



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

Council meeting agenda

Thursday, April 30, 2026 10:00 AM Metro Regional Center, Council chamber;
https://zoom.us/j/615079992 (Webinar ID:
615079992) or 253-205-0468 (toll free),
https://www.youtube.com/watch?
v=m7Mww0bEFto

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber. You can join the meeting on your computer or other device by using this link: <https://zoom.us/j/615079992> (Webinar ID: 615 079 992); <https://www.youtube.com/@OregonMetro/streams>

1. **Call to Order and Roll Call**
2. **Public Communication**

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

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-813-7591 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those wishing to testify in person should fill out a blue card found in the back of the Council Chamber. Those requesting to comment virtually during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. **Consent Agenda**

- 3.1 Resolution No. 26-5601 For the Purpose of Adopting the [RES 26-5601](#)
Supportive Housing Services Regional Policy and Oversight
Committee Bylaws
Attachments: [Resolution No. 26-5601](#)
 [Exhibit A](#)
 [Staff Report](#)
- 3.2 Consideration of the April 23, 2026 Council Meeting [26-6567](#)
Minutes

Attachments: [April 23, 2026 Council Meeting Minutes](#)

4. Presentations

4.1 Oregon Zoo Bond Implementation Audit Presentation [26-6543](#)

Presenter(s): Brian Evans (he/him), Metro Auditor

Attachments: [Oregon Zoo Bond Implementation Audit Highlights](#)
[Oregon Zoo Bond Implementation Audit \(April 2026\)](#)

5. Resolutions

5.1 Resolution No. 26-5577 For the Purpose of Declaring Extreme Heat and Climate Change as Critical and Growing Threats and Designating a Regionwide Heat Season [RES 26-5577](#)

Presenter(s): Jai Daniels (she/her), Associate Transportation Planner
Kim Ellis (she/her), Regional Transportation Planning Manager
Malu Wilkinson (she/her), Deputy Director

Attachments: [Resolution No. 26-5577](#)
[Staff Report](#)

5.2 Resolution No. 26-5586 For the Purpose of Approving the FY 2026-27 Budget, Setting Property Tax Levies and Transmitting the Approved Budget to the Multnomah County Tax Supervising and Conservation Commission [RES 26-5586](#)

Presenter(s): Marissa Madrigal (she/her), Chief Operating Officer
Brian Kennedy (he/him), Chief Financial Officer

Attachments: [Resolution No. 26-5586](#)
[Staff Report](#)

6. Ordinances (Second Reading)

6.1 Ordinance No. 26-1541 For the Purpose of Annexing to the Metro District Approximately Three Acres in Washington County at NW 185th Ave and NW Springville Rd [ORD 26-1541](#)

Presenter(s): Glen Hamburg (he/him), Senior Regional Planner

Attachments: [Ordinance No. 26-1541](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1](#)

7. Other Business
8. Chief Operating Officer Communication
9. Councilor Communication
10. Adjourn

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Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo www.oregonmetro.gov/civilrights. Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullan dadweyne, wac 503-797-1700 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqa ka hor kullanka si loo tixgaliyo codsashadaada.

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

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

إشعار بعدم التمييز من Metro

تحتزم Metro الحقوق المدنية. للمزيد من المعلومات حول برنامج Metro للحقوق المدنية أو لإيداع شكوى ضد التمييز، يُرجى زيارة الموقع الإلكتروني www.oregonmetro.gov/civilrights. إن كنت بحاجة إلى مساعدة في اللغة، يجب عليك الاتصال مقدماً برقم الهاتف 503-797-1700 (من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة) قبل خمسة (5) أيام عمل من موعد الاجتماع.

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Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

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Metro

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

Agenda #: 3.1

File #: RES 26-5601

Agenda Date:4/30/2026

Resolution No. 26-5601 For the Purpose of Adopting Bylaws for the Supportive Housing Services Regional Policy and Oversight Committee

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE)	RESOLUTION NO. 26-5601
SUPPORTIVE HOUSING SERVICES)	
REGIONAL POLICY AND OVERSIGHT)	Introduced by Acting Council
COMMITTEE BYLAWS)	President Duncan Hwang

WHEREAS, on December 16, 2025, Metro Council adopted Ordinance 25-1539 consolidating the Supportive Housing Services (“SHS”) Regional Oversight Committee and the Tri-County Planning Body in a new SHS Regional Policy and Oversight Committee (“SHS RPOC” or “Committee”) and establishing the Committee’s duties and membership; and

WHEREAS, Metro Code Section 2.19.280 states that Metro Council may by resolution establish bylaws governing the Committee’s meeting conduct, officers and duties, impartiality and conflict of interest rules and other procedures; and

WHEREAS, the Committee reviewed and discussed the draft bylaws at its first meeting on April 15, 2026; and

WHEREAS the Committee discussion resulted in one clarifying edit to ensure that Metro staff provide Committee members with materials at least seven days before an SHS RPOC meeting; and

WHEREAS, on April 16, 2026, Metro Council reviewed and provided feedback to Housing staff on the Committee bylaws; now therefore,

BE IT RESOLVED that the Metro Council adopts the bylaws for the Supportive Housing Services Regional Policy and Oversight Committee as set forth in Exhibit A.

ADOPTED by the Metro Council this 30th day of April 2026.

Duncan Hwang, Acting Metro Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

**SUPPORTIVE HOUSING SERVICES
REGIONAL POLICY AND OVERSIGHT COMMITTEE BYLAWS**

Adoption Date April 30, 2026

ARTICLE I

NAME

The committee is known as the Supportive Housing Services Regional Policy and Oversight Committee (SHS RPOC or Committee).

ARTICLE II

PURPOSE AND AUTHORITY; RELATIONSHIP TO COUNCIL

Section 1. Establishing Authority

Ordinance No. 25-1539 established the Supportive Housing Services Regional Policy and Oversight Committee.

Section 2. Metro Code Governing Section

- A. Unless explicitly stated otherwise in these bylaws, the SHS RPOC is governed by Metro Code Section 2.19.280 specifically and Metro Code Chapter 2.19 generally.
- B. These bylaws are adopted for the internal governance of the SHS RPOC. As set forth in Metro Code Section 2.19.050, this Committee's bylaws may not govern its membership or authority.
- C. These bylaws contain certain sections that restate provisions of the Metro Code and Metro Council actions regarding the SHS RPOC's purpose, authority, and membership. These provisions are included solely to provide a consolidated and accessible reference for Committee members. Nothing in these bylaws is intended to modify or supersede the Metro Code or any Metro Council action.

Section 3. Purpose and Authority

As set forth in Metro Code Section 2.19.280, the purpose and authority of the SHS RPOC is to:

1. Evaluate local implementation plans, and make and submit recommendations to Metro Council to advance program goals and support guiding principles;
2. Accept and review annual reports from Local Implementation Partners for consistency with approved local implementation plans;
3. Monitor financial aspects of program administration, including review of program expenditures;
4. Provide an annual report and presentation to Metro Council and Clackamas, Multnomah, and Washington County Boards of Commissioners assessing SHS Program performance, challenges, and outcomes;
5. Establish and submit to Metro Council for adoption regional key performance indicators, key environmental indicators, and SHS Program goals;
6. Periodically review and submit to the Metro Council for adoption updates to the regional coordination plan, incorporating adopted regional strategies, metrics and goals, and establishing how funds dedicated for regional investments pursuant to Metro Code Section 11.01.180 (the "Regional Investment Strategy Fund") may be used;

7. Review and recommend to Metro Council for approval proposals from Local Implementation Partners to make investments from the Regional Strategy Investment Fund;
8. Develop and recommend to Metro Council for approval of guidance to Local Implementation Partners on the implementation of strategies to achieve regional goals and outcomes.
9. Monitor the implementation of the Regional Coordination Plan, including the financial investments by the Local Implementation Partners from the Regional Strategy Investment Fund; and
10. Perform other duties and functions that Metro Council may prescribe.

Section 4. Relationship to Metro Council

The SHS RPOC is an advisory committee to Metro Council.

**ARTICLE III
MEMBERSHIP AND APPOINTMENT**

Section 1. Composition of Committee

The Committee is composed of 22 members, including local jurisdictions, homelessness experts, and other representatives:

Voting Members

Metro	3
Clackamas County	1
Multnomah County	1
Washington County	1
City of Portland	1
Cities of Clackamas County	1
Cities of Multnomah County	1
Cities of Washington County	1
Homeless services experts (including permanent supportive housing, shelter/transitional housing, recovery system, family system)	3
Coordinated care organization representative	1
Culturally specific services coalition representative	1
Housing/homeless services coalition representative	1
Business coalition representative	1
Justice system representative	1
Total	18

Non-Voting Members

State of Oregon agency representative from Oregon Housing and Community Services department	1
TriMet	1
Housing provider representative (e.g., Housing Authority or Community Development Corporation)	1
Representative from philanthropic organization	1
Total	4

Section 2. Appointment of Members

The Metro Council will appoint members to the Committee as set forth in Metro Code Section 2.19.280.

Section 3. Alternate Members

- A. Elected officials may have alternate members. The appropriate governing body that selected the appointed elected official will also select an alternate member in the manner set forth in Metro Code Section 2.19.280(f). A governing body is not required to select an alternate member.
- B. Alternate members will serve in a liaison role when the appointed elected official is unavailable to attend a regularly scheduled meeting. The alternate member is expected to provide updates to the appointed elected official and the alternate's elected board or constituency regarding information obtained at the meeting at which the alternate attended in lieu of the appointed elected official.
- C. Metro Council will reassess the impact and necessity of alternate members no later than April 1, 2027.

ARTICLE IV OFFICERS AND DUTIES

Section 1. Officers

The only Committee officers are the chair and vice-chair.

Section 2. Appointment of Officers

The Metro Council appoints the chair and vice-chair, and each must be a Metro Councilor.

Section 3. Duties of the Chair

The chair will support and provide guidance on content and ideas to meet the committee goals, support decision making procedures, and help develop agendas and the Committee's work program. More specifically, the chair may:

- Allow facilitators to lead discussions and keep the group to time/task.
- Participate in committee discussions and forming committee recommendations.
- Start and end meetings on time unless the group agrees to extend the meeting time.
- Provide guidance (if needed) on content and ideas to meet committee goals.
- Encourage consensus decision making.
- Lead discussions.
- Participate in development of meeting agendas, in coordination with Metro staff and facilitator.

Section 4. Duties of the Vice-Chair

In the absence of the chair, the vice-chair will assume the duties of the chair.

Section 5. Officer Voting

The chair, or vice-chair serving in the absence of the chair, are voting members.

ARTICLE V MEETINGS

Section 1. Public Meetings Compliance

The SHS RPOC is a public body and is governed by Oregon's Public Meetings Laws, ORS 192.610 to 192.705. Oregon's public meetings laws require that all meetings of governing bodies be open to the public, properly noticed, and accessible.

Section 2. Quorum

A quorum is a majority of the voting members (or designated alternates of the voting members) of the full Committee (10 of 22 members). A quorum is necessary for the conduct of business.

Section 3. Frequency of Meetings

The Committee will meet no less than quarterly and more frequently as determined by the Committee Chair.

Section 4. Special or Emergency Meetings

In the absence of a quorum at a regular monthly meeting or a special meeting, the chair may call a special or emergency meeting for deliberation and action on any matter requiring consideration before the next meeting. For any meeting called on less than 24 hours' notice, the minutes must describe the circumstances justifying the emergency.

Section 5. Remote and Hybrid Participation

Committee meetings are intended to be held in person. The Committee may also conduct meetings in a hybrid format, allowing members to attend remotely via video or telephonic conferencing, provided that the remote connection allows real-time participation and does not impair public access or transparency.

Section 6. Meeting Conduct and Expectations

- A. Unexcused absence from regularly scheduled meetings for three consecutive months requires the chair to notify the appointing governing body with a request for remedial action. In the case of the representative for the "cities" of Multnomah, Washington and Clackamas Counties, the chair will contact the largest city being represented to convene a forum of represented cities to take remedial action.
- B. Members should prioritize a regional perspective and alignment but also respect the need for local flexibility to meet local needs.
- C. The Committee will provide an opportunity for the public to provide comment on relevant issues, both agenda and non-agenda, at each of its regularly scheduled meetings.
- D. The Committee will establish and periodically review a community agreement, adopted by a majority vote of members. The community agreement must set forth shared expectations for respectful conduct, participation, and collaboration.
- E. All members are expected to uphold any adopted community agreement during Committee meetings and activities. The chair and any facilitator are authorized to reference community agreements in facilitating meetings and addressing conduct concerns.
- F. Failure to adhere to an adopted community agreement may be addressed through facilitative or restorative approaches, and, if unresolved, requires the chair to notify the appointing governing body with a request for remedial action.
- G. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.
- H. Except as otherwise provided by these bylaws or other Committee adopted rules or agreements, all meetings will be conducted in accordance with Robert's Rules of Order, Newly Revised.

Section 7. Subcommittees

As provided in Metro Code Section 2.19.050, the Committee operates as a committee of the whole and

may not appoint subcommittees or otherwise create any advisory bodies, except that the Committee may create subcommittees of limited duration as provided in Metro Code Section 2.19.070(d). Any subcommittee meetings must be conducted consistent with Oregon public meetings law.

ARTICLE VI VOTING AND DECISION-MAKING

Section 1. Voting Rights

Each voting member as stated in Article III Section 1, has one vote. In the absence of the members, the alternate is entitled to vote.

Section 2. Voting Method

The Committee may act by voice vote, roll-call vote, show of hands, unanimous consent, or other method authorized by the chair and consistent with applicable law and Metro Code. Members may not vote by proxy, absentee, vote by mail, or secret ballot. All votes must be recorded in the minutes.

Section 3. Required Vote

A majority vote of the voting members is required for Committee action (10 of 18 voting members).

Section 4. Modified Consensus Voting

The proposed decision-making process is modified consensus. Each member may cast one “3-2-1” vote per decision:

- A “3” vote: “Yes. I support the decision and support moving forward with the proposed action.”
- A “2” vote: “Yes. I support the decision, but with hesitation or caution; I support moving forward with the proposed action.” The voter is given the opportunity for more discussion if needed.
- A “1” vote: “No. I oppose this decision and have significant concerns about moving forward with the proposed action.” The voters are given the opportunity to explain their concerns and propose an alternative solution.
- A “3” or “2” vote is considered a “yes” vote and the majority vote prevails.

ARTICLE VII MINUTES

- A. As a public body, the Committee is required to keep a record of its meetings pursuant to Oregon’s Public Meetings Laws. The Committee may use written minutes, audio, or video recordings as minutes. Written minutes are preferred. Minutes of the Committee’s meetings must include the members present, all motions, resolutions, votes taken, and the substance of any discussion.
- B. Metro staff will attend the Committee meetings and take notes as appropriate. If written minutes are used, staff will create the meeting minutes from the notes. Staff will share draft minutes with the Committee at least one week before the next regularly scheduled Committee meeting.
- C. Committee members will review the minutes, request changes as needed and then approve the minutes at the next Committee meeting.

ARTICLE VIII COMPLIANCE WITH STATE LAW AND METRO CODE

The Committee and its members must comply with all applicable provisions of state law and Metro Code. This includes, but is not limited to public meetings law, public records law, ethics laws, and conflict-of-

interest requirements. Nothing in these bylaws supersedes or replaces applicable law.

**ARTICLE IX
STAFF SUPPORT AND RESOURCES**

Metro staff will provide the Committee with key policy and program information and context as needed. Metro will provide the facilities and support staff necessary to conduct the meetings and support Committee activities. Metro staff will provide Committee members with the meeting packet at least seven days before each meeting.

**ARTICLE X
AMENDMENTS TO BYLAWS**

Section 1. Authority to Amend

Only the Metro Council has authority to amend these bylaws.

Section 2. Amendment Process

- A. Any Metro Council member may propose an amendment to these bylaws for consideration and adoption by the full Metro Council. In addition, any SHS RPOC member may propose a bylaw amendment to the full SHS RPOC for consideration by written notice delivered to all Committee members and alternates at least 30 days prior to any vote to recommend a bylaw amendment to the Metro Council.
- B. If a Committee member proposes an amendment, the full Committee may consider the amendment and recommend adoption of the amendment to the Metro Council. A vote for the recommended adoption of an amendment requires two-thirds of the Committee members who have voting rights.
- C. Any amendment that the Committee recommends for adoption must come before the Metro Council for adoption by the Council. The Council may approve, reject, or modify the amendment. The Metro Council will adopt amendments to these bylaws by resolution.

Section 3. Effective Date of Amendments

The effective date of any adopted bylaw amendments is the same as the effective date of the resolution that adopts them.

IN CONSIDERATION OF RESOLUTION NO. 26-5601, FOR THE PURPOSE OF
ADOPTING THE SUPPORTIVE HOUSING SERVICES REGIONAL POLICY AND
OVERSIGHT COMMITTEE BYLAWS

Date: April 23, 2026
Department: Housing
Meeting Date: April 30, 2026

Presenter: Liam Frost (he/him), *Housing
Director*

Prepared by: Cole Merkel, *Housing
Manager*, Cole.Merkel@oregonmetro.gov
Alice Hodge (she/her), *Council Liaison*,
Alice.Hodge@oregonmetro.gov

Length: Consent

ISSUE STATEMENT

Resolution No. 26-5601, if adopted, would establish bylaws for the Supportive Housing Services Regional Policy and Oversight Committee (SHS RPOC). Metro Council has the authority to establish bylaws by resolution as set forth in Metro Code Section 2.19.280.

ACTION REQUESTED

Adopt Resolution No. 26-5601 to approve the SHS RPOC bylaws.

IDENTIFIED POLICY OUTCOMES

Council adoption of Resolution No. 26-5601 will establish SHS RPOC bylaws in accordance with Metro Code Section 2.19.280.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Legal antecedents

This resolution is based on Ordinance No. 25-1539, adopted by Metro Council on December 16, 2025, which establishes the SHS RPOC effective April 1, 2026.

Metro Code Subsection 2.19.280(j) states: “Metro Council may by resolution establish bylaws governing the Committee’s meeting conduct, officers and duties, impartiality and conflict of interest rules, and other procedures.”

Overview of bylaws

The SHS RPOC bylaws establish a procedural framework for SHS RPOC meetings. The bylaws outline the governance structure of the SHS RPOC and affirm that the Committee is

advisory to the Metro Council. For clarity and to have information in one document for committee member reference, some bylaw sections repeat language found in the Metro Code. However, Metro Code and state law supersede the bylaws if either are in conflict.

The following sections of the bylaws repeat Metro Code for clarity:

- Article II Section 3. Purpose and authority. This section outlines the purpose and authority of RPOC as outlined in Metro code 2.19.280 (b)
- Article III: Membership and Appointment. This section repeats the following information from information from Metro code 2.19.280
 - C: Membership
 - F: Appointments
- Article V Section 2 outlines quorum requirements (Which is repeated in the bylaws under Article V, Section 2)

SHS RPOC COMMITTEE DISCUSSION

Members offered the following feedback during the SHS RPOC's April 15 bylaws discussion:

- Multnomah County Commissioner Shannon Singleton requested a clear timeline for receiving materials; Metro committed to sending meeting packets at least seven days in advance and added this to the bylaws.
- Commissioner Singleton also asked for clarity on procedures to “call the question”; Metro staff said committee operations guidelines are in development and will address this at the May 2026 meeting.
- Lake Oswego Mayor Joe Buck requested clearer expectations for the Committee's role in evaluating KPIs; Metro staff reiterated evaluation work is foundational to the Committee's oversight function.
- Angela Martin asked about alternates for non-elected committee positions; staff noted Metro Council will review the Committee's role and effectiveness by April 2027.

BACKGROUND

Upon passage of Ordinance No. 25-1539 in December 2025, Housing Department staff worked closely with the Office of the Metro Attorney to develop draft SHS RPOC bylaws for Metro Council adoption. As noted above, the bylaws primarily govern meeting procedures.

Housing Department staff also finalized meeting conduct and expectations specifically for SHS RPOC identifying best practices used across the agency by other advisory committees. This bylaw section outlines that the Committee will establish community agreements to, “set forth shared expectations for respectful conduct, participation, and collaboration.” And

that, "The Committee may establish other rules of procedure as deemed necessary for the conduct of business."

Metro Council has sole authority to establish the bylaws through resolution, and any Metro Councilor may suggest amendments. An SHS RPOC member also propose amendments, but they must submit the proposal in writing 30 days in advance and receive a two-thirds majority vote of the committee. Metro Council may then approve, reject or modify the amendment.



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600 NE Grand Ave.
Portland, OR 97232-2736
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Agenda #: 3.2

File #: 26-6567

Agenda Date: 4/30/2026

Consideration of the April 23, 2026 Council Meeting Minutes

Metro

600 NE Grand Ave.
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Metro

Minutes

Thursday, April 23, 2026

10:00 AM

Metro Regional Center, Council chamber;
<https://zoom.us/j/615079992> (Webinar ID: 615079992) or
253-205-0468 (toll free), [https://www.youtube.com/watch?
v=YJkPx2s0P_o](https://www.youtube.com/watch?v=YJkPx2s0P_o)

Council meeting

1. Call to Order and Roll Call

Acting Council President Hwang called the meeting to order at 10:05 a.m.

2. Public Communication

None.

3. Consent Agenda

Present: 4 - Acting Council President Duncan Hwang, Councilor Mary Nolan, Councilor Gerritt Rosenthal, and Councilor Christine Lewis

Excused: 2 - Councilor Juan Carlos Gonzalez, and Councilor Ashton Simpson

3.1 Resolution no. 26-5597 For the Purpose of Confirming the Appointments of Indigo Namkoong, Jasia Mosley, Michael Murawski, Kristopher Fortin Grijalva and Lindsay Huber as Community Representatives to the Transportation Policy Alternatives Committee

Attachments: [Resolution No. 26-5597](#)
[Staff Report](#)

3.2 Consideration of the April 16, 2026 Council Meeting Minutes

Attachments: [April 16, 2026 Council Meeting Minutes](#)

A motion was made by Councilor Lewis, seconded by Councilor Rosenthal, to adopt items on the consent agenda. The motion carried unanimously.

4. Presentations

4.1 Parks and Nature Local Option Levy: Current Investment Update and Future Levy Work Plan

Presenter(s): Jon Blasher, Parks and Nature Director
Beth Cohen, Funding Program Manager

Attachments: [Staff Report](#)

Staff reviewed past parks and nature investments, outcomes and milestones. They also discussed feedback from stakeholders, partners and voters received through outreach and quantitative

research and provided options for next steps.

Councilor Rosenthal remarked on positive feedback about Metro's investments and that environmental values transcend other shared regional issues. He noted the success of the investments at Villebois, a development near transit and wetlands. Staff also described how life jackets are distributed for water safety in the region.

Councilor Lewis emphasized the need to communicate projects and success with residents in the region. Councilor Rosenthal similarly urged strong communications about investments along with Willamette River.

Councilor Nolan asked staff to specify how capital funds are distinguished across project types or goals, such as recreation or preservation, and also asked whether key levy priorities are changing in ways that could impact future renewal proposals. Staff described a detail-oriented system of spending categorization and shared its plans to return to Council in the future with reflections on changes, especially in relation to unforeseen events, like the proliferation of certain invasive species.

Acting Council President Hwang hoped Council and staff would spend adequate time working with partners in advance of any referral, including increased communication about investments. He wondered whether there was an advantage to tackling specific issues individually, such as water quality. Staff noted that there was greater appetite in recent months for an increase in the rate and that staff will continue to monitor voter preferences.

5. Resolutions

5.1 Resolution No. 26-5571 For the Purpose of Allocating Interest and Premium From The Parks And Nature 2019 Bond Measure

Presenter(s): Jon Blasher, Parks and Nature Director

Attachments: Somer Erickson, Parks and Nature Finance Manager
[Resolution No. 26-5571](#)
[Staff Report](#)

Staff reviewed how bond funds are obligated and the proposed allocation described in the resolution. Councilor Rosenthal asked how specific the percentages in the legislation were; staff confirmed they are firm and not subject to changes, although Council may choose to adjust the action in the future.

A motion was made by Councilor Rosenthal, seconded by Councilor Nolan, that this item be adopted. The motion passed by the following vote:

Aye: 4 - Acting Council President Hwang, Councilor Nolan, Councilor Rosenthal, and Councilor Lewis

Excused: 2 - Councilor Gonzalez, and Councilor Simpson

5.2 **Resolution No. 26-5563 For the Purpose of Approving the Regional Transportation Demand Management Strategy as a Topical Plan of the Regional Transportation Plan and Accepting Recommendations for Updates to the 2028 Regional Transportation Plan and Climate Smart Strategy**

Presenter(s): Noel Mickelberry, Senior Transportation Planner
Grace Stainback, Associate Transportation Planner
Jean Senechal Biggs, Resource Development Manager

Attachments: [Resolution No. 26-5563](#)
[Exhibit A](#)
[Exhibit B](#)
[Staff Report](#)

Staff reviewed the transportation demand management (TDM) strategy prior to Council consideration.

Staff provided additional information for Councilor Rosenthal about the Oregon Travel Study, a statistically significant travel behavior study nearing completion. Staff also noted that pricing policies in the Regional Transportation Plan (RTP) are defined

separately from TDM, although the issues are cross-referenced.

A motion was made by Councilor Lewis, seconded by Councilor Nolan, that this item be adopted. The motion passed by the following vote:

Aye: 4 - Acting Council President Hwang, Councilor Nolan, Councilor Rosenthal, and Councilor Lewis

Excused: 2 - Councilor Gonzalez, and Councilor Simpson

6. Ordinances (Second Reading)

Staff shared information about the three ordinances before Council in a single presentation, noting that the Joint Advisory Committee on Transportation (JPACT) approved them on April 16, 2026, and that the Metropolitan Policy Advisory Committee (MPAC) recommended passage on April 22, 2026.

6.1 **Ordinance No. 26-1536** For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the 82nd Avenue Transit Project

Presenter(s): Ally Holmqvist, Senior Planner
Melissa Ashbaugh, Senior Planner
Jesse Stemmler, Interim 82nd Avenue Transit Project Director, TriMet

Attachments: [Ordinance No. 26-1536](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1 - HCT Project Development Lifecycle](#)
[Attachment 2 - Transit Projects LPA RTP Amendments Process Timeline](#)
[Attachment 3 - 82nd Ave RTP Amendment Request Memo](#)
[Attachment 4 - Public Comment Report \(2025\)](#)

No additional discussion.

A motion was made by Councilor Lewis, seconded by Councilor Rosenthal, that this item be adopted. The motion passed by the following vote:

Aye: 4 - Acting Council President Hwang, Councilor Nolan, Councilor Rosenthal, and Councilor Lewis

Excused: 2 - Councilor Gonzalez, and Councilor Simpson

6.2 **Ordinance No. 26-1537** For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project

Presenter(s): Ally Holmqvist, Senior Planner
Kate Hawkins, Senior Planner
Josh Brennan, Tualatin Valley Highway Transit and Safety Project Director, TriMet

Attachments: [Ordinance No. 26-1537](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1 - HCT Project Development Lifecycle](#)
[Attachment 2 - Transit Projects LPA RTP Amendments Process Timeline](#)
[Attachment 3 - TV Hwy LPA RTP Amendment Request Memo](#)
[Attachment 3.1 - Initial TV Hwy Purpose and Need Statement](#)

No additional discussion.

A motion was made by Councilor Nolan, seconded by Councilor Lewis, that this item be adopted. The motion passed by the following vote:

Aye: 4 - Acting Council President Hwang, Councilor Nolan, Councilor Rosenthal, and Councilor Lewis

Excused: 2 - Councilor Gonzalez, and Councilor Simpson

6.3 **Ordinance No. 26-1538** For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension

Presenter(s): Ally Holmqvist, Senior Transportation Planner
Alex Oreschak, Senior Planner

Shawn Canny, Senior Transportation Planner, Portland Bureau of Transportation

Attachments: [Ordinance No. 26-1538](#)
[Exhibit A](#)
[Staff Report](#)
[Attachment 1 - HCT Project Development Lifecycle](#)
[Attachment 2 - Transit Projects LPA RTP Amendments Process Timeline](#)
[Attachment 3 - Montgomery Park RTP Amendment Request Memo](#)
[Attachment 3.1 - Project Schedule](#)
[Attachment 3.2 - Metro Council Staff Report: LPA Endorsement](#)
[Attachment 3.3 - Proposed Preliminary Cross Sections](#)

No additional discussion.

A motion was made by Councilor Nolan, seconded by Councilor Lewis, that this item be adopted. The motion passed by the following vote:

Aye: 4 - Acting Council President Hwang, Councilor Nolan, Councilor Rosenthal, and Councilor Lewis

Excused: 2 - Councilor Gonzalez, and Councilor Simpson

7. Chief Operating Officer Communication

COO Madrigal celebrated Metro staff in accepting an award from the Women in Transportation Society on behalf of the agency.

Malu Wilkinson, Deputy Director of Planning, Development and Research, provided a brief update about the most recent MPAC meeting. She noted significant improvements in attendance at the committee and described the previous agenda, which included the locally preferred alternatives (see Ordinances, above). MPAC also received a presentation about legislation coming before Council regarding extreme heat and heat seasons. They recommended Council pass the legislation and work with local partners to mitigate impacts.

Ted Leybold, Transportation Policy Director, shared the most recent JPACT agenda, which included the Transportation Demand Management strategy and the three locally preferred alternatives.

8. Councilor Communication

Councilor Lewis congratulated Ruth Adkins, a Housing department employee, on her retirement, noting her contributions to integrating health care with housing.

Councilor Rosenthal shared that he attended an Urban League Institute seminar that covered several local issues including redevelopment of the Lloyd Center and the Hops stadium.

Councilor Nolan alerted Council to upcoming Regional Waste Advisory Committee meetings about rates.

9. Adjourn

Acting Council President Hwang adjourned the meeting at 12:03 p.m.



Anne Buzzini, Council Legislative Advisor
April 27, 2026



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

Agenda #: 4.1

File #: 26-6543

Agenda Date:4/30/2026

Oregon Zoo Bond Implementation Audit Presentation

Brian Evans (he/him), Metro Auditor

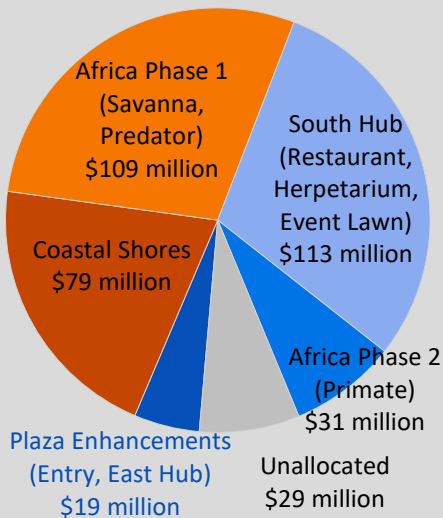
Oregon Zoo Bond Implementation: Stronger oversight needed to meet commitments

Why this audit is important

The purpose of this audit was to evaluate the Zoo’s preparedness to implement the 2024 bond. In May 2024, voters approved Ballot Measure 26-244, authorizing \$380 million in general obligation bonds for improvements at the Oregon Zoo. It promised voters that funding would be used for animal wellbeing, weather protection, sustainability, accessibility, education, and conservation.

In September 2024, Metro Council approved a Campus Plan, which included five bond funded projects.

Five projects were expected to be completed.



Source: Auditor’s office analysis of bond distribution by project dollars as noted in the 2024 Campus Plan.

The ballot measure required a community oversight committee to monitor bond spending and issue annual reports to the public and Metro Council. Their first meeting was in February 2026.

What we found

The audit found that the Zoo was not prepared to implement the 2024 bond measure. Ineffective oversight led to significant changes to the first project’s scope of work. As a result, the first project will improve some areas that were built with the previous bond while the Zoo’s entry that was prioritized in the Campus Plan has no budget or timeline for completion.

The Zoo needs to strengthen its management tools to ensure the Campus Plan is followed. Tools to manage the bond were not finalized before construction began. The Zoo may not be setting enough financial reserves aside based on their own guidance and lessons learned from the previous bond. This increased the risk that the Zoo may not be able to complete the bond’s planned projects or may deliver smaller projects than what was envisioned in the Campus Plan.

Tools were available for the categories of program and project management we reviewed, but some were in template or draft form.

Category	Description
Alignment	Coordinates activities to achieve goals
Scope	Ensures the project includes only the required work
Schedule	Manages timely project completion
Cost	Ensures project is completed within budget
Governance	Manages resources and identifies decision-making structures
Stakeholder	Identifies stakeholder needs and manages communications
Risk	Helps plan, monitor, and respond to risk

Source: Auditor’s Office interpretation of Project Management Institute program and project management standards.

Performance measures were not in place to show progress on commitments made to voters. Potential measures were available for three of the seven commitments. Adequate measures were not available for the other four. Outcome measures were needed to help oversight bodies and the public understand what the bond achieved.

The weaknesses found during the audit had three root causes. The first was the absence of effective controls to manage project scopes, cost forecasts, schedules, and contingency allocations. The second was the scale of what the Zoo set out to accomplish. The third was an incomplete bond team.

What we recommend

The audit included 10 recommendations. Three were designed to ensure careful stewardship of public resources and set expectations for the Zoo Bond. Seven were focused on increasing transparency and accountability.



Oregon Zoo Bond Implementation:

Stronger oversight needed to meet commitments

April 2026
A Report by the Office of the Auditor

Brian Evans
Metro Auditor

Angela Owens
Principal Management Auditor

Maggie Muldrew
Senior Management Auditor

Kendra Wendel
Senior Management Auditor

Metro Accountability Hotline

The Metro Accountability Hotline gives employees and citizens an avenue to report misconduct, waste or misuse of resources in any Metro or Metro Exposition Recreation Commission (MERC) facility or department.

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Dial 888-299-5460 (toll free in the U.S. and Canada)
File an online report at www.metroaccountability.org



Brian Evans
Metro Auditor
600 NE Grand Ave
Portland, OR 97232-2736
TEL 503 797 1892

MEMORANDUM

April 17, 2026

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

BE

From: Brian Evans, Metro Auditor

Re: Oregon Zoo Bond Implementation Audit

The purpose of this audit was to evaluate Oregon Zoo bond implementation. The audit found that the Zoo was not prepared to implement the 2024 ballot measure. Ineffective oversight led to significant changes to the first project's scope of work that were not aligned with the Campus Plan you approved in September 2024.

Tools to manage the bond were not finalized before construction began. In addition, performance measures were not in place to show progress on commitments made to voters. Potential measures were available for three of the bond's seven commitments, but adequate measures were not available for the other four.

The Zoo may not be setting aside enough in financial contingencies based on their own guidance and lessons learned from the previous bond. This increases the risk that bond projects in the Campus Plan would not be delivered as envisioned.

I have discussed the report with the Chief Operating Officer; General Manager of Visitor Venues; Oregon Zoo Director; and Director of Campus Planning and Development. I would like to thank them and all the other employees who assisted us during the audit.

Summary

In May 2024, Metro voters approved \$380 million in general obligation bonds for improvements at the Oregon Zoo. Funds were intended to replace animal habitats, improve educational exhibits, conserve water and energy, and increase accessibility. The purpose of this audit was to evaluate the Zoo's preparedness to implement the bond.

The audit found the Zoo was not prepared to implement the 2024 bond. Ineffective oversight led to significant changes to the first project's scope of work. As a result, the Zoo entry project that was prioritized in the 2024 Campus Plan has no budget or timeline for completion.

Performance measures were not in place to show progress on commitments made to voters. Potential measures were available for three of the seven commitments. Adequate measures were not available for the other four. Outcome measures were needed to help oversight bodies and the public understand what the bond achieved.

Processes were not in place to ensure compliance with Metro's public benefit programs. Some oversight responsibilities were not assigned. When roles were established, it was unclear if they were followed. These programs aim to improve career access, promote art and economic growth, reduce diesel emissions, and implement sustainable practices. Without refinement, Metro may not be able to deliver the intended public benefits.

Project management tools were not completed before construction started. Lack of documentation was a key weakness and could prevent the Zoo from ensuring projects will be managed consistently. Some budgeting and cost tracking processes were not finalized, and risk management tools appeared to be limited for the bond as a whole.

Finally, the Zoo may not be setting aside enough in financial contingencies based on their own guidance and lessons learned from the previous bond. This increased the risk that bond projects in the Campus Plan would not be delivered as envisioned.

The weaknesses found during the audit had three root causes. The first was ineffective controls to manage projects. The second was the scale of what the Zoo set out to accomplish. Bond funds were only expected to complete five of the eleven projects in the Campus Plan. The third was an incomplete bond team.

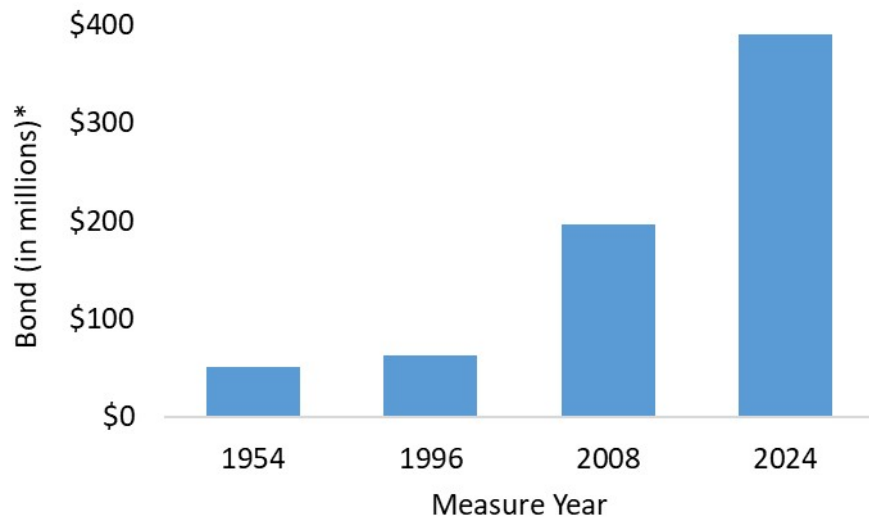
The audit includes 10 recommendations. Three were designed to ensure careful stewardship of public resources and encourage realistic expectations for the bond. Seven were focused on increasing transparency and accountability for Zoo bond projects.

Background

In May 2024, Metro area voters approved Ballot Measure 26-244, authorizing \$380 million in general obligation bonds (bond) for the Oregon Zoo (Zoo). The bonds provided funding for the Zoo to invest in capital improvements. The funds were intended to replace outdated animal habitats, improve educational exhibits, conserve water and energy, and increase accessibility. The ballot measure promised that a bond implementation plan would be approved by Metro Council in the fall of 2024.

The Zoo has had three previous voter-approved bond measures. The first passed in 1954. It established the Zoo and funded improvements like the railroad. The second was in 1996. It focused on the Great NW Project area. The third passed in 2008 and improved about 40% of Zoo grounds.

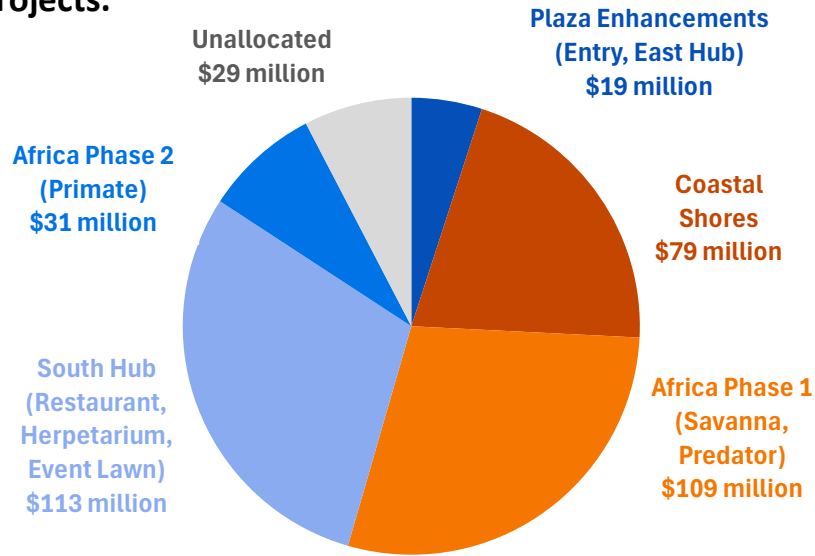
Exhibit 1 Voters have approved four bond measures to make improvements at the Zoo.



Source: Auditor's Office analysis of reported Zoo bond measures, 1954-2024, *adjusted for inflation through CY2025.

In September 2024, Metro Council approved the Campus Plan, which included five planned bond projects. Project budgets ranged from \$19 million to \$113 million. These projects were scheduled to be completed throughout the next 10-15 years. The contract for first project, Plaza Enhancements, was approved in early 2024, but construction was not expected to start until early 2026.

Exhibit 2 Bond dollars were expected to be distributed across five projects.

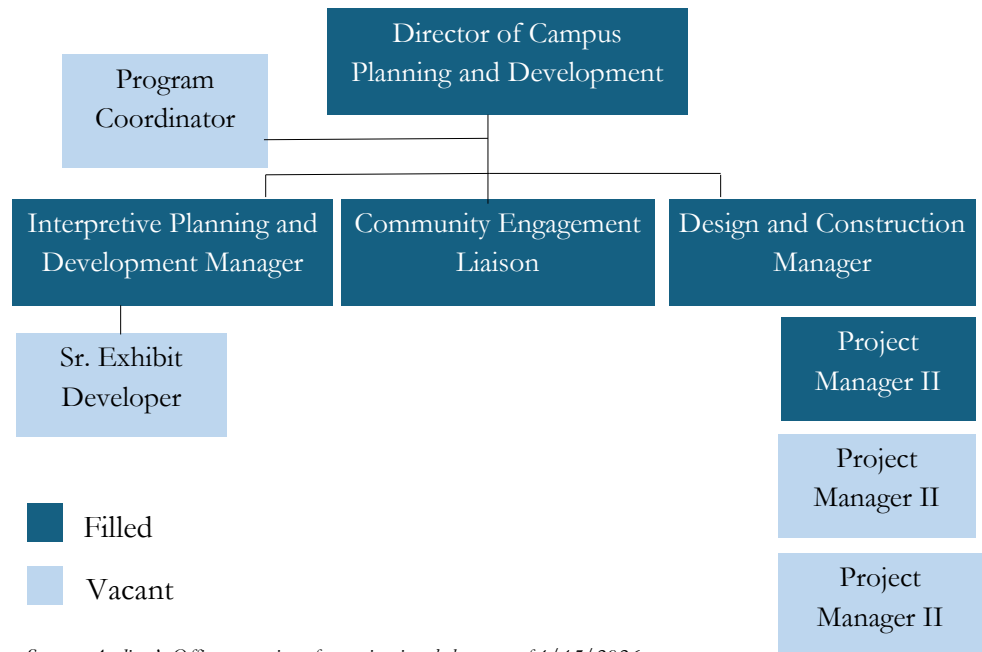


Source: Auditor's Office analysis of bond distribution by project dollars as noted in the 2024 Campus Plan.

The Zoo Campus Planning and Development team (bond team) is responsible for managing the bond's implementation. Several departments within Metro, such as Finance and Regulatory Services and Capital Asset Management, also support this work.

The Director of Campus Planning and Development and eight other positions make up the bond team. Although several key positions were filled, four were vacant as of January 2026. Recruitment was in process for three vacant positions.

Exhibit 3 The bond team was not fully formed.

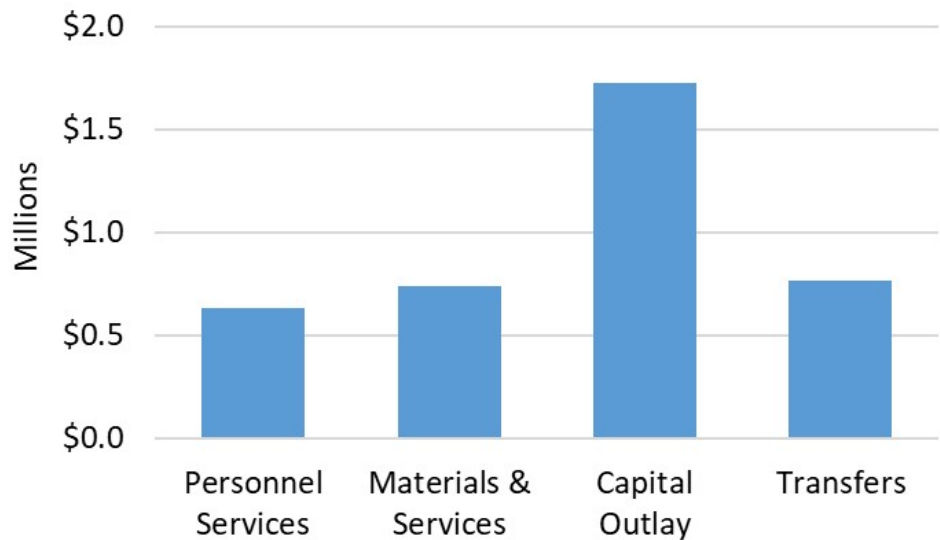


Source: Auditor's Office recreation of organizational chart, as of 1/15/2026.

The ballot measure also required a community oversight committee. Their role is to monitor bond spending and issue annual reports to the public and Metro Council. In November 2025, Metro Council appointed fifteen members to the Oregon Zoo Bond Oversight Committee. Their first meeting was in February 2026.

About \$3.8 million (1%) of the bond was spent through December 24, 2025. Personnel Services accounted for about \$600,000. Materials & Services were about \$700,000. Capital Outlay expenditure was \$1.7 million. These totals were mostly for design and construction of the first project. Transfers were about \$800,000 and represented the bond’s share of Metro’s central service charges, such as human resources, legal, and finance.

Exhibit 4 About \$3.8 million was spent on the bond.*

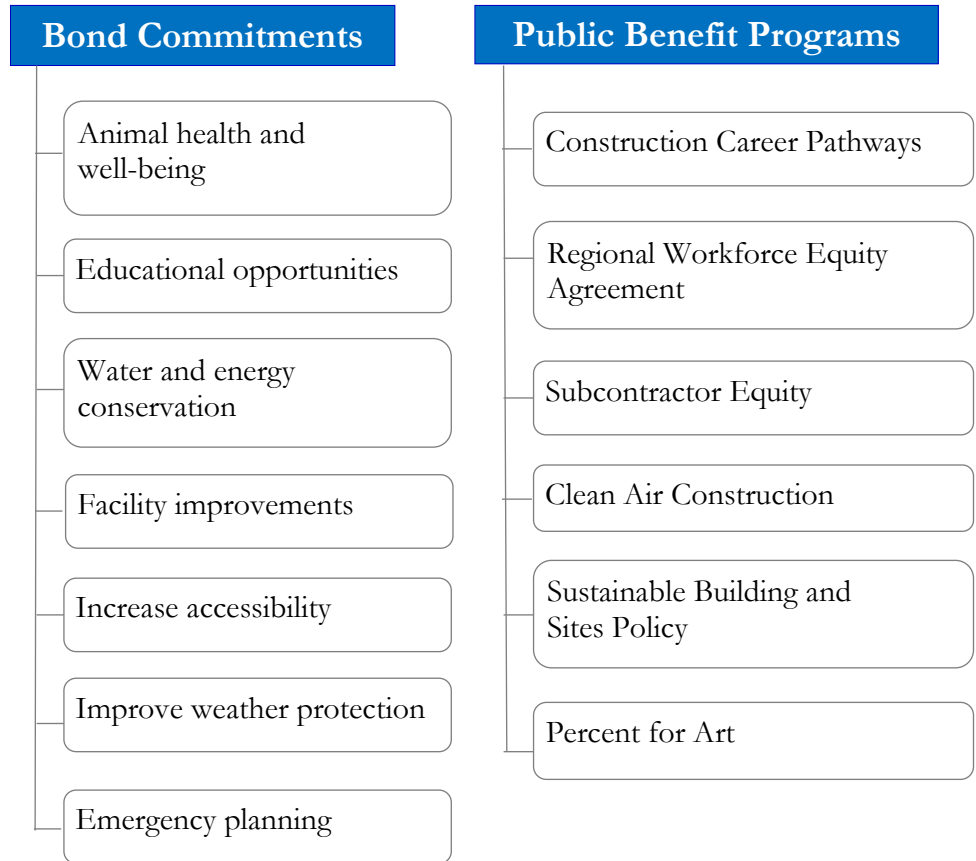


*Source: Auditor’s Office analysis of PeopleSoft expenditure data for bond fund (321), after adjusting for inflation.
Expenditure data as of December, 25, 2025.

The Metro Auditor’s Office conducts early implementation audits of voter-approved measures to ensure processes are in place to deliver on the promises made to voters. An audit in 2009 evaluated the Zoo’s capacity to manage capital construction projects in the 2008 bond. It found weaknesses in oversight and project management. A follow-up audit in 2011 found project management processes improved.

The purpose of this audit was to evaluate the Zoo’s preparedness to implement the bond. The goal was to assess the Zoo’s ability to deliver on promises made to the voters, ensure Metro’s public benefit programs were integrated in bond projects, and determine if processes were in place to monitor project scopes, schedules, and budgets. The bond made seven commitments. Bond projects must comply with at least six public benefit programs.

Exhibit 5 The Zoo is responsible for meeting bond commitments and integrating public benefit programs.



Source: Auditor's Office illustration of bond priorities and Metro's public benefit programs.

Results

The Zoo was not prepared to implement the 2024 bond measure. Ineffective oversight led to significant changes to the first project's scope of work. As a result, the first project will improve some areas that were built with the previous bond while the Zoo's entry that was prioritized in the 2024 Campus Plan has no budget or timeline for completion (see Appendix).

Tools to manage the bond were not finalized before construction began. The Zoo needs to strengthen its management tools to ensure the Campus Plan is followed. The weaknesses found during the audit had three root causes. The first was the absence of effective controls to manage project scopes, cost forecasts, schedules, and contingency allocations.

The second root cause was the scale of what the Zoo set out to accomplish. The eleven projects in the Campus Plan were the only public document that identified what would be completed. Bond funds were only expected to complete five of them. The remaining projects will require at least \$185 million in additional funding.

Performance measures to track progress were not finalized before construction began. The ballot measure that voters approved made seven commitments. Metro also has six public benefit programs that apply to bond projects. Delivering on these promises while staying on budget and on schedule could be a challenge.

The third root cause was an incomplete bond team. Four of the nine positions had not been filled as of January 2026. The construction manager position was particularly difficult to fill. A preferred candidate did not accept the job and another resigned. This meant some employees were carrying out responsibilities for multiple positions.

The Oversight Committee had its first meeting in February 2026. The committee will play an important role in ensuring the bond meets its commitments. To set them up for success and ensure transparency to the public, the Zoo needs to:

- Get approval from Metro Council for who has the authority to make changes to the project scopes, schedules, and budgets in the Campus Plan.
- Finalize and strengthen project management practices.
- Establish performance measures for bond commitments.
- Clarify roles and responsibilities for compliance with public benefit programs.
- Improve financial oversight.

Improvements are needed to manage commitments

More work was needed to ensure the Zoo meets commitments. On the ballot, the bond promised voters that updates would prioritize animal well-being, weather protection, sustainability, accessibility, education, and conservation. The bond also needed to integrate Metro's Public Benefits Program. These included broader commitments to ensure equitable opportunities, promote sustainable building practices, reduce emissions, and invest in art.

There was a risk that the bond could fall short of expectations if some goals get more attention than others. For example, the first project focused on increasing sustainability and expanding weather protection for guests. The first new animal exhibit was not expected to open to the public until 2030. Investing in some commitments more than others could disappoint voters and make them less likely to approve future bonds. Finalizing systems to manage these commitments will be important to deliver the vision of the 2024 Campus Plan.

Performance measures were not established

The Zoo had not established performance measures to show progress on bond commitments. Performance measures are needed to help the Oversight Committee understand how Metro fulfilled commitments to voters. Potential performance measures were available for three of the seven bond commitments. More work was needed to develop measures for the other four.




Performance measures are used to monitor program success. According to the Government Finance Officers Association (GFOA), effective performance measures should be:

- Useful: Provide information for decision making and accountability.
- Relevant: Align with what the program wants to accomplish.
- Reliable: Collection methods can be understood.
- Adequate: Include a variety of measures to provide sufficient context.
- Collectable: Are available and easy to collect.
- Consistent: Regularly collected and track progress over time.

Outcome measures may be most helpful for the Oversight Committee and public to understand what the bond achieved. Output measures show what is provided by a program while outcome measures show results. Outputs are typically easier to measure and can help managers understand if they are on track to achieve desired outcomes.

The Zoo tracked information that could be used to measure progress for three of the bond commitments. These commitments were related to animal well-being, sustainability, and conservation. Due to the technical nature of the Zoo's work, more work may be needed to communicate these measures to stakeholders and the public.

Exhibit 6 These practices could be used to measure three of the seven bond commitments

	<p><u>Animal well-being:</u></p> <ul style="list-style-type: none"> • Number of animals with improved wellbeing • Number of animal welfare action items remedied
	<p><u>Conservation:</u></p> <ul style="list-style-type: none"> • Guest association with conservation measured by guest experience survey • Number of species recovery programs at zoo
	<p><u>Sustainability:</u></p> <ul style="list-style-type: none"> • Percentage of electricity generated onsite • Amount of stormwater runoff used for new exhibits and pools

Source: Auditor’s Office analysis of potential performance measures.

The Zoo has a science-informed animal welfare research program that collects data on animal health and well-being. Information collected through this program could be used to measure the bond’s progress in improving animal health and wellbeing. One example of information that could be used for a performance measure was the number of animal welfare action items that are remedied as part of the bond work.

Another potential measure was the number of animals with improved well-being based on monitoring. We were told that wellbeing indicators and baselines were being established for animals that will be affected by the Coastal Shores project. Monitoring conducted after the animals are moved into new habitats could indicate whether wellbeing has improved.





Measures were also available for the bond’s conservation commitment. One measure focused on guest association of the Zoo with conservation, as measured by the guest experience survey. The other was the number of species recovery programs at the Zoo. There was also an opportunity to measure the number of conservation species that are visible to guests at the Zoo. This was not currently tracked but could be quantified.

Sustainability targets were outlined in the 2024 Campus Plan. Some could serve as performance measures for the sustainability commitment. Examples included the percentage of electricity generated onsite and the amount of stormwater runoff used for new exhibits. The stormwater measure would likely require new meters in each exhibit. Updating metering and tracking systems could increase the Zoo’s ability to track sustainability measures.

More work was needed on four commitments

Performance measures for four of the bond commitments will require more work. We did not find adequate measures available for education, accessibility, weather protection, and animal care in an emergency. Data to measure these commitments may require time and resources to collect or analyze.

Exhibit 7 More work was needed to develop performance measures for four bond commitments.

	<p>Improve facilities to enhance educational opportunities for children and other visitors to learn about animals and habitat conservation.</p>
	<p>Increase accessibility for visitors of all abilities, including improved paths and exhibits.</p>
	<p>Improve protection from heat and extreme weather for animals and visitors.</p>
	<p>Improve facilities to prepare for animal care in a natural disaster or emergency.</p>

Source: Auditor’s Office analysis of potential performance measures.

The Zoo tracked the number of educational moments with guests. However, this potential performance measure did not directly tie back to the bond and had a risk of encouraging quantity over quality. To measure the bond’s education commitment, the Zoo could conduct baseline measurements of current exhibits to measure visitor engagement.

In the past, the Zoo conducted an evaluation of the Polar Passage exhibit that was constructed as part of the 2008 bond. This evaluation collected data such as visitor experience and the time visitors spent at the exhibit. If done for current and new exhibits, this could provide evidence of the bond’s impact on the educational experience of visitors. Aspects of existing exhibits, such as the number of tactile elements, could also be quantified. Future exhibit content could be compared to the exhibits they are replacing to show bond’s impact on educational content.

To measure the bond’s accessibility commitment, the Zoo could use existing accessibility assessments. The Zoo’s Accessibility Transition Plan provides an opportunity to track the number of identified Americans with Disabilities Act (ADA)-related barriers removed as part of the bond work. The Zoo used a spreadsheet to track barriers, but it was outdated. If updated, it could be used to track progress against a baseline of barriers that have yet to be addressed. The Zoo could also use guest survey comments related to accessibility to develop an outcome measure. For example, the percentage of

positive guest comments related to accessibility at the Zoo could be measured over time to show bond impact.

To measure the bond's weather protection commitment, the Zoo could establish baselines for shelter added. The Zoo tracked the square feet of visitor shelter added but baseline data was unavailable. This measure could be more effective if change could be expressed as a percentage of overall visitor shelter at the Zoo.

There are data points that could demonstrate whether the bond improved weather protection for animals. One potential measure was the number of animal species with improved outdoor access due to improved weather protection. This could be done using weather guidance for animals. Temperature monitoring data could also be used to measure the percentage of time that an exhibit was in an ideal temperature range.

We did not identify any measures currently tracked for the bond's animal care in an emergency commitment. Two potential output measures were the number of kilowatts of backup generator energy and the square feet of indoor temperature-controlled emergency animal holding areas added.

Improve monitoring of Metro's Public Benefit Programs

Processes were not in place to ensure compliance with Metro's public benefit programs. Some programs aim to improve access to careers in the construction field and promote economic growth in the region. Others seek to reduce diesel emissions, promote public art, and implement sustainable building practices. Without refinement, Metro may not be able to deliver the intended public benefits.

Processes to integrate Metro's public benefit programs into bond projects were established, however those needed to monitor compliance were not fully developed. For example, Metro's programs were included in bid solicitations, which provided interested contractors with information about each program. While that ensured expectations were known, efforts to identify the bond team's responsibilities were still being developed.

Exhibit 8 Several public benefit programs apply to bond projects.

Construction Career Pathways	Regional Workforce Equity Agreement
Ensures money spent on local public improvement benefit local communities	Fosters the diverse workforce through use of workforce diversity goals
Subcontractor Equity	Clean Air Construction
Provides equitable opportunities to participate in subcontract opportunities	Reduces the effects of diesel pollution
Sustainable Building and Sites Policy	Percent for Art
Implements standards for design, construction, operations, and maintenance	Devotes one percent of construction costs to art

Source: Auditor's Office summary of Metro's public benefit programs.

Clarify roles and responsibilities to strengthen oversight

Some oversight responsibilities had not been assigned. For example, it was unclear who would be responsible for monitoring compliance with reporting requirements. The Construction Career Pathways and Regional Workforce Equity Agreement programs require contractors report the distribution of labor hours worked under each contract. The Subcontractor Equity program requires contractors report the distribution of contract dollars to minority and women-owned businesses. Although staff were aware of the reporting requirements, roles and responsibilities were not assigned. Some employees felt the bond team was responsible and others felt contractors were responsible.

Even when roles were established, it was unclear if they were followed. For example, for the Clean Air Construction program, vehicles were supposed to be registered in the tracking system when onsite work was approved. Employees thought the requirement was based on when construction started. The difference between these two dates for the first project was about a year. Early work was approved in February 2025. Construction was not scheduled to start until January 2026. The bond team had to follow up with the contractor in March 2026, after the early work was completed to determine what types of vehicles were used. For future projects, it will be important to set deadlines to match the program's guidance.

Project management tools were not finalized

Another example of misalignment with program requirements was related to the Sustainable Building and Sites Policy. The policy sets certification requirements by structure. However, the checklist tracked requirements by project. The first project initially included two structures: an attached deck and a plaza. A third structure was added later. As a result, planning documents were not set up to track compliance at the right level of detail.

The budget documents we reviewed did not track the Percent for Art allocations. For example, construction costs for the first two projects were estimated at \$83 million. We expected at least \$830,000 would be budgeted for art. This was not evident in budget documents.

The bond’s project management tools were not fully developed before construction started. Project management tools are documents or practices used to manage the scope, schedule, and budget for construction. Tools are needed to manage projects and the overall bond program. Consistent management practices are important to ensure projects stay on budget and meet bond commitments. It will be important to finalize them to ensure consistency as new employees join the bond team.

Aligning tools with project management best practices can increase efficiency and improve outcomes. The Project Management Institute provides guidelines for managing complex projects. There is no one-size-fits-all project management approach. Practices should be tailored based on project risk and complexity.

The bond team made progress during the audit to establish tools. Some processes were in place to manage the areas of project management we reviewed. However, most tools were still being developed, and some needed refinement. This was because the bond team was incomplete and had not fully developed their project management framework ahead of construction. The Zoo should finalize project management tools now to ensure the public, oversight bodies, and internal stakeholders have sufficient information to understand the status of bond implementation.

Exhibit 9 Tools were available for the categories of program and project management reviewed, but some were in template or draft form.

Category	Description
Alignment	Coordinates activities to achieve goals
Scope	Ensures the project includes only the required work
Schedule	Manages timely project completion
Cost	Ensures project is completed within budget
Governance	Manages resources and identifies decision-making structures
Stakeholder	Identifies stakeholder needs and manages communications
Risk	Helps plan, monitor, and respond to risk

Source: Auditor’s Office interpretation of Project Management Institute program and project management standards.

Several processes lacked documentation

Lack of process documentation was a key weakness of the bond's project management framework. Alignment tools to coordinate activities were present, but some were in draft form and one was a template that did not appear to be in use yet. Additionally, several gaps remained. Without appropriate tools in place, the Zoo cannot ensure projects will be consistently managed during the life of the bond.

The implementation plan to manage the bond was not in place. A document that outlined processes for implementing the bond was in draft form. Another document that planned to outline the bond's scope, schedule, and budget was not yet drafted. We were told that it was not expected to be adopted until after the start of construction.

Processes to manage project scope, schedule, change, and costs were lacking. The bond's Project Brief template did not include scope, schedule, change, or cost management plans. Project management plans typically outline the processes that project managers should follow when addressing risks in each category. Additionally, the Project Brief was focused on defining scope before projects started. There is a need for a tool to manage activities throughout the life of the project, or to adapt the Project Brief to fill this role.

Other processes were unclear. This increased the risk of inconsistency when new employees join the bond team. Inconsistencies can lead to inefficiencies and increased costs. For example, there was not a process to formally document lessons learned throughout the project. Documenting and sharing lessons as they arise could help prevent repeated mistakes.

It was also unclear how and where bond documents were supposed to be stored. Bond team members stated that the Zoo's shared drive was the primary location for bond documents. However, files for the first project were stored in another location. There was a lack of clarity on how files for the first project would be handled moving forward. We did not find up-to-date written guidance for file storage. Incomplete information can reduce transparency for internal stakeholders and oversight bodies.

Communication plans had not been finalized

The bond communication plan was not finalized as of October 2025. Finalizing and implementing the communication plan could ensure all stakeholders have access to the information they need to fulfill their roles. Bond implementation will impact several areas across the Zoo. Metro Council and the Oversight Committee need sufficient information to ensure that projects deliver on the promises made to voters. Formal processes to communicate with bond stakeholders were needed to ensure internal and external stakeholder concerns are consistently understood and addressed. Management stated that the communication plan was completed as of February 2026.

Some budgeting and cost tracking processes were not finalized

Approaches for budgeting and tracking bond costs were not finalized. Financial management of bond funds is a shared responsibility between the bond team and Metro's finance department. We found:

- A lack of clarity about what information the bond team should be tracking, such as time toward specific projects.
- Uncertainty about how to estimate Metro's central service costs.
- A tool to track the overall budget for the bond had not been finalized.

These limitations created an increased risk for budget planning. The bond team should clarify these budgeting expectations with Metro's finance department and finalize budget tracking tools.

Processes to manage some bond risks were limited

Risk management tools were available for projects but appeared to be limited for the bond as a whole. This mattered because there could be bond risks that would not be accounted for in project-level risk assessments. Examples include risks associated with project interdependencies or assessing tradeoffs related to cost escalation. Overlooking complex risks that are beyond the scope of the project-level risk assessment could result in cost overruns or schedule delays. Documenting and planning for risk at the bond level is necessary to improve the program's ability to monitor and respond to risk.

Improve processes to manage financial contingencies

The Zoo may not be setting enough financial reserves (contingencies) aside based on their own guidance and lessons learned from the previous bond. This increased the risk that the Zoo may not be able to complete the bond's planned projects or may deliver smaller projects than what was envisioned in the Campus Plan.

The bond's contingency guidance was approved about seven months after work on the first bond project was approved. The contingencies were established to serve two purposes. The program contingency was intended to ensure flexibility required for evolving conditions and maintain fiscal responsibility. The project contingency was intended to manage potential risks related to each project.

Contingencies did not align with guidance

The amount of funding set aside was less than we expected based on the Zoo's contingency guidance. We applied the guidance to existing budgets to determine whether current contingency was aligned with expectations. Program contingency was supposed to set aside 10% of the bond amount, or \$38 million. However, the program contingency was only \$29 million or 8%.

Most bond projects were not underway, which meant testing of the project contingencies was limited. According to the guidance, project contingency was set at a baseline of 18%. The Plaza Project's budget was initially \$19 million. Based on their guidance, project-level contingency would be \$3.42 million. However, the Project Concept Form noted that planned costs were \$17.325 million. That meant about \$1.675 million, or 9%, was available for project-level contingency.

Exhibit 10 Bond contingencies were below the policy guidance.

Contingency Type	Budget	Guidance		Actual		(Short)/ Over
		Rate	Contingency	Rate	Contingency	
Program	\$380,000,000	10%	\$38,000,000	8%	\$29,000,000	(\$9,000,000)
Project— Plazas	\$19,000,000	18%	\$3,420,000	9%	\$1,675,000	(\$1,745,000)

Source: Auditor’s Office illustration of contingency shortages as of October 24, 2025.

The program budget indicated that management assumed the Zoo would receive additional revenue to complete bond projects. About \$56.5 million was expected from other resources. That included \$20 million from bond premiums, \$6.5 million from interest income, and another \$30 million from donations. If all additional revenue is received, it could cover the \$10 million contingency shortfall. However, caution should be taken because the 2008 bond’s additional revenue was about \$28 million, which is about half of what the Zoo currently estimates for the 2024 bond.

The combination of program underfunding and project underfunding increased overall risks. If the 18% baseline is the starting reserve, then contingencies for the first project were not only less than expected, but may not have incorporated added risk factors.

The first project may include five structures. According to internal guidance, having a series of related projects and need to incorporate sustainable building standards can impact complexity. Additionally, a staff report noted that public facing construction sites can also increase risks. Part of the first project is located at the Zoo entrance which could justify the added factor. It was not clear if the current contingency was sufficient to cover the added risks.

Additionally, change orders were a risk factor in the 2008 bond but were not included in the contingency consideration factors for 2024 bond projects. We reviewed a sample of contracts from 2008 to understand how total costs changed. We found costs increased by an average of 24%. This is about six percentage points higher than the current baseline project contingency. If current bond projects increased at the same or similar rate, contingencies may be insufficient to absorb additional costs.

Consider tradeoffs when managing project level risk

Analyzing risks early could help management and the Oversight Committee understand tradeoffs. Based on the prior bond, management considered several options to address costs that came in over budget. Generally, there are two approaches, either expand the budget to maintain the scale of the project as initially envisioned or modify the project scope to fit within the budgeted amount. In practice, some combination of both approaches has been used.

For example, when the Education Center was constructed under the 2008 bond, costs came in over budget. Instead of reducing the project scope, less costly materials were used. The Zoo also used contingencies to increase the budget for that project so that the integrity of the promise made to voters was maintained.

A comparable situation arose in the 2024 bond, but a different approach was taken. The first project was slated to include a 29,500 square foot area of open and covered space near the Zoo entry. We were told the initial costs were projected to be about \$6 million over budget. To address the overage in this case, the project scope impacting the entry was reduced significantly. As a result, the first bond funded project will look significantly different than what was included in the Campus Plan.

Exhibit 11 The Zoo entry project shrank by 86% due to insufficient funds.

Campus Plan



After Scope Change



Source: Auditor's Office review of Campus Plan, OZ Cascade Crest Deck, 100% Design Development Documents dated May 21, 2025, and Contract 939656 Amendment 1, dated May 16, 2025.

Align contingency guidance with best practices to deliver projects as promised

In addition to not being used, the guidance did not align with best practices for setting contingencies. As such, even if the guidance is used in the future, it may not result in sufficient financial reserves to manage cost changes. The project contingency guidance fell short in two areas when compared to best practices. The first was related to the 18% baseline factor. The second was related to the risk factors used to adjust the baseline.

Based on our review of best practices, we identified five principles that contingencies should meet to be effective. They should be well-documented, in line with risks, consistent with purpose, built into cost estimates, and managed. This can help those involved with oversight, such as the Oversight Committee and Metro Council, manage future risks and support decisions about funding priorities.

The guidance did not indicate when to set aside more than the 18% baseline or how initial decisions were made. An approach is considered well-documented when it includes the source information and steps taken to reach the stated contingency. The current contingency approach may not be as effective without an understanding of the baseline. There was no guidance in place to help project managers know when additional contingencies should be set aside because of project specific risks. This could impair decision making when evaluating new risks or duplicate funding for risks that were already considered.

There was no indication of how risks were incorporated into contingency decisions. Although management documented some project-level risks, we were told processes to implement their use were not in place. According to management, a tool was being developed but a timeline was not mentioned. This could reduce the likelihood that their tool would be used to do project level risk analysis during budgeting.

According to the guidelines, project-level contingency could vary based on the following risk factors:

- Project complexity (e.g., structural elements, animal habitats),
- Clarity and completeness of the Project Brief,
- Location within the Zoo grounds, and
- Current inflation rates and tariff impacts.

Some risks were documented in a project management plan for the first project. It included a numerical scale but did not state how the scale would be used to adjust the budget. That document was discontinued and replaced by a project brief. This was problematic because the project brief did not contain any guidance regarding contingency risks. When assumptions about risks are not documented it makes it difficult to know if the baseline amount is sufficient.

Exhibit 12 Metro had tools to support decisions related to risks, but they were not used.

Scale	Probability	Impact
High (3)	This happened recently. This always happens to some extent with these projects.	If this happens budget and/or schedule and/or scope will have to be adjusted. This risk will cost us money to mitigate.
Medium (2)	This happened once before. Other project managers tell me to be on guard for this happening.	If this happens we'll have to adjust the schedule, but can probably recover fairly quickly. Costs should be minimal.
Low (1)	This could possibly happen and we want to keep the risk on the watch list.	This will not cause us to adjust budget, schedule, or scope but we would need to exert some extra effort to mitigate.

Source: Draft Project Management Plan for Entry/Polar dated November 1, 2024.

Recommendations

To ensure careful stewardship of public resources and encourage realistic expectations for the Zoo Bond, the General Manager of Visitor Venues, Zoo Director, and Director of Campus Planning and Development should:

1. Document bond governance including clearly delineated roles, responsibilities, and lines of authority, and get approval from Metro Council.
2. Develop performance measures including baseline measures and desired targets that address all seven bond commitments.
3. Establish a periodic reporting mechanism that provides the public, oversight committee, and Metro Council with current and accurate information on cost, schedule, and variances by project and for the bond as a whole.

To increase transparency and accountability for Zoo bond projects, the Director of Campus Planning and Development, and the Design and Construction Manager should:

4. Complete project management plans or project briefs for each project in the bond implementation plan.
5. Get approval for each project plan or brief before design and construction begins.
6. Develop a change management process to ensure changes to projects are approved by the right authority.
7. Document how project specific risks were used to inform budgets and financial contingencies.
8. Develop a consistent system to maintain project documentation.
9. Assign responsibility to a specific position(s) for managing compliance with each of Metro's Public Benefits Program.
10. Make sure Public Benefit Program requirements are accurately communicated to each position identified in recommendation nine.

Scope and methodology

The purpose of this audit was to evaluate the Zoo's preparedness to carry out the bond and deliver on bond and agencywide commitments. The objectives of this audit were to:

1. Identify opportunities to measure bond commitments.
2. Determine how agencywide commitments had been integrated into bond projects.
3. Determine whether project management practices were in place to plan and execute the bond.
4. Determine whether best practices to manage financial contingencies were followed.

To familiarize ourselves with the bond program and identify our audit objectives, we interviewed Zoo management and staff. We talked to Metro employees with roles in the bond and representatives from the Oregon Zoo Foundation. We reviewed planning documents, adopted budgets, enabling laws and regulatory requirements, management reports, expenditures and staffing levels, prior audits, and other relevant literature. We also participated in a tour of the zoo grounds with management and staff.

To meet our first objective, we identified best practices to guide the development of performance measures. We also reviewed bond language and relevant professional literature to determine relevancy of potential measures. We conducted interviews to identify information the Zoo tracked that was related to the seven bond commitments. We reviewed associated documentation, including assessments, customer experience surveys, planning documents, guidelines, and reports. We evaluated up to three measures for each bond commitment. When there were more than three available, we selected measures for evaluation based on their relevance, potential feasibility of data collection, and the quality of information. We then evaluated these measures based on best practices outlined by the Government Finance Officers Association.

To meet our second objective, we reviewed program requirements and staff responsibilities, as well as desired outcomes for each program. We interviewed staff to learn about planned and in-place practices. We assessed their alignment with program requirements and best practices.

To evaluate project management, we reviewed guidance from the Project Management Institute to develop criteria. We conducted interviews with bond team staff and reviewed documentation that included tool templates and planning documents. We then evaluated project management tools and practices being used for the bond and bond projects to assess their alignment with best practices.

To meet our fourth objective, we reviewed best practices to identify guidance related to contingencies. We evaluated program and project budgets for each bond. To evaluate the program and estimated project budgets for the 2024 bond, we reviewed budgeted allocations dated June 4,

2025. To evaluate the first project, we reviewed budget documents dated September 8, 2025.

For the 2008 bond, we evaluated changes in project costs and change orders, after adjusting for inflation. We selected three contracts to evaluate project budget changes. The contracts were selected using a stratified random selection process. From the three sample contracts, we selected a sample of change orders by determining the midpoint between the first and last change order based on date, then selected contracts before and/or after that date as the sample. The purpose of this review was to understand the types and frequency of changes. Neither sample was statistically significant so the results cannot be assumed to be representative of all 2008 projects and change orders.

This audit was included in the FY 2024-2025 audit schedule. We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix: Bond Implementation Timeline

Italics = Control weaknesses that reduce Metro's ability to ensure projects stay within scope, schedule, and budget.

Date	Event	Significance
5/21/24	Votes approved Oregon Zoo Bond Measure 26-244	Measure provided \$380 million for improvements based on seven commitments. Spending was to be overseen by an oversight committee. Explanatory statement said an implementation plan would be approved by Metro Council by fall 2024.
6/21/24	Proposals for design of the first bond project due	The project name for both procurements was Oregon Zoo Entry Plaza and Polar Plaza Shelter. <i>Contracting process should not have happened before the implementation plan was approved with project scopes, schedules, and budgets.</i>
7/18/24	Council authorized procurement for a construction manager/general contractor for the first bond project	
9/26/24	Campus Plan approved by Council	The plan included a one-page phasing and implementation plan that listed five projects expected to be completed with bond funds. It also included six other “projects of opportunity” that would cost \$185 million more than what bond funds would provide. The first bond funded projects that were expected to be completed in year one and two were plaza enhancements at the entry and east hub. Entry improvements were summarized: “Redevelopment of the existing zoo entry to improve accessibility, flow, and overall arrival experience. The plaza will be transformed into an inviting and intuitive space inspired by the local forest and mountain views. The design includes shade canopies, seating, and framed views of mountain goats, while also integrating existing architectural elements and native Pacific Northwest plantings.” East Hub improvement were summarized as: “Recently completed as part of Elephant Lands and Polar Passage, the East Hub shall be enhanced with permanent architectural shelters for flexible use between daily guest picnics and after-hours private events. At the knoll north of the Elephant South Habitat, a new children’s adventure playground is envisioned offering climbing opportunities and themed elements related to nearby animal species providing an engaging and unique experience for families.”
10/22/24	Design contract awarded for first project	The winning proposal stated: “The following scope of work and lump sum fee are based upon an approximate site area of 29,500 square feet and an estimated construction cost of \$9,000,000 for the Entry Plaza, and approximate site area of 13,000 square feet and an estimated construction cost of \$5,500,000 for the Polar Plaza.” Maximum design costs were about \$1.93 million. <i>Contract was awarded before Council approved an amendment to Metro’s budget for bond funded projects.</i>

11/21/24	Council approved an amendment to Metro’s budget related to Zoo bond projects	<p>Two Zoo bond funded projects added to Metro’s budget:</p> <ul style="list-style-type: none"> • Zoo Front Entrance Plaza (ZB2405) • Annex Office Space Remodel (ZB2406) <p><i>The Front Entrance Plaza project appears to align with the Campus Plan. It’s unclear whether the Annex Office Space Remodel project was included in the Campus Plan.</i></p>
12/17/24	Construction contract for first project signed	Contract was for the Oregon Zoo Entry Plaza and Polar Plaza project. The maximum amount was not listed in the contract. It was expected to be set through amendments. About \$79,000 in preconstruction fees were approved at this time.
2/11/25	Zoo notified design contractor that scope of work for Oregon Zoo Entry Plaza and Polar Plaza Shelter changed	<p>Contract documents stated that “The Entry Plaza design was put on hold while the Zoo developed the new scope requirements.”</p> <p><i>Authority to approve changes to bond project scopes of work or the Campus Plan were not documented at this time.</i></p>
2/28/25	1 st amendment to construction contract approved	Approved about \$141,000 for early work on the Zoo Entry Plaza and Polar Plaza Shelter project. This brought the total value to about \$220,000.
3/17/25	Zoo notified design contractor of new scope of work for Entry part of the Oregon Zoo Entry Plaza and Polar Plaza Shelter project	<p>Contract documents stated that “The Zoo provided the new program for the Entry at the March 17, 2025 site walk, and revised budgets for both projects on March 19, 2025. The Design Team worked with both the Zoo and CMGC to validate the budgets against the new program/concept at the Cascade Crest deck and the value engineering ideas at Polar Plaza.”</p> <p><i>The project’s scope of work changed to focus on a deck at Cascade Crest Grill. Authority to approve changes to bond project scopes of work or the Campus Plan were not documented at this time.</i></p>
4/11/25	Zoo approved redesign of the Entry part of the Oregon Zoo Entry Plaza and Polar Plaza Shelter project	<p>Contract documents stated that the “Zoo approved the Design Team to proceed with redesign of the Entry and development of the Polar Plaza.”</p> <p><i>Authority to approve changes to bond project scopes of work or the Campus Plan were not documented at this time.</i></p>

5/20/25	1 st amendment to Oregon Zoo Entry Plaza and Polar Plaza Shelter design contract approved	<p>Amendment reduced the maximum payment by about \$67,000 to about \$1.86 million. “The following revised scope of work and lump sum fee are based upon an approximate site area of 29,500 4,000 square feet with a an estimated construction cost of \$9,000,000 \$1,600,000 budget for the Entry Plaza, and approximate site area of 13,000 square feet and a an estimated construction cost of \$5,500,000 \$7,000,000 budget for the Polar Plaza.”</p> <p><i>The changes reduced the budget and scope of work for the Entry part of the project by 86%. It also increased the budget for the Polar Plaza but did not increase the size. Authority to approve changes to bond project scopes of work or the Campus Plan were not documented at this time.</i></p>
6/9/25	2 nd amendment to design contract approved	Amendment reduced the maximum payment by about \$25,000. The revised total was about \$1.9 million.
6/12/25	Council adopted FY25-26 budget	Zoo Front Entrance Plaza (ZB2405) project renamed as Entry Plaza/Polar Plaza. The renamed project appears to have expanded the scope of work to include improvements that were originally included in a non-bond funded project called Polar-Growlers-Elephants Plaza Structure (ZOO160).
6/26/25	Council approved an amendment to Metro’s budget related to Zoo bond projects	Amendment switched project numbers for bond funded projects. Zoo Entrance Plaza became ZB2406 (formerly ZB2405). Annex Office Space became ZB2405 (formerly ZB2406).
9/10/25	3 rd amendment to design contract approved	Amendment added about \$8,600 to the maximum payment. The revised total was about \$1.913 million.
10/16/25	Zoo Director approved the Bond Expenditure Decision-Making Structure	<p>Document says Metro Council “Approves the bond implementation plan, including project scopes, cost forecasts, schedules, and contingency allocations.” It said the Director of Campus Planning and Development would prepare the bond implementation plan. The document also said Council had authority to approve new projects when budget authority was needed. If no new funding was needed, it said the Zoo Director had authority to make changes and listed dollar thresholds that require updates throughout the fiscal year.</p> <p><i>The document implied that the Campus Plan was not considered to be the bond implementation plan as of October 2025. The criteria outlined in the decision-making structure did not provide effective oversight. The Zoo Director should not be able to approve their own authority level. Metro’s budget for capital projects like those funded by Zoo bonds is only for one year. As such, budget authority was not an effective control for the Zoo bond project budgets and scopes of work which take several years to complete. In addition, the decision-making structure provided no information about who had authority to change the Campus Plan and/or the bond implementation plan. Changes by Zoo leadership to the first project’s scope of work were not aligned with the Campus Plan.</i></p>

11/20/25	Council approved an amendment to Metro’s budget related to Zoo bond projects	<p>Annex Office Space Remodel (previously listed as ZB2406) project renamed as Zoo Plazas. All funding from Front Entry Plaza/Polar Plaza (incorrectly listed as ZB2405) was removed. At that time, \$11.7 million was added to the Zoo Plazas project. This project appears to have expanded the scope of work to include Elephant Plaza that was originally included in a non-bond funded project called Polar-Growlers-Elephants Plaza Structure (ZOO160).</p> <p><i>The amendment was not transparent. No information about the many changes to the first bond funded project’s scopes of work since it was originally approved in the budget in November 2024 was presented. No information about the addition of work at Elephant Plaza was presented. No information about the project’s alignment with the Campus Plan was presented. At this time, authority to approve changes to the Campus Plan were not documented.</i></p>
12/12/25	2 nd Amendment to construction contract approved	<p>Amendment set a maximum price at about \$9.7 million for the Cascade Crest Deck and Polar Plaza Shelter project. Contract does not appear to include the Elephant Plaza portion of the first project.</p> <p><i>Amendment changed the project name. “Oregon Zoo Entry Plaza and Polar Plaza” was what potential contractors submitted proposals for. To comply with procurement rules, Metro would need to determine that the two scopes of work were reasonably related to avoid restarting the procurement process.</i></p>
1/26/26	Construction permit approved for the Zoo Plazas project	<p>The construction contract stated that the Cascade Deck and Polar Plaza parts of the project were expected to be completed in September 2026. Design of the Elephant Plaza part of the project was not complete at this time, and no budget had been approved. The design contract stated that construction on Elephant Plaza would start in January 2027 and be completed by September 2027.</p>
1/9/26	4 th amendment to design contract approved	<p>Amendment added about \$38,000 to the maximum payment for the Zoo Plazas (ZB2406) project. The revised total was \$1.95 million.</p>
1/28/26	Unauthorized purchase for design work approved	<p>Unauthorized purchases are considered “allowable noncompliance” with Metro’s procurement rules. The memo was required before the 5th amendment to the design contract could be signed because the value of the contract exceeded 125% of the original contract award.</p>
1/30/26	5 th amendment to design contract approved	<p>Amendment added about \$835,000 to the maximum payment for the Elephant Plaza part of the Zoo Plazas (ZB2406) project. The revised total was about \$2.79 million.</p>

2/12/26	Metro Auditor met with Zoo Director	<p>Metro Auditor raised concerns about bond governance and whether changes to the first bond funded project were approved by the appropriate authority. Zoo Director agreed to send information.</p> <p><i>Metro Auditor requested a timely response because the first Oversight Committee was scheduled for 2/18/26 and the Zoo planned to seek approval from Council for a construction contract for the second bond funded project called Central Hub (the Campus Plan lists this project as Coastal Shores \$79 million) on 2/19/26.</i></p>
2/17/26	Zoo management sent a memo about changes to the first project's scope of work to the Oversight Committee	<p>Memo changed the name of the project's elements to Wildlife Pavilion (formerly Polar Plaza) and Cascade Terrace (formerly Cascade Deck). It listed changes to the first project that were not aligned with the Campus Plan such as the lack of movable walls at Polar Plaza and limited changes at the Zoo entry. Memo stated the Zoo expected to provide a detailed scope, budget, design, and construction between April 2026 and June 2027 for improvements at the Zoo entry.</p>
2/18/26	First Zoo Bond Oversight Committee meeting	<p>Oversight Committee members questioned whether changes to the first project were aligned with the Campus Plan and requested more information about the Zoo's explanations for the scope changes.</p>
2/23/26	Metro Auditor sent draft audit report to Zoo leadership	<p>Draft audit recommended that a governing structure be adopted to improve oversight of bond projects and ensure alignment with the Campus Plan.</p>
2/25/26	Zoo Director emailed Metro Auditor	<p>Email stated that the Campus Plan included the bond implementation plan ("the what") and stated that a separate framework is being refined by the Zoo to address "the how."</p> <p><i>Construction on the first project had already started at this time and the Zoo was starting to contract for the second project before the framework was in place. At this time, authority to approve changes to the Campus Plan were not documented.</i></p>

Management response



Memo

Date: April 17, 2026
To: Brian Evans, Metro Auditor
From: Marissa Madrigal, Chief Operating Officer
Craig Stroud, General Manager Visitor Venues
Heidi Rahn, Oregon Zoo Director
Subject: Zoo Bond Implementation Audit

Introduction

Auditor Evans,

We appreciate your assessment of our readiness to fulfill the commitments of the 2024 Zoo Bond and Metro’s public benefit programs. We agree that strong governance, transparent reporting and effective project management are foundational to delivering these outcomes. This response details actions already taken, clarifies findings and outlines planned improvements to ensure successful implementation.

Background and Progress

Metro has recent experience implementing bond-funded capital projects at the Oregon Zoo and successfully delivered on all commitments and appropriately spent all proceeds from the \$125 million 2008 Zoo Bond. That bond reimagined about 40% of the zoo campus with expenditures from all sources totaling around \$154 million.

Building on recommendations from the “2008 Zoo Bond Oversight Committee’s final program report”, the zoo developed a new campus plan to optimize its approach to the next phase of development and potential bond implementation. This plan was informed by extensive stakeholder input and supported by professional cost estimating of project concepts. It is important to note that this planning work was completed prior to referring the 2024 Zoo Bond to voters. Projects were prioritized and selected for implementation based on regulatory and operational needs, guest feedback and feasibility. In May 2024, voters approved ballot measure 26-244, which authorized \$380 million of bond funding for zoo capital projects. In June 2024, the City of Portland granted necessary land-use approvals, and in September 2024 the Metro Council approved the campus plan, establishing project scopes, sequencing and cost estimates. The combination of voter-approved bond funding, city land-use approvals and Metro Council–approved campus plan provided a clear direction to proceed.

With these important conditions in place, the zoo began assembling a project delivery team and leveraging Metro’s existing capital project resources to launch implementation. As of April 2026, the Campus Planning and Development team is almost fully staffed, processes and procedures have been developed or are in refinement, and the zoo is delivering on bond commitments with construction of the first two Plaza Enhancements subprojects, Cascade Terrace and Wildlife Pavilion. The third subproject, Elephant Plaza, is in the conceptual design phase, and the fourth subproject, Front Entrance Gate, is being scoped.

Response to Audit Results

We generally agree with the Auditor’s recommendations: While much progress has been made to successfully launch the bond program, further refinement of structures, processes and staffing will strengthen these efforts. We appreciate that the audit was conducted early in the program’s development, and that the findings were shared during construction of the first project—Plaza Enhancements. With a decade or more of design, construction, and spending to go, the timing allows us to leverage these recommendations as we implement more complex projects.

Management differs on some of the underlying conditions contributing to the auditor’s conclusions. The audit states that the zoo “was not prepared to implement the 2024 bond measure” in part due to “the scale of what the Zoo set out to accomplish,” noting that “Bond funds were only expected to complete five” of the 11 projects in the campus plan.

We believe the scale is appropriate. The campus plan clearly identifies five projects to be prioritized: Plaza Enhancements, Coastal Shores, Africa Phase I, South Hub and Africa Phase 2. The other six projects are characterized as “Projects of Opportunity or Beyond 15 years.” Significant analysis and deliberation were undertaken to prioritize projects that could be delivered using bond resources while maintaining a high-quality zoo experience, addressing critical operational and infrastructure needs, and balancing investments among animal habitats, sustainable infrastructure and guest services.

Although unfilled team roles presented challenges during the program startup, this was to be expected; hiring is a strategic and often linear process where more senior roles are filled first. The zoo has a strong leadership and technical team in place, with eight of the nine positions filled and recruitment underway for the final role. In addition, the zoo director, Metro’s general manager of visitor venues, Metro’s chief financial officer, the Metro attorney assigned to the zoo, and a zoo construction project manager—each of whom contributed significantly to the successful 2008 bond outcomes—continue to provide leadership and oversight.

The audit report includes a lot of detail about the design and construction process for the first project, Plaza Enhancements (Entry and East Hub), which is comprised of four subprojects. Each project has a budget and schedule; however, the audit states, “Ineffective oversight led to significant changes to the first project’s scope of work. As a result ... the Zoo’s entry that was prioritized in the 2024 Campus Plan has no budget or timeline for completion.”

The following table identifies the budgets and timelines:

Subproject	Budget*	Timeline
Cascade Terrace (at entry)	\$13,200,000	Construction complete July 2026
Wildlife Pavilion	(included in above)	Construction complete August 2026
Elephant Plaza	\$4,650,000	Construction complete summer 2027
Zoo Entrance Gate	\$650,000	Currently scoping, construction to be completed no later than summer 2027
Remaining Contingency	\$500,000	
Plaza Enhancements Total	\$19,000,000	

*Subproject budgets include contingency funds

The 2024 Oregon Zoo bond ballot measure made seven commitments listed in Exhibit 5 of the audit report. The Plaza Enhancements collectively advance the following commitments:

- Conserve water and energy in operations and update infrastructure.
- Increase accessibility for guests of all abilities, including improved paths and exhibits.
- Improve protection from heat and extreme weather for animals and zoo guests.

The adopted campus plan includes the following language for the Entry Plaza:

Redevelopment of the existing zoo entry to improve accessibility, flow, and overall arrival experience. The plaza will be transformed into an inviting and intuitive space inspired by the local forest and mountain views. The design includes shade canopies, seating, and framed views of mountain goats, while also integrating existing architectural elements and native Pacific Northwest plantings.

The existing Guest Services and Gift Shop engage with the plaza and provide opportunities for visitors to orient themselves, sit, find grab-and-go snacks or restrooms, and shop. Design and material choices will respond to the existing architectural elements at the entry creating an integrated experience upon arriving at the Oregon Zoo. Planting throughout this area could include notable PNW native plantings such as Douglas fir, big-leaf maple, vine maples, rhododendrons, western sword fern, and other native forest groundcover.

In July 2024, after the passing of the bond measure, the zoo team and architect began refining the Entry Plaza scope based on programming and needs. After six months of design, two new and different structure concepts were presented. Both provided a large arrival feature that was visually impressive but did not ultimately balance the multitude of design requirements. In addition, the conceptual designs were estimated to cost more than the \$19 million allocated for the entire Plaza Enhancements project, which was identified as a significant risk to the project and overall bond program.

As a result of these imbalances, zoo management stepped back and identified an Entry Plaza scope, named the Cascade Terrace subproject, which balances the design requirements, aligns with the Metro Council–approved campus plan language, and was expected to cost substantially less than prior concepts. The resulting Entry Plaza scope meets the zoo’s operational needs and will provide a structure that is integrated with the existing Cascade Crest building and its

architectural elements. It will provide shelter from rain and sun, views of mountain goats, improved accessibility, and a seating and gathering space. These modifications were made through established decision-making processes and reflect the zoo's commitment to responsible stewardship of public resources. We believe these investments appropriately balance cost, functionality, guest experience and long term value.

The zoo has a strong track record of delivering complex construction projects. In addition, it has the executive leadership and technical expertise necessary to effectively manage this program.

Audit Recommendations

Recommendation

To ensure careful stewardship of public resources and encourage realistic expectations for the Zoo Bond, the General Manager of Visitor Venues, Zoo Director, and Director of Campus Planning and Development should:

- 1. Document bond governance including clearly delineated roles, responsibilities, and lines of authority, and get approval from Metro Council.**

Response: We agree with this recommendation.

Proposed Plan: Metro has established Capital Improvement Planning and capital budgeting processes for the organization that the 2024 Zoo Bond Program must follow. There are also delegated and defined processes at the Zoo Bond Program and project levels. To apply those requirements to the Bond Program, management developed the Oregon Zoo Bond Program Framework that cites authority for Metro Council and defines the Zoo Bond Steering Committee, the 2024 Oregon Zoo Bond Oversight Committee, the Oregon Zoo Campus Planning and Development team, the Capital Asset Management department and Metro's Finance department. Management will review that framework with internal stakeholders, and inform Metro Council, to ensure clarity and an effective governance structure that fosters careful stewardship of public resources. If any roles, responsibilities or authorities do not align with established Metro capital project management processes, the bond program will identify those and seek Metro Council approval, as necessary.

Timeline: Any outstanding questions concerning role, responsibility or authority—or edits to the Oregon Zoo Bond Program Framework—should be finalized by September 2026. Review with stakeholders, including Metro Council, will be completed by November 2026.

2. Develop performance measures including baseline measures and desired targets that address all seven bond commitments.

Response: We agree with this recommendation.

Proposed Plan: Performance measures are being developed with guidance from subject matter experts, including Metro’s Revenue and Analytics division, which oversees the agency’s performance data initiative; Metro’s DEI division, which oversees accessibility; and Capital Asset Management, which oversees sustainability. Performance measures related to animal care will incorporate the latest research, best practices and Association of Zoos and Aquariums accreditation standards. The development of performance measures will be led by the director of campus planning and development and the deputy director of animal care in collaboration with the zoo team.

Timeline: We agree with the audit report that development of measures, including data collection, will take time and resources. We expect to make substantial progress developing specific measures for the next major project, Coastal Shores, as well as for the Bond Program overall, by Dec. 31, 2026. Data will be collected after measures are defined, with progress and outcome reporting likely to occur annually, as applicable to the projects underway or completed, and to the program as a whole.

3. Establish a periodic reporting mechanism that provides the public, oversight committee, and Metro Council with current and accurate information on cost, schedule, and variances by project and for the bond as a whole.

Response: We agree with this recommendation and are committed to transparent and consistent communication.

Proposed Plan: A plan developed in October 2025 outlines how the zoo communicates with the public, the Zoo Bond Oversight Committee, Metro Council and staff. The bond communication plan is managed by the program coordinator on the Campus Planning and Development team in collaboration with the zoo’s director of communications and director of marketing.

The Campus Planning and Development director is refining the reporting format with input from the zoo director, selected Zoo Bond Oversight Committee members, and the Zoo Bond Steering Committee to more effectively communicate current and accurate information on costs, schedules and variances by project. An overall Zoo Bond Program financial report has been created, which is updated monthly for program reporting.

Timeline: Refined report format to be finalized by September 2026. Updates are provided monthly to the Bond Steering Committee and Zoo Bond Oversight Committee. Quarterly updates are provided to Metro Council.

Recommendation

To increase transparency and accountability for Zoo bond projects, the Director of Campus Planning and Development and the Design and Construction Manager should:

4. Complete project management plans or project briefs for each project in the bond implementation plan.

Response: We agree with this recommendation. Project briefs outline, at a minimum, the project description, including budget, performance measures, and high-level schedule; project scope and requirements for habitats and animal care facilities, guest amenities and interpretive areas; and project constraints, considerations and potential risks, which helps ensure management's attention to critical planning elements.

Proposed Plan: Project briefs will be developed for each project prior to starting conceptual design with architectural firms. This tool will provide clarity to the architect as to the needs and requirements for each project as we begin conceptual design so we move forward with clarity and efficiency. There will likely be times when developing and finalizing some project brief elements are performed concurrently with architect/engineer contractor procurement processes, given procurement often takes months to complete. Project brief development will be led by the director of campus planning and development with input from appropriate staff from across the zoo. Project briefs will be approved by the Zoo Bond Steering Committee.

Timeline: Project brief development, particularly for complex animal habitats, begins months prior to the beginning of a project. The project brief for Coastal Shores is currently in development, with input being obtained by appropriate zoo staff. This document will be completed by the time the architect/engineer's contract is signed, which is anticipated to be in August 2026. Briefs for future projects will be initiated to meet the timing described above.

5. Get approval for each project plan or brief before design and construction begins.

Response: We agree with this recommendation.

Proposed Plan: Project brief development is led by the director of campus planning and development. It is reviewed and approved by the Zoo Bond Steering Committee prior to signing the contract with the architect/engineer for the project. Any necessary revisions to the project brief and/or project design will be tracked by the project manager and reviewed by the Zoo Bond Steering Committee.

Timeline: Briefs for future projects will be initiated to meet the timing described above.

6. Develop a change management process to ensure changes to projects are approved by the right authority.

Response: We agree with this recommendation.

Proposed Plan: Change management processes are outlined in the Bond Program Framework. At a high level:

- Metro Council approves project budgets through Metro’s Capital Improvement Plan process.
- Any elimination, addition or resequencing of the five 2024 campus plan projects (Plaza Enhancements, Coastal Shores, Africa Phase I, South Hub, Africa Phase 2) within the bond program as defined in the Bond Implementation Plan would require Metro Council approval via resolution of an updated plan.
- The Zoo Bond Steering Committee approves project-level scope changes and major tradeoffs across projects to ensure alignment with zoo operations, visitor experience, sustainability goals and campus planning.

Timeline: Campus Planning and Development is working with Capital Asset Management (CAM), Procurement, and Finance to clarify the decision-making structure for project managers, managers and project sponsors (executives) to ensure consistency across all Metro capital projects with an anticipated completion date of September 2026.

7. Document how project specific risks were used to inform budgets and financial contingencies.

Response: We agree with this recommendation. We acknowledge the need for strong documentation of risk factors and the rationale for contingencies.

Proposed Plan: The director of campus planning and development, in collaboration with the design and construction manager, will analyze project-specific risks identified by the team and how those risks inform the project budget and contingencies. Risks, budgets, and contingencies will continue to be evaluated at the conclusion of each architectural phase and throughout construction. The Bond Program Framework outlines program-level risks, separated into the categories of general, guest services, animals, the Oregon Zoo Foundation, marketing, guests and conservation education. In addition, CAM has developed a risk register tool that the bond program will assess in this process.

Specific risks, opportunities, and dependencies will be considered in managing each project. These more detailed lists will be considered “living” documents that can be expanded and/or modified at any time during the life of a project.

Management also wants to clarify that project-level budget contingency for the first suite of projects, Plaza Enhancements, meets contingency guidelines for the bond program. The Plaza Enhancements budget of \$19 million has allocations of \$16,101,695 working capital and \$2,898,305 for contingency (18%).

Timeline: Ongoing with each project.

8. Develop a consistent system to maintain project documentation.

Response: We agree with this recommendation.

Proposed Plan: All members of the Campus Planning and Development team will be required to take Metro’s Records Information Management training module. The community engagement liaison has been designated by the RIM team as the content manager for Campus Planning and Development.

A project documentation system has been developed and implemented. The file system is similar to the one established during the 2008 Zoo Bond, as well as the system used by CAM. Working documents are kept on the Campus Planning and Development SharePoint site. Finalized documents are moved to one of Metro’s local area network drives designated for zoo bond file storage.

Timeline: Campus Planning and Development staff have three months from their date of hire to complete the RIM training.

9. Assign responsibility to a specific position(s) for managing compliance with each of Metro’s Public Benefits Program.

Response: We agree with this recommendation.

Proposed Plan: Campus Planning and Development project managers, along with the design and construction manager, oversee compliance with each Metro Public Benefit program. In addition, a roles and responsibilities matrix was developed to clearly identify key partners—such as the architect, general contractor and Public Benefit Program leads—who hold staff and contractor responsibilities to support compliance with each program. This matrix is in the bond framework and is used as part of onboarding for new staff, contractors, and partners.

Timeline: Completed

10. Make sure Public Benefit Program requirements are accurately communicated to each position identified in recommendation 9.

Response: We agree with this recommendation.

Proposed Plan: The Campus Planning and Development team follows Metro's Capital Improvement Process (CIP) development process, led by CAM, which includes the review of Public Benefit Program requirements for all capital projects. CAM staff reviews all bond projects in the five-year CIP, completes project checklists to identify Public Benefit Program requirements, then provides a summary of these requirements. Prior to beginning an approved capital project, Public Benefit Program leads meet with Campus Planning and Development’s design and construction manager and project manager to review project scopes and update the checklists to ensure all applicable and feasible requirements are identified and incorporated into project design and construction. The roles and responsibilities matrix (see #9 above) also links to each Public Benefit Program and supporting documentation requirements for each.

Timeline: Ongoing



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Agenda #: 5.1

File #: RES 26-5577

Agenda Date:4/30/2026

Resolution No. 26-5577 For the Purpose of Declaring Extreme Heat and Climate Change as Critical and Growing Threats and Designating a Regionwide Heat Season

Jai Daniels (she/her), Associate Transportation Planner

Kim Ellis (she/her), Regional Transportation Planning Manager

Malu Wilkinson (she/her), Deputy Director

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DECLARING) RESOLUTION NO. 26-5577
EXTREME HEAT AND CLIMATE CHANGE AS)
CRITICAL AND GROWING THREATS AND) Introduced by Chief Operating Officer
DESIGNATING A REGIONWIDE HEAT) Marissa Madrigal in concurrence with
SEASON) Acting Council President Duncan Hwang

WHEREAS, in 1992, the people of the greater Portland region voted to approve Metro’s home rule charter, which charged the regional government with “its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations;” and

WHEREAS, the Metro Charter states in Section 6: “Metro is also authorized to exercise the following functions” including “metropolitan aspects of natural disaster planning and response coordination;” and

WHEREAS, the region is faced with natural hazards, including extreme heat, wildfires and wildfire smoke, floods, drought, and ice storms, that are intensified by climate change; and

WHEREAS, in 2020, the City of Portland declared a climate emergency, recognizing that the region faces a human-made crisis that disproportionately impacts vulnerable communities; and

WHEREAS, in 2020, Clackamas County declared a local state of emergency and issued evacuation orders in the county in response to a number of wildfires threatening the lives and safety of county residents and causing extensive damage to homes and property across the county; and

WHEREAS, in 2022, Washington County Board of Commissioners directed staff from the Office of Sustainability and Public Health Division to collaborate on work addressing climate change in the community and, in 2025, Washington County completed the development of a climate action plan that identifies goals and strategic actions to address both climate mitigation and adaptation; and

WHEREAS, in 2025, Multnomah County released a draft climate justice plan, developed in collaboration with frontline community members and organizations and the City of Portland, that guides the county on strategies to address the growing impacts of climate change on communities through both mitigation and adaptation; and

WHEREAS, with the passage of E2SHB 1181 in 2023 by the Washington State Legislature mandating a climate change and resiliency component of local plans, Clark County developed a Climate Change Element as part of the county’s 2025 Comprehensive Plan that identifies goals and policies to advance climate mitigation and adaptation; and

WHEREAS, in 2025, the Southwest Washington Regional Transportation Council developed a Resilience Assessment Plan that aims to guide investments to strengthen infrastructure against climate-related events, such as flooding, landslides, and seismic risks; and

WHEREAS, public agencies in the region have declared states of emergency for prolonged periods of extreme heat affecting the region multiple times over the years since 2021, and nine cities and several community-based organizations in the region have created climate action plans that guide efforts to reduce climate pollution and address climate impacts in their communities; and

WHEREAS, average temperatures and extreme heat events are amplified by the urban heat island effect, defined by the U.S. Environmental Protection Agency as “a measurable increase in ambient urban air temperatures resulting primarily from the replacement of vegetation with buildings, roads, and other heat-absorbing infrastructure;” and

WHEREAS, historical land use and transportation planning decisions, including discriminatory housing policies, highway placement, and unequal distribution of tree canopy, have contributed to greater urban heat island effects and disparities in heat exposure, adaptive capacity, and sensitivity across the region; and

WHEREAS, in 2023, Clackamas, Multnomah, and Washington counties partnered to complete a heat mapping project that confirmed that heat is not experienced equally across the region due to differences in tree canopy coverage and development patterns; and

WHEREAS, the aforementioned disparities, combined with other vulnerability factors, cause extreme heat events and urban heat island effects to disproportionately impact older adults, youth, people living alone, people living without access to cooling, unhoused people or people experiencing unstable housing, people with chronic health conditions, outdoor workers, veterans, people with lower income, and Black, brown, and Indigenous communities; and

WHEREAS, extreme heat is the deadliest weather-related disaster, killing more people on average than hurricanes, tornadoes, floods, and lightning, and is a critical and growing threat in the region with wide-ranging impacts on public health, the economy, infrastructure, natural ecosystems, and quality of life; and

WHEREAS, the region experienced record-breaking temperatures during the 2021 heat dome that killed more than 80 people in the tri-county area and continues to experience increasingly higher numbers of heat-related illnesses each year; and

WHEREAS, Metro Council has demonstrated a commitment to addressing climate change through prior resolutions, plans, and policies that guide Metro’s efforts to reduce climate pollution and address climate change impacts, including the 2040 Growth Concept, Regional Framework Plan, Regional Transportation Plan, Climate Smart Strategy, Comprehensive Climate Action Plan, Regional Waste Plan, Metro Parks and Nature System Plan, and Metro Sustainability Plan; and

WHEREAS, Metro is implementing a variety of programs and activities to reduce heat and climate impacts, including Parks and Nature grant programs that support tree planting, habitat restoration, and land acquisition; stocking life jackets for community members to borrow while visiting Metro water recreation areas; operating the Oregon Convention Center as a cooling center; implementing heat illness prevention plans and training and cooling measures for outdoor workers and animals at the Oregon Zoo; funding climate-friendly transportation infrastructure through the Regional Flexible Funds Allocation process; and maintaining regional heat-related datasets to support future planning; and

WHEREAS, local and regional partners, including community-based organizations, are implementing initiatives to reduce heat and climate impacts, including organizing tree planting and green workforce development programs, operating cooling centers, expanding access to cooling resources and information, providing heat safety training, supplying mobile water filling stations and heat pump cooling units, and building more energy-efficient and climate-resilient transportation infrastructure and buildings; and

WHEREAS, in 2025, Metro's Cooling Corridors Study, developed through engagement with over 135 people including vulnerable community members, community-based organizations, local and

regional partners, and technical experts, recommended that Metro Council declare extreme heat and climate change as issues of regional concern and designate a regionwide heat season; and

WHEREAS, Clackamas, Multnomah, and Washington counties observe the period of May 1 through September 30 for monitoring and reporting practices and standard operating procedures related to heat, consistent with the Centers for Disease Control and Prevention and guidance from the Council of State and Territorial Epidemiologists; and

WHEREAS, Metro staff consulted with the State Resilience Officer, Oregon Health Authority, public health and emergency management staff at county agencies, the Metro Technical Advisory Committee, and the Metro Policy Advisory Committee to develop this resolution; and

WHEREAS, local and regional public agencies and community-based organizations are currently working to address extreme heat and climate change, but are facing challenges to continue that work due to limited funding and capacity, underscoring the need for coordinated action to strengthen these efforts and build regional resilience; now therefore,

BE IT RESOLVED that the Metro Council:

1. Declares extreme heat and climate change as critical and growing threats to the greater Portland region, recognizing that the region is already experiencing the consequences of climate change and that those impacts are expected to intensify.
2. Designates May 1 to September 30 as the official heat season for the region to raise public awareness of extreme heat as a critical and recurring threat, with the understanding that this period may be amended in the future as climate conditions change.
3. Supports coordinated efforts to address extreme heat and other climate hazards within Metro's internal functions and among local, regional, and state partners, prioritizing investments and interventions in communities experiencing disproportionate heat exposure, limited adaptive capacity, and heightened sensitivity to climate impacts.

ADOPTED by the Metro Council this 30th day of April 2026.

Duncan Hwang, Acting Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 26-5577, FOR THE PURPOSE OF DECLARING EXTREME HEAT AND CLIMATE CHANGE AS CRITICAL AND GROWING THREATS AND DESIGNATING A REGIONWIDE HEAT SEASON

Date: April 15, 2026

Department: Planning, Development & Research

Meeting Date: April 30, 2026

Prepared by: Jai Daniels,
jai.daniels@oregonmetro.gov

Presenters:

Malu Wilkinson, she/her, Deputy Director

Jai Daniels, she/her, Associate
Transportation Planner

Kim Ellis, she/her, Regional
Transportation Planning Manager

Length: 20 minutes

ISSUE STATEMENT

Resolution No. 26-5577, if adopted, would declare extreme heat and climate change as critical and growing threats in the greater Portland region and designate May 1 to September 30 as the official heat season for the region, with the understanding that this period may be amended in the future as climate conditions change.

Extreme heat is a critical and growing threat in greater Portland with wide-ranging impacts on public health, infrastructure, natural ecosystems, and quality of life. It is the leading weather-related cause of death in the United States, and the 2021 heat dome killing more than 80 people in the tri-county area underscores the severity and immediacy of this threat to the region. The number of hot days and heat-related illnesses in the region continue to rise each year. Though heat and climate change affect everyone, it is important to note that these issues disproportionately impact people of color, youth, older adults, people with chronic health conditions, people with low incomes, and people living alone or outside.

While extreme heat poses an increasingly urgent threat, the region also faces other climate hazards, including wildfires and wildfire smoke, floods, drought, and ice storms. As climate change intensifies the frequency and severity of these events, the region must address all climate hazards in a coordinated manner.

Building off of the Comprehensive Climate Action Plan and Cooling Corridors Study, the resolution is a tangible, first step to build regionwide resilience to extreme heat and climate

change. It advances Metro's commitment to working toward a region where everyone can survive and thrive in a changing climate.

This action supports and complements existing efforts in the region, including extreme heat notifications, implementation of cooling strategies, and emergency response procedures, at Metro and partner agencies. This resolution is intended to highlight the important work already underway to increase awareness and strengthen regional and community resilience to heat and does not replace current procedures.

This action also supports state-level work underway. The Office of the Governor is developing the Plan for a Resilient Oregon (PRO), a people-centered resilience strategy to help communities around Oregon adapt and thrive in the face of increasingly severe disasters. The plan is anticipated to be published in Fall 2026.

ACTION REQUESTED

Approve Resolution No. 26-5577 and declare extreme heat and climate change as critical and growing threats and designate a regionwide heat season.

On April 15, 2026, MTAC recommended that MPAC recommend Metro Council approval of this resolution. MPAC will consider MTAC's recommendation on April 22, 2026.

IDENTIFIED POLICY OUTCOMES

Metro Council and other policymakers have highlighted the need to advance climate leadership and take greater action to adapt to worsening climate impacts and build regionwide resilience to extreme heat and other climate hazards affecting the region.

Declaring extreme heat and climate change as critical and growing threats to the greater Portland region and designating a regionwide heat season would elevate extreme heat as a critical regional issue, raise public awareness of the risks of extreme heat, and support coordinated action within Metro's internal functions and among Metro, local, regional and state partners.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

- 1. Approve Resolution No. 26-5577 and declare extreme heat and climate change as critical and growing threats and designate a regionwide heat season.** This option is supported by past Metro Council actions and more recent studies, including Metro's Cooling Corridor Study and the Tri-County Portland Metro Region Heat Watch Report, and is aimed at increasing public awareness and proactive preparedness rather than treating heat as a sporadic, temporary emergency.
- 2. Do not take formal action on this issue at this time.** This option maintains current approaches, relying on city and county emergency declarations during extreme heat events.

STAFF RECOMMENDATIONS

Staff recommends Council approve Resolution No. 26-5577 and declare extreme heat and climate change as critical threats and designating a regionwide heat season.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Relationship to Metro goals and policies

Reducing climate pollution and building resilience to the impacts of climate change is a core tenet of Metro policies and guiding frameworks, including the following:

- Metro’s 2040 Growth Concept, adopted in 1995, guides local and regional land use and transportation planning across the region, including Metro’s urban growth management decisions.
- Metro’s six desired outcomes, adopted in 2008 in Chapter 1 of the Regional Framework Plan, include “The region is a leader on climate change, on minimizing contributions to global warming.”
- The Climate Smart Strategy, adopted in 2014, guides local and Metro’s efforts to reduce climate pollution through its land use and transportation planning activities to meet targets set by the state.
- Metro’s Parks & Nature System Plan, adopted in 2016, highlights three strategies focused primarily on protecting and conserving nature: (1) land acquisition and restoration; (2) lead regional efforts protect and manage significant landscapes beyond Metro’s portfolio; and (3) incorporate climate resilience and adaptation into Metro’s work.
- “Lead efforts to reduce impacts of climate change and minimize release of toxins in the environment” is one of the values that guides Metro’s 2030 Regional Waste Plan, adopted in 2019.
- Metro Council’s five-year strategic targets, adopted in 2023, include a target titled “Meeting our Climate and Resilience Goals” that states, “we must reduce greenhouse gas emissions.”
- The Regional Transportation Plan, last updated in 2023, includes a goal for “Climate Action and Resilience” in Chapter 2 and supporting policies in Chapter 3 that guide local and Metro’s efforts to reduce climate pollution and increase the region’s resilience to the growing impacts of climate change.

Each of the plans and policies above address both climate action and equity and aim to reduce climate pollution in a way that increases opportunities for marginalized community members.

Known opposition, support, and community feedback

There is no known opposition. Metro’s Cooling Corridors Study engaged over 135 people, including vulnerable community members, representatives from community-based organizations, local and regional partners, and technical experts, to identify nine recommendations and 47 actions to build regional resilience to extreme heat, including the recommendation to declare extreme heat and climate change as issues of metropolitan concern and to designate a regionwide heat season.

Supported by state, regional, and local partners, Metro staff developed the resolution in consultation with the State of Oregon Resilience Officer, the Oregon Health Authority and

public health and emergency management staff at Clackamas County, Multnomah County, and Washington County. On March 18, 2026, the Clackamas County Coordinating Committee (C4) Metro Subcommittee and the Metro Technical Advisory Committee (MTAC) discussed and expressed general support for this resolution.

Legal antecedents

Several state, regional, and local actions relate to this action.

State actions

- **Oregon’s Executive Order 20-04** establishes climate pollution reduction goals that require the support of coordinated actions at the local and regional levels to achieve.
- **Oregon’s Executive Order 25-29** increases the pace and scale of the State’s response to reducing carbon pollution while strengthening grid reliability and energy affordability.

Metro Council actions

- **Ordinance No. 14-1346B** (For the purpose of adopting the Climate Smart Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014. The strategy identifies actions to reduce climate pollution from transportation.
- **Ordinance No. 19-1431** (For the purpose of adopting the Regional Waste Plan), adopted by the Metro Council on March 7, 2019. The plan identifies actions to reduce climate pollution from food, goods, and services.
- **Resolution No. 24-5376** (For the purpose of adopting the federal legislative agenda for the 118th Congress), adopted by Metro Council on January 25, 2024. The resolution defined Metro Council’s legislative values, including *Tackle Climate Change and Restore Climate Stability*, and Council’s legislative principles, including *Improve Ecosystem Resilience to Climate Change*.
- **Resolution No. 24-5377** (For the purpose of adopting the 2024 state legislative agenda), adopted by Metro Council on January 25, 2024. The resolution defined Metro Council’s 2024 legislative principles, including *Climate Justice* and *Disaster Resilience*.
- **Resolution No. 25-5532** (For the purpose of endorsing the findings and recommendations in the Comprehensive Climate Action Plan for the Portland-Vancouver Metropolitan Statistical Area), adopted by Metro Council on November 13, 2025. The resolution directs Metro’s Chief Operating Officer to work with Metro Council to identify priority climate actions for Metro to implement in the next five years to help reduce climate pollution, build resilience, and address the impacts of climate change on communities, infrastructure, and natural systems.

Local actions

- **City of Portland’s Resolution No. 37494** (Declare an immediate mobilization effort initiating greater action, resources, collaboration, and new approaches to restore a safe climate resolution), adopted by the Portland City Council on June 30, 2020. The resolution acknowledges the Portland metropolitan area faces a human-made climate emergency and frontline communities are most impacted by climate change.
- **Clackamas County** declared a local state of emergency and issued evacuation orders in 2020 in rural and urban parts of the county in response to several wildfires threatening the lives and safety of county residents and causing extensive damage to homes and property across the county.
- **Washington County’s Climate Action Plan**, completed in December 2025, identifies climate hazards and goals and strategic actions to address both climate mitigation and adaptation and the impacts of climate change on county residents.
- **Multnomah County’s draft Climate Justice Plan**, developed in 2025 in collaboration with the City of Portland and frontline organizations and community members, guides the county on strategies to address the growing impacts of climate change on communities.
- **Clark County’s Climate Change Element in the 2025 Comprehensive Plan** identifies climate hazards and goals and policies to advance climate mitigation and adaptation, including community resilience.
- **Southwest Washington Regional Transportation Council’s Resilience Assessment Plan**, developed in 2025, aims to guide investments to strengthen infrastructure against climate-related events, such as flooding, landslides, and seismic risks. Focused on Clark County, the plan coordinates with broader Washington state efforts to protect critical transportation networks, enhance emergency response, and adapt to long-term environmental change. Development of the plan was also coordinated with the Regional Emergency Transportation Routes Project, Phase 2 effort led by the Regional Disaster Preparedness Organization and Metro.

BACKGROUND

Several agencies and organizations in the region, including Metro, are already working to prepare for and respond to the worsening heat crisis.

Supporting Existing Climate Work in the Region

Metro currently implements several activities that support heat and climate resilience. Parks and Nature funding programs, like the Nature in Neighborhoods grant, support tree planting projects and other projects that conserve or restore greenspaces, habitats and natural areas in the region. During the summer, Metro stocks life jackets that community members can borrow at many popular water recreation areas, supporting safe access to water and heat relief during hot days. Metro also operates a cooling center at the Oregon Convention Center during extreme heat events and implements heat illness prevention

plans, training and cooling measures for outdoor workers and animals at the Oregon Zoo. Metro funds climate-friendly transportation infrastructure through the Regional Flexible Funds Allocation process, partners with community organizations to develop community-led resilience strategies and maintains regional heat-related datasets on the Regional Land Information System (RLIS) that can support future planning efforts.

Other agencies and organizations in the region are also working to prepare for and respond to the worsening heat crisis. Cities, counties and other agencies and organizations have adopted climate action and resilience plans. Local governments are implementing initiatives to increase access to cooling resources and information. Examples include public awareness campaigns, supplying more heat pump cooling units, and building more energy-efficient and climate-resilient transportation infrastructure and buildings. Public health departments are tracking annual heat-related deaths, illnesses, and hospitalizations and implementing initiatives to increase access to cooling resources and information. Community organizations are leading efforts in their communities to plant more trees, provide education on how to prepare for extreme heat events, and connect vulnerable communities to cooling resources.

However, funding and capacity issues are threatening the sustainability of these initiatives and projects, underscoring the need for coordinated action to support and strengthen these ongoing efforts and build regional resilience.

Building from the Cooling Corridors Study and Comprehensive Climate Action Plan

To explore Metro's role in addressing extreme heat in greater Portland, the Cooling Corridors Study was initiated by Chief Operating Officer Marissa Madrigal on behalf of Metro Council. The study was completed in December 2025. It assessed heat risk across greater Portland, identified priority areas for investments, researched heat mitigation and adaptation strategies, and recommended actionable solutions to adapting and building resilience to extreme heat in the region. The study identified nine recommendations and 47 supporting actions intended to guide Metro and partner agencies.

The Cooling Corridors Study was presented to Metro Council during a work session in October 2025. The presentation described the background research, map-based analysis, and community and partner engagement, and introduced the draft recommendations and potential supporting actions, focusing on five near-term actions for Council consideration. One of the five near-term actions recommended that Council declare extreme heat and climate as issues of metropolitan concern and designate a regionwide heat season.

In November 2025, Metro Council adopted Resolution No. 25-5532, which endorsed the findings and recommendations in the Comprehensive Climate Action Plan for the Portland-Vancouver Metropolitan Statistical Area. As part of the resolution, Metro Council directed Metro's Chief Operating Officer to work with Metro Council to identify priority climate actions for Metro to implement in the next five years to help reduce climate pollution, build resilience, and address the impacts of climate change on communities, infrastructure, and natural systems. The resolution is the first step.



Metro

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

Agenda #: 5.2

File #: RES 26-5586

Agenda Date:4/30/2026

Resolution No. 26-5586 For the Purpose of Approving the FY 2026-27 Budget, Setting Property Lax Levies and Transmitting the Approved Budget to the Multnomah County Tax Supervising and Conservation Commission

Marissa Madrigal (she/her), Chief Operating Officer
Brian Kennedy (he/him), Chief Financial Officer

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE FY 2026-27 BUDGET, SETTING PROPERTY TAX LEVIES AND TRANSMITTING THE APPROVED BUDGET TO THE MULTNOMAH COUNTY TAX SUPERVISING AND CONSERVATION COMMISSION)

RESOLUTION NO 26-5586

Introduced by Acting Council President Duncan Hwang

WHEREAS, the Metro Council, convened as the Budget Committee, has reviewed the FY 2026-27 Proposed Budget; and

WHEREAS, the Council, convened as the Budget Committee, has conducted a public hearing on the FY 2026-27 Proposed Budget; and

WHEREAS, pursuant to Oregon Budget Law, the Council, convened as the Budget Committee, must approve the FY 2026-27 Budget, and said approved budget must be transmitted to the Multnomah County Tax Supervising and Conservation Commission for public hearing and review: now, therefore,

BE IT RESOLVED,

- 1. That the Proposed FY 2026-27 Budget as amended by the Metro Council, convened as the Budget Committee, which is on file at the Metro offices, is hereby approved as shown in Exhibit A Schedule of Appropriations.
2. That property tax levies for FY 2026-27 are approved as follows:

SUMMARY OF AD VALOREM TAX LEVY

Table with 3 columns: Tax Category, Subject to the General Government Limitation, Excluded from the Limitation. Rows include Permanent Tax Rate, Local Option Tax Rate, and General Obligation Bond Levy.

- 3. That the Chief Operating Officer is hereby directed to submit the approved FY 2026-27 Budget and Appropriations Schedule to the Multnomah County Tax Supervising and Conservation Commission for public hearing and review.

ADOPTED by the Metro Council this 30th day of April, 2026.

Duncan Hwang, Acting Council President

APPROVED AS TO FORM:

Carrie MacLaren, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION 26-5586 FOR THE PURPOSE OF APPROVING THE FY 2026-27 BUDGET, SETTING PROPERTY TAX LEVIES AND TRANSMITTING THE APPROVED BUDGET TO THE MULTNOMAH COUNTY TAX SUPERVISING AND CONSERVATION COMMISSION

Date: April 22, 2026

Prepared by:
Amanda Akers, Budget Manager

Department: Office of the Chief Operating Officer

Presented by:
Marissa Madrigal, Chief Operating Officer
Brian Kennedy, Chief Financial Officer

Meeting date: April 30, 2026

Length: 30 minutes

ISSUE STATEMENT

The Chief Operating Officer, acting in their capacity as Budget Officer, presented the FY 2026-27 Proposed Budget to the Metro Council, convened as Budget Committee, at the April 9, 2026, Council meeting. This was a Public Hearing where the Council provided an opportunity to receive testimony from interested members of the public and agency stakeholders.

Additional meetings were held for department presentations and budget deliberations throughout the month of April 2026.

On April 30, 2026, Council, convened as Budget Committee, will vote to approve the full budget by way of Resolution 26-5586. Per Oregon Budget Law, changes to the budget from the Proposed to Approved stage require the affirmative vote of the majority of the Budget Committee membership.

Approval of the FY 2026-27 budget will be the final budget adoption action for Council, convened as Budget Committee, but Council will have additional opportunities to amend the budget, as the Governing Body, prior the vote to adopt the budget on June 18, 2026.

ACTION REQUESTED

- Consideration and vote on Resolution 26-5586 approving the FY 2026-27 budget, setting property tax levies, and transmitting the approved budget to the Multnomah County Tax Supervising and Conservation Commission.

IDENTIFIED POLICY OUTCOMES

Compliance with Oregon Budget Law.

POLICY QUESTION

Does the budget reflect Council priorities, policies, and goals?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Approval of the budget, by Council convened as Budget Committee, will meet one of the legal mandates established by Oregon Budget Law.

STAFF RECOMMENDATIONS

The Chief Operating Officer and Chief Financial Officer recommend that Council, convened as Budget Committee, adopt Resolution 26-5586, approving the FY 2026-27 budget as adjusted, setting property tax levies, and authorizing the Chief Operating Officer to submit the FY 2026-27 Approved Budget to the Multnomah County Tax Supervising and Conservation Commission.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The FY 2026-27 Proposed Budget was released electronically to Council and posted to Metro's budget webpage for the public, on April 3, 2026, and presented by the Chief Operating Officer, in their capacity as the Budget Officer, to the Council, sitting as Budget Committee, on April 9, 2026.

Relationship to Metro's Strategic Plan, racial equity, and climate action goals

By approving the FY 2026-27 Budget, Metro is one step closer to adopting a budget that will focus on programming related to Metro's guiding principles of racial justice, climate justice and resiliency, and shared prosperity.

Known Opposition: None known.

Legal Antecedents: The preparation, review and adoption of Metro's annual budget is subject to the requirements of Oregon Budget Law, ORS Chapter 294. Oregon Revised Statutes 294.635 requires that Metro prepare and submit its Approved Budget to the Multnomah County Tax Supervising and Conservation Commission. The Commission will conduct a hearing on May 28, 2026, for the purpose of receiving information from the public regarding the Approved Budget. Following the hearing, the Commission will certify the budget to the Council for adoption and may provide recommendations to the Council regarding any aspect of the budget.

Anticipated Effects: Adoption of Resolution 26-5586 will set the maximum tax levies for FY 2026-27 and authorize the Chief Operating Officer to transmit the Approved Budget to the Multnomah County Tax Supervising and Conservation Commission.

Budget Impacts: The total amount of the FY 2026-27 Proposed Budget with adjustments is \$1,630,516,204 with 1,118.90 FTE.

BACKGROUND

The actions taken by this resolution are the interim steps between initial proposal of the budget and final adoption of the budget in June. Oregon Budget Law requires that Metro approve and transmit its budget to the Multnomah County Tax Supervising and Conservation Commission (TSCC). Members of the TSCC are appointed by the Governor to supervise local government budgeting and taxing activities in Multnomah County. The TSCC will hold a Public Hearing on Metro's budget on May 28, 2026, in the Metro Council Chambers at 11:00 a.m. Following the meeting, the TSCC will provide a letter of certification for Metro's budget. The Council's adoption of the final FY 2026-27 budget is currently scheduled for June 18, 2026.

Oregon Budget Law requires the Budget Committee of each local jurisdiction to set the property tax levies for the ensuing year at the time the budget is approved. Under Oregon Budget Law the Metro Council sits as the Budget Committee for this action. The tax levies must be summarized in the resolution that approves the budget and cannot be increased beyond this amount following approval without resubmitting the budget to the TSCC and holding an additional TSCC Public Hearing. Metro's levy for general obligation debt reflects actual debt service levies for all outstanding general obligation bonds. The levy authorization for FY 2026-27 budget also includes

the 5-year local option levy for Parks and Natural Areas support, which was renewed by the voters in November 2022, as well as the levy for Metro's permanent tax rate for general operations.



Metro

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

Agenda #: 6.1

File #: ORD 26-1541

Agenda Date:4/30/2026

Ordinance No. 26-1541 For the Purpose of Annexing to the Metro District Approximately Three Acres in Washington County at NW 185th Ave and NW Springville Rd

Glen Hamburg (he/him), Senior Regional Planner

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ANNEXING TO THE) ORDINANCE NO. 26-1541
METRO BOUNDARY APPROXIMATELY)
THREE ACRES AT NW 185TH AVENUE AND) Introduced by Chief Operating Officer
NW SPRINGVILLE ROAD IN WASHINGTON) Marissa Madrigal with the Concurrence of
COUNTY) Acting Council President Duncan Hwang

WHEREAS, Glenn Hinton has submitted a complete application for annexation of approximately three acres of unincorporated Washington County (“the territory”) to the Metro service district boundary (the “Metro boundary”); and

WHEREAS, the Metro Council added the territory to the urban growth boundary (UGB) by Ordinance No. 02-987A adopted on December 12, 2002; and

WHEREAS, Title 11 (Planning for New Urban Areas) of the Urban Growth Management Functional Plan requires annexation to the Metro boundary prior to application of land use regulations intended to allow urbanization of the territory; and

WHEREAS, Metro has received consent to the annexation from the owners of the land in the territory; and

WHEREAS, the proposed annexation complies with Metro Code 3.09.070; and

WHEREAS, the Council held a public hearing on the proposed amendment on April 16, 2026; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The Metro District Boundary Map is hereby amended, as indicated in Exhibit A, attached and incorporated into this ordinance.
2. The proposed annexation meets the criteria in section 3.09.070 of the Metro Code, as demonstrated in the Staff Report dated March 16, 2026, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of April 2026.

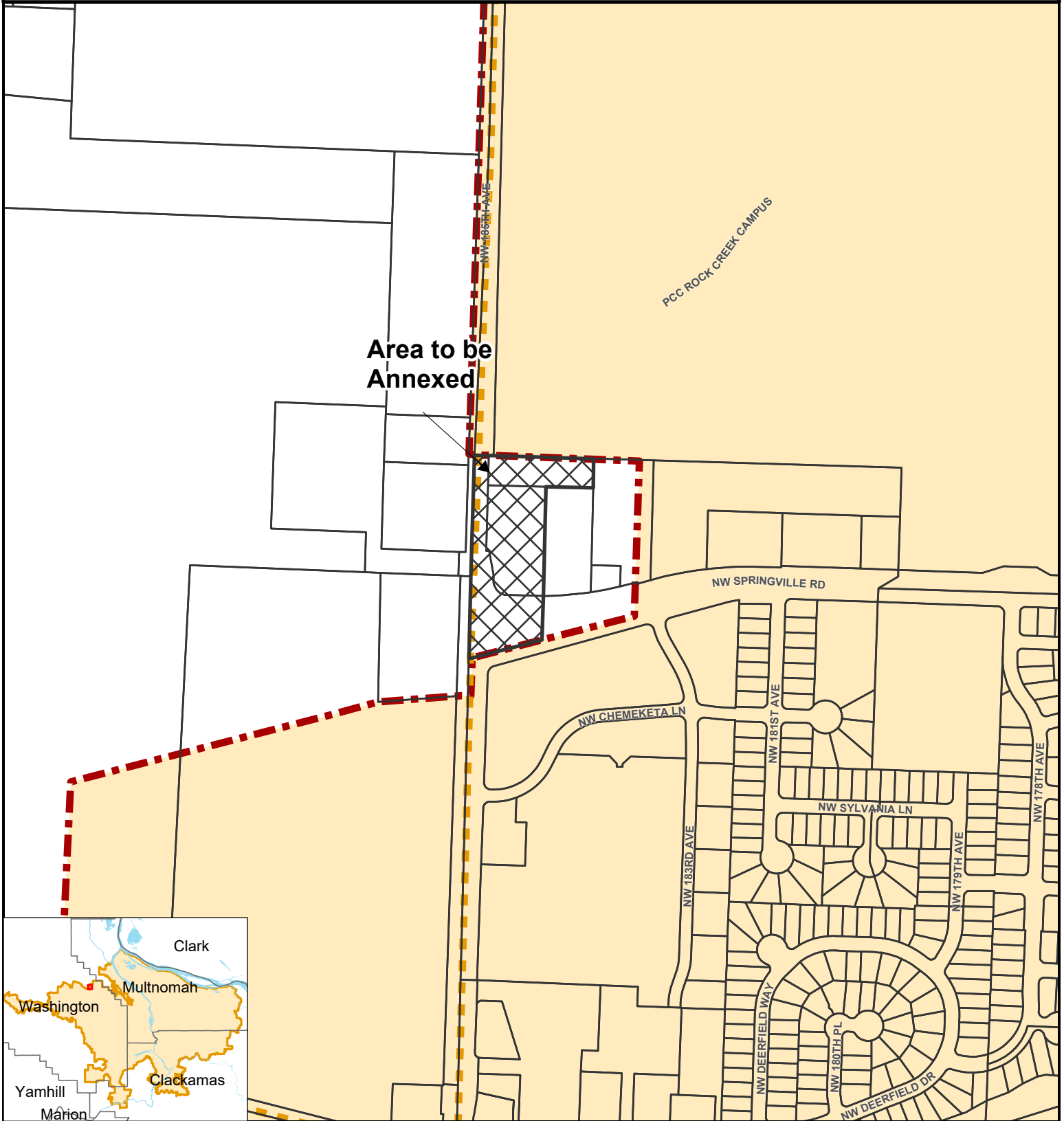
Duncan Hwang, Acting Council President

Attest:

Approved as to form:




Georgia Langer, Recording Secretary

Carrie MacLaren, Metro Attorney

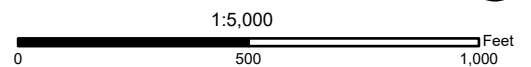


Research Center
600 NE Grand Ave
Portland, OR 97232-2736
(503) 797-1742

<http://www.oregonmetro.gov/drc>

-  Taxlots
-  Urban growth boundary
-  Metro district boundary

Proposal No. AN0126



The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 26-1541, FOR THE PURPOSE OF ANNEXING TO THE METRO BOUNDARY APPROXIMATELY THREE ACRES AT NW 185th AVENUE AND NW SPRINGVILLE ROAD IN WASHINGTON COUNTY

Date: March 30, 2026
Department: Planning, Development & Research

Prepared by: Glen Hamburg
Senior Regional Planner

BACKGROUND

CASE: AN0126, Annexation to Metro Boundary

PETITIONER: Glenn Hinton
6167 W. Tenants Harbor Drive
Highland, UT 84003

PROPOSAL: The petitioner requests annexation of territory in Washington County to Metro's service district boundary (the "Metro boundary").

LOCATION: The subject territory, totaling approximately three acres in area, is located in unincorporated Washington County at the northeast corner of the intersection of NW 185th Avenue and NW Springville Road. The subject territory can be seen in Attachment 1.

ZONING: The territory is zoned R-6 North Bethany District (R-6 NB) by Washington County.

The subject territory was added to the urban growth boundary (UGB) in 2002. The territory must be annexed into the Metro boundary for urbanization to occur.

APPLICABLE REVIEW CRITERIA

The criteria for an expedited annexation to the Metro boundary are contained in Metro Code section 3.09.070.

3.09.070 Changes to the Metro Boundary

(e) The following criteria apply in lieu of the criteria set forth in section 3.09.050(d). The Metro Council's final decision on a boundary change must include findings and conclusions to demonstrate that:

- 1. The affected territory lies within the UGB;*

Staff Response:

The subject territory was brought into the UGB in 2002 through the Metro Council's adoption of Ordinance No. 02-987A. Therefore, the territory is within the UGB and the application meets the criteria of section 3.09.070(e)(1).

2. *The territory is subject to measures that prevent urbanization until the territory is annexed to a city or to service districts that will provide necessary urban services; and*

Staff Response:

The subject territory is already zoned R-6 NB, an urban residential zoning district of Washington County. However, the territory is not presently connected to urban sanitary sewer utility services. Connection to sanitary sewer service, itself a form of urbanization but also allowing for further development of the property, will require future annexation to Clean Water Services. The subject property is therefore subject to measures that will prevent its urbanization until it is annexed to the necessary urban sanitary sewer service provider. The application meets the criteria in section 3.09.070(e)(2).

3. *The proposed change is consistent with any applicable cooperative or urban service agreements adopted pursuant to ORS Chapter 195 and any concept plan.*

Staff Response:

The subject territory is already within the UGB and has been planned and zoned for urban residential land uses; it is therefore not subject to any urban reserve concept plan. The territory is in the North Bethany Subarea of Washington County's "Comprehensive Framework Plan for the Urban Area," has been zoned R-6 NB by the county for urban residential land uses. Chapter 390-8 of the Community Development Code of Washington County states that the zone is intended for residential development at no more than six units per acre and no less than five units per acre, except as otherwise specified for middle housing (e.g., triplexes, cottage clusters, etc.). The code also provides other opportunities for density bonuses. The territory is already in the Tualatin Valley Water District, Tualatin Valley Fire District, TriMet's transit service district, and the Beaverton School District. The proposal to be annexed to the Metro boundary is not inconsistent with any adopted cooperative or urban service agreement. The application meets the criteria in section 3.09.070(e)(3).

ANALYSIS/INFORMATION

Known Opposition: There is no known opposition to this application.

Legal Antecedents: Metro Code 3.09.070 allows for annexation to the Metro boundary.

Anticipated Effects: This amendment will add approximately three acres to the Metro boundary. The land is currently within the UGB and approval of this request will allow for the urbanization of the land to occur consistent with the Washington County Comprehensive Framework Plan for the Urban Area.

Budget Impacts: The only resources expended for this request are for associated staff time and for routine printing and postage for required public notices, which are already in the approved budget. Territories annexed to the Metro boundary are subject to relevant Metro tax requirements.

RECOMMENDED ACTION

Staff recommends adoption of Ordinance No. 26-1541.

IN CONSIDERATION OF ORDINANCE NO. 26-1541, FOR THE PURPOSE OF ANNEXING TO THE METRO BOUNDARY APPROXIMATELY THREE ACRES AT NW 185th AVENUE AND NW SPRINGVILLE ROAD IN WASHINGTON COUNTY

Date: March 30, 2026
Department: Planning, Development & Research

Prepared by: Glen Hamburg
Senior Regional Planner

BACKGROUND

CASE: AN0126, Annexation to Metro Boundary

PETITIONER: Glenn Hinton
6167 W. Tenants Harbor Drive
Highland, UT 84003

PROPOSAL: The petitioner requests annexation of territory in Washington County to Metro's service district boundary (the "Metro boundary").

LOCATION: The subject territory, totaling approximately three acres in area, is located in unincorporated Washington County at the northeast corner of the intersection of NW 185th Avenue and NW Springville Road. The subject territory can be seen in Attachment 1.

ZONING: The territory is zoned R-6 North Bethany District (R-6 NB) by Washington County.

The subject territory was added to the urban growth boundary (UGB) in 2002. The territory must be annexed into the Metro boundary for urbanization to occur.

APPLICABLE REVIEW CRITERIA

The criteria for an expedited annexation to the Metro boundary are contained in Metro Code section 3.09.070.

3.09.070 Changes to the Metro Boundary

(e) The following criteria apply in lieu of the criteria set forth in section 3.09.050(d). The Metro Council's final decision on a boundary change must include findings and conclusions to demonstrate that:

- 1. The affected territory lies within the UGB;*

Staff Response:

The subject territory was brought into the UGB in 2002 through the Metro Council's adoption of Ordinance No. 02-987A. Therefore, the territory is within the UGB and the application meets the criteria of section 3.09.070(e)(1).

- 2. The territory is subject to measures that prevent urbanization until the territory is annexed to a city or to service districts that will provide necessary urban services; and*

Staff Response:

The subject territory is already zoned R-6 NB, an urban residential zoning district of Washington County. However, the territory is not presently connected to urban sanitary sewer utility services. Connection to sanitary sewer service, itself a form of urbanization but also allowing for further development of the property, will require future annexation to Clean Water Services. The subject property is therefore subject to measures that will prevent its urbanization until it is annexed to the necessary urban sanitary sewer service provider. The application meets the criteria in section 3.09.070(e)(2).

- 3. The proposed change is consistent with any applicable cooperative or urban service agreements adopted pursuant to ORS Chapter 195 and any concept plan.*

Staff Response:

The subject territory is already within the UGB and has been planned and zoned for urban residential land uses; it is therefore not subject to any urban reserve concept plan. The territory is in the North Bethany Subarea of Washington County's "Comprehensive Framework Plan for the Urban Area," has been zoned R-6 NB by the county for urban residential land uses. Chapter 390-8 of the Community Development Code of Washington County states that the zone is intended for residential development at no more than six units per acre and no less than five units per acre, except as otherwise specified for middle housing (e.g., triplexes, cottage clusters, etc.). The code also provides other opportunities for density bonuses. The territory is already in the Tualatin Valley Water District, Tualatin Valley Fire District, TriMet's transit service district, and the Beaverton School District. The proposal to be annexed to the Metro boundary is not inconsistent with any adopted cooperative or urban service agreement. The application meets the criteria in section 3.09.070(e)(3).

ANALYSIS/INFORMATION

Known Opposition: There is no known opposition to this application.

Legal Antecedents: Metro Code 3.09.070 allows for annexation to the Metro boundary.

Anticipated Effects: This amendment will add approximately three acres to the Metro boundary. The land is currently within the UGB and approval of this request will allow for the urbanization of the land to occur consistent with the Washington County Comprehensive Framework Plan for the Urban Area.

Budget Impacts: The only resources expended for this request are for associated staff time and for routine printing and postage for required public notices, which are already in the approved budget. Territories annexed to the Metro boundary are subject to relevant Metro tax requirements.

RECOMMENDED ACTION

Staff recommends adoption of Ordinance No. 26-1541.

ATTACHMENTS

1. Proposal No. AN0126

Materials following this page were distributed at the meeting.

Georgia Langer

From: Philip Fensterer <fensterer3@icloud.com>
Sent: Wednesday, April 29, 2026 9:24 PM
To: Legislative Coordinator
Subject: [External sender]Metro Council meeting 30April2026

CAUTION: This email originated from an External source. Do not open links or attachments unless you know the content is safe.

Regarding the zoo bond audit.

On page 53 of the Citizen Oversight Committee final report for the 2008 bond, it refers to a polar bear “maternity den” that was never delivered. Why would the report mention the maternity den if it was not a “commitment” of the 2008 bond?

Thank you,
Philip Fensterer

Sent from my iPhone



April 30, 2026

Management Response to Oregon Zoo Bond Implementation Audit

Recommendations are generally sound



Strong governance



Transparent reporting



Effective project
management



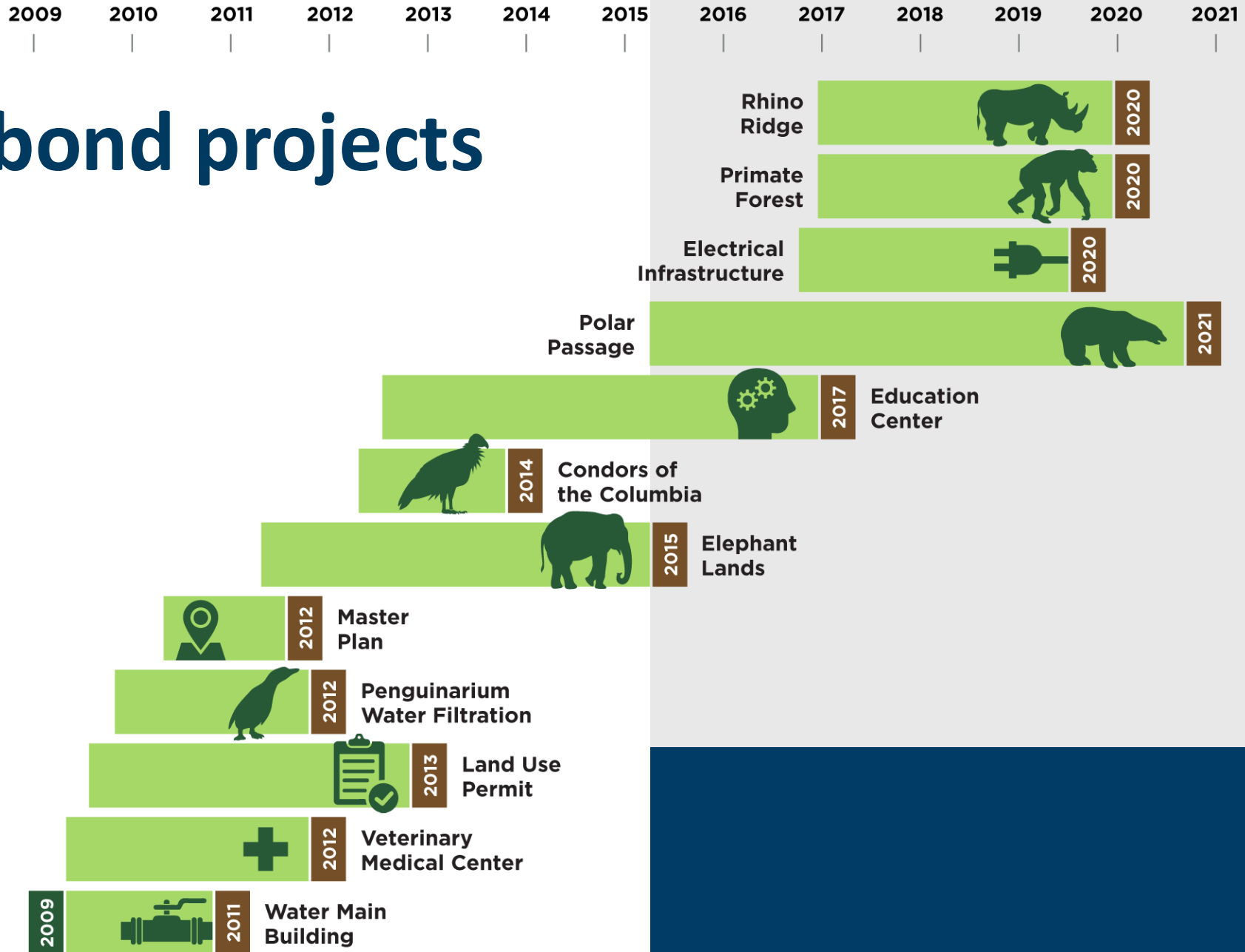
**Zoo is well prepared to
deliver on its bond
commitments**



2008 bond success

- Delivered on all commitments
- Appropriately spent all proceeds
- Upgraded 40% of zoo

2008 bond projects



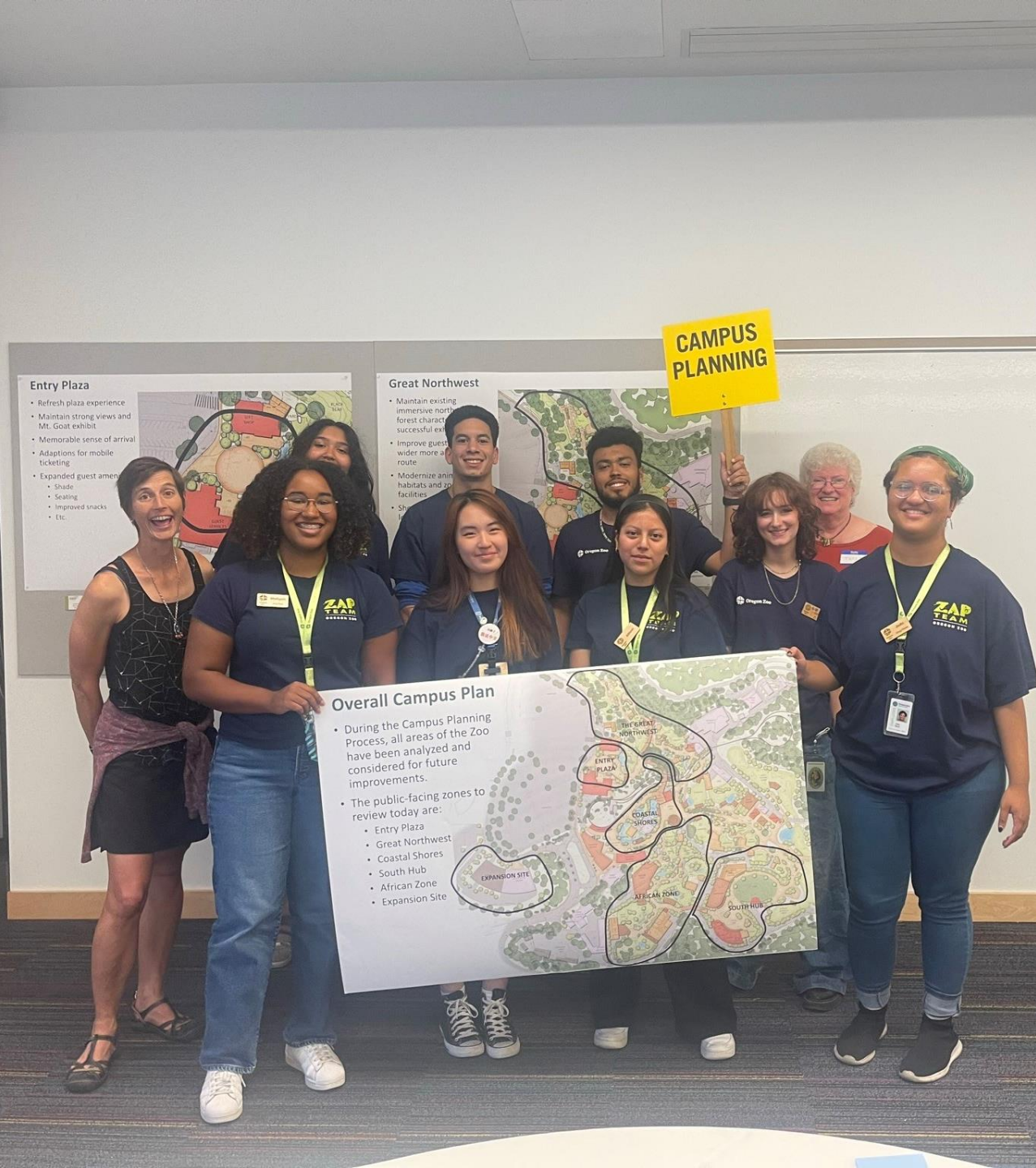


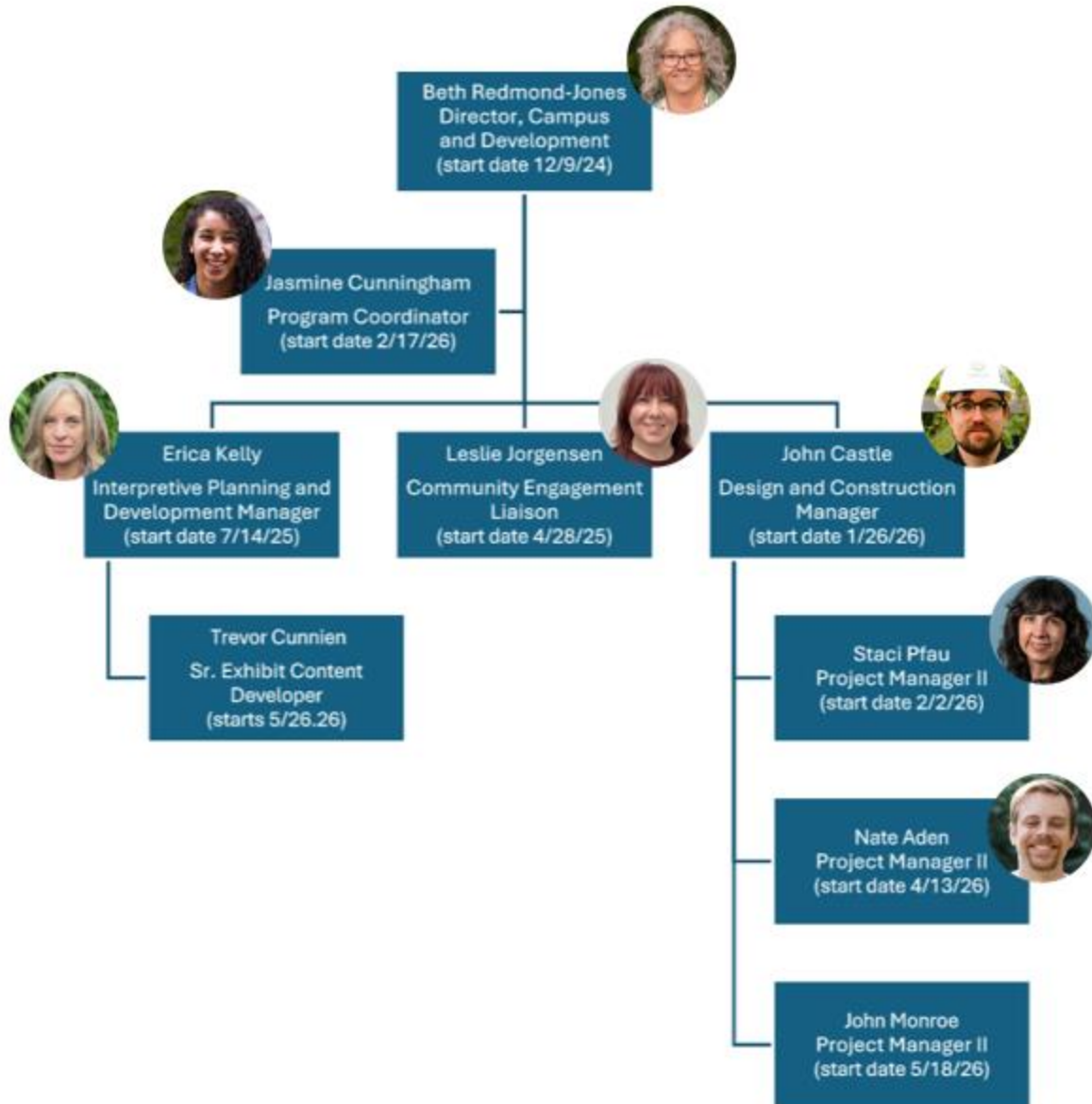
2024 commitments

- Protect animal health and well-being
- Provide conservation education
- Conserve water and energy
- Ensure a welcoming zoo for all
- Advance conservation and recovery

Clear direction

- Voter-approved funding
- City-approved land use
- Council-approved plan





Campus Planning & Development team

Fully staffed and ready to deliver



**Continuity, leadership,
oversight**



2024 Campus Plan Projects	Estimated Budget	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Plaza Enhancements (Entry, East Hub)	\$19M	█													
Coastal Shores	\$79M	█													
Africa Phase 1 (Savanna, Predator)	\$109M				█										
South Hub (Restaurant, Herpetarium, Event Lawn)	\$113M								█						
Africa Phase 2 (Primate)	\$31M												█		
Projects of Opportunity or Beyond 15 years															
Destination Play	\$5M	█													
Asia	\$19M	█													
Gate A	\$22M	█													
Gate J	\$23M	█													
Great Northwest	\$53M	█													
Tropical Forest	\$63M	█													

Scaled for success



Plaza Enhancements

Subproject	Budget*	Estimated completion
Cascade Terrace (at entry)	\$13,200,000	July 2026
Wildlife Pavilion	(included in above)	August 2026
Elephant Plaza	\$4,650,000	Summer 2027
Zoo Entrance Gate	\$650,000	Summer 2027
Remaining Contingency	\$500,000	
Plaza Enhancements Total	\$19,000,000	

* Subproject budgets include contingency funds

Entry plaza concepts





Entry plaza pivot

- Weather protection needs
- Obstructed views
- Access challenges
- Estimated cost



Cascade Terrace



Cascade Terrace



Wildlife Pavilion



Wildlife Pavilion

Elephant Plaza (East Hub)

Companion to Wildlife Pavilion





Contingencies

- 18% per project
- 10% for program



Ramping up

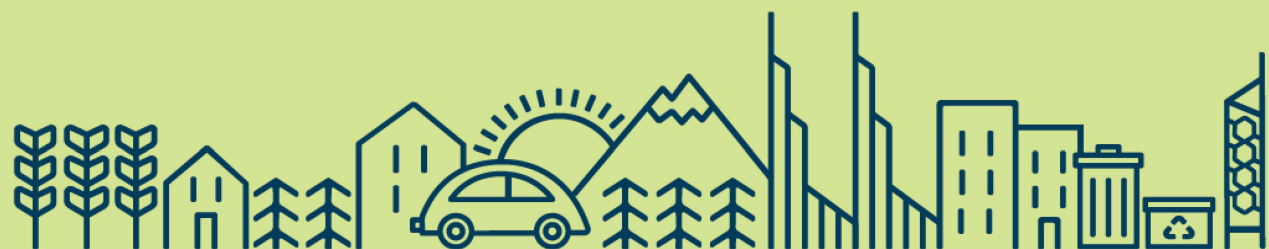
- < \$6M has been spent (less than 2% of the bond)
- Low spending reflects intentional ramp-up



Coastal Shores

Upgrading habitats for sea otters,
harbor seals, Humboldt penguins

Together for
Wildlife





April 30, 2026

Resolution No. 26-5577

Extreme Heat and Climate Declaration

HISTORIC HEAT WAVE

PORTLAND

SATURDAY

108°

JUNE 26, 2021

SUNDAY

112°

JUNE 27, 2021

MONDAY

116°

JUNE 28, 2021



Building on *Existing* Climate Work

Several agencies and community organizations are working to prepare for and respond to the worsening climate crisis, but **limited funding and capacity are putting that work at risk.**

There is a clear need for coordinated regional action to strengthen these efforts and build regionwide resilience.

Examples pictured here (clockwise): A report on Multnomah County Health Department actions to address extreme heat (Oregon Health Authority), a depaving project (Depave), *Cooling Portland* cooling unit installation (City of Portland), tree planting on Sunrise Corridor (Clackamas County, Sunrise Community Coalition, and Friends of Trees), *Your Hometown Tap* drinking water fountain (City of Hillsboro)



Moving from Research to *Action*

Cooling Corridors Study

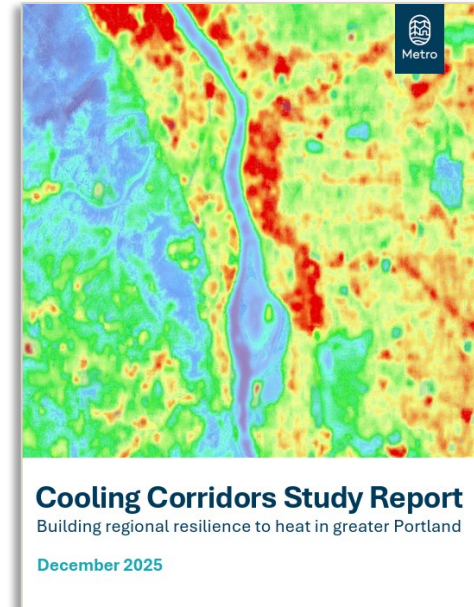
Identified 47 potential supporting actions to build regional resilience to extreme heat including:

Action 1.A. *Declare extreme heat as an issue of regional concern and designate a regionwide heat season.*

Comprehensive Climate Action Plan

Metro Council endorsed the plan in Nov. 2025, directing Metro's COO to identify priority climate actions for Metro in the next five years.

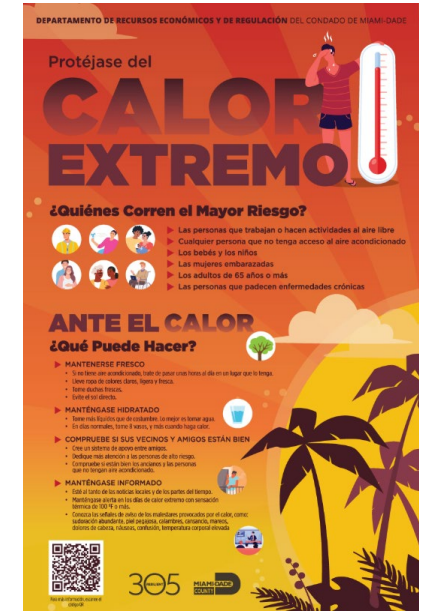
The proposed extreme heat and climate resolution stems from the Cooling Corridors Study and responds directly to Council's direction.



Using A *Proven* Model

Miami-Dade County, Florida

- Recognized the need to *raise awareness of extreme heat* to the same level as hurricanes and sea-level rise
- Activates a heat season protocol from May 1 through October 31
- Each year, the County conducts a *heat season campaign* reaching 3 million people and a *mini-grant program for local businesses*



To protect the health and lives of our residents, Miami-Dade County activates a Heat Season protocol during the period of chronic high heat and humidity from May 1 - October 31. The benefits to public health and our economy have been tangible: in recent years, Miami-Dade had the lowest rates of heat-related ER visits of any county in FL.

INFORM	PREPARE	ACTIVATE
Heat Season Campaign The County reaches about 3 million people each year through multiple channels, targeting heat safety messaging for the most vulnerable people and connecting residents with low and no cost ways to make cooling their homes more affordable. Multilingual brochures and posters are also available for download. Employer/Employee Resources and Trainings The County provides annual free webinars and online resources for employers on best practices for heat safety at work.	Heat Safety and Extreme Weather Preparation The County equipped more than 450 providers of healthcare, summer camps, homeless outreach and community leadership with knowledge and supplies to identify and address heat-related illnesses. Heat and Hydration Grant for Small Businesses In partnership with The Miami Foundation, the County offered a mini-grant program for businesses to purchase hydration, shade and other cooling equipment and supplies.	National Weather Service Collaboration The County's partnership with the National Weather Service (NWS), resulted in piloting a lowered heat advisory and warning threshold in Miami-Dade County, to more effectively warn residents of heat risks. Cooling Site Network The County now has 64 designated cooling sites at libraries, county and city parks and Government Center, which are open to the public. See list and map at miamidade.gov/heat .



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The time to act is *now*... and *climate adaptation* is a key part of the work.

The people in our region, especially our *most vulnerable* neighbors, are *already* feeling the impacts of climate change.

Metro's partners recognize the need for urgent action:

- In 2020, the [City of Portland](#) declared a *climate emergency*.
- In 2020, [Clackamas County](#) declared a *state of emergency* and issued *evacuations* in response to wildfires.
- In 2025, [Washington County](#) completed a *climate adaptation plan*, [Multnomah County](#) released a draft *climate justice plan*, and [Clark County](#) was finalizing the Climate Change Element in the county's Comprehensive Plan.

Precedence and Support to Designate a *Regionwide Heat Season*



Centers for Disease Control and Prevention (CDC) designates *May through September* as the primary warm-season months in the U.S.



Clackamas, Multnomah, and Washington Counties observe the period of *May 1 through September 30* for heat monitoring, reporting, and standard operating procedures*



The **State of Oregon's Resilience Officer** and **Oregon Health Authority** are supportive of Metro designating a regionwide heat season, *giving local and regional agencies the opportunity to lead the rest of the state*

*This is consistent with the CDC and guidance from the Council of State and Territorial Epidemiologists.

Purpose: *Ask for adoption of Resolution No. 26-5577*

If adopted, the resolution would:

Declare extreme heat and climate change as critical and growing threats to the greater Portland region, recognizing that the region is already experiencing the consequences of climate change and that those impacts are expected to intensify.

Designate May 1 to September 30 as the official heat season for the region to raise public awareness of extreme heat as a critical and recurring threat, with the understanding that this period may be amended in the future as climate conditions change.

Support coordinated efforts to address extreme heat and other climate hazards within Metro's internal functions and among local, regional, and state partners, prioritizing investments and interventions in communities experiencing disproportionate heat exposure, limited adaptive capacity, and heightened sensitivity to climate impacts.



Why this resolution?

1. **Raise awareness of extreme heat** as a critical and growing threat in greater Portland.
2. **Emphasize the urgent need for more climate adaptation efforts** and highlight and build on existing work to strengthen community resilience.
3. **Strengthen coordination within Metro's internal operations** and treat climate change as a cross-jurisdictional and regionwide issue.
4. **Build regionwide resilience** to extreme heat and climate change.
5. **Set the stage for future collaboration and partnerships** among Metro and local, regional, and state partners.

Feedback and Revisions to Resolution since March



Local, regional, and state partners have expressed *support* for the resolution, including the State Resilience Officer, Oregon Health Authority, tri-county public health staff, Metro Technical Advisory Committee (MTAC), and Metro Policy Advisory Committee (MPAC).



Supports state-level work underway to develop a people-centered resilience strategy.



Addressing feedback: The resolution has been updated to highlight additional examples of local heat and climate impacts and actions across the region.

What's next?

If Resolution No. 26-5577 is adopted, Metro will:

- Elevate heat season across PD&R communications channels, including a press release and Metro News story in collaboration with county partners.
- Continue to coordinate with county partners to build resilience and address extreme heat across the region.



Photo courtesy of Sunrise Community Coalition

Metro Council action requested

Adopt Resolution No. 26-5577, for the purpose of declaring extreme heat and climate change as critical and growing threats and designating a regionwide heat season, as recommended by MPAC.



Thank you

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