

Council work session agenda

Tuesday, January 30, 2024

10:30 AM

Metro Regional Center, Council Chamber

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber.

You can join the meeting on your computer or other device by using this link:

<https://www.youtube.com/live/CcVbX-5NYfc?si=b6m6s2I1Qyh4F7Mp>

10:30 Call to Order and Roll Call

10:35 Work Session Topics:

10:35 Safe Streets for All update **24-6001**

Presenter(s): Catherine Ciarlo (she/her), Planning, Research and
Development Director, Metro,
Lake McTighe (she/they), Principal Transportation Planner,
Metro; 45 min

Attachments: Staff Report
Attachment 1

11:15 Garbage and Recycling System Facilities Plan, Engagement
Update **24-6003**

Presenter(s): Marta McGuire (she/her), WPES Director, Metro,
Estee Segal (she/her), Principal Planner, Metro,
Luis Sandoval (he/him), Senior Solid Waste Planner, Metro,
Bridger Wineman, EnviroIssues

Attachments: Staff Report
Attachment 1
Attachment 2
Attachment 3

11:55 Chief Operating Officer Communication

12:25 Urban Growth Management Functional Plan Annual
Compliance Report [24-6013](#)

Attachments: [2023 Compliance Report](#)

12:30 Councilor Communication

12:35 Adjourn

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Safe Streets For All Update
Work Session Topics

Metro Work Session Meeting
Thursday, January 30, 2024

SAFE STREETS FOR ALL (SS4A) UPDATE

Date: 1/16/2024
Department: Planning, Research and Development
Meeting Date: 1/30/2024
Prepared by: Lake McTighe, 503-267-8652, lake.mctighe@oregonmetro.gov

Presenters: Catherine Ciarlo (she/her), Planning, Research and Development Director; Lake McTighe (she/they), Principal Transportation Planner
Length: 45 minutes

ISSUE STATEMENT

Reducing serious traffic crashes and improving pedestrian safety in the region requires leadership, coordination, collaboration, difficult decisions and trade-offs. While the Portland region has one of the lowest traffic death rates of any metropolitan area in the US, fatality and serious injuries from crashes continue to increase, especially for low income and people of color, moving in the wrong direction from adopted targets. Reversing this trend, which is also seen at the state and national levels, will likely take years of concerted effort and shifts in practice to double down on the factors that we know lead to serious crashes. Metro is initiating a two-year federally funded Safe Streets for All (SS4A) Program to build on and advance regional efforts for safer streets, especially for pedestrians. The SS4A program is an opportunity for Metro and jurisdictional and community partners to engage more deeply on transportation safety over the next few years.

A new Metro report, *Safe Streets for All: A transportation safety update to JPACT and the Metro Council*, provides a starting place to discuss opportunities for the Metro Council, working with JPACT and other partners, to advance safety.

ACTION REQUESTED

Provide feedback on the information and approach in the *Safe Streets for All: A transportation safety update to JPACT and the Metro Council*.

Discuss the Council's approach to elevate safety and make progress on identified policy outcomes over the next two years.

IDENTIFIED POLICY OUTCOMES

Council's feedback will inform the work plan for the SS4A Program which implements regional safety and equity policies in the 2023 RTP to make progress on the following policy outcomes:

- Fatal and serious injury crash rates decline and are ultimately eliminated.
- Traffic safety increases for all modes of travel.
- The Safe System Approach is used in transportation planning, projects and programs.

- Traffic speeds are managed for safety to reduce likelihood of death and serious injury.
- Safety for all modes is a key consideration in all transportation projects.
- Investments are prioritized for roadways with the highest risk and highest injury.
- Safety investments are prioritized to improve equity and safety for vulnerable roadway users.
- Low-cost, effective treatments are applied without waiting for larger, more expensive and complex projects.
- Safety is a key consideration when defining system adequacy or deficiency.

The work plan includes engaging and coordinating with jurisdictional partners to increase awareness and understanding to the safe system approach, identifying policy and legislative changes, developing data and analysis tools, and safe system solutions to implement regional safety policies and goals in the 2023 RTP.

POLICY QUESTION(S)

- Where does the Council see, or would like to see, opportunities to advance regional safety policy outcomes in the upcoming year?
- What opportunities does the Council see, or would like to see, to engage other leaders in the region to strengthen coalitions for safety?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

There are no policy options to consider currently. Staff have heard from Council a desire to make better progress on regional safety targets and policy outcomes. Staff will develop an SS4A engagement strategy integrating Council input from this work session, and input from other stakeholders. The engagement strategy will suggest options for the Council to elevate and advance regional safety policy outcomes through various forums.

STAFF RECOMMENDATIONS

Staff recommends that Council highlight safety in upcoming transportation policy and funding discussions, asking how/if safety will be improved and who will benefit. Staff will provide additional recommendations as the SS4A Program engagement strategy is developed in coordination with the JPACT work plan and funding discussions.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Metro has been working with regional partners to develop data driven safety strategies for over a decade. This history provides a solid foundation from which to engage partners more deeply on safety topics, including the Safe System approach and prioritization of strategies. While most jurisdictional and community partners are concerned about traffic safety and agree that “more needs to be done” there can be disagreement about what needs to be done. For example, some partners see expansion of throughway capacity and limiting access for people walking as biking as a solution, while others see slowing speeds and prioritizing walking, bicycling and transit over driving as a solution, while even others believe that behavior change is the most important strategy. Part of the SS4A Program

engagement strategy will be focused on finding common ground and shared understanding and engaging partners in a deep dive of strategies and solutions to understand the most effective and affordable solutions that also help address equity and climate issues.

There are three more cycles of the SS4A federal grant (2024, 2025, 2026) with opportunity for additional funding for planning and capital projects. Metro may wish to take the lead on developing a regional implementation grant based on the outcomes of the SS4A Program work.

- **How is this related to Metro's Strategic Framework or Core Mission?**

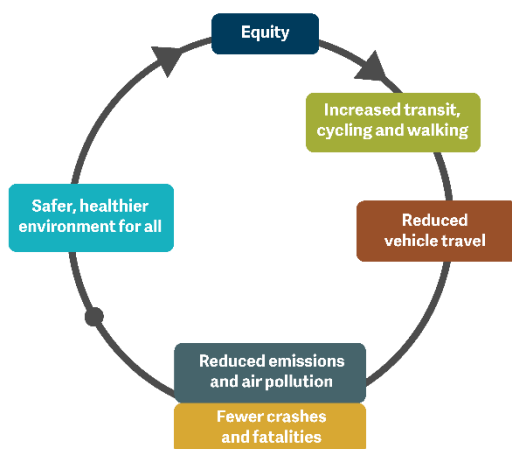
Consistent with the Strategic Framework, the SS4A Program centers equity and reducing the disproportionate impact of traffic crashes on people with low income and communities of color, especially Black and Native American peoples. Actions should not exacerbate or contribute to disparities by making the transportation system more dangerous for any group of people.

- **How does this advance Metro's racial equity goals?**

The SS4A Program is guided by and implements regional safety and equity goals in the 2023 RTP. Improving transportation safety for people that have been systemically and disproportionately negatively impacted by traffic crashes will improve access to opportunities and improve mobility.

- **How does this advance Metro's climate action goals?**

Improving roadway safety, especially for people accessing mass transit by foot and bicycle, is a linchpin in the positive cycle of reducing greenhouse gas emissions from motor-vehicles, as illustrated in the diagram below.



Metro

- **Known Opposition/Support/Community Feedback**

Metro has worked with regional partners for over a decade to develop data driven safety strategies, identifying safety projects and countermeasures in the RTP and in local transportation plans. Roadway safety is consistently a top concern heard from communities. Communities also express support for improving safety, especially for people walking and bicycling. However, more work is needed to reach agreement on

a strategic approach to make roadways safer. Decision makers, businesses and communities may oppose effective and known safety interventions, such as medians, roundabouts, daylighting intersections, protected turns, leading pedestrian intervals, road diets, reduced travel speeds, transit prioritization, separated bicycle facilities, enhanced pedestrian crossings, etc. if these treatments might lead to slower vehicle travel speeds or congestion. The work of the SS4A Program will be used to inform the 2028 update of the RTP.

- **Explicit list of stakeholder groups and individuals who have been involved in policy development.**

Most recently the stakeholder groups and individuals involved in the development of the 2023 RTP have been involved in regional safety and equity policy development, as outlined in the [2023 RTP Engagement and Outreach Summary](#). Additionally, Metro convened safety work groups to develop the original policies. Those stakeholders and process are described in Section 1.4 of the [2018 Regional Transportation Safety Strategy](#). Prior to that, Metro convened regional partners to develop the [2012 Regional Transportation Safety Plan](#).

- **Legal Antecedents**

- 23 U.S.C. §150 specifies national goal areas for the Federal-Aid Highway Program, including safety and security.
- RESOLUTION NO. 18-4894, For the Purpose of Adopting the 2018 Regional Transportation Safety Strategy
- RESOLUTION NO. 23-1496, For the Purpose of Amending the 2018 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan

BACKGROUND

For over a decade, Metro has played an important role coordinating and convening partners and developing regional safety policies, data, and analysis to improve roadway safety. The Metro Council is recognized nationally for adopting ambitious regional safety goals and policies and serving as a role model for other regional governments and MPOs.

For context, a brief history of safety programing and key updates is described here:

- Metro develops [2012 Regional Transportation Safety Plan](#) with regional partners and working group. The plan is not adopted.
- Metro develops the [2018 Regional Transportation Safety Strategy](#) (RTSS) with regional partners and safety working group. The plan is adopted by JPACT and the Metro Council. The 2018 RTP reflects new safety policies and goals from the 2018 RTSS.
- Metro reports on progress with the [2019 traffic fatalities and serious injuries annual performance report](#) and the [2-Year Progress Report of the Regional Transportation Safety Strategy](#)

- Metro Council adopts [regional street design guidelines](#) with a Vision Zero focus in 2019.
- Metro hosts a [forum and charette on performance-based street design](#) in 2019.
- Metro hosts [regional safety forums](#) in 2021 and 2022.
- Metro Council and JPACT adopt the [2023 Regional Transportation Plan](#) with regional safety and equity policies. These policies were refined but remain consistent with the 2018 RTP.
- Metro receives a Federal Safe Streets for All (SS4A) grant in 2023, to build on and advance regional efforts for safer streets, especially for pedestrians. Metro is administering half of the grant funds to Washington County, the City of Tigard, and Multnomah County and the cities of East Multnomah County as they develop Transportation Safety Action Plans. The SS4A program funding provides an opportunity for Metro and jurisdictional and community partners to engage more deeply on transportation safety over the next two years.

As the SS4A Program gets underway, Metro will be developing more in-depth and nuanced safety analysis. Using the *Safe Streets for All: A transportation safety update to JPACT and the Metro Council* report as a starting place, Metro is seeking guidance and input from the Metro Council and Metro's technical and policy committees and other partners on what analysis and information will increase understanding of safety challenges and solutions, and what strategies should be pursued to effectively advance safety.

ATTACHMENTS

- Is legislation required for Council action? No
- What other materials are you presenting today? [Safe Streets for All: A transportation safety update to JPACT and the Metro Council report](#)

Safe Streets for All

A transportation safety update to JPACT
and the Metro Council

November 2023



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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. JPACT serves as the MPO board for the region in a unique partnership that requires joint action with the Metro Council on all MPO decisions.

Project web site: oregonmetro.gov/safety

The preparation of this report 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 report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration

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LETTER FROM THE DIRECTOR

Our region is facing growing roadway safety challenges as seen across the United States and in Oregon. These challenges reflect systemic issues impacting communities large and small, but that disproportionately impact lower income and communities of color.

The multifaceted nature of traffic safety challenges may appear daunting, but it is crucial that we tackle them collectively and strategically, with a sense of shared purpose and unwavering commitment to eliminating traffic-related deaths and serious injuries. With federal funding Metro can work with partners to focus more deeply on roadway safety using the Safe System Approach over the next few years.

Our goal is to transform our region into a place where every resident, regardless of their background, income, or zip code, can enjoy the benefits of safe, accessible, and reliable transportation. Together, we will not only make our roadways safer but also work to right the historical and contemporary injustices that have disproportionately impacted our communities for far too long. This will require dedication, collaboration, and innovative thinking, and I have no doubt that we are up to the challenge.

Our safety program staff have prepared this report to kick-off the implementation of the federally funded Safe Streets for All (SS4A) grant, which will fund regional and local safety program activities. This report will be used to frame initial discussions with regional partners as Metro and jurisdictional partners develop work plans. We want to learn what data and information Metro can provide to support local, regional, and state efforts and determine what additional questions we need to be asking to arrive at effective solutions. As the regional government and MPO, Metro serves as the regional convenor and coordinator with the intention of making our collective actions more effective.

Working together in coordination we will realize a future where death and serious injuries are no longer consequences of using our transportation system.

Sincerely,

A handwritten signature in cursive script, reading "Catherine Ciarlo".

Catherine Ciarlo, Director
Planning, Research and Development

PURPOSE

This report provides a preliminary overview of traffic-related deaths and life changing injuries in the greater Portland region since 2017 and a summary of actions undertaken in the past few years by regional, state and local partners since 2021, when the last comprehensive update was provided to the Metro Council and Metro's technical and policy committees with the [2-Year Progress Report on the Regional Transportation Safety Strategy](#).¹

The data presented in this report represent real people—members of our regional community. The victims of traffic crashes are family members, friends, and coworkers in our region.

This report was developed to support discussions with Metro's technical and policy advisory committees and the Metro Council as Metro begins to coordinate efforts with government and community partners to implement the Safe Streets for All program activities.

Metro, in partnership with Washington County, the City of Tigard and Multnomah County and the cities of East Multnomah County received a federal Safe Streets for All grant for the purpose of developing local safety action plans, updating the regional safety action plan and advancing safety strategies. Using this report as a starting place, Metro is seeking guidance and input from the Metro Council and Metro's technical and policy committees and other partners on what analysis and information will increase understanding of safety challenges and solutions.

Metro will coordinate with government, community, and business partners on the Safe Streets for All project over the next few years on this effort. The final section of the report lists high-level actions that would benefit from coordinated efforts.

¹ Metro Regional Transportation Safety Strategy 2-year progress report, June 2021. <https://www.oregonmetro.gov/sites/default/files/2021/08/03/RTSS-progress-report-20210603.pdf>.

INTRODUCTION AND THE SAFE SYSTEM APPROACH

In the past ten years, state, regional and local transportation agencies and the communities they serve have adopted and begun implementing transportation safety action plans with goals to eliminate traffic deaths and life-changing injuries using the proven [Safe System Approach](#),² recognizing that this approach has been successful in greatly reducing serious crashes in other places.³

- 2016 - City of Portland adopts the first Vision Zero Plan in the state, with a goal to eliminate traffic fatalities and serious injuries by 2025.
- 2018 - JPACT and the Metro Council adopt the Regional Transportation Safety Strategy with the goal to eliminate traffic deaths and life changing injuries by 2035.
- 2019 - Clackamas County adopts the updated Drive to Zero safety action plan, with a goal to eliminate fatal and serious injury crashes by 2035. The County developed the first safety plan in the state in 2012.
- 2021 - Oregon Transportation Commission adopts the Transportation Safety Action Plan with a goal to eliminate traffic deaths by 2035.
- 2023 - Metro updates the 2023 Regional Transportation Plan, including regional safety policies embedded in the Safe System approach; the City of Hillsboro begins development of a safety action plan, and the City of Tigard, Multnomah County and the cities of East Multnomah County, and Washington County prepare to develop safety action plans.

The Safe System approach relies on multiple, complementary safety interventions for all people who use our roadways to prevent crashes from occurring in the first place and to reduce harm if a crash occurs.

When the Metro Council and JPACT adopted a regional strategy to eliminate traffic deaths and life changing injuries, it was clear that confronting this challenge would be neither easy nor quickly resolved. People dying on our highways, streets, and roads is an ingrained and persistent problem, one that many in society have come to accept as part of our everyday lives.

² ITF (2022), Road Safety Annual Report 2022, OECD Publishing, Paris.

<https://www.itf-oecd.org/sites/default/files/docs/irtad-road-safety-annual-report-2022.pdf>

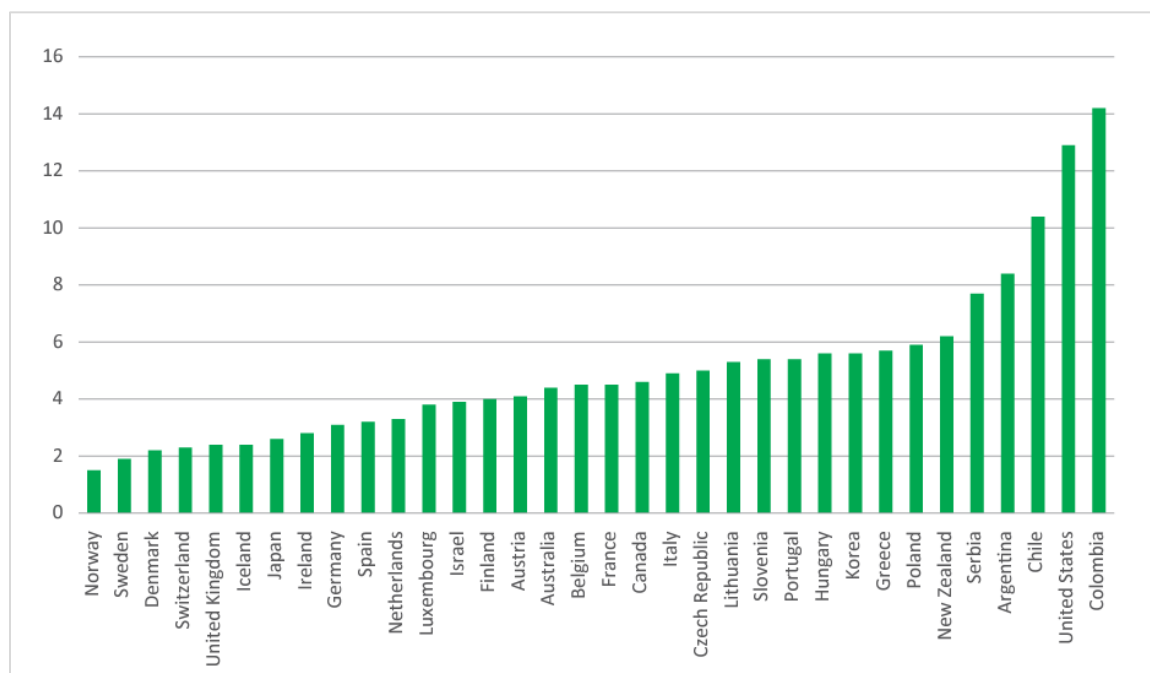
³ ITF (2022), Road Safety Annual Report 2022, OECD Publishing, Paris.

<https://www.itf-oecd.org/sites/default/files/docs/irtad-road-safety-annual-report-2022.pdf>

In recognition of the need to substantially change how the region views and addresses roadway safety, the [Regional Transportation Safety Strategy](#) commits to the Safe System Approach the region’s guiding principle.

The Safe System Approach has been used with great success in a growing number of nations and cities around the world and has now taken hold in the United States. The Safe System Approach has origins in Sweden through its Vision Zero program and with the Sustainable Safety program in the Netherlands. These early adopters experienced impressive decreases in roadway deaths—each with at least a 50% reduction in fatalities between 1994 and 2019. The concept has spread to other countries in Europe and beyond with notable success in Australia and New Zealand. The progress of these counties, compared to the United States, is illustrated in Figure 1.

Figure 1 Road fatalities per 100,000 people in International Traffic Safety Data and Analysis Group (IRTAD) countries, 2021



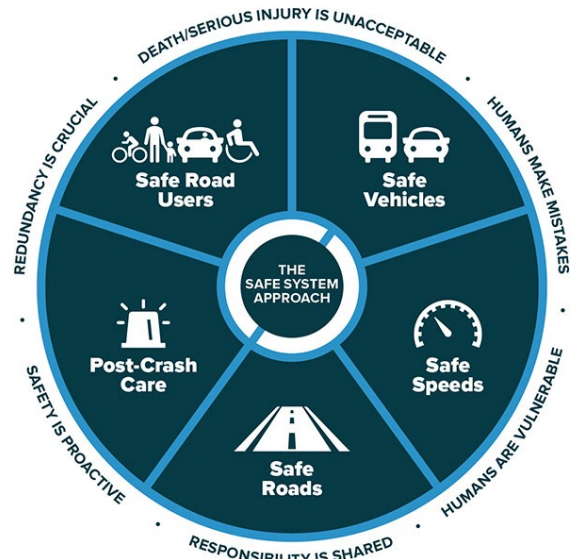
Source: International Transport Road Safety Annual Report 2022

While Figure 1 shows that there are over 12 traffic fatalities for every 100,000 people in the United States, the 2017-2021 per capita fatality rate in the greater Portland region is 6 people per 100,000 people, closer to some of the countries that are moving in the right direction. The regional per capita rate is lower than Oregon’s (12). Washington County has the lowest fatality rate in the region (4). Clackamas and Multnomah County have fatality rates double that of Washington County (8). Refer to Table 5 for per capita 2017-2021 fatality rates for Oregon, the region, the three counties, and all cities in the region.

Safe System Approach Elements and Principles

There are five elements of the Safe System Approach:

- **Safe People.** Encourage safe, responsible behavior by people who use our roads and create conditions that prioritize their ability to reach their destination unharmed.
- **Safe Roads.** Design roadway environments to mitigate human mistakes and account for injury tolerances, to encourage safer behaviors, and to facilitate safe travel by the most vulnerable users.
- **Safe Vehicles.** Expand the availability of vehicle systems and features that help to prevent crashes and minimize the impact of crashes on both occupants and non-occupants.
- **Safe Speeds.** Promote safer speeds in all roadway environments through a combination of thoughtful, context-appropriate roadway design, targeted education and outreach campaigns, and enforcement.
- **Post-Crash Care.** Enhance the survivability of crashes through expedient access to emergency medical care while creating a safe working environment for vital first responders and preventing secondary crashes through robust traffic incident management practices.



With the Safe System approach, these five elements work together to create a safe, redundant transportation system. In such a system, if one layer fails another layer is in place to prevent serious harm.

Six principles underpin the Safe System approach:

- **Death and serious injuries are unacceptable.** The Safe System approach rejects the idea that these are simply the price of mobility.
- **People make mistakes,** so the transportation system should be designed and operated to avoid death and serious injuries when a crash occurs.
- **Human bodies are vulnerable** and have physical limits for tolerating crash forces before death or serious injury occurs; therefore, it is critical to design and operate a transportation system and vehicles that is human-centric and accommodates physical human vulnerabilities.

- **Responsibility is shared** among those who design, build, and manage streets and vehicles, those who use these streets and vehicles, and those who provide care after crashes.
- **Safety is proactive.** Systemic change is needed to prevent serious crashes.
- **Redundancy is crucial.** If one layer of the system fails, another layer is in place to prevent serious injury.



A cyclist rides their bicycle through a crosswalk at a roundabout along a tree lined street, a pedestrian stands on the corner in Orenco Station, Hillsboro

Source: Metro

INTERSECTION OF TRAFFIC SAFETY AND PUBLIC HEALTH

Preventing fatal and serious traffic injuries is an intersectional issue that is not only about the physical design of roadways but also social, economic, and political power. Solutions for improving road safety and preventing serious crashes are more effective when they are developed with an understanding of contextual factors that impact roadway safety. Including holistic solutions to address upstream public health issues including mental health, discrimination, substance abuse, income inequality, and housing and job insecurity, will make roadways safer for everyone.

“Public health is focused on creating a safe transportation system through street design, but we are acutely aware of the need to also address contextual factors such as housing, mental and behavioral health, substance abuse, and cost of living.” Public Health Data Report: Traffic Crash Deaths in Multnomah County, August 2023

Roadways are the meeting places of communities and can reflect the health of communities. Supporting solutions that complement traffic safety countermeasures, such as affordable housing and substance abuse rehabilitation will result in better outcomes.

Figure 2 Upstream Approach to Public Health Issues



Figure 2 illustrates an upstream approach to addressing roadway safety. Core to the concept is promoting healthy environments including roads and streets, preventing injury by creating a transportation system where traffic crashes do not result in serious injury, and addressing social injustice to address the root causes of traffic safety disparities.

Source: BCCDC Foundation for Population and Public Health

NOTABLE SAFETY ACTIONS SINCE 2021

The actions needed to significantly improve safety, protect people from traffic death and injury, and achieve a cultural shift that treats roadway deaths as unacceptable are multi-year endeavors. Although it may take years of sustained effort to realize substantial reductions in lives lost due to traffic crashes, regional partners have been taking actions to target our most significant and urgent problems to improve road traffic safety.

Table 1 provides a summary of notable actions of local, regional, and state governments with the support and championship of communities and advocates. These actions are in addition to ongoing city, county, regional, state, and advocacy led safety programs.



A cyclist exits a separated bikeway in SE Portland.

Source: Metro

Table 1 Notable Safety Actions Since 2021

Safe System Approach element	Notable safety actions since 2021
Safe People	<p>Awarded \$1.6 million regional funds to local SRTS programs for education and encouragement activities across the region.</p> <p>Passed the 2023 Bike Bus Bill (House Bill 3014) giving schools more flexibility spending state transportation funds.</p> <p>Instituted modifications to the Safe Routes to School program in the 2023 Omnibus Transportation Bill (House Bill 2099) increasing the radius for eligible schools, and updates to DMV regulations related to safety.</p> <p>Passed the 2021 Driving Under the Influence of Psilocybin bill (House Bill 3140).</p> <p>Added clarifications to laws related to Driving Under the Influence of Intoxicants (Senate Bill 201).</p>
Safe Roads	<p>Approved \$613 million for capital projects to improve safety in the FY 21-24 and 24-27 MTIP, including \$14 million for SRTS infrastructure projects and \$47.4 million in regional funds.</p> <p>Applied the ODOT Blueprint for Urban Design to all urban projects scoped for the 2024/2027 STIP cycle, and several projects in the 2021/2024 STIP.</p> <p>Advanced safety improvements on high injury urban arterials, such as: Outer Division Safety Project, 82nd Avenue; 122nd Avenue SS4A, OR 8 at East Lane (Cornelius) Pedestrian Safety Project, OR 141: SW Hall Boulevard Pedestrian Safety Improvements.</p> <p>Continued planning for safety improvement on high injury urban arterials, including: Tualatin Valley Highway Transit Project, McLoughlin Boulevard Investments Strategy, 82nd Avenue Transit Project.</p> <p>Established the state Jurisdictional Transfer Advisory Committee (House Bill 2793) to recommend highways for jurisdictional transfer.</p> <p>Developed a new regional mobility policy that measures safety in addition to congestion.</p>
Safe Vehicles	<p>Developed research examining the role of vehicle design and speed as a factor in the severity of pedestrian injury in Oregon.</p>
Safe Speeds	<p>Expansion of Portland's use of cameras in traffic enforcement, up to 40 cameras at the end of 2024.</p> <p>Passed legislation to allow all cities in Oregon to install traffic cameras and set designated speeds on certain types of residential streets at up to 10 miles below the statutory speed (provided it's not less than 20 mph) (House Bill 2095).</p> <p>Passed legislation (House Bill 4105) making it easier for jurisdictions to review and issue citations based on photo radar.</p>
Post-Crash Care	<p>No new activities reported.</p>

UPDATE ON THE ROADWAY SAFETY PROBLEM

Traffic violence continues to be one of the major public health crises facing many communities in the greater Portland region. In a trend seen in the region, in Oregon, and across the United States the number of traffic deaths have been on the rise for the past decade.

While cities, counties, the state, and the region make significant investments in proven safety measures, other factors that impact safety have been moving in the wrong direction. These factors include, increasing car size and car weight and increasing driver speed.

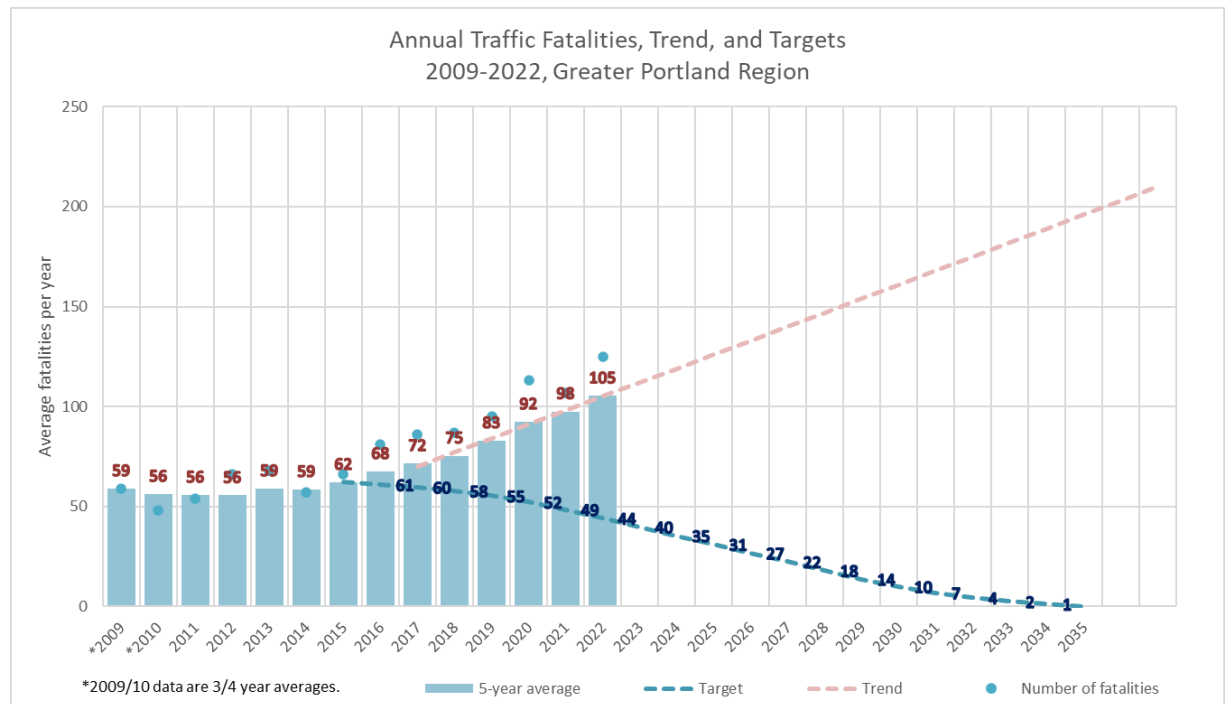
It will likely take years of sustained investments in proactive and systemic safety countermeasures that separate roadway users and calm traffic to realize substantial reductions in lives lost due to traffic crashes.

Analysis of traffic crashes in the greater Portland region since 2017 indicate:

- Traffic deaths are increasing.
- Pedestrian deaths have risen disproportionately over the past decade.
- Black and Native American people are at much higher risk of being killed in a traffic crash whether driving, walking, or bicycling.
- Intoxicated driving is a leading risk factor for deadly crashes.
- High traffic speeds continue to be a risk factor.
- Increasingly heavier, larger vehicles on roadways is a growing risk factor.
- Arterial roadways account for most deadly crashes.

Figure 3 illustrates that the region is not on track towards zero traffic deaths and serious injuries. The blue bars and red numbers show the increase in the annual average traffic deaths each year since 2009. The blue numbers and blue dotted line indicate regional targets. The average number of yearly traffic deaths increased 56% between 2016 and 2022, increasing, on average, by 8% each year.

Figure 3 Annual Traffic Fatalities, Trend, and Targets 2009-2022, Greater Portland Region



Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022, Metro 2018 RTP targets

Compared to 2021, traffic deaths in the greater Portland region in 2022⁴ increased:

- 17% - 125 lives were lost, the highest total number recorded since 2007.
- 29% for people walking - 49 pedestrians were killed, the highest number recorded since 2007, the first year of data that Metro began tracking.
- 80% among motorcyclists, 27 motorcyclists were killed, the highest number recorded since 2007.

2021 Safety Performance Measures

Safety performance measures compare observed number and rate of traffic fatalities and serious injuries to targets set in the 2018 Regional Transportation Plan. The region is not on track to meet its targets. In fact, across all the measures summarized in Table 2, the region's streets have gotten less safe since compared to baseline data established in 2015.

⁴ Preliminary 2022 Fatal & Serious Injury data, Oregon Department of Transportation, <https://tvc.odot.state.or.us/tvc/>

Table 2 Federal Safety Performance Measures, Greater Portland Region, 2017-2021

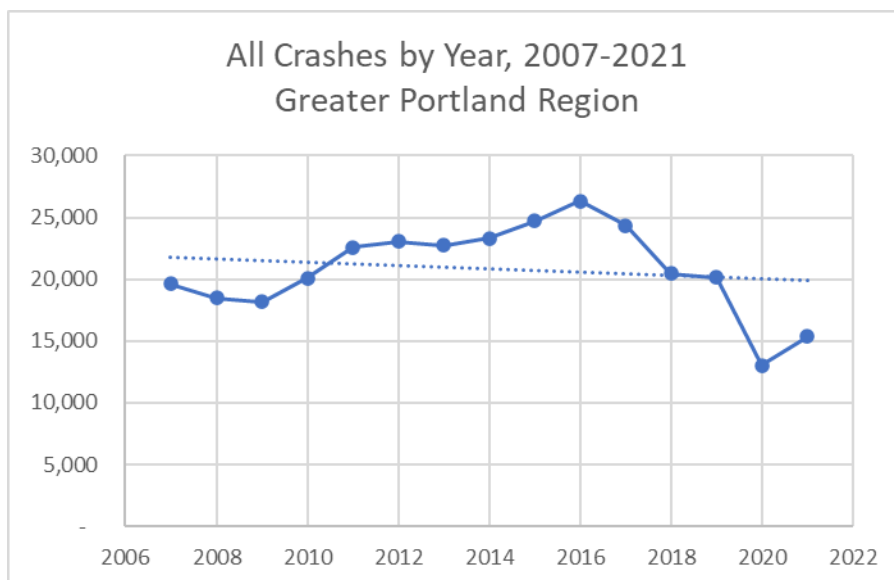
Performance Measure	5-year rolling averages		
	2015 Baseline	2021 Target	2021 Actual
Number of fatalities	62	49	98
Fatalities per 100 million vehicle miles traveled	0.6	0.4	0.9
Number of serious injuries	458	357	544
Serious injuries per 100 million vehicle miles traveled	4.5	3.3	5.0
Number of non-motorized fatalities and serious injuries	113	95	122

Source: Source: ODOT crash data 2017-2021, analyzed by Metro

Fatality Trends

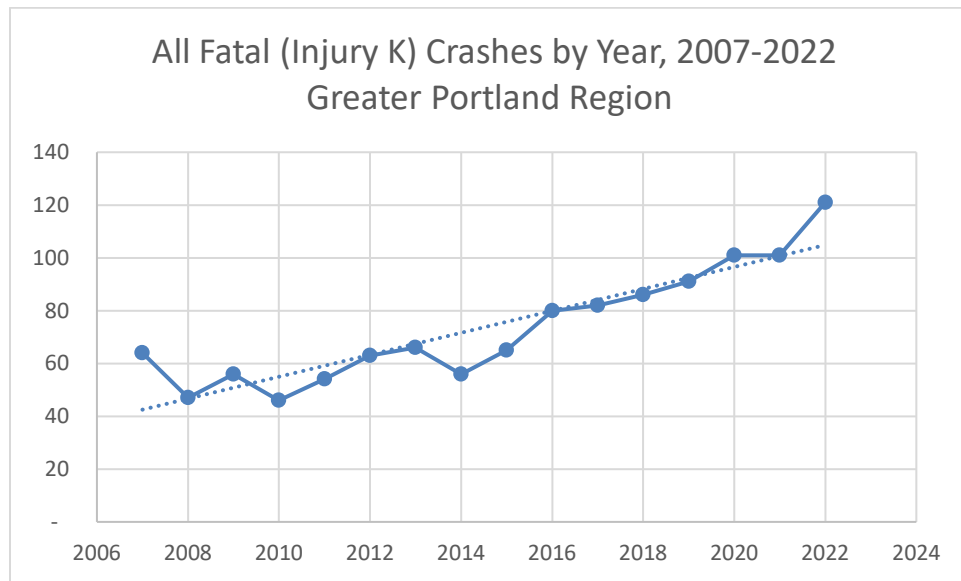
While the total number of crashes has decreased since 2007, as shown in Figure 4, the number of deadly crashes has increased, especially since 2016, as shown in Figure 5. The increase is due primarily to the increase in pedestrian fatalities. The number of serious injury or life-changing crashes after remaining somewhat constant since 2007 increased 134% from 2020 to 2022, shown in Figure 6.

This pattern points to the need to focus on the contributing factors of fatal traffic crashes, namely intoxication, speed, roadway design, pedestrian safety, and heavier vehicles.

Figure 4 All Crashes by Year, 2007-2021 Greater Portland Region

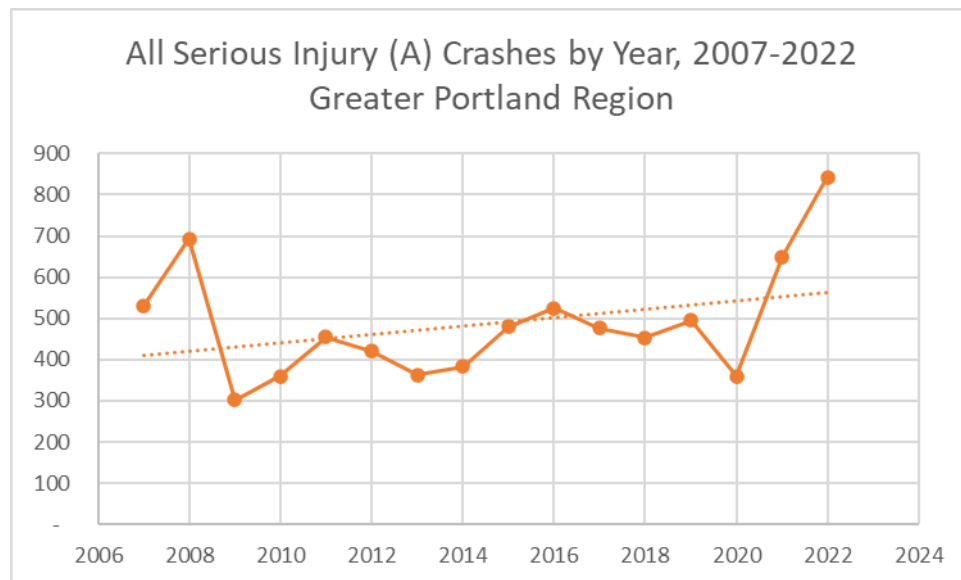
Source: ODOT crash data 2007-2021

Figure 5 All Fatal (Injury K) Crasher by Year, 2007-2022 Greater Portland Region



Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022

Figure 6 All Serious Injury (A) Crashes by Year, 2007-2022 Greater Portland Region



Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022

Race and Ethnicity

Within the three counties, Native Americans and Black people are being killed in traffic crashes at higher rates than white people. Analysis from the National Highway Traffic Administration concludes that by several measures, roadway travel is less risky for white people than for most other race-ethnicity groups; this

disparity persists, even accounting for the amount and mode of travel.⁵ And, recent analysis from Multnomah County Health Department found that rising traffic fatality rates in the region are largely driven by growing pedestrian fatalities, the impacts of which are disproportionately experienced by Black, Indigenous, and people of color (BIPOC), people with lower incomes, and people likely experiencing houselessness.⁶

For all traffic fatalities 2017-2022 in Clackamas, Multnomah, and Washington counties:

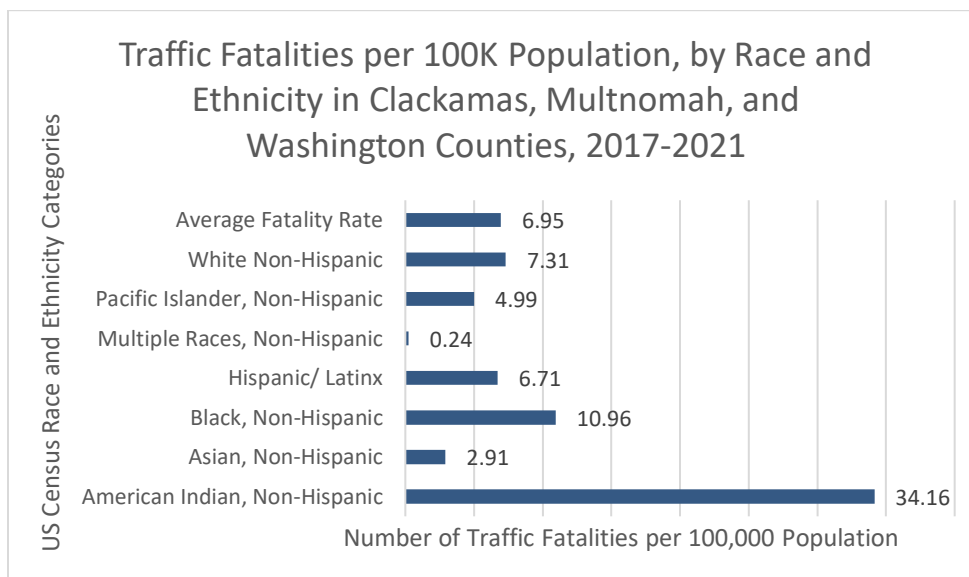
- Black people experience a fatality rate 40% higher than white people, though lower than the national average.
- Native Americans experience a traffic fatality rate that is 129% higher than white people.
- Hispanic/ Latinx people experience a traffic fatality rate that is 18% lower than white people, and Asian people experience a traffic fatality rate that is 186% lower than white people. This is consistent with national rates.⁷
- Black pedestrians are killed at a rate twice as high compared to white pedestrians, and Native American pedestrians experience a traffic fatality rate that is 141% higher than the rate of white pedestrians.
- Three quarters of serious pedestrian and bicycle crashes, and 65% of all serious crashes, occur in areas identified as Equity Focus Areas.

⁵Evaluating Disparities in Traffic Fatalities by Race, Ethnicity, and Income, NHTSA, United States Department of Transportation, January 2022
<https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813188>

⁶ Public Health Data Report: Traffic Crash Deaths in Multnomah County Taking a Safe System approach to address traffic-related fatality trends & contributing factors, Multnomah County, 2020-2021 August 2023 https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/Revised_Final_MultCo%20traffic%20deaths%202020_2021_0.pdf

⁷ Disparities by Race or Ethnic Origin, National Safety Council
<https://injuryfacts.nsc.org/motor-vehicle/road-users/disparities-by-race-or-ethnic-origin/>

Figure 7 Traffic Fatalities per 100k Population, by Race and Ethnicity in Clackamas, Multnomah, and Washington Counties, 2017-2021



Source: Fatality Analysis Reporting System, 2017-2021, Race and Ethnicity Population Estimates 2020 Census, Metro

Pedestrians

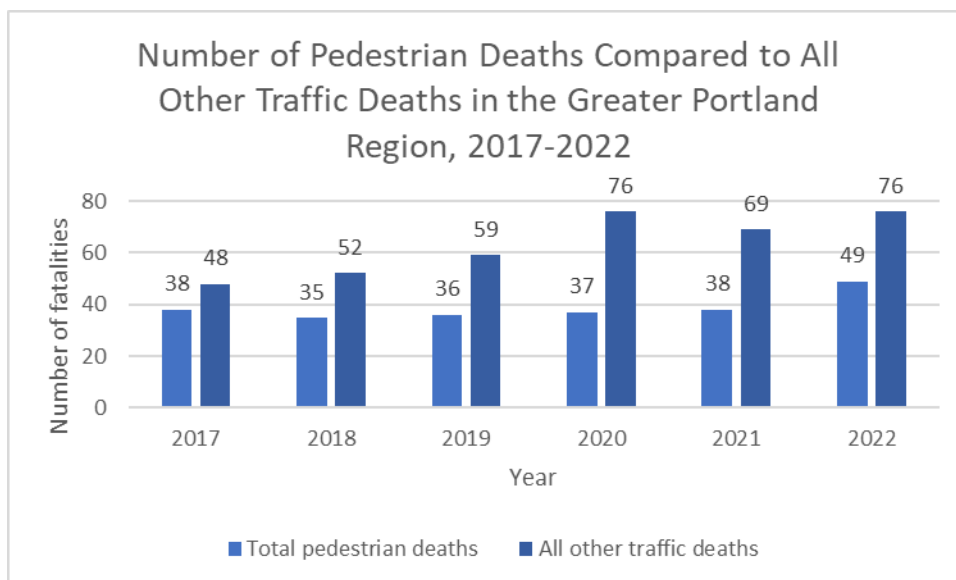
Fatal pedestrian traffic deaths in the region, in Oregon, and across the United States continue to rise; the [2022 Dangerous by Design](#) report⁸ identified Oregon in the top 20 states that are most dangerous for pedestrians based on pedestrian fatalities between 2016 and 2020.

- People walking are more likely to die in traffic crashes than people traveling by other modes of transportation. While pedestrians are involved in only 2.5% of all crashes, they represent 38% of all traffic fatalities.
- Preliminary crash data for 2022 suggests that it will likely to be the highest count of pedestrian deaths since Metro began tracking crashes, with 49 people were killed in a traffic crash while walking, a 29% increase from 2021.
- Dark or dim light conditions are a contributing factor in fatal pedestrian crashes - 75% of pedestrian deaths in the region occur when it is dark or dim out, while 57% of motor vehicle occupant deaths, 50% of bicycle deaths, and 44% of motorcycle deaths occur in dark/dim lighting conditions.⁹

⁸ 2022 Dangerous by Design, Smart Growth America, <https://smartgrowthamerica.org/dangerous-by-design/>

⁹ Dim/dark lighting conditions are darkness-no streetlights, darkness-with street lights, dawn (twilight), dusk (twilight).

Figure 8 Number of Pedestrian Deaths Compared to All Other Traffic Deaths in the Greater Portland Region, 2017-2022

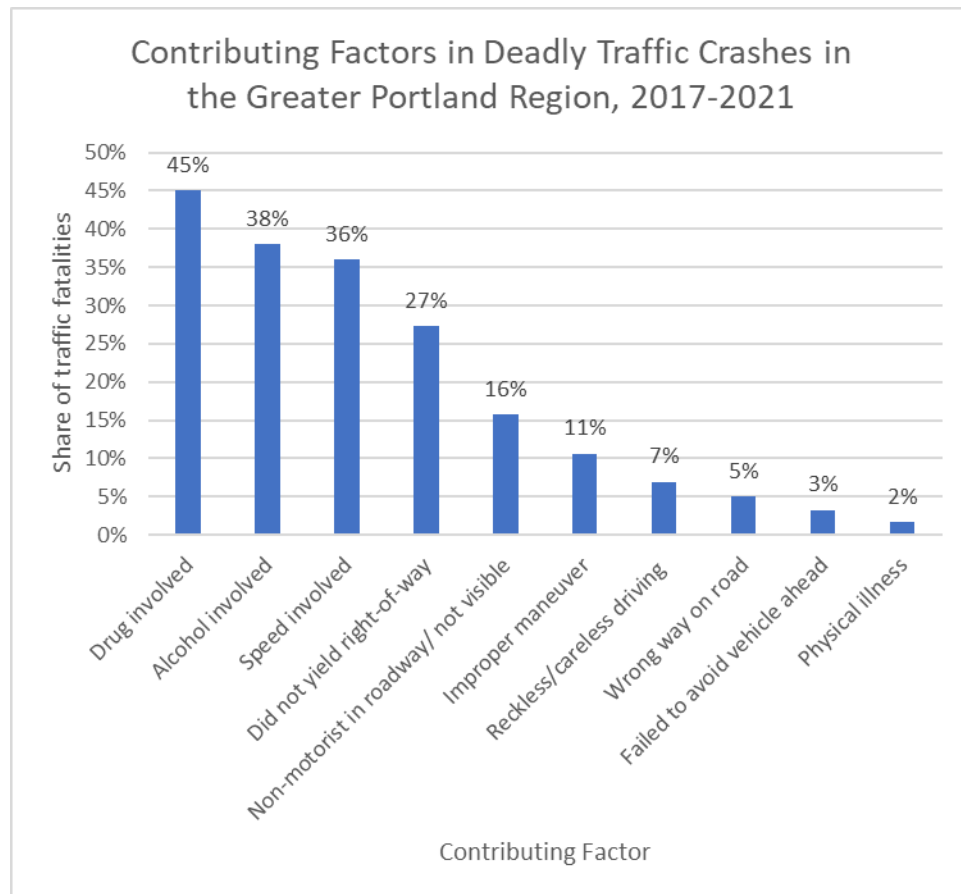


Source: ODOT crash data 2007-2021, ODOT preliminary crash data 2022

Speed and Intoxication

While there are many factors that contribute to the likelihood of a crash occurring, higher speeds and drugs and alcohol are among the top contributing factors to deadly crashes in the region.

Figure 9 Contributing Factors in Deadly Traffic Crashes, Greater Portland Region, 2017-2021



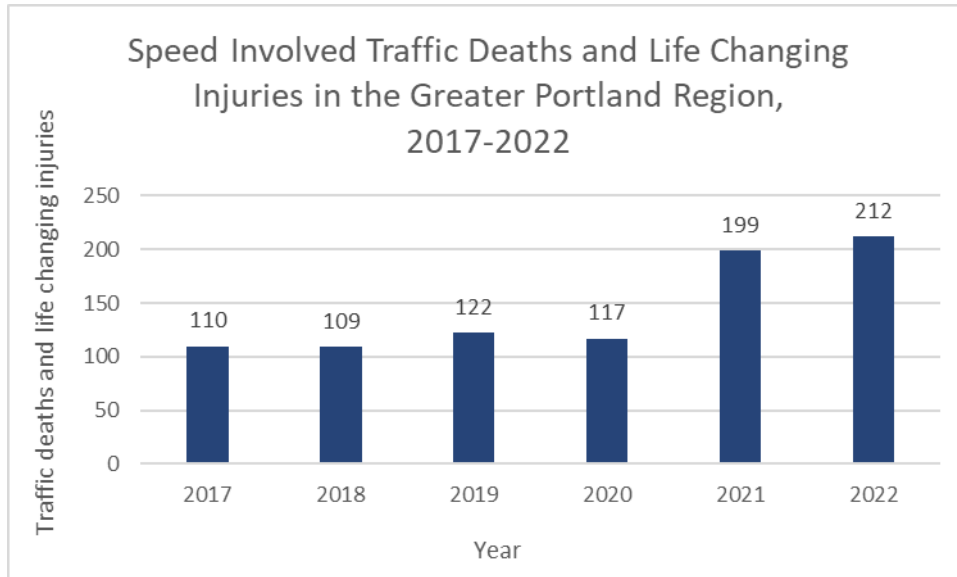
Source: ODOT crash data 2007-2021

Crash causes, speed involved flag, drug and alcohol involved flag

- Speed involved crashes tend to be deadlier: 36% of all traffic deaths involve speeding, while only 7% of all crashes involve speeding.
- Speed involved traffic fatalities and life changing injuries in the region have doubled since 2017 and increased 81% from 2020 to 2022 reflecting a national trend. In 2020 there were 117 traffic deaths involving speed, in 2022 there were 212.
- 51% of fatalities in motor-vehicle-only crashes (crashes not involving pedestrians, motorcyclists or bicyclists) involved speeding (average of 2017-2021 crash data).
- 15% of pedestrian fatalities involve speed, and 18% of all motorcycle crashes and 45% of fatal motorcycle crashes involve speed
- 38% of all traffic deaths involve alcohol: 41% of motor vehicle occupant deaths, 36% of pedestrian deaths, 28% of motorcyclist deaths, and 19% of bicyclist deaths involve alcohol.

- 49% of all traffic deaths involve drugs: 49% of motor vehicle occupant deaths, 49% of pedestrian deaths, 43% of motorcyclist deaths, and 44% of bicyclist deaths involve drugs.

Figure 10 Speed Involved Traffic Deaths and Life Changing Injuries in the Greater Portland Region, 2017-2022



Source: ODOT crash data 2007-2021, ODOT preliminary 2022 fatal and serious injury data

Vehicle Design

Heavier vehicles are contributing to more deadly crashes. The share of larger and heavier vehicles in the United States and Oregon has been steadily rising over the past ten years, as shown in Figure 11 and Figure 12.

Figure 11 Percentage Change of New Vehicle Sales by Body Type, 1990-2022

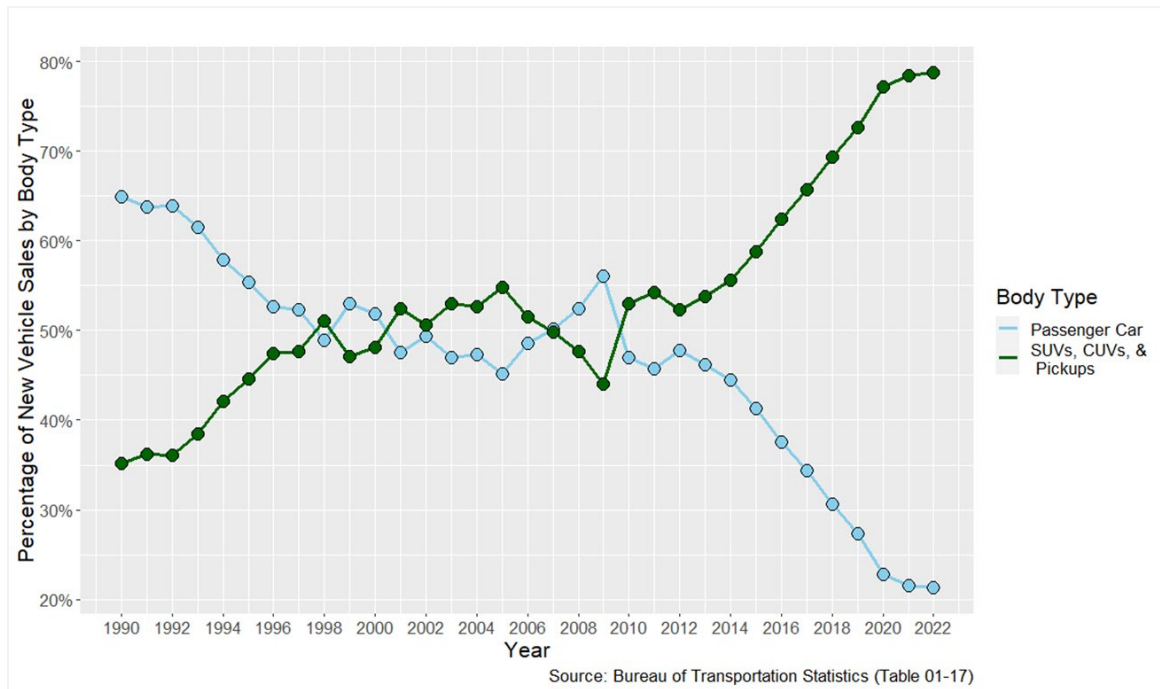
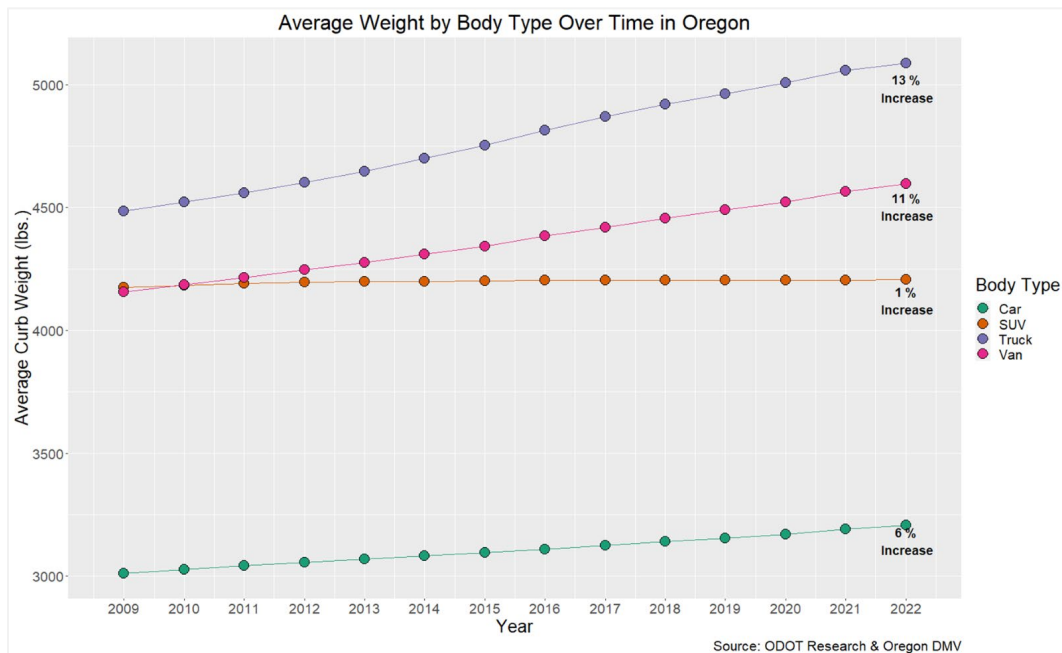


Figure 12 Average Vehicle Weight by Body Type Over Time in Oregon, 2009-2022



The growing share of heavier vehicles correlates to the increase in deadlier crashes and pedestrian fatalities. Research indicates that larger vehicles including pickups, SUVs, CUVs, and vans significantly increase the odds of a pedestrian being seriously or fatally injured in the event of a crash, even at lower speeds.^{10, 11}



Source: Consumer Reports¹²

As vehicles get larger the impact of speed may be even more pronounced. Many people are familiar by now with the graphics showing the impact of speed on survivability for people walking, such as shown in Figure 13 from the National Traffic Safety Board and Smart Growth America. An article by Smart Growth America points out that “One important bit of fine print is that the data behind this graphic (and almost all the other versions you see all over the internet) are sourced from a 1995 European study that predates the significant shift of the vehicle fleet (and increase in size) of the last two decades. This means that, today, it could be that the likelihood of surviving crashes with an “average” vehicle in the US—at all speed levels—could be even worse than the graphic shows, because the “average” vehicle is so much larger today—and getting bigger.”¹³

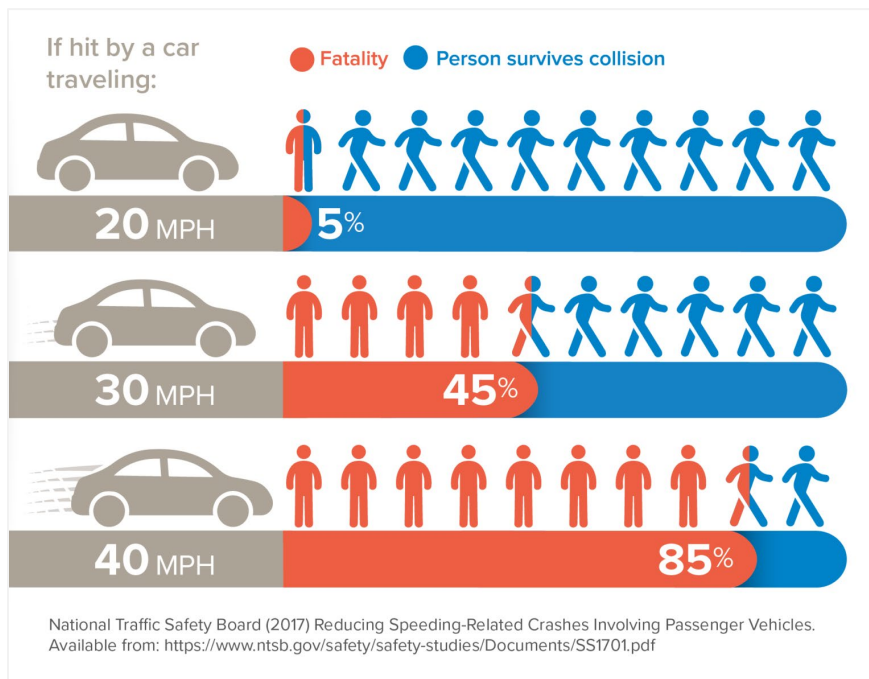
¹⁰ Vehicle Design and Speed: Factors Associated with Pedestrian Injury Severity in the 1 Pacific Northwest, Josh F. Roll, Oregon Department of Transportation, Submitted for presentation and publication at the 103rd Annual Meeting of the Transportation Research Board, Submitted 8/1/2023

¹¹ SUVs Responsible for More Pedestrian Deaths, December 22, 2003
<https://today.rowan.edu/news/2003/12/suvs-responsible-more-pedestrian-deaths.html>

¹² The Hidden Danger of Big Trucks: Pickup trucks are getting larger and becoming a hazard to pedestrians and drivers of smaller vehicles, Consumer Reports, Keith Barry, June 08, 2021
<https://www.consumerreports.org/car-safety/the-hidden-dangers-of-big-trucks/>

¹³ “Bigger vehicles are directly resulting in more deaths of people walking” Steve Davis, April 12, 2021, Smart Growth America, <https://smartgrowthamerica.org/bigger-vehicles-are-directly-resulting-in-more-deaths-of-people-walking/>

Figure 13 Probability of Survival Based on Speed of Vehicle Impact



Urban Arterials

Urban arterials are critical transport corridors. They are transit and freight routes, and important routes for trips made by car, walking and bicycling. They typically have speeds of at least 35 mph with four or more travel lanes and they carry tens of thousands of vehicles per day. Without systemic safety interventions, these roads are more dangerous due to a combination of high traffic speeds and volumes, more lanes, a mix of travel modes and auto-oriented design and land uses. These safety issues are exacerbated for pedestrians and bicyclists. Most regional high injury corridors are urban arterials. Most speed involved, and drug and alcohol involved serious crashes occur on urban arterials.¹⁴

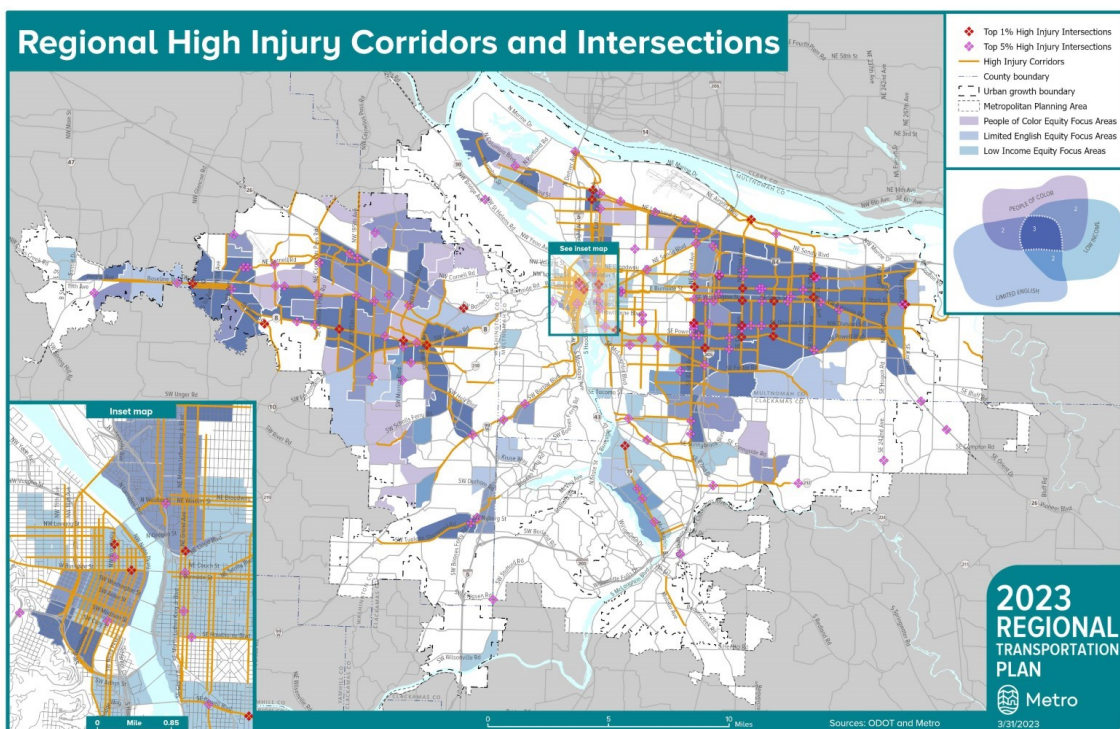
- 68% of traffic deaths and serious injuries occur on urban arterials, and 41% of traffic deaths and serious injuries occur on major arterials, which make up only 5% of the roadway miles in the region.
- There is more than one fatal crash every year on every mile of the deadliest high injury corridors in the region.

¹⁴ Metro 2016-2020 High Injury Corridors Dashboard, 2022
<https://experience.arcgis.com/experience/6b5ae16aad814e6e81546bcc4ffdf964>

- 54% of high injury corridors and 71% high injury intersections are in equity focus areas, disproportionately impacting people of color and people with lower incomes.
- 59% of all alcohol involved crashes, 62% of all drug involved crashes, and 55% of all speed involved crashes occur on arterials.

Figure 14 shows regional high injury corridors, intersections, and equity focus areas (census tracts that above regional average populations of people of color, people with limited English proficiency and people with low incomes) identified in the Regional Transportation Plan. Sixty percent of all fatal and serious crashes and all pedestrian and bicycle crashes in the region are on these corridors, which account for about 6% of all roadway miles.

Figure 14 Regional High Injury Corridors, Intersections and Equity Focus Areas¹⁵



Source: 2023 Regional Transportation Plan

¹⁵ Regional High Injury Corridors and Intersections Dashboard (2016-2020 crashes), <https://experience.arcgis.com/experience/6b5ae16aad814e6e81546bcc4ffdf964>

TAKING ACTION – NEW SAFETY STRATEGIES

The actions needed to significantly improve safety are multi-year endeavors. Although it may take years of sustained effort to realize substantial reductions in lives lost due to traffic crashes, regional partners continue to implement short and long-term strategies and actions to target our most significant and urgent problems to improve road traffic safety.

The Safe System Approach requires a culture that places safety and equity first and foremost in road system investment decisions. Systemic interventions that focus on creating a safe transportation system are needed to address the safety trends highlighted in this report.

Table 3 provides proposed strategies and actions that local, regional, and state governments, communities and advocates could focus on in the coming years, in addition to ongoing city, county, regional, state, and advocacy led safety programs.



Two adults and a child walk on a sidewalk along Tualatin Valley Highway in Cornelius.

Source: Metro

Table 3 Planned and proposed safety strategies

Safe System Approach element	Planned and proposed safety strategies for the next two years
Safe People	<p>Continue investments in stable housing, harm prevention, and behavioral health.</p> <p>Support legislation to lower legal limits for blood alcohol content (BAC) to 0.05 or lower. Countries with lower BAC levels have lower fatality rates.</p> <p>Develop in-depth pedestrian traffic crash analysis with corresponding countermeasures and strategies.</p> <p>Develop in-depth crash victim analysis (age, seat belt use, BAC level, etc.)</p> <p>Support strategies to reduce intoxicated driving, including enforcing Oregon law to not serve people who are visibly intoxicated.</p>
Safe Roads	<p>Form a regional work group and convene interagency partners for coordination.</p> <p>Develop strategies for additional funding (including SS4A) and prioritize HSIP and other funding for systemic, corridor wide safety interventions on the urban arterials where most deadly crashes occur, with a focus on pedestrian safety and speed reduction.</p> <p>Pilot ODOT Vulnerable User Crash Response team.</p> <p>Hold workshops on street design, such as “Improving Pedestrian Safety on Urban Arterials: Learning from Australasia.”</p> <p>Implement findings from the Oregon Vulnerable Road User Assessment Safety Assessment.</p> <p>Develop regional high injury corridor profiles.</p> <p>Develop in-depth assessment of primary causes and contributing factors of serious crashes for each county and city in the region.</p>
Safe Vehicles	<p>Identify and focus on interventions and incentives to reduce the impact of heavier vehicles.</p> <p>Support legislation that prioritizes people when considering the safety of new cars.</p> <p>Gather data to understand kinetic energy involved in crashes.</p> <p>Advocate for state-level policies adopting intelligent speed technology systems and alcohol detection systems in new vehicles.</p>
Safe Speeds	<p>Focus on reducing speeds on high injury urban arterials through automated enforcement, roadway design and lowering posted speeds to a maximum of 30mph.</p> <p>Increase the number of fixed speed and red-light cameras in the region.</p> <p>Develop SS4A safety camera toolkit to support implementation.</p> <p>Hold workshop on speed setting and speed management.</p>
Post-Crash Care	<p>Complete a scan of best practices for EMS response times to crash sites and assessment of needs.</p> <p>Review state and national (NRSS) strategies on post-crash care to identify strategies that could be supported at the regional level.</p> <p>Use planned data exchange to link EMS response activities and hospital outcomes.</p>

DATA AND METHODS

Data and Geography

Unless otherwise specified, all analysis uses the Metropolitan Planning Area (MPA) boundary. Other boundaries used include county and city boundaries.

- ODOT crash data 2007-2021, summarized by Metro and available at [RLIS Discovery](#).¹⁶ Also see [ODOT Crash Statistics and Reports](#).¹⁷
- [Preliminary 2022 Fatal & Serious Injury data](#), Oregon Department of Transportation¹⁸
- Fatal Analysis Reporting System ([FARS](#))¹⁹
- Metro streets data available at RLIS Discovery
- Race and Ethnicity Population Estimates 2020 Census, Metro
- American Community Survey, 1-Year and 5-Year

Data Tables

- Between 2017 and 2021 in the greater Portland region, there were 93,322 crashes documented in ODOT crash data. 232,435 people were involved in crashes, and 184,279 vehicles (including bicycles and motorcycles).
- Between 2007 and 2021, there were 312,422 crashes documented in the ODOT crash data.

¹⁶ Metro RLIS <https://rlisdiscovery.oregonmetro.gov/search?q=crash>

¹⁷ ODOT Crash Statistics and Reports <https://www.oregon.gov/odot/data/pages/crash.aspx>

¹⁸ TDS Crash Reports <https://tvc.odot.state.or.us/tvc/>

¹⁹ <https://www.nhtsa.gov/research-data/fatality-analysis-reporting-system-fars>

Table 4 Crashes in the Greater Portland Area, 2007-2021

Year	Fatal Injury Crash (K)	Serious Injury Crash (A)	Minor Injury Crash (B)	Possible Injury Crash (C)	No Apparent Injury/PDO (O)	Total
2007	64	531	2,132	4,837	12,073	19,637
2008	47	693	1,936	5,029	10,755	18,460
2009	56	302	1,873	6,042	9,921	18,194
2010	46	359	2,310	7,117	10,267	20,099
2011	54	455	2,489	8,404	11,191	22,593
2012	63	421	2,653	8,556	11,371	23,064
2013	66	363	2,429	7,666	12,213	22,737
2014	56	383	2,512	8,219	12,123	23,293
2015	65	480	2,655	9,881	11,635	24,716
2016	80	525	2,701	10,099	12,902	26,307
2017	82	477	2,581	9,019	12,174	24,333
2018	86	453	2,502	8,537	8,858	20,436
2019	91	495	2,281	8,326	8,970	20,163
2020	101	360	1,647	4,851	6,051	13,010
2021	101	649	3,276	4,514	6,840	15,380
Total All Years	1,058	6,946	35,977	111,097	157,344	312,422

Table 5 2021 Traffic Fatality Rates per 100,000 People

Geography	Population Estimate	Total fatalities 2017-2021	Fatality rate per 100,000 people
State of Oregon	4,246,155	2541	12
Region (MPA)	1,740,845	488	6
Clackamas County	422,537	174	8
Multnomah County	803,377	337	8
Washington County	600,811	123	4
City of Beaverton	98,204	18	4
City of Cornelius	12,893	3	5
City of Durham	2,073	0	0
City of Fairview	10,439	6	11
City of Forest Grove	25,767	3	2
City of Gladstone	12,017	2	3
City of Gresham	113,106	54	10
City of Happy Valley	23,442	8	7
City of Hillsboro	106,651	25	5
City of Johnson City	451	0	0
City of King City	4,992	0	0
City of Lake Oswego	40,390	4	2
City of Maywood Park	1,054	0	0
City of Milwaukie	21,108	1	1
City of Oregon City	37,160	10	5
City of Portland	642,218	248	8
City of Rivergrove	545	0	0
City of Sherwood	20,281	1	1
City of Tigard	54,750	6	2
City of Troutdale	16,353	8	10
City of Tualatin	27,821	2	1
City of West Linn	27,173	3	2
City of Wilsonville	25,887	2	2
City of Wood Village	4,435	3	14

Source: ODOT 2021 crash data, American Community Survey, 1-year and 5-Year population estimates. Notes: 1) Portland Metropolitan Planning Area geographically defined as Oregon Census tracts that intersect Metropolitan Planning Area boundary. 2) 1-year estimates only available for geographies with 65,000 persons or more.

RESOURCES

The following resources support efforts of communities to apply the Safe System approach and make streets safer for all.

Reports, Plans and Strategies

- [2023 Progress Report on the National Roadway Safety Strategy](#), United States Department of Transportation, February 2023
- [Public Health Data Report: Traffic Crash Deaths in Multnomah County Taking a Safe System approach to address traffic-related fatality trends & contributing factors](#), Multnomah County, 2020-2021, August 2023
- [Vision Zero Portland 2022 Deadly Traffic Crash Report](#), City of Portland, 2022
- [Oregon FFY 2023 Highway Safety Plan](#), Oregon Department of Transportation
- [Regional Transportation Safety Strategy](#), 2018, Metro

Data and Tools

- [Fatality and Injury Reporting System Tool \(FIRST\)](#) This query tool allows a user to construct customized queries from the Fatality Analysis Reporting System (FARS) and from the Crash Report Sampling System (CRSS).
- [Oregon Health Authority, Oregon Transportation Safety Dashboard](#)
- [Metro 2016-2020 High Injury Corridors Dashboard](#)

Race and Ethnicity

- [Disparities by Race or Ethnic Origin](#), National Safety Council
- [Evaluating Disparities in Traffic Fatalities by Race, Ethnicity, and Income](#), NHTSA, United States Department of Transportation, January 2022
- [Race and income disparities in pedestrian injuries: Factors influencing pedestrian safety inequity](#), Josh Roll, Nathan McNeil, Transportation Research Part D: Transport and Environment, Volume 107, 2022

Pedestrian Safety, Speed, and Urban Arterials

- [Global Benchmarking Program: Reducing Pedestrian Fatalities and Serious Injuries on Urban Signalized Arterials](#), United States Department of Transportation, September 2022
- [Safe and Healthy Urban Arterials](#), Policy Brief, Metro RTP, 2023
- [Speeding Away from Zero: Rethinking a Forgotten Traffic Safety Challenge](#), Governors Highway Safety Association, January 2019
- [Speed Safety Camera Program Planning and Operations Guide](#), United States Department of Transportation, 2023

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.

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Portland, OR 97232-2736
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December 13, 2023

**Garbage and Recycling System
Facilities Plan, Engagement Update**
Work Session Topics

Metro Work Session Meeting
Thursday, January 30, 2024

WASTE PREVENTION AND ENVIRONMENTAL SERVICES: GARBAGE & RECYCLING SYSTEM FACILITIES PLAN ENGAGEMENT UPDATE

Date: January 5, 2024
Department: Waste Prevention &
Environmental Services
Meeting Date: January 30, 2024

Prepared by: Marissa Grass,
Marissa.grass@oregonmetro.gov
Presenters: Marta McGuire, Director; Luis
Sandoval, Principal Solid Waste Planner;
Bridger Wineman, engagement consultant
Length: 40 minutes

ISSUE STATEMENT

Metro is actively engaging partners on a long-range plan for facility investment that meets goals to reduce garbage, improve service quality and access, and keep services affordable.

The Garbage & Recycling System Facilities Plan will take a holistic view of the system and help clarify Metro's future role in providing facility-based services, including facilities to be built or renovated by Metro or in cooperation with public, private and nonprofit partners.

This presentation will focus on Phase 3:

- What we did
- What we heard
 - Metro Council
 - Project stakeholders
- What's next

ACTION REQUESTED

Review and discuss project feedback to inform future facility plan options for Metro Council consideration in early 2024.

DISCUSSION QUESTIONS

1. What from the engagement report stands out to you?
2. How can the project team best incorporate this feedback into future facility plan options for your consideration? Specifically, are there any options that are off the table?

Council will be asked to consider setting parameters for project staff to refine the future facility plan options that will be presented for Council's consideration in spring 2024 based on the scenario components chosen least often by project stakeholders:

- Regulating rates that private facilities charge to commercial customers
- Renovating/redeveloping Metro Central and Metro South transfer stations. Metro does not build any new facilities (as in No-Build)
- Large transfer stations (as in full service)

- Mandatory subscription to curbside service
- A scenario that will increase the cost to rate payers by over \$3.75

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

During the past year, Metro has engaged policymakers, local governments, community-based organizations, solid waste industry, reuse/repair nonprofits and businesses, and community leaders to create the region's first Garbage & Recycling System Facilities Plan.

What We Did

Public engagement and outreach activities during scenario development and evaluation continued from March to December 2023 and are documented in Attachment 1. Outreach, consultation and engagement with interested sovereign Tribes in partnership with Metro's Tribal Affairs program are also summarized below and in Attachment 2.



Activities included:

- **Reuse/repair planning workshop (March 2023).** Leaders in the reuse and repair space were invited to a Phase 2 roundtable follow-up conversation with a slightly smaller group of reuse leaders. The objective of this session was to discuss ways Metro could help fill facility gaps and support the reuse sector in the future. Input was used to identify a range of solutions to include in the scenarios.
- **Recycling Modernization Act (RMA) and System Facilities Plan at the Local Government Administrators Workgroup (March 2023).** Under the RMA, producers will be required to establish a minimum of 42 collection points in the greater Portland tri-county area at recycling depots and other locations. There is an opportunity to leverage the RMA with goals and aspirations of the System Facilities Plan by expanding and/or building depots or facilities that collect multiple materials in one place, not just those covered by the RMA. In partnership with the WPES RMA team, staff asked local governments about what role they may play in managing future depots. This discussion informed scenario options.
- **Regional education and outreach retreat (March 2023).** Attended by local government staff and regional education and outreach staff, this retreat included a topic on current barriers to accelerating community reuse and repair and ways the System Facilities Plan could address these challenges. This discussion informed scenario options.

- **Industry interviews (May and June 2023).** The project team conducted one-on-one interviews with owners and managers of garbage and recycling businesses in the Metro region. Questions explored the facilities they currently operate and any near-term investments or changes they expect to make, their business' preferred role in the regional system, their perspective on Metro's role and what they think Metro should do more or less of, and their experience and interest in public/private partnerships.
- **Symposium & survey (September 2023).** The Reuse, Recycling, and Garbage System Symposium consisted of a panel discussion followed by an interactive workshop to review four draft scenarios proposed for Metro's Garbage and Recycling System Facilities Plan. Input from workshop participants was collected through two mechanisms; written comments submitted during table discussions and an online survey. A summary of feedback is included in Attachment 3.
- **Waste Prevention and Environmental Services staff (October 2023).** Program and policy staff, as well as front-line staff working at Metro transfer stations, MetroPaint, and the RID Deployment Center were invited to provide input on the scenarios. Engagement opportunities included two Q&A sessions hosted by project staff and an opportunity to take the same survey as symposium participants.
- **Metropolitan Mayors' Consortium update (November 2023).** This meeting was an optional opportunity for Mayors to get more information and provide feedback on the System Facilities Plan scenarios, planned in conjunction with the Metropolitan Mayors Consortium.
- **Local government policy table (October and November 2023).** Discussion of the scenarios is also occurring at the Regional Waste Plan policy and budget development table. The purpose of this forum is to discuss policy and system finance topics that are under consideration by Metro Council and will be discussed by the Regional Waste Advisory Committee (RWAC) or the Metropolitan Planning Advisory Group (MPAC) with local government representatives.
- **Workshop with Confederated Tribes of Siletz Indians Portland Area Office and Siletz tribal members in greater Portland (January 2024).** This was a virtual workshop organized in collaboration with staff from the Confederated Tribes of Siletz Indians (CTSI) Portland Office. CTSI members who live in the greater Portland area heard an overview of the System Facilities Plan scenarios from project staff. Among other things, participants discussed their interest in understanding the potential impacts of different types of facilities on the environment and human health, particularly for communities of color and low income communities; and expressed a desire for Metro to do more to address plastic pollution, create stronger incentives for recycling and work closely with the state on implementation of the Recycling Modernization Act. Workshop participants were asked to take the same survey as symposium participants. As of the date of this staff report, the survey is still open. Project staff will share the results with Metro Council at the work session on January 30.

Ongoing

- **Community Advisory Group.** Metro convened community members who represent diverse viewpoints and experiences to advise on the System Facilities Plan as it is being developed. The group is helping to advance racial equity in the development of the plan, identify service gaps, and advise on benefits and impacts of future facilities and services. The advisory group met six times in Phase 3, including a facility tour.
- **Metro advisory committees.** Updates and engagement at meetings of the Regional Waste Advisory Committee, Committee on Racial Equity and the Metropolitan Policy Advisory Committee.
- **Tribal Government consultation and engagement.** Project staff and Metro's Tribal Affairs program invited consultation and engagement with multiple Tribes starting in Fall 2022. Metro staff have continued to explore interest in the project with Tribes and provided project updates and presentations as requested. Staff will continue to invite engagement in the plan development, scenario(s) selection and future implementation with interested Tribes.

Metro Council

- **International panel at Metro Council work session (September 2023).** Metro Council had an opportunity to hear directly from international panel members and ask questions. This recording is available to folks who did not attend the symposium.
- **Garbage and Recycling System Facilities Plan proposed scenarios (November 2023).** Informational session to review alternative facility investment scenarios with Metro Councilors, answer questions and seek early input on preferred scenario elements.

What we learned

High-level take-aways

Scenario process from Metro Council: Council asked for detail surrounding the different policy levers council could use to meet system facility gaps, including:

- Tonnage management policies,
- Balance between Transfer Station Fees and the Regional System Fee, and
- Level of investment.

Council discussion also touched on the values that influence system priorities. In addition to waste reduction, service quality and access, and affordability which Council prioritized at the outset of this project, we heard that safety and support for existing businesses and community-based organizations within the system are important.

With these values in mind, **councilors indicated an early preference for the Distributed and No-Build scenarios.** However, all councilors indicated that additional information and discussion is needed to build a preferred scenario.

Scenarios preference from stakeholders: Stakeholder survey respondents preferred the Distributed Scenario – which includes mid-sized transfer stations – by a wide margin, followed by the No-Build Scenario.

- Stakeholders like the **Distributed Scenario** because of the improved access provided through mid-sized transfer stations and reuse and recycling centers.
- The **No-Build Scenario** was appreciated by some for regulated fees at private transfer stations and investment in reuse/repair organizations.
- Among Metro staff surveyed, the Distributed and Full-Service Scenarios are similarly supported. The **Full-Service Scenario** benefits include the reuse mall and reuse hub.
- Most also said they would like to make changes to their preferred scenario as initially presented.

Scenario components: Most stakeholders we heard from indicated **support for reuse and repair facilities** (reuse warehouse and reuse mall) and including reuse at Metro transfer stations as a one-stop-shop.

Access: Symposium participants were supportive of closing gaps in access through **new transfer stations** in Washington County and in East Multnomah County, as in the Full-Service Scenario. Participants also liked the improved access provided by mid-sized transfer stations and reuse and recycling centers presented in the Distributed Scenario.

Cost to curbside rates: There is **low support for large cost increases** to curbside rates, with most supporting only an increase in the average single family garbage bill of about \$3 or \$4 per month, but not the \$11.70 estimated monthly cost increase for the No-Build Scenario.

Community representatives

The Community Advisory Group and other community members engaged are largely supportive of Metro developing new mid-sized transfer stations as well as investing in reuse facilities such as the reuse hub and reuse mall.

Other key themes include the importance of addressing access issues, by closing geographic gaps in facility locations for residential self-haul customers and additional materials and services through curbside collection. Comments indicated it's also important to address resilience and safety of existing Metro transfer stations. Members of this group commented that new transfer station facilities, as described in the Full-Service and Distributed scenarios, will provide more and better services, and there's a role for Metro in owning these facilities so that they are subject to Metro's green building policies and labor agreements. Comments also indicated support for maintaining tonnage allocations for Metro transfer stations.

Reuse and repair organizations

Stakeholders from reuse and repair organizations and businesses also indicated strong support for incorporating reuse and repair into Metro facilities and emphasized the need

for transportation access to facilities. They largely support investment in their organizations. Concerns from reuse organizations in developing new facilities for reuse and repair are about increased dumping of non-useable materials, and about how financing, procurement processes and contracts would meet their needs.

Private Industry

Some transfer station and material recovery facility operators said they prefer to focus on commercial rather than residential self-haul customers, while some said they are open to accepting additional materials streams where markets and volumes can be counted on. They suggested Metro continue to focus on providing self-haul and household hazardous waste services. Members of this group indicated concern about increased disposal fees. Some said they would like to retain tonnage allocations or gain more tonnage to make future investments. Transfer station operators do not want Metro to regulate disposal fees charged by private facilities. Some are interested in public financing options to expand, and there's interest in opening new private facilities including to handle garbage from the general public.

Local Governments

Local government administrators indicated they would like to partner with Metro on new recycling depots through the Recycling Modernization Act that would accept multiple materials. Survey respondents from local governments indicated:

- Strong support for public facilities that include reuse and recycling centers.
- Moderate support for Metro developing new mid-sized transfer stations, reuse malls or reuse hubs.
- Low support for mandatory expansion of curbside programs.

Metro Staff

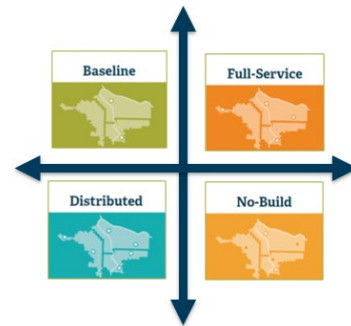
Front-line workers at Metro South and Metro Central transfer stations, household hazardous waste facilities, MetroPaint and RID Patrol see the benefits of and barriers that exist at facilities daily. In the survey, staff indicated strong support for public facilities that include reuse and recycling centers, as well as for the reuse warehouse hub and reuse mall. They indicated low support for mandatory subscription to curbside service.

What's next

We have extended the plan completion schedule through the end of 2024, to ensure there is enough time to work collaboratively with project stakeholders to build a strategy and plan that has broad, regional support.



The discussion guide, shared with Metro Council on November 9, 2023, presents scenarios to consider the broad range of options and policy levers that council could use to meet the values and outcomes of the System Facilities Plan and fill facility gaps in the region. The scenarios illustrate “four corners” or opposite policy choices to help illustrate the differences between each option.



Council will be asked to consider elements of the four scenarios that have received the strongest support from various audiences. The main goal will be to use the input from stakeholders and council guidance so far to narrow down the facility investment options for council to consider and choose from. These preferred scenario elements, or choices, together will lead to a preferred scenario for the future system.

This process is proposed to have two steps.

Direction on Preferred Scenario Elements | January 30

Key Question	<p>Are there any options that should be off the table? Specifically, Council will be asked to provide guidance to project staff around the five scenario elements that received the lowest support:</p> <ul style="list-style-type: none"> • Regulating rates that private facilities charge to commercial customers • Renovating/redeveloping Metro Central and Metro South transfer stations. Metro does not build any new facilities (as in No-Build) • Large transfer stations (as in full service) • Mandatory subscription to curbside service • Scenario elements that will increase ratepayer costs by an amount between the cost impact of implementing the Distributed scenario (\$3 per month) and the Full-Service scenario (\$4.10 per month).
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On November 9, the Council asked for more information about how different policy levers are interrelated. In other words, how one policy choice might impact others. This will be a part of developing preferred scenario elements for council review and discussion. A key part of this work is weighing the tradeoffs of different policy choices.

Over the next few months, staff will use the input received from different audiences and Council’s direction at the January 30 work session to develop and bring a list of options for preferred scenario elements to Metro Council for review and discussion in April. Council will be asked to vote on the elements and actions they want to be further detailed and included in the draft plan.

Direction on Preferred Scenario | April 9

Key Question	What options should be included in the preferred scenario in terms of
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	<ul style="list-style-type: none"> • Public self-haul facilities? • Commercial facilities? • Reuse facilities and programs?
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Project staff will develop two options for addressing facility gaps in the region under each of the three areas above. The scenario elements will detail:

- Two sets of facility investment and/or other policy options for filling facility gaps and meeting the project's values and outcomes based on project stakeholder feedback and council guidance provided to date.
- The estimated level of investment required for implementation.
- The impacts of different policy options and changes in policy levers needed to support each decision, compared to the baseline (status quo) scenario.
- Anticipated level of support by different audiences.

At the April 9 meeting, council will be asked to review the options under the three areas and vote on a preferred set of scenario elements to bring back to council and project stakeholders for review.

BACKGROUND

The Garbage and Recycling System Facilities Plan will look at the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify service gaps, and present potential approaches and a plan for future system investments. Specifically, the plan will include:

- An overview of the facility-based garbage, recycling and reuse services necessary for achieving the goals of the 2030 Regional Waste Plan.
- The current and anticipated gaps in those services.
- Alternative scenarios for the public, private and non-profit sectors to fill the gaps or mitigate the need to fill them over the next 20 years.
- An implementation plan and financing options for Metro's role in advancing the plan and building new facilities.

The scenarios may include construction of new facilities, incorporation of new services in existing facilities and non-facility-based alternatives. The plan will include consideration of costs and ratepayer impacts and will elevate the needs of communities of color and other groups historically underserved or impacted by the solid waste system.

The information from this project will help guide Metro's future investment in facilities and infrastructure and help to close the gap between those with access to services and those without. The plan will be completed in five phases from February 2022 to December 2024.

ATTACHMENTS

Attachment 1: Phase 3 Engagement Summary

Attachment 2: Tribal Consultation Summary

Attachment 3: Symposium Workshop Summary Report



Garbage & Recycling System Facilities Plan Phase 3 Engagement and outreach summary

Metro is engaging partners on a long-range plan for facility investment that meets goals to reduce garbage, improve service quality and access, and keep services affordable.

Ongoing in 2023

Community Advisory Group members representing diverse viewpoints and experiences advise on the plan, focusing on racial equity, identifying service gaps, and the potential benefits and impacts of future facilities and services.

Metro Advisory Committee members provide input during updates at the Regional Waste Plan Advisory Committee, Committee on Racial Equity, and Metropolitan Policy Advisory Committee.

March 2023

A **Reuse/Repair Planning Workshop** invited leaders to discuss ways Metro could help fill facility gaps and support this sector in the future.

The **Local Government Administrators Workgroup** heard about connections between the System Facilities Plan and the Recycling Modernization Act (RMA) and discussed their potential interest in managing future recycling depots.

A **Regional Education and Outreach Retreat** led local government staff in a discussion about current barriers to community reuse and repair, as well as ways these challenges could be addressed.

May and June 2023

Industry Interviews with owners and managers of garbage and recycling businesses explored current facility needs, their preferred role in the regional system, and perspectives on Metro's role and public/private partnerships.



September 2023

An **International Panel at a Metro Council work session** informed Metro Councilors about some facility strategies used in other parts of the United States and the world.

A **symposium & survey** repeated the International Panel and engaged with participants across sectors to review and provide input on four draft scenarios proposed for the System Facilities Plan.

October 2023

Waste Prevention and Environmental Services staff, including front line staff working at Metro transfer stations, Metro Paint, and the RID Deployment Center provide input on the scenarios.

November 2023

The **Metropolitan Mayor's Consortium** reviewed the System Facilities Plan scenarios and gave input based on observed needs in their jurisdictions.

As part of the **Regional Waste Plan Policy and Budget Development meetings** local government representatives continued to discuss the scenarios and analysis.

ATTACHMENT 2

Metro Council Work Session – January 30, 2024

Garbage and Recycling System Facilities Plan

Tribal consultation summary

In September 2022 Metro invited consultation with seven Tribes who have engaged with Metro's Tribal Affairs program and have distinct historical and contemporary interests and connections to what is now known as the greater Portland area.

Initial discussions of the GRSFP occurred in several ongoing regular coordination meetings with interested Tribes during the late Fall in 2022 and early into 2023. To aid in Tribes' respective consideration of consulting and engaging with Metro on the GRSFP, Metro staff proactively identified and shared potential areas for coordination with Tribes that included topics such as: climate change adaptation and mitigation priorities, natural resource protection and conservation priorities, and historic and cultural resources protection priorities and notification processes for any activities including ground disturbance. Metro staff also proposed discussion regarding interested Tribes' consultation preferences for future phases of the GRSFP such as when the plan and potential selected scenario(s) is being implemented by Metro staff and partners.

Input to date from responding Tribes highlighted the importance of protecting the environment and natural resources in the potential siting, construction, modification and operation of any existing or new garbage or recycling facilities in greater Portland in the selection of any scenario. Input also highlighted the importance of protecting archeological, cultural or historic resources in these same activities in any scenarios, especially as undeveloped land available for construction of new transfer stations could be in areas where there is a high probability of the presence of significant cultural or historic resources.

Staff representing one Tribe's cultural resources program also expressed a desire for Metro to strategically consider and plan for changes in demand for access to recycling and garbage that will occur over time with growing populations with the scenarios currently under consideration by Council. More specifically, they requested that Metro consider how the potentially selected scenario(s) could meet increasing demands for services over time. The concern is that limited planning for service demand over time could lead to the need to construct another transfer station in the future to meet regional needs. Input shared that long term demand forecasting is important to consider now as each instance of construction of a new transfer station facility or modification of an existing facility to a larger capacity has the potential to impact natural, archeological, cultural and historic resources important to the Tribe.

Metro's Tribal consultation and engagement invitations also led to a request from one Tribe for future project notification processes for new construction of any facilities or citing of new facilities

in the greater Portland area to be addressed to the Tribe's natural and cultural resources program offices.

Metro's consultation invitation also led to a request by the Portland Area Office of the Confederated Tribes of Siletz Indians for a community member conversation on the Garbage and Recycling System Facilities Plan with Siletz tribal members who reside in the greater Portland area. A summary of this engagement is provided on page 3 of the staff report.

The project team and Tribal Affairs program have continued to provide updates on the GRSFP project and supported discussions about the project as requested by interested Tribes. Additional discussion and meetings are anticipated as Metro works to further understand tribal interests in this project and tribal priorities that should inform the selection and implementation of a potential scenario(s) as well as Metro's garbage and recycling work more broadly.

Metro Garbage & Recycling System Facilities Plan Phase 3 Workshop Summary Report

Executive summary

Purpose

Metro is engaging with stakeholders from local government, industry, and reuse and repair organizations as well as other community members with diverse identities and lived experience to guide the development of the Garbage and Recycling System Facilities Plan. The purpose of the plan is to identify facility investments that reduce waste, increase access, and keep ratepayer costs affordable. The plan will consider investment in current facilities – including Metro’s two transfer stations – and new facilities like reuse and recycling centers.

This report summarizes findings from a stakeholder engagement workshop and survey in Phase 3 of the project. The workshop was part of the Reuse, Recycling, and Garbage System Symposium, hosted by Metro’s Waste Prevention and Environmental Services Division at the Oregon Convention Center on September 27, 2023. Additional survey input will be reported as engagement continues during Phase 3.

Phase 3 Workshop

The Reuse, Recycling, and Garbage System Symposium consisted of a panel discussion followed by an interactive workshop to review four draft scenarios proposed for Metro’s Garbage and Recycling System Facilities Plan. The scenarios were assessed using evaluation criteria developed in phase 2 of the project and presented to workshop participants, following the [Workshop Discussion Guide](#). The scenarios represent different ways of responding to the gaps identified through engagement and technical analysis.

The input shared by workshop participants will help inform Metro Council’s decision on a preferred scenario. The preferred scenario or combination of scenario components will move forward into phase 4 of the System Facilities Plan for more analysis, including developing a detailed funding and implementation strategy.

In this report

Executive Summary

- Key findings
- Input mechanisms
- Who we heard from





Workshop findings

- Preferred scenarios
- Most important information in selecting a preferred scenario
- Preferred scenario components
- Scenario evaluation and feedback
- Increase to monthly collection bills

Appendices

- Small Group Comments
- Survey Report

Draft Scenarios Considered

Baseline	Full-Service	Distributed	No-Build
			
Metro does not build new facilities or address facility gaps, but maintains current facilities	Metro builds four large transfer stations and two new reuse facilities	Metro builds a network of distributed mid-sized facilities across the three counties	Metro increases requirements, invests in private facilities and renovates existing facilities

Key findings

- Workshop participants indicated the most support for components included in the Distributed (public facilities that include reuse and recycling centers) and No-build (fee to invest in reuse organization) scenarios.
- Participants also showed substantial support for new reuse and repair facilities, and a role for Metro in providing space and investment to support organizations offering reuse and repair.
 - Across groups, there was support for including reuse and recycling services at public facilities.
 - As a group, private industry participants were also supportive of Metro investing in private facilities.
- Many comments indicated an important role for Metro in providing education and outreach, and that this work is needed to support changes to the reuse, recycling and garbage system.
- Metro's use of regulatory tools is not favored by most participants, especially the mandatory subscription to curbside service. Regulating rates private facilities charge was only moderately supported.
- Metro building new full-service transfer stations was not well supported by many participants, but there is more support for mid-sized facilities.
- Concern about costs: Participants did not support large new costs for customers, and some asked for more information about how cost estimates were developed or questioned their accuracy.

Input mechanisms

Input from workshop participants was collected through two mechanisms; written comments submitted during table discussions and an online survey.

- Written comments were requested from workshop participants regarding the description and presentation of evaluation results for each scenario. Participants discussed each scenario in a table group with the assistance of a facilitator and posted their comments at their table. Written comments are not associated with a participant role.
- Workshop participants were asked to complete an online survey at the end of the workshop and the survey link was provided via email after the event. A total of 50 workshop participants

provided input through the survey. The survey responses are associated with a respondent roles.

Who we heard from

Approximately 80 participants attended the workshop and were supported by approximately 36 staff members from Metro and the consultant team.

Among the 50 participants who completed the survey, the largest share (30) identified their role as members of private industry, followed by community and local government (both at 16 people), and reuse/repair organizations (14), as shown in Figure 1. Among private industry participants, specific roles were identified, as shown in Figure 2. Survey respondents were able to indicate multiple roles.

Figure 1: Workshop survey participant roles by type (n=47)

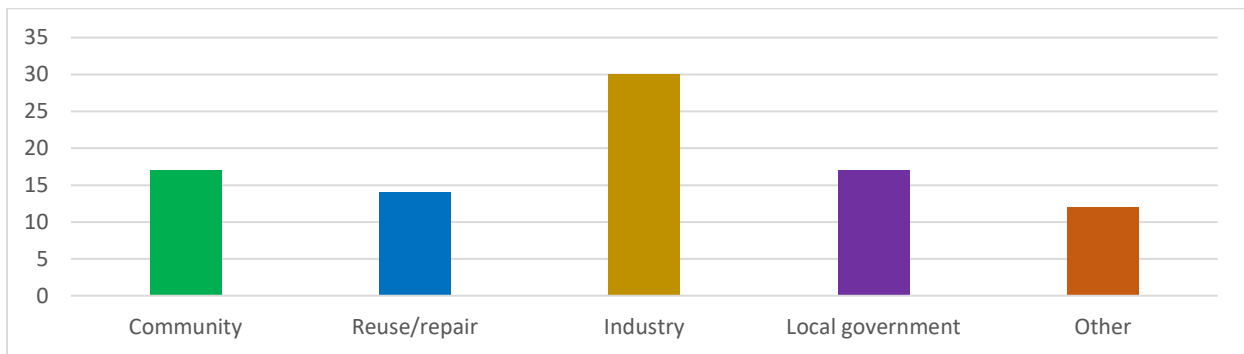
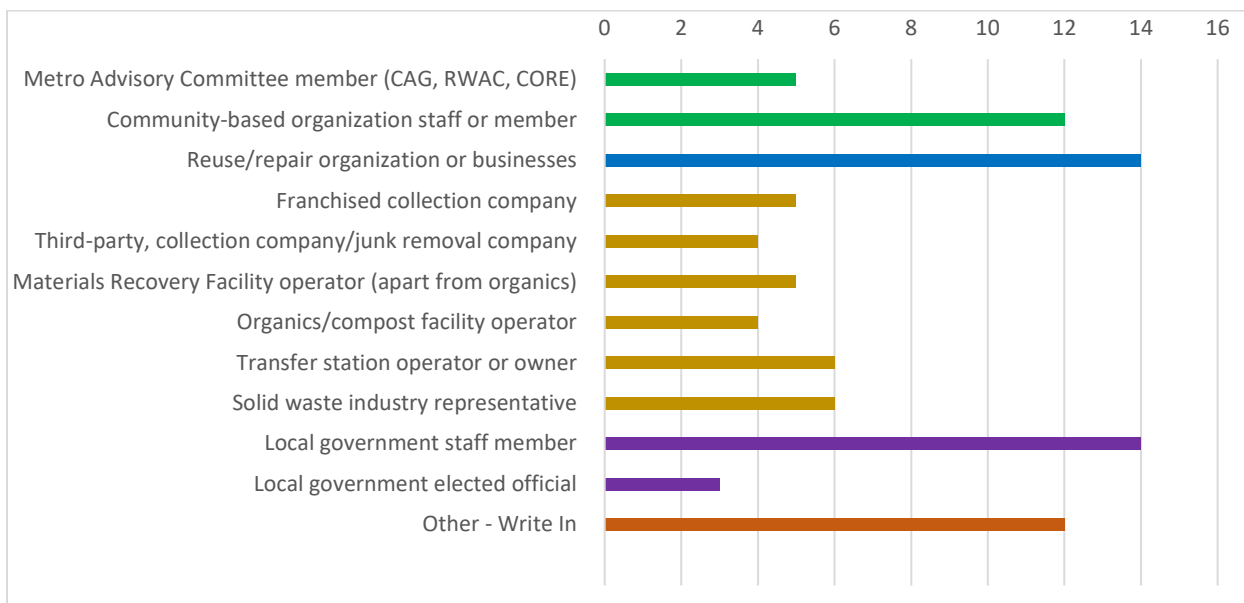


Figure 2: Workshop survey participant roles, detailed



Workshop findings

Preferred scenarios

Survey respondents were asked to identify their preferred scenario from those presented at the workshop. As shown in Figure 3, 62 percent of respondents identified the Distributed Scenario as their preference, followed by the No-build Scenario (22 percent), Full-service (10 percent), and Baseline (6 percent). Over 80 percent of survey respondents said they would make changes to their preferred scenario.

Notable differences among subgroups of survey respondents (Figure 4) include:

- Local government and reuse/repair respondents indicated a preference for the Distributed scenario by a much larger margin compared to private industry participants
- No private industry or reuse/repair respondents identified Full-service as their preferred scenario
- The Full-service scenario was identified as preferred by a larger share of community respondents than the No-build scenario

Figure 3: Preferred scenarios (n=49)

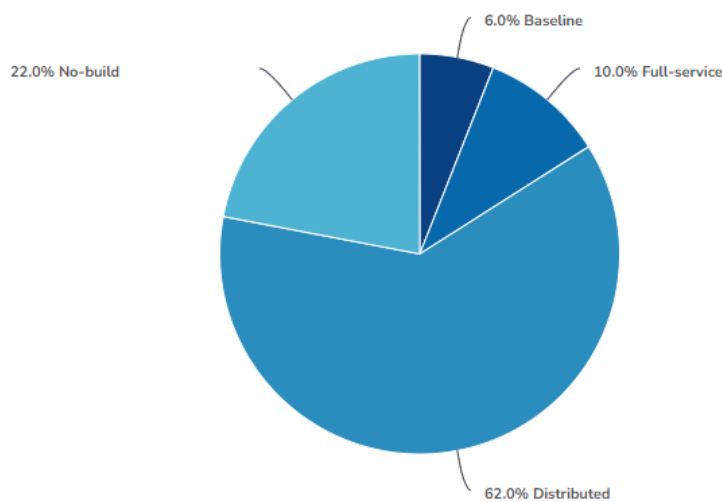
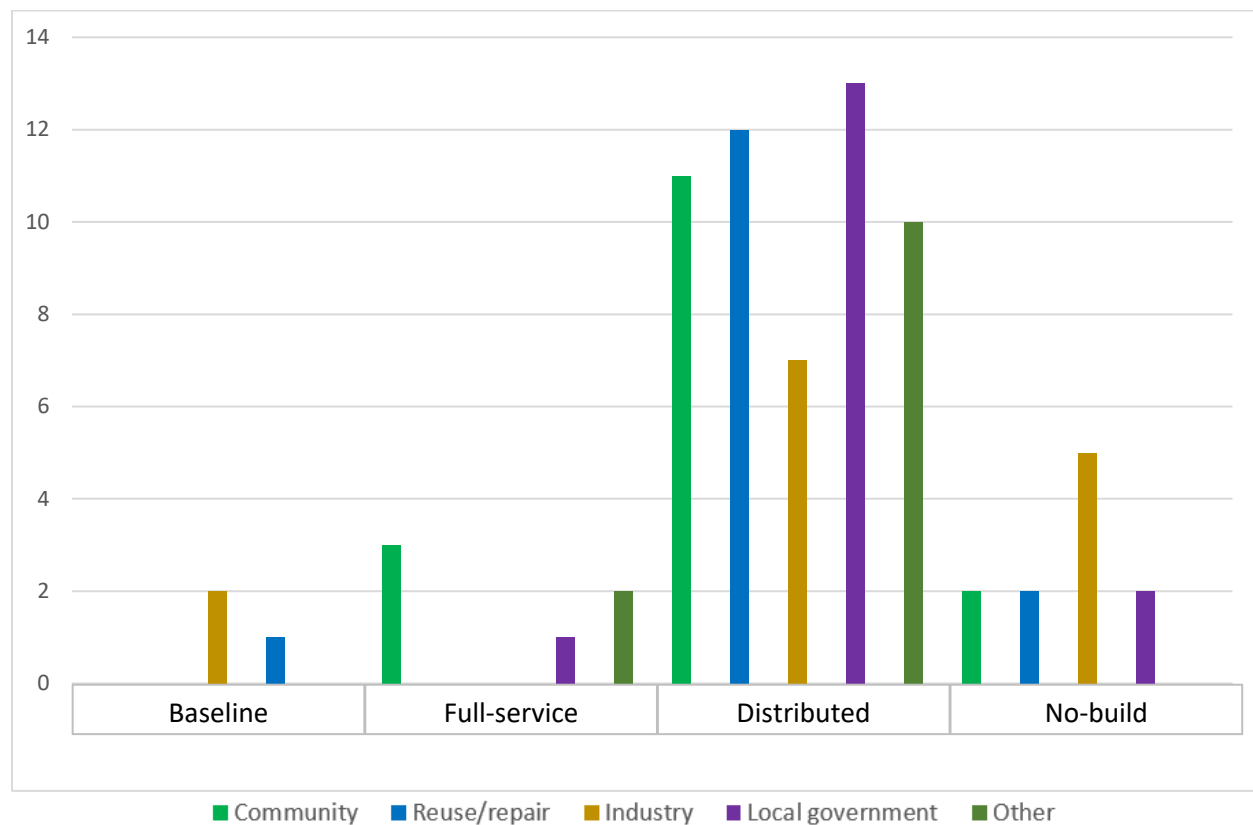


Figure 4: Preferred scenarios by stakeholder role (n=50)



Most important information in selecting a preferred scenario

Survey respondents were asked what information was most important to them in selecting a preferred scenario. Figures 5, 6 and 7 show the ranking of most important information for the respondents that identified, Full-service, Distributed, and No-build scenarios respectively. For all three of the scenarios apart from the Baseline, respondents indicated services available to the general public was the most important information in selection their preferred alternative.

The **Full-service scenario** (Figure 5) was selected by the smallest number of respondents with just four people who indicated it was their preference. For those respondents, “how the scenario meets policy priorities for waste reduction, access, and affordability” ranked second after “services available to the general public.”

For respondents who indicated the **Distributed scenario** (Figure 6) as their preference, “how the scenario meets policy priorities for waste reduction, access, and affordability” similarly ranked second most important, with “services available to commercial haulers” ranked as the least important.

For respondents who indicated the **No-build scenario** (Figure 7) was their preference, “improvement to private facilities” was the second most important information, with “services available to commercial haulers” and “how this scenario performed in the evaluation” ranking lowest.

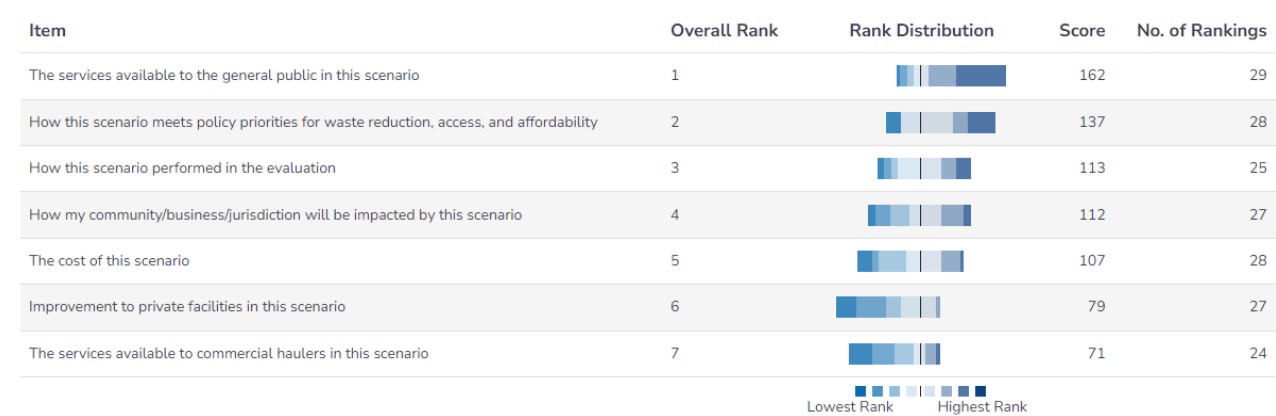
Full-Service

Figure 5: Important information in choosing a preferred scenario, Full-Service



Distributed

Figure 6: Important information in choosing a preferred scenario, Distributed



No-Build

Figure 7: Important information in choosing a preferred scenario, No-Build



Preferred scenario components (Build your own scenario results)

Workshop participants were asked through the survey to indicate which scenario components they would include in their own scenario. The views of industry participants varied most from all workshop participants among the respondent roles. Additional results from survey input are shown in figures 8 and 9.

The components **most often selected** across groups include:

- **Public facilities that include reuse and recycling centers** was among the most favored scenario components across all participant roles.
 - Over half of participants across *all roles* included this component in their preferred scenario.
 - This component scored lower among local government participants.
- Over half of participants favored a **dedicated fee to invest in reuse organizations**.
 - Such a fee was most favored by reuse and repair participants.
 - Local government participants showed lower support for a dedicated fee to invest in reuse organizations, and private industry participants favored such a fee the least out of respondent groups.
- The **regional reuse mall** and **regional reuse warehouse hub** components scored similarly and were included in just less than half of respondents' preferred scenarios.
 - These new reuse facilities were most supported by reuse/repair participants, followed by community participants.
 - They were least often favored by local government and private industry participants.

The scenario components **least often selected** include:

- **Mandatory subscription to garbage curbside service** was supported least of all the scenario components offered. It was included most often by private industry participants, 25 percent of whom included it in their preferred scenario.
- **Large transfer stations** were most supported by local government participants with just under 30 percent of this group including it in their preferred scenario.
- More than half of private industry participants included **redevelop Metro Central and Metro South transfer stations** (with Metro not building other facilities) in their preferred scenario, however this component was not included by more than half of any other group apart from Metro staff.

Scenario components among **neither the most nor least selected** include:

- Over half of community respondents included **commercial facilities that include mid-sized transfer stations** in their preferred scenario, but that was not true for any other group apart from Metro staff.
 - Mid-sized transfer stations were included by more respondents across all groups compared to the large transfer stations component

- Among the components with the largest difference in survey results between respondent groups, a **program to invest in expanding/adding services at private facilities** was tied with public facilities that include reuse and recycling centers as the most popular component among private industry participants, but the least popular for community and reuse/repair participants.
- **Required expansion of curbside programs** was not included by more the half of any of the respondent groups but was more often selected by community and reuse/repair participants.
- **Regulate rates that private facilities charge commercial customers** was the least popular of any of the scenario components for private industry respondents with just 8 percent including it in their preferred scenario. However, about 40 percent of local government and community participants selected this component.

Figure 8: Components of preferred scenarios - All survey participants (n=48)

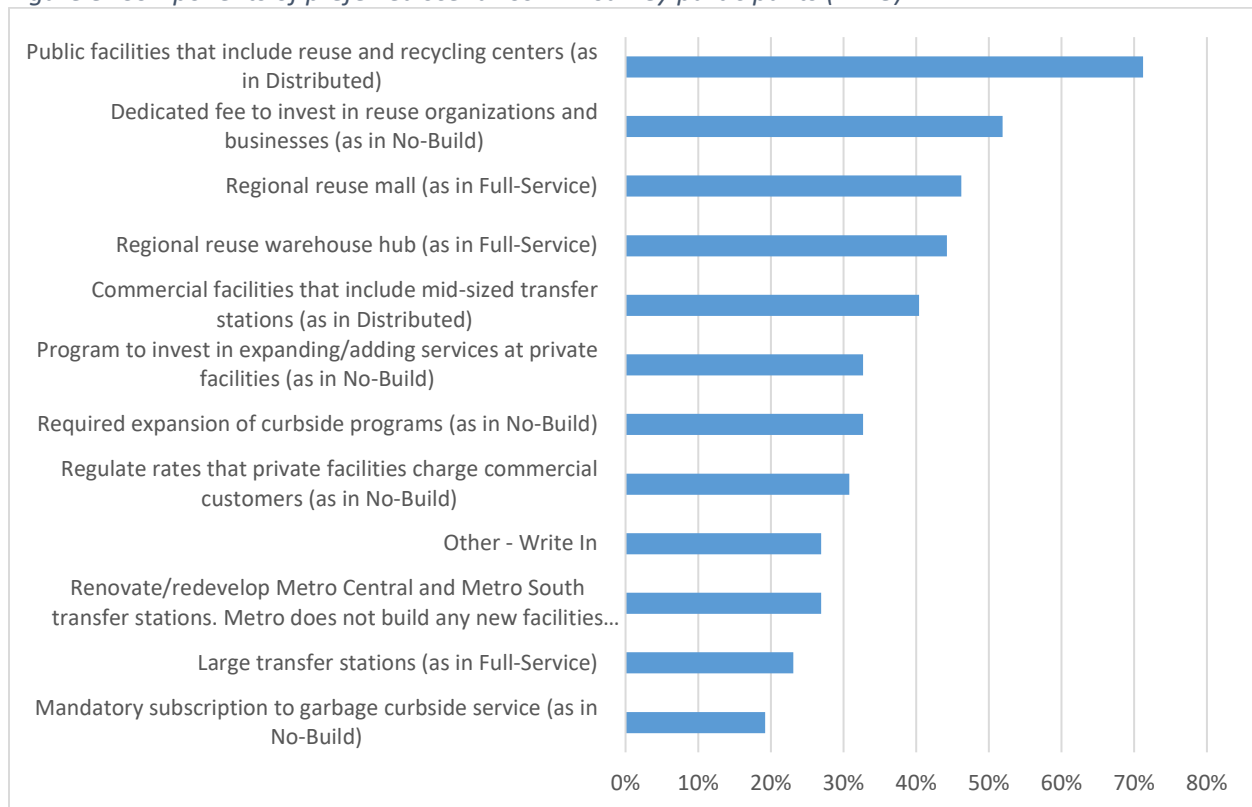
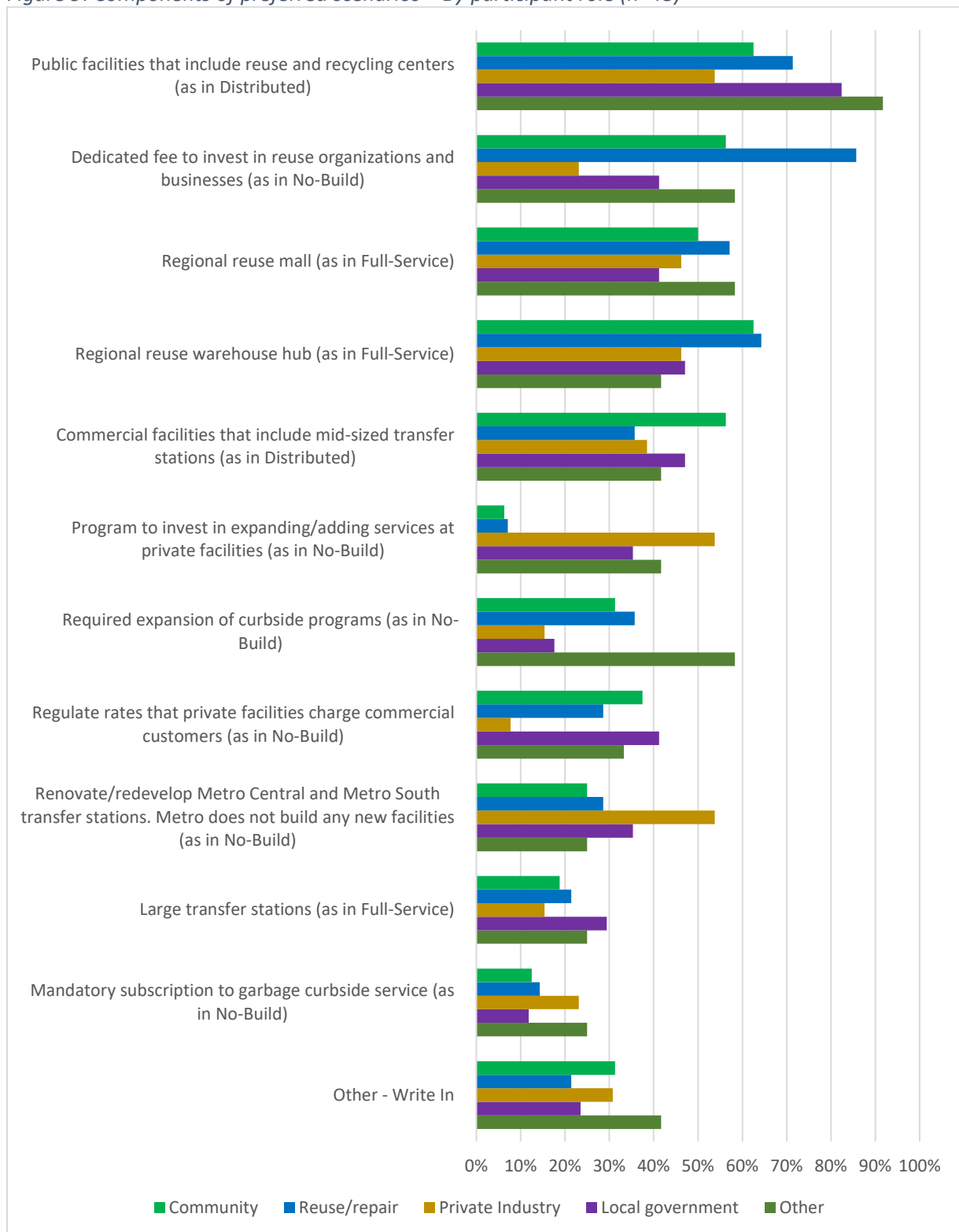


Figure 9: Components of preferred scenarios – By participant role (n=48)



Scenario evaluation and feedback through small group discussions

Workshop participants were invited to discuss each of the draft scenarios in small groups and then provide written comments. The comments follow a “Rose, Bud, Thorn” framework, with discussion prompts of:

- Rose: What aspects of each scenario do you like most and why?
- Bud: What changes would you make to improve each scenario?
- Thorn: What aspects of each scenario do you like least and why?

Comments from small groups discussions were compiled and analyzed for themes. The most prominent themes by scenario and comment type, as well as the counts for all comment types, are summarized below. The comment counts are useful for understanding and comparing the relative prominence of each theme. The exercise was not designed to assess a representative sample, and individual comments were assigned multiple themes. The full list of comments is provided in *Appendix A: Small Group Comments*.

Full-Service Scenario

Roses - Full-Service Scenario

Comment themes	Counts
Reuse/Repair: Many comments were supportive of the reuse mall concept and the community benefits it would provide including community education. Commentors also said that the reuse hub concept would provide needed capacity and support, and opportunity for collaboration among reuse organizations.	<ul style="list-style-type: none">• Reuse/repair (33)• Access (23)• Capacity (12)• Other comment themes<ul style="list-style-type: none">○ Washington County (5)○ Environment (4)○ Multnomah County – East (4)○ Jobs (3)○ Cost (3)○ Project process (3)○ Self-haul (2)○ Metro’s role (1)○ Organics (1)○ HHW (1)○ Clackamas County (1)
Access: Many comments were also supportive of increased access provided by the Full-Service scenario in providing new facilities in both Washington County and East Multnomah County. Many commentors appreciated the idea of a “one-stop-shop” where people could access multiple services.	
Capacity: Comments were supportive of increased space leading to operational efficiency, labor efficiency, material consolidation, and community-facing benefits.	

Buds - Full-Service Scenario

Comment themes	Counts
Project process: Questions and suggestions about the specifics of this scenario such as how it relates to the Recycling Modernization Act (RMA) and land use considerations and	<ul style="list-style-type: none">• Project process (19)• Reuse/repair (16)• Access (15)

challenges in facility siting. Some comments requested more detail about how the scenario would work, how reuse/repair partners would be selected and how existing businesses would be incorporated.

Reuse/repair: Comments about the opportunity to divert more items to reuse and about including existing reuse organizations. Many also called for multiple reuse malls in a “hub and spoke” model. Other comments included suggestions to include reuse organizations in program design and facility operations, and that maximum value in reuse items is encouraged by including items specifically designed for reuse, items that are “higher-end” or refurbished. A comment suggested adding another reuse hub to the scenario.

Access: Some commentors suggested providing options for garbage disposal at reuse hubs, and/or providing additional transportation options to enhance the convenience of facilities for customers, especially those without access to a vehicle.

Cost: Commentors offered ideas around funding the facilities expansion in the Full-Service scenario, which included funding from producers, from government grants at different levels, and from consumers of products for reuse (ensuring reuse companies are able to recoup their costs as well).

Metro’s role: Comments said there would be a need for additional education under the scenario. Another commenter said there should be an opportunity, along with the RMA provisions for haulers and other businesses to expand their current facilities and programs to better meet demand.

Capacity: There was a request to not impact wet waste tonnage allocations because they felt there is existing capacity in the system.

- **Cost (12)**
- **Metro's role (10)**
- **Capacity (8)**
- Other
 - Environment (5)
 - EJ (5)
 - Washington County (4)
 - Organics (4)
 - Self-haul (3)
 - Multnomah County – East (1)
 - HHW (1)
 - Resilience (1)
 - Multnomah County – Central (1)

Thorns – Full-Service Scenario

Comment themes	Counts
Access: Comments said the scenario fails to improve access for people lacking cars/transportation, despite higher cost.	<ul style="list-style-type: none"> • Access (16) • Capacity (14) • Cost (13) • Reuse/Repair (11) • Metro's role (9) • Other: <ul style="list-style-type: none"> ○ Project process (8) ○ Environment (7) ○ Jobs (5)
Capacity: Comments about the difficulty of finding/building large buildings or questioning the need for more facilities given current capacity.	
Cost: Some thought the scenario would be too costly, particularly for those less able to afford, and that costs should	

be shifted to producers. There was also a comment that existing transfer stations would be challenging to rebuild.

Reuse/Repair: Comments shared concerns about two reuse hubs being enough or accessible to the whole region, and the costs to build and staff the facilities.

Metro's role: There were also comments that the role for Metro would be too large.

- EJ (2)
- Washington County (2)
- HHW (2)
- Multnomah County – East (1)
- Clackamas County (1)

Distributed Scenario

Roses - Distributed Scenario

Comment themes	Counts
Access: Workshop attendees most often noted appreciation for improved access provided by this scenario. Comments included that access would improve for Washington County as well as in East Multnomah County.	<ul style="list-style-type: none">● Access (18)● Reuse/repair (11)● Other:<ul style="list-style-type: none">○ Cost (5)○ WashCo (5)○ Self-haul (4)○ Capacity (2)○ Jobs (2)○ EJ (2)○ Project process (2)○ HHW(2)○ Environment (1)○ Resilience (1)○ Metro's role (1)○ Multnomah County - East (1)
Reuse/repair: Many comments in support of distributed reuse/repair hubs to reduce waste and encourage reuse of items. Commentors also said the distributed scenario scored well for reuse/repair, cost, and self-haul services.	

Buds - Distributed Scenario

Comment themes	Counts
Reuse/repair: Comments in support of the reuse/repair hub model included specific suggestions like, make sure there are hubs on each side of the river, providing educational components like classroom space to teach about fast fashion and other waste reduction topics, and urging the current reuse organizations be involved/funded.	<ul style="list-style-type: none">● Reuse/repair (22)● Access (13)● Metro's Role (11)● Project process (10)● Other:<ul style="list-style-type: none">○ Capacity (8)○ EJ (6)○ Environment (6)○ Self-haul (4)
Access: Some commentors suggested expanded curbside collection for better accessibility for people without vehicle access, and for more drop-off locations for convenience.	

<p>Metro's Role: Comments about the roles of Metro and others, including advocating for the inclusion of non-profits, for-profits, and small business partners. Commentors also recommended robust outreach and education campaign for the distributed scenario, support for washing facilities for reuse.</p> <p>Project process: Many comments noted a lack of clear details for this scenario since the facilities would be provided by private and non-profit organizations.</p>	<ul style="list-style-type: none"> ○ Multnomah County - Central (3) ○ Cost (2) ○ Multnomah County – East (2) ○ Washington County (1) ○ Jobs (1) ○ Resilience (1) ○ Organics (1)
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Thorns - Distributed Scenario

Comment themes	Counts
<p>Capacity: Concern that the distributed model would not have 'economies of scale', small hubs may not have the space required for repair services, that hubs would lack sufficient staffing for proper customer education, or that there isn't enough need for so many facilities especially when accounting for the presence of services like Ridwell.</p> <p>Access: Concerns that this model doesn't address the needs of people without access to transportation, or that facilities will not be conveniently located for some.</p>	<ul style="list-style-type: none"> ● Capacity (15) ● Access (9) ● Other <ul style="list-style-type: none"> ○ Cost (7) ○ Project process (7) ○ Reuse/repair (6) ○ HHW (3) ○ Environment (2) ○ Jobs (2) ○ EJ (2) ○ Washington County (1) ○ Clackamas County (1) ○ Metro's role (1) ○ Organics (1)

No-Build Scenario

Roses - No-Build Scenario

Comment themes	Counts
<p>Metro's Role: Comments in favor of regulated fees of public and private transfer stations.</p> <p>Reuse/repair: Comments in favor of investing in current reuse organizations and the convenience for customers who would benefit from dropping off items at existing facilities.</p>	<ul style="list-style-type: none"> ● Metro's role (6) ● Reuse/repair (5) ● Other <ul style="list-style-type: none"> ○ Project process (4) ○ Self-haul (3) ○ Access (3) ○ Capacity (3) ○ Cost (2) ○ HHW (2) ○ Washington County (2) ○ Organics (1)

Buds - No-Build Scenario

Comment themes	Counts
<p>Cost: Many comments about the need for a reuse fee being a contract and not a grant or loan. Some noted concerns that this would increase consumer costs or that curbside service should be optional for customers who don't need additional services. Some commentators said investments in private facilities should not prioritize companies who own landfills.</p> <p>Reuse/repair: Some thought the scenario would support increased reuse through added convenience from investment in reuse opportunities, like haulers that specialize in reuse and more community collections events.</p>	<ul style="list-style-type: none"> • Cost (13) • Reuse/repair (9) • Other <ul style="list-style-type: none"> ○ Project process (6) ○ Access (6) ○ Metro's role (3) ○ WashCo (3) ○ EJ (3) ○ Environment (2) ○ Bulky Waste (2) ○ HHW (1) ○ Organics (1) ○ Jobs (1) ○ Multnomah County - East (1) ○ Multnomah County - Central (1)

Thorns - No-Build Scenario

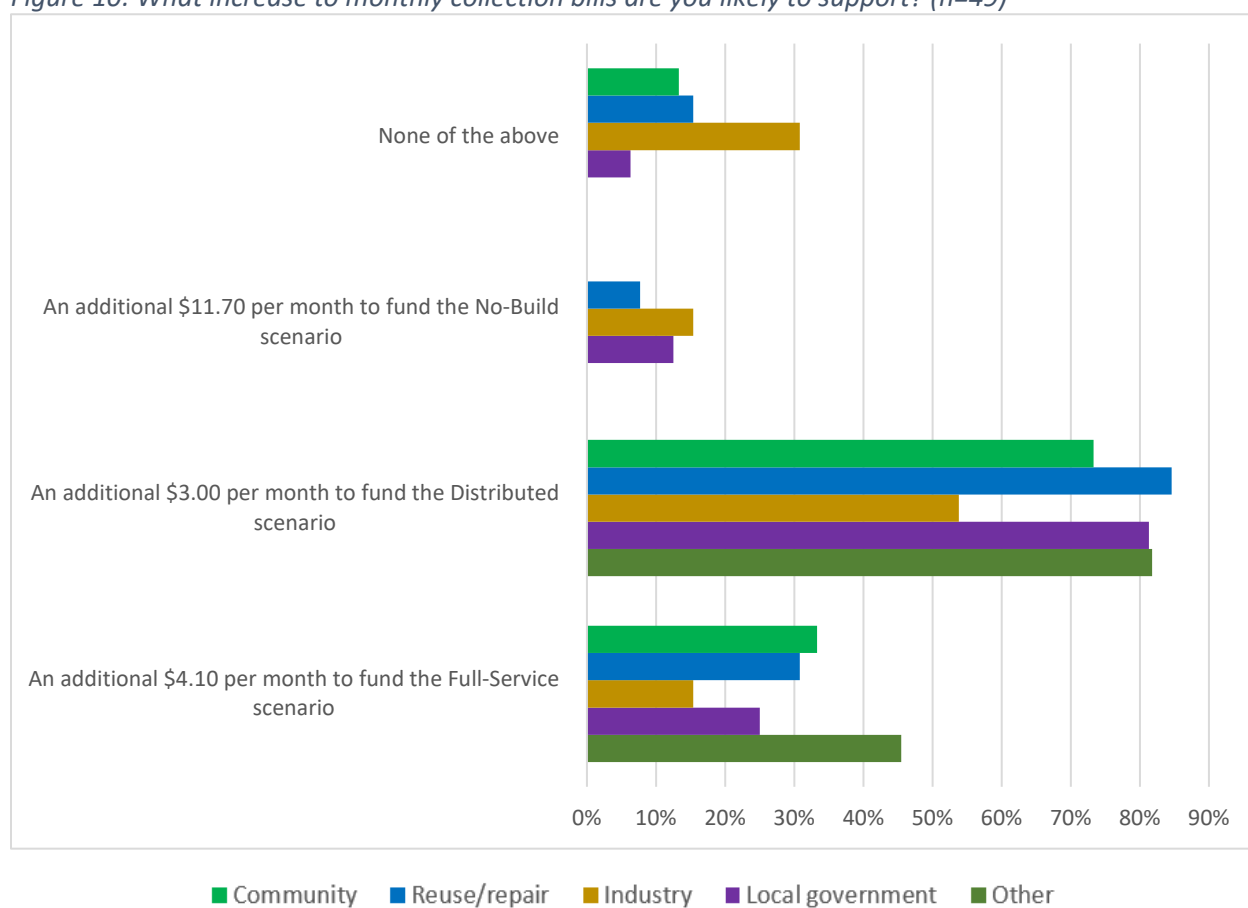
Comment themes	Counts
<p>Cost: Many commentators said large costs would burden customers. Some commentators noted the high cost to renovate existing transfer stations.</p> <p>Project process: Some commentators dislike the idea of requiring residents to subscribe to new services and had questions about the cost analysis.</p> <p>Capacity: Some commentators said renovating the Metro South Transfer Station would be very difficult and an additional facility would be needed during the renovations. Comments also suggested the scenario lacks space for reuse/repair and that Metro setting rates could result in existing private transfer stations closing.</p> <p>Metro's role: Some thought the scenario was too burdensome to business and local government, that local government deserves more consultation, and that the buildout of this scenario is not well understood.</p>	<ul style="list-style-type: none"> • Cost (17) • Project process (10) • Capacity (8) • Metro's role (8) • Other comments: <ul style="list-style-type: none"> ○ Access (5) ○ Reuse/repair (4) ○ Environment (2) ○ HHW (2) ○ Clackamas County (2) ○ WashCo (1) ○ Jobs (1) ○ Self-haul (1)

Increase to monthly collection bills to pay for future facility investments

When asked what increase to monthly single-family collection bills they are likely to support to pay for future facility investments, most survey respondents across audience roles indicated support for an increase of \$3.00 (Figure 10). Notable observations from responses to the question include:

- An increase of \$3.00 was supported by over 80 percent of reuse/repair and local government respondents.
- There was little support, across all groups, for the highest cost of \$11.70, as in the No-Build scenario.
- Industry respondents had the most divergent responses from all survey participants, with about 30 percent of respondents indicating they supported none of the price options provided. Most members of this group responded that they supported no increase in monthly single family collection bills.

Figure 10: What increase to monthly collection bills are you likely to support? (n=49)



Appendices

Appendix A: Small Group Comments

Appendix B: Survey Report

**Urban Growth Management
Functional Plan Annual
Compliance Report**
COO Communication

Metro Work Session Meeting
Thursday, January 30, 2024



2023 Compliance Report

January 10, 2024

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.

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Brian Evans

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Portland, OR 97232-2736

503-797-1700

Executive Summary

Metro Code Chapter 3.07 (the “Urban Growth Management Functional Plan” or “UGMFP”) and Chapter 3.08 (the “Regional Transportation Functional Plan” or “RTFP”) provide standards, tools, and guidance for local land use plans, transportation system plans, and implementing regulations that are necessary to advance the regional vision, goals, and policies of Metro’s Regional Framework Plan and the 2040 Growth Concept.

As required annually by Metro Code Subsection 3.07.870(a), the 2023 Compliance Report summarizes the status of compliance with the UGMFP for each city and county in the region.¹ To better connect land use planning with transportation planning, this report also includes information on local government compliance with the RTFP.

All jurisdictions are in compliance with the UGMFP, with the exception of a few jurisdictions that continue to work to satisfy UGMFP Title 11 requirements related to planning for areas previously added to the urban growth boundary (UGB). All jurisdictions are in compliance with their respective RTFP requirements.

Per the Metro Code and if requested, the Chief Operating Officer (COO) may grant formal extensions to deadlines for meeting UGMFP requirements if a local government meets one of two criteria: the city or county is making progress towards compliance; or there is good cause for failure to meet the deadline for compliance. In 2023, there were no requests for extensions of compliance dates for the UGMFP. Nonetheless, this report notes that progress is being made by cities and counties to address deficiencies.

Appendix A summarizes the compliance status for all local governments with the requirements of the UGMFP, as of December 31, 2023.

Appendix B shows the status of UGMFP Title 11 new urban area planning for areas added to the UGB since 1998, as of December 31, 2023.

Appendix C summarizes local jurisdictions’ compliance with the RTFP, as of December 31, 2023.

Appendix D is the report required by Metro Code Subsection 3.07.450(k) on amendments made in 2023 to the UGMFP Title 4 Employment and Industrial Areas Map (also known as the “Industrial and Other Employment Areas Map” and the “Title 4 Map”).²

¹ Metro Code Subsection 3.07.870(a) requires Metro’s COO to submit the report to the Metro Council by March 1 and to send a copy of the report to MPAC, JPACT, PERC, and each city and county within Metro.

² Subsection 3.07.450(k) requires the COO to submit a written report to the Metro Council and MPAC by January 31 of each year on the cumulative effects on employment land in the region of the amendments made to the Title 4 Map the preceding year. The report must include any recommendations the COO deems appropriate on measures the Council might take to address the effects.

APPENDIX A
Summary of Urban Growth Management Function Plan (UGMFP)
Compliance Status as of December 31, 2023

City/ County	Title 1 <i>Housing Capacity</i>	Title 3 <i>Water Quality and Flood Management</i>	Title 4 <i>Industrial and other Employment Land</i>	Title 6¹ <i>Centers, Corridors, Station Communities and Main Streets</i>	Title 7 <i>Housing Choice</i>	Title 11 <i>Planning for New Urban Areas</i> (See Appendix B for detailed information)	Title 13 <i>Nature in Neighborhoods</i>
Beaverton	In compliance	In compliance	In compliance	See footnote	In compliance	Not in compliance	In compliance
Cornelius	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Durham	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Fairview	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Forest Grove	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Gladstone	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Gresham	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Happy Valley	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Hillsboro	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Johnson City	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
King City	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Lake Oswego	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Maywood Park	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Milwaukie	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Oregon City	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance

¹ Title 6 takes an incentive approach and only those local governments seeking a “regional investment” (defined as a new high-capacity transit line) need to comply with its provisions. No cities or counties are currently seeking a regional investment requiring Title 6 compliance.

APPENDIX A (continued)
Summary of Urban Growth Management Function Plan (UGMFP)
Compliance Status as of December 31, 2023

City/ County	Title 1 <i>Housing Capacity</i>	Title 3 <i>Water Quality and Flood Management</i>	Title 4 <i>Industrial and other Employment Land</i>	Title 6¹ <i>Centers, Corridors, Station Communities and Main Streets</i>	Title 7 <i>Housing Choice</i>	Title 11 <i>Planning for New Urban Areas</i> (see Appendix B for detailed information)	Title 13 <i>Nature in Neighborhoods</i>
Portland	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Rivergrove	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Sherwood	In compliance	In compliance	In compliance	See footnote	In compliance	Not in compliance	In compliance
Tigard	In compliance	In compliance	In compliance	See footnote	In compliance	Not in compliance	In compliance
Troutdale	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Tualatin	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
West Linn	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Wilsonville	In compliance	In compliance	In compliance	See footnote	In compliance	In compliance	In compliance
Wood Village	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Clackamas County	In compliance	In compliance	In compliance	See footnote	In compliance	Not in compliance	In compliance
Multnomah County	In compliance	In compliance	In compliance	See footnote	In compliance	Not applicable	In compliance
Washington County	In compliance	In compliance	In compliance	See footnote	In compliance	Not in compliance	In compliance

¹ Title 6 takes an incentive approach and only those local governments seeking a “regional investment” (defined as a new high-capacity transit line) need to comply with its provisions. No cities or counties are currently seeking a regional investment requiring Title 6 compliance.

APPENDIX B
Status of Compliance with UGMFP TITLE 11, *Planning for New Urban Areas*,
as of December 31, 2023

Project	Lead Government(s)	Compliance	Status
1998 UGB Expansion			
Rock Creek	Happy Valley	Yes	Planning completed; mostly annexed and developed
Pleasant Valley	Gresham, Happy Valley, Portland	Yes	Planning completed; a portion annexed by each city, with limited development occurring
1999 UGB Expansion			
Witch Hazel	Hillsboro	Yes	Planning completed; majority annexed and developed
2000 UGB Expansion			
Villebois Village	Wilsonville	Yes	Planning and annexation completed; development almost complete
2002 UGB Expansion			
Springwater	Gresham	Yes	Planning completed; some limited annexations and development
Damascus/Boring	Happy Valley	Yes	Happy Valley portion: Planning completed; development ongoing
	Clackamas County, Happy Valley	No	Former City of Damascus land area: Happy Valley adopted a Title 11 compliant comprehensive plan (Pleasant Valley / North Carver Comprehensive Plan) for approximately 2,700 acres of the area, and the County and the City have an Urban Growth Management Agreement for the City to do comprehensive planning for additional portions of the area
	Gresham	Yes	Gresham portion: Kelley Creek Headwaters Plan completed; some limited annexations and development
Park Place	Oregon City	Yes	Planning completed; portion annexed and waiting development
Beavercreek Rd	Oregon City	Yes	Planning completed; portion annexed and waiting development
South End Rd	Oregon City	Yes	Planning completed; waiting annexation and development
East Wilsonville (Frog Pond West)	Wilsonville	Yes	Planning completed; mostly annexed, with development ongoing
NW Tualatin (Cipole Rd and 99W)	Tualatin	Yes	Planning completed; waiting annexation and development
SW Tualatin	Tualatin	Yes	Planning completed; waiting annexation and development
Brookman Rd	Sherwood	Yes	Refinement plan completed; annexation and development ongoing
West Bull Mountain (River Terrace 1.0)	Tigard	Yes	<i>See Roy Rogers West (River Terrace 1.0) with 2011 expansion</i>
Study Area 59	Sherwood	Yes	Planning and annexation completed; development almost complete
Study Area 61 (Cipole Rd)	Sherwood	No	Extension to 12/31/2021 expired; City staff working to complete project
99W Area (near Tualatin-Sherwood Rd)	Sherwood	Yes	Planning completed; partially annexed and developed

APPENDIX B (continued)
**Status of Compliance with UGMFP TITLE 11, *Planning for New Urban Areas*,
as of December 31, 2023**

Project	Lead Government(s)	Compliance	Status
North Cooper Mountain	Washington County	No	Preliminary planning completed by City of Beaverton in conjunction with Washington County; Future discussions of comprehensive and urban services planning will be informed by Beaverton's Cooper Mountain Community plan and its related Cooper Mountain Utility Plan
Study Area 64 (14 acres north of Scholls Ferry Rd)	Beaverton	Yes	Planned, annexed, and developed
Study Areas 69 and 71	Hillsboro	Yes	Planning completed as part of South Hillsboro; portion annexed and developed
Study Area 77	Cornelius	Yes	Planning and annexation completed; small portion developed
Forest Grove Swap	Forest Grove	Yes	Planned, annexed, and developed
Shute Road	Hillsboro	Yes	Planning and annexation completed; majority developed
North Bethany	Washington County	Yes	Planning completed; majority developed
Bonny Slope West (Area 93)	Washington County	Yes	Planning completed; development ongoing
2004/2005 UGB Expansion			
Damascus area	Clackamas County	See 2002 above	<i>See Damascus/Boring 2002 expansion above</i>
Tonquin	Sherwood	Yes	Planning completed; portion annexed, with development ongoing
Basalt Creek / West RR Area	Tualatin, Wilsonville	Yes	Planning completed; some limited annexation; waiting further annexations and development
North Holladay	Cornelius	Yes	Planning completed; waiting annexation and development
Evergreen	Hillsboro	Yes	Planning completed; majority annexed, with development ongoing
Helvetia	Hillsboro	Yes	Planning completed; majority annexed, with development ongoing
2011 UGB Expansion			
North Hillsboro	Hillsboro	Yes	Planning completed; annexation and development ongoing
South Hillsboro	Hillsboro	Yes	Planning completed; annexation and development ongoing
South Cooper Mountain	Beaverton	Yes	Planning and annexation completed; development ongoing
Roy Rogers West (River Terrace 1.0)	Tigard	Yes	Planning completed; annexation and development ongoing

APPENDIX B (continued)
Status of Compliance with UGMFP TITLE 11, *Planning for New Urban Areas*,
as of December 31, 2023

Project	Lead Government(s)	Compliance	Status
2014 UGB Expansion (HB 4078)			
Cornelius North	Cornelius	Yes	Planning completed; small portion annexed and developed
Cornelius South	Cornelius	Yes	Planning completed; mostly annexed, with development ongoing
Forest Grove (Purdin Rd)	Forest Grove	Yes	Planning completed; about half annexed and small portion developed
Forest Grove (Elm St)	Forest Grove	Yes	Planning and annexation completed; waiting development
Hillsboro (Jackson East)	Hillsboro	Yes	Planning and some annexations completed; waiting further annexations and development
2018 UGB Expansion			
Cooper Mountain	Beaverton	No	Comprehensive planning expected to be completed in 2024
Witch Hazel Village South	Hillsboro	Yes	Planning completed; waiting annexation and development
Beef Bend South (Kingston Terrace)	King City	Yes	Planning completed; waiting annexation and development
Advance Road (Frog Pond East and South)	Wilsonville	Yes	Planning completed; waiting annexation and development
2023 UGB Amendment			
River Terrace 2.0	Tigard	No	Area only recently added to UGB; planning expected to be completed in 2026

APPENDIX C
Summary of Regional Transportation Functional Plan (RTFP)
Compliance Status as of December 31, 2023

Jurisdiction	Title 1 <i>Transportation System Design</i>	Title 2 <i>Development and Update of Transportation System Plans</i>	Title 3 <i>Transportation Project Development</i>	Title 4 <i>Regional Parking Management</i>	Title 5 <i>Amendment of Comprehensive Plans</i>
Beaverton	In compliance	In compliance	In compliance	In compliance	In compliance
Cornelius	In compliance	In compliance	In compliance	In compliance	In compliance
Durham	Exempt	Exempt	Exempt	Exempt	Exempt
Fairview	In compliance	In compliance	In compliance	In compliance	In compliance
Forest Grove	In compliance	In compliance	In compliance	In compliance	In compliance
Gladstone	In compliance	In compliance	In compliance	In compliance	In compliance
Gresham	In compliance	In compliance	In compliance	In compliance	In compliance
Happy Valley	In compliance	In compliance	In compliance	In compliance	In compliance
Hillsboro	In compliance	In compliance	In compliance	In compliance	In compliance
Johnson City	Exempt	Exempt	Exempt	Exempt	Exempt
King City	In compliance	In compliance	In compliance	In compliance	In compliance
Lake Oswego	In compliance	In compliance	In compliance	In compliance	In compliance
Maywood Park	Exempt	Exempt	Exempt	Exempt	Exempt
Milwaukie	In compliance	In compliance	In compliance	In compliance	In compliance
Oregon City	In compliance	In compliance	In compliance	In compliance	In compliance
Portland	In compliance	In compliance	In compliance	In compliance	In compliance
Rivergrove	Exempt	Exempt	Exempt	Exempt	Exempt
Sherwood	In compliance	In compliance	In compliance	In compliance	In compliance
Tigard	In compliance	In compliance	In compliance	In compliance	In compliance
Troutdale	In compliance	In compliance	In compliance	Exception	In compliance
Tualatin	In compliance	In compliance	In compliance	In compliance	In compliance
West Linn	In compliance	In compliance	In compliance	In compliance	In compliance
Wilsonville	In compliance	In compliance	In compliance	In compliance	In compliance
Wood Village	In compliance	In compliance	In compliance	In compliance	In compliance
Clackamas County	In compliance	In compliance	In compliance	In compliance	In compliance
Multnomah County	In compliance	In compliance	In compliance	In compliance	In compliance
Washington County	In compliance	In compliance	In compliance	In compliance	In compliance



Memo

Date: January 10, 2024
 To: Metro Council and the Metro Policy Advisory Committee
 From: Marissa Madrigal, Chief Operating Officer
 Subject: Annual report on amendments to UGMFP Title 4 Map

Background

Title 4, *Industrial and Other Employment Areas*, of the Urban Growth Management Functional Plan (UGMFP) seeks to improve the region's economy by protecting a supply of sites for employment with requirements for local jurisdictions to limit the types and scale of certain non-industrial uses in designated Regionally Significant Industrial Areas, Industrial Areas, and Employment Areas. Those areas are officially depicted on the UGMFP's "*Title 4 Industrial and Other Employment Areas Map*" (i.e., the "Title 4 Map"). The Title 4 Map was first adopted in 1996 and has been amended several times. However, amendments have been infrequent in recent years. Between 2014 and 2022, only one amendment, affecting 20 acres, was made to the map.

Title 4 requires that Metro's Chief Operating Officer (COO) submit a written report to the Council and MPAC by January 31 of each year on the cumulative effects on employment land in the region of amendments to the Title 4 Map during the preceding calendar year. This memo constitutes the report on map amendments made in 2023.

Title 4 Map amendments in 2023

Title 4 sets forth several avenues for amending the map, either through a Metro Council ordinance or through an order of the COO, depending on the circumstances. There were no amendments made to the Title 4 Map by the Metro Council in 2023, but COO Order No. 23-001, signed in September of 2023, amended the map at the request of the City of Happy Valley pursuant to UGMFP Subsection 3.07.450(b).

Subsection 3.07.450(b) provides that, when the Metro Council adds territory to the UGB and designates all or part of the territory as Regionally Significant Industrial Area, Industrial Area, or Employment Area, the COO shall issue an order to conform the Title 4 Map to the land use designations subsequently established by the city or county responsible for comprehensive planning. In the case of COO Order No. 23-001, the map amendment occurred a number of years after the UGB expansion, for the following reasons.

Ordinance No. 02-969B adopted by the Metro Council in December 2002, and Ordinance No. 04-1040B adopted by the Metro Council in June 2004, added territory in Clackamas County to the UGB, including approximately 2,700 acres generally located in the Pleasant Valley / North Carver area¹ of the former City of Damascus. These ordinances also preliminarily designated some sections of the added territory as Regionally Significant Industrial Area, Industrial Area, and Employment Area on the Title 4 Map, with the understanding that the Title 4 Map could be amended after the area was planned for urban uses by the responsible local jurisdiction. With the incorporation and disincorporation of the City of Damascus, the subsequent agreement between the City of Happy Valley and Clackamas County for the area to be planned by the City of Happy Valley, and the general complexities of developing the area, urban planning of the Pleasant Valley / North Carver area wasn't completed by the City of Happy Valley until March of 2023.

¹ The Pleasant Valley / North Carver area is generally located east of SE 152nd Ave, west of SE Anderson Rd, and north of the Clackamas River.

The City of Happy Valley's comprehensive land use plan for the Pleasant Valley / North Carver area was informed by a December 2018 buildable lands inventory, a January 2020 housing needs analysis, and a January 2020 economic opportunity analysis, as well as traffic and utility studies, analyses of topography and habitat areas, broad public outreach, and input from numerous stakeholders. The City's plan identifies that certain portions of the 2,700-acre plan area are less suitable for industrial development than they are for other types of employment uses (e.g., commercial uses) and residential uses, but retains protections of 14.5 acres of Title 4 designated Industrial land in the plan area. COO Order No. 23-001 therefore amended the Title 4 Map to conform with the determinations made by the City in its local plan.

COO Order No. 23-001 also updated the Title 4 Map to reflect a UGB amendment adopted by the Metro Council in February 2023 in Ordinance No. 23-1488.

Councilors may be aware of some other city or county zone changes from industrial to other uses that occurred during 2023. None of those zone changes were found to be in conflict with Title 4, so amendments to the Title 4 Map were not necessary or requested by cities or counties.

Cumulative effects on employment land in the region

COO Order No. 23-001 removed Title 4 Map designations for approximately 800 acres of the roughly 2,700-acre Pleasant Valley / North Carver comprehensive plan area, while retaining 14.5 acres of the plan area's Industrial designations along Hwy 212. The undesignated acres were: already developed with other (e.g., institutional, commercial, or residential) uses; not zoned to allow for industrial uses; and/or were determined by the City of Happy Valley to be less suitable for industrial development than other uses due to factors such as topography, environmental features, parcel size, road and utility service access, and nearby land uses. The City's adopted land use plan for the area and its implementing regulations nonetheless allow for other employment-supporting uses in some affected areas, such as tourism-oriented commercial uses, medical offices, and financial institutions.

As noted above, COO Order No. 23-001 also updated the Title 4 Map to reflect Ordinance No. 23-1488, which added land to the UGB adjacent to the City of Tigard in exchange for removing a substantially equivalent amount of land in Clackamas County. The areas removed from the UGB by the ordinance were *not* planned or zoned for industrial uses and were determined to be less ready to accommodate urban development than the areas the ordinance added to the UGB.

Therefore, the Order's removal of Title 4 Map designations in Pleasant Valley / North Carver area, which had been applied nearly 20 years ago and prior to any comprehensive planning of the affected territory, and the updates to reflect Ordinance No. 23-1488 did not reduce the supply of land that would reasonably be expected to develop with employment land uses.

Future UGMFP and Title 4 Map updates

Staff anticipates that the number of requests for Title 4 Map amendments may increase in the next few years as local plans and regional economic needs continue to change. A refresh of the 2040 Growth Concept would offer an opportunity for Metro Council consideration of industrial land policy and regulatory updates including an update of the Title 4 Map.