



Tom Rinehart
Chief Administrative
Officer

Ted Wheeler
Mayor

CITY OF PORTLAND
**Office of Management
and Finance**
1120 SW 5th Avenue
Portland, OR 97204

P: (503) 823-1182
F: (503) 823-5384
TTY: (503) 823-6868
portlandoregon.gov/omf

Date: February 26, 2020

REPORT TO COUNCIL

To: City Council

From: Tom Rinehart, Chief Administrative Officer
Karl Lisle, Spectator Venues Program Manager

Subject: Accept the Accept the Providence Park Comprehensive Transportation Management Plan
2019 Season Report (Report)

Ken Puckett, Senior Vice President of Operations at Peregrine Sports and Phil Olmstead, Principal at Nelson\Nygaard will present the Providence Park Comprehensive Transportation Management Plan 2019 Season Report. They will present the report's findings over the past season as well as discuss goals and activities for the upcoming season.

The Stadium Good Neighbor Agreement (section 3.3.1) required Peregrine to hire a consulting firm (Nelson\Nygaard) to establish metrics and collect data to track the effectiveness of the Comprehensive Transportation Management Plan and present these findings in a report to City Council.

The neighborhood representatives participating on the Stadium Oversight Committee have been invited to speak as part of the presentation of the Report.

For each subsequent season, at the request of the Stadium Oversight Committee, an independent consulting firm can collect data and prepare a report for the Stadium Oversight Committee. The Stadium Oversight Committee was first established in 2000 as a recognition of the fact that the input of neighborhood representatives is and will continue to be a vital component in all stages of the planning, redevelopment, construction and operation of the Stadium.

The revised Stadium Good Neighbor Agreement was adopted by City Council on May 30, 2019.



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Providence Park Comprehensive Transportation Management Plan



ACKNOWLEDGEMENTS

Portland City Council

Ted Wheeler, Mayor

Jo Ann Hardesty, Commissioner

Chloe Eudaly, Commissioner

Nick Fish, Commissioner

Amanda Fritz, Commissioner

Providence Park Stadium Oversight Committee

Jim Etzel, Oregon Sports Authority

Karl Lisle, City of Portland

Jerry Powell, Goose Hollow Foothills
League

Ken Puckett, Portland Timbers

Ron Walters, Northwest District
Association

Project Team

Nelson\Nygaard Consulting
Associates

Barney & Worth, Inc.

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Photo: Portland Timbers

Introduction

WHAT IS THE CTMP?

Providence Park’s Comprehensive Transportation Management Plan (CTMP) Update defines a vision and action plan to ensure that game-day travel is safe, convenient, and simple for not just fans, but all neighbors and stakeholders of Providence Park. The CTMP Update includes 21 measures to **meet the transportation needs of 4,000 additional fans per match without increasing demand for on-street parking or increasing traffic congestion** in neighborhoods near the stadium. The CTMP was approved by City Council and went into effect on May 23, 2019.

WHAT IS THE STADIUM OVERSIGHT COMMITTEE?

The Stadium Oversight Committee (SOC) includes representatives from the Portland Timbers/Thorns, Goose Hollow Foothills League (GHFL), Northwest District Association (NWDA), the City of Portland Office of Management and Finance (OMF), and a fifth “at large” member. The SOC will have met four times since the start of the 2019 season to review the 2019 Monitoring Plan, the fan travel survey, a mid-season progress report, and a draft of the 2019 Season Report.

WHAT IS THE MONITORING PLAN?

The 2019 CTMP Update is a “living” document that will require monitoring and refinement from season to season. To facilitate monitoring for the 2019 season, a separate Monitoring Plan was developed by Nelson\Nygaard Consulting Associates and reviewed by the SOC.

The Monitoring Plan is designed to: 1) inform a better understanding of the diverse and nuanced travel habits of fans on game days; and 2) identify progress towards CTMP performance measures and recommend actions to meet CTMP goals in future seasons.

The primary component of the monitoring plan is an online fan travel survey. The online survey collected information on how people arrive at games, if and where they park, desired improvements, and their overall travel experience. The survey is an important tool for calibrating existing mode share estimates and future mode share targets. To supplement the survey, additional game-day travel data was provided by the Portland Timbers and other stakeholders.

2019 AT PROVIDENCE PARK

2019 was a unique season for Portland’s soccer teams. Providence Park did not re-open until about halfway through the season, with the first Timbers home game taking place on June 1st. As a result, there were usually two to three Timbers and Thorns home games per week for the remainder of the season, more than a typical week in previous seasons.

The data collected during the 2019 season provides a valuable new input to understanding the baseline travel conditions against which future progress can be measured. The concentration of home games, however, likely impacted attendance and travel behaviors in ways that are difficult to quantify. Additional monitoring will be important in 2020 and beyond when the Timbers and Thorns have a more typical schedule.

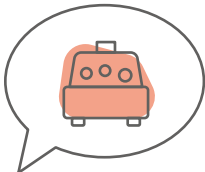


■ Timbers home game
■ Thorns home game

What Was New in 2019?



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Top Ten Findings

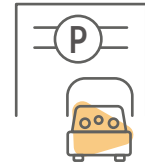
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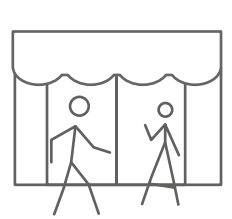
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Fan Travel Survey

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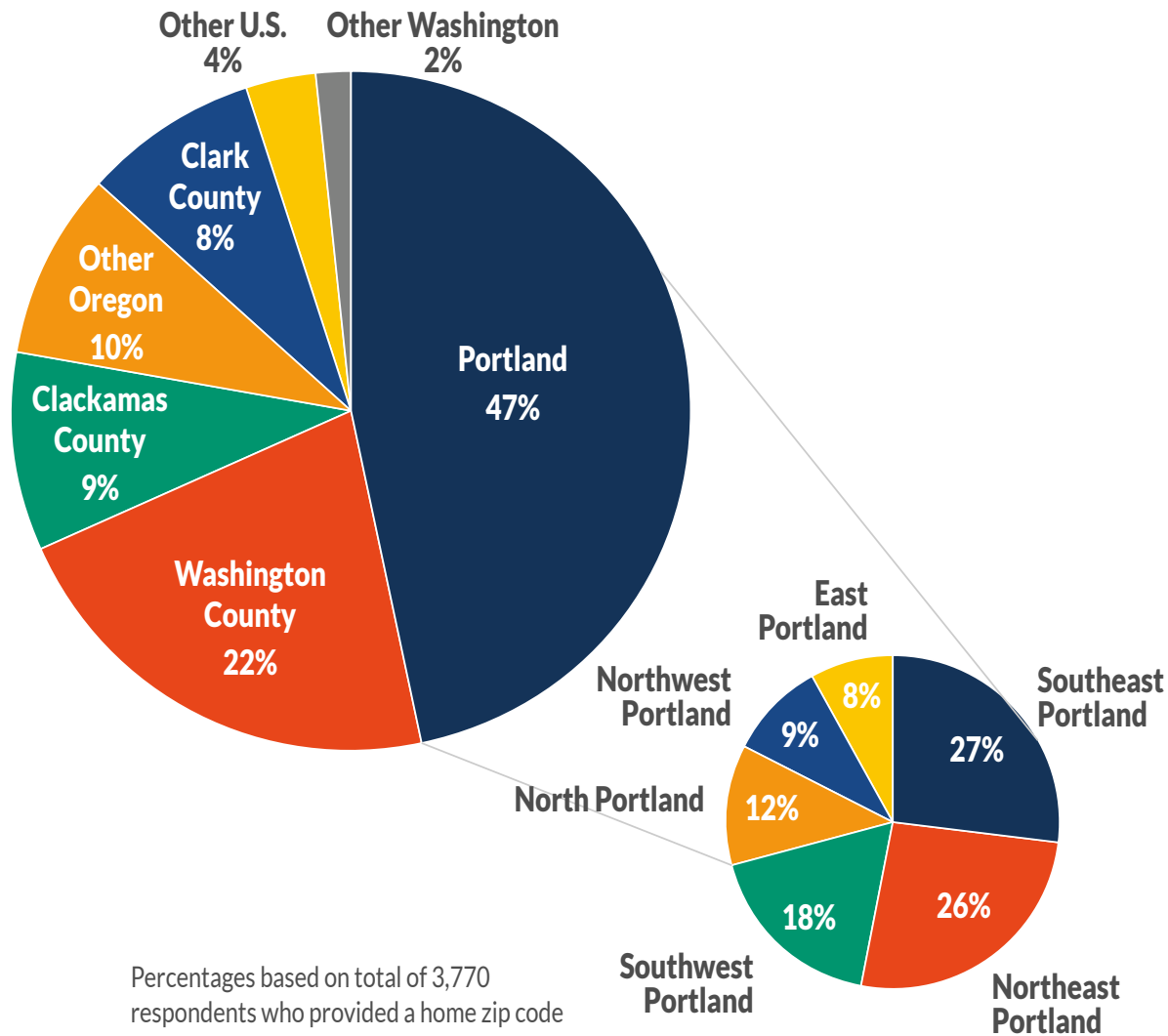
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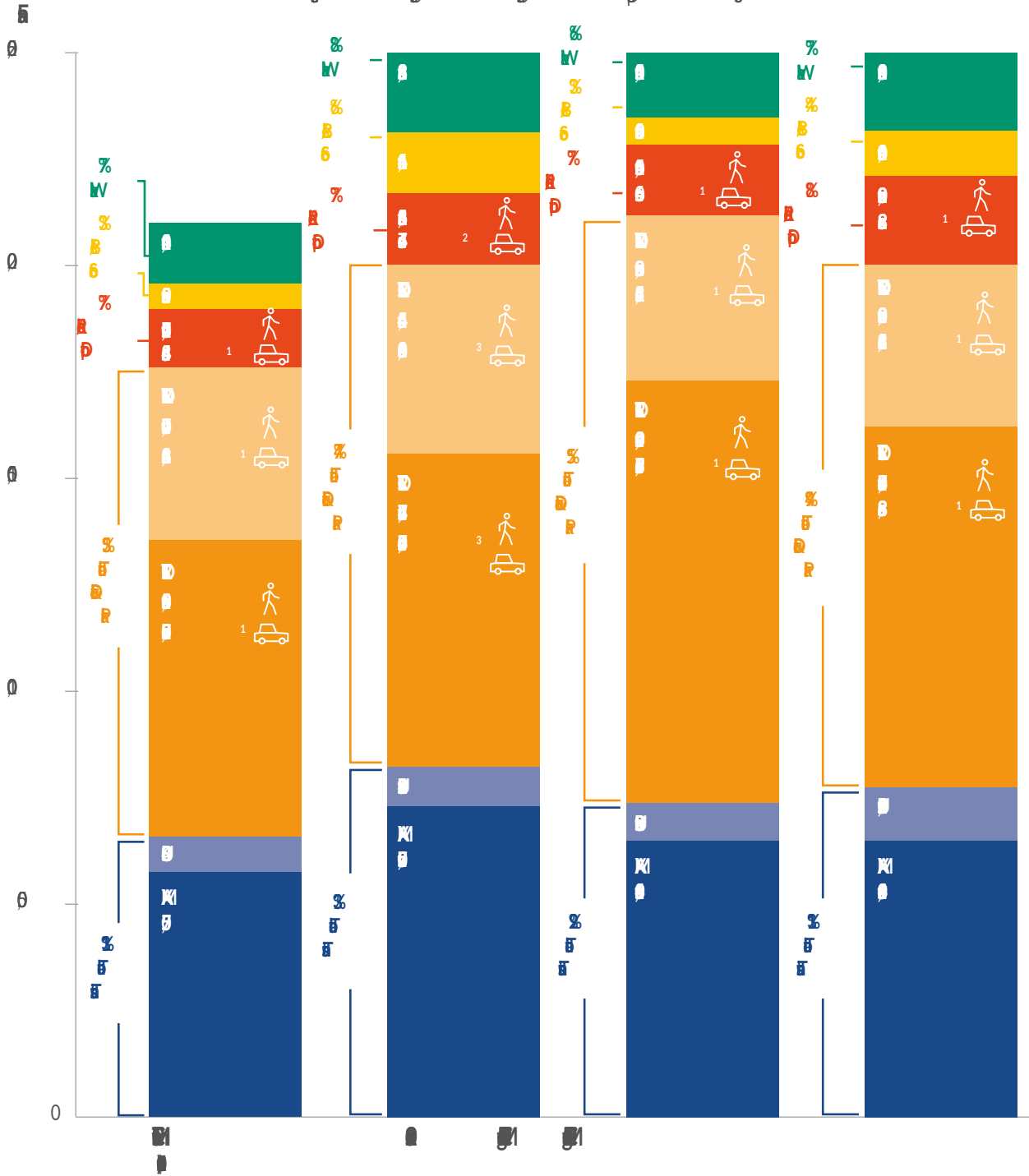
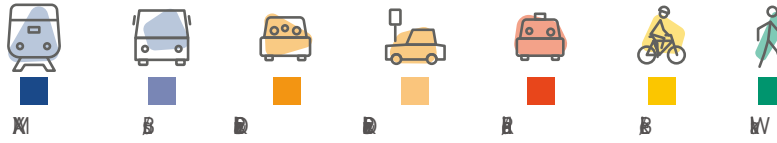
WHERE DO RESPONDENTS LIVE?

Nearly half of survey respondents live in Portland, most of them on the east side. About 40% of respondents live elsewhere in the Portland Metro area, 12% in other parts of Oregon and Washington, and 4% gave a home address in a different state. It should be noted that fans do not necessarily begin their trip to Providence Park in their home zip code.

Survey Respondent Home Locations (Timbers and Thorns Fans)



Timbers Fan Mode Share



KEY TAKEAWAYS



MAX ridership to games in 2019 exceeded the CTMP 2019 target by 810 fans.

Bus ridership exceeded the target by 60 fans.



Fan travel by bike and scooter exceeded the CTMP 2019 target by 786 fans.



Walking to games exceeded the CTMP 2019 target by 353 fans.



Overall, 2,028 fewer fans drove to games than the CTMP 2019 target.

However, more vehicles parked on-street in 2019, missing the target by 308 cars.*



The share of fans parking in off-street lots and garages also missed the target, by 902 cars.*



Use of ridehail services was on target, with 35 more fans, about 14 more vehicles, than the goal.

* The average vehicle occupancy for fans who drove during the 2019 season was lower than estimated for the CTMP 2019 targets: 2.39 fans per car versus 2.5 fans per car.

LEAVING THE GAME

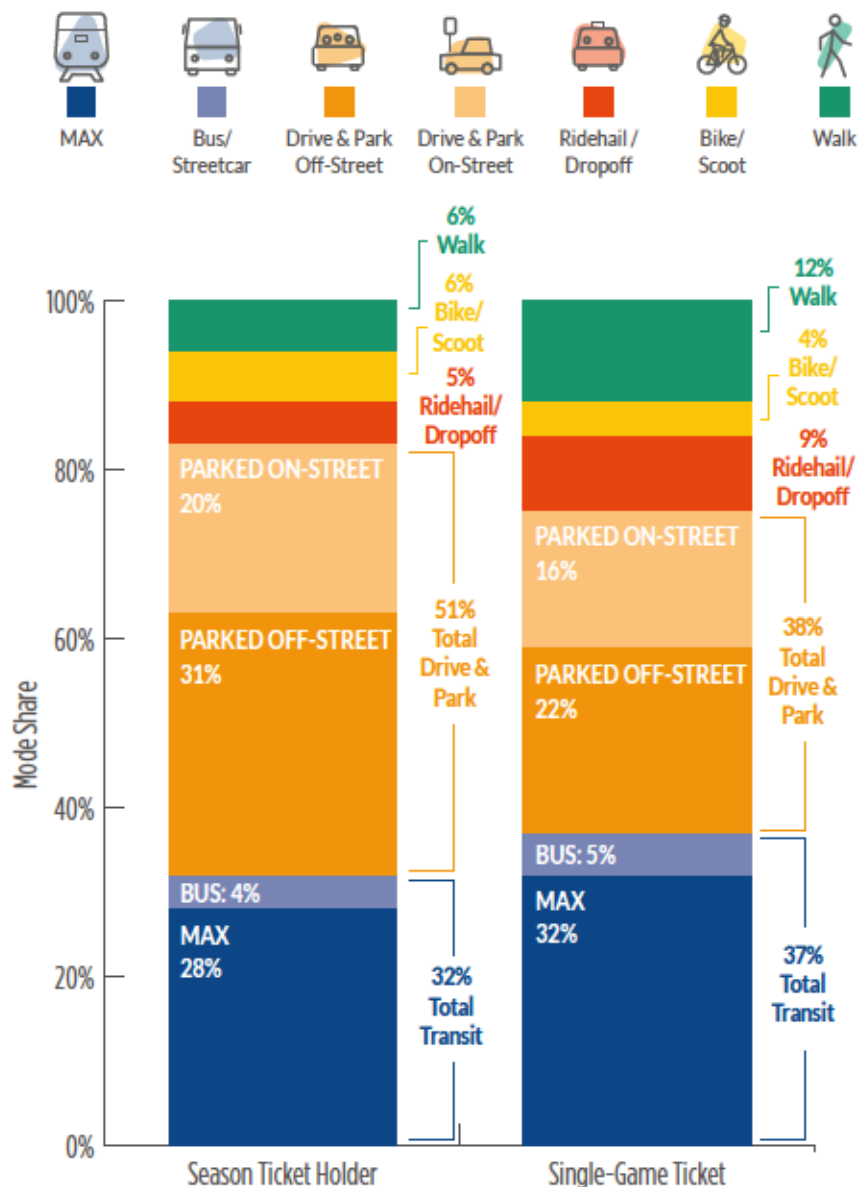
While the fan travel survey focused on how fans get to Providence Park, it also asked about how they travel when they leave the game.

- 91% of fans use the same mode leaving the game as they do to arrive.
- For those fans who use a different mode from the stadium:
 - » 30% walk
 - » 25% carpool
 - » 18% use ridehail
 - » 17% take the MAX
 - » 14% take the bus

Total is greater than 100% because respondents could select more than one travel mode.

Overall Mode Share

Timber and Thorns Fan Mode Share by Ticket Holder Status

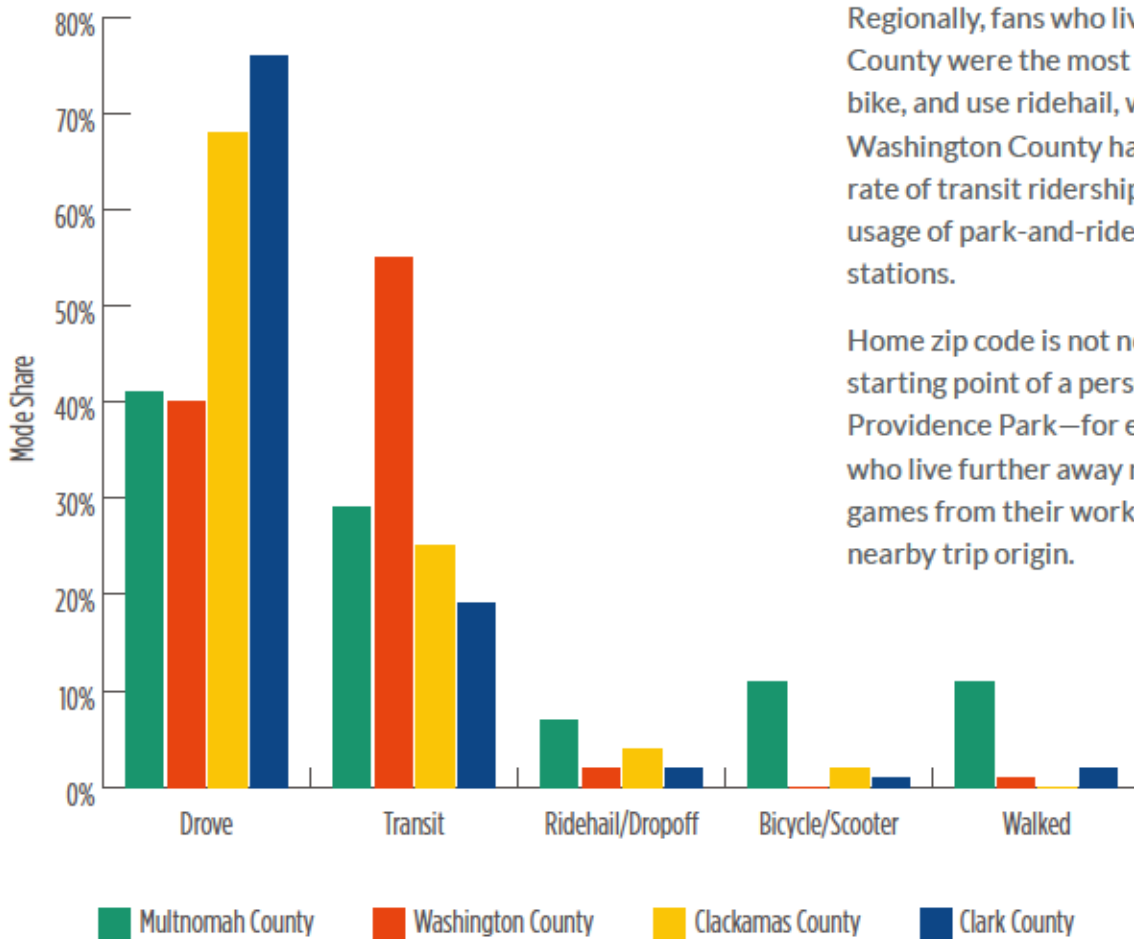


Fans who buy single-game tickets have different travel habits than season ticket holders.

They are:

- Less likely to drive
- Twice as likely to walk
- Slightly more likely to use transit and ridehail

Timbers and Thorns Fan Mode Share by Respondent Home County



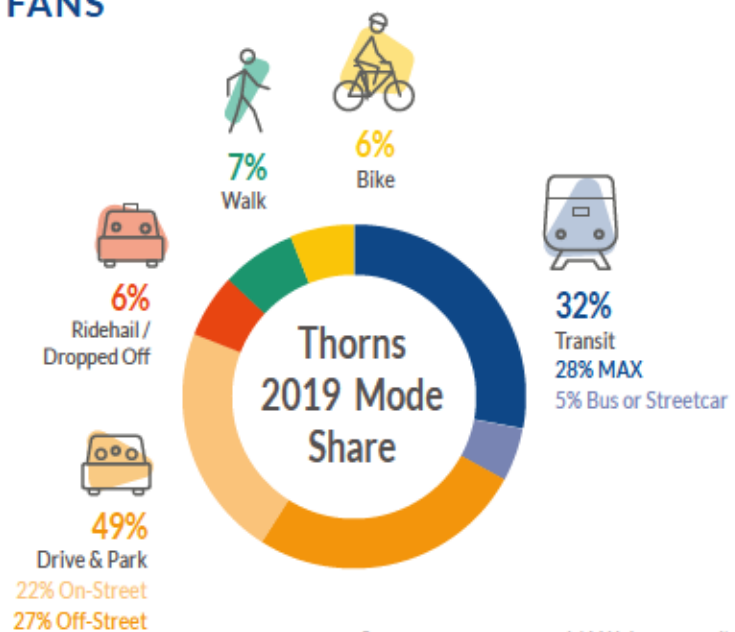
Regionally, fans who live in Multnomah County were the most likely to walk, bike, and use ridehail, while fans from Washington County had the highest rate of transit ridership due to heavy usage of park-and-ride facilities at MAX stations.

Home zip code is not necessarily the starting point of a person's trip to Providence Park—for example, fans who live further away may walk to games from their workplace or another nearby trip origin.

MODE SHARE OF THORNS FANS

Thorns fans travel habits are quite similar to Timbers fans. They are slightly more likely to drive (49% of fans versus 47% of Timbers fans), and slightly less likely to take transit, walk, or use a ridehail service.

Prior to 2019, there was no mode share data collected for Thorns fans. The 2019 fan travel survey can serve as a baseline for future monitoring.



Percentages may not equal 100% due to rounding

Travel Experience



People who used "active" modes rate their travel experience higher



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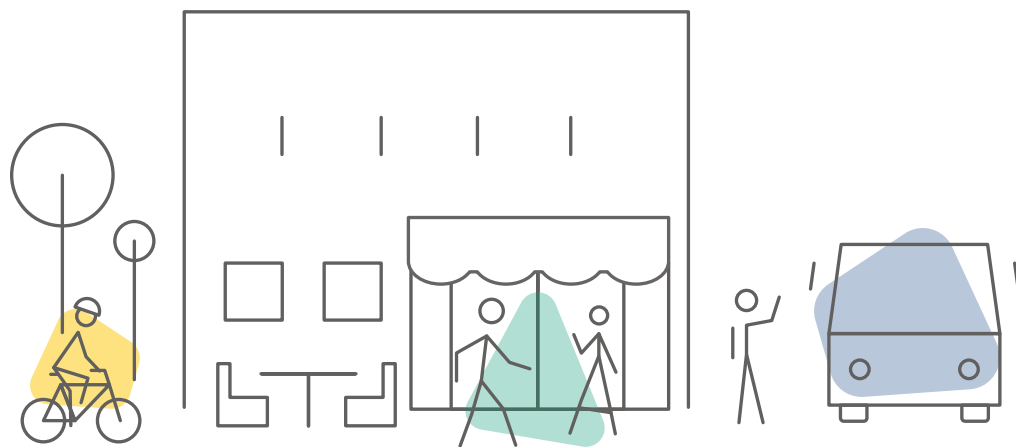
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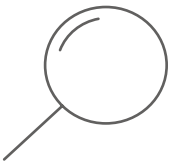


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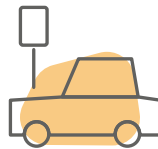
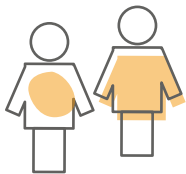


Photo: flickr user The West End

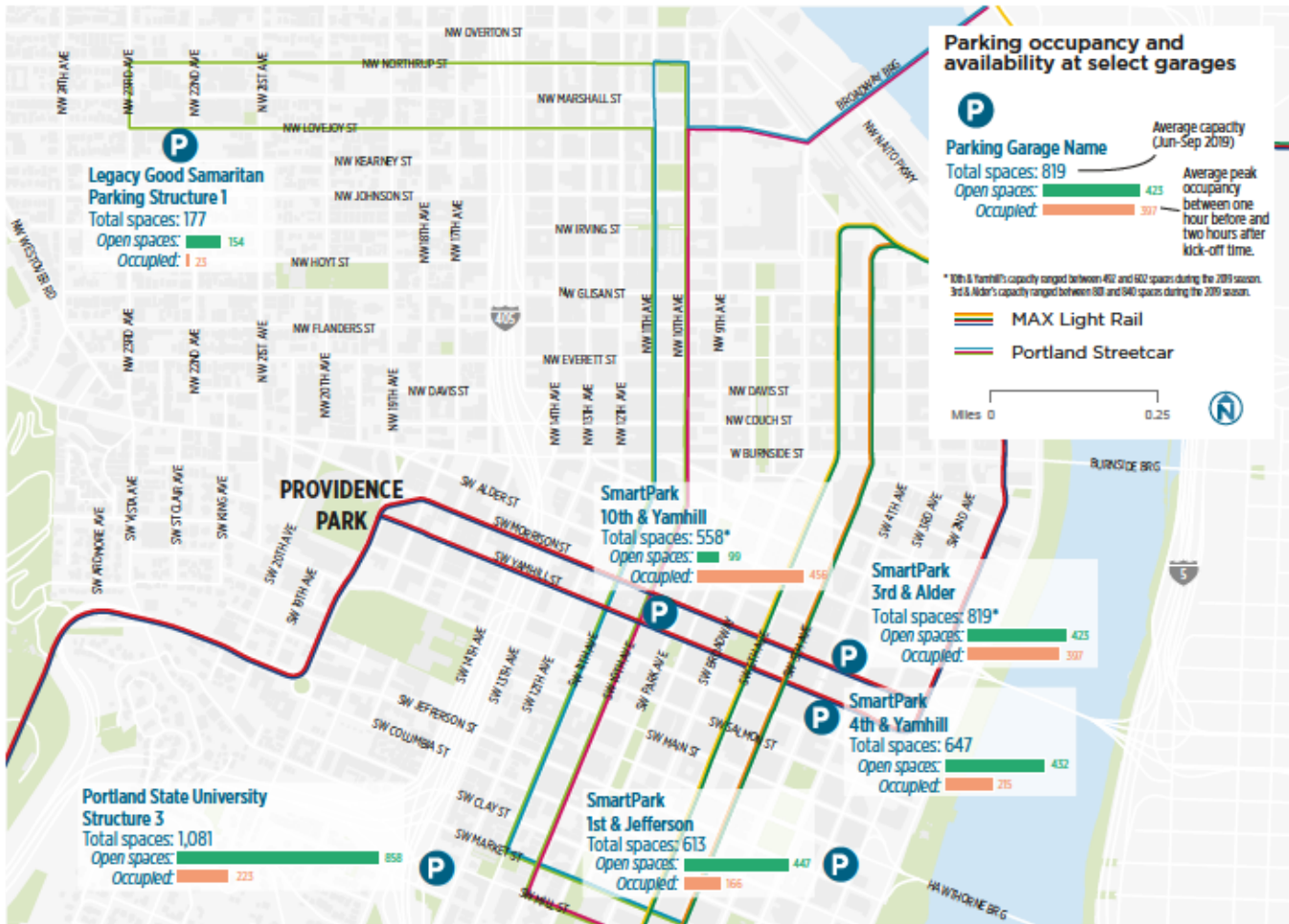
Driving and Parking



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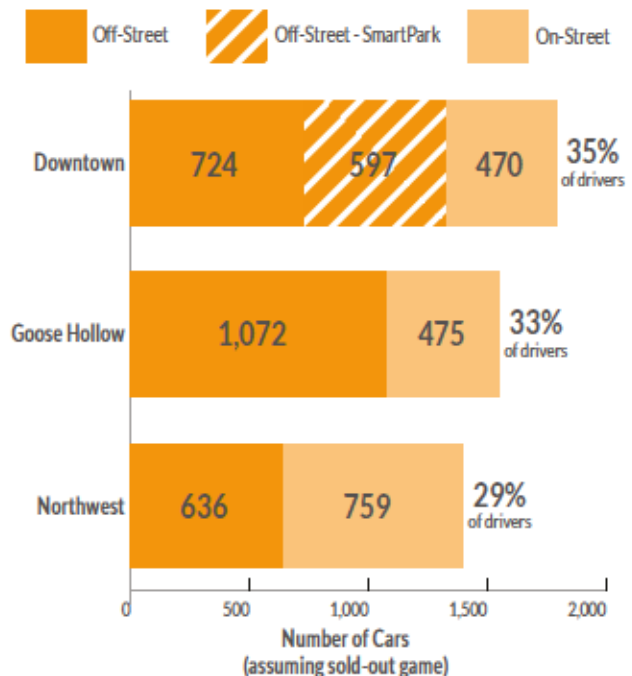
Average Game-time Parking Occupancy and Availability (Select Garages)



PARKING

- Fans who drove were asked what general area they park in, as well as what type of facility (garage, lot, or on-street parking). In Downtown and Goose Hollow, about 70% of drivers park off-street. In Northwest, an estimated 54% of fans park on-street.
- The SmartPark garage at 10th and Yamhill has the highest usage on game days, with an average 83% occupancy.
- Other surveyed garages near the stadium were typically less than half full.
- 48 discount parking vouchers are redeemed at SmartPark garages on the average game day.

Parking Facility Type by Area Parked



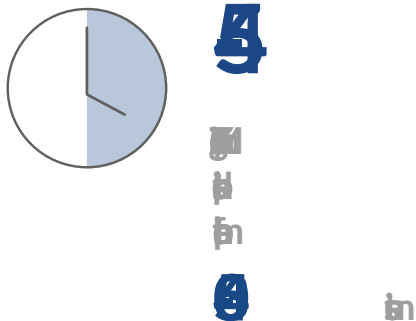
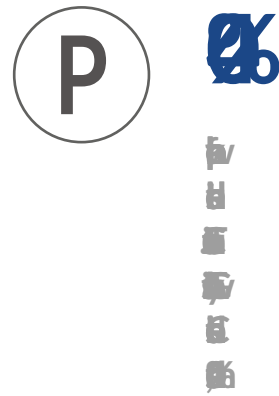
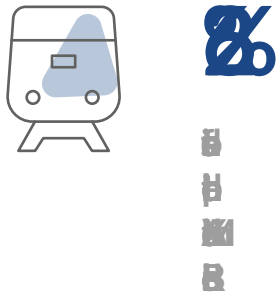
4% of people who drove indicated they parked elsewhere, were unsure which area they parked in, or did not answer the question.



Transit



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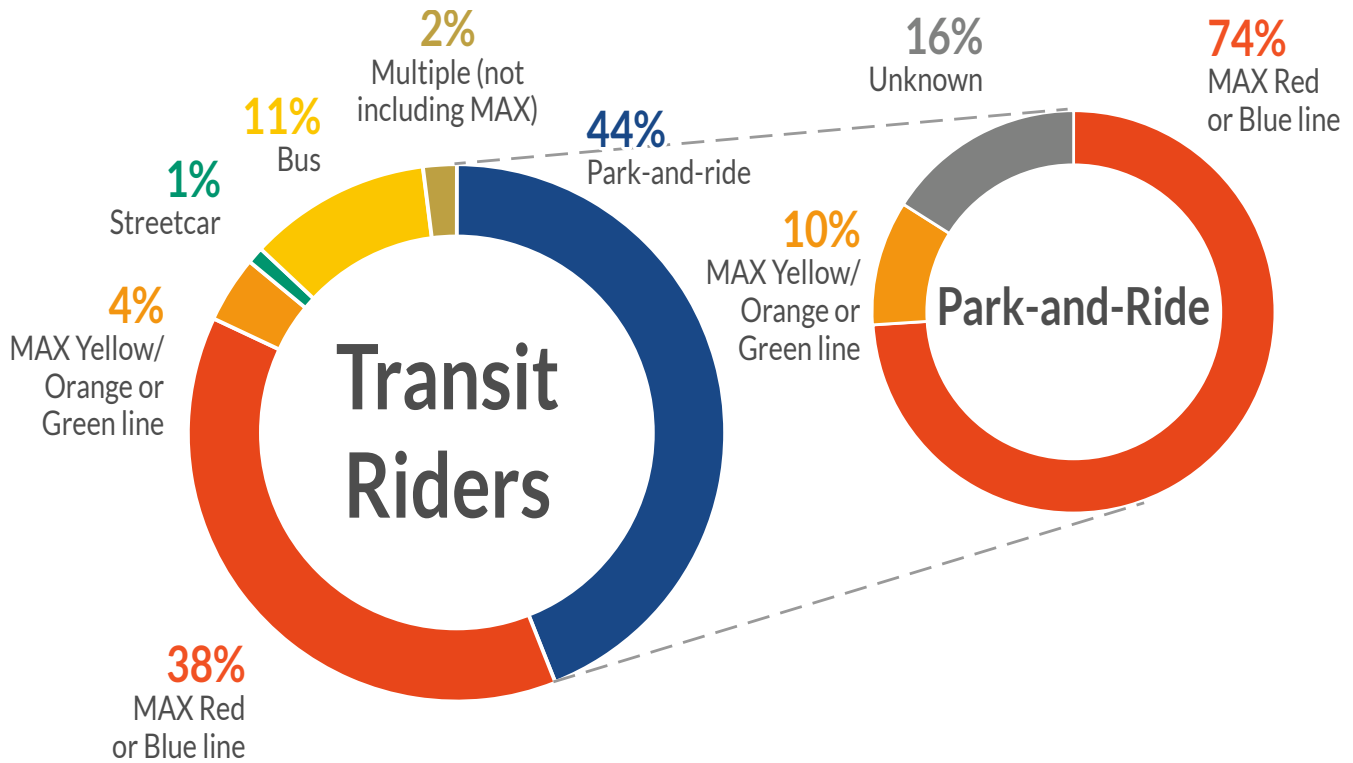
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Nearly half (44%) of people who took transit drove to a park-and-ride station and then took the MAX to the stadium.

Another 38% took the MAX Red or Blue line for their entire trip or transferred to the Red or Blue line from another transit service.

Services Used by Timbers and Thorns Fans Who Took Transit

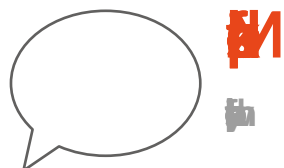
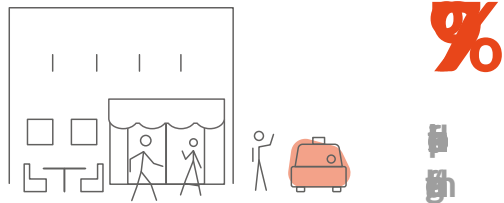
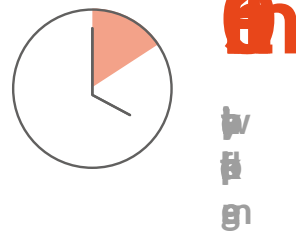
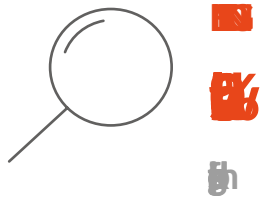


 **Additional bus and MAX service**
are the top priority improvements for people who take transit



Ridehail

Ridehail findings are based on the findings of the 2019 fan

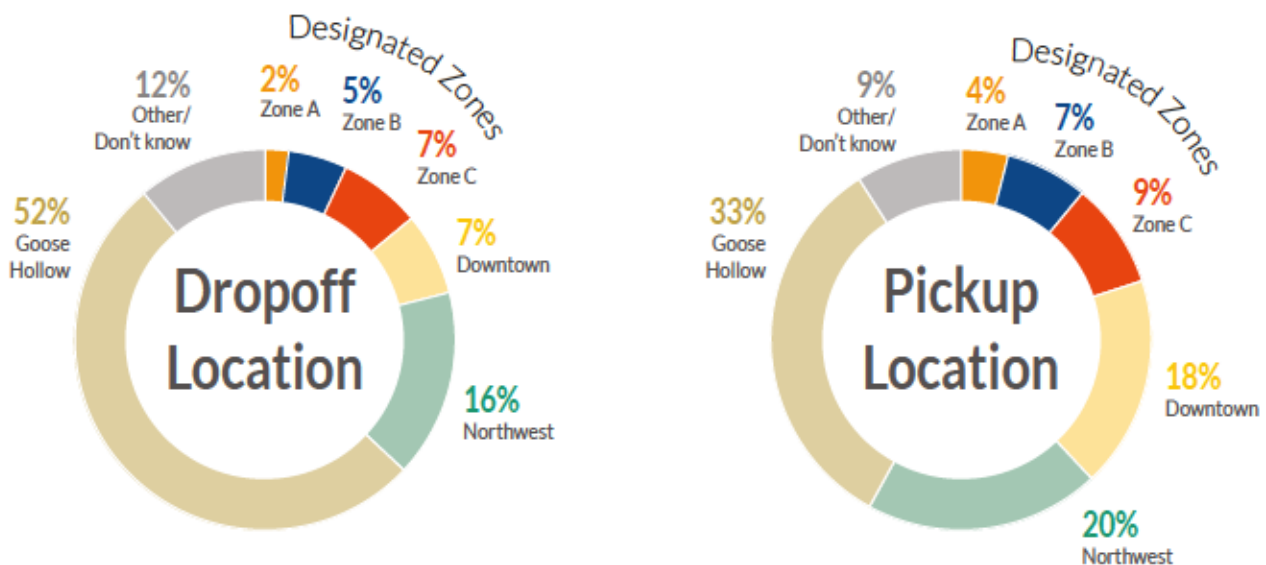


Designated Ridehail Pickup/Dropoff Zones



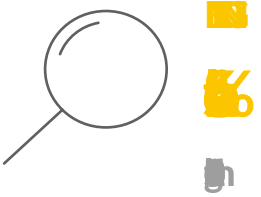
The three designated dropoff/pickup zones near the stadium were used by more fans after the game than before. Over half of fans who used a ridehail service were dropped off in the Goose Hollow neighborhood, outside of a designated zone. Many fans who used ridehail to get home were picked up further from the stadium, in Northwest or Downtown, which may be correlated to a ridehail user's higher likelihood to patronize local businesses after games.

Fan Pickup and Dropoff Location (Timbers and Thorns fans)

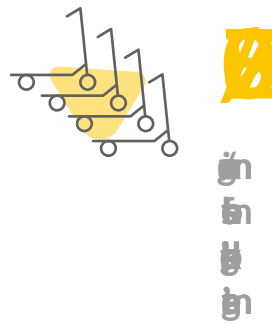
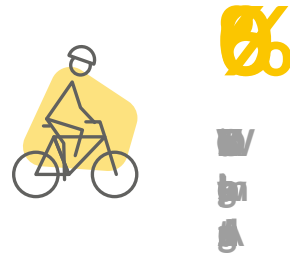




Biking and Scooting



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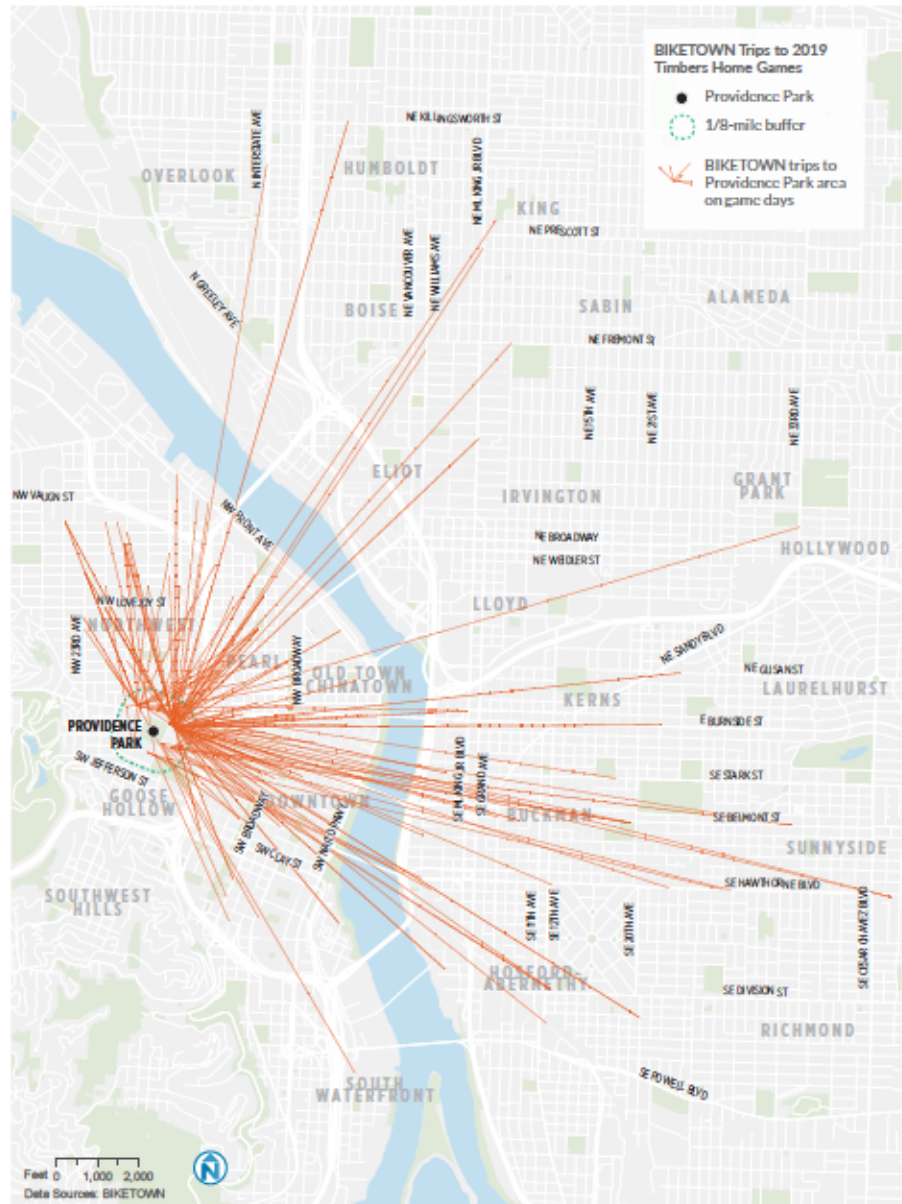


WHERE ARE FANS PARKING THEIR BIKES AND SCOOTERS?

The results of the 2019 fan travel survey indicate that over 1,400 fans bike or ride an e-scooter to each Timbers home game. That's more than three times the maximum number of bikes that were counted in the temporary bike valet parking area outside the stadium in 2019.

So where are fans parking their bikes? The fan travel survey is not conclusive, but data from BIKETOWN and e-scooters operators suggests that many fans are using those options to arrive at games and parking outside of the designated area. Others may be parking at permanent bike parking found throughout the surrounding neighborhoods.

BIKETOWN Trips to 2019 Timbers Home Games



Trips with an end point or start point within 1/8 mile of Providence Park between one hour before and one hour after game start times (June, July, and August games only).

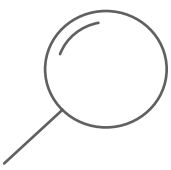


Safer walking and biking routes
are the top priority improvement for people who bike



Photo: flickr user SupportPDX

Walking



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Recommendations

The CTMP is a living document. As approved by City Council, it provides a mitigation “toolkit” that requires ongoing revision and enhancement from season to season. The 2019 Season Report highlights advancement of key investments and mitigation measures, while showing progress towards reducing the share of fans driving to games. The 2020 season and beyond, however, offers additional opportunity to further incentivize multimodal travel to games and reduce impacts related to vehicle congestion and neighborhood parking.

Included below are priority recommendations for ongoing implementation and refinement of CTMP measures. The recommendations are the responsibility of not only the Portland Timbers and Thorns, but also stakeholders who play a role in creating a safe, convenient, and low-impact travel experience to and from Providence Park.

1 Prioritize further implementation of CTMP Measures C.1 and C.2, ensuring that fans who drive park in underutilized off-street parking.

Responsible parties: Portland Timbers (lead); PBOT Parking Operations, private garage operators/owners, NW Parking SAC (support)

Based on occupancy data collected from select garages, there were more than 2,000 parking spaces typically available at kickoff within a short walk or MAX ride to Providence Park. Several thousand parking spaces are also estimated to be available in privately-operated lots and garages on game days within a 15-minute walk of the stadium. Many fans do not use off-street facilities because they do not know there are available spaces, or they are not allowed to park there.

More work is needed to shift driving fans away from neighborhood streets to underutilized off-street parking. To encourage fan parking in off-street facilities, several key actions from Measures C.1 and C.2 should be prioritized in 2020 and beyond. These include:

- Continue to pursue a **fan parking partnership with Legacy Health**, including a co-marketing and operations plan. Ensure that the partnership agreement meets the requirements of the NW District Plan and is compliant with City code.
- Further promote the **existing SmartPark validation program** to season ticket holders through ticket renewal processes and communication channels.
- Explore further **price discounts at SmartPark garages** with PBOT Parking Operations for season ticket holders.

- Work with **online ticket platforms** to provide SmartPark and parking information upon ticket purchase. Evaluate expansion of **SmartPark discounts to single game tickets buyers**.
- Work with PBOT Parking Operations to incorporate **future SmartPark real-time parking platforms and availability information** into the Providence Park website and other transportation materials.
- Prioritize additional **formal partnerships with private parking operators**.
- Continue to **collect parking data** from public and private lots and garages to track parking availability on gamedays.

2 Prioritize further implementation of CTMP Measures C.3 and C.4, incentivizing fewer fans to park on-street and ensuring game day parking rules are enforced.

Responsible parties: PBOT Parking Operations/Enforcement and NW Parking SAC (lead); Portland Timbers (support)

The 2019 fan survey shows that less than half of fans drive to the game, a smaller share than the 2016-18 estimate. The data also shows that 60% of fans who drive park in an off-street lot or garage.

However, with the increase in overall fan volume from the stadium expansion, it appears that approximately 308 more vehicles were parking on downtown and neighborhood streets during the 2019 season.

The 2020 season and beyond should continue to implement key actions from Measures C.3 and C.4 to incentivize fans not to park on-street and reduce local congestion from fans searching for parking. These include:

- Further evaluation of changes to **on-street, game day parking rates**, such as adjusting hourly rates during games to achieve the NW Parking District goal of 85% occupancy.
- Further evaluation of changes to the **Restricted Event Parking area boundaries** to address fan spillover parking beyond current district boundaries.
- Continue to work with PBOT Parking Enforcement to define the most **cost-effective and impactful enforcement program on game days**. Explore supplemental funding sources and cost-sharing agreements.
- Continued collection of **parking occupancy and enforcement data** on game days to track parking demand and behavior trends.

3 Continue to partner with PBOT and ridehail operators on implementation of CTMP Measures D.1 and D.2 to enhance passenger loading.

Responsible parties: PBOT Regulatory Department (lead); Ridehail operators, Portland Timbers (support)

Per CTMP Measure D.1, the Portland Timbers partnered with PBOT and Lyft to establish ridehail loading zones for the 2019 season. Three zones (open to both Lyft and Uber) were established around the stadium, and a “LYFT Like a Pro” marketing campaign was launched to educate fans about use of the zones.

The 2019 fan survey indicates that approximately 20% of ridehail trips utilized the designated zones for pickup. Most passenger loading for ridehail occurred outside a designated zone, primarily within the Goose Hollow neighborhood. While not all fan ridehail trips will require use of a designated zone at the stadium—notably ones that occur well after the game as fans patronize local and downtown business—additional effort should be made to incentivize use of the zones and minimize loading activity in neighborhoods.

Key actions for 2020 and future seasons include:

- **Explore piloting a PIN based system to increase the speed and efficiency of pickups**, similar to the 2019 pilot, and current operations, at the Portland International Airport. A pilot program may require additional pickup zones/driver staging areas.
- **Designate additional zones, expand footprint and/or modify location of existing zones** to better meet loading needs, facilitate traffic flow, and accommodate construction activity near the stadium during the 2020 season.
- Maximize **geo-fencing features** to direct drivers and passengers to designated zones including expansion of the geo-fenced area around stadium capturing ride requests.
- Continue to **educate and inform** drivers and passengers through:
 - » Additional signage in key locations directing fans to zones
 - » Marketing campaigns and collateral
- Encourage **programs and/or pricing policies** to incentivize use of ridehail trips that result in **pooled rides** and use of designated loading zones.
- Designate **driver staging areas** within a reasonable distance of the stadium on game days.
- Work with PBOT to secure **game day data from operators on ridehail use** to and from Providence Park, as well as number of pickups and dropoffs by location.

4 Prioritize further implementation of CTMP Measures A.1 and A.2, ensuring that fans are aware of travel options and maximize use of mobility incentives.

Responsible parties: Portland Timbers (lead); PBOT Transportation Operations, Parking Operations, and Signage Department, TriMet (support)

Key actions for 2020 and future seasons include:

- Develop **individualized marketing campaigns**—for example, promoting park-and-rides at MAX stations to fans in Washington County.
- Work with TriMet to explore options for providing **discounted transit passes** on a game-by-game basis so fans do not have to commit to passes for the entire season.
- **Encourage season ticket holders** to take advantage of discounted TriMet passes.

5 Promote use of underutilized park-and-ride facilities (CTMP Measure B.2).

Responsible parties: Portland Timbers (lead); TriMet Planning & Asset Management (support)

Many fans already use park-and-rides, particularly those who live in Washington County and east Multnomah County. To continue to increase the share of fans taking transit, and reduce local parking impacts, the Timbers and TriMet should further promote regional park-and-rides and educate fans on the availability of parking at the locations that provide direct MAX service to and from Providence Park.

Key actions for 2020 and future seasons include:

- Identify stations that provide a **one-seat ride** to Providence Park on MAX Blue and Red lines and have available parking capacity for fans. Information from the fan travel survey about which facilities fans already use can help identify priority locations.
- Provide **targeted promotion and marketing** about park-and-rides to fans who live in areas with good access to the identified “one-seat ride” facilities.

6 Support and implement bike access and safety improvements near Providence Park (CTMP Measure F.4) and expand pedestrian access and safety (CTMP Measure E.2).

Responsible parties: PBOT Active Transportation Operations (lead); Portland Timbers (support)

Safer walking and biking routes to the stadium was the third highest priority improvement for fans who responded to the 2019 fan travel survey, even though a relatively small number of fans currently use these modes. The survey suggests that more fans may be willing to try biking, walking, or scooting if they felt more comfortable. Providence Park is located in a bicycle and pedestrian friendly area, but lacks bike facilities connecting directly to the stadium. Planned bicycle infrastructure projects in the neighborhood will go a long way to creating more comfortable routes, and focused intersection improvements could also remove barriers for people who walk.

Key actions for 2020 and future seasons include:

- Implement **planned active transportation network** improvements near Providence Park including: two-way protected bike lanes on SW Salmon/SW Taylor; two-way protected bike lanes on NW/SW 12th, 14th, and 17th; the Flanders Crossing bike and pedestrian bridge over I-405.
- Review **street lighting** near the stadium, particularly on 20th Place.
- Coordinate with PBOT to ensure sufficient **accommodation for people walking and biking through and around work/construction zones near the stadium.**
- Evaluate **temporary or interim active transportation improvements** on streets immediately surrounding Providence Park to help fans connect to the stadium on game days. This could include expanding temporary street closures or using temporary materials such as spray-chalk and plastic barriers to provide greater separation and minimize conflicts between transit, automobiles, and people biking and walking during the busy time before and after games.

7 Continue to implement CTMP Measures G.1 and G.2 to ensure consistent monitoring and ongoing improvements.

Responsible parties: Portland Timbers (lead); PBOT, City of Portland, TriMet, ridehail operators, and other key parties (support)

In the 2019 season, the Timbers introduced a new fan travel survey, designed according to CTMP Measure G.2, to reach both season ticket holders and people who purchased single-game tickets. A fan travel survey should be conducted on a regular basis to ensure consistent and meaningful data collection.

Mode share targets may need to be adjusted based on the 2020 fan travel survey, when the Timbers and Thorns have returned to a more typical home game schedule. From 2021 forward, the fan travel survey can be used to monitor progress towards those targets and refine CTMP strategies to best mitigate game day travel impacts in the neighborhoods surrounding Providence Park.

The Timbers, PBOT, and TriMet should continue to collect data from other sources related to fan transportation and travel activity on game days. Opportunity exists to enhance data collected, monitoring procedures, data reporting and sharing, and public communication. Specifically, PBOT should keep the Timbers informed on the status of data sharing and reporting agreements with private mobility companies and provide available data that can inform measures related to ridehailing and e-scooters.

8 **Revise 2022 mode share targets based on the findings of the 2019 fan travel survey.**

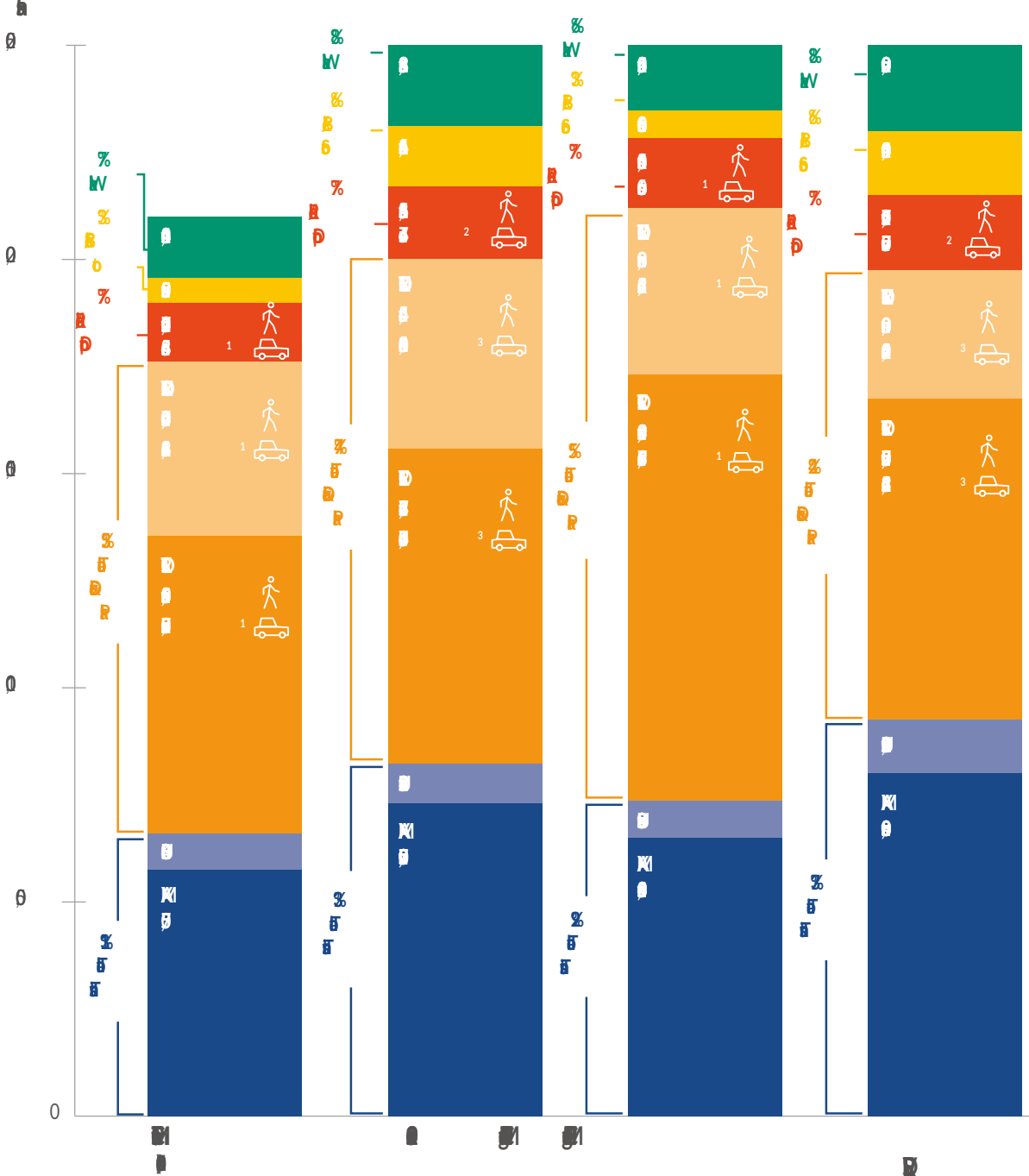
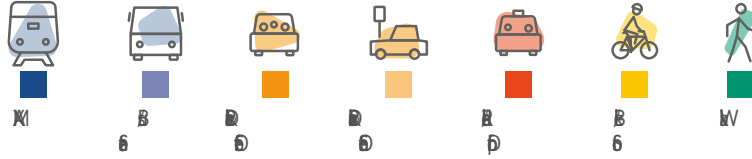
Responsible parties: SOC (lead)

The CTMP Update included mode split targets for Timbers games to meet the requirements of City Code Chapter 33.510.115.D.4 and provide a core metric by which to track progress of the CTMP and inform adjustments to measures over time.

Existing and future mode split targets in the CTMP Update were based on best available data at the time—a 2016/17 online survey of Portland Timbers season ticket holders, a 2018 TriMet intercept survey of fans at the stadium, and supplementary analysis of modal data. Per Measure G.2 of the CTMP, a new fan travel survey and methodology was developed for the 2019 season to ensure accurate and consistent data collection.

The 2019 fan survey indicates that the targets set in the CTMP Update are out of date. While fan surveys in future seasons should confirm these trends, it is recommended that new three-year targets be established.

The revised future targets establish an ambitious, longer-term goal for Providence Park in which 42% of fans drive to games and 58% of fans take transit, walk, bike, scoot, or use a ridehail service. A major focus of the 2022 targets is shifting fans who drive from parking on-street to available off-street parking near the stadium.



N NELSON
NYGAARD

Agenda No. 163

Item Type: Report No. _____
 Council Meeting Date: February 26, 2020

Title: Accept the Providence Park Comprehensive Transportation Management Plan 2019 Season Report (Report)

AGENDA TYPE

- Consent
- Regular
- Time Certain Start Time 9:45 am

Item 1 of 1

Total amount of time needed for presentation, testimony and discussion (Regular and Time Certain Only): 30 Minutes

INTRODUCED BY: Mayor Wheeler

COMMISSIONER / AUDITOR APPROVAL

Mayor - Finance & Admin. - Wheeler Digitally signed by Mustafa Washington Date: 2020.02.18 10:22:07 -0800
 Position 1/ Utilities - Fritz
 Position 2/ Works - Vacant
 Position 3/ Affairs - Hardesty
 Position 4/ Safety - Eudaly
 City Auditor - Hull Caballero

BUREAU APPROVALS

Bureau: OMF/CAO
 OMF/CAO: Tom Rinehart Digitally signed by Tom Rinehart Date: 2020.02.05 13:26:03 -0800
 Bureau Approval: Carmen Merlo Digitally signed by Carmen Merlo Date: 2020.02.05 11:06:16 -0800

Prepared By: Karl Lisle
 Date Prepared: February 4, 2020

1) Is a completed Impact Statement attached? Yes

2) Does the item amend the budget? Yes No
 If yes, **Budget Office** Approval

3) Is the item a Code ordinance? Yes No

4) Is this item a contract (current or future), code, easement, franchise, comp plan or Charter? Yes No
 If yes, **Attorney Office** Approval

If yes, **Auditor Office** Approval

5a) Is item a Portland Policy Document or Administrative Rule? Yes No

5b) If yes, is the City Policy/Admin Rule directive in the ordinance or resolution? Yes No

ACTION TAKEN:

FEB 26 2020 **ACCEPTED**

CLERK USE: DATE FILED 2/18/20
 Mary Hull Caballero
 Auditor of the City of Portland
 By: Karla Moore-Love Digitally signed by Karla Moore-Love Date: 2020.02.18 16:22:00 -0800
 Deputy

FOUR-FIFTHS AGENDA	
1. Fritz	
2. Vacant	
3. Hardesty	
4. Eudaly	
Wheeler	

	COMMISSIONERS VOTED AS FOLLOWS:	
	YEAS	NAYS
1. Fritz		
2. Vacant		
3. Hardesty	✓	
4. Eudaly	✓	
Wheeler	✓	