Council work session agenda

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Tuesday, December 4, 2018 **2:00 PM** **Metro Regional Center, Council Chamber**

2:00 Call to Order and Roll Call

2:05 Chief Operating Officer Communication

Work Session Topics:

2:10 Solid Waste Road Map Update 18-5124

Presenter(s): Paul Slyman, Metro

Attachments: Work Session Worksheet

2:55 Councilor Communication

3:05 Adjourn

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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February 2017

Solid Waste Road Map Update
Work Session Topics

Metro Council Work Session
Tuesday, December 4, 2018
Metro Regional Center, Council Chamber

METRO COUNCIL

Work Session Worksheet

PRESENTATION DATE: December 4, 2018 **LENGTH:** 45 minutes

PRESENTATION TITLE: Solid Waste Roadmap Finale

DEPARTMENT: Property and Environmental Services

PRESENTER: Paul Slyman, 503-797-1510, paul.slyman@oregonmetro.gov

WORK SESSION PURPOSE AND DESIRED OUTCOMES

The purpose of this work session is to review and discuss the achievements of the Solid Waste Roadmap, identify ongoing issues, and illustrate how the forthcoming 2030 Regional Waste Plan seeks to build on the successes and engagements of the Solid Waste Roadmap.

The desired outcomes are appreciation for how Metro has addressed longstanding complicated and intertwined issues in the garbage and recycling system and enthusiasm for engaging broader and more diverse audiences to address the challenges that lie ahead.

TOPIC BACKGROUND AND FRAMING THE WORK SESSION DISCUSSION

The Solid Waste Roadmap project started in 2011 to tackle intricate and often inconvenient questions about the greater Portland area's garbage and recycling system that needed to be addressed. Included among those questions were:

- Over the long run, what does the region want to do with materials that are not reused, recycled or composted?
- What alternatives should Metro pursue at Metro South and in the vicinity to provide for the full suite of needed services?
- What model of the public-private transfer system – tonnage allocations, service levels and rates, for example – best provides for the public interest?
- What actions should Metro take to ensure adequate and reasonably proximate capacity to transfer and process food scraps collected from the region's businesses and residents?
- How should the capacity of landfills available to serve the region inform where Metro directs regional waste for landfill disposal?
- What is the amount and nature of waste that might be disposed in the future, and how will various alternatives perform in managing it?
- How should Metro recover the cost of solid waste services and programs, and general government, to improve stability, equity and predictability?

Many of these questions were addressed over the past seven years while a few have spawned additional work. Efforts to engage the public on these and related questions helped identify potential solutions to some of these challenges and laid foundation for the engagement that has built the draft 2030 Regional Waste Plan and will guide its implementation if it is adopted by the Metro Council next year.

The discussion at this work session will highlight achievements of the Solid Waste Roadmap and illustrate how the next Regional Waste Plan will guide Metro's garbage and recycling management work going forward.

QUESTIONS FOR COUNCIL CONSIDERATION

This is intended to be a discussion of the Solid Waste Roadmap's achievements and works-in-progress. Staff offers no questions for councilors to ponder in preparation for this discussion but welcomes councilors' questions, concerns, observations and suggestions on this topic and how they can inform Metro's future work in managing the greater Portland area's garbage and recycling system.

PACKET MATERIALS

Would legislation be required for Council action? ☐ Yes ☒ No

Materials following this page were distributed at the meeting.

120418CW-01

Foreword: from the Metro Council

These are remarkable and challenging times for the greater Portland region. We continue to attract new residents, jobs and industries. Our communities are becoming more culturally diverse, bringing rich cultural activity to neighborhoods. A new generation is growing to adulthood as others move toward retirement. Advances in technology are changing how we connect, how we work, and increasingly, how we travel, move goods and provide services. And we are beginning to recognize longstanding issues facing communities that have been marginalized. This shifting landscape impacts how we use and what we expect from our transportation system.

Every resident and business – those with roots in the region that run generations deep to new residents – have a stake in our system of highways, roads, bridges, sidewalks, bikeways and transit and freight routes. This Regional Transportation Plan is accountable to each of them.

We are facing new and longstanding challenges

The greater Portland region is facing global and regional challenges. As more and more people come to our region to enjoy the things that have contributed to our high quality of life, that high quality of life is at risk. Congestion, maintenance needs and safety issues are expected to grow as a half-million more people join the region by 2040.

At the same time, the climate is changing, and we need to continue to work for clean air and clean water. Systemic inequities mean that communities have not equally benefited from public policy and investments, and some perspectives have long been ignored or actively suppressed. The economy is changing, and the pace of technology increasing. Congestion is at an all-time high on our system – a reflection of the pace at which people have moved here as well as where people live relative to where they work. In 2015, only one-third of workers in the region lived and worked in the same city.

Meanwhile, the funding gap between the needs of a growing region and an aging system of highways, transit, roads and bridges and an incomplete network of sidewalks, bikeways and transit routes continues to worsen.

Through the update of this plan, we have built new partnerships to bring new voices to the process and focused our efforts to make more near-term progress on these regional priorities: equity, safety, Climate Smart Strategy implementation, travel options and congestion.

The engagement activities produced more than 19,000 touch points with regional partners, community and business leaders and residents of the region to inform development of the 2018 Regional Transportation Plan.

Learn more about the 2018 Regional Transportation Plan at oregonmetro.gov/rtp.

On behalf of the Metro Council, I want to thank the residents, businesses, community organizations, jurisdictional partners and others who, over the last three years, have contributed to the update of the 2018 Regional Transportation Plan and supporting strategies for safety, transit, freight and emerging technology.

We have a vision for our future – and for how our transportation system will work

The plan sets out a vision that in the 21st century, our region has a continuously improving economy and shared quality of life with the foundation of a safe, reliable, healthy and affordable transportation system. It also builds on the tradition of multimodal investment and creative thinking to create partnerships that develop innovative and equitable solutions to the challenges we currently face now and in the future.

More than $42 billion is planned to be invested in the region's transportation system over the next 25 years to serve our future population of over 2 million people. This Regional Transportation Plan identifies current and future transportation needs, priority investments to meet those needs, and federal, state, regional and local funding the region expects to have available through 2040.

It lays out nearly $27 billion in funding for maintenance, preservation, and operations of the transportation system. More than $15 billion is planned for capital projects that optimize and expand the region's highway and transit systems, improve access to freight destinations, complete gaps in biking and walking connections and regional trails that provide important access to transit, downtowns, schools, services and other community destinations.

Delivering outcomes to build public trust

The pages ahead describe our updated blueprint and investment strategy. This plan will help to grow transit coverage, frequency and ridership; improve safety, reliability and mobility for people and products; increase affordable travel options, particularly for people of color and people with low income; and reduce air pollution and greenhouse gas emissions.

Ultimately, the plan will move the region closer towards its vision of creating an equitable transportation system that supports a high quality of life, a prosperous economy and a healthy environment. In collaboration with our partners, we look forward to translating this plan into action.

Let's get to work.

Metro Council President Hughes on behalf of the Metro Council

120418CW-02

Metro

600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Metro Council President Tom Hughes

xx/x/2018

Mike Scott, Hillsboro School District Superintendent
Lisa Allen, Hillsboro School Board Chair
3083 NE 49th Place, # 200
Hillsboro, Oregon 97124-6008

Re: 2018 Proposed expansions to the Washington County Urban Growth Boundary

Dear Washington County School District Superintendents and School Board Chairs:

Thank you for sharing your feedback on the proposed Urban Growth Boundary (UGB) expansions for the 2018 cycle with the Metro Council. Planning for school facilities is and should be an important consideration in our region's growth management decisions and we understand the impact that UGB expansions can have on school district planning and infrastructure needs. On behalf of the Metro Council, I'd like to share with you what we've heard from Metro Planning staff on how the current growth management process incorporates needs and concerns from our region's school districts.

It is our understanding that there have been meaningful opportunities for school district involvement in this UGB cycle. Metro Code mandates that cities involve school district staff in their concept planning process. In addition, state law requires cities in bigger school districts to include school facility plans as an element of their comprehensive plans, which is what will likely happen with some of these expansion areas. Finally, school district representatives serve on both the Metropolitan Policy Advisory Committee (MPAC) and the Metropolitan Technical Advisory Committee (MTAC) and in those capacities have been part of the discussion reviewing and providing input on the four UGB expansion proposals this summer and fall.

Furthermore, we feel confident that the four cities proposing expansions have adequately considered school needs in their plans. As you know, two of the four cities proposing expansions, Wilsonville and Beaverton, are proposing expansions that abut areas previously added to the UGB specifically for school sites. However, if school districts see a need for additional UGB expansion to accommodate facilities, the major UGB amendment process, which can occur outside the regular growth management cycle, is the most appropriate means for doing so. This is how school sites in Wilsonville, Sherwood and Beaverton were added to the UGB in recent years. Metro staff can provide information about the major amendment process if that would be helpful.

As the Metro Council looks toward future growth management cycles, we're eager to hear from school district leadership about ways to foster greater coordination between your facility needs and regional discussions around planning for growth. In this vein, we'd encourage school districts to include Metro staff in their facility planning discussions.

Schools play an important role in building and accommodating growing communities across our region. We appreciate your leadership and engagement on this issue and looks forward to future constructive conversations.

Sincerely,

Metro Council President Tom Hughes
On behalf of the Metro Council

CC: *Washington County School District Superintendents and School Board Chairs*
Jeff Leo, Banks School District Superintendent
Raymond Mott, Banks School District Board Chair
Don Grotting, Beaverton School District Superintendent
Becky Tymchuk, Beaverton School District Board Chair
Dave Parker, Forest Grove School District Superintendent
Valyrie Ingra, Forest Grove School District Board Chair
Susy McKenzie, Gaston School District Superintendent
Chris Riley, Gaston School District Board Chair
Rob Saxton, Northwest Regional ESD Superintendent
Renee Bruce, Northwest Regional ESD Board Chair
Heather Cordie, Sherwood School District Superintendent
Eric Campbell, Sherwood School District Board Chair
Sue Rieke-Smith, Tigard-Tualatin School District Superintendent
Jill Zurschmeide, Tigard-Tualatin School District Board Chair

October 31, 2018

Metro Council
Metro Regional Center
600 NE Grand Avenue
Portland, OR 97232-2736

RE: 2018 Proposed Expansions to the Washington County Urban Growth Boundary

Dear Councilors:

As Washington County school superintendents and school board leaders, we have followed the 2018 Urban Growth Boundary ("UGB") process closely. It appears that Metro will be expanding the UGB by year-end with additions in the Hillsboro, Beaverton, King City and Wilsonville areas, totaling over 1250 developable acres, which could yield thousands of new housing units. This would follow a previous UGB expansion less than five years ago, which targeted some of the same geographic areas, which are still building out.

Our school districts are directly impacted by such UGB expansions. We believe that a more interactive and cooperative process with our districts should occur at the front end of the UGB process. This would permit the early identification and planning for school sites serving the increased school population resulting from UGB additions. Our districts have experienced increased growth as the UGB has been widened. It has become progressively more difficult to find suitable sites, meeting educational and operational criteria, with each UGB expansion. School transportation issues, alone, have proven problematic. It has also become increasingly difficult to sustain our local school communities, a key part of maintaining family connections to our schools. The dilemma is compounded by the cost of acquiring the necessary acres on which new schools can be built.

From a planning standpoint, the availability of suitable and cost-effective school sites is as much a part of "complete communities" as access to parks and greenspace, the existence of effective storm drainage or a functional street system. Public school districts are recipients of planning decisions which create school population growth. Our districts serve any student and family who live within our respective boundaries. Unlike other urban service providers, we don't charge system development fees and we can't (and never will) refuse to enroll students because of facility constraints.

As part of Metro's review of the 2018 UGB expansion, school sites need to be considered on equal footing with other urban services. In our districts the community benefits from numerous joint facility arrangements for parks, open space and recreational opportunities. Our districts build schools in response to population growth, oftentimes ahead of immediately neighboring residential developments. This means that we have built and advanced millions of dollars in

infrastructure costs. That infrastructure has benefitted new development. Sometimes we're reimbursed for costs beyond our schools' impacts; many times we're not.

Metro has the ability to set conditions on how new UGB areas are developed. Public school sites should be among the considerations that Metro should require be addressed. The reality is that it is no longer appropriate to our students, families, staff and community that school districts are left to serve new school populations on an after-the-fact basis. We should no longer be left with the challenge of scrambling to find less than optimal sites at a very expensive cost.
Specifically, the community plans resulting from a UGB expansion, should identify, subject to school district concurrence, potential school site locations. We think Metro needs to make clear that this is expected in the UGB implementation process.

We hope our request for cooperative and comprehensive community-building, where new additions to the UGB are programmed, will be recognized by the Metro Council. We think good planning includes good planning for school sites. UGB amendments are an opportune time to engage in this process. We look forward to discussing this further with the Metro Council and professional staff in connection with the 2018 UGB amendments. Thank you.

Very truly yours,
Washington County School District Superintendents and School Board Chairs

Jeff Leo; Banks School District Superintendent

Raymond Mott; Banks School District Board Chair

Don Grotting; Beaverton School District Superintendent

Becky Tymchuk; Beaverton School District Board Chair

Dave Parker; Forest Grove School District Superintendent

Valyrie Ingram; Forest Grove School District Board Chair

Susy McKenzie; Gaston School District Superintendent

Chris Riley, Board Chair

Christine Riley; Gaston School District Board Chair

Mike Scott; Hillsboro School District Superintendent

Lisa Allen; Hillsboro School District Board Chair

Rob Saxton; Northwest Regional ESD Superintendent

Renee Bruce; Northwest Regional ESD Board Chair

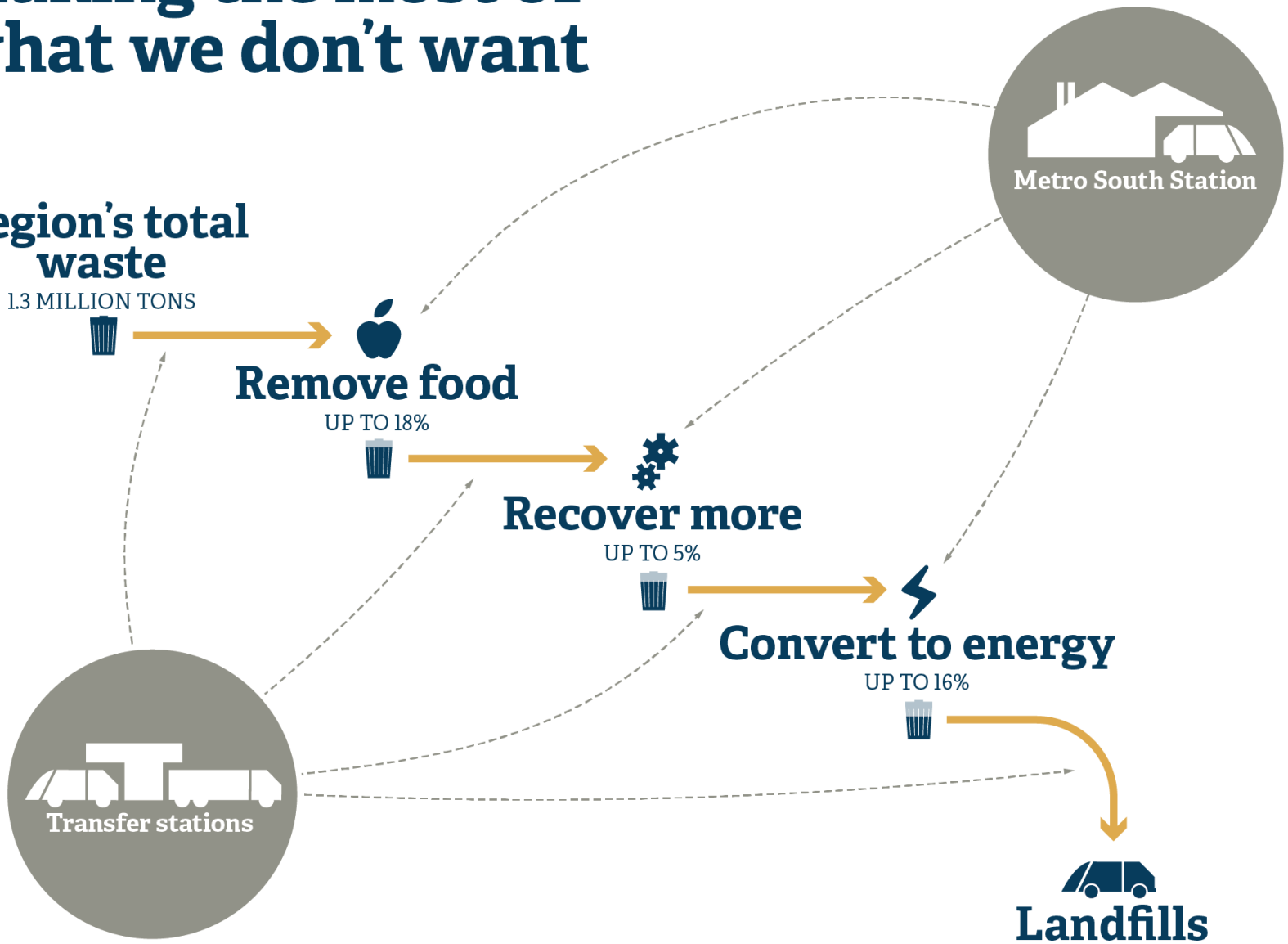
Heather Cordie; Sherwood School District Superintendent

Eric Campbell; Sherwood School District Board Chair

Sue Rieke-Smith; Tigard-Tualatin School District Superintendent

Jill Zurschmeide; Tigard-Tualatin School District Board Chair

Making the most of what we don't want



SIGN
DO NOT OPERATE
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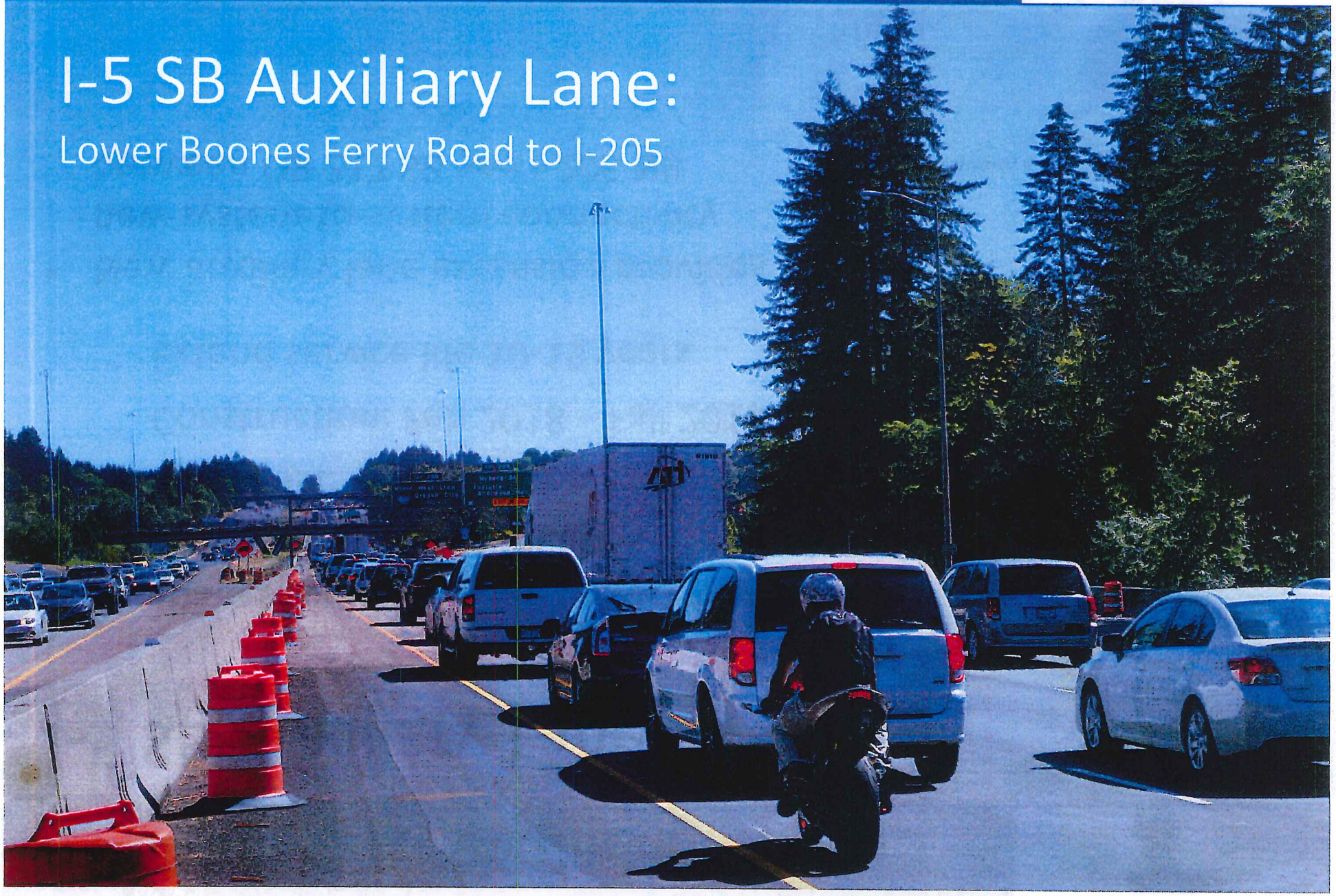
Oregon Department of Transportation

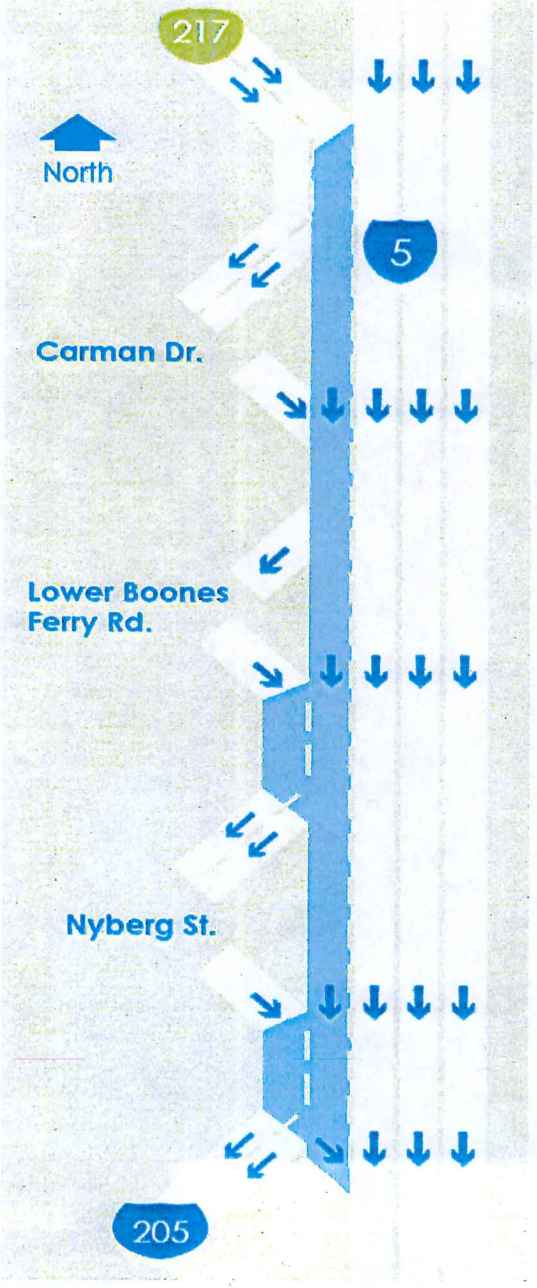
I-5 SB Auxiliary Lane:

Lower Boones Ferry Road to I-205



I-5 SB Auxiliary Lane

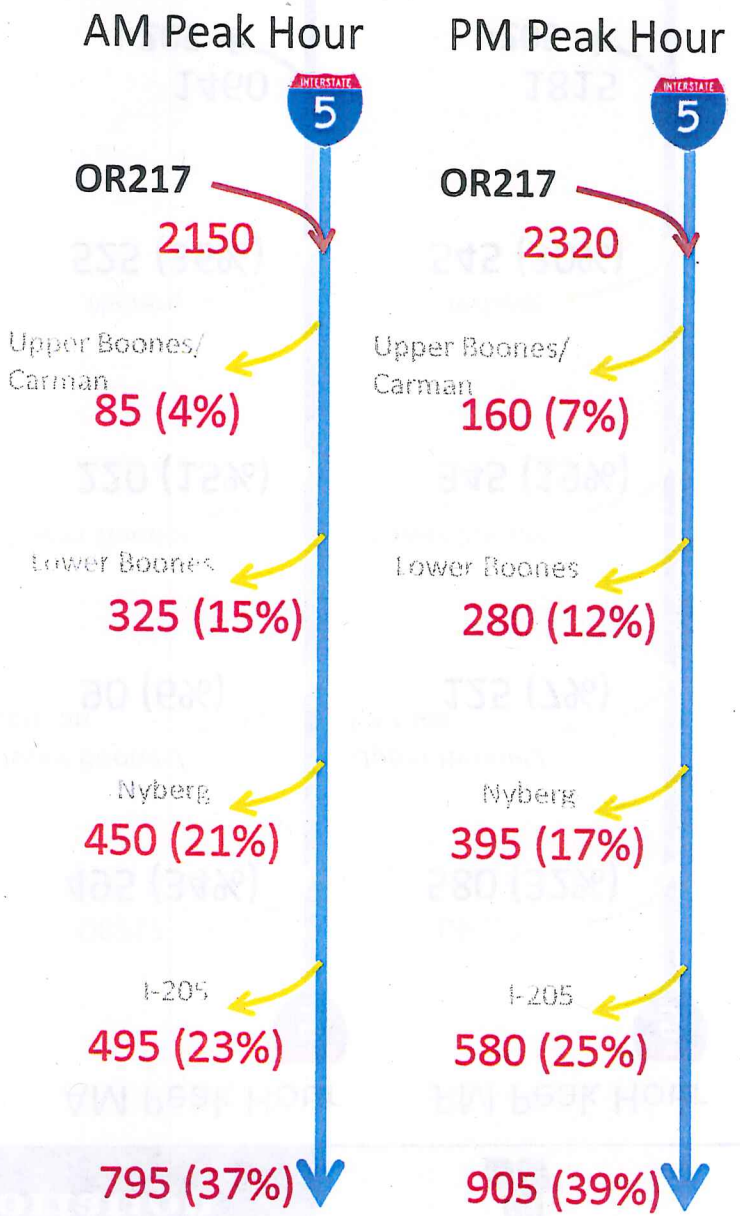
- Combined with I-5 paving project from OR 99W to I-205 in both directions
  - Total Cost: $28.3 million
  - Construction: Feb 2018 – Fall 2019
  - Extend service life 10-15 years
- New auxiliary lane extension provides new system-to-system connectivity between OR 217 SB and I-205 NB



Origin-Destination Data

Traffic entering I-5 SB from OR217 destined to the four downstream exits:

- 63% in the AM
- 61% in the PM



Data based on Regional Travel Demand Model

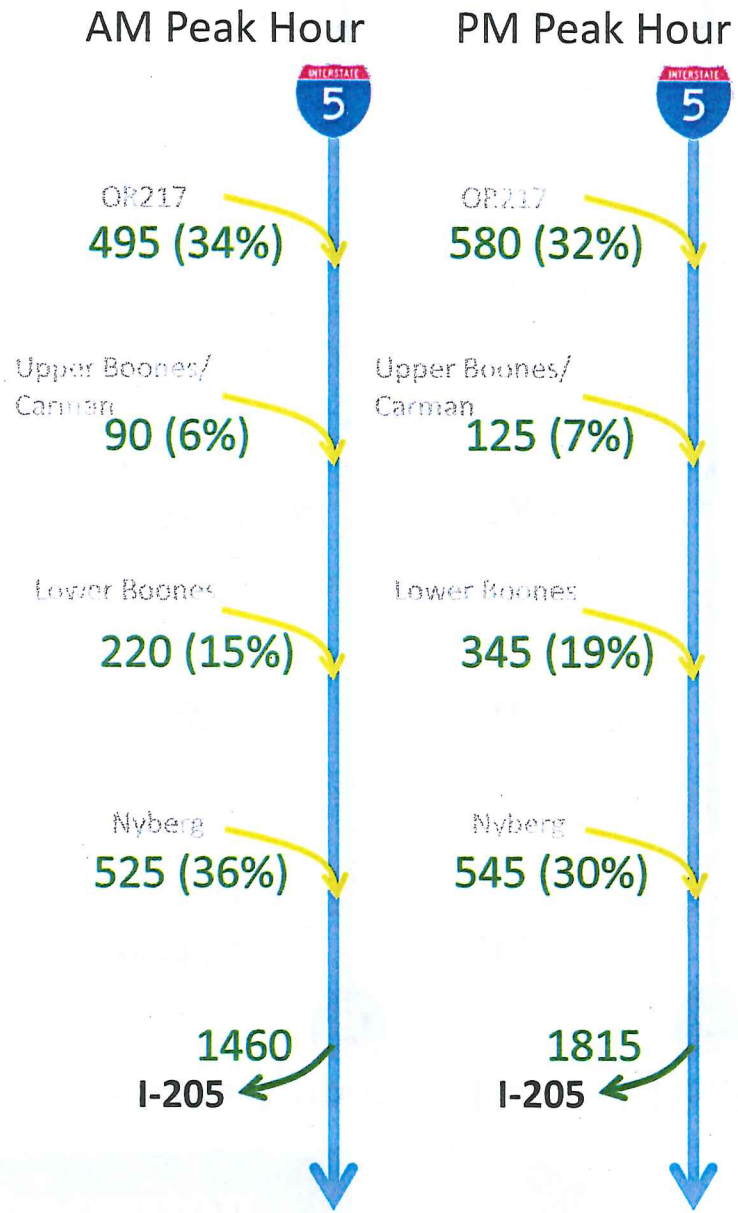
Origin-Destination Data

Traffic exiting from I-5 SB to I-205 originates from four upstream entrance-ramps:

- 91% in the AM
- 88% in the PM

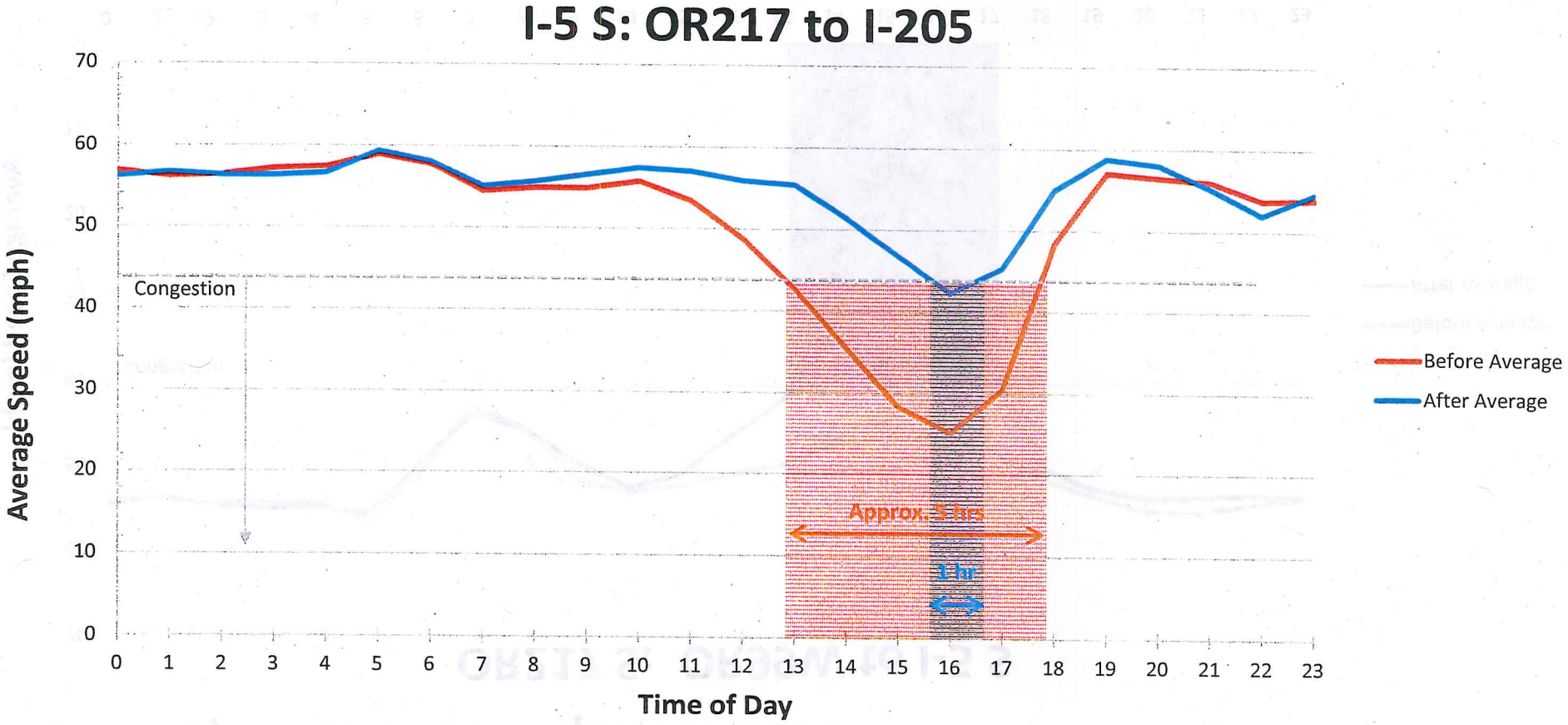
In addition, traffic from the Nyberg entrance ramp exits to I-205:

- 88% in the AM
- 86% in the PM



Data based on Regional Travel Demand Model

Before/After Comparison

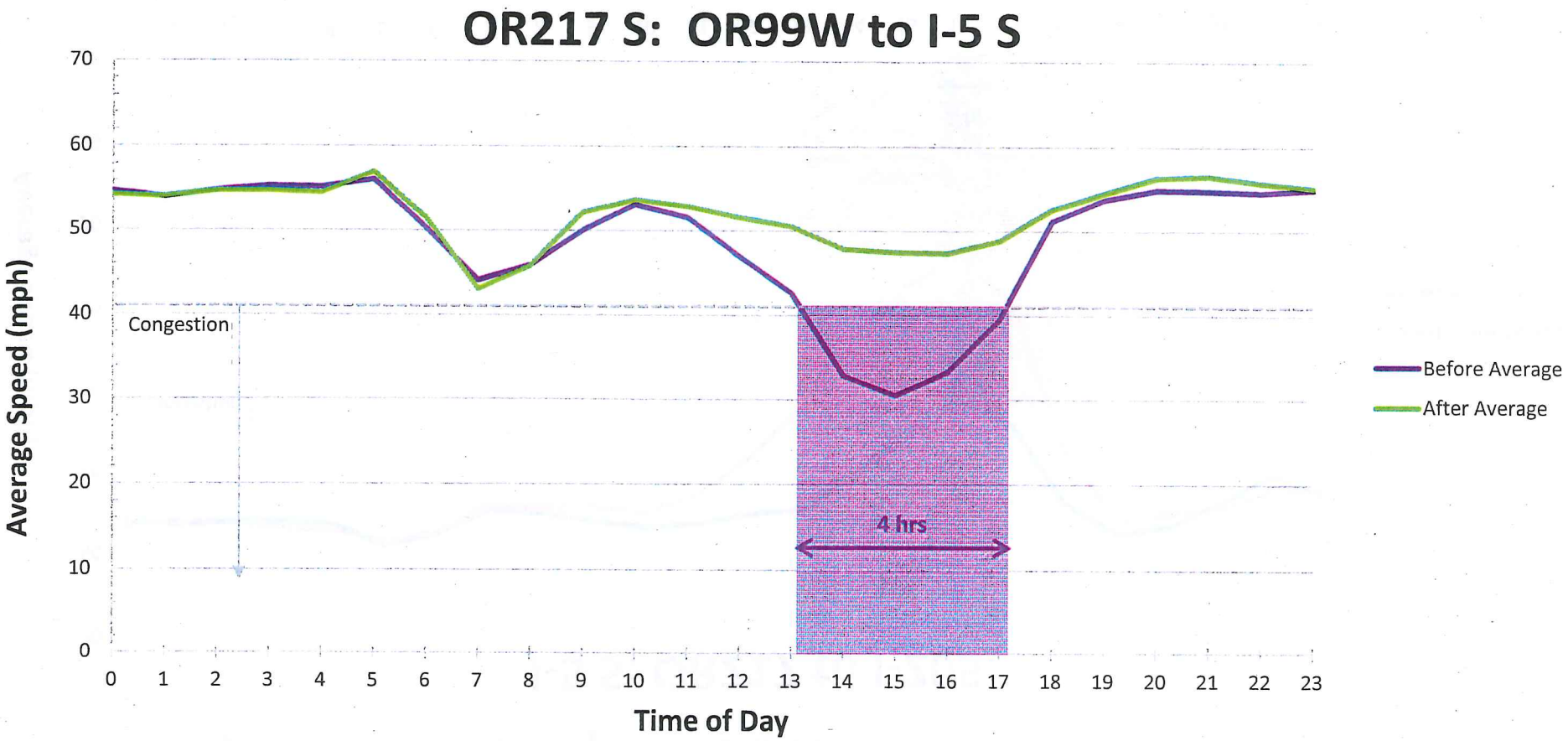


Congestion = 75% of free-flow speed (about 44 mph)

Average Hours of Congestion: Before = 5 hours After = 1 hour

Delay Reduction Savings = $4.2 million annually

Before/After Comparison

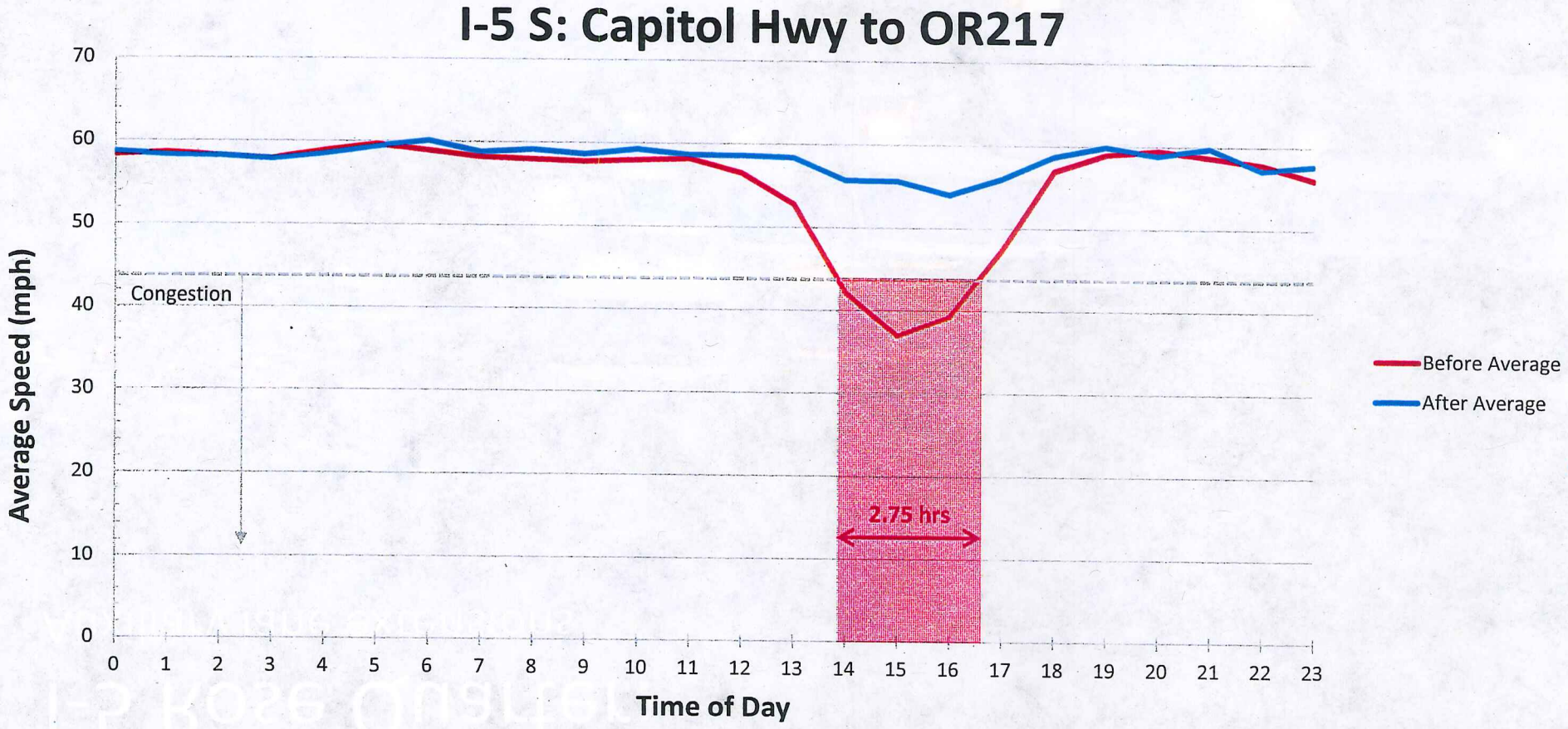


Congestion = 75% of free-flow speed (about 41 mph)

Average Hours of Congestion: Before = 4 hours After = 0 hours

Delay Reduction Savings = $1.1 million annually

Before/After Comparison



Congestion = 75% of free-flow speed (about 44 mph)

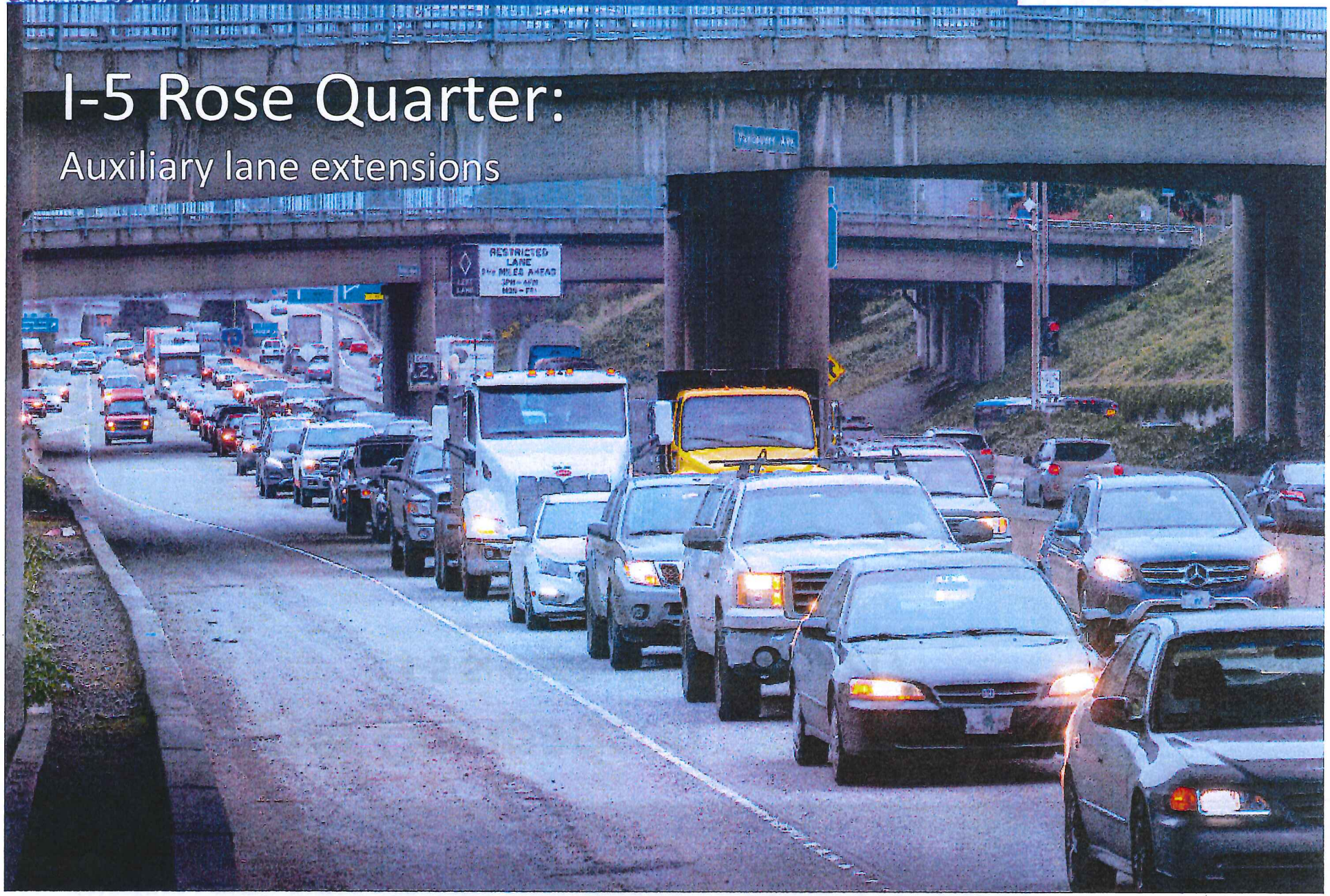
Average Hours of Congestion: Before = 2.75 hours After = 0 hours

Delay Reduction Savings = $3.1 million annually

Oregon Department of Transportation

I-5 Rose Quarter:

Auxiliary lane extensions



I-5 Rose Quarter

Auxiliary lane extensions

Expect substantial benefit during peak shoulder hours similar to I-5 SB Auxiliary Lane project:

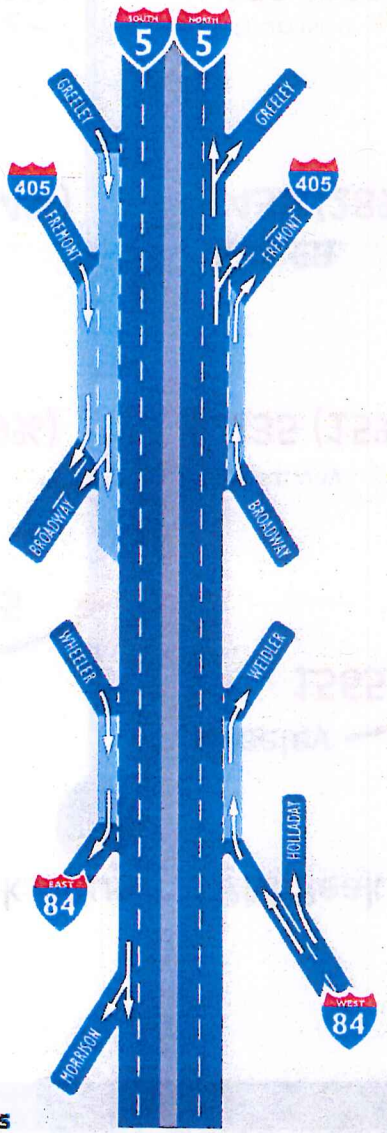
- Reduce hours of congestion
- Increase average speeds
- Benefit both northbound and southbound directions

Existing I-5 Travel Lanes

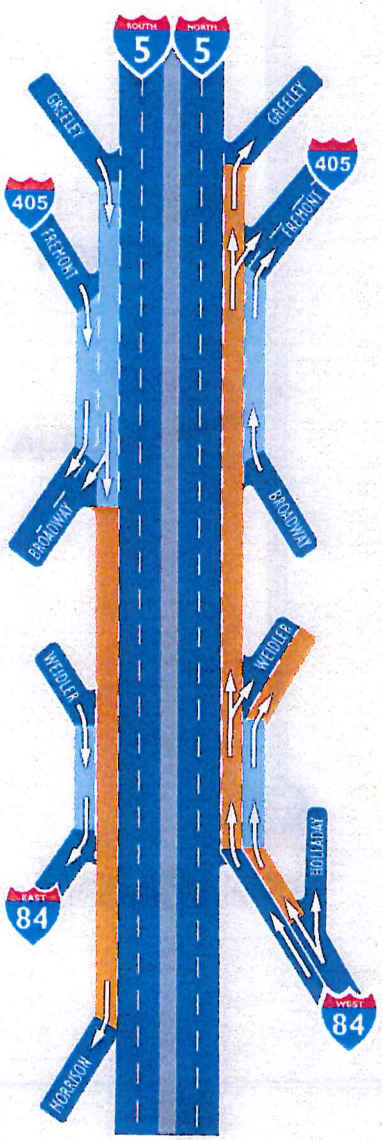
Existing Ramp-to-Ramp (Auxiliary) Lanes

Proposed Ramp-to-Ramp (Auxiliary) Lanes

Existing Conditions



Proposed Improvements

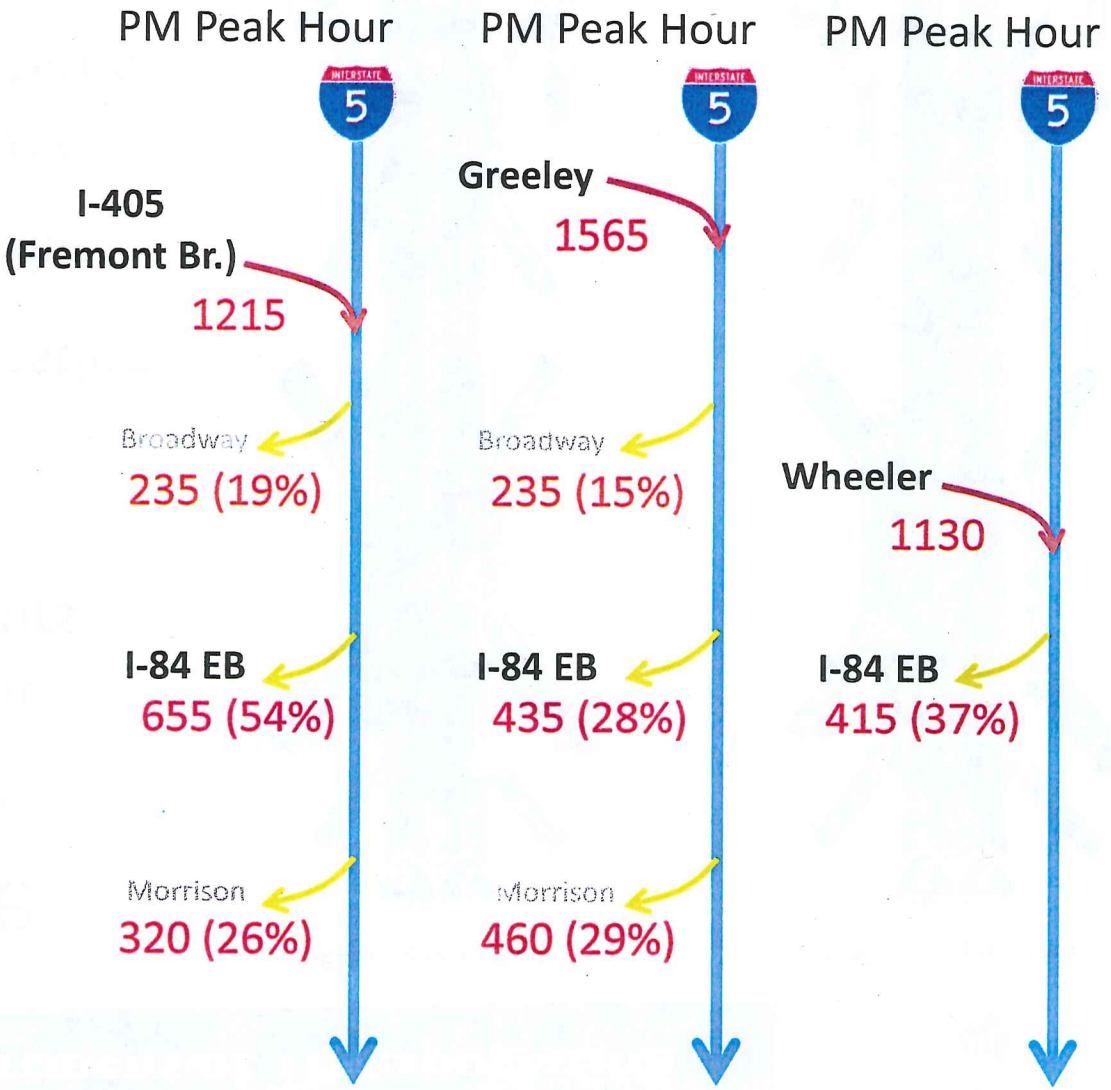


Origin-Destination Data

99% of traffic in the PM peak hour entering I-5 SB from I-405 are destined to the three downstream exits.

74% of traffic in the PM peak hour entering I-5 SB from Greeley are destined to the three downstream exits.

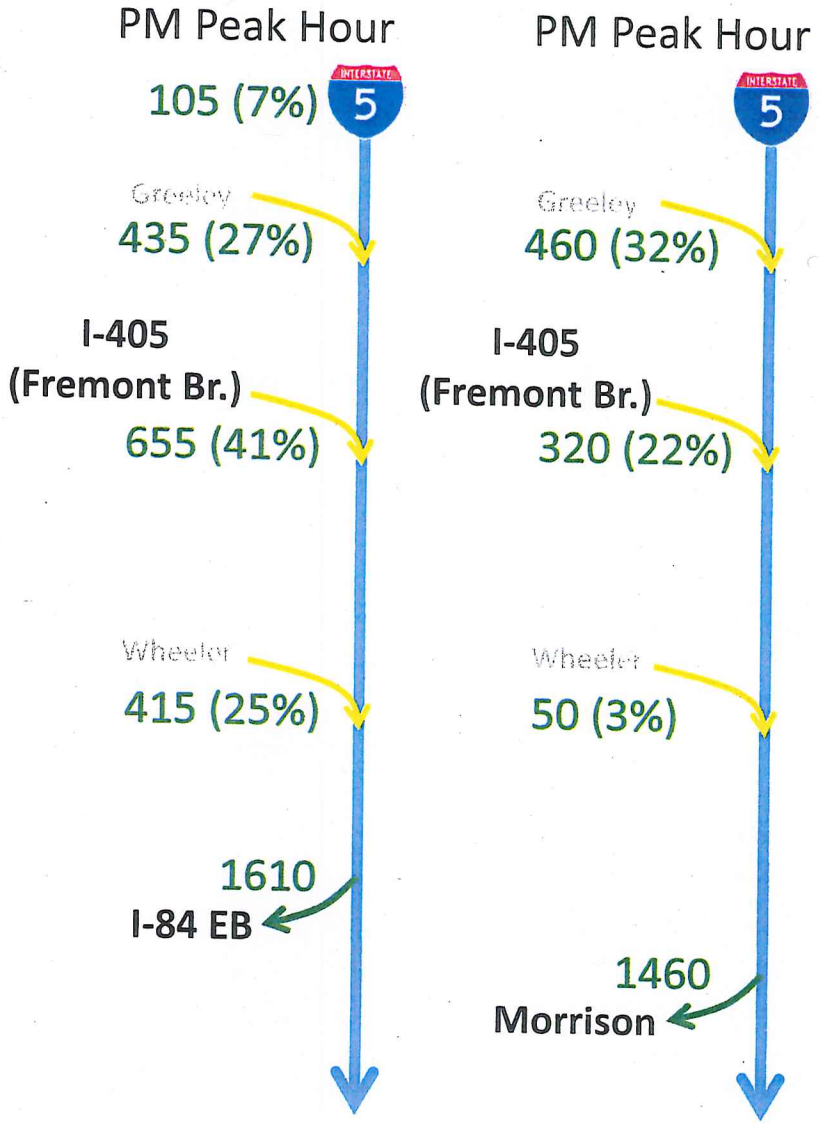
Data based on Regional Travel Demand Model



Origin-Destination Data

93% of traffic in the PM peak hour exiting from I-5 to I-84 EB originates from the three upstream entrance-ramps.

57% of traffic in the PM peak hour exiting I-5 to Morrison Street originates from the three upstream entrance ramps.

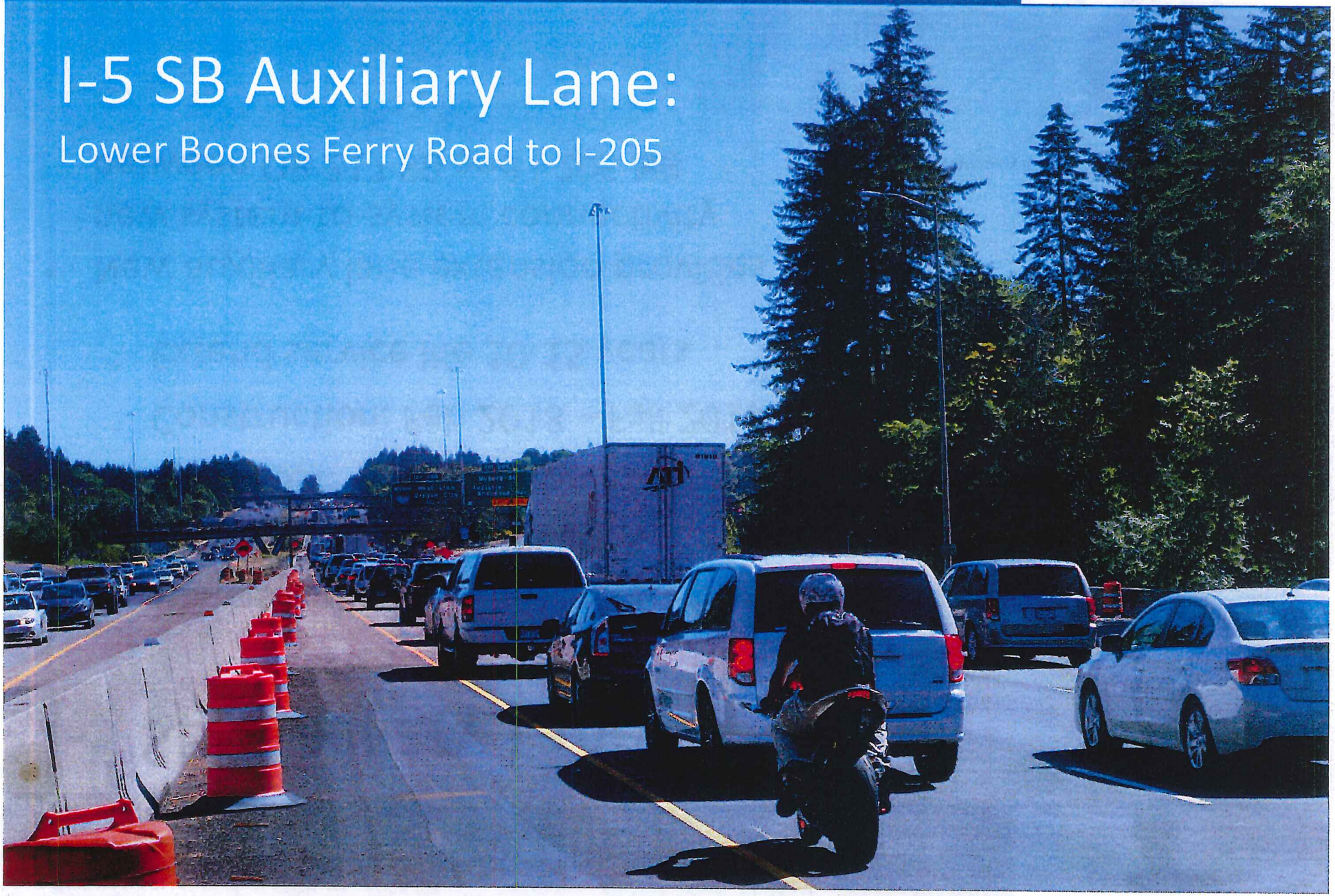


Data based on Regional Travel Demand Model

Oregon Department of Transportation

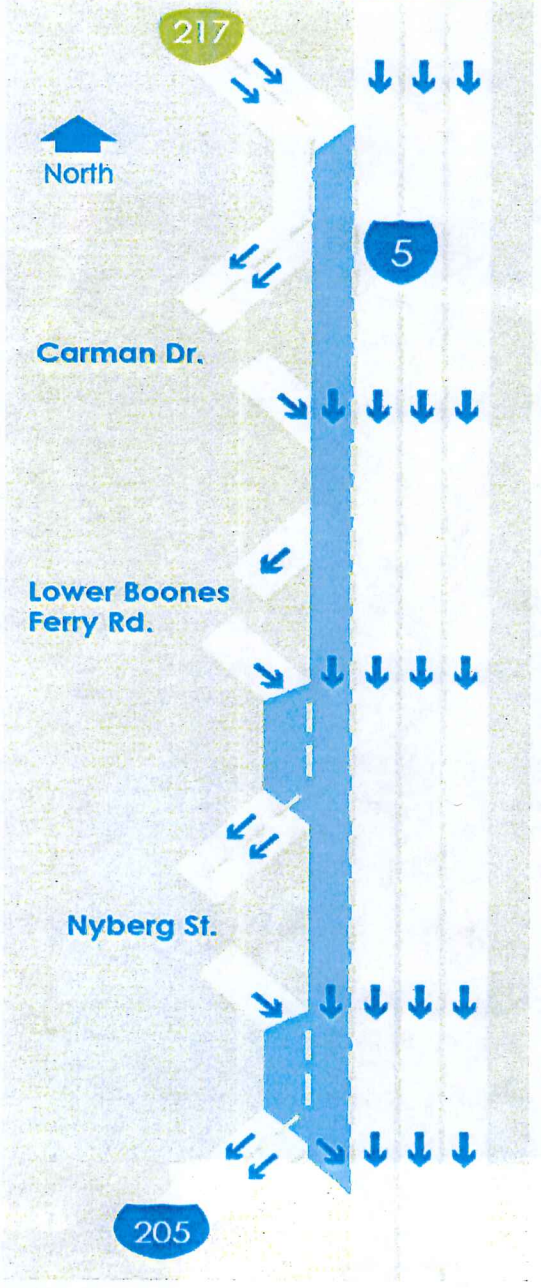
I-5 SB Auxiliary Lane:

Lower Boones Ferry Road to I-205



I-5 SB Auxiliary Lane

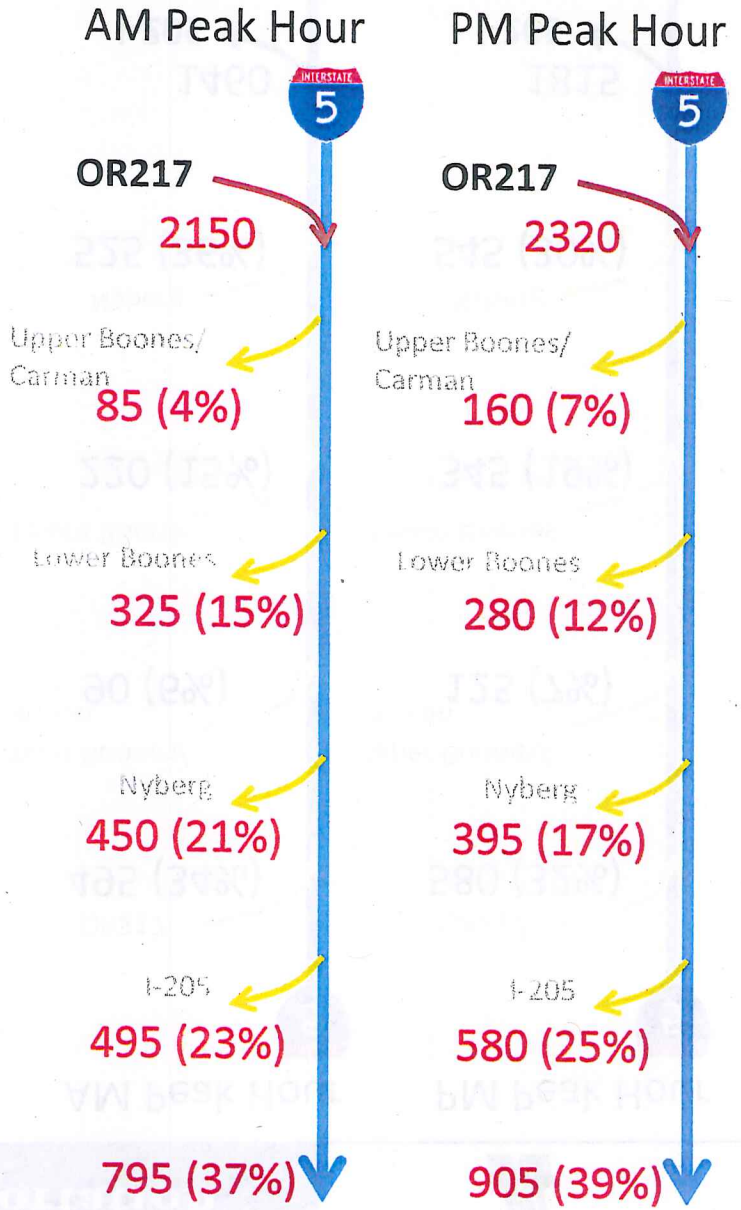
- Combined with I-5 paving project from OR 99W to I-205 in both directions
  - Total Cost: $28.3 million
  - Construction: Feb 2018 – Fall 2019
  - Extend service life 10-15 years
- New auxiliary lane extension provides new system-to-system connectivity between OR 217 SB and I-205 NB



Origin-Destination Data

Traffic entering I-5 SB from OR217 destined to the four downstream exits:

- 63% in the AM
- 61% in the PM



Data based on Regional Travel Demand Model

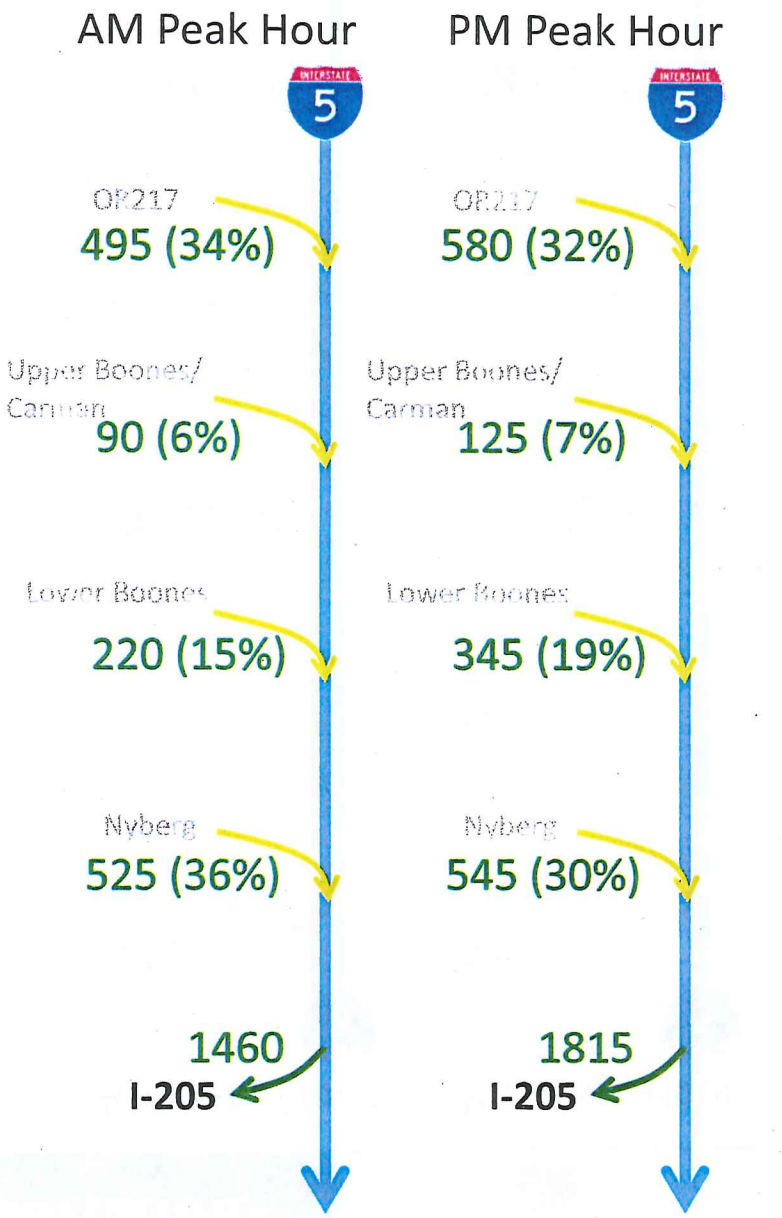
Origin-Destination Data

Traffic exiting from I-5 SB to I-205 originates from four upstream entrance-ramps:

- 91% in the AM
- 88% in the PM

In addition, traffic from the Nyberg entrance ramp exits to I-205:

- 88% in the AM
- 86% in the PM



Data based on Regional Travel Demand Model