 **Metro** | *Agenda*

Meeting: Metro Council  
Date: Thursday, Dec. 5, 2013  
Time: 2 p.m.  
Place: Metro, Council Chamber

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#### **CALL TO ORDER AND ROLL CALL**

**1. INTRODUCTIONS**

**2. CITIZEN COMMUNICATION**

**3. AUDIT OF THE ORGANIC WASTE PROGRAM** **Suzanne Flynn, Metro Auditor**

**4. CONSENT AGENDA**

4.1 Consideration of the Council Minutes for  
Nov. 21, 2013

4.2 **Resolution No. 13-4484**, For the Purpose  
Confirming the Appointment of Members to the  
Oregon Zoo Bond Citizens' Oversight Committee.

**5. ORDINANCES – FIRST READING**

5.1 **Ordinance No. 13-1313**, For the Purpose of  
Adopting the Metro Geographic Information  
System Map of Metro's District and Jurisdictional  
Boundaries and Making Technical Corrections.

**6. ORDINANCES – SECOND READING**

6.1 **Ordinance No. 13-1322**, For the Purpose of  
Amending the FY 2013-14 Budget and  
Appropriations Schedule and the FY 2013-14  
Through 2017-18 Capital Improvement Plan. **Tim Collier, Metro**

6.1.1 Public Hearing on Ordinance No. 13-1322.

**7. CHIEF OPERATING OFFICER COMMUNICATION**

**8. COUNCILOR COMMUNICATION**

#### **ADJOURN**

**Television schedule for Dec. 5, 2013 Metro Council meeting**

<p><b>Clackamas, Multnomah and Washington counties, and Vancouver, WA</b>          Channel 30 – Community Access Network  <i>Web site:</i> <a href="http://www.tvctv.org">www.tvctv.org</a>  <i>Ph:</i> 503-629-8534  <i>Date:</i> Thursday, Dec. 5</p>	<p><b>Portland</b>          Channel 30 – Portland Community Media  <i>Web site:</i> <a href="http://www.pcmtv.org">www.pcmtv.org</a>  <i>Ph:</i> 503-288-1515  <i>Date:</i> Sunday, Dec. 8, 7:30 p.m.  <i>Date:</i> Monday, Dec. 9, 28, 9 a.m.</p>
<p><b>Gresham</b>          Channel 30 - MCTV  <i>Web site:</i> <a href="http://www.metroeast.org">www.metroeast.org</a>  <i>Ph:</i> 503-491-7636  <i>Date:</i> Monday, Dec. 9, 2 p.m.</p>	<p><b>Washington County and West Linn</b>          Channel 30– TVC TV  <i>Web site:</i> <a href="http://www.tvctv.org">www.tvctv.org</a>  <i>Ph:</i> 503-629-8534  <i>Date:</i> Saturday, Dec. 7, 11 p.m.  <i>Date:</i> Sunday, Dec. 8, 11 p.m.  <i>Date:</i> Tuesday, Dec. 10, 6 a.m.  <i>Date:</i> Wednesday, Dec. 11, 4 p.m.</p>
<p><b>Oregon City and Gladstone</b>          Channel 28 – Willamette Falls Television  <i>Web site:</i> <a href="http://www.wftvmedia.org/">http://www.wftvmedia.org/</a>  <i>Ph:</i> 503-650-0275          Call or visit web site 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 the Metro Council Office at 503-797-1540. Public hearings are held on all ordinances second read. Documents for the record must be submitted to the Regional Engagement and Legislative Coordinator to be included in the meeting record. Documents can be submitted by e-mail, fax or mail or in person to the Regional Engagement and Legislative Coordinator. For additional information about testifying before the Metro Council please go to the Metro web site [www.oregonmetro.gov](http://www.oregonmetro.gov) and click on public comment opportunities.

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Agenda Item No. 3.0

**Audit of the Organic Waste Program**

Metro Council Meeting  
Thursday, Dec. 5, 2013  
Metro, Council Chamber



## **Organic Waste Program:**

*Re-examine cost-effectiveness and adjust efforts if needed*

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October 2013

A Report by the Office of the Auditor

**Suzanne Flynn**

*Metro Auditor*

**Brian Evans**

*Principal Management Auditor*

**Angela Owens**

*Senior Management Auditor*



## **Knighton Award for Auditing**

### **Award-winning audit**

The Auditor's Office was the recipient of the Gold Award for Small Shops by ALGA (Association of Local Government Auditors). The winning audit is entitled "*Metro's Natural Areas: Maintenance strategy needed*". Auditors were presented with the award at the ALGA conference in Nashville, TN, in May 2013. Knighton Award winners are selected each year by a judging panel and awards presented at the annual conference.

## **Metro Ethics Line**

The Metro Ethics Line gives employees and citizens an avenue to report misconduct, waste or misuse of resources in any Metro or Metropolitan Exposition Recreation Commission (MERC) facility or department.

The ethics line is administered by the Metro Auditor's Office. All reports are taken seriously and responded to in a timely manner. The auditor contracts with a hotline vendor, EthicsPoint, to provide and maintain the reporting system. Your report will serve the public interest and assist Metro in meeting high standards of public accountability.

*To make a report, choose either of the following methods:*

**Dial 888-299-5460 (toll free in the U.S. and Canada)  
File an online report at [www.metroethicsline.org](http://www.metroethicsline.org)**



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## MEMORANDUM

October 30, 2013

To: Tom Hughes, Council President  
Shirley Craddick, Councilor, District 1  
Carlotta Collette, Councilor, District 2  
Craig Dirksen, Councilor, District 3  
Kathryn Harrington, Councilor, District 4  
Sam Chase, Councilor, District 5  
Bob Stacey, Councilor, District 6

From: Suzanne Flynn, Metro Auditor 

**Re: Audit of Organic Waste Program**

This report covers our audit of the effectiveness of the region's organic waste program. Our objectives were to determine the program's impact on the regional recovery rate and to identify potential actions Metro might take to improve the program. This audit was included in our FY2012-13 Audit Schedule.

The organic waste system is dynamic because of constant changes in technology and the growing concern about climate change. Our audit describes a system that also grew in complexity due to the increasing number of facilities, companies and governments involved. We found that Metro's success in managing the recovery of organic waste has been mixed. In 2011, recovered organic waste contributed only 1.4% to the overall recovery rate. We think the timing is right for Metro to reassess regional priorities. We made recommendations to improve the program if Metro determines that the benefits of this program outweigh the costs.

We have discussed our findings and recommendations with Martha Bennett, COO; Scott Robinson, Deputy COO; Tim Collier, Director, Finance and Regulatory Services; Jim Desmond, Director, Sustainability Center; Paul Slyman, Director, Parks and Environmental Services; and key management in each of the departments involved. A formal follow-up to this audit will be scheduled within 2 years. We would like to acknowledge and thank the management and staff in the departments who assisted us in completing this audit.



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## Table of Contents

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Summary .....	1
Background .....	3
Scope and methodology .....	7
Results .....	9
• Recovering food waste has a small effect	9
• Programs have evolved but challenges remain	10
• Regional and local government plans align but implementation uneven	11
• System-wide commitment to standards needed	11
• Incentives to encourage participation must be balanced with financial stability	12
• Capacity to receive and process organic waste is an ongoing challenge	13
• Clearer goals and performance measures needed	15
• Timing right to reassess direction	16
Recommendations .....	17
Management response .....	19





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## Summary

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Metro creates the regional waste management plan and works with local governments to see that it is followed. The goal of the plan is to reduce the amount of waste that goes to the landfill. The state has set a goal for the region that 64% of all of the waste generated must be diverted from the landfill (recovery rate). Seeking ways to meet that goal, Metro included in its regional plan the intent to divert organic material (yard debris and food waste).

The purpose of this audit was to determine the impact of the organic waste program on the recovery rate and see what improvements could be made. We worked with the three separate Metro departments responsible for the program to develop a historical and current understanding of its operations. We also talked with facility operators and employees of local governments and the Oregon Department of Environmental Quality and toured many of the facilities involved.

While the recovery of food waste increased by over 200% from 2007 to 2011, growing from 9,500 tons to almost 30,000 tons, it had a small impact on the regional recovery rate. If no food waste had been diverted, the recovery rate would have been 1.4% lower in 2011.

Addressing long-standing challenges will be important to provide a stable foundation for the program. Metro has been largely successful in aligning local government programs with the regional plan, but the uneven pace of development has created instability. It will be important for Metro to address the ongoing challenges of:

- Improving the quality of material collected,
- Creating appropriate financial incentives to encourage participation, and
- Ensuring there is sufficient capacity to manage the material collected.

The current regional plan was based upon several assumptions that need to be re-examined. The timing is right for Metro to reassess its leadership over the regional organic waste system. Further, it should ensure that its internal organization is aligned and there is agreement on the ultimate desirable impact to the region.



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## Background

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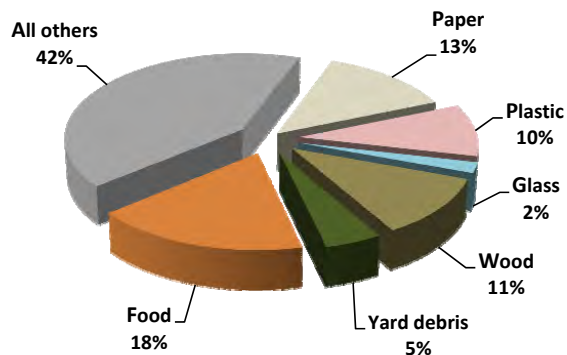
Metro is responsible for managing the disposal of solid waste in the region. One of the goals is to reduce the amount of waste going to landfills. The state has set a requirement that the region divert 64% of waste generated. The three primary methods to do this are recycling, energy generation and composting.

Metro has three roles in managing the region's solid waste:

- **System planner:** Metro creates the regional solid waste management plan (regional plan) and works with local governments to implement it.
- **System operator:** Metro owns two transfer stations, Metro Central and Metro South. These facilities process solid waste for delivery to landfills and other facilities.
- **System regulator:** Metro regulates the solid waste system by issuing licenses and franchises for participants. It also inspects facilities and collects solid waste fees and taxes.

The focus of this audit was on organic waste. This material is one of many types of waste in the system that Metro manages. Based upon a study in 2009-2010, organic material, principally food waste, was the largest single material type going to the landfill. As such, it represented an opportunity to increase the amount of waste recovered.

**Exhibit 1**  
Region's waste sent to landfills



*Source: Waste Composition Study, Department of Environmental Quality, 2009-2010 (most recent year data is available).*

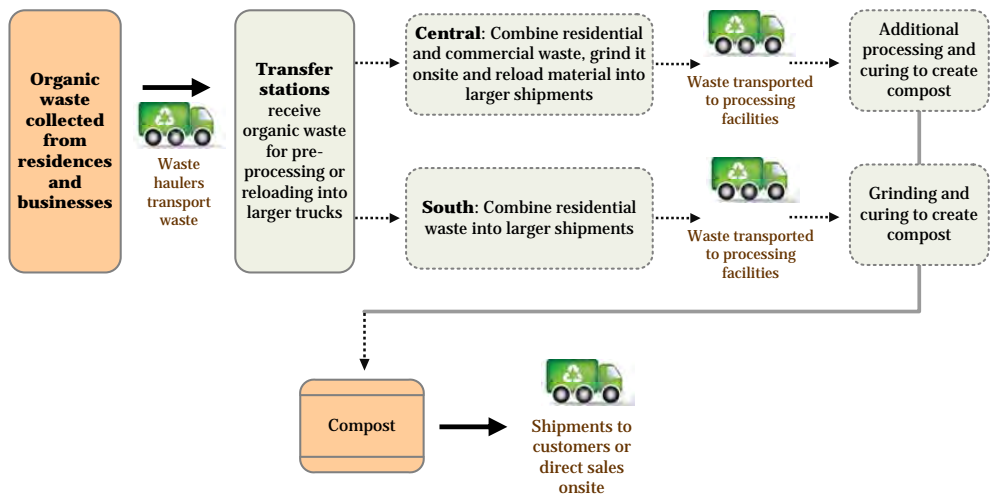
Organic material comes from two sources: commercial operations and residences. Material from commercial sources is mostly food waste. Material from residential sources is mostly yard debris, such as leaves, grass and branches, and in the City of Portland, it also contains a small amount of food waste.

Work began in the early 1990's to recover food waste when there was a concern about lack of landfill space. The belief was that by diverting food waste, the need for additional landfill space would be reduced. In addition, it was thought that the material could be used to produce compost or energy.

The regional plan contained objectives for increasing recovery of organic waste. The objective for residential material was to encourage home composting and to eventually develop a residential collection program. The objective for commercial material was to provide an alternative for businesses to dispose of food waste.

The system to recover organic material included many participants from the public and private sectors. Below is a diagram showing how organic material was collected from residences and businesses and turned into compost.

**Exhibit 2**  
Overview of the organic waste system



Source: Metro Auditor's Office analysis

\* The diagram is simplified to show the parts of the system where Metro is directly involved. A portion of organic waste is also processed at two private facilities and some organic waste is used to generate energy rather than being made into compost.

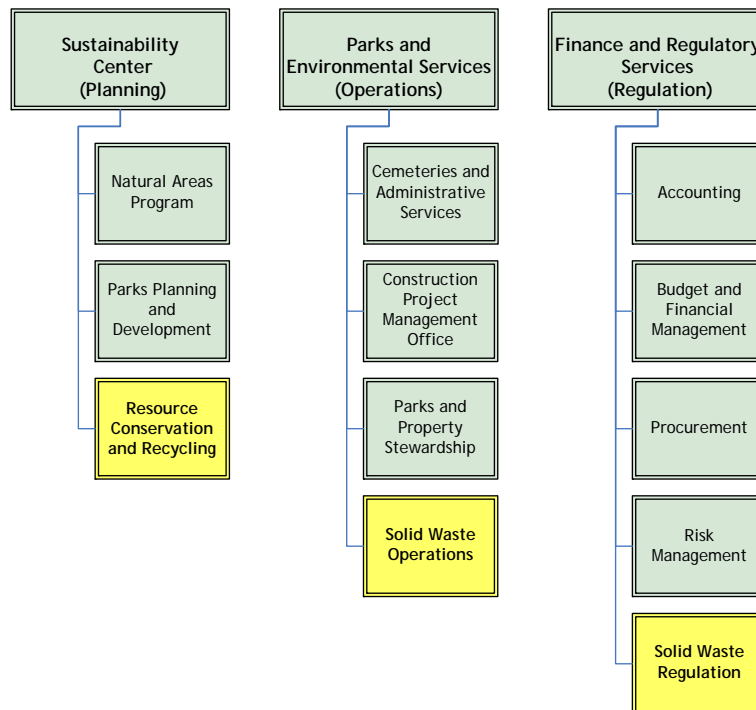
In the last 20 years, there have been several attempts to develop a regional organic waste program. Some of these efforts have included testing processing technologies and offering grants to make improvements that allow yard debris facilities to accept food waste. Each of these efforts suffered setbacks. Several processing technologies never became viable. Yard debris facilities were not willing to make upgrades to accept food waste even with financial incentives from Metro.

Nevertheless, several governments in the region have organic waste programs. The City of Portland is the only one with both a commercial and residential program. The City of Portland's commercial program is the most well developed in the region. It began in 2005 and reportedly has between 700 and 1,000 participating businesses. Other commercial programs in the region are more recent. Portland's residential program started in 2011.

As organic waste programs developed, there has been some negative public response. In Portland, the residential program led to a change in the frequency of garbage service, which resulted in a decline in public satisfaction. Controversy also arose because of the proximity of some processing facilities to residential neighborhoods. This led to changes in the type and quantity of material that some facilities were permitted to receive.

Although the organic waste program is a small component of Metro’s overall solid waste management responsibilities, three different departments are involved. Regional planning is done by the Resource Conservation and Recycling Division within the Sustainability Center. The Solid Waste Operations division within Parks and Environmental Services manages the contractors who operate the two Metro-owned transfer stations that are the primary facilities in the region accepting food waste. Finally, two divisions within Finance and Regulatory Services monitor franchises and licenses, inspect regulated facilities, and collect fees and taxes.

**Exhibit 3**  
Organizational structure



Source: Auditor’s Office analysis

In FY2011-12, Metro paid contractors about \$5.2 million to process organic waste at its two transfer stations. Because Metro does not track expenditures by material type, we were unable to determine the full cost of personnel, materials and services, and capital outlay spent in each department. For the FY2013-14 budget, Metro began to calculate the full cost associated with managing organic material and set rates to cover its estimated costs of almost

\$6 million for processing it. This total includes the full cost of managing the material, but doesn't include budgeted expenditures for system planning and regulation. Fees on the waste sent to landfills are used to fund these parts of Metro's operations.

In 2012, Metro's transfer stations accepted about 103,000 tons of organic material. About 82% of the total was from residential sources (yard debris and food waste) and 18% was from commercial sources (food waste). Recent assessments of the material processed at the transfer stations estimated that less than 10% of organic material from residences was food waste. The remainder was yard debris. In 2012, nearly all of the organic material containing food waste passed through Metro's transfer stations.

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## Scope and methodology

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The purpose of this audit was to assess the effectiveness of the regional organic waste system. There were two objectives for the audit:

1. Determine the impact of organic waste programs on the regional recovery rate.
2. Determine if there are actions Metro can take to address barriers to creating and sustaining a regional organic waste system to meet regional goals.

To meet our objectives, we assessed the three Metro departments that had a role in managing the region's organic waste. Although the regional plan identified seven objectives related to residential and commercial organic waste, we mainly focused on those specific to food waste recovery. For commercial organic waste, we focused on activities leading to an increase in recovery from food generating businesses, and for residential organic waste, we focused on residential curbside food and yard debris collection.

To gain a better understanding of organic waste management requirements and challenges, we reviewed state statutes and rules related to solid waste, as well as Metro code. In addition, we collected and examined regional plans, local plans, and other planning documents for organic waste. We also looked at audit reports performed by this and other offices to understand related analyses performed in the past. We reviewed reports on industry practices for managing organic waste. These reports included topics such as processing methods, community relations, program planning, and contamination.

We conducted interviews and visited sites to better understand how organic waste is planned for and processed in the region and to determine challenges that exist for participants. We interviewed employees at Metro, local governments in the region and the Department of Environmental Quality (DEQ). We also interviewed private sector owners and managers to get a better understanding of how the system works as a whole. We toured Metro's two transfer stations, a privately owned transfer station, an organic waste reloading facility, three processing facilities and two yard debris facilities.

We used data in the DEQ annual summary reports from 2007 through 2011 to determine the percentage of recovery attributable to food waste. Recovery and recycling facilities report this data to DEQ on an annual basis. We assessed the reliability of the data and found no material discrepancies. We also analyzed data Metro uses to monitor contracts and licenses and make payments to its contractors. That data allowed us to estimate how much food waste was collected as part of the City of Portland's commercial and residential programs.

This audit was included in the FY2012-13 audit schedule. We conducted this performance audit in accordance with generally accepted government



auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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## Results

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Preventing waste from being discarded in the landfill has value for the region. The regional plan for solid waste management identified food waste as one of the largest opportunities to divert waste. Although the amount of food waste recovered has grown, it had minimal effect on the overall recovery rate. We found that barriers existed that reduced the effectiveness of the region's effort.

Creating a strong waste management system for organic material was challenging for Metro. While local jurisdictions had programs that line up with regional goals, the speed and strength of local program implementation varied. Metro needed to establish rates that encouraged participation both on the part of residents and businesses who create waste, and the facilities that must recover processing costs. Further, the challenge of having enough facilities to receive and process food waste was unresolved. As a result, food waste was transported longer distances than expected, potentially decreasing the environmental benefits of recovering organic waste.

The regional plan was based upon several assumptions that need to be re-examined. The timing is right for Metro to reassess its leadership over the regional organic waste system. Further, it should ensure that its internal organization is aligned and there is agreement on the ultimate desirable impact to the region.

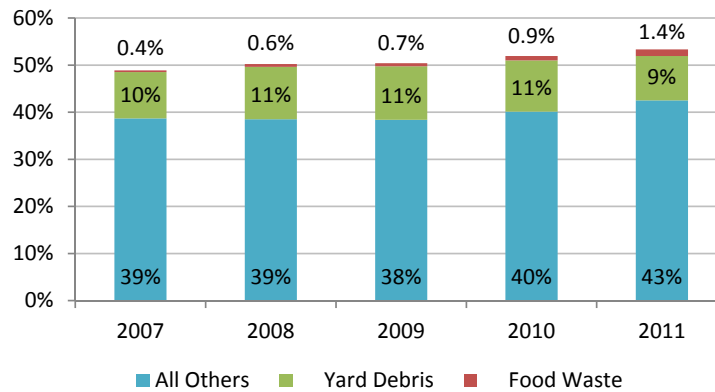
### **Recovering food waste has a small effect**

The regional recovery rate is the primary measure of performance in the regional plan. It is measured by dividing the number of tons of waste recovered by the total number of tons of waste generated. Increasing the amount of food waste recovered was identified in 1995 as an opportunity to increase the overall rate. Although local government programs increased the amount of food waste recovered, those efforts did not result in a significant increase in the rate.

In 2011, the most recent year data was available, the Metro region achieved a recovery rate of 59.3%. Although that rate was the third highest in the state, the region had not yet achieved its statutorily-required goal of 64%. Nevertheless, the State of Oregon concluded that the region did all it could to meet the goal and did not require any corrective actions.

We collected data to estimate the contribution organic material had on the regional recovery rate. We found the food waste component of the recovered organic waste stream increased by over 200% from 2007 to 2011, growing from 9,500 tons to almost 30,000 tons. Even with this rapid growth, food waste only contributed about 1.4% to the regional recovery rate in 2011 (see Exhibit 4 on following page). In other words, if no food waste was recovered, the recovery rate would have been 1.4% lower.

**Exhibit 4**  
Contribution to regional  
recovery rate



Source: Metro Auditor's Office analysis of DEQ data.

Based on Metro data from 2012, about 8,500 additional tons of food waste was collected through the City of Portland's residential program. However, preliminary data from a survey of waste haulers indicated that total food waste recovery from residential and commercial sources was largely unchanged from 2011 to 2012. About 30,000 tons were recovered in both years. This was likely caused by residential food waste displacing commercial in 2012 because of a lack of capacity to process it.

In addition to the small impact, allowing food waste to be combined with yard debris may have had unintentional negative environmental impacts. Combining those materials reduced the number of facilities near the region that could process it. As a result, some material had to be transported longer distances. Transporting organic material long distances can reduce some of the environmental benefits of recovering it due to increased greenhouse gas emissions.

### Programs have evolved but challenges remain

When organic waste programs started, it was reasonable to expect that they would develop unevenly. Metro's initial work included conducting research, developing pilot projects and testing methods to manage the material. In 2005, local governments began to implement food waste programs. These efforts increased the amount of material collected but also showed that challenges remained in creating a strong region-wide program.

Addressing long-standing challenges will be important to provide a stable foundation for the program. Metro has been largely successful in aligning local government programs with the regional plan, but the uneven pace of development has created instability. To stabilize the system, it will be important for Metro to address the ongoing challenges of:

- Improving the quality of material collected,
- Creating appropriate financial incentives to encourage participation, and
- Ensuring there is sufficient capacity to manage the material collected.

Additional organic material recovery may not be cost-effective at this time. Metro and the region have nearly achieved the high growth food waste recovery scenario in the regional plan. This represents an increase in the amount of organic material recovered and it was achieved within the first five years of the 10-year regional plan. Further, due to changes in markets, other materials may need to take priority in order to preserve progress in areas that have a larger impact, such as plastics and wood waste.

**Regional and local government plans align but implementation uneven**

Plans and status updates from the last five years demonstrated that local governments consistently took actions related to organic waste recovery. However, local governments have autonomy over how they implement programs. This resulted in varying levels of program maturity. For example, at the time of our review, one local government had a commercial program and a residential collection program in place. Four local governments were preparing for or had already started commercial collection programs. Two of the region's local governments we spoke with did not plan to implement a commercial program.

Although it is by design that local governments have flexibility, Metro is ultimately responsible for disposal of the region's solid waste. If Metro determines certain activities are more or less successful at achieving the region's goals, requiring local governments to increase or decrease those activities may be difficult. Further, what works on a local scale may have negative effects on the regional system as a whole. When one local government moved ahead on its residential program, other local governments delayed implementing or expanding their commercial programs because of a lack of capacity and a concern about negative public perception. Since commercial programs were expected to result in higher food waste recovery, these delays made the system less effective in reaching regional goals.

**System-wide commitment to standards needed**

The effectiveness of organic waste recovery programs depends upon the quality of the material collected. While Metro does not directly govern what is collected, it can encourage regionally agreed-upon standards for what will be accepted.

When standards are not followed, items that are not compostable or take too long to break down get mixed in with organic materials. This reduces efficiency and effectiveness. Contaminated material can increase work time needed to sort it out and decrease the value and demand for the final product.

In 2004, Metro identified the need of setting material acceptance standards and ensuring compliance with those standards. Metro planned for a system where processing facility operators set the standards and haulers ensured compliance. When the first commercial program began, there was only one

processing facility involved and it had its own set of standards. As programs expand and new facilities become part of the system, regionally agreed upon standards will become more important.

More recently, Metro wanted to develop standards for treatment of compostable serviceware, such as cups, food containers and eating utensils. It convened stakeholders in May 2013 to try to develop standards for what serviceware would be accepted for composting but the group did not reach a consensus on how to proceed. Metro plans to use information from the meeting to determine next steps in moving forward with new regional standards.

Metro also supported state legislation that would have improved labeling of compostable materials. The legislation did not pass, but even if it had, it might not have provided a complete solution. This is because it would not have accounted for those materials that may compost but do so at slower speeds than other organic material.

**Incentives to encourage participation must be balanced with financial stability**

Local jurisdictions set the rates charged by haulers to pick up waste from residents and businesses. Metro set the rates that haulers pay to process the material at its transfer stations. Setting rates to create incentives for recovering organic material was complex. On the one hand, Metro wanted to increase recovery so rates had to be low enough for residents, businesses and haulers to be willing to supply organic material. On the other hand, it was costly to manage organic material and the rates charged to participants needed to be sufficient to cover operating expenses. As more organic material was collected, it became more difficult to determine the appropriate amount of incentive.

Until recently, the rates for waste going to the landfill subsidized some of the costs of processing organic material. Over the last three years Metro gradually changed its rates to match the full cost of processing each type of material. As of September 2013, the per ton charge for recovering both commercial and residential organic waste was nearly the same as the disposal charge for material sent to the landfill. Because organic waste is exempt from the fees and taxes that are applied to the waste sent to landfills some incentive still remains. However, the incentive to divert organic material has decreased.

Changing the rate structure also had benefits. It increased transparency about the incentives built into the system. It also clarified potential costs and benefits for participants in the system. While Metro does not formally set rates for private facilities, the rates it sets at the transfer stations it owns function as the benchmark rate for private sector transfer stations in the region.

Although Metro put in place some financial incentives, their effectiveness may have been outweighed by market conditions. Environmental regulations require facilities that reload, transfer and process food waste to have odor

containment, ground water protection systems and nuisance mitigation, which require additional investment. Further, technologies were not yet developed to provide a reliable alternative to composting.

Establishing appropriate incentives was also difficult because of the growth and complexity of the system. Prior to 2010, there were only a few haulers, one transfer station and one compost facility in the organic waste system. Today, there are many haulers, three transfer stations and at least six compost facilities involved. Additionally, some companies operate more than one type of business in the system. For example, a company that operates a transfer station may also own a waste hauling company and a facility that processes compost. This makes it more difficult to understand the true cost of operating the system. Some participants may be receiving more benefits than others depending on how many different types of businesses they have.

More information is needed about the costs and benefits of participating in the system to determine what incentives are appropriate. Providing incentives is not without risk. For example, increasing rates to motivate private sector participation may reduce material supply as waste generators find alternatives, such as home composting or using garbage disposals to dispose of food waste. Conversely, if the value of the final product increases, the need for subsidies may be reduced.

**Capacity to receive and process organic waste is an ongoing challenge**

Metro has been concerned about a lack of facilities to process food waste since the early 1990s. Additional facilities were created near the region, but there may be a shortage for some material types. As an example, during our audit, commercial organic material was hauled 260 miles to a facility in Eastern Washington. There were several factors that contributed to this condition.

A complex and sometimes uncertain regulatory environment in Oregon was one of the major challenges to siting facilities within close proximity to the region. As with other parts of the system, there were several entities involved in regulating facilities that process organic material (Exhibit 5 on following page). A formal structure to integrate these regulations was not in place, which created uncertainty for operators.

**Exhibit 5**  
Regulatory entities and roles

Entity	Regulatory Role
<b>Metro</b>	<ul style="list-style-type: none"> <li>• Issue licenses to companies that transport food waste generated in the region.</li> <li>• Issue licenses and franchises to facilities inside the region that manage organic material.</li> <li>• Inspect facilities that have a Metro license or franchise.</li> </ul>
<b>Oregon DEQ</b>	<ul style="list-style-type: none"> <li>• Create environmental regulations to mitigate possible environmental and human health impacts of processing facilities.</li> <li>• Issue solid waste permits to compost facilities.</li> <li>• Inspect facilities for compliance with regulations.</li> </ul>
<b>Local governments</b>	<ul style="list-style-type: none"> <li>• Set service standards for organic material collection.</li> <li>• Issue land use permits for processing facilities.</li> <li>• Determine if infrastructure changes are required to mitigate impacts of operations.</li> </ul>

Source: Metro Auditor's Office review

Several other factors also contributed. Even when facilities obtained all regulatory approvals, programmatic changes could impact what material a facility was authorized to accept. For example, when the City of Portland's residential program began adding food waste to yard debris, it changed which facilities could accept it. Also, because of competition, rival firms may be unwilling to work together, so excess capacity under one company's control may not be used by others. Finally, emerging technologies for managing organic waste can create changes to the system.

Prior to the system expanding in 2011, Metro had information about potential capacity shortages and missed an opportunity to respond. Data from pilot projects showed that assumptions about the amount of yard debris that would be collected as part of the residential program were inaccurate. As a result, estimates about how much organic material would be collected were too low.

Metro missed another opportunity when there was not enough preparation at one of the processing facilities. Anticipated improvements at one facility in Washington County were incomplete at the time a new program started, and the facility was unprepared for the amount of material it received. As it struggled, Washington County placed a cap on the amount and type of material the facility could accept. This caused further disruption in the system, while Metro tried to find alternative facilities and avoid having the material sent to the landfill.

Metro knew from past experience that open air facilities near residential areas can lead to odor problems and could have better prepared the system for the amount of additional material. Further, it could have ensured the facility was physically prepared for the material.

Capacity challenges were not limited to processing facilities. Operations at Metro's two transfer stations had to be altered to provide enough capacity to accommodate organic material. Metro South changed its dry waste recovery work to night shift to accommodate daytime processing of food waste. Metro Central had to reconfigure two bays and redesign a wood waste grinder for use in pre-processing organic material. During our audit, Metro's transfer stations were near capacity for organic material. As a result, additional growth in organic waste programs may require private sector transfer stations to be more involved.

**Clearer goals and performance measures needed**

In addition to external challenges, Metro had an internal challenge to manage its three roles as a planner, facility operator and regulator in the system. Each role had different priorities. Without integrated performance measures, Metro could not evaluate the overall success of its program.

Management literature shows that complex systems need clear goals and integrated performance measures to assess the efficiency and effectiveness of each individual component toward the final outcome. Performance measures to assess the regional plan and its component programs have not been fully developed. The regional recovery rate is the plan's primary performance measure, but there is not a direct relationship between the activities in the plan and actual performance. An additional ton of recovered waste may not improve the recovery rate due to decreased recovery in other waste types or an increase in the total amount of waste generated. Conversely, the rate could improve even if recovery targets for specific waste types were not met if the overall amount of waste generated decreased.

Other performance measures to assess each of Metro's roles showed that there were additional goals besides the recovery rate that each was expected to achieve. Measures for the planning group included the regional recovery rate, but also the amount of waste generated per capita and the amount of greenhouse gas emissions reduced. Measures for the operations group included the material recovery rate at each of the transfer stations. The cost per ton of recovering recyclable material at the transfer stations was also used to assess performance, but did not include organic material. Finally, measures for the regulatory group included many output measures, such as the number of facility inspections.

All of these measures have value, but they were not aligned to help decision makers understand how each role related to Metro's overarching goal. For example, setting standards for the type of material that can be accepted could improve the efficiency and effectiveness of operations at the transfer stations. However, those standards could reduce the overall amount of material recovered. In the absence of well-developed performance measures, it was difficult for Metro to determine the effectiveness of its collective efforts.



The challenges identified in this report demonstrate the dynamic nature of the organic waste system. As such, it is important to periodically reassess goals, strategies and performance measures for material recovery. It may be that the recovery rate is no longer an accurate measure of the regional plan. Regardless of the goal, there should be a process in place to assess outcomes to improve efficiency and effectiveness.

**Timing right to reassess direction**

Metro and the region are at a crossroads. The regional plan was based upon several assumptions that need to be re-examined. Until recently, priority was placed on developing commercial food waste programs throughout the region. Planners also anticipated that processing facilities would be located within or near the region. Each of these assumptions may no longer be valid.

The technology and knowledge about what is best for the environment have progressed. As a result, emphasis on the previous measure of success, the recovery rate, may be reduced. The Oregon Department Environmental Quality (DEQ) created a 2050 Solid Waste Plan that could change the strategy for managing solid waste in the region. DEQ's focus is increasingly on waste prevention, which will likely change the relative priority and management strategies for certain material types. Beyond recovering waste, DEQ is looking at other performance measures, such as energy savings or greenhouse gas emission reductions, that could be achieved from focusing on certain materials. For example, plastics present an opportunity to save energy, and paper and food waste present opportunities to reduce greenhouse gas emissions when specifically managed for those purposes.

We found that Metro's success in managing organic waste was mixed. Metro made continual attempts to address long-standing issues, such as capacity and incentives to encourage participation in organic waste programs. To address these challenges, it implemented plans, convened stakeholders, conducted research and offered grants. These strategies helped the region increase recovery, but have not been sufficient to stabilize the system. There remains a risk that factors outside Metro's full control may impact the success of the program. To address any state-mandated changes in direction and improve the effectiveness of the regional system, Metro may have to increase its oversight of local jurisdictions and private service providers.

Metro has opportunities to make changes in the structure of the regional solid waste system in the coming years. The current regional plan expires in 2018 and Metro's major contracts, such as the landfill and transfer stations, expire between 2017 and 2019. It is in the process of assessing its role and goals for the system to inform any potential changes. It should use the resulting analysis to reassess the role and strategies it wants to use to manage the organic waste system.

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## Recommendations

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1. Metro should clarify how it will meet internal goals and performance measures to ensure the departments involved in solid waste management are aligned to achieve the desired outcome of the program.
2. Metro should assess the commercial and residential organic waste recovery programs to determine their cost-effectiveness as priority strategies for achieving statutory and environmental goals.
3. If Metro determines that the benefits of the program outweigh the costs, it should define the leadership role it is going to take in advancing the program's goals. The definition should address such things as:
  - a. Incentives and disincentives to achieve program goals;
  - b. Quality standards for incoming organic material;
  - c. Increasing processing capacity; and
  - d. The comparative priority between residential and commercial food waste recovery.

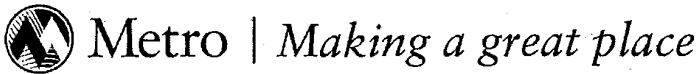


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## Management response

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Date: October 25, 2013  
To: Suzanne Flynn, Metro Auditor  
From: Martha Bennett, Chief Operating Officer  
Scott Robinson, Deputy Chief Operating Officer  
Jim Desmond, Sustainability Center Director  
Paul Slyman, Parks & Environmental Services Director  
Tim Collier, Finance & Regulatory Services Director  
Subject: Management response to regional organic waste system audit

Thank you for the opportunity to respond to your recent audit on Metro's role in the regional organics waste system. We appreciate the time and effort expended by you and your staff. Your report captures much of the complexity of this system and makes useful findings and recommendations that can help us to continue to refine and improve our work. Establishing effective and stable food waste collection and recovery programs is challenging for the region, the state and across North America. In general, the report calls for Metro to undertake thoughtful analysis, informed by past performance, to determine how it should move forward with organics recovery efforts. We completely agree and that work is underway.

A more detailed statement regarding management's response to the individual recommendations made by the auditor's office in the report's *Results* and *Recommendations* sections, as well as summaries of activities currently underway relative to the audit findings, are provided below.

### Results

1. Recovering food waste has a small effect

Response:

We agree with your finding that the food waste program has had a small effect, to date, relative to the overall size of the region's waste stream. It is important to note, however, that the rationale for food waste recovery being a priority area within the Regional Solid Waste Management Plan approved by the Oregon Department of Environmental Quality (DEQ) is the significant amount of this material *available* for recovery within the waste stream. The most recent waste characterization data from DEQ indicate that approximately 25% of the region's disposed commercial waste is food and 30% of the disposed residential waste is food.

These percentages are far above those for any other materials in the waste stream. Food thus represents one of the best opportunities to recover the additional material necessary for the region to reach its statutory recovery target. Recovery of food through composting or anaerobic digestion also provides substantial environmental benefits, particularly from the avoided greenhouse gas emissions achieved by not sending this material to landfills.

Please see the response to Recommendation 2 below for how these observations will be integrated into future program work.

2. Programs have evolved, but challenges remain

Response:

The report rightly notes that Metro and its regional partners would need to address long-standing challenges if successful food waste recovery is to be achieved and long-lasting. The challenges noted include those listed below.

*A. Improving the quality of material collected*

We completely agree with the need to improve the quality of material collected. Higher quality material corresponds with more processing facilities interested in accepting Metro-region material, lower costs of processing and higher quality end-products. While a recent statistically valid analysis of the commercial food waste collected at Metro Central showed that the contamination rate was less than 5%, we believe that weight-based calculation understates the impact of lightweight plastics on material quality.

Current actions to address material quality include inspections and rejections of highly contaminated loads at Metro Central, renewed customer education efforts by the City of Portland, and a strong emphasis on material quality in the recruitment and technical assistance efforts of new and developing collection programs in Gresham, Beaverton, south Washington County and Clackamas County. In addition, Metro staff has been working with stakeholders and conducting research to help inform whether current standards for the acceptance of non-food items, such as compostable serviceware, should be revised.

*B. Creating appropriate financial incentives to encourage participation*

Financial incentives can come into play at multiple points in the system: to incentivize composting and anaerobic digestion facilities to enter the market to handle Metro region material; as direct differentials in the cost of tipping food waste as a recoverable material versus as garbage at transfer stations; and as discounting on solid waste collection rates set by local governments to entice businesses or residents to participate in food waste recovery programs.

As you note, financial incentives offered in the past by Metro (and the City of Portland) to attract new facility development had little impact. These were offered to yard debris or agricultural waste composting facilities as grants to make the capital improvements necessary to be able to take food waste. Metro management plans on reevaluating the future potential of direct financial incentives to facilities as part of the Solid Waste Roadmap work.

Financial incentives in Metro tip fees appear to be adequate at this time. Current tip fees (rounded) are \$94 for garbage, \$56 for residential organics and \$60 for commercial organics. The differential is primarily due to the waiver of the Regional System Fee, Metro Excise Tax and DEQ fees, as is done with all source-separated recyclable material. The adequacy of the tip fee incentive will have to be assessed in the future, however, if Metro continues to have small increases in disposal fees, contracted costs for organics processing increase, and disposal costs do not account for environmental externalities such as greenhouse gas emissions.

*C. Ensuring there is sufficient capacity to manage the material collected.*

As we entered 2011, it appeared that the region had turned a significant corner in terms of food waste processing capacity. The opening of Pacific Region Compost and Nature's Needs, and their interest in sourcing food waste from the Metro region, represented what appeared to be adequate capacity for some years to come. In addition, Columbia Biogas had been franchised by Metro to process commercial food waste once constructed, which would represent a significant expansion in available capacity.

This scenario began to change in late 2011, when Nature's Needs experienced significant odor issues that ultimately led to Washington County shutting off its ability to accept commercial food waste and reducing the level of allowable tonnage. In addition, Columbia Biogas has yet to be constructed and Pacific Region Compost has experienced operational problems, as documented recently by DEQ. On the positive side, new capacity has come online at the JC-Biomethane anaerobic digester in Junction City and capacity remains at facilities located in Washington, although their distance from the Portland region is not ideal.

Given these circumstances, Metro has begun work to assess short-term and long-term capacity needs and identify options for addressing these needs. The Metro Council can expect to be engaged in this work in 2014.

*D. Regional and local government plans align, but implementation uneven.*

The auditor notes that local governments have autonomy over how they implement programs and that resulted in varying levels of program maturity. While that is by design and, for the most part, has been helpful over time in allowing the region to scale collection to capacity, the approach may have broken down with the implementation of Portland's residential program. The unexpectedly large volume of material contributed to the problems experienced by Nature's Needs that ultimately led the Washington County Board of Commissioners to prohibit the processing of commercial food waste at that facility. In practice, this change at Nature's Needs had minimal effect on the pace at which Gresham, Beaverton and other suburban communities have ramped up their programs, but it is certainly something they have had to consider. Metro has worked closely with these jurisdictions over the past five years to help them calibrate program development and implementation to broader system conditions.

*E. Capacity to receive and process organic waste is an ongoing challenge.*

As noted above, as we entered 2011 it appeared to Metro management that there was adequate capacity near to the region to handle current generation and planned increases associated with the growth of voluntary commercial sector programs in suburban communities and Portland's mandatory commercial efforts. That conclusion turned out to be mistaken due to the limitations imposed on Nature's Needs. You are right in noting that capacity remains a dynamic issue. There is new capacity at JC-Biomethane, but uncertainties remain regarding the long-term capacity of that facility and Pacific Region Compost to take Metro-area material.

*F. Clear goals and performance measures needed.*

The report finds that Metro had an internal challenge in managing its three roles as a planner, facility operator and regulator in the system, and that the lack of integrated performance measures left it unable to evaluate the overall success of its program. Management commits to looking at this more closely, but does not see evidence that the



challenge of having three roles (which extends to other materials besides organics) or different performance measures across these roles had an impact on the direction and outcomes of the organics program to date. We attribute this to the effort made by management and staff to closely coordinate and align efforts across department lines.

### **Recommendations**

Recommendation 1: Metro should clarify how it will meet internal goals and performance measures to ensure the departments involved in solid waste management are aligned to achieve the desired outcome of the program.

Response:

Management recognizes that the absence of a document that clearly demonstrates that integrated and coordinated nature of the organics system work can leave the impression that goals and performances measures are not aligned. Such a document can be an effective touch point, tool and communications mechanism for keeping our work on track and ensuring missions are aligned for organics work. We will produce this document and share it with you.

Recommendation 2: Metro should assess the commercial and residential organic waste recovery programs to determine their cost-effectiveness as priority strategies for achieving statutory and environmental goals.

Response:

Management will continue, and strive to improve, its efforts to analyze the overall cost-effectiveness (direct cost and environmental costs) of organics waste recovery programs as priority strategies for meeting statutory recovery goals and reducing the environmental impact associated with end-of-life management of food waste. Some of this work will be done through the Metro Solid Waste Roadmap effort, which includes a project to look at costs, feasibility and impacts of different options for expanding food waste processing capacity to serve the region. Other work will take place in the context of the next procurement process for organics management services at the Metro transfer stations and through local government rate-setting for food waste collection programs.

Recommendation 3: If Metro determines that the benefits of the program outweigh the costs, it should define the leadership role it is going to take in advancing the program's goals. The definition should address such things as:

- a. Incentives and disincentives to achieve program goals
- b. Quality standards for incoming organic material
- c. Increasing processing capacity
- d. The comparative priority between residential and commercial food waste recovery.

Response:

Management strongly agrees with this recommendation. System incentives and disincentives to date have been focused on the differential tip fees at Metro facilities, the Portland commercial composting requirement, local government rate incentives and, in Portland's case, residential service level incentives. There is opportunity to explore others.

Management agrees with the need to continue to focus on the quality of the incoming material. Composting and anaerobic digestion are more akin to recycling than they are to disposal options. That is to say, they are manufacturing processes that focus on creating high quality end-products with value in the marketplace. As a result, they require high quality feedstock if they are to produce these products at a reasonable cost. To do this, local governments and haulers need to focus on education and assistance to generators, and Metro, private transfer stations, composters and anaerobic digesters need to enforce load quality standards at their facilities. In addition, Metro needs to consider whether revising current acceptance standards to limit some non-food waste items, such as compostable serviceware, could make the food waste program more sustainable without putting undue burden on users of these items.

As noted above, through the Solid Waste Roadmap, management will be identifying the level of need and options for increasing processing capacity. It will engage external stakeholders and the Metro Council in this work in 2014. This work will necessarily include an evaluation of the relative priority of residential and commercial food waste recovery.

We appreciate the efforts of you and your staff in conducting this audit and the useful insight it provides in how we can continue to improve the region's food waste recovery efforts.



**METRO**

Office of the Metro Auditor  
600 NE Grand Avenue  
Portland, Oregon 97232  
503-797-1892  
[www.oregonmetro.gov](http://www.oregonmetro.gov)

Agenda Item No. 4.1

**Consideration of the Council Minutes for Nov. 21, 2013**

*Consent Agenda*

Metro Council Meeting  
Thursday, Dec. 5, 2013  
Metro, Council Chamber

Agenda Item No. 4.2

**Resolution No. 13-4484**, For the Purpose Confirming the Appointment of Members to the Oregon Zoo Bond Citizens' Oversight Committee.

*Consent Agenda*

Metro Council Meeting  
Thursday, Dec. 5, 2013  
Metro, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING THE ) RESOLUTION NO. 13-4484  
APPOINTMENT OF MEMBERS TO THE OREGON )  
ZOO BOND CITIZENS' OVERSIGHT COMMITTEE ) Introduced by Council President Hughes  
)

WHEREAS, Metro Code Chapter 2.19 establishes the Oregon Zoo Bond Citizens' Oversight Committee whose members are to be appointed by the Metro Council President subject to confirmation by the Metro Council; and

WHEREAS, the Metro Council President has appointed eight members as set forth in Exhibit "A" attached hereto; and

WHEREAS, the Metro Council desires to confirm the appointments; now, therefore,

BE IT RESOLVED, that the Metro Council confirms the appointments to the Oregon Zoo Bond Citizens' Oversight Committee as set forth in Exhibit "A" attached hereto.

ADOPTED by the Metro Council this \_\_\_\_\_ day of December, 2013.

\_\_\_\_\_  
Thomas Hughes, Council President

Approved as to Form:

\_\_\_\_\_  
Alison R. Kean, Metro Attorney

**Biographies of Oregon Zoo Bond Citizens' Oversight Committee Members**

**Exhibit A to Resolution No. 13-4484**

**Oregon Zoo Bond Citizens' Oversight Committee**

**Committee Member Appointments**

The following persons shall serve a term of two (2) years:

Noah Bishop	Bishop Bankruptcy Law
Tony Butchart	Neil Kelly
Deborah Herron	Walmart
Mickey Lee	MPower Oregon
Daniel Morris	Our Oregon
Mike Schofield	Forest Grove School District
Ruth Shelly	Portland Children's Museum
Tom Turnbull	OpenSesame

**See next pages for Member Biographies (in alphabetical last name order)**

## **Biographies of Oregon Zoo Bond Citizens' Oversight Committee Members**

### **Member Biographies (in alphabetical last name order)**

#### **Noah Bishop**

Noah Bishop is an attorney and the proud father of two young zoo enthusiasts. A graduate of Lewis and Clark Law School, he has focused his practice on debtor-creditor law, and now runs his own law firm, Bishop Bankruptcy Law. He volunteers at The Bankruptcy Clinic, a free service provided by the lawyers of the Oregon State Bar.

#### **Tony Butchart**

Tony Butchart is a project manager for Neil Kelly with experience in LEED certification and sustainable and passive house building practices. Tony is supervising a massive re-pipe project in a 100 year old historic register building in NW Portland. Prior to working for Neil Kelly, he was a solo contractor for twenty years and a comptroller for a mid-sized personal injury law firm in Olympia, WA. Tony has a bachelor's degree from The Evergreen State College. He has two daughters currently in college and lives in Raleigh Hills with his wife, Stacy.

#### **Deborah Herron**

Deborah Herron is the Director of Public Affairs and Government Relations for Walmart in Oregon and several other Western states. Walmart has been a strong supporter of the Oregon Zoo and Deborah has been instrumental in ensuring this connection. Previous to her work at Walmart, Deborah was a principal at Vox Public Relations in Portland. She is well known and connected in the public affairs community, bringing collaboration, curiosity, careful thinking, passion, enthusiasm and a solution oriented approach to engage audiences. Deborah also serves on the Oregon Zoo Foundation's Board of Trustees.

#### **Mickey Lee**

Mickey Lee is a project manager with MPower Oregon, an organization offering a simple, integrated solution for lowering energy and water expenses at existing affordable multifamily properties. With a background in project development and management with an emphasis on environmental and social equity, Mickey provides an avenue for emerging industries to move from the chaotic first stages to the more manageable phase.

Mickey's previous work has focused on project management in several industries including health care, digital technologies, solar installations and overall carbon emission reductions. One thread that is constant through her work is a focus on stakeholder engagement to improve the outcomes of implementation strategies. She held the role of Project Manager for Carbon Concierge for six years where she was instrumental in engaging business leaders through the evolution of carbon emission measurement and reduction strategies and corporate social responsibility. She has been recognized nationally for her work in helping to bridge the gap between private and public entities, bringing them together to enhance community benefit. Mickey holds an MBA in Sustainable Development from Bainbridge Graduate Institute, is accredited through the national Building Performance Institute, and is an avid year round kayaker.

#### **Daniel Morris**

Dr. Daniel Morris is Research Director for Our Oregon, studying government finances and budget priorities. Educated in Portland Public Schools, he went on to earn a master's degree in physics from the University of Michigan and a doctorate in public health from Saint Louis University. As an epidemiologist, Daniel led studies on topics ranging from tobacco tax evasion to tracking obesity with driver licenses.



## **Biographies of Oregon Zoo Bond Citizens' Oversight Committee Members**

### **Mike Schofield**

Mike Schofield is the business manager for the Forest Grove School District, managing the school district's finances and \$65.3 million worth of construction and school improvements included in a successful bond measure. Mike previously served as the chief financial officer of the Northwest Regional Education Service District. He has more than 25 years managing finances for various public education entities. He is a graduate of Portland State University and holds a Certified Management Accountant.

### **Ruth Shelly**

Ruth Shelly is the Executive Director of the Portland Children's Museum. She is a lifelong museum professional who has worked as an exhibit director and administrator in museums across the country. She recently relocated to Portland from her native Wisconsin where she served as executive director for Madison Children's Museum, leading the museum's move from small rented quarters to a donated 1929 department store building. Ruth and her staff exceeded the \$10 million capital campaign goal. Since opening in 2010, that museum has more than doubled its annual attendance, and nearly quadrupled its membership. With a fully accessible green roof, the museum is anticipated to be the first LEED-certified Wisconsin museum, and in 2011 won the National Medal for Museum and Library Service for its exemplary contributions to the community.

### **Tom Turnbull**

Tom Turnbull specializes in providing business and legal advice to high growth companies and entrepreneurs. He is a co-founder and Vice President of Business Development with OpenSesame, the largest source for elearning content in the world with over 20,000 online courses. Tom previously served on the Oregon Museum of Science and Industry board of trustees for five years. He has an MBA in Finance and Entrepreneurial Studies from New York University, a JD from the University of Washington School of Law, and a BA in Philosophy from the University of Puget Sound.

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## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 13-4484, FOR THE PURPOSE OF CONFIRMING THE APPOINTMENT OF MEMBERS TO THE OREGON ZOO BOND CITIZENS' OVERSIGHT COMMITTEE

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Date: Nov. 22, 2013

Prepared by: Heidi Rahn (503) 220-5709

#### BACKGROUND

Metro Code Chapter 2.19 establishes the Oregon Zoo Bond Citizens' Oversight Committee ("Oversight Committee"). The Oversight Committee shall be composed of no fewer than 13 and no more than 19 members, to be appointed by the Metro Council President subject to Metro Council confirmation. Seven current members of the Oversight Committee are term limited through December 31, 2013. To maintain Oversight Committee membership, Resolution No. 13-4484 appoints eight new members.

The purpose and authority of the Oversight Committee is to convene periodically to review progress on the Oregon Zoo Bond Measure 26-96 project improvements, monitor spending ("Program Progress"), and consider and recommend project modifications if inflationary increases in construction costs exceed current budget estimates. The Oversight Committee shall report annually to the Metro Council regarding such Program Progress, which report shall set forth the Oversight Committee's recommendations for project modifications, if any.

The Oversight Committee's members shall primarily be professionals with experience in construction, sustainability, finance, auditing, public budgeting, banking and general business.

#### ANALYSIS/INFORMATION

1. **Known Opposition:** None known
2. **Legal Antecedents:** Metro Code Chapter 2.19
3. **Anticipated Effects:** Appoints eight members.
4. **Budget Impacts:** None

#### RECOMMENDED ACTION

Adoption of Resolution No. 13-4484.

Agenda Item No. 5.1

**Ordinance No. 13-1313**, For the Purpose of Adopting the Metro Geographic Information System Map of Metro's District and Jurisdictional Boundaries and Making Technical Corrections.

*Ordinances – First Reading*

Metro Council Meeting  
Thursday, Dec. 5, 2013  
Metro, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE ADOPTING THE METRO	)	ORDINANCE NO. 13-1313
GEOGRAPHIC INFORMATION SYSTEM MAP	)	
OF METRO’S DISTRICT & JURISDICTIONAL	)	Introduced by Chief Operating Officer Martha
BOUNDARIES & MAKING TECHNICAL	)	Bennett with the Concurrence of Council
CORRECTIONS	)	President Tom Hughes

WHEREAS, on May 19, 2011, the Metro Council adopted Ordinance 11-1261A to adopt a reapportionment plan and to describe the six Council districts of Metro and the Metro jurisdictional boundary, all of which became effective on January 3, 2013; and

WHEREAS, Ordinance 11-1261A employed a narrative description of the boundaries of the six Council districts of Metro and its jurisdictional boundary; and

WHEREAS, Geographic Information System (“GIS”) technology has enabled development of more accurate digital maps of the region; and

WHEREAS, since 2001, the Metro Council has used digital electronic maps to detail the Urban Growth Boundary;

WHEREAS, Metro has at its disposal digital mapping technologies that are more easily used and are of greater accuracy than the narrative description of the Council district boundaries and the jurisdictional boundary that was used in Ordinance 11-1261A; and

WHEREAS, a small number of mapping inconsistencies regarding the precise location of the district boundaries and the jurisdictional boundaries have been identified through the use of advanced, digital mapping technologies; and

WHEREAS, technical corrections are also required to the boundary descriptions set forth in Ordinance 11-1261A as the result of Metro’s consideration and amendment to the Urban Growth Boundary in 2012; and

WHEREAS, such technical corrections using digital technology are required to conform the description of Metro’s districts and jurisdictional boundaries to the most accurate version; and

WHEREAS, such technical corrections do not affect any elector of Metro; now therefore,

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THE METRO COUNCIL ORDAINS AS FOLLOWS:

That the digital map attached to this Ordinance as Exhibit A is hereby adopted and shall be used as the official description of the six Metro Districts and the Metro jurisdictional boundary.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2013

\_\_\_\_\_  
Tom Hughes, Council President

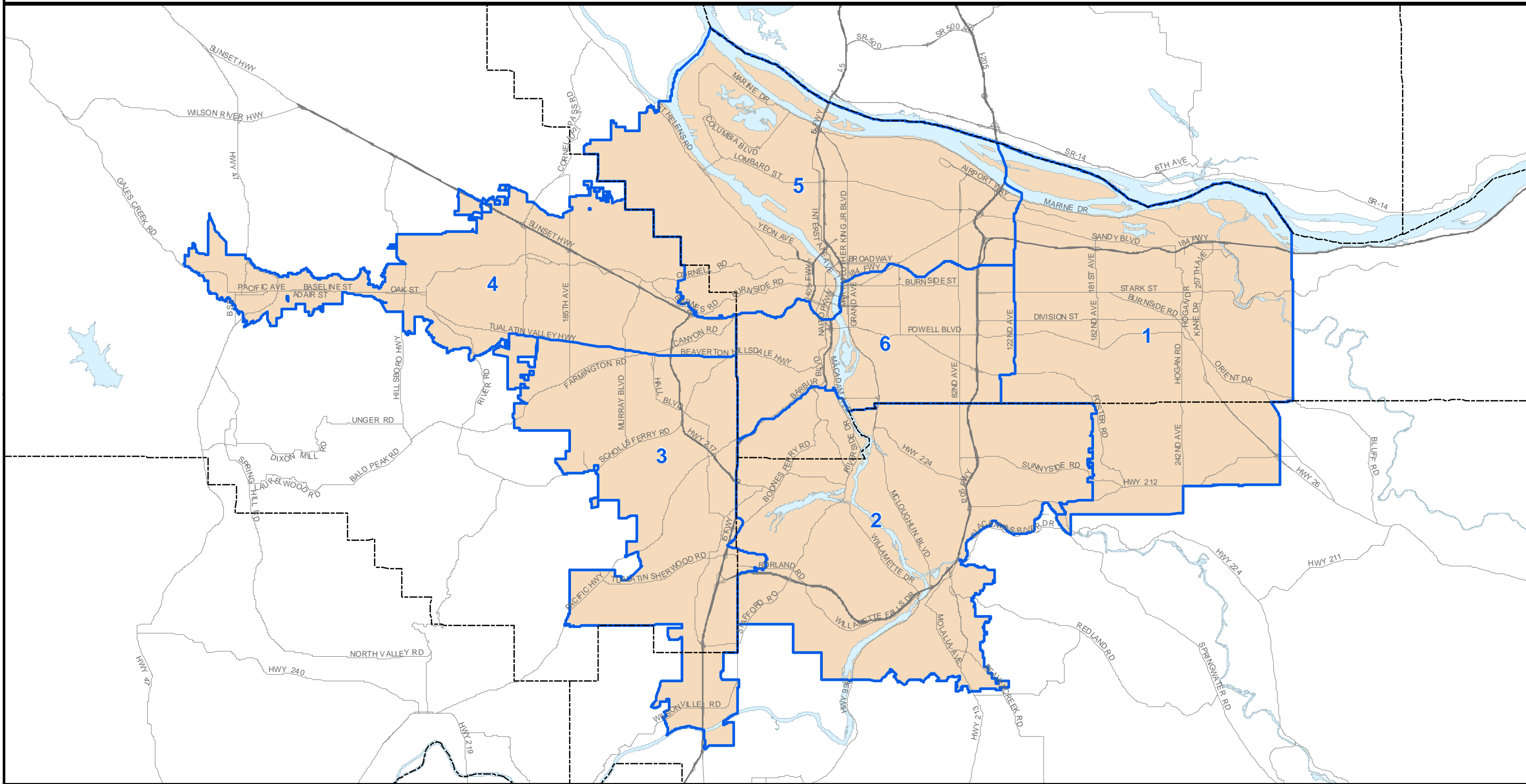
Attest:

Approved as to Form:

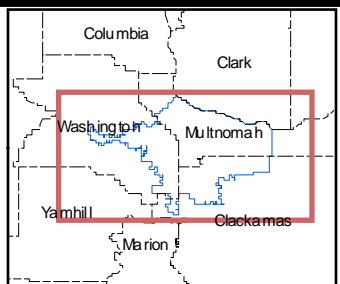
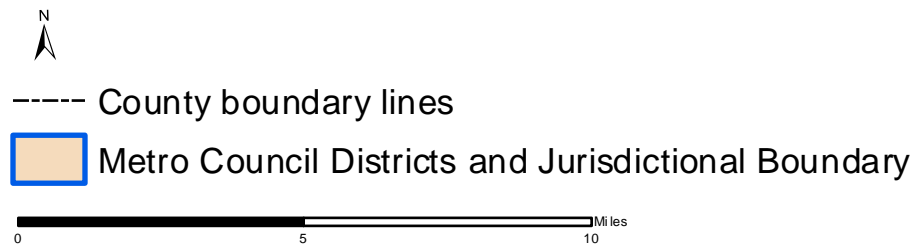
\_\_\_\_\_  
Kelsey Newell, Recorder

\_\_\_\_\_  
Alison R. Kean, Metro Attorney

# Metro Council Districts and Jurisdictional Boundary



 Metro  
Data Resource Center  
600 NE Grand Ave  
Portland, OR 97232-2736  
(503) 797-1742  
<http://www.oregonmetro.gov/drc>



## STAFF REPORT

### IN CONSIDERATION OF ORDINANCE NO. 13-1313, FOR THE PURPOSE OF ADOPTING THE METRO GEOGRAPHIC INFORMATION SYSTEM MAP OF METRO'S DISTRICT & JURISDICTIONAL BOUNDARIES & MAKING TECHNICAL CORRECTIONS

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Date: November 25, 2013

Prepared by: Tim O'Brien  
Principal Regional Planner

## BACKGROUND

In 1977 the Oregon Legislature drew the Metro jurisdictional boundary, which serves as its political boundary. The jurisdictional boundary is separate from the urban growth boundary, which separates urban from rural land in the region. Land inside the jurisdictional boundary has elected representation on Metro's Council and is subject to Metro's regulatory and taxing authority. The 1977 legislature adopted a legal description for the initial district boundary; however the statute that included the legal description was repealed in 1991.

In 2011 the Metro Council went through a process to adopt new Metro Council district boundaries in response to the 2010 U.S. Census. Accordingly, the Metro Council district lines were redrawn to ensure that each district is within five percent of the average district population. The new Metro Council districts become effective on January 3, 2013.

Metro's Research Center provides state-of-the-art mapping, spatial analysis, regional economic analysis, and demographic and travel forecasting for Metro, our regional partners, businesses and the public. While making the necessary changes to the Metro Council district boundaries in response to the 2010 Census, Research Center staff identified a number of places where the original legal description is not accurate and some technical corrections are required due to the Urban Growth Boundary expansion of 2011.

In addition, staff has discovered multiple discrepancies between city and county records of boundary lines and the Metro boundary, most of which date from the 1980s through Boundary Commission actions. In many cases land that was annexed by a city within Metro was apparently never added to Metro's own jurisdictional boundary map.

Oregon Revised Statute (ORS) 199.510(2)(C) provides some clarification for these inconsistencies:

#### **ORS 199.510 Financial effects of transfer or withdrawal; exceptions**

(2)(C) When a city receives services from a district and is part of that district, any territory thereafter annexed to the city shall be included in the boundaries of the district and shall be subject to all liabilities of the district in the same manner and to the same extent as other territory included in the district.

Several of the cities annexing land specifically cite the statute, suggesting the existence of a common opinion that the statute was intended to automatically add land to Metro as it was annexed by the cities. This seems logical and efficient, compared to each city annexation also requiring a formal process to amend the Metro jurisdictional boundary. Other annexations indicate the land is already within Metro. Applying the statute, the status of these parcels becomes fairly obvious since the parcels are already being properly taxed by their respective counties as being in the Metro jurisdictional boundary; despite the fact the parcels were not included on the Metro boundary map.

According to the county elections departments, the taxing codes for individual parcels are the basis for determining which elections a property owner is able to vote in. Therefore, the registered voters of the subject parcels that have been taxed as if in the Metro jurisdictional boundary have had the opportunity to vote in Metro elections.

As custodians of the region's geographic-based data infrastructure, Resource Center staff coordinates with regional partners to collect and combine Geographic Information System or GIS data into a seamless data set for use in region wide decision-making. Research Center staff has maintained a GIS jurisdictional boundary layer since 1988. In 2001, the Metro Council adopted Ordinance Number 01-900A, which made the GIS urban growth boundary map the official Metro urban growth boundary map.

## **PROPOSAL**

Since the initial legal description for the jurisdictional boundary was repealed in 1991, is inaccurate and a new legal description has never been created, staff proposes that the GIS jurisdictional boundary layer and the six Metro District boundaries layer be adopted as the official Metro jurisdictional boundary and Metro District boundary. Adoption of the GIS layer is appropriate as the new Metro Council Districts become effect on January 3, 2013.

For the twenty-five identified parcels or portions of parcels that are currently being taxed by their respective counties as being in Metro, staff proposes that they should be included in the mapped Metro jurisdictional boundary as defined by the GIS layer. The parcel locations are listed below by city and represented in a series of maps in Attachment 1. Total acreage of parcels is 15.94.

### Forest Grove

Map 1 - Mountain View Drive – one parcel and one partial parcel totaling 8.2 acres that are outside the urban growth boundary

Map 2 - Willamina Avenue – seven complete parcels, seven partial parcels and street right of way totaling 2.18 acres (0.81 acres is right of way)

### Hillsboro

Map 3 - NW West Union Road – one parcel plus right of way totaling 7.74 acres (6 acres is right of way split between street right of way and abandoned ODOT rail right of way)

Map 4 - NW Lenox Street – four parcels totaling 1.0 acres

Map 5 - NW Glencoe Road – one parcel and street right of way totaling 3.01 acres (0.13 acres is right of way)

### Oregon City

Map 6 - S Clackamas River Drive – one parcel plus street right of way and Clackamas River totaling 1.59 acres that is outside the urban growth boundary (1.47 acres is right of way and river)

Map 7 - Canyon Ridge Circle – one parcel totaling 0.47 acres

### Portland

Map 8 - NW Creston Road – one parcel plus street right of way totaling 0.2 acres (0.04 acres is right of way)

## **ANALYSIS/INFORMATION**

**Known Opposition:** There is no known opposition to this application.



**Legal Antecedents:** ORS Chapter 268 allowed for the creation of the Metropolitan Service District and the formation of the jurisdictional boundary. Metro Code Section 3.09 provides the mechanism for future amendments to the jurisdictional boundary. ORS 199.510(2)(C) allows for parcels that were annexed into a city that receives services from Metro to be included in the Metro jurisdictional boundary.

**Anticipated Effects:** Adoption of Ordinance No. 13-1313 will: (1) make the GIS Metro jurisdictional boundary and Metro District boundary map the official description of the six Metro Districts and the Metro jurisdictional boundary and (2) make technical corrections to the mapped boundary location. Adoption of the GIS layer as the official jurisdictional boundary will allow Research Center staff to update and maintain the GIS jurisdictional boundary and Metro District layers in an efficient manner.

**Budget Impacts:** There is no budget impact.

### **RECOMMENDED ACTION**

Staff recommends adoption of Ordinance No. 13-1313.

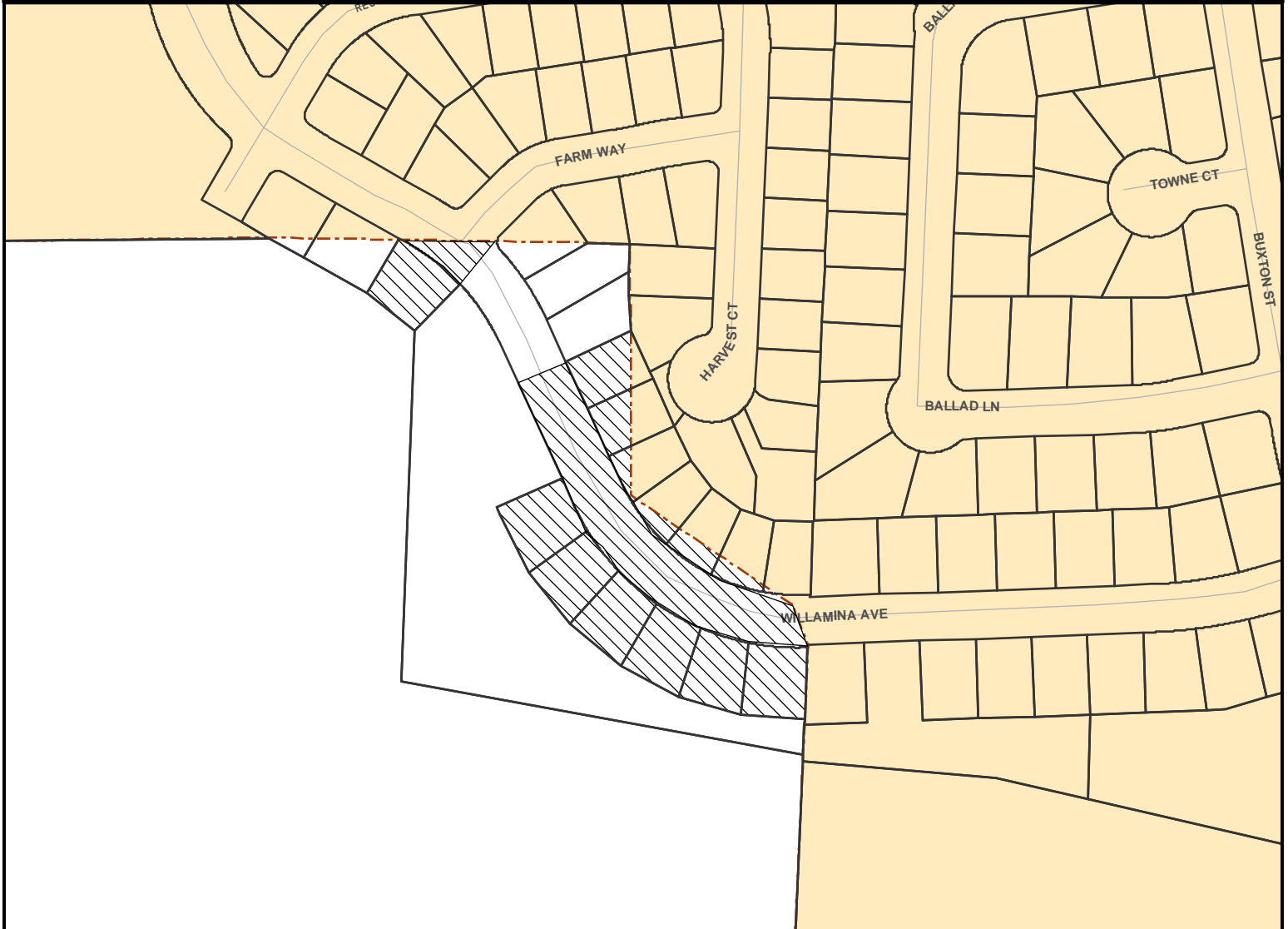


# Map 2

1N4W35

Metro District Boundary




Washington County

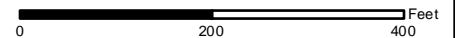


Map 2, Metro District Boundary



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlots
-  Metro District Boundary
-  Taxlots Metro tax code & adjacent ROW



1:2,400



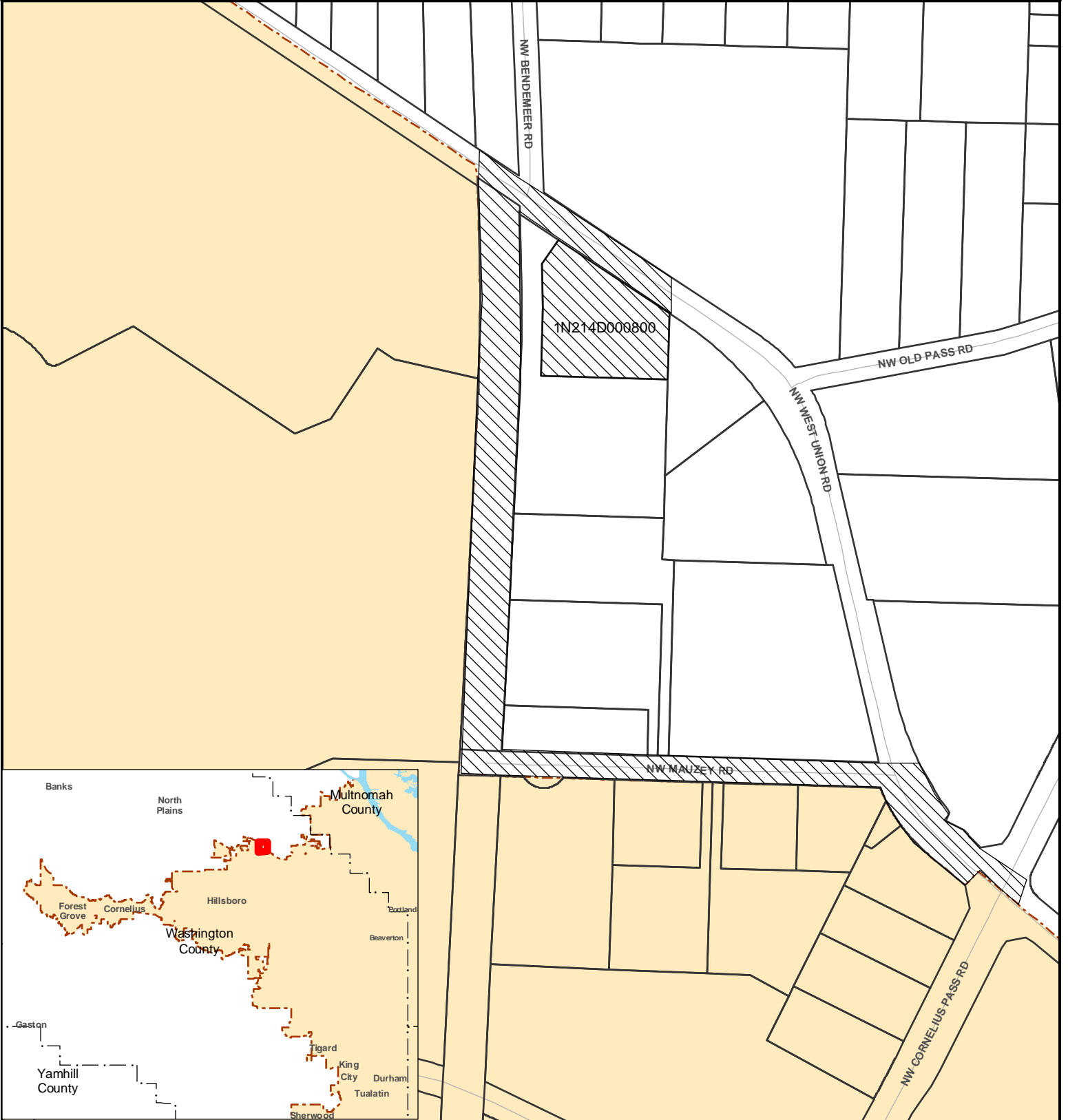
The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

# Map 3

1N2W14

Metro District Boundary




Washington County

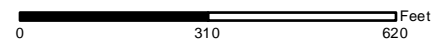


Map 3, Metro District Boundary



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlots Metro tax code & adjacent ROW
-  Taxlots
-  Metro District Boundary



1:3,800



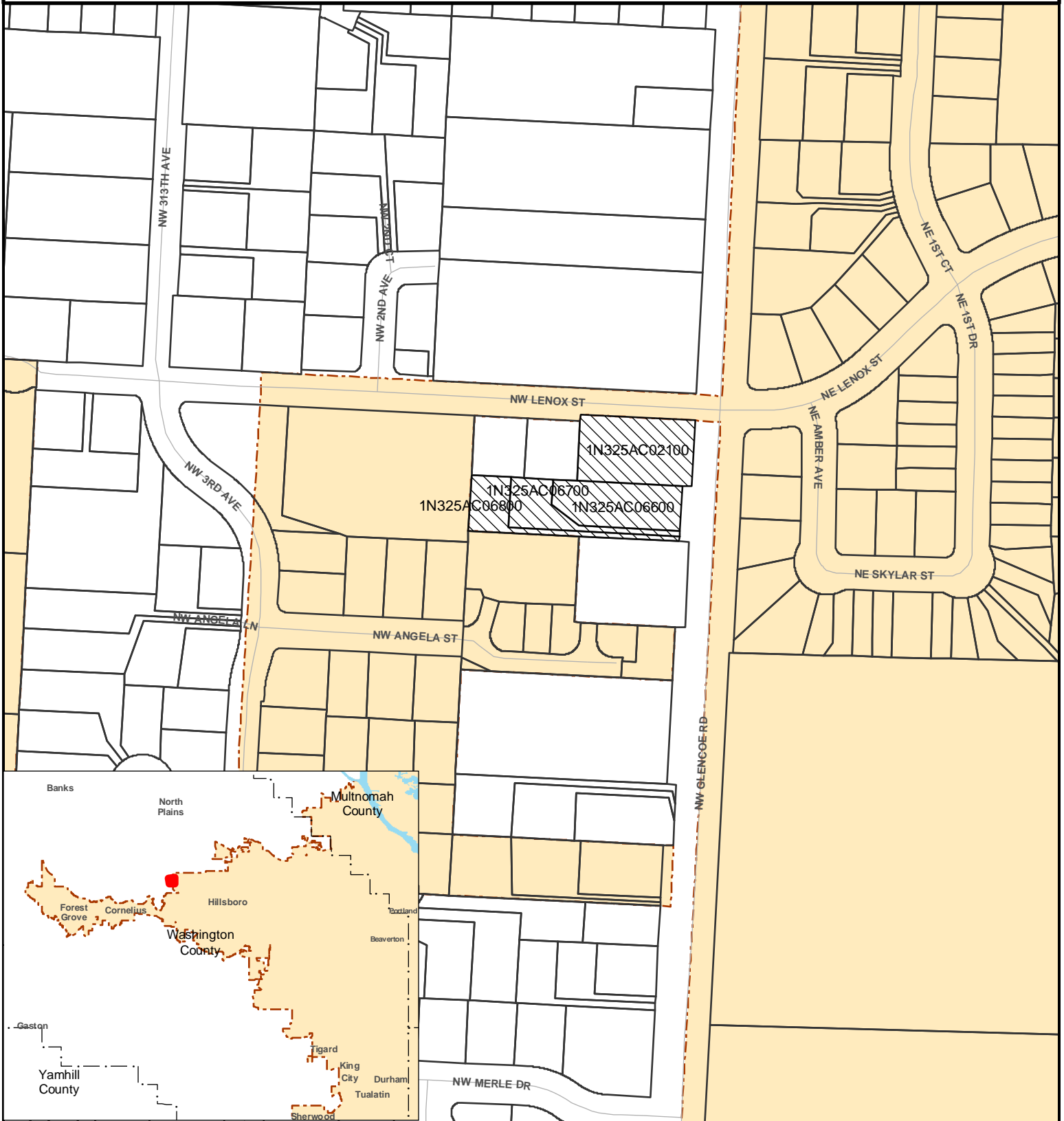
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# Map 4

1N3W25

Metro District Boundary




Washington County

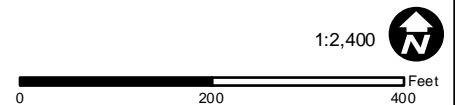


Map 4, Metro District Boundary



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlots Metro tax code
-  Taxlots
-  Metro District Boundary



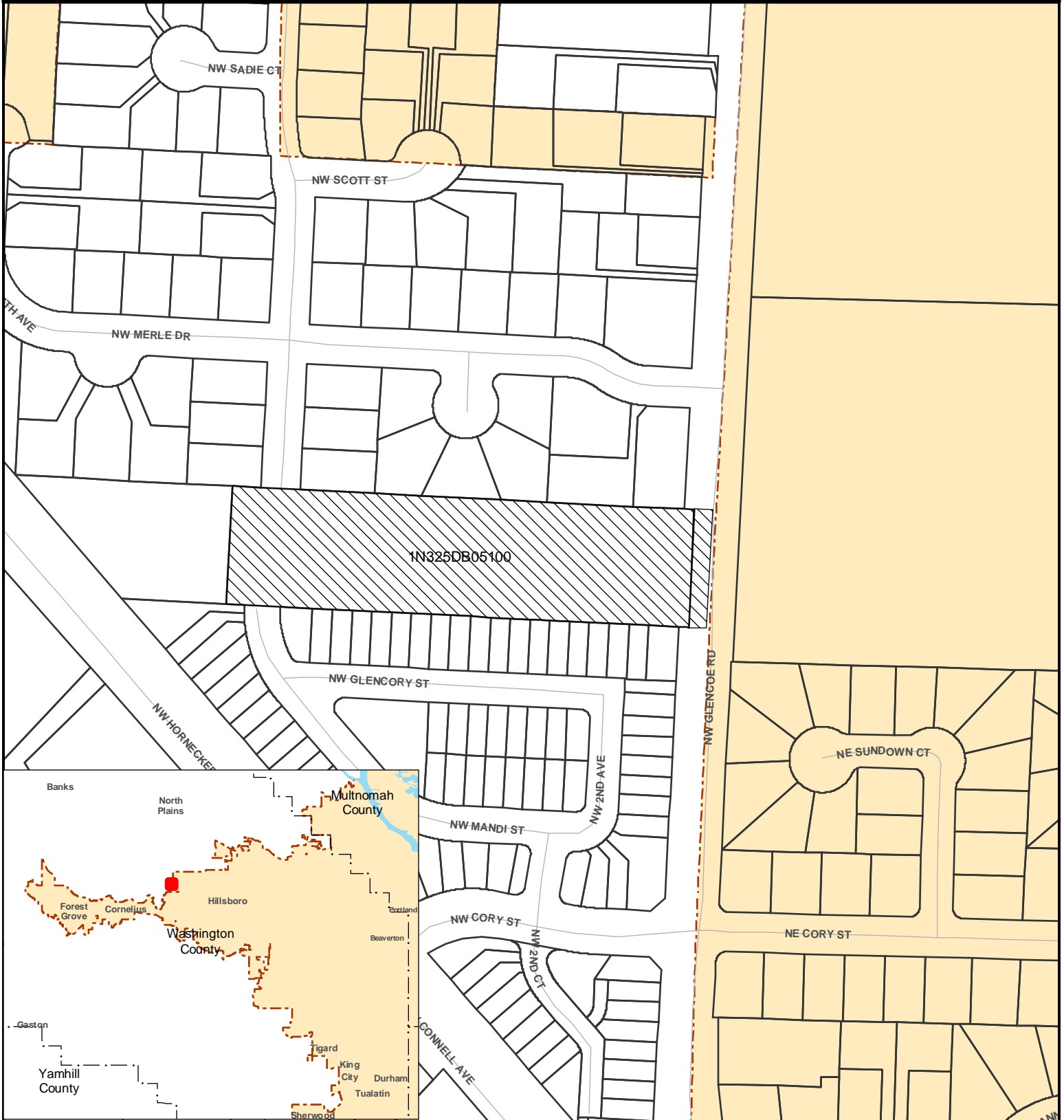
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# Map 5

1N3W25

Metro District Boundary




Washington County



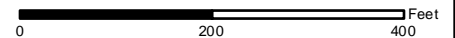
Map 5, Metro District Boundary



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlots Metro tax code & adjacent ROW
-  Taxlots
-  Metro District Boundary

1:2,400



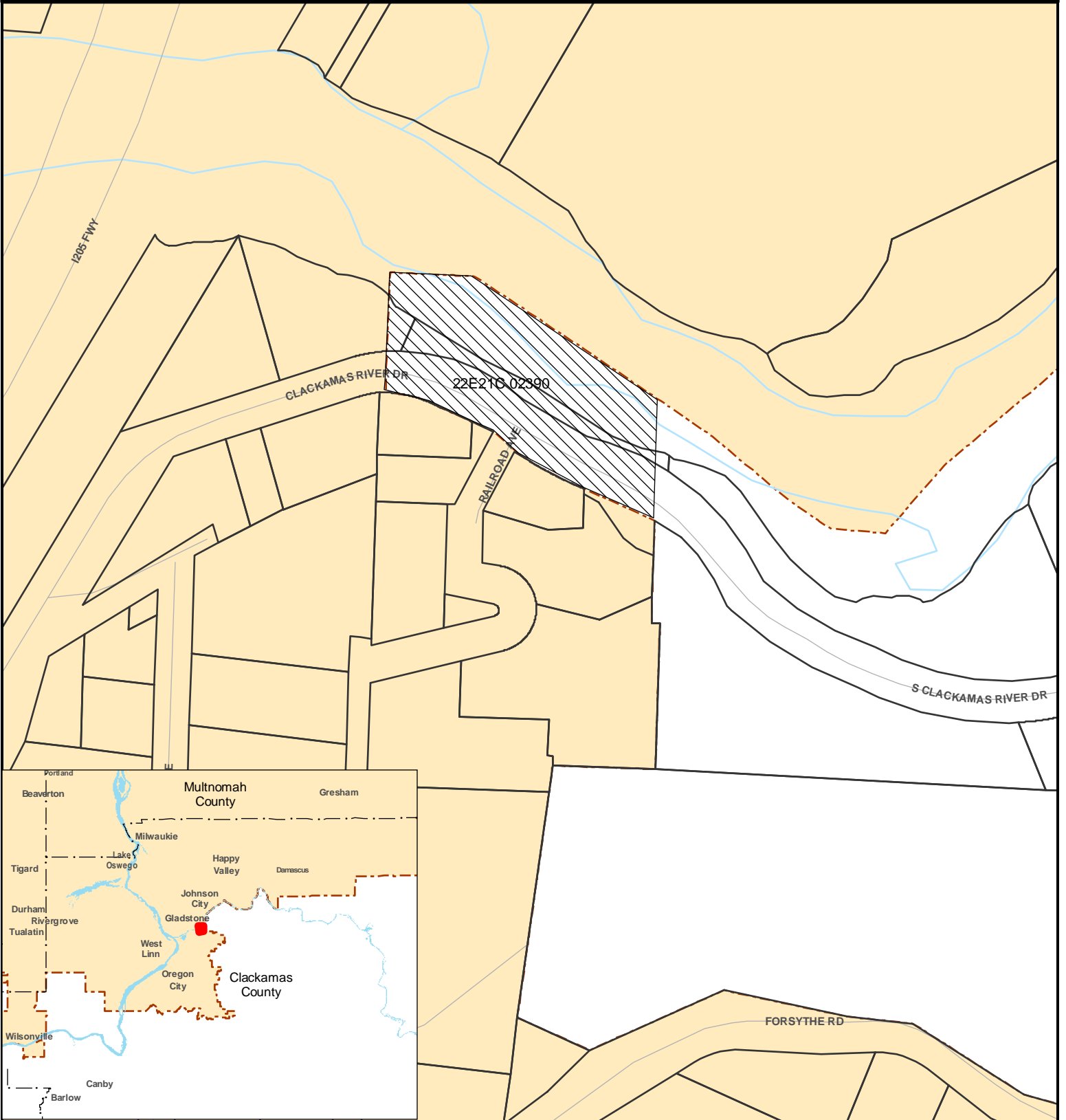
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# Map 6

2S2E21

Metro District Boundary




Clackamas County

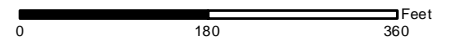


Map 6, Metro District Boundary



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlot Metro tax code & adjacent ROW
-  Taxlots
-  Metro District Boundary



1:2,200



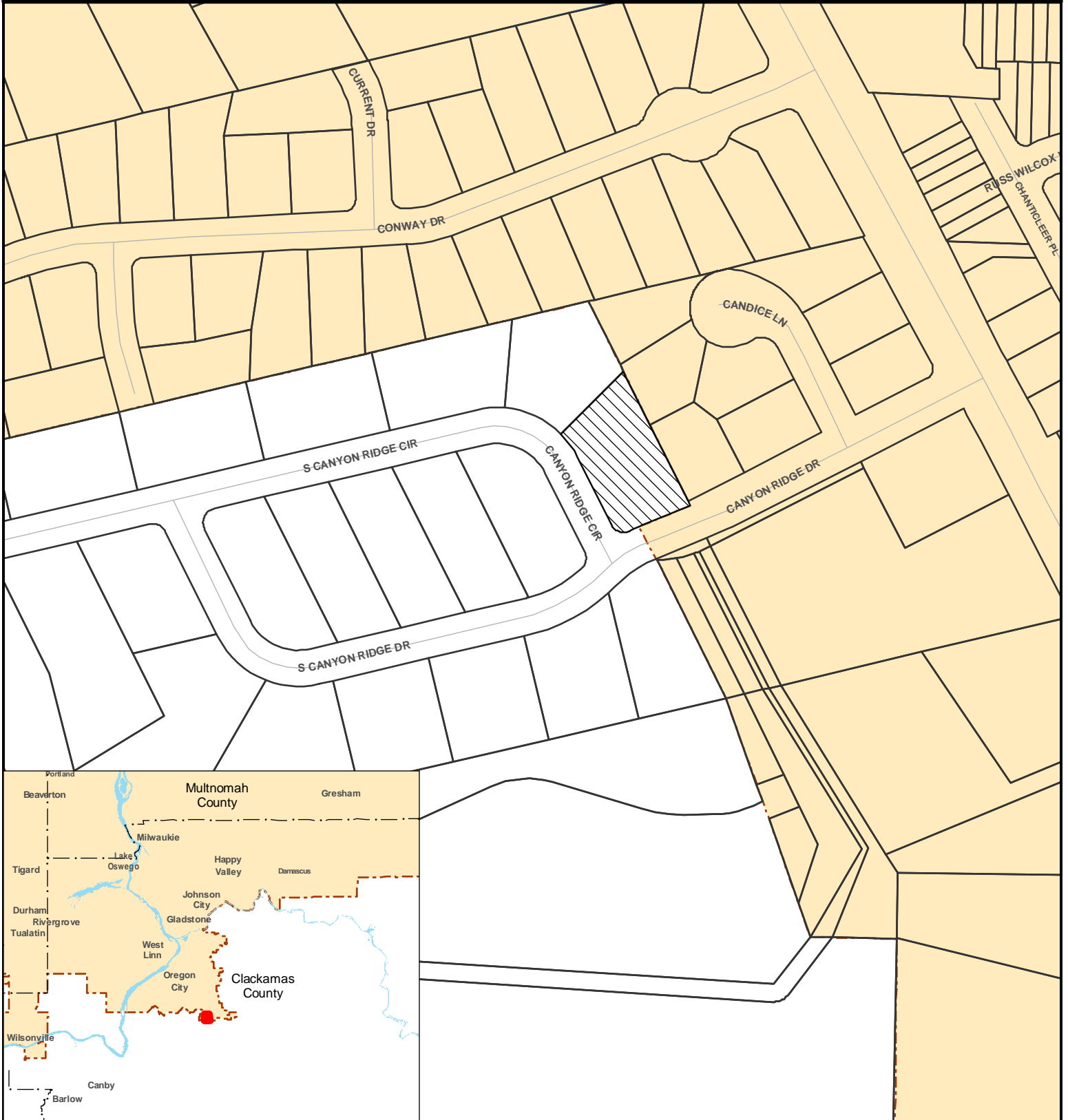
The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

# Map 7

3S2E16

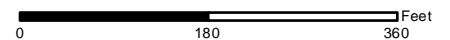
Metro District Boundary

Clackamas County






Map 7, Metro District Boundary

1:2,200



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlot Metro tax code
-  Taxlots
-  Metro District Boundary

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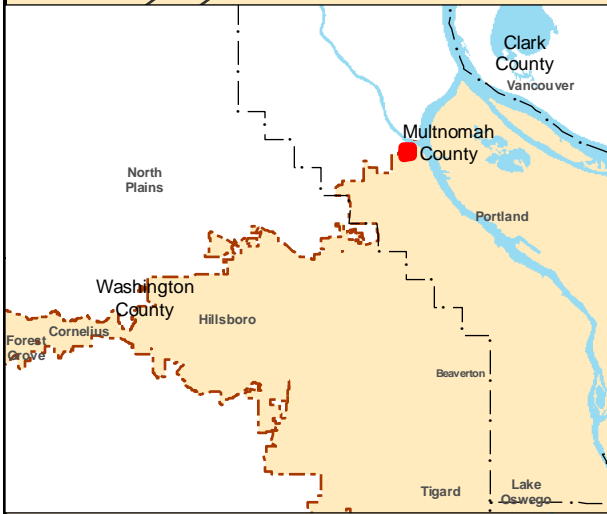
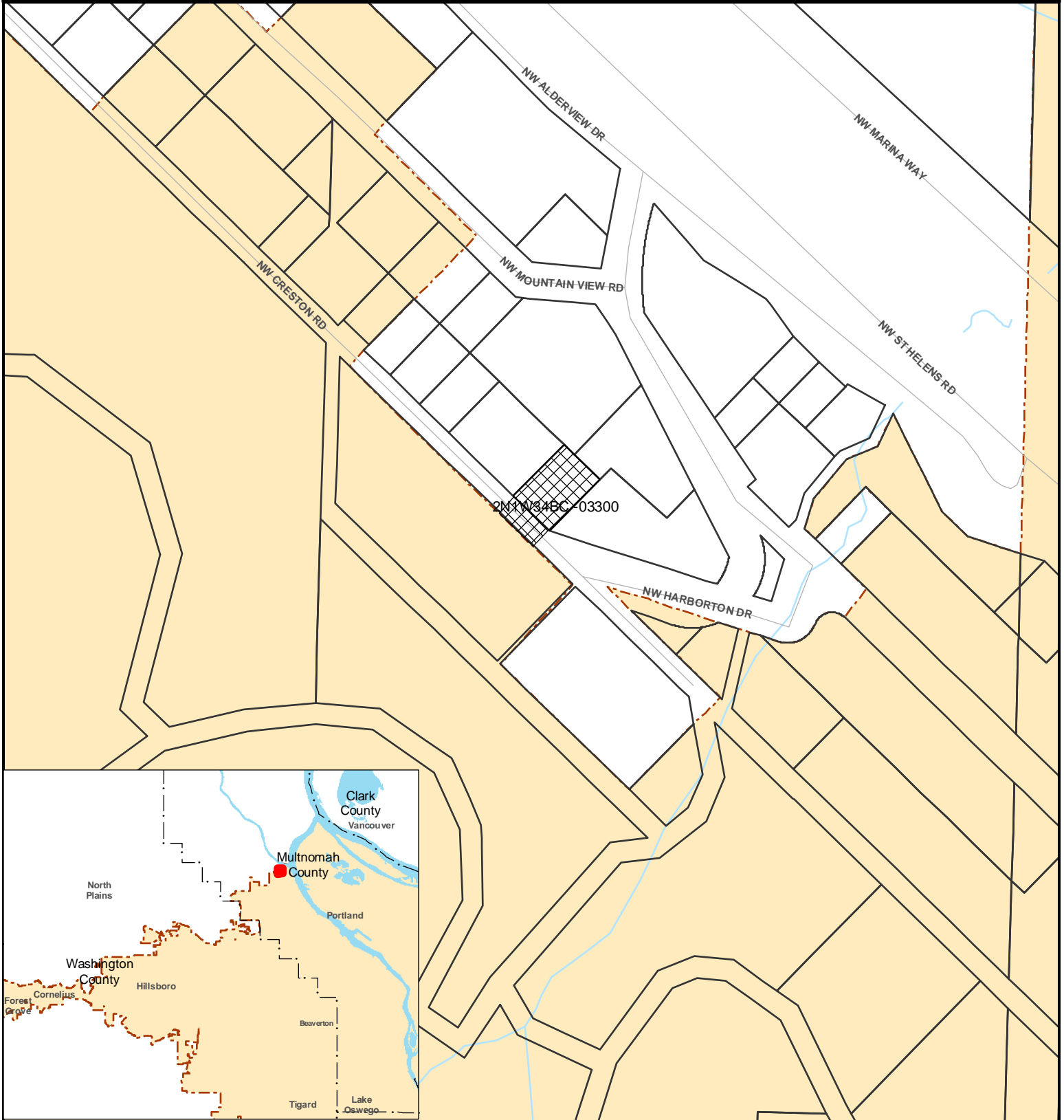


# Map 8

2N1W34

Metro District Boundary




Multnomah County

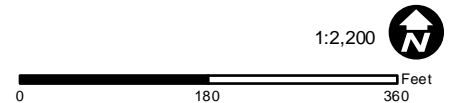


Map 8, Metro District Boundary



Data Resource Center  
 600 NE Grand Ave  
 Portland, OR 97232-2736  
 (503) 797-1742  
<http://www.oregonmetro.gov/drc>

-  Taxlot Metro tax code & adjacent ROW
-  Taxlots
-  Metro District Boundary



The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

Agenda Item No. 6.1

**Ordinance No. 13-1322**, For the Purpose of Amending the FY 2013-14 Budget and Appropriations Schedule and the FY 2013-14 Through 2017-18 Capital Improvement Plan.

*Ordinances – Second Reading*

Metro Council Meeting  
Thursday, Dec. 5, 2013  
Metro, Council Chamber

BEFORE THE METRO COUNCIL

AMENDING THE FY 2013-14 BUDGET AND ) ORDINANCE NO. 13-1322  
APPROPRIATIONS SCHEDULE AND THE FY )  
2013-14 THROUGH 2017-18 CAPITAL ) Introduced by Martha Bennett, Chief  
IMPROVEMENT PLAN ) Operating Officer, with the concurrence of  
 ) Council President Tom Hughes

WHEREAS, the Metro Council has reviewed and considered the need to increase appropriations within the FY 2013-14 Budget; and

WHEREAS, Metro Code chapter 2.02.040 requires Metro Council approval to add any new position to the budget; and

WHEREAS, the need for the increase of appropriation has been justified; and

WHEREAS, adequate funds exist for other identified needs; and

WHEREAS, ORS 294.463(1) provides for transfers of appropriations within a fund, including transfers from contingency that do not exceed 15 percent of a fund's appropriations, if such transfers are authorized by official resolution or ordinance of the governing body for the local jurisdiction, and

WHEREAS, ORS 294.463(3) provides for transfers of appropriations or of appropriations and a like amount of budget resources between funds of the municipal corporation when authorized by an official resolution or ordinance of the governing body stating the need for the transfer, now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. That the FY 2013-14 Budget and Schedule of Appropriations are hereby amended as shown in the column entitled "Revision" of Exhibits A and B to this Ordinance for the purpose of recognizing new grants, contributions and donations, and transferring appropriations to provide for a change in operations..
2. That the FY 2013-14 through FY 2017-18 Capital Improvement Plan is hereby amended accordingly.
3. This Ordinance being necessary for the immediate preservation of the public health, safety or welfare of the Metro area in order to meet obligations and comply with Oregon Budget Law, an emergency is declared to exist, and this Ordinance takes effect upon passage.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 2013.

\_\_\_\_\_  
Tom Hughes, Council President

Attest:

Approved as to Form:

\_\_\_\_\_  
Kelsey Newell, Recording Secretary

\_\_\_\_\_  
Alison Kean, Metro Attorney

**Exhibit A**  
**Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>General Fund</b>							
<b>Information Services</b>							
<b>Total Personnel Services</b>		<b>27.50</b>	<b>\$3,070,077</b>	<b>0.00</b>	<b>\$0</b>	<b>27.50</b>	<b>\$3,070,077</b>
<i>Materials &amp; Services</i>							
<i>GOODS Goods</i>							
520100	Office Supplies		34,724		0		34,724
521000	Subscriptions and Dues		740		0		740
521500	Maintenance & Repairs Supplies		7,000		0		7,000
<i>SVCS Services</i>							
524000	Contracted Professional Svcs		152,181		0		152,181
525100	Utility Services		20,400		0		20,400
526000	Maintenance & Repair Services		608,973		50,000		658,973
<i>OTHEXP Other Expenditures</i>							
545000	Travel		4,500		0		4,500
545500	Staff Development		16,500		0		16,500
<b>Total Materials &amp; Services</b>			<b>\$845,018</b>		<b>\$50,000</b>		<b>\$895,018</b>
<b>TOTAL REQUIREMENTS</b>		<b>27.50</b>	<b>\$3,915,095</b>	<b>0.00</b>	<b>\$50,000</b>	<b>27.50</b>	<b>\$3,965,095</b>

**Exhibit A  
Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>General Fund</b>							
<b>Oregon Zoo</b>							
<i>Personnel Services</i>							
<i>SALWGE Salaries &amp; Wages</i>							
501000	Reg Employees-Full Time-Exempt						
	Administrative Specialist IV	1.00	60,901	-	0	1.00	60,901
	Assistant Management Analyst	1.00	63,894	-	0	1.00	63,894
	Associate Natural Resource Scientist	1.00	77,613	-	0	1.00	77,613
	Associate Public Affairs Specialist	1.00	63,648	-	0	1.00	63,648
	Associate Visual Communications I	2.00	119,159	-	0	2.00	119,159
	Director	1.00	158,213	-	0	1.00	158,213
	Deputy Conservation Manager	1.00	86,913	-	0	1.00	86,913
	Deputy Director	2.00	250,571	-	0	2.00	250,571
	Events Coordinator	1.00	60,580	-	0	1.00	60,580
	Education Specialist III	6.25	427,395	-	0	6.25	427,395
	General Manager of Visitor Venues	0.25	40,982	-	0	0.25	40,982
	Manager I	2.00	170,985	-	0	2.00	170,985
	Manager II	4.00	399,288	-	0	4.00	399,288
	Program Analyst II	2.15	128,868	-	0	2.15	128,868
	Program Analyst III	1.00	76,925	-	0	1.00	76,925
	Program Analyst IV	1.00	71,652	-	0	1.00	71,652
	Program Supervisor I	1.00	66,377	-	0	1.00	66,377
	Program Supervisor II	5.00	371,786	-	0	5.00	371,786
	Project Coordinator	1.00	79,767	-	0	1.00	79,767
	Registrar	1.00	55,253	-	0	1.00	55,253
	Senior Public Affairs Specialist	3.00	232,541	-	0	3.00	232,541
	Senior Visual Communications Des	1.00	63,895	-	0	1.00	63,895
	Service Supervisor I	4.00	219,486	-	0	4.00	219,486
	Service Supervisor II	6.00	352,445	-	0	6.00	352,445
	Service Supervisor III	3.00	207,177	-	0	3.00	207,177
	Service Supervisor IV	1.00	78,672	-	0	1.00	78,672
	Veterinarian I	1.00	96,269	-	0	1.00	96,269
	Veterinarian II	1.00	100,491	-	0	1.00	100,491
	Volunteer Coordinator II	1.00	66,075	-	0	1.00	66,075
501500	Reg Empl-Full Time-Non-Exempt						
	Administrative Specialist II	2.00	95,132	-	0	2.00	95,132
	Administrative Specialist III	4.00	187,159	-	0	4.00	187,159
	Animal Keeper	31.00	1,635,986	-	0	31.00	1,635,986
	Custodian	6.00	230,200	-	0	6.00	230,200
	Education Specialist II	3.00	169,195	-	0	3.00	169,195
	Gardener 1	7.00	346,016	-	0	7.00	346,016
	Maintenance Electrician	1.00	75,943	-	0	1.00	75,943
	Maintenance Lead	1.00	65,582	-	0	1.00	65,582
	Maintenance Technician	2.00	113,591	-	0	2.00	113,591
	Maintenance Worker 2	9.00	495,378	-	0	9.00	495,378
	Maintenance Worker 3	3.00	187,390	-	0	3.00	187,390
	Nutrition Technician	2.00	119,238	-	0	2.00	119,238
	Program Assistant 1	1.00	43,149	-	0	1.00	43,149
	Program Assistant 2	2.00	91,139	-	0	2.00	91,139
	Safety and Security Officer	4.00	172,596	1.00	41,652	5.00	214,248
	Senior Animal Keeper	7.00	421,055	-	0	7.00	421,055
	Senior Gardener	1.00	62,463	-	0	1.00	62,463
	Storekeeper	1.00	52,407	-	0	1.00	52,407
	Typist/Receptionist-Lead	1.00	44,412	-	0	1.00	44,412

**Exhibit A**  
**Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>General Fund</b>							
	Veterinary Technician	2.00	113,392	-	0	2.00	113,392
	Volunteer Coordinator I	1.00	63,704	-	0	1.00	63,704
502000	Reg Emp-Part Time-Exempt						
	Associate Visual Communications I	0.50	31,948	-	0	0.50	31,948
	Education Specialist III	0.50	28,327	-	0	0.50	28,327
	Video/Photography Technician	0.50	30,450	-	0	0.50	30,450
502500	Reg Employees-Part Time-Non-Exempt						
	Animal Keeper-PT	2.50	139,240	-	0	2.50	139,240
	Clerk/Bookkeeper	0.75	31,740	-	0	0.75	31,740
	Education Specialist II	2.05	116,830	-	0	2.05	116,830
	Food Service/Retail Specialist	3.90	164,478	-	0	3.90	164,478
	Lead Cash Office Clerk	0.85	37,750	-	0	0.85	37,750
	Education Specialist I	0.50	21,760	-	0	0.50	21,760
	Nutrition Technician I	0.50	25,699	-	0	0.50	25,699
	Program Assistant 1	1.35	58,251	0.20	8,630	1.55	66,881
	Security Officer I	0.50	20,826	(0.50)	(20,826)	-	0
	Veterinary Technician	0.50	28,348	-	0	0.50	28,348
	Visitor Service Worker 3-reg	0.85	28,825	-	0	0.85	28,825
503000	Temporary Employees - Hourly		1,962,940		(38,363)		1,924,577
504000	Seasonal Employees		1,300,148		0		1,300,148
508000	Overtime		256,713		0		256,713
508500	Premium Pay / Holiday Pay		184,426		0		184,426
<i>FRINGE</i>	<i>Fringe Benefits</i>						
510000	Fringe Benefits						
511000	Fringe Benefits - Payroll Taxes		1,036,045		(853)		1,035,192
512000	Fringe Benefits - Retirement PERS		1,813,513		127		1,813,640
513000	Fringe Benefits - Health & Welfare		2,250,256		9,534		2,259,790
514000	Fringe Benefits - Unemployment		148,273		0		148,273
515000	Fringe Benefits - Other Benefits		305,234		99		305,333
<b>Total Personnel Services</b>		<b>163.40</b>	<b>\$19,054,968</b>	<b>0.70</b>	<b>\$0</b>	<b>164.10</b>	<b>\$19,054,968</b>
<b>Total Materials &amp; Services</b>			<b>\$12,530,483</b>		<b>\$0</b>		<b>\$12,530,483</b>
<b>TOTAL REQUIREMENTS</b>		<b>163.40</b>	<b>\$31,585,451</b>	<b>0.70</b>	<b>\$0</b>	<b>164.10</b>	<b>\$31,585,451</b>

**Exhibit A  
Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>General Fund</b>							
<b>Parks &amp; Environmental Services</b>							
<b>Total Personnel Services</b>		<b>42.30</b>	<b>\$4,277,889</b>	<b>0.00</b>	<b>\$0</b>	<b>42.30</b>	<b>\$4,277,889</b>
<i>Materials &amp; Services</i>							
<i>GOODS Goods</i>							
520100	Office Supplies		72,016		0		72,016
520500	Operating Supplies		112,665		0		112,665
521000	Subscriptions and Dues		6,326		0		6,326
521400	Fuels and Lubricants		75,891		0		75,891
521500	Maintenance & Repairs Supplies		143,462		0		143,462
522500	Retail		13,000		0		13,000
<i>SVCS Services</i>							
524000	Contracted Professional Svcs		344,068		(13,165)		330,903
524600	Sponsorships		0		0		0
525000	Contracted Property Services		173,945		0		173,945
525100	Utility Services		438,908		0		438,908
525500	Cleaning Services		25,278		0		25,278
526000	Maintenance & Repair Services		383,107		0		383,107
526500	Rentals		44,599		0		44,599
528000	Other Purchased Services		56,120		0		56,120
529800	Glendoveer Golf Operating Contract		2,344,363		0		2,344,363
<i>IGEXP Intergov't Expenditures</i>							
530000	Payments to Other Agencies		112,100		0		112,100
531000	Taxes (Non-Payroll)		225,866		0		225,866
<i>OTHEXP Other Expenditures</i>							
545000	Travel		8,095		0		8,095
545500	Staff Development		34,536		0		34,536
<b>Total Materials &amp; Services</b>			<b>\$4,614,345</b>		<b>(\$13,165)</b>		<b>\$4,601,180</b>
<b>TOTAL REQUIREMENTS</b>		<b>42.30</b>	<b>\$8,892,234</b>	<b>0.00</b>	<b>(\$13,165)</b>	<b>42.30</b>	<b>\$8,879,069</b>



**Exhibit A**  
**Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>General Fund</b>							
<b>General Expenses</b>							
<i>Interfund Transfers</i>							
<i>INDTEX</i>	<i>Interfund Reimbursements</i>						
580000	Transfer for Indirect Costs						
	* to Risk Mgmt Fund-Liability		175,781		0		175,781
	* to Risk Mgmt Fund-Worker Comp		244,923		0		244,923
<i>EQTCHG</i>	<i>Fund Equity Transfers</i>						
581000	Transfer of Resources						
	* to General Revenue Bond Fund-Zoo		385,230		0		385,230
	* to Gen'l Asset Mgmt Fund-Genl Cap Acct		100,000		0		100,000
	* to Gen'l Revenue Bond Fund-Debt Serv Acct		1,295,441		0		1,295,441
	* to MERC Fund (Tourism Opp. & Compt. Acct)		418,633		0		418,633
	* to Gen'l Asset Mgmt Fund-General R&R		676,000		0		676,000
	* to Gen'l Asset Mgmt Fund-IT R&R		266,000		0		266,000
	* to Gen'l Asset Mgmt Fund-Parks Cap Account		150,000		173,165		323,165
	* to Gen'l Asset Mgmt Fund-MRC R&R		294,000		0		294,000
	* to Gen'l Asset Mgmt Fund-Zoo Cap Acct		200,000		0		200,000
	* to Gen'l Asset Mgmt Fund-Parks R&R		587,000		0		587,000
	* to Solid Waste Revenue Fund		153,401		0		153,401
586000	Interfund Loan - Principal						
	* to MERC		2,200,000		0		2,200,000
<b>Total Interfund Transfers</b>			<b>\$7,146,409</b>		<b>\$173,165</b>		<b>\$7,319,574</b>
<i>Contingency &amp; Unappropriated Balance</i>							
<i>CONT</i>	<i>Contingency</i>						
	Contingency						
701002	* Contingency		3,366,459		(50,000)		3,316,459
701001	* Opportunity Account		250,000		0		250,000
701004	* Reserve for Future One-Time Expenditures		600,223		(160,000)		440,223
<i>UNAPP</i>	<i>Unappropriated Fund Balance</i>						
	Unappropriated Fund Balance						
805100	* Stabilization Reserve		2,575,000		0		2,575,000
805450	* PERS Reserve		2,893,403		0		2,893,403
805900	* Other Planning Department Carryover		466,982		0		466,982
805300	* Reserve for Future One-Time Expenditures		775,000		0		775,000
805900	* Reserved for Community Invest. Initiative		156,034		0		156,034
801003	* Reserved for TOD		5,083,671		0		5,083,671
801002	* Reserved for Local Gov't Grants (CET)		2,353,159		0		2,353,159
805900	* Reserved for Cost Allocation Adjustments		429,590		0		429,590
805900	* Reserved for Nature in Neighborhood Grants		58,327		0		58,327
805900	* Reserved for Metro Export Initiative		25,000		0		25,000
805900	* Reserved for Active Transportation		135,000		0		135,000
805400	* Reserve for Future Debt Service		995,535		0		995,535
<b>Total Contingency &amp; Unappropriated Balance</b>			<b>\$20,163,383</b>		<b>(\$210,000)</b>		<b>\$19,953,383</b>
<b>TOTAL REQUIREMENTS</b>		<b>453.64</b>	<b>\$116,824,274</b>	<b>0.70</b>	<b>\$0</b>	<b>454.34</b>	<b>\$116,824,274</b>

**Exhibit A**  
**Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current		Revision		Amended	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>General Asset Management Fund</b>							
<b>General Asset Management Fund</b>							
<i>Resources</i>							
BEGBAL	Beginning Fund Balance						
320500	Restricted for Capital		2,322,993		0		2,322,993
340000	Unassigned Balance		5,471,221		0		5,471,221
350000	Assigned Balance		899,778		0		899,778
GRANTS	Grants						
411000	State Grants-Direct		73,250		0		73,250
INTRST	Interest Earnings						
470000	Interest on Investments		29,000		0		29,000
CAPGRT	Capital Contributions & Donations						
475500	Capital Contributions & Donations		2,245,000		0		2,245,000
EQTREV	Fund Equity Transfers						
497000	Transfer of Resources						
	* from Solid Waste Revneue Fund		56,097		0		56,097
	* from General Fund (Regional Parks)		587,000		0		587,000
	* from General Fund-IT R&R		266,000		0		266,000
	* from General Fund-MRC R&R		294,000		0		294,000
	* from General Fund-Gen'l R&R		676,000		0		676,000
	* from General Fund		450,000		173,165		623,165
INTSRV	Internal Service Transfers						
498000	Transfer for Direct Costs						
	* from Natural Areas Fund		120,000		0		120,000
<b>TOTAL RESOURCES</b>			<b>\$13,490,339</b>		<b>\$173,165</b>		<b>\$13,663,504</b>
<b>Total Materials &amp; Services</b>			<b>\$1,151,775</b>		<b>\$0</b>		<b>\$1,151,775</b>
<i>Capital Outlay</i>							
570000	Land		1,400,000		0		1,400,000
571000	Improve-Oth thn Bldg		1,867,777		248,165		2,115,942
572000	Buildings & Related		537,500		0		537,500
573000	Exhibits and Related		2,159,092		0		2,159,092
574000	Equipment & Vehicles		2,124,502		0		2,124,502
574500	Licensed Vehicles		242,541		0		242,541
575000	Office Furniture & Equip		427,963		0		427,963
576000	Railroad Equip & Facil		69,396		0		69,396
579000	Intangible Assets		38,000		0		38,000
<b>Total Capital Outlay</b>			<b>\$8,866,771</b>		<b>\$248,165</b>		<b>\$9,114,936</b>
<i>Contingency &amp; Unappropriated Balance</i>							
CONT	Contingency						
700000	* Contingency		2,785,481		(75,000)		2,710,481
UNAPP	Unappropriated Fund Balance						
801000	* Oregon Zoo Projects Account		686,312		0		686,312
<b>Total Contingency &amp; Unappropriated Balance</b>			<b>\$3,471,793</b>		<b>(\$75,000)</b>		<b>\$3,396,793</b>
<b>TOTAL REQUIREMENTS</b>			<b>\$13,490,339</b>	<b>-</b>	<b>\$173,165</b>		<b>\$13,663,504</b>

**Exhibit A  
Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>Metro Exposition Recreation Commission Fund</b>							
<b>MERC Fund</b>							
<i>Resources</i>							
<i>BEGBAL</i>	<i>Beginning Fund Balance</i>						
340000	* Undesignated		24,211,557		0		24,211,557
<i>GRANTS</i>	<i>Grants</i>						
410500	Federal Grants - Indirect		0		100,000		100,000
411500	State Grant - Indirect		196,591		0		196,591
412000	Local Grant - Direct		10,000		0		10,000
412500	Local Grants - Indirect		0		30,000		30,000
412900	Intra Metro Grant		157,412		0		157,412
<i>LGSHRE</i>	<i>Local Gov't Share Revenues</i>						
413000	Transient Lodging Tax (3% Excise Tax Fund)		10,280,593		0		10,280,593
413300	Visitor Development Fund Allocation		3,420,902		0		3,420,902
<i>GVCNTB</i>	<i>Contributions from Governments</i>						
414500	Government Contributions		816,020		0		816,020
<i>CHGSVC</i>	<i>Charges for Service</i>						
450000	Admission Fees		1,675,767		0		1,675,767
451000	Rentals		7,007,195		0		7,007,195
455000	Food Service Revenue		12,079,725		0		12,079,725
456000	Retail Sales		8,500		0		8,500
457000	Merchandising		15,000		0		15,000
457500	Advertising		19,290		0		19,290
458000	Utility Services		1,676,700		0		1,676,700
459000	Commissions		1,895,659		0		1,895,659
462000	Parking Fees		2,862,264		0		2,862,264
464500	Reimbursed Services		2,745,409		0		2,745,409
464700	Reimbursed Services - Contract		502,484		0		502,484
465000	Miscellaneous Charges for Svc		228,494		0		228,494
<i>INTRST</i>	<i>Interest Earnings</i>						
470000	Interest on Investments		76,142		0		76,142
<i>DONAT</i>	<i>Contributions from Private Sources</i>						
475000	Donations and Bequests		75,000		0		75,000
476000	Sponsorship Revenue		134,000		0		134,000
<i>MISCRV</i>	<i>Miscellaneous Revenue</i>						
417000	Fine & Forfeitures		4,000		0		4,000
480500	Financing Transaction		50,599		0		50,599
489000	Miscellaneous Revenue		25,956		0		25,956
489100	Refunds and Reimbursements		1,250		0		1,250
<i>LOANRV</i>	<i>Interfund Loan - Resource</i>						
496000	Interfund Loan - Principal * from General Fund		2,200,000		0		2,200,000
<i>EQTREV</i>	<i>Fund Equity Transfers</i>						
497000	Transfer of Resources * from General Fund (MTOCA)		418,633		0		418,633
<b>TOTAL RESOURCES</b>			<b>\$72,795,142</b>		<b>\$130,000</b>		<b>\$72,925,142</b>

**Personnel Services**

<i>SALWGE</i>	<i>Salaries &amp; Wages</i>						
501000	Reg Employees-Full Time-Exempt						
	Account Executive	2.00	115,502	-	0	2.00	115,502
	Admissions Staffing Manager	1.00	51,751	-	0	1.00	51,751
	Assistant Ticket Services Manager	1.00	47,000	-	0	1.00	47,000
	Asst. Event Svcs Mgr. or Senior House Mgr.	1.00	77,591	-	0	1.00	77,591
	Asst. Executive Director	2.00	200,973	-	0	2.00	200,973
	Asst. Operations Mgr. (Asst. Tech Svcs. Mgr.)	2.00	153,400	-	0	2.00	153,400

**Exhibit A**  
**Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>Metro Exposition Recreation Commission Fund</b>							
	Audio Visual Supervisor	1.00	61,693	-	0	1.00	61,693
	Audio/Visual Technician Lead	1.00	49,608	-	0	1.00	49,608
	Audio/Visual Sales	1.00	54,808	-	0	1.00	54,808
	Executive Assistant	2.00	98,384	-	0	2.00	98,384
	Construction Coordinator (Mgmt Analyst)	1.00	72,475	-	0	1.00	72,475
	Assistant Management Analyst	0.60	30,928	-	0	0.60	30,928
	Policy Advisor I	1.00	100,402	-	0	1.00	100,402
	Policy Analyst	-	0	1.00	60,000	1.00	60,000
	Director of Event Services	1.00	86,320	-	0	1.00	86,320
	Director of Sales & Marketing	1.00	93,600	-	0	1.00	93,600
	Event Manager	4.00	219,492	-	0	4.00	219,492
	Event Services Manager	1.00	83,193	-	0	1.00	83,193
	Director - Expo Center	1.00	112,029	-	0	1.00	112,029
	Manager I	1.00	79,824	-	0	1.00	79,824
	Manager II	0.30	28,200	-	0	0.30	28,200
	GM of Visitor Venues	0.75	120,242	-	0	0.75	120,242
	Program Analyst II	0.85	45,049	-	0	0.85	45,049
	Graphic Designer II	1.00	61,433	-	0	1.00	61,433
	Maintenance Supervisor	1.00	60,320	-	0	1.00	60,320
	Chief Engineer	-	0	-	0	-	0
	Marketing & Web Services Manager	1.00	74,777	-	0	1.00	74,777
	Executive Director - OCC	1.00	156,000	-	0	1.00	156,000
	Operations Manager	4.00	318,449	-	0	4.00	318,449
	Director of Operations	1.00	94,120	-	0	1.00	94,120
	Executive Director - PCPA	1.00	136,406	-	0	1.00	136,406
	Sales & Booking Manager	1.00	76,175	-	0	1.00	76,175
	Sales Manager	7.00	387,298	-	0	7.00	387,298
	Security Manager	1.00	75,129	-	0	1.00	75,129
	Senior Account Executive	2.00	129,002	-	0	2.00	129,002
	Set-up & Operations Supervisor	7.00	375,631	-	0	7.00	375,631
	Senior Set-up Supervisor	2.00	105,581	-	0	2.00	105,581
	Stage Supervisor	1.00	61,339	-	0	1.00	61,339
	Sustainability Coordinator	1.00	60,000	-	0	1.00	60,000
	Ticketing/Parking Service Manager	2.00	151,122	-	0	2.00	151,122
	Ticket Services Manager	1.00	56,882	-	0	1.00	56,882
	Volunteer Services Coordinator	1.00	52,770	-	0	1.00	52,770
501500	Reg Empl-Full Time-Non-Exempt						
	Administrative Assistant	5.15	196,006	-	0	5.15	196,006
	Administrative Technician	3.85	178,798	-	0	3.85	178,798
	Audio Visual Technician	3.00	135,700	-	0	3.00	135,700
	Electrician	5.00	347,877	-	0	5.00	347,877
	Facility Security Agent	9.00	320,633	-	0	9.00	320,633
	Lead Electrician	2.00	154,581	-	0	2.00	154,581
	Lead Operating Engineer	1.00	68,027	-	0	1.00	68,027
	Operating Engineer	7.00	449,043	-	0	7.00	449,043
	Secretary II	1.00	30,798	-	0	1.00	30,798
	Services Sales Coordinator	1.00	48,316	-	0	1.00	48,316
	Marketing/Promotions Coordinator	1.00	38,938	-	0	1.00	38,938
	Information Systems Coordinator	1.00	54,100	-	0	1.00	54,100
	Ticket Services Coordinator	1.00	37,981	-	0	1.00	37,981
	Telecom & Info Systems Technician	3.00	135,680	-	0	3.00	135,680
	Utility Lead	2.00	73,978	-	0	2.00	73,978
	Utility Maintenance	3.00	89,437	-	0	3.00	89,437
	Utility Maintenance Lead	2.00	99,598	-	0	2.00	99,598
	Utility Maintenance Specialist	4.00	186,458	-	0	4.00	186,458
	Utility Worker II	40.00	1,392,347	-	0	40.00	1,392,347
502500	Regular Employees Part Time Non-Exempt	-	247,953	-	0	-	247,953
503000	Temporary Employees	-	65,954	-	0	-	65,954

**Exhibit A  
Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>Metro Exposition Recreation Commission Fund</b>							
504300	Part-Time, Non-Reimbursed Labor	-	1,132,552		0	-	1,132,552
504500	Part-Time, Reimbursed Labor-Stagehands	15.00	758,250		0	15.00	758,250
504500	Part-Time, Reimbursed Labor-Other	-	672,803		0	-	672,803
508000	Overtime	-	400,404		0	-	400,404
508500	Premium Pay / Holiday Pay		34,883		0		34,883
508600	Mobile Communication Allowance		9,720		0		9,720
	Salary Adjustment						
508900	Merit/COLA Adjustment (non-rep)		116,953		0		116,953
508911	Step Increases (AFSCME)		1,137		0		1,137
508910	COLA (represented employees)		140,146		0		140,146
508920	Gain Sharing		15,000		0		15,000
508921	Sales Incentive Program		25,000		0		25,000
<i>FRINGE</i>	<i>Fringe Benefits</i>						
510000	Fringe Benefits						
511000	Fringe Benefits - Payroll Taxes		1,018,441		5,051		1,023,492
512000	Fringe Benefits - Retirement PERS		1,966,160		7,560		1,973,720
513000	Fringe Benefits - Health & Welfare		2,447,510		11,096		2,458,606
514000	Fringe Benefits - Unemployment		109,593		0		109,593
515000	Fringe Benefits - Other Benefits		41,568		255		41,823
<b>Total Personnel Services</b>		<b>173.50</b>	<b>\$17,657,221</b>	<b>1.00</b>	<b>\$83,962</b>	<b>174.50</b>	<b>\$17,741,183</b>
<b><i>Materials &amp; Services</i></b>							
<i>GOODS</i>	<i>Goods</i>						
520100	Office Supplies		201,481		0		201,481
520500	Operating Supplies		279,744		0		279,744
521000	Subscriptions and Dues		72,345		0		72,345
521400	Fuels and Lubricants		17,500		0		17,500
521500	Maintenance & Repairs Supplies		491,660		0		491,660
522500	Retail		11,000		0		11,000
<i>SVCS</i>	<i>Services</i>						
524000	Contracted Professional Svcs		998,509		100,000		1,098,509
524500	Marketing Expense		2,964,742		0		2,964,742
524600	Sponsorship Expenditures		32,450		0		32,450
524700	Visitor Development Marketing		1,330,719		0		1,330,719
525100	Utility Services		2,543,190		0		2,543,190
525500	Cleaning Services		34,200		0		34,200
526000	Maintenance & Repair Services		1,241,463		0		1,241,463
526500	Rentals		499,362		0		499,362
528000	Other Purchased Services		1,007,544		0		1,007,544
528100	Other Purchased Services - Reimb		504,219		0		504,219
529100	Food and Beverage Services		10,265,500		0		10,265,500
529200	Parking Services		264,450		0		264,450
<i>IGEXP</i>	<i>Intergov't Expenditures</i>						
530000	Payments to Other Agencies		219,625		0		219,625
531000	Taxes (Non-Payroll)		22,500		0		22,500
532000	Government Assessments		2,200,000		0		2,200,000
<i>OTHEXP</i>	<i>Other Expenditures</i>						
545000	Travel		165,900		0		165,900
545500	Staff Development		101,600		0		101,600
549000	Miscellaneous Expenditures		7,700		0		7,700
<b>Total Materials &amp; Services</b>			<b>\$25,477,403</b>		<b>\$100,000</b>		<b>\$25,577,403</b>
<b><i>Capital Outlay</i></b>							
571000	Improve-Oth thn Bldg		80,000		0		80,000
572000	Buildings & Related		3,785,538		323,274		4,108,812
574000	Equipment & Vehicles		821,005		0		821,005
575000	Office Furniture & Equip		92,800		200,000		292,800
<b>Total Capital Outlay</b>			<b>\$4,779,343</b>		<b>\$523,274</b>		<b>\$5,302,617</b>

**Exhibit A**  
**Ordinance No. 13-1322**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>Metro Exposition Recreation Commission Fund</b>							
<b>Total Interfund Transfers</b>			<b>\$5,131,804</b>	-	<b>\$0</b>		<b>\$5,131,804</b>
<i>Contingency and Ending Balance</i>							
<i>CONT</i>	<i>Contingency</i>						
701002	* General Contingency		2,299,335		(377,236)		1,922,099
706000	* Renewal and Replacement		2,784,922		(200,000)		2,584,922
701003	* New Capital/Business Strategy Reserve		5,640,167		0		5,640,167
709000	* Contingency for Capital (TL TAX)		254,605		0		254,605
<i>UNAPP</i>	<i>Unappropriated Fund Balance</i>						
805100	* Stabilization Reserve		620,500		0		620,500
805910	* New Capital/Business Strategy Reserve						
805200	* Renewal & Replacement		8,149,842		0		8,149,842
<b>Total Contingency and Ending Balance</b>			<b>\$19,749,371</b>		<b>(\$577,236)</b>		<b>\$19,172,135</b>
<b>TOTAL REQUIREMENTS</b>		<b>173.50</b>	<b>\$72,795,142</b>	<b>1.00</b>	<b>\$130,000</b>	<b>174.50</b>	<b>\$72,925,142</b>

**Exhibit B**  
**Ordinance 13-1322**  
**Schedule of Appropriations**

	<b>Current</b>		<b>Revised</b>
	<b><u>Appropriation</u></b>	<b><u>Revision</u></b>	<b><u>Appropriation</u></b>
<b>GENERAL FUND</b>			
Communications	2,701,648	0	2,701,648
Council Office	3,938,637	0	3,938,637
Finance & Regulatory Services	4,628,354	0	4,628,354
Human Resources	2,219,337	0	2,219,337
Information Services	3,915,095	50,000	3,965,095
Metro Auditor	725,382	0	725,382
Office of Metro Attorney	2,061,480	0	2,061,480
Oregon Zoo	31,585,451	0	31,585,451
Parks & Environmental Services	8,892,234	(13,165)	8,879,069
Planning and Development	14,216,023	0	14,216,023
Research Center	3,644,374	0	3,644,374
Sustainability Center	3,916,131	0	3,916,131
Special Appropriations	5,350,265	0	5,350,265
Non-Departmental			
Debt Service	1,720,071	0	1,720,071
Interfund Transfers	7,146,409	173,165	7,319,574
Contingency	4,216,682	(210,000)	4,006,682
<i>Total Appropriations</i>	<u>100,877,573</u>	<u>0</u>	<u>100,877,573</u>
Unappropriated Balance	15,946,701	0	15,946,701
<b>Total Fund Requirements</b>	<b><u>\$116,824,274</u></b>	<b><u>\$0</u></b>	<b><u>\$116,824,274</u></b>
<b>GENERAL ASSET MANAGEMENT FUND</b>			
Asset Management Program	10,018,546	248,165	10,266,711
Non-Departmental			
Interfund Transfers	0	0	0
Contingency	2,785,481	(75,000)	2,710,481
<i>Total Appropriations</i>	<u>12,804,027</u>	<u>173,165</u>	<u>12,977,192</u>
Unappropriated Balance	686,312	0	686,312
<b>Total Fund Requirements</b>	<b><u>\$13,490,339</u></b>	<b><u>\$173,165</u></b>	<b><u>\$13,663,504</u></b>
<b>MERC FUND</b>			
MERC	47,913,967	707,236	48,621,203
Non-Departmental			
Interfund Transfers	5,131,804	0	5,131,804
Contingency	10,979,029	(577,236)	10,401,793
<i>Total Appropriations</i>	<u>64,024,800</u>	<u>130,000</u>	<u>64,154,800</u>
Unappropriated Balance	8,770,342	0	8,770,342
<b>Total Fund Requirements</b>	<b><u>\$72,795,142</u></b>	<b><u>\$130,000</u></b>	<b><u>\$72,925,142</u></b>

*All other appropriations remain as previously adopted*

## STAFF REPORT

### FOR THE PURPOSE OF AMENDING THE FY 2013-14 BUDGET AND APPROPRIATIONS SCHEDULE AND THE FY 2013-14 THROUGH 2017-18 CAPITAL IMPROVEMENT PLAN

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Date: October 16, 2013

Prepared by: Kathy Rutkowski 503-797-1630

## BACKGROUND

Since the adoption of the budget several items have been identified that necessitate amendment to the budget. Of the eleven requests, seven are related to capital projects, two are for staffing requests and two for other miscellaneous projects. Each action is discussed separately below.

### Gender-neutral restroom at the Metro Regional Center

The Adopted budget included \$60,000 in funding set aside in the General Fund's reserve for future one time expenditures pending approval of a project to construct a gender neutral restroom at the Metro Regional Center. A gender neutral restroom will make the MRC accessible to those that are uncomfortable in men's or women's rooms for any reason (for example, people who are gender nonconforming or people with caregivers or personal attendants who are a different gender from them). Other people may also benefit specifically from single-occupancy bathrooms, such as people with medical issues, who are breastfeeding or have other needs for privacy. This action transfers \$60,000 from the Reserve for Future One-Time Expenditures contingency in the General Fund to the Parks New Capital Account of the General Asset Management Fund.

### Capital projects at Glendoveer Golf Course

During the budget process, \$75,000 was allocated to master planning for the clubhouse entrance and patio area and for design of an irrigation system upgrade to replace the leaking water tower with a pond and more efficient pump system. To avoid exceeding the limitations set in Oregon Budget Law regarding the increase in expenditures after approval of the budget this amount was placed in contingency rather than spendable appropriation. This action transfers the funding from contingency in the General Asset Management Fund to the Parks New Capital Account in the General Asset Management Fund.

### MERC Upgrade of Standard Operating System and Office Suite

In 2013-14, the Information Service Department will commence a major upgrade to all Metro computers to move to the new standard of Windows 8.x and Office 2013. While it will take multiple months, this will be the standard work environment for ALL areas of the Agency from DRC to the Zoo to OCC to PCPA to Exec offices. This will for the first time, have a target reference user computing environment for the WHOLE Agency. To accomplish this move, we will need to purchase new software licenses for OCC, Expo and PCPA. (The Zoo and the rest of Metro has already prepaid for these advance licenses). As a budget estimate, we believe there are 300 computers that are actively in use at OCC, Expo and PCPA. \$200,000 was included in the adopted budget in an appropriated reserve for an Information Technology project to be determined. The cost and the scope of work are now finalized and a budget amendment to establish the specific project as well as a Capital Improvement Plan amendment is required. This proposed amendment requests the transfer of \$200,000 currently in a renewal and replacement contingency to Capital Equipment, It also amends the FY 2013-14 through 2017-18 five-year capital improvement plan.



### Food and Beverage Capital Investments

Capital investments in the Food & Beverage program are funded from two major sources - (1) the Capital investment contribution received at contract signing and (2) a 5 percent reserve established each year based on actual sales. Food and beverage sales were strong in FY 2012-13 allowing the 5 percent reserve to pay a larger portion of the Kitchen Cooler Project. This change in project funding increased the balance available in the Aramark Capital Investment Account by \$193,274. This action amends both the MERC Five Year Plan and the Metro FY 2013-14 through FY 2017-18 5 year Capital Improvement Plan.

### Green Storm Water Wall at Expo Center

The City of Portland, Bureau of Environmental Services (BES) is awarding to the Expo Center a grant for \$100,000 to build a Green Storm Water Wall at the Expo Center. This is an EPA Grant through the City of Portland, Innovative Wet Weather Program (IWWP)

Green walls are an emerging approach to integrate vegetation into urban areas. Green walls provide many benefits such as: improving environmental and human health, managing stormwater, providing space for food production, providing habitat for insects, and providing aesthetic feature especially in dense urban environments.

The City of Portland, Bureau of Environmental Services (BES) is especially interested in the stormwater management aspects of green walls. Very little data exists that shows how well green walls manage stormwater, and there is no Portland-specific data on this subject. BES will monitor the Expo green wall to determine how well it manages stormwater. The Expo green wall will be one of the only green walls world-wide that is monitored for stormwater management. The site location is adjacent to the West Delta Bar and Grill and will enhance an indoor/outdoor “food court” atmosphere for the area known as the “Connector” between Expo Halls D and E.

Green walls can be found in many different settings and with widely varying designs. Examples of numerous construction approaches and structures are available including “shelves” of soil and vegetation, vegetation planted in pockets of felt-type fabric, pre-planted trays, and vegetation growing up from the ground. Some green walls are attached to a building and others are free standing. Green wall maintenance may be similar to ecoroof maintenance.

This proposed amendment recognizes the Innovative Wet Weather Program (IWWP) Grant and an additional contribution from the City of Portland paid directly to GreenWorks for design of the green stormwater wall. It also provides additional appropriation authority for the expenditure of the project. Finally, it amends the FY 2013-14 through 2017-18 capital improvement plan. The grant requires a minimum cash or in-kind contribution of 10 percent of the total project cost (design and construction) which equals \$13,000. The in kind contribution will be provided from existing appropriations for project management services.

### Completion of Metro Central Data Center

Metro has commenced the consolidation of three technology data centers into a single enterprise class center at the Oregon Convention Center (OCC). In FY 2012-13, \$286,000 was budgeted, primarily using existing renewal and replacement funds and cost savings from the IT department. The final cost to put in a dedicated, energy efficient cooling system at Oregon Convention Center’s data center location exceeds the original budget. Original estimates were based on the “physical square foot size” of the data center but failed to account for the intricacies of co-existing in the complex OCC building. Even with the additional cost, the project will have long term strategic benefits for Metro. When complete, the Data Center will

provide a more robust, reliable, modern central technology data center. This action transfers \$100,000 from the General Fund's reserve for future one time expenditures to the General Asset Management fund to complete this project. This action will also amend the FY 2013-14 through FY 2017-18 capital improvement plan.

### Oregon Zoo Staffing Needs

An on-going analysis of temporary and seasonal staff usage at the Oregon Zoo has identified work that should be shifted to regular staffing in two areas. The Living Collections division has a need of an additional 0.2 FTE Program Assistant I and the Guest Services division has a need of an additional 0.5 FTE Safety and Security Officer.

***Shift in Personal Services budget to expand Program Assistant I: Farm position to 0.80 FTE:*** The Oregon Zoo is proposing to increase the current 0.6 FTE Farm Mentor (Program Assistant I) position by 0.2 FTE in the 2013-14 fiscal year. The dollar cost to make this position 0.8 FTE is \$13,197. This will be funded through an equal reduction of temporary staff budget currently in the Living Collections budget. After submitting the original budget request, it was determined that Family Farm daily operations need to be covered by regular (permanent) staffing to ensure the highest consistency and quality in animal care. This position needs to expand in order to cover the daily husbandry requirements of the collection.

***Shift in Personal Services budget to expand Safety and Security Officer to 1.0 FTE:*** The Oregon Zoo is proposing to increase a current 0.5 FTE Safety and Security Officer position by 0.5 FTE in the 2013-14 fiscal year. The estimated cost of this addition is \$33,366. This will be funded through an equal reduction of temporary staff budget currently in the Safety and Security budget. Analysis shows that the zoo has been supporting growing annual attendance and associated security needs through the use of temporary staff. This modifies the staffing approach by creating a full-time FTE from a part-time FTE and temporary staffing.

### MERC Venues Policy Coordinator

The MERC Commission established a new three year limited duration position, venues policy coordinator, reporting to the Visitor Venues General Manager. The first project for this position is to work on an Expo Center project to address financial sustainability, including funding issues, business model, capital investments (Halls A,B,C, and Master Plan), storm water and levee fee impacts, and the Columbia River Crossing Project. The second major project will be a similar body of work with PCPA to analyze long term funding issues related to the resident company subsidy model, Schnitz / Main Street project, and how all those conversations tie together for political and stakeholder audiences. Additional projects will be determined following an evaluation of project priorities. This is a three year limited duration position. This proposal requests \$83,962 for year one of the three years funded from the MERC Operating Contingency. Future year funding will be identified through the budget development process and be included in the MERC Administration cost. The MERC Fund Operating Contingency will be replenished from the Renewal & Replacement Reserve the following year.

### Lone Fir Cremation Garden Project

The project budget for the Lone Fir Cremation Garden was increased at the end of FY 2012-13. The change occurred after the final date for budget amendments. This amendment is necessary to reimburse the Parks Capital Account for the increased expense. Reimbursement is coming from the Cemetery Program operating budget. This action transfers \$13,165 from the Cemetery program in the General Fund to the Parks Capital Account in the General Asset Management Fund

### Review of First Opportunity Target Area

Metro is embarking on a project to review and update the current First Opportunity Target Area (FOTA) program. This review will include an opportunity to engage the historic community within the FOTA, younger generations of FOTA families, and other community stakeholders. The outcome of this project will be a set of key recommendations for the MERC Commission to consider in their deliberations on how to be most effective with the FOTA 23 years after its creation. This proposal is requesting \$100,000 for contracted professional services funded from the MERC Fund Operating Contingency. The Operating contingency will be replenished from the Renewal & Replacement Reserve the following year.

### Budget Software Maintenance Costs

Metro implemented budget management software in FY 2012-13. The FY 2013-14 budget did not include the first year of required funding for maintenance of the new software. This action adds the funding transferring \$50,000 from the General Fund contingency to the Information Services budget.

## **ANALYSIS/INFORMATION**

1. **Known Opposition:** None known.
2. **Legal Antecedents:** ORS 294.463(1) provides for transfers of appropriations within a fund, including transfers from contingency that do not exceed 15 percent of a fund's appropriation, if such transfers are authorized by official resolution or ordinance of the governing body for the local jurisdiction. ORS 294.463(3) provides for transfers of appropriations or of appropriations and a like amount of budget resources between funds of the municipal corporation when authorized by an official resolution or ordinance of the governing body stating the need for the transfer. Metro code chapter 2.02.040 requires the Metro Council to approve the addition of any position to the budget. Metro's adopted financial policies require any project exceeding \$100,000 or an existing CIP project increasing greater than 20 percent to receive Council approval.
3. **Anticipated Effects:** This action provides for changes in operations as described above; increases FTE to two part-time positions at the Oregon Zoo; recognizes an additional FTE in the MERC fund and provides appropriate funding; transfers approximately \$528,000 set aside in various contingencies for a variety of capital improvement projects; provide funding to review the First Opportunity Target Area; recognizes new grant revenues and associated appropriation; and amends the capital improvement plan as needed.
4. **Budget Impacts:** This action has the following impact on the FY 2013-14 budget:
  - Transfers \$60,000 set aside in the General Fund Reserve for Future One-Time Expenditures contingency to the General Asset Management Fund to build a gender neutral restroom at Metro Regional Center
  - Transfers \$75,000, placed in contingency at the time the budget was adopted, to the Regional Parks New Capital Account of the General Asset Management Fund to provide for master planning and design work of projects at Glendoveer Golf Course.
  - Increases FTE in two part-time positions at the Oregon Zoo by reducing the reliance on temporary staff.

- Provides funding for a new three year limited duration MERC Venues Policy Coordinator position established by the MERC Commission transferring \$83,962 from the MERC Fund contingency for the first year of the position.
- Provides funding for a project to review and update the current First Opportunity Target Area program by transferring \$100,000 for the MERC Fund contingency.
- Transfers \$200,000 set aside in the MERC Fund contingency to provide funding for MERC's portion of an agency project to upgrade to a standard Windows operating system and Office suite.
- Allocates additional food and beverage capital investment reserves earned due to strong food and beverage sales at the Oregon Convention Center during FY 2012-13 and provide an additional \$193,274 to the Kitchen Cooler project.
- Recognizes \$130,000 in grant funds and related appropriations to build a Green Storm Water Wall at the Expo Center.
- Transfers \$100,000 set aside in the General Fund Reserve for Future One-Time Expenditures contingency to the General Asset Management Fund to complete the central data center project.
- Provides for annual maintenance of the new budget management software transferring \$50,000 from the General Fund contingency.
- Amends the FY 2013-14 through FY 2017-18 Capital Improvement Plan to recognize the changes in the project mentioned above.

#### **RECOMMENDED ACTION**

The Chief Operating Office recommends adoption of this Ordinance.

Materials following this page were distributed at the meeting.



**METRO COUNCIL MEETING**

Meeting Summary

Nov. 21, 2013

Metro, Council Chamber

Councilors Present: Council President Tom Hughes, and Councilors Shirley Craddick, Sam Chase, Kathryn Harrington, Bob Stacey, Carlotta Collette and Craig Dirksen

Councilors Excused: None

Council President Tom Hughes called the regular council meeting to order at 2 p.m.

**1. INTRODUCTIONS**

There were none.

**2. CITIZEN COMMUNICATIONS**

Ellen Ino, Portland: Ms. Ino discussed her transition from child to adulthood; highlighting her employment at the Oregon Zoo. She offered councilors an opportunity to job shadow her at the Oregon Zoo to better understand why she is thankful to work for Metro.

Andrew Stoltz, Unite Here #8: Mr. Stoltz addressed the Council on behalf of union-represented Aramark employees at the Oregon Convention Center. He stated that Unite Here is about to begin the economic portion on the union's contract negotiations. He stated that the industry gratuity rate is approximately 64 percent, but Aramark employees currently receive 54 percent. He believed that Aramark employees provide high-quality, professional service to Metro and the OCC. He encouraged Metro to support the union and encouraged Aramark to help close the gap on disparities.

**3. CONSENT AGENDA**

Motion:	Councilor Craig Dirksen moved to approve Nov. 21 consent agenda, which consisted of: <ul style="list-style-type: none"><li>• Consideration of the Council minutes for Nov. 7, 2013; and</li><li>• <b>Resolution No. 13-4471</b>, For the Purpose of Confirming the Appointment of Members to the Metro Solid Waste Advisory Committee (SWAC).</li></ul>
Second:	Councilor Bob Stacey seconded the motion.

Vote:

Council President Hughes, and Councilors Craddick, Harrington, Chase, Dirksen, Collette and Stacey voted in support of the motion. The vote was 7 ayes, the motion <u>passed</u> .
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**4. ORDINANCES – FIRST READING**

4.1 **Ordinance No. 13-1322**, For the Purpose of Amending the FY 2013-14 Budget and Appropriations Schedule and the FY 2013-14 through 2017-18 Capital Improvement Plan.

Second read, public hearing and Council consideration and vote scheduled for Thursday, December 5, 2013.

**5. RESOLUTIONS**

5.1 **Resolution No. 13-4476**, For the Purpose of Updating the Public Engagement Guide, Formerly the Public Involvement Policy for Transportation Planning to Conform to Federal Public Engagement Requirements and Established Guidelines for Inclusive Public Engagement.

Motion:	Councilor Kathryn Harrington moved to approve Resolution No. 13-4476.
Second:	Councilor Carlotta Collette seconded the motion.

Ms. Patty Unfred and Ms. Cassie Salinas of Metro introduced Resolution No. 13-4476. As a recipient of federal transportation funding, Metro is required to periodically update its public participation plan. Staff worked with the Public Engagement Review Committee and Metro’s advisory committees to develop a revised public participation plan, titled Metro’s *Public Engagement Guide*, which sets forth the processes for implementing Metro’s public involvement program and compliance with federal public engagement requirements. The guide – developed as a resource for Metro and local jurisdiction staff, and the public – establishes best practices for ensuring everyone has opportunities to participate in regional planning and decision-making processes in the Portland metro area. The guide provides:

- An overview of Metro as an agency;
- Tools for connecting with Metro to receive information;
- A description of how Metro’s decision-making processes typically work and how to engage during decision-making; and
- Examples of engagement tools and techniques to reach and include underserved populations such as those with limited English proficiency, low-income, elderly and communities of color.

Over 1,400 comments were received from the public and advisory committee members during the 45-day public comment period. Feedback received was used to update the guide included as Exhibit A to Resolution No. 13-4476. Pending the Metro Council’s approval, staff will forward the final plan to the federal government for its review and approval prior to the December 2013 deadline.

**Council discussion**

Council thanked Metro staff and PERC for their exemplary work and emphasized the significance of the *Public Engagement Guide*. Councilors appreciated the guide’s focus on tools to engage traditionally underserve populations such as communities of color and low-income residents, and believed the guide would serve as a valuable resource for local government staff. Councilors asked clarifying questions about the local engagement and non-discrimination checklist and requirements for local governments. Staff clarified that the checklist provides best practices to help local cities and counties meet federal non-discrimination requirements and assure full compliance with Title VI and environmental justice regulations. While the checklist is not a requirement, it does call for local governments to complete a summary of the key elements of the public engagement process, including outreach to communities of color, etc. for the project. In addition, it outlines the types of documents local governments must retain when submitting a plan to the federal government. Additional discussion address attendance by Metro and local government partners at project events and engagement at the neighborhood level.

Vote:

Council President Hughes, and Councilors Craddick, Harrington, Chase, Dirksen, Collette and Stacey voted in support of the motion. The vote was 7 ayes, the motion passed.

**5.2 Resolution No. 13-4483, For the Purpose of Approving the Orenco Woods Nature Park Master Plan and the Name of the Orenco Woods Nature Park.**

Motion:	Councilor Harrington moved to approve Resolution No. 13-4483.
Second:	Councilor Shirley Craddick seconded the motion.

Ms. Kathleen Brennan-Hunter and Mr. Rod Wojtanik of Metro provided a brief presentation on Orenco Woods Nature Park. In the winter of 2011, Metro and the City of Hillsboro purchased the 42-acre former Orenco Woods golf course. In addition, the then Metro Council authorized the net proceeds from the sale of approximately 11-acres in the southeast corner of the parcel to be used to plan and develop the park. In January 2013, Metro and the city entered into an agreement with Polygon Northwest Company, LLC as the buyer for the parcel. The total proceeds from the sale, approximately \$3.4 million, will be divided evenly between the city and Metro to be used for park development and natural resource restoration. Staff anticipates the 11-acre property sale will close in early 2014. Their presentation focused on the project’s goals and conservation targets, and draft master plan, renderings and potential park amenities including forest canopy bridge, and environmental stations. (Full presentation included as part of the meeting record.)

Metro staff welcomed Ms. Mary Ordal of City of Hillsboro and Ms. Bonnie Kookan of the Orenco Neighborhood Association and Parks Advisory Committee to share a few words. Ms. Ordal and Ms. Kookan expressed the city and advisory committee’s support for the project, and thanked Metro and the city for its partnership.

The city approved the master plan in June 2013. Adoption of Resolution No. 13-4483 would approve the master plan and would formally name the park the *Orenco Woods Nature Park* in honor of the Oregon Nursery Company’s connection to the site.



***Council Discussion***

Council stated that property is a wonderful asset for not only the local community but also the entire Portland metro region. Councilors congratulated presenters on the significant milestone in bringing the park to life. Councilors discussed the benefits the park will provide the region's residents – from nature trails to expanded environmental education for children – now and into the future. Councilors asked clarifying questions about the proposed Polygon Northwest residential development. Staff stated that Hillsboro is a very diverse community and that more than 30 percent of the city's residents are from minority communities. The park, which sits just east of the city center, is near the city's higher-density residential area. Additional discussion address the park's proximately to two light rail stations.

Vote:

Council President Hughes, and Councilors Craddick, Harrington, Chase, Dirksen, Collette and Stacey voted in support of the motion. The vote was 7 ayes, the motion passed.

**6. CHIEF OPERATING OFFICER COMMUNICATION**

Ms. Martha Bennett provided updates on the following items:

- The Metro Equity Strategy Advisory Committee was held on Monday, Nov. 18. Meeting topics included establishing a definition of equity and establishment of the equity baseline workgroup. The next Advisory Committee meeting is schedule for January 2014.
- The Oregon Legislature recently passed House Bill 2620 which aims to better align community development and economic development strategies. A series of workshops have been scheduled, including one workshop at Metro on December 5.

**7. COUNCILOR COMMUNICATION**

Councilors provided updates on the following meetings or events: North Portland Enhancement Committee meeting, and Portland Business Alliance event.

**8. ADJOURN**

There being no further business, Council President Hughes adjourned the regular meeting at 3:16 p.m. The Metro Council will convene the next regular council meeting on Thursday, Dec. 5 at 2 p.m. at Metro's Council Chamber.

Respectfully submitted,



Kelsey Newell, Regional Engagement & Legislative Coordinator

**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF NOV. 21, 2013**

<b>Item</b>	<b>Topic</b>	<b>Doc. Date</b>	<b>Document Description</b>	<b>Doc. Number</b>
3.1	Minutes	11/7/13	Council minutes for Nov. 7, 2013	112113c-01
5.2	PowerPoint	11/21/13	Orengo Woods Nature Park	112113c-02