

Council meeting agenda

Thursday, July 10, 2025 **10:30 AM** **Metro Regional Center, Council chamber,**
<https://zoom.us/j/615079992> (Webinar ID:
615079992) or 253-205-0468 (toll free),
www.youtube.com/live/IZoN_N4wl7Y?si

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)

1. Call to Order and Roll Call

2. Public Communication

3. Consent Agenda

- 3.1 Resolution No. 25-5508 For the Purpose of Confirming the [RES 25-5508](#)
Appointments of Zapoura Newton-Calvert and Jon Worley
to the Metro Central Station Community Enhancement
Grant Committee
Attachments: [Resolution No. 25-5508](#)
[Staff Report](#)
- 3.2 Resolution no. 25-5513 For the Purpose of Appointing [RES 25-5513](#)
Brianna Bragg to the Future Vision Commission
Attachments: [Resolution no. 25-5513](#)
[Staff Report](#)
- 3.3 Consideration of the June 5, 2025 Council Meeting [25-6304](#)
Minutes
Attachments: [June 5, 2025 Council Meeting Minutes](#)
- 3.4 Consideration of the June 12, 2025 Council Meeting [25-6305](#)
Minutes
Attachments: [June 12, 2025 Council Meeting Minutes](#)
- 3.5 Consideration of the June 17, 2025 Council Meeting [25-6306](#)
Minutes
Attachments: [June 17, 2025 Council Meeting Minutes](#)
- 3.6 Consideration of the June 26, 2025 Council Meeting [25-6307](#)
Minutes
-

Attachments: [June 26, 2025 Council Meeting Minutes](#)

4. Presentations

4.1 Information Technology Audit Results [25-6298](#)

Presenter(s): Brian Evans, Metro Auditor

Attachments: [Information Technology Audit](#)
[Information Technology Audit Highlights](#)

4.2 2025 State Legislative Session Recap [25-6297](#)

Presenter(s): Anneliese Koehler, Legislative Affairs Manager
Kyung Park, State Affairs Advisor

Attachments: [Staff Report](#)
[Attachment 1 - End of Session Report](#)
[Attachment 2 - 2025 State Legislative Priorities with Outcomes](#)

5. Chief Operating Officer Communication

6. Councilor Communication

7. Adjourn

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

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Agenda #: 3.1

File #: RES 25-5508

Agenda Date: 7/10/2025

Resolution No. 25-5508 For the Purpose of Confirming the Appointments of Zapoura Newton-Calvert and Jon Worley to the Metro Central Station Community Enhancement Grant Committee

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING THE)	RESOLUTION NO. 25-5508
APPOINTMENTS OF ZAPOURA NEWTON-)	
CALVERT AND JON WORLEY TO THE)	Introduced by Chief Operating Officer
METRO CENTRAL STATION COMMUNITY)	Marissa Madrigal in concurrence with
ENHANCEMENT COMMITTEE)	Council President Lynn Peterson

WHEREAS, Metro Code Section 2.19.030, "Membership of the Advisory Committees," provides that all members and alternate members of all Metro Advisory Committees shall be appointed by the Council President and shall be subject to confirmation by the Council; and

WHEREAS, Metro Code Section 2.19.120, "Metro-Administered Community Enhancement Committees," provides the process for seating members of the Metro Central Station Community Enhancement Committee (MCSCEC), including the representation criteria for membership; and

WHEREAS, under Metro Code Section 2.19.120(b), Metro-Administered Community Enhancement Committees must consist of a minimum of five members; and

WHEREAS, staff proposes to add two new committee members on the MCSCEC, bringing the current number of committee members to seven; and

WHEREAS, Zapoura Newton-Calvert and Jon Worley have been nominated by Metro staff, and their appointments are supported by the existing MCSCEC members, according to the requirements of Metro Code 2.19.120(d); and

WHEREAS, the Metro Council President has appointed Zapoura Newton-Calvert and Jon Worley, and this appointment is subject to confirmation by the Metro Council; now therefore,

BE IT RESOLVED that the Metro Council confirms the appointment of Zapoura Newton-Calvert and Jon Worley to the Metro Central Station Community Enhancement Committee for a term of two years, ending July 31, 2027.

ADOPTED by the Metro Council this 10th day of July, 2025.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

FOR THE PURPOSE OF CONFIRMING THE APPOINTMENTS OF ZAPOURA NEWTON-CALVERT AND JON WORLEY TO THE METRO CENTRAL STATION COMMUNITY ENHANCEMENT COMMITTEE (MCSCEC)

Date: June 6, 2025

Department: Waste Prevention and
Environmental Services

Meeting Date: July 10, 2025

Prepared by: Noelle Dobson

Presenter: Noelle Dobson, Program
Manager

Length: Consent agenda

ISSUE STATEMENT

The Metro Central Station Community Enhancement Committee (MCSCEC), established under Metro Code 5.06.010, implements a solid waste community enhancement program to rehabilitate and enhance areas around Metro solid waste facilities. The terms of three current members will expire on July 31, 2026. In accordance with Metro Code Section 2.19.1.2, the committee is required to have a minimum of five members. Resolution No. 25-5508 appoints two additional members to the committee to maintain adequate membership.

ACTION REQUESTED

Approval of Resolution No. 25-5508 confirming the appointment of Zapoura Newton-Calvert and Jon Worley to serve on the MCSCEC.

BACKGROUND

The MCSCEC is charged with helping develop plans to administer grant funds, solicit and review grant applications, and select improvement projects to receive funding that benefits the area directly around the Metro Central Transfer Station, including portions of Northwest and North Portland. Mary Nolan, Metro Councilor for District 5, chairs the committee.

The committee is composed of five members representing residents, businesses, or organizations with a vested interest in the enhancement area. The addition of two new members prior to the expiration of three current members' terms helps maintain continuity of knowledge and supports the effective administration of the community enhancement program.

PROPOSED MEMBER

Zapoura Newton-Calvert

Zapoura Newton-Calvert is deeply invested in her communities through her personal connection to neighborhoods and schools in the boundary area, and her professional work teaching college-level community-based learning courses. She has served on other community boards and co-founded a children's literacy community organization. These experiences make her a well-positioned candidate for the MCSCEC.

Jon Worley

Jon Worley lives in the Linnton neighborhood and is an at-large member of the Linnton Neighborhood Association. His young children will attend Skyline Elementary. His professional and personal experiences working with a variety of perspectives make him a valuable addition to the MCSCEC.

ATTACHMENTS

None



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Agenda #: 3.2

File #: RES 25-5513

Agenda Date: 7/10/2025

Resolution no. 25-5513 For the Purpose of Appointing Brianna Bragg to the Future Vision Commission

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPOINTING)	RESOLUTION NO. 25-5513
BRIANNA BRAGG TO THE FUTURE VISION)	
COMMISSION)	Introduced by Chief Operating Officer
)	Marissa Madrigal in concurrence with
)	Council President Lynn Peterson

WHEREAS, on November 3, 1992, the voters of the Metro district approved the 1992 Metro Charter; and

WHEREAS, section 5(1) of the Metro Charter requires the Metro Council to adopt and periodically revise a "Future Vision" for the region that will provide a "long-term, visionary outlook for at least a 50-year period"; and

WHEREAS, the Metro Council adopted the first Future Vision for the region via Ordinance No. 95-604A on June 15, 1995; and

WHEREAS, at a work session on July 30, 2024, the Metro Council discussed updating the Future Vision; and

WHEREAS, the Charter directs the Metro Council to appoint a Future Vision Commission to develop and recommend a proposed Future Vision for the region by a date the Council sets; and

WHEREAS, the Charter states that the Future Vision Commission "shall be broadly representative of both public and private sectors, including the academic community, in the region. At least one member must reside outside the Metro area"; and

WHEREAS, at a work session on September 10, 2024, the Metro Council directed Metro staff to use an application process to recruit the Future Vision Commission; and

WHEREAS, on June 12, 2025, the Metro Council adopted Resolution No. 25-5490, which appointed 22 members to the Future Vision Commission; and

WHEREAS, Metro staff and Metro Council have identified one additional candidate whose qualifications reflect the agreed-upon criteria to appoint to the Future Vision Commission; now, therefore

BE IT RESOLVED,

1. Brianna Bragg is hereby appointed to the Future Vision Commission.
2. That Future Vision Commission members will serve until the work of the Commission is completed. Failure to perform duties or consistent lack of attendance at Commission meetings may be considered grounds for replacement.

ADOPTED by the Metro Council this 10th day of July 2025.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

IN CONSIDERATION OF RESOLUTION NO. 25-5513, FOR THE PURPOSE OF APPOINTING BRIANNA BRAGG TO THE FUTURE VISION COMMISSION

Date: July 2, 2025

Department: Planning Development & Research

Meeting Date: July 10, 2025

Prepared by: Jessica Zdeb

Presenter: N/A (consent agenda item)

Length: 30 minutes

ISSUE STATEMENT

Starting in 2025, Metro will update the 50-year regional vision, Future Vision, as required by Metro Charter. The Charter also requires Council appointment of a Future Vision Commission to develop that vision. The Commission will make a direct recommendation to the Council.

The Future Vision is a conceptual vision for the region, not a regulatory document. Regulatory changes could be identified as part of the implementation plan that will follow this vision and/or as part of the actions identified therein.

ACTION REQUESTED

Adopt Resolution No. 25-5513 to appoint Brianna Bragg to the Future Vision Commission.

Per Metro's Charter, this group must include representatives from the public and private sectors, one academic, and one person from outside the Metro region. Beyond those requirements, this list was developed based on additional guidance from Council discussions, which included: use an application process, balance new and established voices, consider lived experience, and seek systems thinkers and representation of a wide range of topics/interests. Council also directed the inclusion of one non-voting Metro Councilor to chair the Commission, one elected official from each Clackamas, Multnomah, and Washington Counties, and at least two members per Metro Council district. Subsequently, Councilors accepted the GAPD department recommendation to also include an elected official from the City of Portland. More than 100 applications were reviewed by staff, and an inter-departmental director-level group provided guidance on selection of a candidate shortlist.

The Commission will start meeting in the fall of 2025 and is expected to run for about 18 months. Commissioners will focus on a long-term, high-level vision, bring a systems approach, seek connections across sectors, and champion the Future Vision process. To do this work, Commissioners will become familiar with critical topics, analyses, and research; consider trends and futures; and be comfortable with uncertainty. The Commission will develop a document that describes a 50-year conceptual vision for the region and a list of implementation considerations for the next phase.

IDENTIFIED POLICY OUTCOMES

The effect of Resolution No. 25-5513 will be to appoint Brianna Bragg to the Future Vision Commission. The appointment of Brianna Bragg will bring a Commission member with expertise and interest in the perspectives and experience of the urban Native community.

POLICY QUESTION

Does the Metro Council approve the addition of Brianna Bragg to the Future Vision Commission?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Adopt the resolution and appoint Brianna Bragg to the Commission
 - Appointing Brianna Bragg fulfills Council's interest in having the urban Native perspective represented on the Future Vision Commission.
2. Provide staff with additional direction for seeking representation of the urban Native perspective on the Commission.
 - Not approving Brianna Bragg's appointment to the Commission as recommended would create the need for staff to identify another individual to represent this perspective on the Commission and could cause delay in seating the body.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council adopt Resolution No. 25-5513 to appoint Brianna Bragg to the Future Vision Commission.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Metro is charged under its voter-approved Charter to undertake, "...as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations." (Metro Charter Preamble) The Charter further requires Metro to adopt a Future Vision (Metro Charter Section 5.1.a) and to periodically update that Vision (Metro Charter Section 5.1.d). The Future Vision has not been updated since its 1995 adoption.

The Charter directs that "the Council shall appoint a commission to develop and recommend a proposed Future Vision.... The commission shall be broadly representative of both public and private sectors, including the academic community, in the region. At least one member must reside outside the Metro Area (Metro Charter Section 5.1.c). The first Future Vision Commission was seated with Resolution No. 93-1801 in May 1993.

This work is funded by the General Fund in both the current budget (Fiscal Year 2024-2025) and the next fiscal year's budget (2025-2026). It is expected to continue into the future fiscal year of 2026-2027 when Council would consider approving additional funding to complete the work.

BACKGROUND

Metro Council initially discussed the Future Vision update at a work session on July 30, 2024. A September 2024 work session focused on the makeup and recruitment of the

Future Vision Commission. Council recommended an application process.

The application was opened in the fall of 2024, closed in late October, and then reopened to gather more applicants. The application was closed on April 24, 2025. A group of staff from Metro Planning, Development, and Research and Parks & Nature departments reviewed and scored the applicants and created a shortlist. Feedback was solicited from an interdepartmental group of department directors and managers regarding the shortlist. A recommended slate was reviewed by Metro Councilors, and that review resulted in the list that appears as Exhibit A to Resolution no. 25-5490, adopted June 12, 2025.

Metro Council appointed 22 members to the Future Vision Commission with Resolution 25-5490 on June 12, 2025.

ATTACHMENTS

No attachments



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Agenda #: 3.3

File #: 25-6304

Agenda Date: 7/10/2025

Consideration of the June 5, 2025 Council Meeting Minutes

Metro

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Metro

Minutes

Thursday, June 5, 2025

11:00 AM

**<https://zoom.us/j/615079992> (Webinar ID: 615079992) or
253-205-0468 (toll free), www.youtube.com/live/L4Jbp4KTSsk**

Council meeting

1. Call to Order and Roll Call

Deputy Council President Simpson called the Metro Council Meeting to order at 11:00 a.m.

Present: 4 - Councilor Mary Nolan, Councilor Gerritt Rosenthal, Councilor Ashton Simpson, and Duncan Hwang

Excused: 3 - Council President Lynn Peterson, Councilor Juan Carlos Gonzalez, and Councilor Christine Lewis

2. Public Communication

There was none.

3. Consent Agenda

3.1 **Resolution No. 25-5493** For the Purpose of Adding of Canceling Two Projects to the 2024-27 MTIP to Meet Federal Project Delivery Requirements

3.2 Consideration of the May 15, 2025 Council Meeting Minutes

3.3 Consideration of the May 22, 2025 Council Meeting Minutes

No Discussion.

A motion was made by Councilor Rosenthal, seconded by Councilor Nolan, that the Consent Agenda be approved. The motion passed by a unanimous vote.

4. Other Business

4.1 **Consideration of Councilor Amendments and Notes for the Fiscal Year 2025-26 Budget**

Chief Financial Officer Brian Kennedy reviewed the departmental amendments to the approved FY 2025-26 budget.

Councilor Hwang asked Chief Operating Officer Marissa Madrigal to clarify the increased budget for her office and suggested clear communications about this increase for public awareness. COO Madrigal confirmed that the change was designed to centralize administrative staff, as smaller

teams in the agency could no longer financially support individual positions. Councilor Nolan further clarified with COO Madrigal that this change was projected to increase collaboration.

CFO Kennedy confirmed for Councilor Rosenthal that certain funds were set aside for an employee engagement survey conducted by a third-party contractor and that fleet software would be used to manage vehicles, not operate them.

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

Aye: 4 - Councilor Hwang, Councilor Nolan, Councilor Rosenthal, and Councilor Simpson

Excused: 3 - Council President Peterson, Councilor Gonzalez, and Councilor Lewis

5. Chief Operating Officer Communication

COO Madrigal thanked Metro's Pride Employee Resource Group for hosting a gathering, and she commemorated the history of violence against the LGBTQ2IA+ community throughout history.

6. Councilor Communication

Councilor Hwang reported the presentation and discussion at MPAC about the 82nd Avenue and Montgomery Park Streetcar Extension locally preferred alternatives. He also thanked COO Madrigal and CFO Kennedy for a smooth budget season.

Councilor Rosenthal shared a positive outlook for Metro venues, as discussed at MERC. He also noted that discussions continue about the Portland's 5 Centers for the Arts intergovernmental agreements. Last, he reminded the Council that the transportation package in the state legislature would be coming forward soon.

Deputy Council President Simpson described a new TriMet bus line serving East Multnomah County, and he acknowledged that the Oregon Convention Center would be lit orange to honor National Gun Violence Awareness Day.

7. Adjourn

There being no further business, Deputy Council President Simpson adjourned the Metro Council Meeting at 11:28 a.m.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Anne Buzzini".

Anne Buzzini, Council Legislative Advisor



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Agenda #: 3.4

File #: 25-6305

Agenda Date: 7/10/2025

Consideration of the June 12, 2025 Council Meeting Minutes

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Minutes

Thursday, June 12, 2025

10:30 AM

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253-205-0468 (toll free), www.youtube.com/live/0fIYsBH-q2U**

Council meeting

1. Call to Order and Roll Call

Councilor Gonzalez called the Metro Council Meeting to order at 10:32 a.m.

Present: 5 - Councilor Mary Nolan, Councilor Gerritt Rosenthal, Councilor Juan Carlos Gonzalez, Councilor Christine Lewis, and Duncan Hwang

Excused: 2 - Council President Lynn Peterson, and Councilor Ashton Simpson

2. Public Communication

There was none.

3. Consent Agenda

- 3.1 **Resolution No. 25-5479** For the Purpose of Confirming The Appointment Of Members to the Metro Committee On Racial Equity (CORE)

A motion was made by Councilor Lewis, seconded by Councilor Hwang, that the Consent Agenda be approved. The motion passed by a unanimous vote.

Excused: 2 - Council President Peterson, and Councilor Simpson

4. Presentations**4.1 Research Center Follow-Up Audit Results**

Auditor Evans introduced Senior Management Auditor Paoa Wandke and shared highlights from the follow-up audit.

Catherine Ciarlo, Planning, Development and Research Director, provided the management response and pointed to new project tracking systems, improved client communications and improved budgeting processes, including reduction in FTE.

Councilor Rosenthal asked about differences between internal and external clients, and the audit team said they found that external clients were managed differently given a higher level of detail required and that external clients

typically relied on a single point of contact within the research center.

Councilor Lewis referred to an audit finding that documents lacked signatures and clarified that digital signatures would be accepted, which the audit team confirmed.

4.2 **Affordable Housing Bond 2024 Annual Report**

Staff and Affordable Housing Bond Co-Chairs provided an overview of the progress made on the bond over the previous fiscal year, highlighting that progress exceeded all bond goals with additional funds remaining. They shared examples of groundbreakings and the coming financial landscape.

Committee Co-Chair Jeff Petrillo reiterated the progress highlighted by staff and described the purpose of the oversight committee's review and described the bond program as the most successful in the region. He also noted the economic benefits of the bond other than housing residents.

Committee Co-Chair Andrea Sanchez described the committee's specific recommendations asked if the committee could work with staff and the Council to define a new approach to interest earnings for the remainder of the bond. She also emphasized the remaining need for affordable multifamily housing across the region.

Councilor Rosenthal asked about leverage provided by Metro's transit-oriented development (TOD) program and whether staff and committee had identified innovative solutions to reducing the cost of units. Staff confirmed that TOD funds are part of the funding stack for many bond projects. The Co-Chairs noted that hard costs are the primary driver and that affordable housing creates additional costs over market rate.

Councilor Lewis asked the Co-Chairs their recommendations for advancing land trust and affordable homeownerships investments and asked whether the Oregon Housing and Community Services readiness criteria had negatively impacted bond projects. The Co-Chairs noted that homeownerships costs have increased 40-50% over the past several years, and staff described funding bottlenecks a larger negative factor than readiness criteria.

Councilor Hwang asked the Co-Chairs for their advice to ensure units remain community assets in the future and don't become liabilities. Co-Chair Sanchez referred to past oversight committee and Metro Auditor recommendations to consider the long-term trajectory of units, and staff confirmed that an assessment is underway to provide such considerations. Co-Chair Petrillo agreed that future Councilors will need to consider their approach to recapitalization.

Councilor Rosenthal added the TOD program made additional funds available for land acquisition.

5. Resolutions

- 5.1 **Resolution No. 25-5501** For the Purpose of Adopting the Annual Budget for Fiscal Year 2025-26, Making Appropriations and Levying Ad Valorem Taxes

Chief Financial Officer Brian Kennedy reviewed the budget process, the impacts of budget adoption and the feedback received and incorporated. He and Councilor Gonzalez appreciated the difficult impacts of the budget. CFO Kennedy also reviewed the Capital Improvement Plan and Financial Policies.

CFO Kennedy confirmed for Councilor Rosenthal that privacy booths for guests and staff at Oregon Convention

Center were included in the budget.

Councilor Hwang asked staff to summarize how the budget is designed for resilience and flexibility for uncertain financial times and to describe the overall ethos of budget and investment at Metro. CFO Kennedy highlighted Metro's strong commitment to reserves and reduction in expenses for upcoming years and by monitoring investments with future capacity for maintenance in mind. COO Madrigal said the unifying theme was to be strategic in a time when budgets are tight.

Councilor Lewis appreciated staff for their work over the past nine months to develop the budget. CFO Kennedy thanked staff in Parks and Nature, Venues and Human Resources.

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

Aye: 5 - Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, and Hwang

Excused: 2 - Council President Peterson, and Councilor Simpson

5.2 **Resolution No. 25-5502** For the Purpose of Adopting the Capital Improvement Plan for Fiscal Years 2025-26 Through 2029-2030 and Re-Adopting Metro's Financial Policies

No additional discussion.

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

Aye: 5 - Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, and Hwang

Excused: 2 - Council President Peterson, and Councilor Simpson

5.3 **Resolution No. 25-5490** For the Purpose of Confirming the Appointment

of Members to the Future Vision Commission

Staff reviewed the appointment process, the commission's charge, and next steps in the Future Vision process.

Councilor Rosenthal asked if there is a rapid replacement process for commission attrition. Staff confirmed that future appointees will be drawn from the existing applicant pool for timely Council confirmation.

Councilor Gonzalez appreciated applicants for their excitement and staff for their work to review and select members. He also looked forward to engaging applicants who were not selected for the committee as part of the Future Vision process.

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

Aye: 5 - Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, and Hwang

Excused: 2 - Council President Peterson, and Councilor Simpson

6. Chief Operating Officer Communication

COO Madrigal shared that the Blue Lake Regional Park Office will have a grand opening June 14.

7. Councilor Communication

Councilor Lewis reported the discussion at the Tri-County Planning Body, which reviewed long-term planning for governance and updates on the President's Work Group on the Future of Supportive Housing Services.

Councilor Rosenthal reported the Woodland Hearth grand opening in Tigard and highlights of the Oregon Zoo Foundation Board, including an upcoming selection for a new executive director, aid to international conservation

efforts, and the zoo's youth programs.

Councilor Gonzalez providing an updated from JPACT, which endorsed the Tualatin Valley Highway and 82nd Avenue locally preferred alternatives and considered the Regional Flexible Funds, and the possibility of increasing membership to support transit agencies.

8. Adjourn

There being no further business, Councilor Gonzalez adjourned the Metro Council Meeting at 12:33 p.m.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Anne Buzzini".

Anne Buzzini, Council Legislative Advisor



Metro

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

Agenda #: 3.5

File #: 25-6306

Agenda Date: 7/10/2025

Consideration of the June 17, 2025 Council Meeting Minutes

Metro

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



Metro

Minutes

Tuesday, June 17, 2025

11:00 AM

**The Council meeting will immediately follow the Council work
session**

Metro Regional Center, Council chamber,

**<https://zoom.us/j/615079992> (Webinar ID: 615079992) or
253-205-0468 (toll free), www.youtube.com/live/nBODW3UF-IE**

Council meeting

1. Call to Order and Roll Call

President Peterson called the meeting to order at 12:07 p.m.

Present: 6 - Council President Lynn Peterson, Councilor Mary Nolan, Councilor Gerritt Rosenthal, Councilor Christine Lewis, Councilor Ashton Simpson, and Duncan Hwang

Excused: 1 - Councilor Juan Carlos Gonzalez

2. Public Communication**3. Ordinances (First Reading and Public Hearing)**

- 3.1 **Ordinance No. 25-1531** For the Purpose of Indexing the Supportive Housing Services Personal Income Tax Exemption Amounts for Tax Years 2026-2030 and Adjusting Estimated Payment Requirements

Presenter(s): Justin Laubscher, Tax Compliance Program Manager

Attachments: [Ordinance No. 25-1531](#)
[Exhibit A to Ordinance No. 25-1531](#)
[Exhibit B to Ordinance No. 25-1531](#)
[Staff Report](#)

Staff described the proposed changes to Metro's tax code for the Supportive Housing Services (SHS) tax, with an anticipated implementation for the 2025 tax year.

Councilor Lewis urged strong communications with taxpayers to ensure awareness in advance of the coming tax season. Councilor Rosenthal clarified with staff how withholdings would be rounded.

Councilor Hwang asked the rationale for proposing to change the code effective tax year 2025, not 2026. Staff noted that limited time-frame of the 10-year tax and also confirmed that the platform for filing taxes online would remain the same.

Councilor Nolan asked the percentile of earners above the current and future threshold, but staff noted that comparisons are difficult given the heavy investment in capital gains among the affected tax base.

Metro Attorney MacLaren committed to ensuring non-substantive

amendments to the language of the proposed legislation to ensure it reflects state law.

Staff confirmed for Councilor Lewis the reliability of Bureau of Labor and Statistics indices.

3.1.1 Public Hearing for Ordinance No. 25-1531

There was no public testimony.

4. Chief Operating Officer Communication

COO Madrigal updated Council on a city/county manager retreat at the Oregon Zoo.

Metro Attorney MacLaren invited Council to an event appreciating summer law clerks around the region.

5. Councilor Communication

Deputy President Simpson reported the Blue Lake grand opening and Delta Park Powwow.

Councilor Lewis shared that the Oregon City Community Enhancement Grant Committee made awards in excess of \$300,000.

6. Adjourn

There being no further business, President Peterson adjourned the Metro Council Meeting at 12:40 p.m.

Respectfully submitted,



Anne Buzzini, Council Legislative Advisor



Metro

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

Agenda #: 3.6

File #: 25-6307

Agenda Date: 7/10/2025

Consideration of the June 26, 2025 Council Meeting Minutes

Metro

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



Metro

Minutes

Thursday, June 26, 2025

10:30 AM

**Metro Regional Center, Council chamber,
<https://zoom.us/j/615079992> (Webinar ID: 615079992) or
253-205-0468 (toll free), www.youtube.com/live/WxkDVCEXlko**

Council meeting

1. Call to Order and Roll Call

Deputy Council President Simpson called the meeting to order at 10:32 a.m.

Present: 6 - Councilor Mary Nolan, Councilor Gerritt Rosenthal, Councilor Juan Carlos Gonzalez, Councilor Christine Lewis, Councilor Ashton Simpson, and Duncan Hwang

Excused: 1 - Council President Lynn Peterson

2. Public Communication

None.

3. Consent Agenda

- 3.1 **Resolution No. 25-5509** For the Purpose of Authorizing the Chief Operating Officer to Purchase Property Contiguous to Property Owned by Metro

Attachments: [Resolution No. 25-5509](#)
[Staff Report](#)

- 3.2 **Resolution No. 25-5506** For the Purpose of Considering Public-Private Partnerships to Fulfill 2030 Regional Waste Plan Goals

Attachments: [Resolution No. 25-5506](#)
[Staff Report](#)

Councilor Rosenthal moved approval of the consent agenda, seconded by Councilor Gonzalez. The motion passed unanimously.

4. Resolutions

- 4.1 **Resolution No. 25-5507** For the Purpose of Approving Funding for Nature in Neighborhoods Capital Grants

Presenter(s): Jon Blasher (he/him), Parks and Nature Director
Crista Gardner(she/her), Program Manager for Nature in Neighborhoods Capital Grants

Attachments: [Resolution No. 25-5507](#)
[Exhibit A to Resolution No. 25-5507](#)
[Staff Report](#)

Staff described the Nature in Neighborhoods Capital Grant program. Community speakers Ajah Maloney, Development Director of Hoyt Arboretum Friends, and Laura Trunk, Jackson Bottom Restoration Biologist, shared the importance of these funds.

Councilor Rosenthal expressed support for the slate of projects and acknowledged three projects in District 3, and Councilor Gonzalez described these projects as the types of investments that best serve community. Councilor Hwang appreciated the emphasis on partnering with school districts. Councilor Lewis appreciated the projects' ability to connect people to specific elements of nature across the region.

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

Aye: 6 - Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, Councilor Simpson, and Hwang

Excused: 1 - Council President Peterson

4.2 Resolution No. 25-5495 For the Purpose of Endorsing the Locally Preferred Alternative for the 82nd Avenue Transit Project

Presenter(s): Melissa Ashbaugh (she/her), Senior Transportation Planner

Attachments: [Resolution No. 25-5495](#)
[Exhibit A to Resolution No. 25-5495](#)
[Staff Report](#)
[Attachment 1 - Local Actions of Support](#)

Max Powers, Cascade Policy Institute, spoke in opposition to the locally preferred alternative (LPA), citing concerns about bus lanes.

Metro staff presented the elements of the LPA and reviewed input from the public and partner agencies.

Councilors Hwang and Lewis, 82nd Avenue Transit Committee Co-Chairs, thanked partners for their work, highlighted the broad support for the project and celebrated the milestone and the committee's work to refine the LPA.

Councilor Rosenthal clarified with TriMet staff details about infrastructure to support hydrogen fuel buses, and Councilor Gonzalez complimented the planning process for being thorough and effective.

A motion was made by Councilor Hwang, seconded by Councilor Gonzalez, that this item be approved. The motion passed by the following vote:

Aye: 6 - Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, Councilor Simpson, and Hwang

Excused: 1 - Council President Peterson

4.3 Resolution no. 25-5496 for the Purpose of Endorsing the 82nd Ave Development Strategy

Presenter(s): Brian Harper (he/him), Principal Regional Planner
Zachary Lauritzen (he/him), Oregon Walks Executive Director - 82nd Ave Coalition and Project Manager

Attachments: [Resolution No. 25-5496](#)
[Exhibit A to Resolution No. 25-5496](#)
[Staff Report](#)

Metro staff and Zachary Lauritzen, Oregon Walks Executive Director and 82nd Avenue Coalition, described how a development strategy can complement transit planning through separate efforts to stabilize households and businesses. They reviewed the engagement process that informed the strategy and discussed next steps.

Councilor Rosenthal expressed strong support and invited the project team back for additional Council support in the future. Councilor Lewis thanked the community for engaging in a good process and producing a strong product.

A motion was made by Councilor Lewis, and seconded by Councilor Rosenthal, that this resolution is approved. The motion carried by the following vote:

Aye: 6 - Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, Councilor Simpson, and Hwang

Excused: 1 - Council President Peterson

4.4 Resolution no. 25-5504 For the Purpose of Endorsing the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project

Presenter(s): Kate Hawkins, Metro

Attachments: [Resolution No. 25-5504](#)
[Exhibit A to Resolution No. 25-5504](#)
[Staff Report](#)
[Attachment 1 - Local Actions of Support](#)

President Peterson joined the Council meeting remotely.

Staff provided a summary of the Tualatin Valley Highway LPA (TV Highway), including mode, alignment, general station locations and the process for developing the LPA.

Councilor Rosenthal thanked partners for their work on improving safety in the corridor and thanked Councilor Gonzalez for his leadership on improving the highway. Councilor Gonzalez demonstrated strong support and excitement for implementing the project after decades of need.

Councilor Hwang asked how staff are approaching anti-displacement or funding mechanisms to complement the LPA. Staff referred to the equity coalition and TriMet's Community Benefits Agreement.

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

Aye: 7 - Council President Peterson, Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, Councilor Simpson, and Hwang

- 4.5 **Resolution No. 25-5494** For the Purpose of Amending the FY 2024-25 Budget and Appropriations Schedule and FY 2024-25 Through FY 2028-29 Capital Improvement Plan to Provide for Changes in Operations

Presenter(s): Amanda Akers, Budget Manager
 Jon Irwin, Financial Analyst

Attachments: [Resolution No. 25-5494](#)
 [Exhibit A to Resolution No. 25-5494](#)
 [Staff Report](#)
 [Attachment 1 - Summary of June 2025 Amendments](#)
 [Attachment 2 - Capital Improvement Plan Changes](#)

Staff described small changes to the current fiscal year budget and capital improvement plan. There was no additional discussion.

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

Aye: 7 - Council President Peterson, Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, Councilor Simpson, and Hwang

5. **Ordinances (Second Reading and Vote)**

- 5.1 **Ordinance No. 25-1531** For the Purpose of Indexing the Supportive Housing Services Personal Income Tax Exemption Amounts for Tax Years 2026-2030 and Adjusting Estimated Payment Requirements

Presenter(s): Justin Laubscher, Tax Compliance Program Manager

Attachments: [Ordinance No. 25-1531](#)
 [Exhibit A to Ordinance No. 25-1531](#)
 [Exhibit B to Ordinance No. 25-1531](#)
 [Staff Report](#)

During consideration of the ordinance, Councilor Gonzalez introduced an amendment in reference to a previous Council

discussion about the basis for indexing in future years of implementation, as drafted in the distributed material. Councilor Rosenthal seconded the motion to amend. The motion passed unanimously and Council returned to consideration of the ordinance.

Councilor Lewis thanked staff for being proactive in clarifying the tax policy before the coming tax season, and President Peterson thanked Council for expediting the change to provide reliability and clarity to taxpayers, and to provide relief to taxpayers who may no longer be high-income, as intended.

Councilor Rosenthal moved adoption of the ordinance, seconded by Councilor Gonzalez. The ordinance was adopted, as amended, by the following vote:

Aye: 7 - Council President Peterson, Councilor Nolan, Councilor Rosenthal, Councilor Gonzalez, Councilor Lewis, Councilor Simpson, and Hwang

6. Chief Operating Officer Communication

Deputy COO Andrew Scott thanked Metro staff for providing free life jackets and water safety tips.

7. Councilor Communication

President Peterson thanked staff for their support at the State of the Region.

Councilor Nolan reported out on the most recent MPAC meeting and thanked members for supporting the Montgomery Park Streetcar and TV Highway LPAs.

Councilor Gonzalez added that JPACT unanimously supported the Montgomery Park Streetcar LPA and shared a visit to Working Theory Farm with President Peterson.

Councilor Lewis updated Council on the Washington Park Zoo Train Task Force meeting, working toward a draft report.

There being no further business, President Peterson adjourned the

meeting at 12:16 p.m.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Anne Buzzini".

Anne Buzzini, Council Legislative Advisor

8. Adjourn



Metro

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

Agenda #: 4.1

File #: 25-6298

Agenda Date: 7/10/2025

Information Technology Audit Results

Brian Evans, Metro Auditor

Information Technology :

Strengthen cybersecurity governance to manage risks

June 2025

A Report by the Office of the Auditor

Brian Evans

Metro Auditor

Maggie Muldrew

Senior Management Auditor

David Beller

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.

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

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

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

MEMORANDUM

June 30, 2025

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

From: Brian Evans, Metro Auditor

Re: Audit of Information Technology

This report covers the audit of information technology. It assessed Metro's implementation of the National Institute of Science and Technology Cybersecurity Framework. The Framework includes six functions to help organizations identify their current and desired cybersecurity levels, and areas for improvement.

We found the agency was at the initial level in several of the Framework's six functional areas. Some projects were underway to strengthen Metro's cybersecurity practices, but more work will be needed in the Govern function to prioritize investments and proactively manage risks.

We used three case studies to assess the Govern function in more depth. Risk management was a weakness across the case studies. The guidelines state that priorities and risk tolerances should be established and communicated to support operational decisions. The roles, responsibility, and authority elements were other areas that could be improved.

We have discussed our findings and recommendations with Marissa Madrigal, COO; Andrew Scott, Deputy COO; Holly Calhoun, Deputy COO; Brian Kennedy, CFO; Jeff Baer, Interim Chief Information Officer; Sam Korta, Interim Strategic Operations Director; Caleb Ford, Deputy CFO; and Adam Karol, IT Security Manager. I would like to acknowledge and thank all the people who assisted us in completing this audit.

Summary

The Information Technology and Records Management (IT) department is responsible for managing core business systems, infrastructure, security, equipment, and user access. Over the past five years, there have been several cybersecurity incidents at Metro. Recent cyber incidents have heightened the need for business continuity planning to ensure restoration of critical services in the event of a cyberattack.

This audit assessed Metro's implementation of the National Institute of Science and Technology Cybersecurity Framework (Framework). The Framework includes six functions: Govern, Identify, Protect, Detect, Respond, and Recover. These functions help organizations identify their current and desired cybersecurity practices and areas for improvement.

We found the agency was at the initial level (*partial*) in several of the Framework's six functional areas. This meant cybersecurity risk management and governance strategies were either underdeveloped or managed in an ad hoc manner. Some projects were underway to strengthen the Identify, Protect, and Detect functions, but without more progress in the Govern function it will be difficult to prioritize investments and proactively manage risks.

Our assessment of each of the Framework functions demonstrates why Metro needs to establish goals for each. Efforts could be made to improve all six functions, but that may not align with the areas of greatest risk. To make best use of available resources, it will be important to prioritize efforts. For some Framework functions, the current level may be sufficient. This could allow Metro to focus on other needs. In other areas, like the Govern function, stronger cybersecurity practices can improve performance of the other functions.

We used three case studies to assess the Govern function in more depth. We chose case studies with varying degrees of IT and cross-department management. Two of the case studies indicated that governance was at the *risk informed* level, which meant there was awareness of risks but no organization-wide approach to managing them. The other case study was at the *partial* level, meaning limited awareness of risks and informal prioritization.

Risk management was a weakness across the three case studies. The guidelines state that priorities and risk tolerances should be established and communicated to support operational decisions. The roles, responsibility, and authority elements could also be improved.

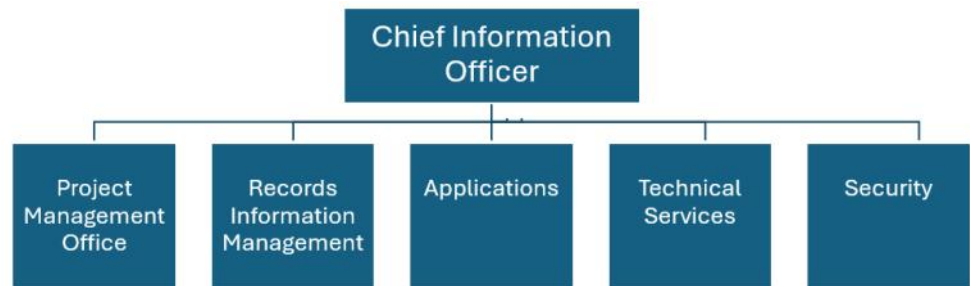
The audit includes nine recommendations. Four were designed to strengthen cybersecurity practices across the agency. Five focused on strengthening information technology governance related to timekeeping, multifactor authentication, and software purchases.

Background

Over the past five years, there have been several cybersecurity incidents at Metro. Recent cyber incidents have heightened the need for business continuity planning to ensure restoration of critical services in the event of a cyberattack. At the same time, evolving business practices have increased flexible work environments and employees have different options for their work location, schedule, and hours. These changes increased the need for more secure remote access controls.

The Information Technology and Records Management (IT) department is responsible for managing Metro's core business systems, infrastructure, security, equipment, and user access. Inflation-adjusted expenditures rose by 13% over the last five years. Personnel services (+15%) and materials and services (+50%) experienced growth, while capital outlay fell significantly (-98%). Work is distributed across five teams. In FY 2024-25 there were thirty-nine full-time equivalent (FTE) positions across those teams.

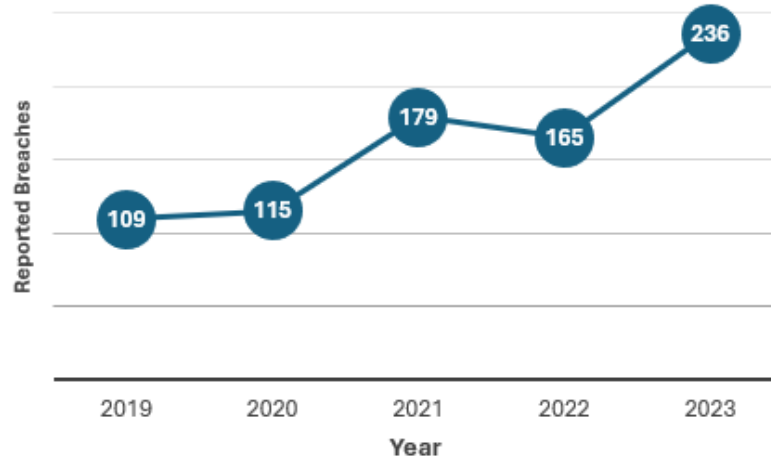
Exhibit 1 The Information Technology and Records Management department has five teams



Source: Auditor's Office analysis of Information Technology and Records Management organizational chart dated September 2024.

National statistics on cyberattacks show that cyberattacks against government entities increased since 2019. Data breaches reported to the Oregon Department of Justice doubled between 2019 and 2023. Governments maintain sensitive information so protecting it against cyberattacks is a critical part of ensuring public trust.

Exhibit 2 Reported data breaches in Oregon doubled between 2019 and 2023

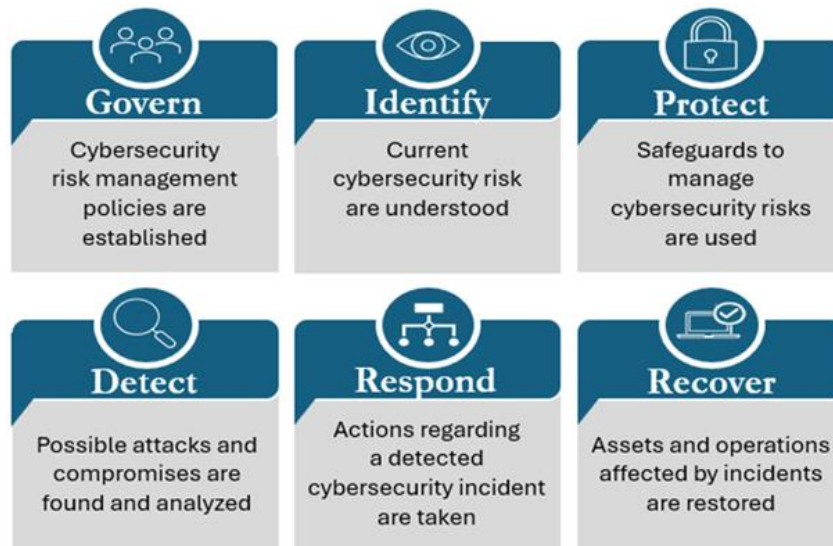


Source: Auditor's Office analysis of Department of Justice Consumer Protection Data Breach database as retrieved on 10/29/2024.

To manage cybersecurity risks, Metro is implementing the National Institute of Science and Technology (NIST) Cybersecurity Framework 2.0 (Framework). The Framework provides an approach to achieve cybersecurity risk management and governance objectives.

The Framework includes six functions: Govern, Identify, Protect, Detect, Respond, and Recover. These functions help organizations identify their current and desired cybersecurity practices and areas for improvement. This helps ensure cybersecurity risk management and governance aligns with organizational strategy and risks.

Exhibit 3 The Framework addresses cybersecurity practices across six functional areas



Source: Auditor's Office illustration and summary of NIST Cybersecurity Framework v2.0 functions.

The Framework includes a four-tier rating system to help organizations assess their level of cybersecurity practices. The lowest tier is *partial*. It describes an organization whose cybersecurity risk management and governance strategies are either underdeveloped or managed in an ad hoc manner. The highest tier is *adaptive*, and it describes organizations whose cybersecurity practices are risk-based, aligned with business strategy, formalized, communicated, and monitored.

IT's Security team is responsible for managing cybersecurity and is overseeing Framework implementation. The implementation workplan we were provided included seven steps. These steps were expected to be completed in three phases.

Phase one of the workplan was focused on projects under the Govern function, which is primarily comprised of policy development. Phase two included two parts: assessing Metro's current cybersecurity environment and setting future goals. The last phase was expected to develop action plans for specific risks and allocating resources to address them. During the audit, IT was working on the first four steps of phase one.

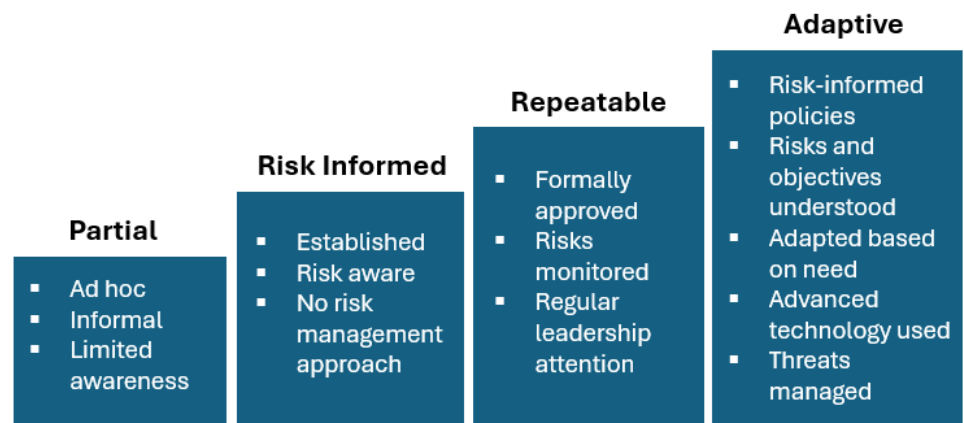
Results

This audit assessed Metro’s implementation of the National Institute of Science and Technology (NIST) Cybersecurity Framework (Framework). We found the agency was at the initial level (*partial*) in several of the Framework’s six functional areas. Some projects were underway to strengthen the Identify, Protect, and Detect functions, but without more progress in the Govern function it will be difficult to prioritize investments and proactively manage risks.

This finding was similar to the conclusions reached in our 2019 audit of information technology and security. In response to increasing cybersecurity incidents since that audit, Metro identified four critical vulnerabilities that needed to be addressed to prepare for NIST implementation. One of those projects was complete and two were in progress during this audit. One had not been started.

We used three case studies to assess the Govern function in more depth. Two of the case studies indicated that governance was at the *risk informed* level, which meant there was awareness of risks but no organization-wide approach to managing them. The other case study was at the *partial* level, meaning limited awareness of risks and informal prioritization.

Exhibit 4 The Framework includes four levels of cybersecurity practices



Source: Auditor’s Office summary of NIST Cybersecurity Framework v2.0 Tier components used in audit analysis.

To improve cybersecurity practices, Metro will need to:

- Establish the level (tier) it seeks to achieve.
- Complete the risk assessment process and finalize policies.
- Prioritize resources.
- Assign roles and responsibilities.
- Address the governance weaknesses identified in three case studies.

Metro has not set goals for cybersecurity

We found gaps indicating some cybersecurity risk management and governance practices were underdeveloped. This conclusion was based on the projects IT identified to implement the Framework and interviews. When applying principles of the Framework, organizations use tiers to describe their current and desired cybersecurity level. We were told IT was planning to establish tiers at the department level. However, this work was on hold until a risk assessment process could be developed.

Setting a goal for the desired level could help stakeholders understand what to prioritize to address weaknesses. IT has reviewed some areas of operation and identified potential improvements using the Framework. Setting expectations using the Framework’s tiers could be an effective way to align available resources to the areas of greatest need.



Metro did not have a Risk Assessment policy or process. IT identified a policy for development, but it was not yet established. Under the Govern function, an organization’s cybersecurity risk management strategy, expectations, and policy should be established, communicated, and monitored. Not having an established policy affected Metro’s maturity under the Govern function and caused delays implementing the Framework. Accelerating the approval process for this policy is one way Metro could improve under the Govern function and advance implementation.



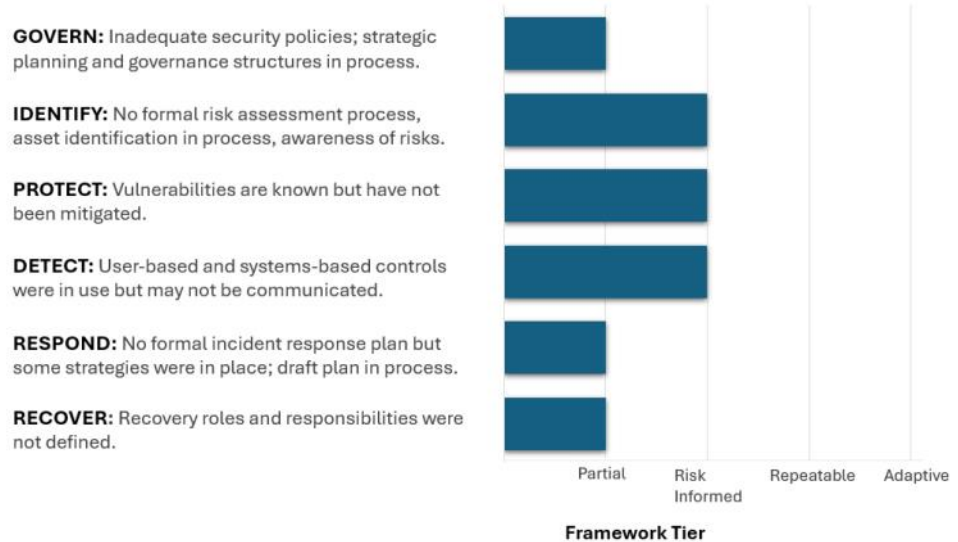
We also found gaps in current practices under the Respond function. One example of a mature practice under this function is to execute an incident response plan once an incident occurs. We heard that an incident response plan was not in place. A draft incident response plan was provided but it was incomplete, which led us to conclude that this function was at the low end of the scale. According to the scale, a low rating is appropriate if the organization implements cybersecurity risk management on an irregular, case-by-case basis.



The Recover function focuses on an organization’s ability to restore operations after a cybersecurity incident. Understanding roles and responsibilities along with executing a recovery plan were examples of mature cybersecurity practices. Staff noted that not having defined roles and responsibilities has been a longstanding issue. According to IT’s implementation workplan, incident response roles were dynamic, which we interpreted to mean flexible and based on need. While adaptability is a signal of mature practices, having an established baseline for roles is expected. Since this was not the case, we estimated that practices under the Recover function were at the *partial* level.

Formally approving and communicating policies is one way to improve the Govern function. Finalizing the incident response plan and clarifying roles and responsibilities during recovery efforts could help to improve the Respond and Recover functions.

Exhibit 5 Metro’s cybersecurity practices varied between Partial and Risk Informed



Source: Auditor’s Office assessment of current practices using NIST Cybersecurity Risk Governance and Cybersecurity Risk Management tiers based on areas outlined in the implementation workplan as of January 2025 and interviews.



As reflected in the chart above, we found indications of some risk informed practices. According to the Identify function, an organization’s current cybersecurity risks should be understood. Interviews with staff indicated an awareness of cybersecurity risks despite not having a formal risk assessment process. This led to a *risk informed* rating for the Identify function.



Under the Protect function, safeguards to manage the organization’s cybersecurity risks are used. We heard that some risks remained unresolved despite the safeguards already in place. Some projects IT planned were aimed at addressing these risks. They use technology to help maintain the security of Metro’s assets and systems functionality. They also help ensure only authorized users can access the system. Plans to incorporate improvements indicated a more *risk informed* level.



Finding and analyzing possible cybersecurity attacks and compromises are covered under the Detect function. We heard that user-based and systems-based controls were used in the detection and analysis of cyber threats. These controls were evident of a more mature, *risk informed* approach for the Detect function.

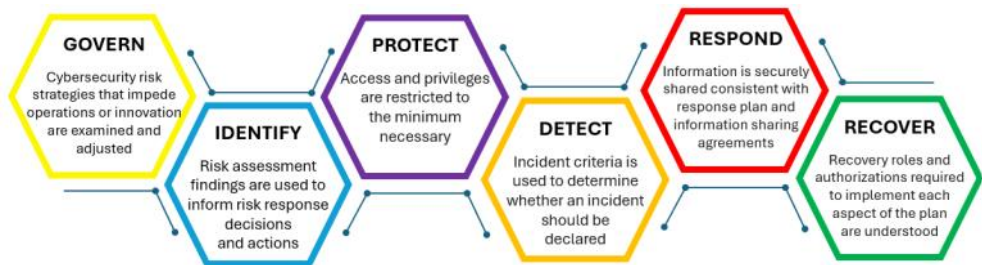
IT’s workplan outlined how planned projects aligned with the Framework functions. Although projects were identified for each function, the current status and desired outcomes were not communicated. Defining outcomes is a way to prioritize and communicate the results achieved by current cybersecurity practices. Staff indicated attempts to describe current practices and compare them to the Framework were not undertaken.

Exhibit 6 Aligning projects based on outcomes could help prioritize and communicate goals

Current project-based alignment:



Example of outcomes-based alignment:



Source: Auditor's Office illustration of IT project alignment to Cybersecurity Framework functions as noted in the Security Department Update (2024).

When desired levels are not stated, it can be difficult to understand how the planned projects will affect current cybersecurity practices under each function. Knowing which outcomes have the most significant impact could help decision-makers when prioritizing investments. It can also shed light on projects that rely on other improvements to be effective. For example, investments in security policies under the Govern function alone may not be sufficient if it is not partnered with investments in training under the Protect function.

Our assessment of each of the Framework functions demonstrates why Metro needs to establish goals for each. Efforts could be made to improve all six functions, but that may not align with the areas of greatest risk. To make best use of available resources, it will be important to prioritize efforts. For some Framework functions, the current level may be sufficient, which could allow Metro to focus on other needs. In other areas, like the Govern function, strengthening cybersecurity practices can improve performance of the other functions.








Assess organizational risks to improve the Govern Function

An effective risk assessment process is a critical part of the Govern function. It can impact the strength of the other aspects of the Framework. The purpose of a risk assessment is to evaluate current practices in relation to desired outcomes. The goal is to determine the likelihood of a cyber event and its potential impact to business functions.

An organization’s approach to risks can vary. If the likelihood of occurrence and impact to business operations are considered low, an organization may choose to accept the risk and not change practices. In contrast, if either rates higher, an organization may determine that changes to mitigate or lessen risks are needed.

We were told that IT was planning to develop a risk assessment process but was hesitant to implement an agency-wide assessment without a policy to guide the process. We also heard concerns about the level of support from executive leadership and department directors. While work had begun to start the risk assessment process, it appeared to be on hold during the audit.

Exhibit 7 The risk assessment process was on hold, which limited implementation of the Govern Function.

Metro’s Cybersecurity Projects	Started	Not Started
1. Prioritize & Scope		
2. Orient		
3. Create Current Profile		
4. Conduct Risk Assessment		
5. Create Target Profile		
6. Determine, Analyze, & Prioritize Gaps		
7. Implement Action Plan		

Source: Auditor’s Office review of progress using the NIST Framework for Improving Critical Infrastructure Cybersecurity (2014) as illustrated by CISA (2023) and cited by Metro in the Security Department Update (2024).

It was unclear how long it might take to develop a risk assessment process. Historically, IT-related policy development has not been timely. In some cases it spanned years. If that continues, progress on Metro’s risk assessment could be stalled for months, if not years.

Having clarity around what the new risk assessment policy and process is supposed to achieve could help decision-makers understand its impact on improving the Govern function and implementation of the Framework as a

**Prioritize
cybersecurity efforts
to align resources
with risks**

whole. If the purpose of the risk assessment process is to evaluate existing risks to Metro's operations, then using the third-party risk assessments that have already been conducted could be useful. This could help decision-makers prioritize among the potential improvements that have already been identified.

If the goal is to assess new risks or tolerances, then identifying current practices and goals for cybersecurity could help set new baselines. Baselines can describe the current state and inform goal setting. They also help assess the significance of deficiencies to inform investments and prioritization.

The audit found that resources dedicated to IT's security team were limited. Less than 10% of the department's FTE were assigned to security. During the audit, we heard that one employee spent about 15% of their time managing Framework implementation. We were told at that rate it could take two years to complete the initial implementation steps.

IT's security team is responsible for monitoring cybersecurity risks across the organization. Ensuring adequate resources are allocated in proportion to the cybersecurity risk strategy, roles, responsibilities, and policies, is one way to demonstrate mature cybersecurity practices under the Govern function.

During the audit, there appeared to be uncertainty around the level of investments needed to support cybersecurity efforts. Over the last five years, the IT department allocated less than 5% of its operating expenditures to information security. During FY 2021-22, IT moved the security function into its own work unit, but many security projects were managed across IT teams or in collaboration with other departments and venues.

Two third-party assessments of Metro's IT infrastructure and staffing levels during FY 2022-23 showed additional investments were needed. One assessment showed that Metro was spending 84% more money maintaining current capabilities, rather than transforming its business capabilities to more efficient systems. This was because most investments were tied to maintaining its data center and supporting existing software systems. It also showed that on average, Metro's percentage of total FTE allocated to IT was lower than other governments.

Since the 2022 assessments, IT spending increased by 18% and 7% in FY 2022-23 and FY 2023-24, respectively. We heard from staff that Metro was more secure today than a year ago because of these investments. While this suggests a positive trend, we also heard that underspending in IT's security team has been an ongoing issue. Although IT's total FTE increased, it remained at about 3% of the entire agency's workforce due to similar growth in the rest of the agency.

Some cybersecurity risks may remain if investments are not prioritized. We heard that the main data center needs to be relocated offsite to ensure business continuity. Some of this work was slated for FY 2024-25 and was included in IT's capital improvement plan. This indicated some prioritization was taking place. However, we also heard that similar plans had been budgeted previously but were not completed. A capital improvement project to address the data center platform was planned for FY 2022-23, but that investment did not occur as planned. This indicated that even when resources were available, improvements to advance cybersecurity were not always completed. As a result, some known risks have not been addressed.

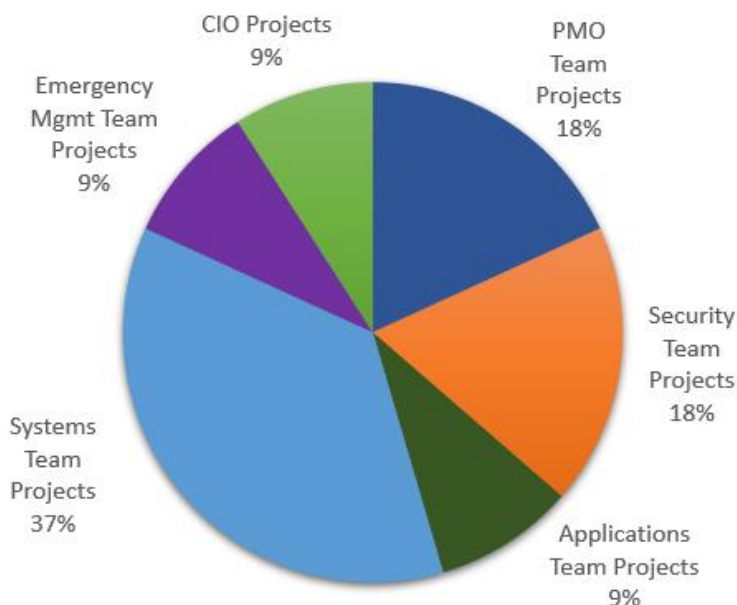
Strengthen cross-collaboration to improve implementation

The projects in IT's Framework implementation workplan were expected to be managed by multiple teams. Two were managed by the security team and nine were either fully or partly managed by other teams. Each of the projects have the potential to impact cybersecurity outcomes in different ways so coordination and collaboration will be key to make sure these efforts have their desired effect.

The workplan we reviewed did not indicate timelines. Timing estimates were mentioned during interviews, but the basis of their determination was unclear. In one case, the suggested timelines and completion statuses conflicted. A project under the Detect function was estimated to be 60% complete and would be done by July 1, 2025. When discussing progress with the project lead, we were told progress was about 20% complete. It was expected be completed by the end of September 2025.

The workplan did not include details or descriptions of the planned projects either. To understand the scope and impact of planned projects, we had to interview employees. Similar to timelines, there were differences in the way projects were described and what they were expected to achieve. One project under the Identify function was described by one employee as including work to keep servers and systems patched. The same project was described by another employee as inventorying agency technology.

Exhibit 8 The cybersecurity workplan was expected to be completed by a variety of different teams



Source: Auditor's Office analysis of NIST Cybersecurity Framework projects, January 2025.

Managing communication is important when projects involve multiple stakeholders. We heard of ongoing meetings between internal teams but it was unclear whether these teams were aware of the overall status of the workplan. One stakeholder noted their team was not kept informed of the status or goals of the improvements. The only indication of meetings or discussions centered on the Framework implementation included two quarterly briefings with executive leaders. One update occurred in October 2024. The other update was in January 2025.

If individual project leaders are not aware of how their projects align with the overall workplan, it may result in duplication of efforts and unclear deliverables. The inconsistent project descriptions and timelines provided to us indicate more clarity around expectations is needed. Documenting this information, even if brief, could help stakeholders understand each project's status and how long it will take to complete it.

During the audit, we were told IT's Enterprise Project Management Office (PMO) was in the process of creating two committees to address data management and artificial intelligence. These committees could improve the Govern function. The PMO was also managing a contract with a consultant to develop IT's strategic plan which was expected to establish a roadmap for future IT priorities.

Case studies show the need for improvements in the Govern Function

Given the breadth and complexity of the work identified in the Framework implementation workplan, it appears increased coordination with the PMO may be needed to avoid duplicative efforts among the various projects underway. One benefit could be alignment of cybersecurity objectives with IT's strategies and goals at the enterprise level. Another benefit could be more efficient use of resources among the project teams. This may add capacity to cybersecurity efforts without additional costs.

We used the Framework's guidelines for the Govern function to evaluate three case studies. The case studies provide an in depth review of the strengths and weaknesses of Metro's approach to cybersecurity. We chose case studies with varying degrees of IT and cross-department management. The case studies were:

1. Timekeeping (UKG-WFM): An agency-wide process to record employee work hours to ensure accurate paychecks.
2. Multifactor authentication (MFA): An IT-managed process to implement a security system to prevent unauthorized users from accessing employee accounts.
3. Software purchases: A jointly-managed process between IT and Finance and Regulatory Services to manage the risks associated with the purchase and installation of software.

Exhibit 9 Case study analysis focused on NIST's Govern function



Source: Auditor's Office analysis of NIST Framework information.

The assessment showed that two of the case studies had governance structures at the *risk informed* level, which was higher than the average for our agency-wide assessment. This indicated these projects had established priorities and were based on identified risks. We assessed the other case study to be at the *partial* level, which indicated limited attention to risks and informal prioritization.

Risk management was a weakness across the three case studies. The guidelines state that priorities and risk tolerances should be established and communicated to support operational decisions. The roles, responsibility, and authority elements were other areas that could be improved.

Timekeeping system governance is in place with room for improvements

We rated governance of the timekeeping system at the second level, *risk informed*. Metro uses UKG-WFM, an outside vendor for its timekeeping system. This system is important in recording employee work hours to ensure accurate pay checks. Metro's previous timekeeping system, Kronos, was discontinued in 2024. Timekeeping is a critical part of payroll processing. Payroll processing involves systems managed by IT, Finance and Regulatory Services (FRS), and Human Resources (HR). Capital Asset Management (CAM) supports continuity planning.

Policy and oversight functions were strengths

Some strengths of timekeeping system governance were in the policy, oversight, and roles elements. Shared responsibility of Kronos management (between IT, FRS, HR) could complicate governance. However, there appeared to be strong coordination, communication, and troubleshooting between the three departments. Metro's guidance and the vendor contract define roles, responsibilities, and acceptable use for managers and employees. System downtime was used to measure performance.

Metro was able to respond to a nation-wide timekeeping outage in 2021. This appeared to be the result of a coordinated effort to utilize the timekeeping system to ensure accurate pay. During the outage, IT, FRS, HR, and other agency leaders each played roles to plan and test solutions, alter business processes to collect employee work hours, and communicate with stakeholders.

Evolving risks require vigilance

To maintain and build on the Govern strengths we identified, a stronger risk management strategy is needed. This will likely require improvements related to roles and responsibilities and contingency planning in the event the system is down at some point in the future. While roles and responsibilities are established, recording these in a management plan would support effective operation of the system if unforeseen system disruptions or staff turnover occurs. Leaders and managers were aware of the risk of a UKG-WFM outage, but a plan to manage it was not in place. State and Federal laws require employers to pay employees accurately and on time. Any disruptions could result in negative financial effects and reduce trust among employees.

The 2021 nation-wide timekeeping outage was the result of a cyber attack. The attack caused disruptions and errors in paying workers at other organizations. Metro was able to avoid many of these issues because it had backup data that could be used to process payroll while the timekeeping system was down. Metro should be cautious that the success in 2021 does not provide a false sense of security about its ability to respond to a future

outage. It was reported that the current system's features may reduce Metro's ability to use older timekeeping data in the case of an outage.

A different strategy may be needed in the case of a UKG-WFM outage. Continuing to rely on an improvised approach, rather than a predetermined plan, could delay the response to future outages. An agency-wide continuity of operations planning process is led by CAM. The continuity plan is expected to include timekeeping, but it will also include many other agency-wide operations.

Relying on the agency-wide plan appears to have tradeoffs. It appears to add capacity to get the plan finished but might slow the timeline for developing the plan related to timekeeping. Delays could increase the chance that Metro is unprepared if a timekeeping incident occurs before the plan is completed. Management stated that a payroll specific continuity plan could be created directly by FRS, but it was not complete during the audit

Disruptions to UKG-WFM have been reported recently. While one appeared to be resolved in less than one day, this suggests that future disruptions may occur. An interim contingency strategy could mitigate the risks associated with an outage until the agency-wide continuity plan is complete.

MFA is only one part of an effective access security strategy

IT implemented a multifactor authentication (MFA) to manage access to information technology systems in FY 2022-23. This was done in response to cybersecurity insurance requirements rather than an agency-wide risk assessment. We rated MFA governance at the second level, *risk informed*.

Our assessment found elements in place for each aspect of NIST's Govern function. To maintain and improve, increased risk management strategies should be a focus. MFA was expected to help prevent unauthorized access to employees' accounts. However, the system showed some weaknesses during an August 2024 cyberattack.

Strengths included organization, defined responsibilities, and oversight

We observed several governance strengths for MFA. MFA is used for all remote access, ensuring that users cannot use Metro's computer system without it. IT reported that employees adjusted well to the new authentication requirements. Guidance was developed and communicated to employees to ease the transition to the new system. IT plans to include policy guidance related to system access through its Framework implementation workplan.

Oversight and troubleshooting were led by an IT work group that established an oversight structure. The group monitors changes in MFA technology. Performance metrics were tracked to evaluate success. One was the number of help desk tickets related to MFA. Others included the completion rate for cybersecurity trainings and the results of internal tests to see if employees were able to identify suspicious emails. These measures indicated awareness that the success of MFA is not based entirely on technology. Employees who use the technology can strengthen its effectiveness or undermine it if they are not aware of common types of cybersecurity attacks.

Proactive governance is needed to keep up with technology and learn from cybersecurity incidents

Although the implementation of stronger access security through MFA went smoothly, the motivations for the changes indicated an underdeveloped IT governance. Changes to insurance requirements is what motivated the change rather than an assessment of cybersecurity risk. FRS' risk management notified IT as MFA moved from a recommended practice to a requirement. Implementing MFA earlier would have signified a more advanced risk management strategy.

Similarly, the MFA system chosen was based in part on cost and the speed of implementation rather than an assessment of risk tolerances. While this appeared to result in less costs and quick implementation, it may have prevented a broader assessment of other options. For example, a different MFA configuration might have been more costly to implement initially but it might have been better able to adapt to cybersecurity risks over time.

MFA appears to be a necessary cybersecurity protection, but Metro's MFA configuration was not sufficient to prevent a cyber attack in August 2024. During the cyber attack, staff clicked on a fraudulent link and then responded incorrectly to MFA notices to verify their identity. That allowed the attacker to access employees' email accounts. Metro's experience with MFA show that security tools can be undermined when used incorrectly.

This appeared to indicate needed improvements in the areas of risk management strategy and supply chain risk management. Strengthening governance in the supply chain risk management category would include greater scrutiny around the selection and monitoring of MFA vendor weaknesses.

Metro was using an older MFA that was at the end of its lifespan. Implementing more restrictive MFA settings may be needed. IT was aware of potential weaknesses, but the vendor had not advised Metro of the specific vulnerability used in the August 2024 attack.

More collaboration between IT and FRS might have reduced some of the technological weaknesses of the MFA system. That would strengthen the *organizational context* and *roles, responsibilities, and authorities* of the Framework's Govern function. The attackers submitted a fraudulent payment request for about \$500,000. The fraudulent payment request advanced for several days before it was caught.

FRS controls stopped the fraudulent payment before it was paid. However, the attack exposed weaknesses in financial controls. The connection between IT and FRS risk management practices should be coordinated to reduce that chance of fraud.

The MFA case study demonstrated the strengths and weaknesses of relying too heavily on any one security solution. Before the cyber attack, IT had purchased, but not yet implemented other security software. This suggests that IT understood its cybersecurity needs and MFA's role in them. However, the timeline for putting it into use appeared to have been slowed by limited departmental resources and capacity. An important risk management strategy is ensuring sufficient funding and staffing for these types of systems.

Clear roles and responsibilities for training was another lesson from the cyber attack. Ensuring that employees completed required training appeared to include shared roles between IT, HR, and managers within each department and venue. This structure appeared to lead to oversight weaknesses. Training records indicated that as of January 2025, 220 (17.5%) employees had not completed cybersecurity training as required. Additional steps may be needed to enforce the completion of required trainings.

**Cybersecurity requires
timely implementation
and clear authority to
be effective**

Our review of the Govern function for MFA indicated Metro may need to assign greater authority to make decisions related to cybersecurity and related system configurations. IT stated that stronger MFA configurations would require changes to business practices agency-wide. They believed more engagement from the COO's Office and Communications would be needed to effectively implement a stronger system.

For example, MFA settings can be used to limit the geographic locations allowed to access Metro's systems. We heard these types of MFA settings could be viewed as too disruptive for some employees. Other types of MFA, such as a passkey-based systems were said to present challenges for certain departments and staff.

These considerations indicate a need for Metro to establish criteria for considering tradeoffs between employee convenience and agency security. Limiting the number of devices each employee can use to authorize access appeared to be a way to improve security with limited disruption to users.

Another option would be to implement stronger MFA configurations based on an employee's level of authority at Metro. Phishing resistant MFA can function effectively with less reliance on the attention of the user. NIST recommends using phishing resistant MFAs for the most sensitive online accounts. A commitment to strong MFA governance can help Metro make the best decision about the right MFA investments based on its risk tolerance.

Controls to limit software purchases are not aligned with current risks

Managing the software employees use is one strategy to limit cybersecurity risks. At Metro, software is supposed to be reviewed by IT before it is purchased. We rated governance of software purchases as *partial*, the first level. Policies and procedures were established but they did not appear to be functioning as expected. There were many examples of software being purchased using purchase cards, and the process to vet software purchases using the procurement process appeared to be underdeveloped.

The trend in the industry toward software as a service (SaaS) complicates governance. SaaS allows employees to purchase and use software without installing it directly on their computers. This can limit IT's awareness and ability to evaluate security needs.

Shadow IT is the term used to describe use of technology without the knowledge of the organization's IT department. Shadow IT risks include cybersecurity, compliance, data insecurity, financial waste, and operating inefficiencies. Shadow IT is common in organizations, and about one-third of cyber attacks originate from shadow IT. Free, open-source software is also a significant concern.

Metro's risk-management strategy for SaaS was underdeveloped. Clarifying what types of SaaS products fit within Metro's acceptable risk tolerances would be helpful. That clarity would state in policy what SaaS products are prohibited or allowed for purchase without IT approval.

Contracts for software purchases had more controls, but still had weaknesses

We rated software purchases made through contracts at the *risk informed* level. There was an established organizational structure with oversight roles. These elements of the Govern function depended on coordination between IT and FRS. IT was supposed to be consulted when departments wanted to contract for software. FRS oversaw the procurement process to ensure the purchases aligned with legal requirements.

Although these roles were defined, their implementation was based on a verbal agreement that FRS would inform IT about software purchase requests prior to finalizing the contract. The purpose of this arrangement was to give IT a chance to vet the software in relation to Metro's other IT systems.

In addition to informal coordination among roles, there were other processes that could reduce oversight of software purchases. Metro's Local Contract Review Board administrative rules allow software contracts to be awarded using both competitive and non-competitive processes. Non-competitive processes can have fewer checks and balances for awarding contracts.

Between FY 2017-18 and FY 2023-24 at least 77 contracts were awarded for software or other IT related products and services using the non-competitive process. This means that on average a new IT related contract was signed almost every month for the last seven years. Although we did not

evaluate if these purchases aligned with special procurement rules, a contract awarded in January 2024 indicated that controls may not be working as expected. The Communications departments signed a \$150k software contract without authorization from IT or FRS. Employees in Communications did not appear to be aware of contracting rules for software. After the contract was signed, IT was notified, and FRS signed a special procurement memo to justify the purchase.

The frequency of IT-related contract awards and indications that some employees were unaware of policies and rules related to software purchases suggests stronger governance was needed to manage risks. One of the reasons IT contracts are considered special procurements is it can be costly to switch providers once a system is put into use. While it can be cost-effective to have flexibility in contracting for these products and services, it makes it less likely that changes can be made in the future without significant cost. As such, strengthening governance of software purchases would help Metro manage cybersecurity, data governance, and financial risks.

We found governance of software purchases made on purchase cards (p-cards) was weak across all six NIST elements. Metro policy prohibits or restricts purchasing software on p-cards, but this was not enforced. Records showed that employees regularly purchased software on p-cards.

Controls to limit software purchases using purchase cards were ineffective

The weaknesses we noted for software purchases appeared to be caused by weak oversight of p-card purchases generally. During the audit, we learned that timely supervisor review of p-card purchases was an ongoing challenge. In April 2025, FRS began implementing stronger controls to make sure policies were followed and accountability mechanisms were in place.

Shared responsibility among departments appeared to be one of the causes. FRS managed the p-card system and sampled transactions each month for compliance with policy. While this detective control can be helpful for addressing risks in the future, approval of the initial purchase was expected to take place within each department or work group. Each p-card holder and their manager or supervisor was expected to follow the policy and only use p-cards for approved business purposes.

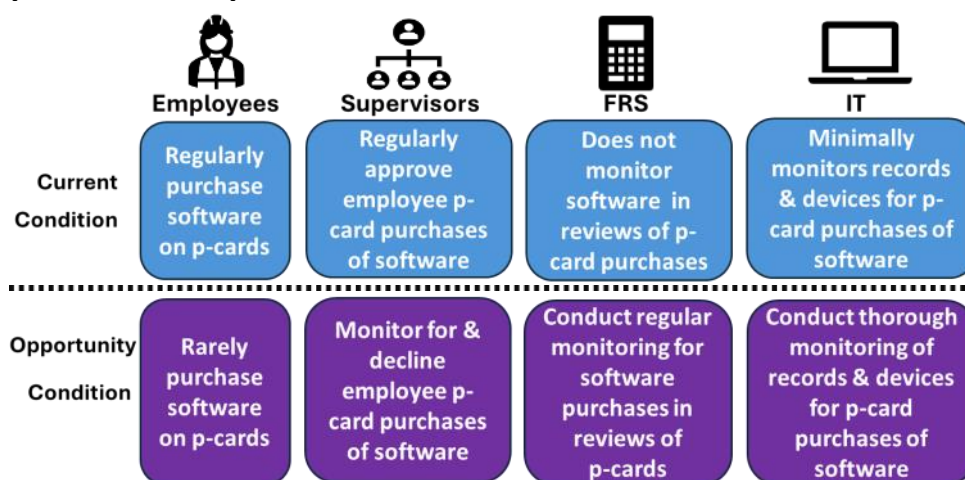
We analyzed about three years of p-card purchases from departments other than IT and excluding a videoconferencing service. About 800 purchases were made with the merchant code *Software Stores*. About 150 staff made the purchases categorized as software.

The records showed a variety of purchases that appeared to be SaaS, such as project management, cloud-based document storage, and artificial intelligence services. While all these purchases appeared to be out of compliance with the p-card policy, different types of software could present different risk profiles. For example, online file storage and project management could introduce data access, security, and redundancy risks. The risks of artificial intelligence include data security and inaccuracy.

IT provided an example that demonstrated some of the risks. A venue bought customer management software that was populated with customer data but not tied into Metro’s other IT systems. The software was used by multiple employees who shared the same log-in information. IT expressed the concern that an employee who no longer worked at Metro could still log on and access customer data.

Employees who are authorized to have p-cards should be trained on acceptable use. Managers should have processes in place to verify that purchases were for an approved business purpose. FRS and IT need more consistent oversight processes to detect and correct non-compliance with policy.

Exhibit 10 Stronger controls are needed to effectively govern software purchased on p-cards.



Source: Auditor’s Office analysis of Metro’s purchase card policy, purchase card records from 9/2021 to 11/2024 and interviews.

P-card holders may not always know what products or services are software. Software was not defined in the p-card policy, although some specific products were included in a list of prohibited products. The widespread availability of SaaS products could make it more difficult for non-IT employees to recognize these purchases as software.

The p-card data we reviewed showed a variety of accounting interpretations related to software purchases. Of the nearly 800 purchases that were assigned the merchant code, *Software Stores* by Metro’s p-card vendor, fewer than 150 were classified as software purchases in Metro’s accounting system. This may mean that the purchase was made from a software vendor, but it was not software. Alternatively, it may mean that software purchases were miscoded in the accounting system.

**Revising the policy and
increasing training
would strengthen
governance**

P-card records also showed that p-card holders' departments regularly coded or described purchases as software. This suggests that they often thought they were purchasing software, which would likely be a violation of the p-card policy unless they had special permission from IT. For example, in our analysis, around 600 purchases were labeled by departments with the Metro account code for software or described as software.

The frequency of software purchased on p-cards showed more oversight and training was needed to effectively manage cybersecurity risks. P-card holders may not understand the policy and there may be too many options to avoid compliance. Oversight mechanisms to detect, correct, and prevent these purchases can be strengthened and refined. IT may also need to assess if some low-risk software products should be allowed to be purchased on p-cards.

Recommendations

To strengthen cybersecurity practices, the Deputy Chief Operating Officer or designee, Chief Information Officer, and Security Manager should:

1. Clarify roles, responsibilities, and timelines for NIST Cybersecurity Framework implementation.
2. Develop a risk assessment process to inform implementation.
3. Establish cybersecurity goals for each function.
4. Allocate resources to align recommendation two and recommendation three.

To strengthen information technology governance related to timekeeping, multifactor authentication, and software purchases:

5. IT and FRS should create a plan for responding to a timekeeping system outage.
6. IT should implement an MFA system aligned with recommendation three.
7. IT and department and venue management should ensure staff complete annual cybersecurity trainings.
8. FRS should update the purchase card policy and procedures to define what software purchases require IT approval.
9. FRS should create written guidance for roles and responsibilities related to procurement of software contracts.

Scope and methodology

The purpose of the audit was to determine Metro's preparedness to manage cybersecurity and information technology governance risks. The scope of the audit was Metro's current practices, implementation of National Institute of Science and Technology (NIST) Cybersecurity Framework (Framework), and selected IT governance case studies over the past five years. The audit included two objectives:

1. Determine IT's readiness to implement principles of NIST Framework to manage cybersecurity risks, and
2. Determine the effectiveness of IT governance for managing risks in three case studies.

To familiarize ourselves with the audit topic, we reviewed prior audits, status of recommendations, NIST publications, publications regarding cybersecurity and information technology governance. We interviewed Metro leaders and reviewed documentation to understand current risks and carryover risks from the prior audit. Additionally, we reviewed operating and capital improvement project expenditures using data from PeopleSoft Finance for fiscal years 2019-2024. We also reviewed actual spending based on documentation from the Finance and Regulatory Services department staff for the same fiscal periods.

To address our first objective, we analyzed existing implementation documents and conducted interviews with staff. We used principles from the Framework to create a testing methodology for estimating Metro's tier level. Testing principles were developed using the six Framework functions. The levels were based on the Framework Tiers. A judgmental sample of components from each Tier of the Framework's Cybersecurity Risk Governance and Cybersecurity Risk Management tables were selected to define each level. Sample components were selected based on their applicability to the principle under review and compared against financial, documentary, and testimonial evidence. Then, using the levels, we assessed the extent to which Metro's implementation addresses the principles of the Framework.

The assessment was of limited scope and derived from implementation documents and interviews. It was not intended to represent an exhaustive assessment of Metro's enterprise-wide cybersecurity.

The second objective was to determine the effectiveness of IT governance for managing risks in three case studies. We developed a testing sheet and methodology based on the Framework governance standards. We included the six governance categories (Organizational Context; Risk Management Strategy; Roles, Responsibilities, and Authorities; Policy; Oversight; and Cybersecurity Supply Chain Risk Management).

We evaluated whether governance best practices were used in three case studies. The case studies were multifactor authentication, software purchasing, and timekeeping system (Kronos & UKG-WFM). To complete this objective, we gathered documentation and interviewed knowledgeable

staff to assess the level of alignment with the Framework governance standards. We obtained purchase card data for approximately three recent years to conduct analysis of software purchases. We assessed the difference between Metro's practices and best practices and estimated the impacts of missing elements. Finally, we determined strengths, weakness, and opportunities for improved governance in each case study.

To evaluate the current status of IT governance, we assessed what risks were present from the uncompleted 2019 audit recommendations. The improvements needed to correct the Framework gaps identified were proposed. We concluded on the priorities needed to increase alignment with the different aspect of best practices.

In January 2025 we sent a separate letter to management about Metro's surveillance camera policies. Inconsistent language in some policies increased the risk of noncompliance with the records retention schedule. The letter also identified other control weaknesses related to surveillance camera use. In response, management summarized plans to address the risks identified in the letter.

This audit was included in the FY 2024-25 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.

Management response

Memo



Date: June 25, 2025

To: Brian Evans, Metro Auditor

From: Andrew Scott, Acting Chief Operating Officer

Subject: Management Response – Information Technology Audit June 2025

Management would like to thank the Metro Auditor for reviewing our overall cybersecurity efforts and governance structure and highlighting several areas where we can continue to make improvements. Cybersecurity is an ever-evolving field, especially with threat actors becoming increasingly more sophisticated in their attacks.

Because public trust is at the heart of Metro's core values, we will continue focusing on strategic investments aimed at securing our systems and protecting our data and information from these threats. Ensuring the safety of the information held by Metro is of critical importance.

Overall, management agrees with the nine recommendations, and you will find our responses to each of these as follows:

Recommendation 1: *Clarify roles, responsibilities, and timelines for NIST Cybersecurity Framework implementation.*

Management agrees with this recommendation. Metro is taking steps to align its cybersecurity efforts with the National Institute of Standards and Technology (NIST) Cybersecurity Framework (CSF) 2.0 and is developing a structured approach to guide implementation. As part of this effort, we are defining key roles and responsibilities, clarifying governance structures, and identifying initial implementation priorities. This initial planning phase will help lay the groundwork for broader framework adoption and integration across the organization. We expect to complete this phase in Q4 of calendar year 2026.

Recommendation 2: *Develop a risk assessment process to inform implementation.*

Management agrees with this recommendation. We will develop a risk-based assessment process to inform our approach to implementing CSF 2.0. As part of this, we plan to conduct an organization-wide cybersecurity risk assessment to better understand current capabilities,

resource needs, and areas of exposure. The results will guide prioritization, resource alignment, and future planning milestones. The work is expected to coincide with Recommendation 1 and be completed in Q4 of calendar year 2026.

Recommendation 3: *Establish cybersecurity goals for each function.*

Management agrees with this recommendation. Building on the foundational work described in recommendations 1 and 2, we will define cybersecurity objectives aligned with each function of CSF 2.0. This includes identifying appropriate target implementation tiers that reflect our risk profile and operational environment. These goals will guide the development of a cybersecurity roadmap to support phased implementation. Because this work will be informed by the results of the organization-wide risk assessment (recommendation 2), we expect to complete this effort in Q4 of calendar year 2027.

Recommendation 4: *Allocate resources to align recommendation two and recommendation three.*

Management agrees with this recommendation and will identify the necessary resources to implement recommendations two and three. This will include assessing staffing, funding, systems requirements, and capital project needs. As planning progresses, this work may inform budget considerations for FYs 2026 and 2027, as well as future years depending on prioritization and scope. In the short-term, the FY 2026 Budget was amended to include additional one-time resources to support this work. Management is not including a completion date for this item since it will be ongoing.

Recommendation 5: *IT and FRS should create a plan for responding to a timekeeping system outage.*

Management agrees with this recommendation. We will work with our timekeeping system vendor to explore service level expectations and different options to establish backups or guaranteed uptime with the intent to reduce or mitigate our risk level for this priority solution. We expect to have this completed in Q2 of calendar year 2026.

Finance and Regulatory Services (FRS) is participating in an agency-wide effort to document our continuity of operations plans (COOP) and this effort has already identified and prioritized payroll, including timekeeping, as the area where any disruption would have the highest impact. This area of the FRS COOP is targeted to be completed by the end of calendar year 2025 and will include responses to timekeeping system outages as well as other identified risks.

Recommendation 6: *IT should implement an MFA system aligned with recommendation three.*

Management agrees with this recommendation. We will conduct an assessment of our current Multi-Factor Authentication (MFA) environment against the goals that are established in

recommendation three. We expect to have this completed soon after the cybersecurity goals are established, no later than the end of calendar year 2027.

Recommendation 7: *IT department and venue management should ensure staff complete annual cybersecurity trainings.*

Management agrees with this recommendation. Metro currently provides annual cybersecurity training to employees and recognizes its importance in maintaining a strong cybersecurity posture. We acknowledge the auditor's observation regarding inconsistent training completion and will work to clarify roles and responsibilities for ensuring staff compliance. As part of this effort, we will review current training procedures and tracking methods to strengthen accountability and completion rates across all departments and venues.

We note that, at the time of the audit, staff were still within the current training cycle, with completion due by June 2025. Nonetheless, we will continue to reinforce expectations across departments and clarify roles to ensure consistent tracking and accountability for future training cycles.

Recommendation 8: *FRS should update the procurement card policy and procedures to define what software purchases require IT approval.*

Management agrees with this recommendation. The Metro Purchasing Card (P-card) policy currently requires IT approval for all computer hardware, software, and peripherals. P-card holders are accountable for purchases made on their P-card and are responsible for following policy. FRS and IT agree that procedures and documentation should be enhanced to identify potential policy violations and determine appropriate next steps. This work will be completed by the end of calendar year 2025.

Recommendation 9: *FRS should create written guidance for roles and responsibilities related to procurement of software contracts.*

Management agrees with this recommendation. Procurement Services has existing practices ensuring that IT is involved whenever a department request includes software. FRS will formalize this practice into written guidance and ensure appropriate reference materials are available Metro-wide. This written guidance will be completed by the end of calendar year 2025. In addition, Metro now has outside counsel on retainer to review major software contracts for security risks.

We want to thank the Auditor again for reviewing this important area and helping to emphasize how we embrace and improve cybersecurity in the agency.



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Information Technology: Strengthen cybersecurity governance to manage risks

Why this audit is important

National statistics show the level of cyberattacks against government entities increased in recent years. At the state level, data breaches reported to the Oregon Department of Justice, including government and non-government entities, doubled between 2019 and 2023.

Governments maintain sensitive information and provide critical services so protecting systems against cyberattacks is a critical part of ensuring public trust.

The audit assessed Metro's implementation of the National Institute of Science and Technology (NIST) Cybersecurity Framework. The Framework includes six functional areas to help organizations achieve their cybersecurity risk management and governance objectives. A four-tier rating system is used to assess each function.

The NIST framework includes six functional areas



Source: NIST Cybersecurity Framework v2.0.

What we found

We found Metro was at the *partial* tier level in several of the NIST functional areas. This meant cybersecurity risk management and governance strategies were either underdeveloped or managed in an ad hoc manner. Some projects were underway to strengthen functions, but without more progress in the Govern function it will be difficult to prioritize investments and proactively manage risks.



Source: Auditor's Office summary of NIST Cybersecurity Framework v2.0.

Metro has not set goals for cybersecurity. Efforts could be made to improving all six functions, but that may not align with the areas of greatest risk. To make best use of available resources, it will be important to prioritize efforts and increase internal coordination. For some Framework functions, the current level may be sufficient. In other areas, like the Govern function, stronger cybersecurity practices can improve performance of the other functions.

We used three case studies to assess the Govern function in more depth. Two of the case studies indicated that governance was at the *risk informed* level, which meant there was awareness of risks but no organization-wide approach to managing them. The other case study was at the *partial* level, meaning limited awareness of risks and informal prioritization.

Risk management was a weakness across the three case studies. The guidelines state that priorities and risk tolerances should be established and communicated to support operational decisions. The roles, responsibility, and authority elements were other areas that could be improved.

What we recommend

The audit included nine recommendations. Four were designed to strengthen cybersecurity practices across the agency. Five focused on strengthening information technology governance related to timekeeping, multifactor authentication, and software purchases.



Metro

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Agenda #: 4.2

File #: 25-6297

Agenda Date: 7/8/2025

2025 State Legislative Session Recap

Anneliese Koehler, Legislative Affairs Manager
Kyung Park, State Affairs Advisor

2025 STATE LEGISLATIVE SESSION RECAP

Date: 6/20/2025
Department: GAPD
Meeting Date: 7/10/2025

Presenters: Anneliese Koehler, Legislative Affairs Manager (she/her) and Kyung Park, State Affairs Advisor (he/him)

Prepared by: Anneliese Koehler,
Legislative Affairs Manager and Kyung
Park, State Affairs Advisor

Length: 45 minutes

ISSUE STATEMENT

This Council work session is for staff to provide a post session update on the Council's 2025 State Legislative Priorities and a look ahead to 2026 session.

ACTION REQUESTED

The Council may discuss outcomes of the 2025 Legislative Session. The Council may wish to discuss specific legislative concepts or principles or direct staff to develop policy or funding proposals for the 2026 legislative session.

IDENTIFIED POLICY OUTCOMES

Inform Metro Council of political landscape at the Oregon State Legislature and state agencies and its impact on Metro policy goals.

POLICY QUESTION(S)

This is mainly an update; in future work sessions, staff will bring forward concepts the Council may wish to consider for its 2026 legislative agenda.

Does the Council wish to provide early guidance for staff with respect to 2026 legislative priorities?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

See attached for an annotated version of Council's State Legislative Priorities and an end of session report.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

During the second half of 2024, we met with Metro Departmental leadership, community organizations, jurisdictional partners and legislators to discuss possible state legislative priorities. In addition, Metro Council had work sessions in July, October, November and December to discuss the initial drafts of the state legislative agenda and state legislative principles. The Council adopted priorities and principles in December 2024 in advance of the legislative session.

Over the last 6 months, Metro Government Affairs and Policy Development staff have worked in partnership with Council, Metro staff and external partners to advance Metro Council's 2025 State Legislative Priorities during the 2025 legislative session. Staff is before you today to provide a summary of the legislative session and the outcomes on Metro Council's legislative priorities.

BACKGROUND

The Council adopted its State Legislative Agenda in December 2024. This update is to provide Council with session outcomes and impacts on its legislative priorities.

ATTACHMENTS [Identify and submit any attachments related to this legislation or presentation]

1. End of Session Report
2. 2025 State Legislative Priorities with Outcomes

Date: June 30, 2025
To: Metro Council
From: Anneliese Koehler, Legislative Affairs Manager
 Kyung Park, State Affairs Advisor
Re: End of Session Report on 2025 Legislative Session

Background

This memo provides a summary of the 2025 legislative session, including the overall atmosphere at the Capitol, key outcomes, and how they align with the Metro Council's legislative priorities. It includes an annotated version of Exhibit A to Resolution 24-5453—adopted by the Council in December 2024—which outlines Metro's legislative agenda and principles. The annotations describe the results of the session for each priority, along with updates on other legislative issues where Metro staff were actively engaged.

Session Atmosphere

The 2025 Legislature convened on January 21, 2025 and adjourned on June 27, 2025. Following five plus years of unique sessions and special sessions, the 2025 legislative session felt like a return to normalcy. It was a back-to-basics session focused on passing budgets and a few key policy priorities. The disruptions caused by walkouts and the focus brought by the pandemic that marked the last five years have primarily dissipated. While the Capitol building is still under construction, much of it is open to the public and fully remote hearings are a thing of the past. The threat of walkouts was less present in many conversations. And while there are several new legislators, the freshman class was smaller than it has been in prior years.

Partisanship is a part of every session and was a part of this session as well. Democrats entered session with exact super majorities in both chambers. There were typical flare ups around controversial bills like guns and labor issues. House and Senate Republicans frequently granted rule suspensions, but there were moments when they refused to grant unanimous consent to dispense with the word-for-word reading of bills. This slowed floor activity to a crawl, creating long backlogs of bills awaiting floor votes. Committees also experienced backlogs as legislators introduced a record-breaking 3,400 plus bills, resolutions, and memorandums throughout the session. The high volume of bills led to limited time for public hearings with testimonies being restricted to three minutes or less per person.

This session was also marked by significant health issues impacting a few legislators. Sadly, Senator Aaron Woods passed away on April 19th. Representing the Wilsonville area, Senator Woods died of cancer at 75. He was first elected in 2022 and will be remembered for his strong commitment to his local community. In addition, Rep Hoa Nguyen in March announced that she has stage 4 cancer and was unable to participate in the legislative process in person except for the final few days. Rep Nguyen represents Damascus and East Portland. Corvallis Rep Sarah Finger McDonald also is undergoing treatment for cancer.

Budget

Federal uncertainty around trade policy and funding dominated the budget conversations this session. That combined with a roughly current service level revenue forecast resulted in a tight

budget year. For the first time in quite some time, there were active conversations about strategic budget cuts to shore up critical programs and prepare for federal funding levels decreasing. This made for challenging conversations, competing priorities for limited funds, and subsequently, a tenser budget environment.

While the budget ultimately was a current service level budget, there were a few noticeable investments. In particular, this session, downtown Portland's recovery was a focus of some noted one-time funds. This includes funding for PSU's Portland Center for Performing Arts, Tom McCall Waterfront Park festivals, and the James Beard Marketplace. Along similar veins, the legislature also authorized up to \$800m in privately-backed bonds to support the construction of a ballpark in Portland.

Legislative Priorities

Similar to prior sessions, wildfires, housing and homelessness, behavioral health and education were all focuses of the 2025 Legislature. The legislature passed both funding and policy bills to address these critical areas although the restrained budget environment impacted these priorities as well. Of particular note for Metro, the legislature scaled back some of their record investments in housing and homelessness over the past few biennia.

Transportation Package

The possible passage of a transportation package also dominated conversations during this session. The legislature entered session with clear support and direction from legislative leadership and the Governor to pursue a transportation package. Prior to session, the Joint Transportation Committee traveled the state for a listening session, touring communities' transportation systems and hearing from local leaders about system needs. The initial part of session was dominated with informational hearings describing transportation needs and issues. A framework was dropped in early April and then negotiations moved behind closed doors until June when a bill draft dropped. A significant piece of the closed-door negotiations centered on implementation of cap and trade policy. While those negotiations ultimately did not prove fruitful this session, there is indication that those conversations may continue in future years. Ultimately, the transportation package did not pass, despite multiple attempts in the final week of session.

Outcomes

Despite budget challenges this session, our team (in collaboration with many partners) was able to achieve a few key priorities outlined in your agenda. These include:

- After over a decade of work, a partial lifting of the pre-emption for local governments to regulate concealed handgun license holders in public buildings.
- Significant funding for housing and homelessness
- Protecting our ability to levy local income taxes

As mentioned above, attached is a more detailed version of the Council's specific legislative priorities and associated session outcomes. Naturally, your GAPD team will work with you later this year to develop a legislative agenda for the 2026 session. Some items we anticipate could be of interest to Council in 2026 include:

- Transportation package
- Battery extended producer responsibility

METRO COUNCIL LEGISLATIVE PRIORITIES 2025 Legislative Session



ECONOMIC PROSPERITY

- **Industrial Site Readiness:** Support legislation, including Clean Tech Task Force priorities, that advances solutions to make land inside urban growth boundaries available for industrial development and job creation through infrastructure investment, brownfield cleanup, land aggregation, and other means.

HB 2411 passed. It establishes the Industrial Site Loan Fund. In addition, \$10m in lottery bonds funded the program.

- **Brownfield Cleanup and Redevelopment:** Support efforts to recapitalize the state's Brownfields Redevelopment Fund and Brownfields Properties Revitalization Fund to incentivize the cleanup of brownfields.

SB 99 passed. It extends the sunset five years for the property tax incentive benefit programs for brownfields and property on brownfields. The Brownfield Redevelopment Fund received \$10m in lottery bonds to recapitalize the program. The Brownfield Properties Revitalization Fund received no funding.

GUN SAFETY

- **Regulating Firearms on Metro Properties:** Support legislation that increases Metro's authority to regulate the carrying of firearms on Metro properties and public venues.

SB 243 passed. It lifts the pre-emption on local governments to regulate concealed handgun license holders in public buildings where official meetings occur. Earlier versions of the bill included public buildings with adjacent grounds and the Oregon Zoo. These were stripped out during negotiations with Republicans.

HOUSING AND HOMELESSNESS

- **Housing and Homelessness Systems Alignment:** Support legislation that increases alignment and coordination between federal, state, regional and local housing and homelessness systems.

HB 3644 passed. It establishes a statewide shelter program at Oregon Housing and Community Services (OHCS) that sunsets at the beginning of 2034. The OHCS agency budget bill, HB 5011, allocates \$204.9 million in total funding for shelter operations through 2033.

- **Equitable Housing and Stability:** Support legislation to increase state housing funding, improve tenant protections, expand affordable home ownership options, increase home ownership for BIPOC households, provide additional tools and authority to local governments to address housing supply and affordability, advance solutions that leverage and integrate local, state and federal investments to implement comprehensive supportive housing and wraparound services, and address climate resilience for home owners and renters.

SB 684 amended and passed. It created a revolving loan fund for developers to construct mixed income multiunit housing. Due to limited resources, the bill was amended to direct OHCS to provide recommendations on implementation of the revolving loan fund.

SB 599 passed. It prohibits rental housing discrimination based on immigration or citizenship status.

HB 3589 passed. It directs OHCS to develop a senior housing initiative to mitigate homelessness in Oregon's growing senior population.

HB 3746 passed. It reduces the statute of limitations to 8 years for construction defect actions on condominiums.

SB 54 failed. It required landlords to provide cooling units to tenants in multiunit buildings of 10 or more.

- **Housing Production and Preservation:** Support legislation that increases housing production and development and preserves existing housing, particularly affordable housing. Support legislation that provides local financing support to increase housing production such as infrastructure, predevelopment, and technical assistance.

HB 3031 passed. It creates the Housing Infrastructure Fund and program. The Christmas Tree bill, HB5006, allocated \$10M for program administration and implementation.

SB 829 passed. It provides subsidies to cover insurance premiums for eligible affordable housing entities. It also conducts a cost study on liability coverage and insurance premiums. The legislature allocated \$2.5M for subsidies, the cost study, and program management.

Notable Investments:

\$468M LIFT Bonds for affordable housing development (SB 5505)

\$101M LIFT Bonds for Affordable Homeownership (SB 5505)

\$80M LIFT Bonds for Permanent Supportive Housing (SB 5505)

\$52M for Preservation of affordable housing and manufactured housing parks (SB 5531)

LAND USE

- **Urban Growth Management:** Ensure that the Legislature establishes the policy framework and process for local land use decisions and respects the authority of local governments, including Metro, to make specific decisions on local land use matters. Oppose efforts to legislatively determine specific land use designations in the region or to distort the process of assessing land need by mandating inaccurate analysis.

SB 49 amended and passed. The original language eliminated minimum density requirements on developed lands. Alongside partners, we successfully amended the bill to take out this problematic provision.

- **Metro Annexation:** Support efforts to streamline Metro's annexation process.

HB 2356 passed. For certain impacted properties, it combines city annexation processes with Metro annexation processes.

PARKS AND NATURE

- **Recreational Immunity:** Support legislation that addresses recreational immunity for local governments, including lifting the sunset on recent fixes.

SB 179 passed. It made permanent the temporary restoration of recreational immunity during the 2024 session.

TRANSPORTATION

- **Transportation Package:** Support the passage of a transportation package that advances the JPACT priorities: addressing short-term funding solutions, long-term sustainable funding, finishing what we started, safe urban arterials and streets, transit investments, and resiliency.

HB 2025 and HB 3402 failed. HB 2025, the omnibus transportation package, passed out of committee multiple times with different amendments. It provided funding for operations and maintenance for state and local governments, transit, Great Streets, Safe Routes to School and HB 2017 major projects. It ultimately died without receiving a vote in either chamber. In the final day of session, HB 3402 was amended to only fund ODOT operations and maintenance. It passed out of committee but also failed to receive a vote in either chamber.

SB 715 failed. The High Speed Rail Task Force and study did not receive funding. It died in the Joint Transportation Committee.

TV Highway Transit Project did not receive funding. The request was \$50m in lottery bonds.

Interstate Bridge Replacement Project received \$251m in general obligation bonds. This is the second of four installments to provide Oregon's \$1b commitment to the project.

WASTE MANAGEMENT AND WASTE REDUCTION

- **Battery Extended Producer Responsibility:** Support legislation that creates a battery extended producer responsibility program in Oregon.

HB 2062 failed in W&M. It established an extended producer responsibility program for batteries. The bill passed the policy committee with strong bipartisan support but failed to pass out of Ways and Means.

- **Food Waste:** Support legislation that reduces food waste and prioritizes pathways of food disposal for the highest and best use.

HB 3018 failed in W&M. It established a statewide food waste program and made changes to food labeling laws. The bill passed along party lines in the policy committee and failed to pass out of Ways and Means.

- **Recycling Modernization Act (RMA):** Support legislation that protects the Recycling Modernization Act's core tenants and its start date of July 1, 2025.

HB 3780 failed. It exempted newspapers from the RMA.

HB 3973 failed. It removed empty paint containers from the RMA.

ADDITIONAL POLICY LEGISLATION

HB 3167 passed. It regulates the selling and buying of event tickets to increase transparency in the buying process. It also bans misleading marketing tactics, including the unauthorized and misleading use of venue logos, branding, and website names.

SB 110 passed. It authorizes up to \$800 million in privately-backed bonds to support the construction of a ballpark in Portland.

HB 2977 failed. It raised the state's transient lodging tax 1.25% and provided funding for wildlife conservation. The bill passed the House and Senate committee but ultimately was not voted on the Senate floor.

HB 2110 failed. It required local income taxes to comply with all state tax laws.

HB 2119 passed. It grants standing to organizations and associations in tax court.

HB 3209 failed. It raised funds for abandoned RV clean up through increased registration fees. Concept was included in the transportation package drafts but did not pass.

ADDITIONAL FUNDING LEGISLATION

James Beard Marketplace received \$10m in lottery bonds to cover construction costs for building out the Market.

Urban Flood Safety and Water Quality District received \$20m in lottery bonds for Portland metro levee system improvements.

Portland State University's Portland Center for Performing Arts received \$137.5m in general obligation bonds. This funding will support a 3,000-seat performing arts facility and a 1,200-seat secondary venue along with supporting academic spaces, a 150-room hotel, restaurants, bars, other supporting spaces and a parking structure.