



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Tuesday, June 5, 2018

2:00 PM

Metro Regional Center, Council Chamber

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REVISED 6/4

**2:00 Call to Order and Roll Call**

**2:05 Chief Operating Officer Communication**

**2:10 Work Session Topics:**

2:10 Solid Waste Roadmap: Food Scraps Policy Update [18-5021](#)

Presenter(s): Paul Slyman, Metro  
Pam Peck, Metro  
Jennifer Erickson, Metro

Attachments: [Work Session Worksheet](#)  
[Draft Ordinance No. 18-1418](#)  
[Administrative Rules](#)  
[Updated Public Comment Report](#)

3:00 Regional Investment Strategy Update: Housing Measure Recommendation [18-5025](#)

Presenter(s): Elissa Gertler, Metro  
Andy Shaw, Metro

3:30 Emerging Technology Strategy Discussion Draft [18-5022](#)

Presenter(s): Eliot Rose, Metro  
Attachments: [Work Session Worksheet](#)  
[Memo](#)  
[Public Review Draft Emerging Technology Strategy](#)  
[Technical Appendices](#)

**4:15 Councilor Communication**

**4:30 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកម្មប្រព័ន្ធរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំស្នើសុំអង្គប្រជុំសាធារណៈរបស់លោកអ្នក ។

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**Solid Waste Roadmap: Food Scraps Policy Update**

*Work Session Topics*

Metro Council Work Session  
Tuesday, June 6, 2018  
Metro Regional Center, Council Chamber

## METRO COUNCIL

### Work Session Worksheet

**PRESENTATION DATE:** June 5, 2018

**LENGTH:** 45 Minutes

**PRESENTATION TITLE:** Solid Waste Roadmap: Food Scraps Policy Update

**DEPARTMENT:** Property & Environmental Services

**PRESENTER(S):** Paul Slyman, Director, Property and Environmental Services; Pam Peck, Planning & Policy Manager (ext. 1866) and Jennifer Erickson, Principal Solid Waste

#### WORK SESSION PURPOSE & DESIRED OUTCOMES

- **Purpose:** To provide Council with an overview of the mandatory food scraps separation ordinance and associated administrative rules that will come before them on July 19 and July 26, 2018 and to present the specific changes made to the policy based on Council input and public comment.
- **Desired outcome:** Direction from Council on:  
Additional information needed or desired prior to public hearing on the Ordinance scheduled for July 19, 2018.

#### TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

**Topic background.** Metro's Solid Waste Roadmap is a work program consisting of six interrelated projects that will help define the region's solid waste system in the future. The purpose of the Food Scraps Capacity Development work, one of the six projects, is to develop alternatives for answering the question of what actions should Metro take to accelerate recovery of food scraps and ensure there is adequate and proximate capacity to transfer and process food scraps collected from the region's residents and businesses.

This effort is ultimately intended to help ensure the region has a sustainable food scraps recovery system: one that generates enough high quality material to make processing facilities economically viable, has an adequate transfer system, and has enough stable processing capacity to allow growth in the collection of food scraps from the region over time.

Food is the single largest component of the region's disposed waste. This factor and the environmental benefits of recovering food are the reasons it is identified as a primary material for recovery within the region's Regional Solid Waste Management Plan (RSWMP).

**Framing the discussion.** In November, 2014, staff proposed to Council that the focus begin with businesses because more than half of the food disposed in the Metro region is from businesses. In addition, food scraps generated by businesses tend to be cleaner, are concentrated in larger quantities and come from a smaller set of sources. For example, the majority of food scraps in the region are produced by about 3,300 businesses. By comparison, residential food scraps are spread across the region's approximately 675,000 households.



Council reviewed the region's current commercial food scraps recovery, and staff introduced some potential paths forward to ensure that the region has a stable and sustainable food scraps transfer and processing system for the long term.

At that meeting, Council confirmed its desire to accelerate the region's recovery of food scraps and its wish to process those food scraps in or as close to the region as possible. The direction Council gave in November, 2014, led staff to develop a suite of options for accomplishing those goals.

In July, 2015, staff returned for part two of the discussion, which was a narrowing of the suite of options. Council went through a decision-tree process in which it answered the following questions:

To accelerate recovery, address supply barriers and attract local processing capacity, should Metro explore:

1. How to get more businesses to separate their food scraps for recovery?
2. Determining which transfer stations should manage food scraps?
3. Securing local processing capacity?

Councilors answered "yes" to all three.

In October of 2016, staff presented a series of options that Council could consider to meet the objectives listed above.

After consideration, Council determined that in order to increase food scraps recovery and attract stable, local processing capacity, the region should:

1. Require certain businesses to separate their food scraps for recovery and eventually ban the disposal of food.
2. Determine how to efficiently collect and deliver food scraps for processing.
3. Secure local and stable processing capacity.

Based on Council direction, staff has developed draft policies and initiatives to fulfill these three objectives.

At the November 7, 2017, work session, staff returned to Council with the draft Ordinance, draft Administrative Rules and public comment report. Council expressed concerns about one particular element of the draft Administrative Rules: the distance waiver, through which Metro would waive the requirement until a jurisdiction had a food scraps transfer station or processor in relatively close proximity to mitigate collection costs increases related to the requirement. Based on that input, Metro staff developed an alternative approach intended to achieve the same cost mitigation objective as the distance waiver, but to do so in a way that more strongly advances the intent of the regional food scraps policy and allows all businesses to participate.

Below is a brief description of the work completed, the specific changes made to the policy based on Council input, stakeholder engagement process and public comments received. At this work session, staff will be focusing on the changes made to the policy since our last engagement in November 2017.

## **Business Food Scraps Separation Requirement Overview**

The draft policy and administrative rules were crafted over a twelve-month period by: Metro staff from Property and Environmental Services and the Council Office; representatives from Clackamas County, Gresham, Portland, Washington County, Beaverton and Oregon DEQ, as well as the Office of Metro Attorney. The draft policy would require local governments within the region to adopt a mechanism for requiring separation of food scraps by certain business types. The objective is to design a policy that provides clarity and consistency for the affected businesses and, at the same time, allows for some implementation flexibility for local governments.

The key elements are:

- The policy would require, by July 2019, that local governments inside the Metro boundary adopt an enforceable mechanism (such as a code amendment, business license requirement) that requires that food service businesses separate food scraps from other waste and recyclables.
- The policy allows for local government flexibility in program implementation (e.g., geographically, by hauler franchise, areas of business concentration, etc.), in a manner that makes sense locally as long as programs meet regional performance standards. Governments may also, on a limited basis, grant waivers to businesses who are unable to comply.
- The policy would be rolled out in three phases beginning with businesses that generate the most food scraps and would affect approximately 3,000 businesses in the region overall. This represents about 4 percent of the overall business community.
- The first phase would begin in March 2020 (businesses that generate 1,000 pounds or more of food scraps per week), phase 2 in March 2021 (businesses that generate 500 pounds or more per week), and phase 3 in September 2022 (schools and businesses that generate 250 pounds or more per week).
- Staff will also present Resolution No. 18-4864 for Council consideration concurrent with the policy Ordinance. The Resolution requires Metro staff, by December 2019, to develop policy, ordinance and rule that would prohibit the landfill disposal of commercial food scraps based on an assessment of implementation of the required separation policy.
- Metro would provide funding to support program rollout to assist local governments and businesses with implementation (staffing, education, business assistance and needed infrastructure).

## **Overview of Changes Made to Draft Policy**

### *Access to Transfer Services Payment*

When the required separation policy is implemented, the region may still have a limited number of facilities that accept commercial food scraps, which might result in increased travel times for haulers delivering collected food scraps. Those times would translate into higher costs that would be passed on to customers. To address this, the administrative rules originally contained a distance waiver, through which Metro would waive the required food scraps collection requirement until a jurisdiction had a food scraps transfer station or processor in relatively close proximity. Council was concerned that a waiver would preclude the implementation of a truly regional system—a key goal of the policy.

In response, Metro staff developed an approach intended to achieve the same objective as the distance waiver, but to do so in a way that more strongly advances the intent of the regional food scraps policy, allows all businesses to participate and helps to offset some of the costs of participation.

Rather than waiving participation, the *access to transfer services payment* focuses directly on offsetting costs of delivering food scraps to Metro Central Station. It would do so by having Metro annually reimburse local governments an amount calculated by estimating the actual costs incurred from being relatively further from Metro Central than the closest waste transfer station. The payment would:

- Help ensure there is a consistent regional program with collection services available to all affected businesses (this is especially important to businesses with multiple locations).
- Create a more level playing field in the region so that local jurisdictions and affected businesses that are more distant from available services are not at a significant financial disadvantage.
- Contribute to the region's ability to generate more food scraps for recovery more quickly, helping reduce costs related to processing.
- Easily adapt to the addition of more conveniently located transfer services.

Staff expects to continue to refine the Access to Transfer Services Payment approach in response to local government partner questions regarding the definition of the payment zones and how and to whom payments are disbursed. Ample opportunities to refine the Administrative Rules remain prior to the Metro Chief Operating Officer's consideration.

The potential financial impact if there are no other options but to deliver all of the region's food scraps to Metro Central Station over the 5 years of program implementation (all business groups cumulatively at full participation capturing 50% of available food scraps), is approximately:

- FY 2019-20: \$169,000
- FY 2020-21: \$545,000
- FY 2021-22: \$618,000
- FY 2022-23: \$680,000
- FY 2023-24: \$174,000
- Total: \$2,186,000

It is likely that for fiscal years 2019-20 and 2023-24, the funds could be derived from the existing Property and Environmental Services budget. For fiscal years 2020 through 2023, if the necessary funds could not be covered from the existing budget and required completely new revenue, the potential solid waste rate impact would be as follows (based on 2017 solid waste tonnage forecasts):

- FY 2020-21: approximately \$0.39 per ton increase to the Regional System Fee
- FY 2021-22: approximately \$0.43 per ton increase to the Regional System Fee
- FY 2022-23: approximately \$0.47 per ton increase to the Regional System Fee

Because these payments are based on the number of businesses under the requirement over time, the expected tons they will generate and the distance to available transfer services, the addition of transfer service options can significantly reduce the potential financial impact.

### *Implementation dates*

Due to rule revisions and rescheduling of legislative hearings, implementation dates have been extended by one year. Revised dates are listed below:

- Local Government Adoption of Requirement: July 31, 2019
- Begin Implementation of Requirement for Business Group 1: March 31, 2020
- Begin Implementation of Requirement for Business Group 2: March 31, 2021
- Begin Implementation of Requirement for Business Group 3: September 30, 2022

### **Stakeholder Engagement**

A robust stakeholder engagement process began in May of 2016. Engagements included:

- 360 businesses surveyed
- 8 Industry Professional Associations, Organizations or Committees
- 12 one-on-one meetings with businesses
- 21 City Councils and County Commissions
- 10 Chambers of Commerce/business alliances
- 12 food rescue agencies
- Regional City Managers
- Regional Mayors and Chairs
- State and county health departments and regulators
- MPAC
- SWAAC

In addition, two 30-day public comment periods were held. The first included letters to over 2,000 potentially-affected businesses to inform them of the policy and to invite comments. Metro also produced 1,000 postcards for local government partners to hand out to businesses. At the close of the first comment period, 38 comments were received:

- 21 were supportive of a mandatory policy
- 1 was opposed
- 5 had general questions or information requests
- 8 had some concerns or requested clarifying edits to the policy
- 3 comments were neutral or not applicable

A second comment period on the revised policy closed on May 15, 2018. Eight comments were received.

- 3 were in support of the policy
- 3 supported intent of the policy but had specific concerns about how the access to services funds would be disbursed
- 1 requested that Metro consider a pilot program in one area of the region prior to region-wide implementation
- 1 requested the requirement be expanded to cover multifamily households

An updated public comment report and the second drafts of the Ordinance and Administrative Procedures are attached.

**QUESTION(S) PRESENTED FOR CONSIDERATION**

1. Do you have comments or questions about the updated draft policy ordinance and Administrative Rules?
2. What other information do you need prior to the July 19 consideration of the ordinance and public hearing?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION**  Yes  No

**DRAFT IS ATTACHED**  Yes  No

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING METRO ) ORDINANCE NO. 18-1418  
CODE CHAPTER 5.10 TO ESTABLISH A )  
BUSINESSES FOOD WASTE REQUIREMENT. ) Introduced by Chief Operating Officer Martha  
Bennett in concurrence with Council  
President Tom Hughes

WHEREAS, Metro regulates solid waste generated within the Metro region pursuant to Metro’s constitutional, statutory, and charter authority and as set forth in the Metro Code; and

WHEREAS, food represents 18 percent of the region’s disposed waste—the largest single material sent to landfill and the largest single recoverable material sent to landfill; and

WHEREAS, when sent to landfill, food waste generates methane which is 25 times more potent of a greenhouse gas than carbon dioxide; and

WHEREAS, food waste is identified as a primary material for recovery within the region’s Regional Solid Waste Management Plan, which guides Metro and local government work; and

WHEREAS, the State of Oregon Department of Environmental Quality, via Oregon Revised Statutes 459A.010 has set a food waste recovery goal of 25% by 2020; and

WHEREAS, the State of Oregon Department of Environmental Quality has added a required food waste collection program for nonresidential generators to the list of menu items available to local governments for compliance with state law under Oregon Administrative Rule 340 Division 90; and

WHEREAS, the Metro region has had a voluntary business food waste collection program in place for over ten years yet only fourteen percent of the total food waste is recovered; and

WHEREAS, the Metro Council has determined that in order for the region to significantly increase food waste recovery, a more aggressive approach to food waste recovery is necessary; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

- 1. Metro Code 5.10 is amended to establish a Business Food Waste Requirement as set forth in Exhibit A to this Ordinance.

ADOPTED by the Metro Council this 26th day of July 2018.

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



Attest:

Approved as to Form:

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Nellie Papsdorf, Recording Secretary

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Alison R. Kean, Metro Attorney

## **Metro Ordinance No. 18-1418 – Exhibit A**

### **BUSINESS FOOD WASTE REQUIREMENT**

5.10.410	Purpose and Intent
5.10.420	Business Food Waste and Covered Businesses
5.10.430	Business Food Waste Requirement
5.10.440	Business Food Waste Requirement Performance Standards
5.10.450	Temporary Waiver
5.10.460	Metro Enforcement of Business Food Waste Requirement
5.10.470	Metro Model Ordinance

### **BUSINESS FOOD WASTE REQUIREMENT**

#### **5.10.410 Purpose and Intent**

The business food waste requirement provides an opportunity to increase recycling of food waste and to assist the Metro region to achieve waste reduction goals. Metro does not intend for this requirement to apply to food that is fit for human consumption and accepted for donation by a charitable organization or the use of food waste for animal consumption in compliance with applicable regulations.

#### **5.10.420 Business Food Waste and Covered Businesses**

For the purpose of this section, business food waste is solid waste consisting of food waste removed from the food supply chain that is not fit for human or animal consumption. A covered business is a business that cooks, assembles, processes, serves, or sells food.

#### **5.10.430 Business Food Waste Requirement**

Local governments must require (1) covered businesses in their jurisdiction to source separate and recover business food waste; (2) delivery of collected business food waste to a facility authorized by Metro; and (3) persons, as defined by Metro Code Section 1.01.040(h), who provide space to a covered business to allow the source separation and collection of food waste.

#### **5.10.440 Business Food Waste Requirement Performance Standards**

The Chief Operating Officer will adopt administrative rules to address the business food waste requirement performance standards. The performance standards must include, without limitation, the following elements:

- (a) Provisions requiring that local governments
  - (1) Notify covered businesses and waste haulers of the business food waste requirement;
  - (2) Require covered businesses and waste haulers to comply with the business food waste requirement;
  - (3) Provide education and technical assistance to covered businesses and waste haulers regarding the business food waste requirement; and
  - (4) Enforce the business food waste requirement.

- (b) Provisions requiring local governments to compel persons providing space to a covered business to allow for the source separation and collection of business food waste.

The Chief Operating Officer may allow a local government to waive the business food waste requirement as to a specific business as provided in the administrative rules.

#### **5.10.450 Temporary Waiver**

The Chief Operating Officer may waive, for no longer than 365 days, the local government's implementation of the business food waste requirement only as provided in the administrative rules. The Chief Operating Officer may provide for an extension of the temporary waiver in the administrative rules

#### **5.10.460 Metro Enforcement of Business Food Waste Requirement**

Upon a request by a local government and as provided in an intergovernmental agreement, Metro will perform the local government function to ensure covered business compliance with the business food waste requirement.

#### **5.10.470 Metro Model Ordinance**

The Chief Operating Officer may adopt a business food waste requirement model ordinance for use by the local government. The model ordinance is advisory only.

**Solid Waste**  
**Administrative Rules**  
**Business Food Waste Requirement**

**AR – FS – 5.10**

REVISED DRAFT ~~December 1, 2017~~ April 2, 2018

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FS—5.10—007	Exemptions – Governments Outside Metro Boundary
FS—5.10—008	Compliance Waivers <u>and Payments</u>
FS—5.10—009	Local Government Requirements
FS—5.10—010	Local Government Annual Implementation Plan
FS—5.10—011	Local Government Performance Standard
FS—5.10—012	Business Assistance
FS—5.10—013	Local Government Enforcement of the Requirement
FS—5.10—014	Local Government Temporary Waivers to Covered Businesses
FS—5.10—015	Metro Enforcement of the Requirement
FS—5.10—016	Self-Haul of Source-Separated Food Waste
FS—5.10—017	Compliance Verification and Reporting
FS—5.10—018	Funding Guidelines

**FS—5.10—001**

**Purpose**

1. The purpose of these rules is to implement the provisions of the business food waste requirement in Metro Code Section 5.10.410-5.10.470.
2. The purpose of the business food waste requirement is to provide a region-wide standard for the separation and collection of food waste from food-waste-generating businesses. For the purposes of these rules, Covered Businesses are defined as organizations that cook, assemble, process, serve, or sell food or do so as service providers for other enterprises.
3. Food is identified as a primary material for recovery within the Regional Solid Waste Management Plan because of its prevalence in the region's waste stream and the negative environmental impacts of disposing food in a landfill.
4. The prevention of food waste, the donation of edible food for human consumption and the use of food waste to feed animals are the region's preferred methods for managing surplus food. Food that has been stored properly, is fit for human consumption and is accepted for donation and food that

has been set aside and is destined for animal consumption in compliance with applicable regulations is not subject to this administrative rule.

#### **FS – 5.10 – 002**

##### **Policy**

Metro Code Chapter 5.10 requires local governments to establish mandatory programs to separate and collect food waste from certain food-waste generating businesses referred to in these rules as “Covered Businesses.”

#### **FS – 5.10 – 003**

##### **Legal Authority**

These administrative rules are issued under the authority of Metro Code Section 5.10.080. These rules are in addition to all other requirements and provisions in Metro Code Chapter 5.10.

#### **FS—5.10—004**

##### **Definitions**

Unless otherwise specifically defined, all terms used are as defined in Metro Code Chapter 5.00.

“**Covered Businesses**” means organizations that cook, assemble, process, serve, or sell food or do so as service providers for other enterprises.

“**Business Groups**” means groups of covered businesses subject to the business food waste requirement by certain effective dates as delineated in the Applicability section of these rules.

“**Food waste**” means waste from fruits, vegetables, meats, dairy products, fish, shellfish, nuts, seeds, grains, coffee grounds, and other food that results from the distribution, storage, preparation, cooking, handling, selling or serving of food for human consumption. Food waste includes but is not limited to excess, spoiled or unusable food and includes inedible parts commonly associated with food preparation such as pits, shells, bones, and peels. Food waste does not include liquids or large amounts of oils and meats which are collected for rendering, fuel production or other non-disposal applications, or any food fit for human consumption that has been set aside, stored properly and is accepted for donation by a charitable organization and any food collected to feed animals in compliance with applicable regulations.

#### **FS—5.10—005**

##### **Applicability of Rules**

1. The business food waste requirement applies to all local governments within the Metro boundary.
2. Covered Businesses subject to the business food waste requirement include, but are not limited to:

- |                                   |                               |
|-----------------------------------|-------------------------------|
| Cafeterias & buffets              | Grocery retail                |
| Caterers                          | Grocery wholesale             |
| Colleges & universities*          | Hospitals*                    |
| Correctional facilities           | Hotels*                       |
| Drinking places*                  | Limited service restaurants   |
| Elementary and secondary schools* | Nursing & residential care*   |
| Food product manufacturing        | Retirement & assisted living* |
| Food service contractors          | Specialty food markets        |
| Full service restaurants          | Warehouse clubs               |

\*Only those with full-service restaurants or on-site food preparation or service.

3. Covered Businesses shall meet the food waste requirement according to a schedule determined by the quantity of food waste they generate on average, in three phases as listed below. Implementation will begin with Business Group 1 and progress to the other groups according to the Effective Dates described in Rule 006. Covered Businesses that demonstrate they generate less than 250 pounds per week of food waste are not subject to this requirement.

Business Group 1	Business Group 2	Business Group 3
≥0.5 ton (1,000 pounds) per week food waste generated	≥0.25 ton (500 pounds) per week food waste generated	≥0.125 ton (250 pounds) per week food waste generated

4. A person that provides space to a covered business must allow, facilitate or provide a food waste collection service for the covered business.

**FS—5.10—006**

**Effective Dates for Implementation**

Local governments must meet the following deadlines:

1. Local Government Adoption of Requirement: ~~July 31, 2018~~ July 31, 2019
2. Begin Implementation of Requirement for Business Group 1: March 31, ~~2019~~ 2020
3. Begin Implementation of Requirement for Business Group 2: March 31, ~~2020~~ 2021
4. Begin Implementation of Requirement for Business Group 3: September 30, ~~2021~~ 2022

**Comment:** Due to rule revisions and rescheduling of legislative hearings, implementation dates have been extended by one year.

**FS—5.10—007**

**Exemptions**

1. Governments Outside Metro Boundary: Local governments outside of the Metro Boundary are exempt from this business food waste requirement.
2. No Commercial District: Local governments that do not have commercial zones or commercial districts are exempt from this business food waste requirement.



**Compliance Waivers and Access to Services Payments**

Metro may grant compliance waivers or access to services payments to local governments that meet the standards below.

1. Business quantity minimum threshold: Metro will waive application of the business food waste requirement for a local government with five or fewer covered businesses within its boundary. Metro will review the number of covered businesses in each government annually. If Metro determines that a local government exceeds the minimum number of covered businesses during the review, Metro will inform the local government in writing and will require the local government to comply within 12 months of Metro notification.

2. Distance Access to Services Payments: Metro may provide financial reimbursement to a local government that is not within reasonable proximity of food waste transfer or processing services. Reasonable proximity is defined as within a distance that is equal to the average uncongested travel time one way to the nearest in-region transfer station that accepts commercially-derived municipal solid waste. Metro will establish zones to clearly define areas that are outside reasonable proximity and may apply a travel time inflator to account for congestion. Payment will be based on the number of loads per week of food waste generated within the zone at a 50% capture rate and the additional time required to deliver these loads to the nearest food waste transfer or processing services. Metro will determine the governments eligible to receive payment, the payment amount and disbursement method.

3. ~~Metro may waive temporarily application to a local government based on proximity to transfer or processing facilities services. Metro will not require a local government that qualifies for a temporary distance waiver to implement the requirement until such time as transfer or processing services are available within a reasonable distance. For purposes of this waiver, "reasonable distance" means (XXX miles) one way from the government's geographical center to the nearest approved food waste transfer or processing facility. Metro will grant a waiver only under the following conditions:~~

The payment amount will be calculated using the following elements:

- a. Average cost per hour to operate collection vehicle in the Metro region.
- b. Number and type of businesses entities within the zone.
- c. Estimated total tons per week generated by businesses within the zone at a 50% capture rate.
- d. Number of loads per week generated by businesses within the zone.
- e. Load size will be based on the average size of route truck food scraps loads delivered to Metro Central Transfer Station over a 12 month period.
- f. Maximum additional time round trip beyond reasonable proximity required to deliver loads to food waste transfer or processing services.
- g. Additional hours multiplied by cost per hour.

Metro will review all elements used to calculate payments annually and will make any adjustments necessary including utilizing new sources of data. Local governments will be notified of any adjustments within 30 days.

Criteria for payment:

**Comment:** Changes reflect a shift from a participation waiver to financial reimbursement system to enable full participation throughout the region. Payments are calculated using best available data and may change as new data becomes available.

- ~~a. A local government adopts a legally-enforceable mechanism that meets the business food waste requirement and performance standard by the adoption deadline.~~
- ~~b. A local government certifies that the financial reimbursement received will be used to offset the business food waste program collection costs.~~
- ~~c. Payment is temporary and will expire once transfer or processing services become available within reasonable proximity as determined by Metro. Metro will provide local governments with a 90-day notice of payment expiration and the date of final payment.~~
- ~~d. Metro will re-evaluate the payments annually and will automatically renew them if conditions have not changed. No action is required by qualified governments in order to renew payments.~~
- ~~a. A local government adopts a legally enforceable mechanism that meets the business food waste requirement and performance standard by the July 31, 2018 deadline.~~
- ~~b. Metro will develop the list of waived governments and the associated map when the location of the food waste processing facility transfer or processing services and available transfer locations are determined.~~
- ~~c. A qualified local government sends a requests letter to Metro stating a the intent to utilize a temporary distance waiver from Metro.~~
- ~~d. The local government's temporary waivers will expire once transfer or processing services become available within a reasonable distance as determined by Metro. Metro will provide waived governments with a 90 day notice of waiver expiration.~~
- ~~e. A local government must implement a mandatory program within 90 days after waiver expiration date.~~
- ~~f. Metro will re-evaluate waivers annually and will automatically renew them if conditions have not changed. No action is required by waived governments in order to renew a granted waiver.~~
- ~~g. Metro will develop the list of waived governments and the associated map when the location of the food waste processing facility and available transfer locations are determined.~~

FS—5.10—009

#### Local Government Requirements

1. Local Governments must implement one of the following:
  - a. Adopt a legally-enforceable mechanism that meets the performance standard in rule 011. A legally-enforceable mechanism includes but is not limited to local code, regulation, ordinance or law.
  - b. Adopt the Business Food Waste Requirement Model Ordinance and require business food waste be delivered to a solid waste facility authorized by Metro.
2. Local Governments must require Covered Businesses to:
  - a. Separate food waste from all other solid waste for collection.
  - b. Recover food waste that is controlled by the business, agents, and employees. This requirement does not apply to food wastes controlled by customers or public. At its discretion, a Covered Business Entity may collect food waste from customers or public but must ensure that food wastes are free of non-food items.

3. Local governments must require persons or entities that lease or provide space to a Covered Business Entity to allow or provide food waste collection service to those Covered Businesses.
4. Local governments must submit annual implementation plans to Metro according to the procedures set forth in these Administrative Rules.
5. Local governments may:
  - a. Implement the program in the manner that is most efficient and effective for local conditions, local solid waste system considerations, geography and that which best suits the covered businesses as long as the local government complies with the performance standard and deadlines.
  - b. Grant temporary waivers to a covered business according to the procedures set forth in these Administrative Rules.

#### **FS—5.10—010**

##### **Local Government Annual Implementation Plan**

Local governments are required to submit to Metro an annual implementation plan regarding the business food waste requirement. A local government may develop and implement its plan individually or through cooperative or partnership agreements between governments. A local government may implement the business food waste requirement in a manner that best suits local conditions as long as the local government meets or exceeds the performance standard. An implementation plan must meet the performance standard set forth in these Administrative Rules.

#### **FS—5.10—011**

##### **Local Government Performance Standard**

1. Business Notice of Requirement: After a local government adopts the business food waste requirement and according to the implementation schedule, the local government must send notice to covered businesses that outlines the requirement and how to comply and receive assistance. Local governments must establish a mechanism to notify new businesses of the business food waste requirement.
2. Local governments must require that businesses comply with the business food waste requirement including, but not limited to:
  - a. Adherence with the implementation schedule.
  - b. Correctly-labeled and easily-identifiable collection receptacles.
  - c. Arrange for food waste collection service as necessary.
  - d. Ensuring building owners or managers of multi-tenant buildings containing covered businesses allow or otherwise enable the provision of food waste collection service to lessees or occupants subject to the business food waste requirement.
3. Local governments must ensure appropriate collection receptacles and service is made available.
4. Local governments must require that franchised or otherwise licensed waste haulers deliver food waste to a facility that complies with federal, state, regional and local laws and regulations.

**FS – 5.10 – 012**

**Business Assistance**

Local governments must provide educational materials and offer technical assistance to covered businesses to assist with program set-up, understanding program requirements and separation standards.

- a. Educational materials must include, at a minimum:
  - i. Labels for collection containers that clearly communicate what is allowed and not allowed in the food waste collection system.
  - ii. Signs and/or posters that provide clear and simple instructions.
  - iii. All signs and program materials must be designed to be understood by people with limited English proficiency.
  - iv. Program contact phone number for businesses to call for program assistance.
- b. Technical assistance offered must include, at a minimum:
  - i. Education and assistance with food waste prevention techniques and edible food donation programs.
  - ii. Assistance with food waste collection program set up and training on-site at the business.
  - iii. Assistance with mitigating issues arising from program participation such as odors or vectors.
  - iv. Ensure correct labeling of all food waste collection receptacles.
  - v. Serve as a facilitator between the business and solid waste hauler as needed to assist with the provision of appropriate collection receptacles and service frequency.

**FS—5.10—013**

**Local Government Enforcement of the Business Food Waste Requirement**

Local governments must establish a method for ensuring compliance with the business food waste requirement.

**FS—5.10—014**

**Local Government Temporary Compliance Waivers to Covered Businesses**

1. A local government may establish a method for granting temporary waivers to covered businesses. A local government must seek Metro approval of the waiver method and conditions.
2. Temporary waivers must meet the following minimum standard:
  - a. May not exceed 12 months, annual renewal allowed.
  - b. In order to be renewed, a local government must annually review waivers to determine if conditions that warrant the waiver are still in place and cannot be remedied.
  - c. Covered businesses seeking a temporary waiver must agree to periodic waiver verification site visits. Local governments are responsible for determining if one or more of the following criteria warrant a temporary waiver:
    - i. Less than 250 pounds per week of food in the disposed waste.

- ii. Food waste produced by the covered business is not suitable for inclusion in the program, or cannot be made suitable without unreasonable expense.
- iii. Physical barriers to compliance exist and cannot be immediately remedied.
- iv. Compliance results in unreasonable capital expense.
- v. Compliance results in a violation of other government ordinance, health or safety code.
- vi.

#### **FS—5.10—015**

##### **Metro Enforcement of the Requirement**

A local government may request that Metro assist with enforcement of the business food waste requirement. Metro will provide enforcement assistance after Metro and the local government establish an Intergovernmental Agreement.

#### **FS—5.10—016**

##### **Self-Haul of Source-Separated Food Waste**

The local government may allow a covered business to self-haul source-separated food waste generated by that business. The local government must require the covered business to comply with these rules, including without limitation delivery of the food waste to a facility authorized by Metro.

#### **FS—5.10—017**

##### **Compliance Verification and Reporting**

Local governments must collect and report data to Metro to demonstrate compliance and assist with program evaluation. Metro will determine reporting requirements and frequency, review data and make a determination of compliance as set forth in Annual Implementation Plans.

#### **FS—5.10—018**

##### **Funding Guidelines**

1. Metro will provide funding to support the implementation of the business food waste requirement to local governments upon adoption of the requirements by the Metro Council. Metro intends to provide funding for the first five fiscal years of the business food waste requirement, subject to Metro Council approval of funding amounts during the annual budget process.
2. Local governments may use funds for business assistance, infrastructure, compliance, and enforcement efforts to implement the business food waste requirement. Metro will review and approve the intended uses prior to distributing funds.
3. If a local government has designated another agency or partner to implement the program, Metro shall distribute funds to the designated agency. A designated agency is a county agency, city agency or contracted agent that is responsible for designing and implementing a waste reduction program including the business food waste requirement, on behalf of a local government.

- |
4. In order to receive funding, a local government or its designated agency must submit documentation demonstrating compliance with the requirements of Metro Code 5.10.410-5.10.470 and these rules and enter into an Intergovernmental Agreement with Metro.
  5. Metro will withhold funding associated with the implementation of the business food waste requirement from governments that do not comply with the business food waste requirement. If governments remain out of compliance for more than two years, funding associated with the Recycle at Work program will also be withheld. Governments that are, in the sole opinion of Metro, actively making good faith efforts to adopt the business food waste requirement will remain eligible for associated funding. Metro will determine how any withheld funds will be utilized.

DRAFT: 04.02.2018



# Updated Public Comment Report: Business Food Waste Requirement



May 16, 2018

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## BACKGROUND

### First Comment Period

Between September 15 and October 20, 2017, Metro conducted the first public comment period for the proposed business food waste requirement ordinance and associated administrative rules. Notification letters were sent to more than 2,000 potentially-affected businesses to inform them of the policy and to invite comments. Metro also produced 1,000 public comment postcards for local government partners to hand out to businesses. A Metro News story, published on September 15, also announced the public comment period and provided information on how to submit public comment. This Metro News story was also promoted on Metro's Facebook page ([www.facebook.com/oregonmetro](http://www.facebook.com/oregonmetro)) and Twitter feed (@oregonmetro).

In addition, the Metro web page dedicated to the food scraps project ([www.oregonmetro.gov/foodscraps](http://www.oregonmetro.gov/foodscraps)) provided businesses with information on what types of materials would be included in the program, the types of businesses that would be required to participate, an estimate of the dates businesses would need to be in compliance with any new policy, and a guide designed to help businesses estimate the quantity of food scraps their business likely generates.

Comments were required to be submitted in writing for inclusion in this report. Comments were received primarily through an email address established for the comment period. Comments were also received via U.S. mail, through letters emailed to the Metro Council offices, and through a related Metro News posting on Metro's Facebook page.

### Second Comment Period

From April 16 through May 15, 2018, Metro conducted a second public comment period to solicit comments on the changes made to the administrative rules noted below.

The region may still have a limited number of facilities that accept commercial food scraps at the time the program is implemented, which might result in increased travel times for haulers delivering collected food scraps. Those times would translate into higher costs that would be passed on to customers. To address this, the administrative rules originally contained a distance waiver, through which Metro would waive the required food scraps collection requirement until a jurisdiction had a food scraps transfer station or processor in relatively close proximity. Following input from the Metro Council at the Council work session in November 2017, **Metro staff developed an alternative approach intended to achieve the same objective as the distance waiver**, but to do so in a way that more strongly advances the intent of the regional food scraps policy and allows all businesses to participate. In addition, the **policy implementation dates were adjusted** forward one year to allow for ample time for collection system development.

All of the comments received, as well as the comment log with staff response are included with this report as Attachment A.

## COMMENT SUMMARY

### First Comment Period

At the close of the first comment period, 40 sets of written comments were received:

- 20 were clearly supportive of the mandatory policy
- 1 was opposed
- 11 requested specific edits to the policy or had general concerns and suggestions for changes
- 6 had general questions or were requests for additional information on various topics
- 2 comments were not applicable or neutral
- A fifth-grade class from Sauvie Island Academy also submitted letters; 18 students were in support and 4 were opposed.

The majority of those **in favor** of the policy indicated:

- A mandatory program was overdue and it was a surprise that it was not yet required in such an environmentally progressive region.
- The education and outreach structure and associated funding to support local government technical assistance is important for businesses to be successful.
- It is important to make sure that proper infrastructure is in place for businesses and that there is adequate funding to support implementation success.
- It is the responsible and sustainable thing to do, all businesses should be required to participate and the data support the need for the policy.

The one comment **opposed** to the policy believed that these businesses were already participating in a program and if the service was free, more would participate.

The **concerns** expressed by eleven of the comments included the following:

- Increased costs to businesses already strained by new fees and taxes
- Potential nuisance or health/sanitation issues
- Questions regarding Metro's legal authority to impose the policy on local governments
- Risk of failure or unintended consequences
- Equity—better understand the burdens on different business communities, especially those with little influence over the policy
- Concerns about timeframe for implementation being too aggressive—should be more flexible
- Critical cost details are still unknown
- Necessary infrastructure for commercial food waste transfer still lacking in the region

### Second Comment Period

At the close of the second comment period, 8 sets of written comments were received:

- 3 were in support of the policy
- 3 supported intent of the policy but had specific concerns about how the access to services funds would be disbursed
- 1 requested that Metro consider a pilot program in one area of the region prior to region-wide implementation
- 1 requested the requirement be expanded to cover multifamily households

## AMENDMENTS MADE TO DRAFT POLICY

All comments received during the first comment period were reviewed by the intergovernmental policy team. Those comments that requested **specific changes** to the Administrative Rules were discussed by the team which then determined which comments necessitated changes or clarifications to the draft ordinance and administrative rules documents and what those specific changes should be. The majority of the changes made were to improve clarity and correct inconsistencies in the documents. The revised draft of the ordinance and administrative rules, dated November 8, 2017, which illustrates proposed changes based on the comments during this first period is included as Attachment B.

Comments received during the second comment period were reviewed by Metro staff. No changes were made to the draft documents based on the comments received.

## CONCLUSIONS AND NEXT STEPS

The first round of public comments indicated overall general support for the policy.

- Questions remain regarding the details of the temporary waivers for local government implementation. Staff will need to determine the appropriate criteria and base data, evaluate potential impacts on tons recovered and collection economics, test approaches and revise the rules over time.
- Questions remain regarding the financial impacts of the policy both on local governments and on affected businesses. Metro needs to complete further analysis on the cost impacts including the tip fee that will be charged prior to the effective date of the policy if the ordinance is adopted by the Metro Council. (The policy would take effect on October 26, 2018, if the Metro Council adopts the ordinance on July 26, 2018.)
- Metro should develop and issue guidance documents to bring clarity to specific elements of the Administrative Rules; specifically local government reporting requirements.

The second round of comments echoed the overall support and raised the following:

- Some local governments and the hauling community requested that the access to transfer services payment disbursement method be reconsidered. The preference of the commenters was that the payments be directed to the haulers rather than local governments.
- Questions remained regarding the parameters of how the funds could be used should they be allocated to local governments rather than haulers.

Metro staff will continue to refine the Administrative Rules based on the feedback received. If the Metro Council adopts the food scraps separation ordinance, a third draft of the administrative rules will be made available for a final 30-day public comment period sometime shortly after the Metro Council's action. Once this final comment period has closed, a public hearing on the draft administrative rules will be held in accordance with Metro Code Chapter 5.01.280.

The complete report, including [Attachment A](#) can be viewed on the Metro website: [www.oregonmetro.gov/foodscraps](http://www.oregonmetro.gov/foodscraps)

**Regional Investment Strategy Update: Housing  
Measure Recommendation**

*Work Session Topics*

Metro Council Work Session  
Tuesday, June 5, 2018  
Metro Regional Center, Council Chamber

**Emerging Technology Strategy Discussion Draft**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, June 6, 2018  
Metro Regional Center, Council Chamber

# METRO COUNCIL

## Work Session Worksheet

**PRESENTATION DATE:** June 5, 2018

**LENGTH:** 45 min.

**PRESENTATION TITLE:** Emerging Technologies Strategy: Discussion Draft

**DEPARTMENT:** Planning and Development

**PRESENTER(S):** Eliot Rose, 503-797-1825, [eliot.rose@oregonmetro.gov](mailto:eliot.rose@oregonmetro.gov)

### WORK SESSION PURPOSE & DESIRED OUTCOMES

- Purpose: Provide an overview of the discussion draft of the Emerging Technology Strategy, including new material added and changes made since Council last reviewed the Strategy.
- Outcome: Council directs staff to release the draft Emerging Technology for public review as part of the Regional Transportation Plan public comment period.

### TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

Metro's Emerging Technology Strategy outlines how Metro and its partners can harness the potential of new technologies – including transportation network companies (Uber and Lyft); car and bike sharing; and automated, connected, and electric vehicles – to create a more equitable and livable region. Some of these technologies are already transforming the way that we travel, while others are poised to usher in more sweeping changes within the next five years. These technologies have the potential to impact every one of our regional goals for better and for worse, and we need to take action today in order to set ourselves on a positive course.

Metro staff developed the Emerging Technology Strategy policy framework through discussions with partner agencies, reviews of work conducted by peer agencies, and research on the impact of different emerging technologies. Metro staff last presented the draft Emerging Technology Strategy policies to the Council in February. Since then, Metro staff have been revising the policies based on the feedback received from Council and from Metro committees, as well as through discussions with staff at partner agencies. Staff also completed a discussion draft of the Emerging Technology Strategy, which provides additional context for the policies by detailing when and how technology is likely to affect the region's goals and outlines next steps that Metro can take over the next two years to support partners in implementing the Strategy.

### QUESTIONS FOR COUNCIL CONSIDERATION

- Has Council direction regarding the draft Emerging Technology Strategy been adequately addressed?
- What questions or feedback does Council have on the discussion draft of the Emerging Technology Strategy?

### PACKET MATERIALS

- Would legislation be required for Council action  Yes  No
- If yes, is draft legislation attached?  Yes  No
- What other materials are you presenting today? Memo, presentation



# Memo

Date: June 5, 2018  
To: Metro Council and interested parties  
From: Eliot Rose, Senior Technology Strategist  
Subject: Emerging Technology Strategy Discussion Draft

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## **Purpose**

The purpose of this memorandum and the associated materials and presentation is to provide Council with an overview of the discussion draft of the Emerging Technology Strategy (**Attachment 1**) and inform Council’s decision to direct staff to release the draft Emerging Technology for public review as part of the Regional Transportation Plan public comment period.

## **Action Requested**

Council directs staff to release the draft Emerging Technology for public review as part of the Regional Transportation Plan public comment period.

## **Background**

The Emerging Technology Strategy is a new component of the Regional Transportation Plan. It identifies steps that Metro and our partners can take to harness new developments in transportation technology—including automated, connected and electric vehicles; new mobility services like car share, bike share, and ridehailing services (e.g., Uber and Lyft)—to create a more equitable and livable region.

Council members had an opportunity to provide input on the Emerging Technology Strategy policy language in February 2018. Metro technical and policy committees have also offered feedback on the policy language and the discussion draft of the Strategy; the attached draft reflects this feedback. Based on the input received, we have made the following changes to the Strategy:

- Added language emphasizing that emerging technologies should be used to supporting transit in the Choices policy
- Removed the Prosperity policy, which partners felt was not tied clearly enough to the work of Metro and our partners
- Clarified the relationship between emerging technology policies and Metro’s adopted regional goals
- Added specifics throughout the strategy about how we want to see emerging technologies implemented in our region, and who among Metro and our partners are responsible for implementation
- Generally edited and clarified policy language

In addition, the discussion draft contains information and background research on the impacts and projected development of emerging technologies that provides additional context for the policies.

## **Next Steps**

Staff will finalize the Emerging Technology Strategy guided by the Metro Council, Metro's technical and policy advisory committees, and public comment. The Metro Council will consider adoption of the final strategy in December 2018 alongside the other elements of the RTP. Upcoming discussions and actions include:

- **June 5 – Council:** Consider directing staff to release the draft Emerging Technology for public review as part of the Regional Transportation Plan public comment period.
- **June 29 – August 13 – Public comment period:** Public review draft of Emerging Technology Strategy
- **September – MTAC and TPAC:** Adoption draft of Emerging Technology Strategy – recommendation to MPAC and JPACT
- **October – MPAC and JPACT:** Adoption draft of Emerging Technology Strategy – recommendation to Council
- **December – Metro Council:** Adoption draft of Emerging Technology Strategy – final action (by Metro Resolution)

#### **Attachments**

1. Emerging Technology Strategy discussion draft
2. Emerging Technology Strategy Technical Appendices discussion draft



**PUBLIC REVIEW DRAFT**

2018 Regional Transportation Plan

# Emerging Technology Strategy

*A strategy for guiding innovation to support  
the greater Portland region's goals*

**May 25, 2018**

[oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance.

If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights) or call 503-797-1536.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at [www.trimet.org](http://www.trimet.org).

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Regional Transportation Plan website: [\*\*oregonmetro.gov/rtp\*\*](http://oregonmetro.gov/rtp)

The preparation of this strategy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

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## GLOSSARY

**Emerging technology** is a blanket term that we use throughout this plan to refer to new developments in transportation technology. We use it to refer both to technologies like automated vehicles or smart phones and services that operate using these technologies, like car and bike share. We discuss the following emerging technologies in this strategy:

**Automated vehicles (AVs)** use sensors and advanced control systems to operate independently of any input from a human driver. Transportation experts have developed a five-level system to distinguish between different levels of automation;<sup>1</sup> in this plan we focus on Level 4 or 5 AVs, which can operate independently under most or all conditions.

**Connected vehicles (CVs)** communicate with each other or with infrastructure like traffic signals and incident management systems. It seems increasingly likely that vehicles in the near future will be automated and may include some connected elements, we typically use “automated vehicles” to refer to vehicles that include a mix of automated and connected elements, and only use “connected vehicles” to distinguish connected from automated vehicles.

**Connected vehicle (CV) infrastructure**, such as traffic signals and roadside sensors, communicates information to CVs in order to help them navigate the transportation system safely and efficiently.

**Electric vehicles (EVs)** use electric motors for propulsion instead of or in addition to gasoline motors.

**Ride-hailing services** (also known as transportation network companies, or TNCs) like Uber and Lyft use apps to connect passengers with drivers who provide rides in their personal vehicles.

**Microtransit** services such as Via, Chariot and Leap can differ from conventional transit service in several different ways:

- **Dynamic routing:** Some microtransit services operate on flexible routes to pick up and drop off riders nearer to their origins and destinations. Services may deviate from a fixed route to make pickups and dropoffs, crowdsource routes from data provided by riders or make stops anywhere within a defined service area.
- **On-demand scheduling:** Instead of operating on a fixed schedule, microtransit services may allow riders to request a ride when they need it.
- **Smaller vehicles:** Microtransit services often use vans or small buses instead of 40-passenger buses.
- **Private operation:** Many microtransit services are privately operated or operated through partnerships between public agencies and private companies.

We distinguish between microtransit that is **coordinated** with public transit, for example services that connect people to high-frequency transit or operate in areas that are hard to serve with

conventional transit, and **luxury** microtransit that serve existing transit routes and offer more space or amenities than a public bus at a higher cost.

**Car share** services allow people to rent a nearby vehicle for short trips and pay only for the time that they use. Different car share service types include:

- Stationary car share (ZipCar, in some cases ReachNow), under which cars are kept at fixed stations and users pick up cars from and return them to the same station.
- Free-floating car share (Car2Go, ReachNow), which allows people to pick up and drop off cars anywhere within a defined service area.
- Peer-to-peer car share (Getaround, Turo), which enables people to rent cars from their neighbors on a short-term basis.

**Bike share** systems like Biketown in Portland make fleets of bicycles available for short-term rental within a defined service area. Some bike share systems now offer electric bikes.

**Conventional** bike share systems like Biketown in Portland are operated through exclusive agreements between a private company and a public agency, and in most cases users must pick up and leave bikes at designated stations, through Biketown and other modern systems also offer users the option of locking a bike anywhere within the service area. Fully **dockless** systems operated by companies such as Ofo, Limebike and Spin allow users to pick up and leave bikes (or electric scooters, which many companies now offer) within a defined service area and require less coordination between the public and private sector.

**Traveler information and payment** refers to the numerous new ways in which technology enables people to learn about and pay for their travel options online. These services can help people compare different ways of getting around (moovel, Google Maps), get detailed information on their mode of choice (TransitApp, Ride Report, Waze), track and share their trips (Strava, MapMyWalk) and pay for trips (TriMet's Tickets app, Uber/Lyft).

**Common ways of grouping some of these technologies together include:**

**New mobility services** refers to transportation services like ride-hailing, microtransit and car and bike share, which operate using smart phones and other emerging technologies. Many of these services are privately operated by **new mobility companies**.

**Shared mobility** describes services that allow people to share a vehicle, such as ride-hailing trips, car and bike share and microtransit, as well as traditional shared modes like transit, car- or vanpools and taxis. Some of these services are privately operated by **shared mobility companies**.

**Shared trips** are trips taken by multiple passengers traveling in a single vehicle, including carpools, transit trips and some ride-hailing or car share trips.

**Smart cities** refers to the way in which public agencies are using technology to collect better data, provide better service, do business more efficiently and make better decisions.



## EXECUTIVE SUMMARY

The Emerging Technology Strategy identifies steps that Metro and our partners can take to harness new developments in transportation technology—including automated, connected and electric vehicles; new mobility services like car share, bike share and ride-hailing services (for example, Uber and Lyft); and the increasing amount of data available to both travelers and planners—to create a more equitable and livable greater Portland region and meet the goals in the 2018 Regional Transportation Plan. The Strategy forecasts how technology is likely to impact transportation over the coming decades, discusses how transportation agencies can respond in an era of increasingly rapid change and identifies policies and actions that Metro and our partners can take to stay on track to achieve our regional goals as technology continues to develop.

### Today

Technology is already transforming the our region’s transportation system. Ride-hailing services provided over ten million rides within the city of Portland in 2017, car share services operate over 1,000 vehicles in the region and the City of Portland’s bike share system, Biketown, launched in July 2016 and carried over 300,000 trips in its first year. People increasingly rely on smartphone apps to help them make on-the-go decisions when congestion or a change in circumstances means that they can’t travel like they normally do.

### The Next Five Years

Many companies are already testing automated vehicles, and the first generation of street-ready automated vehicles will likely be available within the next five years. Ride-hailing services will be among the first to deploy automated vehicles, which will help them cut the cost of trips and serve new users; other companies are likely to launch shared, automated transportation services soon. Right now, people mainly use ride-hailing in larger cities and for occasional recreational trips or trips to the airport, but ride-hailing as well as other new options will likely become more popular for everyday travel and in smaller cities and suburban areas. These changes have big implications for the most pressing issues facing our region:

**Equity:** Our region is undergoing a housing crisis, and people of color and low-income households – who are the most likely to rely on transit and active transportation – are being displaced to areas that lack good transit service and safe bicycling and walking facilities. Emerging technology can help us better serve those who need it the most if we remove barriers to accessing technology and use it to provide better transportation options for underserved communities.

**Congestion:** As our region grows, our transportation system is becoming more crowded. Emerging technology can help us manage congestion if we shape it so that it supports transit, shared trips and active transportation.

**Advancing the public interest:** Metro and its public agency partners have a long tradition of working in collaboration with residents, businesses and others to create more livable communities, Private companies are now leading the way in deploying new transportation

technologies. Public agencies can take an active role in shaping how technology effects our region if we're clear about our goals and we develop the relationships and tools that we need to reach them.

## The Next Four Decades

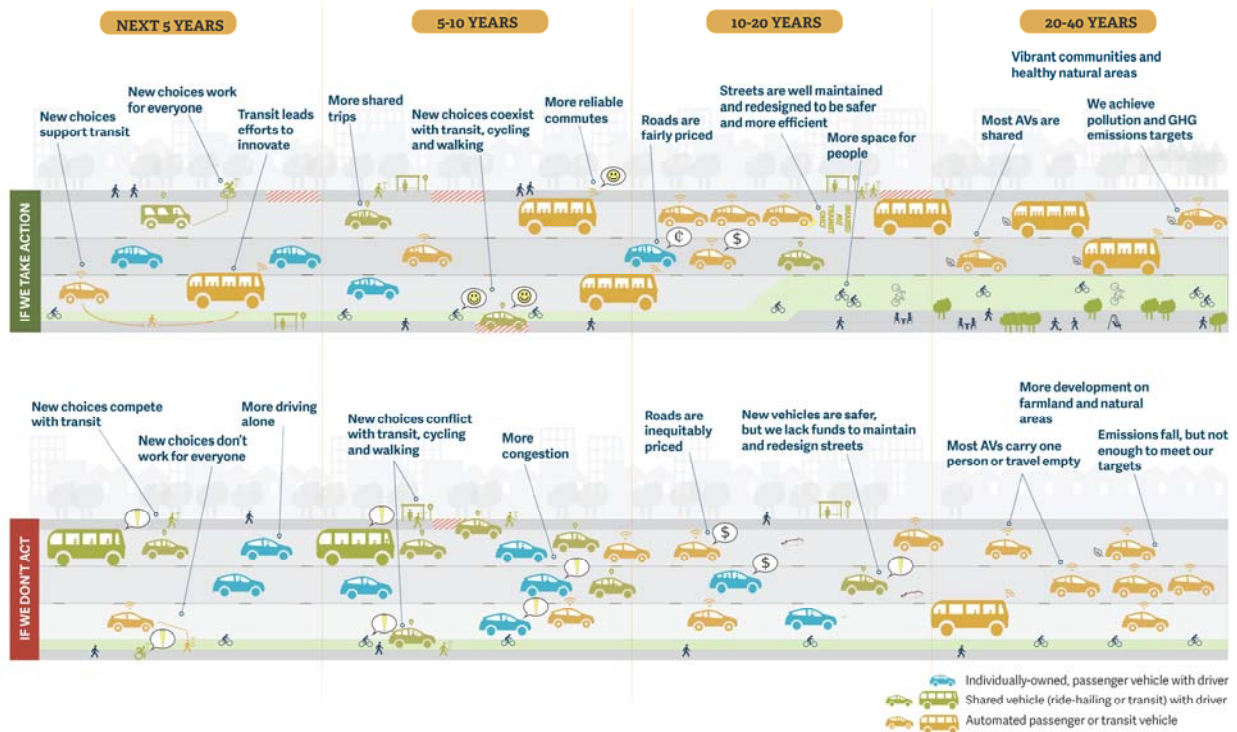
Over the longer term, emerging technology stands to affect every one of our regional goals, both for better and worse, as summarized in Table 3.

**Table 1. How emerging technology could impact our regional goals**

Goal	Promise	Peril
Vibrant communities	We have more space for people instead of vehicles, particularly in regional centers, because vehicles no longer need parking and use less space on the road.	We prioritize moving automated vehicles efficiently over creating space for people. The increased convenience of driving creates less development in regional centers and more in communities outside of the metropolitan area.
Prosperity	New mobility companies bring new jobs to the region, and people are able to spend more time working or at home with friends and family instead of sitting in traffic.	Automation eliminates thousands of jobs, and productivity only increases for people who can do their work from a vehicle.
Choices	Transit becomes more efficient and new mobility services make carpooling the norm.	Driving alone becomes more convenient and new services draw riders away from transit, walking and bicycling.
Reliability	Technology helps to reduce congestion as automated vehicles use roadway space more efficiently, carpooling becomes easier and transit becomes more efficient.	Technology increases congestion as driving becomes more convenient, vehicles travel more to move fewer people, there are more conflicts in high-demand areas and delivery vehicles clog local streets.
Safety and security	Automated vehicles eliminate crashes due to human error.	More pickups and drop-offs create curbside conflicts and the transportation system is vulnerable to cyberattacks.
Environment	Vehicles become cleaner and more efficient.	Vehicle miles traveled increase, offsetting the benefits of cleaner vehicles, and increased sprawl places development pressure on farmland and natural areas.
Health	Cleaner vehicles mean less pollution and better air quality, and bike share provides another active transportation option.	People live more sedentary lifestyles as driving becomes more convenient.
Equity	People who cannot or do not drive have more choices, and new options become more affordable as technology advances.	New services focus on affluent customers, while others face barriers to accessing new technology and services.
Fiscal stewardship	Technology enables more cost-effective pricing, management and operation of the transportation system.	The gas tax and other sources of transportation revenue dwindle.
Transparency	Collecting transportation data becomes more efficient.	Private companies withhold data from public agencies and resist oversight.

We can deliver on the promise and avoid the peril by start today to address the most pressing issues that technology presents. Figure 3 illustrates how taking action now can set us up for future success—as well as what might happen if we don’t act.

**Figure 1. What the region’s future could look like if we take action on technology—and if we don’t**



### Emerging Technology Vision, Policies and Actions

The principles below articulate a long-term **vision** for how technology should support the goals of the Regional Transportation Plan. These principles, summarized in Table 2, guide Metro and its partners in planning for and working with emerging technology as it continues to evolve, as well as in developing partnerships and pilot projects.

**Table 2: RTP goals and corresponding emerging technology principles**

RTP goal	Emerging technology principle
Vibrant communities	Emerging technology should support our regional land use vision and enable communities to devote more space to places for people.
Prosperity	Workers whose jobs are impacted by automation should be able to find new opportunities, and emerging technology should create more efficient ways to meet the transportation needs of local businesses and workers.
Choices	Emerging technology should improve transit service or provide shared travel options and support transit, bicycling and walking.
Reliability	Emerging technology should help to manage congestion by promoting shared trips, decreasing vehicle miles traveled and minimizing conflicts between modes.

<b>RTP goal</b>	<b>Emerging technology principle</b>
Safety and security	Emerging technology should reduce the risk of crashes for everyone and protect users from data breaches and cyberattacks.
Environment	New mobility services should use vehicles that run on clean or renewable energy.
Equity	New mobility services should be accessible, affordable and available for all and meet the transportation needs of communities of color and historically marginalized communities.
Fiscal stewardship	Emerging technology companies and users should contribute their fair share of the cost of operating, maintaining and building the transportation system, and new technology should make it possible to collect transportation revenues efficiently and equitably. Public agencies should test new ideas and technologies before committing to them in order to get the best return on public investments.
Transparency	Companies and public agencies should collaborate and share data to help make the transportation system better for everyone.

**Policies** focus on the key issues that Metro and its public agency partners need to address over the next decade in order to stay on track to meet our regional goals as technology and mobility continue to evolve. The Strategy identifies implementation actions for Metro and its partners to consider in implementing these policies.

**Policy 1: Equity:** Make emerging technology accessible, available and affordable to all, and use technology to create more equitable communities.

**Policy 2: Choices:** Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.

**Policy 3: Information:** Use the best data available to empower travelers to make travel choices and to plan and manage the transportation system.

**Policy 4: Innovation:** Advance the public interest by anticipating, learning from and adapting to new developments in technology.

Metro has identified four **next steps** to take in the next two years that will advance the region’s work on emerging technology and support local partners in implementing the policies listed above.

Fund **technology pilot projects** to test new approaches to connecting people to transit, promoting shared and active trips and providing more equitable transportation options.

Convene partners to establish **new mobility policies** that are consistent across the region and aligned with this strategy to ensure new travel options operate safely, equitably and transparently.

Develop **better data and tools** so that we can account for the impacts of emerging technology in transportation planning efforts.

Advocate for **state and federal technology policy that supports our regional goals** and preserves local and regional authority to manage the transportation system.

## INTRODUCTION

The Emerging Technology Strategy identifies steps that Metro and our partners can take to harness new developments in transportation technology—including automated, connected and electric vehicles; new mobility services like car share, bike share and ride-hailing services (for example, Uber and Lyft); and the increasing amount of data available to both travelers and planners—to create a more equitable and livable greater Portland region and meet the goals in the 2018 Regional Transportation Plan.

### Metro's Role

Metro has a variety of roles in transportation planning, including:

- setting regional transportation policies, targets and performance measures
- planning and project development for major transit projects
- supporting and introducing transportation legislation
- collecting and sharing data to inform transportation planning decisions
- coordinating partner agencies on regional issues
- funding transportation projects and programs

New mobility services are already transforming how people travel in the region, and automated vehicles are poised to usher in even more sweeping changes that will affect how Metro and its partners plan and operate the transportation system. Successfully planning and building the transportation system to meet our region's needs depends upon having a clear picture of the future. The uncertainty surrounding how new services are being used, when new innovations will arrive and what the impacts of technology will be makes transportation agencies' jobs more challenging. The Emerging Technology Strategy forecasts how technology is likely to impact transportation over the coming decades, discusses how transportation agencies can respond in an era of increasingly rapid change, and identifies policies and actions that Metro and our partners can take—beginning today—to stay on track to achieve our regional goals as technology continues to develop.

### Planning and Public Engagement Process

#### The 2018 Regional Transportation Plan: Getting to Here

The Emerging Technology Strategy was created as part of the process of developing the 2018 Regional Transportation Plan, which began in summer 2015 and took place in five phases.

**Phase 1: Getting started** Beginning in summer 2015, the first phase consisted of engaging local, regional, state, business and community partners to prioritize the regional challenges to be addressed in the update and the process for how the region should work together to address them. This engagement included:

- interviews with 31 stakeholders

- discussion groups in partnership with Metro’s diversity, equity and inclusion team with communities of color and youth on priorities and issues related to racial equity
- a partnership with PSU’s Center for Public Service and 1000 Friends of Oregon to explore components of inclusive public engagement to develop an approach to better reach underrepresented communities
- a public involvement retrospective that summarized previous feedback from communities of color on transportation planning and project development
- an online survey with more than 1,800 participants to help identify the top transportation issues facing the greater Portland region.

This phase concluded in December 2015 with JPACT and Council approval of the work plan and public participation plan for the update. In addition to implementing the 2014 Climate Smart Strategy, the adopted work plan identified seven policy topics for the Regional Transportation Plan update to focus on – safety, equity, freight, transit, finance, performance, and design.

**Phase 2: Framing trends and challenges** The second phase began in January 2016 and concluded in April 2016. In this phase, Metro engaged the public, jurisdictional partners and business and community leaders to document key trends and challenges facing the region as well as priority outcomes for investment in the region’s transportation system. This included:

- an online survey with more than 5,800 participants working through the questions
- a Regional Snapshot on transportation, published in April 2016.

Also in April 2016, the Metro Council convened members of MPAC, JPACT, state legislators, community and business leaders and other interests from across the region to discuss the key trends and challenges facing the region during the first of four regional leadership forums.

Metro staff also worked with ODOT’s economist and jurisdictional partners, individually and through a technical work group, to forecast a budget of federal, state and local funds the greater Portland region can reasonably expect by 2040 under current funding trends.

**Phase 3: Looking forward** From May 2016 to May 2017 technical work and public engagement activities continued to focus on finalizing a shared vision statement for the plan, developing draft strategies for safety, transit and freight, and updating the evaluation framework and measures for evaluating plan performance. The engagement for this phase included:

- a round of follow up discussion groups in partnership with Metro’s diversity, equity and inclusion team with communities of color and youth to review actions and priorities for the agency’s racial equity strategy
- focus and discussion groups on transportation priorities for communities of color and strategies to improve engagement with underrepresented groups,
- an online survey focusing on priorities for communities of color
- an online survey with more than 2,600 participants on investment priorities and funding,

- another round of discussion groups with communities of color on hiring practices and priorities related to the Planning and Development department-specific equity plan.

Metro Council also hosted its second and third regional leadership forums. In regional leadership forums 1 and 2, there was consensus that a bold vision and more funding are needed to build a 21st century transportation system. In forum 3, leaders discussed a shared vision for the future transportation system and potential near-term priorities for addressing regional transportation challenges in ways that supported the vision. Participants also identified actions to build a path to future funding.

Staff also compiled background information and online resource guide maps to support jurisdictional partners as they updated their investment priorities for further evaluation and public review during Phase 4. In addition, staff launched the RTP Project Hub – an online visual database – for jurisdictional partners to use to update project information and collaborate with other jurisdictions. Phase 3 concluded with Metro Council directing staff to release a call for projects to update the region’s transportation near- and long-term investment priorities to support regional goals for safety, congestion relief, affordability, community livability, the economy, social equity and the environment.

**Phase 4: Building a shared strategy** The fourth phase began in June 2017 with release of a second Regional Snapshot on transportation and the Call for Projects for jurisdictional partners to update the plan’s regional transportation project priorities. Agencies were asked to identify projects that address regional needs and challenges, reflect public priorities and maximize progress toward the region’s agreed upon vision and goals for the future transportation system.

Local jurisdictions and county coordinating committees worked within a constrained budget and capital funding targets to determine the project priorities to put forward for inclusion in the plan in collaboration with the Oregon Department of Transportation (ODOT), Metro, South Metro Area Regional Transit (SMART) and TriMet. All project submissions were required to have come from adopted plans or studies that provided opportunities for public input.

In summer 2017, Metro analyzed three funding scenarios: 10-year constrained project priorities, 2040 constrained project priorities and 2040 strategic project priorities. The analysis tested new and updated outcomes-based system performance measures to evaluate performance of the transportation system as a whole for each scenario to help inform finalizing the plan’s project priorities in Phase 5. Metro staff also prepared an interactive map of proposed projects and lists that was made available on the project website for the public and partners to use to learn more about the projects under consideration. Safety, transit, freight and emerging technology strategies continued to be developed on parallel tracks. Jurisdictions also piloted project-level evaluation criteria on 50 projects; the pilot project evaluation will be advanced during the next RTP update.

The results of the analysis were released in November 2017. Engagement on the call for projects included:

- a community leaders’ forum for feedback on the results

- Metro Councilor briefings to business and neighborhood groups
- an online survey with more than 2,900 participants.

The analysis was also summarized in a larger discussion guide for decision-makers that also relayed key issues and the results of the Call for Projects. A fourth and final Regional Leadership Forum was held in March 2018 to discuss findings and recommendations from the technical analysis and public engagement to inform finalizing the plan during Phase 5.

**Phase 5: Adopting a plan of action** The fifth and final phase of the process began in April 2018 and is focused on finalizing and adopting the region’s investment priorities and strategies recommended through 2040. The 2018 Regional Transportation Plan will be available for public review in June 2018, with a formal comment period from June 29 through Aug. 13. For this comment period, engagement activities include:

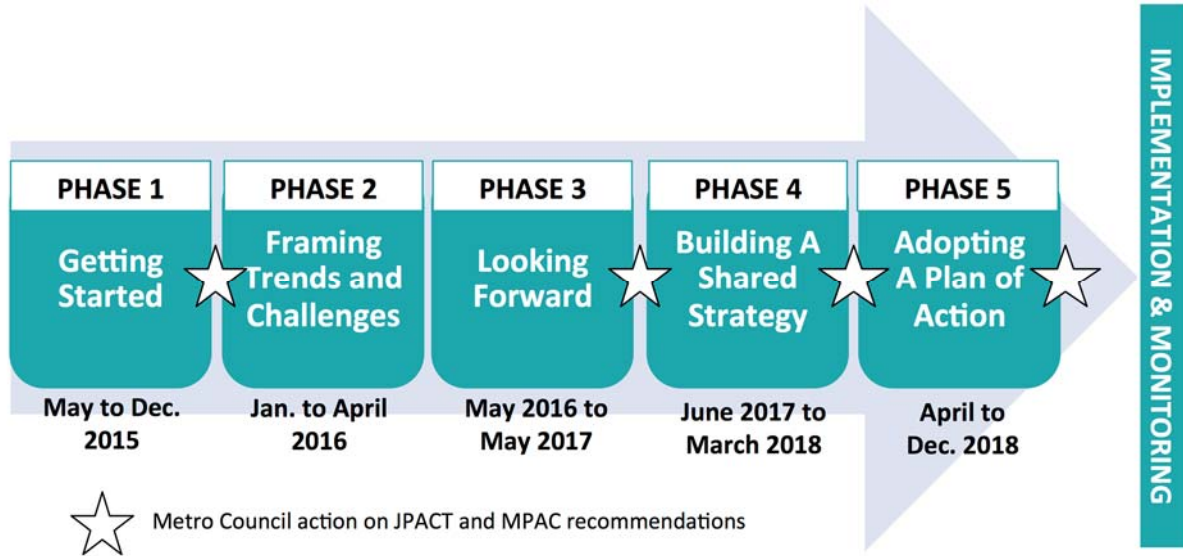
- an online survey with a high level summary the plan
- an interactive map of projects, project lists and a briefing book that provides a more in-depth summary;
- draft documents, including the 2018 Regional Transportation Plan and safety, transit, freight and emerging technology strategies, available for review and comment.

The Metro Council will hold a hearing on August 2, 2018. All comments received during the comment period will be summarized in a public comment report. Recommended changes to the draft materials to respond to all substantive comments received during the comment period will be summarized in a public comment log that will be considered by MPAC, JPACT and the Metro Council during the adoption process.

JPACT and MPAC will make recommendations to the Metro Council in October 2018. Metro Council is scheduled to hold legislative hearings on November 8 and December 6. Metro Council will consider adoption of the final plan, project priorities and strategies for safety, transit, freight and emerging technology in December 2018. Figure 2 summarizes the process of developing the Regional Transportation Plan.



**Figure 2: Summary of the Regional Transportation Plan development process**



### **Developing the Emerging Technology Strategy**

Metro conducted additional analysis and outreach to develop the Emerging Technology Strategy. Staff began by reviewing available research on the impacts of emerging technology, forecasts of when different technologies are expected to reach maturity, and technology plans and policies from peer agencies across the United States. Staff held one-on-one conversations with over 40 stakeholders across the region – including representatives of public agencies, technology companies and advocacy and community organizations – about their priorities for emerging technology. This research and these conversations formed the basis for a draft set of policies, which Metro staff refined based on feedback from Metro Council and Metro technical and policy committees; technology-related stakeholder groups including the University of Oregon Sustainable Cities Initiative, the Regional Smart City Action Planning group convened by Portland State University and the City of Portland and the Technology Association of Oregon; and an informal working group convened at Metro consisting of public agency staff that met four times as the strategy was being developed. Staff summarized the research and policies in a draft version of the Emerging Technology Strategy, and finalized the discussion draft based on feedback from Metro technical and policy committees.

### **Document Organization**

The Emerging Technology Strategy consists of the following sections:

#### **Executive Summary**

Provides a short summary and key elements of the strategy.

#### **Technology Today in the Greater Portland Region**

Describes the how travelers are using the emerging technology that is currently available in the region.

### **The Next Five Years**

Discusses the major developments that are likely to take place over the next five years and the opportunities and challenges that they pose for key issues facing the region.

### **The Next Four Decades**

Gives an overview of the opportunities and challenges that emerging technology presents for each of the Regional Transportation Plan goals and evaluates potential approaches to working with different emerging technologies.

### **Emerging Technology Vision, Policies and Actions**

Describes a vision for how technology can support the Regional Transportation Plan goals, as well as policies and potential implementation actions that Metro and our partners can take to achieve this vision.

### **Technical Appendices**

The two technical appendices that accompany the plan provide more detailed information on how emerging technology is likely to develop over the next four decades and on the impacts that different technologies could have on our regional goals.

## TECHNOLOGY TODAY IN THE GREATER PORTLAND REGION

Technology is already transforming our region's transportation system. In the city of Portland, ride-hailing services now carry more people than taxis do,<sup>2</sup> providing over ten million rides within the city in 2017.<sup>3</sup> Car share companies including Car2go, ReachNow and Zipcar operate over 1,000 vehicles in the Portland area.<sup>4</sup> Some of these companies have been around for a decade, but new models have sprung up, including free-floating car share, which allows people to pick up and drop off a car anywhere within a defined area, and peer-to-peer car share, which makes it easy for neighbors to borrow cars from each other. The City of Portland's bike share system, Biketown, launched in July 2016 and carried over 300,000 trips in its first year, and there are signs that other bike share companies are looking to launch service here soon.<sup>5</sup>

Meanwhile, smartphone apps have become the most popular way for people to get information on their travel choices, while the number of people who get information from other sources declined swiftly over the past three years. People increasingly rely on the real-time, multimodal information that apps provide to make on-the-go decisions when congestion or a change in circumstances means that they can't take the mode or route that they normally do.

New services like car sharing and ride-hailing are bringing more affordable and efficient options to the region, but some of them may also be competing with transit and increasing congestion. We have new ways to meet the transportation needs of underserved people, but many of these new options are not accessible to all. Surveys conducted by Metro find that a disproportionately large number of frequent ride-hailing users are wealthy and young, while a disproportionately small number are low-income people or people over 45.<sup>6</sup> The impacts are mixed and our information is limited, but it's clear that we're in an era of rapid change, and that public agencies need to act to make sure that emerging technology helps create more equitable and livable communities across the Portland region.

## THE NEXT FIVE YEARS

Many companies are already testing automated vehicles,<sup>7</sup> and the first generation of street-ready automated vehicles will likely be available within the next five years. These vehicles will likely accelerate the already-growing use of new mobility services and smartphone apps when they arrive. Automated vehicles will cost more than regular vehicles, so most people probably won't be rushing out to buy them for personal use, and in the coming decade most of the vehicles on the road will continue to be human-driven. However, ride-hailing services and freight operators will be among the first to deploy automated vehicles, which will help them cut the cost of trips and serve new users.

As a result, ride-hailing services will likely become a more popular option for everyday travel and in smaller cities and suburban areas. Right now, people mainly use ride-hailing in larger cities and for occasional recreational trips or trips to the airport, but use of ride-hailing services is growing rapidly in cities outside of Portland. As the cost of ride-hailing trips falls thanks to automation, communities like Hillsboro, Oregon City and Gresham could see the same level of ride-hailing that Portland currently does. It likely won't just be Uber and Lyft serving these communities; many companies that are developing automated vehicles are planning to launch new transportation services as well.<sup>8</sup>

These developments will deepen the impacts that technology is already having and affect how some of the most pressing issues facing our region play out. The greater Portland region has inequitable access to safe, reliable, healthy and affordable ways to get around and is experiencing rapid population growth, rising housing costs and increasing congestion. Emerging technology has the potential to help us confront these challenges – or to exacerbate them.

### Equity

Our region is undergoing a housing crisis. During the first half of this decade, average home prices in the region climbed by almost 90 percent<sup>9</sup> and average rental prices rose by 34 percent.<sup>10</sup> Communities where it is easy to walk, bike and take transit saw the greatest price increases, so

### Will the future be shared—and is that a good thing?

Experts describe two potential future scenarios for automated vehicles, one in which they are operated in shared fleets and one in which they are individually owned. Shared automated vehicles would likely mean fewer vehicle miles traveled, less congestion, a richer variety of affordable travel options and more space for people instead of vehicles. The fact that automated vehicles will likely be available in shared fleets years ahead of when they become affordable for most people increases the likelihood of the shared scenario, but it may be hard to provide shared service in more suburban or rural areas where homes and destinations are farther apart, as well as to reverse 90 years of car ownership culture.

Even if shared mobility does prevail, it may not help us achieve our goals, because not all shared modes save people money and decrease traffic. If we want to see shared mobility benefit our region, we need to be specific about the type of sharing that we want to see—shared trips with more than one passenger in a vehicle, which provide people with more affordable options while reducing congestion and emissions—and take action to encourage it.

people of color and low-income households – who are the most likely to rely on these options because they are more affordable than driving – are being displaced to areas that lack good transit service and safe bicycling and walking facilities.

### **Emerging technology can help us better serve those who need it the most...**

New modes like ride-hailing, car share, bike share and microtransit (which describes a variety of new services that offer more flexible schedules or routes, use smaller vehicles, and/or involve a greater level of private sector involvement than conventional transit) can give people who can't afford to use a car the same flexibility and access to destinations that owning a car provides. Public agencies can use these modes to provide better transportation options to marginalized communities that are further from light rail lines or regional centers, at a lower cost than running new buses or trains. They can also help connect people who work a night shift when transit doesn't run or work in a large industrial area where transit doesn't provide door-to-door service with their jobs.

### **...if we remove barriers to accessing technology.**

Half of low-income households lack a smartphone, while others cannot afford a data plan or the extra cost of new services. While ride-hailing and car share are more affordable than owning a car, they are still expensive compared to transit. People in wheelchairs cannot rely on finding an accessible vehicle or a helping hand when using shared services. Many people lack the knowledge, English fluency, or access to a credit card that is necessary to use app-based services. Studies have found that people with African-American sounding names are more likely to have their ride-hailing requests canceled by drivers,<sup>11</sup> and that communities of color experience longer wait times.<sup>12</sup> The people who use new mobility services are more likely to be white, wealthy and young.<sup>13</sup> In order to make sure that everyone benefits from these services, we need to make digital access a universal right and work with community groups and new transportation services to bring better mobility to everyone, starting with those who need it most. We also need to continue to provide high-quality transit throughout the region, so that people can use new mobility services for short, affordable trips to transit stations and take transit the rest of the way.

## **Congestion**

As our region grows, our transportation system is becoming more crowded. Measuring congestion is challenging, but recent studies have found that our region sees the type of congestion normally found in much larger metropolitan areas.<sup>14</sup> These patterns are largely due to where and how our region is growing. As new residents settle in places that are further from jobs and other destinations and harder to serve with transit, they are driving more and for longer distances.

### **Emerging technology can help manage congestion...**

New mobility services can make it easier for people to share vehicles and rides, and when people share trips it helps to take cars off the road. Emerging technology can also be used to enhance transit service by making it easier for people to get a ride when and where they need it, improving safety, and reducing operating costs. Increased communication between vehicles and

infrastructure makes it possible to manage and price the congestion more efficiently and equitably. And once enough automated vehicles are on the road, it should significantly reduce the number of crashes and make it possible for cars to travel close together at high speeds so that everyone can travel more safely and efficiently.

**...if technology supports transit, shared trips and active transportation.**

Studies from multiple cities have found that ride-hailing, and in some cases car sharing as well, draws more people away from transit, walking, bicycling and carpooling than it reduces the amount that people drive alone.<sup>15</sup> Ride-hailing trips with one passenger contribute to congestion more than driving alone, because drivers travel extra miles to pick people up and tend to congregate in congested places while awaiting customers. Ride-hailing vehicles making pickups and drop-offs in inappropriate places can delay transit and create unsafe conditions for pedestrians, bicyclists and drivers. We need to continue to make transit, walking and bicycling, which are the modes that produce the least congestion, the most convenient ways to travel. We also need to use emerging technology to facilitate shared trips and connect people to transit while managing conflicts and competition among modes.

**Are new mobility services good or bad for transit?**

Both in the greater Portland region and across the United States, transit ridership is flat or declining while the economy is growing and we would normally expect it to increase. High housing costs in areas that are well served by transit help to explain why this is occurring, but many wonder whether new options are competing with transit—and if so, what that means for transit's future.

Most of the research to date has focused on ride-hailing, which is the most widely used new mobility service. One survey found that people usually hail rides late at night or on weekends when transit service is not as frequent, which suggests that the two modes compliment each other. However, a series of studies found that between 14 and 42 percent of ride-hailing trips would otherwise be taken by transit. Any negative impacts that ride-hailing or other new mobility services have on transit in our region are likely small for now because people use these services infrequently, but there may be reason for concern as they continue to grow.

Transit is a critical option for those in need, the most efficient way to move people along crowded streets, and the backbone of many communities. It is difficult to imagine a positive future for the region without it. In order to make sure that transit thrives, we need to enhance service on high-ridership lines while experimenting with new ways to provide transit—like microtransit or using new mobility services to connect to stations—in communities that are challenging to serve with large buses traveling fixed routes.

## Advancing the Public Interest

Metro and its public agency partners have a long tradition of working in collaboration with residents, businesses and community groups to create more livable communities. This tradition extends to our work on technology: Metro and our partners have led the way in using technology to provide better travel information and manage the transportation system. For example, TriMet developed the data format that is now used by transit agencies across the country to make schedule information available online. ODOT is one of the first state departments of transportation to test technology-enabled per-mile road pricing, and Metro has supported travel information and management programs across the region through our grant programs.

### **Public agencies can take an active role in shaping how technology impacts our region...**

Private companies are now leading the way in developing and deploying transportation technology. This gives us a new set of partners who share our interest in a well-maintained, well-functioning transportation system, as well as in testing innovative new ways to move people and goods. It also means that public agencies need to take an active role in ensuring that new developments in technology help create great communities in our region and meet the needs of all residents, rather than only those who can access and afford them.

### **...if we're clear about our goals and we develop the tools that we need to reach them.**

Most cities in our region haven't set policies or made plans regarding emerging technology. The differing needs, resources and cultures of public agencies and private companies can make it hard to find opportunities for collaboration. We need to establish a vision for how technology can meet our regional goals and develop tools to achieve that vision.

### **Early successes in creating a smarter region**

The City of Portland, in collaboration with many other public agencies and private companies, was one of seven finalists selected for the \$40 million USDOT Smart City Challenge, with a proposal to collect and share data to help residents make travel choices and aid the City in making better planning decisions. Though the Portland team did not win, the City and its partners continue to collaborate to implement aspects of the plan. TriMet, long an innovator in providing better transit data to the public, won a federal grant to integrate information on ride-hailing into its transit planning app. A separate group of regional partners won another grant to provide real-time information to travelers along the I-84 corridor. And Portland has drafted a policy on AVs automated vehicles and released a call for projects to test automated vehicles AVs and related technology.

Meanwhile, Hillsboro was a finalist for the Bloomberg Mayors' Challenge with a proposal to integrate both existing and emerging modes of transportation at hubs throughout the city, and is currently working on developing a Smart City plan. Organizations such as the Technology Association of Oregon, Forth, University of Oregon's Sustainable Cities Institute and Portland State University provide local and national thought leadership on technology-related issues. And partners including the Westside Transportation Alliance, Oregon DOT and Ride Connection have developed new ways to provide travel information and collect data, often with support from Metro. These early successes lay the foundation for Metro and our partners to collaborate and lead the way in creating a smarter transportation system.



## THE NEXT FOUR DECADES

Over the longer term, we expect that technology will have broad and profound impacts on how people travel as vehicle technology continues to advance and more people use new mobility services to get around. Emerging technology stands to affect every one of our regional goals, both for better and worse, as summarized in Table 3. Our regional goals are summarized and consolidated below; the full text of the goals can be found in the 2018 Regional Transportation Plan.

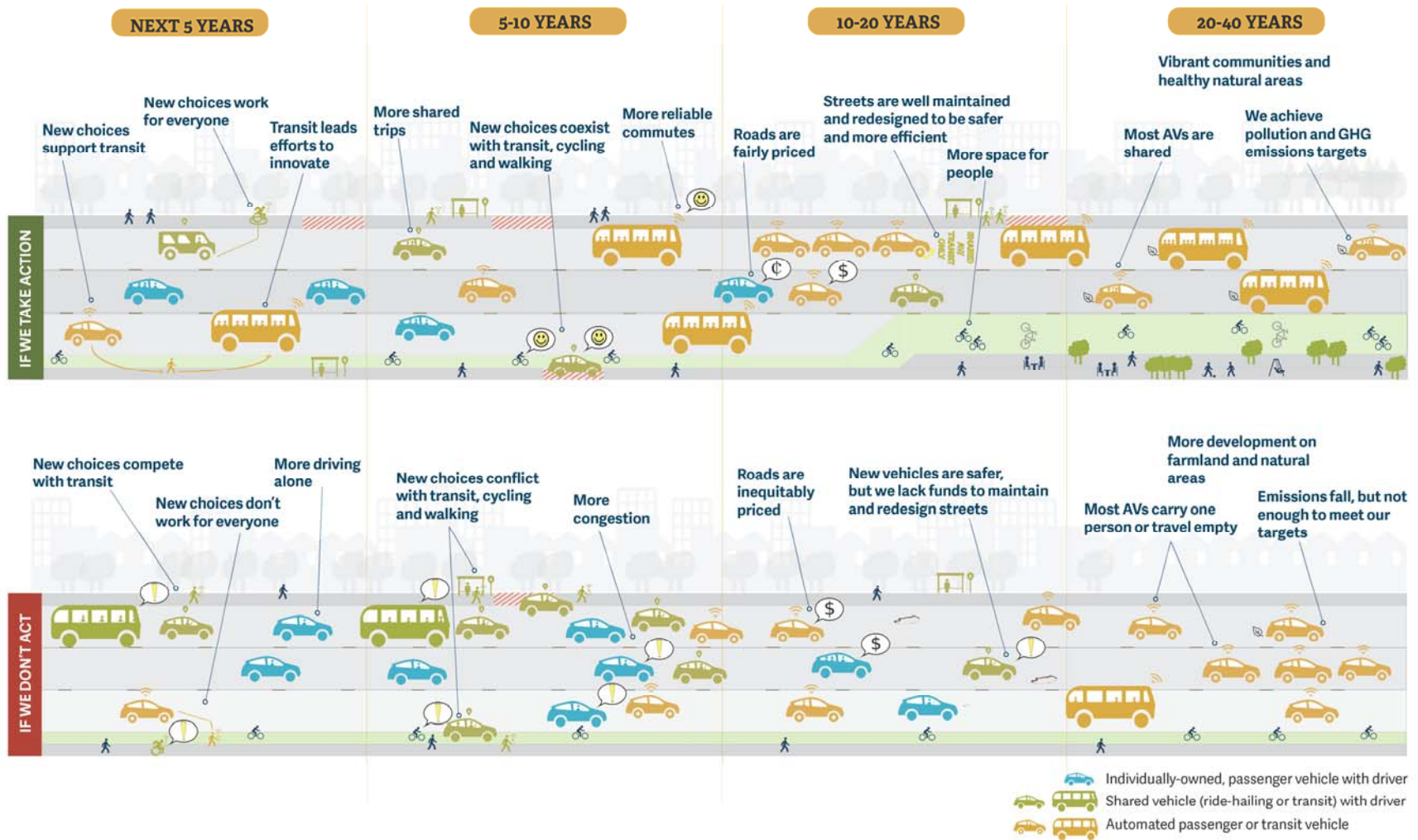
**Table 3. How emerging technology could impact our regional goals**

Goal	Promise	Peril
Vibrant communities	We have more space for people instead of vehicles, particularly in regional centers, because vehicles no longer need parking and use less space on the road.	We prioritize moving automated vehicles efficiently over creating space for people. The increased convenience of driving creates less development in regional centers and more in communities outside of the metropolitan area.
Prosperity	New mobility companies bring new jobs to the region, and people are able to spend more time working or at home with friends and family instead of sitting in traffic.	Automation eliminates thousands of jobs, and productivity only increases for people who can do their work from a vehicle.
Choices	Transit becomes more efficient and new mobility services make carpooling the norm.	Driving alone becomes more convenient and new services draw riders away from transit, walking, and bicycling.
Reliability	Technology helps to reduce congestion as automated vehicles use roadway space more efficiently, carpooling becomes easier and transit becomes more efficient.	Technology increases congestion as driving becomes more convenient, vehicles travel more to move fewer people, there are more conflicts in high-demand areas, and delivery vehicles clog local streets.
Safety and security	Automated vehicles eliminate crashes due to human error.	More pickups and drop-offs create curbside conflicts, and the transportation system is vulnerable to cyberattacks.
Environment	Vehicles become cleaner and more efficient.	Vehicle miles traveled increase, offsetting the benefits of cleaner vehicles, and increased sprawl places development pressure on farmland and natural areas.
Health	Cleaner vehicles mean less pollution and better air quality, and bike share provides another active transportation option.	People live more sedentary lifestyles as driving becomes more convenient.
Equity	People who cannot or do not drive have more choices, and these choices become more affordable as technology advances.	New services focus on affluent customers, while others face barriers to accessing new technology and services.
Fiscal stewardship	Technology enables more cost-effective pricing, management and operation of the transportation system.	The gas tax and other sources of transportation revenue dwindle.
Transparency	Collecting transportation data becomes more efficient.	Private companies withhold data from public agencies and resist oversight.



At this point, we cannot predict whether technology will support our goals or make it harder to achieve them. What is clear is that Metro and its partners can begin to chart a course toward a positive future by taking action today to address the most pressing issues that technology presents. By addressing impacts that are already happening, we can develop the tools that we will need to influence how technology develops over the long term. If we make sure today that new mobility services work for everyone and support transit, shared trips, walking and bicycling, we lay the foundation to use technology to better manage congestion, protect the environment and create vibrant communities in the future. Figure 3 illustrates how taking action today can set us up for future success—as well as what might happen if we don't act.

Figure 3. What the region's future could look like if we take action on technology—and if we don't



## How We Can Work with Different Emerging Technologies

The assessment above looks at the impact of emerging technology as a whole, which is helpful in identifying the general trends that we can expect to face. As we move forward with implementing the strategy, public agencies will be faced with decisions about how to respond to the unique opportunities and challenges presented by technologies like automated vehicles, dockless bikeshare and car share as they reach maturity or as companies launch new services in our region. This section looks at the impacts of different emerging technologies, and our influence over them, to help identify more specific approaches to implementation. We begin by revisiting how we define these technologies.

**Automated vehicles (AVs)** use sensors and advanced control systems to operate independently of any input from a human driver.

**Connected vehicles (CVs)** communicate with each other or with infrastructure like traffic signals and incident management systems.

**Electric vehicles (EVs)** use electric motors for propulsion instead of or in addition to gasoline motors.

**Ride-hailing services** (also known as transportation network companies, or TNCs) like Uber and Lyft use apps to connect passengers with drivers who provide rides in their personal vehicles.

**Microtransit** describes a variety of new services, including Via, Chariot and Leap that offer more flexible schedules, use smaller vehicles and/or involve a greater level of private sector involvement than conventional transit. Some microtransit is **coordinated** with public transit, for example services that connect people to high-frequency transit or

### What infrastructure will the vehicles of the future need?

The vehicles of the future are likely to be some combination of automated, connected, electric and shared. Many researchers and transportation agencies have been focusing on developing connected vehicle infrastructure, such as roadside sensors and communication devices. Now manufacturers are developing automated vehicles that sense their surroundings using cameras and detection systems, and it seems less likely that we will need a major investment in connected vehicle infrastructure.

Electric vehicle sales are expected to increase dramatically in the coming years due to falling manufacturing costs and rising demand, and nearly every model of automated vehicle currently being developed runs on electricity. We will likely need more electricity generation to power growing numbers of electric vehicles, but we may not need more public charging infrastructure since vehicles will likely be able to travel farther on a single charge. The first generation of automated vehicles are likely to be shared, and operators will need space to store, maintain and charge them.

Regardless of how technology develops, we clearly need to invest in keeping our current transportation infrastructure in a state of good repair. Whether automated, connected, electric or shared, all vehicles will need well-maintained streets—especially automated vehicles that rely on lane markings to navigate.

operate in areas that are hard to serve with conventional transit, while **luxury** microtransit serves existing transit routes and offer more space or amenities than a public bus at a higher cost.

**Car share** services allow people to rent a nearby vehicle for short trips and pay only for the time that they use. Different car share service types include **stationary** car share (ZipCar, in some cases ReachNow), under which cars are kept at fixed stations, and users pick up cars from and return them to the same station; **free-floating** car share (Car2Go, ReachNow), which allows people to pick up and drop off cars anywhere within a defined service area; and **peer-to-peer** car share (Getaround, Turo), which enables people to rent cars from their neighbors on a short-term basis.

**Bike share** systems make fleets of bicycles available for short-term rental within a defined service area. **Conventional** bike share systems like Biketown in Portland are operated through exclusive agreements between a private company and a public agency. In most conventional systems users must pick up and leave bikes at designated stations, through Biketown and other modern systems also offer users the option of locking a bike anywhere within the service area. Fully **dockless** systems operated by companies such as Ofo, Limebike and Spin allow users to pick up and leave bikes (or electric scooters, which many companies now offer) within a defined service area and often involve less coordination between the public and private sector.

**Traveler information and payment** refers to the numerous new ways in which technology enables people to learn about and pay for their travel options online, including moovel, Google Maps, TransitApp, Waze and TriMet's Tickets App.

Table 4 summarizes the impacts of the different technologies covered in this strategy on each of our regional goals. Appendix 2 contains more detailed information on the research summarized in the table.

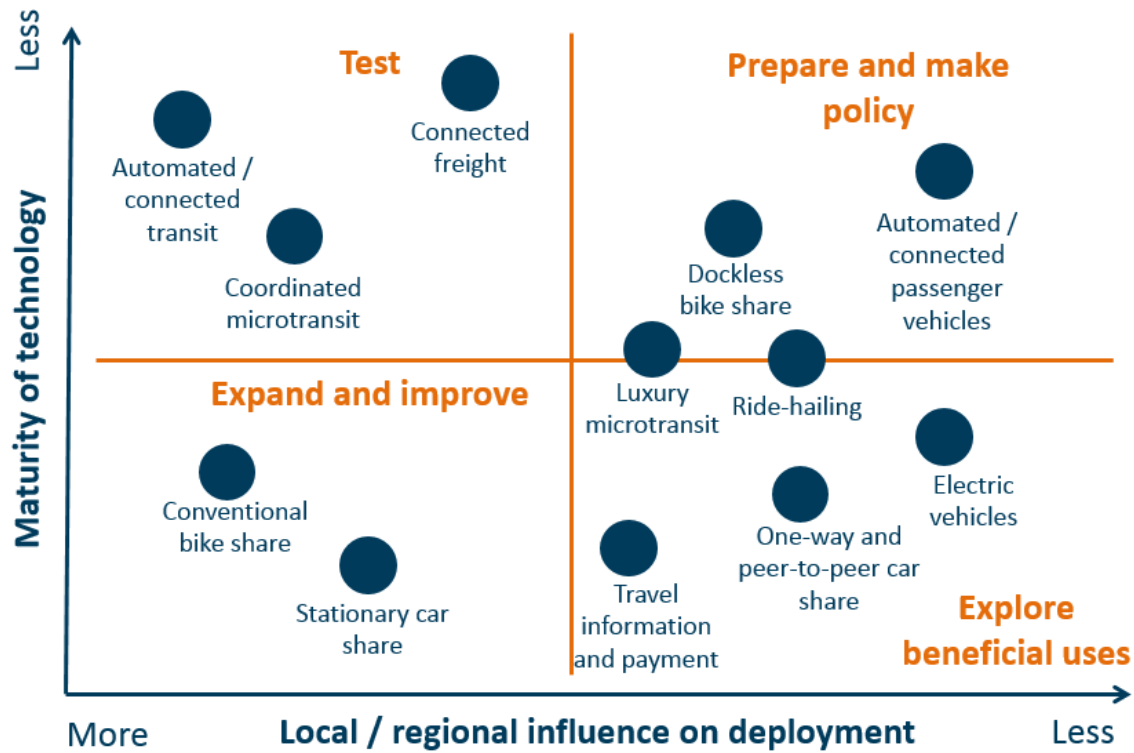
**Table 4. How different emerging technologies are likely to impact our regional goals**

Goal	Automated vehicles	Connected vehicles	Electric vehicles	Ridehailing	Coordinated microtransit	Luxury microtransit	Stationary / free-floating car share	Conventional bike share	Dockless bike share	Travel information and payment
Vibrant communities	+/-	+/-					+		+/-	
Economic prosperity	-			-				+		
Transportation choices	+/-	+/-		+/-	+/-	-	+	+	+	+/-
Reliability	+/-	+/-		+/-	+	+	+			
Safety and security	+	+		-					-	
Environment	-	-	+				+	+	+	
Health			+					+	+	
Equity	+/-	+/-	+/-	+/-	+	-	+/-	+/-	+/-	+/-
Transparency	-	+		+/-	+	-	+	+/-	-	-
Fiscal stewardship		+	-		+	-				

+: Generally positive impact  
 +/-: Mixed impact  
 -: Generally negative impact  
 (blank): Neutral / not enough information to assess impacts

It is important to consider not only what impacts technology will have, but also how public agencies can shape those outcomes. Some emerging technologies are already mature, and we have a clear idea of how they affect our region. Others have arrived but continue to grow and evolve, and many are still on the horizon, which limits public agencies' ability to take action. Public sector influence on emerging technology also varies; in some cases the public sector deploys technology directly or influences where and how new mobility services operate by issuing permits or allocating space, while in other cases technology involves very little oversight from local or regional agencies. These factors shape how public agencies can best respond to different emerging technologies, as shown in Figure 4.

**Figure 4. How public agencies can respond to different technologies based on maturity of and public influence**

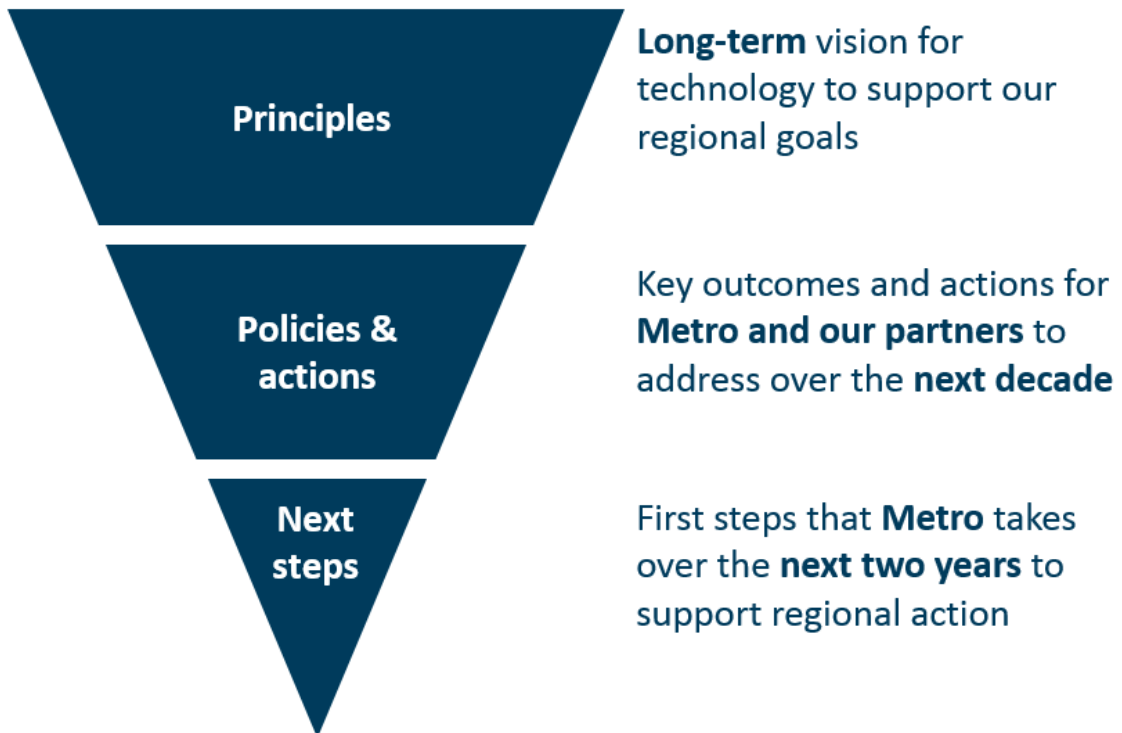


For mature technologies over which local and regional agencies have strong influence (conventional bike share, stationary car share), we have ample information on how they work and can look for strategic opportunities to expand these technologies to new communities or improve them—keeping in mind that traditional car and bike share models now face competition from free-floating car and bike share. For technologies that are operating at scale without much public oversight (ride-hailing, electric vehicles, travel information and free-floating or peer-to-peer car share) we need to test the ways that we think that these technologies can benefit the region and see how they work. For example, we can try using these technologies to connect people to transit or meet the mobility needs of historically marginalized people. Public agencies should look for initial opportunities to deploy technologies that are still on the horizon and can help us better operate and manage the transportation system, particularly the transit system. Lastly, for technologies that are still on the horizon and largely in the hands of the private sector (particularly automated vehicles, but also dockless bike share and Ride-hailing services, which are growing rapidly and will continue to evolve), Metro and its partners need to prepare by collecting information to inform policymaking, including advocating for federal and state policies that support local and regional goals.

## EMERGING TECHNOLOGY VISION, POLICIES AND ACTIONS

The Emerging Technology Strategy begins with principles that outline a broad, long-term vision for how technology can support our regional goals and then focuses in on the critical steps we can take now to implement this vision. Policies and implementation actions describe how Metro and its public agency partners can tackle the most pressing technology-related issues and opportunities that are likely to arise over the next decade. Next steps highlight what Metro will do in the coming two years to support its partners in moving forward with policies and implementation actions.

**Figure 5. Emerging technology policy framework**



## Principles

The principles below articulate a long-term **vision** for how technology should support the goals of the Regional Transportation Plan. These principles, summarized in Table 2, guide Metro and its partners in planning for and working with emerging technology as it continues to evolve, as well as in identifying companies that share common goals when developing partnerships and pilot projects.

**Table 5: RTP goals and corresponding emerging technology principles**

<b>RTP goal</b>	<b>Emerging technology principle</b>
Vibrant communities	Emerging technology should support our regional land use vision and enable communities to devote more space to places for people.
Prosperity	Workers whose jobs are impacted by automation should be able to find new opportunities, and emerging technology should create more efficient ways to meet the transportation needs of local businesses and workers.
Choices	Emerging technology should improve transit service or provide shared travel options and support transit, bicycling and walking.
Reliability	Emerging technology should help to manage congestion by promoting shared trips, decreasing vehicle miles traveled and minimizing conflicts between modes.
Safety and security	Emerging technology should reduce the risk of crashes for everyone and protect users from data breaches and cyberattacks.
Environment	New mobility services should use vehicles that run on clean or renewable energy.
Equity	New mobility services should be accessible, affordable and available for all and meet the transportation needs of communities of color and historically marginalized communities.
Fiscal stewardship	Emerging technology companies and users should contribute their fair share of the cost of operating, maintaining and building the transportation system, and new technology should make it possible to collect transportation revenues efficiently and equitably. Public agencies should test new ideas and technologies before committing to them in order to get the best return on public investments.
Transparency	Companies and public agencies should collaborate and share data to help make the transportation system better for everyone.



## Policies and Actions

The four policies below cover the issues that Metro and its public agency partners have identified as the most pressing to address over the next decade in order to stay on track to meet our regional goals as technology and mobility continue to evolve.

**Figure 6. Technology strategy policies**



**Policy 1: Equity:** Make emerging technology accessible, available and affordable to all, and use technology to create more equitable communities.

**Policy 2: Choices:** Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.

**Policy 3: Information:** Use the best data available to empower travelers to make travel choices and to plan and manage the transportation system.

**Policy 4: Innovation:** Advance the public interest by anticipating, learning from and adapting to new developments in technology.

These four policies are interrelated. In order to provide new and better transportation options throughout the region, we need to make sure that these options work for everyone. We need sound information and an innovative approach to identify, implement and evaluate the projects that work best for our region.

These policies are also critical to our longer-term success. We need to make transit and shared trips the easiest way to travel in a vehicle to make the most of emerging technology's potential to reduce congestion and pollution, improve safety and support our regional land use vision, and we need sound data and a nimble approach to stay on track to meet our regional goals as new innovations arrive. Table 6 below summarizes how the policies are related to the broader set of principles outlined above.

**Table 6. Relationships between policy areas and principles**

Policy area	Related principles
<b>Equity</b>	<p><b>Prosperity:</b> The transportation sector provides family-wage jobs for many people of color and low-income workers, and we need to help workers whose jobs are threatened transition to new opportunities.</p> <p><b>Choices:</b> Historically marginalized communities are more likely to rely on transit and affordable, shared travel options, so these options will be more widely used if they are easy for marginalized communities to access.</p>
<b>Choices</b>	<p><b>Vibrant communities:</b> Transit, shared trips and active transportation move people efficiently, freeing up space for people instead of cars. A thriving transit network is the backbone of our land use vision.</p> <p><b>Prosperity:</b> Better choices mean less congestion and better access to jobs.</p> <p><b>Reliability:</b> Transit, shared trips and active transportation all move people more efficiently than driving alone, reducing congestion. If automated vehicle trips aren't shared, the resulting increase in vehicle travel may outweigh the benefits of vehicles moving more efficiently.</p> <p><b>Safety and security:</b> Minimizing conflicts between new mobility services and bicyclists and pedestrians protects vulnerable users from crashes.</p> <p><b>Environment:</b> Shared vehicles and trips make it easier for everyone to access electric or clean energy vehicles.</p> <p><b>Equity:</b> Improving transit service helps historically marginalized people, who are more likely to rely on transit, reach their destinations.</p>
<b>Information</b>	<p><b>Choices:</b> Providing better travel information can help people who are used to driving alone find ways to take transit or share trips.</p> <p><b>Reliability:</b> Public agencies need real-time transportation data to manage and price congestion as effectively as possible.</p> <p><b>Safety and security:</b> We need sound information to know whether new mobility services are safe. As agencies collect increasing amounts of data, we need to protect people's personal information.</p> <p><b>Fiscal stewardship:</b> Data is an increasingly valuable resource, and we need to be as careful in managing our data as we are in managing our infrastructure.</p> <p><b>Transparency:</b> We need data on new mobility services to assess how they are impacting our goals.</p>
<b>Innovation</b>	<p><b>Prosperity:</b> Pursuing partnerships with new mobility companies can help attract additional resources.</p> <p><b>Reliability:</b> We need to anticipate the needs and characteristics of tomorrow's transportation system to effectively manage congestion.</p> <p><b>Fiscal stewardship:</b> Pilot testing emerging technology can be a more cost-effective way of learning about it than funding research or planning projects.</p>

## Policy 1: Equity

*Make emerging technology accessible, available and affordable to all, and use technology to create more equitable communities.*

Metro and its partners are responsible for ensuring that the transportation system serves all people, particularly those in the greatest need. New mobility services have the potential to bring more flexible transportation options to historically marginalized communities, but not everyone can access these services. Communities of color face the threat of discrimination from drivers or companies, some older adults and people who speak limited English aren't able to use apps, many low-income people cannot afford costly data plans or lack access to bank accounts and people in wheelchairs often struggle to find accessible shared vehicles. If we can remove these barriers, we can bring better transportation choices to communities of color, night shift workers, people with disabilities, people living in areas that lack frequent transit service and others. We will use new mobility services to create a more just transportation system while helping transportation workers who see their jobs threatened transition to new roles.

### What happens if we act

- It is easier for historically marginalized people to get where they need to go, especially when other options aren't available.
- Transit, which is the most affordable and accessible way to travel, thrives.
- Transportation workers find jobs in the new transportation system.

### What happens if we don't

- There are more choices for those who can afford them.
- Transit dwindles, especially in the communities that need it the most.
- Historically marginalized communities are left behind as technology develops.

## Implementation actions

1. Partner with historically marginalized communities to identify barriers to accessing emerging technology, understand the impact that new mobility services are having on displacement and transportation access, and develop solutions. (Metro, cities and counties, transit agencies)
2. Enable all people – regardless of race, age, language and culture, immigration status, banking status and digital access – to access new mobility services. (Metro, cities and counties, transit agencies)
3. Develop standards for wheelchair accessibility and service equity for new mobility services. (Metro, cities and counties, transit agencies)
4. Create affordable payment options to help low-income people access new mobility services that meet their transportation needs. (Metro, cities and counties, transit agencies)
5. Use new mobility services to connect historically marginalized communities to transit stations and to employment centers, community services and other

destinations that are not well-served by transit. (Cities and counties, transit agencies)

6. Use technology to improve paratransit and other special transportation services for people who have challenges driving or using conventional transit. (Transit agencies, special service transportation providers)
7. Develop programs to help transportation workers whose jobs are affected by automation find new opportunities. (Transit agencies, special service transportation providers)

### **Technology and the workforce**

Close to 30,000 people, or 2.5 percent of workers in the region, drive vehicles for a living, and thousands more drive part-time for ride-hailing companies to supplement their incomes. These people could see their jobs threatened by automation. The transportation sector has long offered family-wage job opportunities to people who lack advanced educations, and driving for Uber or Lyft has become a way for people who do not have full time employment to make ends meet, so these job losses in transportation will mainly impact lower-income households. Meanwhile, advances in freight delivery are likely to benefit national businesses and online retailers, making it harder for local businesses to compete.

Technology also generates new job opportunities, but mostly for people with advanced educations, and these new opportunities don't seem likely to make up for the lost ones. Some envision a future where drivers are retrained to provide customer service or monitor safety on board automated vehicles, but those positions seem unlikely to offer the same security as driving for a living does. We need to start planning today to help prepare the region's workers for the changes that lie ahead.

## Policy 2: Choices

*Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.*

Emerging technology has already given people in our region new ways to get around, whether by taking car or bike share, hailing a ride, or simply making it easier for people to learn about and pay for public transportation. However, new mobility services are concentrated in communities where it is already easy to take transit, walk and bike, which creates more congestion and pollution by attracting people away from more efficient modes and clogging streets with vehicles looking for passengers. In order to make the most of emerging technology's potential to reduce congestion and pollution, improve safety and support vibrant communities, we need to use technology to help people to connect to transit, share trips with other travelers or leave their cars at home. We will prioritize and invest in the modes that move people most efficiently and continue to improve convenience and safety for transit riders, pedestrians and bicyclists. This is part of a broader effort, reflected throughout the 2018 update to the Regional Transportation Plan, to improve transit service and create safer, better facilities for bicyclists and pedestrians.

### What happens if we act

- New mobility services thrive side-by-side with transit, bicycling and walking.
- We move more people in fewer vehicles.
- Emerging technology helps to reduce congestion and emissions.
- The entire region enjoys new ways to travel.

### What happens if we don't

- New mobility services compete and create conflicts with transit, bicycling and walking.
- Vehicles travel more miles to move fewer people.
- Emerging technology increases congestion and emissions.
- New options are concentrated in urban areas.

## Implementation actions

1. Price, manage and design streets to reduce vehicle miles traveled and prioritize transit use and shared travel. (ODOT, Metro, cities and counties, transit agencies)
2. Design and manage the curbside to minimize conflicts between new mobility services and transit riders, bicyclists and pedestrians. (ODOT, Metro, cities and counties, transit agencies)
3. Support new mobility services that reduce vehicle miles traveled by connecting people to transit or providing shared trips, particularly in communities that currently lack options. (Metro, cities and counties, transit agencies)
4. Explore and pilot test new technology, such as automated vehicles and dynamic routing, to improve transit service. (Metro, transit agencies)
5. Work with travel information services to avoid routing drivers along neighborhood streets, through school zones and in other areas where bicyclists

and pedestrians are vulnerable to safety risks from increased traffic. (ODOT, Metro, cities and counties)

### Policy 3: Information

*Use the best data available to empower people to make travel choices and to plan and manage the transportation system.*

In today's transportation system, data is as important as infrastructure. Smartphones enable people to instantly book a transit trip or find a new route when they run into traffic, and new mobility companies use real-time data to balance supply and demand. Metro and our partners want high-quality information to be available on all transportation options in the region, and to be presented in a way that allows travelers to seamlessly plan and book trips. We will also develop the data that we need to plan the transportation system – including better data on transit, bicycling and walking as well as on new mobility options – and create systems that allow us to share data among public agencies and better manage and price travel. As we collect better data, we will also develop new policies around how we manage and use data so that we protect personal and competitive information and safeguard this increasingly valuable public resource.

#### What happens if we act

- People can easily compare travel options and pick the one that best meets their needs.
- We know how emerging technology is changing transportation patterns.
- We can manage congestion as it happens.
- We get the best value out of public agency data.

#### What happens if we don't

- People rely only on the options that they know or that offer flashy apps.
- We have limited insight into how our transportation system is changing.
- We are slower to respond to collisions and incidents.
- Public agencies waste resources on collecting and sharing data.

### Implementation actions

1. Create or support services that allow people to compare and book travel options and multimodal trips seamlessly and competitively. (ODOT, Metro, cities and counties, transit agencies)
2. Modernize and share public agency data on transit service and bicycle/pedestrian infrastructure. (ODOT, Metro, cities and counties, transit agencies)
3. Conduct education and outreach to help travelers understand and use new mobility services that align with our principles. (ODOT, Metro, cities and counties)
4. Develop data policies that ensure access to and responsible usage of public agency data. (ODOT, Metro, cities and counties, transit agencies)
5. Collect data, conduct research and conduct education and outreach on usage and impacts of emerging technology. (Metro)
6. Increase capacity to send data to and collect data from the roadside. (ODOT, cities and counties)

7. Identify data that serves the public interest and share it in a way that protects confidentiality while supporting public decision-making. (Metro)
8. Develop new ways of pricing travel that address the impacts of emerging technology on travel behavior and transportation revenues while using technology to price travel more effectively and equitably. (ODOT, Metro)



## Policy 4: Innovation

*Advance the public interest by anticipating, learning from and adapting to new developments in technology.*

Planning for a changing transportation system begins with changing how we plan. Our current planning process is designed around infrastructure projects designed to last for 50 years and an unchanging set of transportation services. It can take decades to plan and build a project, and once it is built there is little room for change. This time-intensive, risk-averse approach continues to make sense for major transportation investments, but in order to effectively plan for emerging technology we need to give ourselves opportunities to try new approaches, learn from our experience and adapt so that we can keep up with the pace at which technology is evolving. We will also actively engage new mobility companies alongside large employers, academics and community groups working in the technology arena, to identify opportunities to collaborate and test new ideas and turn our region into a hub for innovation.

### What happens if we act

- We adapt to changes in technology.
- We work together with all stakeholders to identify mutually beneficial policies and projects.
- We try new ideas and learn from the results.

### What happens if we don't

- We commit to processes, plans and projects that are increasingly out of date.
- We confront big changes with limited resources and partnerships.
- We sit on our hands because we feel like we don't know enough to act.

## Implementation actions

1. Use Metro funds and leverage local dollars to support emerging technology projects that align with our principles, focusing on projects that advance equity and improve shared transportation options. (Metro, cities and counties)
2. Partner with new mobility companies, employers, researchers and community groups when developing and implementing pilot projects. (Metro, cities and counties, transit agencies)
3. Develop and test new data, tools, systems and models to plan, manage and price the transportation system. (ODOT, Metro, cities and counties, transit agencies)

## Next Steps

Metro has identified four next steps that it will take in the next two years to help the region implement the policies listed above. Table 7 summarizes these next steps as well as key milestones and ongoing work that will take place over the next two years.

**Table 7: Next steps, six-month and one-year milestones, and ongoing work**

Next step	Six-month milestones	One-year milestones	Ongoing work over the next two years
Fund technology pilot projects	Issue a call for projects for the new Partnerships and Innovative Learning Opportunities in Transportation (PILOT) program  Update the RTO and TSMO program guidelines to better support emerging technology projects	Select and fund the first round of PILOT projects, as well as the next round of RTO and TSMO projects	
Convene stakeholders to establish consistent new mobility policies across the region	Share information on policy issues and approaches from other cities and identify next steps for regional coordination	Work with partners to support the development of new mobility policies	
Develop better data and tools to plan for emerging technology	Forecast the impacts of automated and shared mobility on our region  Explore new data sources and data-sharing partnerships with new mobility companies	Identify strategies to refine data and models to better capture the impacts of emerging technology	Implement strategies to refine data and models to better capture the impacts of emerging technology
Advocate for state and federal technology policy that supports our regional goals	Participate in phase 1 of the Oregon Automated Vehicle Task Force	Participate in phase 2 of the Oregon Automated Vehicle Task Force	Participate in other state and federal policymaking efforts related to emerging technology

## Fund technology pilot projects

Pilot projects are a cost-effective way to develop the information and partnerships that we need to make sure that emerging technology benefits our region. One benefit of the way that technology is developing is that it can lower the cost of trying new ideas in transportation. In the past, if we wanted to start a new shuttle service, we would have had to spend considerable time and money planning the service before it began operating. Now we can partner with shared mobility providers that are already operating in our communities to provide a similar service for a limited time using their vehicles and drivers, see how it works and decide whether it merits a long-term investment. This approach gives us better information on how people would really use the service, often at a lower cost than planning it out on paper.

Metro will develop a new funding program, Partnerships and Innovative Learning Opportunities in Transportation (PILOT), focused on testing how Metro and our partners can use technology to advance equity and provide better, more efficient travel options. The goals of this program are to collect information on how we can best implement the policies contained in this strategy and develop partnerships that enable long-term success. Even projects that fall short of their intended outcomes can foster valuable partnerships and yield information about how emerging technology can help create more equitable and livable communities.

The pilot projects that Metro is interested in exploring include:

- Developing services and conducting outreach and education to remove barriers that historically marginalized communities face to accessing new mobility services.
- Partnering with community groups to develop and implement shared mobility services or projects that meet the transportation needs of historically marginalized communities.

### Community EV and e-Bike Project



One of the first technology pilot projects in the region with an equity focus was the Community Electric Vehicle and e-Bike Project, a collaboration between Hacienda CDC and Forth. Over the course of a year, the project made three electric vehicles, as well as a fleet of electric bikes, available to residents of the Cully neighborhood, which has a large Latinx population and lacks high-frequency transit. Both the EVs and e-bikes were widely used by residents. The project also shed light on some of the challenges that marginalized communities face to using shared mobility. For example, usage of the EVs was limited by the online platform used to manage them, which only allowed day-long rentals during business hours. More flexible platforms are available in the region, but do not offer service in Cully.

- Using new mobility services to connect people to transit stations when walking, bicycling or taking local transit service isn't an option.
- Providing shared rides for people who would otherwise drive alone.
- Using emerging technology to improve transit service.
- Testing new technologies or approaches for managing new mobility services and encouraging shared and active trips.

Metro will also support technology projects through two of our existing programs: the Regional Travel Options (RTO) program, which supports public agencies and community based organizations, to conduct outreach and education and build small-scale infrastructure that reduces drive-alone trips; and the Transportation System Management and Operations (TSMO) program, which supports transit and road operators in deploying new management technologies. Table 8 shows how the new PILOT program, RTO and TSMO could support the pilot projects listed above.

**Table 8: Opportunities to implement emerging technology projects through Metro programs**

	<b>Travel information, apps and incentives</b>	<b>New mobility services</b>	<b>AV/CV/EV</b>
<b>PILOT</b>	<ul style="list-style-type: none"> <li>• Services to remove barriers to access for HMCs</li> <li>• Community partnerships that use new mobility to meet the needs of HMCs</li> </ul>	<ul style="list-style-type: none"> <li>• Services to remove barriers to access for HMCs</li> <li>• Community partnerships that use new mobility to meet the needs of HMCs</li> <li>• Shared mobility pilots that connect people to/from transit stations</li> <li>• Pilot testing technologies for occupancy-based pricing</li> </ul>	<ul style="list-style-type: none"> <li>• Shared EV, AV, or e-bike pilots in HMCs</li> </ul>
<b>RTO</b>	<ul style="list-style-type: none"> <li>• Improved public agency data on transportation options</li> <li>• Commute management and incentive apps</li> <li>• Services to remove barriers to access for HMCs</li> </ul>	<ul style="list-style-type: none"> <li>• Outreach, research and partnerships to help HMCs access services and develop projects</li> <li>• Services to remove barriers to access for HMCs</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of AV/CV/EV services the reduce single occupant vehicle trips</li> </ul>
<b>TSMO</b>	<ul style="list-style-type: none"> <li>• Systems to manage and share real-time transportation data</li> <li>• Incentives to reduce vehicle trips during peak periods</li> </ul>	<ul style="list-style-type: none"> <li>• Pilot testing technologies for occupancy-based pricing and curbside management</li> </ul>	<ul style="list-style-type: none"> <li>• CV, AV, or dynamically routed transit</li> <li>• Systems and standards for CV transit and passenger vehicles</li> </ul>

**Within the next six months**, Metro will establish the program structure and evaluation criteria for the PILOT program and issue a call for projects. Metro will also update the RTO and TSMO program guidelines to better support emerging technology projects.

**Within the next year**, Metro will select and fund the first round of PILOT projects, as well as the next round of RTO and TSMO projects.

## **Convene stakeholders to establish consistent new mobility policies across the region**

Ride-hailing, microtransit and car and bike share services are expanding rapidly, and have experienced some growing pains as the companies that operate these services grow from small startups into multimillion-dollar transportation services and public agencies struggle to address change. Companies have faced fines and settlements for violating insurance requirements,<sup>16</sup> defrauding customers,<sup>17</sup> failing to accommodate people in wheelchairs<sup>18</sup> and failing to investigate drivers who received complaints for driving under the influence.<sup>19</sup> Public agencies are working to collect and house a growing amount of data on these services in a way that protects people's privacy and companies' trade secrets while maintaining access to the information needed to plan and manage the transportation system.

It can be challenging to develop policies for new technologies that aren't yet operating at scale. However, if we wait to take action until new services mature, we could risk endangering users' safety or disrupting options that people rely on. We need to ensure that new mobility services operate safely, equitably and transparently, while protecting competitive information for the companies that operate these services and allowing them the flexibility to innovate. To the extent possible, new mobility policies should be uniform throughout the region to give companies a consistent operating environment. There are plenty of examples from around the United States for us to draw on; for instance, counties and cities of all sizes in Washington have adopted ride-hailing ordinances, often in coordination with each other,<sup>20</sup> and a growing number of cities are trying new approaches to dockless bike and scooter sharing that allow companies to operate on a pilot basis before they are eligible for a permit.<sup>21</sup>

**Within the next six months**, Metro will share information through the Emerging Technology Working Group on policy issues and approaches from other cities and identify next steps for regional coordination.

**Within the next year**, Metro will work with partners to support the development of new mobility policies, potentially including regulatory, data-sharing or incentive-based approaches. Metro could support partners by developing model policy language, coordinating joint regulations or collecting and sharing data.

## **Develop better data and tools to plan for emerging technology**

Based on the information available today – including Metro’s surveys, a growing body of research and data from partners and peer agencies – we know generally that emerging technology is impacting our region and can identify the first steps we need to take toward our goals. As work progresses, Metro and its partners will need more detailed information to better understand how different emerging technologies are working in the diverse communities within our region. Pilot projects are one way to get that information, but we also need to explore other tools and data sources that can help anticipate and plan for the impacts of emerging technology, including:

- collecting information on new mobility services so that we know how they are affecting travel patterns throughout the region
- modeling the impacts of automated vehicles and increased use of new mobility services so that we can prepare for more sweeping impacts to land use, congestion and transportation revenues
- collecting more up-to-date data on travel behavior so that we can analyze the broader impacts of new services, technologies and projects on people’s transportation choices
- sharing real-time data on transportation performance among public agencies so that we can better manage the transportation system and give travelers up-to-date information that they increasingly rely on to plan trips.

**Within the next six months**, Metro will use its travel and land use models to forecast the impacts of automated and shared mobility on our region, examining a variety of potential future scenarios. Metro will also explore new data sources and data-sharing partnerships with new mobility companies.

**Within the next year**, Metro will identify strategies to refine its data and models to better capture the impacts of emerging technology. These strategies could include revising the surveys that inform our travel model to better capture how people use shared modes, updating travel surveys more frequently so that the model is more responsive to the accelerating pace of technological change, and licensing private data sources that provide more detailed and comprehensive information on how we travel.

Over the next two years, Metro will implement strategies to refine its data and models to better capture the impacts of emerging technology

## **Advocate for state and federal technology policy that supports our regional goals**

Many of the important policy decisions regarding emerging technology, particularly automated vehicles, currently rest with the state and federal government. It makes sense to address issues such as safety testing, liability and licensing and registration at the state and federal level for consistency's sake or because state and federal agencies already have the capacity to administer regulations. At the same time, local and regional agencies, both in the greater Portland region and across the United States, have a strong interest in getting emerging technology policy right. New mobility services and their customers – as well as their impacts, both for better and worse – are concentrated in metropolitan areas. Local and regional agencies also plan and manage the streets on which the majority of automated vehicle travel will take place. Metro will advocate alongside and on behalf of its partners for state and federal policy that supports our goals and maintains local and regional authority to manage the transportation system.

**Within the next six months**, Metro will will participate in the first phase of the Oregon Automated Vehicle Task Force, which focuses on developing legislation that addresses administrative issues related to automated vehicles, as well as other relevant state and federal policymaking efforts.

**Within the next year**, Metro will will participate in the second phase of the Oregon Automated Vehicle Task Force, which focuses on developing legislation that addresses the longer-term impacts of automated vehicles, as well as other relevant state and federal policymaking efforts.

**Over the next two years**, Metro will work with our partners to weigh in with a unified voice on other state and federal policymaking efforts related to emerging technology.



## ENDNOTES

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- <sup>1</sup> <https://www.nhtsa.gov/technology-innovation/automated-vehicles-safety>
- <sup>2</sup> [http://www.oregonlive.com/commuting/index.ssf/2015/10/uber\\_lyft\\_now\\_dominat\\_portlan.html](http://www.oregonlive.com/commuting/index.ssf/2015/10/uber_lyft_now_dominat_portlan.html)
- <sup>3</sup> Conversations with Portland Bureau of Transportation staff and commissioners.
- <sup>4</sup> [http://www.oregonlive.com/commuting/index.ssf/2016/09/car-sharing\\_in\\_portland\\_driver.html](http://www.oregonlive.com/commuting/index.ssf/2016/09/car-sharing_in_portland_driver.html);  
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- <sup>5</sup> <https://bikeportland.org/2018/03/26/why-is-limebike-hiring-a-full-time-operations-manager-in-portland-272261>
- <sup>6</sup> Metro, 2017 Regional Travel Options Survey.
- <sup>7</sup> <https://www.greyb.com/automated-cars/>
- <sup>8</sup> Ibid.
- <sup>9</sup> <https://www.oregonmetro.gov/news/you-are-here-snapshot-portland-area-housing-costs>
- <sup>10</sup> <https://www.oregonmetro.gov/news/you-are-here-snapshot-housing-affordability-greater-portland>
- <sup>11</sup> <http://www.nber.org/papers/w22776>
- <sup>12</sup> [https://www.washingtonpost.com/news/wonk/wp/2016/03/10/uber-seems-to-offer-better-service-in-areas-with-more-white-people-that-raises-some-tough-questions/?utm\\_term=.54c36af0ad49](https://www.washingtonpost.com/news/wonk/wp/2016/03/10/uber-seems-to-offer-better-service-in-areas-with-more-white-people-that-raises-some-tough-questions/?utm_term=.54c36af0ad49)
- <sup>13</sup> Metro, 2017 Regional Travel Options Survey; Shaheen, Susan; presentation at the Urbanism Next conference, March 5, 2018.
- <sup>14</sup> [http://www.koin.com/news/study-portland-traffic-among-most-congested-in-nation\\_20180208092200104/960359400](http://www.koin.com/news/study-portland-traffic-among-most-congested-in-nation_20180208092200104/960359400);  
[http://www.oregonlive.com/commuting/index.ssf/2018/02/portland-area\\_traffic\\_congesti.html](http://www.oregonlive.com/commuting/index.ssf/2018/02/portland-area_traffic_congesti.html).
- <sup>15</sup> Shaheen, Susan; presentation at the Urbanism Next conference, March 5, 2018.
- <sup>16</sup> [https://www.washingtonpost.com/news/the-switch/wp/2015/06/18/lyft-agrees-to-pay-300000-settlement-for-violating-new-york-insurance-laws/?utm\\_term=.40102ec6b88f](https://www.washingtonpost.com/news/the-switch/wp/2015/06/18/lyft-agrees-to-pay-300000-settlement-for-violating-new-york-insurance-laws/?utm_term=.40102ec6b88f)
- <sup>17</sup> Ibid.
- <sup>18</sup> <https://sf.curbed.com/2017/11/7/16618232/chariot-justice-department-disabled-fine-san-francisco>
- <sup>19</sup> <http://www.siliconbeat.com/2017/10/17/uber-pay-750000-fine-inadequate-dui-policies/>
- <sup>20</sup> <http://mrsc.org/Home/Stay-Informed/MRSC-Insight/September-2016/Regulating-Rideshare-Companies-Like-Uber-and-Lyft.aspx>
- <sup>21</sup> Examples include Seattle (<http://www.seattle.gov/transportation/projects-and-programs/programs/bike-program/bike-share>), San Francisco (<https://www.sfmta.com/getting-around/bike/bike-share>) and Washington D.C. (<https://ddot.dc.gov/release/ddot-extends-dockless-demonstration-project>).

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**PUBLIC REVIEW DRAFT - TECHNICAL APPENDICES**

2018 Regional Transportation Plan

# Emerging Technology Strategy

*A strategy for guiding innovation to support  
the greater Portland region's goals*

**May 25, 2018**

[oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

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Regional Transportation Plan website: [\*\*oregonmetro.gov/rtp\*\*](http://oregonmetro.gov/rtp)

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## APPENDIX 1: FORECASTING THE FUTURE

Below we describe in more detail how technology is likely to develop in the coming decades, as well as how it will affect our goals if we don't act and the actions that public agencies need to take in order to prepare for successive waves of change.

### The next five years

#### How we expect technology to develop

In the next five years, the first AVs will likely hit our streets, and will be operated by ride-hailing companies, freight companies, and other private fleets. These first-generation AVs will be significantly more expensive than regular vehicles, but Uber and Lyft, as well as other companies that enter the ride-hailing market, will be happy to pay for them because they reduce the cost of driver labor, which can make up most of the cost of a ride-hailing trip. Initially, AVs will likely be deployed on a pilot basis, with a human operator ready to take over if something goes wrong.<sup>1</sup> However, several of these pilot deployments could be large enough in scale to serve entire cities.<sup>2</sup>

**Most of the first AVs will be EVs.** Almost all passenger AVs available today are EVs, because it is easier to automate control of an EV than a regular vehicle.<sup>3</sup>

**Ride hailing companies will also continue to expand and improve service** throughout our region, independent of automation, as they recruit new drivers and more people have the opportunity to try them. Other shared mobility services will also likely grow. BIKETOWN and car share companies plan to launch service in new communities in the coming years, and new shared mobility models, such as dockless bike and electric scooter share, which is available in a small number of other U.S. cities, are also likely to begin service in our region.

#### **Transit agencies and freight companies will have new opportunities to innovate.**

Transit agencies across the country are already testing new approaches such as microtransit, AV shuttles, and subsidized ride-hailing trips to connect people to transit. In our region, TriMet is developing resources to help people plan transit trips—including bike share and ride-hailing connections to and from transit stations. These trends mean that people in the region are likely to enjoy new ways to seamlessly make and plan connections to transit. Freight companies and retailers will also continue to experiment with new ways to distribute goods, particularly the growing amount of purchases made online. Innovations such as ride-hailing-style delivery services, drone deliveries and package lockers could change how goods travel along our streets.

**Apps will become the dominant way to access travel information.** Whether you're a driver, cyclist, transit rider, or pedestrian, apps are already the most widely-used way to get information on how to get around, and their popularity will continue to grow. Public agencies' success in managing the transportation system will depend increasingly on how well people can access information on public transportation options via smartphone—

particularly via third-party apps like Google Maps, moovel and Transit App, which are drawing a growing share of users while usage of many public agency apps and websites dwindles.

#### **How it could impact our goals**

**Transportation choices:** People in the region will have new ways to get around and plan trips. However, it is less clear whether emerging technologies will really improve our choices. New mobility services could compliment transit, bicycling, and walking by focusing on trips that transit can't service and bringing better options to areas where driving is currently the only reliable and convenient way to travel. Or they could compete with walking, bicycling, transit, and each other by focusing on serving those who already enjoy access to a variety of travel options.

**Equity:** As more people in the region turn to app-based transportation services and travel information, we risk leaving those who can't use or afford these services behind.

Competition between new modes and transit could impact service that low-income people and communities of color disproportionately rely on.

**Transparency:** The public will have limited insight into how new technologies are affecting our communities. In most cases new mobility companies do not provide data on how people are using their services nor face requirements to provide safe and equitable service. Federal legislation may also prohibit state and local governments from requiring that AVs make vehicle data available.

#### **How the region can prepare**

- Develop policies to ensure that new mobility services—especially those that pilot test AVs—operate safely and equitably, and provide the information that we need to plan for our changing system.
- Understand the barriers that people face to using emerging technologies, and work with affected communities to overcome these barriers.

#### **Emerging technologies and transit**

The rise of ride-hailing and microtransit has some people wondering whether transit will soon become a thing of the past—especially if AVs enable more affordable, flexible and convenient shared service. So why do we focus so much on transit in this strategy?

The first reason is because a future with transit looks so much brighter than a future without it. Even with shared AVs on the road, transit will remain the most efficient way to move people through congested areas. Transit is the mode that historically marginalized people most rely on for everyday trips, and the one that we can all rely on to keep our region moving in the event of a natural disaster. And the transit network is the backbone of our land use vision, anchoring vibrant communities across our region. New mobility services can reach people in places where transit isn't efficient, and they but it's difficult to imagine them providing all these other benefits.

The second reason is because transit provides great opportunities to innovate. TriMet is already a leader in making it easy for riders to plan and pay for trips online. We'll soon have the chance to pilot test new technologies like microtransit and automated transit vehicles.



- Pilot test new technologies to see whether they support our goals.
- Forecast how changes in technology will shape the future so that we can better plan for it.

## Five to ten years

### How we expect technology to develop

As AV technology matures, **ride-hailing and freight companies will begin to phase out human drivers.** This will enable ride-hailing companies to cut the cost of trips, potentially making ride-hailing a viable option for trips to work, the grocery store, and other daily destinations—not only in Portland, but also in communities like Hillsboro, Oregon City, and Gresham. And it likely won't just be Uber and Lyft serving these communities; many traditional automakers, AV technology firms, and car share companies are planning to launch ride-hailing service when AVs arrive.<sup>4</sup> Autonomous transit vehicles should also become available, potentially lowering the cost of providing transit, particularly in areas that are challenging to serve with fixed routes.

**We'll use the curbside differently.** In addition to parking and bike lanes, the curbside will host increasing numbers of ride-hailing drop-offs, and potentially also more EV charging, microtransit boardings, and new models of freight delivery.

### How it could impact our goals

**Reliability:** In the nearer term, more ride-hailing likely means more congestion for the region. Researchers have found that ride-hailing services increase vehicle miles traveled because they travel additional empty miles to pick people up and shift trips away from transit, bicycling and walking, and because they focus on serving areas that are already congested. If AVs enable ride-hailing companies to more efficiently provide shared trips, it could help with congestion, and eventually, AVs should streamline traffic because they will be able to platoon and travel at higher speeds. However, the benefits of AVs on congestion will be muted as long as they are in mixed traffic with human drivers.

**Prosperity:** Close to 30,000 people, or 2.5 percent of workers in the region, drive vehicles for a living, and thousands more drive part-time for ride-hailing services to supplement their incomes. These people could see their jobs threatened by automation. The transportation sector has long offered family-wage job opportunities to people who lack advanced educations, and driving for Uber and Lyft has become a way for people who do not have full time employment to make ends meet, so these job losses will mainly impact lower-income households. Also, advances in freight delivery are likely to benefit national businesses and online retailers, making it harder for local businesses to compete. New mobility companies will bring some new jobs to the region, but mostly for skilled workers, and there are unlikely to be enough of these new opportunities to compensate for lost transportation jobs.

The impacts on **transportation choices, equity, and transparency** discussed in the previous section will continue apace during this time frame, with some additional nuances. Autonomous transit could provide more flexible, efficient and affordable service, but if ride-hailing companies have a head start in deploying AVs it may be hard for transit to recapture riders. AVs could improve travel options for youth, older adults, and others who cannot drive. And the reduced cost of automated ride-hailing trips could make ride-hailing a more viable option for low-income travelers. However, it seems likely that without significant effort to expand physical, financial, linguistic, and digital access many people will continue to be unable to take advantage new mobility services.

#### **How the region can prepare**

- Create programs to help affected transportation workers transition to new jobs
- Continue to develop pilot projects and partnerships with new mobility companies.
- Redesign and manage curb space to reduce conflicts and congestion, prioritize shared trips, and maintain safety, especially for bicyclists and pedestrians
- Price vehicle travel to manage congestion and encourage shared trips.

#### **Ten to 20 years**

##### **How technology could develop**

Sometime in the next two decades we could reach the point when **the majority of new vehicles sold—and a significant portion of all vehicles on the road—are automated and electric**. If vehicles use common communications protocols, it will open up new possibilities for using connected vehicle infrastructure to manage the transportation system. Groups of AVs traveling side-by-side will be able to platoon, taking up less space on the roadway.

Ride-hailing and freight could be entirely automated. We could see ride-hailing service peak as companies fully deploy AVs and prices drop to the point that **significant numbers of people start to buy AVs for personal use**. Driving will become much more convenient, because people will be able to work, shop or rest in their cars, and it may be possible to dispatch an empty vehicle to run errands, pick up family members or someone who wants to rent the vehicle or circle the streets instead of parking.

**EVs will become as affordable as gasoline-powered vehicles** as the cost of making the batteries that power EVs falls. We may need more publicly-available EV charging to accommodate this growth, but if the range that EVs can cover on a single charge increases most EV charging needs could be met at home, work or wherever shared fleets are headquartered.

### Will AVs be shared or owned?

Experts describe two potential future scenarios for AVs, one in which they are operated in shared fleets and one in which they are individually owned. Shared AVs would likely mean fewer vehicle miles traveled, less congestion, a richer variety of travel options, and more space for people instead of vehicles. The fact that ride-hailing will start using AVs at scale years ahead of when they become affordable for most people increases the likelihood of the shared scenario, but it may be hard to provide shared service in more suburban or rural areas where homes and destinations are farther apart, as well as reverse 90 years of car ownership culture. The policies that we put in place over the next five years could make a significant difference in setting us on a path toward a shared future that better supports our regional goals.

### How it could impact our goals

**Vibrant communities:** In regional centers, where shared mobility services will likely be concentrated, we could see much less demand for parking. This could make it possible to redesign streets that have on-street parking, leaving more space for people, as well as create new opportunities for development on now-vacant parking lots. It could also spur new development by saving developers money on building parking spaces.

**Reliability:** It is unclear whether congestion will increase or decline during this phase. On one hand, having more AVs on the road will likely mean that traffic moves more efficiently. On the other, by making it more convenient to drive and making it possible for vehicles to travel without passengers,

AVs are projected to increase vehicle miles traveled by anywhere from 3 to 68 percent,<sup>5</sup> further straining the capacity of the region's roads, many of which are already packed.

**Environment:** Transportation-related pollution and GHG emissions could go up or down during this phase. Vehicles will emit much less pollution per mile, but they will travel more. The significant increase in electricity demand due to electric vehicles—which could grow to 300 times what it is today globally<sup>6</sup>—may require the construction of new dams or the use of other, dirtier sources of energy.

**Safety:** Safety will likely improve once there are significant numbers of AVs on the road. Automation would eliminate human error in driving, which is responsible for the vast majority of crashes.<sup>7</sup>

**Fiscal stewardship:** Revenues from two major sources of transportation funding—the gas tax and parking fees—will fall dramatically during this period. Drivers of all-electric vehicles will pay no gas tax, and even those who drive the next generation of more efficient gasoline-powered vehicles will pay less. Meanwhile, if AVs are shared or if drivers are allowed to send their private AVs on a cruise instead of parking them, local governments might not collect any parking fees.

**Prosperity:** Any decrease in congestion would be a boon for productivity, since many workers will be able to spend more time working and less time in traffic. Even if there is more congestion, AVs will turn the commute into working time for people with office jobs.

However, those whose jobs require them to be at a specific location, such as construction workers, healthcare professionals, and teachers, may not be able to work in their AVs, and their productivity may even suffer if congestion increases.

#### How the region can prepare

- Price travel and develop new revenue sources to fund construction and maintenance of the transportation system
- Develop policies, design communities, and price travel to encourage shared travel and discourage vehicle ownership
- Reduce parking requirements and redesign streets in urban areas

#### 20 to 40 years

##### How technology is likely to develop

Even according to the most conservative projections, the **majority of travel will be in AVs by 2050**, and **the majority of vehicles on the road will be AVs by 2060**. These changes could come much sooner, particularly if AVs are shared. Platooning and high-speed AV travel could become the norm on our streets, which could be transformed, with fewer, narrower lanes and no traffic signals. The need for parking spaces—already disappearing in urban areas—could also diminish in the suburbs.

##### How it could impact our goals

**Vibrant communities:** Since cars will need less space on the roadway, and may not need to park at all, we will have more space for people throughout the metro that can be converted to housing, parks, and trails, helping us create thriving centers and neighborhoods—assuming we can find new sources of transportation funding to help us retrofit our streets. However, many of the people who are now able to work while commuting could decide to live further out at the edges of the region, or even travel to Portland-area jobs from areas that are now rural. This could create more development pressure on farmland and natural areas and siphon growth away from now-vibrant communities.

Many of the impacts discussed in the above section will gain force during this period.

**Safety** will likely improve for all, those who can work while commuting in their AVs will **prosper**, and **transportation revenues** will continue to dwindle. Advancing technology will help to increase **reliability** and benefit the **environment**, but it might not be enough to achieve our goals if AVs trigger sprawl on a scale we haven't seen before.

##### How the region can prepare

- Develop new land use policies to discourage sprawl and maintain vibrant communities in regional centers
- Reduce parking requirements and redesign streets throughout the region

## **APPENDIX 2: ASSESSING THE IMPACTS OF EMERGING TECHNOLOGIES**

## Automated and vehicles (AVs)

Automated vehicles use sensors and advanced control systems to operate independently of any input from a human driver, and connected vehicles communicate with each other or with infrastructure like traffic signals and incident management systems. Until recently, automated and connected vehicles were developing independently of each other, but it seems increasingly likely that vehicles in the near future will be automated and may include some connected elements as well. Transportation experts have developed a five-level system to distinguish between different levels of automation;<sup>8</sup> in this plan we focus on Level 4 or 5 AVs, which can operate independently under most or all conditions.

**Status:** AVs are not available for purchase yet, but they are being pilot tested in a number of cities. The first consumer-ready models are expected to hit the streets within two years,<sup>9</sup> at a cost that is significantly higher than the cost of a conventional vehicle. Both the U.S. legislature and the State of Oregon are developing policies and regulations around the testing and deployment of AVs. The first generation of passenger AVs are likely to be operated in shared fleets by ride-hailing companies<sup>10</sup> because the money that these companies will save on driver labor will offset the additional cost of an AV. For similar reasons, freight companies will also likely be early deployers of AVs. The first AVs will mostly be electric vehicles; for engineering, economic, and environmental reasons nearly every model of AV currently runs on electricity.<sup>11</sup> Sales of AVs will likely outpace sales of non-automated vehicles in 15 to 20 years, and the number of miles traveled in AVs will likely outnumber miles traveled in conventional vehicles within 30 to 40 years.<sup>12</sup>

**Local and regional influence:** Federal and state agencies intend to regulate the testing, safety, and deployment of AVs, but it remains to be seen whether local and regional agencies will have enough oversight to ensure that AVs support policy goals. Draft federal AV legislation could pre-empt local governments from managing how AVs operate on their streets,<sup>13</sup> and few of the Portland region’s public agencies have adopted policies regarding ride-hailing companies, which could affect how these companies deploy AVs.

**Promise and peril:** AVs will likely have sweeping impacts on the region—both for the better and for the worse. It seems likely that they will create a safer transportation system, but also lead to much greater vehicle use and eliminate jobs. The impacts of AVs on land use, equity, and the environment could be either positive or negative, and we need to start planning today to set the region on a positive course.

Goal	Promise	Peril
Vibrant communities	If shared, AVs could free up vehicle lanes and space currently devoted to parking to create space for people.	If AVs make driving more convenient, people are likely to move further from regional centers. If AVs are allowed to operate at higher speeds on local streets, it could create mini-highways bisecting communities.

<b>Goal</b>	<b>Promise</b>	<b>Peril</b>
Prosperity	Local companies are poised to play a role in deploying AVs. <sup>14</sup> Innovative approaches to AV technology could attract new companies and investment.	Many other metro areas are competing with the Portland Region as technology innovators, and automation will likely eliminate jobs in the transportation sector.
Choices	AVs create opportunities to expand the reach of transit and make carpooling convenient.	It seems likely that by making driving more convenient, AVs will reduce transit ridership, <sup>15</sup> which could in turn lead agencies to eliminate service.
Reliability	AVs will be able to safely follow other vehicles more closely and choose lanes more efficiently, cutting congestion and increasing travel speeds. <sup>16</sup> AVs could enable transit service in areas that are currently not cost-effective to serve.	AVs are likely to increase VMT by making driving more convenient, traveling empty miles to run errands or pick people up, and enabling people who don't drive to travel by car, <sup>17</sup> which could offset their operational benefits.
Safety	AVs are likely to eliminate human error in driving, which is responsible for the vast majority of crashes. <sup>18</sup>	
Environment	The majority of AVs will likely be electric.	By increasing VMT, AVs could lead to growth in emissions even as cars become cleaner. AV-induced sprawl could increase development pressure on farmlands and natural areas.
Equity	AVs will likely improve transportation access for those who are unable to or choose not to drive.	Shared-fleet AVs will involve many of the same barriers to equitable access as other new mobility services currently do, and by expanding the reach of these services AVs could exacerbate inequity.
Transparency	AVs will collect rich data that can be used to monitor, manage, and plan the system.	Federal legislation may prevent local and regional agencies from accessing AV data, and companies that operate shared AVs may want to avoid sharing data with public agencies in order to protect competitive information about their services.

## Connected vehicles (CVs) and infrastructure

Connected vehicles (CVs) communicate with each other and with CV infrastructure to navigate the transportation system safely and efficiently. CV infrastructure can include traffic signals, incident management systems, sensors, and monitoring systems, as well as the communications infrastructure needed to transmit increasing amounts of data to and from the roadside environment.

**Status:** Some public agencies and automakers are already using or testing CVs and CV infrastructure, but most work in this area is still in the conceptual phase. Going back over a decade, several cities have used transit signal priority, an early form of CV infrastructure where traffic signals sense approaching buses and modify signal timing in order to move them quickly through intersections. One of the early commercially-available CV applications in passenger vehicles is in certain Audi models, which sense when a traffic light is red and display the number of seconds remaining until it turns green.<sup>19</sup> FHWA has also been piloting CV infrastructure in three different areas of the U.S. to improve safety and reduce congestion.<sup>20</sup> However, it is not clear whether or how the vehicles of the future will communicate with the roadside and with each other. The federal government recently withdrew a rulemaking process that would have required auto manufacturers to outfit all new models with similar communication equipment.<sup>21</sup>

**Local and regional influence:** Local and regional agencies have authority over many infrastructure decisions, including installations of CV infrastructure, but until there are consistent standards for how vehicles communicate it will be hard to identify worthwhile large-scale CV projects. Between now and then, there are still more limited ways that public agencies can prepare for CVs, such as increasing data connectivity to and from the roadside, developing policies on the use of CV infrastructure data to ensure that this data is used in a way that benefits the public, and piloting CV applications in transit vehicles, agency fleets, or in collaboration with private fleets.

**Promise and peril:** Public agencies will be able to manage the transportation system more efficiently, effectively, and safely if we can communicate with vehicles and they communicate with each other. However, it can be challenging to make sure that CV infrastructure investments are worthwhile given the uncertainty around how technology is developing. We also need to make sure that these investments benefit everyone, not just CV drivers.

Goal	Promise	Peril
Choices	There are early opportunities to use CV technology to make transit more efficient and reliable.	Passenger CVs are likely to make driving more convenient, which could mean more competition with transit and other modes
Reliability	CV technology could allow public agencies to actively manage the transportation system, rerouting traffic on the fly to avoid congestion and crashes.	



Goal	Promise	Peril
Safety	CVs, whether they have a human driver or are automated, are likely to be safer. <sup>22</sup>	
Transparency	CVs capture data that can be used to operate and monitor the performance of the transportation system more efficiently and thoroughly.	Cars might not provide us with the information that we need to know whether CV infrastructure is helping to meet our goals.

## Electric vehicles (EVs)

Electric vehicles (EVs) use electric motors for propulsion instead of or in addition to gasoline motors.

**Status:** Automakers have been offering EVs for over a decade. In Oregon, as in the rest of the country, only a small share—roughly 100,000 of the 3.1 million passenger vehicles in the state—are EVs.<sup>23</sup> However, EV sales are expected to increase dramatically in the coming years due to falling manufacturing costs, rising global demand, and state policies encouraging EV adoption.<sup>24</sup> According to more ambitious projections, EVs could cost the same as conventional vehicles by 2025 and outpace conventional vehicle sales by 2038.<sup>25</sup> If AVs take over the transportation system it could accelerate the growth in EV usage since almost all AVs available today are EVs.<sup>26</sup>

**Local and regional influence:** State agencies, including in Oregon, have actively worked to increase the number of EVs on the road. Oregon has adopted emission standards that are stricter than the national standards and require manufacturers to offer more efficient vehicles, potentially including EVs, as well as a zero emissions vehicle mandate that effectively requires that a certain percentage of all vehicles sold be EVs.<sup>27</sup> The state also offers a \$2,500 rebate on EV purchases, with an additional \$2,500 for low- and moderate-income drivers who trade in an older car when making their purchase.<sup>28</sup> However, local and regional agencies have typically focused on providing public charging, amending codes to require new developments to provide chargers or electrical capacity in parking areas, and outreach. Given that these strategies don't address the primary reasons consumers don't buy EVs—their high cost or the lack of an electric model for many types of vehicles<sup>29</sup>—that most charging occurs at home and at work<sup>30</sup> and that the pace of new development is relatively slow, it is hard to argue that these actions have a significant impact over EV adoption.

**Promise and peril:** Electric vehicles are better for the environment and for public health, but since EVs consume less gas we will need to find another way to finance the transportation system besides the gas tax.

Goal	Promise	Peril
Environment	EVs produce fewer emissions than gasoline-powered vehicles.	
Health	EVs emit fewer health-damaging criteria air pollutants	
Equity	Long-term savings on gasoline and maintenance mean that many EVs cost less to own overall than comparable gasoline powered cars—especially given federal and state rebates.	The higher up-front costs of an EV make it hard for low-income people to realize these long-term savings. The most affordable cars available are used, and used EVs are usually significantly more expensive than AVs.
Fiscal stewardship		EV owners buy less gas, and the gas tax is our main source of transportation revenue. It will be necessary to rethink how we fund transportation projects as vehicles get more efficient.

## Ride-hailing

Ride-hailing services (also known as transportation network companies, or TNCs) use apps and websites to connect passengers with drivers who provide rides in their personal vehicles.

**Status:** Ride-hailing services are already changing the way that we travel in the Portland region. These services provided over ten million rides in the city of Portland in 2017,<sup>31</sup> carrying more people than taxis did,<sup>32</sup> and people in other areas of the region regularly use ride-hailing services for weekend trips and trips to the airport. Two companies, Uber and Lyft, dominate the ride-hailing market in the U.S. and are the only ride-hailing companies serving our region today. However, several other companies are poised to begin operating ride-hailing services in the near future.<sup>33</sup>

**Local and regional influence:** Ride-hailing companies have maintained that they are not transportation companies, but rather technology services, because they provide a platform that connects riders to drivers and do not operate vehicles. According to this line of thinking, ride-hailing services are not subject to the same local regulations as taxis and other transportation services, because they are not directly responsible for passengers' safety or mobility. However, several U.S. cities, counties, and states have challenged this argument and adopted ride-hailing ordinances,<sup>34</sup> and courts in the European Union recently rejected it outright. Unlike neighboring states,<sup>35</sup> the State of Oregon does not currently have any laws in place regulating ride-hailing services, and in our region only the City and Port of Portland currently have ride-hailing regulations in place.<sup>36</sup>

**Promise and peril:** Ride-hailing have significant long-term potential to expand transportation choices in suburban areas, increase carpooling and reduce vehicle miles traveled and car ownership. However, most of the evidence to date finds that ride-hailing services are increasing vehicle travel, competing with public transportation, and providing inequitable service.

Goal	Promise	Peril
Prosperity	Ride-hailing services provide flexible opportunities for drivers to earn extra money.	People who drive for ride-hailing companies lack benefits and job security. Ride-hailing companies have moved to cut drivers' pay, <sup>37</sup> and drivers' jobs will likely be eliminated as companies deploy AVs.
Choices	Ride-hailing services offer a new way to travel, and have launched carpooling services in the region. <sup>38</sup> Some transit agencies are subsidizing ride-hailing trips to transit stops in order to boost ridership. <sup>39</sup> Most ride-hailing trips take place during the evening and on weekends, when transit service is less frequent, which suggests that ride-hailing and transit are complimentary. <sup>40</sup>	Ride-hailing services generally focus on serving areas that already enjoy a variety of transportation choices, and attract riders away from transit. <sup>41</sup>

Goal	Promise	Peril
Reliability	Over time, ride-hailing services could help to reduce VMT by facilitating carpooling and allowing people to own fewer cars. In the future, shared management of AVs by ride-hailing services could help to reduce congestion.	Ride-hailing services increase VMT because they draw people away from transit, travel extra to pick riders up, and enable people to take trips they wouldn't otherwise take <sup>42</sup> —particularly in areas that are already congested. <sup>43</sup> In San Francisco, ride-hailing services accounted for two thirds of congestion-related traffic violations downtown over a three-month period. <sup>44</sup>
Safety		In Portland and other cities, ride-hailing companies frequently violate safety requirements and traffic laws. <sup>45</sup> There have been instances of ride-hailing companies allowing drivers cited for DUIs to continue driving in spite of zero-tolerance policies. <sup>46</sup>
Equity	In the City of Portland, ride-hailing services face minimum requirements for service equity and disabled access. As AVs lower the cost of service, ride-hailing services could offer options in marginalized communities that are nearly as affordable as transit and much more efficient.	Ride-hailing companies appear to offer worse service to communities of color, <sup>47</sup> and lower-income people are less likely to use these services. <sup>48</sup> In spite of efforts to increase access, few ride-hailing vehicles are wheelchair accessible. <sup>49</sup> People who are unbanked, undocumented, limited English proficiency, or lack access to the Internet also face barriers in accessing ride-hailing services
Transparency		In many cases, ride-hailing services have actively worked to avoid regulation <sup>50</sup> or have failed to enforce regulations. <sup>51</sup>

## Microtransit

Microtransit refers to privately-operated transit services that use smart phones to allow riders to book trips and collect data to tailor routes that meet riders' needs, and that typically serve these routes with vehicles that are smaller than conventional buses but larger than passenger vehicles.

**Status:** There are several microtransit services operating in major cities across the U.S., though none are currently serving our region. Some services, such as Chariot and Leap in San Francisco, essentially offer luxury alternatives to transit, operating along crowded bus lines charging higher fares for guaranteed seats, wi-fi, and other amenities.<sup>52</sup> Others are more coordinated with public transportation and focus on serving areas or high-demand routes that are currently not well-served by transit, such as Via's pilot service in West Sacramento.<sup>53</sup> It remains to be seen whether microtransit is a viable business model, and a number of services have already failed.<sup>54</sup> Riders are satisfied, but microtransit faces competition from both transit and from ride-hailing services, and it is challenging to operate any transit service at a profit, especially when regulations are in place.<sup>55</sup>

**Local and regional influence:** Many cities and states regulate microtransit, licensing services, conducting safety inspections, or requiring disabled access. Some agencies are also funding microtransit pilots in areas that are underserved by transit.<sup>56</sup>

**Promise and peril:** The benefits of microtransit depend on the service model. Services that offer luxury alternatives to conventional transit would do little to support our goals, but coordinated microtransit that provides first- and last-leg connections or serve areas that are hard to serve with conventional transit offers a promising new option.

Goal	Promise	Peril
Choices	Because microtransit offers more flexible service, it could bring new choices to areas that are hard to serve with transit, including providing connections to transit stations that boost ridership.	Microtransit services that operate as luxury alternatives to public buses likely attract users away from transit.
Reliability	Microtransit facilitates shared trips among people who would likely otherwise drive.	
Equity	Some microtransit pilots offer phone-based bookings for people that do not have access to apps or the internet.	Most microtransit serves high-income neighborhoods and employment areas at a premium. People who are unbanked, disabled, undocumented, limited English proficiency, or lack access to the Internet also typically face barriers in accessing microtransit.
Fiscal stewardship	Microtransit could provide better service at lower cost in areas with underperforming transit.	Luxury microtransit attracts choice riders away from transit, diminishing revenues.

**Goal**

Transparency

**Promise**

There are many models for how to regulate microtransit, and some companies actively share data and collaborate with public agencies.

**Peril**

Many of the jurisdictions where microtransit could provide benefits do not have any regulations in place.

## Car share

Car share services allow people to rent a nearby vehicle for short trips and pay only for the time that they use.

**Status:** Car share has been around for nearly two decades. Today, several different companies are active in the Portland region, operating over 1,000 vehicles and offering different service models.<sup>57</sup> These include:

- Stationary car share (ZipCar, in some cases ReachNow), under which cars are kept at fixed stations, and users typically pick up cars from and return them to the same station. Compared to other models, stationary sharing is better-suited for suburban areas, longer trips, and errands (since a wider variety of vehicle types are available). Stationary car share is currently available throughout Portland’s central neighborhoods and Beaverton, Hillsboro, Clackamas Town Center, and the PCC Sylvania campus.<sup>58</sup>
- Free-floating car share (Car2Go, ReachNow), which allows people to pick up and drop off cars anywhere within a defined service area. Free-floating car share allows for more flexible travel than stationary car share, and typically offers only compact cars. It is used mainly for short one-way trips in urban areas, and within the region free-floating carsharing is currently only available in Portland’s central neighborhoods.<sup>59</sup>
- Peer-to-peer car share (Getaround, Turo), which enables people to rent cars from their neighbors on a short-term basis through services that provide insurance, enable payment, and manage booking and access. Peer-to-peer services are available in Portland, and used primarily for round trips and daily rentals.

Rapid change makes it hard to anticipate what car share will look like in ten years. Stationary car share, which a decade ago was the only type of car share available, is now facing strong competition from free-floating car share, and both of those models are threatened by the continued growth of ride-hailing services.

**Local and regional influence:** Public agencies have a fair amount of influence over most car share services. Stationary car share often requires space in the right of way or in public parking lots. Free-floating car share typically operates in areas where parking is at a premium, and relies on cities waiving parking fees or restrictions for shared vehicles.

**Promise and peril:** Research has found that car share users typically drive less and own fewer cars. However, since marginalized communities often lack access to car share not everyone shares in these benefits.

Goal	Promise	Peril
Vibrant communities	Car share members own fewer cars, potentially reducing the space needed for parking in areas where car share is available. <sup>60</sup>	
Choices	Car share provides residents with a new transportation choice.	

Goal	Promise	Peril
Congestion	Stationary car share users, and to a lesser extent, free-floating car share users, drive fewer miles overall. <sup>61</sup>	
Environment	Car share vehicles are more fuel efficient than the average vehicle. <sup>62</sup>	
Equity	Car share can offer an affordable alternative to car ownership.	Car share services are focused on central neighborhoods that tend to be whiter and higher-income. <sup>63</sup> People who are unbanked, disabled, undocumented, limited English proficiency or lack access to the Internet also face barriers in accessing car share.
Transparency	In many cases, car share services openly collaborate with public agencies in exchange for space or waived parking regulations.	



## Bike and scooter share

Bike and scooter share systems make fleets of bicycles and scooters available for short-term rental within a defined service area.

**Status:** Over the past decade, cities around the world have created bike share systems. The City Portland launched its system, Biketown, in 2016. Biketown serves Portland’s central neighborhoods<sup>64</sup> with a fleet of 1,000 bikes, and riders logged over 300,000 trips in its first year.<sup>65</sup> As with car share (see above), early bike share systems required users to pick up and leave bikes at designated stations, while modern systems are more likely offer users the flexibility to leave a bike anywhere within their service area. Biketown is a hybrid system; bikes are usually kept at stations but users can pay an extra fee to leave a bike at another location in the service area. Station-based bike share systems are usually operated in close coordination with public agencies. More recently, a number of fully dockless systems operated by companies such as Ofo, Limebike and Spin allow users to pick up and leave bikes (or electric bikes and scooters, which many companies now offer) within a defined service area and require less coordination between the public and private sector; in many cases multiple dockless providers serve a single city.

**Local and regional influence:** In most station-based bike share systems, a city enters into an exclusive agreement with a private operator to run its bike share system, and maintains oversight to plan and designate space for stations and make sure that the system is safe, equitable, and meet community members’ needs. However, dockless bike share companies have been threatening to undermine this sole provider model. Companies like Ofo, Limebike, and Spin operate dockless systems in Seattle, Washington D.C., and other U.S. cities, often independently of public oversight, which has led to complaints about illegal parking, safety, and other issues.<sup>66</sup> Several cities have created program to permit dockless systems on a pilot basis in an attempt to address some of these concerns,<sup>67</sup> but cities could continue to face a choice between opening the market and making bike share more widely available versus maintaining control over the system.

**Promise and peril:** Bike share provides an active, environmentally-friendly alternative to driving, but since marginalized communities often lack access to bike share not everyone shares in these benefits.

Goal	Promise	Peril
Choices	Bike share provides people with a new travel option. Even though Biketown does not serve many residential neighborhoods, it provides people who work in central Portland another option for midday trips that they might otherwise need to drive for, and potentially enabling them to commute by transit instead of driving.	

<b>Goal</b>	<b>Promise</b>	<b>Peril</b>
Reliability	Bike share shifts trips away from driving.	
Environment	Bike share provides a low-emissions alternative to driving, particularly electric bikes, which allow people to take longer trips.	
Health	Bike share promotes active transportation.	
Equity	Programs like Biketown for All, which offer discounted memberships, rider training, and easy enrollment for low-income people, <sup>68</sup> can overcome some of the barriers that disadvantaged people face in using bike share. Some systems are also offering or exploring adaptive bikes <sup>69</sup> for disabled riders or electric bikes <sup>70</sup> and scooters <sup>71</sup> that make it easier for people of all abilities to use them.	Bike share systems generally focus on serving central neighborhoods that tend to be higher-income. People who are unbanked, disabled, undocumented, limited English proficiency or lack access to the Internet also face barriers in accessing bike share.
Transparency	Traditional bike share systems are operated in partnership with public agencies.	Many dockless bike share companies are working to operate independently of public oversight.

## Traveler information and payment

Technology is enabling a slew of new ways for people to learn about and pay for their travel options online.

**Status:** Traveler information and payment have been around for as long as maps and coins, but the rise of the Internet and smart phones have created an array of new ways for people to plan and pay for their trips. A growing and at times bewildering number of applications are available to help people compare different ways of getting around (moovel, Google Maps), get detailed information on their mode of choice (TransitApp, Ride Report, Waze), track and share their trips (Strava, MapMyWalk), and pay for trips (TriMet’s Tickets app, Uber/Lyft). Some experts envision a future where all of these information streams are combined into a single app that enables people to seamlessly pick and pay for the best option for any trip, choosing from a variety of convenient shared and active options instead of relying on a personal vehicle. This concept, known as mobility as a service (MaaS), is being tested in Europe,<sup>72</sup> but it faces significant barriers to deployment in our region, including agencies that lack digital data on transit service and the bike/ped network and new mobility companies’ reticence to show comparative information on travel times and costs.

**Local and regional influence:** Initially, the challenge for public agencies was in making their data available online, and many agencies created their own travel information websites and apps. With the growing number of third-party websites and apps, including many that are more widely used than agency-owned options, the challenge now lies in making sure that the information available is presented in a way that supports positive outcomes. For example, some driver information apps direct drivers through school zones to avoid congested routes, and some transit apps display information alongside advertisements for ride-hailing or car share services, potentially diverting riders away from transit. At the same time, the popularity of third-party apps means that it is seldom worthwhile for public agencies to develop their own platforms for the sake of controlling how information is presented. Public agencies have had limited success influencing how third-party apps present information, and some are considering placing conditions on third-party usage of public data.

**Promise and peril:** Making more information available on transportation choices supports our regional goals—if that information is presented in the right way and made available to all.

Goal	Promise	Peril
Choices	Better travel information makes people more aware of their choices, and comprehensive information combined with competitive pricing could enable people to better identify the mode that works best for them.	Third-party sites may direct people toward privately-operated services that pay for advertising and away from transit and active transportation.

**Goal**  
Equity

**Promise**  
A MaaS-style system would enable public agencies to offer flexible subsidies to low-income and transit-dependent travelers that they could use to pick the mode that works best for them.

**Peril**  
Marginalized people frequently lack access to apps, data plans, and the Internet. Without additional investment in digital access, underserved communities will not benefit from enhanced travel information.

Transparency

Third-party apps sometimes use and present public data in ways that don't support our goals.

### APPENDIX 3: EMERGING TECHNOLOGY WORKING GROUP MEMBERS

The Emerging Technology Working Group met monthly, beginning in 2018, to help refine the Emerging Technology Strategy and coordinate among public agencies in the greater Portland region on technology-related initiatives. Due to a late start in staffing and developing the Emerging Technology Strategy the working group is less formal than the other working groups involved in developing the 2018 Regional Transportation Plan. Agendas were not posted to the Metro website, and the group continues to add members and meet to discuss implementation of the Emerging Technology Strategy. Below is the current list of working group members as of May 2018.

<b>Member</b>	<b>Organization</b>
Todd Juhasz	City of Beaverton
Katherine Kelly and Carly Rice	City of Gresham
Taylor Eidt and Peter Brandom	City of Hillsboro
Charlie Tso	City of Wilsonville
Peter Hurley and Ingrid Fish	City of Portland
Erin Wardell	Washington County
Jessica Berry	Multnomah County
Joe Marek	Clackamas County
Jeff Owen	TriMet
Andrew Dick	ODOT
Becky Steckler	University of Oregon
John MacArthur	Portland State University

## ENDNOTES

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- <sup>1</sup> AV pilots have already resulted in fatalities and other safety issues; see <https://www.nytimes.com/2018/03/23/technology/uber-self-driving-cars-arizona.html>.
- <sup>2</sup> The draft federal legislation governing AVs allows for each manufacturer to deploy 50,000 AVs that are exempt from safety standards in its first year of making AVs, rising to 100,000 AVs in the third year. <https://www.congress.gov/bill/115th-congress/senate-bill/1885/text>
- <sup>3</sup> <https://www.usatoday.com/story/money/cars/2016/09/19/why-most-self-driving-cars-electric/90614734/>
- <sup>4</sup> Ibid.
- <sup>5</sup> <http://www.fehrandpeers.com/autonomous-vehicle-research/>
- <sup>6</sup> <https://www.bloomberg.com/news/articles/2017-07-06/the-electric-car-revolution-is-accelerating>
- <sup>7</sup> <https://www.nhtsa.gov/technology-innovation/automated-vehicles-safety>
- <sup>8</sup> <https://www.nhtsa.gov/technology-innovation/automated-vehicles-safety>
- <sup>9</sup> <https://www.wired.com/story/gm-cruise-self-driving-car-launch-2019/>
- <sup>10</sup> <https://www.redchalk.com/industry/automotive/shifting-gear-future-scenarios-autonomous-vehicle-development/>
- <sup>11</sup> <https://www.usatoday.com/story/money/cars/2016/09/19/why-most-self-driving-cars-electric/90614734/>.
- <sup>12</sup> <http://library.rpa.org/pdf/RPA-New-Mobility-Autonomous-Vehicles-and-the-Region.pdf>, p. 16-17; <https://www.vtppi.org/avip.pdf>, Table 7.
- <sup>13</sup> <https://nacto.org/2017/10/03/senate-fails-to-address-concerns-of-cities-in-av-bill/>
- <sup>14</sup> <https://newsroom.intel.com/news/intel-mobileye-integration-plans-build-fleet-autonomous-test-cars/>
- <sup>15</sup> <http://www.fehrandpeers.com/fpthink/nextgenerationvehicles/> (Looking for the white paper in which they discuss transit impacts; may need to pester F+P to repost/provide for citation.)
- <sup>16</sup> <http://www.fehrandpeers.com/av-simulation-research/>
- <sup>17</sup> <http://www.fehrandpeers.com/wp-content/uploads/2017/03/CNU-Article-Autonomous-Rapid-Transit.pdf>
- <sup>18</sup> <https://www.nhtsa.gov/technology-innovation/automated-vehicles-safety>
- <sup>19</sup> <https://www.theverge.com/2016/12/12/13923254/audi-v2i-las-vegas-test-drive-traffic-signals>
- <sup>20</sup> <https://www.its.dot.gov/pilots/index.htm>
- <sup>21</sup> <https://apnews.com/9a605019eeba4ad2934741091105de42>
- <sup>22</sup> [https://www.its.dot.gov/cv\\_basics/cv\\_basics\\_20qs.htm](https://www.its.dot.gov/cv_basics/cv_basics_20qs.htm)
- <sup>23</sup> <http://www.oregon.gov/ODOT/DMV/Pages/News/factsstats.aspx>;  
<http://blog.caranddriver.com/oregon-adds-rebate-for-electric-vehicles-and-tax-on-bicycles/>
- <sup>24</sup> [https://www.eia.gov/outlooks/aeo/pdf/0383\(2017\).pdf](https://www.eia.gov/outlooks/aeo/pdf/0383(2017).pdf), p. 98
- <sup>25</sup> <https://www.bloomberg.com/news/articles/2017-07-06/the-electric-car-revolution-is-accelerating>
- <sup>26</sup> <https://www.usatoday.com/story/money/cars/2016/09/19/why-most-self-driving-cars-electric/90614734/>

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<sup>27</sup> <http://www.autonews.com/article/20160627/OEM11/306279987/zev-mandates-get-harder-to-ignore>

<sup>28</sup> <https://forthmobility.org/news/HB2017>

<sup>29</sup> <https://www.nrel.gov/docs/fy16osti/65279.pdf>

<sup>30</sup>

[http://www.seattle.gov/Documents/Departments/OSE/FINAL%20REPORT\\_Removing%20Barriers%20to%20EV%20Adoption\\_TO%20POST.pdf](http://www.seattle.gov/Documents/Departments/OSE/FINAL%20REPORT_Removing%20Barriers%20to%20EV%20Adoption_TO%20POST.pdf)

<sup>31</sup> Conversations with Portland Bureau of Transportation staff.

<sup>32</sup> [http://www.oregonlive.com/commuting/index.ssf/2015/10/uber\\_lyft\\_now\\_dominat\\_portlan.html](http://www.oregonlive.com/commuting/index.ssf/2015/10/uber_lyft_now_dominat_portlan.html)

<sup>33</sup> These include car share companies such as ReachNow (operated by BMW; <https://www.geekwire.com/2016/bmw-launch-uber-lyft-competitor-seattle-launches-reachnow-car-sharing-brooklyn/>), autonomous vehicle manufacturers like Waymo (<https://www.cnbc.com/2017/10/03/alphabet-waymo-self-driving-car-service-fall.html>), and automakers, including General Motors (<https://www.theverge.com/2016/1/21/10802240/gm-maven-car-sharing-service-price-launch-date-michigan>). The rapid growth of new ride-hailing options that Austin, TX saw when Uber and Lyft stopped service (<https://www.bizjournals.com/austin/news/2016/06/07/the-complete-field-guide-to-austins-ridesharing.html>) also illustrates how quickly ride-hailing services can multiply.

<sup>34</sup> For examples from Washington State, see <http://mrsc.org/Home/Stay-Informed/MRSC-Insight/September-2016/Regulating-Rideshare-Companies-Like-Uber-and-Lyft.aspx>.

<sup>35</sup> Washington has insurance requirements for ride-hailing services (<http://mrsc.org/Home/Stay-Informed/MRSC-Insight/September-2016/Regulating-Rideshare-Companies-Like-Uber-and-Lyft.aspx>), and in California the Public Utilities Commission is responsible for licensing ride-hailing services, and has adopted rules and regulations related to drivers, vehicles, drug policy, insurance, data reporting, fares, and wheelchair accessibility.

<sup>36</sup> See the Portland City Code beginning at §16.40.200 (<https://www.portlandoregon.gov/citycode/?c=28593>). The City of Portland's regulations cover permit applications and fees, vehicle and driver certification, company and vehicle operations, wheelchair accessibility, and insurance; riders pay a 50 cent per ride fee that supports enforcement and accessible service. The Port's regulations are similar except that there is an additional \$2.00 fee.

<sup>37</sup> <https://thedriverscollectivepdx.com/tnc-rate-info/>

<sup>38</sup> <https://www.bizjournals.com/portland/news/2017/12/19/uber-follows-lyft-with-carpool-service-in-portland.html>

<sup>39</sup> For example, see <https://www.psta.net/about-psta/press-releases/2016/psta-expands-transit-partnership-with-uber-lyft-across-pinellas-county/> (there are others we can cite too)

<sup>40</sup> <http://www.apta.com/resources/reportsandpublications/Documents/APTA-Shared-Mobility.pdf>

<sup>41</sup> [http://usa.streetsblog.org/wp-content/uploads/sites/5/2017/10/2017\\_UCD-ITS-RR-17-07.pdf](http://usa.streetsblog.org/wp-content/uploads/sites/5/2017/10/2017_UCD-ITS-RR-17-07.pdf)

<sup>42</sup> [http://usa.streetsblog.org/wp-content/uploads/sites/5/2017/10/2017\\_UCD-ITS-RR-17-07.pdf](http://usa.streetsblog.org/wp-content/uploads/sites/5/2017/10/2017_UCD-ITS-RR-17-07.pdf), <http://www.schallerconsult.com/rideservices/unsustainable.pdf>

<sup>43</sup> <http://www.sfcta.org/tncstoday>

<sup>44</sup> <http://www.sfoxaminer.com/sfpd-uber-lyft-account-two-thirds-congestion-related-traffic-violations-downtown/>

<sup>45</sup> Ibid and <https://www.portlandoregon.gov/saltzman/article/637492>; according to data from the City of Portland 35% of ride-hailing audits revealed at least one violation, and the majority of violations were for safety-related issues, such as failing to carry adequate insurance or a hands-free device.

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<sup>46</sup> <http://www.cnn.com/2017/04/13/uber-may-face-1-million-dollar-fine-over-california-drunken-driving-complaints.html>.

<sup>47</sup> <https://www.portlandoregon.gov/saltzman/article/637492>  
[https://www.washingtonpost.com/news/wonk/wp/2016/03/10/uber-seems-to-offer-better-service-in-areas-with-more-white-people-that-raises-some-tough-questions/?utm\\_term=.2d881b8cfe5b](https://www.washingtonpost.com/news/wonk/wp/2016/03/10/uber-seems-to-offer-better-service-in-areas-with-more-white-people-that-raises-some-tough-questions/?utm_term=.2d881b8cfe5b)

<sup>48</sup> <http://www.trb.org/TCRP/Blurbs/174653.aspx>.

<sup>49</sup> [http://www.oregonlive.com/commuting/index.ssf/2015/10/uber\\_lyft\\_now\\_dominat\\_portlan.html](http://www.oregonlive.com/commuting/index.ssf/2015/10/uber_lyft_now_dominat_portlan.html) / Greyball report

<sup>50</sup> <https://www.nytimes.com/2017/03/03/technology/uber-greyball-program-evade-authorities.html>

<sup>51</sup> <http://www.cnn.com/2017/04/13/uber-may-face-1-million-dollar-fine-over-california-drunken-driving-complaints.html>

<sup>52</sup> <https://www.citylab.com/transportation/2015/04/how-the-microtransit-movement-is-changing-urban-mobility/391565/>

<sup>53</sup> <http://www.sacbee.com/news/local/article183340381.html>

<sup>54</sup> <https://www.citylab.com/transportation/2017/11/dont-believe-the-microtransit-hype/545033/>

<sup>55</sup> <http://www.fehrandpeers.com/microtransit/>

<sup>56</sup> <http://www.arlington-tx.gov/residents/via/>,  
<http://www.sacbee.com/news/local/article183340381.html>

<sup>57</sup> For a more detailed summary of car share business models, see <https://www2.deloitte.com/content/dam/Deloitte/de/Documents/consumer-industrial-products/CIP-Automotive-Car-Sharing-in-Europe.pdf>

<sup>58</sup> Service areas come from the ZipCar website (<http://www.zipcar.com/portland>) and conversations with ReachNow, and are current as of November 2017.

<sup>59</sup> Service areas come from the car2go (<https://www.car2go.com/US/en/portland/where/>) and ReachNow (<https://reachnow.com/en/portland-or/drive/>) websites, and are current as of November 2017.

<sup>60</sup> For an evaluation of the impacts of stationary car share, see <http://trrjournalonline.trb.org/doi/pdf/10.3141/1992-09> and [http://innovativemobility.org/wp-content/uploads/2015/07/Zipcar\\_Corporate\\_Final\\_v6.pdf](http://innovativemobility.org/wp-content/uploads/2015/07/Zipcar_Corporate_Final_v6.pdf). For an evaluation of free-floating car share, see [http://innovativemobility.org/wp-content/uploads/2016/07/Impactsofcar2go\\_FiveCities\\_2016.pdf](http://innovativemobility.org/wp-content/uploads/2016/07/Impactsofcar2go_FiveCities_2016.pdf).

<sup>61</sup> Ibid.

<sup>62</sup> <http://trrjournalonline.trb.org/doi/pdf/10.3141/1992-09>.

<sup>63</sup> See service area maps for the different car share companies. Even peer-to-peer carsharing services, which do not provide any vehicles or physical infrastructure, sometimes redline disadvantaged communities; see <http://www.opb.org/news/article/electric-car-sharing-low-income-housing/>.

<sup>64</sup> <https://www.biketownpdx.com/map>

<sup>65</sup> Portland Bureau of Transportation. (2017, July 17). News Release: News Release: BIKETOWN celebrates first birthday with a week of prizes, Free Ride Day on Wednesday, July 19. Retrieved July 31, 2017, from <https://content.govdelivery.com/accounts/ORPORTLAND/bulletins/1aac54>

<sup>66</sup> [https://www.washingtonpost.com/news/dr-gridlock/wp/2017/10/05/abandoned-vandalized-and-illegally-parked-bike-share-bikes-now-a-d-c-problem/?utm\\_term=.90eaf6bf986a](https://www.washingtonpost.com/news/dr-gridlock/wp/2017/10/05/abandoned-vandalized-and-illegally-parked-bike-share-bikes-now-a-d-c-problem/?utm_term=.90eaf6bf986a);  
<https://nextcity.org/daily/entry/seattle-private-bike-share-experiment-stationless>.

<sup>67</sup> Examples include Seattle (<http://www.seattle.gov/transportation/projects-and-programs/programs/bike-program/bike-share>), San Francisco (<https://www.sfmta.com/getting>



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[around/bike/bike-share](#)) and Washington D.C. (<https://ddot.dc.gov/release/ddot-extends-dockless-demonstration-project>).

<sup>68</sup> <https://www.biketownpdx.com/pricing/biketown-for-all>.

<sup>69</sup> Both Portland and Detroit are exploring offering adaptive bike share bikes (<http://betterbike.share.org/2017/05/10/two-cities-explore-adaptive-bike-rentals-people-disabilities/>).

<sup>70</sup> JUMP Mobility, operated by the same company that supplies BIKETOWN bikes, is now operating in San Francisco and Washington, DC (<https://jumpmobility.com/>).

<sup>71</sup> Scoot operates in San Francisco (<https://scoot.co/>).

<sup>72</sup> <http://maas.global/maas-as-a-concept/>

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

**So, hello. We’re Metro – nice to meet you.**

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

**Metro Council President**

Tom Hughes

**Metro Councilors**

- Shirley Craddick, District 1
- Betty Dominguez, District 2
- Craig Dirksen, District 3
- Kathryn Harrington, District 4
- Sam Chase, District 5
- Bob Stacey, District 6

**Auditor**

Brian Evans

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**2018 Regional Transportation Plan**



*safe • reliable • healthy • affordable*

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Materials following this page were distributed at the meeting.



Metro



# Regional Food Scraps Policy

June 5, 2018 Metro Council Work Session

# Using garbage as a resource



Total garbage <sup>i</sup>  
**1.3 MILLION TONS**



Separate food <sup>i</sup>  
**UP TO 18%**



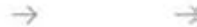
REMAINING WASTE TO  
**Transfer stations**



**Metro South Station** <sup>i</sup>



**Other Transfer Stations** <sup>i</sup>



Recycle more <sup>i</sup>  
**UP TO 5%**



Convert to energy <sup>i</sup>  
**UP TO 16%**



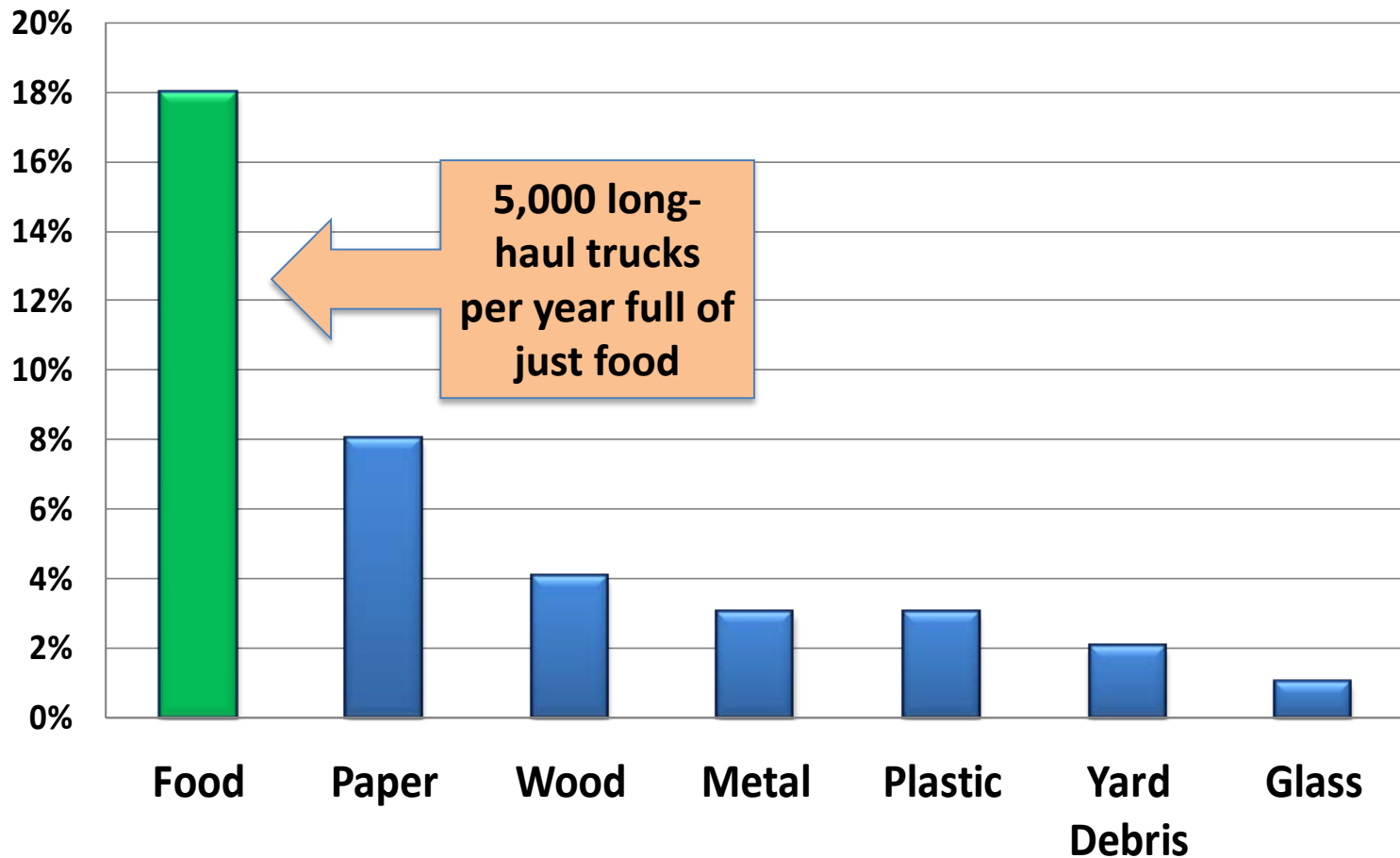
REMAINING WASTE TO <sup>i</sup>  
**Landfills**





# Why food?

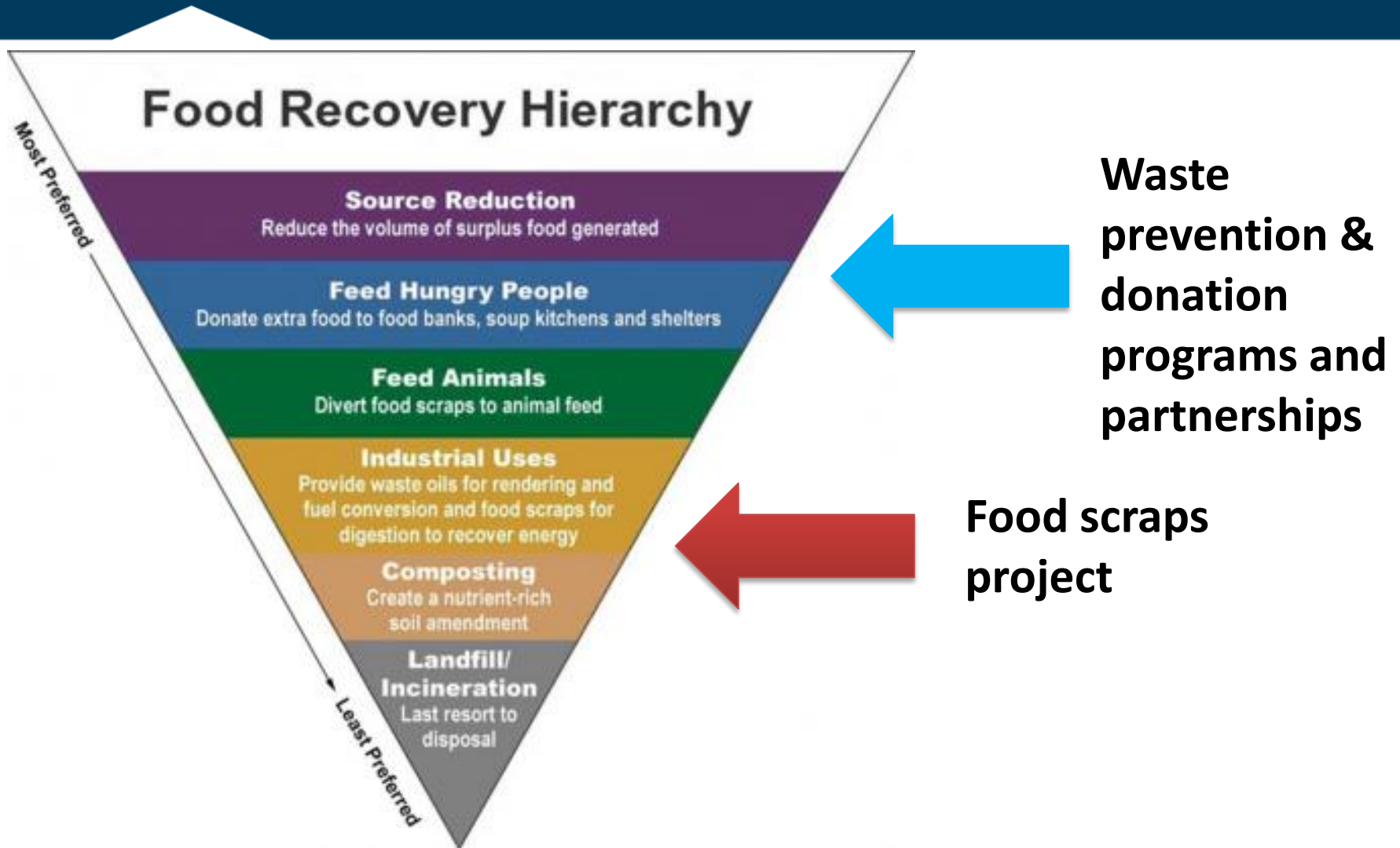
## Metro Region Disposed Recoverables



# Why food?



# Prevention and donation first





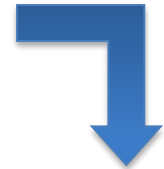
# Commercial focus



These food scraps



Not these



# Council engagements to date

- November 2014
- July 2015
- October 2016
- November 2017



# Separation requirement overview

- Requires local governments inside the Metro boundary to adopt policy and implement collection programs.
- Affects ~3,000 large to medium-sized food-oriented businesses.
- Phased in over 5 years.
- Eventually prohibit the disposal of large amounts of food.



# Key policy elements

- Local governments adopt policy by July 2019.
- Consistent regional performance standards.
- Implementation flexibility.
- Local governments may grant temporary waivers to businesses.
- Metro will continue to provide funding support.

# Local government requirements

- Send notice to affected businesses.
- Require businesses to separate food from other waste.
- Provide educational materials and program setup assistance.
- Ensure collection service is provided.
- Enforcement, grant waivers, reporting.



# Business requirements




- Separate food waste from other waste for collection.
- Property managers must allow collection service.
- Applies only to “back of house” waste.



# Changes to Administrative Rules

- Implementation timeline adjusted by one year.
- Distance waiver replaced with access to services payments.

# Revised implementation timeline

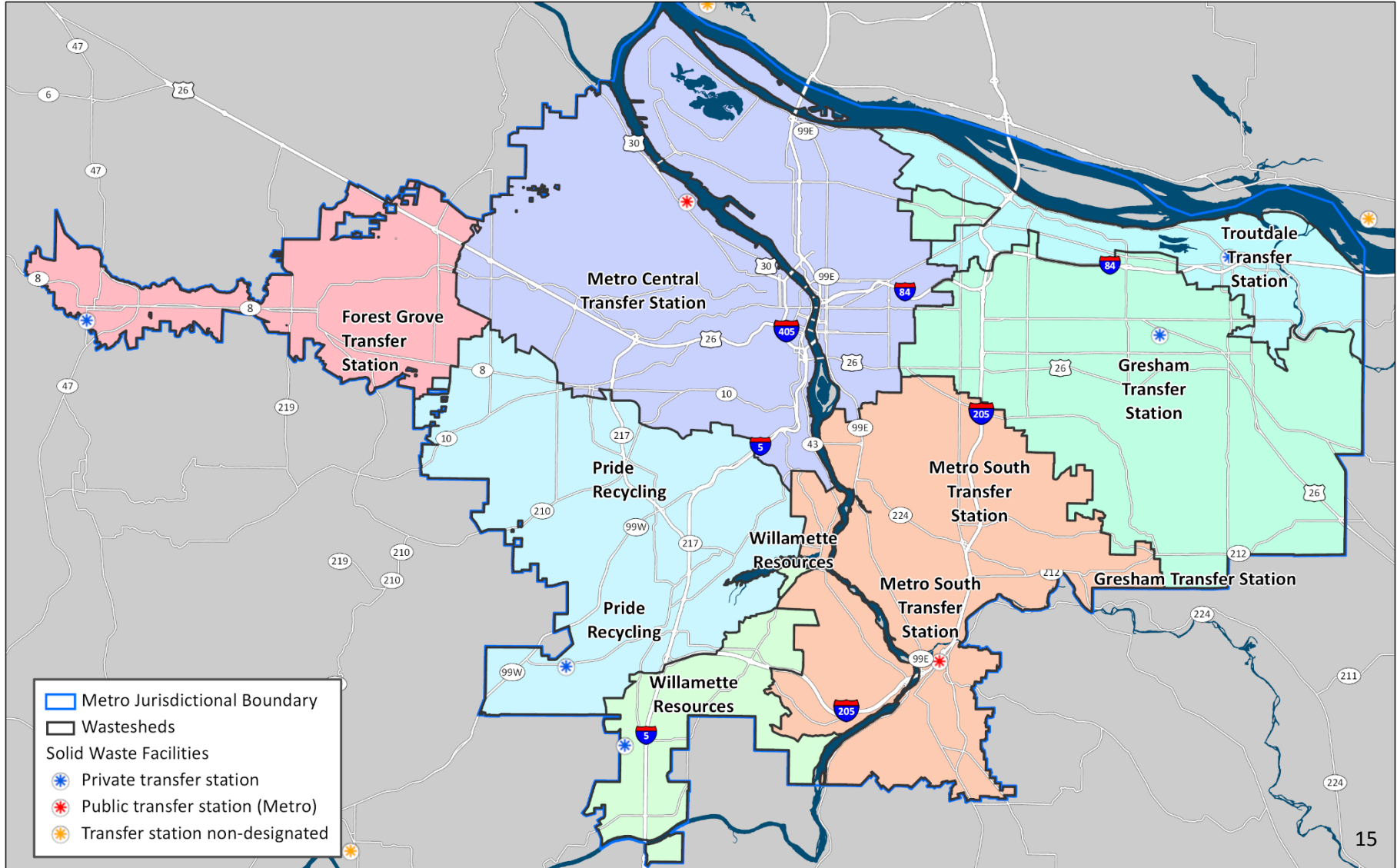
- March 2020-2021: Business Group 1
  - Businesses that generate 1,000 pounds per week or more of food scraps. 
- March 2021-2022: Business Group 2
  - Businesses that generate 500 pounds per week or more of food scraps. 
- September 2022-2023: Business Group 3
  - Businesses that generate 250 pounds per week or more of food scraps and K-12 schools. 



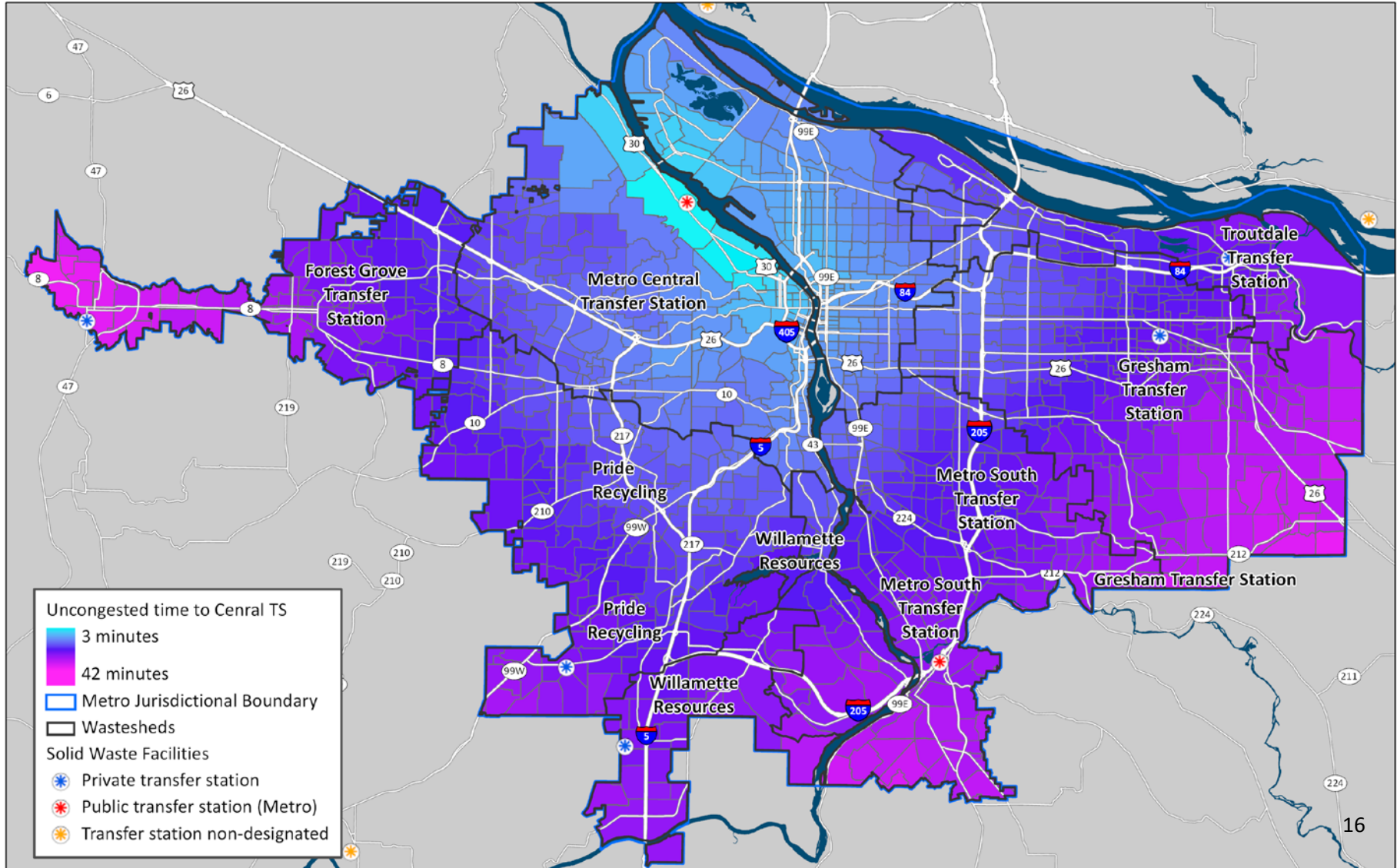
# Access to services payments

- Replaces the distance waiver with a payment to offset additional collection costs.
- Ensures a consistent regional program available for all businesses.
- Creates a more level playing field so that areas more distant from services are not at a significant financial disadvantage.
- Contributes to the region's ability to capture more food scraps more quickly, reducing processing costs.

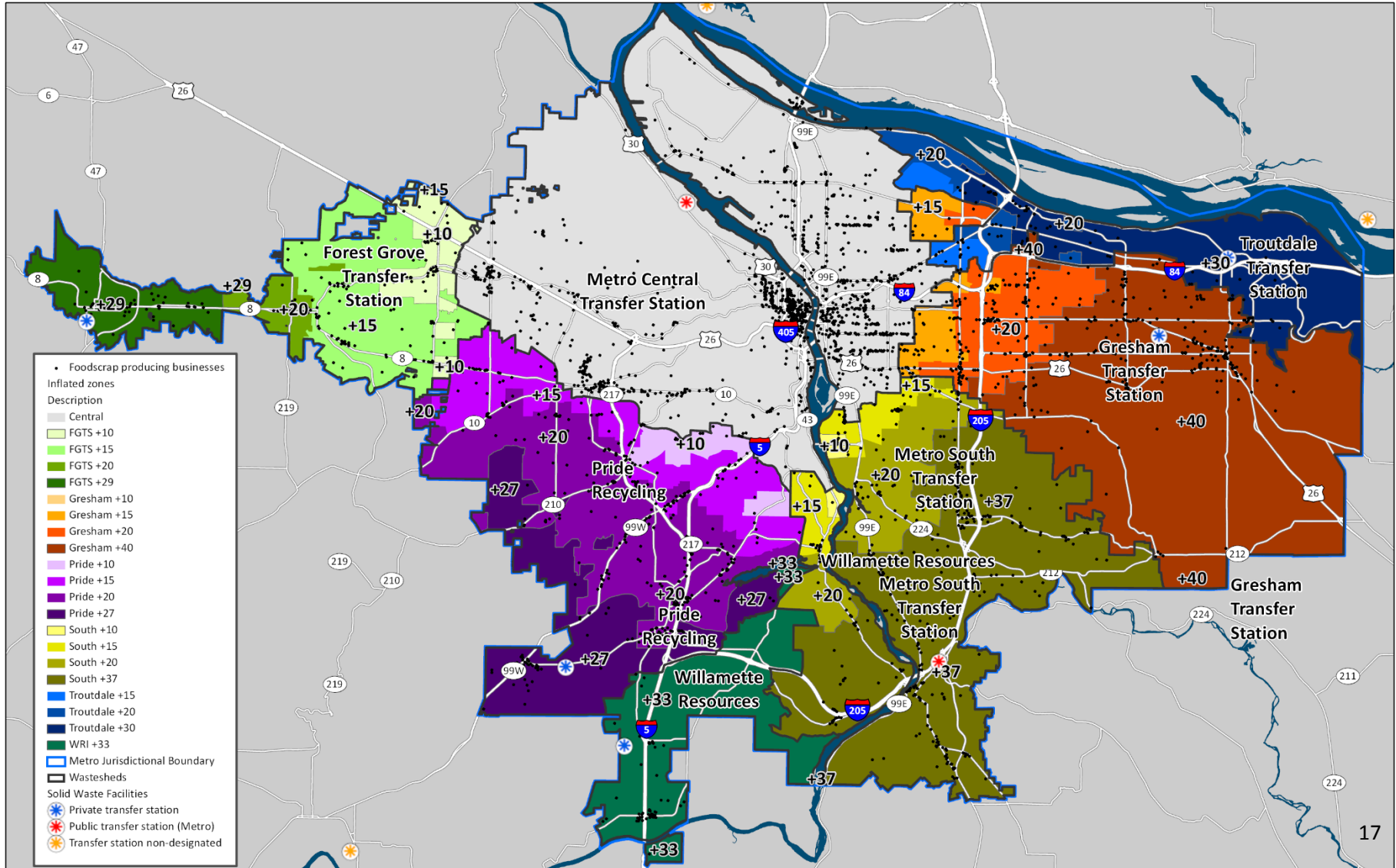
# Base time zones



# Travel time to Metro Central



# Access to services payment zones



# Access to services payments: calculation

- Average cost to operate collection vehicle.
- Additional time to transfer service.
- Number and type of businesses within each payment zone.
- Estimated tons captured in each zone.
- Estimated loads per week from each zone.
- Business group implementation timelines.

# Access to services payments: example

Collection Cost  
per Minute

**\$1.67**

**x**

Additional  
Minutes  
(round trip)

**30**

Additional  
Cost per Load

**= \$50**

Additional Cost  
per Load

**\$50**

**x**

Loads per  
Week

**2.2**

Payment per  
Week

**= \$110**



# Access to services payments: estimates

- FY 2019-20: \$169,000
- FY 2020-21: \$545,000
- FY 2021-22: \$618,000
- FY 2022-23: \$680,000
- FY 2023-24: \$174,000



# Stakeholder engagement

## **Business survey and interviews**

- conducted by third party, reached 360 businesses

## **Individual businesses and industry associations – meetings and presentations**

- Albertsons/Safeway
- Aramark/Pacific Wild
- Bon Appetit/Oregon Episcopal School
- Building Owners and Managers Association (BOMA)
- Clackamas County Business Alliance
- Costco
- Gresham Chamber of Commerce
- Elmer's
- Hillsboro Chamber of Commerce
- McMenemy's
- North Clackamas Chamber Public Policy Committee
- Northwest Food Processors Association
- Northwest Grocers Association
- Oregon Convention Center, Oregon Zoo, EXPO Center, P'5
- Oregon Restaurant & Lodging Association
- Portland Business Alliance
- Providence Hospital
- Red Robin
- Shari's Restaurants
- Tualatin Chamber of Commerce Business Advisory Council
- Walmart
- Washington County Green Business Alliance
- Washington County Haulers
- Westside Economic Alliance
- Willamette View Retirement

## **Local government meetings and presentations**

- Beaverton City Council
- Clackamas County Commission
- Cornelius City Council
- Fairview City Council
- Forest Grove City Council
- Forest Grove Sustainability Commission
- Gresham City Council & staff
- Hillsboro City Council
- King City City Council
- Lake Oswego City Council
- Milwaukie City Council
- Oregon City Commission
- Regional City Managers
- Regional Mayors and Chairs
- Sherwood City Council
- State and County Health Departments
- Tigard City Council
- Troutdale City Council
- Tualatin City Council
- Washington County Commission
- Washington County SWAC
- West Linn City Council
- Wilsonville City Council
- Wood Village City Council

## **Food Rescue Agency Roundtable**

- 12 food rescue non-profits participated.



# Policy timeline

- July 19: **Ordinance** first reading and public hearing.
- July 26: **Ordinance** second reading and vote.
- Summer/Fall : Continued refinement of **Administrative Rules**--third comment period, COO consideration.
- July 2019: Local government adoption date.
- December 2019: Disposal prohibition policy presented to Council.
- Implementation begins March 2020.

# Questions for Council

1. Do you have comments or questions about the draft policy Ordinance and draft Administrative Rules?
2. What other information do you need prior to the July 19 consideration of the Ordinance and public hearing?



Metro

# Metro Region Housing Affordability and Housing Needs – By the Numbers

June 5, 2018



# Data limitations

Use data with caution. All data sources have limitations in design, methods and analysis. Sources used in this slide deck include:

- U.S. Census: Decennial Census, American Community Survey, American Housing Survey, Comprehensive Housing Affordability Strategy (CHAS) data
- Homelessness Point-In-Time Count data
- Oregon Department of Education student homelessness data
- Homeless Management Information Systems (HMIS) data
- Salary data from the Bureau of Labor Statistics
- Budget data from U.S. Office of Data and Management, HUD, and local governments
- Voucher and waitlist data provided by public housing authority staff
- Market data from Axiometrics, Multifamily NW, and Johnson Economics.

Each of these sources has shortcomings, some of which are well-documented, particularly related to undercounting and/or over-generalizing the experience of communities of color and other historically marginalized groups.

# Why are we experiencing a housing crisis?

Growth outpacing construction

Housing costs outpacing incomes

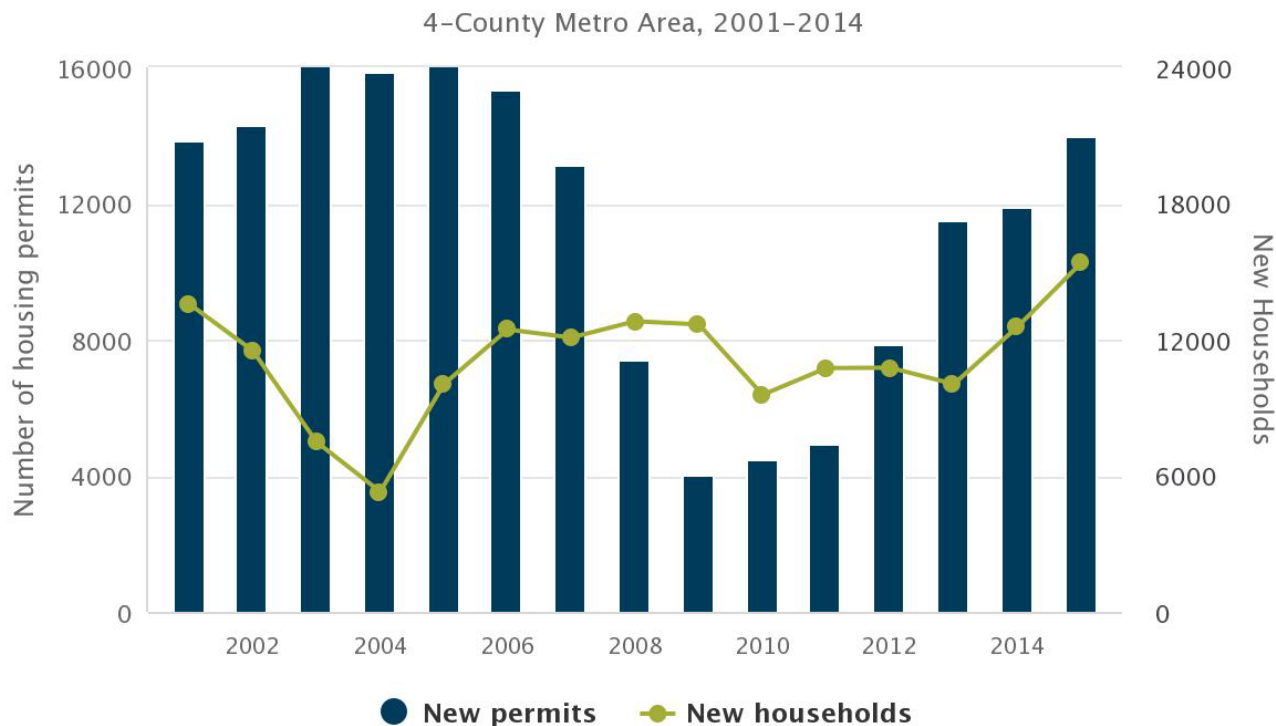
Rent increases everywhere in the region

Decline in federal funding



# Housing permits compared to population growth, 2001-2015

Housing construction slowed down during the Great Recession, but people didn't stop moving here.

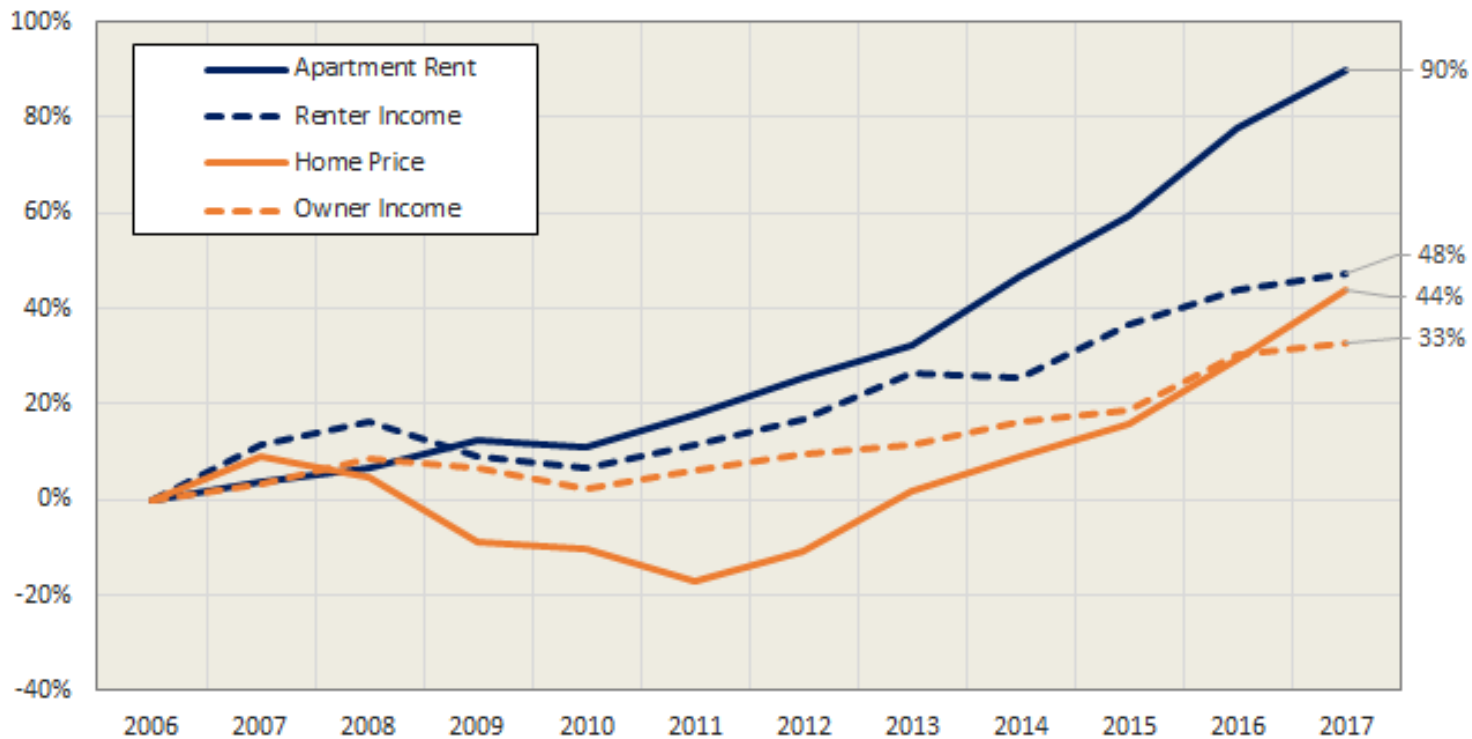


Source: US Census American Community Survey. Population Growth divided by 2.57, the projected long-term average household size for the Portland metro area.



# Housing costs and incomes, 2006-2017

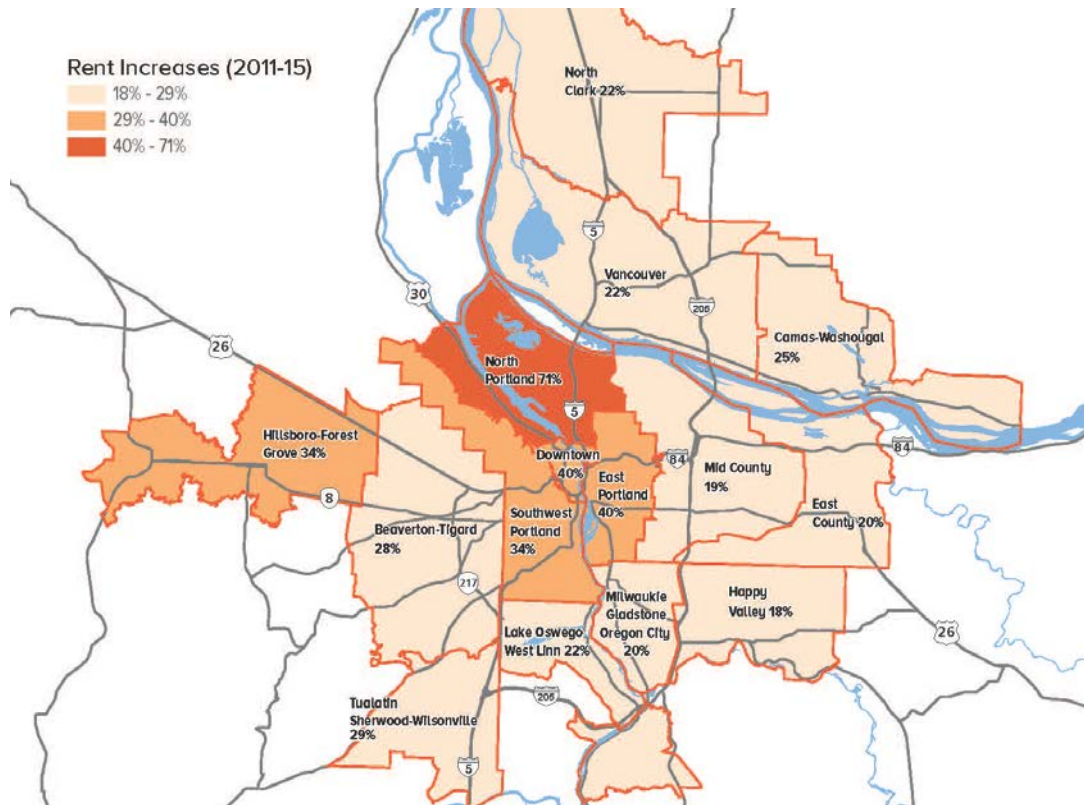
Since 2006, rents have increased almost twice as fast as renters' incomes.



Source: U.S. Census, Axiometrics, Multifamily NW, Johnson Economics

# Rent increases, 2011-2015

Every part of the Metro region experienced rent increases between 2011 and 2015.

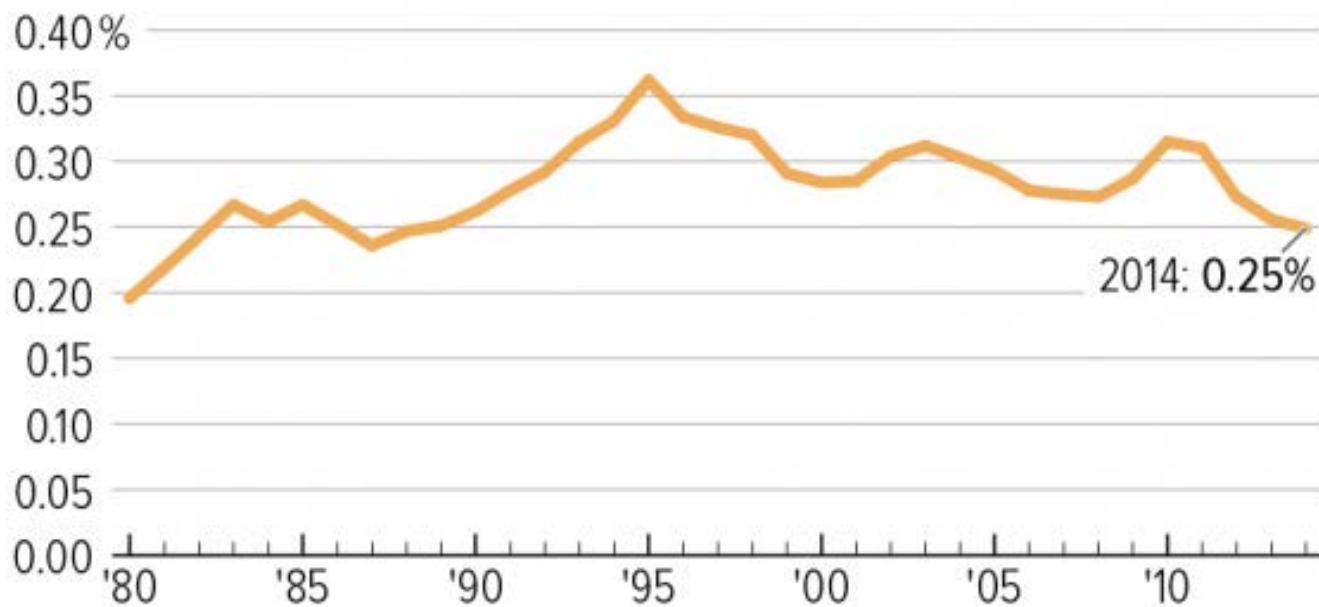


Source: Axiometrics, Multifamily NW, Johnson Economics



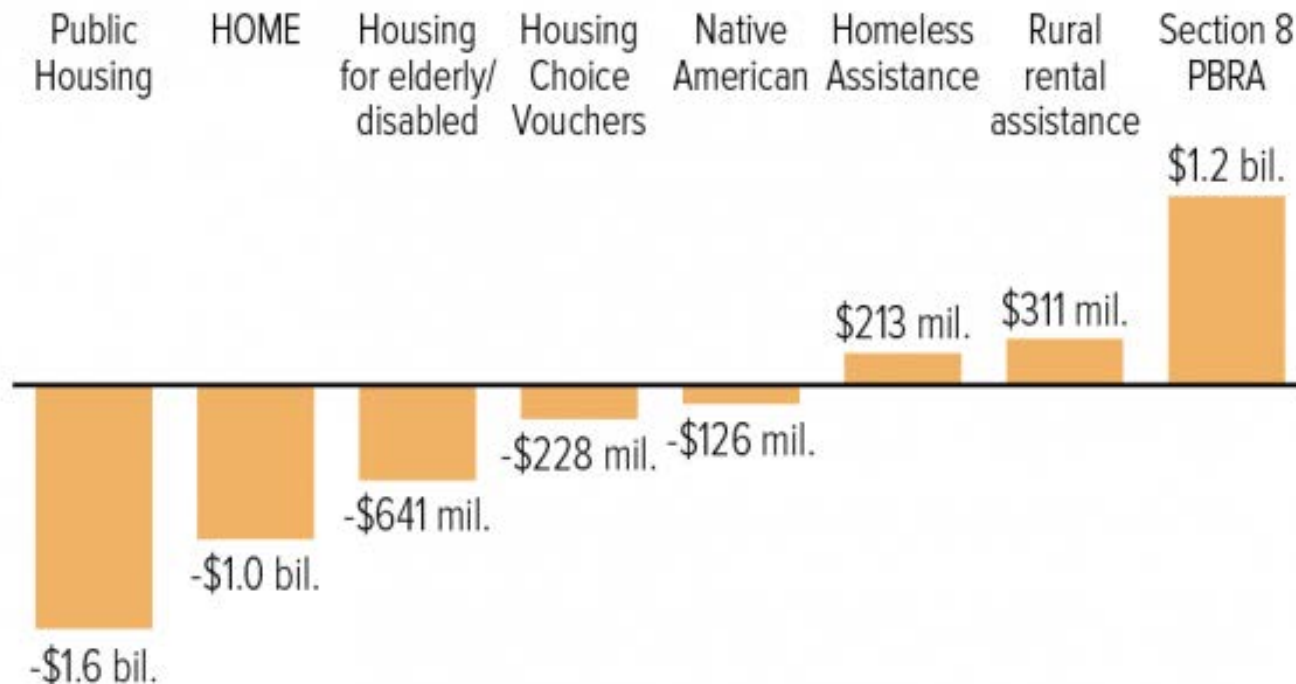
# Declining federal funding, 1980-2014

Discretionary federal funding on affordable housing relative to GDP has fallen 30% since 1996.



GDP = gross domestic product. "Housing assistance" includes the Section 8, public housing, homeless assistance, Section 521, HOME, Native American Housing, HOPWA, and Section 202 and 811 programs, as well as many smaller programs.  
Source: U.S. Office of Management and Budget. Analysis by Center on Budget and Policy Priorities

# Change in federal funding by program, 2010-2016



Federal funding and HOME grants have seen the deepest funding cuts in recent years.

*Change in funding, 2016 compared to 2010, adjusted for inflation. "Housing for elderly/disabled" refers to the Section 202 and 811 programs; Rural rental assistance refers to the Section 521 program.*

*Source: U.S. Office of Management and Budget. Analysis by Center on Budget and Policy Priorities*

# Who is impacted by the housing crisis?

Displacement

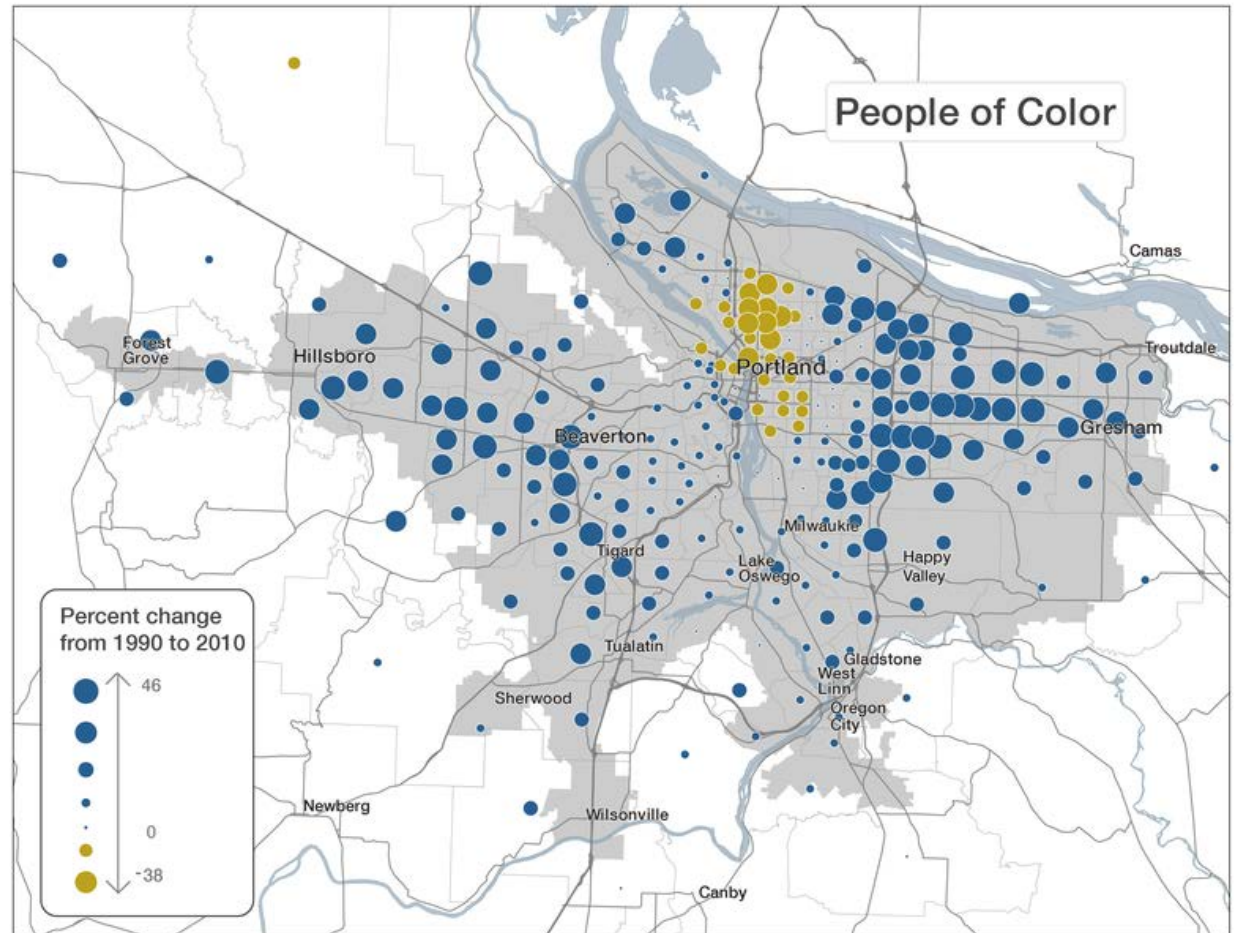
Cost burden

Number of low-income renters



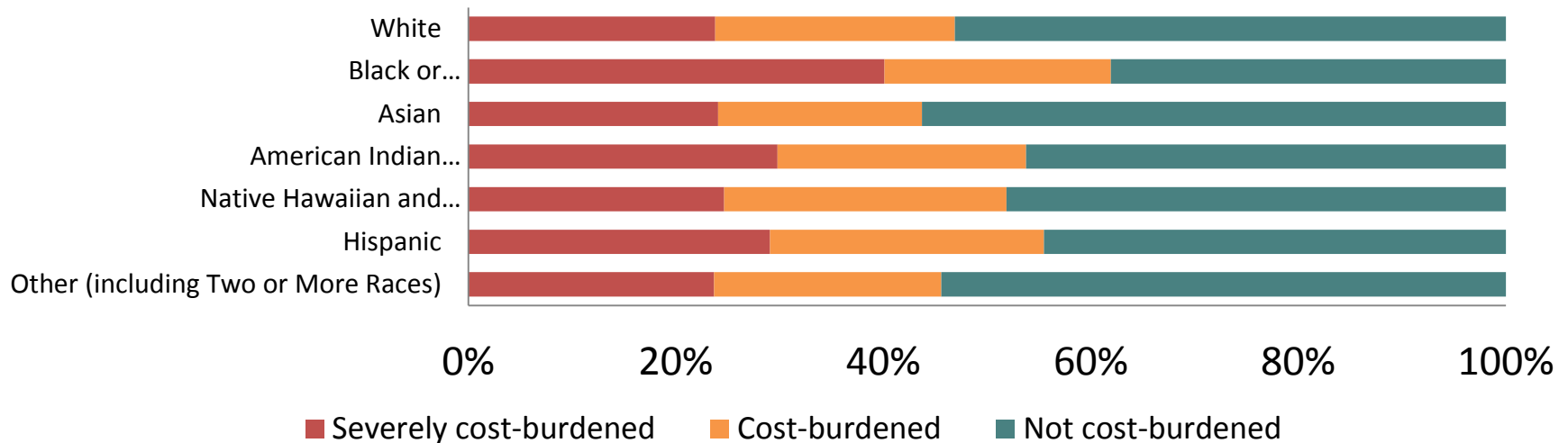
# Evidence of Displacement: Change in population of color, 1990-2010

The change in population of color between 1990 and 2010 across our region provides clear evidence of displacement over time.



# Renter cost burden by race, 2010-2014

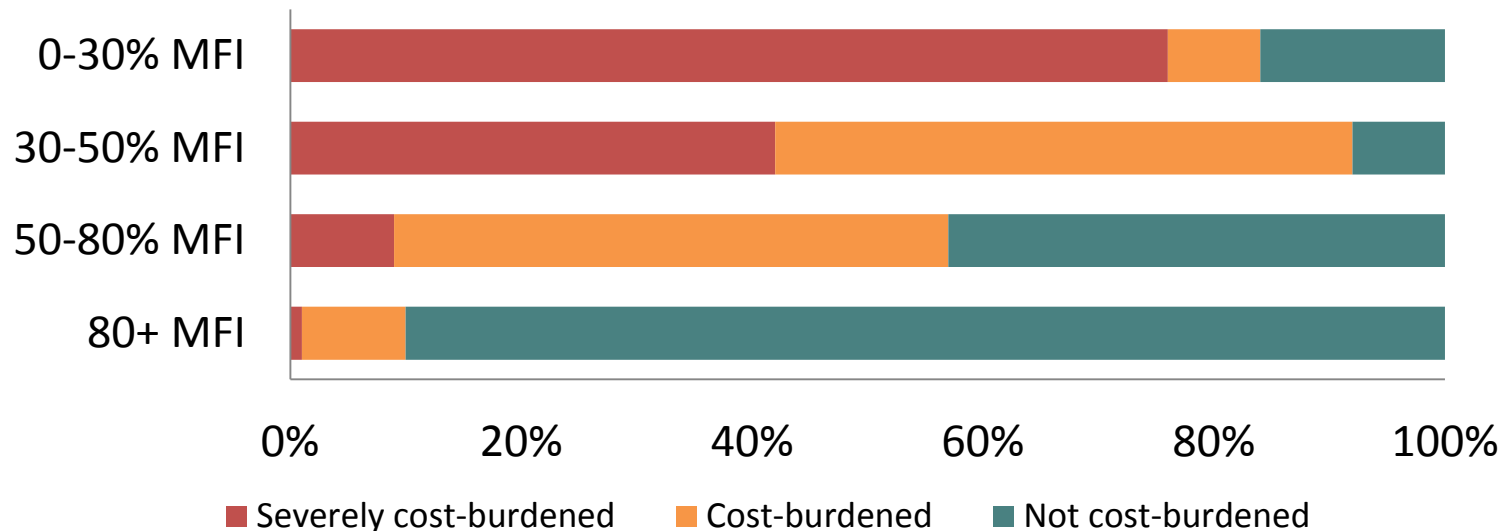
Within Metro's boundary, approximately 66,000 renter households are severely cost burdened, spending more than half their income toward housing cost. Black, Native American, and Hispanic renters disproportionately experience cost burden.



Data for percentage of renters who are cost burdened (paying more than 30% of their income toward rent), severely cost burdened (paying more than 50% of their income toward rent), and not cost burdened (paying less than 30% of their income toward rent) for the Metro region, defined as Census tracts intersecting the Metro jurisdictional boundary. Source: Comprehensive Housing Affordability Strategy, 2010-2014 (most recent data available as of 3/12/18). Numbers are rounded.

# Renter cost burden by income level, 2010-2014

Three-quarters of the region's lowest-income renting households spend more than half their income on rent.



Data for percentage of renters who are cost burdened (paying more than 30% of their income toward rent), severely cost burdened (paying more than 50% of their income toward rent), and not cost burdened (paying less than 30% of their income toward rent) for the Metro region, defined as Census tracts intersecting the Metro jurisdictional boundary. Source: Comprehensive Housing Affordability Strategy, 2010-2014 (most recent data available as of 3/12/18). Numbers are rounded.



# Number of low-income renters, and who fits into different “AMI” categories

## HUD Area Median Income (AMI) Standards for 2018

	Extremely low income (0-30% AMI)	Very low income (30-50% AMI)	Low income (50-80% AMI)	Median Income (100% AMI)
1-Person household	\$0-\$17,000	\$17,000-\$29,000	\$29,000-\$45,000	\$57,000
4-Person household	\$0-\$24,000	\$24,000-\$40,000	\$40,000-\$65,000	\$81,000
Number of Metro renter households by AMI range	55,000	43,000	53,000	n/a

Social Security: \$9,000

Minimum Wage (full-time): \$21,000

Preschool Teacher: \$27,000

Customer Service: \$35,000

Construction Worker: \$40,000

Police officer: \$66,000

Every year, HUD publishes “Area Median Income” Standards. The above rates reflect 2018 AMI standards by household size for the Portland-Vancouver-Hillsboro metropolitan area. Data on average salaries is from Bureau of Labor Statistics, 2016.

# What is the scale of need for affordable housing?

Homelessness

Housing assistance  
waitlists

Affordable housing  
gap



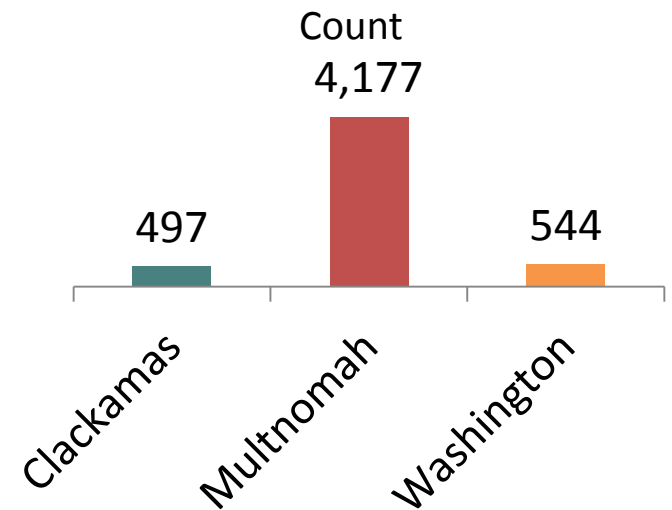


# Homelessness point-in-time counts 2017

In 2017, point-in-time counts in the three Metro counties identified over **5,200 people** experiencing homelessness.

- In Clackamas and Washington, **lack of money to afford rent** was the top cause surveyed individuals identified for why they were homeless.
- In Multnomah, **people of color made up 37% of people experiencing homelessness**, compared to 29% of the county's population. Native Americans were more than 400% more likely to experience homelessness than people who are white and not Hispanic or Latino.

Number of People Experiencing Homelessness During the 2017 Point-in-Time Count



*The point-in-time count is a snapshot of individuals and families experiencing homelessness on a single night in January. This tri-county summary data focuses on the segment of the homeless population that meets the federal definition of homelessness: people who are unsheltered or sleeping in emergency shelters or transitional housing for the homeless. It does not include people who are living doubled up with friends or family, staying in motels, staying in hospitals or jails, or sleeping out of sight. A recent study by the National Law Center on Homelessness and Poverty suggests that the actual number of people who are not stably housed could be between 2.5 to 10 times higher than the numbers in point-in-time counts. County staff believe the data for Clackamas and Washington counties particularly under-represents homelessness due to challenges implementing the point-in-time count methodology in rural and suburban areas.*

# Student homelessness, 2016-17

## Students and homelessness in Greater Portland

7,600



students were homeless at some point during the 2016-17 school year

### Hidden homelessness

Most students experiencing homelessness are not sleeping on the streets or in shelters.

80%

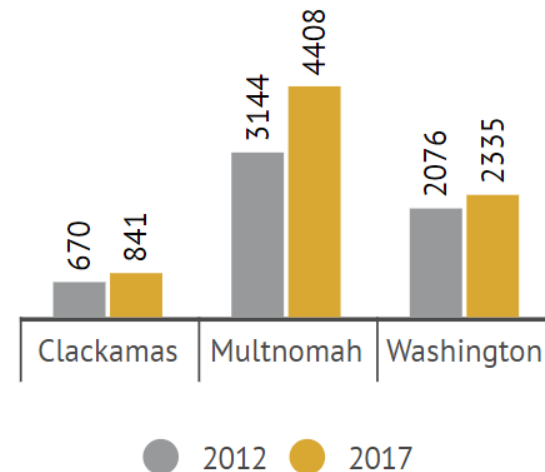


are "couch surfing" or living doubled-up with friends or family

Student homelessness has increased

29% since 2012

### Homeless students 2012 vs 2017



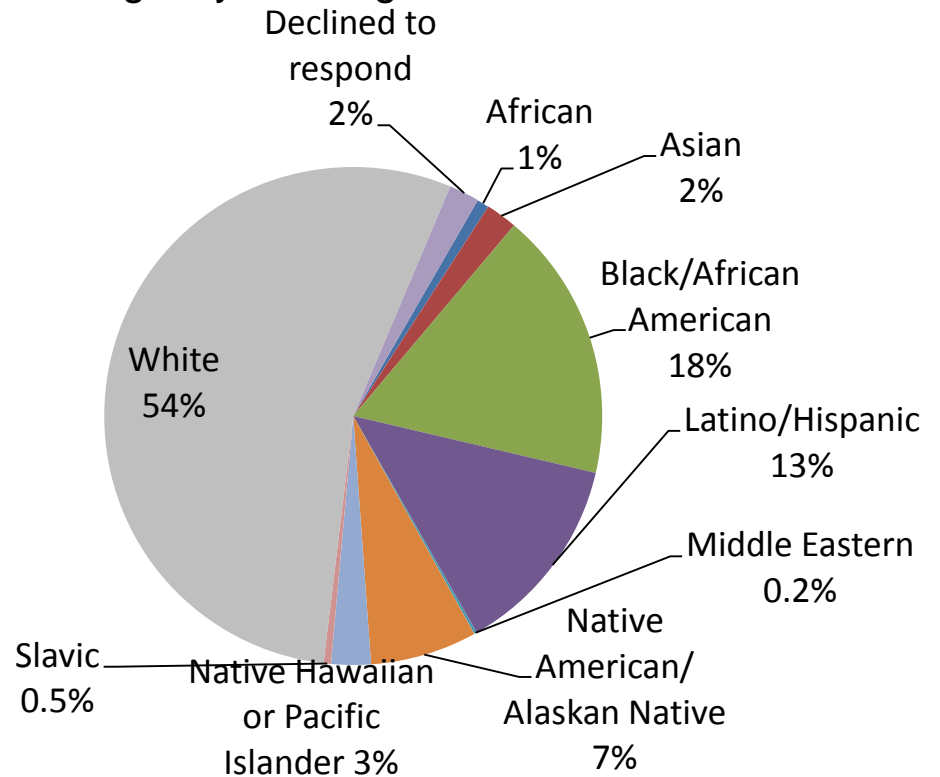
# Households who accessed emergency housing and homeless services, 2017

In 2017, an estimated **26,000 people** accessed emergency housing and homeless services, and did not exit homelessness, across the three-county region.

This included **6,000 children** and **4,000 older adults (55+)**.

**46%** identified as members of **immigrant communities or communities of color**.

Race/ethnicity/origin of people accessing emergency housing & homeless services in 2017



Data reflects service transactions with unique (de-duplicated) individuals across the three counties who accessed services in 2017; excludes individuals who accessed were connected to permanent housing during 2017. Projects could include Day Services, Street Outreach, both Emergency Shelter and Transitional Housing, as well as clients who have connected with a permanent housing project but are not yet housed (still considered homeless). Source: Homeless Management Information System (HMIS) data, 2017.

# Public housing waitlists

Of the region's 35,000+ regulated affordable homes, 2,074 are public housing units owned and operated by public housing authorities. The three housing authorities combined have 11,455 people on their waitlists for these homes.

County	Number of public housing units	Number of households on waitlists	Estimated wait time
Clackamas	545	3,252	1-7 years
Multnomah	1,286	6,883	14.5 years
Washington	243	1,320	2.8+ years
<b>Tri-county region</b>	<b>2,074</b>	<b>11,455</b>	

*Data provided by staff at public housing authorities in April 2018.*

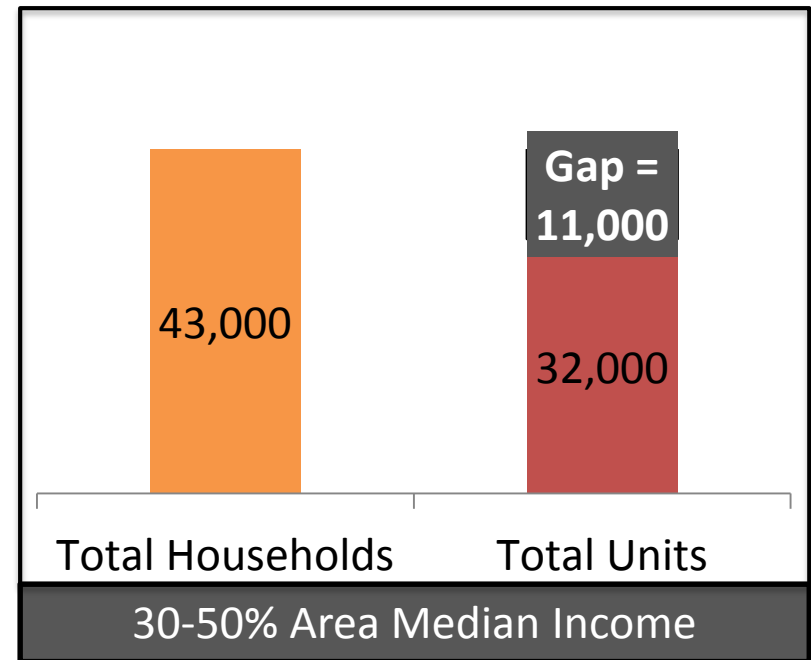
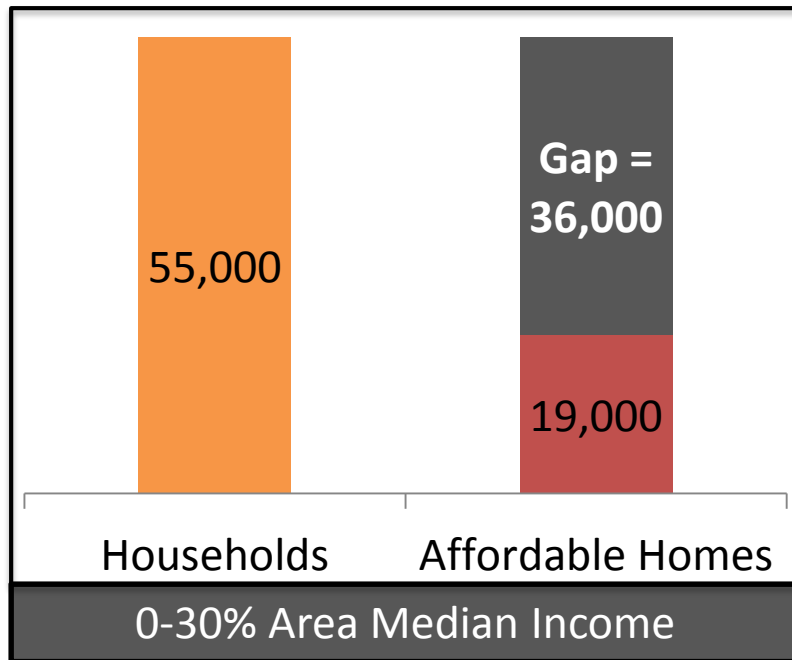
# Rental assistance waitlists

There are more than 6,200 households on the waitlist for Housing Choice vouchers across the three counties. All three Metro area housing authorities have closed their voucher waitlists due to insufficient federal funding to meet the need.

County	Number of Housing Choice Vouchers	Number of households on waitlist	Number of households that applied the last time the waitlist was opened
Clackamas	1,656	880	2,848
Multnomah	9,975	3,035	16,324
Washington	2,803	2,354	4,187
<b>Tri-county region</b>	<b>14,434</b>	<b>6,269</b>	<b>23,359</b>

# Need, supply, and shortfall of homes affordable for extremely and very low income levels

Within Metro's boundary, there is a gap of approximately 47,000 homes affordable to households making less than half of the median income.



In 2018, 30% AMI ranges from \$17,000 for a household of one to \$24,000 for a household of four. 50% AMI ranges from \$29,000 for a household of one to \$40,000 for a household of four. Data for Census tracts intersecting the Metro jurisdictional boundary. <sup>20</sup>  
Source: Comprehensive Housing Affordability Strategy, 2010-2014 (data available as of 3/12/18). Numbers are rounded.

# Need, supply, and shortfall of affordable homes by county

Within Metro's boundary, each county has about half the affordable homes it needs for households making less than 50% AMI.



*In 2018, 50% AMI ranges from \$29,000 for a household of one to \$40,000 for a household of four. Census tracts intersecting the Metro jurisdictional boundary. Source: Comprehensive Housing Affordability Strategy, 2010-2014 (most recent data available as of 3/12/18). Numbers are rounded.*

# What is our region's current capacity to address the housing affordability crisis?

Existing supply of affordable homes

Existing resources for investing in affordable housing





# Estimated affordable housing supply

Only about 17% of the regions' supply of affordable homes are "protected." The remaining supply are vulnerable to rent increases that could lead to displacement.

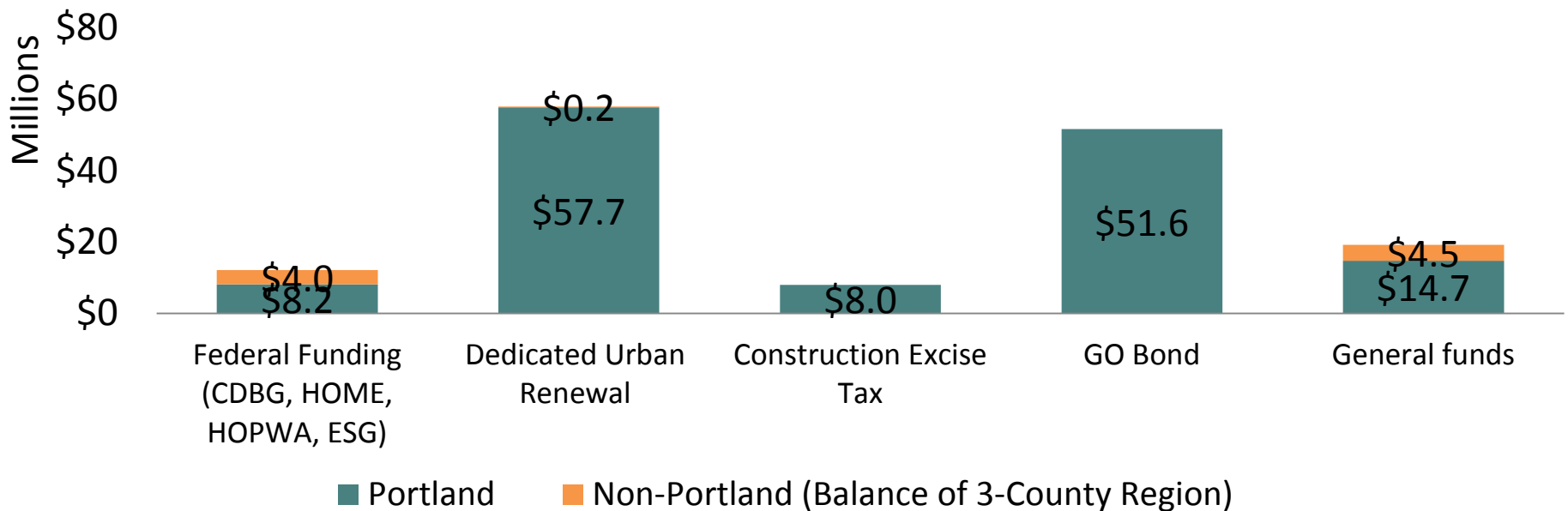
Geography	Protected Affordable Rental Units (2015)	Market Rate Rental Units <80% MFI (2010-2014)	% of Affordable Rental Units that are Protected
3-county region	35,000	202,000	17%
Clackamas	3,000	29,000	10%
Multnomah	25,000	108,000	23%
Washington	7,000	64,000	11%

*Data is for homes that are affordable to households earning 80 percent or less of AMI. Source: Comprehensive Housing Affordability Strategy, 2010-2014 (most recent data available as of 3/12/18); 2015 Regional Affordable Housing Inventory. Numbers are rounded*

# Local funding capacity for affordable housing

In 2016, 95% (\$140 million) of the region's \$148 million in annual funding for affordable housing was in the City of Portland.

Estimated Annual Regional Funding for Affordable Housing, 2016



Source: David Rosen & Associates, 2017 analysis of

**oregonmetro.gov**





Metro



Regional Investment Strategy

# Affordable homes for greater Portland

Metro Chief Operating Officer Recommendation

June 7, 2018

[oregonmetro.gov/housing](http://oregonmetro.gov/housing)

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**Additional materials available at**  
**[oregonmetro.gov/housing](https://oregonmetro.gov/housing)**

This version updated to reflect Metro Council direction.





*A stable, affordable home provides a foundation for a lifetime of opportunity and well-being.*

## Greater Portland is changing. Fast.

Whether we have sought it or not, change has remained a constant throughout the history of greater Portland. The economy has boomed, busted and boomed again. Our population has grown and become significantly more diverse. Floods, storms, fires and even volcanic eruptions have disrupted thousands of lives and reminded us of the importance of respecting our natural surroundings.

Through it all, the people of this region have proven resilient. They have repeatedly reassessed and realigned their priorities, learning from experience and innovating in response to changing circumstances and new imperatives. This region has remained focused on a greater purpose: ensuring that our decisions and actions will benefit our children, and our children's children.

Even during the Great Recession, the people of greater Portland doubled down on their long-term vision and continued to invest in the future. Today, hundreds of people move to the region every week, attracted by a lively urban center, thriving neighborhoods and suburban communities, ample economic opportunity, a vital and creative cultural scene, and an unmatched natural setting that encourages an active lifestyle.



## Six desired outcomes for greater Portland

**Equity** The benefits and burdens of growth and change are distributed equitably across the Portland region.

### **Vibrant communities**

People live, work and play in vibrant communities where their everyday needs are easily accessible.

### **Safe and reliable transportation**

People have safe and reliable transportation choices that enhance their quality of life.

### **Economic prosperity**

Current and future residents benefit from the Portland region's sustained economic competitiveness and prosperity.

### **Clean air and water**

Current and future generations enjoy clean air, clean water and healthy ecosystems.

**Leadership on climate change** The Portland region is a leader in minimizing contributions to global warming.

Greater Portland's economy is remarkably strong today. But not all boats have been lifted by the rising economic tide. Rapid growth and change have exposed and exacerbated longstanding economic and racial inequality, inundating many in our community and threatening to undermine the broader benefits of economic revival, as well as our quality of life.

Moreover, we increasingly recognize our obligation to redress longer-term inequities that have prevented too many members of our community from fully enjoying the benefits of living here. This need is intensifying as greater Portland grows more racially and ethnically diverse.

As we take stock of where we are and look forward to the decades ahead, it is time to reaffirm our commitment to working with the people of the region to create communities that give everyone the opportunity to fulfill their potential and to feel a part of this place we call home.

- **We must address a historic housing crisis affecting thousands of families and individuals.** Middle-income jobs lost during the recession have failed to reappear or have been replaced with jobs at lower wages. Meanwhile, residential construction ground to a halt during the recession, even as people continued to move here – meaning our supply of homes has not been able to keep pace. It's up to us to respond.
- **We must reform our approach to funding transportation.** Inconsistent federal investment in roads and transit, combined with population and job growth, have led to chronic traffic congestion that chokes the economy, pollutes our air and plays havoc with people's lives. Meanwhile, thousands of our residents – particularly communities of color – still await safe streets and access to reliable transit.
- **We must continue to protect critical natural areas and provide better access to these treasured places for communities of color and low-income residents.** Rapid population growth heightens the urgency of this work.

This is a time for shared action. Metro is uniquely positioned to lead on these critical issues.

Working closely with partners throughout the region, we envision a strategy that will ensure the promise of a livable region endures and extends to all – today and for generations to come.

# Recommendation: Affordable homes for greater Portland

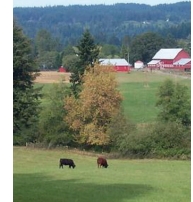
In this report I am recommending that the Metro Council take immediate action to address an urgent challenge facing our region.

Everyone deserves a safe, affordable home. Yet across greater Portland, thousands of people and families, especially communities of color, are unable to afford the high cost of housing and still have enough money for groceries and other necessities.

We must create new housing opportunity for families and individuals for whom the private market will never be able to provide affordable homes. That's why, after years of collaboration through the Equitable Housing Initiative, the Metro Council directed staff in late 2017 to work with partners to develop a potential regional investment framework that would create affordable homes throughout the region.

Emerging from the voices of partners and stakeholders, this recommendation is built upon shared priorities and common goals. It defines specific goals for people to serve and homes to create in places that provide opportunity and prevent displacement. It ensures accountability and community oversight through an implementation structure advancing shared goals while providing local flexibility. Most of all, it sets us on a path to create affordable homes for people who need them.

An affordable home, along with nearby nature and transportation choices, is part of the full life each of us deserves. By looking at the big picture and working together, we can ensure



these critical qualities are available to everyone in our community long into the future.

I am pleased to present this recommendation to you as a major milestone in our ever-renewing commitment to the people of the greater Portland region.

Let's get to work.

A handwritten signature in purple ink, which appears to read "M. Bennett". The signature is fluid and cursive.





*After years spent in low wage careers, the disappearance of pension funds, and the devastation of the Great Recession, many Baby Boomers are entering their senior years vulnerable to housing instability. Elsie Johnston lived on the streets before finding a home at The Knoll, an apartment community in Tigard created and maintained by Community Partners for Affordable Housing*

## The big picture and the richness of community

The people of the Portland metropolitan region established Metro to think about the big picture – not only by adopting policies that transcend city and county lines, but also by considering the impacts of the decisions we make today on the place our children will inherit tomorrow. By adopting a charter directing us to plan for the future, the people of the region acted on some of Oregon’s most deeply held values: fairness, a voice in community decisions, and the need to serve as responsible stewards of our environment.

A quarter-century later, our values remain constant. However, as the needs and demands of our communities have evolved, so have Metro’s specific activities and responsibilities. We now provide four categories of service to the region [see box, next page]. Within each service, we make specific decisions, deliver discrete projects, and purchase and manage individual public assets. We do all this in a constant conversation with our partners in local government, as well as the businesses, community groups, and people of the region.

*“We, the people of the Portland area metropolitan service district, in order to establish an elected, visible and accountable regional government that is responsive to the citizens of the region and works cooperatively with our local governments; that undertakes, as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations; and that provides regional services needed and desired by the citizens in an efficient and effective manner, do ordain this charter for the Portland area metropolitan service district, to be known as Metro.”*

**Metro Charter**  
November 1992

But while Metro's services necessarily are organized within distinct categories, they are connected by their roots in the land and natural resources of our corner of the world. Each service plays a role in protecting and shaping the region's built and natural environment, and each is informed by an ethic of caring for both place and people over the long term.

Nor is it always clear where one category of service ends and another begins: A closed solid waste landfill becomes a natural area, a trail serves both commuters and nature lovers, a creek is clean because of the care we take in disposing of toxic chemicals, a convention center and a performance hall are models of sustainability.

In this way, Metro's work reflects the way people experience our dynamic region. Life is lived not in discrete categories of activity, but in the spaces where home, work, school, shopping, civic life, culture and the outdoors overlap and collide to create the richness of community. It is up to those of us who serve the public to remember that no matter how we structure our work, our job is to improve the everyday experience of the people we work for, in the places where they live their lives.

While our region's vision of how we will live, grow and prosper over the long term still resonates, it needs to be updated to embrace the complexity of people's lives – as well as the concerns of those who have not been included in the past.

As we prepare to propose significant new public investments help achieve the region's desired outcomes, we will engage the community in a conversation about the challenges we face so we can make conscious choices together about how best to move forward.

That's why Metro is renewing and refreshing its commitment to the people of greater Portland.

## Metro's service areas

### Land and transportation

To meet the challenges of growth, Metro ensures land is available for homes and jobs where it makes sense, and provides choices in where we live and how we get around.

### Garbage and recycling:

To minimize our environmental impact, Metro manages the garbage and recycling system and helps people to reduce and safely dispose of waste.

### Parks and nature

To protect clean air and water, restore fish and wildlife habitat and connect people to nature, Metro manages 17,000 acres of parks, trails and natural areas, as well as the Oregon Zoo.

### Arts and events

To enrich our communities and support our economy, Metro operates the Oregon Convention Center, Portland Expo Center and Portland's 5 Centers for the Arts.



A Metro employee waves a garbage truck forward at Metro Central transfer station.

# Making the most of what we have

For decades, our region's approach to growth has been based on the common-sense premise that it is better to plan for growth than to react to it.

We have not followed the typical path of unchecked urban expansion and endless highway construction. Instead, we have built a region that attracts talented and determined people by investing in our communities: creating walkable neighborhoods that support human-scale interaction, building a variety of housing options, providing land for employment within our existing urban footprint, and connecting it all with choices in how to get around, including a robust transit system.

In addition to enhancing the health of our main streets and the stability of our neighborhoods, this approach has protected clean air and water. This, in turn, benefits not only public health, but also our economy.

Focusing on our existing communities also helps to get the best value for the public's hard-earned dollars. Efficient use of land means we do not have to spend as much money connecting pipes and pavement to far-flung areas. Good planning also ensures that regional investments are coordinated with each other, as well as with the goals and investments of local communities.



## What affordable housing looks like in greater Portland: Creekside Woods

Creekside Woods houses a vibrant senior citizen community. The thriving affordable-living community is tucked in the lush, verdant woods of Wilsonville. Behind the community is a small valley leading to Boeckman Creek. Murase Plaza Park is across the street and offers winding trails, picnic areas and an amphitheater. Many there live on fixed incomes and would not be able to afford market-rate rent.



# Protecting and creating special places

Our relationship with our surroundings remains at the heart of every resident's experience of life in this evolving region. The places that enrich our lives may be at the edges of the region or right around the corner. They may be different for one person than they are for another. But taken together, they define our sense of ourselves and our place in the world.

Since its creation, Metro has worked to prevent urban development from spilling unnecessarily onto the irreplaceable farm and forest lands that surround the region.

For more than two decades, the people of the region have also directed Metro to purchase and restore important natural areas to protect water quality and wildlife habitat in perpetuity, as well as to invest in local and regional parks and trails to provide our residents access to nature.

Because of these efforts, our region does not resemble most other large urban areas in America. The ability to actually see where city ends and country begins, or to find a natural

respite in the middle of a bustling urban area, provides a tonic to our souls and a boost to our collective prosperity.

Other Metro activities contribute to distinctive places of a more urban character. Our innovative transit-oriented development program supports investments that have provided homes and business opportunities in bustling town centers around the region. Cultural facilities like the Portland's Centers for the Arts provide opportunities to engage with artists and thinkers from around the globe. The Oregon Zoo's educational mission provides fun even as it enables people to support a better future for wildlife in the Pacific Northwest and worldwide.

With this recommendation, I am calling on Metro to elevate our commitment to making the most of what we have and protecting the region's special places by making transformative new investments that will improve the lives of the people we serve.



## Putting down roots

Several years ago Richard and Linda Edwards and their two young children experienced homelessness after the house they were renting went into foreclosure. With help from the nonprofit JOIN, the Edwards family eventually found an apartment that's protected from rent increases. "The kids run around playing... free to be children," Linda Edwards said. "I love being here. I think this is probably one of the most happiest (sic) times in my life."

# Focusing our investments through the lens of racial equity

As we dedicate ourselves anew to achieving a better future for the people of the region, we must acknowledge a major fault that has tarnished such efforts in the past: their failure to recognize or redress discrimination and racism.

Historically, decision makers created laws and policies that hurt and excluded people of color. We have articulated and pursued a vision in which many of our neighbors, especially communities of color and people with low incomes, do not see their lives reflected.

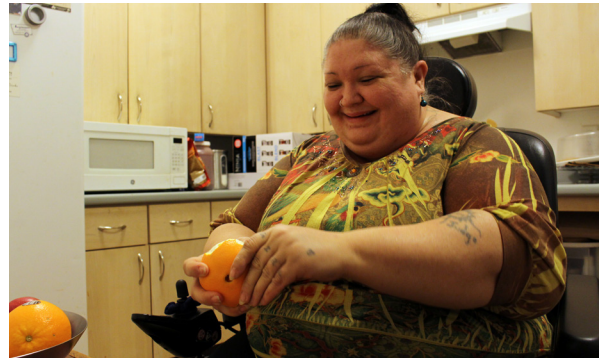
As a result, communities of color do not have the same opportunities for health, prosperity and education as many of their neighbors. People of color have less access to neighborhoods with good schools and nearby nature, fewer safe and reliable transportation choices, and often longer commutes. They are also more likely to live in parts of the region with poor air quality and unsafe streets.

As the region grows more diverse, these gaps in opportunities and outcomes hamper our ability to achieve any of the region's desired outcomes.

It is time for that to change.

A decade ago, Metro and the region committed to pursuing a future where the benefits and burdens of growth and change are shared equitably among residents and communities. This principle – one of the six desired outcomes for a successful region – constituted an important statement of intent.

Addressing the many disparities that stem from institutionalized inequity and exclusion will require much more than aspirational statements. That's why, in 2016, the Metro Council approved its Strategic Plan to Advance Racial Equity, Diversity and Inclusion.



*Leading with racial equity improves opportunities and outcomes for all historically marginalized communities in greater Portland.*

The strategic plan acknowledges that inequity takes many forms; many of the barriers faced by people of color also affect other groups, including people with disabilities, the LGBTQ community, people with low incomes, women, seniors and young people.

But because those barriers most deeply affect people of color, removing them for communities of color will also effectively benefit other disadvantaged groups. The Strategic Plan recognizes that leading with racial equity is the cornerstone of good governance that can ensure the success of everyone.

Moreover, because past and current government actions contribute directly to the ongoing disparities faced by people of color, it is critical that we explicitly pursue policies and investments that will reverse these dynamics.

For these reasons, I am directing Metro staff to lead with racial equity and include communities of color in all investment decisions, from planning and oversight through execution and evaluation.

Ensuring equitable access to the opportunities provided by these investments and making sure we leave no one behind is central to Metro's mission and to our region's future success.

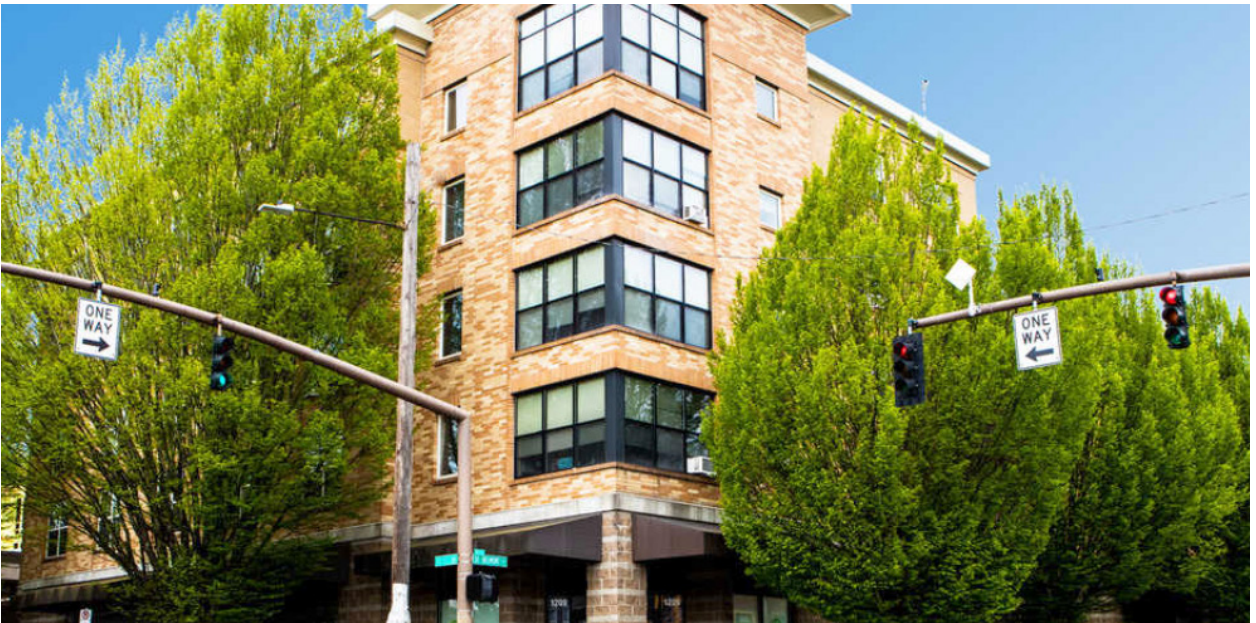
# Transformative investments for an equitable, prosperous and sustainable future

Those of us fortunate enough to live here today benefit not only from the foresight of our predecessors, but from the prudent investments they made to build a community they would be proud to pass on to those who followed.

Like the investments of earlier generations, our actions today must create a better future for ourselves and our children. Our world is immeasurably more complex than that of our forebears, but the fundamentals still apply: we all need stable and affordable homes, safe and

reliable ways to get around, and a natural environment that nourishes and sustains our bodies and souls.

Without any one of these factors, our prospects are diminished, both individually and collectively; with them, we can advance the fairness, livability and economic health of our entire community.



## What affordable housing looks like in greater Portland: Ritzdorf Court

In the heart of Portland's Buckman neighborhood lies the Ritzdorf Court apartments. The five-story, tan and coral brick building provides a refuge of affordable housing amidst a sea of skyrocketing rents. Ritzdorf Court houses people who are transitioning out of homelessness or have experienced homelessness within the last two years. It is more than just a stable place to stay, it provides social services to enable residents to keep their housing and eventually transition out. The community offers 90 units of housing, mostly studios, which are rented for \$427 per month.





# Core values

Our regional investment can create thousands of affordable homes for people who need them. We must build from a foundation of strong values. Metro started the conversation with our stakeholders and partners by focusing on values. We also looked to existing Metro policies, heard input from jurisdictional partners, and applied lessons learned from past regional and local investment measures.

Through these efforts, we found remarkable consensus around the values that should be reflected in a regional housing investment, from creating an investment framework to building homes and helping people access them. These values are described below.

## Lead with racial equity.

Leading with racial equity benefits all of us, regardless of our family background or the unique challenges we have faced. Through this investment, we can take a major step to improve racial equity across the Portland region – which strengthens and enriches our entire community.

Across the region, communities of color struggle disproportionately with unaffordable housing costs, displacement and homelessness. The history of housing in America, and greater Portland, is marked by systemic, ongoing racism and discrimination. We are grappling with the legacy of decades of policy designed to prevent people of color from finding affordable, quality homes in livable neighborhoods. Over time, these policies have concentrated poor people of color, reduced public investment in neighborhoods where they live, and in many cases then displaced them.

Metro’s racial equity strategy explicitly includes stable and affordable housing in its definition of racial equity: “Our region is stronger when all individuals and communities benefit from quality jobs, living wages, a strong economy, stable and affordable housing, safe and reliable

transportation, clean air and water, a healthy environment and sustainable resources that enhance our quality of life.”

To advance racial equity, our regional housing investments will:

- Focus on deep affordability for those most vulnerable and least likely to be served by the market
- Emphasize family sized and multi-generational homes
- Invest to serve those experiencing or at risk of homelessness
- Create homes in places where communities of color live today to prevent further displacement
- Create homes in neighborhoods historically not accessible to communities of color, reflecting Metro’s intention to affirmatively further fair housing under federal policies
- Ensure diverse representation of impacted community members in all oversight and ongoing implementation activities of the bond.



People with disabilities may live on low fixed monthly incomes that can easily be outpaced in a heated rental market. After his mother died, Murray Ruhland was unable to remain in the apartment they had shared in east Portland. Murray and his dog, Jenny, spent close to a year living in his car in a WalMart parking lot before his sister helped him find a permanent affordable home.



## **Create opportunity for those in need.**

The private housing market is best equipped to serve families who earn average or above-average incomes. But the market is unable to create affordable homes for many with low or very low incomes.

Our regional investment will seek foremost to serve people currently left behind in the region's housing market, especially:

- Communities of color
- Families with children and multiple generations
- People living with disabilities
- Seniors
- Veterans
- Households experiencing or at risk of homelessness
- Households at risk of displacement

The framework reflects a firm commitment to these members of our communities.

## **Create opportunity throughout the region.**

A home is more than rooms and a front door. It is part of a community – and the communities where we live determine much of our ability to access quality education, good-paying jobs and personal well-being. Metro's investments will create more opportunities to live in vibrant communities.

Through our investments, we aim to:

- Increase access to transportation, employment, education, nutrition, parks and natural areas
- Create affordable housing opportunities across the region
- Invest in mixed-income communities and a variety of housing types
- Prevent displacement in changing neighborhoods



## **Ensure long-term benefits and good use of public dollars.**

The impacts of our investments go beyond the life of this bond – and beyond any of our lifetimes. A number of values will be further reflected throughout implementation of the bond measure. These include the following:

- Create high-quality homes with permanent affordability
- Ensure that investments are financially sound and make good use of public dollars
- Allow flexibility and efficiency in responding to local needs and opportunities throughout the region, as long as local strategies contribute to measurable progress toward regional goals and targets
- Include many partners and types of expertise in implementation decision-making and oversight, including housing providers and builders, culturally-specific organizations, nonprofits and business representatives, and impacted residents
- Be accountable to the region's taxpayers through community oversight that monitors impacts, assesses changing circumstances and confirms measurable progress is made toward regional goals and key values
- Require regular public reporting and annual auditing

# Recommended housing bond framework

The next section contains my recommendations for the targets, commitments, implementation guidelines and next steps that should guide our work going forward.

These recommendations were developed through close collaboration with many stakeholders, jurisdictions, housing providers and other partners. Following the release of a draft measure framework in April 2018, staff further refined this framework based on additional input from partners and stakeholders.

## Regional impact

Most importantly, we are taking action as a region to create impact for people – families, seniors, communities of color, people living with disabilities, and others who have been left behind in a period of intense growth and demand for housing. Our first attention, then, is to the people we will serve.

**Our goal is to create affordable homes for about 12,000 people if a constitutional amendment is approved by Oregon voters in 2018, or 7,500 people if the amendment is not approved.**

**This means we seek to create approximately 3,900 affordable homes with the constitutional amendment, or 2,400 homes without.**

For the people who can find a home because of our investment, this is life-changing. For our communities, it's a major investment in stability and opportunity. For our region, it's a clear statement of our values and ambitions.

Our investment will focus particularly on people and families for whom even traditional affordable housing sources often fall short.

We have a unique opportunity through a general obligation bond to serve these most vulnerable members of our community, those who earn less than 30 percent of area median income – about \$24,400 for a family of four or \$17,100 for a single individual. These are often people with disabilities, seniors on fixed incomes, or families on the brink of homelessness. People of color are disproportionately represented in this income bracket as a result of decades of systemic job and housing discrimination.

**Our goal is to see approximately 1,600 homes created for households with 30 percent of area median or less if the constitutional amendment passes, or 1,200 homes for these households if the amendment does not pass.**

Our investment will also create housing opportunity for families.

**Our goal is that at least half of the affordable homes created through the bond will have two to five bedrooms.**

These will create safe, stable homes for parents, children and often other extended family members who wish to live together. For these families, the benefits of such a home will multiply through school achievement, improved health, and stable neighborhoods.

A small portion of affordable homes created through the bond will be available to residents with more moderate incomes who also struggle to find quality affordable homes.

**Our goal is that a maximum of 10 percent of the regional investment's affordable homes for people with 60 to 80 percent of area median income.**



A stable, safe and affordable home has helped Cheranda Curtis find employment and tackle health and addiction challenges. She's saving to buy a home – something she never imagined.

This April marks Curtis' two-year anniversary in her studio apartment – the longest she's ever lived in one place since she was a teen. She calls it her "sanctuary."

These are common incomes for preschool teachers, carpenters and families with two minimum wage earners. Rents in these units can help provide additional services or offset some of the public investment needed to support residents in the very low income units. All affordable homes created through the measure will be for households making 80 percent of median family income or less.

We are grateful for the preliminary commitment of 400 rental assistance vouchers to help support deeper affordability of bond-funded homes in Clackamas and Washington counties.

We recognize that further local operating subsidy will be needed to reach the affordability goals outlined in this framework. Creating homes affordable for those with the lowest incomes is a goal shared among all jurisdictions in Oregon, and Metro is committed to working in partnership to achieve these outcomes.

Creating housing opportunity for people with very low incomes can require greater long-term attention and coordination with supportive services to help people keep their home and use it as a springboard to further success.

Metro is committed to working with our partners on coordinating housing investments with supportive services over the long term. These members of our community deserve no less.

Ultimately, the homes we create must be accessible to the people we seek to serve. Additional actions through local implementation and regional oversight will seek to reduce barriers to finding and securing affordable homes created by our investment, particularly for communities of color. These are described in the "long-term benefit" section below.

### **The right scale: measure scope**

We seek to create affordable homes swiftly, tangibly and efficiently. In short, we want to serve as many people as we can, as quickly as we can.

Informed by local capacity and opportunity around the region, **a \$652.8 million general obligation bond provides strong confidence that our targets are achievable and realistic, and can be accomplished within five to seven years.** Through collaboration with partners and the community, we can do this.

A bond of this size would present an average annual cost to Portland-area homeowners of roughly \$60 per year.

## Creating affordable homes: eligible activities

Through our investment, affordable homes will be created in several ways. Clearly, partners may build new affordable homes. They may also acquire, renovate and protect existing low-cost housing on the market which is at risk of spiraling rents and displacement of current residents. Finally, local partners and Metro may purchase land on which to build affordable homes. These activities will work together to help achieve our desired outcomes.

If the constitutional amendment does not pass, all homes created through the bond would need to be owned by public entities, such as housing authorities. If the amendment does pass, affordable homes created through the bond could also be owned by nongovernmental entities, such as non-profit community development corporations. If the amendment passes, affordable homeownership programs would also be eligible as part of local implementation.

The purpose and singular focus of this regional investment measure is to create affordable homes. A general obligation bond must only be spent on capital costs. However, some costs of bond administration and oversight, including transaction costs of buying land and buildings, will occur through regional and local implementation. To focus bond dollars on creating the most homes possible, we propose that no more than 5 percent of bond dollars be used for administration, oversight and transaction costs at the regional and local level. This cap is incorporated into the distribution described below.

## Opportunity throughout greater Portland: distribution

A regional bond measure presents a unique opportunity to create affordable homes for people throughout the region, helping people find affordable homes in communities where they have historically been scarce. At the same time, the regional investment can enhance communities' cultural and social capital by countering displacement that has disrupted too many communities in the region, especially communities of color.

Recognizing the spread of need and opportunity throughout the region, we propose that affordable homes created by the bond be distributed region-wide based on assessed value of each of greater Portland's three counties within the Metro district .

**This means that approximately 45 percent of homes created through the bond would be in Multnomah County, 34 percent in Washington County and 21 percent in Clackamas County.**

## About the proposed constitutional amendment

The Oregon Legislature recently referred a constitutional amendment to statewide voters for consideration on the November 2018 ballot. If this amendment passes, a regional affordable housing bond measure can leverage additional funding and partnerships with cities and nongovernmental entities, such as nonprofit housing providers. If Oregon voters do not approve the proposed amendment, only government agencies could own affordable homes built and acquired with proceeds from a regional bond measure.

A regional housing bond measure would be implemented differently based on the outcome of the statewide vote on this constitutional amendment. Either way, the measure can create affordable homes for thousands of people.



Partners in each county will create homes according to local needs and opportunities, while also advancing regional outcomes and goals. Under the current Oregon Constitution, the three public housing authorities are best positioned to achieve these goals by developing, owning and operating affordable homes within their respective counties. Other public partners, including cities, may also develop this capacity and thus could be eligible for bond funds. If the constitutional amendment passes, cities that have more than 50,000 residents and that administer their own federal community development block grant allocations will be eligible to help create affordable homes through gap financing for construction, acquisition and renovation of affordable homes in partnership with private and nonprofit entities.

In addition to local action, a strategic regional approach to acquiring land for affordable homes will help create housing opportunity in neighborhoods where affordability is scarce or threatened by rapidly rising land prices. With its unique experience in land acquisition, transit planning and transit-oriented development, Metro will establish a strategic regional land acquisition program. Through this program, Metro will purchase land for affordable homes, including in areas with current or planned frequent service transit, in collaboration with local jurisdictions. This program will be subject to the same community oversight as local implementation, described below.

**Ten percent of the bond's programmatic funds will be dedicated to this regional program.**

### **Long-term benefit: implementation and oversight**

A regional housing measure will be guided by regional goals and oversight, but implemented primarily through the expertise of local jurisdictions. Local jurisdictions are best able to listen to their communities and create affordable homes that meet their unique needs. Successful implementation requires flexibility for local jurisdictions to create and nimbly

pursue strategies that make sense for them. At the same time, regional oversight must monitor commitments to the region's voters as well as Metro's fiduciary obligations, so these local strategies and actions can together advance desired regional outcomes and goals.

### **Local implementation strategies**

Implementation will be focused at the local level. Each participating jurisdiction will produce an implementation strategy focused on their community's affordable housing needs and development opportunities. Strategies will outline local goals and commitments to achieve regional targets, and identify local opportunities, needs and location priorities.

Participating local jurisdictions must describe how they will advance regional racial equity and affirmatively further fair housing – that is, ensure that homes created help provide new opportunity to people of color, people with disabilities, seniors and others who have experienced historic discrimination in the housing markets. Jurisdictions will also describe their project selection and approval process, including community and Metro input.

If regional voters approve the bond measure, participating local jurisdictions will conduct community engagement beginning in November 2018 to inform the development of their local implementation strategies. By March 2019, strategies will be reviewed by a community oversight committee described below, and incorporated into intergovernmental agreements between Metro and jurisdictions.

Once this process is complete, participating jurisdictions will begin identifying potential investments to create affordable homes. Investments that comply with the local implementation strategy, bond financing rules, and regional goals will be eligible to receive bond funding. Participating jurisdictions will have access to a pool of funding necessary for their share of the regional targets, as described in the distribution section above.

## Intergovernmental agreements

Intergovernmental agreements will provide clarity and certainty for each partner. Following a Metro Council referral of the bond measure, participating jurisdictions will begin preliminary discussions to develop Intergovernmental Agreements with Metro. These agreements will identify eligible program activities, funding needed to achieve the local share of regional housing targets, and a local strategy for implementation that advances regional policies and goals, including racial equity, community engagement and inclusive decision-making.

## Regional accountability and oversight

Greater Portland does best when we bring together diverse voices to monitor and advance shared goals. Metro is also committed to accountability to the region's taxpayers, to ensure that progress is made on regional outcomes.

If voters approve the bond measure, the Metro Council will appoint a regional community oversight committee in early 2019. The oversight committee's diverse membership will include people with experience in affordable

housing finance, construction and need, as well as members of communities we are seeking to serve. The oversight committee – from member recruitment to committee action – will adhere to the policies, recommended actions and practices derived from Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion.

The oversight committee will make recommendations to Metro and participating jurisdictions to help ensure that local investments build up to regional goals and desired outcomes. Participating jurisdictions will present progress reports to the oversight committee annually. With input from the oversight committee and the Metro Council's approval, local strategies and regional targets may be amended annually to respond to changing circumstances and opportunities.

If a participating jurisdiction is unable to create homes consistent with the targets described in its implementation strategy and defined in intergovernmental agreements, the Metro Council, with input from the oversight committee and the Metro COO, may decide that other partners be identified to create affordable homes to advance regional goals.



### What affordable housing looks like in greater Portland: Sunset View Apartments

Every apartment at Sunset View serves residents in need of affordable housing. In this case, people earning at or below 60 percent of the area median income; \$44,820 for a family of four. Sunset View houses tenants with Section 8 and project-based vouchers. These programs help people who make less than 30 percent of the area median income, or \$22,410 for a family of four.

## Expectations for local implementation

Metro needs to ensure that local investments reflect adopted Metro Council policy, and that we incorporate feedback from community partners to advance racial equity and other key values.

Metro will include such values and policies in intergovernmental agreements with participating jurisdictions. Jurisdictions will reflect their intentions to achieve these values in their implementation strategies.

- Project selection and decision-making structures will include consideration of racial equity and affirmatively furthering fair housing.
- Local implementation and regional oversight will include impacted

communities.

- Bond-funded investments will include screening criteria that reduce barriers for vulnerable communities to access housing opportunities.
- Partnerships with culturally specific organizations and community groups will inform project selection, design, marketing and service. Marketing plans will seek to help immigrants and communities of color access affordable homes created through the bond.
- Regional and local partners will have targets for equitable construction contracting and workforce participation in developing and operating homes created through the bond.

These will be further refined after additional conversation with stakeholders and partners.

## Next steps

A great deal of conversation, feedback and engagement has shaped this framework. If the Metro Council decides to refer a bond measure to the region's voters, it will initiate further steps to prepare regionally and locally to begin creating affordable homes.

Families, seniors and vulnerable members of our community need affordable homes to be created as soon as possible. Should the region's voters approve a regional housing measure, Metro and partners will move quickly to complete local implementation strategies, identify investments and create affordable homes. That said, we will also be diligent to ensure our strategies and investments reflect the specific desires and needs of people and communities we seek to serve.

As such, we propose these next steps moving forward:

### June 2018

Metro Council consideration of a resolution to refer a bond measure to regional voters on the November 2018 ballot

### June to November 2018

Metro staff provide public information about the measure; work with local jurisdiction partners to pre-develop IGAs, local implementation strategies and community engagement plans for post-election; maintain ongoing dialogue with community partners

### November 2018 to February 2019

Regional community oversight committee appointed; local implementation strategy development, including community engagement; community oversight committee appointed by the Metro Council

### March 2019

Local implementation strategies reviewed by oversight committee and incorporated into final intergovernmental agreements approved by local governing bodies and the Metro Council

### April 2019

Implementation begins



# Engagement summary

An issue as fundamental as creating affordable homes merits a thorough public conversation. From the establishment of the Equitable Housing Initiative in 2015, Metro has convened and engaged many partners to understand housing need and potential solutions. Creating this measure recommendation continued this commitment.

Since early 2018, Metro heard and incorporated input from a variety of stakeholders, jurisdictions, housing and service providers, and the public. Additional information and input received will be available at [oregonmetro.gov/housing](http://oregonmetro.gov/housing).

## Developing a strategy and key goals

In January Metro staff identified an approach and set of activities to effectively engage and raise awareness among a broad range of regional geographic and cultural groups. Metro focused on engaging communities of color and lower income populations who have faced greater systemic barriers to finding safe, affordable housing.

During this time, two discussions were held with community partners active in advancing racial equity throughout the region, many of whom partner with Metro on a variety of initiatives. These discussions shaped the overall engagement goals and approach, and gave specific input into the structure of the community partnership grant program.

Engagement and communications goals included:

- Inclusive engagement to inform key decisions
- Elevate historically marginalized groups
- Build and strengthen relationships and trust with decision makers
- Build capacity of the community to engage on housing issues
- Inform and engage the public to raise awareness and share knowledge
- Coordinate with other Metro engagement



*Dawn Swan, pictured here with her daughter in their home in Beaverton, waited nearly a decade to get a Section 8 housing voucher.*

## Advisory Tables

Two advisory tables convened by Metro staff provided essential insight and advice about values and considerations that should be incorporated in the recommended measure framework. The tables' members are listed on pages 24 and 25. This recommendation is considerably stronger thanks to their time, experience and energy.

### Stakeholder Advisory Table

Nearly 30 members representing a variety of perspectives on housing need, opportunity, development and community served on a Stakeholder Advisory Table from January to May 2018. The group's provided input to Metro staff on key elements of the housing measure framework by articulating community values to guide program activities and providing feedback on program scenarios.

During the first two meetings in January and February the group focused on collectively developing priority values that the group wanted to guide the development of the framework. These values were employed throughout stakeholder discussions to help the group evaluate possible investment scenarios.

At the March and April meetings the committee reviewed draft investment scenarios. The



Keith Schulz was born with cerebral palsy, which affected his ability to find living-wage work. He describes his job prospects as limited and said his Social Security Disability checks would not have covered rent in an apartment building in the private market. After his wife died, Schulz lived with his in-laws while he raised his young son.

Schulz applied for a Section 8 housing voucher when he was ready to move out on his own. He waited about a year for his voucher. "It's helped out immensely," he said. He wants to get more involved advocating for affordable housing, after he received a no-cause eviction last year, which put him on the verge of homelessness.

committee considered the priority values, technical input and community feedback to discuss who would be served by the measure and what type of housing would be built. The group also heard presentations and gave input and reactions to proposals for distribution formula, oversight and implementation considerations.

The committee reviewed a draft framework in early May and had dialogue and specific recommendations for the number and size of homes that could be created, income level targets, and distribution of new home versus purchase of existing properties.

At the committee's last meeting on May 21, the Stakeholder Advisory Table discussed refinements to the measure framework and shared hopes and advice for implementation with Metro's chief operating officer and staff. The committee also shared suggestions for local implementation strategies and next steps.

### **Technical Advisory Table**

More than 20 representatives of local jurisdictions, housing agencies and housing developers participated in a Technical Advisory Table from January to May 2018. The committee advised Metro staff, consultants and stakeholders on technical and operational components of the housing measure framework, as well as capacity and tools and next steps for successful implementation.

In January and February, the committee grounded their work in examples from other jurisdictions, discussed the values articulated by the Stakeholder Advisory Table, and made recommendations for important data sources to include in the process. At meetings in March and mid-April, the committee provided feedback on the assumptions and inputs used to create draft scenarios, and made recommendations to refine draft scenarios for consideration. The committee also reviewed and recommended approaches for distributing housing resources throughout the region.

At the group's final meetings in late April and May, discussion continued about specific elements of the draft and refined measure framework.

## **Metro-funded community partnerships**

Metro sought to hear directly from communities impacted by the housing crisis, particularly communities of color. Metro also sought to increase the capacity of community-based organizations to conduct engagement and create awareness of housing need and opportunity.

Seven community partner organizations were selected to receive more than \$110,000 to implement projects that advanced Metro's broader engagement goals. The funded projects engaged a diverse range of cultural communities in each of greater Portland's three counties, including Latinos, African Americans, Native Americans, Asian Pacific Islanders, mobile home park residents, immigrants and refugees, seniors and low-income renters. Activities supported by these funds included community discussion groups, forums and workshops, leadership development, door-to-door engagement and home visiting, community education and mobilizing organizations and individuals to engage in affordable housing efforts (more detail below).

Six partners were selected through a competitive application process in February. Two additional partners were selected in early May to conduct further targeted engagement.

Metro staff worked with each partner to create opportunities for the input and feedback received to be directly connected to project stakeholders and decision makers. Funded groups included:

- Asian Pacific American Network of Oregon
- Black Parent Initiative
- Latino Network
- Native American Youth and Family Center
- Rosewood Initiative
- Unite Oregon
- Verde
- Welcome Home Coalition

Activities funded through the partnerships included the following:

### *Leadership development and training*

Three partners leveraged existing leadership development groups to build members' capacity to understand and engage in regional housing work. Verde worked with its Cully Housing Action Team (CHAT) and Mobile Home Repair and Organizing group through monthly meetings and an all-day leadership training to build skills on canvassing, phone banking, giving public testimony and meeting facilitation. Participants in Unite Oregon's BOLD leadership program (Beaverton Organizing and Leadership Development) held a small group discussion to share their ideas with Metro Councilors and integrated affordable housing policy into their ongoing leadership curriculum. Rosewood Initiative hosted Guerreras Latinas members for a leadership development workshop to build skills on housing outreach and advocacy.

### *Community discussions*

Several partners held multiple discussion groups and led door-to-door outreach to share resources and learn more about affordable housing barriers and solutions from those experiencing the greatest challenges.

Culturally-specific discussion groups facilitated by Latino Network, NAYA, Rosewood Initiative, Verde and the Black Parent Initiative were held in Tigard, Gresham, Portland, Cornelius and Hillsboro. Verde leaders and Community Health Workers from Rosewood Initiative visited with residents of the Cully neighborhood and East Multnomah County to gather their ideas about housing needs and community wellness.

### *Connect with staff and decision makers*

Metro Councilors and staff attended many of the events hosted by community partners to help build relationships and share up-to-date information on the work to develop a regional affordable housing bond framework. In addition partners were invited to present to Metro Council and the Stakeholder Advisory Table. Members from Unite Oregon's BOLD program and Community Health Workers with Rosewood Initiative coordinated small group discussions with Metro Councilors.

### *Informing key elements of the framework*

Information gathered from the partnerships activities above was shared with advisory tables and Metro staff. In addition, the Welcome Home Coalition engaged its 80 members in monthly phone calls, survey and in member meetings on key steps of the bond development process.

### **Opt In online survey**

More than 2,660 people responded to an online Opt In survey between April 30 and May 18. The survey sought to generate feedback on housing priorities identified in the draft housing measure framework and to inform implementation of the housing measure should it be approved by voters. While non-scientific, the survey results provide valuable insight into the priorities, concerns and expectations of area residents. Nearly two-thirds of respondents described investments in affordable housing as "very important." Most also prioritized creating homes for those in most need, and creating affordable homes in well-established communities with good access to transportation, jobs, community centers and other opportunities.

A report on the survey's findings will be posted at [oregonmetro.gov/housing](http://oregonmetro.gov/housing).

### **Public partner engagement**

Metro sought regular, open engagement with local jurisdictions, housing authorities and other public agencies that will be key partners in implementing a regional investment in affordable homes. Early in the process, Metro staff presented at more than a dozen public meetings, including MPAC, city councils, county commissions and coordinating committees. Staff also individually briefed many other local elected officials and agency staff members. Metro heard concerns and opportunities raised at these conversations and worked to incorporate them into the draft measure framework released in late April.

After the draft framework's release, Metro staff presented and heard feedback at more than a dozen public meetings, including MPAC, numerous city councils, all three county commissions, and all three county coordinating committees. Metro staff also presented and heard feedback through individual briefings with elected officials and staff from key partner jurisdictions.



Patti Jay felt "exhausted with having to move again" after she received a no-cause eviction. She's grateful she found a place to live close to her son's high school, which means he didn't have to switch schools.



## Communications and storytelling

In addition to direct engagement, Metro shared information and raised awareness to a wide range of regional residents including monthly Interested Parties email updates that reached more than 750 people. Staff posted regularly on Facebook and Twitter, and published several Metro News stories describing the process to develop a housing measure framework and sharing the lived experiences of those impacted by the housing crisis in our region.

An online Regional Snapshot on Affordable Housing was published in late April. The Regional Snapshot provided information on the current supply and shortage of affordable homes throughout the region and who is most at risk for housing displacement or homelessness. The Regional Snapshot also provided a tour of modern affordable homes throughout the region and shared personal stories of individuals and families who have struggled or are experiencing challenges finding affordable homes.

## Metro staff engagement

The project team also held opportunities for Metro staff to be engaged through lunchtime discussions on the root causes of homelessness, details on the process to develop the housing bond measure, and presentations of this COO recommendation.



Low-income families, the elderly, and people with disabilities receive housing assistance primarily through two different means. They may be able to rent an apartment with rent limits; or they may receive a voucher that helps them bridge the gap between what they can afford and the cost of apartments in the private market.

Waiting lists to get a regulated apartment or a voucher are years long.

In the tri-county area, nearly 11,500 individuals or families are on the waiting lists for regulated housing. That's more households than there are in the entire city of Tualatin.

People in dire circumstances may receive priority, but most could expect to be waiting anywhere from one to 14 years for an apartment.

## Stakeholder Advisory Table

Jesse Beason  
Northwest Health Foundation

Renée Bruce  
Community Action of Washington County

Michael Buonocore  
Home Forward

Denny Doyle  
Mayor of Beaverton

Ernesto Fonseca  
Hacienda CDC

Mark Gamba  
Mayor of Milwaukie

Sheila Greenlaw-Fink  
Community Housing Fund

Ashley Henry  
Business for a Better Portland

Hannah Holloway  
Urban League of Portland

Mitch Hornecker  
Portland Business Alliance Board of  
Directors

Duncan Hwang  
APANO

Marc Jolin  
Joint Office of Homeless Services

Komi Kalevor  
Washington County Housing Authority

Roy Kim  
Central Bethany Development Company

Eva Rippeteau  
AFSCME Council 75

Anneliese Koehler  
Oregon Food Bank

Allan Lazo  
Fair Housing Council of Oregon

Dani Ledezma  
Coalition of Communities of Color

Kari Lyons-Eubanks  
Welcome Home Coalition

Nate McCoy  
National Association of Minority  
Contractors -- Oregon Chapter

LaQuisha Minnieweather  
Momentum Alliance

Dave Nielsen  
Home Builders Association of  
Metropolitan Portland

Maria Caballero Rubio  
Centro Cultural

Margaret Salazar  
Oregon Health and Community Services

Jill Sherman  
Gerding Edlen

Bandana Shresthra  
AARP Oregon

Jamie Stasny-Morgan  
Westside Economic Alliance  
Land Use Committee

Richard Swift  
Clackamas County Health, Housing and  
Human Services

Ana del Rocío  
David Douglas School Board

Dan Valliere  
Reach CDC

Bob Walsh  
Walsh Construction

## Technical Advisory Table

Julie Cody  
Oregon Housing and Community Services

Devin Culbertson  
Enterprise Community Partners

Ryan Deibert  
Joint Office of Homelessness Services

Karl Dinkelspiel  
Portland Housing Bureau

Rachael Duke  
Community Partners for Affordable  
Housing

Ernesto Fonseca  
Hacienda CDC

Chris Hartye  
City of Hillsboro

Sean Hubert  
Central City Concern

Jennie Protcor  
Washington County Housing Authority

Anneliese Koehler  
Oregon Food Bank

Martha McLennan  
Northwest Housing Alternatives

Ed McNamara  
Turtle Island Development

Brian Monberg  
City of Gresham

Jeff Owen  
TriMet

Nicole Peterson  
BRIDGE Housing

Cadence Petros  
City of Beaverton

Chuck Robbins  
Clackamas County Housing Authority

Emily Schelling  
Housing Development Center

Sarah Stevenson  
Innovative Housing Inc.

Jonathan Trutt  
Home Forward

Bill Van Vliet  
Network for Oregon Affordable Housing

### *Consultants:*

Mike Andrews  
Steve Rudman  
Structure PDX







Metro

# **Emerging technology strategy: technical draft**

Metro Council

June 5, 2018

# **Our purpose today:**

**Provide an overview of the discussion draft of the Emerging Technology Strategy (ETS).**

Pending approval by Council, the ETS will be included as part of the public review draft of the RTP.

# Emerging technologies



Automated vehicles (AVs)



Connected vehicles (CVs) and CV infrastructure



Electric vehicles (EVs)



Transportation network companies (TNCs)



AV/EV transit vehicles



Microtransit



Car share



Bike share



Travel information and payment



New data sources



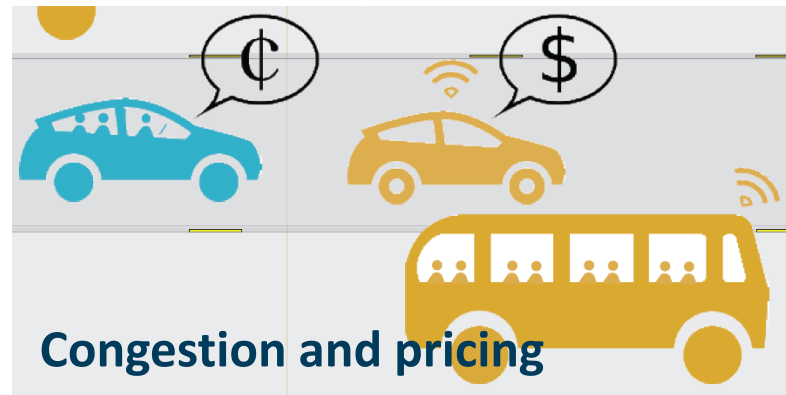
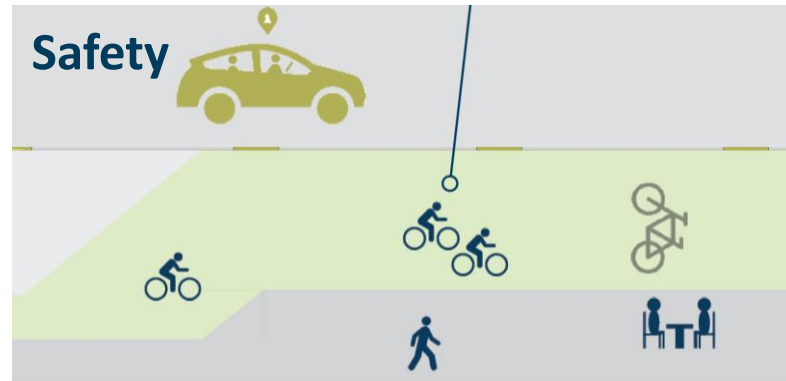
**We need this strategy so that we can guide innovation in transportation technology toward creating a more equitable and livable region.**





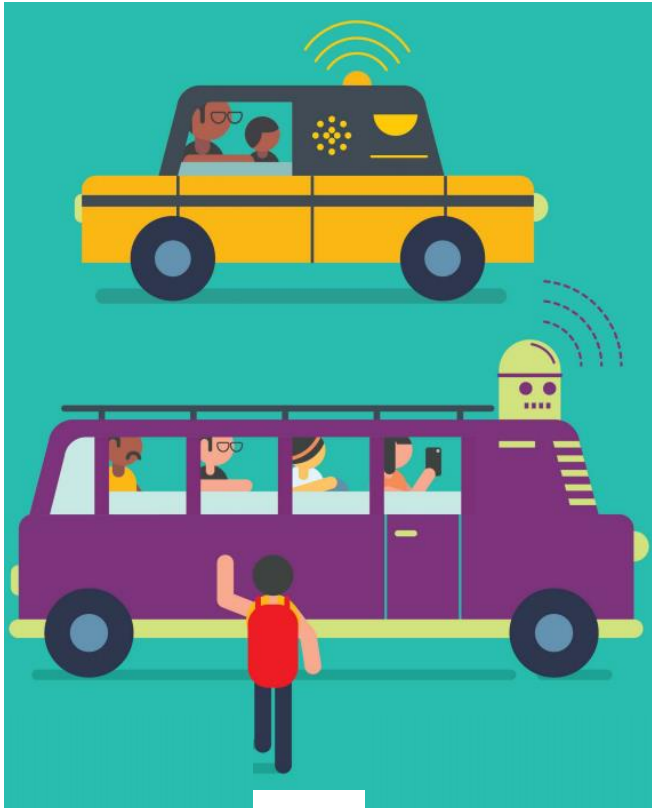
**Even people who don't use these technologies are affected by them, and we want the whole region to benefit.**

# Technology makes pressing regional issues even more urgent

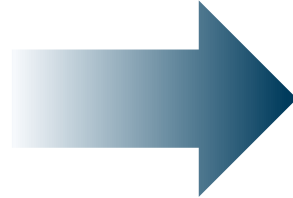




# The ETS will be part of the RTP



Single document for readers focused on technology



Regional  
Transportation Plan

Adopted July 17, 2014  
www.oregonmetro.gov/rtp

2014

Integrated throughout RTP strategies and policies

# What's new? What have we discussed?

Technology trends and impacts

This has been a part of every discussion of the Strategy, but the draft goes into [more detail](#).

Assessment of individual technologies

Vision, policies, implementation actions

- **Jan:** MTAC-TPAC workshop
- **Feb-Mar:** Metro tech & policy committees
- **Mar:** Emerging tech working group review
- **Apr:** MTAC-TPAC workshop on RTP policies

Next steps for Metro

# Four core policies

**Equity:** Make emerging technology accessible, available, and affordable to all, and use technology to create more equitable communities.

**Choices:** Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.

**Information:** Use the best data available to empower travelers to make travel choices and to plan and manage the transportation system.

**Innovation:** Advance the public interest by anticipating, learning from and adapting to new developments.

# Changes to policies in this version



**Choices**

**Equity**

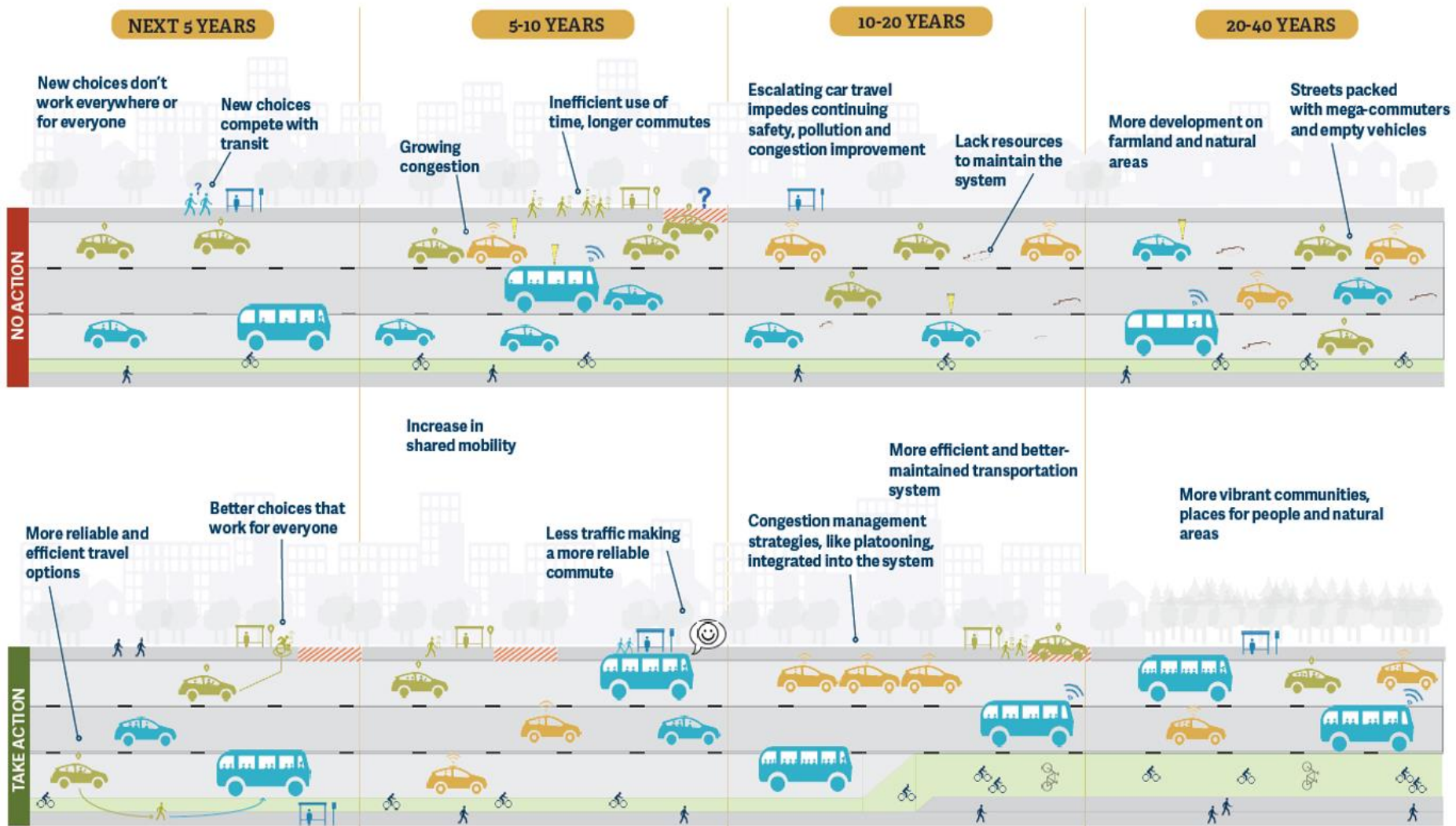
**Information**

**Innovation**

- Wordsmithed policies and actions
- Increased focus on supporting transit in Choices policy
- Removed Prosperity policy focus
- Crosswalked policies and regional goals
- Detailed the applications of technology we want to see
- Added info on who would lead implementation



# New: outlining a path to long-term success



# New: taking a deeper look at individual technologies

Goal	Automated vehicles	Connected vehicles	Electric vehicles	Ridehailing	Coordinated microtransit	Luxury microtransit	Station-based car share	Conventional bike share	Free-floating / peer-to-peer bike share	Travel information and payment
Vibrant communities	+/-	+/-					+		-	
Economic prosperity	-			-				+		
Transportation choices	+/-	+/-		+/-	+/-	-	+	+	+	+/-
Congestion	+/-	+/-		+/-	+	+	+			
Safety	+	+		-					-	
Environment	-	-	+				+	+	+	
Health			+					+	+	
Equity	+/-	+/-	+/-	+/-	+	-	+/-	+/-	+/-	+/-
Accountability	-	+		+/-	+	-	+	+/-	-	-
Fiscal stewardship		+	-		+	-				

# New: two-year next steps for Metro

- Fund **technology pilot projects** (through new and existing grant programs)
- Convene stakeholders to establish consistent **new mobility policies** across the region
- Develop **better data and tools** to plan for emerging technologies
- Advocate for **state and federal technology policy** that supports our regional goals



# What's next?

Jun 2018

- Council considers approving ETS release as part of the **RTP public comment draft**

Jun-Aug 2018

- **Public comment** period
- Staff request Council approval to begin selected **implementation actions**

Sep-Dec 2018

- Technical / policy committee **adoption process** for final draft RTP (including ETS)
- Council **considers approving** adoption draft of RTP

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