

Metro

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Metro

Minutes

Tuesday, August 8, 2017

2:00 PM

Metro Regional Center, Council Chamber

Council work session

2:00 Call to Order and Roll Call

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

Councilors Excused:

Council President Hughes called the Metro Council work session to order at 2:04 p.m.

2:05 Chief Operating Officer Communication

Ms. Martha Bennett, Chief Operating Officer, shared that Mr. Jim Quinn, Hazardous Waste Program Manager, was awarded the “Frontiersman Award” for his contribution to innovative toxics reduction policies and programs. She also announced that the Portland sign in downtown had been restored and would be relit on Wednesday, August 16, 2017. Ms. Bennett announced that she would be on vacation from August 13-28, 2017. She noted that an email regarding pro-tem positions during her absence would be sent out later in the week.

Work Session Topics:

2:10 Build Small Coalition Update

Ms. Emily Lieb, Senior Project Manager, indicated that the Build Small Coalition (BSC) had previously been called that Space Efficient Housing workgroup and Metro had taken leadership of this coalition during September 2016. As part of Metro’s equitable housing initiative, an Intergovernmental agreement between the agency and Oregon Department of Environmental Quality was adopted to initiate a two year work program. Ms. Lieb acknowledged that BSC had developed a work plan for 2017-18, and would expand upon it later in the work session. Ms. Lieb then

provided a brief overview of the agenda: context to why small homes matter, an update on the BSC work plan, and council discussion on how to engage local jurisdictions on small housing work. Beginning with national trends in home and household size, Ms. Lieb highlighted that the average household size had decreased since 1975, however, the average house size and median house size had both increased since the same time period. Another component to the housing subject was affordability in the region. According to Ms. Lieb, understanding affordability for rentals and buying a home would determine the direction taken by BSC. Additionally, Ms. Lieb shared a mission statement on behalf of the BSC that communicated the coalition's desire to support research, policy innovation, outreach, and new partnerships in regard to small housing. In terms of members, Ms. Lieb noted that partners of the coalition were statewide, and included government agencies and various non-profits. According to Ms. Lieb, accessory dwelling units (ADUs) and cottage clusters were the main priority of the coalition, though other small housing types such as tiny homes on wheels, micro-apartments, and modular homes were also part of the BSC framework. Ms. Lieb showcased that small homes were better for the environmental, because smaller homes expend less energy, design structure meant fewer vehicle miles traveled, and lifestyle/consumption would be positively affected. Through the equity standpoint, Ms Lieb shared that small homes have potential in providing affordability and equity benefits. For example, small homes could perform as: entry-level homeownership, moderately priced rental housing, and intergenerational housing. Ms. Lieb then provided context to Oregon's regulatory history concerning ADUs. In 1997, the Metro Functional Plan required one ADU per single-family lot in the Metro region. In 2010, Portland allowed system development charge (SDC) waivers for ADUs. Moreover, in 2016, Portland also scaled SDCs by home size and streamlined the design standards for ADUs. Most recently in 2017, the Oregon Senate Bill 1051 would make it a state

requirement for cities and counties to allow one ADU per single-family lot. Ms. Lieb provided information on the past accomplishments of the Space Efficient Housing Work Group from 2011-2015. Ms. Lieb first mentioned that in terms of policy, the work group had advocated for Portland to waive SDCs for ADUs. In terms of research, the DEQ conducted life cycle analysis of environmental impact of small homes.

There was a peer-reviewed ADU valuation report and ADU appraisal guide for owners, according to Ms. Lieb. As for education, Ms. Lieb noted the workgroup had developed the Build Small, Live Large summit (for November 2017) and conducted ADU tours, classes, and case studies. As an example of best practice, Ms. Lieb shared that California has passed statewide prohibitions on local ADU ordinances.

Also, Ms. Lieb noted that the Austin Alley Flats Initiative-another example of best practice- was a collaboration between University of Texas and the Guadalupe CDC and was focused on helping homeowners in East Austin build sustainable, affordable ADUs.

Mr. Frankie Lewington, Policy Coordinator, provided insight on how the work plan for the BSC had been developed. Mr. Lewington indicated that the Space Efficient Housing Workgroup had created a list of priorities in 2016.

Afterwards, the BSC used that list to engage stakeholders in discussion and assessment for future goals. Along with Metro staff input, the BSC formulated a project proposal sheet that would channel the requests in the priorities list in order to clarify the scope and direction of the BSC. Thus, Mr. Lewington mentioned three goals the BSC would work towards in 2017-18:

- Catalyze ADU development beyond Portland
- Research the economics and equity potential of ADU development for private financial tools and public incentive
- Expand awareness and knowledge base for ADU policy and development

In respect to the first goal, Mr. Lewington shared that a

jurisdictional ADU code audit was being developed in order to understand and target regulatory barriers that were hindering the growth of ADUs. Along with the audit, Ms. Lieb noted that analysis of existing ADUs, ADU owner/occupant survey (developed by Portland State University Institute for Sustainable Solutions), market research, and focus groups would be components to the research goals of the BSC. In regard to outreach and educational opportunities, Mr. Lewington mentioned that informational sessions and focus groups for homeowners outside of the Portland area would occur sometime between summer 2017 until spring 2018. Also, BSC members would analyze ADU case studies along with showcasing ADUs outside of Portland. Ms. Lieb shared that a major feature of the BSC would be the Build Small Live Large summit that would occur from November 3-5, 2017. The summit would focus on ADUs and include weekend tours and workshops as part of the program agenda. Sponsors for the summit included: Institute for Sustainable Solutions, Metro, and Portland Homebuilders Alliance. Ms. Lieb also mentioned that ADU experts from around the country would perform as keynote speakers during the summit; there would also be an ADU tour during early September. Mr. Lewington shared a high level work plan schedule for the BSC. A few projects in the work plan included: Metro region ADU zoning code and SDC audit, ADU code workshops, ADU owner/occupant survey, etc.

Council Discussion:

Councilor Dirksen indicated that due to high cost of land, new homes were being built in large sizes to maximize profit margins. He added that SDC scaling and other programs were needed to incentivize builders to build ADUs. Councilor Craddick asked whether SB 1051 applied to both urban and rural zones. She also inquired upon the average lot size that would be able to support a detached ADU. Councilor Stacey thanked staff for their work on updating

Council on BSC. He asked staff whether design concepts for new homes could include the possibility of dedicating a part of the home towards future development of an attached ADU. Councilor Harrington highlighted that small housing has the potential to serve as age friendly housing along with inter-generational housing as well. She emphasized that the various solutions to housing issues provided by small housing can counter negative attention brought out by lost revenue of SDC waivers. Councilor Collette asked staff whether jurisdictions that have been awarded housing grants from Metro would assist BSC on addressing the various research components of the work plan. Councilor Dirksen asked staff about whether boarding houses fit in the project goals for the BSC. Councilor Craddick asked staff about whether it was a possibility that home builders could incorporate ADU's into design concepts.

3:00 Health Impact Assessment of Waste-to-Energy and Landfill Options for Long-Term Management of Garbage (Solid Waste Roadmap)

Mr. Paul Slyman, Director of Property and Environmental, introduced Mr. Rob Smoot, a chemical engineer for the Solid Waste operations at Metro. Mr. Slyman also introduced Mr. Matt Korot, Director of Resource Conservation. Mr. Slyman indicated that Mr. Smoot and Mr. Korot would provide an update on the Solid Waste roadmap and provide details about the Health Impact Assessment (HIA). Mr. Slyman provided context to the presentation. He stated that more than a million tons of garbage in the Metro region is sent to transfer stations. Currently, Metro was attempting to separate food from garbage in order to use that waste as energy and or compost. Mr. Slyman noted that a facility in Marion County, was converting 550 tons of garbage into electricity every day. Mr. Korot recalled that because Metro's disposal contract was ending in 2019, there was an opportunity to explore other modes of waste management. Thus, Metro staff initiated a long term management project in order to investigate non-landfill options for managing large amounts of regional waste. Before speaking more

about the HIA, Mr. Korot briefly mentioned the six public benefits upheld by Metro as they would provide the foundation to the long term management project, and all other Metro endeavors. Mr. Korot noted that HDR, an environmental consulting firm, produced a report that would assist Metro staff in determining what technologies would provide the best opportunity to utilize waste efficiently, before it is sent to the landfill. Metro staff then sought expression of interest from providers of those technologies to better understand the viability in respect to the Metro region. So, Mr. Korot highlighted that advanced material recovery, waste-to-energy, and landfills were the most viable options in continuing waste management. However, Covanta (the waste management facility in Marion County mentioned earlier by Mr. Slyman) showcased that waste-to-energy would cost \$60 per ton whereas the landfill option cost only \$25 per ton. Metro staff were then directed to find out whether there was value in the waste-to-energy option in order to balance out the cost difference.

Mr. Smoot noted that in order to better understand the value of waste-to-energy, a HIA was conducted. Mr. Smoot spoke to the importance of the HIA as it looked at a broad array of factors affecting human health when compared to other assessments. Following the introduction to the concept of an HIA, Mr. Smoot briefly mentioned the steps involved with an HIA:

- Screening: Determine whether an HIA is the most appropriate tool for the waste-to-energy health assessment
- Scoping: Identify the concerns of staff and stakeholders
- Assessment: Investigate concerns of staff and stakeholders. Meetings between HDR and stakeholders kept both entities updated on the HIA.
- Recommendations: Determine whether the waste-to-energy option is economically and environmentally viable for the Metro region

- Reporting: Update Council on the recommendation
- Monitoring and evaluation: Monitor the application of waste-to-energy, assuming it has been adopted by Metro.

Following the description of what steps go into an HIA, Mr. Smoot acknowledged that the reason a rapid HIA was selected (compared to a comprehensive report) was because the study would be performed in a shorter timeline. Also, the rapid HIA would rely on existing data, research would be guided by focused engagement efforts, and research wouldn't require new site specific data collection and analysis. However, Mr. Smoot did inform Council that the rapid HIA was still an in-depth assessment, and a more comprehensive report could follow if needed. In regard to the HIA team, Mr. Smoot shared that Metro staff, Multnomah County staff, Tim Raibley (HDR), Chris Ollson (Ollson Environmental Health Management) and a stakeholder advisory panel were all part of this effort. In October of 2016, the full team met in order to discuss the scope of the HIA. According to Mr. Smoot, the result of this meeting was the consideration of 40 separate determinants of health in the HIA. Mr. Smoot then shared the main findings of the HIA:

- Compared to landfills, waste-to-energy produced more energy
- Because the Covanta facility is 50 miles away from the Metro region, there were fewer vehicle miles travelled for waste-to-energy
- Greenhouse gas modeling results varied between waste-to-energy and landfills. HDR experts were unable to explain why such varying results were produced.
- To process 200,000 tons of waste per year, 10 jobs would be added for waste-to-energy whereas only two for landfills
- There were negligible health impacts of the waste-to-energy based on current regulation

After the completion of the HIA, the stakeholder advisory panel provided feedback on certain elements of the report. Mr. Smoot indicated that the first concern the panel shared was that while the Covanta facility rarely exceeded regulatory emissions, the public was not guaranteed to be safe from emissions of dangerous particles. Also, Mr. Smoot noted that more work into equity and environmental justice was needed in association with community engagement. When taking into account the Metro region, the panel decided that the report did not make a compelling case for doing something different from landfills. Moreover, Mr. Smoot relayed the same sentiment from Metro's Solid Waste Advisory Committee (SWAC): while the HIA contained valuable information, SWAC agreed that there wasn't a strong case for waste-to-energy and that no further studies were needed. When concerning public benefits, Mr. Smoot showcased that waste-to-energy was less adaptable in comparison to landfills, and the high cost of that technology wouldn't be feasible for the public. Finally, Mr. Smoot communicated to Council that there were two general options on moving forward: discontinue seeking the waste-to-energy option or perform additional in-depth studies of health, environmental, and equity impact of waste-to-energy.

Councilor Discussion:

Councilor Collette was disappointed that that waste-to-energy was not recommended, though she insisted that staff continue to monitor the technological improvement (if any) for waste-to-energy and other technologies. Councilor Chase agreed that waste-to-energy wasn't the correct technology to mitigate the use of landfills. However, he reiterated the point made by Councilor Collete, by indicating that Metro must continue in exploring new technologies for the future management of waste. Councilor Stacey noted that the cost of new technology shouldn't be the only reason an alternative to landfills is rejected. He agreed with the consultant and staff feedback regarding the

recommendation, though he would like staff to return to the waste-to-energy option during the future. Councilor Craddick agreed with staff recommendation for not moving forward with waste-to-energy. Also, she inquired upon air quality measures for waste-to-energy technology. Councilor Harrington thanked consultant and Metro staff for their work. She indicated that learning from the HIA would provide valuable information during future consideration of technologies that would allow the region to rely less on landfills.

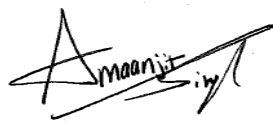
4:00 Councilor Liaison Updates and Council Communication

Councilor Stacey stated that the Oregon Transportation Commission would take up the assignment from the Oregon legislature, in terms of applying House Bill 2017, amongst other projects. He shared a document detailing five key principles in regards to congestion pricing/value pricing for the recently passed transportation project. When referring to the first principle, Councilor Stacey recommended that an explicit reference to the revenue generating component of congestion pricing be included. Councilor Craddick indicated that she attended the Southwest Washington Transportation Council meeting earlier in the week where they discussed the congestion pricing key principles. Council President Hughes recalled that the performance review for the COO and Metro Attorney would occur next week and that the performance reports would be delivered at least 48 hours before the respective reviews.

4:05 Adjourn

Seeing no further business, Council President Hughes adjourned the Metro Council work session at 4:43 p.m.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Amaanjit Singh'. The signature is stylized with a large, prominent 'A' and a long, sweeping horizontal stroke that extends to the right.

Amaanjit Singh

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF AUGUST 8, 2017

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
3.0	PowerPoint	08/08/17	Build Small Coalition Update	080817cw-01
4.0	PowerPoint	08/08/17	Long-term management of garbage	080817cw-02
5.0	Handout	08/08/17	Congestion Pricing/ Value Pricing Principles	080817cw-03