



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Tuesday, January 23, 2024

10:30 AM

Metro Regional Center, Council Chamber,

[https://www.youtube.com/watch?](https://www.youtube.com/watch?v=5XGrvSwmpQY)

[v=5XGrvSwmpQY,](https://www.youtube.com/watch?v=5XGrvSwmpQY)

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

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

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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/watch?v=5XGrvSwmpQY>

### 10:30 Call to Order and Roll Call

### 10:35 Work Session Topics:

10:35 Updated Public Engagement Guide, Phase 1

[24-5995](#)

Presenter(s): Gloria Pinzon Marin (she/they), Principal Community Engagement Lead, Metro  
Lia Waiwaiole (she/her), Director of Communications, Metro  
Kimberlee Ables (she/her), Strategic Communications and Crisis manager

Attachments: [Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)  
[Attachment 3](#)

11:20 2024 Urban Growth Management Decision: Work Program Status Updates [24-5996](#)

Presenter(s): Malu Wilkinson (she/her), Planning, Research, and Development Deputy Director, Metro  
Josh Harwood (he/him), Fiscal & Tax Policy Director, Metro  
Eryn Kehe (she/her), Urban Policy and Development Manager, Metro  
Ted Reid (he/him), Principle Regional Planner, Metro

Attachments: [Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)  
[Attachment 3](#)  
[Attachment 4](#)

12:05 WPES: Investment and Innovation Grant Program Assessment and Update [24-5997](#)

Presenter(s): Marta McGuire (she/her), WPES Director, Metro  
Suzanne Piluso (she/her), Investment and Innovation Program Manager, Metro

Attachments: [Staff Report](#)

**12:45 Chief Operating Officer Communication**

**12:50 Councilor Communication**

**12:55 Adjourn to Executive Session**

This Executive Session will be held pursuant under ORS 192.660 (2)(e); To conduct deliberations with persons designated by the governing body to negotiate real property transactions.

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### សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

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

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**Updated Public Engagement Guide, Phase 1**  
*Presentations*

Metro Council Work Session  
Tuesday, January 23, 2024

## STAFF REPORT FOR WORK SESSION

### PRESENTATION: DRAFT UPDATE OF METRO'S PUBLIC ENGAGEMENT GUIDE

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Date: January 08, 2023  
Department: Communications  
Meeting Date: January 23, 2023

Prepared by: Gloria Pinzon-Marin, 971-865-0559,  
gloria.pinzon@oregonmetro.gov

Presenter(s):  
*Gloria Pinzón Marin*, she/they, Principal  
Community Engagement Lead.  
*Lia Waiwaiole*, she/her, Director of  
Communications;  
*Kimberlee Ables*, she/her, Strategic  
Communications and Crisis manager  
Public Engagement Review Committee (PERC)  
Representative(s).  
Length: 7 pages

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#### ISSUE STATEMENT

This Public Engagement Guide establishes consistent guidelines to ensure people have meaningful opportunities to be involved in the regional planning process. Metro staff seeks to update and replace the Public Engagement Guide last adopted in 2013 by Resolution No. 13-4476. The update of the guide brings the guidance into alignment with Metro values, Metro's Strategic Plan to Advance Racial Equity, and the Guiding Principles for Meaningful Public Engagement adopted since 2013. The update of the guide also satisfies Metro's charge as the Metropolitan Planning Organization responsible for implementation of the Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Program (MTIP) while meaningfully involving and informing the public.

#### ACTION REQUESTED

Review draft content for the guide and provide feedback to staff on the general direction of the project. Council feedback or direction will inform edits to the guide in preparation for submittal to the federal government and adoption at a future business meeting in the Spring of 2024.

The information provided is in early draft, and has not gone through full graphic design process. It includes the introduction of the guide and information that serves to inform the public about Metro's transportation planning work to comply with federal regulations. The guidance still under development includes community storytelling, information for the public (section 2) and guidance for staff (Section 3), as well as key appendices that will accompany the final version of the guide.

In staff's presentation at the January 23, 2024, work session, Council will hear about:

- How staff incorporated Metro Council, staff and community input within the draft guide.
- How the guide meets the Federal Highway Administration's requirements for transportation planning as part of Metro's responsibilities as the Metropolitan Planning Organization.
- Additional feedback from the Committee on Racial Equity, the Public Engagement Review Committee, the public comment period (closing on February 02, 2024) that is not yet

represented in the first draft of the guide, or this staff report, due to the engagements happening in January after the required submittal of staff reports.

In 2023, Metro Council was engaged through briefings, a work session and a business meeting during the development of Metro's Guiding Principles for Meaningful Public Engagement in Summer of 2023. Councilor Ashton Simpson also appeared at a Public Engagement Review Committee meeting in July 2023. The input received about the guiding principles, or their potential implementation, are included in the attached documents.

Also, Metro Council provided guidance to staff that was considered and included in the draft guide or can be addressed by updating internal procedures related to decision-making. Summary of guidance from Metro Council is included in the attachments with this staff report.

### **IDENTIFIED POLICY OUTCOMES**

Adoption and implementation of the updated Public Engagement Guide will:

- strengthen Metro's engagement practices and align them with Metro's Guiding Principles for Meaningful Public Engagement adopted June 15, 2023.
- support Metro Council in making decisions that are well-informed, sustainable and address the needs and priorities of the diverse communities and perspectives in greater Portland.
- Implement Metro Council's values and direction about public engagement practices.
- Implementation of the guiding principles will support the advancement of goals in Metro's Strategic Plan to Advance Racial Equity:

Goal A: Metro convenes and supports regional partners to advance racial equity.

Goal B: Metro meaningfully engages communities of color.

Goal C: Metro hires, trains and promotes a racially diverse workforce.

Goal D: Metro creates safe and welcoming services, programs and destinations.

Goal E: Metro's resource allocation advances racial equity.

Updates to the draft Public Engagement Guide meet the Federal Highway Administration's (FHA) requirements in 23 CFR 450.316 and Plan of Corrective Action 3 including:

- Simplifying the Public Participation Plan (Metro's Public Engagement Guide) document through summaries, visualization, and other techniques to make the document accessible and comprehensible to the widest possible audience.
- Explicit procedures for outreach to be conducted at the identified key decision points.
- Specific outreach strategies to engage traditionally underserved populations.
- Criteria or process to evaluate the effectiveness of outreach processes.
- A minimum public comment period of 45 calendar days shall be provided before the revised participation plan is adopted by the MPO.

Additionally, the FHA has provided direction that the Public Engagement Guide should include information about all of Metro's work outside of transportation planning, for the benefit of the public.

### **POLICY QUESTION(S)**

1. Does the updated guide reflect Metro values?
2. Does the information provided reflect Metro Council guidance about public engagement?

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

**Option 1:** Support the guide as is, with no additional changes, and agree to have staff add additional guidance in the future within the appendices or minor edits to the main guide.

Pros: Meets Federal Highway Administration’s January 31<sup>st</sup> deadline with a submitted public engagement guide (in draft) that is supported by Metro Council and meets their requests for Corrective Actions related to transportation work. Supporting this draft and proposed timeline allows for time to meaningfully develop the additional guidance inclusive of key stakeholders.

Cons: Will not include the full guidance desired by staff including the appendixes such as best practices for engaging with Tribal governments and urban indigenous groups will delay awareness and implementation of such policies.

**Option 2:** Support the guide with minor additional changes applied before January 31<sup>st</sup>. Changes would be based on discussion during a public Metro Council Work Session, January 23, 2024. Changes would consider input from staff and committees such as PERC and CORE during January. Agree to have staff add additional guidance in the future within the appendices or minor edits to the main guide based on Council and community input.

Pros: Meets Federal Highway Administration’s January 31<sup>st</sup> deadline with a submitted public engagement guide (in draft) that is supported by Metro Council and meets their requests for Corrective Actions related to transportation work. Supporting this draft and proposed timeline allows for time to meaningfully develop the additional guidance needed that is inclusive of key stakeholders.

Cons: Will not include the full guidance that desired for staff including the appendixes describing best practices for engaging with Tribal governments and urban indigenous groups, policies on how to reduce barriers, updated language access policy, etc.

## **STAFF RECOMMENDATIONS**

As part of developing the new guidance for public engagement, staff heard input from Metro staff, Council and community members, that cannot be effectively addressed within the content of the Public Engagement Guide, yet. Some topics or issues brought up would benefit from having the impacted perspectives to share in the development of potential solutions.

There are important organizational considerations to support meaningful public engagement practices and advance Metro values and key policies. With the final draft of the guide at a future business meeting, staff will include a set of recommendations for Metro Council and the Senior Leadership team to consideration. Recommendations might be helpful to inform budget setting processes, or update any internal processes related to engagement and outreach.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The Public Engagement Guide will inherently work alongside other Metro programs and initiatives. It is important Metro maintains organizational alignment that ensures consistent implementation of best practices. This guide also provides a way to confirm that our engagement efforts resonate with the community, stakeholders, partners and Metro staff.

Through this update, Metro is identifying how to leverage existing partnerships to enhance the effectiveness of public engagement, establishing clear communication channels facilitate seamless collaboration and guidance to analyze recent public or committee engagement experiences to identify successful strategies and areas for improvement.

The Public Engagement Guide is a complement to the Strategic Plan to Advance Racial Equity, Diversity and Inclusion, encourages community and stakeholder feedback, provides transparency in creating clear decision-making processes, and is a major component in how Metro advances its racial equity goals and meets the needs of the public served.

- Stakeholder groups and individuals involved in this update include:
  - External:
    - Public Engagement and Review Committee (PERC)
    - *(Includes community members, organizations and County government staff)*
    - Committee on Racial Equity (CORE)
    - General public through public comment period.
  - Internal:
    - Community relations team. This is a community practice group that includes approximately 60 staff from across the agency.
    - Senior Leadership Team, as a group
    - Department specific staff engagement:
      - Created an advisors team representative of departments across the agency to involve in the project along the way.
      - Staff presentations were offered to all departments. These are the departments that took the opportunity: Diversity, Equity, and Inclusion leadership, Parks and Nature leadership and communications team, Communications all-staff, Planning Development and Transportation leadership, Portland'5 leadership, WPES leadership, Capital Asset Management leadership, Housing Department, Data and Resource Center, Tribal Affairs Policy Liaison.
- Legal Antecedents
  - *Resolution No. 13-4476, Public Engagement Guide adopted in 2013*
  - *Following Federal Highway Administration, rules at 23 CFR 450.316(a), this guide serves as Metro's documented, "process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process."*
  - *In accordance with the Federal Transit Administration circular, FTA C 4702.1B, this guide serves as Metro's documented, "outreach plan to engage minority and limited English proficient populations, as well as a summary of outreach efforts made since the last Title VI Program submission. A recipient's targeted public participation plan for minority populations may be part of efforts that extend more broadly to include other constituencies that are traditionally underserved, such as people with disabilities, low-income populations, and others."*

#### *Federal requirements*

- *Moving Ahead for Progress in the 21st Century Act (MAP-21), public Law 112-141 as passed by Congress and signed by President Barack Obama on July 6, 2012.*



- *The National Environmental Policy Act of 1969 (NEPA)*
- *Title VI of the 1964 Civil Rights Act, 23 USC 140, 23 CFR 200, and 49 CFR 21.*
- *Executive Order 12898 – Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations, signed Feb. 11, 1994, by President Bill Clinton.*
- *Executive Order 13166 – Improving Access to Services for Persons with Limited English Proficiency, signed Aug. 11, 2000, by President Bill Clinton.*
- *Americans with Disabilities Act (ADA) of 1990, 42 USC 126 and 49 CFR 27.19.*
- *Age Discrimination Act of 1975, 42 USC. Sections 6101-6107.*

*Oregon state requirements*

- *Administrative Rules of the Oregon Department of Land Conservation and Development Commission, Oregon Statewide Goal 1 - Citizen Involvement, OAR 660.*
- *Oregon Revised Statutes – Comprehensive Land Use Planning Coordination, ORS 197.175*
- *Oregon Revised Statutes – Local Government Planning Coordination; Coordination Agreements, ORS 195.020 to 195.040.*
- *Oregon Revised Statutes – Opportunity for Public Comment on New Fee or Fee Increase, ORS 294.160.*
- *Oregon Transportation Plan Public Involvement Policy (2009).*
- *Oregon Public Records Act, ORS 192.410 to 192.505.*
- *Oregon Public Meetings Law, ORS 192.610 to 192.690.*

*Metro requirements*

- *Metro Charter, Office of Citizen Involvement.*
- *Resolution No. 97-2433, Metro Citizen Involvement Principles.*
- *Ordinance No. 12-1275, Establishing the Metro Public Engagement Review Committee.*
- *Resolution No.12-4375, Metro Diversity Action Plan.*
- *Resolution No. 16-4708, Strategic Plan to Advance Racial Equity, Diversity, and Inclusion*
- *Resolution No. 19-1431, the 2030 Regional Waste Plan*
- *Resolution No. 23-5331, Metro’s New Guiding Principles for Meaningful Public Engagement*
- *Resolution No. 22-5293, Incorporating Inclusive and Plain Language Best Practices*

- **Anticipated Effects**

*Metro meets the Federal Highway Association’s Plan of Corrective Actions #3 related to public engagement practices for the Regional Transportation Plan, and the Metropolitan Transportation Improvement Plan.*

*Metro’s work related to the following guiding policies is advanced with the implementation of the guide related to public involvement:*

- *The Strategic Plan to Advance Racial Equity, Diversity and Inclusion*
- *The 2030 Regional Waste Plan.*
- *The Strategic Framework.*
- *The 2018 Affordable Housing Bond*
- *The 2019 Parks and Nature Parks Bond.*
- *The Regional Transportation Plan and the Metropolitan Transportation Improvement Program.*

- **Financial Implications (current year and ongoing)**

- *There are no direct budget impacts or additional personnel requests related to adopting the Public Engagement Guide in fiscal year 2024-2025. Implementation of guidance or future staff recommendations may impact 2025-2026 budgets for department plans and programs to adhere to best practices including stipends, partner contracts and barrier reduction. The changes overall could be minimal and involve more of a shift in budget line items, or implementation approach rather than a significant increase in budgets.*

**BACKGROUND**

The Public Engagement Guide is a flexible tool with information to enable meaningful connections and collaboration between individuals and Metro staff, the Metro Council, local governments, local businesses, and non-profit organizations. Metro is committed to advancing racial equity, climate resilience and building shared prosperity for our communities.

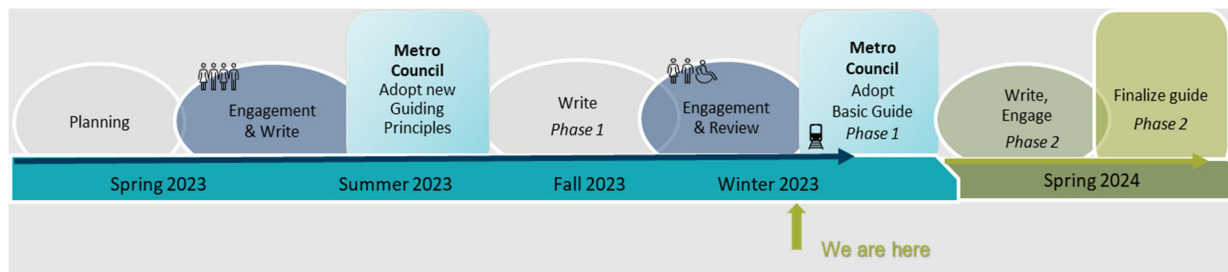
The Metro Council, staff, and Metro advisory committees use the guide along with other policies across the organization to plan and carry out engagement activities. The guide will strengthen Metro’s engagement practices. It will help ensure we are supporting policymakers to make informed decisions.

This guide supports Metro’s efforts toward restoration of past harms and accountability to the people we serve. It also offers an opportunity to create shared understanding about basic engagement terminology and best practices for inclusive and meaningful public engagement.

**Desired outcomes**

- ✓ People have accessible information and meaningful opportunities to participate in programs, services, or decision-making processes at Metro.
- ✓ Metro creates welcoming spaces that encourage civic leadership and connection through community-led activities and capacity building.
- ✓ Support the Metro Council in making decisions that are well-informed and responsive to the needs of the diverse communities and perspectives of greater Portland.

Project timeline and major steps:



**Step 1: (COMPLETED)** Adopt new Guiding Principles for Meaningful Public Engagement. Completed June 15, 2023. Summarize input received from engagement with Public Engagement Review Committee, Committee on Racial Equity, Metro Council and Metro staff to inform content for the future guide.

**Step2: (COMPLETED)** Create a draft outline of the future guide using past input from future users of the guide. Convene a group of advisors and collaborators to create, review or research

for future content of the new guide. Engage with the Public Engagement Review Committee and Metro staff on the draft outline before creating content.

**Step 3:** *(In progress)* Create draft of new public engagement guide. Open public comment period in compliance with Corrective Action 3. Receive feedback on draft guide from future users including Public Engagement Review Committee, Metro staff and the Metro Council, the public and community partners. Update timeline of project to plan to complete guide.

**Step 4:** Adopt a basic guide to meet minimal requirements of Federal Highway Association. Continue to develop additional tools and guidance to add to the appendix in the future. Begin to explore ways to enhance user experience through web-tools, engagements, or other processes.

**Step 5:** Complete the guide with additional guidance, tools or resources in appendix. This could include minimal changes to the adopted version of the guide, if needed. This last step will be followed by the development of a website meant to support users in navigating guidance without having to use one PDF document every time.

*Keeping the guidance up to date:* Once the 2024 basic guide is adopted and then completed with appendices, the guide will be ready to be used and is expected to be reviewed every three years starting in 2027. During the update review process user feedback and evaluation will be sought out to keep the document guidance updated and information for the public current.

## ATTACHMENTS

- Attachment 1\_Draft public engagement guide (introduction only)
- Attachment 2\_Summary of input on public engagement and guiding principles
- Attachment 3\_Transportation Planning content to meet federal requirements

[For work session:]

- Is legislation required for Council action? " **Yes** " No
- If yes, is draft legislation attached? " Yes " **No**
- What other materials are you presenting today?
- **PowerPoint** with a project update, summary of how Council input was considered in draft guidance, and summary of input from other audiences.

# Metro's Public Engagement Guide

**Partial draft for review**

January 2024

Metro commits to meaningful public participation because of its power to produce impactful benefits to present and future generations.

To learn more about Metro's work visit [What is Metro?](#)

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

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

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

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## SECTION 1 - ABOUT THE PUBLIC ENGAGEMENT GUIDE

### Introduction

The Public Engagement Guide is a flexible tool with information to enable meaningful connections and collaboration between individuals and Metro staff, the Metro Council, local governments, local businesses, and non-profit organizations. Metro is committed to advancing racial equity, climate resilience and building shared prosperity for our communities.

Public participation and input is important to plan for the future of transportation, parks and nature, waste and recycling, housing, and art and culture venues. Members of the public can use the guide to get informed, find opportunities to get involved and hold Metro accountable for its role as a regional government.

The Metro Council, staff, and Metro advisory committees use the guide along with other policies across the organization to plan and carry out engagement activities. The guide will strengthen Metro's engagement practices. It will help ensure we are supporting policymakers to make informed decisions.

This guide supports Metro's efforts toward restoration of past harms and accountability to the people we serve. It also offers an opportunity to create shared understanding about basic engagement terminology and best practices for inclusive and meaningful public engagement.

### Desired outcomes

- ✓ People have accessible information and meaningful opportunities to participate in programs, services, or decision-making processes at Metro.
- ✓ Metro creates welcoming spaces that encourage civic leadership and connection through community-led activities and capacity building.
- ✓ Support the Metro Council in making decisions that are well-informed and responsive to the needs of the diverse communities and perspectives of greater Portland.

### About the guide

The guidance found in this document is for use by Metro staff, the Metro Council, partners, and the public. This guide features three main sections and an appendix:

#### Section 1 – About the Public Engagement Guide

Provides background information on the creation of the guide and presents Metro's Guiding Principles for Meaningful Public Engagement.

#### Thank you to the Public Engagement Review Committee

The Public Engagement Review Committee advised Metro staff and Council on the content of this guide. The committee is tasked with advising Metro Council on engagement practices and is made up of representatives from Clackamas, Multnomah, and Washington counties. Members in 2023-24 included:

*Community members:* Carine Arendes, Isaiah Jackman, Makerusa Porotesano, Michael Foley

*Community based organizations:* Alisa Kajikawa with APANO, Diana Ospina Lara with Hispanic Metropolitan Chamber, Henry Miller with The Street Trust

*Local government staff:* Amanda Garcia Snell with Washington County, Cameron Ruen with Clackamas County, JR Lilly with Multnomah County

**Section 2** – Information for community members: be informed, get involved

Provides information about Metro’s departments, current projects, or community advisory committees to support community members and partners who want to be informed or get involved. It includes information for residents, businesses and other community partners.

**Section 3** – Planning for public engagement: a guide for Metro staff

Provides guidance for Metro staff to inform the planning, delivery and evaluation of public engagement activities for programs, policies and investments.

**Appendix** – Supplemental tools and resources

Provides a list of supporting information and resources for users of the guide.

Also, the guide will have boxes with a “language check!” to explain the use of key terms like “meaningful engagement.” Below is the first of these language checks.

**Language check!**

**Public:** The term in this guide is inclusive of all people, businesses, non-profit organizations, or local governments regardless of age, gender, sexual orientation, race, ethnicity, income level, disability, or immigration status.

**Community(ies):** This term can refer to all members of the public broadly or used to describe specific groups that have a shared characteristic like connection to a place, identity, social experience, language, or practice.

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**Using public vs. community in the guide**

Theoretically both terms can describe all people served within Metro’s service boundary. Public or community can include marginalized groups and historically empowered groups.

In practice, an unexamined use of either word to group all audiences too broadly can lead to unintended consequences, such as applying the use of ineffective communications or engagement tactics or further marginalizing people the perpetuation of marginalization due to the lasting social and institutional impacts of systemic discrimination and inequality.

To address this complex reality, Metro will use “**community engagement**” in this guide specifically for engagement activities that seek to include groups who are and have been systemically marginalized from participating in the identification of regional issues, or the solutions to address them.

This includes youth, elders, immigrants, communities of color, the LGBTQIA2S+ community, Tribal governments, people living with disabilities, people who live with low incomes, or people who are living unhoused.

**Updating the guide**

Once the 2024 guide is adopted it is expected to be reviewed every three to five years starting in 2027. The guide must go through a 45 public comment period. Adoption by Metro Council through a resolution is recommended.



## Guide history and changes at Metro

### Past versions of the guide

Metro is required to adopt and periodically update a public engagement guide as the designated Metropolitan Planning Organization by the State of Oregon and the United States Federal Highway Association. The purpose of the guide is to inform and involve the public in regional transportation planning as one of the conditions of receiving federal grant funds to reallocate to local cities and counties to build transportation improvement projects.

Metro adopted its first Public Engagement Guide, formerly known as Public Involvement Policy for Transportation Planning, in 1995 and updated it in 2004 and 2009. The last version of the Public Engagement Guide was adopted in 2013 after a period of research, community outreach activities and a public comment period.

In 2019, during the impacts of the COVID-19 pandemic, Metro did not conduct a full update to the guide; instead, Metro informed the public about regional transportation planning work within a document called [“Be involved in building a better system for getting around greater Portland.”](#) The relevant information in that document is updated and included in the current version of the guide.

### What led to changes in the 2024 version?

The 2024 guide generally follows a similar structure to the 2013 version. The similarities include a list of guiding principles, information for the public’s benefit, guidance for staff on how to plan and evaluate engagement activities, and an appendix with supplemental resources. The updates in this guide reflect best practices for public participation.

Also, it’s important to mention that Metro’s work is shifting overtime and is now guided by several new guiding policies, such as:

- The [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) (summary attached in Appendix A).
- The [2030 Regional Waste Plan](#).
- The Strategic Framework.
- The [2018 Affordable Housing Bond](#)
- The [2019 Parks and Nature Parks Bond](#).
- Updates to the Regional Transportation Plan and the Metropolitan Transportation Improvement Program.

Below is a list of some of the major changes in the organization, since 2013, that influence Metro’s community outreach practices:

- Metro, as the region’s designated Metropolitan Planning Organization, receives guidance from the United States Federal Highway Administration as part of their responsibilities for regional transportation planning. The most recent guidance related to the public engagement guide include:



- Simplify the guide through summaries, visuals, and other techniques to ensure the information is easy to understand for the widest possible audience.
- Inform the public about Metro’s outreach efforts at key decision points in the regional transportation planning work.
- Include information about all of Metro’s service departments.
- Include explicit procedures for outreach with traditionally underserved populations.
- Include criteria or a process to evaluate the effectiveness of outreach activities.
- Conduct a 45-day public comment period before adopting the new public engagement guide.
- In 2016 Metro adopted the Strategic Plan to Advance Racial Equity, Diversity and Inclusion. (See summary in Appendix A). The application of the Strategic Plan led to more opportunities for community members, such as advisory committees for government oversight; culturally specific education programs; community partnerships with organizations that are led by Black people, Indigenous people, people of color or young people; improved access to parks and nature and improvements to waste collection services; and participation in regional transportation planning.

The goals of the plan are:

- Goal A: Metro convenes and supports regional partners to advance racial equity.
- Goal B: Metro meaningfully engages communities of color.
- Goal C: Metro hires, trains and promotes a racially diverse workforce.
- Goal D: Metro creates safe and welcoming services, programs and destinations.
- Goal E: Metro's resource allocation advances racial equity.
- In 2021, Metro developed a tool called the Racial Equity Framework to support staff in applying an equity lens to project planning. This planning tool ensures staff considers resources, impact, research, and critical questions about public engagement early in their project planning processes. This tool includes a worksheet, tools, resources, and step-by-step instructions for applying the framework. (Appendix B)
- Staff trainings, guidance, and new procedures:
  - All staff are required to receive yearly trainings on racial equity and gender inclusion.
  - Staff also have access to optional training opportunities that include trauma informed care, climate resilience, public participation, racial equity conferences, Tribal Government Affairs and other topics related to Metro’s work.
  - Metro created guidelines to simplify contracting processes for community partnerships and reduce barriers for participation including hosting public engagement events or activities such as providing childcare, providing translation and interpretation services, offering transportation or participation stipends, and meaningfully including community members in decision-making processes.
- In 2019, a COVID-19 Community Engagement Policy was created to consider the global public health crisis in decisions about public engagement. The policy reflects Metro’s commitment to the advancement of racial equity through inclusive engagement within the context of a public health crisis. The policy calls for Metro to apply practices that make it possible for Black people, Indigenous people and people of color to reclaim and use their power to influence needed changes in their community.
- In 2020, Metro launches a pilot program to build capacity within community-based organizations through a three-year Civic Engagement Grant.

- In 2021, Metro hires a Tribal Policy Liaison to build a formal process to involve and Consult Tribes as independent government partners. Metro seeks to invite Tribes to participate in key regional decisions that may impact cultural resources, treaty rights or otherwise be of interest to Tribes. Besides strengthening Metro’s efforts for government-to-government relationship building with Tribes, there is also an increase in trainings and opportunities for staff to learn about Tribal affairs and about engaging with Urban Indigenous community members.
- The unequal impacts from the global COVID-19 pandemic, the wildfires in Oregon in 2020, and the international racial uprisings after the killing of George Floyd by a police officer during an arrest attempt, have continued to deepen our collective understanding about the need to lead with race in regional governance.
  - For example, Metro has made improvements to security practices at the Metro Regional Center and developed an exclusion policy against hateful speech or behavior at public garbage and recycling transfer stations to make Metro buildings more welcoming and safer for Black, Indigenous, Asian-American, and people of color, English language learners and houseless folks.
- In 2023, eight new Guiding Principles for Meaningful Public Engagement were adopted by the Metro Council. The update integrates the guidance from members of the Public Engagement Review Committee made up of local government staff, community partners and community members, along with input from the Metro Council and Metro staff. The new guiding principles served as foundation for the Public Engagement Guide in 2024.
  - Metro last adopted guiding principles for citizen involvement in 1997. During the update of the 2013 Public Engagement Guide, 12 guiding principles were updated and the essence of those is infused within the new list. Guiding principles of the COVID 19 Community Engagement Policy are embedded within the new guiding principles for meaningful public engagement. More information on the intended application of the guiding principles is included in this guide.

## Metro's Guiding Principles for Meaningful Public Engagement

1. Public participation is an essential part of Metro's decision-making.
2. Transparency about decision-making is fundamental to successful public service and includes communicating about project outcomes and the impact of community contributions to the process.
3. Meaningful public engagement processes apply equity, diversity and inclusion strategies and tools to help identify and address the needs of impacted, underserved, and historically excluded communities.
4. Engagement and communications are accessible, informative, timely and inclusive of a rich diversity of lived experiences and perspectives.
5. Collaboration and capacity-building efforts with community-based organizations, programs, initiatives, and individuals that are impacted, underserved, or historically excluded are essential to address regional issues equitably.
6. Intergovernmental collaboration, coordination, and consultation are essential to address regional issues holistically and efficiently.
7. Evaluation of engagement activities during and after a project encourages responsiveness, growth, and process improvement.
8. Adaptive project timelines allow for meaningful engagement with the most impacted audiences early and throughout the project.

*The guiding principles inform the planning and carrying out of virtual and in-person public engagement activities. They create a foundation to sustain an equitable and democratic culture of collaboration and accountability at Metro.*

Metro's priorities are to advance racial equity, climate resilience and shared prosperity within the services offered to the public. The guiding principles reflect Metro's values in how we communicate and engage with the diverse communities we serve.

The success of Metro's engagement efforts depends on the ability to meet people where they are and to consider people's needs and diverse lived experiences in decisions about services, programs, policies, or investments.

To serve diverse audiences, Metro must be able to adapt to the engagement and communication needs of diverse groups and community members it serves. This is complicated not only in terms of language, accessibility for people with disabilities, choosing effective communications channels, meeting locations and times, but also because people might only want information, while others may want to weigh in or get involved more closely. Some people who could benefit from Metro's services might not be open to engage given a lack of trust towards governments or varying levels of personal perspectives and experiences. Many people are not aware about Metro or that they can make a difference.

The principles were created collaboratively to consider these complexities while maintaining a clear commitment to transparency and Metro's values and responsibilities as a regional public leader.

**Putting the guiding principles into practice**

Many factors affect how we engage with people, businesses, non-profits or government partners. Besides needing tools to adapt to the communications needs of diverse groups of people, each department at Metro is also unique, so each new project has a different focus, timeline, goals, and potential geographic or community impact. Each will have unique staff teams, resources, and decision-making pathways. The potential partners or key audiences invited to participate in each project will usually vary based on the goals and potential impacts of each project – as well as people’s interest and ability to stay engaged.

Metro staff should review the following information in addition to Section 3 “Guidance for staff: planning for public engagement,” when planning for new projects. This information will help staff assess their needs and decide what communications or public outreach approach might be most effective for their project.

The information in the next table serves as general guidance that Metro staff, the Metro Council, and partners should consider about public engagement within projects or programs. The information serves as context for users of the guide about the intention behind each principle when they were created. The information includes combined input received from the Public Engagement Review Committee, the Committee on Racial Equity, Metro staff and the Metro Council regarding public engagement practices.

This information can be interpreted and applied to each project on a case-by-case basis.

**Language check!**  
 The guiding principles call for Metro to meaningfully engage with people. What does that mean?

**Meaningful public engagement** is inclusive of all potentially impacted perspectives. It is rooted in nurturing relationships, taking into consideration the communication and engagement needs of participants. It acknowledges the role trauma plays in people's lives. Meaningful public engagement requires transparency with participants about how their input can affect how decisions are made.

Principle	Desired outcomes of principle	Putting it into practice
<p><b>1</b></p>	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> People use their power to affect changes they need.</li> <li><input type="checkbox"/> Metro’s decisions address the needs of the diverse communities they serve.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Staff, Metro Council and partners are informed about the needs of the diverse communities they serve.</li> <li><input type="checkbox"/> Metro develops sustainable, equitable and impactful policies.</li> </ul>	<ul style="list-style-type: none"> <li>• Public engagement and communications are adequately resourced within budgets.</li> <li>• Metro acknowledges that solving complex regional issues, restoring past harms, requires a civically engaged public.</li> <li>• Public engagement is valued as part of the technical project management processes.</li> <li>• Metro offers ongoing engagement opportunities beyond specific projects.</li> </ul>
<p><b>2</b></p>	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Information of interest is easy to find and easy to understand.</li> <li><input type="checkbox"/> People can generally understand what major decisions are being made and how Metro arrived at the decision.</li> </ul>	<ul style="list-style-type: none"> <li>• Metro’s website is accessible and easy to navigate.</li> <li>• Public information requests are address in a timely manner.</li> <li>• Summary reports are understandable and easily accessible.</li> <li>• Documents are provided in multiple languages relevant to key audiences.</li> </ul>

	<ul style="list-style-type: none"> <li><input type="checkbox"/> Participants feel their time and input is valued post-engagement.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Metro is accountable to the communities they serve.</li> <li><input type="checkbox"/> Metro maintains and advances internal practices that facilitate public information-sharing in a timely manner.</li> </ul>	<ul style="list-style-type: none"> <li>• <i>New or ongoing projects:</i> Metro clearly describes project goals, key decision-points, decision-making structures, and the purpose for public engagement within the larger processes. People are informed about the potential impact public input can have.</li> <li>• <i>After project completion:</i> Metro regularly shares information about what informed major decisions, who was engaged, and major trade-offs considered within the process. Metro reports back to participants they engaged and the public.</li> </ul>
3	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Communities participate or lead in developing the solutions to complex regional problems based on their lived experience.</li> <li><input type="checkbox"/> Harm during or after engagement processes is avoided and addressed if it happens.</li> <li><input type="checkbox"/> The needs of those most highly impacted with least institutional power are prioritized.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Metro advances the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion.</li> <li><input type="checkbox"/> Metro works towards accountability and repair of past harms.</li> <li><input type="checkbox"/> Metro practices people-centered approaches to governance</li> <li><input type="checkbox"/> Metro ensure compliance with Civil Rights Laws</li> </ul>	<ul style="list-style-type: none"> <li>• Metro staff apply a racial equity strategy to their planning processes to avoid common negative impacts of systemic exclusion of historically marginalized groups.</li> <li>• Metro hires a workforce that is representative of the communities they serve.</li> <li>• Staff has access to useful trainings such as trauma-informed care, popular education, Tribal government consultation, or racial, gender and disability justice.</li> <li>• Metro develops processes for addressing trauma or harm that happens during engagement activities.</li> </ul> <p><i>Tools to consider:</i></p> <ul style="list-style-type: none"> <li>• Metro’s Racial Equity Framework (with power-mapping guidance)</li> <li>• The Spectrum of Community Engagement to Ownership by Rosa Gonzalez</li> <li>• <u>White Supremacy Culture</u> by Tema Okun.</li> </ul>
4	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Information of interest is easy to find and reasonably understandable.</li> <li><input type="checkbox"/> People of different backgrounds and lived experiences feel included and see themselves represented in Metro’s work.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Metro creates welcoming a environment for people, avoiding exclusionary engagement practices.</li> <li><input type="checkbox"/> Increase public participation in Metro projects and programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Metro applies inclusive communications strategies and tools, that ensure people with different needs and abilities can be informed or get involved.</li> <li>• Metro reduces or eliminates common barriers to participation.</li> <li>• Non-English speakers can meaningfully participate.</li> <li>• Metro hosts gatherings that are trauma informed and responsive to the unique language and cultural norms of participants.</li> <li>• Metro invests in supporting staff through trainings, tools, and research.</li> <li>• Staff are culturally responsive to prevent harm while navigating social interactions.</li> <li>• Resources are directed for capacity building and non-project specific activities.</li> </ul>
5	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Individuals grow their civic leadership and are better able to assert their power toward justice and liberation.</li> </ul>	<ul style="list-style-type: none"> <li>• Metro participates in mutually beneficial and co-created community partnerships.</li> <li>• Metro ensures community partners, are well-resourced to meet project goals and outcomes, and to reduce burn-out.</li> </ul>

	<ul style="list-style-type: none"> <li><input type="checkbox"/> Community organizations persist as a community asset.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Metro advances shared prosperity through capacity building.</li> <li><input type="checkbox"/> Increases participation by historically excluded residents.</li> <li><input type="checkbox"/> Metro makes decisions that are well-informed by the needs of the people they serve.</li> <li><input type="checkbox"/> Metro directs resources towards non-project specific engagement activities for ongoing relationship building.</li> </ul>	<ul style="list-style-type: none"> <li>• Metro works to reduce barriers to participation for individuals.</li> <li>• Metro’s engagement practices support civic leadership development in individuals.</li> </ul>
<b>6</b>	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Regional issues such as transportation, housing, waste management, parks and nature and civic leadership are addressed in a holistic manner.</li> <li><input type="checkbox"/> People engaged at various levels of government have a similar experience.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Metro contributes to a culture of civic leadership as a regional convener.</li> </ul>	<ul style="list-style-type: none"> <li>• As a regional government, Metro convenes city, county, state, and Tribal governments to address regional issues holistically and efficiently.</li> <li>• Metro honors the unique needs, experience, and geographic connection of partner agencies, such as city, county, and Tribal governments, to the communities they serve.</li> <li>• Metro consults with local Tribes as sovereign nations applying a government-to-government relationship approach.</li> </ul>
<b>7</b>	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> People can influence improvements to government processes through participation in evaluations.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Staff develop shared learning and improve engagement practices.</li> <li><input type="checkbox"/> Staff are innovative and responsive.</li> <li><input type="checkbox"/> Metro staff practice self-reflection and avoid perfectionism.</li> </ul>	<ul style="list-style-type: none"> <li>• Metro works with partners to define goals and metrics to measure effectiveness of engagement and communications practices.</li> <li>• Metro staff seeks participant feedback after engagement opportunities and adapts as needed.</li> <li>• Metro staff have the space in their work plan to practice self-reflection.</li> <li>• Metro works to improve organizational culture through collaboration, clear communication and avoiding perfectionism.</li> </ul>
<b>8</b>	<p>For people</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> People feel like their time and input is valued.</li> <li><input type="checkbox"/> People gain trust for Metro’s decisions and work.</li> </ul> <p>For Metro</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Staff gain knowledge to improve future engagement and communications activities.</li> <li><input type="checkbox"/> Metro works toward people-centered approaches to governance.</li> </ul>	<ul style="list-style-type: none"> <li>• Metro responds to unexpected information or situations whenever possible.</li> <li>• Public input can influence a change in direction of a project.</li> <li>• Timelines may be shortened if staff or Council have the necessary information to understand the impacts of their decisions, or when responding to an unexpected emergent need such as a natural disaster or public health crisis.</li> </ul>

## Appendix A

## Legal requirements and guidelines for the public engagement guide

*Metro is required to adopt and periodically update a public engagement guide as the designated Metropolitan Planning Organization by the State of Oregon and the United States Federal Highway Association.*

### Legal responsibilities and guidelines

This Public Engagement Guide establishes consistent guidelines to ensure people have meaningful opportunities to be involved in the regional planning process. The guide also provides examples of the tools and techniques that Metro may use to communicate with and receive input from the public.

Following the Federal Highway Administration, 23 CFR 450.316(a), this guide serves as Metro's documented, "process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process."

In accordance with the Federal Transit Administration circular, FTA C 4702.1B, this guide serves as Metro's documented, "outreach plan to engage minority and limited English proficient populations, as well as a summary of outreach efforts made since the last Title VI Program submission. A recipient's targeted public participation plan for minority populations may be part of efforts that extend more broadly to include other constituencies that are traditionally underserved, such as people with disabilities, low-income populations, and others."

### Federal requirements

- Moving Ahead for Progress in the 21st Century Act (MAP-21), public Law 112-141 as passed by Congress and signed by President Barack Obama on July 6, 2012.
- The National Environmental Policy Act of 1969 (NEPA), (included in Appendix C for more information).
- Title VI of the 1964 Civil Rights Act, 23 USC 140, 23 CFR 200, and 49 CFR 21.
- Executive Order 12898 – Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations, signed Feb. 11, 1994 by President Bill Clinton.
- Executive Order 13166 – Improving Access to Services for Persons with Limited English Proficiency, signed Aug. 11, 2000 by President Bill Clinton.
- Americans with Disabilities Act (ADA) of 1990, 42 USC 126 and 49 CFR 27.19.
- Age Discrimination Act of 1975, 42 USC. Sections 6101-6107.

### Oregon state requirements



- Administrative Rules of the Oregon Department of Land Conservation and Development Commission, Oregon Statewide Goal 1 - Citizen Involvement, OAR 660.
- Oregon Revised Statute Comprehensive Land Use Planning Coordination, ORS 197.
- Oregon Revised Statute Local Government Planning Coordination; Coordination Agreements, ORS 195.020 to 195.040.
- Oregon Revised Statute Opportunity for Public Comment on New Fee or Fee Increase, ORS 294.160.
- Oregon Transportation Plan Public Involvement Policy (2009).
- Public Records Act, ORS 192.410 to 192.505.
- Public Meetings Law, ORS 192.610 to 192.690.

### **Metro requirements**

- Metro Charter, Office of Citizen Involvement.
- Resolution No. 97-2433, Metro Citizen Involvement Principles.
- Ordinance No. 12-1275, Establishing the Metro Public Engagement Review Committee.
- Resolution No.12-4375, Metro Diversity Action Plan.
- Resolution No. 16-4708, Strategic Plan to Advance Racial Equity, Diversity, and Inclusion
- Resolution No. 19-1431, the 2030 Regional Waste Plan
- Resolution No. 23-5331, Metro's New Guiding Principles for Meaningful Public Engagement
- Resolution No. 22-5293, Incorporating Inclusive and Plain Language Best Practices



# Guiding Principles for Meaningful Public Engagement

*Summary of input received through May 30, 2023*

*Metro is updating the Public Engagement Guide in 2023. The first step is to refresh the guiding principles to bring them up to current best practices with input from the Public Engagement Review Committee, Committee on Racial Equity, Metro staff and the Metro Council.*

## **Input from Public Engagement Review Committee**

The committee advised on two drafts of the updated guiding principles. Their input includes comments about language and best practices for engagement:

- Public input should impact decision-making.
- Accessibility and inclusion for people living with disabilities and people of diverse cultures should be a priority.
- Evaluation is important and should be done with participants.
- Adaptive timelines, restoration of past harms and accountability are important.
- Communities are not a monolith, be specific about who we mean.
- Benefits to the public should be prioritized in decision-making.
- Trauma informed practices should be used and provide a space for healing when repair is needed.
- Support for removal of “citizen”
- Changing staff often can harm relationships with partners.
- Support use of Equity Framework tool, suggest sharing with public.
- Be aspirational, avoid overpromising.
- Engage businesses based on sector.
- Expand on “community-based organizations” to include programs.
- Metro should apply the final guiding principles during the development of the Public Engagement Guide.



*Public Engagement Review Committee will oversee the update of the Public Engagement Guide.*

## **Input from Committee on Racial Equity**

The committee advises Metro Council on the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion. They advised on the second draft of the updated guiding principles. Their input includes comments about language and best practices for engagement:

- Consider Cultural Humility values in engagement practices.
- Support for repair and accountability.
- Consider engagement during emergencies like natural disasters or another pandemic.
- Does “public” include everyone?
- Evaluation should include communities.
- Add “responsiveness” to principle 7.
- Some small businesses serve as a cultural, community hub.
- Consider how this guide will be shared across all Metro departments.
- Avoid transactional engagement practices.

Both committees will advise on the update the Public Engagement Guide.

### **Questions?**

[Gloria.pinzon@oregonmetro.gov](mailto:Gloria.pinzon@oregonmetro.gov)

### Input received from Metro Council:

The Council advised staff on two drafts of the updated guiding principles. Their input varied among each councilor. It includes comments related to the language, Council concerns and expectations about engagement or communication practices:

- Appreciate seeing a reflection of years of best practices in guiding principles.
- Shorten the list and clarify language.
- Add capacity building for partners.
- Work to develop civic leadership among participants of engagement processes.
- Support for acknowledgement of accountability.
- Support consideration of impacts of projects within engagement planning.
- Consider being more specific than “public” since our work is often community based.
- Metro needs to improve digital engagement practices.
- Appreciation for past work advancing racial equity
- Desire for staff to reach out to more businesses, environmental and labor organizations, people living on the edges of the greater Portland region.
- Include risk assessment during engagement process.
- It’s important to stay accountable to voters.
- Want more connection to residents and staff in work sessions or briefings.
- Communications messaging should be inclusive of the diversity in lived experiences of the region.
- Ensure follow up with participants after a project ends.
- Reduce barriers of participation by addressing needs of participants, through stipends, childcare, etc.
- Consider translating principles to different languages.
- Desire to understand more about the decision-making process for planning projects with engagement.
- Desire to set minimum expectations for all projects in terms of communications with interested parties.
- Need to create shared understanding between staff and Council about who has access to Metro Council.
- Metro needs to continue growing in how we do engagement outside of committees, outside of expecting people to come to MRC.
- Need to identify needs for specific communities and include that information in community engagement plans – not a one-size-fits-all approach to engagement.

*The Metro Council expressed support for an updated set of eight Guiding Principles for Meaningful Public Engagement with minimal updates during a Worksession on May 30<sup>th</sup>.*

### Metro’s Guiding Principles for Meaningful Public Engagement

*(Draft to be adopted on June 15, 2023)*

1. Public participation is an essential part of Metro’s decision-making.
2. Transparency in decision-making is fundamental to successful public service and includes communicating about project outcomes and impact of community contributions to the process.
3. Meaningful public engagement processes apply equity, diversity and inclusion strategies and tools to help identify and address the needs of impacted, underserved, and historically excluded communities.
4. Engagement and communications are accessible, informative, timely and inclusive of a rich diversity of lived experiences and perspectives.
5. Collaboration and capacity-building efforts with community-based organizations, programs, initiatives and individuals that are impacted, underserved, or historically excluded are essential to address regional issues equitably.
6. Intergovernmental collaboration, coordination, and consultation are essential to address regional issues holistically and efficiently.
7. Evaluation of engagement activities during and after a project encourages responsiveness, growth and process improvement.
8. Adaptive project timelines allow for meaningful engagement with the most impacted audiences early and throughout the project.

# Transportation Planning: Be involved in building a better system for getting around greater Portland



Roads and transit lines don't stop at the city line – and neither do most residents, goods, or services.

Among its responsibilities in serving the people of a growing region, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for the greater Portland three-county area. Metro uses this authority to expand transportation options, make the most of existing streets and improve public transit service.

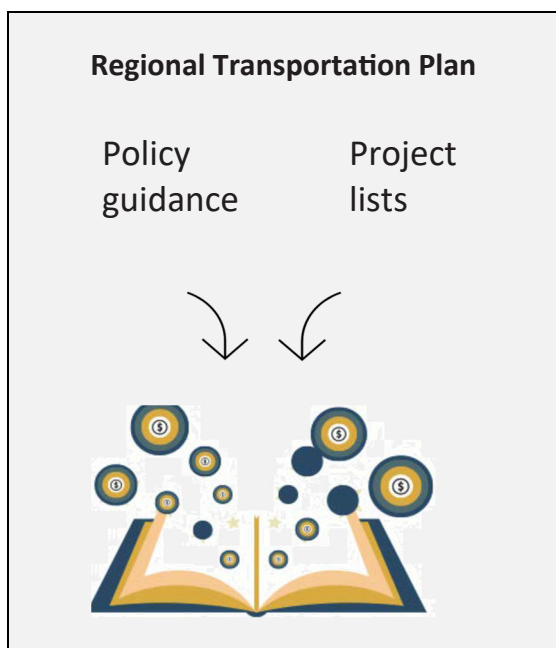
Metro works collaboratively with cities, counties and transportation agencies to decide how to invest federal highway and public transit funds in greater Portland. It creates a long-range transportation plan, leads efforts to expand the public transit system, and helps make strategic use of a small subset of transportation funding that Congress sends directly to metropolitan planning organizations.

Metro relies on the experiences and perspectives of the diverse range of people that call greater Portland home to help create solutions that work for all residents.

**For the reader.** A yellow person icon will point out information specific to public involvement.



## Long-range transportation planning for a growing region



The **Regional Transportation Plan** is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout the greater Portland region. The plan – coordinated with local and regional land use plans – identifies current and future transportation needs, investments needed to meet those needs, and what funds the region expects to have available over the next 25 years to make those investments a reality.

The regional transportation plan has two main sections:

1. The policy section sets the vision, goals, performance targets and guidelines for greater Portland’s system of roads, bridges, bikeways, sidewalks and transit.
2. Two project lists that include priority projects from local, regional, or state planning efforts that also include opportunities for public input as they were developed by those entities.

Clackamas, Multnomah and Washington counties and cities within each county recommend priority projects for their jurisdictions in partnership with county coordinating committees. Oregon Department of Transportation (ODOT), the Port of Portland, TriMet, SMART and other agencies work with the county coordinating committees and the City of Portland to recommend priority projects. The City of Portland recommends projects after reviewing priorities with its community advisory committees.

The project lists are separated into two categories:

1. the projects that fit within a constrained budget of federal, state and local funds the greater Portland region can reasonably expect over 25 years under current funding trends
2. additional strategic priority investments (not constrained to the budget based on current funding trends) that could be built with additional resources.

In order to qualify for federal or state transportation funding, a project must be included on the “constrained” list of the active Regional Transportation Plan. Prior to finalization, these lists are assessed to determine how well they are meeting the policy priorities identified in the policy section of the plan.

**Regional Transportation Plans Updates:** The plan is updated every five years with input from community members, business, community leaders and governments.

The next update is scheduled for 2028, though the public process to build the plan – and opportunities to help shape it – will begin in 2025.

During updates to the Regional Transportation Plan, information and notices are sent via email to members of the transportation planning interested persons list (sign up at [oregonmetro.gov/subscribe](https://oregonmetro.gov/subscribe)).



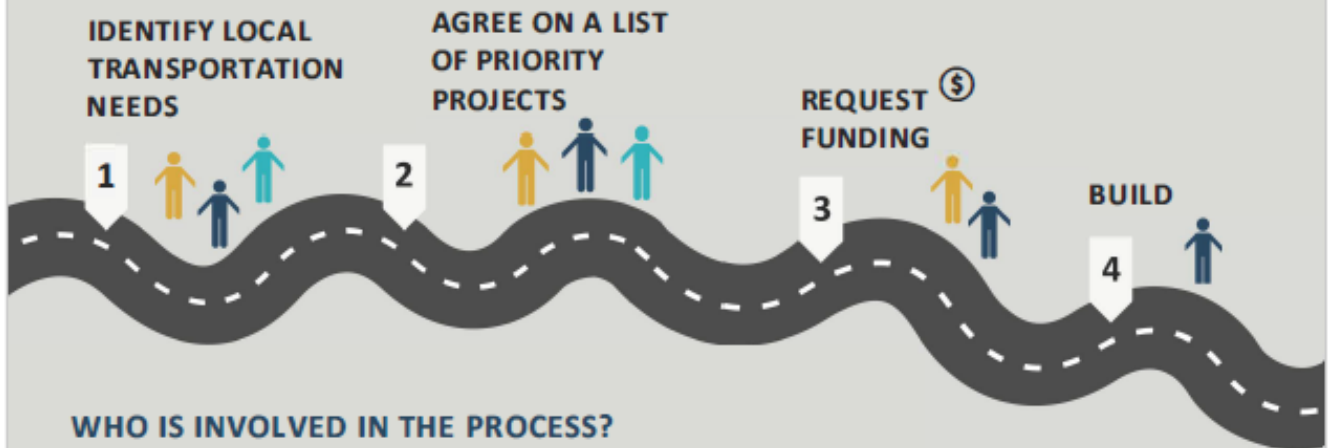
**Stay informed → [oregonmetro.gov/subscribe](https://oregonmetro.gov/subscribe)**

# How transportation projects are selected, funded and built

DRAFT  
1/09/24

## THE PROCESS TO IDENTIFY, FUND, BUILD

Providing people with access to safe, reliable and affordable ways to get around requires ongoing planning, collaboration and coordination.



## WHO IS INVOLVED IN THE PROCESS?

### REGIONAL ENGAGEMENT ✨

Metro is the regional leader responsible for:

- setting priorities for improvements, distributing federal funds for local projects
- providing guidance to local governments on local outreach.

- Metro must host public feedback opportunities
- Metro invites Tribal governments and other agencies to consult in the process.

### LOCAL ENGAGEMENT ✨

Local city and county governments are responsible for:

- identifying local priorities for funding
- participate in JPACT
- informing and involving residents to identify needs

- local governments must engage with local communities in the process

### COMMUNITY



### JOINT POLICY ADVISORY COMMITTEE ✨

Members:

State, regional, city, and county governments and transportation agencies like Oregon Department of Transportation (ODOT) and TriMet.

Responsibilities:

Make recommendation of final list of priority projects for funding before the list is adopted by the Metro Council.

Title VI of the Civil Rights Act and other laws and regulations require that governments engage with historically marginalized groups including people of color and people living with disabilities in decisions about transportation improvement plans.

## IDENTIFYING PROJECTS



The **Regional Transportation Plan** includes policies and a list of priority projects for the next 20 years.

**1** REGIONAL ENGAGEMENT ✦ ✦  
Policies are developed at a regional level, providing a framework for regional lists of projects

LOCAL ENGAGEMENT & ASSESSMENT ✦ ✦  
Cities, counties and agencies independently assess their needs and create a local desired projects list.

REGIONAL ENGAGEMENT ✦ ✦  
Cities share their lists with their county and neighboring cities

**2** LOCAL ENGAGEMENT & ASSESSMENT ✦ ✦ ✦  
Local, city, county and regional projects are brought together in an updated priority project list within the RTP.



## FUNDING PROJECTS



The **Metropolitan Transportation Improvement Plan (MTIP)** reports how federal transportation money will be spent in the region.

**3** LOCAL CONSIDERATION ✦ ✦  
Individual cities and counties can pursue federal funds for projects included in the RTP project list

LOCAL AND REGIONAL ENGAGEMENT AND ASSESSMENT ✦ ✦

Proposed projects are given funding through Trimet, ODOT, SMART and Metro. Often federal funds will be paired with local funds in order to fully fund projects.



ASSESSMENT ✦ ✦

Funding projects and programs for the whole region are reported in the MTIP

**4** PROJECT SPECIFIC ENGAGEMENT AND ASSESSMENT ✦  
Funded projects are put into development by their respective agencies

## PROJECTS ARE BUILT

## Detailed overview of the process

Local transportation system planning

Freeway and highway system planning (ODOT)

Transit system planning (TriMet/SMART)

Other regional planning

Though not directly part of Metro’s process to update the Regional Transportation Plan, cities and counties update local transportation plans to be consistent with the policies of the RTP and reflect local priorities. Not all projects from these plans move into the larger RTP because transportation investments relying on local funding sources do not have included unless they may have a significant impact to the environment or Environmental Justice.

ODOT, TriMet and SMART periodically update their system plans for both capital (new, expanded or major improvements to facilities) and operational improvements. On occasion, there are cross-agency plans that may lead to projects that could leverage or benefit from other identified investments. These would qualify for inclusion in the RTP project lists.

Each responsible jurisdiction or agency has its own timing and develops its own process for engaging the public through the update of their transportation system plan, and the first step in influencing what transportation project will be included in the Regional Transportation Plan – and be built – is to be involved in these plans.

**Questions for public involvement:** What are the transportation challenges that need to be addressed? What should be the priority investments to meet the transportation needs on the local (or highway or transit system) level?

### Regional Transportation Plan project phases and engagement questions

#### Phase 1: Update initiation (about the first six months)

*What are the key transportation challenges that need to be addressed? What policies are should be examined? How can the planning process engage a broader audience? How does Metro ensure a transparent and equitable process?*

#### Phase 2: Update framework development (about 12 months)

*What are the transportation challenges that need to be addressed? What is working in the transportation system? What has changed (or is changing that needs to be considered when planning for the future of the transportation system? What kind of system do we want to see in 25 years?*

#### Phase 3: Building the shared strategy (about 12 months)

*Are these the right goals and values to lead the project list and policy changes? Is this draft getting us to our priority outcomes, meet our goals and align with our shared values?*

#### Phase 4: Adopting the plan (about the final 6 months)

*Will this get us to our priority outcomes, meet our goals and align with our shared values? What needs to be considered when moving forward with these projects and policies? What policies need further refinement?*



**Local transportation system plans** As mentioned, projects submitted to the Regional Transportation Plan are from local, regional or state planning efforts that included opportunities for public input. The first step in influencing what transportation project will be included in the Regional Transportation Plan – and be built – is to be involved in these plans.

Cities and counties are responsible for creating transportation system plans that are periodically updated to stay consistent with the Regional Transportation Plan and reflect local transportation priorities. Each city and county develops its own process for engaging the public through the update of their transportation system plan.

Though there is not a set schedule for these plans to be updated, they are typically updated every four to seven years. Below is a list of cities and counties and the year of their last transportation system plan update.

- Beaverton, 2010
- Clackamas County, 2013
- Cornelius, 2018
- Durham, *exempt*
- Fairview, 2017
- Forest Grove, 2014
- Gladstone, 2017
- Gresham, 2013
- Happy Valley, 2014
- Hillsboro, 2019 (*scheduled*)
- Johnson City, *exempt*
- King City, *exempt*
- Lake Oswego, 2014
- Maywood Park, *eligible for exemption*
- Milwaukie, 2015
- Multnomah County, 2016
- Oregon City, 2013
- Portland, 2016
- Rivergrove, *exempt*
- Sherwood, 2014
- Tigard, 2010
- Troutdale, 2013
- Tualatin, 2013
- West Linn, 2016
- Wilsonville, 2013
- Washington County, 2014
- Wood Village, 2017
- Other system plans are created by Oregon Department of Transportation, TriMet, SMART and Metro through its high capacity transit (MAX, rapid bus) planning processes, which is addressed below in the Investment Areas program on [page 8](#).

*Questions for public involvement:* What are the transportation challenges that need to be addressed? What should be the priority investments to meet the transportation needs on the local (or highway or transit system) level?

**Update initiation** About three years before the Regional Transportation Plan update is due (and for about the first six months of the update process), Metro works with decision-makers, partners and known stakeholders to identify additional stakeholders to engage; develop project goals, work plan and public engagement plan; and compile data and analysis tools.

*Questions for public involvement:* What are the key transportation challenges that need to be addressed? What policies are outdated, restrictive or do not consider the key elements and implementation challenges? How can the planning process engage more people, businesses and other stakeholders (especially those who have been historically excluded from governmental decision-making)? How does Metro ensure a transparent and equitable process?

*Metro uses multiple strategies to engage people during the update initiation, including: stakeholder interviews, online surveys, discussion groups focused on historically marginalized communities, development of interested persons contact list, online stories of the transportation challenges facing residents, public comment at committee meetings*

**Update framework development** About two and a half years before the Regional Transportation Plan update is due (and for about 12 months of the process), Metro works with decision-makers, partners, stakeholders and the public to identify key trends and challenges in transportation; refine the vision for the region's transportation system, the outcomes-based evaluation framework and the priorities for the Regional Transportation Plan; and update the revenue forecast.

*Questions for public involvement:* What are the transportation challenges that need to be addressed? What is working in the transportation system? What has changed (or is changing) in jobs, education, housing, moving goods, accessing services, and the environment that needs to be considered when planning for the future of the transportation system? What kind of system do we want to see in 25 years?

*Metro uses multiple strategies to engage people to inform the framework development, including online surveys, discussion groups or forums focused on historically marginalized communities, updates to interested persons contact list, online stories of the transportation challenges facing residents and how the current transportation system is working for people, public comment at committee meetings.*

**Building the shared strategy** About a year and a half before the Regional Transportation Plan update is due (and about 12 months of the process), Metro works with decision-makers, partners, stakeholders and the public to identify policy changes; begin updating the project lists; assess the performance of the project lists as an investment strategy across economic, social equity and environmental outcomes; and refine the project lists as an investment strategy to better achieve priority outcomes.

*Questions for public involvement:* (Confirm at the beginning of this phase:) Are these the right goals and values to lead the project list and policy changes? (As the project lists and policies are coming together:) Is this draft [list or policy] getting us to our priority outcomes, meet our goals and align with our shared values?

*Metro uses multiple strategies to engage people to inform the shared strategy, including: online surveys, discussion groups or forums focused on historically marginalized communities, work groups convened to address specific policy topics, updates to interested persons contact list, online stories of the transportation challenges facing residents and how the current transportation system is working for people, review and comment (letter, email, public communication at committee and council meetings) of draft policies and assessment of draft investment strategy*

**Adopting the plan** Starting about six months before the update is due, Metro works with decision-makers, partners, stakeholders and the public to refine a legislative draft of the Regional Transportation Plan that will be taken through the final decision-making process.

*Questions for public involvement:* When implemented, will this (list or policy) get us to our priority outcomes, meet our goals and align with our shared values? What needs to be considered on the local and regional levels when moving forward with these projects and policies? What policies need further refinement (ahead of or as part of a future update)?

*Metro uses multiple strategies to engage people throughout the adoption process, including: Typical engagement opportunities: updates to interested persons contact list, minimum 35-day review and comment (letter, email, phone, public comment at committee and council meetings) of the draft Regional Transportation Plan, testimony at hearings, online survey on the key themes and results of the draft plan*

**Amending the plan** Occasionally, the Regional Transportation Plan is amended prior to a scheduled update. This may be necessary if an individual project is listed as being now is moving to an implementation phase, or if funds are unexpectedly available for a project that was listed as an additional strategic priority investment (and must now move to the constrained budget list to qualify for those funds).

*Metro uses multiple strategies to engage people during an amendment process, including: updates to interested persons contact list, minimum 35-day review and comment (letter, email, phone, public comment at committee and council meetings) of the draft Regional Transportation Plan, testimony at hearings*

## **Stay informed**

Information about the Regional Transportation Plan – as well as other stories about the greater Portland region’s transportation system and how it affects our quality of life – are published periodically on Metro News ([oregonmetro.gov/news](https://oregonmetro.gov/news)). These stories are also promoted on Metro’s social media feeds.

During updates to the Regional Transportation Plan, information and notices are sent via email to members of the transportation planning interested persons list (sign up at [oregonmetro.gov/subscribe](https://oregonmetro.gov/subscribe)).

During key comment opportunities, notices with requests to share are sent to neighborhood association/CPO, local agency newsletter, transportation management association and community based organization partners and contacts ([see page 6](#)).

In addition to the methods above, ads are placed in local newspapers to announce the formal comment period and scheduled hearings associated with the adoption of the plan.

## **Metropolitan Transportation Improvement Program**

[oregonmetro.gov/mtip](https://oregonmetro.gov/mtip)

The Metropolitan Transportation Improvement Program, or MTIP, documents how all federal transportation money is to be spent in the greater Portland region over the next four years. The MTIP also documents state- and locally-funded projects deemed regionally significant. In order to qualify for state and federal funds, the projects listed in the MTIP must be included in the Regional Transportation Plan. Thus, the MTIP is often referred to as the document that puts the Regional Transportation Plan into action.

As the federally- and state-authorized metropolitan planning organization for the greater Portland region, Metro is required to prepare and administer the MTIP. Metro works in cooperation with all of the region's local agencies – including the cities, counties and the Port of Portland, the regional transit agencies (TriMet and SMART) and ODOT to incorporate and implement all the federally funded and regionally significant projects into the MTIP.

Metro staff coordinates with sponsoring agencies to determine the expected timing of project phases and seeks to schedule expected revenue to planned work phases in each year of the program. The goal is to assure that all regionally funded projects are consistent with local and regional plans, are consistent with state and federal requirements, have funding that is reasonably expected to be available and are able to advance in a timely, logical fashion.

Metro staff assesses the final MTIP programming (list of projects scheduled to be built) for compliance with federal requirements including performance-based programming, civil rights and environmental impacts.

The most recent MTIP was adopted in 2017 for federal fiscal years 2018-21. The next MTIP is planned for 2020.

The MTIP is incorporated without change into the State Transportation Improvement Program, or STIP, Oregon's statewide four-year transportation capital improvement program. Like the MTIP, Oregon's STIP covers a four-year period, and is updated every three years.

#### **Decision-making structure, MTIP**

The MTIP is compiled from information submitted by the lead agencies on the projects for which federal funds will be used – including ODOT, TriMet, SMART, the Port of Portland and the cities and counties – or the agency in charge of distributing specific federal dollars, as in the case of Metro's regional flexible funds (see page 18).

#### **Be involved**

The development of Metropolitan Transportation Improvement Program is a multi-year process, since the beginning policy conversations guide how the several jurisdictions and agencies program and document their portions of the larger MTIP.

The jurisdictions and agencies are responsible for any necessary public engagement to inform decisions on their programming. For instance, Metro funds regional programs and local projects through funding from specific federal programs and engages the public in these decisions. This process, currently referred to as the regional flexible funds allocation process, is addressed on [page 18](#).

However, the development of the MTIP itself is primarily a technical exercise to ensure the projects that are scheduled and funded over the next four years are consistent with local and regional plans, are consistent with state and federal requirements, have funding that is reasonably expected to be available and are able to advance in a timely, logical fashion.

This means that public engagement for the MTIP is designed more towards promoting governmental coordination, transparency and accountability towards those goals than to help shape a plan on a local or regional level.

**MTIP initiation** About two years before the MTIP is due, Metro works with decision-makers and partners to update the MTIP policies, building an agreement on how jurisdictions and agencies

are expected to demonstrate how MTIP projects are consistent with local and regional plans, are consistent with state and federal and requirements, have funding that is reasonably expected to be available and are able to advance in a timely, logical fashion.

*Typical engagement opportunities: Review and comment (letter, email, phone, public comment at committee and council meetings) of the draft MTIP policies*

**Adopting the MTIP** Starting about nine months before the MTIP is due, Metro works with decision-makers and partners to create a legislative draft of the MTIP that will be taken through the final decision-making process. The draft MTIP is published about five months before JPACT and the Metro Council are scheduled to take legislative action.

*Typical engagement opportunities: minimum 30-day review and comment (letter, email, phone, public comment at committee and council meetings) of the draft MTIP, testimony at hearings, online survey on high level performance analysis of the draft MTIP*

**Amending the MTIP** Occasionally, the active MTIP is amended. This may be necessary if additional funding becomes available or if conditions on the ground lead jurisdictions to delay one project in favor of another.

*Typical engagement opportunities: minimum 30-day review and comment (letter, email, phone, public comment at committee and council meetings) of the MTIP amendment*

### **Stay informed**

Information about the development of the MTIP – as well as other stories about the greater Portland region’s transportation system and how it affects our quality of life – are published periodically on Metro News ([oregonmetro.gov/news](http://oregonmetro.gov/news)). These stories are also promoted on Metro’s Facebook and Twitter feeds.

During key comment opportunities for the MTIP, notices with requests to share are sent to neighborhood association/CPO, local agency newsletter, transportation management association and community based organization partners and contacts (see page 6).

In addition to the methods above, ads are placed in local newspapers to announce the formal comment period and scheduled hearings associated with the adoption of the MTIP.

### **Investment Areas program and high capacity transit development**

Metro’s Investment Areas program guides development of high capacity transit (MAX, rapid bus, rapid streetcar) projects and supporting walking, biking and roadway investments in major transportation corridors. With partners, the program develops shared investment strategies that align local, regional, state, federal, community and private interests to leverage resources and maximize benefits.

Metro partners with cities, counties, the state, TriMet and the federal government to plan land use and transportation investments to connect downtowns, main streets and employment areas around the region. Some of these plans result in new high capacity transit like the Orange Line MAX connecting Portland and Milwaukie. Other plans, such as the East Metro Connections Plan, focus on roadway, bus transit, walking and biking investments needed to better serve the community.

Metro leads the planning, analysis and much of the public engagement. State and local transportation agencies are responsible for construction of roadway, walking and biking facilities, while TriMet and, if applicable, other transit agencies are responsible for construction and operation of transit system improvements.

Metro’s Investment Areas program also guides land use implementation projects such as brownfields assessment, economic development analysis and industrial site readiness. Public

engagement for these types of projects is tailored for the partnerships, scope and goals for each project. The information below expresses the typical project and public engagement phases of a transportation corridor plan that may lead to a high capacity transit investment.

### **Be involved**

The development of an Investment Areas plan – especially a plan that may have a high capacity transit investment – is a multi-year process, with multiple opportunities to be involved.

**Regional Transportation Plan** The prioritization of areas to study for high capacity transit investment and the project to study the transportation needs of an area are included in the Regional Transportation Plan. For instance, the Powell-Division transit and development study (which will lead to enhanced bus service on Division Street from Portland to Gresham) and the Southwest Corridor Plan (which is studying a MAX line from Portland to Tigard and Bridgeport Village) were high priority connections in the Regional High Capacity Transit System Plan, part of the 2010 Regional Transportation Plan, and the study and planning projects for the two areas were included in the Regional Transportation Plan project list.

**Local land use planning** Depending on the project, there may be a step of examining and updating the local land use plans (e.g., zoning, focused investment) to identify ways to leverage a potential transit investment to further meet local goals for growth, housing and jobs.

For the Southwest Corridor Plan, for instance, the study and planning project led by Metro was preceded by efforts by the City of Portland (with the Barbur Concept Plan), the City of Tigard (Tigard High Capacity Transit Land Use Plan) and the City of Tualatin (Linking Tualatin). Each of these plans had their own public process to examine how the cities would like to develop or redevelop in key areas that could be connected with and supported by an investment in transit infrastructure.

**Investment strategy: project initiation** At the least, one goal of an Investment Areas project is to develop, with partners and the public, an investment strategy – a coordinated set of infrastructure and other investments across jurisdictions that together provide more benefit and better outcomes than if the investments were made separately without a critical eye to the goals, scheduling and effects of the other improvements.

Metro first works with partners, stakeholders and the public to determine the scope of the study and planning project, determining the breadth of the study – both in physical area as well as in the issues that it will address. Often referred to as “scoping,” this phase determines the goals for the project, including defining the problem the project is meant to solve. Later phases of the project determine potential solutions to study further, though ideas for what is needed are collected from the partners, stakeholders and the public. Note that there may be an additional scoping process as part of the NEPA review, addressed on page 10.

*Typical engagement opportunities: stakeholder interviews, neighborhood association/CPO and community based organization discussions, online surveys, canvassing at community events, focus groups, discussion groups focused on historically marginalized communities, development of interested persons contact list, online stories of the transportation challenges facing residents in the area, public comment at committee meetings*

**Investment strategy: wide range of options and screening criteria** Once the project has a clear scope, Metro works with partners, stakeholders and the public to determine what potential solutions could work together to solve the defined problem.

This can include assessing local, regional and state transportation plans to determine what infrastructure and other investments have been identified as needed to meet community and transportation goals as well as identifying new ideas that can meet those needs.

Either as part of this phase or as its own phase, engagement activities also ask, “Given that we can’t afford all solutions, how should we prioritize?” This means asking the public to help the project team and decision-makers determine what criteria will be used to decide which solutions should move forward as a part of a final investment package. Answers to this may focus on environmental impact, community development opportunities, transportation safety, transportation options, reduction in traffic through a certain area, or cost and availability of funding.

*Typical engagement opportunities: online surveys, canvassing at community events, open house or community forum, online stories of the transportation challenges facing residents in the area, public comment at committee meetings*

**Defining the investment strategy** Using information from the partners, stakeholders and the public, the project team develops a draft investment strategy and recommends next steps for further project development for any major transportation investment (such as a high capacity transit line or major roadway project). Metro then works with decision-makers, partners, stakeholders and the public to refine the investment strategy to be used by partners to prioritize investments and any additional planning efforts to leverage local, regional, state and federal dollars.

*Typical engagement opportunities: online surveys, neighborhood association/CPO and community based organization discussions, open house or community forum, public comment at committee meetings*

**High capacity transit refinement** If it is determined through the investment strategy development that the investment area is a viable candidate for a high capacity transit investment to meet local and regional transportation goals, the project may go through a phase of refining what high capacity transit options (both type – MAX, rapid bus, rapid streetcar – and to/from where) should be further pursued. For the Southwest Corridor Plan, for instance, previous work had determined that streetcar would be unable to meet the transportation goals of the corridor connecting Portland, Tigard and Tualatin, and the refinement phase determined that rapid bus service would not be feasible to meet the future transit demand of the corridor, leading to further study for a new MAX line.

*Typical engagement opportunities: online surveys, canvassing at community events, neighborhood association/CPO and community based organization discussions, open house or community forum, public comment at committee meetings*

**NEPA** With almost any high capacity transit investment, the greater Portland region must rely on a combination of local, regional, state and federal funding. Due to the federal component of any financing plan, Metro must comply with the National Environmental Policy Act, or NEPA, to identify impacts to the human and natural environment.

Pages 11-14 specifically focus on potential NEPA processes and how public engagement affects those decisions, mainly adapted from A Citizen’s Guide to the NEPA from the Council on Environmental Quality. For more detailed information, visit [ceq.doe.gov](http://ceq.doe.gov).

A NEPA Environmental Impact Statement process (from Scoping through the Final Environmental Impact Statement) can take 2 to 4 years.

*Typical engagement opportunities: online surveys, canvassing at community events, neighborhood association/CPO and community based organization discussions, open houses or community forums, online stories of the transportation challenges facing residents in the area, public comment at committee meetings, testimony at hearings*

### **Stay informed**

Information about Investment Areas projects – as well as other stories about the greater Portland region’s transportation system and how it affects our quality of life – are published periodically on Metro News ([oregonmetro.gov/news](http://oregonmetro.gov/news)). These stories are also promoted on Metro’s Facebook and Twitter feeds.

Throughout the project, information and notices are sent via email to members of the interested persons lists. People can sign up for these lists by visiting the project page (visit [oregonmetro.gov/participate](http://oregonmetro.gov/participate) to see active Investment Areas projects – like the Southwest Corridor Plan – as well as other things that Metro is working on).

During key comment opportunities, notices with requests to share are sent to area neighborhood association/CPO, local agency newsletter, transportation management association and community based organization partners and contacts (see page 6).

In addition to the methods above, ads are placed in local newspapers to announce the formal comment period and scheduled hearings associated with the adoption of any significant plan or decision, including decisions coming from NEPA processes that come out of the Investment Areas work.

## **Resources for communities**

### **Regional Travel Options grants**

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

It’s not enough just to build a transportation system with options to walk, bike, take transit or ride share. People need to know how to access those options and understand the benefits. Regional Travel Options grants fund projects that create safe, vibrant and livable communities by increasing the use and understanding of travel options.

Eligible applicants include government agencies, educational institutions and nonprofit organizations, and projects must be carried out within the urbanized areas of Clackamas, Multnomah and Washington counties. Grants are funded through federal dollars, allocated through what is currently referred to as the regional flexible funds process (see page 18).

Every two years, the program elicits project proposals. The last funding cycle completed in November 2016, when the program announced awards for the 2017-2019 grant cycle, with a total of \$2.5 million awarded in three categories:

Program grants support activities that connect people to travel option information, education and opportunities.

Enhancement grants provide funding for items that assist people traveling by transit, foot or bicycle, such as bicycle parking or way-finding signage and street markings.



Planning grants support planning projects, aimed at further defining a regional travel options program or series of strategies at the local level. Ideally, a plan would build upon planning guidance found in a transportation system plan.

Application solicitation for the next round of Regional Travel Options grants is expected in summer 2018.

**About the Regional Travel Options program** The program improves air quality and reduces car traffic by helping people drive less and use travel options such as walking, biking, transit, vanpooling or carpooling. Reducing the number of cars on the road cuts vehicle emissions, decreases congestion and promotes healthier communities. The program includes:

- a coordinated education and outreach effort to efficiently use public dollars to reach key audiences
- an employer outreach program to save employers and employees money
- a regional Safe Routes to School effort that supports local education programs in schools to teach kids how to walk and bicycle to school safely
- a regional rideshare program that makes carpooling safer and easier and helps people with limited transit access have options to get around
- funding for bicycle racks, wayfinding signage and other tools that help people to walk and bicycle
- funding for pilot projects to test new ways to reach the public through technology or innovative engagement methods.

### **Be involved**

The Regional Travel Options Strategy is expected to be approved by the JPACT and the Metro Council in spring 2018.

**Strategy update** To update the strategy, Metro works with stakeholders, including cities, counties and previous grantees, applicants and potential applicants.

*Typical engagement opportunities: updates to interested persons contact list, workshop series to address the elements of the strategy, review and comment (letter, email, phone, public comment at committee and council meetings) of the draft Regional Travel Options Strategy*

### **Stay informed**

Information about Regional Travel Options program, projects, sponsorships and grants – as well as other stories about the greater Portland region’s transportation system and how it affects our quality of life – are published

periodically on Metro News ([oregonmetro.gov/news](http://oregonmetro.gov/news)). These stories are also promoted on Metro’s Facebook and Twitter feeds.

To be notified for the next round of Regional Travel Options grants or any updates to the strategy, join the interested persons list by emailing [rto@oregonmetro.gov](mailto:rto@oregonmetro.gov).

### **Decision-making structure, Regional Travel Options program**

The program is guided by the 10-year strategy, adopted by JPACT and the Metro Council. The strategy defines the mission, goals and objectives for the program. Metro manages the program, with input provided by TPAC on the grantmaking process and other major program

elements. Grant applications are reviewed by a committee of TPAC members and community stakeholders for recommendation to JPACT and the Metro Council. For more information about TPAC and JPACT, see the decision-making structure for the Regional Transportation Plan on page 3.

### **Transportation System Management and Operations program projects**

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

Transportation System Management and Operations strategies provide money-saving, multimodal solutions that relieve congestion, optimize infrastructure investments, promote travel options and reduce greenhouse gas emissions. Using a relatively small award from what are currently referred to as regional flexible funds, the program improves the efficiency of the transportation system, providing funding to public-agency partners with regionally prioritized projects to make the system flow more smoothly and safely –without the huge costs of road construction.

These projects include information used by TripCheck.org and relied on by third parties such as Google Maps for current traffic, variable travel information signs and better synced traffic lights. For instance, a project to better coordinate traffic signals in downtown Beaverton improved travel time through the heavily congested area by as much as 12 percent on major arterials like Canyon Road and Farmington Road – and made walking easier by adding more opportunities for someone to get a walk light to cross these busy roads.

Program funding is typically awarded to city and county governments, though prior grantees have included institutions such as Portland State University for data collection, processing and visualization projects.

The latest allocation was in March 2015 for the 2016-2019 funding cycle. Application solicitation for the next round of Regional Transportation System Management and Operations grants is expected winter 2019.

#### **Be involved**

The Regional Transportation System Management and Operations Strategy is expected to be updated in 2019, though the current plan is valid through 2020.

**Strategy update** To update the strategy, Metro works with stakeholders, including cities, counties, the state and transit agencies.

*Engagement opportunities will likely include a series of stakeholder workshops to address the elements of the strategy, learning opportunities to consider national best practices and emerging needs, plus public review and comment opportunities (letter, email, phone, public comment at committee and council meetings) of the draft Regional Transportation Systems Management and Operations Strategy*

#### **Decision-making structure, Regional Transportation Systems Management and Operations program**

The program is guided by the 10-year strategy, adopted by JPACT and the Metro Council. The strategy defines the vision, goals, objectives and policies for the program. Metro manages the program, with input provided by TPAC on the project funding process and other major program elements. Project proposals are prioritized by TransPort, a subcommittee of TPAC, for recommendations to TPAC, JPACT and the Metro Council. For more information about TPAC and JPACT, see page 3.

## **Regional flexible funds**

[oregonmetro.gov/rffa](https://oregonmetro.gov/rffa)

Almost everyone can point to an improvement they'd like to see on a roadway or street, a trail connection or sidewalk gap they'd like to see filled. Every few years, Metro has an opportunity to work with residents, businesses and local governments to help make fixes like these around greater Portland.

Funding is provided to the development and construction of local transportation projects. Recent allocations have prioritized projects that make it safe and convenient to walk, bicycle or access transit, and projects that support economic development and the efficient movement of freight.

Regional flexible funds come from three federal grant programs: the Surface Transportation Program, the Congestion Mitigation/Air Quality Program and the Transportation Alternatives Program. These programs allow greater discretion on how the monies are spent – hence the term “flexible” – which allows for greater focus on local priorities and innovative solutions to transportation challenges.

## **Be involved**

The development of the regional flexible funds allocation is a multi-year process, since the beginning policy conversations guide how the funds will be appropriated.

**Policy update** About two years before the funds are awarded, Metro works with partners, stakeholders and the public to update the policies guiding the allocation process. This will set the stage to determine how much of these funds go to things like bond payments for transit projects, how much will go to support regional programs and grants – such as the Regional Travel Options and Regional Transportation Systems Management and Operations grants addressed on pages 16 and 17 – and how much will go to support local jurisdictions to build key projects.

*Typical engagement opportunities: online survey on key themes, review and comment (letter, email, phone, public comment at committee and council meetings) of the draft policies*

**Allocation process** About six months after the policy update, Metro begins discussions with partners to finalize the how the funds will be allocated. Once it is determined how much will go to local jurisdictions for their key projects, Metro solicits applications from the jurisdictions. These are evaluated by a technical panel and put forth for public comment.

*Typical engagement opportunities: online survey showing where the applicant projects are and what they would achieve, minimum 30-day review and comment (letter, email, phone, public comment at committee and council meetings) of the projects and technical evaluation, testimony at hearings*

## **Stay informed**

Information about the development of the regional flexible funds allocation process – as well as other stories about the greater Portland region’s transportation system and how it affects our quality of life – are published periodically on Metro News ([oregonmetro.gov/news](http://oregonmetro.gov/news)). These stories are also promoted on Metro’s Facebook and Twitter feeds.

During the allocation process comment opportunity for these funds, notices with requests to share are sent to neighborhood association/CPO, local agency newsletter, transportation management association and community based organization partners and contacts (see page 6).

## **Decision-making structure, regional flexible funds**

Decisions for regional flexible funds is shared between the Metro Council and JPACT. To aid with technical details of the program, JPACT is advised by TPAC. For more information on JPACT and TPAC, see the decision-making structure for the Regional Transportation Plan section on page 3.

A technical panel of city, county, agency and community partners independently evaluate the allocation applications to produce technical scores based on criteria drawn from the policy direction provided by JPACT and Metro Council. These scores are offered as part of the comment opportunity and considered as TPAC makes its recommendation to JPACT and the Metro Council.



# Formal consultation process for the Regional Transportation Plan and Metropolitan Transportation Improvement Program

## *Projects and processes implicated by this process*

Metro updates the Regional Transportation Plan (RTP) every 5 years. The RTP is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout the greater Portland region. The Plan identifies current and future transportation needs, investments needed to meet those needs and what funds the region expects to have available to over the next 25 years to make those investments a reality.

Metro issues the Metropolitan Transportation Improvement Program (MTIP) every 3 years. The MTIP records how all Federal transportation money is spent in the Portland metropolitan area. It also monitors and records state- and locally-funded projects that may significantly affect travel in the region.

## *Formal consultation process*

During the scoping phase of the RTP and in advance of the adoption of the MTIP, Metro connects with agencies and Tribes to determine when and how the agencies and Tribes want to consult. Metro offers consultation orientation meetings and discusses the phases of the RTP process. Group meetings are offered for both agencies and Tribes; “one-on-one” meetings are also offered if the agency or Tribe is unable to attend one of the group meetings. Metro also invites agencies and Tribes to submit comment letters following consultation meetings or in lieu of participating in meetings.

During the orientation meetings, Metro describes the project phases and their expected time frames. Agencies and Tribes are asked to identify the phases in which they want to be informed, involved and/or consulted. Attachment A is the “questionnaire” provided to agencies and Tribes. Note that since the RTP and MTIP are on different cycles, both the RTP and MTIP are described. Responses to the questionnaire are documented.

## *Consultation roles*

**Metro** extends invitations to consult, convenes consultation meetings, provides information on the purpose, scope, potential impacts and project schedule for the RTP and MTIP and answers questions from agencies and Tribes both when they are determining their level of consultation and throughout the consultation processes. Metro develops the RTP and MTIP with due consideration of related planning activities within the Metropolitan Planning Area (MPA) as well as issues, concerns or recommendations made through the consultation process.

**Consulting agencies** provide guidance on when and how – through the RTP or MTIP process – they would like to be consulted and advocate for their agency’s values and goals to provide feedback and raise issues, concerns and recommendations to improve the RTP and MTIP processes and final documents.

**Tribes** provide guidance on when and how – through the RTP or MTIP process – they would like to be consulted; advocate for their respective Tribe's priorities, values and goals to provide feedback and raise issues, concerns and recommendations to improve the RTP and MTIP processes and final documents.

### *Responsibilities*

**Metro** consults with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including state and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements) and coordinates its planning process (to the maximum extent practicable) with such planning activities. Metro develops the RTP and MTIP with due consideration of related planning activities within the MPA.

**Consulting agencies** understand, at a high level, the purpose, scope and potential impact of the RTP or MTIP and relay planning activities under their purview within the MPA that are affected by transportation and identify opportunities for coordinated planning process where practicable.

**Tribes** determine whether to engage in consultation with Metro as the MPO lead in developing the MTIP and RTP. Metro staff make good faith efforts to share at a high level the purpose, scope and potential impact of the RTP or MTIP and the planning process and key decision points so Tribes can determine their interest to consult and engage with Metro. Tribes express to Metro how it can best remove barriers to ongoing and future consultation.

### *Key phases and decision points*

#### **Regional Transportation Plan**

1. Scoping – interested party and partner identification, work plan development, engagement plan development.
2. Framework development – key trends and challenges identification, transportation system vision refinement, outcomes prioritization.
3. Building the investment strategy – defining policy changes, project list updates, draft project list assessment, project list refinement.
4. Adopting the plan – review and comment and adoption process.

#### **MTIP**

1. Adopting the MTIP – review and comment and adoption process.
2. Amending the MTIP – review and comment and adoption of amendments (The MTIP is typically amended when additional funding becomes available or conditions on the ground lead agencies to modify, delay, or advance a project.)

### *Other MPO processes*

**Metro's regional flexible funds allocation** is a process for distributing the small amount of federal funds provided directly to Metro for distribution (decisions fund regional programs and local projects that meet regional priorities). There is no formal consultation process for regional flexible fund allocations.

### *Agencies and Tribes invited to consult*

#### **Agencies**

The following agencies are invited to consult.

#### *Resource agencies*

- Clackamas County Water Environment Services
- Clean Water Services
- Metro Parks and Nature
- National Marine Fisheries Service (NOAA)
- National Park Service (Pacific West Region)
- Oregon Department of Agriculture
- Oregon Water Resources Department
- Oregon Watershed Enhancement Board
- Oregon Department of State Lands
- Oregon Department of Fish and Wildlife
- Oregon Department of Forestry
- Portland Bureau of Environmental Services
- United States Environmental Protection Agency
- United States Fish and Wildlife Service
- United States Forest Service
- United States Bureau of Land Management

#### *Federal, state and local transportation agencies*

- Bonneville Power Administration
- Federal Aviation Administration
- Federal Highway Administration
- Federal Railroad Administration
- Federal Transit Administration
- Federal Transit Administration
- United States Army Corps of Engineers
- United States Department of Labor
- United States Department of V
- Oregon Bureau of Labor and Industries
- Oregon Department of Energy
- Oregon Department of Environmental Quality
- Oregon Department of Land Conservation and Development
- Oregon Department of Transportation
- Oregon Department of Veterans Affairs
- Oregon Parks and Recreation Department
- Oregon State Historic Preservation Office
- Portland of Portland

- Port of Vancouver
- TriMet
- South Metro Area Regional Transit (SMART)
- C-TRAN
- Southwest Washington Regional Transportation Council (RTC)

### **Tribes**

The greater Portland MPA does not include Indian Tribal lands as defined by 25 CFR § 502.12. The greater Portland MPA does however include multiple properties which are owned in fee title by several Tribes. In addition, the lands now known as the greater Portland area are part of the aboriginal homelands, traditional use areas and trade networks of numerous Tribes. Each Tribe's interests are distinct and these interests may overlap and intersect with the static boundaries of the metropolitan planning area in various ways. Metro is currently developing its Tribal Affairs Program. This program is intended to establish mutually beneficial relationships with interested Tribes to inform the agency's work across the region that is now known as the greater Portland metropolitan area. Invitations to consult in Metro's RTP and MTIP planning processes are extended in coordination with the Tribal Affairs Program.

The following Tribes are invited to consult, listed in alphabetical order:

- Confederated Tribes and Bands of the Yakama Nation
- Confederated Tribes of Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of the Warm Springs Reservation of Oregon
- Cowlitz Indian Tribe
- Nez Perce Tribe



## Federal, tribal and state consultation with Metro preferences - survey

Metro is asking for your input on how and when we should reach out to your agency or tribe when conducting planning processes for greater Portland's transportation system.

Please select the level of notification or involvement that would work best for the key stages of the Regional Transportation Plan and the Metropolitan Transportation Improvement Program.

### Agency or Tribe

Best contact for Metro to coordinate with (name and title)

Email address for contact

### Regional Transportation Plan

The Regional Transportation Plan is the 25-year blueprint for greater Portland's transportation system, setting the vision, goals and policies. It also brings together transportation projects from multiple jurisdictions, prioritizing them based on the amount of federal, state and local funds we can expect over the life of the plan.

Metro updates the plan every five years. The update process typically takes about three years.

#### 1. Scoping – stakeholder identification, work plan development, engagement plan development

- Formal notification via letter
- Individual briefing and discussion (Metro staff and your staff)
- Invitation to a “group” briefing and discussion (multiple agencies invited)
- Interested persons list notification (email to all parties signed up for updates; includes comment opportunities)
- Direct notification via email
- Invitation and coordination to comment to decision-making bodies (Joint Policy Advisory Committee on Transportation, Metro Council)
- Other (please specify)

#### 2. Framework development – key trends and challenges identification, transportation system vision refinement, outcomes prioritization

- Direct notification via email
- Formal notification via letter

## Metro's formal consultation process for the RTP and MTIP - Attachment A

- Individual briefing and discussion
- Invitation to a "group" briefing and discussion
- Interested persons list notification
- Invitation and coordination to comment to decision-making bodies
- Other (please specify)

### 3. Building the investment strategy – defining policy changes, project list updates, draft project list assessment, project list refinement

- Formal notification via letter
- Individual briefing and discussion
- Invitation to a "group" briefing and discussion
- Interested persons list notification
- Direct notification via email
- Invitation and coordination to comment to decision-making bodies
- Other (please specify)

### 4. Adopting the plan –refinement and adoption of the plan

- Individual briefing and discussion
- Interested persons list notification
- Invitation to a "group" briefing and discussion
- Direct notification via email
- Formal notification via letter
- Invitation and coordination to comment to decision-making bodies
- Other (please specify)

### Metropolitan Transportation Improvement Program

The Metropolitan Transportation Improvement Program is the four-year schedule of investments in greater Portland that will use federal and state transportation funds. It also documents local investments that may impact the region's air quality.

Metro updates the plan every four years. The update process typically takes about three years, including policy updates and the process to allocate the small amount of federal funds provided directly to Metro for distribution.

### 1. Initiation – policy update and partner agreements

## Metro's formal consultation process for the RTP and MTIP - Attachment A

- Formal notification via letter
- Invitation to a "group" briefing and discussion (multiple agencies invited)
- Direct notification via email
- Interested persons list notification (email to all parties signed up for updates; includes comment opportunities)
- Individual briefing and discussion (Metro staff and your staff)
- Invitation and coordination to comment to decision-making bodies (Joint Policy Advisory Committee on Transportation, Metro Council)
- Other (please specify)

## 2. Metro's regional flexible funds allocation – process for distributing the small amount of federal funds provided directly to Metro for distribution (decisions fund regional programs and local projects that meet regional priorities)

- Direct notification via email
- Interested persons list notification
- Invitation to a "group" briefing and discussion
- Individual briefing and discussion
- Formal notification via letter
- Invitation and coordination to comment to decision-making bodies
- Other (please specify)

## 3. Adopting the MTIP – review and comment and adoption process

- Individual briefing and discussion
- Interested persons list notification
- Direct notification via email
- Invitation to a "group" briefing and discussion
- Formal notification via letter
- Invitation and coordination to comment to decision-making bodies
- Other (please specify)

## 4. Amending the MTIP – review and comment and adoption of amendments (additional funding becomes available, conditions on the ground lead jurisdictions to delay one project in favor of another)

- Direct notification via email

## Metro's formal consultation process for the RTP and MTIP - Attachment A

- Individual briefing and discussion
- Interested persons list notification
- Invitation to a "group" briefing and discussion
- Formal notification via letter
- Invitation and coordination to comment to decision-making bodies
- Other (please specify)

### Other Metro work

Metro is also responsible for other efforts, such as managing the urban growth boundary and preserving natural areas. Would you be interested in consulting on these other topics?

### Additional areas of interest

- Natural areas preservation program
- Specific parks, trails and natural areas planning
- Urban growth boundary decisions
- Garbage and recycling policies
- Regional transportation studies and investment areas planning

Do you have any comments or suggestions regarding consulting with Metro?

**2024 Urban Growth Management Decision:  
Work Program Status Updates**  
*Presentations*

Metro Council Work Session  
Tuesday, January 23, 2024

2024 URBAN GROWTH MANAGEMENT DECISION:  
WORK PROGRAM STATUS UPDATES

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Date: January 4, 2024  
Department: Planning, Development, and  
Research  
Meeting Date: January 23, 2024

Prepared by: Ted Reid, Principal Regional  
Planner [ted.reid@oregonmetro.gov](mailto:ted.reid@oregonmetro.gov)  
Presenter(s): Malu Wilkinson (she, her);  
Josh Harwood (he, him); Eryn Kehe (she,  
her); Ted Reid (he, him)  
Length: 45 minutes

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**ISSUE STATEMENT**

The region’s urban growth boundary (UGB) delineates urban and rural uses and is a tool for ensuring thoughtful and efficient growth patterns. The Metro Council is required by state law to – at least every six years – determine whether the UGB has adequate land for expected housing and job growth. 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:

- 2024 Urban Growth Report (UGR) Roundtable discussions to date:
  - UGB capacity estimate methods
  - Housing demand analysis methods
  - Demographic and economic conditions and trends
- Letter of interest for UGB expansion from Sherwood
- Upcoming MPAC, CORE, Youth Cohort and UGR Roundtable engagement

**IDENTIFIED POLICY OUTCOMES**

State law and regional policies lay out an intention to make efficient use of land inside the UGB and to only expand the UGB if there is a demonstrable regional need to accommodate expected housing or job growth. The Metro Council makes this growth management decision for the region after significant 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.

**POLICY QUESTION(S)**

- Does the Council have any questions for staff about engagement activities or ongoing analyses?

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

The Council may provide staff with direction on:

- Advice that would be useful from MPAC or CORE
- Updates that the Council would like to have going forward

## **STAFF RECOMMENDATIONS**

- Staff recommends proceeding with the work program

## **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, homelessness, and economic development. Often, growth management processes provide a venue for identifying the need for new initiatives.

Metro strives for transparency in its growth management work, which can be challenging given its highly technical aspects. The 2024 decision will provide opportunities for interested parties 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 UGR 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?
  - December 5, 2023 memo to MPAC providing an update on UGB capacity estimation
  - Urban Growth Management: frequently used terms and concepts
  - November 29, 2023 UGB expansion letter of interest from Sherwood
  - UGM project timeline and tentative committee engagement schedule



# Memo

Date: December 5, 2023  
To: Metro Policy Advisory Committee  
From: Ted Reid, Principal Regional Planner  
Subject: 2024 urban growth management decision: update on urban growth boundary capacity estimates

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## Context

The Metro Council will make its next cyclical urban growth management decision in December 2024. To support Council decision making, staff is conducting an analysis of whether there is enough room in the urban growth boundary (UGB) to accommodate expected household and job growth. Results of this analysis will be included in a draft 2024 Urban Growth Report that will be released in the summer of 2024.

A core aspect of this analysis is estimating how much capacity for additional homes and jobs there is in the current UGB. As previously described at MPAC meetings, this UGB capacity assessment has two main steps:

1. Inventory lands within the UGB, categorizing them as vacant or developed and accounting for environmental constraints.
2. Estimate how many homes or jobs of different types could locate on those lands over the next 20 years (this is done using a *pro forma* model that estimates the likelihood of development on lands inside the UGB).

The methods that staff is using for this analysis have been reviewed and discussed at MTAC, MPAC, and Metro's ad-hoc Land Use Technical Advisory Group. Using those methods, Metro has completed step one above (inventorying land) and has made this inventory available to all cities and counties for review and edits based on local knowledge. That review period has concluded, and staff wishes to summarize some high-level observations of the preliminary inventory.

Staff has recently provided this inventory to our consultant team, which will undertake step two (estimating a range of capacity on those lands using a *pro forma* model). Staff anticipates providing cities and counties with an opportunity to review those capacity estimates in February of 2024.

## General observations from local jurisdiction review of the regional land inventory

Using methods discussed by the Land Use Technical Advisory Group, Metro inventoried 490,000 lots (of land) in the UGB. These tax lots were categorized as vacant or developed land and environmental constraints such as steep slopes or floodways were accounted for.

Metro made the inventory available to all 27 Metro area cities or counties for review and received edits and comments back from 16 jurisdictions. Those 16 jurisdictions represent a



large portion of the land in the inventory (92% of the tax lots and 89% of the acres in the inventory).

From those 16 jurisdictions, Metro received specific comments or edits on 5,200 of the 490,000 tax lots in the UGB. This means that, having reviewed almost all of inventory, jurisdictions had edits or comments on just one percent of the tax lots in the inventory. Metro staff believe that this indicates a high level of agreement on the land inventory methods and results.

### **Changes to the vacant land inventory because of local review**

Metro accepted all edits provided by local jurisdictions, which resulted in minimal changes to the vacant land inventory. Based on jurisdictional review, about 200 acres of land were removed from the vacant land inventory. For perspective, the total geographic area<sup>1</sup> of the UGB is about 260,000 acres.

Local jurisdiction edits to the inventory primarily reflect development of vacant land that has happened since aerial photos were taken in August 2022. A small amount of the 200 hundred acres is attributable to local jurisdictions identifying additional environmental constraints that weren't already noted in the inventory.

### **Capacity in new urban areas**

To translate acres of land into capacity for housing, we must also know what is allowable under adopted zoning codes. Some past UGB expansion areas do not yet have urban level zoning, so we rely on local jurisdiction guidance – typically based on adopted concept plans – for how much housing capacity to count. Local jurisdiction review indicates that we should count 15,000 housing units of capacity in these to-be-zoned new urban areas.

### **Former City of Damascus land**

A large area was added to the UGB in 2002 and temporarily incorporated as the City of Damascus. Since the disincorporation of Damascus, the City of Happy Valley has annexed western portions of the area, but eastern portions remain without a concept plan or urban zoning. The City of Happy Valley has provided input on areas that they may serve at a future date. Those areas do not include areas east of 172<sup>nd</sup> that are over 470 feet<sup>2</sup>.

There are approximately 4,100 buildable acres in the eastern portion of the former City of Damascus that Happy Valley does not intend to annex. As with past Urban Growth Reports, Metro staff expects to note in the 2024 Urban Growth Report that these buildable lands do not appear likely to urbanize over the next 20 years because of a lack of city governance, a concept plan, and urban infrastructure.

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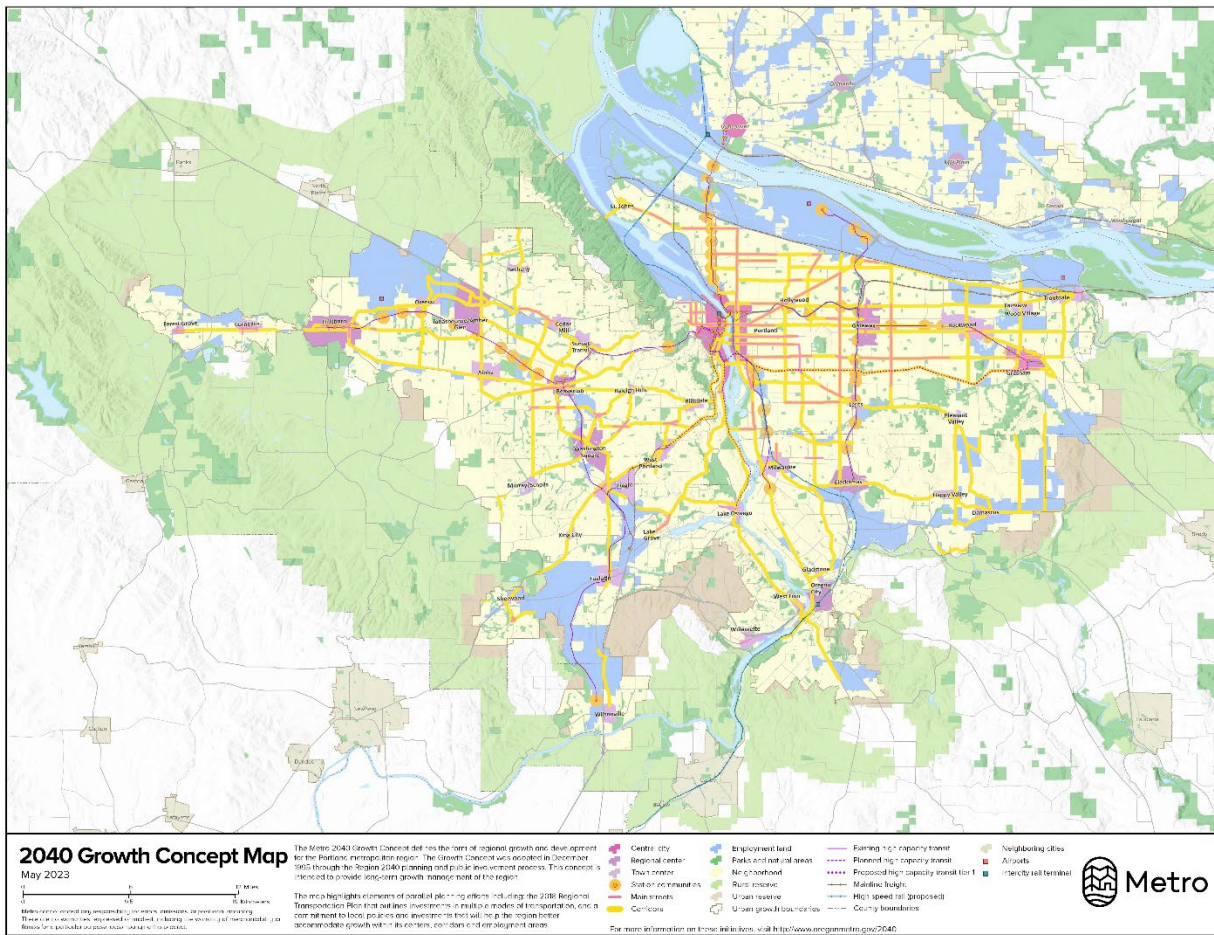
<sup>1</sup> This is the total area, including all land and water bodies.

<sup>2</sup> Sunrise Water Authority has indicated that they do not intend to serve higher elevation areas because of the cost of pumping water.

# Urban Growth Management: frequently used terms and concepts

## 2040 Growth Concept

The 2040 Growth Concept is a 50-year plan for growth in greater Portland that the Metro Council adopted in 1995. The Growth Concept Map identifies urban locations as the focal points for growth: the central city, regional centers, town centers, main streets, regional centers, station communities, corridors, and industrial areas. The map shows the region's urban growth boundary, which defines where urban development may occur, and urban reserves, which are the locations that may be added to the boundary if there is a demonstrated regional need for more land. Parks, natural areas, and rural reserves depicted in green are to remain undeveloped.



## Urban growth boundary (UGB)

Every city in Oregon is required to adopt an urban growth boundary that defines where urban development and uses may occur. Outside of boundaries, provision of urban services like sewer is

prohibited and zoning codes are geared towards rural uses. Inside boundaries, zoning codes should encourage efficient development of housing and jobs.

State laws require that Metro manage a regional boundary. This is in recognition of the regional nature of our economy, housing market, commute sheds, and environment. Metro may only expand the boundary upon demonstration of a regional need for more land. The urban growth report is Metro's periodic analysis of regional land needs.

Under state law, Metro can only expand the boundary onto adopted urban reserves. Metro has an additional policy to only expand onto urban reserves that have been concept planned by a city. This is to ensure that any expansion results in intended development.

## Bringing land into the urban growth boundary

State law defines the criteria that are used to determine the order in which lands are included within the urban growth boundary.

First priority - Urban reserve land: Urban reserves are designated areas outside the current urban growth boundary as the only locations where Metro can expand the boundary to accommodate growth. Metro can only add lower priority lands (listed below) to the UGB if the identified land need cannot be met with urban reserves. In no case can Metro add rural reserves to the UGB.

Second priority - Exception land (also known as non-resource land): Exception land is land next to the urban growth boundary that is not farm or forestland and is not designated as either urban or rural reserve. Second priority also could include farm or forestland that is completely surrounded by exception land but that is not "high value" farm or forest land.

Third priority - Marginal land: Marginal land is a classification of non-resource (exception) land outside of designated urban and rural reserves that allows dwelling units on exclusive farm use land. Marginal lands are unique to Washington County.

Fourth priority - Farm or forest land: Within this category, soil class or forest productivity further sets priorities. Priority is given to the area of lower productivity. In other words, the best, most productive farm or forestland outside of designated urban and rural reserves is the last land to be considered for inclusion in the urban growth boundary.

## Concept plan

A document that describes how a city plans to urbanize an urban reserve, including the desired community vision, the broad location of proposed land uses, and conceptual transportation and utility infrastructure. The concept plan is a required component of an urban growth boundary expansion proposal, meant to demonstrate a city's readiness. Metro code describes what a city must address in a concept plan. Metro also provides grant funding for these local planning efforts.

## Urban and rural reserves

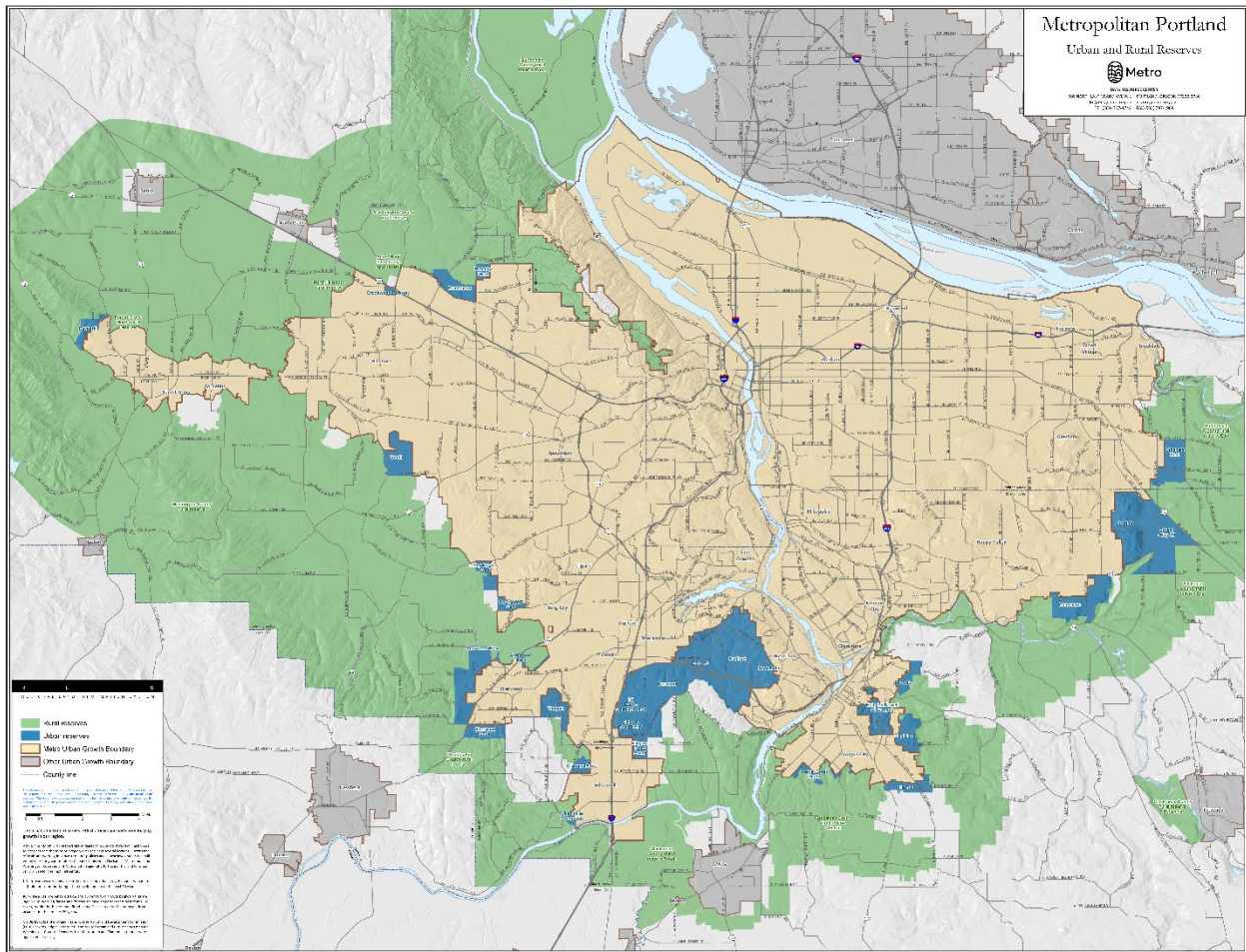
Urban and rural reserves are lands that are outside the Metro urban growth boundary. In 2010, after a multiyear regional process enabled under state law, Metro and the three counties designated urban and

rural reserves to provide long-term certainty for cities, counties, property owners, Metro, farm and forest operators, and others.

Urban reserves are suitable for urbanization and are the only locations where Metro can expand the boundary.

Rural reserves are lands that are high value working farms or forests, or have important natural features like rivers, wetlands, buttes and floodplains. Per state law, rural reserves are off limits for urbanization until the year 2065 at the earliest. This is intended to provide certainty.

“Undesignated” areas are neither urban nor rural reserve and effectively cannot be added to the boundary.

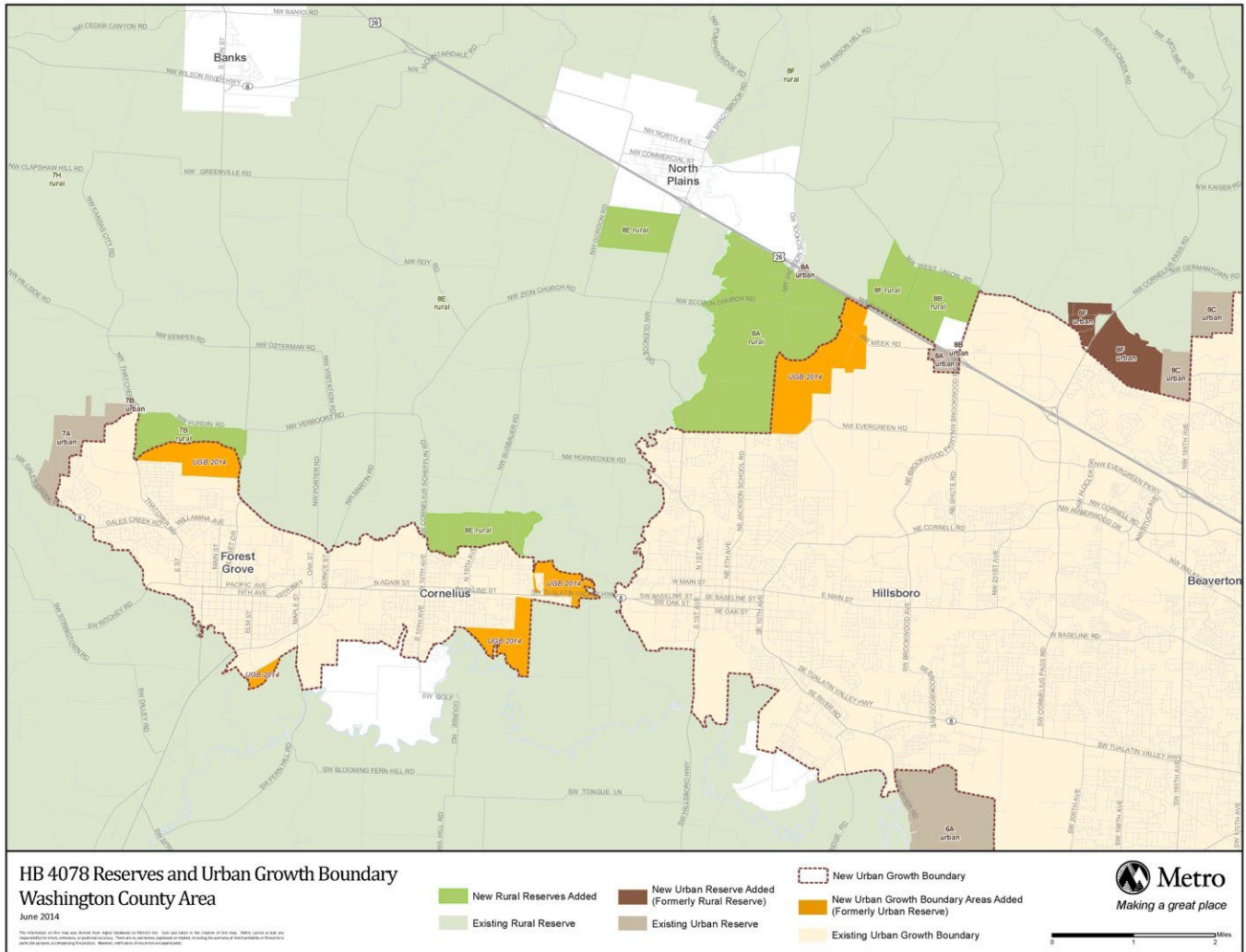


*Note: some of the originally designated urban reserves have already been added to the UGB and are no longer depicted here as urban reserves. These areas include areas added to Cornelius, Forest Grove, Hillsboro, Beaverton, King City, Wilsonville, and Tigard. The above map has not yet been updated to reflect the 2023 addition of the River Terrace (Tigard) urban reserve to the UGB.*

## House Bill 4078 – “The Grand Bargain”

After the adoption of urban and rural reserves, a 2014 Court of Appeals ruling introduced new uncertainty and caused a variety of mayors, legislators and interested parties to negotiate a legislative

compromise to ongoing disagreements about urban and rural reserve designations in Washington County. HB 4078, also referred to as the Land Use Grand Bargain, placed into statute several urban growth boundary expansions and urban and rural reserve designations in Washington County. Today, urban and rural reserve designations in Washington County remain codified in statute.



## Urban growth report (UGR)

The urban growth report or UGR is a required periodic (at least every six years) assessment of whether there is a regional need to expand the urban growth boundary for the next 20 years of growth. The UGR provides the Metro Council with information when making its growth management decision. A UGR is not intended as an aspirational vision statement or economic development strategy.

The UGR contains several analyses, including a buildable land inventory, estimations of growth capacity on those lands, assessments of development trends, a regional population, household, and employment forecast, and a regional housing needs analysis.

Metro is currently working to complete a 2024 UGR, which will be released in draft form in summer 2024. Perspectives from a variety of advisory groups will be reflected in the UGR. The Metro Council will consider adopting a final UGR in December 2024 as part of its growth management decision.

## Regional forecast

Following state law, Metro completes a regional forecast for population, household, and employment growth. The regional forecast is included in the UGR. It is for the 7-county Metropolitan Statistical Area, which includes Clackamas, Clark, Columbia, Multnomah, Skamania, Washington, and Yamhill counties.

Metro has a strong track record with the accuracy of its regional forecast. This is the result of using reliable data sources such as the Census, the Bureau of Labor Statistics, the Bureau of Economic Analysis, IHS Markit, the PSU Population Research Center, and the Oregon and Washington health authorities. These forecasts are further validated through expert panel reviews with external economists and demographers.

Though Metro's forecasts have proven reliable, we also recognize that there is uncertainty when looking forward 20 years. To reflect this uncertainty, Metro uses a range forecast with a baseline and high and low growth forecasts.

The population forecast includes details on age, gender, and – new for the 2024 forecast—race, ethnicity, and disability status.

The household forecast includes details on household size, income, and age (of the householder). “Household” describes the people, not the home.

The employment forecast includes details on different economic sectors such as manufacturing, retail, professional services, health, and education.

## Regional Housing Demand/Needs Analysis

Another core part of an urban growth report is a Regional Housing Needs Analysis. This statutorily required analysis assesses the existing and future (20-year) housing needs of a variety of household income groups. Existing housing needs arise from homelessness and historic underproduction of housing. Future needs are a product of the regional household forecast. These housing needs are also linked to housing types (e.g., duplexes, townhouses, or apartments) so that housing needs can be translated into demand for space/land. The analysis geography is the current urban growth boundary.

## House Bill 2001 and middle housing

In 2019, the Oregon Legislature passed HB 2001 to increase housing choice and supply. This bill allows for a range of middle housing types (duplexes, triplexes, fourplexes, townhouses, and cottage clusters) to be built on residential land that has been traditionally zoned solely for single-family detached homes. Cities across the state have now adopted their own zoning code amendments to implement this bill. The 2024 Urban Growth Report will include an assessment of demand and capacity for middle housing.

## UGB growth capacity

Determining whether there is a regional need for UGB expansion requires an understanding of how much room there is for the next 20 years of housing and job growth inside the current boundary. That determination depends on several factors, including:

- Buildable land – Defined in more detail below, buildable land is land inside the UGB that may provide room for long-term housing and business growth.
- Zoning allowances – Local zoning codes describe what is allowed on land and are factored into Metro’s capacity analysis. For instance, denser developments such as midrise apartments require less land than single-family homes. Because there are hundreds of zone types in the region, Metro consolidates these codes into a regional classification for analytic purposes.
- Likelihood of development – Development, redevelopment, and infill will not necessarily happen simply because zoning allows high-density uses. Metro assesses the likelihood the market will build different building types using a real estate development pro forma model.

## Buildable land

Buildable land is land inside a UGB that can provide space for additional homes or businesses. Buildable land includes vacant land as well as already-developed land that may be available for redevelopment or infill over a 20-year planning period. Though Metro’s land inventory methods and results undergo extensive review by local government partners and development experts, the inventory is intended to provide a long-range regional estimate, not definitive determinations at the parcel level.

Accounted for in the inventory:

- Environmental constraints like steep slopes, wetlands, and floodways.
- Space that will be needed for future roads and sidewalks, particularly on larger vacant lands that would require more rights-of-way to serve development.
- Properties that are not available for housing or business development because they have a different intended use. Examples include park lands, open spaces, church properties, Tribal lands, and government-owned lands.

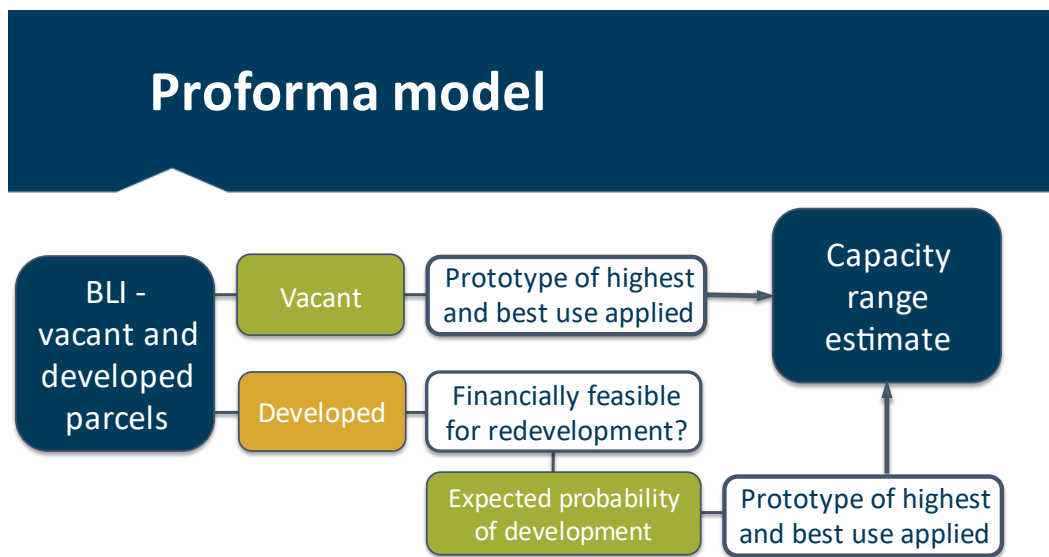
Vacant or partially vacant lands are a type of buildable land. They include parcels that have no buildings or surface parking lots, or that have a significant portion without such improvements. State law instructs Metro to count vacant land as buildable. The vacant land inventory entails careful review of aerial photos.

Redevelopment land is a type of buildable land and refers to a net increase in the number of homes on a parcel because of the removal of an existing building and replacement with a new building with more housing units than were removed. For instance, if a single-family home were demolished and replaced with a triplex, this redevelopment would provide a net increase of two housing units.

Infill land is a type of buildable land and refers to a net increase in the number of homes on a parcel when an existing building is retained. For instance, if a single-family home were divided into a duplex or if an accessory dwelling unit were built in the backyard, this infill would provide a net increase of one housing unit.

## Pro forma model

For the 2024 Urban Growth Report, Metro has engaged consultants to develop a regional financial model that can be used to estimate development capacity on buildable lands – both vacant and already-developed – over the next 20 years. The pro forma model determines the highest-and-best use for each parcel by identifying a building prototype that is most feasible. There are dozens of possible building prototypes, such as manufacturing, office, retail, apartments, single-family homes, or triplexes. Because the model is sensitive to assumptions such as interest rates or construction costs, regional capacity results will be reported as a range that recognizes analytic uncertainty. These capacity estimates are not intended to be definitive feasibility determinations at the parcel level. Instead, they provide the building blocks for a regional estimate.



*\*BLI = buildable land inventory*

## Senate Bill 4 – the Oregon CHIPS Act

Senate Bill 4 dedicates \$190 million to develop a grant and loan program to support semiconductor businesses looking to expand in Oregon. This provides the opportunity for significant federal funding provided by the U.S. CHIPS and Science Act of August 2022. It also funds \$10 million to help communities prepare land for manufacturing sites and \$10 million for a University Innovation Research fund that will help public universities secure federal research grants.

The bill also granted a new authority – through 2024 – to the Governor to expand urban growth boundaries, if it is determined that doing so is the only way a semiconductor project can move forward. Boundary changes can be made for up to eight sites — six of no more than 500 acres and two of any size. This authority is sometimes referred to as super-siting.

## Annexation

Urban growth boundary expansion is just a first step in the development timeline. A city must then approve an annexation application to bring property into city limits. Annexation provides urbanizing



areas with city services and voting privileges and brings the property under the regulatory and taxing authority of the city's government.

## Comprehensive plan

All Oregon cities and counties must adopt a comprehensive plan to implement a broad, long-term vision for their community, typically set over a planning horizon of 20 years. The plan describes future land uses and accompanying components of the built environment – transportation networks, bicycle and pedestrian infrastructure, utilities, parks, natural resources, housing, economic development, and schools. Local jurisdictions periodically review their comprehensive plans to address local planning needs, regional regulations, and new state requirements.

The comprehensive plan provides more detail than a concept plan. After Metro expands the urban growth boundary, cities must update their comprehensive plans and zoning designations to incorporate the new urban area. Metro provides grant funding for these plan updates.

## Land Use Technical Advisory Group (LUTAG)

This group advises staff on the technical analyses included in the Urban Growth Report, particularly the buildable land inventory (BLI) and growth capacity estimation (the pro forma model) methods and results. Membership includes local jurisdiction planning staff, Metro research staff, and additional development professionals. All cities and counties in the region were invited to participate.

## Exclusive Farm Use (EFU)

The purpose of the EFU (exclusive farm use) zone is to provide areas for continued practice of commercial agriculture. It is intended to be applied in areas composed of land with high-value farm soils. EFU zones are typically applied by counties, outside of urban growth boundaries. These zones limit uses that conflict with farming and ranching and restrict division of properties into smaller parcels.

Exclusive farm use zones are regulated by zoning and planning statutes and local zoning ordinances. Allowable and conditional uses in an EFU zone are defined in ORS 215.213 or 215.283.



November 29, 2023

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Metro Council  
Attn: Marissa Madrigal, COO  
600 NE Grand Avenue  
Portland, OR 97232

**Mayor**  
Tim Rosener

**Council President**  
Keith Mays

**Councilors**  
Renee Brouse  
Taylor Giles  
Doug Scott  
Dan Standke  
Kim Young

**City Manager**  
Keith Campbell

Re: Urban Growth Boundary Expansion Letter of Interest, City of Sherwood

Dear Metro Chief Operating Officer Madrigal:

The City of Sherwood is pleased to present this Letter of Interest for Metro's upcoming 2024 Urban Growth Management Decision.

Sherwood upholds a strong history of planning. This is demonstrated through its holistic approach to addressing housing and employment needs in its existing urban areas and maintaining a compact urban form. If past trends continue, several thousand people will decide to live, work, and play in Sherwood over the next 20 years as part of the larger regional growth pattern. As a commitment to keeping Sherwood a thriving community and providing a reasonable supply of land for housing and employment opportunities, the city continues to plan for its urban reserves as the basis for considering an urban growth boundary (UGB) expansion.

In February 2016, the City of Sherwood approved the Metro region's first preliminary concept plan for an entire urban reserve area called Sherwood West. Sherwood West is designated as Metro's Urban Reserve Area 5B, encompassing 1,291 acres of land, located west and north of the existing city boundary. Since the Preliminary Plan's approval, there have been significant changes in Sherwood and surrounding areas:

- The State of Oregon adopted House Bill 2001 in 2019.
- The Sherwood School District constructed the new 350,000-square-foot High School on 73 acres inside the Sherwood West boundary in 2020.
- Washington County completed its Urban Reserve Transportation Study (URTS) in 2020.
- The City adopted *Sherwood 2040*, an updated Comprehensive Plan in 2021.
- Adding employment land and quality jobs is a City of Sherwood Council priority.

To account for these changes, the City updated the Preliminary Concept Plan for the Sherwood West area through a Metro Community and Development Grant to ensure that future decisions reflect the community's current goals, needs, and future aspirations. The

Sherwood West Concept Plan is the result of a 2-year community planning process about growth, urban development, and governance encompassing extensive engagement with area property owners, community members, and service providers. The Sherwood West Concept Plan illustrates how Metro’s Urban Reserve Area 5B can be incorporated into the fabric of Sherwood and our region in a manner that respects and reflects the strong sense of community and livable neighborhoods we are known for. The Plan was unanimously recommended by the Citizen Advisory Committee and the Planning Commission to the Sherwood City Council. The Council accepted the Sherwood West Concept Plan by Resolution 2023-060 on July 18, 2023.

**In a formal proposal to Metro Council by April 5, 2024, Sherwood may request up to all 1,291 gross acres of land within Urban Reserve Area 5b (Sherwood West) to be brought into the UGB.**

**The Sherwood West area is illustrated in Exhibit A and described below. Land, housing, and job estimates below are based on the entire planning area and represent the maximum request being considered. If the City requests that only a portion of the planning area be brought into the UGB, the information below would be modified for the full application.**

- 1. Location and Characteristics:** Sherwood West is located north and west of the existing City limits. The area is bounded on the east by Highway 99W, SW Elwert Road, and SW Roy Rogers Road. It is bounded by SW Chapman Road on the south and SW Lebeau Road and SW Scholls-Sherwood Road to the north. The area generally slopes from west to east.
- 2. Acreage:** The total area is 1,291 gross acres. The net developable acreage is 605 acres, and excludes right-of-way, land designated for park and open space, and Metro Title 3 and 13 areas.
- 3. Residential Land:** The total net residential acreage is 340-acres, and the estimated future housing in Sherwood West ranges from 3,120 to 5,580 units, depending on how much middle housing is developed in the neighborhood zones (See table below). This results in an estimated residential density of 9.2 to 16.4 units per acre.

*Sherwood West Housing Estimates Table*

	Density Range (Net)	Total Acres (Net)	% of Residential Acres	Total Housing Units (with % of Middle Housing in Neighborhood areas)			
				0% MH	10% MH	20% MH	50% MH
Multi-Family	16.8 to 24	33	10%	798	798	798	798
Middle Housing	5.5 to 11	16	5%	173	173	173	173
Cottage Cluster	12.8 to 16	23	7%	362	362	362	362
Med/High Density Nbhd	5.5 to 11	23	7%	248	279	311	406
Medium-Density Nbhd	5.6 to 8	102	30%	816	990	1,163	1,683
Low-Density Nbhd	3.5 to 5	144	42%	720	1,008	1,296	2,160
<b>TOTAL</b>		<b>340</b>	<b>100%</b>	<b>3,117</b>	<b>3,610</b>	<b>4,108</b>	<b>5,582</b>
<i>Total Average Density</i>				<i>9.2</i>	<i>10.6</i>	<i>12.1</i>	<i>16.4</i>
<i>Total Average Density with Open Space</i>				<i>7.8</i>	<i>9.0</i>	<i>10.3</i>	<i>13.9</i>

- 4. Employment Land:** The total net employment acreage is 265-acres which includes a variety of employment lands, as shown in the table below. It is estimated that approximately 4,500 jobs can be accommodated within Sherwood West.

*Sherwood West Employment Estimates*

	Total Acres (Net)	Jobs / Net Acre (est.)	Total Jobs	Percent of Jobs	% of Employment Acres
Mixed Employment	130	18	2,398	53%	49%
Commercial	7	36	237	5%	2%
Mixed Use	25	25	638	14%	9%
Hospitality	63	15	938	21%	24%
Schools	40	8	314	7%	15%
<b>TOTAL</b>	<b>265</b>		<b>4,524</b>	<b>100%</b>	<b>100%</b>

*The jobs-per-acre estimates for each land use type are rough estimates gleaned from the Metro 2014 Urban Growth Report and from the scenario planning software Urban Footprint.*

The Sherwood Concept Plan proposes innovative new zoning types including a middle housing only zone, cottage cluster zone, and a hospitality zone. These future land use designations are intended to address Sherwood’s need for smaller, more affordable housing options and take advantage of our geographic location as the Gateway to Wine County.

The work that has gone into creating the Sherwood Concept Plan will be the basis of refining a formal UGB expansion proposal to Metro by Spring 2024. The City may submit a proposal that balances the importance of readiness, strategy, and governance that contributes to efficient land uses consistent with our community, regional, and statewide goals.

We look forward to an opportunity to discuss this letter of interest with you. Thank you for your consideration.

Sincerely,

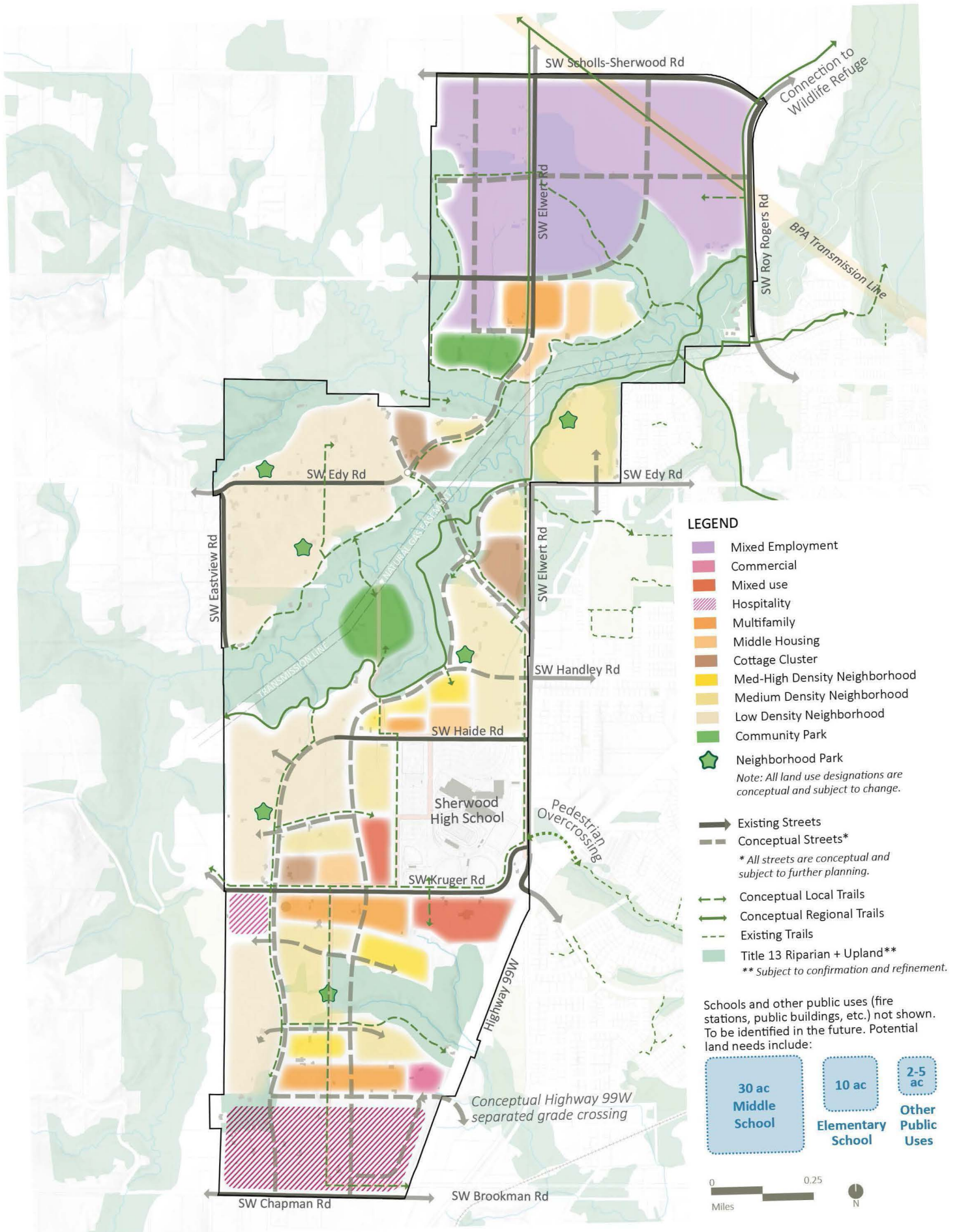


Eric Rutledge  
Community Development Director



Erika Palmer  
Planning Manager

Figure 8. Composite Concept Plan Map



Technical work and analysis:  
Developing the urban growth report

City expansion  
proposals

Metro Council  
decision

Nov 2022 - July 2024

Dec 2023 - April 2024

Aug 2024 - Dec 2024

Residential  
readiness  
analyses

Capacity analysis -  
begin BLI and regional  
proforma model

Draft capacity  
analysis available  
for local review

Letters of  
interest due

Regional  
forecast  
updated

Housing  
needs  
analysis

Proposals  
due

Draft UGR public  
comment period

Advisory  
group input

Public  
hearing

Final UGB  
decision

Engagement

## Key engagement dates leading to the 2024 urban growth management decision

September	9/19	Council work session	<ul style="list-style-type: none"> <li>Engagement update</li> <li>Conditions of approval</li> </ul>	background
	9/19	Youth cohort	<ul style="list-style-type: none"> <li>Kickoff meeting</li> <li>Introduce group purpose and project overview</li> </ul>	background
	9/20	MTAC	<ul style="list-style-type: none"> <li>Capacity analysis: BLI and proforma modeling</li> </ul>	capacity
	9/26	LUTAG	<ul style="list-style-type: none"> <li>Proforma model approach (Jerry Johnson)</li> </ul>	capacity
	9/27	MPAC	<ul style="list-style-type: none"> <li>Engagement update</li> </ul>	background
	9/29	UGR roundtable	<ul style="list-style-type: none"> <li>Kickoff meeting</li> <li>Group introductions</li> <li>Process and purpose overview</li> <li>Intro to UGM and decision-making process</li> </ul>	background
October	10/20	UGR roundtable	<ul style="list-style-type: none"> <li>Part 1: overview of approach for estimating UGB growth capacity including pro forma modeling</li> </ul>	capacity
November	11/2	Youth cohort	<ul style="list-style-type: none"> <li>History of Oregon land use planning</li> <li>Metro/regional land use planning primer</li> <li>What is zoning?</li> </ul>	background
	11/8	MPAC	<ul style="list-style-type: none"> <li>Overview of approach for estimating UGB growth capacity, including pro forma modeling</li> </ul>	capacity
	11/15	MTAC	<ul style="list-style-type: none"> <li>Overview of approach to estimating housing needs</li> </ul>	demand
	11/17	UGR roundtable	<ul style="list-style-type: none"> <li>Part 2: Continue conversation about capacity – diving deeper into the pro forma model</li> <li>Jerry Johnson attends to answer questions</li> </ul>	capacity
December	12/1		<ul style="list-style-type: none"> <li>Letter of interest due</li> </ul>	
	12/5	Youth cohort	<ul style="list-style-type: none"> <li>What's in a concept plan?</li> </ul>	readiness
	12/13	MPAC	<ul style="list-style-type: none"> <li>Draft Sherwood West concept plan – city presents</li> <li>Update on the BLI</li> </ul>	readiness/ capacity
	12/15	UGR roundtable	<ul style="list-style-type: none"> <li>Overview of approach to estimating housing needs (ECONorthwest)</li> </ul>	demand
	12/20	MTAC	<ul style="list-style-type: none"> <li>Draft Sherwood West concept plan – city presents</li> </ul>	readiness
<b>2024</b>				
January	1/12	UGR roundtable	<ul style="list-style-type: none"> <li>Economic conditions and trends</li> <li>Overview of approach for the regional forecast including data sources and assumptions</li> <li>Josh Lehner presentation</li> </ul>	demand

	1/17	MTAC	<ul style="list-style-type: none"> <li>Economic trends and conditions</li> </ul>	demand
	1/23	LUTAG	<ul style="list-style-type: none"> <li>Updates on capacity estimates</li> </ul>	capacity
	1/23	Council work session	<ul style="list-style-type: none"> <li>Engagement update</li> <li>Review remaining schedule</li> </ul>	background
	1/23	Youth cohort	<ul style="list-style-type: none"> <li>Optional office hours</li> </ul>	background/ review
	1/24	MPAC	<ul style="list-style-type: none"> <li>Economic and demographic conditions and trends</li> <li>Approach for regional forecast</li> </ul>	demand
February	2/12	Youth cohort	<ul style="list-style-type: none"> <li>Housing topics</li> <li>Housing needs analysis</li> </ul>	demand
	2/15	CORE	<ul style="list-style-type: none"> <li>Process refresher</li> <li>Engagement update – who else is weighing in on this; advice for public outreach</li> <li>Regional forecast</li> </ul>	background/ demand
	2/16	LUTAG	<ul style="list-style-type: none"> <li>BLI update</li> <li>Preliminary regional forecast methods and results</li> <li>HNA approach</li> </ul>	capacity/ demand
	TBD	Council work session	<ul style="list-style-type: none"> <li>Capacity analysis</li> </ul>	capacity
	2/21	MTAC	<ul style="list-style-type: none"> <li>Preliminary regional forecast methods and results</li> </ul>	demand
	2/23	UGR roundtable	<ul style="list-style-type: none"> <li>Preliminary regional forecast methods and results</li> <li>Discussion topic: What would the region need to do to influence job and population growth?</li> </ul>	demand
	2/28	MPAC	<ul style="list-style-type: none"> <li>Overview of approach to estimating housing needs (ECONorthwest)</li> </ul>	demand
March	3/15	UGR roundtable	<ul style="list-style-type: none"> <li>Preliminary UGB capacity estimates (ECONorthwest)</li> </ul>	capacity
	TBD	LUTAG	<ul style="list-style-type: none"> <li>Preliminary UGB capacity estimates</li> </ul>	capacity
	3/20	MTAC	<ul style="list-style-type: none"> <li>Preliminary UGB capacity estimates</li> </ul>	capacity
	3/26	Council work session	<ul style="list-style-type: none"> <li>Early regional forecast results</li> </ul>	demand
	3/27	MPAC	<ul style="list-style-type: none"> <li>Preliminary UGB capacity estimates (ECONorthwest)</li> </ul>	capacity



April	4/5		<ul style="list-style-type: none"> <li>City proposals for UGB expansions due</li> </ul>	
	4/17	MTAC	<ul style="list-style-type: none"> <li>Historic development trends</li> </ul>	demand
	4/24	MPAC	<ul style="list-style-type: none"> <li>Historic development trends</li> </ul>	demand
	4/26	UGR roundtable	<ul style="list-style-type: none"> <li>Historic development trends</li> </ul>	demand
	TBD	Youth cohort	<ul style="list-style-type: none"> <li>Forecasts and growth</li> <li>Regional demographic changes</li> <li>Equity discussion</li> </ul>	demand
May	5/7	Council work session	<ul style="list-style-type: none"> <li>City UGB expansion proposals (city presentations)</li> </ul>	readiness
	5/15	MTAC	<ul style="list-style-type: none"> <li>City UGB expansion proposals (city presentations)</li> </ul>	readiness
	5/16	CORE	<ul style="list-style-type: none"> <li>City UGB expansion proposals (city presentations)</li> </ul>	readiness
	5/17	UGR roundtable	<ul style="list-style-type: none"> <li>City UGB expansion proposals (city presentations)</li> </ul>	readiness
	5/22	MPAC	<ul style="list-style-type: none"> <li>City UGB expansion proposals (city presentations)</li> </ul>	readiness
June	TBD	LUTAG	<ul style="list-style-type: none"> <li>Pending employment land expansion proposal, possible discussion of benefits of UGB expansion</li> </ul>	readiness
	6/26	MTAC	<ul style="list-style-type: none"> <li>Pending employment land expansion proposal, possible discussion of benefits of UGB expansion</li> </ul>	readiness
	6/26	MPAC	<ul style="list-style-type: none"> <li>Pending employment land expansion proposal, possible discussion of benefits of UGB expansion</li> </ul>	readiness
	6/28	UGR roundtable	<ul style="list-style-type: none"> <li>Pending employment land expansion proposal, possible discussion of benefits of UGB expansion</li> </ul>	readiness
	TBD	Youth cohort	<ul style="list-style-type: none"> <li>Field trip</li> </ul>	readiness
	6/28		<ul style="list-style-type: none"> <li>Release draft UGR and appendices</li> </ul>	
July	7/9	Council work session	<ul style="list-style-type: none"> <li>Discuss draft UGR</li> </ul>	decision
	7/17	MTAC	<ul style="list-style-type: none"> <li>Discuss draft UGR</li> </ul>	decision
	7/18	CORE	<ul style="list-style-type: none"> <li>Discuss draft UGR</li> <li>Joint meeting with youth cohort</li> </ul>	decision
	7/18	Youth cohort	<ul style="list-style-type: none"> <li>Discuss draft UGR, specifically city proposals</li> <li>Joint meeting with CORE</li> </ul>	decision
	TBD	LUTAG	<ul style="list-style-type: none"> <li>Discuss draft UGR</li> </ul>	decision

	7/24	MPAC	<ul style="list-style-type: none"> <li>• Discuss draft UGR</li> </ul>	decision
	7/26	UGR roundtable	<ul style="list-style-type: none"> <li>• Final meeting</li> <li>• Discuss draft UGR</li> <li>• Wrap-up and process evaluation</li> </ul>	decision
<b>August</b>	8/23		<ul style="list-style-type: none"> <li>• Release COO recommendation</li> </ul>	
<b>September</b>	9/3	Council work session	<ul style="list-style-type: none"> <li>• Council work session on COO recommendations</li> </ul>	decision
	9/19	CORE	<ul style="list-style-type: none"> <li>• Recommendations to Council</li> </ul>	decision
	9/21	Council public hearing	<ul style="list-style-type: none"> <li>• Public hearings on COO recommendation</li> </ul>	decision
	9/25	MPAC	<ul style="list-style-type: none"> <li>• Recommendations to Council</li> </ul>	decision
<b>October</b>	10/1	Council	<ul style="list-style-type: none"> <li>• Direction to staff on intended decision</li> </ul>	decision
	10/14		<ul style="list-style-type: none"> <li>• Measure 56 notices sent to property owners in proposed expansion areas</li> </ul>	
	10/24		<ul style="list-style-type: none"> <li>• 35-day notice of proposed amendment to DLCD</li> </ul>	
<b>November</b>	11/28	Council	<ul style="list-style-type: none"> <li>• First reading of ordinance</li> <li>• Public hearing</li> <li>• Encourage youth cohort testimony/participation</li> </ul>	decision
<b>December</b>	12/12	Council	<ul style="list-style-type: none"> <li>• Second reading of ordinance</li> <li>• Council decision</li> </ul>	decision
	TBD	CORE	<ul style="list-style-type: none"> <li>• Follow-up on process</li> </ul>	decision
	12/18	MTAC	<ul style="list-style-type: none"> <li>• Follow-up on process</li> </ul>	decision
	TBD	MPAC	<ul style="list-style-type: none"> <li>• Follow-up on process</li> </ul>	decision

**WPES: Investment and Innovation Grant  
Program Assessment and Update**  
*Presentations*

Metro Council Work Session  
Tuesday, January 23, 2024

## WORK SESSION: INVESTMENT AND INNOVATION GRANT PROGRAM ASSESSMENT AND UPDATE

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Date: January 8, 2024

Department: Waste Prevention and Environmental Services

Meeting Date: January 23, 2024

Prepared by: Suzanne Piluso,  
suzanne.piluso@oregonmetro.gov

Presenters:

- Marta McGuire, she/her, Waste Prevention and Environmental Services Director
- Suzanne Piluso, she/her, Investment and Innovation Program Manager

Length: 40 minutes

---

### **ISSUE STATEMENT**

The Metro Council established the Investment and Innovation grant program in 2018 to invest in private and nonprofit sector efforts to reduce the harmful impacts of waste generated in greater Portland, in ways that advance racial equity. The program has succeeded in funding creative strategies of private businesses and nonprofit organizations over five funding cycles. The funding landscape has significantly changed since 2018. To maintain the innovative, impactful nature of this program staff recommend updating the funding priorities before launching the next grant cycle. Staff requests Council direction on a proposed assessment to update the Investment and Innovation grant program funding priorities and structure in light of changes to the funding landscape and evolving garbage and recycling system needs, and to be more responsive to private sector applicants.

### **ACTION REQUESTED**

Staff seeks Council input on the proposed approach for an equity-focused strategic planning process to update the Investment and Innovation grant program funding priorities and guidelines.

### **IDENTIFIED POLICY OUTCOMES**

The Investment and Innovation grant program advances Metro's 2030 Regional Waste Plan, which serves as the region's blueprint for improving our garbage and recycling system, reducing the impacts of waste, and advancing Metro's racial equity goals. Grants are identified as an implementation approach for several actions within each of the three desired outcomes of the plan: shared prosperity, a healthy environment, and an excellent, accessible, and resilient garbage and recycling system. These actions are:

2.3 – Utilize grant programs to invest in businesses and nonprofit organizations to strengthen regional efforts around reducing waste, making better use of the waste that is produced and helping foster economic opportunities for communities of color and others who have historically been left out of the garbage and recycling system.

8.1 – Support efforts to ensure that surplus edible food desired by agencies serving communities experiencing hunger is made available to them.

8.2 – Implement strategies to increase the salvage of building materials for reuse, without increasing exposure to toxics.

8.5 – Invest in neighborhood-scale reuse and repair services and infrastructure.

15.3 – Develop public-private partnerships to expand local markets for priority recyclable materials, with an emphasis on minority-owned and other business owners from historically marginalized groups.

15.4 – Fund investments to improve the performance of material recovery facilities through collection rates and/or other mechanisms.

These broad Plan actions were appropriate for framing the grant program priorities when it was initially conceived. In creating the program, Council’s intent was for it to be adaptable to respond to evolving system needs. The proposed planning process will tailor the grant program to align with current opportunities for greater impact and transparency and Metro Council’s newly adopted strategic targets.

### **DISCUSSION QUESTIONS**

- What feedback do you have about the proposed approach for the grant program assessment and update?
- Are there areas of focus that are particularly important to Council and that we should focus on moving forward?
- How does this Council want to be engaged in this project?

### **PROPOSED APPROACH**

The proposed project will utilize Metro’s Racial Equity Framework, a tool that helps Metro rethink how programs are designed and for whom, assess how decisions are made with an equity lens, and center marginalized communities. The Metro Council will be engaged in this project, as well as key stakeholders that include local governments and potential applicants such as industry, community organizations, and local colleges and universities.

The project will:

- Identify and evaluate the highest priority needs and opportunities for investment in the private sector to advance Council strategic targets and Regional Waste Plan goals. In addition to stakeholder engagement to hear directly from those we seek to serve, we will incorporate recent findings from the Garbage and Recycling System Facilities Plan project, Oregon Recycling Modernization Act, Next Cycle Feasibility Study, Metro’s large item reuse study and bulky waste pilot, and other policy work. The outcomes of these initiatives will be used to tailor Investment and Innovation funding priorities so that we are filling gaps and avoiding duplication with emerging funding opportunities in the region.
- Use the assessment and stakeholder engagement to clarify more specific desired program outcomes and accompanying performance measures.
- Conduct stakeholder engagement specifically focused on the applicant experience. After five grant cycles, it is time to hear from our applicants what barriers may exist to accessing the funding and how we can improve transparency in the applicant experience.
- Develop a framework for efficiently updating future funding priorities to continue to be adaptable to changing conditions and emerging opportunities without interruption to funding cycles.

- Update the Investment and Innovation program guidelines, solicitation methods, application materials, and grant review criteria to meet desired outcomes and address barriers for applicants and grant reviewers.

During this project, no new grants would be awarded to allow time for the community engagement approach recommended by the Racial Equity Framework. This is an opportunity for the program to catch up on management of the nearly 40 open grants while completing the strategic planning process and comprehensive updates to the Investment and Innovation program. The next grant cycle would launch Spring 2025.

### **STRATEGIC CONTEXT AND FRAMING COUNCIL DISCUSSION**

The Investment Innovation grant program has awarded 84 grants totaling \$12.7 million over the course of five grant cycles. The grants range in size from \$10,000 to over \$700,000. The program is advancing 2030 Regional Waste Plan outcomes by reducing waste and providing benefits to underserved groups through expanded services, new programming and jobs, and community-building. However, the grant program is at a juncture where Metro needs to clarify funding priorities to identify the projects that are most likely to have system-level, long-term environmental and equity benefits.

Since 2018, the demand for funding has increased significantly. In the 2023 grant cycle Metro received over \$13 million in funding requests for \$2 million available, with proposals outlining a wide variety of strategies to address a range of types of waste. Almost all applicants met current eligibility criteria and most of the proposed projects fell within Priority Focus Areas. In the last two funding cycles grant reviewers struggled to prioritize among such a large volume and diversity of funding requests using the current evaluation criteria. Both applicants and reviewers have asked Metro for clarification on the program's funding priorities.

Additionally, the landscape in which the grant program exists has changed significantly, with new legislation, funding streams, research, and policy work that is clarifying the highest priority needs and opportunities for investing in the private side of the region's garbage and recycling system. For example, the Recycling Modernization Act will provide recycling facilities substantial funding that can be used for infrastructure upgrades and equipment to improve the material sorting, and Metro will need to evaluate if grants should be paying for those upgrades when new funding streams are about to come online. At the same time, the System Facilities Plan is highlighting where the needs and opportunities are for investing in the private sector that may inform future funding priorities.

An equity-focused program assessment and strategic planning process will update the program with more tailored outcomes and funding priorities, and updated solicitation and grant review processes and materials. It will increase transparency and improve the applicant and grant reviewer experience. This project will also update the grant program guidelines to include a framework for efficiently updating future funding priorities as conditions change.

### **Stakeholder Feedback**

This assessment is intended to directly address applicant and reviewer feedback. Beginning in 2022 and increasing in 2023, staff have received increasingly critical feedback from declined applicants who feel the grant criteria are not transparent or are misleading. Grant review committee feedback has generally been positive, but members have expressed the need for more clarity around desired

outcomes and funding priorities to support their difficult task of developing recommendations for each of the many grant proposals.

Staff anticipate some potential applicants will be disappointed by a delay in launching the next grant cycle. However, without clarifying the strategic priorities for the program, the program will continue to grow in competitiveness and require declining more strong applications each year.

**BACKGROUND**

The Metro Council established the Investment and Innovation grant program in 2018, initially as a three-year pilot to invest in private and nonprofit sector efforts to reduce waste and to help foster economic opportunities and other benefits for communities of color and other marginalized groups.

**Pilot evaluation and Council recommendation**

After conclusion of the pilot and an evaluation of program outcomes, staff sought Council direction in April 2021 on whether to continue the program and on performance metrics to measure the program’s equity impacts. Council directed the program to continue, and asked staff to make enhancements to the program’s racial equity strategy and to identify Priority Focus Areas each funding cycle. Starting with the next grant cycle, staff implemented a minimum equity threshold to ensure that all applicants demonstrated a meaningful commitment to equity to be eligible for a grant. Staff also identified three Priority Focus Areas: recycling infrastructure improvements, reuse and repair, and food waste prevention and rescue.

**Annual reports highlight cumulative impacts of the funding**

After the program transitioned out of the pilot phase, the program began publishing annual reports to provide an overview of the individual grants and the cumulative impacts of completed projects. The 2023 report was published in January 2024 and shared with the Metro Council and other key stakeholders.

**ATTACHMENTS**

None.

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

Materials following this page were distributed at the meeting.





Metro

# Public Engagement Guide

2024 project update

Metro Council Work Session

*January 23, 2024*



# Metro Council touchpoints

2023

Spring

✓ **Reviewed drafts of guiding principles**

✓ *Feedback* at Council Work Session

✓ *Adopted* eight new Guiding Principles for meaningful Public Engagement

Summer

✓ *Visited* PERC - Councilor Simpson visits the Public Engagement Review Committee (PERC)

Winter

Project Update

Review draft content for Public Engagement Guide

2024

Spring

Review additional draft content for Public Engagement Guide

Adopt Core Public Engagement Guide

Project update on appendices: additional tools or guidance



# Public Engagement Guide Update 2024



| Members of the public



| Metro staff

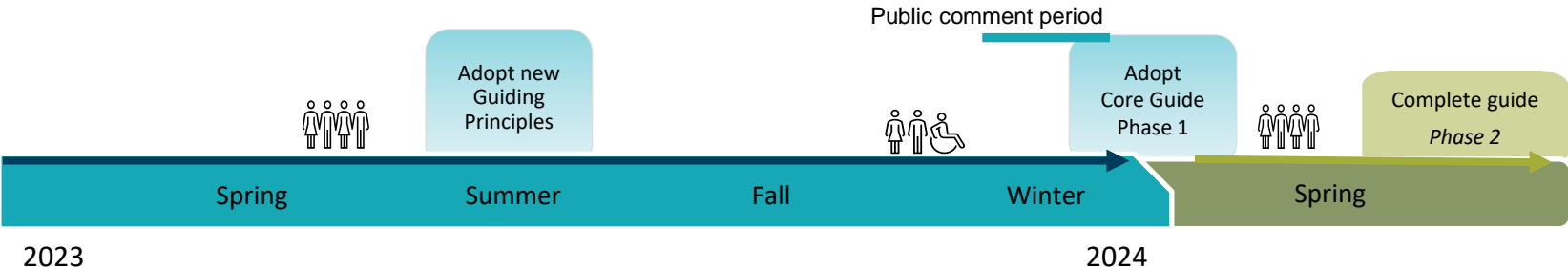


| Metro Council



# Project Timeline

Public Engagement Guide, update 2024

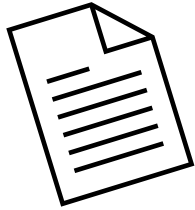


- Project Phases
- Phase I Adopt Core Guidance
  - Phase II Add supplemental tools, resources, develop website



# Guide sections in draft for review

Public Engagement Guide, update 2024



Core Guide



**SECTION 1: Introduction**

SECTION 2: Information for community members, businesses, partners

SECTION 3: Guidance for staff

*Appendix* Tools | Resources



# What we've heard from future guide users

*Public Engagement Guide, update 2024*

“Communities  
are not a  
monolith”  
- PERC member

“Evaluation should  
include the  
community”  
- PERC member

“Ask the public first  
what problems they  
have...”  
- Public comment

Who is “the  
public”?  
- CORE member

Share what  
we've already  
heard.  
- Staff



# Meaningful engagement matters

*Public Engagement Guide, update 2024*



Gloria Pinzon volunteering with Momentum Alliance and Metro staff in 2015

**Our words matter.  
Our actions matter  
more.**

Meaningful public engagement has the power to create lasting benefits to present and future generations.



# Seeking feedback from Metro Council

- What outcomes would you like to see related to the application of guiding principles?





# Metro's new guiding principles for meaningful public engagement

Adopted June 15, 2023

1. Public participation is an essential part of **Metro's decision-making**.
2. **Transparency** about decision-making is fundamental to successful public service and includes communicating about project outcomes and the impact of community contributions to the process.
3. Meaningful public engagement processes apply equity, diversity and inclusion strategies and tools to help identify and **address the needs of** impacted, underserved, and historically excluded communities.
4. **Engagement and communications are accessible**, informative, timely and inclusive of a rich diversity of lived experiences and perspectives.
5. Collaboration and **capacity-building** efforts with community-based organizations, programs, initiatives and individuals that are impacted, underserved, or historically excluded are essential to address regional issues equitably.
6. Intergovernmental **collaboration**, coordination, and consultation are essential to address regional issues holistically and efficiently.
7. **Evaluation** of engagement activities during and after a project encourages responsiveness, growth and process improvement.
8. **Adaptive project timelines** allow for meaningful engagement with the most impacted audiences early and throughout the project.

Public Engagement Guide  
*2023 update*

Questions?  
Gloria.pinzon@oregonmetro.gov

**oregonmetro.gov**





Metro

# Urban growth management update

Metro Council Work Session  
January 23, 2024

# Urban growth management - why?

- Protect farms and forests
- Focus investment in existing communities
- Encourage a greater variety of housing choices
- Reduce carbon emissions by keeping destinations close



# Overview

- Last visit – engagement overview and conditions of approval
- Urban Growth Report Roundtable update
- Letter of interest – Sherwood West
- Upcoming engagement

## Technical work and analysis: Developing the urban growth report

- Buildable land inventory (BLI)
- Regional forecast
- Capacity analysis
- Employment trends and site characteristics
- Housing needs analysis
- Residential readiness analyses
- Draft urban growth report (UGR)

## City expansion proposals

- Letters of interest
- Expansion proposals

*2040 planning and development grants available*

## Metro Council decision

- Consider Metro staff and advisory group recommendations
- Public hearings
- Policy direction
- Final decision

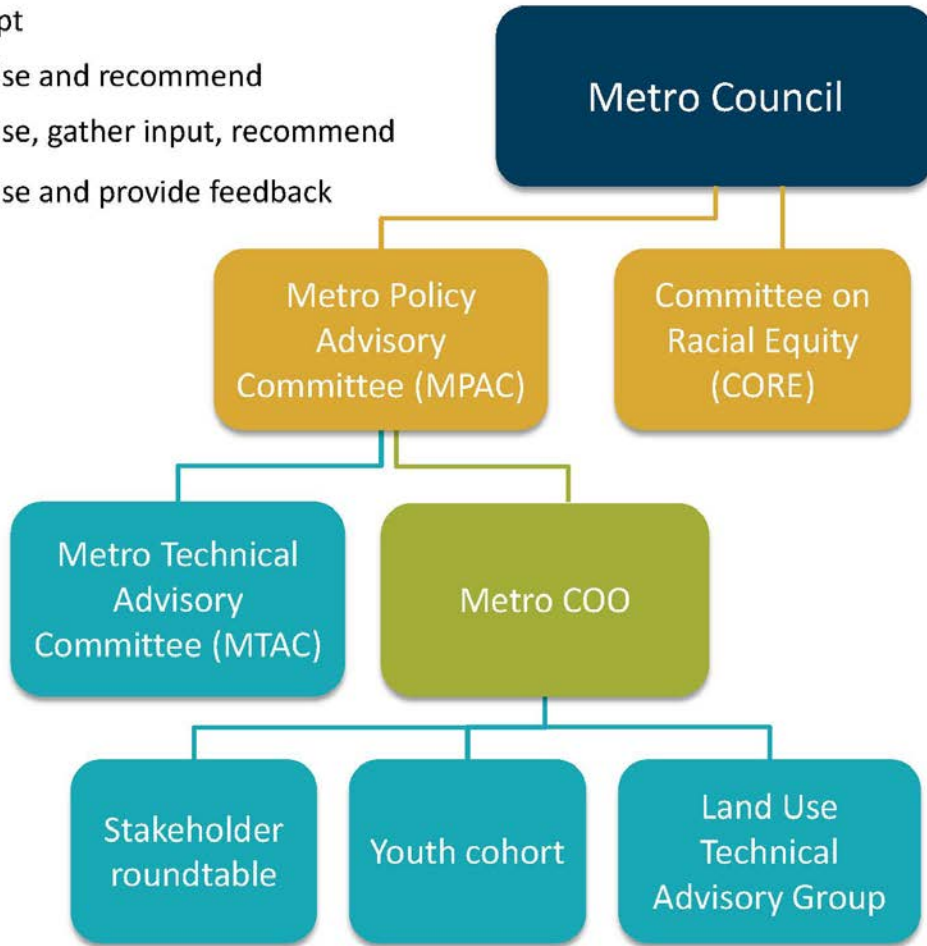


## Engagement

- MTAC
- MPAC
- CORE
- Land Use Technical Advisory Group
- Jurisdictional outreach
- Urban growth report roundtable
- Youth cohort
- Interest group presentations

# Project timeline

- Adopt
- Advise and recommend
- Advise, gather input, recommend
- Advise and provide feedback



# Decision-making framework

# STAKEHOLDER ROUNDTABLE Your Role in the UGB Process



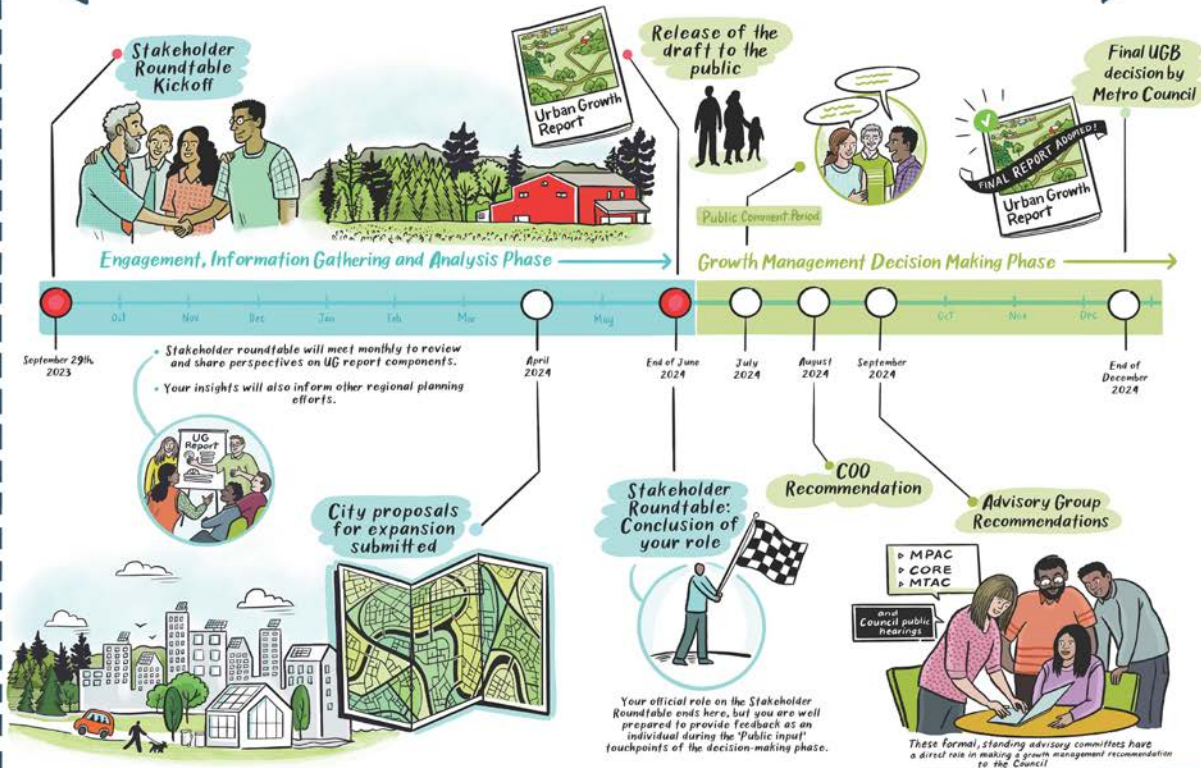
## MEMBERSHIP

- Range of stakeholders representing a variety of industries who work or live in different parts of the region.
- Appointed by Metro's COO.
- Forum is also open to the public.

## YOUR ROLE

- ✓ **What's in scope.**  
In this role you are:
  - Developing shared understanding around the UGB process - including the underlying rationale (the "why") and the analytical aspects that inform the process (the "how").
  - Sharing your lived experiences, perspectives and ideas with Metro staff to help shape thinking around the UGB.
- ✗ **What's out of scope.**  
In this role, you are not:
  - Making any growth management decisions.
  - Making direct recommendations to the Metro Council.

## UGB PROCESS TIMELINE AND KEY MILESTONES





# STAKEHOLDER ROUNDTABLE KICKOFF

★ FOCUS ON TRANSPORTATION AS A KEY LOCAL INDUSTRY

## UGR roundtable updates

★ LISTEN TO THE VOICE, AND NEEDS OF OUR CONSUMERS

★ METRO-CITY PARTNERSHIP IN HELPING TO FIND INFRASTRUCTURE FUNDING  
METRO + CITIES

### ★ HOPES & IDEAS

★ ADMIT - WE HAVE A HOUSING/UGB PROB. LEV.  
HOUSING AFFORDABILITY IS CRITICAL  
+ USE DATA TO ADDRESS POLICY + CHALLENGES

★ CONSIDER HOUSING AS PART OF INFRASTRUCTURE  
HOW MUCH HOUSING TO BE BUILT?  
FOR WHOM?

★ BE INTENTIONAL & PROACTIVE ABOUT PLANNING FOR WORKFORCE HOUSING  
HOUSING + SERVICES

BALANCE



★ SEE LAND AS A RESOURCE & VEHICLE FOR GENERATIONAL ECONOMIC DEVELOPMENT

★ INCREASE DENSITY OF HOUSING IN THE REGION

START WITH VISION



DON'T LET PAST MISTAKES HOLD US BACK

### ! CONCERNS

★ HOW MIGHT WE STAY COMPETITIVE AS A REGION?

★ HOW MIGHT WE RETAIN TALENT & OPPORTUNITY?

★ TIME IS RUNNING OUT...  
DEMAND MAY ALIGN WITH THE DECISION SPEED

★ FUNDING

★ INCINATION TOWARDS NO-GROWTH / SLOW-GROWTH...  
INSTEAD OF RIGHT-SIZED GROWTH

★ THE REPUTATION OF OUR REGION IS AT RISK!

★ FISCAL BALANCE NEEDED

★ JUST HOUSING ISN'T ENOUGH TO GENERATE TAX REVENUE

★ CONSIDER DATA CAREFULLY  
IS IT COMPLETE?  
IS THERE BIAS?

★ SUPER-SIGHTING? GOVERNERS' ABILITY TO ADD LAND?

★ MIDDLE HOUSING... WILL IT WORK WITH THE CONSUMERS?

★ HOPE THAT METRO HEARS OUR CONCERNS

★ MORE SUPPORT WITH IN-FILL RE-DEVELOPMENT

★ FIND OPPORTUNITIES FOR METRO TO IMPACT CHANGE

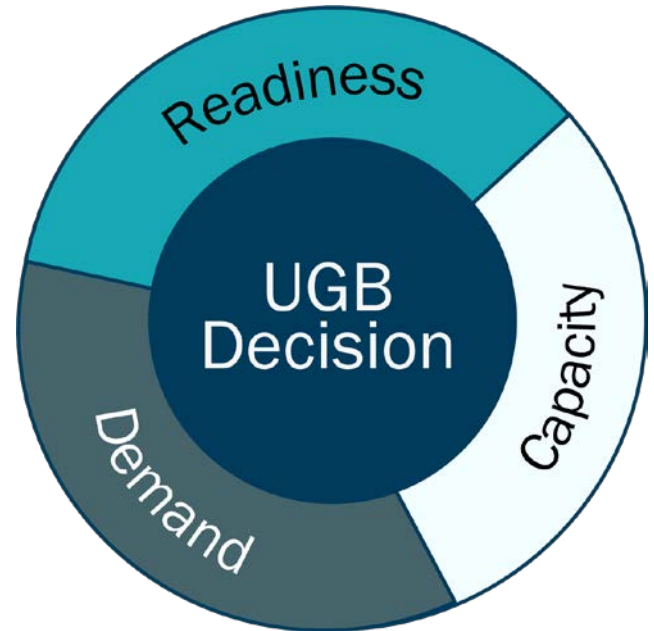
SPEED!  
BE NIMBLE  
CROSS-SECTORAL COLLABORATION

★ CENTER COMMUNITIES IN OUR CONVERSATIONS

10000  
HEAR THEIR VOICE  
TAKE A SCIENTIFIC APPROACH TO COMMUNITY ENGAGEMENT

# UGR roundtable updates

- Capacity: Buildable lands inventory
- Deep dive into the pro forma model with Jerry Johnson, Johnson Economics

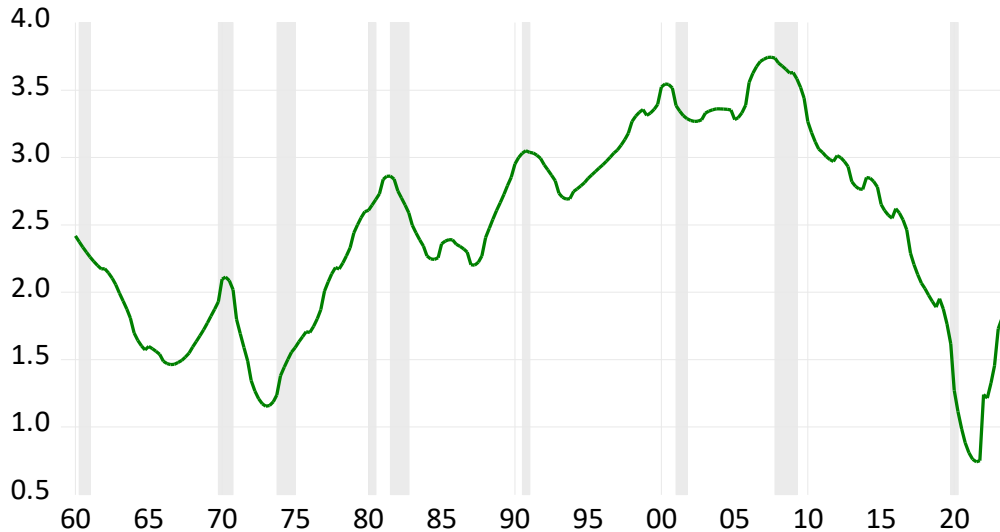


# UGR roundtable updates

- Demand: Housing needs analysis with Becky Hewitt, ECONorthwest
- Economic and demographic trends with expert panel, including PSU Population Research Center

# Population growth is slowing

MSA Natural Change (Quarterly freq)



## Updated population data

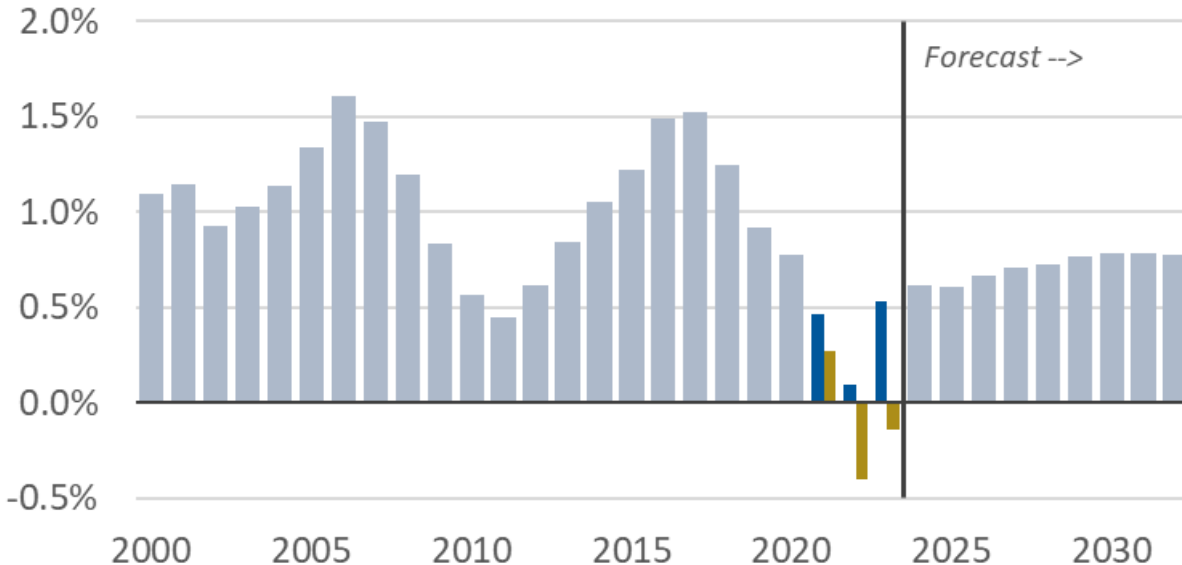
- Deaths continue to outnumber births as more baby boomers “age out”
- Surrendered driver licenses at Oregon DMVs continues to match levels seen last decade
- Portland metro population may be stabilizing, even as the urban core continues to lose residents

# Population growth slowly returns

## Oregon Population Growth

Annual change in total state population

OEA History and Forecast, **Portland State Estimates**, **Census Estimates**

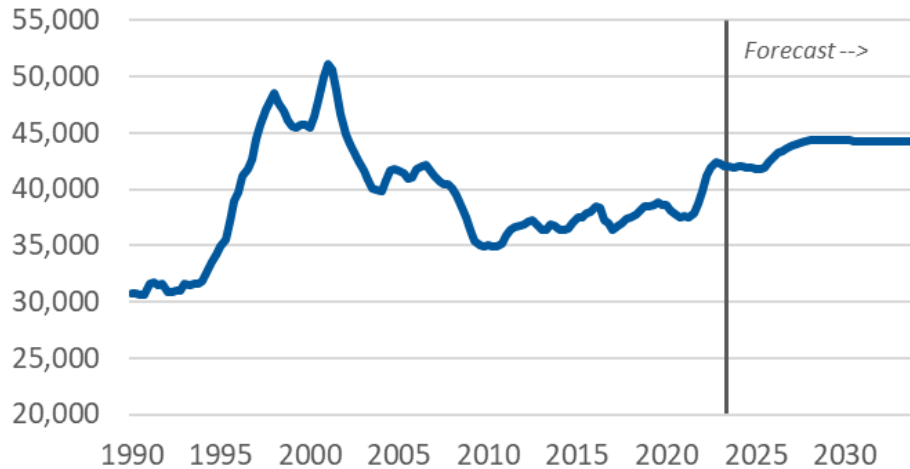


Latest: 2023 | Source: Census, Portland State Population Research Center, Oregon Office of Economic Analysis

- Stagnant population during the pandemic (estimates vary between PSU and Census)
- Migration is the primary reason Oregon grows faster than the U.S. It allows local businesses to hire and expand at a faster rate.

# CHIPS Act Impacts Expected

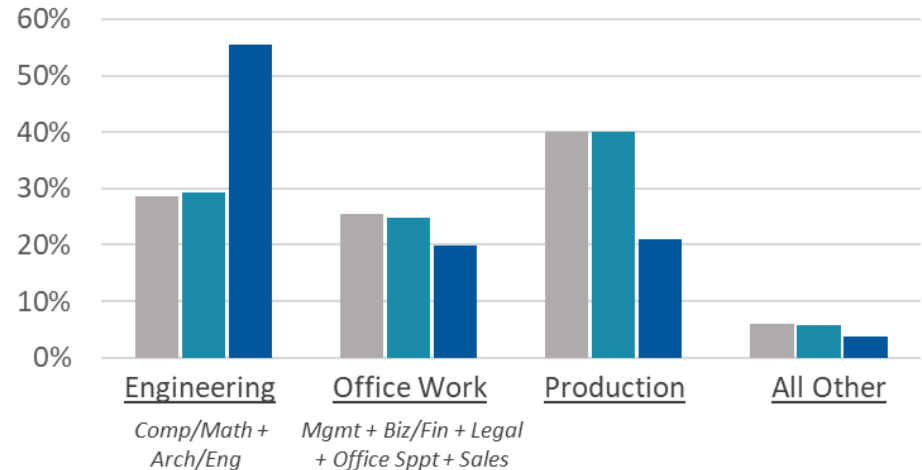
## Oregon Computer and Electronic Product Manufacturing Employment



Latest Actual: 2023q2 | Source: Oregon Office of Economic Analysis

## Semiconductor Workforce

Share of all jobs by occupation in the *United States*, the *10 States with the Largest Semiconductor Workforce*, and *Oregon*



Data: 2022 | Source: BLS, Oregon Office of Economic Analysis

# Economist and demographer panel summary – Roundtable reflections

## Demographics

Population growth was slowing even prior to the pandemic.

## Employment

Manufacturing will do better than the rest of the Country because of semiconductors, but that doesn't necessarily mean a lot more jobs.

## Key Takeaways

Today IS different.

There have been structural changes to the economy over the last decade.

Migration is more important than ever to sustained economic growth.





# Upcoming engagement

- MPAC
- CORE
- Youth cohort
- Tribal outreach
- UGR roundtable



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



# Waste Prevention and Environmental Services

*Investment and Innovation grant program  
assessment and strategic update*

Metro Council Work Session | January 23, 2024



# Waste Prevention and Environmental Services

Our primary responsibilities are to conserve resources through waste reduction and manage garbage and recycling safely for people and the environment.

Garbage and recycling operations



Services and community investment



Planning and partnerships



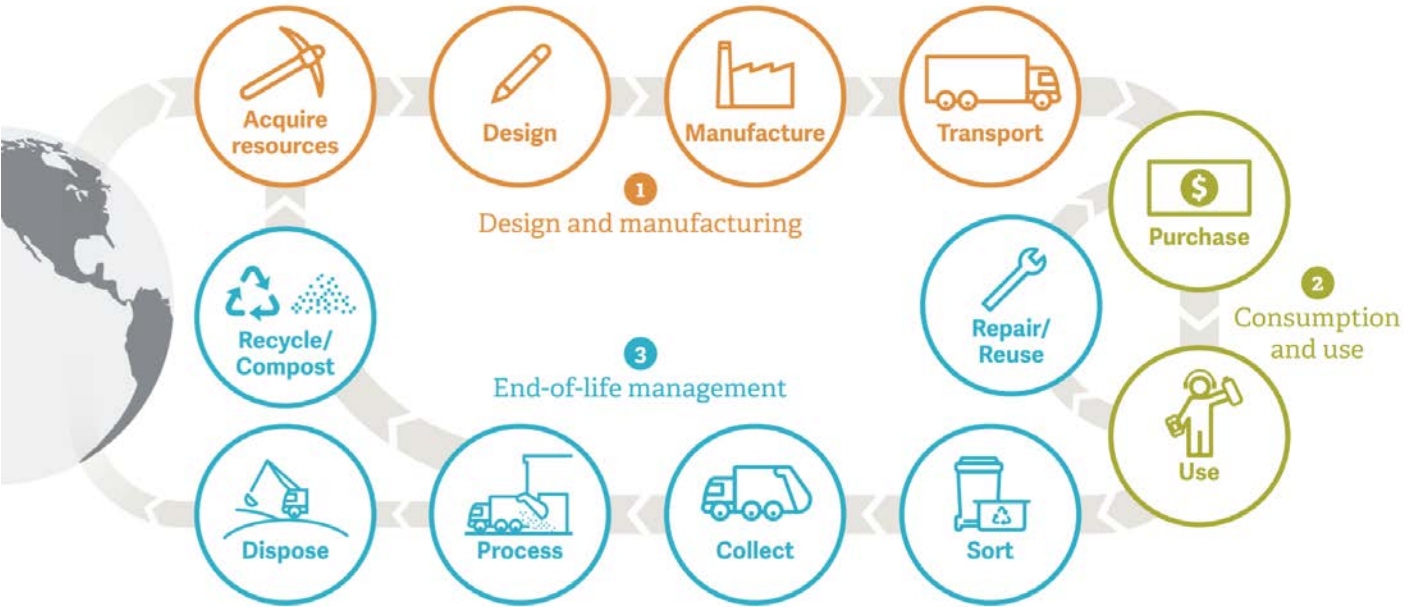
# Regional Waste Plan Outcomes



2030 Regional Waste Plan

Equity, health and  
the environment

# Addressing the full life of products



Reduction of harmful impacts by intervening earlier.

# Looking ahead: Key Decisions



**System  
Facilities Plan**

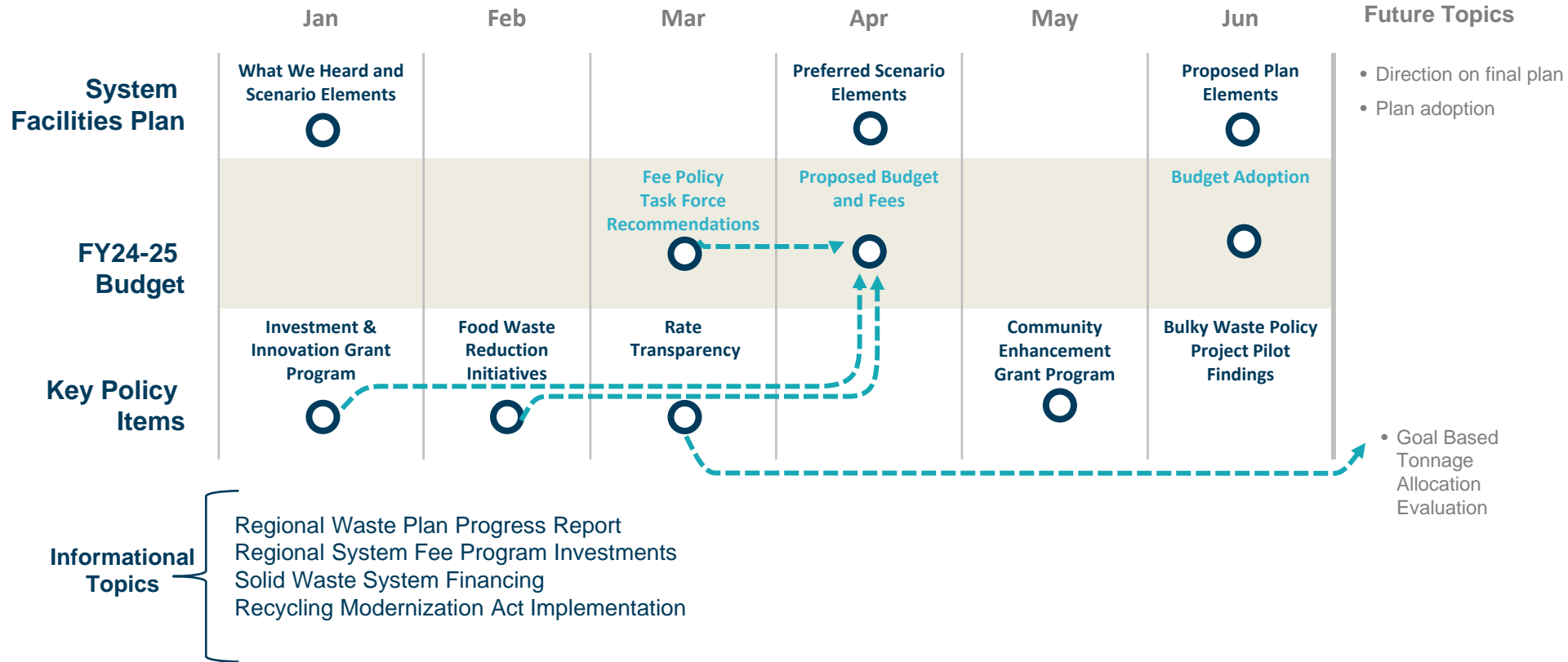


**FY24-25 Budget**



**Key Policy Items**

# Decision Roadmap





# Today's Discussion



**INFORMS**



**Grant Program  
Assessment**



**Council  
Priorities and  
FY24-25 Budget**

# Today's discussion

Program history and impacts

Need for strategic update

Proposed project

Questions for Council discussion



# Program history

- Established in 2018 by the Metro Council to invest in creative waste reduction strategies of private sector (nonprofits, businesses)
- Initially a 3-year pilot program; evaluation of pilot in 2020
- Five funding cycles:
  - Awarded 84 capital and program grants (\$12.7 million)
  - Out of nearly 300 proposals requesting over \$50 million



# Program impacts

Annual program reports highlight cumulative impacts, including:

- **148,765 tons\*** of waste reduced
- **22,130 metric tons\*** of CO2 greenhouse gas emissions avoided
- **30%** of grantees are BIPOC-led businesses and organizations or primarily serve communities of color

*\*Completed projects; ~40 additional grants underway*



# Why assess and update the program?

- Original scope is now too broad. Need clarity on funding priorities to support decision-making and transparency.
- The funding landscape has changed significantly since the program was created.
- Program has never been fully assessed and updated since it launched in 2018.



# Comparing apples to oranges plastic

\$10,000 for a consumer trial of a **recycling education app**

\$27,000 to support **reuse program for residents in multifamily housing**

\$35,000 for a **bicycle-powered mobile library** to serve houseless residents

\$50,000 to **repair a dishwasher and purchase durable food service ware** at a shelter

\$70,000 to **expand food rescue capacity** at a food pantry

\$75,000 to develop a **reuse/repair workforce development program**

\$85,000 to implement a sliding scale **furniture donation pickup program**

\$90,000 to develop a mobile compactor for **expanded polystyrene recycling**

\$100,000 to build capacity for a **cloth diapering business**

\$100,000 to develop **food waste tracking software** for restaurants

\$280,000 for **equipment to upcycle food** that would otherwise be wasted

\$425,000 to purchase **electric trucks and charging stations** for a reuse nonprofit

\$500,000 to **construct a building** to increase capacity for plastic recycling

\$500,000 for **compost facility improvements** to increase capacity

\$500,000 to pilot a **new recycling technology using enzymes**

# Review committee feedback

\$13M in requests and \$2M available is a problematic funding ratio... Metro needs to increase funding and/or process improvements and clarity around goals.

Prioritize projects according to waste hierarchy with special consideration for the ripple effects of engagement and education.

Rethink the evaluation criteria.

# New funding opportunities

- Oregon's Recycling Modernization Act
- Oregon Impact Reduction and Reuse Program
- DEQ Materials Management grants
- EPA and other federal opportunities





# New projects are highlighting needs and opportunities

- Metro's Garbage and Recycling System Facilities Plan project
- NextCycle Oregon Feasibility Study
- Metro's Bulky Waste Policy Project
- Metro's Large Item Reuse Study
- Themes from five years of Investment and Innovation grant proposals



# Proposed assessment and update

**Phase 1:** Engage stakeholders to assess needs and opportunities

**Phase 2:** Update funding priorities

Continued management of ~40 open grants



# The applicant experience

An opportunity to learn:

- What barriers exist to applying for, receiving and managing an Investment and Innovation grant?
- How can we address these barriers?



# Equity-centered process

The project will be guided by:

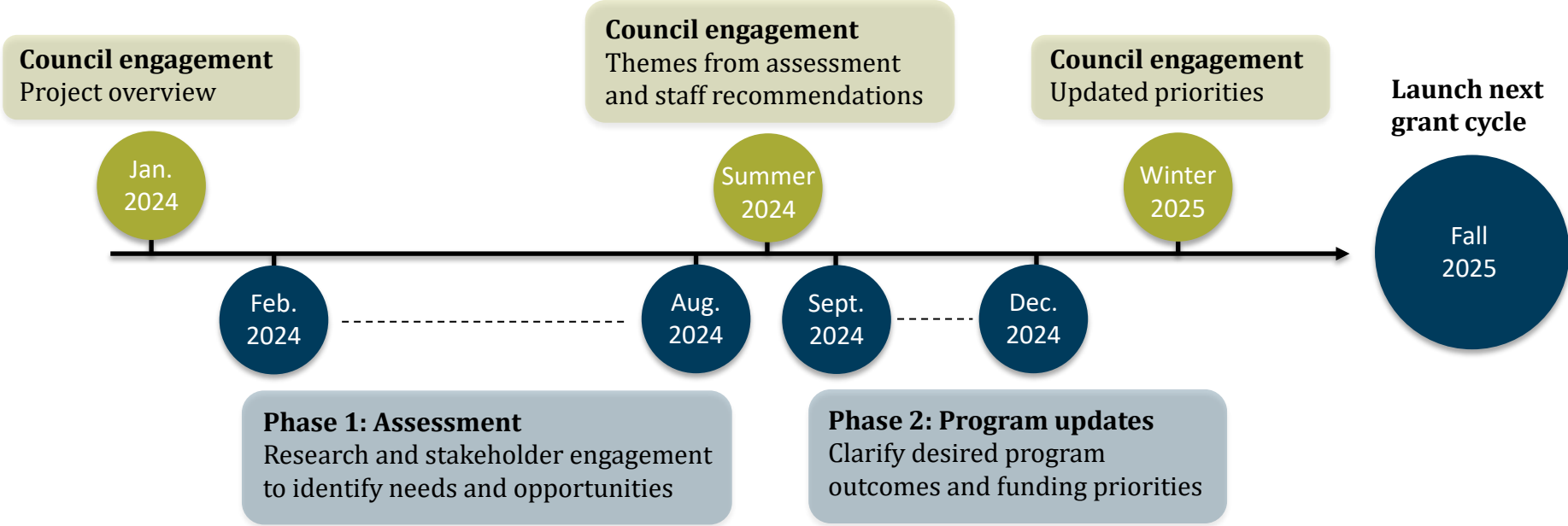
- Metro's Racial Equity Framework
- Metro's new Public Engagement Guide



# Budget Considerations

- FY23-24: Funding allocated towards capital investments including the RID building purchase
- FY24-25: Budget is under development and funding recommendations will be included in proposed budget

# Project timeline



 = Council engagements

 = Project phases

# Regional Waste Advisory Comm. Feedback



Regional Waste Advisory Committee  
*Equity, health and the environment*

January 18, 2024 8:30 am – 10:30 am

# Questions for the Metro Council

- What feedback do you have about the proposed approach for the grant program assessment and update?
- Are there areas of focus that are particularly important to Council and that we should focus on moving forward?



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