



**METRO**

**Agenda**

MEETING: METRO COUNCIL WORK SESSION  
DATE: August 11, 2009  
DAY: Tuesday  
TIME: 2:00 p.m.  
PLACE: Metro Council Chamber

**CALL TO ORDER AND ROLL CALL**

- |                |           |  |                |
|----------------|-----------|--|----------------|
| <b>2:00 PM</b> | <b>1.</b> | <b>DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, AUGUST 13, 2009/ADMINISTRATIVE/CHIEF OPERATING OFFICER COMMUNICATIONS</b> |                |
| <b>2:15 PM</b> | <b>2.</b> | <b>FUNCTIONAL PLAN TITLE 13 COMPLIANCE UPDATE: UPDATE AND DISCUSSION</b>   | <b>O'Brien</b> |
| <b>2:45 PM</b> | <b>3.</b> | <b>BREAK</b>   |                |
| <b>2:50 PM</b> | <b>4.</b> | <b>REGIONAL EMERGENCY PREPAREDNESS AND RECOVERY ACTIONS: BRIEFING AND DISCUSSION</b>   | <b>Uba</b>     |
| <b>3:20 PM</b> | <b>5.</b> | <b>COUNCIL BRIEFINGS/COMMUNICATION</b>   |                |

**ADJOURN**

Agenda Item Number 2.0

**FUNCTIONAL PLAN TITLE 13  
COMPLIANCE UPDATE:  
UPDATE AND DISCUSSION**

PRESENTED BY TIM O'BRIEN  
AND PLANNING AND  
DEVELOPMENT STAFF

Metro Council Work Session  
Tuesday, August 11, 2009  
Metro Council Chamber



Date: Thursday, July 30, 2009  
To: Tony Anderson  
From: Tim O'Brien  
Cc:  
Re: Legislative Process for Functional Plan Title 13 Compliance Extension Requests

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Per the new legislative process, attached please find the following documents for your use in confirming with Council President Bragdon the need for a work session, so the Council may provide direction to staff on Functional Plan Title 13 compliance extension requests:

- Work Session Form
- Draft Staff Report
- Draft Legislation

# **\*\*\*Instructions for completing form\*\*\***

## **METRO COUNCIL**

### **Work Session Worksheet**

Presentation Date: \_\_\_\_\_ Time: \_\_\_\_\_ Length: \_\_\_\_\_

Presentation Title: Title 13 Compliance Update

Service, Office, or Center:  
Planning and Development

Presenters (include phone number/extension and alternative contact information):  
\_Tim O'Brien X1840 Brian Harper X 1833

\_\_\_\_\_  
(Also list other department personnel or interested parties who should be invited & invite them.)

\* In all categories, use additional sheets if necessary and attach supporting material.

**ISSUE & BACKGROUND** (Identify the issue or problem. Include background information on the issue and identify the facts pertinent to your presentation of the topic. Include a statement of any potential issues raised by these facts.)

**OPTIONS AVAILABLE** (List the options available for any actions that may need to be taken, indicating the pros and cons of each. Cost estimates should be included for each option, where applicable.)

**IMPLICATIONS AND SUGGESTIONS** (Please state your departmental suggestions(s) AND the reason(s) for the suggested action. Also include anticipated problems, which will be encountered: a) if the suggestions is implemented, and b) if the suggestion is not implemented.)

**QUESTION(S) PRESENTED FOR CONSIDERATION** (Please state clearly your request of the Metro Council. In other words, what do you hope to obtain from the Metro Council? If more than one question, please number them.)

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION**  Yes  No  
**DRAFT IS ATTACHED**  Yes  No

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: \_\_\_\_\_ Time: \_\_\_\_\_ Length: \_\_\_\_\_

Presentation Title: Title 13: Nature in Neighborhoods Compliance Update

Service, Office, or Center:  
Planning and Development

Presenters (include phone number/extension and alternative contact information):  
Tim O'Brien X1840, Brian Harper X1833

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### **ISSUE & BACKGROUND**

On November 18, 2008 staff provided an update to the Metro Council on local jurisdiction compliance status with Title 13: Nature in Neighborhoods. At that time, staff noted that the Tualatin Basin Natural Resources Coordinating Committee jurisdictions were in compliance with Title 13 and that Gresham and Clackamas County had final hearings scheduled prior to the January 5, 2009 compliance deadline. Staff also noted that a number of jurisdictions had a first half of 2009 target date for submittal of compliance materials. The Council directed staff to continue assisting local jurisdictions with compliance issues and to provide a second update to the Council in mid 2009.

As you recall, there are four ways a local jurisdiction may comply with the requirements of Title 13.

- Adopt the Model Ordinance, Habitat Conservation Area (HCA) maps and amendments to remove barriers for implementing Habitat Friendly Development Practices
- Adopt existing, new or amended comprehensive plan, implementing ordinances and maps that substantially comply with Title 13
- Adopt a program of alternative approaches that substantially comply with Title 13
- Adopt District Plans and alternative approaches that substantially comply with Title 13

Additionally, cities and counties are required to submit monitoring reports outlining their progress on voluntary and incentive based programs. Cities and counties are required to apply the requirements of Title 13 directly to their land use decisions after January 5, 2009, whether or not they have adopted comprehensive plan provisions and land use regulations to implement Title 13, after notice from Metro. Metro sent the required 120-day notice on January 16, 2009.

The following represents the current status of local jurisdictions throughout the region relative to Title 13 compliance:

- Jurisdictions with adopted HCAs, protection measures and Habitat Friendly Development Practices code revisions:
  - Beaverton, Cornelius, Durham, Forest Grove, Gresham, Hillsboro, King City, Sherwood, Tigard, Tualatin, Clackamas County and Washington County
- Jurisdictions expected to come into compliance in the next six months:
  - Troutdale, Oregon City and Multnomah County are currently in the public hearing process with their respective councils and commissions.
  - The City of Wilsonville is expected to consider Title 13 code amendments in September 2009.

- West Linn and Wood Village are completing final code and map reviews and are expected to submit compliance packages in the near future.
- Staff expects the City of Happy Valley to consider final code and map amendments in the next few months.
- Portland Planning Commission endorsed the River Plan for the North Reach of the Willamette River on June 23, 2009. City Council consideration of the North Reach is expected this fall 2009.
- Gladstone City Council is expected to consider amendments in the fall 2009.
- Lake Oswego City Council will be reviewing proposed code and map amendments this summer and expect to consider changes in the fall of 2009.
- Jurisdictions in progress with compliance target dates beyond 2009:
  - The City of Damascus is working on their initial comprehensive plan and is under a November 2009 deadline with the Department of Land Conservation and Development (DLCD). DLCD has previously extended the deadline for the City. Title 13 compliance is part of their comprehensive plan adoption process.
  - The City of Rivergrove is in Periodic Review with DLCD and will complete their compliance with Title 13 through the periodic review process.
  - The City of Fairview is expected to complete the compliance process in early 2010.
  - The City of Milwaukie has set in place a process to directly apply Title 13 to major land use decisions as required by the Functional Plan. The City expects to complete the compliance process in early 2010.
  - The City of Portland has submitted a letter expressing their intent to request an extension based on their proposal to address Title 13 via a phased District Planning process. The City requests an extension until June 30, 2011. On June 24, 2009, the Portland City Council adopted interim protection measures to directly apply Title 13 to major land use decisions.
- Other
  - Maywood Park has no identified HCA areas within the city limits and staff is still considering a course of action for Johnson City.

Metro Code Chapter 3.07.850 provides a process for the Metro Council to consider time extension requests from local jurisdictions for compliance with the Functional Plan. The compliance extension process has four main steps:

1. The local jurisdiction submits an extension request and the Council President shall set the matter before a public hearing before the Metro Council.
2. The Metro Council shall hold a public hearing to consider the extension. The Council may grant an extension if it finds that: (1) the city or county is making progress toward accomplishment of its compliance work program; or (2) there is good cause for failure to meet the deadline for compliance.
3. The Metro Council may establish terms and conditions for the extension in order to ensure the compliance is achieved in a timely and orderly fashion. The Council shall not grant an extension of time for more than one year. The Council shall not grant more than two extensions of time for a city or county.
4. The Metro Council shall issue an order with its conclusion and analysis and send a copy to the city or county, MPAC, the Department of Land Conservation and Development and those persons who participated in the process.

### **OPTIONS AVAILABLE**

1. Determine that adequate progress is being made and not seek formal extensions.
2. Move forward with formal extensions for those jurisdictions with compliance target dates beyond 2009.
3. Move forward with formal extensions for all jurisdictions that are not yet in compliance with Title 13.

### **IMPLICATIONS AND SUGGESTIONS**

1. The Functional Plan compliance extension process requires the Metro Council to hold a public hearing to consider the extension.
2. If the Council determines it would like to proceed with an extension process, staff suggests that the Council consider all jurisdiction compliance extensions in one ordinance and public hearing rather than consider each jurisdiction at separate public hearings.

### **QUESTION(S) PRESENTED FOR CONSIDERATION**

1. Is there other information the Council needs prior to making a determination on Title 13 compliance?
2. Would the Council like to pursue a formal extension process at this time? If so, which jurisdictions will be required to submit extension requests?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION\_  Yes \_\_\_ No**  
**DRAFT IS ATTACHED \_  Yes \_\_\_ No**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENTERING AN ORDER ) RESOLUTION NO. 09-  
APPROVING TIME EXTENSIONS FOR THE )  
CITY OF FAIRVIEW, THE CITY OF ) Introduced by  
MILWAUKIE AND THE CITY OF PORTLAND  
TO COMPLY WITH TITLE 13 OF THE URBAN  
GROWTH MANAGEMENT FUNCTIONAL  
PLAN: NATURE IN NEIGHBORHOODS

WHEREAS, the Metro Council adopted Ordinance No. 05-1077C on September 29, 2005 which amended the Urban Growth Management Functional Plan to adopt Title 13:Nature in Neighborhoods; and

WHEREAS, the Land Conservation and Development Commission acknowledged Title 13 Nature in Neighborhoods on January 5, 2007, thereby requiring local jurisdictions to amend their comprehensive plans and implementing ordinances to comply with the requirements of Title 13 by January 5, 2009; and

WHEREAS, Metro Code Section 3.07.850A of the Urban Growth Management Functional Plan provides that the Metro Council may grant extensions of time for compliance with Functional Plan deadlines if the city or county demonstrates progress toward compliance or good cause for failure to comply by the deadline; and

WHEREAS, the City of Fairview, the City of Milwaukie and the City of Portland have requested a time extension to complete planning work to comply with Title 13; now therefore

BE IT RESOLVED that the Metro Council

1. Enters Order 09-\_\_\_, attached to this resolution as Exhibit A, which approves the extension of time for the City of Fairview, the City of Milwaukie and the City of Portland to comply with Functional Plan Title 13 Nature in Neighborhoods.
2. Directs the Chief Operating Officer (COO) to send a copy of Order No. 06-\_\_\_, with Exhibit A attached, to the City of Fairview, the City of Milwaukie, the City of Portland, the Metropolitan Policy Advisory Committee, the Oregon Department of Land Conservation and Development and any other person who participated in the public hearing on the extension.

ADOPTED by the Metro Council this \_\_\_th day of \_\_\_, 2009

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

Approved as to form:

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Daniel B. Cooper, Metro Attorney

**Exhibit A to Resolution No. 09-\_\_\_\_**

**Order No. 09-\_\_\_\_**

**RELATING TO THE REQUEST FOR AN EXTENSION OF TIME FOR THE CITY OF FAIRVIEW, THE CITY OF MILWAUKIE AND THE CITY OF PORTLAND TO COMPLY WITH TITLE 13 OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN**

APPLICABLE LAW

The City of Fairview, the City of Milwaukie and the City of Portland have requested an extension of time to comply with the requirements of Title 13 of the Urban Growth Management Functional Plan. Metro Code section 3.07.850 sets for the process and criteria for an extension of time for compliance with a requirement of the Urban Growth Management Functional Plan:

“The Council may grant an extension only if it finds that:

- (1) the city or county is making progress toward accomplishment of its compliance work; or
- (2) there is good cause for failure to meet the deadline for compliance.”

FINDINGS OF FACT AND CONCLUSIONS OF LAW

The Metro Council adopted Ordinance No. 05-1077C on September 29, 2005 which amended the Urban Growth Management Functional Plan to adopt Title 13: Nature in Neighborhoods. The Land Conservation and Development Commission acknowledged Title 13 Nature in Neighborhoods on January 5, 2007, thereby requiring local jurisdictions to amend their comprehensive plans and implementing ordinances to comply with the requirements of Title 13 by January 5, 2009.

The City of Fairview has met with Metro staff and provided a work program and schedule for completing Title 13 compliance requirements. The city process has been delayed due to budgetary and staffing issues.

The City of Milwaukie has met with metro staff and provided a work program and schedule for completing Title 13 compliance requirements. The process has been delayed due to budgetary and staffing issues.

The City of Portland is undertaking a phased environmental program update process that relies on its strong existing regulatory programs, active non-regulatory programs, the adoption of a new resource inventory and baseline standards and the development of area specific projects (district plans) for the Willamette Corridor, Portland International Airport and Hayden Island. The North Reach of the Willamette River Plan will be considered for adoption by the Portland City Council in September 2009. Work has subsequently begun on the South Reach of the Willamette River Plan component. The Portland City Council adopted interim protection measures to directly apply Title 13 to major land use decisions.

The extension will also support the City's efforts to meet state periodic review requirements and to complete a more extensive update of the Comprehensive Plan through the Portland Plan project.

Criterion 1:

The City of Fairview, the City of Milwaukie and the City of Portland are now making progress toward to complying with the requirements of Title 13 of the Urban Growth Management Functional Plan.

Criterion 2:

The City of Fairview and the City of Milwaukie's delay in completing Functional Plan compliance requirements for Title 13 are due to budgetary and staffing issues. The City of Portland's delay in completing Functional Plan compliance requirements is due to the size of the city, the necessity to develop district plans for large urban areas and the necessity to coordinate with other state and federal requirements. There is good cause for the City of Fairview, the City of Milwaukie and the City of Portland's failure to complete the Title 13 compliance requirements by January 5, 2009.

IT IS HEREBY ORDERED THAT:

The request of the City of Fairview, the City of Milwaukie and the City of Portland for an extension of time under Metro Code 3.07.850 to complete compliance requirements pursuant to Title 13 of the Urban Growth Management Functional Plan is approved.

ENTERED this \_\_th day of September, 2009.

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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 RESOLUTION NO. [INSERT NUMBER], FOR THE PURPOSE OF ENTERING AN ORDER APPROVING TIME EXTENSIONS FOR THE CITY OF FAIRVIEW, THE CITY OF MILWAUKIE AND THE CITY OF PORTLAND TO COMPLY WITH URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN TITLE 13: NATURE IN NEIGHBORHOODS

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Date: August 11, 2009

Prepared by: Tim O'Brien, 503-797-1840

## BACKGROUND

On November 18, 2008 staff provided an update to the Metro Council on local jurisdiction compliance status with Urban Growth Management Functional Plan Title 13: Nature in Neighborhoods. At that time, staff noted that the Tualatin Basin Natural Resources Coordinating Committee jurisdictions were in compliance with Title 13 and that Gresham and Clackamas County had final hearings scheduled prior to the January 5, 2009 compliance deadline. Staff also noted that a number of jurisdictions had a first half of 2009 target date for submittal of compliance materials. The Council directed staff to continue assisting local jurisdictions with compliance issues and to provide a second update to the Council in mid 2009. On August 11, 2009, staff presented a second compliance update to the Council. As a result of the discussion, Council directed staff to proceed with compliance extension requests for three cities: the City of Fairview, the City of Milwaukie and the City of Portland.

### **Compliance Status for Fairview, Milwaukie and Portland**

The following represents the current status of compliance activities for Title 13:

- The City of Fairview has submitted an extension request. The City is expected to complete the compliance process in early 2010.
- The City of Milwaukie has submitted an extension request. The City has set in place a process to directly apply Title 13 to major land use decisions as required by the Functional Plan. The City expects to complete the compliance process in early 2010.
- The City of Portland has submitted an extension request based on their proposal to address Title 13 via a District Planning process. The City requests an extension until June 30, 2011. On June 24, 2009, the Portland City Council adopted interim protection measures to directly apply Title 13 to major land use decisions. The North Reach of the Willamette River Plan will be considered for adoption by the Portland City Council in September 2009, which would bring this portion of the Willamette River into compliance with Title 13 regulatory requirements.

## ANALYSIS/INFORMATION

1. **Known Opposition** There is no known opposition to the proposed legislation.
2. **Legal Antecedents** Metro Code Chapter 3.07.850 provides a process for the Metro Council to consider Functional Plan compliance extension requests.

3. **Anticipated Effects** Adoption of Resolution No. XXXX provides the cities of Fairview, Milwaukie and Portland additional time to complete development code and map amendments to meet the requirements of Title 13. Since the cities have designated plans in place to directly implement Title 13 in the absence of adopted programs, the resource protection intent of Title 13 will be met.
4. **Budget Impacts** There is no additional budget impact to implement the proposed legislation as staff time is budgeted for Functional Plan compliance.

### **RECOMMENDED ACTION**

Staff recommends adoption of Ordinance No. XXXX, granting one year time extensions for complying with Functional Plan Title 13 to the City of Fairview, the City of Milwaukie and the City of Portland.

Agenda Item Number 4.0

**REGIONAL EMERGENCY PREPAREDNESS  
AND RECOVERY ACTIONS: BRIEFING AND  
DISCUSSION**

PRESENTED BY GERRY UBA AND PLANNING  
AND DEVELOPMENT STAFF

Metro Council Work Session  
Tuesday, August 11, 2009  
Metro Council Chamber

## Metro Council

### Work Session Worksheet

Presentation Date: August 11, 2009

Time:

Length: 30 minutes

Presentation Title: Regional Emergency Preparedness and Recovery Actions Coordination Capability

Service, Office, or Center: Planning and Development Department & City of Portland Office of Emergency Management

Presenters: -Carmen Merlo, Director, City of Portland Office of Emergency Management,  
503-823-2691  
-Gerry Uba, Metro staff liaison to the Regional Emergency Management Group,  
ext. 1737

### ISSUE & BACKGROUND

At a Council work session on October 21, 2008, Carmen Merlo and Gerry Uba updated Metro Council on regional emergency preparedness and recovery actions. Scot Klag and Bill Jemison also participated in the presentation. The presentation described past efforts of the Regional Emergency Management Group (REMG), including Metro key roles in the REMG work program and post 9/11 role of REMG members, including formation of the Urban Area Security Initiative Point of Contact Group (UASI-POC) to manage the federal UASI grant for the Portland metropolitan area, and UASI work program and milestones.

Council members shared their observations about regional collaboration in emergency management, and expressed concerns about how well the region is prepared to deal with conflicting communications during disaster, post disaster redevelopment, and real time mapping tools to enhance response actions. Council members also expressed interest about possible Metro roles in regional emergency management that could add value to REMG and UASI work programs.

At that time, Council asked Metro staff to return with options for different roles Metro could play in regional emergency management that could add value to regional preparedness and recovery programs for further consideration. Attached is a summary of optional roles Metro could play to enhance regional emergency preparedness and recovery capability.

While Metro is presently involved in REMG and participates in UASI-funded projects it is important to note that the current regional emergency management policy making and “governance” structure is in the process of being re-engineered. The vision is to have a new regional disaster preparedness policy committee (incorporating UASI and REMG, and other regional groups) that has overall accountability for effective regional disaster preparedness coordination and the systems that support it. The proposed membership of the policy committee will be 17 elected officials as follows: 1 from each of the 5 counties, 1 from Metro, 1 from Portland, 10 from cities within each of the 5 counties (two each).

Since 2003, the Portland Urban Area has received UASI grant funds totaling approximately \$48 million. These funds are used for the purchase of specialized equipment, planning, training and

exercises. Projects selected for funding are initially proposed and prioritized by each of the 11 discipline-specific working groups (Fire, Law Enforcement, Emergency Management, Public Works, Communications, Public Health, Public Information, Cyber Security, Citizen Corps, Transit, and Port) and approved by the emergency managers from the six primary UASI jurisdictions (City of Portland, Clackamas, Clark, Columbia, Multnomah, Washington counties). Federal grant guidelines place a 15 percent cap on personnel costs funded with UASI grant funds and this threshold is currently met with regional coordinators assigned to each of the six UASI jurisdictions.

To better inform Metro's decision on whether to maintain or alter its current level of participation in regional emergency preparedness, mitigation, response and recovery it is important to note that UASI grant funds are not available to fund personnel costs at Metro for any enhanced involvement.

## OPTIONS AVAILABLE

Options for regional emergency management roles Metro could play are summarized in the table below. Additional information on the options is included in the attached document. The information in the table takes into consideration Metro’s competency in emergency management phases – *Preparedness and Mitigation; Response; and Recovery*. The information in the table would be useful for consideration of how Metro’s current level of involvement could be redefined.

	<b>Options</b>	<b>What</b>	<b>Why</b>	<b>Policy and Funding Concerns</b>
1	<i>Develop a Regional Natural Hazard Mitigation Plan and Recovery Plan for 5-county area</i>	<ul style="list-style-type: none"> <li>• Use Metro GIS data (relative earthquake hazards, landslide hazards) for analysis to develop natural hazard mitigation and recovery plans</li> <li>• Guide local governments in amending comprehensive plan and development code to mitigate the impact of natural hazards and recover from natural disaster events</li> </ul>	<ul style="list-style-type: none"> <li>• Metro has the data</li> <li>• Metro can provide coordination leadership</li> </ul>	<ul style="list-style-type: none"> <li>• The geography of the area to be covered by the plan is broader than Metro region</li> <li>• Currently, project is not a Metro priority</li> <li>• Lack of funding/potential source: <ul style="list-style-type: none"> <li>– \$120,000 to \$250,000 <u>grant money</u> would be needed for consultant work</li> <li>– About .2FTE would be needed for seeking grant and project management</li> <li>– Grant application to FEMA expected</li> </ul> </li> </ul>
2	<i>GIS mapping in the City of Portland's Emergency Coordination Center (for short term)</i>	<ul style="list-style-type: none"> <li>• GIS specialists available to provide technical expertise on real time mapping during and immediately after an event</li> </ul>	<ul style="list-style-type: none"> <li>• Maps are needed to guide response to disaster events and recovery activities</li> <li>• Maps developed for mitigation plan, recovery plan, and disaster debris management plan would be useful for response and recovery activities</li> </ul>	<ul style="list-style-type: none"> <li>• Metro will not be in decision role during map production for response activities</li> <li>• Metro databases are away from the Portland's Emergency Coordination Center (Remote access would have to be provided)</li> <li>• Use of Metro regional data may require a Continuity of Operation Plan (COOP) for critical databases that will be used for real-time response and recovery activities</li> <li>• Labor contract may have to be amended</li> <li>• Funding concern: <ul style="list-style-type: none"> <li>– About .05 to .10FTE may be needed for short term technical assistance, depending on the event</li> <li>– Some FTE time needed to develop COOP</li> <li>– Hard investment in physically dispersed redundant database system that is accessible during disaster would cost about \$200,000 to \$350,000</li> <li>– No outside source of funding available</li> </ul> </li> </ul>

	<b>Options</b>	<b>What</b>	<b>Why</b>	<b>Policy and Funding Concerns</b>
3	<i>Regional Disaster Debris Management</i>	<ul style="list-style-type: none"> <li>• Develop a regional plan (policy and operational) for debris management during and after an event</li> </ul>	<ul style="list-style-type: none"> <li>• Metro is responsible for waste management</li> <li>• Metro has already developed the policy component of the regional plan for the Metro region, that can be expanded for the 5-county area</li> <li>• Metro and UASI have initiated development of the operational component of the regional plan</li> </ul>	<ul style="list-style-type: none"> <li>• The geography of the area to be covered by the plan called for in this option is broader than Metro region</li> <li>• Funding concern: <ul style="list-style-type: none"> <li>– About .10 FTE of the Resource Conservation and Recycling Division of the Sustainability Center is allocated to the development of the DDM operational plan;</li> <li>– If Metro intends to be the agency that, in a disaster, implements that plan, engineering assistance estimated at up to .5 FTE (one year) from Parks and Environment Services would be required. As planning proceeds over the next several months with our regional DDM partners, that estimate will be firmed up.</li> </ul> </li> </ul>
4	<i>Use of large regional facilities (and other similar facilities) during emergency response and recovery operations</i>	<ul style="list-style-type: none"> <li>• Develop Intergovernmental Agreements (IGA) to make large regional facilities available during disaster</li> <li>• Include City of Portland in the IGA</li> </ul>	<ul style="list-style-type: none"> <li>• Metro/MERC operates centrally located facilities that could be used in an event</li> <li>• MERC already has signed a Statement of Understanding (SOU) with the local chapter of the American Red Cross</li> </ul>	<ul style="list-style-type: none"> <li>• Duties that may be performed by staff during an event may not be in their job description</li> <li>• Funding concern: <ul style="list-style-type: none"> <li>– Formalizing existing SOU into IGA may not require resources beyond MERC’s current funding level</li> </ul> </li> </ul>

There may be other options of interest to Metro besides those listed above that staff may be directed to explore. Funding options, including federal and state resources for mitigation planning, may also have to be explored. Currently, 0.017 FTE is in the Planning and Development Department budget to cover staff liaison to the technical arm of the REMG, and the Office of the Chief Operating Officer will spend about .004 to .0057 FTE to cover liaison to the policy arm of the REMG. As shown in the table above, another .05 – .10 FTE is in the Recycling and Resource Conservation Division of the Sustainability Center budget to cover the development of the disaster debris operational component of the Regional Solid Waste Management Plan.

## **IMPLICATIONS AND SUGGESTIONS**

Chapter 5, Regional Natural Hazards, of the Regional Framework Plan, adopted in 1997 acknowledges natural and man-made hazards (earthquake, flood, landslide, volcanic eruption, wildland-urban interface fire, severe weather and biological) that pose risk to this region. Metro also expressed interest to encourage local governments to adopt mitigation measures to guide Metro and local governments in future planning for resilient communities, and to collaborate with federal, state and local agencies to evaluate the regional risk of natural hazards.

The Regional Solid Waste Management Plan (RSWMP) contains policies to ensure that disaster debris management activities after a disaster are effectively coordinated. The operational annex is being developed by a UASI working group and Metro, under the policy guidance of the disaster debris management plan. Whereas the area covered in the disaster debris component of the RSWMP is for the Washington, Multnomah, and Clackamas tri-county region, the operational annex is for a geographical area that includes Columbia and Clark counties. Appropriate intergovernmental agreements (IGA) between Metro and cities and counties in the five-county region will be needed to help ensure that debris activities are coordinated and effective.

Metro has played some major roles in regional emergency management especially in the past, coordinating the regional earthquake hazard mapping project, use of the built environment data in the Data Resource Center in conjunction with earthquake hazard data to produce numerous emergency preparedness publications, including earthquake hazard mitigation and assisting in the formation of REMG. Metro's success in these projects is looked upon by REMG and other regional preparedness groups as reasons for the agency to expand its role in regional emergency preparedness and recovery actions.

The Metropolitan Exposition Recreation Commission (MERC) and the local chapter of the American Red Cross signed a Statement of Understanding (SOU) to establish a working relationship in preparing for and responding to disaster relief situations. Both have resumed discussion to address need for a more detailed application of the SOU. Including the City of Portland in an updated SOU, or memorandum of understanding, would be needed to ensure the potential use of the convention center, expo center and Portland center for the performance arts as shelters, staging areas, disaster recovery centers, family assistance centers, and alternate work sites during disaster response and recovery operations.

As the owner of some of the major and critical facilities in the region, and also responsible for land use planning and solid waste disposal, Metro could assist REMG (and other groups that collaborates with REMG) to create sustainable communities that are resilient to natural disasters if budget permits.

## **QUESTION PRESENTED FOR CONSIDERATION**

1. Would you like staff to further pursue these roles?
2. Would you like staff to pursue additional funding?
3. Are there policy oversight roles Metro would want to participate?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION \_\_Yes \_\_X\_No**  
**DRAFT IS ATTACHED \_\_\_Yes \_\_X\_No**

## Attachment to Work Session Worksheet

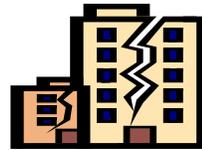
### Options for Regional Emergency Preparedness and Recovery Actions Coordination Capability: Possible Metro Roles

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Through enhanced coordination of emergency preparedness and recovery actions that integrates local and regional land use planning, the Portland urban area could be transformed into sustainable communities that are resilient to natural disasters. Metro's participation in this effort may take several roles.

#### 1. Regional hazard mitigation and recovery planning

- Land use planning and vulnerability analyses are some non-structural measures for successful pre-disaster and post-disaster hazard mitigation and recovery planning. Local, regional and state plans addressing unique potential hazards (earthquake, flood, wildfire, volcano) fail to be effective without appropriate inclusion or consideration into locally / regionally developed comprehensive land use and zoning plans and planning processes.
- Post disaster recovery planning, including proactively creating a process to implement sustainable redevelopment practices is essential for moving the region toward resiliency.
- As the agency responsible for land use planning, REMG and other regional preparedness groups expect Metro to play a key role in pre-disaster and post-disaster hazard mitigation and recovery planning. Metro's experience coordinating the earthquake hazards mapping and preparedness project is viewed as an asset to the region.
- It is important to point out that the geographies of the REMG and the Metro jurisdictional area are different, hence a regional mitigation plan, or recovery plan for emergency management developed by Metro may require a memorandum of understanding or an intergovernmental agreement to implement.



#### 2. Providing technical expertise (GIS /mapping / transportation / land use) to assist at the City of Portland's Emergency Coordination Center

- Metro's experience producing an Emergency Transportation Routes (ETR) map for the Tri-County area is valuable and would be useful for hazard mitigation and recovery planning.
- A cadre of technical specialists (GIS specialists, structural engineers, environmental scientists, epidemiologists, etc.) is needed for potential deployment to the city Emergency Coordination Center (ECC), for short time, to assist with post disaster assessments and generating information for effective response. Access to data used for disaster response and recovery is also essential component of the technical expertise.
- A Continuity of Operation Plan is needed for making sure that vital data would be available during a disaster event. Agreement about access to Metro's vital regional databases from the ECC could be worked out later.



### 3. Overseeing a regional disaster debris management plan

- The policy component of the regional disaster debris management plan has been developed and incorporated into the Regional Solid Waste Management Plan. The policy plan called for development of an operational plan.
- Metro is assisting the UASI's public works group on development of operational elements of the disaster debris management plan. Metro leadership in the implementation of the plan during response and recovery phases of a major disaster is critical.
- The difference in the geography of the areas covered in the disaster debris component of the RSWMP and the operational annex being developed by UASI work group and Metro will be addressed with appropriate IGA. The IGA will be extended to local governments outside the Metro region (Columbia and Clark counties) to help ensure coordinated and effective disaster debris activities.



### 4. Formalizing Intergovernmental Agreements for use of MERC operated facilities (and other similar facilities) during emergency response and recovery operations

- Existing Agreement: MERC and the local chapter of the American Red Cross signed a Statement of Understanding (SOU) to "...establish a working relationship –in preparing for and responding to disaster relief situations including but not limited to, emergency preparedness exercises, training, or other disaster planning related activities."
- Update existing Statement of Understanding (SOU): Include the City of Portland, as well as operational items and practicalities for potential use of MERC facilities as staging areas<sup>1</sup> for response, and as shelters, disaster recovery centers, family assistance centers, and alternate work sites.
- Other Facilities: Additional agreements needed for use of other facilities, such as the Rose Garden, Coliseum, Expo Center and the old Multnomah Kennel Club in east-county.
- Critical Infrastructure: Ensuring MERC facilities are incorporated into future updates of the regional Critical Infrastructure Protection Plan and related emergency response plans.



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<sup>1</sup> Staging areas for emergency response equipment/resources, mass care shelters or points of distribution for medical supplies and pharmaceuticals (pandemic flu event), disaster recovery centers - post-disaster site for applicants to file for individual assistance programs, family assistance / reunification centers, alternate emergency coordination center site if our primary site is unusable, alternate work site for city employees to report to work and be reassigned to ensure continuity of essential government services.