> <li>(i) There has been sufficient change in any circumstances under which Metro issued this license, or in the event that Metro amends or modifies its Regional Solid Waste Management Plan in a manner that justifies modification or termination of this license;</li> <li>(ii) The provisions of this license are actually or potentially in conflict with any provision in Metro's disposal contract with Oregon Waste Systems;</li> <li>(iii) Metro's solid waste system or the public will benefit from, and will be better served by, an order directing that the waste described in Section 1 of this license be transferred to, and disposed of at, a facility other than the facility listed in Section 3; or</li> <li>(iv) The non-system facility listed in Section 3 fails to manage the waste subject to this license in accordance with the material management requirements described in Section 6.</li> </ul> <p>(c) This license shall, in addition to subsections (b)(i) through (iv), above, be subject to amendment, modification, termination, or suspension pursuant to the Metro Code.</p> <p>(d) Licensee shall not transfer or assign any right or interest in this license without prior written notification to, and approval of, Metro.</p> <p>(e) This license shall terminate upon the execution of a designated facility agreement with the facility listed in Section 3</p> <p>(f) This license authorizes delivery of solid waste to the facility listed in Section 3. Transfer of waste generated from within the Metro boundary to any non-system facility other than that specified in this license is prohibited unless authorized in writing by Metro.</p>
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<b>11</b>	<b>COMPLIANCE WITH LAW</b>
	<p>Licensee shall fully comply with all applicable local, regional, state and federal laws, rules, regulations, ordinances, orders, and permits pertaining in any manner to this license, including all applicable Metro Code provisions and administrative procedures adopted pursuant to Chapter 5.05 whether or not those provisions have been specifically mentioned or cited herein. All conditions imposed on the collection and hauling of the Licensee's solid waste by federal, state, regional or local governments or agencies having jurisdiction over solid waste generated by the Licensee shall be deemed part of this license as if specifically set forth herein.</p>





<b>12</b>	<b>INDEMNIFICATION</b>
	Licensee shall defend, indemnify and hold harmless Metro, its elected officials, officers, employees, agents and representatives from any and all claims, demands, damages, causes of action, or losses and expenses, or including all attorneys' fees, whether incurred before any litigation is commenced, during any litigation or on appeal, arising out of or related in any way to the issuance or administration of this non-system license or the transport and disposal of the solid waste covered by this license.

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 08-3933 FOR THE PURPOSE OF AUTHORIZING THE CHIEF OPERATING OFFICER TO ISSUE A NON-SYSTEM LICENSE TO AGG ENTERPRISES, INC. FOR DELIVERY OF SOURCE-SEPARATED PRE-CONSUMER VEGETATIVE FOOD WASTE TO THE NATURE'S NEEDS FACILITY FOR COMPOSTING

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March 18, 2008

Prepared by: Warren Johnson

## BACKGROUND

### Description of the Resolution

In December 2004, the Chief Operating Officer issued a non-system license (NSL) to AGG Enterprises, Inc. (AGG). The NSL authorized AGG to deliver a maximum of 15,000 tons per calendar year of source-separated, pre-consumer vegetative food waste to the Nature's Needs facility located at 9570 NW 307<sup>th</sup> Avenue in North Plains, Oregon. The license commenced on January 1, 2005 and expired on December 31, 2006. On February 25, 2008, AGG submitted to Metro an application for a new NSL to deliver the same type and quantity of waste to the same non-system facility.

Approval of Resolution No. 08-3933 will authorize the Chief Operating Officer to issue a new NSL to AGG to deliver a maximum of 15,000 tons of source-separated, pre-consumer vegetative food waste annually to Nature's Needs. Because Nature's Needs is a composting facility, the waste covered under this proposed NSL will not implicate Metro's obligations under its disposal contract and the waste is exempt from Metro fees and taxes.

## ANALYSIS/INFORMATION

### 1. Known Opposition

There is no known opposition to the proposed non-system license.

### 2. Legal Antecedents

Metro Code Section 5.05.035 provides that a waste hauler may transport solid waste generated within Metro to any non-system facility only by obtaining an NSL. Metro Code further provides that applications for non-system licenses for putrescible waste shall be reviewed by the Chief Operating Officer and are subject to approval or denial by the Metro Council. Under Metro Code Subsection 5.05.035(c), the Council shall consider the following factors when determining whether to approve an NSL application:

- (1) *The degree to which prior users of the non-system facility and waste types accepted at the non-system facility are known and the degree to which such wastes pose a future risk of environmental contamination;*

The non-system facility identified in this proposed license is a composting facility rather than a landfill and thus does not pose the same potential environmental risk from wastes delivered from prior users. Staff is not aware of any wastes accepted at Nature's Needs that could pose a risk of environmental contamination.

- (2) *The record of regulatory compliance of the non-system facility's owner and operator with federal, state and local requirements including, but not limited to, public health, safety and environmental rules and regulations;*

Nature's Needs operates under authority of a franchise granted by Washington County and a composting permit issued by the Oregon Department of Environmental Quality (DEQ). The facility has been the source of odor complaints in the past but the facility is currently in compliance with its DEQ permit and County-issued franchise.

The facility's conditional use permit is currently under review by the Washington County Department of Land Use and Transportation. Washington County is working with Nature's Needs during this review process and the County's final approval of the facility's conditional use permit is pending. To staff's knowledge, Nature's Needs is currently in compliance with all other federal, state and local requirements, rules and regulations.

The owner/operator of Nature's Needs also owns and operates Pacific Land Clearing Company, Inc. (PLC) headquartered at 4044 N. Suttle Road in Portland, Oregon. PLC owns and operates three Metro-licensed solid waste facilities. PLC's compliance history includes several Notices of Violation issued by Metro and the DEQ for its mixed solid waste operations located within the Metro region. These violations, however, are not related to the activities performed at Nature's Needs. Nature's Needs accepts a different and more controlled waste stream and, to staff's knowledge, the facility operates in compliance with all legal requirements despite the issues that have occurred at the PLC facilities located within the region.

- (3) *The adequacy of operational practices and management controls at the non-system facility;*

Nature's Needs receives pre-consumer, vegetative food waste on a paved tipping pad. The vegetative waste is then mixed with ground wood debris to get an optimal carbon-nitrogen ratio. This mixture of materials is then processed with a grinder and loaded into plastic "Ag Bags" for composting. Each Ag Bag is approximately 200 feet long and has a volume capacity of approximately 500 cubic yards. The Ag Bags are fully enclosed and are managed on an impervious surface at the site. During composting, air is forced through the bags with electric fans and the internal temperature of the compost is monitored. Once this initial process is complete, the bags are opened and the compost is allowed to cure in uncovered windrows. The entire process of composting this material takes approximately four to five months to complete. Metro, Washington County, and DEQ staff have deemed these operational practices and management controls to be adequate.

- (4) *The expected impact on the region's recycling and waste reduction efforts;*

The waste subject to the proposed license is currently being delivered to Nature's Needs for composting rather than disposed at a general-purpose landfill. Therefore, approval of the proposed NSL is unlikely to impact the region's recycling and waste reduction efforts.

- (5) *The consistency of the designation with Metro's existing contractual arrangements;*

The waste subject to the proposed license will be delivered to a composting facility rather than disposed at a general-purpose landfill. Thus, approval of the requested license does not implicate Metro's disposal contract or any other of its existing contractual arrangements.

- (6) *The record of the applicant regarding compliance with Metro ordinances and agreements or assistance to Metro in Metro ordinance enforcement and with federal, state and local requirements including, but not limited to, public health, safety and environmental rules and regulations; and*

The applicant, AGG, is a solid waste hauler. Since 2003, AGG has received seven written warnings and citations from Metro - six for uncovered loads and one for illegal dumping. AGG's citations and warnings for uncovered loads were all for loads of non-putrescible materials.

In June 2007, Metro issued a citation to AGG for illegal dumping. The citation resulted from an incident in which a substantial amount of waste fell from an uncovered AGG load while the vehicle was in transit to Metro Central Transfer Station. In this instance, the waste fell from the vehicle onto a public roadway and was subsequently cleaned up by transfer station staff. Staff believes that this was an unusual incident that is not likely to recur.

Staff does not believe that the applicant is likely to haul source-separated food waste in uncovered boxes. To address this potential concern, a provision has been included in the proposed license that specifically requires loads to be covered while in transit. Staff does not believe that AGG's compliance record with regard to Metro regulations is justification to deny this NSL.

- (7) *Such other factors as the Chief Operating Officer deems appropriate for purposes of making such determination.*

On February 2, 2006, the Metro Council adopted Ordinance No. 06-1098B that amended Metro Code Section 5.05.035 to place a temporary moratorium on the acceptance of applications for certain non-system licenses, including a moratorium on non-system licenses for mixed putrescible waste. Ordinance Nos. 07-1139 and 07-1161 extended the moratorium on applications for mixed putrescible waste non-system licenses. The purpose of the moratorium is to abate further changes to the region's solid waste transfer and disposal system while the Solid Waste and Recycling Department completes the System Improvement Planning project. The use of the term "mixed putrescible waste," as used in Metro Code Section 5.05.035(h), excludes certain "putrescible" waste streams such as source-separated, pre-consumer vegetative food waste that has been separated by the waste generator for the purpose of recycling.

The solid waste subject to the proposed NSL is comprised entirely of source-separated, pre-consumer, vegetative food waste. This is a homogenous waste stream that consists of material that was source-separated for the purpose of composting. Because the waste covered by this NSL application is source-separated recyclable material and is not comprised of mixed putrescible waste intended for disposal, the material is not subject to the NSL moratorium set forth in Metro Code Section 5.05.035(h).

### Conclusion

The Chief Operating Officer finds that the NSL application satisfies the requirements of Metro Code Section 5.05.035, License to Use Non-System Facility.

### **3. Anticipated Effects**

The effect of Resolution No. 08-3933 will be to issue an NSL for delivery of up to 15,000 tons per calendar year of source-separated, pre-consumer vegetative food waste to the Nature's Needs facility.

#### **4. Budget Impacts**

The waste delivered under authority of the proposed NSL is exempt from regional system fee and excise tax. Therefore, the budget impact, to the extent that it is discernable for 15,000 tons annually, has already been factored into the budget.

#### **RECOMMENDED ACTION**

The Chief Operating Officer recommends approval of Resolution No. 08-3933, and issuance of an NSL substantially similar to the NSL attached to the Resolution as Exhibit A.

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Agenda Item Number 6.1

**Ordinance No. 08-1181**, Adopting the Annual Budget for Fiscal Year 2008-09, Making Appropriations, Levying Ad Valorem Taxes, and Declaring an Emergency.

*First Reading – Public Hearing*

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

BEFORE THE METRO COUNCIL

ADOPTING THE ANNUAL BUDGET FOR ) ORDINANCE NO. 08-1181
FISCAL YEAR 2008-09, MAKING )
APPROPRIATIONS, LEVYING AD VALOREM ) Introduced by Michael Jordan, Chief
TAXES, AND DECLARING AN EMERGENCY ) Operating Officer, with the concurrence of
) Council President David Bragdon

WHEREAS, the Multnomah County Tax Supervising and Conservation Commission held its public hearing on the annual Metro budget for the fiscal year beginning July 1, 2008, and ending June 30, 2009; and

WHEREAS, recommendations from the Multnomah County Tax Supervising and Conservation Commission have been received by Metro (attached as Exhibit A and made a part of the Ordinance) and considered; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The "Fiscal Year 2008-09 Metro Budget," in the total amount of FOUR HUNDRED FIFTY MILLION THREE HUNDRED NINETY SEVEN THOUSAND NINE HUNDRED ELEVEN DOLLARS (\$450,397,911), attached hereto as Exhibit B, and the Schedule of Appropriations, attached hereto as Exhibit C, are hereby adopted.

2. The Metro Council does hereby levy ad valorem taxes, as provided in the budget adopted by Section 1 of this Ordinance, at the rate of \$0.0966 per ONE THOUSAND DOLLARS (\$1,000) of assessed value for operations and in the amount of THIRTY FIVE MILLION FOUR HUNDRED SIXTY FOUR THOUSAND ONE HUNDRED FIFTY ONE DOLLARS (\$35,464,151) for general obligation bond debt, said taxes to be levied upon taxable properties within the Metro District for the fiscal year 2008-09. The following allocation and categorization subject to the limits of Section 11b, Article XI of the Oregon Constitution constitute the above aggregate levy.

SUMMARY OF AD VALOREM TAX LEVY

Table with 3 columns: Description, Subject to the General Government Limitation, and Excluded from the Limitation. Rows include Operating Tax Rate Levy and General Obligation Bond Levy.

3. In accordance with Section 2.02.040 of the Metro Code, the Metro Council hereby authorizes positions and expenditures in accordance with the Annual Budget adopted by Section 1 of this Ordinance, and hereby appropriates funds for the fiscal year beginning July 1, 2008, from the funds and for the purposes listed in the Schedule of Appropriations, Exhibit C.

4. The General Renewal & Replacement Fund is hereby created for the purpose of accounting for renewal and replacement projects and reserves for Metro facilities. Major revenue sources for the fund include but are not limited to grants, donations, contributions from the General Fund, and other revenues or contributions identified for renewal and replacement purpose. In the event of the elimination of this fund, the fund balance shall revert to any fund(s) designated for similar purpose.

5. The Chief Financial Officer shall make the filings as required by ORS 294.555 and ORS 310.060, or as requested by the Assessor's Office of Clackamas, Multnomah, and Washington Counties.

6. This Ordinance being necessary for the health, safety, or welfare of the Metro area, for the reason that the new fiscal year begins July 1, 2008, and Oregon Budget Law requires the adoption of a budget prior to the beginning of the fiscal year, an emergency is declared to exist and the Ordinance takes effect upon passage.

ADOPTED by the Metro Council on this 19<sup>th</sup> day of June 2008.

---

David Bragdon, Council President

ATTEST:

Approved as to Form:

---

Chris Billington, Recording Secretary

---

Daniel B. Cooper, Metro Attorney



## STAFF REPORT

### CONSIDERATION OF ORDINANCE NO. 08-1181 ADOPTING THE ANNUAL BUDGET FOR FISCAL YEAR 2008-09, MAKING APPROPRIATIONS AND LEVYING AD VALOREM TAXES, AND DECLARING AN EMERGENCY

---

Date: April 3, 2008

Presented by: Michael Jordan  
Chief Operating Officer

## BACKGROUND

I am forwarding to the Metro Council for consideration and approval my proposed budget for fiscal year 2008-09.

Metro Council action, through Ordinance No. 08-1181 is the final step in the process for the adoption of Metro's operating financial plan for the forthcoming fiscal year. Final action by the Metro Council to adopt this plan must be completed by June 30, 2008.

Once the budget plan for fiscal year 2008-09 is approved by the Metro Council, the number of funds and their total dollar amount and the maximum tax levy cannot be amended without review and certification by the Tax Supervising and Conservation Commission. Adjustments, if any, by the Metro Council to increase the level of expenditures in a fund are limited to no more than 10 percent of the total value of any fund's expenditures in the period between Metro Council approval in early May 2008 and adoption in June 2008.

Exhibit A to this Ordinance will be available subsequent to the Tax Supervising and Conservation Commission hearing June 5, 2008. Exhibits B and C of the Ordinance will be available at the public hearing on April 3, 2008.

## ANALYSIS/INFORMATION

1. **Known Opposition** – Metro Council hearings will be held on the Proposed Budget during the month of April 2008. Several opportunities for public comments will be provided. Opposition to any portion of the budget will be identified during that time.
2. **Legal Antecedents** – The preparation, review and adoption of Metro's annual budget is subject to the requirements of Oregon Budget Law, ORS Chapter 294. Oregon Revised Statutes 294.635 requires that Metro prepare and submit its approved budget to the Tax Supervising and Conservation Commission by May 15, 2008. The Commission will conduct a hearing on June 5, 2008 for the purpose of receiving information from the public regarding the Metro Council's approved budget. Following the hearing, the Commission will certify the budget to the Metro Council for adoption and may provide recommendations to the Metro Council regarding any aspect of the budget.
3. **Anticipated Effects** – Adoption of this ordinance will put into effect the annual FY 2008-09 budget, effective July 1, 2008.
4. **Budget Impacts** – The total amount of the proposed FY 2008-09 annual budget is \$450,397,911 and 749.13 FTE.

**RECOMMENDED ACTION**

The Chief Operating Officer recommends adoption of Ordinance No. 08-1181

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Agenda Item 7.1

**Resolution No. 08-3919**, For the Purpose of Adopting the Regional Travel Options 2008-2013 Strategic Plan.

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE ) RESOLUTION NO. 08-3919  
REGIONAL TRAVEL OPTIONS 2008-2013 )  
STRATEGIC PLAN ) Introduced by Chief Operating Officer  
) Michael J. Jordan, with the concurrence of  
) Council President David Bragdon

WHEREAS, Metro adopted the 2035 federal Regional Transportation Plan on December 13, 2007; and

WHEREAS, Goal 3: Expand Transportation Choices, Objective 3.1 calls for the region to achieve targets for increased walking, bicycling, use of transit and shared ride and reduced reliance on the automobile and drive alone trips; and

WHEREAS, Goal 4: Emphasize Effective and Efficient Management of the Transportation System, Objective 4.1 calls for the region to implement strategies that optimize the regional transportation system to enhance mobility, reliability and safety; and

WHEREAS, Goal 6: Promote Environmental Stewardship, Objective 6.2 calls for the region to reduce transportation-related vehicle emissions to improve air quality so that as growth occurs, the view of the Cascades and the Coast Range from within the region are maintained and greenhouse gas emissions are reduced; and

WHEREAS, the Regional Travel Options Subcommittee of the Transportation Policy Alternatives Committee that provides oversight for the development and evaluation of travel options strategies has gone through a strategic planning process and has developed the Regional Travel Options 2008-2013 Strategic Plan to support implementation of Regional Transportation Plan goals and objectives; and

WHEREAS, the Regional Travel Options 2008-2013 Strategic Plan describes the goals, objectives, strategies and priorities the program will carry out; and

WHEREAS, the Regional Travel Options 2008-2013 Strategic Plan describes the roles of Metro and program partners in carrying out program activities and identifies a base budget to support those activities; now therefore

BE IT RESOLVED that the Metro Council hereby:

1. Approves the mission, goals, strategies and actions in the Regional Travel Options 2008-2013 Strategic Plan.
2. Approves the base budget and funding sub-allocations to program partners described in Appendix B of the Regional Travel Options 2008-2013 Strategic Plan, actual funding levels will be established through the Metropolitan Transportation Improvement Program decision-making process.

ADOPTED by the Metro Council this 3rd day of April 2008.

---

David Bragdon, Council President

Approved as to Form:

---

Daniel B. Cooper, Metro Attorney

# **Regional Travel Options 2008 – 2013 Strategic Plan**

**TPAC DRAFT, adopted 2/22/2008**



**METRO**

PEOPLE PLACES  
OPEN SPACES

**Metro**  
**People places • open spaces**

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy

Your Metro representatives

Metro Council President – David Bragdon

Metro Councilors – Rod Park, District 1; Carlotta Collette, District 2; Carl Hosticka, District 3; Kathryn Harrington, District 4; Rex Burkholder, District 5; Robert Liberty, District 6.

Auditor – Suzanne Flynn

Metro's web site: [www.metro-region.org](http://www.metro-region.org)



**METRO**

PEOPLE PLACES  
OPEN SPACES

**Acknowledgements**

Special thanks to the members of the Regional Travel Options Subcommittee of TPAC for their participation in, and support, for the strategic planning process.

This report is partially funded by the Federal Transit Administration.

*This document is printed on recycled paper.*

## Program Partners



**Drive less. Save more.**  
[www.DriveLessSaveMore.com](http://www.DriveLessSaveMore.com)



**Gresham Regional Center  
TMA**

State of Oregon  
Department of  
Environmental  
Quality

**lloyd dot tma**  
your go to place for get there options



**Multnomah County**



**SMART**  
South Metro Area Regional Transit



**TRI MET**

**Troutdale  
Area TMA**



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## Executive summary

### Introduction

The Regional Travel Options (RTO) Program carries out regional strategies to increase use of travel options, reduce pollution and improve mobility.

Regional travel options include all of the alternatives to driving alone – carpooling, vanpooling, riding transit, bicycling, walking and telecommuting.

The program maximizes investments in the transportation system and relieves traffic congestion by managing travel demand, particularly during peak commute hours.

RTO strategies offer low-cost solutions that:

- Address employer and commuter transportation needs
- Save consumers money
- Reduce vehicle emissions that contribute to air pollution and global warming
- Encourage active travel modes that enhance public health and increase physical activity
- Increase public awareness of the personal and community benefits of travel options

### Mission and policy framework

***Mission:*** *The regional partners will work collaboratively to provide and actively market a range of travel options for all residents and employees of the region.*

### Supports system management policies

Policies at the federal, state and regional level emphasize system management as a cost-effective solution to expanding the transportation system. The RTO program supports system management strategies that reduce demand on the transportation system. RTO strategies relieve congestion and support movement of freight by reducing drive-alone auto trips.

RTO strategies are expected to reduce approximately 86,600,000 vehicle miles of travel (VMT) per year from 2008 to 2013. By 2013, this represents over a 100% increase over 2006 VMT reductions produced by the program. The expected increase in VMT reductions is based upon past program performance, expected revenues, improving measurement and cost-effective investments.

On a daily basis, expected VMT reductions are the equivalent of removing 19,000 autos from the road or 59 miles of autos placed bumper-to-bumper.

## Leverages capital investments

The RTO program supports and leverages capital investments in transit, trails, and other infrastructure by marketing new options to potential riders and users and increasing trips made by transit, walking, cycling and other travel options.

## Supports development of local downtown centers

The RTO program supports the development of local downtown centers by increasing the share of trips made with travel options and decreasing drive-alone auto trips, which reduces traffic congestion and demand for parking and enhances quality of life. RTO is one component in the effort to have half or more of all trips to centers made by transit, walking, cycling, carpooling and other travel options.

## Reduces air pollution and greenhouse gas emissions

Motor vehicles are one of the largest sources of air pollution in the Portland area. The RTO program supports federal, state and regional air quality regulations and reduces the consumption of gasoline and increases the share of trips made with less polluting modes of travel.

### Expected Reductions in Gallons of Gasoline Consumed

Gas	Total	Average per year
Gallons of gasoline	21,100,000	4,220,000
Savings	\$63,300,000	\$12,660,000

Table 1. Total and average annual reduction of gas consumption and the resulting savings. Source: Estimates using DEQ average miles-per-gallon and gas priced at \$3/gallon

### Expected Emission Reductions

Emissions reduced	Total	Average per year
Smog producing volatile organic compounds	616 tons	123 tons
Oxides of nitrogen and carbon monoxide	7,600 tons	1,500 tons
Greenhouse gas (CO <sub>2</sub> )	214,000 tons	42,600 tons
Carcinogenic particulate matter (PM <sub>10</sub> and PM <sub>2.5</sub> )	18.3 tons	3.7 tons
Air toxics (Benzene and four others)	24.2 tons	4.8 tons

Table 2. Total and average annual reduction of tailpipe emissions: Source Metro estimates using DEQ emission factors

## Program Priorities 2008 to 2013

- Support new capital investments in transit, trails and other infrastructure by marketing new options to potential riders and users.
- Reach additional employers and commuters through employer programs.
- Enhance traveler information services.
- Market travel options to new residents and people who relocate in the region.
- Support development of parking management strategies in local downtowns and centers.
- Support public-private partnerships to leverage investments and increase use of travel options in local downtowns and centers.
- Apply individualized marketing strategies in select locations to increase travel options use and decrease single-person car trips.
- Continue implementation of the Drive Less/Save More campaign to increase awareness and use of travel options.

### Program Goals 2008 to 2013

Goal 1: Continue a regional collaborative marketing campaign to increase awareness and use of travel options and reduce drive-alone car trips.

Goal 2: Support employers and commuters to increase the use of travel options for commute trips.

Goal 3: Provide information and services to support increased use of travel options for all trips.

Goal 4: Promote and provide services that support increased use of travel options in local downtowns and centers.

Goal 5: Report progress to aid decision-making and encourage innovation.

Goal 6: Follow a collaborative decision-making structure that provides program oversight and advances the goals and objectives of the Regional Transportation Plan (RTP).

*Table 3. Program Goals*

## **Programs and services**

Metro manages and administers the regional program, measures results, and provides assistance to partners. Public and private partners carry out local strategies through grant agreements. Collaboration among partners is emphasized to leverage resources, avoid duplication and maximize program impacts.

### **Drive Less/Save More marketing campaign**

The campaign encourages people to think before they drive in order to reduce single-person car trips, adopt cost-saving driving habits, and use travel options for non-work trips. Campaign messages reach target audiences through advertising, publicity and community outreach.

### **Individualized marketing projects**

Individualized marketing projects (also called TravelSmart™ or Smart Trips projects) encourage reductions in drive-alone auto trips. The concept, used in more than 300 projects around the world, identifies individuals who want to change the way they travel and uses personal, individualized contact to motivate them to think about their travel options.

### **Portland Transportation Options**

Programs and activities are designed to remove barriers and provide incentives for people to choose travel options with an ultimate goal of reducing vehicle miles traveled by 10% per capita by 2020. Portland's programs include SmartTrips downtown and neighborhood programs, community outreach, and Safe Routes to Schools.

### **Metro Regional Rideshare Services**

Metro works with employers to market rideshare services to employees and provides customized rideshare matching services and vanpool incentives. Incentives for commuter vanpools are provided in partnership with ODOT and C-TRAN.

### **Oregon Department of Environmental Quality (DEQ)**

DEQ's Employee Commute Options (ECO) rules affect employers in the Portland area with more than 100 employees. Employers must survey employees and provide programs and incentives that reduce employee drive-alone trips by 10%. DEQ assists employers with the survey and program development and links them to RTO program resources.

### **SMART Options Employer and Community Outreach**

The City of Wilsonville SMART Options Outreach Program works with Wilsonville area employers and residents to promote transit and other transportation options.

### **Southbound Solutions**

The Vancouver, Washington Commute Trip Reduction Program conducts marketing and outreach to Clark County residents commuting to the Portland Metro area for work and assists Portland-area employers with a large Clark County employee base.

### **TriMet Employer Outreach Program**

TriMet works with employers to encourage increased use of transit and other travel options among employees, offers transit pass programs, and provides one-on-one assistance to employers.

### **Transportation Management Association (TMA) Program**

Transportation Management Associations (TMAs) are public-private partnerships to relieve traffic congestion and pollution. TMAs develop and implement area-specific strategies to reduce drive-alone commute trips.

- Clackamas Regional Center TMA
- Gresham Regional Center TMA
- Lloyd TMA
- Swan Island TMA
- Troutdale TMA
- WTA (Westside Transportation Alliance)

### **Traveler information tools and services**

#### **CarpoolMatchNW.org**

CarpoolMatchNW is the carpool and rideshare-matching site serving Oregon and SW Washington with over 8,800 commuters registered. CarpoolMatchNW.org is an easy convenient way to find someone to share a ride for trips to work or school or one-time trips to recreation destinations and events.

#### **Bike There! map**

Metro's Bike There! map rates selected throughstreets where bicyclists share the road with motorists and is sold in area bike shops and retail outlets. Map information is available at ByCycle.org, an on-line bicycle route-finding tool.

#### **Walk There! 50 Urban Treks in Neighborhoods, Natural Areas and Cities**

The guidebook features 50 walking routes and will be published in partnership with Kaiser Permanente in April 2008 to encourage walking for transportation purposes. Guides will be distributed through Kaiser health education classes, walking events and local walking programs.

## Section 1: Introduction

The RTO program implements regional policies to reduce drive-alone auto trips and personal vehicle miles of travel and to increase use of travel options. The program improves mobility and reduces pollution by carrying out the transit, ridesharing (carpool and vanpool), cycling, walking, telecommuting and carsharing strategies in the RTP. The program maximizes investments in the transportation system and relieves traffic congestion by managing travel demand, particularly during peak commute hours.

RTO strategies offer low-cost solutions that address employer and commuter transportation needs. Employer benefits include reduced parking need and cost, reduced employee absenteeism and late arrivals and improved employee productivity and morale. Transit and rideshare programs enable employers to recruit employees from a wider geographic area.

The program increases public awareness of the personal and community benefits of travel options use. Consumers who reduce their drive-alone auto trips benefit by saving money on fuel, parking and auto maintenance. People who use active travel modes, such as cycling, walking and walking to transit, benefit from increased levels of physical activity. Community benefits include reductions in vehicle emissions that impact human health and contribute to air pollution and global warming.

## Section 2: Mission and policy framework

***Mission:*** *The regional partners will work collaboratively to provide and actively market a range of travel options for all residents and employees of the region.*

### **Supports system management policies**

Policies at the federal, state and regional levels including the Federal Congestion Management Process, the Oregon Transportation Plan, and the RTP emphasize system management as a cost-effective alternative to expanding the transportation system. The RTO program supports system management strategies that reduce demand on the transportation. RTO strategies relieve congestion and support movement of freight by reducing drive-alone auto trips.

RTO strategies are expected to reduce approximately 86,600,000 vehicle miles of travel (VMT) per year from 2008 to 2013. By 2013 this represents over a 100% increase from 2006 VMT reductions produced by the program. The expected increase in VMT reductions is based upon past program performance, expected revenues, improving measurement and cost-effective investments, and is described in more detail in Appendix A.

On a daily basis, expected VMT reductions are the equivalent of removing 19,000 autos from the road or 59 miles of autos placed bumper-to-bumper.

In 2008 to 2013, the RTO program will work with the Regional Mobility Program to develop and recommend policies and investment strategies to implement the RTP system management concept. In addition, RTO will develop and identify system management partnership and collaboration opportunities, particularly around the development and enhancement of traveler information systems.

### **Supports capital investments**

The RTO program supports and leverages capital investments in transit, trails, and other infrastructure by marketing new options to potential riders and users and increasing trips made by transit, walking, cycling and other travel options.

In 2008 to 2013, the RTO employer outreach programs will conduct outreach to employers adjacent to the WES (Westside Express Service) commuter rail line and the I-205 light rail line (MAX Green Line).

### **Supports development of local downtown centers**

In the region's long-range plan, the 2040 Growth Concept, high-quality development in centers and along transit corridors is key to maintaining the livable communities and natural beauty that make our region special. The plan designates regional and town centers and calls for growth to be concentrated in these centers - as well as main streets, station communities and corridors - in order to use urban land most efficiently.

The RTO program supports the development of local downtown centers by increasing the share of trips made with travel options and decreasing drive-alone auto trips, which reduces traffic congestion and demand for parking and enhances the quality of life. RTO is one component in the effort to have half or more of all trips to centers made by transit, walking, cycling, carpooling and other travel options.

### **Reduces air pollution and green house gas emissions**

Motor vehicles are one of the largest sources of air pollution in the Portland area. The RTO program supports federal, state and regional air quality regulations, reduces the consumption of gasoline and increases the share of trips made with less polluting modes of travel. RTO strategies are expected to reduce consumption of gasoline by 4,500,000 gallons each year, which will result in significant decreases in emissions of greenhouse gases, smog producing compounds, air toxics and particulate matter. See Appendix A for details.

### **Supports Metro Council goals and objectives**

The RTO program supports the following Metro Council goals and objectives:

Goal 1. Healthy Environment - Council Objective 2.6: Residents' health is enhanced by exceptionally clean air and water.

Goal 2. Vital Economy - Council Objective 3.1: Land is available to meet the need for housing and employment; and Council Objective 3.3: Access to jobs, services, centers and industrial areas is efficient.

Goal 3. Great Places - Council Objective 1.2 - The region's centers and corridors are distinctive, attractive and efficient and while fully developed they are also continually and dynamically re-creating themselves.

### **Section 3: 2008 to 2013 program priorities**

#### **Employer outreach**

- Promote travel options to employers and commuters. Target commuters with potential to use WES (Westside Express Service) commuter rail and I-205 light rail (MAX Green Line).
- Support the Southbound Solutions marketing campaign to reach Clark County commuters who travel to the Portland area.
- Enhance coordination of employer outreach strategies to maximize investments and avoid duplication.

#### **Traveler information services**

- Update CarpoolMatchNW.org to enhance the site's usability and reduce administrative costs.
- Explore development of a regional multi-modal trip-planning tool to aid travel decision making for all trip purposes.

#### **Outreach to new residents and people who relocate**

- Relocation is a key time for people to consider travel options and change travel habits. The RTO program will identify target market segments among new residents and develop strategies to market travel options and services to those audiences.

#### **Parking management**

- Parking management results in positive impacts across land use, managing the transportation system and supporting the economy. Parking is often considered "free" by the public and assumed to be the cost of doing business for companies. The RTO program will partner with employers, developers and local jurisdictions to help manage parking through employer outreach and RTO grants.



- Potential projects include: designate spaces for carpools and vanpools, install prominent bike parking, assist employers to discontinue parking subsidies for employees, help implement shared parking agreements between property owners that result in fewer auto trips and help implement parking pricing or short term parking zones that free up parking in business and retail centers while encouraging drivers with long-term parking needs to try carpooling, transit or other options.

### **Public-private partnerships**

- Support public-private partnerships to leverage investments and increase use of travel options in local downtowns and centers.
- Update regional TMA policy and explore funding options.

### **Individualized marketing**

- Apply individualized marketing strategies in select locations to increase travel options use and decrease single-person car trips.

### **Drive Less/Save More**

- Continue implementation of the Drive Less/Save More campaign to increase awareness and use of travel options.

## **Section 4: Regional Travel Options programs and services**

### **Program history**

The program has been funded for more than 20 years, and has grown to include a variety of regional partners and stakeholders including area business associations and chambers of commerce, local transportation management associations, transportation and public health advocacy organizations, local governments and partner agencies.

In 2003, program partners saw a need to more actively market travel options through a unified regional marketing program and developed the *Regional Travel Options Program 5-Year Strategic Plan* to articulate the mission, goals and objectives of the re-named program. The Metro Council approved the strategic plan in 2004. The plan placed an emphasis on coordinating regional marketing activities and recommended that program management shift from TriMet to Metro.

The 2003 strategic plan defined regional travel options to include all of the alternatives to driving alone – carpooling, vanpooling, riding transit, bicycling, walking and telecommuting– and emphasized collaboration and integration to produce a program with measurable results and tangible impacts.

Metro assumed management of the program in 2006 and is responsible for management and coordination of regional initiatives, such as the Drive Less/Save More marketing campaign, administration of grant agreements with local jurisdictions and TMAs and evaluation and measurement of program results.

## **Program structure for 2008 to 2013**

Metro manages and administers the program. Public and private partners carry out local strategies through grant agreements. Collaboration among partners is emphasized to leverage resources, avoid duplication and maximize program impacts.

### **Marketing programs**

Collaborative marketing activities will be coordinated by Metro and include management of the Drive Less/Save More marketing campaign and administration of grant agreements with local jurisdictions and organizations to carry out the collaborative marketing goals and objectives.



### **Drive Less/Save More marketing campaign**

The campaign encourages people to think before they drive in order to reduce single-person car trips, adopt cost-saving driving habits and use travel options for non-work trips. ODOT, Metro, Washington County, TriMet and other public and private partners launched the campaign in February 2006.

To date the campaign has reached 98% of the region's residents through television, radio and outdoor (billboard and transit) advertising, earned (free) media and community outreach. A June 2007 survey found that 27% of metro area residents recall seeing, reading or hearing about the Drive Less/Save More campaign. Of those who recalled the Drive Less/Save More campaign, 56% said they have taken action to reduce single person car trips as a result of seeing the campaign (this translates to 14% of the total survey sample).

### **Individualized marketing projects**

Individualized marketing projects (also called TravelSmart™ or Smart Trips projects) are an innovative way to encourage reductions in drive-alone auto trips. The concept, used in more than 300 projects around the world, identifies individuals who want to change the way they travel. Personal, individualized contact is used to motivate people to think about their travel options. The projects provide customized information and training to help people take transit, bike, walk or carpool for some of their trips. Those who don't want information are left alone. To date projects have reached neighborhoods in Portland and Milwaukie. Individualized marketing projects are expected to reduce approximately 19,000,000 vehicle miles of travel per year. See appendix A for details.

## Employer and commuter programs

Metro, Oregon DEQ, TriMet, Wilsonville SMART, Vancouver Commute Trip Reduction Program, Portland Transportation Options and TMAs carry out employer and commuter programs. Employer and commuter programs are expected to reduce approximately 47,660,000 vehicle miles of travel per year. See appendix A for details.



### Oregon Department of Environmental Quality (DEQ)

DEQ's Employee Commute Options (ECO) rules affect employers in the Portland area with more than 100 employees. The ECO rules are part of Portland's Ozone Maintenance Plan that ensures the Portland-Vancouver area will meet the federal health-based ozone standard in spite of continued population growth. Employers must provide incentives for employee use of alternative commute options. The incentives must have the potential to reduce commute trips to the work site by ten percent from an established baseline. Employee surveys determine the baseline and measure progress toward this goal. DEQ assists employers with the survey and program development and links them to RTO program resources.



### Metro Regional Rideshare Program

Metro works with employers to market rideshare services to employees and provides customized rideshare matching services and vanpool incentives. The program targets employment sites with the greatest potential for ridesharing, generally those that are not located close to transit service, but will work with any interested employer. Incentives for commuter vanpools are provided in partnership with ODOT and C-TRAN.



### Portland Transportation Options

Programs and activities are designed to remove barriers and provide incentives for people to choose travel options with an ultimate goal of reducing vehicle miles traveled by 10% per capita by 2020. Each year SmartTrips neighborhood programs target a different area within the city to decrease drive alone trips, increase use of

travel options, and increase accessibility and neighborhood livability. This program provides area residents with personalized transit, cycling and walking information, and offers Ten Toe Express walks, Women on Bikes rides and clinics, and Portland By Cycle neighborhood rides.

SmartTrips Downtown reaches thousands of downtown employees with individualized travel options information and incentives. In addition, Portland uses a variety of outreach tools and opportunities to reach residents at community events and coordinates Safe Routes to Schools programs.



### **TriMet Employer Outreach Program**

TriMet has been working with employers since the 1980s to encourage increased use of transit and other travel options among employees. TriMet targets employers affected by Employee Commute Options (ECO) Rules but will work with any interested employer. The program includes one-on-one assistance to employers, transportation coordinator training, transportation fairs, and promotional events in the community. In addition, TriMet works with employers to offer their Universal Pass program and other programs that provide transit passes to employees, sometimes subsidized by the employer.



### **SMART Options Employer and Community Outreach**

The City of Wilsonville SMART Options Outreach Program works with Wilsonville area employers and residents to promote transit and other transportation options. The primary goals of the program are to increase awareness of transportation options available in Wilsonville and the region, reduce drive alone trips, and increase communication between the City of Wilsonville, local businesses of all sizes, community organizations and regional partners.



### **Southbound Solutions**

The Vancouver, Washington Commute Trip Reduction Program conducts Southbound Solutions marketing and outreach to Clark County residents commuting to the Portland Metro area for work in partnership with RTO employer programs and area TMAs. The campaign targets employers with a large Clark County employee base and works with employer transportation coordinators to reach commuters.

## Transportation Management Association (TMA) program

TMA's are nonprofit coalitions of local businesses and/or public agencies that work to strengthen partnerships with businesses to reduce traffic congestion and pollution by improving commuting options for their employees. There are six TMA's in the region that develop and implement area specific strategies for reducing drive-alone commute trips. A feasibility study for a South Waterfront TMA is in progress. TMA's receive annual grants from the RTO program to implement trip reduction strategies and are expected to reduce 3,500,000 vehicle miles of travel per year. See appendix A for details.



### Clackamas Regional Center TMA

The Clackamas Regional Center Transportation Management Association (CRC-TMA) addresses the growing transportation and transit accessibility needs of the Clackamas Regional Center business community. CRC-TMA is a local organization of business leaders and government agencies that provides solutions to combat traffic congestion and promote transit and other employer/employee transportation options.

### Gresham Regional Center TMA

GRCTMA was created in 2001 with the intent of bolstering economic development for the Gresham area by providing safe and viable transportation options for employees, customers and visitors to the regional center.



### Lloyd TMA

A non-profit business association representing large and small employers in the Lloyd District of Northeast Portland, Lloyd TMA provides transportation programs and services with clear member benefits and assists employers with ECO Rule compliance. The TMA also provides a forum for businesses and neighborhood associations to work together and coordinates committees working directly on Lloyd District transportation issues.

### Swan Island TMA

A project of the Swan Island Business Association, the TMA will expand transportation options for Swan Island employees to facilitate the continuing growth and success of area businesses and improve the movement of people, products, services and freight.



### Troutdale TMA

A program of the West Columbia Gorge Chamber of Commerce, Troutdale TMA works to promote the use of transportation options in Troutdale to tourists, employers and employees, and supports the development of infrastructure that supports increased use of travel options.



### **WTA (Westside Transportation Alliance)**

The Westside Transportation Alliance (WTA) is an association of businesses and public agencies in Washington County that offers workplace services and programs to help employees commute to work by transit, carpool, vanpool, walking and cycling.

### **Traveler information tools and services**

The RTO program supports regional traveler information tools and services, provides grants for the development of local cycling and walking maps, and pedestrian and cycling way-finding signs.



### **CarpoolMatchNW.org**

CarpoolMatchNW is the rideshare-matching site serving Oregon and SW Washington. Over 8,800 commuters are currently registered. The service is administered by Metro. The website is hosted and maintained by the city of Portland through an agreement with Metro. CarpoolMatchNW.org is an easy way to find someone to share a ride for trips to work or school or one-time trips for recreation or community events. Metro markets the site to potential customers and provides support to site users.

### **Bike There! map**

Metro's Bike There! map has guided cyclists through the region's streets, paths and bike lanes for 25 years. The map rates through-streets where bicyclists share the road with motorists. Bike There! is sold in area bike shops and retail outlets to generate funds for map updates. Map data is shared with ByCycle.org, an on-line bicycle route-finding tool.

### **Walk There! 50 Urban Treks in Neighborhoods, Natural Areas and Cities**

The guidebook features 50 walking routes in the Portland-Vancouver area and will be published in partnership with Kaiser Permanente in April 2008 to encourage walking for transportation purposes. Guides will be distributed through Kaiser's health education classes, walking events and local walking programs.

## Section 5: Goals, objectives and strategies

RTO program goals, objectives and priority strategies are listed below. Strategies were prioritized based on potential to reduce vehicle miles traveled (VMT), potential to increase use of travel options, cost effectiveness and other criteria which are listed in Appendix E. Expected VMT reductions are listed by goal in Appendix A.

### Goal 1: Collaborative marketing

***Continue a regional collaborative marketing campaign to increase awareness and use of travel options and reduce drive-alone car trips.***

**Objective 1.1 - Continue a broad-based travel options marketing campaign that invites people to think about how they travel around the region.**

#### **Strategy 1.1.1: Drive Less/Save More Campaign**

- Work with the Oregon Department of Transportation (ODOT) and campaign partners to continue the Drive Less/Save More marketing campaign. Support implementation of campaign strategies, including media advertising, earned (free) media, web-based advertising, publicity and outreach at community events.
- Develop strategies to support effective use of new and emerging web-based communication tools including social networking web sites.

**Objective 1.2: Develop and provide travel options services to targeted communities and audiences.**

#### **Strategy 1.2.1: Neighborhood-based individualized marketing projects**

- Reach large residential areas that meet specific criteria, such as close proximity to destinations and services, with neighborhood-based individualized marketing projects. Projects will deliver local travel options information and services to interested residents to increase transit, walking and cycling trips and reduce drive-alone auto trips.
- Consider project variations such as targeting specific populations (e.g., seniors) not in the same neighborhood.

#### **Strategy 1.2.2: Promote and distribute Walk There! walking guide**

- Promote and support distribution of the “Walk There! 50 Urban Treks” guide book produced by the RTO program in partnership with Kaiser Permanente to support increased levels of walking for transportation purposes.
- Generate earned media publicity that showcases the “Walk There!” routes, related walking events and programs, and disseminates pedestrian encouragement and safety messages.

**Strategy 1.2.3: Reach new residents and people who relocate**

- Explore, develop and implement strategies to reach new residents of the region and people who move. Relocation is a key time for people to re-evaluate their travel options. Explore opportunities to partner with developers, realtors, tenant and homeowner associations and organizations that work with immigrants to distribute information about travel options and resources.

**Strategy 1.2.4: Reach drivers impacted by construction projects**

- Explore opportunities to partner with capital project planning and funding partners to reach drivers impacted by construction with information about how to avoid delays as well as information about travel options and services, such as transit options, and vanpool and ride-matching services.

**Strategy 1.2.5: Reach families with children**

- Explore opportunities to partner with and support Safe Routes to School programs in the region to disseminate information about travel options and services to families with children.

**Objective 1.3: Support collaboration and encourage coordination of RTO partner marketing activities.**

**Strategy 1.3.1: Support collaboration and distribute best-practices information**

- Support collaboration of RTO partners' marketing activities through quarterly working group meetings and on-line information sharing.
- Distribute information about relevant best practices through e-newsletters, seminars and brown bag lunch meetings.

**Strategy 1.3.2: Regional conference**

- Explore opportunities to develop or sponsor a regional conference to disseminate information about effective travel options strategies and best practices to elected officials, land use and transportation planners, business associations and chambers of commerce, employer transportation coordinators, environmental and public health practitioners and officials, and other audiences.



## **Goal 2: Commuter services**

***Support employers and commuters to increase the use of travel options for commute trips.***

### **Objective 2.1: Market and provide travel options services to employers and commuters**

#### **Strategy 2.1.1: Employer outreach programs and services**

- Metro, the Oregon Department of Environmental Quality (DEQ), TriMet, SMART, C-TRAN, local jurisdictions, Transportation Management Associations (TMAs), and other public and private partners will work together to market travel options services to employers and commuters.
- Market WES (Westside Express Service) commuter rail and I-205 light rail (MAX Green Line) to adjacent employment sites.
- Provide vanpool fare incentives and develop a partnership with C-TRAN to provide bi-state vanpool services.
- Partner with the Vancouver Commute Trip Reduction Program to implement the Southbound Solutions marketing project aimed at commuters who travel from Clark County, Washington to the Portland area for work.
- Explore and implement new strategies to reach commuters, such as individualized marketing to clusters of employees in commercial centers and employment areas.

#### **Strategy 2.1.2: Employer-based trip reduction campaigns**

- Sponsor regional events and competitions that encourage and increase use of travel options. Provide incentives including prizes and public recognition for participating commuters and employers.

### **Objective 2.2 - Support coordination of RTO employer outreach marketing activities.**

#### **Strategy 2.2.1: Support marketing partners' coordination and collaboration**

- Coordinate and target employer outreach marketing program activities to support cost effective delivery of materials and services to employers and commuters.
- Develop a shared online commute tracker tool to support employer incentive programs.

- Explore and develop tools to enhance coordination, such as a shared contact management database.

### **Goal 3: Traveler information tools**

**Provide information and services to support increased use of travel options for all trips.**

#### **Objective 3.1: Develop and enhance web-based traveler information tools.**

##### **Strategy 3.1.1: Update and enhance ride-matching online - CarpoolMatchNW.org**

- Continue to sustain and promote a regional web-based ride-matching tool to support carpooling and vanpooling for commute trips, as well as one-time ride matching for recreational and other trip purposes.
- Update CarpoolMatchNW.org to reduce service delivery costs, enhance customer satisfaction and support program measurement.
- Explore opportunities to partner with Washington State DOT and others to enhance bi-state ride-matching services.

##### **Strategy 3.1.2: Explore development of a regional multi-modal trip-planning tool**

- Explore development of a regional multi-modal trip-planning tool that provides travel mode choice information, including transit and vanpool routes and schedules, rideshare matching, bicycle routes and bike buddy matching and information about multi-use trails.
- Work with system management partners, area transit operators and private sector partners to identify opportunities for collaboration and cost-sharing to support tool development.

#### **Objective 3.2: Develop maps and collateral materials to support RTO marketing activities.**

##### **Strategy 3.2.1: Develop and distribute bike, walking and transit system maps**

- Research, develop and distribute maps and local travel options guides to support increased cycling, walking and transit use. Update regional Bike There! map.

##### **Strategy 3.2.2: Research and develop white papers and fact sheets to support consistent messaging in RTO marketing activities.**

- Research, develop and distribute white papers or fact sheets around the following topics: RTO program overview; global warming and transportation; congestion and mobility; impact of travel options use on the economy, consumers and business; physical activity and parking management.

## **Goal 4: Downtowns and centers**

***Promote and provide services that support increased use of travel options in local downtowns and centers.***

**Objective 4.1: Leverage investments and unique qualities of local downtowns and centers to make progress toward mode split targets defined in the RTP.**

**Strategy 4.1.1: Support public-private partnerships**

- Develop and support public-private partnerships to leverage public investments and implement an ongoing and increasing level of travel options/transportation demand management strategies in local downtowns and centers.
- Support TMA feasibility studies and provide start-up funds for one to two new TMAs for three years. Update regional TMA policy to better address program goals and enhance local capacity to carry out RTO strategies. Support information sharing among current TMAs and quarterly meetings of TMA directors.
- Develop and enhance partnerships with business associations, chambers of commerce, carsharing organizations and others to advance RTO program goals and objectives in centers.

**Strategy 4.1.2: Study and implement parking management strategies**

- Provide funds to study and implement parking management strategies, particularly when there is the potential of financial return to support local travel options strategies and programs.

**Strategy 4.1.3: Support projects in centers that enhance or promote travel options**

- Support projects in centers that enhance or promote travel options, such as end-of-trip facilities and pedestrian and bicycle way-finding signs and systems.
- Support small-scale marketing in centers such as promotion of circulation transit service and guides to local activity.

**Strategy 4.1.4: Support location-efficient living strategies**

- Support programs that promote and advance location-efficient living strategies that reduce drive-alone auto trips and increase use of transit, walking and cycling in centers.

## **Goal 5: Measurement**

***Report progress to aid decision making and encourage innovation.***

**Objective 5.1: Apply appropriate measures to programs and report findings to support investment in cost-effective strategies.**

**Strategy 5.1.1: Measure program performance and communicate results**

- Metro will provide technical assistance to partners to support program measurement, develop measurement reports, provide data to an independent program evaluator every two years and communicate results to advisory committees and program stakeholders.
- Recipients of RTO grants and funding are expected to track and measure program outputs and outcomes.

**Strategy 5.1.2: Regional awareness and customer satisfaction survey**

- Conduct a regional public awareness and customer satisfaction survey every two years to track program effectiveness.

**Strategy 5.1.3: Information partnerships**

- Explore partnerships with other agencies, organizations, and academic institutions that result in useful data for trip planning and traveler information tools. Partner with research and evaluation projects that complement RTO work in the area of parking management, centers, construction and development.

**Strategy 5.1.4: Online database**

- Explore online tool for storing data, analysis and reporting. Tools would be accessible to RTO partners and centralize information for RTO staff.

## **Goal 6: Policy and funding**

***Follow a collaborative decision-making structure that provides program oversight and advances the goals and objectives of the RTP.***

**Objective 6.1: Support strategic and collaborative program oversight.**

- Metro will support meetings and activities of the RTO subcommittee of the Transportation Policy Alternatives Committee (TPAC). The subcommittee will recommend strategic plan updates, annual work plans and budgets, and RTO policies for approval by TPAC, JPACT (Joint Policy Advisory Committee on Transportation) and the Metro Council.

- The subcommittee will review RTO grant applications and select projects that implement strategic plan priorities.

**Objective 6.2: Coordinate RTO program strategies and investments with the Regional Mobility Program.**

- Develop a senior-level policy task force in partnership with the Regional Mobility Program. The task force will develop and recommend policies and investment strategies to implement the RTP system management concept.

**Objective 6.3: Develop regional policies that support travel options strategies**

- Continue to track and support the development of RTP policies and other state, regional and local policies that support increased use of travel options.

**Objective 6.4: Develop an equitable and sustainable funding plan.**

- Develop grant selection criteria that consider environmental justice impacts and regional equity.
- Seek additional funds to leverage federal Congestion Mitigation Air Quality (CMAQ) funding and support RTO program priorities including grants, sponsorships and cost-sharing partnerships. Secure funds from ODOT to continue the Drive Less/Save More marketing campaign.

## **Appendices**

- A. Expected reductions in vehicle miles traveled and related benefits**
- B. Program budgets**
- C. Preferred grant projects**
- D. Employer outreach work program**
- E. Summary of RTP goals and supporting RTO strategies**
- F. Plan development process**
- G. Environment scan**

## A. Expected reductions in vehicle miles traveled and related benefits

Implementing the RTO strategic plan is expected to reduce more vehicle miles traveled and increased benefits to air quality, gasoline conserved and the savings from conserving gasoline. Vehicle miles reduced (VMR) annually is expected to increase from the 2006 approximation of 42,000,000 annually to 101,000,000 annually; 140% increase. The reasoning for this sharp increase is based on:

- Past performance
- Improving measurement
- Small increases in budget
- Cost-effective investments, both existing and new

There are several reasons, known in advance, why the expected VMR might not be reached. They are:

- An RTO region-wide survey scheduled for spring 2008 will help estimate the marketing and outreach programs that overlap (e.g., the same person is reached by 2 or 3 programs). The extent of this overlap will determine if fewer VMR are expected.
- RTO Grants are likely to be diverse and some are likely to go for marketing efforts raising awareness but not attributed to VMR. Some may favor outcomes such as physical activity or transportation options for seniors. Some may pay for end-of-trip facilities like bike racks that have a longer return on investment in VMR.
- If budgets are reduced, measurement is likely to be reduced making both harder to reach the expected VMR and harder to estimate VMR.

Awareness of, participation in, and satisfaction with travel options programs are all expected to grow. RTO is working to benchmark and then track each of these measures during the course of this strategic plan.

The following expected reductions in vehicle miles traveled are rooted in the success of past efforts and the cost of those efforts. Metro RTO staff created a factor for each budget expenditure to illustrate expected VMR. More method details follow.

Expenditures	FY09	FY10	FY11	FY12	FY13
Program Admin & Coordination	n/a	n/a	n/a	N/a	n/a
Collaborative Marketing*	2,900,000	2,900,000	2,800,000	2,700,000	2,600,000
RTO Grants	8,900,000	8,900,000	10,000,000	10,000,000	9,000,000
TMA	3,500,000	3,500,000	3,500,000	3,500,000	3,500,000
Commuter	45,000,000	46,300,000	47,600,000	49,000,000	50,400,000
Information Tools	400,000	400,000	400,000	400,000	400,000
Vanpool	3,300,000	3,400,000	3,500,000	3,600,000	3,800,000
Individualized Marketing	0	15,400,000	28,100,000	21,900,000	31,500,000
Evaluation	n/a	n/a	n/a	N/a	n/a
Estimated Total	64,000,000	81,000,000	96,000,000	91,000,000**	101,000,000

Table. Expected annual vehicle miles reduced by expenditure. Source: Metro

\*One component of collaborative marketing has been benchmarked: Drive Less/Save More. Regional awareness was 27% in spring 2007. RTO staff did not estimate how this percentage is likely to increase.

\*\*The dip in expected VMR is related to the timing of individualized marketing projects. RTO has budgeted for large-scale individualized marketing in 2009 and 2010. Practitioners in Australia and Portland believe that the effect of individualized marketing wears out after time. Portland State University will be studying this effect in detail. For now, a rule-of-thumb is applied: individualized marketing affects transportation choice for 5 years. Therefore, figures above have been reduced by 1/5<sup>th</sup> of the original amount each year for 5 years. In FY12, the effect from several large-scale individualized marketing projects is expected to wane and then another project in FY13 will pick up the VMR.

RTO Staff calculated expected VMR to help illustrate the potential impact of implementing the RTO 5-year strategic plan. They are not outputs of Metro transportation modeling. RTO Staff used the average between high and low VMR estimates from 2005-2006 evaluation. Past budgeted amounts were then divided by VMR. For example:

\$20,000 spent on a program that reduced 1,000,000 VMR = \$0.02/VMR

If expenditures show \$40,000 in the Strategic Plan for the same or a similar strategy:

\$40,000 \* \$0.02

1 VMR = 2,000,000 VMR

If no similar project was available, \$0.05/VMR was used.

\$10,000 buying one VMR per nickel = \$10,000 divided by .05 = 200,000 VMR.

VMR were not estimated for marketing projects to raise awareness or expenditures for administration, marketing coordination, evaluation and measurement.

The following is simply an average of the five years of the strategic plan to illustrate a per-year figure.

Expenditures	Total	Average per year
Program Admin & Marketing Coordination	n/a	N/a
Collaborative Marketing	13,900,000	2,780,000
RTO Grants	46,800,000	9,260,000
TMA	17,500,000	3,500,000
Commuter	238,300,000	47,660,000
Information Tools	2,000,000	400,000
Vanpool	17,600,000	3,520,000
Individualized Marketing	96,900,000	19,380,000
Evaluation & Measurement	n/a	n/a
Estimated Total	433,000,000	86,600,000

*Table. Total and average annual reduction in vehicle-miles traveled by expenditures. Source: Metro*

VMR means reduced tailpipe emissions. Metro RTO staff collaborated with Oregon Department of Environmental Quality to estimate per-mile emission factors for passenger vehicles in the region. Emission factors were current as of 2006. The following table shows the amount of emissions expected to be reduced – a direct factor of the VMR in the tables above.



<b>Emissions reduced</b>	<b>FY09</b>	<b>FY10</b>	<b>FY11</b>	<b>FY12</b>	<b>FY13</b>
Smog producing volatile organic compounds	91 tons	115 tons	137 tons	129 tons	144 tons
Oxides of nitrogen and carbon monoxide	1,100 tons	1,400 tons	1,700 tons	1,600 tons	1,800 tons
Greenhouse gas (CO <sub>2</sub> )	32,000 tons	40,000 tons	47,000 tons	45,000 tons	50,000 tons
Carcinogenic particulate matter (PM <sub>10</sub> and PM <sub>2.5</sub> )	2.7 tons	3.4 tons	4.1 tons	3.8 tons	4.3 tons
Air toxics (Benzene and four others)	3.6 tons	4.5 tons	5.4 tons	5.1 tons	5.7 tons

*Table. Expected annual reduction of tailpipe emissions. Source: Metro estimates using DEQ emission factors*

<b>Emissions reduced</b>	<b>Total</b>	<b>Average per year</b>
Smog producing volatile organic compounds	616 tons	123 tons
Oxides of nitrogen and carbon monoxide	7,600 tons	1,500 tons
Greenhouse gas (CO <sub>2</sub> )	214,000 tons	42,600 tons
Carcinogenic particulate matter (PM <sub>10</sub> and PM <sub>2.5</sub> )	18.3 tons	3.7 tons
Air toxics (Benzene and four others)	24.2 tons	4.8 tons

*Table. Total and average annual reduction of tailpipe emissions. Source: Metro estimates using DEQ emission factors*

DEQ provided an estimate of gas consumption for the average passenger vehicle in the region: 20.56 miles per gallon. Metro RTO staff chose \$3 per gallon as a rounded average of the cost per gallon of gas. The following table shows the gallons of gas saved and resulting savings - a direct factor of the VMR in the tables above.

<b>Gas</b>	<b>FY09</b>	<b>FY10</b>	<b>FY11</b>	<b>FY12</b>	<b>FY13</b>
Gallons of gasoline	3,100,000	3,900,000	4,700,000	4,400,000	4,900,000
Savings	\$9,300,000	\$11,700,000	\$14,100,000	\$13,200,000	\$14,700,000

*Table. Expected annual reduction of gas consumption and the resulting savings. Source: Metro estimates using DEQ average miles-per-gallon*

<b>Gas</b>	<b>Total</b>	<b>Average per year</b>
Gallons of gasoline	21,100,000	4,220,000
Savings	\$63,300,000	\$12,660,000

*Table. Total and average annual reduction of gas consumption and the resulting savings. Source: Metro estimates using DEQ average miles-per-gallon*

Metro RTO Staff estimated how many fewer auto trips will be made each day. The estimate divides VMR by 365 days and then by the average drive-alone distance in the region for a one-way trip, times 2 to make it a round trip. While this is a very in-exact method, the estimate is validated by results from auto trips reduced by the employer program (captured in employee commute options (ECO) surveys). To illustrate the impact this set of cars has on the transportation system, RTO Staff divided by an average full-size car length of 16 feet, 4 inches and stretched that out over one lane, bumper-to-bumper.

	<b>FY09</b>	<b>FY10</b>	<b>FY11</b>	<b>FY12</b>	<b>FY13</b>
Autos	14,000	18,000	21,000	20,000	22,000
Miles of autos placed bumper-to-bumper	43	56	65	62	68

*Table. Expected daily reduction in autos using the transportation system and an illustration of their potential impact. Source: Metro estimates using Metro average for a drive-alone trip length*

## B. Base and preferred program budgets

RTO STRATEGIC PLAN BUDGET 2008-2013					
Revenues	(PROPOSED) FY 08-09	(PROJECTED) FY 09-10	(PROJECTED) FY 10-11	(PROJECTED) FY 11-12	(PROJECTED) FY 12-13
a. MTIP	1,988,790	1,800,000	2,397,000	2,000,000	2,500,000
MTIP Individualized Marketing	500,000				
b. ODOT Marketing	600,000	500,000	500,000	500,000	500,000
BETC	34,000	40,000	41,200	42,436	43,709
Bike There!	30,000	30,000	30,000	30,000	30,000
C-Tran	100,000	100,000	103,000	103,000	106,090
ODOT Vanpool	125,268	150,000	154,500	154,500	159,135
Metro match	63,069	64,960	66,908	68,915	70,982
Partners match	226,504	200,265	262,039	221,267	273,093
<b>Total revenues</b>	<b>3,667,631</b>	<b>2,885,225</b>	<b>3,554,647</b>	<b>3,120,118</b>	<b>3,683,009</b>
<b>Expenditures</b>					
Program Admin & Marketing Coordination	55,684	57,355	59,075	60,847	62,672
Collaborative Marketing	825,443	850,206	875,712	901,983	929,042
RTO Grants	607,948	365,397	467,721	610,288	489,585
c. TMA	311,553	284,500	173,500	173,250	173,250
Commuter	231,294	238,232	245,378	252,739	260,321
TriMet	412,409	424,781	437,524	450,649	464,168
SMART	66,713	68,714	70,775	72,898	75,084
d. Information Tools/Bike There!	60,000	80,000	80,000	50,000	50,000
Regional Vanpool	296,916	305,823	314,997	324,446	334,179
Individualized Marketing	595,575		613,442		615,000
Evaluation & Measurement	204,095	210,217	216,523	223,018	229,708
<b>Total expenditures</b>	<b>3,667,631</b>	<b>2,885,225</b>	<b>3,554,647</b>	<b>3,120,118</b>	<b>3,683,009</b>

All expenditures include required matching funds.

- a. 10-11 MTIP includes \$500,000 for ind. mktg. Also projected \$500,000 for 12-13.
- b. Assumes ongoing funding from ODOT.
- c. Assumes six existing TMAs plus a seventh (S. Waterfront) in start-up phase until FY 11-12. No inflation factored.
- d. Includes cost of participation in WSDOT ridematching system, plus partial funding for enhanced trip planning capabilities.

## DRAFT RTO Preferred Budget

Purpose: The purpose of the following list to form the basis of the RTO programs preferred budget. The 5-Year RTO Strategic Plan meets the current RTO budget for the years 2008-2013. RTO partners and staff aspire to grow the program. The following is a list of promising ways to allocate \$3 million in additional revenue annually.

Rank*	Short Name	Draft Strategy Description	Increase to Annual Budget
1	Employer Outreach	<ul style="list-style-type: none"> <li>- Double the effort on employer outreach:                             <ul style="list-style-type: none"> <li>- Approximately 200,000 employees are served by the employer outreach program (around 1/4 of employees in the region). Approximately 2,000 employment sites are served (possibly only 1/20th of all employment sites).</li> <li>- Increase rideshare services.</li> <li>- Explore and implement individualized marketing to employees.</li> </ul> </li> </ul>	\$900,000
2	Information Tools	<ul style="list-style-type: none"> <li>- Implement a multi-modal trip planner strategy that makes the best use of public resources. Most likely, public resources are best spent on data collection while private partners create the interface and features (e.g., Traffic.com).</li> <li>- 50/50 bike/walk map program offered to local jurisdictions interested in matching 50% of the design, production, marketing and distribution costs.</li> <li>- 30/70 walking guide program where RTO would offer map making and measurement service up to 30% of the cost to design, produce, market and distribute a walking guide program.</li> </ul>	\$400,000
3	Region-wide New Resident Program	<ul style="list-style-type: none"> <li>- Depending on the availability and prices for specialized lists of who new residents are (e.g., relocated within the region, relocated to "bedroom community," young, retired, etc.)</li> <li>- Reach ALL new residents in the region – if there is 1% growth per year, that is approximately 13,000 new residents.</li> <li>- Provide 6 months of individualized marketing services to help new residents make efficient use of their location and options.</li> <li>- Offer TODs and other location-efficient developments a slightly customizable version of the new resident program.</li> <li>- Emphasize sustainability and financial savings.</li> </ul>	\$400,000
3	Region-wide Parking Management Implementation	<ul style="list-style-type: none"> <li>- Hire or contract with a parking planner to lead implementation of context-sensitive solutions across the region. This effort follows the TGM for Beaverton and Hillsboro. To constitute a region-wide project, the effort would simultaneously cover 10 additional centers. One central issue would be addressed by rolling out parking management in a concentrated effort: business competition between centers.</li> <li>- Offer to study feasibility of carsharing in center and implement a program to locate several cars in publicly accessible areas.</li> </ul>	\$300,000
4	Centers Infrastructure and Marketing	<ul style="list-style-type: none"> <li>- Increase public private partnerships.</li> <li>- Bike rack cost share program (Minneapolis offers 50/50 for certain locations). Interested Local jurisdictions would apply and install racks. Projects would encourage using a car parking space in prominent, accessible areas of the center. Project could include elements such as the "bike oases" on SE Hawthorne Blvd. in Portland – sheltering roof, etc.</li> <li>- 50/50 way-finding cost sharing program would fund projects that connect walkers and bicyclists to public facilities (libraries, parks, transit centers, government services), historic sites and key shopping/service areas. Way finding elements could include signage, kiosks and sidewalk or bike lane treatments to designate route (e.g., Boston's bricked Freedom Trail).</li> <li>- Provide a package of marketing and outreach services to build ridership on new circulator transit service in centers. Circulator service should be available at least 12 hours per day.</li> <li>- Offer to study feasibility of carsharing in center and implement a program to locate several cars in publically accessible spaces.</li> </ul>	\$400,000
5	Regional Roll-out of Individualized Marketing	<ul style="list-style-type: none"> <li>Increase to 1 project per year. Base program now offers one project every two years.</li> </ul>	\$250,000

6	Options Before, During and After Construction	<ul style="list-style-type: none"> <li>- Engage road users during construction projects of all sizes. Promote options before, during and after.</li> <li>- Leverage media and messaging campaigns initiated by ODOT or other jurisdiction. Evidence from Seattle's recent I-5 project shows that people make a lot of individual decisions that add up to no congestion. Media and messaging of transportation options allows people to make these individual decisions.</li> <li>- While projects have a role for Community/Public Affairs, they often suggest how to avoid delay but do not suggest other options. RTO would coordinate travel options messaging region-wide.</li> </ul>	\$150,000
7	New Methods to Reach New Markets	<ul style="list-style-type: none"> <li>- Staff to interact daily in blogosphere and be media-liaison. RTO's commuter/traveler blog could be run like an ongoing focus group on options and related issues.</li> <li>- Run promotions such as commute challenges. This could be a year-round race with a structured incentive/rewards program.</li> <li>- Continue building DLSSM brand.</li> </ul>	\$150,000
(not ranked)	Reduce Idling	<ul style="list-style-type: none"> <li>- Explore and implement a program to reduce idling. For example, place signage on lift bridges. Measure before and after.</li> </ul>	\$50,000
<p>*In all cases, ranks are the overall rank given by stakeholders at the 2nd workshop for at least one element of the strategy. Two strategies tied for 3rd. Most but not all strategies are included within these add packages. "Less idling" was added by staff for consideration.</p>			

## C. Preferred RTO grant projects

The RTO subcommittee identified priority strategies and projects as part of the strategic plan development process. Local jurisdictions, business and community groups and other non-profit organizations will be invited to submit proposals to the RTO subcommittee for grants and will be encouraged to use this preferred projects list as a reference for program and project development. Section 5 provides more details about each strategy.

- Neighborhood-based individualized marketing projects.
- Target audience (i.e. seniors, youth, etc.) individualized marketing projects.
- Employer outreach programs including trip reduction campaigns and competitions.
- Walking and cycling encouragement services and programs.
- Local walking and cycling maps.
- Marketing and outreach to new residents and people who relocate.
- Marketing and outreach to drivers impacted by construction projects to reduce delays and promote travel options.
- Marketing and outreach to families with children, including Safe Routes to School programs.
- Public-private partnerships that advance RTO program goals, such as TMA feasibility studies and start-up funding, grants for ongoing TMA marketing activities, carsharing feasibility studies and implementation support.
- Parking management studies and strategy implementation.
- End-of-trip facilities, such as bicycle racks, lockers and bike stations.
- Pedestrian and bicycle way-finding signs and systems in centers.
- Small-scale marketing projects in centers such as promotion of circulation transit service and guides to local activity.
- Location-efficient living strategies.

## **D. Employer outreach work programs**

Several regional partners, chief among these being Metro, TriMet and SMART, carry out the employer and commuter outreach goals, objectives and strategies identified in this plan. The partners encourage employers to offer incentives and provide facilities that support employee use of travel options, provide technical assistance to employers to support compliance with the Oregon ECO (Employee Commute Options) Rule and use of the Oregon Business Energy Tax Credit (BETC) program, and provide training for Employee Transportation Coordinators. This description will summarize these three partners' work plans and expected outcomes for FY 2009 and 2010.

Additionally, it is noted that TMAs are also involved in Commuter programs, but their emphasis on this program work varies, depending on the TMA's particular areas of focus. Therefore, they are not included in this description.

### **Metro commuter programs and services**

#### **Employer and commuter outreach**

Public outreach events consist primarily of taking part in employer and community events. At employer events the focus is on providing ride-matching information and assistance to employees, and promoting Metro programs CarpoolMatchNW.org and Metro VanPool. At the community events the focus is broadened to include information covering the spectrum of all of people's trips, including commute trips, through the Drive Less. Save More. collaborative marketing campaign. Each event requires between three and eight hours of preparation and outreach time. Over the next two fiscal years Metro will participate in up to three employer events and approximately one community festival each month.

#### **CarpoolMatchNW.org**

Approximately 8,800 people are registered in CarpoolMatchNW.org, the region's ride-matching website and database. The current pace of growth in the number of registrants on CarpoolMatchNW has been 30 percent annually. Assuming a 20 percent rate of growth, it is expected that an additional 1,700 new registrations will occur in FY 2009 and 2,040 new registrations in FY 2010, bringing the total number of registrants to over 12,000.

Tasks related to this objective include promotion of the site, fielding phone calls and emails, and purging the database on a periodic basis.

In 2008, it is anticipated that the functionality of the region's ride-matching website will be enhanced and updated as Metro joins a consortium of public and private non-profit agencies led by Washington State DOT (WSDOT). The WSDOT project will result in the procurement of a third-party ride-matching system that will cover Washington, Idaho and Oregon. The new system will feature increased automation of many administrative functions. As such, it is hoped, but not yet assured that administrative time requirements for maintaining CarpoolMatchNW.org can be reduced or held level as the number of registrants grows.

## **Metro VanPool**

Metro assumed operations of the regional vanpool program from TriMet in July 2006. Beginning in February 2007, a new incentive funding program was initiated and new marketing efforts began. Using FTA Capital Cost of Contracting guidelines, eligible vanpools are funded at 50 percent of the total lease cost, which covers the capital portion of the van cost. Since this funding mechanism was implemented, along with a corresponding marketing effort, the program has seen a net increase of 10 vans, bringing the program total to 26 as of February 2008. Assuming this same rate of growth, there will be an expected 76 vans in the program by 2013.

The program was launched as a pilot and is still in the refinement process. There are several tasks to be undertaken in the next two years. Given the fact that the Portland commuter market covers portions of two states, there is still work to be done to develop a long-term funding and administrative mechanism that maximizes the various regional partners' strengths and opportunities.

A. Funding – The vanpool program currently has three primary sources of funding, with various restrictions upon their use.

- C-TRAN administers CMAQ funding for the Vancouver, Washington region and has indicated they will provide funding for vans originating in Washington. An agreement between Metro and C-TRAN is being drafted. C-TRAN has expressed interest in looking at how best to operate and fund a regional vanpool program, drawing on the strengths and opportunities that exist both in Oregon and Washington. Currently 12 vans are funded with this source.
- ODOT provides funding for vans traveling a minimum of 20 miles one-way. ODOT stipulates that its funding is to be used for the first two years of a van's existence, then switched to another source of support, typically, 5307 funds. Nine vans are funded by ODOT. Two vans will reach their allotted 24 months of ODOT assistance by July 1, 2008 and will need an alternative source of funding in order to maintain the same passenger rate. The remaining seven vans will lose ODOT funding in 2009.
- A portion of the RTO program MTIP allocation designated for vanpool incentives is the third source of funding. Five vans are funded with MTIP dollars. These funds are the least restrictive of the three sources available to the vanpool program, but are also the most in demand by other RTO programs. Thus, their availability is limited.

While not directly used in the vanpool program, a fourth funding source is available from the Oregon Department of Energy's Business Energy Tax Credit (BETC) program. Vanpool operations are an eligible project under BETC rules. Funds generated through this funding source are considered locally generated and are therefore used as a portion of the local match required for federal funds, as well as for program expenses that are ineligible for federal funding. Applying for BETC requires tracking the mileage and cost of the vanpool program that is in turn applied to a formula to determine the amount of funding received. The Department of Energy pays 35 percent of eligible project costs in the form of a state tax credit.



Since Metro is a government agency and as such does not have a state tax liability, these tax credits are “sold” at a rate of 28 percent to a business with a tax liability that in turn takes the credit against their taxable liability.

As alluded to above, there are significantly different vanpool funding models in Oregon and Washington, based largely on the difference in scale between the two states’ programs. The Oregon model is to use public dollars to buy down the cost of leased vans from third-party vendors. ODOT does provide start-up grant funding for vanpools, but does not provide funding for vehicle purchases. There are currently around 45 vanpools operated by rideshare agencies in Oregon.

Washington, on the other hand, has over 1,000 vanpools in operation, virtually all of which are publicly owned. WSDOT’s program provides funding to transit districts for van purchases, thus providing a greater degree of control over costs and usage of the vehicles.

B. Administration – A long-term program management model needs to be determined. Metro is interested in exploring how best to partner with C-TRAN to improve service delivery and increase cost effectiveness. C-TRAN is interested in increasing their regional involvement in vanpooling and has indicated to Metro that they want to jointly explore all of the funding and administrative options available to both agencies, including switching the vans over to the WSDOT program and acting as the recipient of 5307 funds generated by the vanpool program. (Currently, the vanpool program does not have a 5307 funding partner and is therefore not receiving a significant source of support for which it is otherwise eligible.) Metro and C-TRAN will discuss this issue in early 2008 and develop a recommended administrative structure based on the outcomes of those conversations.

### **SMART Options Employer and Community Outreach**

The City of Wilsonville Outreach plan is designed to enhance the relationship between the City of Wilsonville/SMART and local employers. The primary goals of the SMART Options program are to:

- Increase awareness of transportation options available in Wilsonville and the region
- Reduce drive alone trips
- Strengthen and increase communication between SMART, the City of Wilsonville, Chamber of Commerce, local businesses of all sizes, and community organizations.

Program goals for FY 2009 and 2010 are to promote and encourage ridership on SMART and Westside Express Service (WES), and promote regional travel options.

### **Business Outreach**

SMART staff will meet one-on-one with Wilsonville’s largest employers to present WES information, new Transit Master Plan, proposed future-funding strategy and BETC opportunities. SMART will interview these groups to learn more about their organization, needs and concerns, seek their involvement as a BETC partner, and invite to grand opening

events for WES. In addition, all 900 Wilsonville Employers will receive an invitation to open houses and other meetings regarding WES, the Transit Master Plan, future funding strategies, BETC and transportation options available in the region. Other tasks include:

- Assist the 25 Wilsonville DEQ-ECO affected employers with rule compliance. Provide survey design and analysis, assistance with Trip Reduction Plans and onsite incentive programs.
- Promote the Walk SMART program and offer incentives and presentations at company wellness fairs.
- Promote regional travel options campaigns: Carefree Commuter Challenge, Drive Less Save More, Carpool Match NW, Metro Vanpool, and Bike Commute Challenge.
- Promote new PCC TDM Class – recruit students to attend the new PCC class offered through WTA.
- Collaborative project with local High School and ODOT to design pedestrian and bicycle improvements for under the Interstate 5 exit 283 underpass.

SMART projects the annual VMT reduction due to marketing and outreach of commuter rail and new SMART service of 224,000 VMT. This number is conservative and does not capture other TDM related activities that encourage carpool, bike, walk and other non SOV modes of transportation.

### **TriMet Employer Program**

In 2007-2008 there were 253 employers on annual transit programs. The goal is to increase that number by at least five percent for a total of 266 annual programs in 2008-2009.

In 2007 - 2008 there were 245 employers on monthly transit programs. The goal is to increase that number by at least five percent for a total of 257 monthly programs in 2008-2009.

In FY 2010 the program will focus on outreach to employers along the MAX Green Line, beginning revenue service in September of 2009. The goal is to reach employers within a ½ mile of the new stations as well as those located along connecting bus lines. The details of this outreach are still being developed and should be available by November of 2008.

The plan is to increase annual employer programs by five percent, totaling 279 annual programs in FY 2010.

The plan is to increase monthly employer programs by five percent, which would mean a total of 270 monthly programs in FY 2010.

### **Westside Express Service (WES)**

In addition to the usual activities of working with employers throughout the region to develop and maintain transportation programs, in FY 2009 TriMet will also focus on Westside Express

Service (WES) outreach. This new commuter rail line will begin revenue service in the fall of 2008. The outreach process will include sending a direct mail piece to 2,150 employers within ½ mile of a WES station or ¼ mile of bus stop with connecting service to WES and following up via phone to all employers with 20+ employees (845).

To achieve this, TriMet staff will make an average of 25 calls a week during March, April and May with the goal of setting up approximately 120 transportation fairs taking place in April, May and June. Information shared at transportation fairs will include all non-SOV options.



## E. Summary of RTP goals and supporting RTO strategies

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
<p><b>Goal 1 Foster vibrant communities and efficient urban form</b> Land use and transportation infrastructure decisions are linked to promote an efficient and compact urban form that fosters vibrant, healthy communities; optimizes public investments; and supports active transportation options, jobs, schools, shopping, services, recreational opportunities and housing proximity.</p>	<p><b>Objective 1.1 Compact urban form and design</b> - Use transportation investments to reinforce growth in, and multimodal access to 2040 Target Areas and ensure that development in 2040 Target Areas is consistent with and supports the transportation investments.</p> <p><b>Objective 1.2 Parking Management</b> - Minimize the amount of land dedicated to vehicle parking.</p>	<p>1.1.4. Support the development of tools aimed at reducing vehicle miles traveled per person, including transit-oriented development, car sharing, location efficient mortgage.</p> <p>1.2.4. Manage and optimize the efficient use of public and commercial parking in 2040 target areas.</p>	<p><b>Objective 4.1- Leverage investments and unique qualities of local downtowns and centers to make progress toward mode split target defined in the RTP.</b></p> <p>Strategy 4.1.1. Support public-private partnerships.</p> <p>Strategy 4.1.2. Study and implement parking management strategies.</p> <p>Strategy 4.1.3. Support projects in centers that enhance or promote travel options.</p> <p>Strategy 4.1.4. Support location-efficient living strategies.</p>
<p><b>Goal 2 Sustain economic competitiveness and prosperity</b> Multi-modal transportation infrastructure and services support the region's well-being and a diverse, innovative, sustainable and growing regional and state economy through the reliable and efficient movement of people, freight, goods, services and information within the region as well as to destinations</p>	<p><b>Objective 2.3 Regional Mobility</b> - Maintain sufficient total person-trip and freight capacity among the various modes operating in the Regional Mobility Corridors to allow reasonable and reliable travel times through those corridors.</p> <p><b>Objective 2.5 Job Retention and Creation</b> – Foster the growth of new businesses and retain those that are already located in the region.</p>	<p>2.3.2. Implement a regional congestion management program, including coordinated regional bus service, traffic operations improvements, transit, ridesharing, telecommuting incentives, and pricing strategies.</p>	<p><b>Objective 2.1 Market and provide travel options services to employers and commuters.</b></p> <p>Strategy 2.1.1. Employer outreach programs and services.</p> <p>Strategy 2.1.2. Employer-based trip reduction campaigns.</p>

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
outside the region.			
<p><b>Goal 3: Expand Transportation Choices</b> Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable options for accessing housing, jobs, services, shopping, educational, cultural and recreational opportunities, and facilitate competitive choices for goods movement for all businesses in the region.</p>	<p><b>Objective 3.1 Travel Choices</b> - Make progress toward Non-SOV modal targets for increased walking, bicycling, use of transit and shared ride and reduced reliance on the automobile and drive alone trips.</p> <p><b>Objective 3.2 Vehicle Miles of Travel</b> - Reduce vehicle miles traveled per capita.</p> <p><b>Objective 3.3 Equitable Access and Barrier Free Transportation</b> - Provide affordable and equitable access to travel choices and serve the needs of all people and businesses, including people with low income, children, elders and people with disabilities, to connect with jobs, educational, services, recreation, social and cultural activities.</p>	<p>3.1.7. Form public/private partnerships such as Transportation Management Associations to increase education about transportation choices and support meeting non-SOV targets by land use type.</p> <p>3.1.8. Increase development and use of traveler information tools to inform choices.</p> <p>3.1.9. Incorporate car sharing into settings where the strategy is likely to reduce net vehicle miles traveled and provide an alternative to private car ownership.</p>	<p><b>Objective 4.1 Leverage investments and unique qualities of local downtowns and centers to make progress toward mode split targets defined in the RTP.</b></p> <p>Strategy 4.1.1. Support public-private partnerships</p> <p>Strategy 4.1.2. Study and implement parking management strategies</p> <p>Strategy 4.1.3 Support projects in centers that enhance or promote travel options</p> <p><b>Objective 3.1 Develop and enhance web-based traveler information tools.</b></p> <p>Strategy 3.1.1. Update and enhance ride-matching online - CarpoolMatchNW.org.</p> <p>Strategy 3.1.2. Explore development of a regional multi-modal trip-planning tool.</p> <p><b>Objective 1.1 Continue a broad based travel options marketing campaign that invites people to think about how they travel around the region.</b></p> <p>Strategy 1.1.1. Drive Less/Save More Campaign.</p> <p>(Continued on next page)</p>

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
<p><b>Goal 3: Expand Transportation Choices</b></p>			<p><b>Objective 1.2 Develop and provide travel options services to targeted communities and audiences.</b></p> <p>Strategy 1.2.1. Neighborhood-based individualized marketing projects.</p> <p>Strategy 1.2.2. Promote and distribute Walk There! walking guide.</p> <p>Strategy 1.2.3. Reach new residents and people who relocate.</p> <p>Strategy 1.2.4. Reach drivers impacted by construction projects.</p> <p>Strategy 1.2.5. Reach families with children.</p>
<p><b>Goal 4 Emphasize effective and efficient management of the transportation system</b> Multi-modal transportation infrastructure and services are well-managed and optimized to improve travel conditions and operations, and maximize the multi-modal capacity and operating performance of existing and future transportation infrastructure and</p>	<p><b>Objective 4.2 Demand Management</b> – Implement services, incentives, supportive infrastructure and increase awareness of travel options to reduce drive alone trips and protect reliability, consistent with Transportation System Management and Operations (TSMO) Concept.</p>	<p>4.2.1. Implement investments that use the Transportation System Management and Operations (TSMO) Concept to increase awareness of travel options by means of services, incentives, and supportive infrastructure.</p> <p>4.2.2. Promote private and public sector programs and services that encourage employees to use non-SOV modes or change commuting patterns, such as telecommuting, flexible work hours and/or compressed work weeks.</p> <p>(Continued on next</p>	<p><b>All RTO objectives and strategies support RTP Goal 4.</b></p>

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
services.		<p>page)</p> <p>4.2.3. Launch public-private partnerships in 2040 centers and corridors to encourage residents, employees and others to use non-SOV modes to foster increased economic activity in these areas.</p> <p>4.2.4. Continue rideshare tools and incentives from areas or at hours of the day under-served by transit.</p> <p>4.2.5. Consider vanpool strategy to incubate new transit service.</p> <p>4.2.6. Further study of market-based strategies, such as parking pricing, employer-based parking-cash outs and restructuring parking rates.</p> <p>4.2.7. Support ridesharing programs, park-and-ride programs, telecommuting programs, and transit benefit programs to increase peak-period travel options and reduce the rate of growth of vehicle miles traveled.</p> <p>4.2.8. Support transit-oriented development to encourage transit use.</p> <p>4.2.9. Include employers and transportation</p>	

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
		management associations in project development.	
<p><b>Goal 5: Enhance Safety and Security</b> Multi-modal transportation infrastructure and services are safe and secure for the public and for goods movement.</p>	<p><b>Objective 5.1 Operational and Public Safety</b> - Reduce fatalities, serious injuries and crashes per capita for all modes of travel through investments that address safety-related deficiencies.</p>	<p>5.1.4. Promote safe use of the transportation system by motorists, bicyclists and pedestrians through a public awareness program and safety education programs.</p> <p>5.1.8. Promote transportation infrastructure that supports safe and secure walking and bicycling routes for people of all ages and abilities.</p>	<p><b>Objective 1.2 Develop and provide travel options services to targeted communities and audiences.</b></p> <p>Strategy 1.2.1. Neighborhood-based individualized marketing projects.</p> <p>Strategy 1.2.2. Promote and distribute Walk There! walking guide.</p> <p><b>Objective 3.2 Develop maps and collateral materials to support RTO marketing activities.</b></p> <p>Strategy 3.2.1. Develop and distribute bike, walking and transit system maps</p>
<p><b>Goal 6: Promote Environmental Stewardship</b></p> <p>Promote responsible stewardship of the region's natural, community, and cultural resources during planning, design, construction and management of multi-modal transportation infrastructure and services.</p>	<p><b>Objective 6.2 Clean Air</b> – Reduce transportation-related vehicle emissions to improve air quality so that as growth occurs, the view of the Cascades and the Coast Range from within the region are maintained and greenhouse gas emissions are reduced.</p> <p><b>Objective 6.4 Energy and Land Consumption</b> - Reduce transportation-related energy and land consumption and the region's dependence on unstable energy sources.</p>	<p>6.2.2. Encourage use of all low- or zero-emission modes of travel (e.g., transit, telecommuting, zero-emissions vehicles, carpooling, vanpooling, bicycles and walking)</p> <p>6.4.1. Implement investments that increase efficiency of the transportation network (e.g., reduce idling and corresponding fuel consumption) or supports efficient tripmaking decisions in the region.</p> <p>6.4.2. Promote and implement strategies to increase use of</p>	<p><b>All RTO objectives and strategies support RTP Goal 6.</b></p>



RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
		alternative energy vehicles and non-SOV travel modes.	
<p><b>Goal 7: Enhance Human Health</b></p> <p>Multi-modal transportation infrastructure and services enhance quality of human health by providing safe, comfortable and convenient options that support active living and physical activity, and minimize transportation-related pollution that negatively impacts human health.</p>	<p><b>Objective 7.1 Active Living</b> – Provide safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.</p>	<p>7.1.4. Remove barriers and reinforce compact development patterns to encourage walking and bicycling to basic services and nearby activities as a way to integrate exercise into daily activity</p>	<p><b>Objective 1.2 Develop and provide travel options services to targeted communities and audiences.</b></p> <p>Strategy 1.2.1. Neighborhood-based individualized marketing projects.</p> <p>Strategy 1.2.2. Promote and distribute Walk There! walking guide.</p> <p><b>Objective 4. Leverage investments and unique qualities of local downtowns and centers to make progress toward mode split target defined in the RTP.</b></p> <p>Strategy 4.1.1. Support public-private partnerships.</p> <p>Strategy 4.1.2. Study and implement parking management strategies.</p> <p>Strategy 4.1.3. Support projects in centers that enhance or promote travel options.</p> <p>Strategy 4.1.4. Support location-efficient living strategies</p>
<p><b>Goal 8: Ensure Equity</b></p> <p>Regional transportation planning, programs and investment</p>	<p><b>Objective 8.1 Environmental Justice</b> – Ensure benefits and impacts of investments are equitably distributed.</p>		<p><b>Objective 6.4 Develop an equitable and sustainable funding plan.</b></p>

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
<p>decisions ensure the benefits and adverse impacts of investments and programs are equitably distributed among population demographics and geography, considering different parts of the region and census block groups with different incomes, races and ethnicities.</p>			
<p><b>Goal 9: Ensure Fiscal Stewardship</b> Regional transportation planning and investment decisions ensure the best return on public investments in infrastructure and programs.</p>	<p><b>Objective 9.2 Maximize Return on Public Investment</b> - Make transportation investment decisions that use public resources effectively and efficiently, using performance-based planning.</p> <p><b>Objective 9.3 Stable and Innovative Funding</b> – Stabilize existing transportation revenue while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel at the federal, state, regional and local level.</p>		<p><b>Objective 5.1 Apply appropriate measures to programs and report findings to support investment in cost-effective strategies.</b></p> <p>Strategy 5.1.1. Measure program performance and communicate results</p> <p><b>Objective 6.1 Support strategic and collaborative program oversight.</b></p> <p><b>Objective 6.4 Develop an equitable and sustainable funding plan.</b></p>
<p><b>Goal 10: Deliver Accountability</b> The region's government, business, institutional and community leaders work together in an open and transparent manner so the public has</p>	<p><b>Objective 10.1 Meaningful Input Opportunities</b> - Provide meaningful input opportunities for interested and affected stakeholders, including people who have traditionally been underrepresented, resource agencies, business, institutional and community stakeholders, and local, regional and state jurisdictions</p>		<p><b>Objective 6.1 Support strategic and collaborative program oversight.</b></p> <p><b>Objective 6.4 Develop an equitable and sustainable funding plan.</b></p> <p><b>Objective 5.1 Apply appropriate measures</b></p>

RTP Goal	RTP Objective	Potential RTP Action	RTO supporting strategy
<p>meaningful opportunities for input in transportation decisions and experiences an integrated, comprehensive system of transportation facilities and services that bridge governance, institutional and fiscal barriers.<b>Goal</b></p>	<p>that own and operate the region's transportation system in plan development and review.</p> <p><b>Objective 10.2 Coordination and Cooperation</b> - Ensure representation in regional transportation decision-making is equitable from among all affected jurisdictions and stakeholders and improve coordination and cooperation among the public and private owners and operators the region's transportation system so the system can function in a coordinated manner and better provide for state and regional transportation needs.</p>		<p><b>to programs and report findings to support investment in cost-effective strategies.</b></p> <p>Strategy 5.1.1. Measure program performance and communicate results</p> <p><b>Objective 6.1 Support strategic and collaborative program oversight.</b></p> <p><b>Objective 1.3 Support collaboration and encourage coordination of RTO partner marketing activities.</b></p> <p>Strategy 1.3.1. Support collaboration and distribute best-practices information.</p> <p><b>Objective 2.2 Support coordination of RTO employer outreach marketing activities.</b></p> <p>Strategy 2.2.1 Support marketing partners coordination and collaboration.</p>

## F. Strategic plan development process

### Goals

- Develop a 5-year strategic plan that supports implementation of the updated RTP , Congestion Management Process, and Metropolitan Transportation Improvement Program (MTIP).
- Develop a plan that is measurable, supported by partner agency executives, and that guides program decision making and work program development.
- Engage TPAC members, RTO Subcommittee members, RTO partner organizations and stakeholders, and interested community members in the strategic planning process.
- Use the strategic planning process to develop an RTO decision-making and advisory committee structure that supports RTO program implementation.

**Phase 1: Strategic Analysis (October and November 2007)** – A kick-off workshops for RTO subcommittee members and program stakeholders was held Oct. 23, 2007. Topics included: review and update program goal, review status of current programs (outcomes and resource allocation), environment scan to identify opportunities and threats, information about alternative program models (Washington CTR, Bend Commute Options, Recycle at Work), identify most promising strategies for program implementation, and form working groups to refine strategies and recommend action plans and budgets.

The following technical working groups were formed:

- Collaboration – Discussion topics: regional marketing campaigns (Drive Less/Save More), program branding, traveler information, events outreach, schools outreach, region-wide survey, budgets/funding model, and subcommittee bylaws.
- Commuters – Discussion topics: employer outreach services, collaboration/coordination and branding; Carefree Commuter Challenge, commute modes (transit, carpool, vanpool, cycling, walking, telecommute); BETC promotion; and budgets/funding models.
- Individualized marketing – Discussion topics: home-based residential marketing efforts, recommend locations and implementation model for future projects.
- Centers – Discussion topics: TMAs, funding models for public private partnerships, relationship to regional TOD and Centers programs, locations for new TMAs, parking management and integration with other RTO programs/strategies.

**Phase 2: Develop program priorities (November 2007 to January 2008)** – Technical working groups met in November and December to identify potential strategies and projects. A prioritization workshop for RTO subcommittee members and program stakeholders was held on Dec. 11, 2007. Workshop topics included: review of working group findings and

recommendations, finalize program goals, and identify program priorities for resource allocation.

Criteria for selecting strategic plan strategies and projects:

- Potential to reduce vehicle miles of travel
- Potential to increase use of travel options
- Ease of implementation
- Timeline
- Cost effectiveness of reaching people (per person costs – large vs. small)
- How sustainable for long-term
- Regional program vs. small/local
- Serves an identified problem area
- Innovation
- Ability to measure
- Builds capacity where needed
- Complementary/supports 2040 policy

**Phase 3: Plan review and adoption (January to April 2008)** – The RTO subcommittee reviewed and provided comments on the draft plan at their Jan. 9, 2008 meeting. The subcommittee adopted the plan February 13, 2008 and forwarded it to TPAC, JPACT and the Metro Council for consideration and approval.

## G. Environment scan

The RTO subcommittee identified the following trends and issues that should be taken into consideration as part of the program strategic planning process.

- **Supportive/receptive public attitudes**

Rising gas prices and the resulting hit on consumer pocketbooks, combined with concerns about traffic congestion, global warming and our nation's dependency on foreign oil have shifted public attitudes about travel options. Public awareness research conducted in the Portland metropolitan area for the Drive Less/Save More campaign in 2007 indicates the public recognizes the importance of reducing single-person auto trips and is willing to take personal action to change travel behavior. RTO programs provide and market environment-friendly travel choices can save consumers time and money. The shift in public attitudes creates opportunities for the RTO program to expand the reach of marketing messages to new and more receptive audiences, and to deepen the commitment of those who already use travel options for some trips.

- **Focus on climate change**

Policy makers and businesses are focused on climate change in response to constituent and consumer concerns about global climate change. RTO program strategies have a demonstrated ability to change personal travel behavior and reduce vehicle miles of travel and auto emissions. The program has a uniquely positioned to support individuals and businesses that want to reduce their carbon footprint with travel options services and programs. 2008 to 2013 is also a key time to influence national, state, regional and local climate change initiatives to ensure that travel options strategies are considered and included, and to develop new revenue sources to expand implementation of RTO strategies.

- **Focus on physical activity**

Public health organizations and health care providers recognize that increased physical activity is a key strategy to reducing obesity. Rising rates of obesity have shortened life expectancy and increased health care costs. RTO strategies that support increased use of transit, walking and cycling result in increased levels of physical activity. The RTO program should seek opportunities to partner with public health organizations and health care providers to support and implement RTO strategies.

- **Diverse new residents of the region**

New residents of the region are seeking alternatives to driving alone based on familiarity with transportation systems in other parts of the United States and the world and/or the need to reduce travel costs. Some new residents cite the region's transit system and bicycle infrastructure as reasons for relocating to the Portland area (cite city of Portland bike map request data here).

- **Low-cost solutions for employers**

The RTO Employer Outreach Programs offers low-cost solutions that address employer transportation issues. Employer Outreach Programs benefit employers by reducing parking need and cost, reducing employee absenteeism and late arrivals, and improving employee productivity and morale. Transit and rideshare programs enable employers to recruit employees from a wider geographic area. And implementation of some travel options programs results in tax benefits for employers. Outreach to employers will emphasize the potential cost-savings and other benefits of establishing travel options incentives and programs for employees.

- **New web-based information and networking tools**

New web-based information-sharing tools create the opportunity for the RTO program to develop cost-effective strategies to achieve internal and external marketing and communication goals. In addition, the emergence of social networking web sites and on-line advertising creates the opportunity for the RTO program to reach new audiences with travel options marketing messages. This is critical as the market share for traditional print and electronic media is expected to continue to decrease in 2008 to 2013.

## **STAFF REPORT**

### **IN CONSIDERATION OF RESOLUTION NO. 08-3919, FOR THE PURPOSE OF ADOPTING THE REGIONAL TRAVEL OPTIONS 2008-2013 STRATEGIC PLAN**

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Date: February 25, 2008

Prepared by: Pamela Peck

## **RECOMMENDATION**

Staff recommends adoption of the goals, strategies and priorities described in the Regional Travel Options (RTO) 2008-2013 Strategic Plan (Exhibit A). The recommendation includes a base budget, described in Appendix B of the strategic plan, to support program activities and describes the roles of Metro and program partners in carrying out those activities. The plan emphasizes regional collaboration and coordination to leverage resources, avoid duplication and maximize program impacts. The base budget, described in Appendix B of the strategic plan, identifies program revenue sources and will serve as the basis for future revenue development activities, including Metropolitan Transportation Improvement Program (MTIP) funding applications.

The RTO Subcommittee of Transportation Policy Alternatives Committee (TPAC) developed the RTO 2008-2013 Strategic Plan in consultation with program partners and stakeholders, and recommended adoption of the plan at their February 13, 2008 meeting.

## **BACKGROUND**

### **Program mission**

*“The regional partners will work collaboratively to provide and actively market a range of travel options for all residents and employees of the region.”*

### **Program purpose**

The RTO Program supports implementation of the Regional Transportation Plan (RTP) and carries out regional policy to increase use of travel options, reduce pollution, and improve mobility. Regional travel options include all of the alternatives to driving alone – carpooling, vanpooling, riding transit, cycling, walking and telecommuting.

The program maximizes investments in the transportation system and relieves traffic congestion by managing travel demand, particularly during peak commute hours. RTO strategies offer low-cost solutions that: address employer and commuter transportation needs, save consumers money, reduce vehicle emissions that contribute to air pollution and global warming, and encourage active travel modes that enhance public health and increase physical activity.

### **Program partner roles**

The RTO Subcommittee of TPAC provides program oversight and recommends strategic plan updates, annual work plans and budgets, and RTO policies for approval by TPAC, JPACT and the Metro Council. The subcommittee also oversees the RTO Grants Program and allocates funds to local projects and programs through a competitive process that is administered by Metro.



In 2005, Metro assumed management of the RTO program from TriMet. In this capacity, Metro administers the regional program; measures results and supports partner collaboration. Metro manages the regional Drive Less/Save More marketing campaign in partnership with the Oregon Department of Transportation (ODOT). Metro also administers the regional rideshare program, which includes the Metro VanPool incentive program, and customer service support for CarpoolMatchNW.org, the region's online ride-matching service. The 2008-2013 Strategic Plan calls for Metro to continue to manage the RTO program and to deliver the services described above. In addition, the plan calls for Metro to enhance coordination of employer and commuter programs and services.

Public and private partners carry out RTO strategies through grant agreements. TriMet, Wilsonville SMART and six local Transportation Management Associations (TMAs) receive annual funding sub-allocations to implement RTO strategies. Transportation Management Associations (TMAs) are public-private partnerships that advance area-specific strategies to reduce drive alone commute trips. The RTO program collaborates with the city of Portland's SmartTrips to reach downtown Portland employees and Portland neighborhoods. In addition, the program works with the city of Vancouver and C-TRAN to reach commuters who travel from Clark County, Washington to the Portland, Oregon area.

### **Program revenue sources**

The 2008-2013 Strategic Plan base budget, described in Appendix B, identifies three primary program revenue sources, including federal CMAQ funds allocated through the regional MTIP process, ODOT grants to support specific projects and matching funds contributed by Metro and local agencies. The program also generates Oregon Business Energy Tax Credit (BETC) funds and revenue from sales of the Bike There! map. In addition, an agreement with C-TRAN is under development to support vanpool incentives for commuters who travel from Clark County to the Portland area.

MTIP revenues are in place for the first four years of the strategic plan, FY 09 through FY 12, and the plan will be the basis for applying for funds for FY13 and FY 14. The strategic plan calls for the program to continue to seek additional grants, sponsorships and cost-sharing partnerships to leverage federal funds and support program priorities.

### **Strategic plan priorities 2008 to 2013**

- Supports new capital investments in transit, trails and other infrastructure by marketing new options to potential riders and users.
- Reach additional employers and commuters through employer outreach programs.
- Enhance traveler information services.
- Market travel options to new residents and people who relocate in the region.
- Support development of parking management strategies in local downtowns and centers.
- Support public-private partnerships to leverage investments and increase use of travel options in local downtowns and centers.
- Apply individualized marketing strategies in select locations to increase travel options use and decrease single-person car trips.
- Continue implementation of the Drive Less/Save More campaign to increase awareness and use of travel options.

### **Program impacts**

RTO strategies are expected to reduce approximately 86,600,000 vehicle miles of travel (VMT) per year from 2008 to 2013. By 2013, this represents over a 100% increase over 2006 VMT reductions produced by the program. The expected increase in VMT reductions is based upon past program performance, expected revenues, improving measurement and cost-effective investments. On a daily basis, expected VMT reductions are the equivalent of removing 19,000 autos from the road or 59 miles of autos placed

bumper-to-bumper. The result is an estimated annual reduction in fuel consumption of 4,220,000 gallons, saving businesses and consumers \$12,660,000, and reducing 42,600 tons of greenhouse gas emissions.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition** None.

### **2. Legal Antecedents**

1991 Federal Clean Air Act Amendments. The need for a comprehensive regional TDM program was addressed in Metro Resolution No. 91 – 1474 in response to the Oregon Transportation Planning Rule and the Federal Clean Air Act Amendments of 1990.

TDM Subcommittee. The TPAC TDM Subcommittee was established by Metro Resolution 92 – 1610. Oversight for the development and evaluation of TDM strategies, and formation of final recommendations to TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC), JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT) and Metro Council concerning TDM planning, programming and implementation activities were assigned to the Subcommittee.

TDM Relationship to DEQ’s Ozone Maintenance Plan (Governor’s Task Force on Motor Vehicle Emissions Reduction (HB 2214). The task force recommended a base plan focused on specific strategies to maximize air quality benefits. The air quality strategies selected by the region formed the base for a 10-year air quality maintenance plan for the Portland area. The primary TDM transportation control measures (TCMs) in the maintenance plan are the employee commute options program (ECO) and the regional parking ratio program.

Transportation Management Association (TMA) Policy. The policy basis and funding strategy for TMAs was adopted through Metro Resolution No. 98 – 2676. Metro Resolution No. 99- 2864 allocated regional funding to existing and new TMAs. Metro Resolution No. 02 – 3183 revised TMA policy by calling for balanced support of existing TMAs with the start-up of new TMAs.

2000 Regional Transportation Plan. The RTP establishes regional TDM policy and objectives to help reduce vehicle trips and vehicle miles traveled. Chapter 1 (Ordinance 00 – 869A and Resolution 00 – 2968B) provides TDM policies and objectives that direct the region’s planning and investment in the regional TDM program.

Regional Travel Options 5-Year Strategic Plan. The strategic plan established a new vision for the region’s transportation demand management programs and proposed a reorganized and renamed Regional Travel Options program that emphasized partner collaboration to implement an integrated program with measurable results. JPACT and the Metro Council adopted the plan through Resolution No. 04-3400, which also renamed the TDM Subcommittee the RTO Subcommittee, and was adopted in January 2004.

2035 Regional Transportation Plan. The federal component of the plan, pending air-quality analysis, was approved by Metro Council Resolution No. 07-3831B on Dec. 13, 2007. The RTP establishes system management and trip reduction goals and objectives that are supported by the RTO program strategies.

### **3. Anticipated Effects**

**Allocation of funds to local projects and programs:** The strategic plan base budget, described in Appendix B of the strategic plan, identifies annual funding sub-allocations for TriMet and Wilsonville

SMART. TriMet will apply directly to the Federal Transit Administration for funds and the RTO program's MTIP allocation will be amended to sub-allocate those funds to TriMet.

The RTO Grants Program will allocate grant funds to support neighborhood-based individualized marketing projects and other local projects through a competitive grant process administered by Metro. A list of preferred grant projects that advance program priorities is included in the strategic plan (Exhibit A).

**Discussion of TMA funding policy:** The strategic plan calls for the RTO program to update TMA funding policies to better address RTO program goals and enhance local capacity to carry out RTO strategies. The TMA funding discussion will likely impact annual TMA funding sub-allocations and may reduce or increase the amount of funds individual TMA's receive from the RTO program. The Strategic Plan base budget, described in Appendix B of the strategic plan, assumes ongoing support for TMAs at current funding levels. RTO Grant program funds would be used to support an increase in the annual TMA allocation. The RTO subcommittee of TPAC will make recommendations to TPAC, JPACT and the Metro Council on this issue in the coming months.

#### **4. Budget Impacts**

The Metro Planning Department budget for FY 08 includes MTIP and grant funds to support the current level of RTO activities carried out directly by Metro. The strategic plan base budget calls for additional Metro support for program administration and employer outreach coordination and recommends allocating additional MTIP funds to Metro for this purpose. A Metro budget amendment to support strategic plan implementation will be forwarded to the Metro Council for consideration in the coming weeks. The amendment will propose .4 FTE in additional administrative support, such as the development of grant agreements and payment of vendors, and .5 FTE to support employer and commuter program activities, for a total of .9 FTE. The amendment will have a budget impact of \$30,600 in FY 08. Federal funds will support 89.73% of the cost and BETC funds will be proposed to provide the 10.27% local match. This will be described in detail in the budget amendment.

#### **RECOMMENDED ACTION**

1. Approve the mission, goals, strategies and actions in Exhibit A, Regional Travel Options 2008-2013 Strategic Plan.
2. Approve the base budget and funding sub-allocations to program partners described in Appendix B of the Regional Travel Options 2008-2013 Strategic Plan, actual funding levels will be established through the MTIP decision-making process.

Agenda Item Number 7.2

**Resolution No. 08-3920**, For the Purpose of Adopting the Coordinated  
Public Involvement Plan for Urban and Rural Reserves.

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE ) RESOLUTION NO. 08-3920  
COORDINATED PUBLIC INVOLVEMENT )  
PLAN FOR URBAN AND RURAL RESERVES ) Introduced by Chief Operating Officer  
Michael Jordan with the Concurrence of  
Council President David Bragdon

WHEREAS, Senate Bill 1011 (2007), now codified at ORS 195.137 et seq., enables the Metro Council to enter into agreements with counties to establish urban reserves and rural reserves, and

WHEREAS, the Metro Council, through its adoption of Resolution no. 08-3909 (“For the Purpose of Endorsing Formation of a Reserves Steering Committee and a Schedule with Key Milestones to Guide Metro’s Participation in the Designation of Urban and Rural Reserves”) on February 28, 2008, has endorsed the formation of the Reserves Steering Committee and the schedule and milestones for the process leading to designation of urban and rural reserves, and

WHEREAS, Oregon Administrative Rule 660-027-0030, adopted by the Land Conservation and Development Commission (LCDC) on January 24, 2008, requires that a coordinated citizen involvement process for urban and rural reserves be developed and that a plan outlining this process be reviewed by LCDC’s Citizen Involvement Advisory Committee (CIAC), and

WHEREAS, a Coordinated Public Involvement Plan for urban and rural reserves has been developed through a collaborative effort of the staffs of Metro and of Clackamas, Multnomah and Washington counties, and

WHEREAS, that Coordinated Public Involvement Plan outlines generally the types of public involvement activities that will be undertaken at different phases of the process leading to the designation of urban and rural reserves, and

WHEREAS, that Coordinated Public Involvement Plan has been reviewed by the Metro Committee for Citizen Involvement, the citizen involvement committees of the three counties, the CIAC, and the Reserves Steering Committee, and comments and suggestions received from these entities have been incorporated therein, and

WHEREAS, the Metro Council adopted Resolution no. 97-2433 (“For the Purpose of Adopting Metro Citizen Involvement Principles”) on January 23, 1997, which articulates Metro’s Principles of Citizen Involvement; now therefore

BE IT RESOLVED that the Metro Council formally adopts the Coordinated Public Involvement Plan for Urban and Rural Reserves, as set forth in Exhibit A that is attached hereto, and commits to collaborating with Clackamas, Multnomah and Washington counties and other regional partners in the implementation of this plan.

ADOPTED by the Metro Council this third day of April, 2008.

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney

**Coordinated Public Involvement Plan  
Urban and Rural Reserves  
March 2008**

This public involvement plan is the product of a coordinated effort of the staffs of Metro and of Clackamas, Multnomah and Washington counties to incorporate citizen involvement into the study and designation of urban and rural reserves. Metro and the counties are implementing a reserves study and designation process that involves the clear communication of information and timely opportunities for meaningful involvement by local and state governments, interested organizations, and members of the public.

This plan is designed to illustrate the types of public involvement activities, messages and communications methods that will be utilized at different phases of this effort. It does not provide an exhaustive list of meetings and activities that will be scheduled, target audiences that will be engaged, or messages that will be employed. Staff from Metro and Clackamas, Multnomah and Washington counties will be working closely throughout this effort to coordinate public involvement activities and will keep the Reserves Steering Committee, the Metro Council, the boards of commissioners of the three counties, the respective Metro and county citizen involvement committees, and other policy advisory committees informed of and engaged with the implementation of various citizen involvement activities throughout the different phases of the urban and rural reserves effort.

This plan incorporates the requirements of Oregon law and administrative rules governing citizen involvement in land use planning decisions. This plan reflects comments and feedback received from the Metro Council, Core 4 members, the respective citizen involvement committees of Metro and the three counties, and other county-level advisory committees, as well as the Reserves Steering Committee. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) has also reviewed this plan as required by administrative rule.

**Background Information on Urban and Rural Reserves**

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

The longstanding system for managing the region's UGB has produced less than desirable, and often impractical, urban development patterns. This system has also failed to provide long-term protection for the region's most productive agricultural lands or for important natural landscape features, and it leaves out any consideration of the types of communities the region seeks to create when the UGB is expanded. This approach, which requires Metro to start from scratch

every five years, has led to conflict, uncertainty, and frustration for local governments, farmers, businesses, and landowners.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves as well as rural reserves.

### **Urban and Rural Reserves Study and Designation Process**

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas. The Reserves Steering Committee is co-led by one Metro Councilor and one commissioner from each of the three counties (the “Core 4”). All decisions by the Reserves Steering Committee with regard to the establishment of study areas and recommendations of reserve designations must be made by a unanimous vote of the Core 4. The Core 4 members are:

- Metro Councilor Kathryn Harrington
- Clackamas County Commissioner Martha Schrader
- Multnomah County Commissioner Jeff Cogen
- Washington County Chair Tom Brian

The Steering Committee also has seats for representatives from the two largest cities in each county, as well as one seat for each county representing the smaller cities of that county. One representative is designated to represent the neighboring cities outside Metro’s urban growth boundary. In addition, the Steering Committee includes representatives of the business community, the agricultural community, the natural resources community, social and economic equity organizations, and state agencies. A full list of Reserves Steering Committee members is included as “Attachment A” to this coordinated public involvement plan.

The Reserves Steering Committee is scheduled to meet monthly throughout 2008 and will continue to meet into 2009 when it will submit recommendations to the Metro Council and the county commissions on the designations of urban and rural reserves. Urban and rural reserve recommendations will be made through agreements between the Metro Council and the county commission in whose jurisdiction a reserve area is located. Following the signing of the intergovernmental agreements recommending reserve areas in summer 2009, the Metro Council will adopt the designation of urban reserves through amendments to the Regional Framework Plan, and the county commissions will adopt the designation of rural reserves through amendments to their comprehensive land use plans. The amendments to both the Regional Framework Plan and the county comprehensive land use plans will be submitted to the Oregon Department of Land Conservation and Development for review and acknowledgement in late 2009.

A chart illustrating the process and key milestones for designating urban and rural reserves is included as “Attachment B” to this coordinated public involvement plan. This public involvement plan is primarily organized around four important phases of this work, culminating



in intergovernmental agreements between Metro and the counties in summer 2009. Public meetings and outreach efforts are part of every phase of this project.

Following the signing of the intergovernmental agreements, the Metro Council and county commissions will conduct public hearings and other public outreach required by Oregon law and administrative rules prior to the formal designation of the reserve areas in the Regional Framework Plan and county comprehensive land use plans.

## **Principles of Public Involvement**

The following principles will apply to all public involvement activities:

1. As the designation of urban and rural reserves are linked, public outreach and citizen engagement events should be coordinated by Metro and the counties and should discuss both urban and rural reserves.
2. At major public open houses or other events designed for broad participation, both the affected county and Metro staff should coordinate and carry out the activity. It is the goal to involve elected officials from the Metro Council and the boards of county commissioners in as many activities as schedules will permit.
3. The effort of designating urban and rural reserves should be framed in aspirational terms: this is about shaping what this region will look like over the next 40 to 50 years. This will focus on protecting rural and natural areas that we treasure while determining which areas may be better suited to accommodate population and employment growth that will provide for a healthy economy.
4. Each public involvement activity related to the study of potential reserve areas should begin with a brief presentation of the need for a new approach to managing urban growth in this region, the advantages of designating urban and rural reserves, and information on the findings of the Shape of the Region Study and how those findings are applied to this work. These activities, at different phases of this work, will also feature study questions that will assist the Reserves Steering Committee in developing its recommendations.
5. Metro and the counties will seek to solicit public input through electronic means. Any public feedback solicited online or through other media should address the same study questions asked at public forums and other in-person meetings.
6. Public comments received by Metro and by the counties on matters related to urban and rural reserves will be recorded and responses published in a manner that supports the single, coordinated set of findings required by LCDC's Reserves Rule (OAR 660 Division 27).
7. Attendees at public meetings and forums who submit their names and contact information for the public record will be kept informed through written communications of the progress of the urban and rural reserve study and designation process.
8. Metro and each county may carry out their own processes for informing proposals on urban and rural reserves. Public involvement activities related to these processes are included in this coordinated public involvement plan. Input received through these processes will ultimately come to the Reserves Steering Committee to inform its recommendations on urban and rural reserve designations.

**Phase One: Informing Recommendations of Reserve Study Areas**  
Winter and Spring 2008

Phase One will focus on providing an introduction to the urban and rural reserves process. This will include an explanation of the need for this approach, the process that will be undertaken to develop urban and rural reserves, and the outcomes that the region seeks to achieve. Public involvement events and activities during this phase will also discuss the analytical approach that will be applied in the identification of reserve study areas. These meetings will be the first of several rounds of meetings with community groups and it will be emphasized that staff and elected officials from the counties and Metro will return at different phases of the project to provide updates and seek public input that informs the study and analysis of proposed reserve areas.

**Main messages will focus on:**

- The need for a new approach to managing urban growth in this region
- The advantages of designating urban and rural reserves
- A brief overview of the factors that will be considered in evaluating potential urban and rural reserves
- How the process of studying and designating urban and rural reserves will work
- The ultimate outcomes the region seeks to achieve

**Primary audiences and events will include:**

- **Citizen organization meetings<sup>1</sup>:** Staff from Metro and the counties will attend regularly scheduled citizen organization meetings in selected areas to provide introductory information on urban and rural reserves and to hear concerns, ideas and other feedback for informing the process of developing urban and rural reserve study areas.
- **Citizen involvement committees:** Staff and elected officials from Metro and the counties will meet with their respective citizen involvement committees to describe plans and goals for soliciting and incorporating citizen involvement into the study and designation of urban and rural reserves. Ideas for enhancing citizen involvement throughout this effort will also be sought.
- **County Coordination and Policy Advisory Committees:** The counties will staff and facilitate their respective advisory committees to develop recommendations specific to the county. In addition, Metro staff and elected officials will brief the Metro Policy Advisory Committee (MPAC) on the details of this citizen involvement plan and on the work of the Reserves Steering Committee.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed

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<sup>1</sup> For purposes of this coordinated public involvement plan, the term “citizen organization” refers to citizen participation organizations (Washington County); community planning organizations, hamlets and villages (Clackamas County), and recognized neighborhood associations (in all three counties).

- The Shape of the Region study and how it informs the reserves study and designation process
- The timeline for studying and designating urban and rural reserves
- What the region hopes to achieve through this process
- A brochure that briefly describes the urban and rural reserves program and timeline
- A description of the county's public involvement process (if applicable)
- Summaries of the three components of the Shape of the Region Study
- A description of Reserves Steering Committee: who its members are and how it operates
- A timeline of events and decision points (Reserves Milestones Chart)
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas

Maps that are utilized during this phase will illustrate the broader region outside of the Metro UGB that is being considered for study for potential reserve areas, both urban and rural. These maps will not identify areas as likely to be included in either rural or urban reserves. During this phase Metro and the counties will be gathering initial input from the public on issues and concerns regarding which areas should be studied for further analysis. There are no preconceptions as to which areas will be studied as potential urban reserves or rural reserves.

At the conclusion of Phase One, public comment will have informed the staff of Metro and the counties in the development of their preliminary recommendations to the Reserves Steering Committee on identifying reserve study areas for further analysis.

### **Phase Two: Developing Reserve Study Areas**

Summer 2008

Phase Two will focus on the selection of reserve study areas for further analysis. As we continue to share information with the public on the importance of urban and rural reserves and describe the analytical approach being taken to evaluate potential reserve areas, we will outline proposed study areas on maps for review and comment by the public. These outreach activities will also include discussions on how growth may be accommodated in communities inside the existing UGB. In addition to the main messages provided in Phase One, this phase of the program will focus on addressing at least two primary questions:

1. Are these the areas that the Reserves Steering Committee should study and analyze further?
2. What additional information should be considered in defining these study areas?

Information received through various citizen involvement activities during this phase will inform the decisions of the Reserves Steering Committee to formally establish reserve study areas for further analysis.

**Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to describe the purpose of urban and rural reserves and illustrate potential study areas. These open houses will solicit public input on the scope of the reserve study areas and related considerations. Consistent messages and questionnaires will be used at all open houses.
- **Citizen organization meetings:** Staff and/or elected officials from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees in each of the three counties to describe the recommended study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including but not limited to county planning commissions, agricultural organizations, local business groups, other interest groups and affected public agencies.

**Communication materials utilized during this phase will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The Shape of the Region study and how it informs the reserves study and designation process
  - The timeline for studying and designating urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of potential study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- A description of Reserves Steering Committee: who its members are and how it operates
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of recommended study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Two, the Reserves Steering Committee will endorse study areas for further analysis.

### **Phase Three: Analyzing Reserve Study Areas**

Fall 2008 and Winter and Spring 2009

Phase Three, which follows the establishment of the reserve study areas by the Reserves Steering Committee in summer 2008, will be the longest and employ the most intensive analytical rigor leading to the development of preliminary recommendations for reserve designations. The analyses will apply the findings of the various elements of the Shape of the Region study and the factors to consider in the designation of urban and rural reserves as described in Oregon law and administrative rule. The analyses will incorporate information related to transportation and infrastructure needs, population and employment trends, and other inputs.

Public involvement events and activities during this phase will focus on educating the public about the application of these data and factors to the reserve study areas and will solicit citizen feedback on how the Metro Council and the boards of county commissions should weigh various factors in the designation of urban and rural reserves. Included in public outreach activities during this phase will be discussions about how additional growth can be accommodated in communities already inside the UGB. In addition to the main messages emphasized in the first two phases of this project, public involvement activities during this phase will seek input on the analysis provided by staff from Metro and the counties as well as the relative weight that should be given to different factors in the ultimate designation of urban and rural reserves.

#### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to illustrate the study areas and describe the factors and findings being applied in the analyses of these study areas. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on the application of the factors and additional issues and concerns to consider. Consistent messages and questionnaires will be used at all open houses.
- **County planning commissions<sup>2</sup>:** Staff from Metro and the counties will present information to county planning commissions describing the approach to designating urban and rural reserves, highlighting the reserves study areas, explaining the factors and analytical methodology being applied to the reserve study areas, and the effects that designating urban and rural reserves will have on growth management decisions at the local and regional level. Staff will seek input from planning commissions on the application of the factors.
- **Citizen organization meetings:** Staff from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit

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<sup>2</sup> As the counties will designate rural reserves through amendments to their comprehensive land use plans in 2009, and as staff resources are limited, the focus here is on county planning commissions. However, Metro and county staff will provide information to city planning staffs for their use to inform city decision makers and citizen organizations.

feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.

- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees of the three counties to describe the recommended study areas and solicit feedback on the scope of the study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including those listed for Phase Two and others that are identified during the analytical work.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing study areas up to this point
  - How public input received up to this point has informed the establishment of the study areas
  - The Shape of the Region study and how it informs the reserves study and designation process
  - What comes next in the process of studying urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Three, the Core 4 members of the Reserves Steering Committee will, by unanimous vote, formally recommend the designations of specific urban and rural reserves to the Metro Council and boards of county commissioners for their adoption through intergovernmental agreements.

## **Phase Four: Recommending Reserve Designations** Spring and Summer 2009

Phase Four will seek public input on the preliminary urban and rural reserve designations recommended by the Reserves Steering Committee for adoption by the Metro Council and the boards of commissioners of Clackamas, Multnomah and Washington counties. Staff and elected officials from Metro and the three counties will continue to meet with the audiences and organizations that have been engaged in the study and designation of the urban and rural reserves with the aim of illustrating how citizen input has contributed to the formation of the recommended reserve designations and seeking additional public comment to inform the decisions of the Metro Council and county commissions to designate reserve areas through intergovernmental agreements.

The questions to be addressed during this phase will focus on whether the Metro Council and the boards of county commissioners should adopt the recommendations of the Reserves Steering Committee and, if amendments to the proposed reserve designations are desired, how those proposed reserve designations should be amended and why.

### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses (at least two per county) during this period to illustrate the recommended reserve designations. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on factors for the Metro Council and the county commissions to consider when determining urban and rural reserve designations.
- **Public hearings:** In addition to public open houses, public hearings will be held by the Metro Council and the boards of county commissioners to receive public comment on the recommendations for reserve designations made by the Reserves Steering Committee and to provide feedback on the draft intergovernmental agreements to be negotiated between the Metro Council and the boards of county commissioners.
- **County planning commissions:** Staff from Metro and the counties will present information to county planning commissions describing the recommended reserve designations and the factors and other considerations that contributed to those recommendations. Staff will also discuss the steps following the adoption of intergovernmental agreements designating the reserve areas, including the amendments to comprehensive plans and the Regional Framework Plan, and the roles and responsibilities of planning commissions relating to the zoning and planning of reserve areas.
- **Citizen organization meetings:** Staff from Metro and the counties will attend selected citizen organization meetings to illustrate the recommended reserve designations and solicit public feedback to present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements. The focus of this outreach effort will be on those citizen organizations serving areas in or nearest to the recommended areas for reserve designations.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees from each of the three counties to describe the recommended reserve designations and solicit public feedback to

present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing recommended reserve designations up to this point
  - What was learned in applying the technical analyses and public input to the study areas, and how they inform the recommended reserve designations
  - The next steps to be undertaken by the Metro Council and the county commissions
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Maps of recommended reserve designations
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses and public hearings.

At the conclusion of Phase Four, after receiving public comment through a variety of activities and events, the Metro Council and the boards of county commissioners will adopt intergovernmental agreements recommending the designations of urban and rural reserves. The formal designations of the reserve areas will take place in Phase Five, when the Metro Council will amend the Regional Framework Plan to designate urban reserves and the counties will amend their comprehensive plans to designate rural reserves. The amendments to these plans will be subject to review and acknowledgement by LCDC.

**Phase Five: Formal Designations of Urban and Rural Reserves**

Summer and Fall 2009

Phase Five will deal with the amendment of the Regional Framework Plan to designate urban reserves and the amendments to the comprehensive land use plans of Clackamas, Multnomah and Washington counties to designate rural reserves. Specific public involvement activities related to these amendments will be planned in 2009 prior to the adoption of the intergovernmental agreements described in Phase Four of this coordinated public involvement



plan. These activities will be conducted in accordance with requirements for public involvement established in Oregon law, Goal 1 of Oregon's Statewide Planning Goals and Objectives, and other applicable administrative rules.

**Core 4**

<b>Metro Council</b>	<b>Kathryn Harrington</b>
<b>Clackamas County</b>	<b>Martha Schrader</b>
<b>Multnomah County</b>	<b>Jeff Cogen</b>
<b>Washington County</b>	<b>Tom Brian</b>

<b><u>Cities</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Portland</b>	<b>Gil Kelley</b>	<b>Bob Clay</b>
<b>Beaverton</b>	<b>Rob Drake</b>	
<b>Gresham</b>	<b>Shane Bemis</b>	
<b>Hillsboro</b>	<b>Tom Hughes</b>	<b>Aron Carleson</b>
<b>Lake Oswego</b>	<b>Judie Hammerstad</b>	<b>Donna Jordan</b>
<b>Oregon City</b>	<b>Alice Norris</b>	<b>Doug Neeley</b>
<b>Other cities – Clackamas County</b>	<b>Charlotte Lehan, Wilsonville mayor</b>	<b>Norm King, West Linn mayor</b>
<b>Other cities – Multnomah County</b>	<b>David Fuller, Wood Village mayor</b>	<b>Julie Odell, Wood Village</b>
<b>Other cities – Washington County</b>	<b>Chris Barhyte, Tualatin city councilor</b>	<b>Richard Kidd, Forest Grove mayor</b>
<b>Neighbor cities</b>	<b>Bob Austin, Estacada mayor</b>	<b>Kathy Figley, Woodburn mayor</b>

<b><u>Non-governmental stakeholders</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Business</b>	<b>Greg Manning</b>	
<b>Construction/Real Estate</b>	<b>Greg Specht</b>	<b>Bob LeFeber</b>
<b>Urban Development</b>	<b>Craig Brown</b>	<b>Drake Butsch</b>
<b>Agriculture</b>	<b>Jeff Stone</b>	<b>Shawn Cleave</b>
<b>Natural Resources</b>	<b>Mike Houck</b>	<b>Jim Labbe</b>
<b>Land Use</b>	<b>Mary Kyle McCurdy</b>	
<b>Social/Economic Equity</b>	<b>Sue Marshall</b>	<b>Ron Carley</b>

<b><u>State Agencies – serving in coordination roles</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Department of Land Conservation and Development</b>	<b>Richard Whitman</b>	<b>Bob Rindy</b>
<b>Department of Transportation</b>	<b>Lainie Smith</b>	<b>Lidwien Rahman</b>
<b>Department of Forestry</b>	<b>David Morman</b>	<b>Doug Decker</b>
<b>Economic and Community Development Department</b>	<b>Karen Goddin</b>	<b>John Rakowitz</b>
<b>Water Resources Department</b>	<b>Bill Ferber</b>	
<b>Department of State Lands</b>	<b>Kirk Jarvie</b>	<b>Peter Ryan</b>
<b>Department of Environmental Quality</b>	<b>Keith Johnson</b>	
<b>Department of Agriculture</b>	<b>Katy Coba</b>	<b>Jim Johnson</b>
<b>Department of Fish and Wildlife</b>	<b>Jeff Boechler</b>	<b>Susan Barnes</b>

**DRAFT**

# Key Milestones for Designating Urban and Rural Reserves

*work in progress*

## 2008

*Identifying and analyzing options for urban and rural reserves study areas*

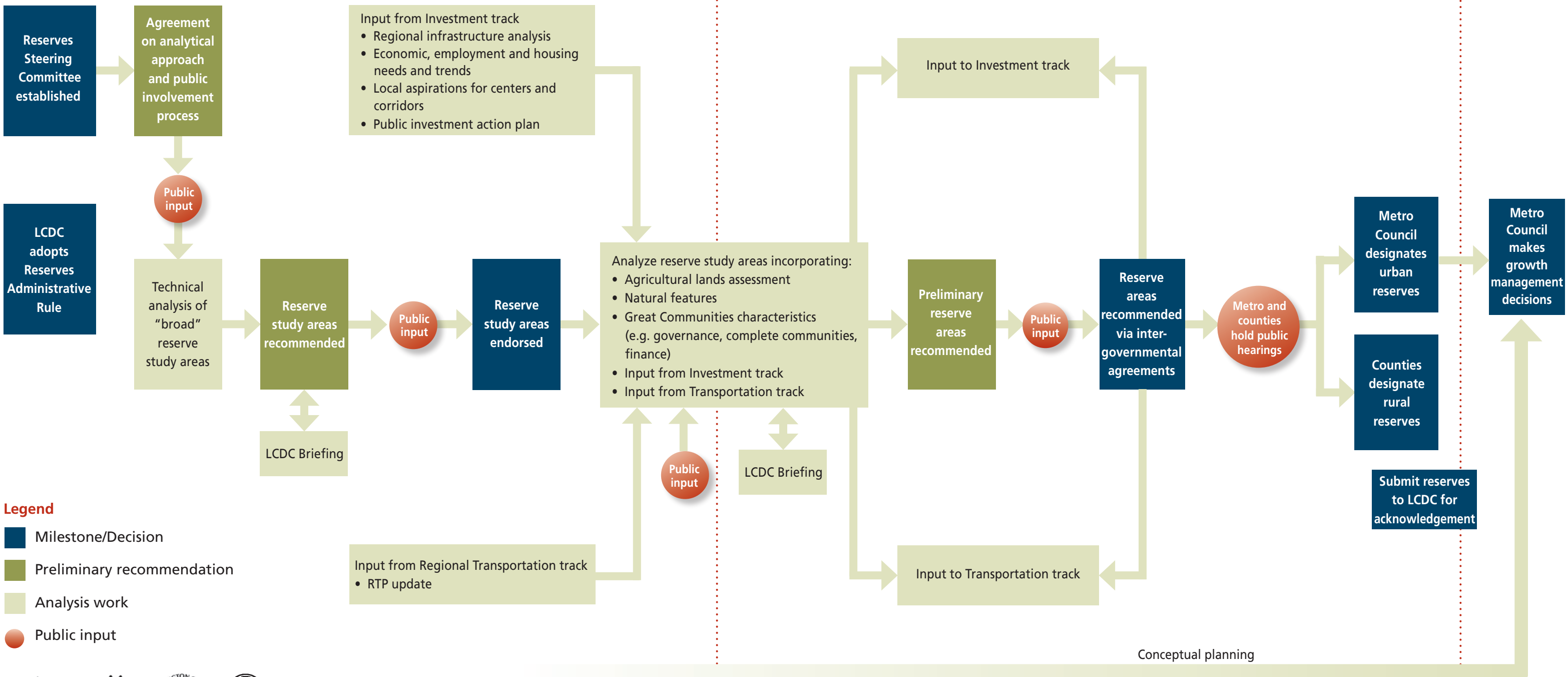
## 2009

*Final analysis and decisions on urban and rural reserves*

## 2010

*Future decisions*

WINTER      SPRING      SUMMER      FALL      WINTER      SPRING      SUMMER      FALL



## **STAFF REPORT**

### **IN CONSIDERATION OF RESOLUTION NO. 08-3920, FOR THE PURPOSE OF ADOPTING THE COORDINATED PUBLIC INVOLVEMENT PLAN FOR URBAN AND RURAL RESERVES**

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Date: March 20, 2008

Prepared by: Ken Ray

## **BACKGROUND**

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves and rural reserves. Following the adoption of Senate Bill 1011, the Oregon Land Conservation and Development Commission (LCDC) adopted administrative rules to guide Metro and the counties of this region in the development, study and designation of urban and rural reserves.

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas in 2009. Staff members from the planning and public affairs departments of Metro and the three counties have been meeting regularly since December to support the work of the Reserves Steering Committee, develop a comprehensive work program to guide the development and designation of reserve areas, and develop and implement a coordinated public involvement plan as required by administrative rule.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There is no known opposition to this resolution.

### **2. Legal Antecedents**

Oregon Revised Statutes (ORS) 195.137 through 195.145 and 197.651 and Oregon Administrative Rules (OAR) 660 Division 27 authorize the designation of urban and rural reserves by Metro and a county through intergovernmental agreements. OAR 660-027-0030(2) specifically requires Metro and the counties to develop a coordinated citizen involvement process.

### 3. **Anticipated Effects**

Staffs from Metro and the three counties are already collaborating on the planning and execution of public involvement activities under the framework provided in this plan.

### 4. **Budget Impacts**

The adoption of Resolution no. 08-3920 does not have additional budget impact. The Metro Council adopted a budget amendment, through Ordinance no. 08-1173 (“Amending the FY 2007-08 Budget and Appropriations Schedule to Release Contingency Funds Earmarked For Various Planning Department Projects, Authorizing the Addition of 3.0 FTE, and Declaring an Emergency”), on February 7, 2008, that authorized funding for a new 1.0 limited-duration FTE position dedicated to public involvement and outreach specific to the Urban and Rural Reserves project. The hiring process for that position is currently underway.

## **RECOMMENDED ACTION**

Staff recommends the Metro Council adopt Resolution no. 08-3920.

Agenda Item Number 7.3

**Resolution No. 08-3931**, For the Purpose of Adopting a Definition of Sustainability to Direct Metro's Internal Operations, Planning Efforts, and Role as a Regional Convener.

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

**BEFORE THE METRO COUNCIL**

FOR THE PURPOSE OF ADOPTING A ) RESOLUTION NO. 08-3931  
DEFINITION OF SUSTAINABILITY TO )  
DIRECT METRO’S INTERNAL ) Introduced by Councilors David Bragdon, Rod  
OPERATIONS, PLANNING EFFORTS, AND ) Park, and Rex Burkholder  
ROLE AS A REGIONAL CONVENER )  
)

WHEREAS, the 2007 report of the Intergovernmental Panel on Climate Change concluded that “warming of the climate system is unequivocal,” that “most of the observed increase in globally averaged temperatures since the mid-20th century is very likely due to the observed increase in anthropogenic greenhouse gas concentrations,” and that the impacts of climate change are likely to be more drastic and immediate than was previously expected; and

WHEREAS, the State of Oregon’s 2007 greenhouse gas reductions targets call for arresting the growth of greenhouse gas emissions by 2010, reducing emissions to at least 10 percent below 1990 levels by 2020, and reducing emissions to at least 75 percent below 1990 levels by 2050; and

WHEREAS, the cities of Portland, Beaverton, Gresham, Lake Oswego, Hillsboro, Milwaukie, and Oregon City, which together represent over 60 percent of the population under Metro’s jurisdiction, have all signed onto the U.S. Mayor’s Climate Protection Agreement, pledging to reduce their greenhouse gas emissions by 7 percent below 1990 levels by 2012; and

WHEREAS, a series of 2007 interviews conducted by Metro staff with staff and officials from city and county governments within the Portland area, including representatives of all the aforementioned cities, revealed a strong region-wide interest, and substantial progress on the part of some governments, in creating policies and programs to make internal operations more sustainable; and

WHEREAS, the same interviews also revealed a need for regional coordination and technical assistance in creating land-use plans, zoning and building codes, waste reduction programs, and public outreach programs to reduce energy and water use, single-occupant vehicle use, and waste generation; and

WHEREAS, in ordaining the Metro Charter, the people of the Metro region established a regional government that “undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for themselves and for future generations;” and

WHEREAS, sustainability considers the joint perspective of environmental, economic and community objectives, and

WHEREAS, the development of technologies and services to assist communities around the globe to become more sustainable and to respond to climate change will create opportunities for Oregon businesses to innovate and thrive; and

WHEREAS, Metro has the potential to reduce and/or sequester greenhouse gas emissions through its specific responsibilities for transportation planning, solid waste management, natural areas, and planning for long-term growth; and

WHEREAS, Metro has many existing programs, such as Transit-Oriented Development, the Green Streets Handbook, the Recycling Information Hotline, and Drive Less, Save More, that each reduce driving and waste generation in their own way but are not recognized for their sustainability functions nor coordinated to maximize mutual benefits; and

WHEREAS, in 2003 the Metro Council adopted Resolution 03-3338, "For the Purpose of Directing the Metro Chief Operating Officer to Establish a Sustainable Business Model for Metro Departments and Facilities and to Undertake Related Duties," adopted on March 22, 2003 authorizing the creation and implementation of a Metro sustainable business model; and

WHEREAS, Metro desires to work cooperatively with other governmental agencies and businesses to integrate sustainability into their operations; now therefore,

BE IT RESOLVED,

Sustainability, as defined in (1) below, shall be the guiding principle for all Metro policies and programs;

To achieve this, Metro shall:

1. Adopt the State of Oregon's definition of sustainability, as defined in ORS 184.421 (4), as the working definition that shall be used at Metro: "'Sustainability' means using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives;"
2. Develop a regional climate change action plan to meet the State's greenhouse gas reductions targets and coordinate a regional approach to meeting the goals outlined in this plan;
3. Facilitate sharing of operational and planning practices that reduce waste generation; reduce consumption of energy, water, and other resources; save money; and strengthen economic development;
4. Implement stronger sustainable business practices within Metro;
5. Direct the Chief Operating Officer to coordinate existing and future Metro policies and programs toward meeting the definition of sustainability in sub-section (1), and to communicate Metro's policies and programs to the public in terms of how they address sustainability.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 2008.

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David Bragdon, Council President



Approved as to form:

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Daniel B. Cooper, Metro Attorney

## **STAFF REPORT**

IN CONSIDERATION OF SUSTAINABILITY RESOLUTION NO. 08-3931, FOR THE PURPOSE OF ADOPTING A DEFINITION OF SUSTAINABILITY TO DIRECT METRO'S INTERNAL OPERATIONS, PLANNING EFFORTS, AND ROLE AS A REGIONAL CONVENER.

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Date: March 24<sup>th</sup>, 2008

Prepared by: Eliot Rose

### **BACKGROUND**

The majority of scientists agree that reductions in greenhouse gases of 60 to 80 percent below 1990 are necessary to stabilize climate change, and the State of Oregon's 2007 greenhouse gas reductions targets call for arresting the growth of greenhouse gas emissions by 2010, reducing emissions to 10 percent below 1990 levels by 2020, and reducing emissions to 75 percent below 1990 levels by 2050. Currently, governments in the Portland area are pursuing these targets with whatever resources they have. Their progress depends on local policy direction and resources: many have created sustainability departments and/or plans and taken steps to reduce energy use within their own operations; a few have created public outreach programs designed to reduce energy use on the part of businesses and residents; and fewer still have implemented long-term plans to promote energy and transportation efficiency. PGE and Portland's Office of Sustainable Development (OSD) informally provide technical assistance in some of these areas to other agencies in the region, but both have expressed the need for a more stable information-sharing body. Multnomah County and OSD are currently working on an update of their Local Action Plan on Global Warming, and both have asked Metro to help develop a consistent region-wide approach to reducing greenhouse gases.

As a regional government that "undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for themselves and for future generations," Metro has a responsibility not only to reduce resource consumption and waste generation in its own operations, but to facilitate the development of region-wide policies that accomplish these goals. In July, Councilor Rex Burkholder convened a meeting of staff and elected officials from around the region who had expressed interest in conducting greenhouse gas inventories and combating climate change locally. Those present agreed that the region could address sustainability more effectively and comprehensively through collaboration than through continuing to pursue it on an individual basis. In follow-up meetings, staff and policymakers from cities and counties in the Portland area emphasized the need for Metro to play a convening role in developing energy-efficiency and waste-reducing policies, planning methods, and outreach campaigns. Another common suggestion was for a workgroup made up of members from both the private and public sector to craft a long-term plan for the region to meet the State's greenhouse gas reduction targets, and then work backwards to develop interim goals for different sectors.

At the same time, there has also been an increased awareness within Metro for the need to refocus the agency's planning projects and operations around sustainability. Metro's council goals encourage increased access for all, efficient use of land, and protection of natural resources, and the agency has long pursued projects to create livable and affordable communities, make transportation more efficient, and preserve rural lands and wildlife habitat. These goals and policies are all vital to the overall goal of achieving economic, environmental, and social sustainability, but many of them date from an era when it was common practice to pursue such efforts on an individual basis rather than develop an integrated

approach to sustainability. As a result, Metro lacks methods to quantify, balance, and unify these different goals, identify internal and external opportunities for collaboration, and to communicate progress toward meeting these goals to either the public or to other agencies in the region, both of which are increasingly concerned with climate change and overuse of natural resources.

Furthermore, Metro's Environmental Action Team, ENACT, has no paid staff, only volunteers from other departments within the agency, making it difficult for the team to accomplish its mission. A 2007 report prepared for ENACT by AXIS Performance concluded, "In order to support all this work and to make future progress, Metro needs a full-time sustainability coordinator. Many municipalities in the area have sustainability coordinator positions and find that having someone dedicated to sustainability is crucial." These municipalities and counties include:

- Multnomah County, which has two sustainability managers (full FTEs devoted to sustainability) and sustainability liaisons (part-time devoted to sustainability) in each department, and they meet monthly to coordinate their efforts.
- Clackamas County, which has a full-time sustainability coordinator.
- Lake Oswego, which has a part time sustainability coordinator.
- Portland, which has full-time citywide sustainability managers and full-time sustainability coordinators in each bureau, and each bureau has to draft its own sustainability plan.

In response to the concerns of Metro's partners throughout the region, as well as to growing concern about climate change in the region and around the world, Councilors David Bragdon, Rex Burkholder, and Rod Park, with the help of council and departmental staff, have drafted a resolution to address the three sustainability-related issues outlined above:

- Metro's role as a convener in sustainability discussions
- The need for Metro to better coordinate and communicate programs and planning efforts that address sustainability issues
- The need for Metro to conserve energy, reduce waste, and save money in its own operations.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There is currently no organized opposition to the proposed resolution.

### **2. Legal Antecedents**

*Metro Council Goals:* Many Metro Council Goals relate to this resolution, particularly the following:

- 2.2 Our community is inspired to create a better future for wildlife and the environment.
- 2.3 The region's waste stream is reduced, recovered and returned to productive use, and the remainder has a minimal impact on the environment.
- 2.4 Metro is a model for sustainable business practices.
- 2.5 Urban land is used efficiently and resource land is protected from urban encroachment.
- 3.4 Stable, affordable sources of energy, combined with energy conservation, position the region for sustained economic growth and stability.

*Metro Council Resolution 03-3338:* On May 22<sup>nd</sup>, 2003, the Metro Council passed Resolution 03-3338, "For the Purpose of Directing the Metro Chief Operating Officer to Establish a Sustainable Business Model for Metro Departments and Facilities and to Undertake Related Duties," directing the Chief Operating Officer to establish a sustainable business model for Metro departments. In 2007, ENACT hired AXIS Performance to assist in creating an action plan for implementing this resolution, and AXIS recommended that Metro hire a sustainability coordinator.

*Oregon House Bill 3543*: In 2007, the Oregon legislature passed HB 3543, which mandates reductions in emissions of 10 percent below 1990 levels by 2020 and 75 percent below 1990 levels by 2050.

### **3. Anticipated Effects**

If this resolution is adopted, the Chief Operating Officer and the Senior Management Team will have to create a work plan for implementing the different tasks addressed by the resolution. This may include procedures for establishing a Metro sustainability standard for planning efforts; integrating sustainability into internal operations through evaluations, budget procedures, and the organization of ENACT and facility Green Teams; and establishing a committee and/or workgroup.

Over the long term, this resolution will help to integrate sustainability into Metro policies, plans, and operations. While this resolution may not have a substantial effect on the scope and implementation of Metro's sustainability-related projects and policies, it will refocus them around a single goal. This will help Metro adopt a coordinated, agency-wide approach to climate change, energy use, waste generation, and other sustainability-related issues, and to engage and assist partners across the region in addressing these issues.

### **4. Budget Impacts**

There is a wide range of potential budget impacts depending upon what elements the council chooses to include in the final resolution and adopt in the workplan. In particular, one item in the resolution, convening staff and officials from around the Metro area to create a regional climate change action plan, is a more aggressive step that will require greater staff and financial commitment. While this would be an unprecedented effort and the budget would depend heavily upon the process, scope, and timetable of the project, the best basis for comparison in the region is Portland and Multnomah County's Local Action Plan on Global Warming, which has required a total of slightly more than 1.0 FTE during the years that it is being compiled or updated, culled from planners and analysts in different departments throughout the two agencies.

### **RECOMMENDED ACTION**

The Council should adopt the resolution.

**Resolution No. 08-3902A**, For the Purpose of Entering  
an Order Denying The Application of the City  
of Cornelius to Expand the Urban Growth  
Boundary by Major Amendment

Metro Council Meeting  
Thursday, April 3, 2008  
Metro Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENTERING AN ) Resolution No. 08-3902A  
ORDER DENYING THE APPLICATION OF )  
THE CITY OF CORNELIUS TO EXPAND THE ) Introduced by Chief Operating Officer Michael  
URBAN GROWTH BOUNDARY BY MAJOR ) Jordan with the Concurrence of Council President  
AMENDMENT ) David Bragdon

WHEREAS, by Order No. 07-030 (Relating to a Waiver to Allow the City of Cornelius to Submit an Application for a Major Amendment to the UGB), entered on June 21, 2007, the Metro Council waived the deadlines in Metro Code 3.01.025 for submitting an application for a major amendment to the urban growth boundary (“UGB”) to allow the City of Cornelius to submit an application to amend the UGB; and

WHEREAS, the city filed an application for a major amendment to the UGB in compliance with Order No. 07-030; and

WHEREAS, the application was considered by a Metro hearings officer at a public hearing in Cornelius on February 19, 2008; and

WHEREAS, the hearings officer submitted a recommendation to the Chief Operating Officer on March 3, 2008, pursuant to section 3.01.025 of the Metro Code; and

WHEREAS, the Council considered the recommendation and argument at a public hearing on March 27, 2008; now, therefore,

BE IT RESOLVED that the Metro Council:

Enters Order No. 08-044, attached to this resolution as Exhibit A, which denies the application of the city of Cornelius to expand the UGB by major amendment for the reason that it does not comply with the Metro Code.

ADOPTED by the Metro Council this 3<sup>rd</sup> day of April, 2008.

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David Bragdon, Council President

Attest:

Approved as to form:

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Christina Billington, Recording Secretary

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Daniel B. Cooper, Metro Attorney

**Exhibit A to Resolution No. 08-3902A  
Order No. 08-044**

**RELATING TO THE APPLICATION BY THE CITY OF CORNELIUS FOR A MAJOR  
AMENDMENT TO THE URBAN GROWTH BOUNDARY UNDER SECTIONS 3.01.025 AND  
3.01.030 OF THE METRO CODE**

The City of Cornelius filed a complete application for a major amendment to the urban growth boundary ("UGB") under section 3.01.025 of the Metro Code. Pursuant to that section, the application was considered by Metro Hearings Officer Richard Forester at a public hearing in Cornelius on February 19, 2008. The hearings officer submitted a recommendation to the Chief Operating Officer to approve the application. The Metro Council considered the recommendation and argument from the parties at a public hearing on March 27, 2008. The Council concluded that the application failed to meet the requirements for a major amendment in section 3.01.030 of the Code for the reasons set forth in the Findings of Fact and Conclusions of Law attached to this order.

**IT IS ORDERED THAT:**

1. The Metro Council denies the proposed major amendment of the UGB.
2. The Council adopts the Findings of Fact and Conclusions of Law recommended attached to this order.

ENTERED this 3<sup>rd</sup> day of April, 2008.

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David Bragdon, Council President

Approved as to form:

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Daniel B. Cooper, Metro Attorney

**Attachment to Order No. 08-044**  
**Findings of Fact and Conclusions of Law**

The City of Cornelius filed an application with Metro for a "major amendment" to the Urban Growth Boundary ("UGB") pursuant to Metro Code sections 3.01.025 (process) and 3.01.030 (criteria) on September 28, 2007. The application seeks to add 161 acres to the UGB to the north of the city for industrial use. The matter went to hearing before a hearings officer in Cornelius on February 19, 2008. The hearings officer submitted a recommendation to approve the application to the Chief Operating Officer on March 3, 2008. The Metro Council considered the recommendation and heard argument on the application on March 27, 2008. At the conclusion of the hearing, the Council voted to deny the application. These findings of fact and conclusions of law to explain why the application failed to meet the criteria for a major amendment in section 3.01.030 of the code.

Section 3.01.030 contains the criteria that apply to the city's application. Subsection (a) describes the purpose of the major amendment process and establishes a threshold criterion for applications:

"The purpose of the major amendment process is to provide a mechanism to address needs for land that were not anticipated in the last analysis of buildable land supply under ORS 197.299(1) and cannot wait until the next analysis. Land may be added to the UGB under this section only for the following purposes: public facilities and services, public schools, natural areas, land trades and other non-housing needs."

Subsection (a) requires the city to demonstrate a need for land that was not anticipated in Metro's last analysis of its capacity to accommodate long-term growth. The subsection also requires the city to show that the unanticipated need must be satisfied prior to the next capacity analysis.

**Need for Land Not Anticipated in Last UGB Capacity Analysis**

Metro completed its last analysis of buildable land supply in December, 2002. The Council adopted the analysis, together with actions to expand the region's capacity to accommodate population and employment growth to year 2022, by Ordinance No. 02-969B. The Council submitted the ordinance to the Land Conservation and Development Commission ("LCDC") pursuant to ORS 197.626. As required by state law, LCDC reviewed Metro's actions in the manner of periodic review. The Commission acknowledged most of the actions taken by Ordinance No. 02-969B, but remanded the matter to Metro after concluding that Metro had not provided sufficient capacity to accommodate its identified need for industrial land. In two subsequent ordinances -- Nos. 04-1040B (2004) and 05-1070A (2005) -- the Council found additional capacity within the UGB and added industrial land to the UGB. By "Periodic Review Task 2 LCDC Approval Order 07-WKTASK-001726", entered May 2, 2007, LCDC concluded that Metro had added sufficient capacity for all needs identified in its 2002 analysis, including need for industrial land, and "acknowledged" Metro's actions.

The city presented evidence of several needs it believes were not anticipated by Metro in its 2002 capacity analysis. First, the city pointed to House Bill 2051, passed by the 2007 Oregon Legislature. HB 2051 amended the statute that requires Metro to determine the capacity of the UGB every five years to accommodate the next 20 years' growth (ORS 197.299) to extend the date for Metro's next analysis from December, 2007, to December, 2009. The Council recognizes that HB 2051 was not anticipated in



2002. The Council also recognizes that any action to increase capacity for employment growth will likely occur two years later than would have been the case without the extension. The Council concludes, however, that the passage of HB 2051 is not a "need for land" as that term is used in section 3.01.030(a), and does not create such a need.

The city presented evidence that it needs industrial land: inquiries about sites in Cornelius for industrial uses; the departure of an agricultural processing firm for the reason that it could not find a suitable site for expansion in Cornelius; and testimony from several existing industrial companies that they wish to expand in Cornelius and would like to expand into the area proposed to be added to the UGB. Finally, the city believes additional land for industry is needed in Cornelius to "address well know [sic] tax equity and balance issues in Cornelius." Completeness Submittal, October 23, 2007, Item #1, p. 1.

The Council concludes, however, that this evidence does not indicate a need for industrial land that was not anticipated in Metro's 2002 capacity analysis. Ordinances Nos. 02-969B, 04-1040B and 05-1070A provided a supply of industrial land anticipating need for industrial use to the year 2022. The record of Metro proceedings that culminated in actions taken by Ordinance No. 04-1040B show that the Council anticipated both long-term regional need for industrial land and need in the Cornelius area. By Ordinance No. 04-1040B, the Council added 261 acres (including the 161 acres in this application) to the UGB to the north of Cornelius. The rationale for that action is set forth in Exhibit G to that ordinance. It relies upon much of the same evidence and arguments advanced by the city in its application for this major amendment. LCDC remanded that action to Metro for further consideration. In Ordinance No. 05-1070A, re-considered and modified the action. With the same evidence of need before it, the Council removed the 261 acres north of Cornelius and added a different 65 acres north of Cornelius to the UGB. The Council also added 321 net acres to the UGB north of Hillsboro, four to five miles to the east of Cornelius. The rationale for these actions is set forth in Exhibit D to that ordinance. The Council finds that the needs presented by the city in this major amendment application were anticipated by Metro, both regionally and near Cornelius itself, in the 2002 capacity analysis and actions taken to provide the needed capacity.

The city points to a 2007 analysis of the current supply of buildable industrial land performed for Metro by OTAK ("Metro Industrial Land Supply Inventory", June 26, 2007) as evidence that the 2002-2022 supply of industrial land is being absorbed faster than anticipated, creating an unanticipated need. The city also points to a recent report by Fregonese Associates that the region's population is growing faster than forecast by Metro in 2002 as part of its UGB capacity analysis. By law, Metro cannot rely upon either the OTAK analysis or the Fregonese Associates report as a basis for this UGB expansion because Metro has not adopted the analysis or the report. The OTAK analysis makes assumptions about the supply of land that are inconsistent with assumptions used to determine the capacity of the UGB in Metro's 2002 analysis, which Metro adopted by Ordinance No. 02-969B. Metro could rely upon the OTAK analysis and the population forecast in the Fregonese Associates Report if it adopted them by ordinance. In order to adopt them, however, Metro would have to re-analyze the forecast and the region's supply of industrial land. Metro will complete a new population forecast and new analysis of the region's supply of industrial land over the next 20 months to meet the December, 2009, statutory deadline for the next capacity analysis.

Even if the Council were able to rely upon the OTAK analysis, it contains information that would have to be reconciled with other information in the record of this proceeding. The OTAK analysis estimates that the region is losing 200-300 acres of industrial land each year that cities and counties are re-designating to other uses. Also in the record is the "Annual Title 4 Map Change Report", dated January 29, 2008, reporting on the number of acres of industrial land re-designated to other uses in 2007. The Annual Report stated that 31.66 acres of industrial land were re-designated in four amendments to city land use

regulations. The February 11, 2008, Addendum to the Staff Report to the Hearings Officer explains the difference between 200-300 acres/year and the much lower number for 2007 by noting that OTAK attributed much of the loss to tentative, but yet final, decisions pending in territories added to the UGB in 2002. The Council finds that the Annual Report casts a doubt on the reliability of that portion of the OTAK analysis.

Further, if the Council were confident of all the numbers in the OTAK analysis, it would still not demonstrate an unanticipated need for additional industrial land. The Council expects that absorption of industrial land will not happen in a steady drawdown of the supply. Rather, the drawdown will wax and wane with changing economic and other conditions both within and beyond the region.

The city points to a potential avoided expense to Washington County for transportation improvements that are scheduled soon, and an opportunity to design the improvements to urban rather than rural standards, as an unanticipated need. The Council concludes that these opportunities cannot serve as a basis for a major amendment to the UGB. They are not "needs for land" as that term is used in section 3.01.030(a).

Finally, the city calls attention to its high poverty rate, its low taxable property and the long commutes by its residents as indications of a need for additional industrial land. The Council recognizes these issues as genuine concerns. As expressly set forth in the Council's reasoning in the three ordinances that expanded the UGB between 2002 and 2005, the Council was very much aware of the challenges the city faces. These issues were among the reasons the Council added land near Cornelius for industrial use. Whether these concerns are "needs for land" or not, the Council anticipated them clearly in the last UGB capacity analysis.

#### **Need for Land Cannot Wait Until Next UGB Capacity Analysis**

The second part of the threshold criterion in section 3.01.030(a) requires the city to show that any need for land it identifies cannot wait until Metro's next UGB capacity analysis. By state law [ORS 197.299(1)], Metro's next analysis is due in December, 2009 (five years after the last analysis – December, 2002 – plus the two-year extension granted by the Legislature in HB 2051). The city has an existing supply of vacant industrial land (50.47 acres). Metro added 65 gross acres to the inventory in 2005 (Ordinance No. 05-1070A), not yet annexed to the city. There is no indication from the city that this supply will be depleted within the next two to four years.

The city points to the OTAK report as evidence that the drawdown of the region's supply of vacant industrial land must be addressed before the 2009 capacity analysis. Even if Metro were able to rely upon the report, and fully accepted its methodology and absorption/conversion numbers, there would still be a six-year supply of industrial land in the region. Implicit in the city's arguments, and the recommendation of the hearings officer, is a legal obligation that Metro maintain a constant and continuous 20-year supply of land in the UGB. There is no such legal obligation.

The Council concludes, therefore, that even if the needs for land identified by the city had not been anticipated by the Council in the last capacity analysis, the needs can wait until the 2009 capacity analysis.

#### **Land Needs Cannot be Accommodated within the Existing UGB**

The Metro Code [section 3.01.020(b)(3)] and Goal 14 require the city to demonstrate that the needs it has identified cannot reasonably be accommodated inside the existing UGB. The city has an existing supply of vacant industrial land (50.47 acres). Metro added 65 gross acres to the inventory in 2005, not yet

annexed to the city. The hearings officer found that the city had not adequately explained why this supply of industrial land cannot accommodate the city's needs.<sup>1</sup> The Council agrees the city has not shown that the local land needs it has identified, regardless whether they meet the threshold criterion in section 3.01.030(a), cannot reasonably be accommodated within the city and the existing UGB, either in or near Cornelius or somewhere else in the region.

### **Participants at Council Hearing**

The city objected to participation of several persons who made argument before the Council at its March 28 hearing. The city contended that the persons had not shown they were authorized to speak for organizations. The organizations for whom those persons made argument (1000 Friends of Oregon; Washington County Farm Bureau) had participated in the evidentiary hearing before the hearings officer on February 19. Recommendation, p. 3. The city had made no objection on these grounds at that time. The Council concludes there was no error by allowing those persons to make argument at the March 28 hearing.

### **Overall Conclusion**

The city's application did not demonstrate:

- (a) a need for land that was not anticipated in Metro's 2002 UGB capacity report;
- (b) a need for land that cannot wait for the 2009 UGB capacity report; or
- (c) that land inside the UGB in Cornelius or adjacent to Cornelius cannot reasonably accommodate the land needs identified by the city.

The city's application does not comply with the criteria for a major amendment to the UGB in Metro Code section 3.01.030.

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<sup>1</sup> "The city does not adequately explain why this local capacity – a part of the 2022 capacity – cannot accommodate the city's immediate needs – but the City does make a case that its opportunity to acquire key public facilities cannot wait." Recommendation, p. 13. "Staff is correct that the City has no [sic] adequately addressed why its new 35 acres and whatever internal rezoning opportunities it has [sic] to address the demand generated, except to argue that its needs will require more lands to restore its [sic] sustainability and livability." Recommendation, p. 15. "Petitioner does not reconcile the availability and asserted demand for small industrial sites with their actual UGB expansion request." Recommendation, p. 19 "None of the 65 acres added to the UGB in Cornelius have been planned or developed. Petitioner does not explain why its needs cannot be accommodated on these lands already in the UGB." Recommendation, p. 19.