

## MINUTES OF THE METRO COUNCIL WORK SESSION MEETING

Tuesday, March 15, 2005  
Metro Council Chamber

Councilors Present: David Bragdon (Council President), Susan McLain, Rod Park, Robert Liberty, Rex Burkholder, Brian Newman

Councilors Absent: Carl Hosticka

Council President Bragdon convened the Metro Council Work Session Meeting at 2:03 p.m.

### **1. DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, MARCH 17, 2005/ ADMINISTRATIVE/CHIEF OPERATING OFFICER AND CITIZEN COMMUNICATIONS**

Council President Bragdon reviewed the March 17, 2005 Council agenda with the councilors. Council Newman asked for guidance as he had received a request from Mayor Bernard to attend the executive session of the Council meeting. It was agreed that the Executive Session should not be opened to individuals outside of Metro.

### **2. IMPACTS OF FY 04-05 BUDGET CUTS**

Tony Vecchio, Oregon Zoo Director, discussed the FY 2004-05 budget as it relates to several innovative programs. Some of the initiatives were painful to implement, but they all represent different approaches to balancing the budget.

Mr. Vecchio began by discussing the plan by Norm Thompson Outfitters to donate money to the Oregon Zoo through the sale of chocolate condor eggs. Mr. Vecchio stated that \$5.00 from each egg would be given to the Oregon Zoo, adding that approximately \$25,000 could be raised if all of the eggs are purchased.

Mr. Vecchio also discussed the impact of eliminating the "Free Tuesday" program – a long time tradition at the Oregon Zoo. It was replaced in August 2004 with "\$2.00 Tuesday". Originally, there had been a great deal of concern about how the public would react to this initiative. He noted that a year's worth of data about the change has revealed some interesting things. As far as the impact on the community from a social service perspective, he stated that the new program has been very well received (less than five complaints were received). Under the new program Mr. Vecchio mentioned that social service agencies can request free passes, noting that thirteen social service agencies requested 263 passes. Every request has been honored; however, not all of the passes have been redeemed (expiration dates were applied to the passes). They will not know how many of the passes will be redeemed until the end of the year.

On the first \$2.00 Tuesday, Zoo staff assisted people as they came through the gate. Mr. Vecchio noted that if any visitors expressed anger about having to pay for zoo admission, they were allowed to enter free of charge on that day. A total of (152) adults, (3) seniors, and (250) youth came through the gate on that first day. He said that the public seems to understand the new system quite well (based on the lack of complaints received). More people are attending now under the new program (which gives them all-day, free admission) than under the Free Tuesday program (which provided free admission after 1:00 p.m.). Mr. Vecchio added that increased parking has not proven to be a problem.

Overall, \$2.00 Tuesday is a successful program. It is generating some revenue (certainly more than when admission was free at the zoo), and complaints from the community have been minimal.

Mr. Vecchio also stated the admission increase that was in the budget proposal last year took effect January 1, 2005 along with the \$1.00 for parking (including the \$.50 rebate for people who use public transportation). The program has only been in effect for two months, so it is still too early to tell what kind of revenue is being generated. However, the good news (from a customer service perspective) is that there have only been two complaints received about paying for parking.

Mr. Vecchio also mentioned that one internal initiative that proved to be controversial was the closure of the Center For Species Survival (CSS) – a program that was started twenty years ago when the zoo community first elevated conservation to be the highest priority in the mission of zoos. The idea of devoting an entire section of the zoo (and the manpower it takes to manage exotic animals for captive breeding) just is not practical anymore. In fact, all of the animals in the captive breeding facility are now on birth control because there is no place to put the offspring if the zoo had been able to reproduce them. The zoo's focus over the last few years has been on regional conservation programs like the condor, pigmy rat and butterflies projects. The needs that these species have are very different than breeding exotic species for future introduction into far away places. The closure of the center saved 1.5 FTE that management was able to devote to other programs (like the condor project). Mr. Vecchio added that some of the animals have been relocated; others have yet to find a placement. He stated that it has proven to be a much more difficult effort than anticipated, adding that it may take another year to find homes for all of the remaining animals.

Mr. Vecchio said that the insect zoo has also been closed. It was a popular exhibit with visitors. What made the exhibit so special was it was an interactive exhibit that was very popular and quite innovative for its day. He stated that the insect zoo still exists, but the program has been dropped resulting in a savings of \$20,000. Eventually, the building will need to be razed, due to safety considerations.

Mr. Vecchio mentioned another cost cutting measure – the withholding of merit raises for non-represented employees. This measure resulted in a savings of \$100,000. He noted that it was not a good way to ensure staff retention, boost morale, or recruit quality people. But he emphasized that it was a one-time fix that will not be applied to the FY2005-06 budget.

In addition, another controversial item in the budget was shifting the hours of the night keepers so they were available in the daytime. Regular zookeepers went to a split shift. This measure has allowed the zoo to have more zookeepers around while visitors are present. There was some concern about the loss of zookeepers during the nighttime, especially with the potential for security and maintenance issues to arise (as opposed to animal related issues). Councilor McLain asked what the split shift hours are. Mr. Vecchio provided the details. He emphasized that security is still provided 24 hours a day, seven days a week.

Another source of potential savings involved the management of animal waste. Mr. Vecchio stated that it costs \$22,000 a year to haul away animal waste. At the same time, the zoo was paying \$10,000 per year for soil supplements like compost and fertilizer. The zoo has tried to sell the manure, but the demand has not kept pace with the supply. Hence, the zoo proposed the construction of a composting facility. With a \$10,000 seed grant from ENACT, the project is now

under construction. It has been a slow effort, given the permitting process at the City of Portland. What started out as a \$15,000 project is now going to cost \$46,000. Still, the return on investment will be less than two years – a good effort in terms of financial and environmental gains. Mr. Vecchio anticipates the project will be completed within the next few weeks. He stated that (18) cubic yards of composted animal waste per week will be used on the zoo grounds. Councilor McLain suggested that the Hoyt Arboretum, Washington Park Rose Garden, and the Japanese Gardens might be interested in participating in the program. Mr. Vecchio said he believes the zoo will be able to use the volume over its (64) acres (50 of which are currently developed).

In conclusion Mr. Vecchio said that most of these budget-cutting initiatives caused a great deal of angst among staff, but not in the community.

Councilor Newman asked about the contract with the zoo gift shop. Mr. Vecchio said the contractor managing the gift shop had a rough first year. But he is pleased to report that sales were up by 43% over the past year. He credits this increase to the offering of homemade fudge and making stuffed animals.

Councilor Newman also asked about the status of the rhino replacement. Mr. Vecchio said that he was hoping to get some more information about why the rhino died, adding he wanted to confirm that Portland is a good environment for rhinos before thinking about a replacement.

Councilor Burkholder said he appreciated the work that has been done to address financial issues at the Oregon Zoo. He felt good that the zoo is on a more sound financial footing, and appreciated the fact that staff members were working so hard to make this happen. Mr. Vecchio wanted to emphasize that many of the innovative ideas to cut expenses and create revenue came from staff.

Councilor Liberty asked about the potential impact of the new admission fees at the zoo. Mr. Vecchio said it would translate into much needed revenue, and he did not expect that there would be much reaction from the public. He added the number of staff at the zoo is 150, a figure down from 169 (a cut of almost 20 employees).

Councilor Newman addressed the zoo admission increase, noting that it has been raised each year for three years. Mr. Vecchio said that the FY 2005-06 budget did not include an increase. Councilor McLain said this year was the first time she was hearing public reaction to the increases are too much. She concurred that we have to hold off on another increase and try different things.

To conclude, Mr. Vecchio reminded councilors about the upcoming volunteer banquet at the Oregon Zoo. The councilors concluded by congratulating Sarah Chisholm, Budget and Finance Manager, for her work at the zoo on the eve of her departure for an opportunity in the private sector.

### **3. REGIONAL TRANSPORTATION OPTIONS PROGRAM REVIEW**

Councilor Burkholder provided an introduction to the Regional Transportation Options (RTO) Program (the new name for Transportation Demand Management). He said that Metro has been asked to be the regional convener of this project. He said the program would be focused not only transit, but also on trip reduction and alternate modes. He said that the process has been going

through a great deal of change; hence, the need to review the changes so that the Council can understand more about the program, that is, what it means and why we do it.

Pam Peck, Senior Public Affairs Coordinator (Public Affairs Department) and Bill Barber, Senior Transportation Planner (Planning Department), provided an overview of where the program is now headed, as well as some highlights from the annual report. They also said they would let councilors know how what they are discussing relates to the transition with TriMet (activities that are transitioning from TriMet to Metro). Ms. Peck spoke about collaborative marketing and a regional rideshare study. Mr. Barber spoke about transportation management associations and the 2040 Initiatives Grant Program.

Ms. Peck stated that one thing identified in the strategic plan was the need for organizations to work in more collaboratively and more effectively around marketing these services. Councilor Liberty asked about individual meetings with potential cyclists as a cost effective approach. In response, Ms. Peck explained that with this approach, they take a targeted area and they survey people within that area to determine who is actually interested in receiving information about changing their travel behavior. She stated that the first pilot happened in the Multnomah/Hillsdale neighborhood. They had about a nine percent shift of people adopting alternative modes of transportation (i.e., biking and walking). She noted that for the Interstate area, with lightrail coming in, there was a significant opportunity to do “before-survey work” before lightrail was in, and “after-survey work” now that lightrail is operational.

Ms. Peck said that the initial survey work has been conducted; they are about to do the follow-up survey work to assess whether people actually change their commuting behavior. She explained that in this phase of the survey work, if a person expressed interest in hearing more, something would be sent in the mail and within a week, somebody would come by on a bicycle and deliver the information. Follow-up survey work is performed with the respondents to see if they actually changed their behavior. If a person requests more information, the next step is a phone consultation, followed by the dispatching of a “transportation ambassador” to assist with getting a bike commuter ready to go in terms of equipment and bike route information, or help an elderly person walk to the transit stop or actually ride the bus with them. Ms. Peck mentioned that this approach is fairly costly because of all the survey work that is involved, and described some alternative means to disseminate information and track results.

Bill Barber noted that Metro’s involvement in this project related to funding through a program called Region 2040 Initiatives. He said \$75,000 was allocated in 2002 and \$300,00 in 2004-05. The Travel Smart Program (focus on households) is something that Metro hopes to take to other parts of the region, e.g. the Highway 217 Corridor.

Ms. Peck stated that they are essentially taking a community-based social marketing approach to the project with the goal of identifying the barriers and benefits to people changing their behaviors, and also identifying who are the people most interesting in making the changes to start with. To that end, they started out with background research, conducting a literature review, sponsoring focus groups, and talking to 300 people who are currently using alternative travel options. They also talked with 300 people who drive their car for all their trips. They asked folks already using the options what their motivation was to change. They also asked those who didn’t change, what incentive would get them to change. The results were predictable. Most people were motivated to change based on financial considerations, i.e., the cost of parking, and the costs associated with owning a car.

The research for this effort is the basis of the marketing campaign that is currently being worked on with the Oregon Department of Transportation (ODOT). She provided a handout that gives a brief overview. By way of background, the money for this was appropriated into ODOT's budget in the last legislative session - \$1.5 million dollars allocated for transportation demand management marketing activities, \$200,000 of which went to the Interstate Travel Smart project. \$450,000 is going to be spent on Travel Smart pilot projects in Eugene, Salem and Bend, Oregon. \$850,000 will be used to develop a plan for a ten-year state campaign, and to implement the first two years of that campaign in the Portland metropolitan area. They are working to get a streamlined, meaningful message that is going to reach target audiences. The consulting team will also help identify partnerships, e.g., health insurance companies. Ms. Peck stated Washington County Commissioner Tom Brian will chair the ODOT travel options marketing steering committee, and Councilor Burkholder will be representing Metro (he is also on the consultant selection sub-committee). She noted that they hope to have consultants on board by the end of April 2005.

Ms. Peck emphasized that the common brand that is developed will be applied to materials developed at Metro. What this will essentially provide is a top-level awareness campaign, much of which will be media based. The program will reach people from a variety of places, i.e., the workplace, schools, and at home. She said the more areas where you can reach people, the more effective you will be in effecting change in behavior.

In addition to the big campaign, they are looking at all of the activities that partners have coming up over the next two years, looking for opportunities to streamline, to coordinate and eliminate redundancy so that in the future there might be one big Bike and Trails map produced by Metro (for example).

Ms. Peck also addressed the status of the Regional Rideshare and Vanpool Program - another component transitioning to Metro. The program was administered by TriMet in the past, and will shift to Metro by the end of 2005. Rather than taking on the program as it was, Urban Trends will be hired to perform a market analysis to determine the travel shed (area for the services). Ms. Peck described all of the partners in this program. The focus will be on determining where people are going to and from, and where the most promising markets exist in providing these services. Results of the market analysis will be received in June; a decision about the program will be made in the summer.

Bill Barber addressed the Transportation Management Associations (TMA) and the Region 2040 Initiatives Program. In the past, these two programs were under the oversight of Metro and the Regional Travel Options sub-committee - both of which had responsibility for the policy of the programs, i.e., selecting projects, where to site the projects, and where to site a transportation management association. TriMet has historically been the administrator of the projects. Now the administrative responsibilities will be streamlined through the transfer of the programs to Metro. Metro will have additional responsibilities within the context of the strategic plan that was adopted a year ago. Mr. Barber mentioned that there are a half a dozen transportation management associations in the region. The associations vary. For example, Metro is part of the Lloyd District TMA - one of the longest standing associations in the region. There is another more regional TMA on the west side of the region called the WTA (primarily Washington County) that has been very successful with the program that was funded through the Region 2040 Initiatives money - the "Car-Free Commute Challenge." It is expanding from a weeklong

program two years ago, to a month-long project this year. He also mentioned that there are some fledging TMA's that have recently started up, e.g. Troutdale. Another is the Clackamas Regional Center TMA that almost folded last year. However, it is now considered one of the success stories, as interest was revitalized through Metro's collaboration with big area businesses such as Kaiser and Clackamas Town Center – both of which began paying dues to the TMA. Mr. Barber noted that with the anticipated construction of lightrail in the area, this TMA will be essential.

The Region 2040 Initiative Program is a program that has been in effect for about five or six years. It has funded some small, innovative projects, i.e. Swan Island Walking Net (in conjunction with City of Portland). Washington County was able to update its bicycle suitability map for the Washington County area. Mr. Barber also called attention to the Regional Travel Options 2003 Program Evaluation Report (a CD-Rom was submitted in the record). He gave specifics about what is included in the report, stating that the report should be viewed as a resource, not just something that sits on the shelf. Councilor Burkholder stressed the need for data so that it can help to show results. He asked about the potential for an increased roll by Portland State University (PSU) and its transportation research laboratory. He asked whether PSU students could assist Metro with data collection and analysis. Ms. Peck said that the requests for proposals have been passed on to PSU professors, adding that she wanted to see what kind of partnerships are being proposed through the umbrella marketing campaign.

Councilor Liberty asked about national data on avoided trips and avoided costs (capital and maintenance costs) being done in the Seattle region. Are there examples of how this is working? If so, he said that ODOT should be funding this effort. Bill Barber responded by saying that some national research has been done, and noted that he would provide information. Councilor Liberty also spoke about the Lloyd District TMA data about avoided costs due to parking space considerations. Pam Peck said this effort will provide information about the true cost of driving cars and get the information out to the public.

Councilor McLain expressed her support for this program, adding that she was glad that the group is looking outside the urban growth boundary (UGB). She mentioned that there are quite a few vanpools from senior centers, and said there should be some relationship or correlation in this study to look at other sources not mentioned. She noted that we could make a richer network if we examine other alternatives.

**4. BREAK**

**5. POLICY ISSUES IN THE FUNCTIONAL PLAN AND FRAMEWORK PLAN AMENDMENTS FOR THE NATURE IN THE NEIGHBORHOODS PROGRAM**

Councilor McLain summarized what Metro Planning staff has been doing and outlined some of the more difficult issues that staff members are in the process of resolving. She said they are working on developing an appropriate outreach strategy so that it can be successful and effective. She also noted there will be a Metro pavilion at Oregon Convention Center on May 14 – 15, 2005 for the sustainability outreach. Attendees will get to come to the pavilion free of charge. The hope is to draw between 5,000 to 8,000 folks at this particular outreach event. She also said there will be three other venues to help with outreach. Two of them will be resource rooms in the Metro Regional Center. One will start on April 4, 2005 and one will begin on April 25<sup>th</sup>. Computers and maps will be set up so that staff members can provide technical assistance and answer questions from property owners regarding the language of the ordinance. There will also be a bond measure celebration that people are working on. The program will stretch from April to September

given market analysis and market advice as well as bond advice. She also noted that there are thirteen issues to address (see handout for details).

Chris Deffebach, Long Range Planning Manager (Metro Planning Department), said the handout is the Council's guidebook for today and next two Thursdays. She said the goal is to finish with Issue 5 today, along with the compliance timeline No. 6. She also outlined the upcoming schedule for discussion that will help to shape the Nature in the Neighborhoods Program.

Council President Bragdon asked about the status of the Tualatin Basin. Ms. Deffebach said it would be folded into Metro's work and sent out for public comment process. Councilor Park said that moving ahead with the voluntary pieces and the bond measure efforts is sound; however, he expressed some trepidation about the Functional Plan timeline given the Oregon Legislature's work on Ballot Measure 37. Council President Bragdon reiterated that the Council supported the proposed timeline for administering the Functional Plan.

Ms. Deffebach reviewed the discussion thus far about Issue 5. She said that in the current draft, they have proposed language that makes it clear that the intent was to increase, not decrease, the fair market value of housing. A variance process was also laid out to assist jurisdictions to deal with additional claims. This process would help them negotiate (in order to avoid filing a claim, a person could seek a variance that would stay with the land and not be lost when the property sold). She said that almost universally, staff heard that members of MTAC and local governments do not like this approach for a variety of reasons. They wanted Measure 37 language at the beginning of the Functional Plan as it applies to everything we do, not just this. They said why talk about the process when the process is still up in the air. Ms. Deffebach outlined the two options that have been developed. Paul Garrahan, Senior Counsel provided additional details about the options.

The councilors shared their concerns and opinions about which approach to take. Councilor Liberty cautioned about using any language that differed from Measure 37. Councilor Burkholder said that the complexity of trying to address it within the body of the Functional Plan. Councilor McLain preferred taking the silent version, adding that the long version is too complex. Council President Bragdon agreed. He said that what we are communicating should address some of the issues in Measure 37. He said there needs to be mechanisms in the Functional Plan language that recognize the legal environment we are in. Paul Garrahan clarified by saying that the way we address it is to refer to the implications of the program having an effect on the fair market value of property. This is the issue. Should be saying anything about our intent related to the impact of the program on the fair market value of property and should be have any kind of process to address decreases in the fair market value of properties that can be attributed to this Functional Plan language? Councilors shared their opinions on this.

Andy Cotugno, Director (Metro Planning Department) discussed some of the recommendations coming out of Metro Technical Advisory Committee (MTAC). One approach would be to refer the whole issue to be dealt with in a more comprehensive manner to the Ballot Measure 37 Committee, and simply say in the materials on hand that this is still a moving target that is in the process of being worked out. Whatever comes out of the process will be adhered to. Council President Bragdon summarized the content of the language – that is should imply that if there is regulation, and property values are affected, then there is a process to be followed.

Ms. Deffebach introduced the issue of the compliance timeline. She stated that the uncertainties created by Measure 37 have caused many jurisdictions concern about why we are moving

forward with the compliance timeline. Council President Bragdon said his sense is that different jurisdictions are going to be at different places in terms of addressing compliance. Ms. Deffebach asked for guidance regarding whether language should be inserted to expand the compliance period given existing concerns about Measure 37.

**6. TRANSPORTATION PRIORITIES 2006-09 FINAL CUT LIST**


Councilor Burkholder addressed the base package with the exemption of the Trolley Trail, be included in the budget. Councilor McLain discussed her concerns about Councilor Liberty's two roads project in Beaverton (as part of the base) and her desire to have more discussion on it. Council President Bragdon proposed that the Council's position be that the base as prepared by staff is a bottom line for us. The implication would be that any deals packaged by others that would cut into the base would be opposed. Councilor McLain had a question on the power line trail, and asked that the Council look more in-depth at that add proposal. If people are out there making deals that cut into the base, then there is a problem that divides the Council's unity on supporting the base. Councilor Newman agreed with Councilor Burkholder that for the sake of simplicity, for the 85%, then the councilors should be united in support of the base with one exception for the Trolley Trail. Council President Bragdon summarized by saying that 85% of the base is sacrosanct, and that the remaining 15% is up for consideration.

**7. COUNCIL BRIEFINGS/COMMUNICATIONS**

There were none.

There being no further business to come before the Metro Council, Council President Bragdon adjourned the meeting at 4:20 p.m.

Prepared by,



Becky Shoemaker  
Acting Clerk of the Council



**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF  
MARCH 15, 2005**

<b>Item</b>	<b>Topic</b>	<b>Doc Date</b>	<b>Document Description</b>	<b>Doc. Number</b>
1	Council Agenda	3/17/2005	Review of Council Agenda for March 17, 2005 regular meeting	031505cw-01
3	RTO Program Review	12/31/2004	Travel Options Collaborative Marketing	031505cw-02
3	RTO Program Review	12/14/2004	Travel Behavior Barriers and Benefits Research prepared by PRR with ECONorthwest	031505cw-03
3	RTO Program Review	Undated	Rideshare Program Market Research and Implementation Plan	031505cw-04
3	RTO Program Review	Undated	Regional Travel Options: 2003 Program Evaluation Report (CD-ROM)	031505cw-05
5	Functional Plan Policy Issues	3/15/2005	Memo RE: Nature in the Neighborhoods from Chris Deffebach to the Metro Council	031505cw-06