

IN CONSIDERATION OF RESOLUTION NO. 20-5117, FOR THE PURPOSE OF  
ADOPTING GET MOVING 2020 IMPLEMENTATION, OVERSIGHT AND  
ACCOUNTABILITY POLICIES AND PROCEDURES

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Date: July 13, 2020  
Department: Government Affairs &  
Policy Development  
Meeting Date: July 16, 2020

Presenters: Andy Shaw, Director of  
Government Affairs & Policy  
Development; Margi Bradway, Deputy  
Director of Planning & Development  
Length: 60 min.

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## **ISSUE STATEMENT**

For more than 18 months, Metro has worked with community leaders and the public on a plan to make it safer and easier for everyone to get around as the Portland area continues to grow.

In short, if approved by voters, this will be the largest-ever regional investment in our region's transportation system. The proposed Get Moving 2020 plan includes more than \$5 billion in capital transportation corridor investments and regionwide programs. The measure is also currently expected to leverage an additional \$2.84 billion in additional funding from federal, state, local and other sources.

This resolution would formally adopt the Expenditure Plan as a framework for Get Moving 2020 measure implementation, including policies, procedures and conditions of approval for project and program investment delivery, as well as descriptions of oversight and revenue processes. The resolution would also formally adopt policies, programs and practices for advancing racial equity outcomes, workforce and contracting equity goals, and monitoring of air quality and greenhouse gas emissions. The Expenditure Plan includes best practices in oversight and administration, building on Metro's successes and lessons learned in implementing other funds and bonds approved by the region's voters.

## **IDENTIFIED POLICY OUTCOMES**

The Metro Council identified a number of policy outcomes for the Get Moving 2020 measure in early 2019. These were further refined through work with the Transportation Funding Task Force. The documents that would be adopted through this resolution are intended to ensure these outcomes are advanced and that Metro and project delivery partners are held accountable to them.

These outcomes include:

- Improve safety for everyone
- Prevent displacement and benefit communities of color
- Make it easier to get around

- Address climate change and support resiliency from disasters and emergencies
- Support clean air, clean water, and healthy ecosystems
- Support economic growth
- Increase opportunity for low-income Oregonians
- Leverage regional and local investments

### **ACTION REQUESTED**

Approve Resolution No. 20-5117, adopting the Expenditure Plan, Workforce and Contracting Equity memo, Racial Equity Outcomes and Strategies memo, and Regional Air Quality Monitoring and Greenhouse Gas Assessment Program memo as frameworks for the implementation of the Get Moving 2020 plan, once referred and approved by voters.

### **PUBLIC INPUT**

Metro engaged the Transportation Funding Task Force and an array of partners and community members, including leaders of culturally-specific organizations and labor/contracting leaders, to hear priorities and concerns for effective implementation, accountability and oversight for the Get Moving 2020 measure. Staff hosted focused workshops in spring 2020 to identify community members' key racial equity outcomes and strategies for implementation, and to discuss workforce and contracting equity policies and practices. Staff also consulted Metro's Committee on Racial Equity at its June 2020 meeting.

### **KNOWN SUPPORT & OPPOSITION**

Staff have heard broad support for the Expenditure Plan and other administrative documents that would be adopted by this resolution. Partner agencies have signed letters of commitment and/or memoranda of understanding indicating their commitment to completing projects under the procedures and policies outlined in the Expenditure Plan. Staff also reviewed the other exhibits with key stakeholders to ensure input was accurately and thoroughly included. Staff are not aware of any opposition to the documents that would be adopted through this resolution.

### **ANTICIPATED EFFECTS**

The effect of this resolution will be to adopt several documents as the framework for implementing the Get Moving 2020 measure and delivering its investments to communities around the region. These documents accompany Resolution No. 20-5122, and Resolution No. 20-5118, Resolution No. 20-5123, Ordinance No. 20-1448.

The Expenditure Plan, attached as Exhibit A, is a 20-year financial and administrative framework for implementation. It includes the steps that Metro will take, after approval of the voters of the measure, regarding revenue collection and disbursement, project and program administration and delivery, oversight and accountability. It also outlines the conditions of approval for Intergovernmental Agreements between Metro and partner agencies that will deliver the measure. These conditions of approval include, but are not limited to, expectations for consistency with local and regional plans, urban design guidelines, workforce and contracting equity, equitable public engagement and air quality monitor siting.

The Get Moving 2020 Workforce and Contracting Equity memo, attached as Exhibit B, is a proposed policy framework that will be implemented through a set of programs and practices to advance the Metro Council's goal of delivering shared economic prosperity throughout the region by ensuring the participation of underrepresented workers and contractors on construction projects through the Get Moving 2020 investments. The memo acknowledges the significance of the Get Moving 2020 measure for advancing these goals and clearly states Metro's intentions and goals for achieving both workforce and contractor equity through the measure's implementation, including goals for project delivery agencies. Key aspects of the memo are also included in the Expenditure Plan as conditions of approval for project delivery agencies. Adoption of the resolution would direct staff, if the measure passes, to conduct further work with partners and communities to refine these policies, programs and practices to advance the desired outcomes of the Metro Council, and to report back to the council and oversight bodies on a regular basis.

The Get Moving 2020 Racial Equity Outcomes and Strategies document, attached as Exhibit C, describes the racial equity outcomes that the Get Moving 2020 measure would advance, and the strategies that Metro will use to achieve these outcomes. It was created through deep engagement with community members, including several focused workshops with leaders of culturally-specific organizations, engagement with Metro's Committee on Racial Equity and the stated values of the Metro Council and the Transportation Funding Task Force. It also incorporates learning and best practices from previous Metro funding measures, and builds on racial equity analyses conducted by Metro's Diversity, Equity and Inclusion Team, Planning & Development Department and Research Center for the measure. Many of these strategies will require additional work and refinement with community leaders once the measure is referred and approved by voters. Adoption of this Exhibit indicates the Metro Council's commitment to directing staff time and resources to advancing these strategies through Get Moving 2020 measure implementation. Exhibit C also includes a list of ongoing community priorities not directly addressed by the measure; adoption indicates that the Metro Council has heard these priorities and that these priorities will continue to inform Metro's work with partners and community to create a livable and equitable region.

The Regional Air Quality Monitoring and Greenhouse Gas Assessment Program memo, attached as Exhibit D, recommends an approach for monitoring air quality and greenhouse gas emissions in the Portland region through the measure, as a means of tracking progress toward Metro Council and Task Force values. By adopting the resolution, the Metro Council directs staff to work with the Oregon Department of Environmental Quality and community to implement this program as part of Get Moving 2020's oversight and accountability structure.

The Council can establish appropriation authority related to the successful passage of the measure once the election has been certified. If the measure passes, staff will work with Council on the development of the necessary budgetary appropriation to be approved by Ordinance at a later date.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING GET	)	RESOLUTION NO. 20-5117
MOVING 2020 IMPLEMENTATION,	)	
OVERSIGHT AND ACCOUNTABILITY	)	Introduced by the Metro Council
POLICIES AND PROCEDURES		

WHEREAS, everyone in the Portland region deserves safe, reliable and affordable options to travel wherever they need to go by whatever means they use to get there; and

WHEREAS, a safe and reliable transportation system is a key part of a livable, equitable and prosperous Portland region, along with affordable homes, clean air and water, and access to parks and natural areas; and

WHEREAS, since January 2019, Metro has worked with local leaders and community members throughout the greater Portland region on a plan to make the region's transportation system safer, more reliable, more accessible and more affordable for everyone; and

WHEREAS, in early 2019 the Metro Council President appointed a Transportation Funding Task Force with more than 30 community leaders and officials from across Clackamas, Multnomah and Washington counties, to advise the Metro Council on key outcomes, investments and implementation for the Get Moving 2020 regional transportation investment plan; and

WHEREAS, the Task Force met 22 times between February 2019 and April 2020, and despite diverse experiences and perspectives found remarkable consensus and common ground, making extensive recommendations to the Metro Council regarding investments in key travel corridors and programmatic investments to benefit communities throughout the region, and providing invaluable input on oversight and accountability as well;

WHEREAS, thousands of residents of the region helped shape the plan through community forums and workshops across the region, commenting at Metro Council hearings and Task Force meetings, and online surveys and focus groups; and

WHEREAS, the investments in the plan would make it safer, easier and more affordable to get to jobs, services and other destinations, with an intentional focus on benefitting people with lower incomes and communities of color; and

WHEREAS, Metro has partnered with community-based organizations to ensure that the experiences and priorities of people of color are integral to proposed transportation investments in this plan, including proposed investments that will help reduce serious crashes, connect people to opportunity via more reliable transit, deepen community stability and improve access to affordable housing near improved transportation; and

WHEREAS, throughout the implementation of the plan Metro commits to ongoing community and stakeholder engagement, independent and transparent community oversight, and tracking of key outcomes identified by the Metro Council, Task Force and communities of color; and

WHEREAS, Metro has a successful track record of effective, independent oversight and transparent accountability through the implementation of previous voter-approved regional funding measures for Housing, Parks and Nature, and the Oregon Zoo; and

WHEREAS, the Metro Council commits to supporting community members as full partners in decision-making and oversight for the Get Moving 2020 measure's implementation; and

WHEREAS, staff have prepared a comprehensive Get Moving 2020 Expenditure Plan, developed through partner and community engagement, and informed by Metro's experience and knowledge of best practices for managing resources and overseeing project development and delivery in alignment with regional and local desired outcomes and policies; and

WHEREAS, the Expenditure Plan provides a framework for implementation for the Get Moving 2020 measure, including oversight and accountability structures, project selection and refinement, project administration and delivery; and program administration and implementation; and

WHEREAS, jurisdictional partner agencies are primarily responsible for delivering investments in the Get Moving 2020 plan, and have signed letters of commitment and/or memoranda of understanding indicating their intention to complete investments in accordance with Metro Council priorities and policies, including those described in the Expenditure Plan; and

WHEREAS, the Expenditure Plan includes Conditions of Approval for inclusion in future Intergovernmental Agreements between Metro and Get Moving 2020 project delivery agencies, including consistency with regional and local transportation plans; consistency with Metro's urban design guidelines; workforce and contracting equity policies practices; equitable public engagement practices; and air quality monitoring; and

WHEREAS, the Metro Council places priority on tracking and reporting the Get Moving 2020 measure's benefits for advancing racial equity and improving air quality across the greater Portland area; and

WHEREAS, the Metro Council has set high standards for improving workforce and contracting equity through the Construction Careers Pathways Project and the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion; and

WHEREAS, at the Metro Council's direction and through engagement with an array of community and jurisdictional partners, staff prepared memos describing policies, programs and practices to advance the council's goals for racial equity, workforce and contracting equity, and air quality monitoring; and

WHEREAS, on July 16, 2020, the Metro Council will consider Resolution No. 20-5118, For the Purpose of Adopting the Get Moving 2020 Regionwide Program Descriptions, and Resolution No. 20-5122, For the Purpose of Adopting the Get Moving 2020 Corridor Investment Package, and in so doing directed staff to use the Expenditure Plan and other Exhibits to this Resolution as a framework for implementation of the Get Moving 2020 measure if it is approved by voters; and

WHEREAS, on July 16, 2020, the Metro Council adopted Ordinance No. 20-1448, For the Purpose of Imposing a Tax for Transportation Improvements and Programs for Voter Approval; and

WHEREAS, on July 16, 2020, the Metro Council will consider Resolution No. 20-5123, For the Purpose of Referring to Metro Area Voters a Ballot Measure Authorizing a Tax to Fund Get Moving 2020 for Safety, Traffic and Transit Improvements;

now therefore

BE IT RESOLVED:

1. The Metro Council adopts the Get Moving 2020 Expenditure Plan attached as Exhibit A, and directs staff to use it as the basis for and the management and implementation of the measure's investments; and
2. The Metro Council adopts the policies in the Get Moving 2020 Workforce and Contracting Equity memo attached as Exhibit B, and directs staff to continue working with partners to refine and move forward programs and practices to advance workforce and contractor equity through the Get Moving 2020 measure, consistent with the memo's recommendations; and
3. The Metro Council adopts the Get Moving 2020 Racial Equity Outcomes and Strategies memo attached as Exhibit C, as confirmation of the Metro Council's commitment to advancing racial equity through the measure's investments, implementation and oversight, and a basis for continued partnership and engagement with community and agency partners; and
4. The Metro Council adopts the Get Moving 2020 Regional Air Quality Monitoring and Greenhouse Gas Assessment Program memo attached as Exhibit D, and directs staff to work with Oregon Department of Environmental Quality to implement the memo's recommended investments and actions as part of the measure implementation; and
5. The Metro Council commits to open, inclusive, and transparent community engagement and oversight in the implementation of the measure.

ADOPTED by the Metro Council this 16<sup>th</sup> day of July 2020.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney

# Memo

Date: July 13, 2020  
To: Metro Council President and Metro Council  
From: Margi Bradway, Deputy Director, Planning & Development  
Subject: Metro-funded Regional Air Quality Monitoring and Greenhouse Gas Assessment Program

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## Background

The Portland metropolitan region is expected to grow from 1.6 million to 2.1 million people by 2040. This translates to an additional 10,000 households per year. Prior to the global pandemic, the region's transportation system already struggled to meet the travel demands of the region's residents, workers, and visitors. Traffic congestion on the region's roadways costs people and businesses time and money. The lack of infrastructure for bicycling and walking makes short walks to schools, grocery stores, and neighborhood libraries unsafe and unappealing. The growing stress on the transportation system also manifested in our air quality; air pollution was increasing and the impacts are particularly significant in areas where people of color are more likely to live. As part of the Get Moving 2020 transportation plan, Metro is proposing \$5 billion for multi-modal transportation investments throughout the greater Portland region. While the proposed transportation investments include transit, bicycling, and walking infrastructure to manage demand on the regional transportation system, it is important for Metro to monitor emissions from motor vehicle traffic and public exposure to vehicle-related air pollution. The health impacts of air pollution from motor vehicle emissions are well documented.

Metro, as a Metropolitan Planning Organization (MPO), is legally required to comply with the Clean Air Act. As a result, Metro and the Oregon Department of Environmental Quality (DEQ) have established a long-standing partnership to work towards both agencies' shared goals for clean air. In collaboration with DEQ, Metro has developed, updated, and implemented the Portland-area State Implementation Plan (SIP), which is federally required given the region's history as a non-attainment area. As of October 2017, the region successfully completed its required air pollution reduction and monitoring compliance activities and has not been re-designated as a non-attainment area for any other criteria pollutants. However, the region – particularly communities of color and low-income communities – continue to experience levels of air pollution that are harmful to public health, edging closer to surpassing federal air quality standards.

While the region has been successful at addressing air pollution from certain pollutants, the body of knowledge related to air pollution and exposure continues to evolve and the region's commitment to reduce harmful emissions from the transportation sector remains. As a result, new pollutants and different areas of concern come into focus. Growing scientific literature has illustrated the significant health effects of prolonged exposure to motor vehicle pollutants – especially from diesel-fueled vehicles, many of which are not regulated at the federal level. Ozone, a federally regulated pollutant, is on the rise in the Portland region. Over half of the ozone precursor pollutant, nitrogen oxide (NOx), which is a key component to forming ground level ozone, comes from motor vehicle emissions. Many of

Get Moving 2020's investments are expected to reduce vehicle emissions. Still, Metro should monitor levels of common transportation pollutants, including NOx and diesel emission pollutants such as fine particulates (PM<sub>2.5</sub>).

Metro must also continue addressing climate change, as transportation is a significant source of greenhouse gas emissions. While beyond the existing federal Clean Air Act regulatory structure, it is critical that Metro continue working with our state partners to track greenhouse gas emissions as part of meeting state-mandated greenhouse gas emissions reductions in the Portland region. As directed by the Oregon Legislature in 2009, the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) developed and adopted a regional greenhouse gas emissions reduction strategy with broad regional support in 2014. The strategy was approved by the Land Conservation and Development Commission (LCDC) in 2015. The strategy and greenhouse gas emissions targets were incorporated into the Regional Transportation Plan (RTP) in 2018 and were foundational to the development of the Get Moving 2020 investment package.

Metro continues to make progress on meeting our Climate Smart goals, but currently lacks the ability to track actual transportation-related greenhouse gas emissions over time. While Metro has the capability to assess the potential impact of a bundle of future projects, there is more that Metro can do in this area. We need data and analytical tools to be able to make real-time estimates of greenhouse gas emissions coming from the transportation sector. We also need greater technical capacity to estimate the impact of individual projects on GHG emissions.

**As part of Get Moving 2020, Metro will coordinate with state agencies and invest in new data, tools, and methods to estimate and monitor air pollution and GHG emissions from transportation.**

The first part of this memo addresses how Metro will enter into partnership with DEQ to monitor and collect data pertaining to air pollution resulting from transportation sources, including diesel emissions. The second part of the memo addresses how Metro will develop a program to estimate and monitor greenhouse gas emissions from transportation.

## **Fine Particulate Matter (Diesel Emissions)**

### **Monitoring Approach for Transportation-Related Pollutants – Examples, Nitrogen Oxide (NOx) and Fine Particulates (PM<sub>2.5</sub>)**

Upon approval of the measure by the voters, Metro will work with the Department of Environmental Quality (DEQ) to create a scope of work for acquiring and siting sensors, and setting a baseline for air quality data and synthesis.

### **Sensor Acquisition and Deployment**

Metro has an opportunity to create an air quality monitoring program that focuses on pollutants commonly generated by motor vehicle emissions, in specific locations around the region. While discerning pollution from motor vehicle emissions compared to other sources is complex, a monitoring program funded by Metro would complement and supplement existing monitoring activities by DEQ or



other agencies and build up the data to better account for emissions by source. Over the last few years, a variety of low-cost air quality sensors have become commercially available and are being installed by individuals and communities to measure an assortment of pollutants, including fine particulates. While the new sensors are a low-cost option, they do not necessarily have the same accuracy as the monitors traditionally used by environmental agencies, like DEQ, that are required to hold a higher standard of precision. However, these low-cost sensors have proven useful in providing baseline data of pollution levels and they also offer flexibility in siting locations. In 2017, the Oregon Legislature approved funding for DEQ to pilot and operate 30 new air quality sensors, with a focus on measuring particulates. DEQ calls the new low-cost sensors “SensOR.” These sensors enhance DEQ’s current network of approximately 40 particulate monitoring sites in Oregon.

Metro’s monitoring program would use similar sensors to focus on monitoring fine particulates and other recommended pollutants generated from motor vehicle emissions in the Portland region. The objective of Metro’s monitoring program would be to monitor large arterial roadways and some interstates; in particular, the monitoring program would focus on the arterials that would receive funding from Get Moving 2020. The monitoring efforts would be undertaken in partnership with DEQ. In addition, DEQ will collaborate with health agencies, air scientists, and community partners to help shape the scope and research plan of the Metro-funded monitoring program to prevent unintended impacts of increased air pollution exposure as a result of transportation investments.

### **Air Pollution Monitor Data Collection and Synthesis**

The data gleaned from air pollution monitors would provide information about a variety of the select pollutants, with a focus on fine particulates (PM<sub>2.5</sub>) because of the significant respiratory health impacts. Data would be used to track short-term and long-term trends in pollution. PM<sub>2.5</sub> sensor data cannot be used for regulatory enforcement, but it can inform DEQ and/or the U.S. Environmental Protection Agency where and when a more rigorous monitor might be needed.

Metro, in partnership with DEQ, will publicly share the data, analysis results, and communicate the findings from these monitors in a regular and transparent manner, by posting information electronically and making the data publicly available for members of public, organizations and partner agencies. Metro will coordinate with DEQ and other agency partners on how to combine or compare to existing data sets. An annual air quality report will be issued on the data collected from the Metro funded sensors in order to communicate the results of the analyzed collected data to the public.

### **Spatial Modeling**

Monitors provide useful information about existing air quality conditions, but more detailed spatial modeling of scenarios can help better inform what pre-emptive pollution reduction strategies are necessary for the purposes of planning and implementation. Spatial modeling is built from emissions inventories and observed data. The information can report scenarios at a grid-like scale, which provide greater localized potential pollution exposure information compared to other emissions modeling tools which work more at a regional scale.

The spatial modeling can help build more understanding of what local strategies are necessary to address local air pollution concerns. This was a need identified by the Local Option for Air Quality Study

commissioned by Multnomah County and City of Portland in June 2018. Metro will work with our state and local partners to scope out the necessary resources it would take to conduct spatial modeling or, alternatively, explore contracting this work to a vendor. Since this is a new area of work, there is less known about the potential resources needed to undertake such a task.

## **Monitoring Greenhouse Gases**

### **Greenhouse Gas Emissions Monitoring Approach**

Metro has been at the forefront of estimating GHG emissions from transportation since 2011, when Metro partnered with the Oregon Department of Transportation (ODOT), DEQ and other state agencies to establish a 2005 baseline and model various future year transportation system scenarios. The analysis used ODOT's GreenSTEP model, now called VisionEval, to identify transportation-related mitigation strategies that would have the greatest potential for long-term reductions in GHG emissions to meet state-mandated targets for the Portland area. The analysis informed development and adoption of the Climate Smart Strategy in 2014 as required by the state.<sup>1</sup>

Incorporated into the Regional Transportation Plan (RTP) in 2018, the Climate Smart Strategy included a set of performance measures and monitoring targets for tracking implementation and progress. One of the monitoring targets that is evaluated for these purposes is the estimated reduction in annual per capita GHG emissions from light-duty vehicles by 2035 and 2040 compared to 2015 levels. These estimated reductions were calculated and reported during the most recent update to the RTP using an approach that combines Metro's regional transportation model with the EPA-approved MOVES model.<sup>2</sup> This analysis is documented in Appendix J to the 2018 RTP, and shows that the region continues to make progress toward our Climate Smart goals and GHG emissions reduction targets. The Get Moving 2020 measure will continue to advance our progress in these Climate Smart goals overall.

However, as noted in Appendix J of the 2018 RTP, there are significant methodological differences in how GreenSTEP/VisionEval and MOVES estimate on-road vehicle emissions that do not allow for direct comparison of forecasted on-road vehicle emissions results. In addition, Metro does not track the region's GHG emissions on an annual basis because Metro currently does not have data or technical tools needed to accurately estimate real-time regional emissions or project-specific emissions. DEQ produces a sector-based inventory annually and a consumption-based inventory every five years, with both inventories accounting for GHG emissions associated with the entire state from all sources. These are the primary GHG emissions inventories published by the State and could be used as a starting point for development of a GHG emissions inventory for transportation at the regional-scale.<sup>3</sup> ODOT has

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<sup>1</sup> In House Bill 3543 (2007), the Oregon Legislature adopted statewide GHG reduction targets for all sectors. In House Bill 2001 (2009) and Senate Bill 1059 (2010), the Legislature directed the Land Conservation and Development Commission (LCDC) to adopt targets for reducing light-duty vehicle transportation-related GHG emissions in metropolitan areas, including the Portland region, consistent with the overall target from HB 3543.

<sup>2</sup> Metro's current implementation of MOVES was developed for federal air quality conformity purposes in accordance with all pertinent EPA guidance.

<sup>3</sup> Development of the baseline consumption-based emissions inventory for the 2030 Regional Waste Plan was conducted by the Oregon Department of Environmental Quality (DEQ) in partnership with Metro in 2018 using the

continued developing the VisionEval tool to support MPO GHG emissions reduction efforts statewide and to monitor implementation of the Oregon Statewide Transportation Strategy for reducing greenhouse gas emissions.

### **Staff and Resources for Program Initiation**

Metro needs to coordinate with state agencies as well as invest in new data, tools, and methods to estimate and monitor GHG emissions from transportation to track Metro's progress towards its goal of reducing GHG emissions with the investments of the Get Moving 2020 package. This type of GHG analysis is not currently being done anywhere in Oregon. Moving forward, as part of the implementation of Get Moving 2020, Metro will work with ODOT, DEQ and other agencies to acquire and/or develop new data and tools to estimate year-to-year GHG emissions.<sup>4</sup> A transportation GHG monitoring program funded by Metro would complement, and not replace, existing monitoring activities currently underway by DEQ, ODOT or other agencies. Metro currently has data or access to data sets that would be foundational to a new approach: real-time vehicle miles travelled (such as INRIX data) and transit ridership data. The formalization and development of a joint program with DEQ that will result in the development of a transportation sector-based greenhouse gas emissions and air pollution inventory, will require significant staff coordination and engagement, as will the work with ODOT regarding future use of VisionEval in the form of a memorandum of understanding (MOU) or an intergovernmental agreement (IGA).

Metro will have to procure services of a consultant to set up a GHG monitoring program and purchase software and/or applications to best make use of available data and tools. Metro staff will continue to research and interview experts in the field to determine the state-of-the-art tools to complete the assessment, and the resources needed to develop or acquire those tools. These new applications will provide Metro the ability to report our progress to the Get Moving Oversight Committee and Metro Council. The GHG emissions inventory data could be made available to partner jurisdictions via one or both of the Regional Barometer and RLIS data hosting platforms. It would also support required reporting to the state regarding implementation of the Climate Smart Strategy as part of scheduled RTP updates.

In conclusion, through Get Moving 2020, Metro will invest in tools that will allow it to track and monitor progress on reducing air pollution and GHG emissions in the region.

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same methodology for the tri-county area that it uses for the state as a whole. The inventory is planned to be updated every 5 years as part of scheduled updates to Metro's Regional Waste Plan.

<sup>4</sup> GHG inventories for relatively large geographic areas are typically calculated using estimated rather than directly measured emissions. The inventories consist of emissions estimates calculated by multiplying activity data (e.g. vehicle miles travelled, electricity consumed) by emission factors (expressed as a rate in terms of units of mass per unit of activity), normalizing the resulting quantities of emissions for individual gasses based on the strength of their effect on global warming, and then summing these normalized values to arrive at a total quantity of estimated GHGs emitted.



7/1/2020

# Get Moving 2020: Racial Equity Outcomes and Strategies

## Purpose

This document outlines the racial equity outcomes that the Get Moving 2020 measure would advance and the strategies Metro would use to achieve these outcomes. It was created in response to community input and recommendations, engagement with Metro's Committee on Racial Equity, and the stated values of Metro Council and the Transportation Funding Task Force. It also incorporates learning and best practices from the Parks and Natural Areas Bond and Regional Affordable Housing Bond. This builds on work conducted by Metro's DEI team, Research Center, Planning & Development team and community partners to analyze potential racial equity benefits and impacts in the investment measure and develop specific equity outcomes and strategies to make these potential benefits a reality for Black, Indigenous and people of color and minimize harm.

## Introduction

Get Moving 2020 aims to meaningfully invest in the safety, accessibility, affordability and health of the region's Black, Indigenous and people of color (BIPOC) and give them the power to shape the implementation and oversight of these investments. This measure presents an opportunity to start meaningfully accounting for the history of transportation investments in greater Portland, and how they have been used to systematically harm, displace and disinvest in Black, Indigenous and people of color while providing access and opportunity to white communities.

This current moment of health and economic crisis underscores the importance of centering racial equity and being responsive to the needs of communities of color, recognizing that Black, Indigenous and people of color will be disproportionately impacted. It also amplifies the need for regional infrastructure investments to support the recovery of our communities and the economy.

## Racial equity outcomes

As long as race continues to be a determinant of health and social indicators we have to continue to lead with race. As a result, the following goals focus on advancing racial equity and are aligned with Metro's commitment to using a targeted universalism approach to improve outcomes for communities of color. While Metro is leading with race, we are also committed to improving the outcomes for other historically marginalized communities, including: youth, aging and older adults, refugees and immigrants, people with low incomes, people with disabilities, and trans, queer and gender non-binary people. The implementation of Get Moving 2020, in accordance with Metro's commitment to racial equity, would achieve the following outcomes through its investments and programs:

## Impact

1. **Higher levels of safety and transit access investments and program resources** are made in areas with a high concentration of Black, Indigenous and people of color, recognizing historical underinvestment in these communities, resulting in the following outcomes:
  - a. Increased safety and health outcomes
  - b. Improved accessibility to employment and community places
  - c. Increased affordability, reliability and efficiency of transportation
  - d. Enhanced ability to make choices about how to get around
2. Youth, and in particular **youth of color, benefit** from these investments through increased mobility, affordability and safety, and have a role in oversight and implementation.
3. Intergenerational Black, Indigenous and communities of color **continue to live, work, worship, and play along investment corridors** and work with Metro to prevent or mitigate investment-related residential, cultural, and business displacement
4. Women, Black, Indigenous and people of color and certified firms benefit from **good jobs and contracting opportunities** stemming from investments and programs

## Inclusion

5. Black, Indigenous and communities of color are **meaningfully engaged in planning, development, implementation, and oversight** of investments and programs, with additional focus on inclusion of refugees and immigrants, people with low incomes, people with disabilities, youth, aging and older adults, trans, queer and gender non-binary people.
6. **Increased capacity of community-based organizations** led by and accountable to Black, Indigenous and people of color so they can be full partners in ongoing engagement around, and oversight of, investments and programs.

## Accountability and oversight

7. **Track outcomes and impacts**, and make them publicly available, and proactively share them with community partners, particularly as they relate to Black, Indigenous and people of color.
8. Communities, youth, elders, and leaders of color, from across the region, bringing both lived and professional experience, **share decision-making** in implementation and oversight and are adequately supported in these roles.

## Strategies

These racial equity outcomes will be achieved through a combination of strategies outlined below.

## **Black, Indigenous and people of color, and elders and youth of color benefit**

### *Relevant outcomes:*

1. **Higher levels of safety and transit access investments and program resources** are made in areas with a high concentration of Black, Indigenous and people of color, recognizing historical underinvestment in these communities, resulting in the following outcomes:
  - a. Increased safety and health outcomes
  - b. Improved accessibility to employment and community places
  - c. Increased affordability, reliability and efficiency of transportation
  - d. Enhanced ability to make choices about how to get around
2. Youth, and in particular **youth of color, benefit** from these investments through increased mobility, affordability and safety, and have a role in oversight and implementation.

#	Community recommendation	Metro action
1.1	Track and report the amount and percent of investments that are in progress or are completed that are in areas where Black, Indigenous and people of color live (people of color equity focus areas).	Metro would measure and report the ongoing percent of investments in people of color (POC) equity focus areas, and further explore the benefits to Black and Indigenous communities in particular.
1.2	Allow some extent of flexibility during implementation to accommodate shifts in investments and programs to meet the dynamic needs of the region's Black, Indigenous and people of color.	Projects in early phases would undergo additional community engagement to adapt to dynamic community needs.
1.3	Utilize a localized, place-based approach to implementing projects and programs, including (when possible) partnering with community-based organizations serving Black, Indigenous and people of color living in the vicinity of the work.	Metro would require project delivery agencies and jurisdictions seeking program funding to meaningfully engage BIPOC communities and encourage partnership with CBOs serving BIPOC communities.
1.4	Continue to build Diversity, Equity and Inclusion (DEI) capacity within Metro's Planning and Development department and continue to work with Metro's DEI team on measure oversight and implementation.	Metro will advance equitable hiring practices within Metro and prioritize the hiring of employees with Diversity, Equity and Inclusion expertise and relevant lived experience to support measure implementation.
1.5	Prioritize all program investments in areas where Black, Indigenous and people of color live using Metro's People of Color Equity Focus Area methodology that is continuously updated with current and reliable data.	Program investments would be prioritized in equity focus areas, and Metro would routinely update these areas using the most current and reliable data.
1.6	Implement a regional, year-round universal transit pass for all youth 18 and under, regardless of financial, social, or school status.	Get Moving 2020 would initially fund a free transit pass for all high school-aged youth, including youth not enrolled in school. Over time, Get Moving 2020 would expand this program, with the intention of providing a free transit pass to all youth aged 18 and under.
1.7	Utilize only progressive revenue mechanisms that do not place an inequitable burden on Black, Indigenous and people of color, low- and middle-income people, and small businesses or utilize mitigating strategies like rebates, small-business exemptions etc. to minimize the burden on these groups.	Metro would utilize a business payroll tax, which has minimal direct impacts on BIPOC communities, and Metro would utilize a small business exemption which would help mitigate impacts on BIPOC-owned businesses. A Council decision on the inclusion of a vehicle registration fee in the measure is forthcoming.

### Anti-displacement and community stabilization

Relevant outcome:

3. *Intergenerational Black, Indigenous and communities of color **continue to live, work, worship, and play along investment corridors** and work with Metro to prevent or mitigate investment-related residential, cultural, and business displacement.*

#	Community recommendation	Metro action
3.1	Use participatory budgeting principles to guide anti-displacement program investments for each corridor and adequately fund and staff participatory budgeting processes to support full participation for Black, Indigenous and people of color who live along the corridors and for the CBOs that represent them.	Metro would utilize participatory budgeting principles for resource allocation for the anti-displacement program, though final decision-making authority resides with Metro Council.
3.2	Metro funds place-based, community-led anti-displacement planning.	Get Moving 2020 would include funding for developing anti-displacement strategies in the Get Moving corridors. This program would be overseen by a community-led regional equity coalition, with corridor-level committees or focus groups of community members guiding individual corridor strategies.
3.3	Coordinate with other jurisdictions' anti-displacement planning efforts in collaboration with community leaders and organizations to build and guarantee commitments to affordability, racial equity, and meaningful community engagement.	Metro would coordinate all future anti-displacement work with existing anti-displacement planning and conversations with local jurisdictions and community-based organizations.
3.4	Prioritize housing financing, acquisition, development and operation in ways that support Black, Indigenous and people of color by investing in areas where BIPOC already live, using a preference policy to prioritize current or displaced renters, and partnering with culturally-specific community-based organizations to support housing placement.	The intent of the Housing and Anti-displacement programs is to focus on preventing displacement of the region's BIPOC communities, businesses and cultural spaces. The specific strategies Metro would use to operationalize that focus will be further refined post-referral through continued engagement with key community stakeholders, Metro's Diversity, Equity, and Inclusion team and Metro's Committee on Racial Equity (CORE).
3.5	Prioritize acquisition and development of deeply affordable units (0-30% AMI).	Program specifics for the Housing and Anti-displacement programs will be further refined post-referral through continued engagement with key community stakeholders, Metro's Diversity, Equity, and Inclusion team and Metro's Committee on Racial Equity (CORE).
3.6	Preserve existing naturally-occurring affordable housing, commercial, arts and community space, and non-profit spaces in areas where Black, Indigenous and people of color live.	Program specifics for the Housing and Anti-displacement programs will be further refined post-referral through continued engagement with key community stakeholders, Metro's Diversity, Equity, and Inclusion team and Metro's Committee on Racial Equity (CORE).

3.7	Include direct rent assistance as a potential stabilization measure for community consideration.	Get Moving 2020 would not include direct rent assistance as an option for anti-displacement investment, recognizing that the Supportive Housing Services measure will help play this role in the region.
3.8	Invest in anti-displacement and housing stabilization before major transportation investments add displacement pressure.	Metro would seek to prioritize investments in anti-displacement before major transportation investments, except for shovel-ready projects slated for immediate implementation. Program specifics for the Housing and Anti-displacement programs will be further refined post-referral through continued engagement with key community stakeholders, Metro's Diversity, Equity, and Inclusion team and Metro's Committee on Racial Equity (CORE).
3.9	In areas of highest concern – Implement consistent tracking and reporting of displacement/ gentrification using community-generated metrics and community-led participatory research practices.	Metro would monitor displacement activity along the investment corridors and routinely report findings.
3.10	Implement an anti-displacement oversight body which includes people who identify as BIPOC, low-income, disabled, displaced, elder or aging adult, LGBTQ+, immigrant, refugee, bikers, walkers, and transit-dependent individuals.	Metro would convene, resource, and support an anti-displacement oversight body that will prioritize membership from people who identify as BIPOC, low-income, disabled, displaced, elder or aging adult, LGBTQ+, immigrant, refugee, bikers, walkers, and transit-dependent individuals.
3.11	Provide funds for a community-based organization to hire an Anti-Displacement Manager who has autonomy from Metro, but whose job is to work with the community to develop and report on implementation of pro-active anti-displacement strategies as part of the bond.	Program specifics for the Housing and Anti-displacement programs will be further refined post-referral through continued engagement with key community stakeholders, Metro's Diversity, Equity, and Inclusion team and Metro's Committee on Racial Equity (CORE).



## Workforce and contracting equity

Relevant outcome:

4. *Women, Black, Indigenous and people of color and certified firms benefit from **good jobs and contracting opportunities** stemming from investments and programs.*

#	Community recommendation	Metro action
4.1	In line with Metro's Construction Careers Pathway framework, set goals to ensure workforce diversity in the construction industry.	Metro will adapt the Construction Career Pathways framework in order to advance hiring goals for women and people of color in the construction industry.
4.2	Establish utilization goals for minority and women owned businesses and implement strategies to reduce barriers.	Metro will establish a utilization goal for planning, design and implementation of 20% for minority and women owned businesses and will fund programs that provide technical assistance and support growth strategies.
4.3	Prioritize opportunities for hiring local workers and firms to support economic recovery in the context of the COVID-19 epidemic.	Metro would not deploy a specific local hire goal or strategy.
4.4	Fund the capacity of workforce development and community-based organizations to support recruitment, training, and retention of women, Black, Indigenous and people of color, and formally incarcerated people to increase the number of qualified women, Black, Indigenous and people of color, and formerly incarcerated people in the construction industry.	Metro will develop and fund a workforce equity program focused on meeting the demand for a skilled workforce created by GM 2020 by removing the barriers women and people of color face in accessing careers in the construction industry. The program will focus on increasing training opportunities, developing culturally specific recruitment and retention strategies, and workplace harassment prevention.
4.5	Demonstrate accountability by tracking outcomes and publicly reporting impacts, disaggregated by race, gender and zip code.	Metro would require and support tracking and public reporting of workforce diversity disaggregated by race, gender and trade.
4.6	Support the creation of living wage jobs, safe working environments, and access to opportunities for career advancement.	Metro will advance a policy framework to create prevailing wage jobs, safe work environments, and support workers in building successful careers in the construction industry as outlined in the Workforce and Contracting Equity Memorandum.

## Community engagement

Relevant outcome:

5. *Black, Indigenous and communities of color are **meaningfully engaged in planning, development, implementation, and oversight** of investments and programs, with additional focus on inclusion of refugees and immigrants, people with low incomes, people with disabilities, youth, aging and older adults, trans, queer and gender non-binary people.*

#	Community recommendation	Metro action
5.1	Metro includes clearly defined parameters on 'meaningful community engagement' and mandates through the IGA process that jurisdictions meet these criteria.	In line with Metro's previous investment measures, Metro would define and require meaningful community engagement with BIPOC communities through the IGA process.
5.2	Metro supports jurisdictional partners in conducting culturally-responsive and accessible community engagement.	Public outreach will be conducted by the Project Delivery Agency (PDAs) and/or project leads or co-project leads. In some cases, the agency leading the planning or design work is not necessarily leading the construction. In those cases, Metro will work with all project leads to determine the best agency to lead the public outreach through the various phases of the project. The lead agency must follow public engagement practices that are consistent with Metro's Public Engagement Guide and demonstrate pursuant to the terms of an IGA that they have met the standards for public engagement and non-discrimination practices.
5.3	Metro and its jurisdictional partners allow enough time to conduct meaningful engagement to allow for more inclusive engagement and responsiveness to engagement outcomes.	Metro would require project timelines reflect a co-created engagement process and the needs and capacity of community partners to participate in the process.
5.4	Metro continues to prioritize the hiring and retention of trusted community leaders from Black, Indigenous, and communities of color to support meaningful community engagement.	Metro continues to improve hiring processes that consider and prioritize an applicant's lived experience and connections to the communities we serve. Retention of BIPOC staff is also an ongoing area of focus for Metro's DEI team.
5.5	Metro requires jurisdictions to report on community engagement processes, outcomes and how and why specific community feedback was or was not used.	Metro would require jurisdictions to document and summarize key themes from community engagement, and how these themes are reflected in investment decisions and designs.

## Community capacity building

Relevant outcome:

6. **Increased capacity of community-based organizations** led by and accountable to Black, Indigenous and people of color so they can be full partners in ongoing engagement around, and oversight of, investments and programs.

#	Community recommendation	Metro action
6.1	Get Moving 2020 invests in the civic and community engagement capacity of community-based organizations serving Black, Indigenous and people of color through Metro's Community Capacity Building grant program.	Various programs, including the anti-displacement program, will invest in the capacity of community-based organizations (CBOs), building on the variety of funding mechanisms Metro's Planning and Development department uses to support CBOs. Get Moving 2020 funds will not, however, be used to fund Community Capacity Building grants as part of the agency-wide program.
6.2	Metro staff will provide opportunities for training and staff development to community-based organizations who serve Black, Indigenous and people of color to support CBO capacity to advise on transportation planning, fiscal oversight and other related topic areas.	Metro would make training opportunities available for CBOs and community members to advance knowledge and skills that support them in their oversight activities.

## Transparency and measurement

Relevant outcome:

7. **Track outcomes and impacts**, and make them publicly available, and proactively share them with community partners, particularly as they relate to Black, Indigenous and people of color.

#	Community recommendation	Metro action
7.1	Conduct a community process to identify and prioritize metrics related to racial equity outcomes for ongoing tracking and reporting.	Metro would host a community process to identify and prioritize racial equity metrics for ongoing tracking and reporting.
7.2	Publicly report metrics related to racial equity outcomes at the corridor and neighborhood level, when possible.	Metro would publicly report metrics at a variety of scales, including corridor and neighborhood (when possible and relevant).
7.3	Conduct and update an equity analysis on the ongoing outcomes of the measure and update corridor-level profiles routinely to capture changes in demographics due to displacement.	Metro would update an equity analysis and the corridor profiles every two years to maintain up-to-date information about the areas of investment and who continues to benefit from the measure's investments.

## Accountability and oversight

Relevant outcome:

8. *Communities, youth, elders, and leaders of color, from across the region, bringing both lived and professional experience, **share decision-making** in implementation and oversight and are adequately supported in these roles.*

#	Community recommendation	Metro action
8.1	Ensure representation of Black, Indigenous and people of color who live across the investment corridors and community-based organizations who serve Black, Indigenous and people of color in the region in all oversight and ongoing implementation activities.	Metro would convene, resource, and support oversight and accountability bodies that will prioritize membership for BIPOC leaders and community members.
8.2	Maintain a dynamic membership that continues to reflect Black, Indigenous and people of color across the region in the face of continued gentrification and displacement.	Metro would routinely evaluate oversight committee membership and conduct strategic recruitment to make sure these bodies reflect the changing demographics of the region and reflect BIPOC communities region-wide, including those being displaced.
8.3	Metro ensures that community members are able to fully participate in oversight activities regardless of language spoken, country of origin, ability, income, etc. and supports this outcome by providing stipends for participation, taking appropriate steps for accessibility and providing cultural competency training to staff supporting oversight committees.	Metro would provide stipends, as well as interpreters, child care and transportation support when requested, and provide and require cultural competency training to all staff supporting oversight committees.
8.4	Metro ensures that community-based organizations are able to fully participate in oversight activities by providing compensation to these organizations, as well as training and topical education opportunities if requested.	Metro would provide compensation for community-based organizations participating in oversight and accountability committees.
8.5	Metro utilizes principles of participatory budgeting for implementation of the programs and grant administration within the programs. This includes: giving residents and community leaders an active decision-making role not only in shaping the process but also in allocating resources on an ongoing basis, integrating a redistributive logic into the design of the process and ensuring social justice outcomes, and ensuring transparency and accountability, in part, through ongoing public monitoring of spending.	Metro would incorporate key PB principles into the implementation and oversight of the entire measure - the measure has been constructed to be redistributive, prioritizing areas where BIPOC communities live, and will ensure transparency and accountability. Implementation of the programs will include these elements and give residents and community leaders an active decision-making role in the allocation of program resources.
8.6	Metro Planning and Development adequately staffs oversight committees and provides personalized support to community members and community-based organization representatives to ensure they are able to fully participate in oversight process.	Metro would provide staff support to the committee and would provide other accommodations to make the meetings accessible, such as child care. Metro would also provide stipends and technical support to community partners for their engagement in the committee work, to make sure that the Oversight Committee and the committee meetings are fully accessible to its members and the public.

## Ongoing community priorities

The following priorities, strategies and outcomes, recommended by our community partners, may not be fully realized in the Get Moving 2020 measure, nor may they be adequately addressed in Metro's complementary Parks, Housing, or Homeless Services measures. However, these community priorities should continue to inform Metro's future work to advance livability and racial equity in the region.

- Go bigger, be bolder and aim for more transformative outcomes in future investment measures, policies and programs agency-wide.
- Make programs and investments more responsive to accommodate for urgent needs of Black, Indigenous, and people of color.
- Support TriMet in going fareless to ensure transportation affordability for all of the region's Black, Indigenous, and people of color.
- Support wide-scale transit service improvements. Black, Indigenous, and people of color need transit service improvements (e.g. more frequent buses, more and improved options for riders with disabilities, more bus capacity on some lines, etc.) to make public transportation meet their mobility needs.
- Ensure Black, Indigenous, and people of color benefit from large investments by using tools like Community Benefit Agreements for future investment measures.
- Develop and implement an equitable transit-oriented-development framework to mitigate displacement and maximize benefit to Black, Indigenous and communities of color in all of its TOD work.
- Leverage Metro's relationship with TriMet and jurisdictional partners to meaningfully address the fact that transit fare enforcement and policing practices actively harm Black, Indigenous, and people of color and impact their safety, well-being and ability to get around the region.
- Prioritize homeownership and/or models of collective ownership (e.g. land trusts) to support community stability and inter-generational wealth building for Black, Indigenous, and people of color.
- Expand Metro's role stabilizing renters and homeowners through strategies like No Net Loss commitments for infrastructure investments, regional eviction reporting and tenant legal assistance, and expanding tenants' rights through programs such as First Right to Purchase.

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: July 13, 2020  
To: Metro Council President, Metro Council  
From: Andy Shaw, Director of Government Affairs & Policy Development; Margi Bradway, Deputy Director of Planning & Development  
Subject: Resolution No. 20-5117 Implementation, Oversight and Accountability Policies and Procedures, Exhibit B: Workforce and Contracting Equity

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[Get Moving 2020](#) Transportation Measure will be the largest investment in transportation in the Portland region's history. Get Moving 2020 is an approximately \$5 billion investment in our transportation system, spanning across 17 major corridors in the region and 10 programs identified by community members to meet local needs. The programs include funding for anti-displacement strategies, traffic safety, safe routes to schools, access to transit and other priorities. The majority of the funding for Get Moving 2020 will fund capital transportation projects. The projects vary in size and scale, from crosswalks to a major transit MAX line. Metro will allocate funding to our partner jurisdictions, the project delivery agencies (PDAs), to contract and bid the projects under contractual obligations.

The impacts of these investments will last for generations and Metro is committed to ensuring this measure builds toward an equitable future and shared prosperity for the region's residents. This measure seeks to address the history of under- and dis-investment in communities of color through intentional investments to improve safety and transit access in these communities. It also creates a significant opportunity to deliver shared economic prosperity throughout the region by ensuring the participation of underrepresented workers and contractors on construction projects. The Portland region also faces a shortage of skilled construction workers. If left unaddressed, this shortage will drive up construction costs for decades to come. This measure invests in our ability to address these shortages and invest in expanding access to well-paying construction jobs for all residents—including women and people of color. Through these efforts, we can strengthen our regional economy and reduce construction costs for public projects over time.

In response to Metro Council direction, the stated values of the Transportation Task Force, Metro's [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#), and broad stakeholder engagement, Metro has identified concrete policy strategies that build on the [Construction Career Pathways Project](#) (C2P2) to ensure underrepresented workers benefit from the economic opportunity these investments will create. These strategies are guided by the following principles of:

- Creating career pathways into the construction industry for women and people of color and ensuring women and minority owned firm are able to successfully bid on these projects is critical to meeting the demand the investment measure will create for a skilled workforce and ensuring projects are completed within budget and on time.
- Providing a roadmap for PDAs for delivering Get Moving 2020 projects to align their procurement programs with available resources and shared goals for creating new employment

opportunities, strengthening the workforce contributing to their capital projects, and reducing the long-term cost of construction down the road.

- Advancing strategies that are rooted in the experiences of underrepresented workers and contractors with the goal of dismantling a history and culture of exclusion, racism and sexism in the construction industry which has prevented women and people of color from sharing in the economic opportunity created by public investment.
- Investing in growing the capacity of programs focused on culturally specific recruitment, training, and retention of underrepresented workers to address the unique needs of new entrants into the construction sector and augment the capacity of state-certified pre-apprenticeship programs which have proven effective in introducing people of color and women to the trades.
- Creating good jobs where workers earn family sustaining wages with benefits and work in a safe and harassment-free environment.
- Addressing the history of exclusion of minority- and women-owned firms in the construction industry requires proactively investing in recruiting new DBE businesses into the sector and growing the scale and capacity of existing DBE firms through financial and training support and mentorship programs.
- Recruiting and retaining women and people of color workforce and firms is delivered by strong partnerships among public sector agencies, contractors, workforce and community advocates, construction businesses and labor unions to invest collectively in effective training and retention programs, that improve workplace culture, build the next generation of the construction workforce and open up career opportunities for women and people of color.
- Utilizing a shared and consistent tracking system among public agencies and contractors to streamline reporting and compliance. Adopting a data-driven approach and modernizing our tracking systems will facilitate the enforcement of targeted hire goals and collect data regionally to create better monitoring transparency for the public on progress toward workforce and contracting goals.

To meet the goals above, Metro will use a combination of policies, programs, and practices to ensure women and people of color have access to the economic opportunities created by this measure at all levels of the construction industry, whether they are just getting started as a pre-apprentice or own their own firm. In terms of policy, Metro's goal is to increase diversity in the construction industry in order to meet the demand the investment measure creates for women and minority owned firms and a skilled workforce in the greater Portland region, by creating or supporting programs that do so. In terms of practice, Metro will work with the project delivery agencies to advance specific contracting and workforce measures as part of broader regional equity strategies.

Diversifying the construction industry requires coordinated, tailored strategies for advancing contractor and workforce equity. Addressing the barriers minority and women-owned firms face requires one approach, while addressing the barriers women and people of color face in entering the construction workforce requires a different approach. This memo provides an overview of the specific policy measures Metro will use to advance contracting equity, workforce equity, and accountability and tracking measures that will apply to both strategies.

## **CONTRACTING EQUITY**

Get Moving 2020 will invest in the success of minority- and women-owned firms as one of several approaches to ensuring the measure has the skilled workforce it needs to meet construction demand and advance shared prosperity in the region. Historical and current barriers prevent minority and women-owned firms from accessing opportunities to work on publicly funded projects and especially accessing the scant resources available to help firms grow and develop. This measure will create demand for minority-owned, women-owned and emerging small businesses. In contracting, these businesses are often referred to as Disadvantaged Business Enterprise, Minority and Women Owned Business Enterprise (MWSB) or Certification Office for Business Inclusion and Diversity (COBID) firms. Metro uses the term “COBID firms” so for the purpose of this document, we will refer to minority and women-owned firms collectively as “COBID firms.”

Project delivery agencies receiving Get Moving 2020 project funds for transportation projects will establish aspirational goals and grow the supply of COBID firms.

### **Promoting the Utilization of Minority and Women Owned Firms**

Get Moving 2020 requires all PDAs to commit to procuring services to plan, design or deliver projects set an aspirational COBID/MWSB/DBE utilization goal of at least 20% of all costs. The 20% applies to every aspect of project delivery: professional (planning, design, and engineering) and construction. Project delivery agencies will track and report outcomes and progress over time, and report to Metro on an annual basis. Agencies that have a policy in place with a utilization goal above 20% should use their policy.

For projects assisted by federal funds, PDAs will meet and aim to exceed U.S. Department of Transportation DBE participation goals.

In order to ensure ample opportunities are provided to diverse apprentices across trades, prime contractors of \$200,000 or more and all subcontractors with contracts of \$100,000 or more will be certified Training Agents with the Bureau of Labor and Industries (BOLI) in each trade employed. Additionally, all contractors are expected to have a demonstrated track record of compliance with labor and safety standards.

### **Technical Assistance and Growth Strategies**

To support the pipeline of Get Moving 2020 projects, Metro will design and administer a program to provide technical assistance and support the growth of minority- and women-owned firms. This program will focus on support in adjusting internal procurement and enforcement policies implemented by PDAs and creating a fund administered by Metro to support the growth and development of COBID firms. In terms of administration, the program will be a combination of technical assistance provided by Metro and/or consultants of Metro, outreach information and materials, grants and partnerships with non-profit organizations with relevant technical expertise, and/or competitive grant programs. This program will include the following components:

- **Technical assistance to participating agencies:** Supporting PDAs in reducing barriers to achieving the contracting equity goals established by this measure, which could include: changes in agencies’ procurement policies, negotiating special considerations in workforce agreements, and providing technical assistance to agencies in meeting, tracking and enforcing the contractor equity goals.
- **Direct assistance to COBID firms through a small business development program:** This measure will establish a robust set of resources to recruit and establish new COBID firms and boost the



scale and capacity of existing COBID firms in the industry. This program will also establish and implement best practices and resources for outreach, business training, acquiring state training certifications, onboarding, and pathways to accessing work on projects in this sector for COBID firms across the region through partnerships with existing programs run by contractor associations serving Black, Indigenous and people of color. These business development partners will help Metro establish a centralized one-stop hub for learning about contracting opportunities on Get Moving 2020 projects.

Once the Get Moving 2020 measure is approved by the voters, Metro will bring a wide range of partners together to scope and further develop these programs.

### **CONSTRUCTION WORKFORCE EQUITY**

The Metro Council adopted the [Construction Career Pathways Regional Framework \(C2P2\)](#), which offers a comprehensive strategy for creating career pathways for women and people of color into the construction industry in order to meet the demand for a skilled workforce. Metro ran a public, inclusive process to develop C2P2, which has buy-in from multiple public agencies and cross-sector collaboration with labor, community-based organizations, contractors, educational institutions, and others, will be essential to achieving impact at a regional scale. Additionally, the [Construction Career Pathways Regional Toolkit](#) provides guidance for public agencies on implementing the regional framework. The following section describes how the C2P2 regional framework will be applied to the Get Moving 2020 investment projects. Alternatively, if an agency has adopted its own policy that achieves or exceeds the same goals as C2P2, it may apply its own policy.

For projects supported by federal funds, agencies will advance and aim to exceed the U.S. DOT Affirmative Action Goals established in EO 11246.

### **Creating Demand for Diverse Workers**

In alignment with the project thresholds described below, the contracting PDA or multiple PDAs should work together with the contractor to apply the following goals to the construction of the project.

These diversity goals will apply to projects funded by Get Moving 2020:

- A minimum of 20% of total work hours in each apprenticeable trade performed by state-registered apprentices;
- A minimum of 14% of total work hours performed by women – both journey and apprentice-level workers;
- A minimum of 25% total work hours performed by persons of color – both journey and apprentice level workers;

The projects in Get Moving 2020 vary in size, scale and scope, and they also vary in terms of types of contracting and labor needs. The workforce goals above are a starting place for PDAs and the contracting community to work together to increase workforce diversity and build the workforce needed for Get Moving 2020 projects.

We recognize that this is a new approach for some agencies in the region. For agencies that are in the early stages of implementing workforce equity strategies, ramp-up schedules will be developed as a way to phase in and build capacity to achieve the workforce diversity goals.

In order to right-size – and to ensure projects both advance equity goals and the goals are applied in a way that is achievable – project cost thresholds will be used to trigger a range of strategies to create demand for diverse workers. Any project cost equal to or greater than the threshold will constitute a covered project. These thresholds apply to the overall amount of the project, beyond the portion of funds contributed by Get Moving 2020. Note, for projects with federal funding from US Federal Highway Administration (FHWA) and/or the Federal Transit Administration (FTA), federal rules will apply. However, for the federalized projects, a case-by-case approach will be used to set workforce goals in a manner that compliments and/or supplements the federal rules on contracting.

Thresholds	Project Cost	Workforce Equity Components
<b>Tier 1</b> track workforce diversity, provide harassment prevention training	ALL Projects	Projects will track workforce diversity and provide onsite harassment prevention training
<b>Tier 2</b> apply workforce goals, track workforce diversity, provide harassment prevention training	\$10,000,000 - \$25,000,000	Prime and subcontractors must document good faith efforts to meet diversity goals, track workforce diversity and provide onsite harassment prevention training
<b>Tier 3*</b> apply workforce goals, workforce agreement, track workforce diversity, provide harassment prevention training	\$25,000,000	Subject to all provisions of a workforce agreement including delivery on workforce diversity goals, tracking workforce diversity and providing onsite harassment prevention training

\*Applies to major delivery agencies in the Metro region such as TriMet, ODOT, City of Portland, Multnomah County, Washington County, Clackamas County, Port of Portland and Metro.

### Workforce Agreements

Workforce agreements are enforceable contracts that govern the terms and conditions of employment for all workers - union and non-union - on a given construction project. Examples of workforce agreements include community benefit agreements, and project labor agreements. They serve as a useful mechanism to align practices to ensure diversity goals are met and allow for clear tracking and monitoring of contractors by public agencies and provide transparency to the broader community. A workforce agreement also avoids costly delays due to labor disputes or shortages of workers, and contractually ensures that publicly-funded projects are completed on time and on schedule for the benefit of taxpayers. A workforce agreement offers public agencies increased oversight of numerous contractors and unions on large projects. It also creates a structure and process for contractors, both union and non-union, to diversify their workforce in a manner that reflects the diversity of their region.

For Tier 3 projects – projects over \$25 million – PDAs will utilize a workforce agreement to advance the above workforce equity strategies and protections that maximize the participation of minority- and women-owned firms.. PDAs that have a lower threshold or project cost that triggers a workforce agreement should utilize their own threshold. PDAs may utilize a regional workforce agreement if such an agreement has been successfully negotiated with the trades or an agency may use or develop a workforce agreement that works toward the same objectives.

Metro will convene the PDAs and interested labor parties to further define the scope, type and nature of the workforce agreements. Workforce agreements will incorporate and work toward achieving the workforce diversity goals across all trades. Workforce agreements must include structures and processes that ensure the participation and promote the growth of minority- and women-owned firms. Such structures are not limited to but can include: allowing COBID firms to utilize a specified number of core workers, reimbursed costs or exemptions on payment into the union training trust funds, and technical assistance.

### **Increasing Diversity in Workforce Supply**

The investment measure will fund a Metro -ed program focused on meeting the demand Get Moving 2020 projects create for a skilled construction workforce as a part of broader regional workforce equity strategies. Even without this investment measure, the region is facing an urgent labor shortage in the construction industry that threatens to worsen as one in six construction workers is nearing retirement. At the same time, women and people of color face significant barriers to entering the industry and new entrants are not staying on the job long enough to build careers. A comprehensive strategy is needed to diversify and grow our construction workforce and keep construction costs down. This program would support the existing workforce development network in growing its capacity to train more workers, develop targeted strategies to support the workers that face the most barriers to entry in partnership with culturally specific community-based organizations, and introduce groundbreaking workplace harassment prevention strategies to address one of the principal reasons all workers leave the construction industry. The program will include a combination of support from Metro staff and/or consultants of Metro, developing materials and training content, grants and partnerships with non-profit organizations, and/or competitive grant programs. If the Get Moving 2020 measure is approved by the voters, Metro will bring a wide range of partners together to scope out the next step on these programs. This program will focus on the following strategies:

- **Culturally Specific Capacity Building and Infrastructure** – In order to achieve the goals of the program and to meet the workforce needs of Get Moving 2020, community-based organizations, such as pre-apprenticeship programs and culturally specific community-based organizations, will need to build their capacity and create more robust infrastructure to dramatically increase the numbers of people of color and women entering the construction industry throughout the region. This category of funding will offer grants for the development, growth, and administration of culturally responsive programming for:
  - Outreach, education and recruitment to increase awareness of career opportunities in the construction industry;
  - Expansion of pre-apprenticeship training opportunities to Clackamas and Washington counties;
  - Expansion of the reach and effectiveness of organizations such as staff training and education, staffing, or programmatic expansion;
  - Mentorship or similar programs that increase the retention of people of color and women; and
  - Case management services that provide assessment, planning, facilitation, and coordination to meet individuals' comprehensive and unique needs to successful enter and complete registered apprenticeship programs and obtain journey-level status.
- **Pre-Apprenticeship Training** – this funding will directly support the training provided by state-registered pre-apprenticeship programs that focus on serving women and people of color. Funding will directly support the cost for pre-apprenticeship students to receive training which

will allow them to be competitive in applying for registered apprenticeship programs and employment in the construction sector. Pre-apprenticeship training includes classroom education, career awareness, resume and interview support, and hands-on construction training.

- **Workplace Harassment Prevention** – Hostile workplace culture has been identified as one of the main reasons that all workers leave the construction industry, leading to skilled worker shortages and resulting in low numbers of women and people of color in the industry. This program will support the identification, development and utilization of training programs and materials that ensure all employees, regardless of race, gender, or creed, are guaranteed a safe and respectful working environment. These strategies will support shifting jobsite culture thereby increasing retention and completion rates for women and people of color in the construction industry.
- **Supportive Services** – Best practices in Oregon have shown that providing supportive services to apprentices increase overall retention and completion rates, particularly for women and people of color<sup>1</sup>. Success of these services have been shown through the ODOT/BOLI Highway Construction Workforce Development Program. Funding would be available to programs to provide access to supportive services to ensure success in pre-apprenticeship and apprenticeship programs. Best practices have shown that funding should be made available for women and people of color for needs such as childcare, transportation to jobsites, tools, construction gear, financial planning and education, and so on.

#### **Workplace Harassment Prevention Training**

All PDAs will require an approved onsite harassment prevention training to ensure all employees, regardless of race, gender, or creed, are guaranteed a safe and respectful working environment. Harassment prevention curriculum should include anti-racism training to specifically address how the jobsite harassment impacts Black, Indigenous and people of color. Metro will identify a set of training programs and will support agencies in implementation.

#### **Prevailing Wage Requirements**

Enforcement of wage and benefit protections are especially important for ensuring women and workers of color share in the economic opportunity created by this investment measure. Per the intergovernmental agreement (IGA) between Metro and each PDA, Metro will require a competitive wage on all Get Moving 2020 projects as specified in Oregon labor code ORS 279C.838.

#### **ACCOUNTABILITY AND TRACKING**

Systems for accountability and transparency are critical for achieving both the workforce and contractor equity goals in this measure. Strategies that consistently track and enforce standards will be deployed throughout the lifetime of the measure, including:

- **Data collection:** For a measure of this size and to protect Black, Indigenous, and people of color in the workforce and contractor community, there must be robust worker and contractor data collection and oversight mechanisms. Metro will work with PDAs to procure a centralized database and Metro will purchase the database software. Each IGA between Metro and a PDA will require that agencies collect, manage and report data relating to workforce equity and contractor utilization.
- **Data management:** Agencies will utilize a common software and shared data collection template to track contractor utilization disaggregated by at least race, gender, level and trade. Metro will work with PDAs to acquire and manage the database with the goal of modernizing

and streamlining tracking systems. The technical assistance program will provide resources for procuring and on-going management of the software for the life of qualifying projects included in the investment measure. Metro staff will also coordinate with BOLI to provide additional support and guidance to contractors in meeting prevailing wage and other labor standards required in the measure and to ensure the capacity to comply with these standards.

- **Data reporting:** Contractor utilization and workforce diversity will be provided to Metro staff and the transportation measure Oversight Committee to monitor progress toward achieving goals, for ongoing consultation and problem-solving, and for public reporting through an online data dashboard. Reporting to Metro may occur weekly, and will be determined during the IGA process.

### **NEXT STEPS**

This memo provides a policy framework and outlines the process in which those policies will be implemented through programs and practice. After the measure is referred, Metro will continue to engage all stakeholders – including non-profit, private, public partners – to further scope and refine the programs and practices to advance the policies outlined above.

# Get Moving 2020: Expenditure Plan

## Table of Contents

1. Executive Summary .....	2
A. Purpose .....	2
B. Background.....	2
2. Revenue.....	4
A. Sources and Rates .....	5
B. Disbursement of Funds .....	6
C. Expenditures.....	6
D. Projects .....	6
E. Programs.....	7
3. ACCOUNTABILITY.....	8
A. Oversight Structure .....	8
B. Transparency .....	9
4. Project Selection and Refinement.....	10
A. Cost Estimates .....	10
B. Risk Assessment .....	10
C. Value Planning.....	11
D. Year of Expenditure .....	11
5. Project Administration .....	11
A. Project Delivery Agency (PDA) Agreements.....	12
B. Project Implementation of Program Expenditures .....	13
C. Deliverables and Reimbursement .....	15
D. Progress Reports.....	16
E. Change Management .....	16
6. Program Administration .....	17
A. Program Criteria .....	18
B. Scoping and Grant Allocations .....	19
7. Conditions of Approval.....	19
A. Consistency with Plans.....	19
C. Workforce and Contracting Equity.....	21
D. Public Engagement.....	24
E. Air Quality Monitor Siting.....	27
8. CONCLUSION .....	27

## 1. Executive Summary

### A. Purpose

The purpose of this Expenditure Plan is to provide a 20-year financial and administrative framework for implementation for the Get Moving 2020 transportation measure. This plan explains how Metro will allocate the revenues raised by the Get Moving 2020 measure in a transparent and methodical manner that aligns with the direction from Metro Council, the recommendations of the Transportation Funding Task Force and input from community members and partners. The transportation measure will invest in projects on key regional corridors that connect the region, as well as programs that invest in communities throughout the region and deepen community stability along the measure's corridors.

Hundreds of thousands of people in the greater Portland region travel across city and county boundaries on a daily basis—whether we're commuting to work or school, running errands or going to appointments, our travel patterns stitch us together as one region with common interests and needs. The package of projects and programs advanced by the Metro Council and recommended by the Task Force therefore reflect a truly regional funding measure, with investments across the metropolitan area that will help create a safer, more reliable regional transportation system no matter where we live, work or travel.

Central to this Get Moving 2020 package of projects and programs are innovative approaches to connect community aspirations and transportation investments along corridors. The goal is to strategically and comprehensively address our growing transportation needs while protecting public health and stabilizing communities. Investing in the unique travel reliability, safety and efficiency needs of each corridor, we will strategically improve the whole region's transit, roadway, freight and biking and walking networks.

Looking forward, collaboration with local government and community partners throughout the region will be essential to the success of this Expenditure Plan and implementation of the measure. The projects will primarily be delivered by our partnering agencies with ongoing oversight by Metro. The programs will primarily be administered by Metro and delivered by various agencies and organizations. Metro will provide support, technical assistance and fiduciary oversight in the delivery of these projects and programs.

### B. Background

Metro is the metropolitan planning organization (MPO) as required by federal law and designated by the State of Oregon, for the Oregon portion of the Portland-Vancouver urbanized area, serving more than 1.5 million people living in the region's 24 cities and three counties.<sup>1</sup> Metro is governed by an independently-elected regional Council, in accordance with a voter-approved charter. The Metro Council is comprised of representatives from six districts and a Council President elected

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<sup>1</sup> Federal and state law requires several metropolitan planning boundaries be defined in the region for different purposes. The multiple boundaries for which Metro has a transportation and growth management planning role are: Metro District Boundary, Metropolitan Planning Area (MPA) Boundary, Urban Growth Boundary (UGB), Urbanized Area (UZA) Boundary, and Air Quality Maintenance Area Boundary (AQMA). For the purposes of this transportation measure, Metro will be referring to transportation investments in the "Metro area" as those within the Metro District boundary.

region-wide. Metro has a unique role in state land use planning and transportation. In 1995, the greater Portland region adopted the 2040 Growth Concept, the long-range strategy for managing growth that integrates land use and transportation system planning to preserve the region's economic health and livability in an equitable, environmentally sound and fiscally responsible manner.

#### *2018 Regional Transportation Plan*

As the MPO, Metro formally updates the Regional Transportation Plan every five years in cooperation and coordination with the Oregon Department of Transportation and the region's cities, counties, port districts and transit agencies. The process also includes opportunities for open, timely and meaningful community input, and requires comprehensive consideration of the link between transportation and other regional goals for land use, the economy and the environment, including equity, climate, safety, public health, mobility and access to jobs and services. 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 identifies current and future transportation needs, investments needed to meet those needs, and what funds the region expects to have available over at least 20 years to make those investments a reality.

The last update was completed in 2018 and incorporated the 2014 Climate Smart Strategy. Through the extensive engagement that shaped the 2018 Regional Transportation Plan, Metro heard clear desires for safe, smart, reliable and affordable transportation options for everyone and every type of trip. The 2018 Regional Transportation Plan is built on key values of equity, climate, safety, and congestion relief. These values have underpinned the Get Moving 2020 measure development and the Metro Council's direction throughout the process.

#### *Task Force Process*

The Metro Council is ultimately responsible to the region's residents and accountable to the region's voters. In developing priority projects and programs, decision-making has been closely informed by the recommendations of a Transportation Funding Task Force with nearly three dozen leaders representing business, community and government perspectives from across the region. Appointed by the Metro Council, the Task Force met 22 times between February 2019 and April 2020. The Task Force discussed shared values, considered investment priorities, and provided recommendations and feedback to the Metro Council on investments, programs, revenue sources and community oversight. Their tireless work and invaluable contributions shaped the Get Moving 2020 Measure and informed many aspects of this Expenditure Plan.

In early 2019, the Metro Council and Task Force identified several key values and desired outcomes for the measure. These provided a key guide for staff recommendations for both projects and program investments of the measure. These included the following:

- Improve traffic safety
- Prioritize investments that support communities of color
- Make it easier to get around
- Address climate change and support resiliency
- Support clean air, clean water, and healthy ecosystems
- Support economic growth
- Increase access to opportunity for low-income Oregonians



- Leverage regional and local investments

Over the course of a year, Metro and partners used these desired outcomes as guidance in developing projects and programs for the measure package. These outcomes, as well as extensive input from community members and stakeholders, were integral to identifying and developing the programs included in the package, some of which include capital transportation investments as well as programmatic investments and technical assistance. Metro also hosted over 100 technical workshops with engineers, planners, community leaders and other subject matter experts to use outcome-based urban design principles to develop and shape the projects in the package. Metro worked with local and regional partners, stakeholders and community members around the region to complete the Get Moving 2020 transportation funding measure package of investments.

As part of that work, Metro identified the need to develop or magnify several administrative and oversight systems to manage the projects and programs. Should voters approve the Get Moving 2020 measure, the Metro Council will appoint members to an oversight committee and related bodies to ensure that the values identified by the Council, Task Force and community are carried through the implementation process.

## 2. Revenue

The greater Portland region has a well-documented need for increased transportation funding in order to advance regional and local transportation, land use, economic and racial equity policies and priorities.

The 2018 Regional Transportation Plan identifies more than \$52 billion in needed transportation investments in the Portland region over the next 20 years, including more than \$15 billion in capital projects. Currently available funding falls far short of this total, particularly as the purchasing power of traditional funding sources like federal and state gas taxes declines. Traditional approaches to financing transportation projects are not only failing to maintain existing infrastructure, they are wholly inadequate to build new systems to accommodate population growth and keep our economy moving.

Recent state and local funding efforts have helped, but raise limited funding for the greater Portland region and/or focus their efforts on specific parts of the transportation system. For example, HB 2017, passed by the Oregon Legislature in 2017, focuses much of its spending on state highway improvements, local road maintenance, and transit operations. Local efforts, such as county vehicle registration fees, Washington County's property tax-funded Major Streets Transportation Improvement Program, and local gas taxes in Portland and several other cities, tend to focus on local street/road maintenance and safety projects and/or specific capital projects, such as bridge replacements.

Get Moving 2020 will make regionally-significant safety, transit and mobility investments in regional corridors that are largely overlooked by other funding sources, or that need greater investment than is currently available. Additionally, through the region-wide programs, Get Moving 2020 will make regionally-important investments in safety, transit and community stability beyond these corridor-specific investments.

The measure supplements critical state and local funding sources. It seeks to leverage and coordinate with these funding sources, in order to improve our transportation system overall and

leverage possible future funding at the federal, state and local levels. Together, these funding sources and partners will help create a seamless regional transportation system that is more reliable, safer and interconnected than ever before, while advancing our shared goals for racial equity, economic prosperity, healthy ecosystems and climate change mitigation.

Metro studied a wide range of potential revenue sources for the Get Moving 2020 measure, considering such factors as Metro's authority to use the source, rate caps or other limitations on use, revenue generation potential, simplicity of administration, familiarity in the region and potential voter support. Additionally, Metro closely examined the connection between revenue options and direction from the Metro Council to ensure that the burdens of revenue collection are not borne disproportionately by people of color and people or households with low incomes. From an early stage, Metro understood that it was possible that revenue sources may need to be combined in order to generate sufficient revenue within statutory limitations and the policy priorities of the Metro Council.

After an initial high-level scan of more than a dozen potential revenue options, Metro contracted with ECONorthwest to conduct more detailed analysis of 10 potential revenue options in fall 2019. Metro also conducted public opinion research on the options. From this analysis, as well as input from the Transportation Funding Task Force, Metro Councilors and community stakeholders, Metro staff recommended four options for further consideration in January 2020: an employer-paid tax based on payroll, vehicle registration fee, and personal and business income taxes. The supportive housing measure passed by voters in May 2020 obviated the potential of the latter two mechanisms.

## **A. Sources and Rates**

The Get Moving 2020 measure will be funded as follows:

- Beginning 2022, a tax is imposed on employer business in the Region. The rate may not exceed 0.75% (0.0075) of wages paid by the employer.
- Employers with 25 or fewer total employees are exempt from paying the tax.
- The Metro Council will set the specific rate of the tax but may not set a rate that exceeds 0.75% of wages paid.

Metro anticipates using revenue bonds to generate capital funding upon approval of the measure by the voters, and may issue additional revenue bonds over the course of the 20-year life of the planned investment period. Metro will refine the potential bonding options should voters approve the measure.

Based on financial modeling, Metro created a draft budget of anticipated funds that will be available to implement the projects and programs; however, Metro expects actual revenue to vary and fluctuate over the course of this 20-year plan. This is due to a variety of factors, including but not limited to: potential change of the tax base, unknowns about the bond schedule, and variability from year to year in revenue availability. Metro will have to adjust its rate of expenditures to meet the actual revenue available by refining and further scoping the project list, discussed in more detail below. Revenues are anticipated to increase by 4% annually in the Portland region based on economic and population growth.

## **B. Disbursement of Funds**

Implementation of the Get Moving 2020 measure will require a combination of long-term debt issuance, pay-as-you-go financing and annual programmatic investments. Metro will establish a financial structure that ensures full coverage of long-term debt and allows for flexibility and responsiveness in delivering capital projects and ongoing programs.

Metro plans to use a trust account structure to ensure that debt service and required reserves are funded first. Disbursements are anticipated to be prioritized as follows:

1. Debt service
2. Cash reserves required by bond covenants
3. Tax and fee collection costs
4. Annual expenditures (i.e. regional program expenditures, administration and oversight, capital projects financed pay-as-you-go)

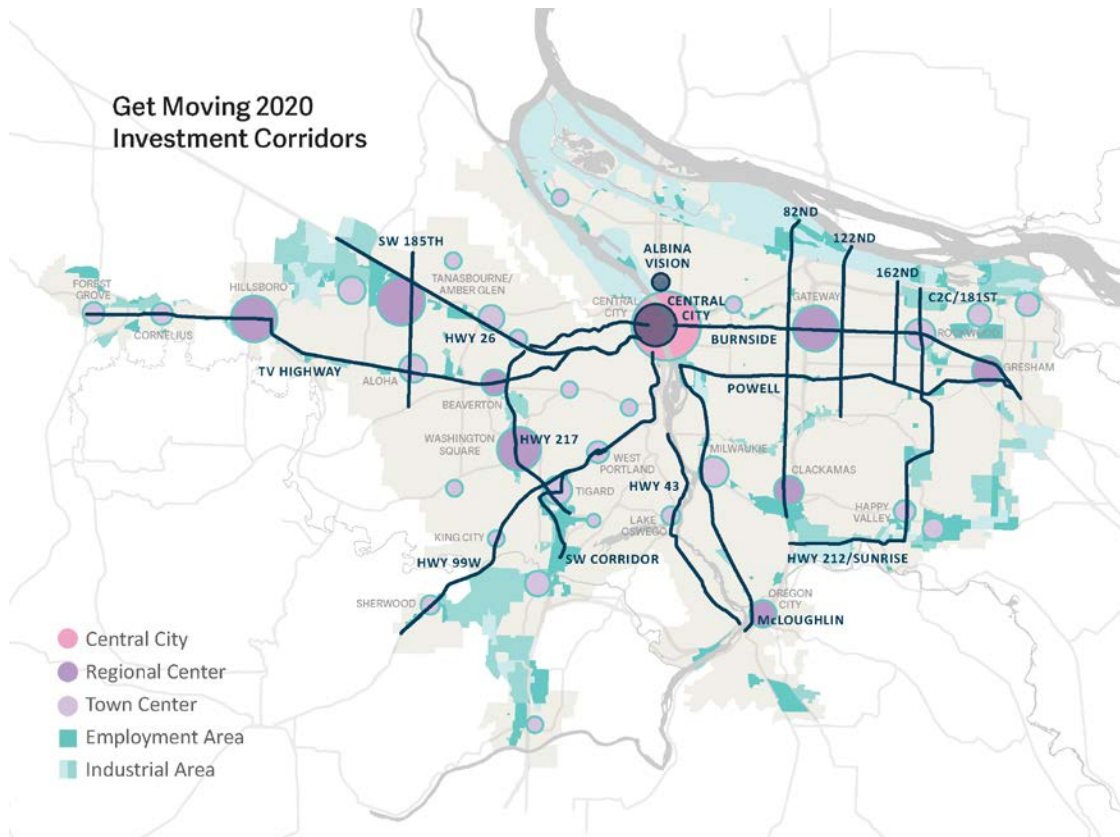
After the voters approve the measure, Metro will develop a financing plan for the capital projects that will use a combination of long-term debt and cash financing. Metro anticipates funding capital projects on a reimbursement basis with local implementation partners.

## **C. Expenditures**

The Get Moving 2020 Transportation Measure includes two primary types of investment. Capital and planning investments on corridors of regional significance are called “projects” for the purpose of this Expenditure Plan. The measure also includes bundles of strategic investments to be made throughout the region that are specific to a problem we are facing, such as anti-displacement, and meets a well-defined community need. These are referred to as “programs” in this Expenditure Plan. Metro will spend the majority of funds on these projects and programs.

## **D. Projects**

Metro Council and the Task Force identified projects along 17 regional corridors for investment. These projects focus on investments in traffic safety, transit reliability and mobility for all modes, on the network of roads and transit routes that connect greater Portland. The projects were developed through a combination of public outreach and technical input. Several dozen community members participated in Local Investment Teams (LITs) in Clackamas, Multnomah and Washington counties in the summer of 2019, and used their lived experience and community-based expertise to provide feedback on the possible projects. Between Spring 2019 and Spring 2020, Metro staff further refined the projects based on feedback from the Task Force and LITs as well as project readiness, holding technical workshops to work through design concepts, risks and cost estimates.



The projects within the corridors include a great deal of variety in terms of scale, scope and type. The term “projects” in this document and the final Corridor Project Package applies to all types and all phases of a transportation project within a corridor. A transportation project, from concept through construction, is a complex process that involves time, expertise and ongoing public engagement. Depending on a project’s complexity, it may take one year to six years (or longer) to move from concept through construction.

In this package, Metro is proposing to invest in projects at every stage of project development: planning, design and construction, depending on project readiness and opportunities to leverage other funds. Project planning occurs when a project from an adopted plan is further developed to prepare for engineering design. Planning can include scoping, project purpose and need, environmental analysis, land use analysis, agency coordination and public engagement. Design may occur concurrently with planning, and includes both traffic engineering, civil engineering and initial steps of right-of-way. Lastly, the construction phase of a project includes the steps to prepare for construction (plans, bidding, utilities, etc.) and the actual construction of the project.

More details about the location, scope, scale and type of projects can be found in the final Get Moving 2020 Corridor Project Package, to be adopted by Metro Council. The process in which Metro undertook to identify, develop and calculate costs is described in Section 5 below.

## E. Programs

Acting with Task Force and community input, the Metro Council also advanced 10 programs, referred to as the Get Moving 2020 Regionwide Programs for the measure. Metro conducted

focused public outreach efforts, particularly with communities of color, to further define and inform the programs.

Metro has significant experience in managing transportation programs. For 30 years, Metro has overseen multiple regional programs that have invested in transportation, development, housing, parks, community partnership, and more. In general, Metro's programs include a combination of technical assistance, outreach and education and a then competitive grant program to provide funds to local jurisdictions, agencies and non-profits. Metro currently operates grant programs that provide funding for capital construction projects as well as programmatic uses. Programs allow Metro to address a specific and focused need, such as the need for students to safely access schools (Safe Routes to Schools), and do so at the community level on a region-wide basis. With this type of focus, Metro's program managers ensure that best practices in their field are being followed, and provide support and our assistance to agencies and non-profits to implement best practices.

The value of regional programs is evident: promoting best practices and shared values across the region; connecting partners and projects across jurisdictional lines; being stronger together when we advocate to leverage local, regional, state, and federal resources; providing technical assistance and capacity to allow partners to accomplish results at a larger scale; ensuring a high-level of public engagement, particularly with communities of color and other marginalized communities; and being transparent to federal, state and local funding partners about the outcomes we are achieving with these investments. More information about the types of programs and program administration is described in Section 6 below.

### **3. ACCOUNTABILITY**

#### **A. Oversight Structure**

Metro is committed to investing voter approved funds transparently, accountably and with meaningful public oversight. The Oversight Committee is central to this process. As an independent oversight body, the committee's role is to monitor progress, review finances, and hold Metro and project delivery agencies accountable to the community-created outcomes, projects and programs that we have committed to uphold.

The Oversight Committee will be appointed by Metro Council following voter approval of the Get Moving 2020 Transportation Measure. The committee will consist of people who bring a wide variety of lived experience, technical expertise, personal and professional backgrounds, and local knowledge to the table. In alignment with the agency's racial equity goals, Metro is committed to ensuring representation of people of color on the committee. Metro will work to remove barriers, provide support and promote capacity building for people of color, culturally-specific community organizations, and other underrepresented communities, to make sure that Oversight Committee meetings are fully accessible to its members and the public and that all members are empowered for full participation. This could include, but is not limited to providing stipends and technical assistance to community partners for their engagement in the committee work.

The committee will provide a public annual report to the Metro Council that tracks the outcomes of the transportation investments over the planned investment period. Staff will provide the Oversight Committee with regular financial updates regarding funds received and funds allocated, as well as

timing for funds being awarded to project delivery agencies, and any changes in project scope, timing, and budget. The Oversight Committee will use three documents to track progress on:

- Task Force and Council outcomes
- Final Corridor Project Investments
- Final Regionwide Programs

If a major change is proposed to a project or program, the Oversight Committee will review the proposal and advise Metro Council on whether to approve major changes. For projects, a major change is defined above or below in Section 5E and must be a significant change in order to be brought to the committee.

“Major projects” will have their own Project Steering Committee. In this case, major projects are defined as projects that include or may include Federal Transit Agency (FTA) funding. Projects with an estimated cost of more than \$500 million dollars in total investment may also be assigned a Project Steering Committee. Metro and TriMet have a long history of appointing and working with a Project Steering Committee and if needed, a Citizen Advisory Committee and Technical Committee, specific to a major project. Currently, the Southwest Corridor Project has this committee structure. For these projects, the Project Steering Committee would coordinate and provide information to Oversight Committee and Metro Council on key decisions, such as the financial plan or major changes in scope.

In terms of programs, each program will be further scoped and refined in 2021 and brought to the Oversight Committee for their input. Metro Council may propose to appoint a separate but related Programs Committee or committees to deliberate on program-specific allocations and decisions. The Oversight Committee will generally meet quarterly throughout the life of the transportation measure, though the committee may periodically meet more or less often as needed. Committee meetings will be held in a public space, open to the public, and all meeting materials will be made available to the public. Metro will provide staff support to the committee and will provide other accommodations to make the meetings accessible, such as child care and interpretation. Metro will also provide stipends and technical assistance to community partners, if and when it is needed, for their engagement in the committee work.

In summary, the Oversight Committee has two primary purposes: 1) to provide a financial review of the expenditures and costs of the Get Moving 2020 Measure, and 2) to assure that the outcomes identified by Metro Council, the Task Force and stakeholders are met throughout the implementation of the measure.

## **B. Transparency**

Metro is committed to ensuring government accountability and transparency. Metro staff will document the decision-making activities of Metro’s elected officials, employees and partners. Records come in many formats, including physical paper, electronic documents, website content and data in databases.

To ensure transparency and accountability, Metro is committed to:

- Documenting all major decisions made regarding the Transportation Measure throughout implementation
- Providing access to information by Metro staff, partners and the public as appropriate

- Preserving records of enduring value for the benefit of agency staff, stakeholders and the public at large.

Metro will be responsible for keeping records of both revenues and expenditures. This will require the participation of all parties involved. Metro will request that Project Delivery Agencies (PDAs) submit quarterly reports on the projects or programs they manage. Metro staff will create annual reports regarding revenues and expenditures as they relate to all the programs and projects in the package. Metro staff will also submit an annual report to bond holders, if and when the funds are bonded. Lastly, Metro will post the annual reports and other relevant, up-to-date information on a website.

## **4. Project Selection and Refinement**

The Task Force and Metro Council prioritized the 17 corridors in this package based on a set of values and principles. After the corridors were prioritized, Metro worked collaboratively with the local jurisdictions to identify proposed projects based on the needs of each. Metro was able to leverage the recent regional effort to update the 2018 Regional Transportation Plan in which Metro and its partners identified more than one thousand projects in the region that, collectively, help meet the region's climate, equity and safety goals. Starting with this project list, Metro was able to jump start the project identification process for each of the corridors.

In some cases, the projects were already planned, conceptually designed or well into design. Over the course of a year, Metro held a series of technical workshops and public meetings to identify gaps between projects or other needs on the corridors. After projects were selected by the Task Force and Metro Council for investment, Metro staff went through a process to 1) verify cost estimates, 2) conduct a risk assessment, 3) conduct a value planning process, 4) create a Year of Expenditure table to account for inflation, and 5) recommend final cost estimates.

### **A. Cost Estimates**

Project delivery agencies developed cost estimates for their projects, in some cases with support from Metro's engineering consultant. These estimates were evaluated for consistency across the measure through the use of a standardized cost template and by a sufficiency review by the third party consultant. Metro documented the level of project development and engineering completed for each project, the relative engineering risk, major cost elements, and typical project allowances such as contingency. Costs were standardized based on year 2019 costs to support the appropriate application of cost escalation across the measure.

### **B. Risk Assessment**

The risk of each project was assessed using information sourced by the delivery agency and/or their partnering agencies and consultants. These supporting documents included design or concept plans, detailed cost estimate and cost estimate template, project development and construction risks provided by each agency, and project context, concept, and scoping Information provided by each agency. Based on this assessment, each project was evaluated for seven categories of risk to produce an overall assessment of relative project delivery risk. Risk mitigation strategies were proposed for projects where appropriate. Risk mitigation strategies included changes in scope of project and/or increase in contingency assigned to the cost estimate.

### **C. Value Planning**

A value planning process was undertaken to realign project scopes with the original project budgets as reviewed by the Task Force when detailed cost estimates substantially exceeded the original concept estimates. With support from Metro's engineering consultant as needed and in consultation with Metro, PDAs revised project scopes while prioritizing the outcomes defined by the Task Force and Metro Council. The result is a set of value-planned projects that more closely matches the Task Force budgets and expected revenues while prioritizing advancement of the scope elements most consistent with the intended measure outcomes. In all cases, a "baseline" version of the project was retained for consideration to support the process of reconciling expected costs and revenues.

### **D. Year of Expenditure**

Metro developed a year of expenditure table based on anticipated project costs; however this table will vary as revenue varies. Initially, projects were scheduled for implementation over a 10-year period (2022-31) based on consideration of available revenue by year, project phasing and readiness information from the project delivery agency, and coordination of projects within each corridor. For each project, the timing of and need for planning, design, and implementation (which includes right-of-way, utilities, and construction) phases were reviewed with the delivery agency. Each phase of each project was assumed to be funded consistently over the duration within that project phase, with a cost escalation applied from 2019 at the rate of 4.00% annually across the measure. Projects with defined funding contributions were not escalated. Projects and project elements that were most consistent with the defined Task Force and Metro Council values were prioritized, and Metro staff strove for reasonable consistency in the level of expenditure relative to the need by corridor.

Get Moving 2020 is a multiyear investment plan, and the project descriptions and cost estimates included in this package are subject to change. Some of the projects require additional engagement, planning and design than others. There are also unknown risk factors in construction of projects, fluctuation in available revenue, rate of collection and bonding schedule for the measure, and other factors that may influence costs and revenue. Therefore, project costs and descriptions will be refined after referral of the measure. In the months and years ahead, Metro will continue work with partners and community to further develop these projects and refine delivery timelines, taking into account all of the work described above. Through ongoing engagement with community and partners, we will work to prioritize key Council and Task Force outcomes, particularly racial equity, safety and climate, as we seek to contain costs and deliver project benefits.

## **5. Project Administration**

This section of the Expenditure Plan describes how project funding will be managed after referral and voter approval of the measure. This includes agreement on project scope, schedule and budget, change requests, how funding will be provided to projects and programs, reporting requirements, and how projects and programs will be closed out upon completion. Management of project and program funding will build upon tools and descriptions from previous sections of the Expenditure Plan. Fund management descriptions are provided for both capital projects and regional programs that include capital projects, as they have distinct administrative procedures and means of incurring costs.



## **A. Project Delivery Agency (PDA) Agreements**

Metro has a long history of working with local and regional agencies to successfully and collaboratively fund and deliver transportation projects. Most of the funds that Metro currently manages and allocates are federal transportation funds and commonly referred to as “Regional Flexible Funds.” Like the federal allocation process, the majority of the projects in the Get Moving 2020 transportation measure will be led and delivered by transportation agencies other than Metro. For more than a year Metro has collaboratively worked with cities, counties and regional agencies in technical workshops and public meetings to define, develop and refine the projects as described in the Project Recommendations.

The projects will be delivered by Project Delivery Agencies (PDAs) within the Metro region, including but not limited to counties, cities, the Oregon Department of Transportation (ODOT), TriMet and the Port of Portland. With the exception of corridor planning, Metro will provide an oversight function for project implementation. Prior to referral of the measure, PDAs submitted Letters of Commitment and/or entered Memoranda of Understanding (MOUs) for specific projects. These letters and MOUs express our partners’ intent to deliver the projects after the measure passes. After voter approval, Intergovernmental Agreements (IGAs) will be negotiated and PDAs will be awarded funding to complete projects identified in the measure. Each IGA will contain a project description and implementation schedule consistent with descriptions developed under the Expenditure Plan.

For projects are partially funded by the Federal Transit Authority (FTA), project development and delivery of the transit improvements will be performed in compliance with FTA requirements; the transit improvements may be scoped to be competitive for New Starts or Small Starts funding. In this case, the IGA between Metro and the PDA must be consistent with the terms and conditions of the federal grant agreement.

The IGAs will also describe the terms and conditions by which the PDA will work with Metro to be reimbursed for project expenses, report on project progress, request project changes, and close out the project agreement. These agreements must be executed before the agency is eligible to receive reimbursement for project work from that point forward. The reimbursement process is described in more detail below.

For some large, multi-agency, complex projects, Metro will have a two-part IGA development process: one for planning, and one for design and construction. These projects include but are not limited to the following corridors: 82<sup>nd</sup> Avenue, TV Highway and McLoughlin. The parties to those projects have agreed to a Memorandum of Agreement (MOU) prior to referral of this measure which specifies if and when a two-part IGA process is necessary. The IGA process explained below applies to all other projects that do not have an MOU in place.

The timeframes for the execution of the project-level IGAs will vary, based on the jurisdiction workflow and capacity to conduct the work. The overall development process for the project IGAs will include the following steps:

### **Step 1: IGA Development**

- Metro Planning staff and the Office of Metro Attorney (OMA) will draft an initial IGA with terms, conditions, reimbursement process, limitations, and Project Definition sheet and/or

Scope of Work exhibits for PDAs to review with the project staff and the agency's legal counsel

- PDAs will have an opportunity to propose revisions to the terms and conditions of the draft IGA
- If necessary, Metro may ask agency staff to complete a draft scope of work for Metro Planning staff to review

#### Step 2: IGA Execution

- Metro will review the revisions and exhibits and include any agreed upon additional conditions and terms, then prepare the IGA for signature
- Agencies will sign the IGA and provide the signed copy to Metro for signature<sup>2</sup>
- Once Metro has signed then the IGA is considered executed.

After the execution of the IGA, Metro staff will schedule a project initiation meeting with the PDA to discuss project and funding administrative procedures and ensure full understanding of funding requirements. Agency staff leading project management, engineering and finance tasks will be expected to attend. At the meeting, Metro and the PDA will discuss how to ensure expedient administration of the project and funding reimbursement. Metro will provide detailed information to PDAs of how to comply with any of the funding conditions of approval (as described in Section H) or other project requirements.

## B. Project Implementation of Program Expenditures

The Project Implementation of Program Expenditures (PIPE) represents an overall capital expenditure program for the Get Moving 2020 projects over a 20-year period of planned investment. The transportation investments identified in the Get Moving 2020 Transportation Measure shall be tracked and managed through the PIPE and include: the amount of funding being allocated to a specific transportation project, the amount of local dollars provided as match, if applicable, and how much is estimated to be spent in each project phase and each fiscal year. All transportation investments in the PIPE must be consistent with the outcomes identified by the Task Force and Metro Council.

To track funds from Get Moving 2020 and federal funds separately, the PIPE will be distinctly different and managed independently from the federally-required Metropolitan Transportation Improvement Program (MTIP). To avoid confusion and duplication, Metro staff will look for ways to synchronize and coordinate processes and procedures between the PIPE and MTIP, such as coordinating the two systems for quarterly reports.

Metro staff will use a new PIPE database system to manage Get Moving 2020 information. Metro will evaluate the capabilities and performance of multiple vendors of grant management systems and determine the most suitable data management platform to administer the projects.

To ensure efficiency for all parties, the PIPE database management system will include a customizable online platform for each project and allow Metro to streamline the process for collecting requisite information such as grantee progress reports and reimbursement requests.

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<sup>2</sup> Most agencies obtain a resolution of a board or council approval process of a resolution.

Metro project liaisons will use this tool to share due dates and notate invoices, and communicate about other grant administration activities with the PDAs and other interested parties. Once the project data is set up in the data platform, PDA staff are expected to provide quarterly progress reports, deliverables, change management requests, and invoices through the data management system.

#### *Deliverables and Reimbursement*

Funding will be provided as a reimbursement to agencies once they have provided invoices for project deliverables. Upon submission of invoices, Metro staff will review the invoice for completeness and eligibility, and upon approval will issue funding to the lead agency. The data platform will be organized differently for Capital Projects, Planning and Project Development, and Regional Transportation Programs.

However, if a PDA is delivering a major project – defined as one that is receiving or is likely to receive Federal Transit Administration (FTA) funding or is greater than a \$500 million dollar project in total – the PDA may request a transfer of funds before a deliverable is completed. Parties must mutually agree on the terms of the transfer in a separate IGA. All projects that also receive FTA funds are required to have a financial plan that is reviewed and approved by Metro Council; but FTA retains final authority over a federally-approved financial plan if a disagreement arises

If a PDA is unable to pay for a deliverable before reimbursement, they may make a request to Metro staff for an advance funding upon demonstration that the expenditure would cause undue hardship on an agency. Metro staff will have the discretion to determine whether an undue hardship exists. If an undue hardship exist, Metro advance funds for a specific deliverable or purchase (e.g. construction materials) in accordance to an agreement or an amendment an existing IGA.

#### *Capital Projects*

For construction projects, the deliverables are pre-determined by Metro and agreed to in the IGA. The construction deliverables include the following:

Pre-construction activities including design, permits, construction documents and contractor selection:

- The PDA will submit 30%, 60%, 90% and final design documents to Metro staff for review and notify Metro when permits are acquired.
  - An updated cost estimate will be submitted with each plan set.
  - An updated timeline will be submitted, based on final design documents.
- The design process and proposed project design must be consistent with Metro's Livable Streets urban design guidelines, as described in more detail below in Section 7B

Right-of-way easements and acquisition:

- The PDA will submit the final adopted survey filed with assessment OR documentation of legal conveyance of easement, or allow Metro to electronically access files
- The PDA must substantially comply with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, otherwise known as the Uniform Act.
- If requested, Metro will provide guidance and direction for the right-of-way phase as it pertains to temporary construction easements and permanent rights-of-way.

#### Construction:

- Metro and the PDA will negotiate construction phase deliverables after completion of the preliminary engineering phase.
- The PDA will submit construction invoices and deliverables on a quarterly basis in coordination with progress reports unless Metro agrees in writing to a different time frame.
- For the construction phase of a project, PDAs may request a monthly schedule for invoices and payment.
- The PDA must document expenses incurred in producing the defined deliverable and retain those records for five years from Metro acceptance of the deliverable for reimbursement.
- The PDA must ensure that each construction deliverable includes percent (%) complete by bid item from the final design cost estimation and cost tracking sheet.

#### ***Planning & Project Development Investments***

Many of the projects in the Get Moving 2020 Transportation Measure include a planning phase, a design phase or a combined planning and design phase. For projects with a combined planning and design phase, the deliverables must be scoped in accordance with the Project Definition Sheets and the PDA must identify major milestones, deliverables, and schedule. Metro staff will review the scope of work, provide feedback and propose edits to ensure outcomes are consistent with the original project proposal. Once the PDA and Metro come to agreement, the deliverables will be identified and approved through adoption of an IGA. An example set of deliverables for combined planning/design projects includes, but is not limited to (not in project management order):

- Project Management
  - Develop a Request for Proposal (RFP) and execute a contract with a consultant
  - Final Report
  - If applicable, National Policy Environmental Act (NEPA) documentation
- Plans, Specifications, and Estimate package
- Utility Coordination
- Alignment Alternatives Analysis

#### **C. Deliverables and Reimbursement**

Deliverables and requests for reimbursement will be submitted by the PDA through the data management system. Reimbursement will be deliverable-based, not by time and materials or any other reimbursement system. The PDA must submit the deliverable as described in the IGA (and Project Definition Sheet and/or Memorandum of Agreement) with all invoices so that payment may be approved and made promptly.

When Metro receives notification that a deliverable is complete with a reimbursement request, a notice will be created and sent from the database to Metro funding administration staff. Once Metro staff receives the invoice request, Metro project liaisons will review the project deliverable documentation and the submitted invoice materials. Deliverables will be checked against the deliverables identified in the IGA. Once all documentation is complete, Metro project liaisons will approve the deliverable in the database with the date and the project code on the invoice. This approval is the notice to proceed for Metro finance staff to process and pay the invoice. Once the invoice is paid, Metro finance staff will mark the invoice as paid within the grants database.

## **D. Progress Reports**

PDA's are expected to submit quarterly progress reports in which the following details will be required:

- i. An account of the work accomplished to date.
- ii. A statement regarding the PDA's progress on the project.
- iii. The percentage of the project completed.
- iv. A statement as to whether the project is on schedule or behind schedule.
- v. A description of any unanticipated events and data regarding success indicators.

Quarterly progress report submittals will be required on a calendar year schedule and will be submitted through the data management platform on the 15<sup>th</sup> day of the month following the calendar year quarter. These dates are: January 15<sup>th</sup>, April 15<sup>th</sup>, July 15<sup>th</sup>, and October 15<sup>th</sup>.

Metro project liaisons will review progress reports and follow up with each PDA with any questions or concerns.

Metro will summarize the quarterly reports in an annual report which will be posted on the website for public access and provided to the Oversight Committee, Metro Council and interested stakeholders.

## **E. Change Management**

After the parties execute an IGA, changes may occur as projects are further scoped, developed and delivered. PDA's may request a change that is either considered an administrative modification (minor amendment) or a major amendment.

The PDA will provide change management requests to Metro through the data management system. PDA's must outline and provide rationale for the requested change. The PDA's may submit change management requests by email for initial consultation and review by Metro staff, but official change management requests must be documented in the data management system. A request form will be provided, prompting necessary information for the PDA to complete the request. Metro staff will review change requests and will categorize them as either an administrative modification or a major amendment.

If a project exceeds the budget allocated to a specific project, PDA's must provide additional funds to manage any change in project cost as the project proceeds from project development to completion. If the PDA proposes to reduce project scope as the means to addressing an increase in project costs, they must provide:

- a description of conditions that led to increase in estimated cost and/or change in scope
- a clear description of the scope of project elements proposed to be changed or eliminated and why certain elements are prioritized; and
- a description of their local financial capacity for transportation capital projects as it relates to the PDA's ability to pay for the change

### *Major Amendments*

Major amendments are significant changes to project scope, schedule or budget. In addition to the changes described below, the Metro program administrator may use professional judgment to classify any other change as a major amendment.

Major scope changes include:

- A change in the area or duration of the project work by more than 25%.
- Removal or addition of a modal component.

Major budget changes include:

- An increase or decrease in cost of a project phase by more than 25%.

Major schedule changes include:

- Change in the start or completion year (by fiscal year) of a project phase.

Metro staff will document major amendment requests and confer with the Oversight Committee and Metro Council. Metro staff will seek a recommendation from the Oversight Committee and staff will present the amendment request to the Metro Council on whether to approve the major amendment. The Oversight Committee will recommend to Metro Council whether to accept or reject a major amendment request by resolution. A major project, including projects funded by the Federal Transit Administration (FTA) or that could be funded by FTA, may include oversight by a Project Steering Committee. The Project Steering Committee will make a recommendation to Metro staff on the request for major amendment. The Metro Council will accept or reject a major amendment request by resolution.

#### ***Administrative Modifications***

Administrative modifications are minor project adjustments and technical corrections to descriptions of project scope, schedule, or budget that do not meet the thresholds defined for a major amendment. The Metro program administrator may approve, deny or work with the requesting agency to modify their request.

The final decision related to the change management request will be documented and approved in the Program data management system.

Lastly, if the funds within the PIPE need to be re-allocated than the Oversight Committee would provide advice to Metro Council on how to proceed. For example, a project may be under budget and a project may not get constructed due to unforeseen circumstances. In that rare case, the Oversight Committee would provide advice on how to allocate funds to other projects on the PIPE and/or in the 16 corridors.

## **6. Program Administration**

Acting with Task Force input, the Metro Council included 10 programs in the transportation measure, referred to as the Get Moving 2020 Regionwide Programs. Metro has experience working with our partners to create and implement programs to advance community priorities, support local solutions, and achieve regionally significant results. Metro currently manages many on-going regional programs that provide a combination of grants, technical assistance and planning to support local jurisdictions in implementing the 2040 Growth Concept and the Regional Transportation Plan and its supporting modal and topical plans and strategies. Program managers and technical experts provide expertise and support on a wide range of programs from freight to Intelligent Transportation Systems (ITS). The region's 2040 Grant Program currently supports planning processes to align land use and transportation goals to support development, and the

Equitable Housing grant program specifically focuses on supporting planning efforts to increase access to affordable housing across the region.

The 10 recommended programs were identified and shaped through community conversations, surveys, and Transportation Funding Task Force and Metro Council discussions from spring 2019 through spring 2020. Metro will apply expertise from a long history of running fair and transparent grant programs to the administration of the new programs included in the Get Moving 2020 transportation measure.

The 10 regional programs described in Get Moving 2020 Programs vary in focus and type. The programs include:

- Safe Routes to Schools
- Safety Hot Spots
- Regional Biking and Walking Connections
- Youth Transit Access
- Better Bus
- Bus Electrification
- Anti-Displacement Strategies
- Transportation Corridor Affordable Housing Opportunity Fund
- Thriving Main Streets
- Future Corridor Planning

## **A. Program Criteria**

Each program has unique criteria, recommended outcomes and considerations for implementation, identified through engagement and experience with similar regional investment programs. These can be found in the final [Get Moving 2020 Regionwide Programs](#) descriptions, to be adopted by Metro Council.

In addition, there are criteria that apply across all programs:

- Ongoing public and stakeholder engagement
- Prioritizing racial equity and accountability to community priorities
- Fiscal transparency and accountability
- Ability to leverage other resources
- Consideration of geographic-specific needs and differences
- Flexibility to adapt to a changing economic, transportation and housing context over a 20-year period
- Coordination with other regional investments in housing, parks and nature.

Many of the programs will offer technical assistance, grants or both. In some cases, programs will allocate grants for capital transportation investments. These programs, such as Safe Routes to School, Safety Hot Spots, Regional Biking and Walking Connections – will be managed on a 3-year grant cycle, coordinated with the existing federal Regional Flexible Funds Allocation (RFFA) cycle, to allow Metro to leverage federal funding with Get Moving 2020 dollars and streamline administration costs.

## B. Scoping and Grant Allocations

Should voters approve the measure, Metro staff will continue to refine program work plans. In doing so, Metro will:

- Administer and further develop the program according to key outcomes in the program descriptions
- Create a scope of work and/or work plan for each program
- Assign a program manager for each program
- Engage public and community partners in developing the work plans, including defining program-specific metrics for meeting key outcomes
- Specifically engage communities of color and other historically marginalized communities
- If applicable, follow participatory budgeting methods for public input on funding allocations for specific programs
- If applicable, determine and publicly announce grant cycles and grant protocols
- Publish reports on a regular basis on how the program is meeting the outcomes-based criteria

Metro will further develop program work plans through community and partner engagement beginning in late 2020. These work plans will include clear metrics for advancing community priorities and processes for ongoing community engagement, grant management, and transparent tracking and reporting of outcomes. For Get Moving 2020 programs that allocate grants, Metro will follow best practices for allocating funding through a competitive and transparent process. For programs that allocate funding to capital projects, local agencies who apply for capital grants will be held to the same standard as other capital projects in this measure in terms of management and conditions of approval, unless otherwise approved.

## 7. Conditions of Approval

An intergovernmental agreement (IGA) is any agreement that involves or is made between two or more governments in cooperation to solve problems of mutual concern. Intergovernmental agreements can be made between or among a broad range of governmental or quasi-governmental entities. The IGAs will contain conditions of approval in order for Metro to grant a notice to proceed. For example, the IGAs will require PDAs to follow “all applicable laws” when implementing a Get Moving 2020 project which include a wide range of existing federal, state and local laws regarding environmental requirements, land use and zoning. Metro will also include conditions ranging from public engagement to urban design. Below is a list of some, but not all, potential conditions of approval in the IGAs between Metro and PDAs.

### A. Consistency with Plans

#### *Regional Transportation Plan*

Projects included in this package must be consistent with the Regional Transportation Plan (RTP) and relevant local Transportation System Plans (TSPs). Metro led the engagement work and followed regional public engagement policies, guidelines and best practices to develop the package of projects in the Get Moving 2020 Transportation Measure. This package was also evaluated as a coordinated system of improvements and deemed consistent with regional policies and priorities set forth in the 2018 RTP. Therefore, after voter approval of the package with respect to the RTP, Metro will pursue a legislative amendment to the 2018 RTP (adopted by Metro Council ordinance)



to incorporate all of the projects that are not currently reflected in the 2018 RTP. The legislative action will include adoption of findings demonstrating consistency with federal, state and regional planning requirements.

#### *Transportation System Plans (TSPs)*

A TSP describes a local transportation system and outlines projects, programs, and policies to meet community needs now and in the future based on the community's aspirations. For TSP consistency, Metro will work with the PDAs and local jurisdictions on a case-by-case basis to ensure alignment between the TSPs, RTP and the Get Moving 2020 Transportation Measure. In many cases, the projects in the measure already exist in some form in a local TSP, but may need to be updated or amended to reflect the input of the Task Force and Metro Council direction for the measure. Local jurisdictions will have more than a year if the voters approve the Get Moving 2020 measure to amend local TSPs as needed.

#### *Regional Transportation Functional Plan*

Before proceeding with the project, local counties and cities must have consistency with Metro's Regional Transportation Functional Plan (RTFP), particularly street connectivity requirements in Title 1. Those requirements have been incorporated into city and county TSPs, which guide planning for future streets. For example, RTFP Title 1 requires local governments "To improve connectivity of the region's arterial system and support walking, bicycling and access to transit, each city and county shall incorporate into its TSP, to the extent practicable, a network of major arterial streets at one-mile spacing and minor arterial streets or collector streets at half-mile spacing."

## **B. Urban Design Guidelines**

Metro's urban design guidelines, updated and adopted by the Metro Council in 2019 and titled *Designing Livable Streets and Trails Guide*, provides guidance for regional streets and trails in the region. The guidelines were developed to help implement the 2040 Growth Concept and the Regional Transportation Plan. Agencies developing transportation projects funded by Metro are required by Metro ordinance to use the guidelines to plan, design and construct their projects. On state-owned roadways, ODOT and other partners may use the ODOT Blueprint for Urban Design in lieu of Metro's urban design guidelines.

Design Acceptance is a critical decision point that establishes the boundaries of the project footprint and allows for the concurrent right of way, permitting and construction contract document activities to move forward. Design Acceptance starts at the end of the initial design phase and requires that all project disciplines have reviewed the design for balance of context with standards and policies.

Project design decisions will be documented using a template, the Metro Urban Design Concurrence form, which describes project context, defines design criteria and documents design decisions. The form will reference the Project Definition Sheets and should include all elements described, unless a design deviation is necessary. A draft Design Concurrence form will be submitted by the PDA to the Metro project liaison as part of the capitol review process, at 30%, and 60% as explained in Section B above. A final Urban Design Concurrence form is submitted as part of the Design Acceptance Package (60% design). Both the PDA and Metro will be signatories to the concurrence. For some projects, Metro may request that the road owner and/or local government, if different than the PDA, also concur. PDAs must submit a Final Design Package.

The time leading up to this milestone is also the primary opportunity for both technical and non-technical stakeholders to review and comment on design elements. Design Acceptance requires both project design team and management approval. Right of way, permitting and plan development phases cannot be initiated until the Design Acceptance milestone has been met.

During the Design Acceptance phase, the project team will complete the following activities:

- Evaluate design alternatives
- Identify outstanding issues related to project location and design
- Develop conceptual designs for design elements.
- Share conceptual designs with appropriate stakeholders to identify any fatal flaws early
- Identify impacts of potential design elements
- Select and obtain approval from Metro and Delivery Agency management of a design for advancement

PDAs may request from Metro a design deviation after 60% design. When design options are limited, Metro will go through a design deviation process which is intended to ensure that engineering decisions that achieve the project objectives, to the extent practicable. Some design deviations may be classified as major or minor amendments, as described above. All deviation requests will be reviewed and considered for approval by a Metro engineer. Design deviations that meet the criteria for a major amendment will require approval from the Oversight Committee, who will make a recommendation to the Metro Council. Minor deviations will require administrative approval of Metro staff.

### **C. Workforce and Contracting Equity**

Metro will utilize a combination of policies, programs and practices to ensure women and people of color have access to the economic opportunities in transportation-related construction careers created by this measure at all levels of the construction industry; whether they are just getting started as a pre-apprentice or own their own firm. In terms of policy, Metro's goal is to increase diversity in the construction industry in order to meet the demand the investment measure creates for women and minority owned firms and a skilled workforce in the Greater Portland Region, and create or support programs that do so. In terms of practice, Metro will work with the project delivery agencies to advance specific contracting and workforce measures as part of broader regional equity strategies. This approach is in alignment with the goals of Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion and the Metro Council's adoption of the Construction Career Pathways Regional Framework (C2P2), which offers a comprehensive strategy for creating career pathways for women and people of color into the construction industry in order to meet the demand for a skilled workforce. The policy framework is detailed in a separate Workforce and Contracting Equity memorandum to be adopted by the Metro Council.

#### *Contracting Equity*

Get Moving 2020 will invest in the success of minority and women owned firms as one of several approaches to ensuring the measure meets the construction demand and advances shared prosperity in the region. This measure will create demand for minority-owned, women-owned, emerging small businesses. In contracting, these businesses are often referred to as Disadvantaged Business Enterprise, Minority and Women Owned Business Enterprise (MWSB) or Certification Office for Business Inclusion and Diversity (COBID) firms. Metro uses the term "COBID firms"; for the

purpose of this document, we refer to minority and women-owned firms collectively as “COBID firms.”

#### Promoting the Utilization of Minority- and Women-Owned Firms

Get Moving 2020 will require that all PDAs commit to a COBID/MWSB/DBE utilization goal of at least 20% of all costs. The 20% goal applies to every aspect of project delivery: professional (planning, design, and engineering) and construction. PDAs will track and report outcomes and progress over time, and report to Metro on an annual basis. Agencies that have a policy in place with a utilization goal above 20% should use their policy.

For projects receiving federal funds, agencies will advance U.S. Department of Transportation DBE participation goals.

#### Technical Assistance and Growth Strategies

To support the pipeline of Get Moving 2020 projects, Metro will administer a program designed to provide technical assistance and support for the successful participation of COBID firms. This program will focus on support in adjusting internal procurement and enforcement policies implemented by local agencies and creating a fund administered by Metro to support the growth and development of COBID firms. In terms of administration, the program will include a combination of technical assistance provided by Metro and/or consultants of Metro, outreach information and materials, grants and partnerships with non-profit organizations with relevant technical expertise and/or competitive grant program. If the Get Moving 2020 measure is approved by the voters, Metro will bring a wide range of partners together to scope out the next step on these programs.

- Technical assistance to participating agencies: supporting PDAs in reducing barriers to achieving the contracting and workforce equity goals established by this measure for the projects and programs, including: changes in participating agencies’ procurement policies, negotiating special considerations in workforce agreements and providing technical assistance to agencies to assist them in meeting tracking and accountability goals.
- Direct assistance to COBID firms through a small business development program: this measure will establish a robust set of resources to recruit and establish new COBID firms and boost the scale and capacity of existing COBID firms in the transportation industry. This program will also establish and implement best practices in outreach, business training and onboarding, and pathways to accessing work on projects in this sector for COBID firms across the region through partnerships with existing programs run by BIPOC contractor associations. These business development partners will help Metro establish a centralized one stop hub for learning about contracting opportunities on Get Moving 2020 projects.

#### *Construction Workforce Equity*

Get Moving 2020 projects will create significant demand for a skilled construction workforce. At the same time, the greater Portland region also faces a shortage of skilled construction workers. If left unaddressed, this shortage will drive up construction costs for decades to come. This measure invests in our ability to address these shortages, expanding access to well-paying transportation-related construction jobs for all residents— especially women and people of color. Through these efforts we can strengthen our regional economy and avoid higher construction costs for public projects over time. The following describes how the C2P2 regional framework will be applied to the investment projects.

### Creating Demand for Diverse Workers

Metro will establish project thresholds based on overall project costs that trigger a range of strategies to create demand for diverse workers. The contracting PDA or multiple PDAs should work together with the contractor to apply the following goals to the construction of the project.

The following diversity goals apply to the Get Moving 2020 projects:

- A minimum of 20% of total work hours in each apprenticeable trade performed by state-registered apprentices;
- A minimum of 14% of total work hours performed by women – both journey and apprentice-level workers;
- A minimum of 25% total work hours performed by persons of color – both journey and apprentice level workers.

The projects in Get Moving 2020 vary in size, scale and scope, and they also vary in terms of types of contracting and labor needs. The workforce goals above are a starting place to work with the contracting community to increase workforce diversity.

In order to right-size – or ensure projects both advance equity goals and the goals are applied in a way that is achievable – project cost thresholds will be used to trigger a range of strategies to create demand for diverse workers. These thresholds apply to the overall amount of the project, beyond the portion of funds contributed by Get Moving 2020. Note, for projects with federal funding from FHWA and/or FTA, federal rules will apply. However, for the federalized projects, we will take a case-by-case approach to setting the workforce goals below in a manner that complements and supplements the federal rules on contracting.

Thresholds	Project Cost	Workforce Equity Components
<b>Tier 1</b> track workforce diversity, provide harassment prevention training	ALL Projects	Projects will track workforce diversity and provide onsite harassment prevention training
<b>Tier 2</b> apply workforce goals, track workforce diversity, provide harassment prevention training	\$10,000,000 - \$25,000,000	Prime and subcontractors must document good faith efforts to meet diversity goals, track workforce diversity and provide onsite harassment prevention training
<b>Tier 3*</b> apply workforce goals, workforce agreement, track workforce diversity, provide harassment prevention training	\$25,000,000	Subject to all provisions of a workforce agreement including delivery on workforce diversity goals, tracking workforce diversity and providing onsite harassment prevention training

\*Applies to major delivery agencies in the Metro region such as TriMet, ODOT, City of Portland, Multnomah County, Washington County, Clackamas County, Port of Portland and Metro.

### Increasing Diversity in Workforce Supply

The investment measure will fund a Metro-led program focused on meeting the demand Get Moving 2020 projects create for a skilled construction workforce as a part of broader regional

workforce equity strategies. This program would support the existing workforce development network in growing its capacity to train more workers, develop targeted strategies to support the workers that face the most barriers in partnership with culturally specific community based organizations, and introduce groundbreaking workplace harassment prevention strategies to address one of top reasons all workers leave the construction industry. The program will include a combination of Metro and/or consultants of Metro, developing materials and training content, grants and partnerships with non-profit organizations and/or competitive grant programs. If the Get Moving 2020 measure is approved by the voters, Metro will bring a wide range of partners together to scope out the next step on these programs.

### *Tracking*

Systems for accountability and transparency are critical for achieving both the workforce and contracting equity goals in this measure. Strategies that consistently track and enforce standards will be deployed throughout the lifetime of the measure, including:

- **Data collection:** For a measure of this size and to protect Black, Indigenous, and people of color in the workforce and contractor community, there must be robust worker and contractor data collection and oversight mechanisms. When Metro and a project delivery agency sign an IGA, the IGA will require that agencies collect, manage and report data relating to workforce and contracting equity.
- **Data management:** Agencies will use a common software and shared data collection template to track contractor utilization disaggregated by race, gender and trade. Metro will work with project development agencies to acquire and manage the database. Metro staff will also coordinate with the Bureau of Labor and Industries to provide additional support and guidance to contractors in meeting prevailing wage and other labor standards required in the measure and to ensure the capacity to comply with these standards.
- **Data reporting:** Contractor utilization will be provided to Metro staff and the Oversight Committee to monitor progress toward achieving goals, for ongoing consultation and problem-solving, and for public reporting through an online data dashboard.

PDAs may request exceptions to the requirements above and/or technical assistance to achieve the workforce equity goals. After the measure is referred, Metro will continue to engage all stakeholders – including non-profit, private, public partners – and set a table to further scope and refine the programs practices on workforce equity outlined above.

## **D. Public Engagement**

Metro and its partners share a goal to fully engage community members in decision-making and center communities of color and others who experience barriers to full participation. When these communities are directly and meaningfully engaged, investments are more likely to fully serve the needs of all community members.

Metro continues to learn a great deal about and employ effective transportation-related community engagement. As the federally-designated metropolitan planning organization (MPO) for greater Portland, Metro coordinates and plans investments in the transportation system and leads planning processes for major transit projects. The variety of ongoing opportunities for engagement in transportation projects and policies are described in the [Public Participation in Transportation Planning document on the Metro website](#). Metro complies with State of Oregon requirements for

public involvement and U.S. Department of Transportation guidance on public involvement, notice and comment, consultation and Title VI of the Civil Rights Act of 1964. Metro continues to develop practices to improve engagement with communities of color in alignment with the Strategic Plan to Advance Racial Equity, Diversity and Inclusion. Metro has also developed and refined community-informed engagement practices and expectations for itself and partners through the implementation of other voter-approved regional investment measures.

For the transportation measure, public outreach will often be conducted by the Project Delivery Agencies (PDAs) and/or project leads or co-project leads.<sup>3</sup> In some cases, the agency leading the planning or design work is not necessarily leading the construction. In those cases, Metro will work with all project leads to determine the best agency to lead the public outreach through the various project phases. The expectations for a project will be outlined in an IGA. The lead agency must follow public engagement practices that are consistent with Metro's current Public Engagement Guide and demonstrate pursuant to the terms of an IGA that they have met the standards for public engagement and non-discrimination practices. Metro's current certification checklist, refined for the 2018 Regional Transportation Plan, is included for reference. Together, the guide and checklist establish public engagement policy for transportation planning in the Portland region with which Metro and project leads must comply to address a wide variety of federal, state and regional requirements.

The following engagement practices are expected of PDAs as conditions of approval. This is intended to be a floor. Agencies may also choose to engage other community members or stakeholders, in addition to those listed below and work with communities to innovate approaches to inclusive engagement. Metro is committed to working with partners to support creating inclusive engagement plans, sharing best practices and lessons learned, and reporting on outcomes.

1. Engagement activities include:
  - a. Meaningful inclusion of people with relevant lived experience, including communities of color, in decision-making about goals, policies and potential investments
  - b. Diverse and inclusive community engagement activities
2. Engagement approaches include strategies to engage historically marginalized and impacted community members, including all of the following:
  - a. Communities of color
  - b. People with limited English proficiency
  - c. People with low incomes, especially youth, seniors and families with children
  - d. People with disabilities
  - e. Immigrants and refugees
  - f. Communities experiencing or at risk of displacement
3. Engagement strategies and activities are informed by community:
  - a. Lead agencies partner with community organizations to identify approaches to engagement that are meaningful and accessible for community members
  - b. Project timelines reflect a co-created engagement process and the needs and capacity of community partners to participate in the process
  - c. As feasible, engagement materials, activities and communications are co-created with community partners

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<sup>3</sup> The Project Definition sheets attached to the Project define the Project Delivery Agencies and other project partners.

4. Engagement activities discuss and document community input on the following topics:
  - a. Historic/current inequitable access and identification of specific barriers
  - b. Opportunities to advance racial equity through potential investments
5. Timely engagement reports throughout implementation summarize engagement activities and outcomes, including:
  - a. How data (quantitative and/or qualitative) informed engagement efforts focused on historically marginalized and impacted community members
  - b. List of engagement activities, including dates, locations, materials, and strategies to ensure accessible participation (e.g., child care, translation services, etc.)
  - c. Number of participants, participant demographic data, and data about how participants learned about the engagement opportunity
    - i. If a segment of historically marginalized and impacted community members were not involved in the process, include an explanation and identify suggestions to improve involvement and build capacity in the future.
  - d. Document and summarize key themes from community engagement, and how these themes are reflected in investment decisions and designs

If a project delivery agency and/or a project co-lead already conducted this level of engagement prior to the Get Moving 2020 measure being approved by voters, they will be asked to document the process and input from stakeholders including the required information from the list above.

#### **Suggested practices for effective engagement**

These practices are examples that support the conditions above through inclusive engagement and partnerships. Best practices will evolve over time; Metro and partners will continue to learn and apply community-informed best practices throughout the implementation of the measure.

1. Use demographic analysis to understand where communities of color, people with limited English proficiency, people with low incomes, youth and families, seniors and people with disabilities live and how best to reach them through engagement efforts.
2. Partner with and fund community-based organizations that work with Black, Indigenous and people of color to develop long-term relationships and create respectful and inclusive engagement plans and activities.
3. Offer engagement opportunities in the evenings and/or on weekends, in different community locations, and with community supports such as food, child care, stipends, and translation and interpretation services.
4. Maintain an interested and affected groups list to increase engagement and distribute ongoing information and updates.
5. Offer online engagement opportunities to provide public information and request feedback. Promote on social media and work with community partners to share more broadly.
6. Evaluate engagement work as you go: Track the demographics of community members participating in engagement opportunities. Ask who isn't at the table and how to engage them; ask about barriers to participation and how you might remove them; ask how participants how they learned about your activity, felt about, and if they would participate again.
7. Follow-up within two weeks of an engagement activity to provide a summary of what you heard and an update about how the information is being used toward what outcome; communicate again, as necessary, to provide updates about impact of their feedback.

Metro is committed to ongoing public input at key decision points in project development and project delivery, and we expect all of the PDAs and project leads to carry out that commitment.

### **E. Air Quality Monitor Siting**

Metro intends to work with the Oregon Department of Environmental Quality (DEQ) to fund installation of air emissions monitoring equipment and the analysis of air quality data in the project corridors as a means of measuring the impact of Get Moving 2020 investments on the desired outcomes of clean air and providing a more equitable transportation system. Local jurisdictions and PDAs will be expected to actively support the siting and permitting (if necessary) of monitoring equipment in locations most suitable for emissions data collection. If such equipment is located on agency property or assets, agencies will be expected to ensure long-term access to the equipment for maintenance and data collection.

## **8. CONCLUSION**

This Expenditure Plan describes how the Get Moving 2020 transportation measure would be implemented if passed by the voters. It provides Metro Council and the public a framework for how both revenues and expenditures would be managed. The Expenditure Plan is not legally binding, nor does it bind the Project Delivery Agencies. However, Metro stands ready to implement the Expenditure Plan upon passage of the measure.

In summary, Metro will work with our partners to ensure that best practices are followed in all aspects of finance, administration, oversight, project management, program management and project delivery of Get Moving 2020.