

Council meeting agenda

Thursday, July 20, 2023

10:30 AM

**Metro Regional Center, Council Chamber,
[https://www.youtube.com/live/s3EqH88P3C](https://www.youtube.com/live/s3EqH88P3Ck?feature=share)**

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<https://zoom.us/j/615079992> Webinar ID:

615 079 992 or 888-475-4499 (toll free)

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/s3EqH88P3Ck?feature=share>

1. Call to Order and Roll Call

2. Public Communication

Public comment may be submitted in writing. It will also be heard in person and by electronic communication (video conference or telephone). Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 p.m. the day before the meeting will be provided to the council prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-813-7591 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those wishing to testify in person should fill out a blue card found in the back of the Council Chamber.

Those requesting to comment virtually during the meeting can do so by joining the meeting using this link: <https://zoom.us/j/615079992> (Webinar ID: 615079992) or 888-475-4499 (toll free) and using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. Presentations

- 3.1 Pride Month 2023: Transgender inclusion at Metro [23-5908](#)
- Presenter(s): Sebrina Owens-Wilson, DEI Director, Metro
Russ Sanchez, Employee Communication Coordinator, Metro
SB Collins, RID Patrol Program Planning and Engagement Specialist, Metro
- Attachments: [Transgender Inclusion](#)
- 3.2 2019 Parks & Nature Bond Measure Audit Presentation [23-5898](#)
- Presenter(s): Brian Evans (he/him), Metro Auditor, Metro
- Attachments: [Parks and Nature Bond Audit](#)
[Parks and Nature Audit](#)

4. Resolutions

- 4.1 Resolution No. 23-5335, For the Purpose of Adopting the [RES 23-5335](#)
2024-2027 Metropolitan Transportation Improvement
Program for the Portland Metropolitan Area
- Presenter(s):
Grace Cho (she/her), Senior Transportation Planner, Metro
Ted Leybold (he/him), Resource Development Section Manager, Metro
- Attachments: [Resolution No. 23-5335](#)
[Exhibit A](#)
[Exhibit B](#)
[Staff Report](#)
[Metro Council Worksheet](#)

- 4.1.1 Public Hearing for Resolution 23-5335

- 4.2 Resolution No. 23-5344 For the Purpose of Approving [RES 23-5344](#)
Fiscal year 2023-24 Funding for a 2040 Planning and
Development Grant Funded with the Construction Excise
Tax

Presenter(s): Glen Hamburg (he/him), Metro
Schuyler Warren, Senior Planner with the City of Tigard

Attachments: [Resolution 23-5344](#)
[Staff Report](#)
[Attachment A](#)
[Attachment B](#)
[Attachment C](#)

5. Other Business

- 5.1 2024 Urban Growth Management Decision: Work Program [23-5910](#)
Status Updates

Presenter(s): Malu Wilkinson (she/her), Equitable Development and
Investment Program Director, Metro
Eryn Kehe (she/her), Urban Policy and Development
Manager, Metro
Ted Reid (he/him), Principle Regional Planner, Metro

Attachments: [Staff report](#)
[UGB conditions of approval](#)
[UGM Public Engagement Plan](#)

6. Chief Operating Officer Communication

7. Councilor Communication

8. Adjourn

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឱ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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***Pride Month 2023: Transgender inclusion at
Metro
Presentations***

Metro Council Meeting
Thursday July 20 2023

Council Work Session Worksheet

Agenda Item Title: Pride Month 2023: Transgender inclusion at Metro

Presenters, (titles): Sebrina Owens-Wilson, DEI Director; Russ Sanchez, Employee Communications Coordinator; S.B. Collins, RID Patrol Program Planning and Engagement Specialist- Senior Solid Waste Planner

Contact for this worksheet/presentation: cassie.salinas@oregonmetro.gov,

Purpose/Objective: To provide Metro Council a high-level update on the key efforts made since the Pride proclamation in 2020, which pledged Metro's commitment to transgender and non-binary employees and community members.

Background: In June 2020, Metro Council [adopted a proclamation](#) for Pride month that stressed the need to address transphobia in Metro's equity work. In March of 2021, [Metro's Gender Inclusion Policy](#) was adopted and provided a clear directive for the development of employee guidelines, resources and educational opportunities aimed at fostering transgender-inclusive workplaces.

As Pride Month 2023 comes to a close, this staff presentation will spotlight the achievements of Metro's Transgender Nonbinary Initiative and the efforts of Metro's Pride Employee Resource Group, and highlight the ongoing need to center this work given the increasingly transphobic political climate across our region and in the United States.

What packet material do you plan to include, if any?

None

**2019 Parks & Nature Bond
Measure Audit Presentation**
Presentations

Metro Council Meeting
Thursday, July 20, 2023



Parks and Nature Bond:

Establish goals and performance measures for public access

June 2023
A Report by the Office of the Auditor

Brian Evans
Metro Auditor

Mason Atkin
Senior Management Auditor

David Beller
Senior Management Auditor



Knighton Award for Auditing

Audit receives recognition

The Office of the Metro Auditor was the recipient of the “Distinguished Award” for Small Shops by Association of Local Government Auditors (ALGA). The winning audit is entitled “Affordable Housing Bond Preparedness: Develop Clear and Consistent Guidance to Improve Bond Operations.” Auditors were presented with the award at the ALGA conference in Dallas, Texas in May 2022. Knighton Award winners are selected each year by a judging panel of peers and awards are presented at the annual conference.

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The Hotline is administered by the Metro Auditor's Office. All reports are taken seriously and responded to in a timely manner. The auditor contracts with a hotline vendor, EthicsPoint, to provide and maintain the reporting system. Your report will serve the public interest and assist Metro in meeting high standards of public accountability.

To make a report, choose either of the following methods:

Dial 888-299-5460 (toll free in the U.S. and Canada)

File an online report at www.metroaccountability.org

MEMORANDUM

June 21, 2023

To: Lynn Peterson, Council President
Ashton Simpson, Councilor, District 1
Christine Lewis, Councilor, District 2
Gerritt Rosenthal, Councilor, District 3
Juan Carlos González, Councilor, District 4
Mary Nolan, Councilor, District 5
Duncan Hwang, Councilor, District 6

From: Brian Evans, Metro Auditor

Re: Audit of Parks and Nature Bond Measure

This report covers the audit of the 2019 Parks and Nature bond measure. The purpose was to determine if Metro was prepared to increase access to nature as envisioned in bond commitments. It assessed the clarity of public access goals, current access levels, and opportunities to increase access.

The audit found lack of clarity about what specific outcomes the bond sought to accomplish related to access to nature. Access was not defined, and no specific access goals were set. The audit also found limitations to public access in the current land portfolio. One limitation to access was the orientation towards habitat and land conservation. The other limitation was barriers getting to and experiencing Metro-owned land.

The bond's role in increasing access was mainly focused on funding partners. However, some recent trends indicate that local jurisdictions may be moving away from new access projects to focus on deferred maintenance. To meet bond commitments, Metro may need to prioritize public access on its own land to a higher degree than it has in the past.

We have discussed our findings and recommendations with Marissa Madrigal, Chief Operating Officer; Jon Blasher, Parks and Nature Director; and Beth Cohen, Strategic Funding Program Manager. I would like to acknowledge and thank all of the employees who assisted us in completing this audit.

Summary

Voters approved Metro's \$475 million Parks and Nature Bond in November 2019. The overarching purpose and intent of the bond was to make the region a more livable place for everyone. The bond's guiding principles included commitments to access and equity:

- Connect more people to the land and rivers of our region.
- Invest in trails for biking and walking.
- Support community-led parks and nature projects.
- Make parks and natural areas more accessible and inclusive.
- Take care of what we have.
- Advance racial equity through bond investments.
- Serve communities through inclusive engagement, transparency and accountability.

The audit found lack of clarity about what specific outcomes the bond sought to accomplish related to access to nature. Access was not defined, and no specific access goals were set.

The audit also found an underdeveloped performance measurement system overall, and specifically for measuring equitable access. Developing performance measures for each bond program would create a vision of what success should look like.

The bond's role in increasing access was mainly focused on funding Metro's partners rather than investing in increased access on Metro-owned land. Local Share and three grant programs could support access to varying degrees, but it will depend on what projects are selected for funding.

To meet the bond commitments, Metro may need to prioritize public access on its own land to a higher degree than it has in the past. Land purchased through previous bond measures provide opportunities for Metro to increase public access. However, the audit found limitations to accessing the land.

Metro's land purchases have been oriented towards land and habitat conservation. Data showed 17% of acquisitions since 2006 were ranked as high for access potential which indicates that most land purchases were not intended for public access.

Travel time analysis showed some sites may not be easily accessible without a personal vehicle. Visits to eight natural areas showed some obstacles for accessing the sites. These included the availability of information online, amenities, signage, and maintenance.

The audit included eight recommendations. Five were intended to ensure the bond delivers on its commitments by strengthening the performance measurement system related to public access and equitable access goals. One recommendation focused on clarifying the long-term vision for the land Metro owns. Two were targeted at using community engagement and feedback in parks and nature work.

Background

Voters approved Metro's \$475 million Parks and Nature Bond in November 2019. The bond was intended to fund natural area and water quality protection, and to connect people to nature. Similar bonds were approved by voters in 1995 (\$135.6 million) and 2006 (\$227.4 million).

A major difference between the 2019 bond and previous bonds was the focus on climate resilience, community engagement, and racial equity. These criteria were intended to be incorporated into all bond programs and projects. Taking care of Metro parks, purchasing property in the Metro region, and funding community visions were also prioritized in the 2019 bond.

The overarching purpose and intent of the funds was to make the region a more livable place for everyone. Investing in parks and nature was identified as an urgent action for the region. Bond documents stated that communities – particularly communities of color and other historically marginalized communities – still await equitable access to the benefits of public investments.

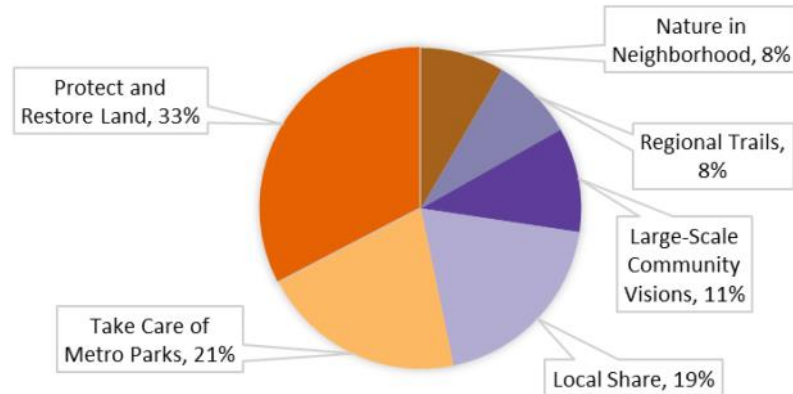
The bond draws from previous plans. One of which was Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion. Another was the 2016 Parks and Nature System Plan that summarized Metro's Park and Nature mission and role to create and maintain a regional system of parks and natural areas. The System Plan included an operating model as a tool for analyzing decisions about new acquisitions and operating sites. It states that Metro's vision will succeed only if it benefits diverse communities across the region. The plan also made a commitment to doing a better job serving people of color and low-income communities.

The bond consists of six programs with dedicated amounts for each.

- Protect and Restore Land: \$155 million for land acquisition, stabilization, and projects. Twenty-four regional target areas eligible for bond funding.
- Take Care of Metro Parks: \$98 million to address capital maintenance, repair, and improvements at Metro facilities. Funding was also dedicated to completing nature parks that were under construction, creating new parks, and improving access opportunities.
- Local Share: \$92 million allocated to 27 local jurisdictions for projects. The funds were allocated based on population and designed for jurisdictions to purchase properties for public access or enhance existing access.
- Large Scale Community Visions: \$50 million for large projects that achieve community benefits like job opportunities, affordable housing, and safe and reliable transportation. The program dedicated \$20 million for the Willamette Falls Legacy Project and riverwalk in Oregon City.
- Nature in Neighborhoods Capital Grants: \$40 million for competitive capital grants to fund public-private partnership projects, including a pilot for community-based participatory grantmaking.

- Regional Trails (RT): \$40 million to support master planning, land acquisition, and construction. This program also included grants for local jurisdictions to build segments of regional trails.

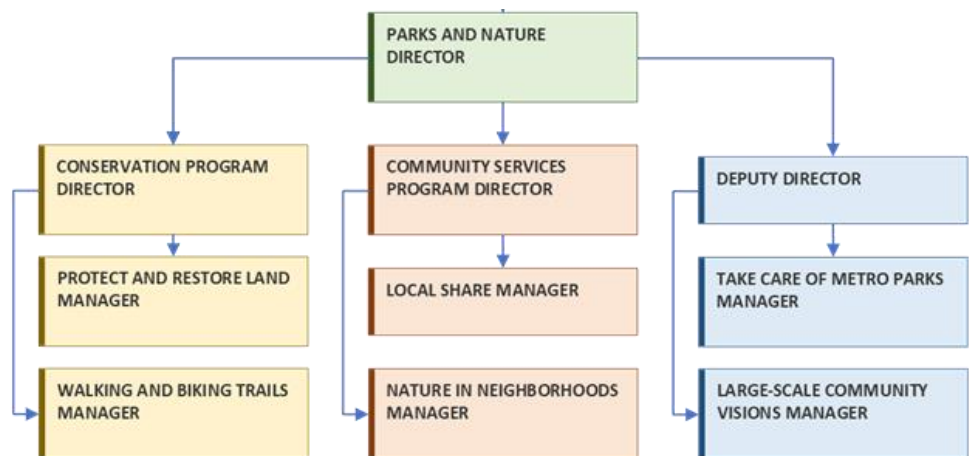
Exhibit 1 Bond funds are allocated to six programs



Source: Auditor's Office analysis of bond program documents

Bond funds are administered by Metro's Parks and Nature department. Their work is also supported by the Office of Metro Attorney; Finance and Regulatory Services; Human Resources; Communications; and the Construction Project Management Office. Leadership is provided by the department director, deputy director, two program directors and six program managers. The department budgeted for 38.9 full time equivalents for bond work in FY 2022-23.

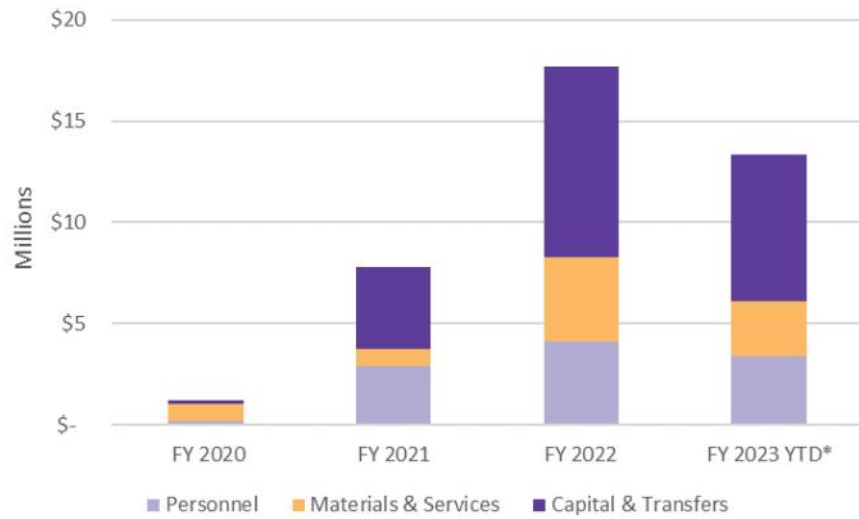
Exhibit 2 Bond work is managed by the Parks and Nature department



Source: Auditor's Office analysis of Parks and Nature organizational chart and PeopleSoft human resources data.

Spending over the first three fiscal years of the bond averaged \$8.9 million per year and total spending through April 13, 2023 was about \$40 million. An independent oversight committee was appointed to review progress for Metro Council and the region's residents. The committee's responsibilities include oversight of Metro's efforts to meet the racial equity and climate resiliency criteria and outcomes described in the bond.

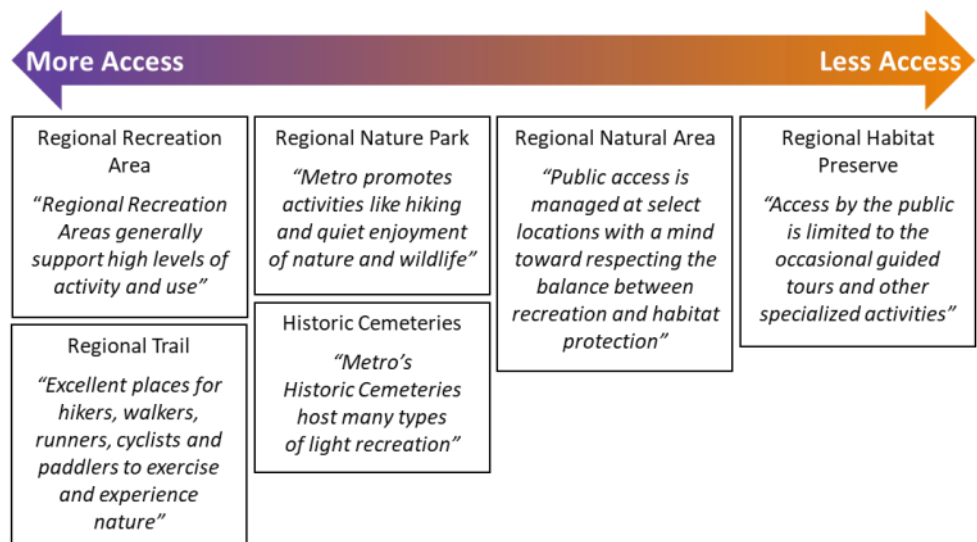
Exhibit 3 About 8% (\$40 million) of bond funds have been spent*



Source: Auditor's Office analysis of Parks and Nature data.
*As of April 13, 2023

Metro owns around 19,000 acres of land. The land is categorized into six classifications based on its purpose and level of public access. While all land is open to the public, except where legally prohibited, Metro encourages public access on some sites more than others. Sites with formal access have facilities such as parking, trails, signs, and restrooms. At other sites, public access is more limited due to agriculture agreements, lack of facilities, or habitat restoration. These sites are categorized as informal access or no access, and Metro does not encourage public use.

Exhibit 4 Land classifications and their expected level of public access



Source: Auditor's Office analysis of 2016 Parks and Nature System Plan.

Results

The audit found a lack of clarity about what was intended to be achieved related to public access. There was an underdeveloped performance measurement system for evaluating access. To meet bond commitments, Metro may need to prioritize public access on its own land to a higher degree than it has in the past.

The audit also found limitations to public access in the current land portfolio. One limitation to access was the orientation towards habitat and land conservation. The other limitation was barriers to getting to and experiencing Metro land. Limited public transit options made it more difficult to get to some sites. Inconsistent signage, parking, and public amenities could prevent the public from feeling welcome when they get to some sites.

The audit assessed the potential of each bond program to increase access. The analysis included current allocations, spending-to-date, and an estimate of how much may be spent on new parks. Several bond programs have the potential to increase access, but only one is predominantly focused on creating new access to nature. There are several possible options to increase access. Metro and the Oversight Committee will have to assess tradeoffs among the numerous priorities to meet the bond's commitments.

Greater clarity needed to define access expectations

The audit found lack of clarity about what specific outcomes the bond sought to accomplish related to access to nature. Commitments to increase access were included in the summary, principles and program criteria, but access was not defined, and no specific access goals were set. One bond principle was *to connect more people to the land and rivers of our region*, and a community engagement criterion was *to improve the accessibility and inclusiveness of developed parks*.

In the bond, access was referred to in several contexts including access to newly purchased properties and access for specific groups such as those with specific abilities or from marginalized communities. These examples illustrated important considerations of access and equity. However, without a clear vision of success for access, staff may not have a clear direction for what strategies and activities should be prioritized.

In addition to access, the bond prioritized equity and equitable access. A specific definition for equitable access was not given. However, the bond suggests that equitable access might reduce inequities of access. The importance of equitable access was emphasized in many bond documents.

One bond principle was to advance racial equity through investments. Program documents noted that communities of color and other historically marginalized communities still await equitable access. The concept of equitable access might include historically marginalized communities' ability to utilize sites including their proximity to neighborhoods and amenities like suitable trails for people with different abilities. Bond documents suggest that access is focused on investments that support the general public using nature and equitable access emphasizes benefits for historically marginalized communities.

Exhibit 5 Bond principles included commitments to access and equity

- Connect more people to the land and rivers of our region.
- Invest in trails for biking and walking.
- Support community-led parks and nature projects.
- Make parks and natural areas more accessible and inclusive.
- Take care of what we have.
- Advance racial equity through bond investments.
- Serve communities through inclusive engagement, transparency and accountability.

Source: Metro Council Resolution 19-4988.

The bond committed to equity and the inclusion of historically marginalized communities in decision making processes. Criteria for Racial Equity and Community Engagement includes the prioritization of projects and needs identified by communities of color, Indigenous communities, low-income and other historically marginalized groups. Some examples of equity were described, but clarifying definitions and goals around access to nature and equitable access could be valuable for creating clear actions plans.

In the absence of a definition of access, the audit used the community feedback related to the bond’s development and implementation to create a conceptual model of what access could mean. The model identified three main groupings:

- the ability to get to a site,
- the experience of being at a site, and
- the personal benefits gained from connecting with nature.

Exhibit 6 Community expressed multifaceted needs for nature access

Getting to nature

- Information availability
- Cost
- Logistical ease: sidewalks, transportation, parking
- Proximity to home

Leaving nature; benefits gained from being in nature

- Mental health
- Physical health
- Spiritual health
- Community health
- Family connection

Being in nature; the experience

- Programming
- Cultural activities
- Gathering spaces
- Amenities
- ADA
- Safety
- Feeling welcome
- Terrain of the land
- Maintenance of sites
- Connection to nature
- Connection to culturally significant plants, or spaces

Source: Auditor’s Office analysis of bond community engagement reports.

Metro's community engagement indicated that increased access could include several elements such as developing new sites, increasing site amenities to make them easier to use, and providing information online about sites. Community feedback suggested that Metro should prioritize equitable access. For example, one of the primary needs and goals identified by Black, Indigenous, and People of Color (BIPOC) was increasing access to nature close to neighborhoods where those communities live. They recommended that Metro identify where historically marginalized communities needed increased nature access and work with members of the community to address the need.

Summaries of community feedback indicated different opinions about the need for new parks. Bond leadership appeared to be primarily focused on community engagement messages that supported taking care of existing sites, but not those on increasing access at new sites. One engagement report stated that the desire for new nature parks came up less than taking care of existing nature parks, but also noted support for developing new parks.

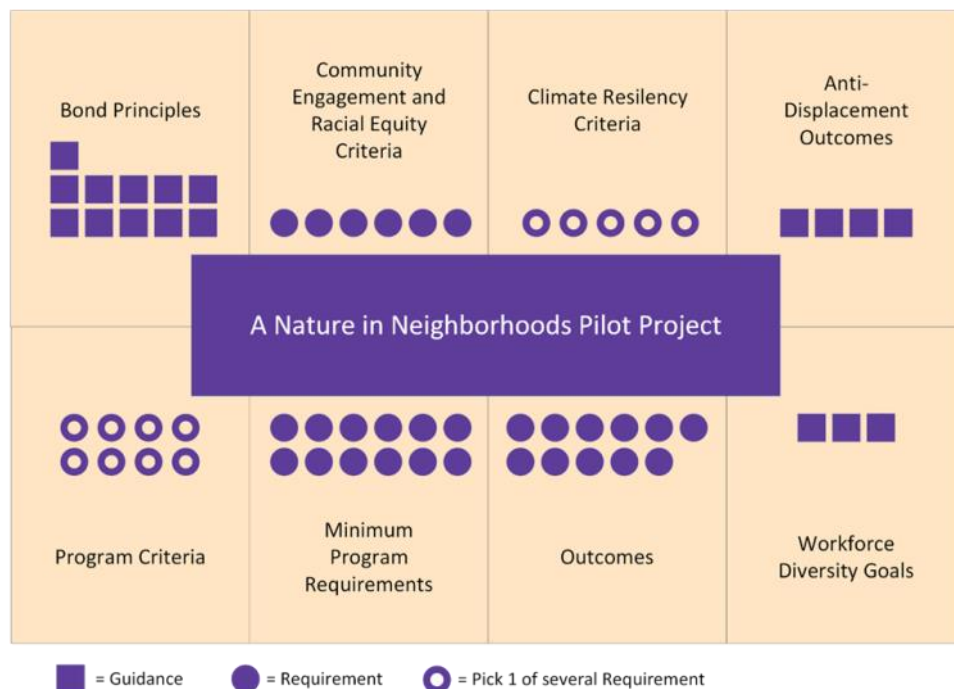
Given these variations, it is important to define what aspects of access the bond is expected to deliver. Some community members who provided feedback expressed distrust of Metro's intentions to implement what was shared during community listening sessions. Some participants felt that their needs and priorities were not addressed in the past. The role of community engagement outlined in the bond was to continue to build trust and relationships. If the funds do not deliver results around access, it risks not efficiently using the time and resources spent engaging community. It could also make it more difficult to gather feedback in the future.

Underdeveloped systems to define and prioritize goals

Even if there were clear definitions of access and equitable access, the number of goals outlined in the bond may not result in improvements without additional prioritization. The audit found that the volume of goals puts accountability and effectiveness at risk. In addition to the principles and criteria that apply to the entire bond, there were additional criteria for each of the six programs.

The average number of goals for a program was 47. Goals were documented in the authorizing resolution, grant handbooks, refinement plans, Intergovernmental Agreements, and a draft of the evaluation framework. For example, a project in the Nature in Neighborhoods Community Choice pilot program was expected to address up to 60 criteria, principles, requirements, and outcomes.

Exhibit 7 Grants in the Nature in Neighborhoods Community Choice program have to address up to 60 elements



Source: Auditor's Office analysis bond program documents, Construction Career Pathways Framework, and Nature in Neighborhoods program Handbook.

The challenge of managing so many goals could be mitigated with an effective prioritization system. However, the audit found the system was underdeveloped. The bond lacked clarity for which programs were responsible for meeting which principles and there were mixed messages.

For example, we heard that the Protect and Restore Land program was focused on achieving conservation goals. However, the program created a new Urban Target Area with the intention to impact equity and access. Three of nine questions asked to community members in a public engagement process were categorized as access to nature, indicating access was an important part of program activities.

Most programs had underdeveloped prioritization systems to address bond principles and criteria. Some criteria required one element to be met out of several possible options. We could not determine if the intention was to have a balanced distribution among the options or if one criterion should be prioritized.

For example, in the Local Share program projects must meet one of ten criteria. If every Local Share project sought to address the same criterion it could result in an abundance of projects with the same goal, but none of the other goals. Alternatively, if one project were selected for each goal it could result in small progress on each without a significant impact on any of them.

Underdeveloped performance measurement system

The Regional Trails program developed and used a tool for prioritizing investments among competing goals, including access to nature, which could be a model for the other programs. Development of the tool was shaped through community engagement. It resulted in six measurable factors on which each potential investment would be assessed. The output of this tool was a ranked project list that included considerations for access and neighborhood demographics. This tool was a possible example of using a data-driven process to prioritize investments by synthesizing program-specific activities and goals with the overall set of principles.

The audit found an underdeveloped performance measurement system overall, and specifically for measuring equitable access. Developing performance measures for each program would provide direction to staff, Metro's partners, and the public to create a vision of what success should look like.

We did not find any quantified measures for equitable access. We reviewed a draft of the bond evaluation framework which was being developed during the audit. The draft included statements of intended outcomes within the next 20 years. Some outcomes emphasized equitable access such as *community members in park-deficient neighborhoods experience increased access to nearby natural areas*. Performance measures with specific quantifiable indicators could provide a more precise and clear direction.

Metro has had some success when it set specific performance targets in the past. In 2004, Metro committed to building four parks in four years. As a result, new nature parks opened in 2008, 2009, and 2010. Similarly, Metro had success meeting their acre purchase goals to support protecting habitat and water quality. Areas were prioritized using scientific surveys to identify specific habitat types that were threatened. This data-based approach shows the potential benefit of setting specific performance targets and then measuring progress.

The underdeveloped performance measurement system could lead to distrust with the public and program partners. Metro intended to do things differently for this bond by:

- Prioritizing equitable access and habitat preservation.
- Engaging community members more robustly and listening to their feedback.
- Demonstrating how equity considerations could be included in parks and nature investments.

Not delivering on commitments could damage relationships with the community and may limit support for future investments in Metro's parks and natural areas.

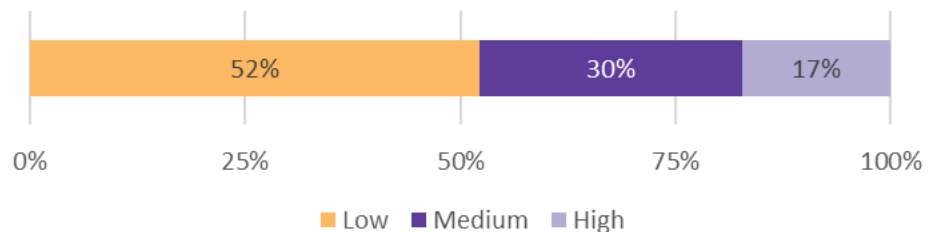
Limitations to access in current portfolio

Land purchased through bond measures presents an opportunity to increase public access. However, the audit found limitations to accessing some of the land. This was partly due to the prioritization of habitat conservation in previous bonds. Our analysis showed the current land portfolio is oriented towards conservation and we found barriers getting to and experiencing some Metro-owned land.

Land oriented towards conservation

Metro's land purchases have been oriented towards conservation. Memos for each purchase from 2006 onward included a description of the land's public access potential and a public access rating of low (not likely to offer access), medium (future access possibility), or high (the public will have access). The data showed 17% of acquisitions were ranked as high which indicates that most land purchases were not intended for public access.

Exhibit 8 About 17% of purchases since 2006 were rated high for access potential



Source: Auditor's Office analysis of Parks and Nature closing memos.

Public access potential may change over time, so the audit also evaluated the way land is currently classified. The analysis showed the largest group of Metro sites are classified as Natural Areas. The primary focus for Natural Areas is conservation rather than public access. There are nearly seven times more Natural Areas than Nature Parks. Land acquisitions over three bonds have predominantly contributed to sites without formal public access. About three times as many purchases have been invested in Natural Areas and Habitat Preserves (\$144 million) as Nature Parks and Recreational Areas (\$53 million).

Exhibit 9 Most of Metro's sites are Regional Natural Areas



Source: Auditor's Office analysis of Parks and Nature data.

Difficulties getting to, and experiencing natural areas

Natural Areas make up the largest number of sites and there were barriers to accessing some of them. The primary purpose of these sites is not for recreation, however all of Metro's land is public and community members are normally permitted to use Natural Areas. There were gaps between community access expectations and what we observed when we visited the following eight Natural Areas:

- Arrow Creek, Multnomah County
- Barton, Clackamas County
- Brown, Washington County
- Gabbert Butte, Multnomah County
- Grant Butte Wetlands, Multnomah County
- Heritage Pine, Washington County
- Holcomb Creek, Washington County
- Richardson Creek, Clackamas County

We compared our observations to what members of the community stated were important.

Exhibit 10 Obstacles to access observed at natural areas

Community access expectation	Obstacles to access
Getting to Sites	
Information availability Virtual platform with site information such as hours of operations, maps, accessibility and amenities	Information not posted on Metro website
Travel Sites are convenient and feasible to travel to	Sites are predominantly accessible by car with limited public transit options; sidewalks can be lacking
Mobility Visitors of all abilities can enter site and move within the site	Challenges to enter and move including a wetland; a steep slope; fences; locked gates; private property and no trespassing signs; agriculture and residential leases
Experience at Sites	
Amenities Infrastructure supports the nature experience	Lack of trails, trails covered by blackberries, lack of formal parking, lack of tables
Signage Signs support feeling welcomed; expectations are clear	Metro signs posted ad hoc
Maintenance of sites Sites are clean and taken care of	Presence of trash and overgrown trails that were not passable

Source: Auditor's Office analysis of site visits in January 2023, community engagement report, Metro website, travel data, agricultural lease data, 2011 Portfolio Report, and Natural Area data.

These obstacles increased the risk that the access needs expressed by community members may not be met at Natural Areas. Maintained parks were stated by the community as an important component for access. We visited Grant Butte, a Natural Area located in an equity focus area. Equity focus areas have higher concentrations of BIPOC, English language learners, and low-income community members. We observed three piles of trash located nearby two entrances.

Providing information online about certain Natural Areas could be a low-cost way to increase access. In a community engagement session with Black and African American groups, participants stated that a lack of information about parks and outdoor recreational activities was a barrier to use. Metro currently has a practice of not posting information about Natural Areas on its website.

The practice's purpose was to manage potential tradeoffs between public use and other priorities. For example, concern for visitor safety, not enough funding to manage high use at all sites, or the possibility visitors may unknowingly access privately owned land on neighboring properties. Other potential reasons for limiting access include preventing illegal uses, sensitive habitats could be impacted negatively from increased public access, and some land is leased for agricultural uses. However, increasing information about some areas could offer an opportunity to meet community access needs, given the large number of Natural Areas in Metro's portfolio.

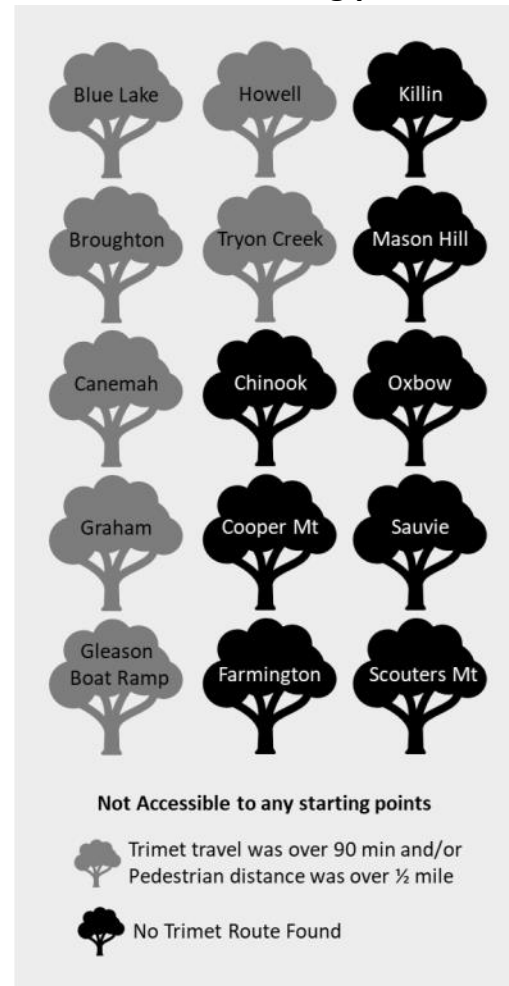
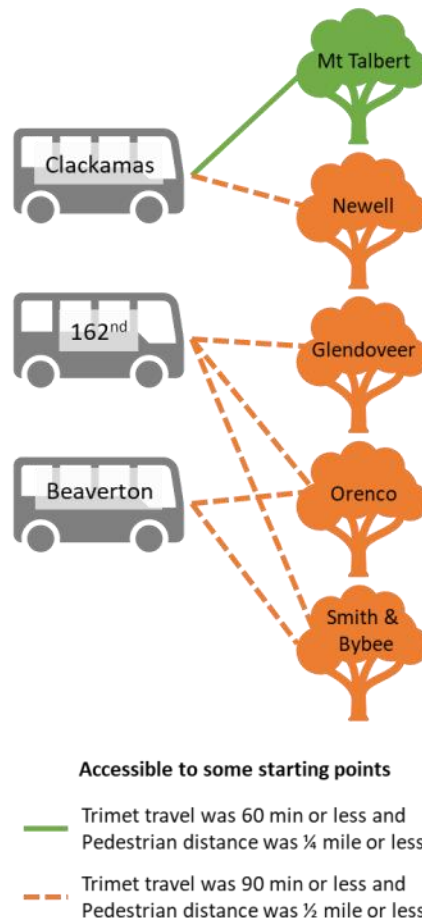
Getting to most parks and recreation areas may require a personal vehicle

The audit also found a barrier to accessing some Recreational Areas and Nature Parks. Recreational Areas and Nature Parks are site classifications intended for public use. We found that these sites may not be easily accessible without a personal vehicle. We used Google Maps to calculate transportation time to Metro's twenty Nature Parks and Recreational Areas from three TriMet stops in equity focus areas:

- Beaverton Transit Center,
- Clackamas Transit Center, and
- the NE 162nd station on the border of Portland and Gresham.

We found that 40% of Recreational Areas and Nature Parks sites could not be accessed from the three public transit starting points. From our three starting points, only one site could be reached using TriMet in an hour or less with a quarter mile or less of walking distance. In comparison, each of the three starting points was within a 30-minute drive of at least 10 of the 20 Recreation Areas or Nature Parks. Five of these sites could be reached by public transportation from the starting points when we increased travel time to 90 minutes and walking distance to half a mile.

Exhibit 11 Five Nature Parks and Recreational Areas can be reached in under 90 minutes via TriMet from selected starting points



Source: Auditor Office travel analysis, Google Maps, as of December 2022.

Travel time and distance are possible indicators of equitable access. A clear definition of equitable access could create a target for success. For example, all homes in nature-deprived areas of the region are within a half mile walk to a park by 2032. A goal like this would lead to specific choices regarding program investments, partnerships with local jurisdictions, and could provide further definition for Metro's role in the region.

Bond programs have the potential to increase access, but many other priorities exist

Each bond program's potential to increase access varied. Metro had to balance potentially competing priorities when allocating funding among programs and in deciding how funding would be spent within each program. These competing needs included purchasing land for conservation, taking care of existing sites, and increasing access.

Several of the Bond's programs had the potential to increase access, but only one program was predominantly focused on creating new access to nature. The bond's role in increasing access was mainly focused on funding partners rather than investing in increased access within Metro's land portfolio.

**Metro's land
investments were
less focused on
access**

The Local Share program provides funds for local park providers to create new sites or increase access at existing sites. Three grant programs, Nature in Neighborhoods, Regional Trails and Large Scale Community Visions provide funding to governments and nonprofits in the region. These programs are likely to invest a portion of available funds to increase nature access.

The two largest Bond programs, Protect and Restore Land and Take Care of Metro Parks, have less emphasis on funding new access opportunities because they are focused on purchasing land and improving existing Metro parks.

Fifty-three percent of bond funds are focused on internal Metro programs and are not primarily focused on investments in new access. Protect and Restore Land focuses on purchasing land for habitat conservation while Take Care of Metro Parks focuses on updating existing Metro sites.

The Protect and Restore Land program purchases land but will not increase formal access without investments in key steps in the development process like master planning, design, and construction. It has taken Metro an average of thirteen years to construct a new park from the time of the first land purchase to completion. This suggests that land purchased with bond funds is unlikely to be converted to formal access during the life of the bond.

While the Take Care of Metro Parks program was designed to build new parks or maintain existing parks, only 3% (\$3.2 million) was planned for park construction. These funds went towards completing two Nature Parks, Newell Creek Canyon and Chehalem Ridge, which were previously Natural Areas. Most of the funding for these parks came from the 2006 bond, grants, and Metro's local operating levy.

The lack of funding for new parks was due to prioritizing investments that meet needs within existing parks. The majority of Take Care of Metro Parks funds, including estimated costs for administration and staffing, are planned for Oxbow and Blue Lake Regional Parks. Most of these investments do not appear to provide additional amenities for users, but will maintain existing amenities and facilities. A planning document noted that Blue Lake Park infrastructure work was desperately needed to meet fire suppression requirements, address the removal of derelict and unsafe structures, and upgrade the sanitary system. These infrastructure updates are important to continue the operations of this park, but may not increase access.

Some of the funding for the Take Care of Metro Parks program could enhance access at existing sites. These include projects to comply with the Americans with Disabilities Act and a renovation of Blue Lake Park. The specific projects that will be funded had not been finalized during the audit.

Metro's strategy to increase access is focused on funding partners

Local Share and three grant programs could support access to varying degrees, but it will depend on what projects are selected for funding. The Local Share program appears to offer the greatest potential to increase access due to its primary function of granting money to 27 jurisdictions in the region. However, this potential may be reduced due to a shift in local park providers toward maintenance instead of new access opportunities.

Local Share projects have been highlighted for their equity focus including projects near affordable housing and low-income communities. Most jurisdictions appeared to include an equity focus area within their boundaries. Of the ten projects that had applied to Local Share at the time of our review, three were projects to build a new park within or near an equity focus area.

However, some recent trends indicate that local jurisdictions may be moving away from new access projects to focus on deferred maintenance. For example, in the 2006 bond, 75% of the City of Portland's Local Share funds were allocated to natural areas and park acquisitions. With the 2019 bond, 31% of the City of Portland's Local Share funds were planned for new access to nature, and 68% for maintaining existing assets. We were told the distribution of 2019 funds may be subject to change.

Nature in Neighborhoods is also expected to increase access, but the primary purpose of the program is habitat protection. Of the 52 past projects, 15 were included in a post-project evaluation. The evaluation stated eight new parks were created through program investments, but it did not list which ones. No capital grant projects have been funded yet from the current Bond, and so it is not yet clear if access will be increased.

The Large Scale Community Visions program has potential to increase access. However, the program contains multiple focuses including potential investments in housing, job creation, or transit. At the time of our analysis, four proposals were being considered but no funding decisions had been made. Project proposals included developing urban green spaces, and one included a large natural area with the potential for the public to use nature trails.

The potential of the Regional Trails program to provide access to nature is complex because of the breadth of goals. Building the regional trails system offers the potential to help people to get to nature. Some of the twelve projects appeared to support an experience directly in nature, such as being along a river or providing a public route to get to nature. But, other projects contained descriptions of their locations in dense, urban areas or along heavily trafficked roads which may not be considered nature by the public.

Improved access will depend on which projects are funded

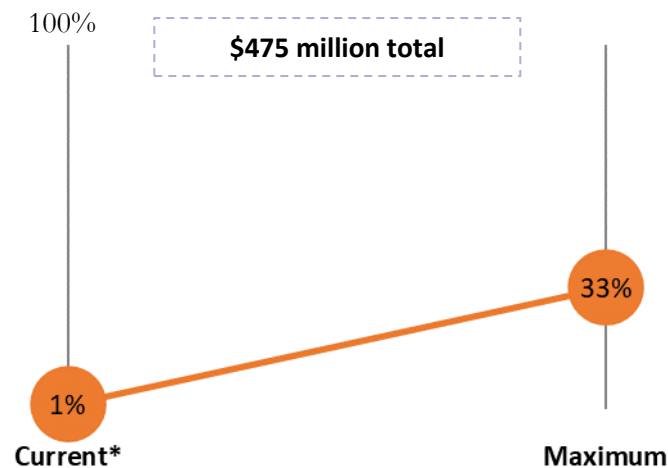
Local Share, Nature in Neighborhoods, and Large Scale Community Visions are the programs that can maximize investments in access. This is due to the fact that the other programs (Regional Trails and Take Care of Metro Parks) have already planned most of their funds, and the Protect and Restore Land program will not increase formal access over the life of the bond.

We calculated possible investments in new parks. The calculation was based on two measures:

- what has been spent so far (current),
- the maximum amount of money that could be spent (maximum).

Current spending was determined by Local Share's approval of \$3.6 million for a new park with Tualatin Hills Park and Recreation district and the completion of two Nature Parks in the Take Care of Metro Parks program (\$3.3M). The maximum spend calculated available money in Local Share, Nature in Neighborhoods and Large Scale Community Visions. All three of these programs would need to spend all of their available funds on new parks to reach the maximum investment possibility.

Exhibit 12 1% of Bond funds to date have been spent on new parks; 33% is the estimated maximum spending on new parks



Source: Auditor's Office analysis of Parks and Nature documents

*Current as of 01/23/2023

There are options to increase access

If Metro wanted to have more assurance of increased access, there are strategies it could adopt using current bond funds or through other initiatives in the future. The appropriateness of these strategies will depend on the definition, goals, and measures for access and equitable access. The audit identified four potential options:

- building new nature parks;
- creating alternative land management priorities at some natural areas;
- increasing investments in partner sites; and
- seeking additional resources.

Build new Nature Parks	<p>Metro's Nature Parks are the current model to provide formal nature access to the public. One way Metro could increase access is to invest in the development of Nature Parks. The bond identified Natural Areas with master plans that could be developed into Nature Parks including Burlington Creek Forest Natural Area, East Council Creek Natural Area, Gabbert Butte Natural Area and McCarthy Creek Forest Natural Area.</p> <p>The two recently created parks cost about \$3-\$5.3 million to construct according to Parks and Nature. Ensuring there is sufficient funding for operations and maintenance will be an important consideration for this strategy. Surplus bond funds could be used for construction. Ongoing operations and maintenance would likely come from the Local Operating Levy.</p>
Consider alternative management practices	<p>Building select amenities at suitable Natural Areas could be an option to improve access without the full cost of building a new park. Other lower-cost options would be to increase maintenance of existing trails at Natural Areas while making site information available online for some of these areas. These options are in line with what BIPOC communities requested in engagement sessions. The combination of increased maintenance with public information could enhance awareness while fostering safe conditions.</p> <p>Other local parks providers encourage public access without necessarily offering toilets or formal parking. An enhanced Natural Area could include regular maintenance such as picking up trash and maintaining existing trails without building parking or bathroom facilities. Metro could also evaluate the viability of listing select Natural Areas on the Metro website. Natural Areas that have been master planned or identified as having more potential for public access would be logical options since they have already been vetted by department staff for their suitability for public use.</p>
Consider increased investment at partner sites	<p>Early in Metro's conservation work, an approach of purchasing land to be managed in partnership with other parks providers was used. These sites are owned in conjunction with the partner in various proportions, sometimes exclusively by Metro and other times co-owned. This approach could provide access close to home since local parks provider boundaries often include residential areas. Our analysis of partner sites suggested that about 90% of Metro's partner-managed sites had a level of public access including trails and available information on the parks providers' websites.</p>
Design future bonds to make greater investment in new access opportunities	<p>Increased funding for public access could be evaluated for future bonds. The bond's largest program, Protect and Restore Land, is focused on land acquisition. The lack of funds for new Nature Parks in the Take Care of Metro Parks program suggested that it was undersized to address the need for new access and maintenance at existing sites. Metro could evaluate how its land aligns with BIPOC community goals for increased access. A shift away from land acquisition would be in line with some community feedback. The practice of continued land purchases without a public access plan may have previously been a logical strategy to counter trends of rapid development within the region. Today it may no longer suit Metro's equity goals and BIPOC communities' expressed desire for increased access.</p>

Recommendations

To ensure the 2019 Parks and Nature Bond delivers on its commitments, the Parks and Nature department should:

1. Establish specific, measurable and timebound goals for the bond's expected effect on access.
2. Establish specific, measurable and timebound goals for the bond's expected effect on equitable access.
3. Collect data to measure performance for the goals identified in recommendations one and two.
4. Report annually on progress made on bond goals for access and equitable access.
5. Use performance data to periodically evaluate the effectiveness of bond strategies to increase access and equitable access in the region.
6. Document how communities of color, Indigenous communities, people with low incomes and other historically marginalized communities were engaged in bond project planning and selection.

To clarify the long-term vision for Metro's land holdings, the Parks and Nature department should:

7. Update the Parks and Nature System Plan to clarify how access and equitable access will be prioritized among other goals for Metro land such as stabilization, restoration, and habitat conservation.
8. Use community feedback associated with the 2019 bond to evaluate and update the Parks and Nature department's program activities and capital investment priorities.

Scope and methodology

The purpose of our audit was to determine if Metro was prepared to increase access to nature as envisioned in the 2019 Parks and Nature Bond. Our audit objectives were to:

1. Summarize and define access based on information used to develop the bond measure.
2. Determine the current state of access based on the conclusions reached in Objective One.
3. Determine if the bond was structured to increase access as defined in Objective One.
4. Identify potential opportunities to increase access.

To develop our audit objectives, we reviewed laws, policies and procedures, and reports. We reviewed bond documents and proceedings including council sessions, roundtable events, program handbooks, refinements plans and community engagement reports. We interviewed Council members and managers and staff from multiple departments involved with the bond. Those departments included Parks and Nature, Finance and Regulatory Services and the Office of Metro Attorney. We conducted site visits to Parks and Nature sites in October 2022.

To complete our audit objectives, we reviewed bond documents. These included pre-referral documents, community engagement documentation, the bond measure, the 2016 Systems Plan, the 2011 Portfolio report and program refinement plans. We also analyzed data from the Parks and Nature TerraTrak data system. We conducted additional site visits to Natural Areas in January 2023.

To evaluate access we analyzed the purchase closing memos and Parks and Nature data system, TerraTrak for site designation, acres and purchase amounts. We analyzed agricultural lease data, construction timelines and costs for Nature Parks. We completed analysis of public transit accessibility to sites from Washington, Multnomah and Clackamas Counties.

To assess bond programs' alignment with access definitions, we conducted additional site visits. We also analyzed bond program documents, site documents and correspondence with program managers. To identify potential opportunities to increase access, we researched best practices in equitable nature access and analyzed Metro's historical land approaches and the practices of local parks providers.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. The audit was included in the FY 2022-23 audit schedule.

Management response

Memo



Date: Friday, June 16, 2023

To: Brian Evans, Metro Auditor

From: Marissa Madrigal, Metro Chief Operating Officer and Jon Blasher, Parks and Nature Director

Subject: 2019 Parks and Nature bond audit

Thank you for the opportunity to respond to the audit of Metro’s 2019 Parks and Nature Bond. The audit’s focus on how bond investments and efforts have increased access to park facilities is timely and an important discussion. We have included an action plan for the audit’s recommendations at the end of this management response and look forward to incorporating the report’s recommendations into our mission to protect clean water, restore fish and wildlife habitat and connect people to nature close to home.

While the report lays out many worthwhile critiques and recommendations, management would like to take this opportunity to strongly state that Metro’s focus on improving water quality and protecting habitat – built through decades of voter-approved investments and conservation, jurisdictional and community partnerships – continues to be not just relevant, but critical to the health and welfare of our entire region.

The ballot title for the 2019 Parks and Nature Bond says it succinctly: “Bonds to protect water quality, fish, wildlife habitat, natural areas.” This is the direction set through the legislation that governs Parks and Nature’s work, outlined and supported in the Park System Plan approved by the Metro Council in 2016, and the department’s 2019 Racial Equity, Diversity and Inclusion Action Plan, and we cannot ignore it.

Metro Parks and Nature is a unique park provider in the region, placing nature and habitat protection at the center of its work. Our ongoing engagement with community members and stakeholders has demonstrated not only a clear desire but an overwhelming mandate to continue protecting the region’s water quality, wildlife habitat and open spaces. The urgency of a changing climate and the pressures on the urban growth boundaries remain critical drivers of this work. The words of the 1992 Metropolitan Greenspaces Master Plan are still very relevant – intentional protection and planning for open space is a vital regional function for Metro, and its Parks and Nature department.

For more than 30 years, Metro Parks and Nature has pursued this mission through a connected system of parks, trails, and natural areas with a continued focus on the long view of supporting the region’s greenspace. The agency has worked hard to uphold the trust and responsibility of the region’s voters, who have supported this mission by approving bond and levy measures six times.

All of Metro’s parks and nature land is open to the public. Natural areas are public land, and the public is welcome to visit them. Most of Metro’s natural areas have informal access. As well, Metro continues to make progress in improving access to regional nature parks and regional recreation areas including with early investments from the 2019 bond, which have moved the needle on new or improved access

to parks and natural areas across the region. These investments include, but are not limited to, opening two new Metro parks that have been welcoming visitors for over a year – Chehalem Ridge and Newell Creek Canyon. Work to complete the Marine Drive Trail, and to advance the development of recreation opportunities in the North Tualatin Mountains demonstrates the ongoing commitment to creating access to Metro sites.

Moreover, the role of bond funding to support local investments in parks, trails and natural areas is proving transformative. The 2019 bond's Local Share program, distributes \$92 million to the region's 27 park providers to invest in local priorities for parks, trails and natural areas. The program has already allocated over \$24 million dollars to 11 projects across the region including new park land acquisition in Gresham and Tualatin. Park directors are proposing local share projects that increase nature access within their own communities in multiple ways. These include protecting land for a future park in a developing neighborhood and updating facilities to allow for increased accessibility within a park. Finally, there is the bond's Large-scale Community Visions Program, which includes funding to provide catalytic investments that increase access to nature for people across greater Portland or improve the resilience of the region's urban natural areas. In its initial phase it has committed funds to facilitate the purchase or development of two new park sites in the urban core of Portland.

Through nearly 30 years of investments like these, people expect Metro to play a specific and unique role of protecting parks and natural areas, one that takes a long view of habitat protection and is complementary to our partners in the region. We depend on these relationships with key partners around the region to protect and connect parks and natural areas. Over the years, the region's local park providers have emphasized the importance of avoiding overlap between the local parks and nature systems and Metro's regional system. Metro works closely with park providers when considering acquisitions of land or trail gaps in their jurisdiction. In addition, we know from community engagement focus groups and surveys that visitors to parks and natural areas across the region do not necessarily distinguish Metro sites from other parks and natural areas across the region. This feedback consistently validates Parks and Nature's unique role in the regional system.

Management agrees that it must also look for ways to ensure access to nature for communities across the region, especially those who have been historically excluded from opportunities to connect with nature. This is a long-standing goal for Parks and Nature and the clear direction of the 2019 bond. There are multiple opportunities to apply the report's insights into ongoing work. Parks and Nature has been working diligently to translate the 2019 Parks and Nature bond legislation's policy and criteria into achievable steps and measurable outcomes. Management believes the best way to implement this policy is through setting goals that benefit a whole community and pursuing them by focusing efforts on specific groups that have not had access to power and decision-making. This has been complex work in uncertain times and has involved evaluation and application of: tribal relationships; community engagement best practices; equitable planning principles; ADA and disability justice practices; strategies to understand and increase COBID participation rate; and workforce equity practices across the region.

Management agrees that it must continue to look for ways to ensure that communities across the region, especially those who have been historically excluded from decision making, have opportunities to connect with nature. Metro Parks and Nature sees the bond efforts, especially those that support other regional park providers, as steady progress toward implementing the promises of the 2019 Bond.

This audit and the recommendations will help management clarify and articulate the dimensions of access across the region's parks and natural areas, going beyond a single metric of supply. This is a topic that is important to partners, community members and the Natural Areas and Capital Program Performance Oversight Committee. Work is underway to develop, refine and test a framework that can evaluate our progress towards meeting the bond criteria, including those focused on access. Management believes this framework will align with many of the actions recommended in this audit.

Management firmly believes the bond's Taking Care of Metro Parks program will substantially increase access to nature by making investments that update existing parks and complete new parks. While page 17 of the audit states this program is for either building new parks or maintaining existing facilities, management believes that the bond measure provides clear guidance from voters that this program area should invest both in updating existing parks and completing new parks. During the development of the bond measure, community members shared that projects that ensure safe experiences for visitors at beloved sites like Oxbow and Blue Lake Park regional parks were critical to their ability to access nature. Figure 6 on page 9 of the audit outlines that key factors for access are safety and site maintenance. Those conditions are at risk or compromised at Blue Lake and Oxbow. Addressing these issues ensures access and makes those parks available for future use. And because these projects are being planned and designed with significant input from Black, Brown and Indigenous communities, these updates will expand access to nature by serving more of our community members.

Management would like to offer one final observation about the mission and role of Metro Parks and Nature as outlined in the Council approved Parks and Nature System Plan. Recommendation 7 suggests that the Parks and Nature System Plan should be updated to add new site access into the prioritization analysis. The department agrees that reviewing the system plan may be warranted to account for the passage of time. However, that review would not change the orientation of Parks and Nature's mission, unless directed by Council.

Recommendation Numbers 1-4

1. Establish specific, measurable and timebound goals for the bond's expected effect on access.
2. Establish specific, measurable and timebound goals for the bond's expected effect on equitable access.
3. Collect data to measure performance for the goals identified in recommendations one and two.
4. Report annually on progress made on goals for access and equitable access.

Response: Management agrees with these recommendations and believes that they need to be considered and advanced as one block through the setting of overarching goals that highlight progress for specific groups that are situated outside of traditional avenues of access to power and decision making.

Proposed plan: Parks and Nature is broadening existing departmental reporting to build capacity to report on progress in meeting the bond criteria including access. Doing so involves two actions: one, mapping of bond investments over time as a connected system; two, the development of a framework that can measure and articulate the long-term impact of bond investments over the life of the bond. Management believes this aligns with many of the actions recommended in this audit.

Among other outcomes, this framework articulates long-term outcomes of bond investments on residents feeling welcome at Metro parks and natural areas, accessing governmental decision-making pathways and using an interconnected regional system of trails.

The department has developed this framework by piloting data collection through interviews and surveys

of Metro partners and community members engaged in bond investments and activities, Parks and Nature will further clarify the definition of access for bond investments through refining short term and intermediate benchmarks that can help mark progress. In addition, beginning as early as fiscal year 2024, Parks and Nature will ask partners that receive Local Share dollars as well as grants to report annually on how bond-funded investments have met bond goals around meaningful engagement, accessibility within sites and ensuring bond investments reflect community priorities.

Parks and Nature will ensure that regular reporting through the parks and nature annual report and the Natural Areas and Capital Program Performance Oversight Committee's annual report to the Metro Council includes updates on these short and intermediate goals around accessibility.

Timeline: December 31, 2024

Recommendation Number 5: Use performance data to periodically evaluate the effectiveness of strategies to increase access and equitable access in the region.

Response: Management agrees with this recommendation and believes setting overarching goals that highlight progress for specific groups that are outside of traditional avenues of access to power and decision making is the most effective approach to increase access in the region.

Proposed plan: Evaluating the effectiveness of the department's strategies to increase access requires understanding outcomes and impacts of investments made and activities completed through spatial analysis, online surveys, community focus groups and site tours and visits, some of which are currently underway. Moving forward, Parks and Nature will explore the feasibility of deploying broader survey tools to collect information from residents across the region about experiences at and accessing the region's parks and natural areas.

By December 31, 2024, Parks and Nature will develop a plan to identify specific focal areas and methods for collecting and analyzing this performance data, shaped by factors such as staff capacity, information collected through engagements with community members on bond and levy programs. Starting in winter 2024, Parks and Nature will implement this plan, acknowledging that collecting and analyzing this performance data in a meaningful way will need to occur over several years.

Timeline: December 31, 2024

Recommendation Number 6: Document how communities of color, Indigenous communities, people with low incomes and other historically marginalized communities were engaged in project planning and selection.

Response: Management agrees with this recommendation.

Proposed plan: Parks and Nature has worked to build trust and strengthen relationships with communities of color, Indigenous communities and other historically marginalized communities by engaging them in development and implementation of bond programs and selection of specific projects. Parks and Nature summarizes feedback received from community members and shares it back with community to show how it has been used to shape programs and projects. As engagement continues in 2023 for the Nature in Neighborhoods community choice grants and

project improvements at Blue Lake Park and Lone Fir Cultural Heritage and Healing Garden, Parks and Nature will share new summaries of how community feedback has shaped projects by December 31, 2024.

In addition, in order to receive bond local share and grant funds, agencies are required to articulate how community feedback has and will continue to shape project identification, selection and development.

Timeline: December 31, 2024

Recommendation Number 7: Update the Parks and Nature System Plan to clarify how access and equitable access will be prioritized in conjunction with other goals such as stabilization, restoration, and land acquisition for habitat conservation.

Response: Management takes this recommendation under advisement as it prompts questions for Council policy direction.

Proposed plan: In alignment with language in the Parks and Nature System Plan to review it every five to seven years, Parks and Nature will examine opportunities to update elements of the System Plan and other guiding plans to identify what additional analysis, planning or updating is needed to address or clarify our three-pronged role in the region. Given the focus of this audit and feedback from Council and community members, Parks and Nature will seek direction from Council and the COO's office as part of this scoping process about whether and how the Council wants to consider questions about Metro's focus and role in the Parks and Nature regional system.

Timeline: By December 2024, Parks and Nature will develop a work plan that considers the need and feasibility of any updates the System Plan. Parks and Nature anticipates that the work to update the system plan to reflect Council direction, updated needs, community priorities and Council direction, will take an additional two years.

Recommendation Number 8: Use community feedback associated with the 2019 bond to evaluate and update the Parks and Nature department's program activities and capital investment priorities.

Response: Management agrees with this recommendation.

Proposed plan: Parks and Nature has been using community feedback solicited through bond development and implementation to inform other aspects of the department's work in efforts to avoid repeatedly asking community the same questions. Moving forward in summer 2023, Parks and Nature will continue to use information collected to date as well as feedback from upcoming community engagement to help inform anticipated updates to the Parks and Nature system plan and prioritize future capital investments.

Timeline: This effort is underway and ongoing.



Office of the Metro Auditor

600 NE Grand Avenue

Portland, Oregon 97232

503-797-1892

www.oregonmetro.gov

Parks and Nature Bond:

Establish goals and performance measures for public access

Why the audit is important

Voters approved Metro's \$475 million Parks and Nature Bond in November 2019. The overarching purpose and intent was to make the region a more livable place for everyone. The bond's guiding principles included commitments to access and equity:

- Connect more people to the land and rivers of our region.
- Invest in trails for biking and walking.
- Support community-led parks and nature projects.
- Make parks and natural areas more accessible and inclusive.
- Take care of what we have.
- Advance racial equity through bond investments.
- Serve communities through inclusive engagement, transparency, and accountability.

The purpose of the audit was to determine if Metro was prepared to increase access to nature. There were four objectives:

- Summarize and define access based on the information used to develop the bond measure.
- Determine the current state of access.
- Determine if the bond was structure to increase access.
- Identify potential opportunities to increase access.



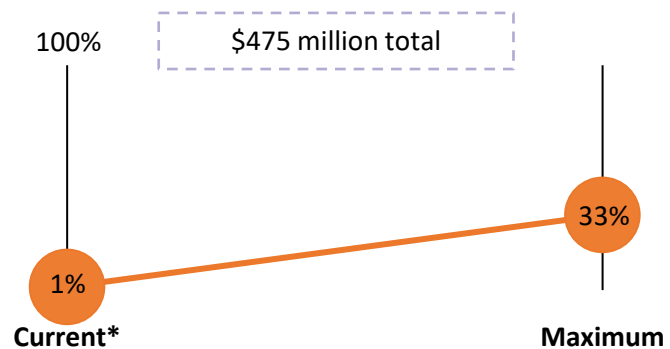
Source: Parks & Nature System Plan 2016

What we found

The audit found lack of clarity about what specific outcomes the bond sought to accomplish related to access to nature. Access was not defined, and no specific access goals were set. The performance measurement system was underdeveloped overall, and specifically for measuring equitable access.

The bond's role in increasing access was mainly focused on funding partners rather than investing in increased access on Metro-owned land. Local Share and three grant programs could support access to varying degrees, but it will depend on what projects are selected for funding.

1% of Bond funds to date have been spent on new parks; 33% is the estimated maximum spending on new parks.



Source: Auditor's Office analysis of Parks and Nature documents

*Current as of 01/23/2023

To meet the bond commitments, Metro may need to prioritize public access on its own land to a higher degree than it has in the past. Land purchased through previous bond measures provide opportunities to increase public access. However, the audit found limitations to accessing the land.

Travel time analysis showed some sites may not be easily accessible without a personal vehicle. Visits to eight natural areas showed some obstacles for accessing the sites. These included the availability of information online, amenities, signage, and maintenance.

What we recommend

The audit included eight recommendations. Five were intended to ensure the bond delivers on its commitments by strengthening the performance measurement system related to public access and equitable access goals. One recommendation focused on clarifying the long-term vision for the land Metro owns. Two were targeted at using community engagement and feedback in parks and nature work.

**Resolution 23-5335 For the Purpose of
Adopting the 2024-2027 Metropolitan
Transportation
*Resolution***

Metro Council Meeting
Thursday, July 20 2023

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE 2024-)	RESOLUTION NO. 23-5335
2027 METROPOLITAN TRANSPORTATION)	
IMPROVEMENT PROGRAM FOR THE)	Introduced by Chief Operating Officer
PORTLAND METROPOLITAN AREA)	Marissa Madrigal in concurrence with
		Council President Lynn Peterson

WHEREAS, the Portland metropolitan area Metropolitan Transportation Improvement Program (MTIP), which reports on the programming of all federal transportation funds to be spent in the region, must be periodically updated in compliance with federal regulations; and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) have proposed programming for federal fiscal years 2025-2027 through the regional flexible funds allocation process for a portion of the federal allocation of transportation funds to this region, as adopted by Metro Resolution 22-5284 and 21-5194; and

WHEREAS, the Oregon Department of Transportation has proposed programming for federal fiscal years 2024-2027 of federal transportation funds for projects in the Portland metropolitan area through funding allocation processes they administer; and

WHEREAS, the transit service providers TriMet and South Metropolitan Area Rapid Transit (SMART) have proposed programming of federal transit funds for federal fiscal years 2024-2027; and

WHEREAS, the draft 2024-2027 MTIP for the Portland, Oregon metropolitan area, attached as Exhibit A, demonstrates compliance with all relevant federal regulations; and

WHEREAS, the 2021-2024 Metropolitan Transportation Improvement Program is the second cycle to be undertaken under new federal performance-based programming requirements and demonstrates compliance and further progress towards achieving the federal performance targets; and

WHEREAS, the proposed 2024-2027 MTIP is consistent with the 2018 Regional Transportation Plan, adopted by Metro Ordinance No. 18-1421; and

WHEREAS, a public process has provided an opportunity to comment on the performance evaluation and programming of federal funds to specific projects in specific fiscal years and whether the programming meets all relevant laws and regulations; and

WHEREAS, extensive public processes were used to select projects to receive federal transportation funds; and

WHEREAS, on July 7, 2023 TPAC recommended approval of this resolution and the 2024-2027 Metropolitan Transportation Improvement Program;

WHEREAS, on July 20, 2023 JPACT recommended approval of this resolution and the 2024-2027 Metropolitan Transportation Improvement Program; now therefore

BE IT RESOLVED that the Metro Council adopt the 2024-2027 Metropolitan Transportation Improvement Program for the Portland metropolitan area as shown in Exhibit A; and

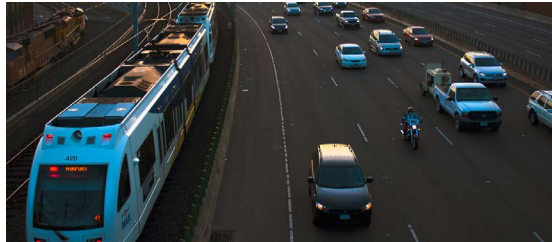
BE IT RESOLVED that projects in the existing 2021-2024 MTIP that do not complete obligation of funding prior to September 30, 2023 will be programmed into the 2024-2027 MTIP.

ADOPTED by the Metro Council this ____ day of July 2023.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney



2024-2027 ADOPTION DRAFT

Metropolitan Transportation Improvement Program

June 2023



Appendices

2024-27 Metropolitan Transportation Improvement Program (MTIP)

June 2023

Metro respects civil rights

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

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

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

Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region. The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. 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/mtip

Metro Council Worksheet

Agenda Item Title: 2024-2027 Metropolitan Transportation Improvement Program (MTIP) adoption draft

Presenters: Grace Cho, Ted Leybold

Contact for this worksheet/presentation: Grace Cho (grace.cho@oregonmetro.gov)

Purpose/Objective

To request Metro Council adopt Resolution 23-5335 for the Purpose of Adopting the 2024-2027 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area.

Outcome

Metro Council adopts the 2024-2027 Metropolitan Transportation Improvement Program. Following adoption, Metro staff will submit the 2024-2027 MTIP to the Governor for inclusion in the 2024-2027 State Transportation Improvement Program (STIP) and submission to federal partners for approval.

What has changed since Metro Council last considered this issue/item?

Metro staff provided an overview of the 2024-2027 MTIP at the Metro Council meeting scheduled on April 20th, 2023. The overview of the 2024-2027 MTIP was part of a public hearing opportunity for the public review draft of the 2024-2027 MTIP. The public hearing was held as part of the federally required public comment period.

Members of the Metro Council asked questions about the performance of the 2024-2027 MTIP investment program in advance of the Regional Transportation Plan priorities of safety, equity, climate, and mobility. Other questions pertained to the public involvement process in the development of the MTIP.

Following the public comment period, Metro staff developed the adoption draft of the 2024-2027 MTIP and at the June meetings of JPACT and TPAC, provided an overview. The overview entailed a summary of the 2024-2027 MTIP investment profile, highlighted several notable projects, and discussed the outcome of the public comment period. JPACT members asked general questions about the development process of the 2024-2027 MTIP and focused in on the public comment process purpose and lack of comments. Additionally, there were other specific comments on wanting to see more investments in certain types of projects in future MTIPs. (Example, further investment into electrification.)

Neither the public comment nor the subsequent discussions at TPAC and JPACT in June 2023 generated substantive comments to necessitate modification of the 2024-2027 MTIP prior to the request for adoption action. However, the input and feedback received will help inform the development of the 2027-2030 MTIP, which will begin after adoption of the 2024-2027 MTIP.

Both TPAC and JPACT took action at their July meetings to approve and recommend the 2024-2027 MTIP for adoption by the Metro Council.

What packet material do you plan to include?

- Resolution 23-5335 for the Purpose of Adopting the 2024-2027 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area with Exhibits (includes the 2024-2027 MTIP adoption draft and appendices)

IN CONSIDERATION OF RESOLUTION NO. 23-5335, FOR THE PURPOSE OF
ADOPTING THE 2024-2027 METROPOLITAN TRANSPORTATION IMPROVEMENT
PROGRAM FOR THE PORTLAND METROPOLITAN AREA

Date: June 29, 2023
Department: Planning, Development, and
Research
Meeting Date: July 15, 2023

Prepared by: Grace Cho,
grace.cho@oregonmetro.gov, 267-909-
3490
Presenter: Grace Cho, she/her, Senior
Transportation Planner
Length: TBD

ACTION REQUESTED

Approval of the 2024-2027 Metropolitan Transportation Improvement Program (MTIP).

IDENTIFIED POLICY OUTCOMES

Advancement of the 2018 Regional Transportation Plan investment priorities of safety, climate emission reduction, social equity, and mobility.

POLICY QUESTION(S)

The 2024-2027 MTIP is a program implementation tool, not a policy document. It includes an investment profile and performance analysis of the progress expected toward the 2018 Regional Transportation Plan's priority policy outcomes of safety, climate, equity and mobility by the next four years of regionally significant transportation investments. The data contained in the MTIP may serve to inform JPACT and the Metro Council as they consider updating regional transportation policy through the 2023 Regional Transportation Plan process. It may also inform future MTIP program direction and input to future funding allocation decisions by transportation agencies in the region.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Approval of JPACT's recommendation for Metro Council to adopt Resolution 23-5335, affirms the 2024-2027 MTIP meets federal transportation programming regulations and the package of transportation investments contained in the MTIP is consistent with the Regional Transportation Plan.

If JPACT and the Metro Council elect to not act, transportation projects and programs scheduled to receive federal transportation funding or in need of a federal approval, will not be able to move forward starting in federal fiscal year 2024.

STAFF RECOMMENDATIONS

Approve and recommend Metro Council adoption of Resolution 23-5335.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Approval of the 2024-2027 MTIP allow prior funding allocation decisions to move forward by affirming certain federal transportation fund programming regulations have been met and that the package of investments contained in the MTIP are consistent with the 2018 Regional Transportation Plan. The prior funding allocation decisions include funding to projects and programs from the Metro led Regional Flexible Fund Allocation Process as well as allocation decisions made by the Oregon Department of Transportation and by the public transportation agencies TriMet and SMART through their annual budget processes.

The investment profile and transportation system performance analysis of the 2024-2027 MTIP indicate slight progress toward the transportation priorities of marginalized communities but much more work is needed to meet long-term goals for an equitable transportation system. Implementation of the projects and programs included in the 2024-2027 MTIP will advance system safety and more complete active transportation facilities in equity focus areas where higher than regional average marginalized communities live.

Due to the large percentage of investments in the 2024-2027 MTIP being directed to maintenance and preservation activities and the lack of any major-scale transportation projects, the current project investments contributions to reducing climate change related emissions is limited to smaller scale investments to build out the active transportation network. These are important elements to supporting access and trips by walking, rolling and public transit, but are not at a scale to be measured in a meaningful way by regional emission models.

Input and feedback provided during the public comment opportunities were not as extensive as prior MTIP cycles, likely due to the lack of any major project in this cycle. Comments received did provide a consistent message indicating concern about the lack of progress and enough investment to reduce emissions contributing to climate change.

Approval of the 2024-2027 MTIP will allow the funding allocation to transportation projects and programs that will advance Metro's racial equity goals and reduce carbon emissions to proceed. This includes funding allocations needed to implement Metro-led transportation programs such as the Transit Oriented Development program, the Regional Travel Options program, and the Transportation Systems Management & Operations program through fiscal year 2028, a portion of which are included in the recently adopted FY 2024 Metro Budget. It will also allow funding to proceed for the Metro Transportation planning activities and new tools to better understand and advance Metro's racial equity and climate policies.

Legal Antecedents

- ORDINANCE NO. 18-1421: FOR THE PURPOSE OF AMENDING THE 2014 REGIONAL TRANSPORTATION PLAN TO COMPLY WITH FEDERAL AND STATE LAW AND AMENDING THE REGIONAL FRAMEWORK PLAN
- RESOLUTION NO. 22-5284 FOR THE PURPOSE OF ALLOCATING \$152.8 MILLION OF REGIONAL FLEXIBLE FUNDING FOR THE YEARS 2025-2027, PENDING ADOPTION OF THE 2024-2027 MTIP

• RESOLUTION NO. 21-5194 FOR THE PURPOSE OF ADOPTING THE 2025-2027 REGIONAL FLEXIBLE FUNDS PROGRAM DIRECTION FOR THE PORTLAND METROPOLITAN AREA

BACKGROUND

Metro, as the metropolitan planning organization (MPO) for the Portland metropolitan region, is responsible for development and administration of the Metropolitan Transportation Improvement Program (MTIP) as part of its federal responsibilities. The MTIP is an implementation vehicle for the Regional Transportation Plan (RTP) by tracking federal transportation funding expenditures and ensures federal eligibility rules and regulations are met. As part of the demonstrating compliance with federal transportation funding rules, an evaluation takes place to assess how planned transportation investment advance the Portland metropolitan region's shared goals for the transportation system.

A public review draft of the 2024-2027 MTIP was developed between January through March 2023. The public review draft includes the schedule of expenditures for regionally significant transportation projects for federal fiscal years 2024 through 2027. The public review draft also includes information on how the draft near-term investment package meets federal requirements such as fiscal constraint and the investment package performance to RTP goals. An executive summary provides a summary of the 2024-2027 MTIP and its implementation of the Regional Transportation Plan.

The 2024-2027 MTIP represents an estimate of approximately \$1.3 billion dollars of investment over approximately 130 projects.

In terms of performance, overall, the 2024-2027 MTIP makes minimal progress towards the 2018 RTP priorities of equity, safety, climate, and mobility. In some individual areas, the 2024-2027 MTIP investment package performs slightly better, but generally, the emphasis on preservation and maintenance as well as the limited number of capital investments primarily focused on community-oriented projects constrains the ability to have measurable regional-scale impacts across the transportation system. Further detail on the investment performance can be found in Chapter 3 of the 2024-2027 MTIP public review draft.

None of the ODOT-led major projects (e.g. Interstate Bridge Replacement, I-5 Rose Quarter, Regional Mobility Pricing Project, I-205 expansion) under development are included in the 2024-2027 MTIP at this time. For these projects to move forward to their next phase, a request to amend for inclusion in the 2024-2027 MTIP will need to be made and approved.

In addition, for the first time since the mid-to-late 1990's, the 2024-2027 MTIP does not include a high-capacity transit project. Similar to the other major projects, the two high-capacity transit projects currently in project development – the Tualatin Valley Highway high-capacity transit project and the 82nd Avenue high-capacity transit projects – will need to request a formal amendment for inclusion in the 2024-2027 MTIP in the future.

All projects proposed for inclusion in the 2024-2027 MTIP are included in and consistent with the 2018 Regional Transportation Plan's financially constrained project list or were determined to not be required. The performance analysis provided indicates the package of investments may be considered consistent with the Regional Transportation Plan policy of the priority investment outcomes regarding safety, climate, equity, and mobility. All additional federal programming requirements such as fiscal constraint and funding eligibility have also been checked by Metro MTIP staff and found to be met.

A 30-day public comment for the 2024-2027 MTIP was held between Wednesday April 5th and Friday May 5th. A public hearing opportunity was held at the mid-point of the public comment period. Lastly, the public review draft of the 2024-2027 MTIP and the public comment survey were made available online. In total 18 comments were provided on the 2024-2027 MTIP. Based on the comments, Metro staff developed comment themes and provided responses to the themes in the public comment report, which is included as part of the appendix to the 2024-2027 MTIP.

No further modifications have been included based on these June committee discussions. Input and feedback received will help inform the development of the 2027-2030 MTIP, which will begin after adoption of the 2024-2027 MTIP.

- Staff Report to Resolution 23-5335

**Resolution No. 23-5344 For the Purpose of Approving Fiscal year
2023-24 Funding for a 2040 Planning and Development Grant Funded
with the Construction Excise Tax**
Resolutions

Metro Council Meeting
Thursday, July 20, 2023

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING)	RESOLUTION NO. 23-5344
FISCAL YEAR 2023-24 FUNDING FOR)	
A 2040 PLANNING AND DEVELOPMENT)	Introduced by Chief Operating Officer
GRANT FUNDED WITH THE CONSTRUCTION)	Marissa Madrigal in concurrence with
EXCISE TAX)	Council President Lynn Peterson

WHEREAS, in 2006, Metro adopted Ordinance No. 06-1115, establishing as Metro Code Chapter 7.04 a construction excise tax (CET) to support community planning and development through grant awards to local governments; and

WHEREAS, in 2017 the Metro Council adopted a new name for the CET grant program, “2040 Planning and Development Grants,” in order to emphasize the program’s connection to implementing the region’s 2040 growth concept; and

WHEREAS, the Administrative Rules governing the CET program authorize and set criteria for grants to fund comprehensive planning by local cities of areas recently brought within the urban growth boundary (UGB); and

WHEREAS, the Metro Council adopted Ordinance No. 23-1488 on February 2, 2023, amending the UGB to include nearly 500 acres of urban reserve land adjacent to the City of Tigard, an area commonly referred to as “River Terrace 2.0,” in exchange for removing from the UGB a substantially equivalent amount of land in Clackamas County; and

WHEREAS, Ordinance No. 23-1488 expressly directed the Metro COO and planning department staff to work with the City of Tigard toward providing 2040 Planning and Development Grant funding to assist the city with its comprehensive planning for the River Terrace 2.0 area; and

WHEREAS, the City of Tigard applied for \$700,000 in such comprehensive planning grant funding in order to develop a comprehensive plan for the River Terrace 2.0 area that meets the requirements of Ordinance No. 23-1488, including requirements to: implement relevant policies adopted by Metro in the 2014 regional Climate Smart Strategy; employ a public engagement plan that encourages broad-based, early, and continuing opportunity for public involvement, with focused efforts to engage historically marginalized populations, people with disabilities, older adults, and youth; and plan for at least 3,000 homes in the area; now, therefore

BE IT RESOLVED that the Metro Council hereby:

1. Awards the City of Tigard a 2040 Planning and Development grant in the amount of \$700,000 for comprehensive planning of River Terrace 2.0; and
2. Authorizes and directs the Metro COO and staff, and the Office of Metro Attorney, to negotiate an intergovernmental agreement with the City of Tigard, which shall set forth milestones and disbursement dates for the grant funds consistent with Metro Code Chapter 7.04, the CET Administrative Rules, and this Resolution No. 23-5344.

ADOPTED by the Metro Council this 20th day of July 2023.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 23-5344, FOR THE PURPOSE OF APPROVING FISCAL YEAR 2023-24 FUNDING FOR A 2040 PLANNING AND DEVELOPMENT GRANT FUNDED WITH THE CONSTRUCTION EXCISE TAX

Date: June 29, 2023

Prepared by: Glen Hamburg
971.666.1048
glen.hamburg@oregonmetro.gov

BACKGROUND

The City of Tigard has requested \$700,000 in New Urban Area Planning Grant funding for comprehensive planning of the nearly 500-acre “River Terrace 2.0” area adjacent to the City that was added to the urban growth boundary (UGB) on February 2, 2023, by Metro Ordinance No. 23-1488. The ordinance also expressly directed the Chief Operating Officer (COO) and planning department staff to work with the City toward the provision of Metro grant funds to assist in comprehensive planning of the subject area.

New Urban Area Planning Grants are a type of 2040 Planning and Development Grant and are funded by revenue generated from Metro’s Construction Excise Tax (CET). The adopted Administrative Rules of Metro Code Chapter 7.04 state that the annual funding target for all New Urban Area Planning Grants is \$500,000 and that excess grant funds not awarded each year accrue to the following year, thereby increasing the available funds in subsequent grant cycles. No New Urban Area Planning Grants were awarded in 2022 and Ordinance No. 23-1488 will be the only UGB expansion in 2023.

The grant-funded project must result in a comprehensive plan that is guided by the adopted concept plan and that complies with Urban Growth Management Functional Plan (UGMFP) Title 11, *Planning for New Urban Areas*. Ordinance No. 23-1488 also specifically requires that the comprehensive plan for River Terrace 2.0 be:

- Completed by the City by February 2, 2027;
- Developed while the City addresses how its plans implement relevant policies adopted by Metro in the 2014 regional Climate Smart Strategy regarding concentrating mixed-use and higher density development in existing or planned centers, increasing use of transit, and increasing active transportation options;
- Developed with regular consultation with Metro staff,
- Preceded by development of a public engagement plan that encourages broad-based, early, and continuing opportunity for public involvement;
- Supported by focused efforts to engage historically marginalized populations, including people of color, people with limited English proficiency, and people with low income, as well as people with disabilities, older adults, and youth; and
- For at least 3,000 homes.

Consultant costs and other direct project expenses are eligible for reimbursement with New Urban Area Planning Grants. Grant funds may also be used to support involvement of a community-based organization or a community liaison to facilitate engagement of historically marginalized communities in the planning process. However, the recipient city or county must fully fund their staff resources for the project as a required grant match.

ANALYSIS/INFORMATION

The City of Tigard is requesting \$700,000 in New Urban Area Planning Grant funding in its grant application (Attachment A) and draft project scope (Attachment B). While the amount of the request exceeds similar grants in the past, staff finds that the requested level of funding is appropriate given the scope of the City's proposal, the importance of effective and inclusive planning for new housing, the lack of competing grant applications, increased costs, and the availability of current funds.

The City proposes to use the requested grant funding to do comprehensive land use planning for a nearly 500-acre area that includes riparian and other sensitive habitat, is adjacent to major transportation systems, abuts other jurisdictions, and currently spans three school district boundaries – all factors that will require particularly detailed planning and coordination. The City's proposed project would include a robust community engagement program that emphasizes accessibility and inclusivity with involvement of historically marginalized communities, translation/interpretation services, advisory committees, and diverse methods of public outreach. The proposed project would also prioritize development of strategies for affordable housing development, active transportation, and climate resiliency.

The City's described project would also meet the listed requirements of Metro Ordinance 23-1488 and the Metro Code. The Tigard City Council has formally supported the project with an adopted resolution (Attachment C). The City would be contributing its own staff to manage the project and is also pursuing additional outside funding. As noted above, while the annual funding target for all New Urban Area Planning Grants is \$500,000, no such grant was awarded in 2022 and the City is the only applicant for this grant in 2023.

If the Metro Council approves the proposed resolution and awards the requested grant funds, Metro and the City of Tigard would enter into an intergovernmental agreement (IGA) specifying the terms of the award.

1. Known Opposition

There is no known opposition to the resolution.

2. Legal Antecedents

- Metro Ordinance No. 06-1115 established the CET
- Metro Ordinance No. 09-1220 extended the CET for an additional five-year period (through September 2014)
- Metro Ordinance No. 14-1328 extended the CET for an additional five-year period (through December 2020) and directed the Metro COO to propose amendments to the existing administrative rules
- Metro Ordinance No. 15-4595 approved the Metro COO's proposed amendments to the administrative rules
- Metro Resolution No. 17-4782 changed the program name, approved revisions to administrative rules to allow annual grant cycles, refined grant evaluation criteria, and incorporated new administrative procedures
- Metro Resolution No. 18-4863 approved adjustments to the grant evaluation criteria to require stronger alignment of grant proposals with Metro's commitment to promoting racial equity throughout the region
- Metro Resolution No. 18-4882 approved additional refinements to the Administrative Rules, providing for the creation of a technical assistance component of the program to facilitate successful implementation of 2040 Planning and Development Grants

- Metro Ordinance No. 18-1425 removed the provision to sunset the CET in 2020 and implemented additional refinements to Metro Code Chapter 7.04
- Metro Ordinance No. 20-1447 expanded the allowable uses of CET funds to include grants for economic development and community stabilization
- Metro Ordinance No. 23-1488 amended the UGB to include land adjacent to the City of Tigard in exchange for removing a substantially equivalent amount of land in Clackamas County and directed the Metro COO and planning department staff to work with the City of Tigard toward providing 2040 Planning and Development Grant funding to assist the city with its comprehensive planning of the expansion area

3. Anticipated Effects

The resolution would award the City of Tigard a \$700,000 2040 Planning and Development Grant for comprehensive planning of the River Terrace 2.0 area. The resolution would also authorize the development of an IGA between Metro and the City specifying the terms of the grant award. The grant-funded project is proposed to result in a comprehensive plan that meets UGMFP Title 11 requirements and the specific conditions of Ordinance No. 23-1488.

4. Budget Impacts

The grant award would be for \$700,000 in existing funds generated from CET revenues. The FY 2022-23 budget includes resources for staff in the Planning, Development and Research Department to administer the grant and to provide technical assistance to the City of Tigard.

RECOMMENDED ACTION

The Chief Operating Officer recommends adoption of the resolution to approve the requested \$700,000 2040 Planning and Development Grant award to the City of Tigard.

ATTACHMENTS

City of Tigard Grant Application
 Draft Scope and Schedule of Work for planning consultant hire
 Tigard City Council Resolution No. 23-01 supporting grant application

Attachment A

Project: River Terrace 2.0 Community Plan

Funds requested: \$700,000

Project purpose and need

1. Describe how this project will facilitate development of the UGB expansion area. Describe how the project will help implement the 2040 Growth Concept and the Six Desired Outcomes stated in the Regional Framework Plan. How will the project leverage or complement aspects of the existing community fabric such as employment centers, natural resources, parks or transit.

This project will result in a complete Community Plan for the River Terrace 2.0 area that was recently added to the Urban Growth Boundary under Metro Council action. The Community Plan will include all of the elements required to complete Comprehensive Planning, infrastructure planning, zoning, development code, a finance plan, and other implementation strategies to prepare these lands for development.

This project will help further the 2040 Growth Concept by proposing development patterns and practices that reflect the region's goals to increase density and housing opportunity, reduce vehicle miles travelled and greenhouse gas production, foster transit-supportive development, and create opportunities to live, work, and recreate within a neighborhood with urban amenities. The neighboring Kingston Terrace UGB expansion area is proposing a new 2040 Town Center and the River Terrace 2.0 development pattern, will reflect, extend, and support this proposal.

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

River Terrace 2.0 is planned as a complete community that can serve the daily needs of its residents without requiring extraneous and unnecessary travel in a motorized vehicle. The estimated 3500 units of housing will be well-served across the 500 acres of the area with three limited areas of supportive commercial and employment lands – two small Main Street corridors of approximately 5 acres each, and one Main Street corridor with an adjacent mixed-use employment and commerce area.

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

The River Terrace 2.0 neighborhood will ensure an equitable opportunity at prosperity for both current and future residents of the city and region. The aforementioned commercial and employment areas will allow for some economic activity within the neighborhood, serving residents with opportunities to earn wages and reduce the costs of transportation.

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

The City of Tigard is committed to building and enhancing a transportation system that is truly multimodal and accessible and support the city and region's goals to reduce vehicle miles travelled and greenhouse gas emissions.

River Terrace 2.0 neighborhood will be well-served by a safe and reliable transportation network. The concept plan includes a fully multimodal network that will accommodate residents of all ages and abilities safely. A network of on-street and off-street bicycle facilities will connect residents' homes with commercial areas and parks, as well as the greater regional trail and active transportation system. Pedestrians will have similar opportunities, with an extensive network of sidewalks, pedestrian paths, and multi-use trails. The city will continue to partner with TriMet and the cities of Beaverton and King City to bring fixed-route transit service to the neighborhood, connecting its commercial areas and residences to neighboring areas, schools, services, and the larger region through the downtown transit center.

The region is a leader in minimizing contributions to global warming.

Attachment A

Carbon responsibility and equity will be the two project drivers for this work. The City of Tigard is committed to taking the actions necessary to combat carbon production, and to mitigate the impacts of climate change to our most vulnerable communities. This commitment means that the city sometimes must have difficult conversations with key stakeholders about changes to the business-as-usual approach to development.

We know indisputably that the central drivers of climate change are human actions, and the manner in which we choose to plan and build our cities are one of the more irrevocable actions that we take, affecting the ability of current generations to enact personal changes and the ability of future generations to enjoy current levels of health, safety, and welfare.

The development patterns and transportation infrastructure of River Terrace 2.0 must be responsive to this moment and ensure that the community is built to accommodate and encourage alternative modes of transportation and reduced vehicle miles travelled. Overbuilding the system will have the result of inducing demand and increasing VMT.

In addition, the infrastructure investments, environmental regulation framework, and even the building techniques in this area will all have a profound impact on its future carbon generation. The city intends to make every effort possible to maximize our carbon responsibility and minimize climate impacts.

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

Perhaps the greatest threat to clean air, clean water, and healthy ecosystems in the coming years will be climate change driven fires, floods, and extreme weather events. However, there are other factors that impact this outcome. The concept plan responds to these in multiple ways.

Waterways and their associated riparian corridors will be protected from development to the maximum extent possible. Wetlands are also protected, and the plan proposes managing stormwater, in part, by enhancing wetland condition and function.

Significant tree groves will be inventoried and the city intends to develop a better regulatory framework to promote the preservation of native species that are resilient to climate change impacts.

The benefits and burdens of growth and change are distributed equitably.

Shaped by the project focus and the city's strategic plan, and based on the feedback from the community, the community plan will be centered on the equitable provision of housing across all income bands, tenures, household compositions, and ages. As a statewide leader in equitable housing reform, the City of Tigard is uniquely positioned to implement its vision for an economically diverse and complete neighborhood with housing opportunity and transportation options for everyone.

Proposed scope of work

2. Provide a bulleted list outline of the major project elements and deliverables needed to meet the requirements of Metro Code Section 3.07.1120 Planning for Areas Added to the UGB. Briefly describe the scope for each phase, key deliverables and general timeframe to complete the project.
 - Project Management
 - Project Management Plan
 - Project Schedule
 - Project Milestones
 - Project Scope
 - Project Budget
 - Change management

Attachment A

- Quality control methods
 - Monthly Reports
- Community Engagement
 - Community Engagement Plan that includes:
 - Community engagement goals
 - Community input desired
 - A messaging and communications coordination strategy
 - Communications schedule and milestones, with responsible parties identified
 - Plans for successfully executing the following, at a minimum:
 - Print media strategies
 - Social media and online strategies
 - Newsletters and mailings
 - Community focus groups
 - Advisory committees
 - Public open houses
 - Stakeholder List
 - Community Advisory Committee Roster
 - Technical Advisory Committee Roster
 - Meeting summaries for all community engagement events, focus groups, and committee meetings
- Housing Plan
 - Housing Advisory Committee agendas and meeting summaries
 - Housing Focus Group agenda and meeting summary
 - Housing Plan that includes:
 - Recommended Housing Policies
 - Density and Zoning Strategy
 - Preliminary Form-based Housing Code and Development Approval Processes
- Climate Resilient Development Strategies
 - Climate statement/climate goals
 - Climate report that includes:
 - Climate vision
 - Climate objectives and strategies
 - Overview of recommended and deployed climate strategies
 - Recommended climate policies, objectives, and strategies
- Transportation System Plan
 - Transportation System Report
 - Adoption-Ready Transportation System Plan amendment
 - Street Design Concepts
 - Project List and Cost Estimates
- Water System Plan
 - Tigard Water System Plan update that includes:
 - Population and demand projections
 - System analysis
 - Cost estimates
 - Implementation
 - Capital projects
 - Funding
- Sanitary Sewer System Plan
 - Tigard Sanitary System Plan update that includes:
 - Population and demand projections

Attachment A

- System analysis
- Cost estimates
- Implementation
 - Capital projects
 - Funding
- Stormwater System Plan
 - Adoption-ready River Terrace Stormwater System Plan
- Park System Plan
 - Parks and Recreation System Plan
 - Adoptable level of service resolution to replace the current applicable resolution
- Natural Systems Plan
 - Maps in city-approved GIS format depicting all identified specimen trees and significant tree groves
 - Adoption-ready code amendment package
- Infrastructure Financing Strategy
 - Adoption-ready Infrastructure Financing Strategy
 - Adoption-ready Fees and Charges Schedule
- CDC Amendments & Implementation
 - Adoption-ready Development Code Amendments
 - Implementation Strategies Report
- |

Project manager

3. Describe the skills and experience of the lead staff person who will manage all aspects of the grant project and oversee the project team's collaboration and consultant work.

Schuyler Warren is a Senior Planner with the City of Tigard. He has been with the city since 2017. He has lead several major policy and long-range planning projects for the city, including: 2018 Housing Options project to legalize middle housing, 2019 Affordable Housing Plan, 2019 Affordable Housing Implementation Strategies, 2020 Downtown Zoning and Code Update, 2022 Housing Options Code Compliance Update, 2022 CFEC Compliance Project, among many other small policy projects. Schuyler is the city's main point person on issues of housing and affordable housing policy and has managed multiple grants, including federal, state, regional, and non-governmental grants.

Project partners and roles

4. Clearly describe the roles and responsibilities of each of the key project partners. Describe the level of commitment from service providers to meet the goals of the project. Also include consultant expertise needed.

Tigard Community Development Staff – project consultation
Tigard Public Works Staff – engineering and infrastructure consultation and oversight
Tigard Finance Staff – consultation and finance strategy oversight
Clean Water Services – sewerage and stormwater services provider, consultation
TriMet – transit provider, consultation
Washington County land use and transportation – road maintenance authority, consultation
King City and Beaverton – adjacent jurisdictions, consultation
TTSD, BSD, HSD – school districts, consultation
Durham Reclaimed Water staff – reclaimed water consultation

Community engagement

5. Describe how the community engagement strategy will utilize best practices to meaningfully engage neighbors, property owners, key stakeholders and historically marginalized communities. Specifically describe your approach for advancing racial equity and involving communities of color in the planning process. Provide examples the city has used or is currently using to meaningfully involve diverse community members in planning processes.

Attachment A

The City will continue to build on its work in the River Terrace 2.0 Concept Plan, focusing on inclusive and meaningful engagement practices. The City is currently working to expand the reach and scope of its outreach activities by consolidating project open houses into larger bimonthly events. This approach is intended to make more efficient use of the public's time and to bring stakeholders to all project who may originally only be interested in one. This project will also continue to utilize advisory committees made of representative stakeholders from the community, with support for two or more languages and simultaneous translation in each meeting. We will also continue to use focus groups, going out to meet key underrepresented stakeholders where they are, on their terms.

A key outcome of this work will be an inclusive neighborhood that is truly accessible to all. We take seriously the work to make that a reality and recognize that to do so requires us to meet underrepresented and historically disenfranchised constituencies where they are.

Proposed project budget

6. Use the budget table template provided to show the estimated project costs by major phase or element. The budget table should reflect the bulleted outline provided in #2. Indicate estimated cost for consultant work as well as other direct project expenses. In the space below, describe the methodology used for estimating project costs, and identify any additional funds (if any) that have been pledged by project partners or other sources.

Project costs were estimated by building a scope and utilizing the consulting resources still under contract for the River Terrace 2.0 Concept Plan to provide cost estimates based on this scope. These figures were vetted by staff in Community Development, Engineering, Public Works, and Finance. Project costs were cut where needed to bring the project to a lower total.

The total cost of the project will exceed that of the request to Metro. The City will seek outside resources to make up these costs, including HUD YIMBY grants, the City's EECBG funds from the IRA, internal consultant budget, and potentially others. In the event that outside resources cannot be procured, further budget cuts will be made.

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Attachment A

			Outside Funding
Element 1	Project Management	\$ 42,450.00	
Element 2	Community Engagement	\$ 106,500.00	
Element 3	Housing Plan	\$ 70,000.00	
Element 4	Climate Resilient Development Strategies	\$ 50,000.00	\$ 30,000.00
Element 5	Transportation System Plan	\$ 117,000.00	\$ 30,000.00
Element 6	Water System Plan	\$ 12,000.00	
Element 7	Sanitary Sewer System Plan	\$ 7,000.00	
Element 8	Stormwater System Plan	\$ 29,000.00	
Element 9	Park System Plan	\$ 19,000.00	
Element 10	Natural Systems Plan	\$ 48,000.00	
Element 11	Infrastructure Financing Strategy	\$ 50,000.00	
Element 12	CDC Amendments & Implementation	\$ 90,000.00	
Project Fee Subtotal		\$ 640,950.00	
Contingency		\$ 59,050.00	
Total w/ contingecy		\$ 700,000.00	

Attachment B

SECTION 4 **SCOPE AND SCHEDULE OF WORK**

The City is seeking a consultant or consulting team (Consultant) to provide a range of services and documents that will be collectively known as the River Terrace 2.0 Community Plan. This work will further refine and operationalize the vision presented in the River Terrace 2.0 Concept Plan (2020) through adoption-ready amendments to the City's adopted Comprehensive Plan, ancillary documents, and infrastructure system plans that meet Statewide Planning Goal requirements, including but not limited to Goals 9, 10, and 11, as well as the provisions of Subsection 3.07.1120(c)(1)-(9) of Metro's Urban Growth Management Functional Plan. The work will also result in adoption-ready amendments to the Tigard Community Development Code.

While one firm may be capable of producing all aspects of the project independently, the City anticipates that Proposers will form teams of well-qualified experts to complete the contract components. The City expects a high degree of ability and understanding to coordinate the various transportation, engineering, and infrastructure finance experts, and communicate project goals and outcomes to stakeholders, the community, and policy makers.

The City has developed a scope of work for this project. Proposers are welcome to suggest alternatives to the scope of work outlined here as long as the alternatives provide similar deliverables and outcomes.

Proposers should not simply repeat the tasks and scope of services in this RFP. Instead, they should describe their understanding and approach to the components, explain the methodologies they will use to complete the work, and show how the processes will be integrated and reflect the input of stakeholders and the public.

The project fee will be negotiated following the ranking process and subsequent selection of the top-rated firm. The successful Proposer must demonstrate that their team can meet the following minimum required experience:

- Utility Master Planning – five master plans completed in previous 10 years, including two for jurisdictions serving 50,000 population or more.
- Transportation Planning – five transportation master plans or similar works in previous 10 years. Experience with multi-modal system plans that result in projected or demonstrated reduction of vehicle miles travelled and greenhouse gas emissions, as well as an increase in safety for all modes, is strongly preferred.
- Municipal Financing – five utility rate studies, SDC studies, or impact fee evaluations in previous seven years with Oregon experience preferred.
- Housing Planning – at least two master plans, development code amendments, or similar projects that include provisions for middle housing at a significant scale.
- Form-based Codes – experience with at least one form-based code project strongly preferred.
- Carbon-responsible and climate-resilient planning – at least three master plans, sustainability plans, resiliency plans or similar works that incorporate actionable climate mitigation and

Attachment B

adaptation strategies, including but not limited to greenhouse gas reductions, vehicle miles travelled reductions, sustainable building techniques, and climate resilient development patterns.

ELEMENT 1: PROJECT MANAGEMENT

Project management is the joint responsibility of the City project manager and Consultant. Consultant will assume a reasonable amount of time for project communication and general coordination above and beyond the meetings and tasks specified in this scope. Consultant will also manage the allocated budget for each task and deliverable accordingly.

Deliverables:

1. Project Management Plan
 - a. Project Schedule
 - b. Project Milestones
 - c. Project Scope
 - d. Project Budget
 - e. Change management
 - f. Quality control methods
2. Monthly Reports

ELEMENT 2: COMMUNITY ENGAGEMENT PLAN

This element will set out the goals, tasks, schedule, and milestones for all public involvement and engagement for the project. Community engagement generally is the joint responsibility of the City and Consultant. It is expected that the Consultant will work with the City to plan for and conduct meaningful and inclusive public and stakeholder outreach to shape project outcomes.

The scope assumes that the Consultant PM and appropriate members of the Consultant team will need to meet with the City PM at least once prior to each TAC, CAC, and Public Open House meeting in order to effectively plan and prepare for these meetings. This meeting may take the place of the regular weekly project management team meetings in Element 1 but in certain circumstances may need to be held separately. Community engagement planning meetings may be held virtually. The TAC should include representatives from each school district represented in the subject lands to meet the provisions of Urban Growth Management Functional Plan Subsection 3.07.1120(c)(5).

In addition to determining agendas and materials, community engagement planning meetings will assign roles and responsibilities to individual team members based on the meeting purpose and content of the intended community engagement.

Deliverables:

1. Community Engagement Plan that includes:
 - a. Community engagement goals
 - b. Community input desired
 - c. A messaging and communications coordination strategy

Attachment B

- d. Communications schedule and milestones, with responsible parties identified
- e. Plans for successfully executing the following, at a minimum:
 - i. Print media strategies
 - ii. Social media and online strategies
 - iii. Newsletters and mailings
 - iv. Community focus groups
 - v. Advisory committees
 - vi. Public open houses
- 2. Stakeholder List
- 3. Community Advisory Committee Roster
- 4. Technical Advisory Committee Roster
- 5. Meeting summaries for all community engagement events, focus groups, and committee meetings

ELEMENT 3: HOUSING PLAN

This element will refine and operationalize the housing element of the River Terrace 2.0 Concept Plan to meet the provisions of the conditions imposed by Metro on the annexation of the subject lands into the Urban Growth Boundary and to meet the provisions of the Urban Growth Management Functional Plan Subsection 3.07.1120(c)(3) and (4) as well as Title 7. The tasks within this element are varied and fall within a broad range of project outcomes related to housing provision and planning. They are gathered under this element for the purpose of highlighting their importance to the overall project vision and goals. For this reason, tasks may appear in this section that are duplicated elsewhere. These tasks are noted.

Deliverables:

- 1. Housing Advisory Committee agendas and meeting summaries
- 2. Housing Focus Group agenda and meeting summary
- 3. Housing Plan that includes:
 - a. Recommended Housing Policies
 - b. Density and Zoning Strategy
 - c. Preliminary Form-based Housing Code and Development Approval Processes

ELEMENT 4: CLIMATE RESILIENT DEVELOPMENT STRATEGIES

This element will define and operationalize the City's goals for carbon-responsible and climate-resilient greenfield development, from both a mitigation and adaptation standpoint. Similar to Element 3, the tasks within this element are varied and will be completed alongside and as part of the broader range of project outcomes. The work of this element will directly inform and impact the work of all the other elements by providing a diverse set of objectives, and actionable policies strategies that reduce the carbon output of development in River Terrace 2.0 to the maximum extent practicable, and ensure that the neighborhood is prepared for oncoming climate change impacts. While the baseline tasks and deliverables are defined, the Consultant should be **bold and creative** in proposing approaches to this work that will result in the best climate outcomes possible. The climate strategies are gathered under this element for the purpose of highlighting their importance to the overall project vision and goals.

Attachment B

Deliverables:

1. Climate statement/climate goals
2. Climate report that includes:
 - a. Climate vision
 - b. Climate objectives and strategies
 - c. Overview of recommended and deployed climate strategies
 - d. Recommended climate policies, objectives, and strategies

ELEMENT 5: TRANSPORTATION SYSTEM PLAN

This element will include robust analysis that results in a set of proposed transportation system improvements and adoptable updates to the City's Transportation System Plan (TSP) and Capital Improvement Plan (CIP). The TSP update will take the form of an addendum that covers the plan area. This work will be conducted within the context of the City's broader mobility and climate goals. The technical aspects of the analysis must comply with applicable policies, including the Climate Friendly and Equitable Communities (CFEC) rules, the new/pending Metro Regional Mobility Policy, the Tigard Complete Streets policy, the Tigard Transportation System Plan and the Urban Growth Management Functional Plan Subsection 3.07.1120(c)(7) and (9).

Deliverables:

1. Transportation System Report
2. Adoption-Ready Transportation System Plan amendment
3. Street Design Concepts
4. Project List and Cost Estimates

ELEMENT 6: WATER SYSTEM PLAN

This task will provide an update to the City's adopted Water System Plan through an addendum. Expanding the plan's study area to include the River Terrace 2.0 area will be the major component of this element.

Deliverables:

1. Tigard Water System Plan update that includes:
 - a. Population and demand projections
 - b. System analysis
 - c. Cost estimates
 - d. Implementation
 - i. Capital projects
 - ii. Funding

ELEMENT 7: SANITARY SEWER SYSTEM PLAN

Attachment B

This element will provide an update to the City's adopted plan through an addendum. Coordination with Clean Water Services and the cities of Beaverton and King City will be required. Clean Water Services is in the process of creating a basin plan for this area and the system plan should take this into account. The City of King City is in the process of creating a master plan for the Kingston Terrace area just south of River Terrace 2.0 and the infrastructure between these two areas will need to be carefully coordinated.

Deliverables:

1. Tigard Sanitary System Plan update that includes:
 - a. Population and demand projections
 - b. System analysis
 - c. Cost estimates
 - d. Implementation
 - i. Capital projects
 - ii. Funding

ELEMENT 8: STORMWATER SYSTEM PLAN

This task will provide a River Terrace 2.0 Stormwater System Plan. Coordination with Clean Water Services, King City, and Washington County will be required. Clean Water Services is currently working on a regional stormwater strategy that will result in recommended approaches for addressing stormwater management. Any approaches, requirements, etc. developed specifically for River Terrace 2.0 must be closely coordinated with the results of that strategy.

Deliverables

1. Draft memorandum – summary of findings from review
2. Adoption-ready River Terrace Stormwater System Plan

ELEMENT 9: PARK SYSTEM PLAN

This task element will provide a small area plan for a system of parks and trails in River Terrace 2.0 that meet the provisions of the Urban Growth Management Functional Plan Subsection 3.07.1120(c)(6). This plan will provide analysis sufficient to guide the acquisition, funding, and development of parks and trails that meet the desires and needs of the residents, workers, and visitors to the neighborhood. Although this work will be initially guided by the River Terrace 2.0 Concept Plan, the City is seeking to take a step back and reconsider the types of parks and levels of service appropriate to this area.

Deliverables

1. Parks and Recreation System Plan
2. Adoptable level of service resolution to replace the current applicable resolution

ELEMENT 10: NATURAL SYSTEMS PLAN

This task element includes varied tasks related to state Goal 5 natural systems planning, tree canopy preservation, and sustainability. The River Terrace 2.0 Concept Plan identified and mapped Goal 5 significant wetlands and Metro Titles 9/13 vegetated corridors as required by Statewide Planning Goals and the Metro Urban Growth Management Functional Plan. The work of this element will

Attachment B

largely focus on extending existing city natural resource protection elements to the River Terrace 2.0 area but will also make recommendations for new policies and regulatory frameworks to ensure that the broader city goals related to natural area protection, carbon responsibility, and climate mitigation, as well as the climate goals identified in Element 4 are achieved to the greatest degree possible.

Deliverables

1. Maps in city-approved GIS format depicting all identified specimen trees and significant tree groves.
2. Adoption-ready code amendment package.

ELEMENT 11: INFRASTRUCTURE FINANCING STRATEGY

This task will provide a financing strategy for needed infrastructure improvements in River Terrace 2.0 and off-site impacts associated with development of the area, consistent with the Urban Growth Management Functional Plan Subsection 3.07.1120(c)(8). Using the cost estimates from Elements 4-8, various funding strategies should be analyzed. Additionally, strategies for recovering City costs associated with the River Terrace 2.0 Community Plan should be analyzed. This work should be conducted with an emphasis on equity, particularly the need to balance housing equity against other priorities. The end result will be a strategy that includes a fees and charges schedule. Anticipated work includes:

Deliverables

1. Adoption-ready Infrastructure Financing Strategy
2. Adoption-ready Fees and Charges Schedule

ELEMENT 12: TIGARD LEGISLATIVE AMENDMENTS AND PLAN IMPLEMENTATION STRATEGIES

This task will provide adoption-ready amendments to the Tigard Comprehensive Plan and Map, the Tigard Community Development Code, the Tigard Zoning Map in accordance with the Urban Growth Management Functional Plan Subsection 3.07.1120(c)(1) and (2). This element will also include proposed implementation strategies that will operationalize the outcomes identified and developed through all other elements of the Scope. The implementation strategies will particularly focus on the Housing Plan elements but should also take into account the Transportation Element and other infrastructure plans.

Deliverables

1. Adoption-ready Development Code Amendments
2. Implementation Strategies Report

Attachment C

CITY OF TIGARD, OREGON TIGARD CITY COUNCIL RESOLUTION NO. 23-01

A RESOLUTION OF SUPPORT FOR A METRO 2040 PLANNING AND DEVELOPMENT GRANT TO FUND THE CONTINUED PLANNING FOR THE RIVER TERRACE WEST AND SOUTH URBAN RESERVES

WHEREAS, The City of Tigard has completed a Concept Plan for two urban reserves collectively known as River Terrace 2.0; and

WHEREAS, the City has submitted an application to Metro to add these areas to the regional Urban Growth Boundary; and

WHEREAS, Metro has commended the City's Concept Plan and proposed to add these areas to the Urban Growth Boundary through a land swap allowed under state law; and

WHEREAS, Metro's 2040 Planning and Development Grant program provides funding for Comprehensive Plans for areas added to the Urban Growth Boundary; and

WHEREAS, this project advances the region's goals to provide more housing, address inequity, and promote carbon-responsible development practices; and

WHEREAS, the City seeks to continue its planning to provide a Comprehensive Plan and Development Code for these areas to enable their development to meet these goals.

NOW, THEREFORE, BE IT RESOLVED by the Tigard City Council that:

SECTION 1: Council supports continued planning for these urban reserve areas and authorizes staff to take submit and application for funding from the 2040 Planning and Development Grant program.

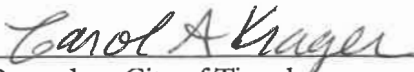
SECTION 2: This resolution is effective immediately upon passage.

PASSED: This 10th day of January 2023.



Mayor - City of Tigard

ATTEST:



City Recorder - City of Tigard

RESOLUTION NO. 23-01

***Update on the Urban
Growth Report
Other Business***

Metro Council Meeting
Thursday, July 20, 2023

2024 URBAN GROWTH MANAGEMENT DECISION: WORK PROGRAM STATUS UPDATES

Date: July 3, 2023
Department: Planning, Development, and
Research
Meeting Date: July 20, 2023

Prepared by: Ted Reid, Principal Regional
Planner ted.reid@oregonmetro.gov
Presenter(s): Malu Wilkinson (she, her)
Eryn Kehe (she, her); Ted Reid (he, him)
Length: 60 minutes

ISSUE STATEMENT

Under state law, the Metro Council is required – at least every six years – to determine whether the urban growth boundary (UGB) has adequate land for expected housing and job growth over the next 20 years. The Metro Council last made this determination in December 2018 and is scheduled to do so again by the end of 2024. The Metro Council has directed staff to proceed with an approved work program and requested periodic updates, particularly related to engagement activities.

ACTION REQUESTED

Update the Council on implementation of the work program for the 2024 urban growth management decision, including:

- The proposed engagement plan, including the stakeholder roundtable
- Initial ideas for possible UGB conditions of approval

IDENTIFIED POLICY OUTCOMES

State law and regional policies require Metro to make efficient use of land inside the UGB and to only expand the UGB if there is a demonstrable regional need for more land to accommodate expected housing or job growth. The Metro Council makes this growth management decision for the region after significant public engagement. To ensure that areas added to the UGB are ready for growth, it is the Metro Council's policy to only expand the UGB in urban reserves that have been concept planned by a city or a county. Metro provides grant funding for local jurisdictions to complete concept planning.

The Council will make a growth management decision by the end of 2024. As part of that decision, the Council will need to also decide on conditions of approval if it adds any land to the UGB.

POLICY QUESTION(S)

- Does the Council have any feedback on the proposed engagement plan or the stakeholder roundtable that staff will convene later this summer?
- Does the Council have any initial direction on possible conditions of approval for any UGB expansions?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Council may provide staff with direction on:

- The proposed engagement approach, including the stakeholder roundtable
- Possible UGB conditions of approval

STAFF RECOMMENDATIONS

- Staff recommends proceeding with the proposed engagement plan, including convening the proposed stakeholder roundtable beginning this summer.
- Staff recommends that the Council describe its policy interests regarding any potential UGB expansion areas so that staff can propose some options for UGB conditions of approval if an expansion is warranted.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Regional urban growth management decisions have long been one of the Metro Council's core responsibilities. The Metro UGB – first adopted in 1979 – is one of Metro's tools for achieving the 2040 Growth Concept's vision for compact growth, thereby protecting farms and forests outside the UGB and focusing public and private investment in existing communities. These are all key to reducing greenhouse gas emissions and expanding housing options.

The UGB is just one policy tool, however, and must be accompanied by other policies, partnerships, and investments to make good on the 2040 Growth Concept and to address challenges like housing affordability, displacement, houselessness, and economic development. Often, growth management processes provide a venue for identifying the need for new initiatives.

As the Council is aware, several stakeholder groups follow urban growth management decisions closely and staff expects this decision to be no different. While these stakeholders at times have differing opinions or interpretations, staff has found that a focus on city readiness and concentrating growth management discussions around actual expansion proposals makes practical sense to everyone. Consequently, that focus on city readiness is a consistent theme in the work program.

Metro strives for transparency in its growth management work, which can be challenging given the highly technical analysis that is required. The 2024 decision will provide opportunities for stakeholders to inform and understand the many technical and policy aspects of this work. Those opportunities include, not only standing advisory committees, but also groups formed for this decision process such as the Stakeholder Roundtable, the Land Use Technical Advisory Group, and the Youth Cohort.

BACKGROUND

At its March 7, 2023 work session, the Council directed staff to begin implementing the work program for the 2024 urban growth management decision. The Council also directed

staff to periodically update the Council on work program implementation, particularly related to engagement activities.

ATTACHMENTS

- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☐ No
- What other materials are you presenting today?
 - Proposed 2024 Urban Growth Management Decision Engagement Plan
 - Memo providing background on UGB conditions of approval

Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Date: July 3, 2023
To: Metro Council President Peterson and Metro councilors
From: Ted Reid, Principal Regional Planner
Subject: 2024 urban growth management decision: preliminary discussion of possible conditions of approval

Purpose

The Metro Council will make its next cyclical urban growth management decision in December 2024. As described in the work program endorsed by the Council, the Council's decision will be supported by extensive analysis and public engagement. If the Council determines that there is a regional need to expand the urban growth boundary (UGB), it may choose among designated urban reserve areas for expansion. Per the Urban Growth Management Functional Plan, the Council will also place conditions of approval on any expansion. This memo is intended to begin a Council discussion about its priorities for any such conditions of approval.

Concept planning requirements

Since 2010, the Metro Council has had a policy to only expand the UGB into urban reserves that have been concept planned by a local jurisdiction. To ensure that this requirement is not a barrier, Metro provides grant funding to local governments for concept planning. Title 11 (Planning for New Urban Areas) of Metro's Urban Growth Management Functional Plan describes what must be included in a concept plan. Those requirements cover topics like infrastructure locations, funding sources, ecological protection, transportation connectivity, parks, trails, affordability, housing choice, and a healthy economy. This concept planning requirement has proven crucial for ensuring that a city is ready to urbanize an expansion area.

However, notably absent from those provisions are specific requirements for housing or job densities, affordability, and housing mix. Title 11's flexibility recognizes that these local plans need to respond to local contexts as well as regional needs. The potential flipside of this flexibility is that there may be a lack of clarity about what makes for a compelling UGB expansion proposal.

Some of this ambiguity is resolved by newer state laws and administrative rules. For example, when completing concept plans, local jurisdictions must comply with state laws that require allowing a variety of middle housing types in neighborhoods that allow single-family housing.

UGB conditions of approval

Title 14 (Urban Growth Boundary) of Metro’s Functional Plan (section 3.07.1455) directs the Metro Council to impose conditions of approval on UGB expansions to designate a 2040 Growth Concept design type for the expansion area, and to identify the number of dwelling units expected to be provided in the area. That code section goes on to provide that the Council may:

“(c) ... establish other conditions it deems necessary to ensure the addition of land complies with state planning laws and the Regional Framework Plan. If a city or county fails to satisfy a condition, the Council may enforce the condition after following the notice and hearing process set forth in section 3.07.850 of this chapter.”

The above-quoted code provision provides the Metro Council with broad authority to impose conditions of approval on UGB expansions to satisfy the goals and policies in the Regional Framework Plan. It also expressly provides the Metro Council with authority to enforce those conditions under Title 8 of the Functional Plan.

Policy considerations for the Metro Council

To clarify its policy interests for the future development of UGB expansion areas, the Metro Council may wish to consider what type of conditions of approval it might place on a UGB expansion if there is a need to expand in 2024. Initiating that discussion now provides the Council with an opportunity to consider its options and provide additional clarity to any cities that may propose a UGB expansion in 2024.¹ Conditions of approval may also provide an opportunity for the Council to require development that it believes will advance equity goals.

To facilitate the Council’s initial discussion, staff has identified several topic areas that the Council could address in UGB conditions of approval. The following list is illustrative and includes examples of topics that have been addressed in past UGB conditions as well as examples of topics that would be new. The Council may wish to direct staff to develop options around these or other topic areas for further discussion by the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee (MTAC) and the Metro Council. Additional topics may emerge as the Council and advisory committees learn more about possible city proposals for UGB expansions.

- Minimum housing densities that exceed what would be required by compliance with state laws for middle housing.
- A specific mix of housing types that must be allowed, for instance specifying a minimum share of certain housing types.
- Requirements for planning for a mix of commercial and residential uses.
- Affordability provisions that could include, for instance, requirements for deed restrictions to ensure affordability for a specified time period.
- Industrial site protections that provide more specificity than current regional industrial land regulations. For example, there are no regional regulations that prohibit residential uses in industrial areas or that specify which types of industrial uses are allowed (e.g.,

¹ Per the work program endorsed by the Metro Council, letters of interest from cities will be due December 1, 2023 and UGB expansion proposals will be due April 5, 2024.

manufacturing, data centers, or fulfillment centers). Conditions of approval could provide additional clarity about intended uses.

- Site assembly requirements for large industrial sites.
- Public engagement expectations for city comprehensive planning after UGB expansion.
- Expected timelines for comprehensive planning.

Additional considerations for drafting conditions of approval

Over the last few growth management decisions, the conditions of approval adopted by the Council have become more specific, moving from requiring a minimum number of homes to requiring specific housing types. This specificity can be helpful for advancing Metro Council policy objectives and can provide clarity for cities as they proceed with comprehensive planning and zoning. However, this specificity can also result in unintended challenges since local market, connectivity, or ecological factors are not always fully understood at the concept planning stage or at the time that conditions are adopted.

Staff suggests the following considerations when contemplating possible conditions of approval:

- The adoption of UGB conditions of approval is one of the Metro Council's opportunities to advance its land use policy goals and to specify its expectations for any areas that it adds to the UGB. These conditions provide guidance to local jurisdictions and to Metro staff as we engage in subsequent local comprehensive planning efforts.
- Conditions of approval are developed without the benefit of the extensive analysis and engagement that a city undertakes when adopting comprehensive plan and zoning designations. Consequently, Metro should be mindful of how prescriptive its conditions of approval are so that cities can undertake more deliberate work to develop comprehensive plan and zoning designations. For instance, there may be legitimate questions about the market feasibility of certain housing types in certain locations.
- There is no need to reiterate or restate existing Metro regulations or state law requirements in conditions of approval. Doing so may create additional confusion. For instance, conditions of approval need not reiterate HB 2001 middle housing requirements. Conditions only need to address middle housing if they will establish requirements that exceed existing laws or regulations.
- Vague conditions can be hard to interpret by cities and difficult to enforce by Metro.
- Establishing deadlines for comprehensive planning can be useful for shortening the time between UGB expansion and development, but cities may also run into unexpected delays that are beyond their control. Consider including a specific mechanism for Metro staff (COO) to grant extensions when necessary.

Draft Public Engagement Plan

2024 Urban Growth Management Decision

July 2023

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INTRODUCTION

Regional readiness for population, housing, and job growth

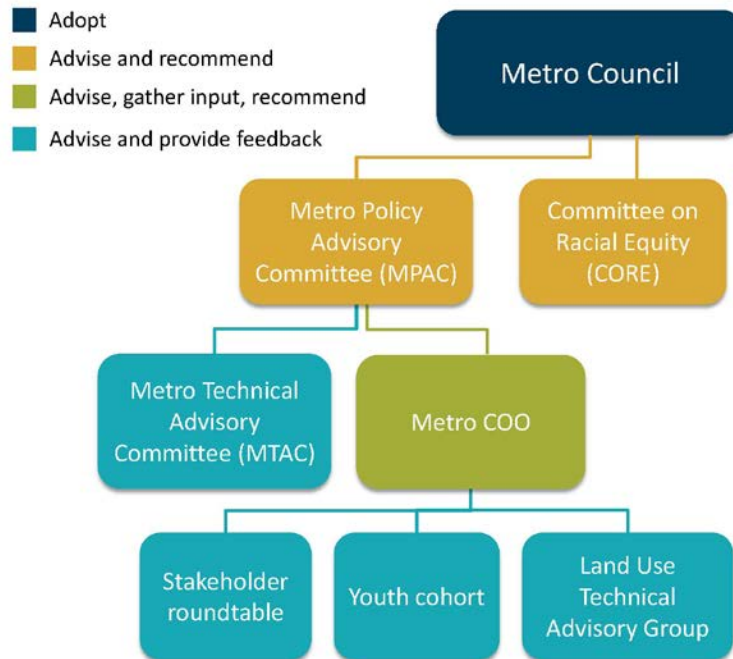
The Metro Council is required under state law to adopt – by the end of 2024 – an assessment of the region’s capacity to accommodate the next twenty years of housing and job growth inside the urban growth boundary (UGB). This engagement plan outlines the spectrum of activities that will inform the Council’s decision, from formal Metro Council and advisory committee meetings to presentations to outside organizations and outreach to local jurisdictions.

Metro seeks to improve its growth management practices every time it undertakes this cyclical process. As always, Metro will strive to improve the data analysis that informs decision makers. Likewise, Metro will continue its emphasis on land readiness to ensure that decisions emphasize the governance, market, and infrastructure conditions that must be present to produce housing and jobs. This process will differ from past decisions by applying a greater focus on the housing needs of all income groups, particularly households with lower incomes. This focus on affordability advances shared goals of increasing housing production for those that have the fewest choices.

The engagement approach during this project will encompass a variety of audiences with a priority to increase the transparency of the inputs and assumptions that make up the urban growth report. Traditionally, the general public has not shown much interest in this process. We don’t know whether the information has appeared too complex, or the proposed expansions do not seem personally relevant. Regardless, a goal for this project is to simplify the key messages to increase awareness and understanding of the decision-making process and highlight the relevant opportunities for input.

URBAN GROWTH MANAGEMENT DECISION-MAKING FRAMEWORK

Metro has a statutory responsibility to manage the UGB for the Metro region. Its existing decision-making framework is shown below.



The decision-making framework includes the Metro Council and three advisory committees (MPAC, MTAC, CORE) that will review, provide input and in some cases make recommendations on the development of the urban growth report. Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.

Metro’s Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion. CORE will provide input at key points in the urban growth management decision-making process. CORE’s input will be shared with Metro’s other advisory committees for consideration. The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management and land use issues at the policy level, and the Metro Technical Advisory Committee (MTAC) provides input to MPAC at the technical level.

Metro staff, including the Chief Operating Officer, will receive feedback from the stakeholder roundtable, youth cohort, and land use technical advisory group and share this information with the Metro advisory groups with regularly scheduled update presentations. These groups will be described in the Engagement Activities section of the document.

PUBLIC ENGAGEMENT GOALS & OBJECTIVES

The plan is in alignment with Metro’s agency wide Strategic Plan to Advance Racial Equity, Diversity and Inclusion, and the Planning, Development and Research Departmental Strategy for Achieving Racial Equity. A youth cohort will be convened with diverse membership and representation across all three Metro counties. The stakeholder roundtable membership will reflect a range of voices, variety of experiences and perspectives, and regional representation.

The desired outcome of the engagement is to:

- Increase transparency of the assumptions and inputs of the analyses in the Urban Growth Report
- Expand outreach to a broader range of stakeholders and perspectives, including youth
- Simplify key messages for presentations and communication to a variety of audiences
- Capture feedback from across the region in advance of key milestones and share input with decisionmakers
- Increase communication and coordination with local jurisdictions to improve readiness of city proposals for expansion

The information gathered from engagement activities will be shared with decision-makers to ensure they have opportunity to contemplate and fully consider public input.

PUBLIC ENGAGEMENT APPROACH

Increase transparency of the decision-making process, assumptions, and analysis inputs

Advisory groups will serve as the primary engagement mechanisms for collaboration and consensus building for this UGM process. In addition to these groups, engagement with other interested individuals, communities and organizations will be an important element of the engagement strategy.

- Provide information to the public about urban growth management and its function in clear, engaging, and simplified ways
- Encourage public access to review city expansion proposals with opportunities to submit public comments
- Demystify the urban growth management decision-making process, correct common misunderstandings about the role of Metro and the UGB, and increase access to the background analysis and data that make up the Urban Growth Report
- Emphasize the Urban Growth Report (UGR) as a decision-support tool: The draft UGR that staff will release in the summer of 2024 will not be a conclusive determination of regional need for land. The draft UGR will provide high quality, peer-reviewed analysis that will serve as a decision support tool for policy makers
- Focus on readiness: Focus policy discussions on the readiness of cities to urbanize possible expansion areas (concept planned Urban Reserves)
- Deepen understanding of and access to Council decision-making process

- The Council’s decision will include a regional housing needs analysis. That analysis will inform a subsequent Regional Housing Coordination Strategy that Metro is required to complete by the end of 2025.
- Expand awareness of potential equity impacts

ENGAGEMENT ACTIVITIES

Summary

Group	Level of engagement (inform, consult, involve, collaborate, empower)	Discussion format and purpose
MPAC	Involve	Monthly or bimonthly updates; advice given to Council
MTAC	Consult	Monthly meetings; feedback given to MPAC
CORE	Involve	4-6 meetings over the course of the project; feedback given to staff and Council
Metro Council	Decision-maker	Bi-monthly work sessions; feedback given to staff; receive feedback from advisory committees; listening role on stakeholder roundtable; decision makers
Stakeholder roundtable	Involve	Monthly or bi-monthly meetings to provide input and feedback on urban growth report analyses; feedback given to staff
Youth cohort	Involve	8 meetings; feedback shared with staff, MPAC, and Council
Land use technical advisory group	Involve/Collaborate	Collaboration and technical advice given to staff
Metro cities and counties	Involve	Direct communication with Metro staff and Councilors

		through proposal process, surveys, interviews, and visits
General public	Inform and consult	Outreach via Metro website, social media, and open invites to public meetings

Metro advisory group meetings

MPAC

The Metro Policy Advisory Committee (MPAC) will be engaged in policy discussions like those that the Council engages in throughout the process. MPAC will be asked for its advice to the Metro Council in late summer 2024. MPAC's advice will focus on policy options for increasing the region's readiness for housing and employment growth and the merits of any city proposals for handling some of that growth through concept planned UGB expansions.

MTAC

The Metro Technical Advisory Committee (MTAC) will provide advice on technical aspects as needed. Local jurisdiction staff review of the buildable land inventory will be essential and Metro will reconvene the ad-hoc Land Use Technical Advisory Group, which has overlap with MTAC membership for this purpose. MTAC will also be asked to review of any city proposals for UGB expansions. Lastly, MPAC may request MTAC's technical advice on topics.

CORE

Metro's Committee on Racial Equity's (CORE) advice will be sought on the formation of a diverse youth cohort to both learn about and advise on Metro's growth management approach. After additional discussion with CORE, staff will identify the appropriate timing of further engagement with the committee over the course of this work program. CORE has, in particular, expressed an interest in reviewing city proposals for UGB expansions.

Metro Council meetings

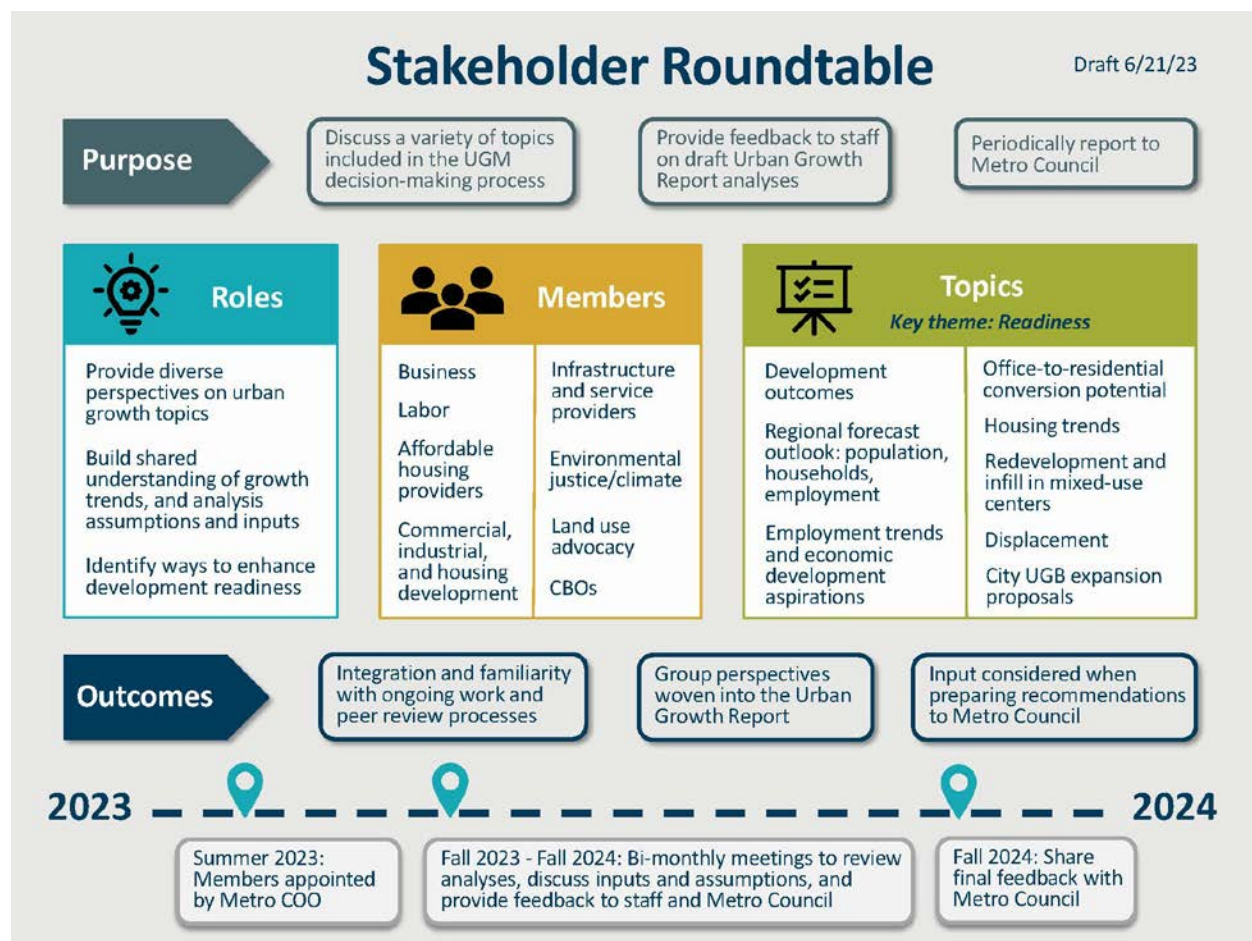
Leading up to the Council's decision in late 2024, policy makers will engage in discussions of a variety of growth and development trends as well as reviewing any UGB expansion proposals submitted by cities. Policy maker discussions will focus on development readiness, additional actions that may be needed to increase housing production and economic growth inside existing urban areas, and specific city proposals for addressing housing and employment needs in UGB expansion areas. Metro Councilors will engage directly with their local elected counterparts throughout this process. Metro Councilors will also be invited to observe stakeholder roundtable discussions.

Stakeholder roundtable

For the 2024 urban growth management decision, Metro staff will convene a stakeholder roundtable to inform the content of the 2024 UGR through contributing their perspectives on the content and analyses. To facilitate stakeholder roundtable discussions, staff will convene the group throughout this process, bringing forward summaries of ongoing work around growth trends and other relevant topics.

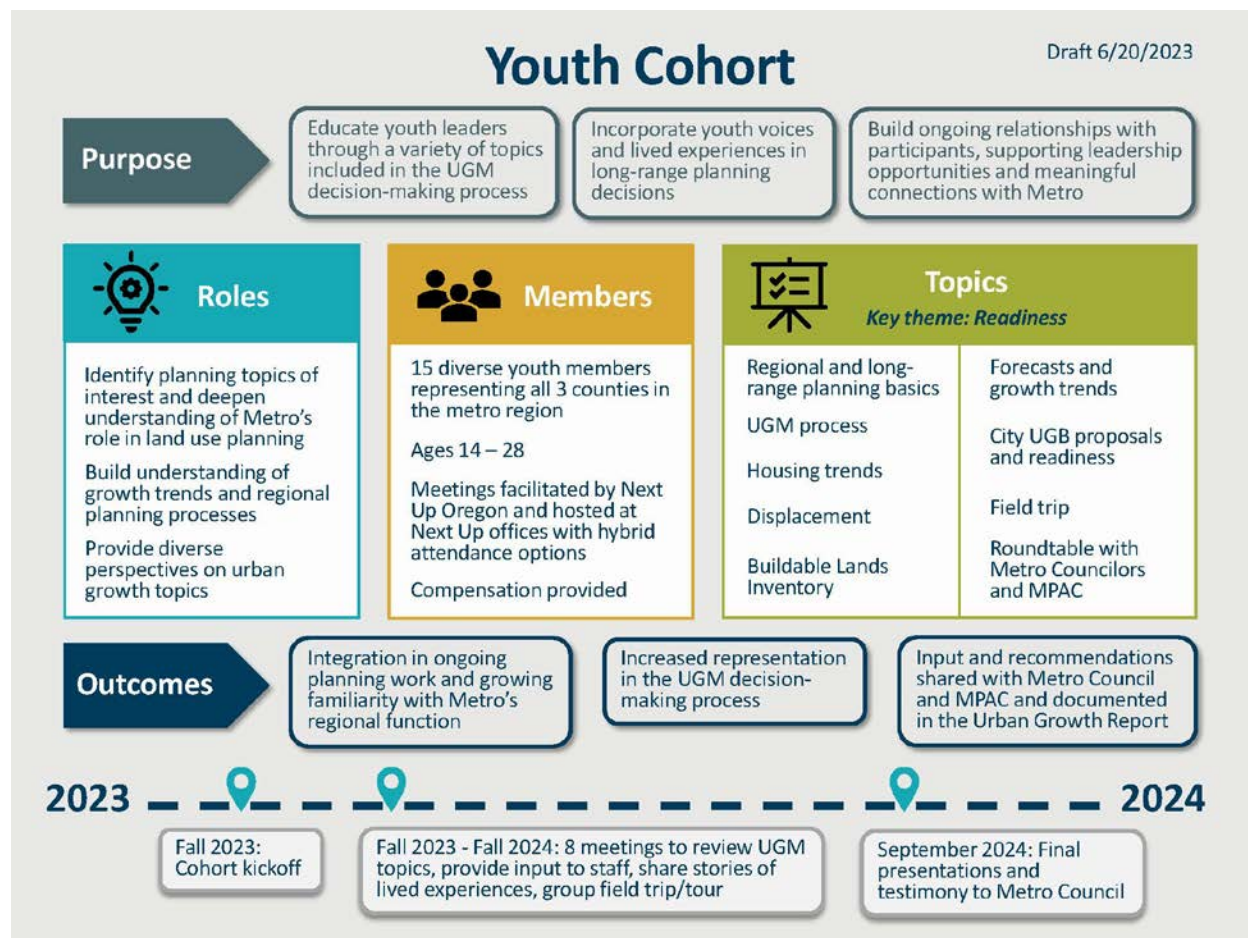
Stakeholder roundtable discussions and perspectives will be reflected in the 2024 UGR and the Metro COO will consider the group's feedback on a variety of topics when preparing recommendations for the Metro Council. To provide that feedback, the committee will have regular opportunities to familiarize itself with ongoing work and peer review processes. Committee representatives will be asked to summarize the group's discussions at Metro Policy Advisory Committee (MPAC) and Metro Council meetings.

Staff will consider the group's feedback when preparing a recommendation for the Metro Council UGB decision.



Youth cohort

In addition to the stakeholder roundtable, staff will convene a youth cohort with the intention of providing leadership opportunities and seeking a younger generation's perspective on long-range planning related topics. The youth cohort will support integration and growing familiarity with ongoing planning work and increase representation in the UGM decision-making process. Input and recommendations from the youth cohort will be shared with Metro Council, MPAC, and CORE.



Technical peer review groups

Several technical peer review groups will be engaged in the development of the 2024 UGR. Those will include:

Regional Forecast: a peer review group consisting of economists and demographers will review regional forecast methods and results.

Buildable land inventory: the Land Use Technical Advisory Group, consisting of local jurisdiction planning staff and other development specialists will review buildable land inventory and growth

capacity estimation methods and results. The draft inventory will also be made available for review by all local jurisdictions.

Additional interest group presentations

As different components of the project are completed, Metro staff will provide update presentations to various jurisdictions, professional associations, and other interest groups. Examples of these groups include County planning directors, Greater Portland Inc, Economic Development Local Practitioners, and the Commercial Association of Brokers.

These presentations will occur at various times leading up to the conclusion of the project. Metro staff will compile a final summary list of these presentations and audiences as part of the urban growth report engagement section.

Local jurisdiction engagement

As described in this engagement summary, this decision-making process is centered on city readiness. As such, there will be a heavy emphasis on the merits of city proposals for concept planned UGB expansions.

Metro staff, Councilors, and the Chief Operating Officer will conduct outreach to local elected officials and planning staff to understand plans for growth, challenges in their communities, and resource needs. These conversations will increase transparency and communication between Metro and local jurisdictions and help Metro to anticipate forthcoming expansion proposals. Additionally, this information will be used to update and improve the 2040 planning and development grants program to better meet the discussed needs.

Cities will be responsible for leading local engagement on concept planning Urban Reserve areas. Public engagement is a required component of developing and submitting a concept plan for a proposed expansion area. The concept plans for proposed expansion areas will be released as appendices to the Urban Growth Report and made available for region-wide public feedback.

Local jurisdiction staff will also have opportunities to provide peer review of the buildable land inventory.

Public communication

The public will have access to the progress of the urban growth report and accompanying analyses throughout the project as the Metro project page is periodically updated.

Metro website and news articles

The UGM project page could include a variety of elements to present the analyses and background information in a simplified, clear, engaging way. The purpose is to provide robust data and a comprehensive analysis of the region and its needs in a compelling format that invites greater understanding of the decision-making process and opportunities for feedback. Examples of potential web features include:

- Interactive map
- Urban Growth Boundary myth vs. reality “quiz”
- Quick learning guides about UGR components
- “What’s in a BLI?”
- Displacement analysis
- Our region in numbers
- Guide for submitting comments about the UGR

Social media

Metro’s social media channels, primarily Instagram, can be used to present key graphics to reach a broad audience and direct them to learn more about urban growth management and clarify common misconceptions or misunderstandings about this work. The goal of this outreach is to be eye-catching and accessible. Social media posts could include:

- UGB comic
- Youth cohort field trip footage
- Slideshow explainers of different analyses or interesting findings
- Time capsule series – look through UGB decisions of the past – “where are they now”

Public hearings

Most Metro advisory committee meetings during this process are open to the public. The most formal opportunity for testimony is the official public hearing in September 2024 to discuss the COO recommendations. However, beyond this opportunity, the public may participate in additional meetings through listening in to the presentations and are welcome to send comments and questions to the project team. The website will be kept current to provide information about relevant public meetings.

PROJECT TIMELINE



- Technical work and analysis**
 - Forecasts
 - Land inventories
 - Trends analysis
 - Modeling
- Stakeholder engagement**
 - Jurisdictional outreach
 - Stakeholder group
 - Youth cohort
- City expansion proposals**
 - Dec 2023: Letters of interest due
 - April 2024: Proposals due
 - 2040 Planning & Development Grants available*
- Metro Council decision**
 - Summer 2024: Draft UGR
 - Stakeholder group, COO recommendations
 - Fall 2024: MPAC, CORE recommendations
 - Council direction to staff
 - Public hearings
 - Dec 2024: Council decision

Detailed engagement timeline

Summer 2023: Convene stakeholder roundtable; Convene Land Use Technical Advisory Group to provide advice on methods for determining the buildable land inventory

Fall/winter 2023: Convene youth cohort; Local jurisdiction review of preliminary buildable land inventory results

December 1, 2023: Cities submit letters of interest for UGB expansions

Winter 2023/2024: Peer review of regional population, household, and employment forecast

April 5, 2024: City proposals for UGB expansions due

June 28, 2024: Release draft UGR and appendices

June 28, 2024: Public comment period open for the UGR and city expansion proposals

July 9, 2024: Council work session discussion of draft UGR

July 17, 2024: MTAC discussion of draft UGR

July (TBD), 2024: Stakeholder roundtable discussion of draft UGR

July 18, 2024: CORE discussion of draft UGR

July 24, 2024: MPAC discussion of draft UGR; request any MTAC advice

July 31, 2024: Public comment period for the UGR and city expansion proposals ends

August 23, 2024: Release COO recommendation

September 3, 2024: Council work session on COO recommendations

September 11, 2024: MPAC discusses recommendations to Council; request any final MTAC advice

September 18, 2024: MTAC advice to MPAC, if requested

September 19, 2024: CORE recommendation to Council

September 21, 2024: Council holds public hearing on COO recommendations

September 25, 2024: MPAC recommendation to Council

October 1, 2024: Council provides direction to staff at work session

Oct-Nov, 2024: Complete various required notice procedures

November 28, 2024: Council first reading of ordinance; public hearing

December 12, 2024: Council second reading of ordinance; decision

ENGAGEMENT ROLES AND RESPONSIBILITIES

<p>Policy partnerships: Council, MPAC, CORE</p> <ul style="list-style-type: none"> • Provide leadership and policy direction to staff • Build partnerships and collaborate • Engage partners and the public • Incorporate input from partners, advisory groups, and the public 	<p>Community partnerships: Stakeholder roundtable, youth cohort, interest groups, public</p> <ul style="list-style-type: none"> • Provide community values, needs and priorities • Provide youth lived experience and perspective • Provide ideas and solutions • Provide input and feedback to Metro staff and decision-makers
<p>Technical partnerships: MTAC, land use technical advisory group</p> <ul style="list-style-type: none"> • Implement policy direction to update urban growth report • Provide technical expertise • Keep decision-makers informed of progress • Incorporate input from partners and the public • Make recommendations to decision-makers 	
<p>Technical support: Metro staff, EcoNorthwest, Johnson Economics</p> <ul style="list-style-type: none"> • Implement policy direction to update plan • Provide technical expertise • Keep decision-makers informed of progress • Incorporate input from partners and the public • Make recommendations to decision-makers and advisory groups 	

Expo Futures Project Update
Other Business

Metro Council Meeting
Thursday, July 20, 2023

EXPO FUTURE PROJECT: PHASE 2 UPDATE

Date: 06/29/23
Department: COO
Meeting Date: 07/18/23

Prepared by: Paul Slyman, Giyen Kim
Presenter(s): Paul Slyman, Giyen Kim,
Amy Nelson, Jovian Davis
Length: 30 min

ISSUE STATEMENT

In 2003, 2014, and in the years following, Metro Council and the Metropolitan Exposition and Recreation Commission (MERC) studied the long-term sustainability of the Portland Expo Center ("Expo"). Under the current business model, the long-term prospects of Expo are challenging due to the large-scale capital needs of Halls A, B, and C and the routine maintenance of the newer buildings and campus infrastructure. Recognizing there is no identified funding source to meet these needs over time, Metro and MERC commissioned a series of activities in late 2019 to determine the highest, best use for the site that brings about financial sustainability. This launched the Development Opportunity Study (DOS), and a Request for Expressions of Interest (RFEI), also known as Phase 1 of the Expo Future project.

In February 2023, Council and MERC unanimously supported two overarching objectives proposed by Metro's Chief Operating Officer as a result of Phase 1:

- Metro will recognize Expo Center's Hall A as a site of national historical significance and meaningfully memorialize the site's history of forced displacement during World War II and the Vanport Floods, as well as the site's pre-colonial history and importance to Indigenous Peoples.
- Leveraging Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will pivot Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports.

In addition, Council and MERC instructed Metro's Chief Operating Officer to initiate this next phase of the Expo Future project, which focuses on the due diligence necessary to determine if the project's objectives will result in a business, redevelopment, and capital investment plan that realizes the highest and best public use of the site and achieves financial sustainability for Expo. **Without further action or investment, Expo will continue to operate without a long-term plan for financial sustainability.**

ACTION REQUESTED

Continued support from Metro Council and MERC for Phase 2 of the Expo Future project.

IDENTIFIED POLICY OUTCOMES

Phase 2 of the Expo Future project will realize recommendations 1,2, 3 and 6, as proposed by Metro's COO in February 2023. These recommendations advance the following project goals:

- Work with the communities most impacted by the site to develop a set of recommendations and priorities for Metro's COO on how Expo's future redevelopment should honor the historical and cultural legacy of the site.

- Complete a market and financial feasibility study and other due diligence activities that will help inform Expo’s future sports redevelopment priority and focus. This study will recommend other revenue streams and complementary site uses that will maximize revenue potential for the site and increase overall economic impact of Expo (e.g. anchor tenants, new site developments such as lodging, retail, training facilities, spectator amenities,).
- Complete broader community engagement and additional due diligence activities (operator analysis, funding analysis, site concept visioning, etc.) that will result in the integration of both project objectives into one or more cohesive site redevelopment and funding plan option(s) that Metro’s COO recommends to Metro Council and MERC.

POLICY QUESTION(S)

- Does Council or MERC have any feedback, additional considerations, or guidance on the near-term community engagement strategy as presented?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Council and MERC have requested periodic updates on the status of Phase 2 throughout the next 18-months. During this meeting, the project team plans to share a status update on the RFP for the upcoming market feasibility study, as well as an overview of our project governance structure, and the community and business leaders that have agreed to support this work. In addition, we will provide an overview of the near-term community engagement strategy.

While specific policy direction is not requested, Metro Council and MERC’s feedback and guidance on any of the information presented is welcome.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

This project supports the **Council’s direction in finding the highest and best public use and long-term financial sustainability of Expo**. Phase 1 of the Expo Future project initially began as an internal assessment of potential “Expo Futures” consistent with community-driven Guiding Principles. It then transitioned to a Request for Expressions of Interest (RFEI) process, which resulted in a proposed set of recommended next steps for the 53-acre site by Metro’s COO.

In February 2023, Metro Council and MERC Commissioners held a joint meeting to discuss the COO’s recommendations on the future of Expo. In addition, Council and MERC heard community testimony in support of the COO’s recommended next steps from Lynn Fuchigami-Parks, a Japanese American community leader, Ed Washington, a former Metro Councilor and Vanport survivor and Katie Macdonald, Metro’s Tribal Liaison. The resulting discussion led to Council and MERC unanimously supporting the proposed next steps and initiating Phase 2 of the Expo Future project.

Phase 2 will include two primary bodies of work that correspond to COO recommendations #1 and #2.

Objective 1:

First, Metro recognizes Expo Center’s Hall A as a site of national historic significance and will meaningfully memorialize the site’s history of forced displacement during World War II and the Vanport Floods, as well as the site’s pre-colonial history and importance to Indigenous Peoples.

In doing so, Metro will take the lead in convening Tribal government partners, Black, Japanese American, and urban Indigenous communities to meaningfully memorialize the cultural significance of the site to our region and country. As part of this, Metro shall investigate support from federal, state, or other partners, including philanthropic partners, for financial or other opportunities for Hall A, and the land adjacent to the Columbia River.

Objective 2:

Second, recognizing Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will take measures to align Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports.

As part of these efforts, Metro directs staff to conduct due diligence, which includes:

- Partnering with Sport Oregon and other sports organizations on a market and feasibility study to examine how Expo can best pivot its operations toward a sports facility as a primary market, with other uses such as consumer, live entertainment, and community events as secondary markets.
- Conduct an analysis of the benefits and drawbacks of contracting with a third-party venue operator versus maintaining Metro operation of the site.
- Explore additional revenue generating opportunities for the site.

In addition, Metro directs staff to work with community partners and stakeholders to align Expo's new vision for the site with the project's Guiding Principles, as adopted by resolution by Council and MERC.

BACKGROUND

Metro owns the Portland Expo Center ("Expo") site – a well-positioned, 53-acre employment and exhibition site at the economic center of the Portland metro region. Prior to the pandemic, Expo generated approximately \$50M in economic impact annually through its 100+ public trade shows and community events. The site is adjacent to other popular sports assets such as the Portland International Raceway and the Delta Park, a multi-field outdoor sports complex hosting youth and adult tournaments throughout the year.

The site is the largest exhibition space in Oregon, boasting 333,000 square feet of existing building area and over a million square feet of paved parking lot. Halls A, B, and C have been in operation for over 100 years. Halls D and E are 22 and 26 years old, respectively.

Metro recognizes the site's pre-colonial history and importance to Indigenous Peoples. This land was previously part of a dynamic and complex network of wetlands and river channels supporting Indigenous people and their ways of life since time immemorial. In addition, given Expo's hundred-year operational history, many communities as well as partners in the greater Portland area and our region have unique and important historical and cultural ties to the venue and surrounding area.

Specifically, the nearby Vanport Floods and WWII Internment at the Portland Assembly Center have had lasting impacts on the Black, Indigenous and Japanese American communities. Metro and Expo recognize the past events and injustices that took place on or near the Expo property. Expo works with Vanport Mosaic and the Japanese Museum of Oregon to ensure these occurrences are never forgotten.

Throughout the process, Metro has been engaging key stakeholders and partners, including communities with historic and cultural ties and business interests. These include the Black, Indigenous and Japanese American communities, several Tribes, as well as Expo clients and business stakeholders to refine the project Guiding Principles. The outcome of this stakeholder and partner engagement was the development of the Guiding Principles which were adopted by resolution by MERC and Metro Council in April and May of 2022.

Under the current business model, the long-term prospects of Expo are challenging due to the large-scale capital needs of Halls A, B, and C and the ongoing routine maintenance of the newer buildings and campus infrastructure.

In 2022, Metro Council and the Metropolitan Exposition and Recreation Commission (“MERC”) adopted a set of Guiding Principles for the site’s future development and launched a Request for Expressions for Interest (RFEI) to seek creative ideas and partners to help determine Expo’s future use. Metro received eight submissions as part of this process, with ideas that ranged from film studios to real estate developers who wanted to maximize the site’s industrial zoning. At its conclusion, however, Metro did not select a development partner from this process.

Instead, Metro’s COO proposed a set of recommendations for the future of the Expo which aimed to honor the historical significance and cultural legacy of the site, while also pivoting the current operational focus to sports-centric events facility. These recommendations were unanimously supported by both Metro Councilors and MERC Commissioners.

In summary, the table below briefly outlines the history and relevant actions on this project:

2003	MERC completes study “Expo: A Vision for the Future” with Yost, Grube Hall architects, to replace the outdated facilities of Halls A B C, and East and West Halls with 255,000 square feet of new facilities, including an exhibit hall, meeting rooms, support facilities, landscaping and related improvements to augment Halls D and E.
2014	Metro commissioned the Hunden Study to provide an independent assessment of Expo governance and operations, a local competitive market analysis, and the possible impact of a new local headquarters hotel. The scope of work also included an analysis of the existing physical conditions.
2016 - 2019	During the period 2016-2019 a range of options to increase and diversify revenue streams, including long-term tenancies and flexible outdoor space, were studied.
Fall 2019	At the direction of Metro Council, the Portland Expo Center Development Opportunity Study (DOS) was launched in 2019 to seek opportunities for highest best use of the site that brought about long-term financial sustainability . The study’s purpose was to identify development options that could complement, support, or replace the current operations at Expo and assess its current value.
2020-2021	Metro engages with the communities and stakeholders most impacted by the site through meetings and listening sessions and a draft set of community-driven Guiding Principles is formed.
Spring 2021	The DOS report is published outlining nine different scenarios (from logistics to film studios) the site could accommodate. MERC and Metro Council deprioritize the “sell

	option” and directs staff to create a solicitation process to seek out creative ideas and public/private development partners for the site.
Spring 2022	MERC and Metro Council adopt the community-driven Guiding Principles developed during the DOS by resolution as part of their framework for decision-making.
Summer 2022	The Request for Expressions of Interest (RFEI) phase of the Expo Future Project is launched.
Fall 2022	Metro receives eight submittals in response to the RFEI process.
Fall 2022	Expo was selected as project to be studied by the Urban Land Institute (ULI). ULI and Metro hosted an all-day workshop with eight experts to consider specific strategies or lessons learned around creative public-private partnerships with a high level of community involvement and outreach.
Winter 2023	Metro engages staff, community members and government and Tribal partners in the evaluation of the RFEI submissions, culminating in the Phase 01: Expo Future RFEI process and findings report.
Spring 2023	Metro and MERC unanimously support the COO’s seven recommendations for the future of Expo and initiates Phase 2 of the Expo Future project.

ATTACHMENTS

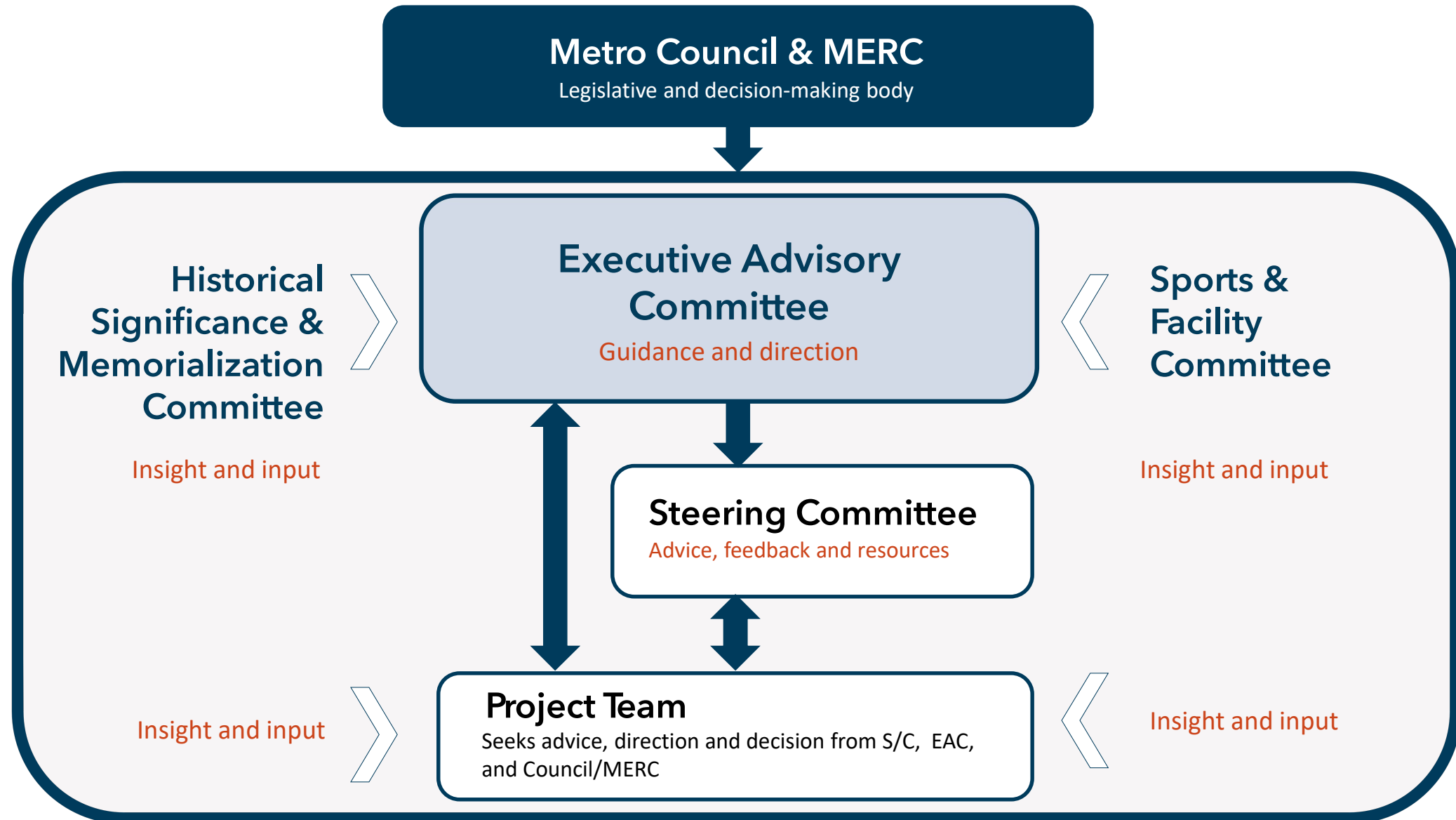
- Phase 2 Project Governance Structure
- Chief Operating Officer’s recommended next steps

[For work session:]

- Is legislation required for Council or Commission action? No
- If yes, is draft legislation attached? No
- What other materials are you presenting today? Powerpoint presentation

PHASE 2: PROJECT GOVERNANCE

DRAFT





Metro Chief Operating Officer's Expo Future Project recommended next steps

Based on the findings of the Phase 01: Expo Future Project RFEI report, Metro's COO is recommending range of actions to pursue as part of Phase 02 of the Expo Future project.

Recommendation # 1: Metro will recognize Expo Center's Hall A as a site of national historic significance and meaningfully memorialize the site's history of forced displacement during World War II and the Vanport Floods, as well as the site's pre-colonial history and importance to Indigenous Peoples.

In doing so, Metro will take the lead in convening Tribal government partners, the Black and Japanese American communities and urban Indigenous community to meaningfully memorialize the cultural significance of the site to our region and country. As part of this, Metro shall investigate support from federal, state, or other partners, including philanthropic partners, for financial or other opportunities for Hall A, specifically, and the land adjacent to the Columbia River.

Recommendation # 2: Recognizing Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will take measures to align Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports. Metro will proceed to Phase 02 of the Expo Future project and directs staff to conduct due diligence, which includes –

- Partnering with Sport Oregon and other sports organizations on a market and feasibility study to examine how Expo can best pivot its operations toward a sports facility as a primary market, with other uses such as consumer, live entertainment, and community events as secondary markets.
- Conduct an analysis of the benefits and drawbacks of contracting with a third-party venue operator versus Metro.
- Explore additional revenue generating opportunities for the site.

Depending upon results of the market and feasibility study:

- Work with community partners and stakeholders to align Metro's new vision for the site as a community-centric venue with the project's Guiding Principles.
- Conduct a full capital needs assessment and determine a strategy for the site's future development.
- Develop a funding strategy and business plan to support the approved vision.
- Coordinate with other jurisdictions on activities related to the Expo Future project and identify potential public and private partnership opportunities.
- Conduct additional due diligence activities that support the core central concept's feasibility.

Recommendation # 3: COO's office will work with Metro Council President and the Chair of MERC to determine the appropriate governance structure and stakeholders to support the activities of Phase 02.

Recommendation # 4: In alignment with the recommendations from the Expo Future Community Partner review committee and the project Steering Committee, Metro shall prioritize the use of locally-owned contractors and vendors for the redevelopment of the site.

Recommendation # 5: Expo will continue to operate and book events after June 2024. Booking contracts should propose clear cancellation policies and flexibility to accommodate for redevelopment efforts. Upon identification of a capital improvements timeline, bookings and activities should be adjusted for consistency with redevelopment or other unforeseen impacts.

Where possible, Metro's Visitor Venues General Manager shall align Expo operations with a booking policy and communications strategy that supports the Expo Future Project's timeline and goals. In addition, every effort should be made to pursue the sports event market within the current venue constraints.

Recommendation #6: COO's Office shall continue to coordinate with Planning and Development staff working on the Interstate Bridge Replacement (IBR) Program, to identify project needs and ensure coordination between Expo booking and IBR project.

