



APPENDIX Y

2023 Regional Transportation Plan

Regional Transportation Plan amendment process

November 30, 2023

oregonmetro.gov/rtp

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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Regional Transportation Plan website: [**oregonmetro.gov/rtp**](http://oregonmetro.gov/rtp)

The preparation of this strategy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

Regional Transportation Plan Amendment Process

Background

The Regional Transportation Plan is a long-range vision for the transportation system and contains policies that guide local, regional and state transportation planning in the region and a list of “financially constrained” projects that are eligible to move forward when there is funding and political support. The RTP is not routinely amended outside of the scheduled 5-year update cycle. When the RTP is amended, it has been typically to bring in newly funded projects that were not anticipated as part of the previous update.

Potential sources of requests to amend the RTP include:

- (1) Oregon Department of Transportation (ODOT) requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects adopted through a public process in local transportation system plans (TSPs), area plans, concept plans or studies;
- (3) transit agency requests to align adopted transit plans with the RTP;
- (4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the locally preferred alternative (LPA) adopted by project partners to allow the project to proceed and be eligible for federal funding; and
- (5) public agency requests resulting from a local, regional or state planning study or corridor refinement planning, as defined in the Oregon Transportation Planning Rule (TPR), that recommend additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

Such amendments require a recommendation from the Metro Policy Advisory Committee (MPAC) and adoption by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council by Ordinance. The adoption legislation is accompanied by findings that demonstrate consistency with these procedures and:

- RTP goals, objectives and policies and, if applicable, the Regional Transportation Functional Plan;
- Metro’s adopted [Public Engagement Guide](#);
- federal fiscal constraint requirements; and
- statewide planning goals.

Process for RTP Amendments

Amendments to the RTP follow the same decision-making process as scheduled updates to the RTP. Proposed RTP amendments are reviewed by Metro staff, the Transportation Policy Alternatives Committee (TPAC), the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. Public comment opportunities are provided consistent with Metro’s Public Engagement Guide. The process for consideration and approval of RTP amendments includes the following twelve steps:

Steps in the RTP Amendment Process	
Step 1	Consultation with Metro staff: Before formally requesting an amendment to the RTP, sponsoring agency meets with Metro staff to confirm the need for and details of the amendment.
Step 2	Sponsoring agency submits background information on the amendment: Provide a memo to Metro staff that formally requests the amendment and contains the background information needed to help Metro staff review the requested amendment for consistency with the RTP, Metro public engagement requirements, federal fiscal constraint requirements and statewide planning goals. The sponsoring agency should document public outreach already conducted and planned future outreach using the RTP Public Engagement and Title VI Non-Discrimination Checklist as part of this step. The information submitted in this step will be used to develop the public comment materials and staff reports for consideration by TPAC, MTAC, MPAC, JPACT and the Metro Council. See RTP project amendment checklist and RTP Public Engagement and Title VI Non-Discrimination Checklist.
Step 3	Regional significance determination: Metro staff reviews the information in Step 2 and coordinates with the sponsoring agency on the proposed amendment to confirm whether the amendment is part of the regional transportation system designated in Chapter 3 of the RTP. Metro staff makes a regional significance determination.
Step 4	Public engagement consistency determination: Metro staff reviews the information provided in Step 2 to validate that proposed changes to transportation projects come from a NEPA process, corridor refinement planning as defined in the TPR or adopted transportation plans, concept plans, area plans or studies of transportation agencies or local jurisdictions that included opportunities for public input, consistent with the Public Engagement and Title VI discrimination checklist. Metro staff will coordinate with sponsoring agency regarding required public outreach on the proposed RTP amendment in Step 8.
Step 5	RTP consistency determination: Metro staff reviews the information submitted by the sponsoring agency in Step 2 to determine whether proposed changes are consistent with regional transportation policies in Chapter 3 of the RTP, how the amendment helps make progress toward RTP goals and related performance targets in Chapter 2 of the RTP and, if applicable, are consistent with the Regional Transportation Functional Plan .
Step 6	Fiscal constraint determination: Sponsoring agency provides documentation of relevant funding or changes to existing RTP financially constrained revenue assumptions as part of Step 2. Metro staff reviews the financial information submitted by sponsoring agency to make a fiscal constraint determination in coordination with sponsoring agency.

Steps in the RTP Amendment Process	
Step 7	Advance notice of amendment: Metro staff submits notice of the proposed plan amendment (PAPA Form 1) to the Department of Land Conservation and Development (DLCD) via email 35 days before the first Metro Council public hearing. Metro staff provides advance public notice of the start of the public comment period 15 days in advance of start of public comment period as required by Metro’s adopted Public Engagement Guide and these amendment procedures.
Step 8	Hold public comment period on amendment: Metro staff provides a minimum 45-day public comment period in coordination with sponsoring agency, as required by Metro’s adopted Public Engagement Guide and these amendment procedures. Public comment is invited on Metro’s website.
Step 9	Documentation of public comments received and recommended actions in response to comments: Metro staff documents and the sponsoring agency responds to all substantive public comments received within 30-days of the close of the public comment period in coordination with sponsoring agency. If significant modifications to the proposed amendment are necessary to respond to public comments received, then a new 45-day comment period would be warranted. The responses to public comment and a Metro staff recommendation on the proposed amendment are provided to TPAC, MTAC, MPAC, JPACT and the Metro Council for consideration prior to final action.
Step 10	Consideration of amendment by Metro technical advisory committees: MTAC and TPAC review the proposed amendment and responses to public comments and make recommendations to MPAC and JPACT, respectively.
Step 11	Consideration of amendment by Metro policy advisory committees and the Metro Council: <ol style="list-style-type: none"> a. MPAC reviews MTAC’s recommendation on the proposed amendment and responses to public comments and makes a recommendation to the Metro Council. b. JPACT reviews TPAC’s recommendation on the proposed amendment and responses to public comments and considers approval by Ordinance. JPACT’s recommendation is submitted to the Metro Council for consideration. c. Metro Council reviews MPAC and JPACT recommendations on the proposed amendment and responses to public comment and considers approval of JPACT’s recommendation by Ordinance.
Step 12	Final notice of adoption of the amendment, if adopted by JPACT and the Metro Council: <ol style="list-style-type: none"> a. PAPA Adoption Notice with final action is submitted to DLCD within 20 days after the date of Metro Council adoption of the RTP amendment. The DLCD review process provides an opportunity for appeal period. b. Update and notification of RTP amendment changes, including any text, tables, spreadsheets and/or maps, are posted on the Metro website. c. The adopted RTP amendment is submitted to the sponsoring agency, the Federal Highway Administration and the Federal Transit Administration.

Timeline RTP Amendment Process

The timeline to conduct the procedures outlined in the process section above may take four to six months to complete given the need to review the proposed amendment for consistency with the RTP and meet fiscal constraint and public engagement requirements.

To ensure adequate consideration and understanding of the proposed amendment and public comments received, the standard process is to provide an initial informational presentation to Metro's technical and policy advisory committees and the Metro Council in a first meeting with a discussion of public comments received and recommended actions at a second meeting. The final consideration of the proposed amendment would occur at a third meeting. For large projects or more complicated amendments, additional briefings and opportunities for discussion may be needed.

Metro staff will work with the sponsoring agency to develop a schedule for the amendment process following the initial consultation meeting in Step 1.



RTP Project Amendment Checklist

Consultation with Metro staff: Before formally requesting an amendment to the RTP, meet with Metro staff to confirm need for and details of the amendment.

Sponsoring Agency submits background information on the amendment: Provide a memo to Metro staff that formally requests the amendment and contains the background information needed to help Metro staff review the requested amendment for consistency with the RTP and develop the staff reports for TPAC, MTAC, MPAC, JPACT and the Metro Council. The document should include:

- A short history about why/how the project emerged and its importance to the region.
- A brief history of past actions and work that has been accomplished that has led to the proposed amendment (purpose and need description).
- An overview of the primary purpose and secondary objectives for the project phase being amended into the RTP and its major work elements and milestones (e.g. complete NEPA and obtain the ROD, determine alternatives, selection of the agency preferred alternative, complete design and PS&E package, etc.). The overview should include a short description of any major project challenges expected to be addressed by the work elements and milestones.
- Project area map and clear description of project, including:
 - project description describing the scope of the project, using public friendly phrasing and avoiding technical jargon where possible with sufficient detail to facilitate review by policymakers and the public
 - project start location
 - project end location
 - all known project features, modal and design elements. This information will be used to identify projects that complete gaps in biking and walking networks, use technology to enhance transit operations and reliability, enhanced transit corridor designs, etc. Any features or design elements that change roadway capacity or add bicycle infrastructure should be noted in the description and reflected in the modeling assumptions form.
 - anticipated time period for implementation
- A short description if there are other agencies or organizations involved in the project and their basic roles and responsibilities.

Regional Significance Determination: Provide information that will help Metro staff determine whether the project or program is regionally significant. *Check all that apply.*

- The transportation project is located on a facility designated in one or more of the RTP network maps.
- The transportation investment requires permission or approval(s) from the U.S. Department of Transportation or project level NEPA review.
- Other information for consideration by Metro staff (please describe):

Public Engagement: Complete the RTP Public Engagement and Non-Discrimination Form. This form is used to document the public process that led to the identification of the need for the project or program and how the project or program was selected.

- Describe the transportation planning and decision-making process through which the project was identified, how interested/affected parties¹ were meaningfully engaged, and the opportunities for public feedback that were available during the process.
- Describe what demographic assessment was done to identify communities of color, people who speak limited English or do not speak English, people with low income and other marginalized communities, and how marginalized communities were meaningfully engaged in identification and selection of the project or program.
- Describe how feedback from interested/affected parties and marginalized communities was incorporated into the identification and selection of the project or program.

RTP Consistency: Provide information that describes how the proposed project or program amendment is consistent with RTP goals, objectives, policies and RTP modal function(s) of the facility as defined in Chapter 2 and 3, including:

- Identify the RTP goals being addressed by the proposed transportation project or program – safety, equity, mobility, climate action and resilience, and/or thriving economy – and provide a brief description of how. (See [RTP Chapter 2](#))
- Describe how the proposed project or program is consistent with and supports implementation of RTP System, Regional Design and Regional Network policies (See [RTP Chapter 3](#), Section 3.2.1 through Section 3.3.12).
- Describe how identification of the proposed project or program followed the RTP congestion management process policies (See [RTP Chapter 3](#), Section 3.3.4) by considering the transportation strategies as described in Section 3.3.4 and Metro Code section [3.08.220.A](#) of the Regional Transportation Functional Plan.

¹ Interested and affected parties means those members of the public, groups of persons, agency or organization affected by or interested in the transportation project or program as well as formal entities, such as natural resource agencies, emergency management agencies, tribal entities, etc. which may have interests in or be affected by the implementation of the proposed project.

Performance: Provide information that demonstrates how the proposed project or program will help make progress towards adopted federal and regional goals and related performance targets.

- Describe how the proposed project or program helps make progress toward one or more of the federal and regional performance targets (See [RTP Chapter 2](#)) for the transportation system.
- Describe how the proposed project or program helps make progress toward one or more of the Climate Smart Strategy performance monitoring targets (See [RTP Appendix J](#), Table 4).
- Describe whether this is a safety project, consistent with criteria used to determine eligibility for state and federal safety program funding (e.g. HSIP or ARTS). This element aims to identify projects with the primary purpose of addressing a documented safety problem at a documented high injury or high risk location with one or more proven safety countermeasure(s).
- Provide links to reports or other documents that support the above descriptions.
- Submit RTP modeling details for projects that include bicycle infrastructure and/or roadway capacity, if needed.
- Submit GIS shapefile of project, following RTP GIS submission instructions.

Fiscal Constraint: Provide information about how the proposed project or program cost fits within the RTP financially constrained revenue forecast, including funding sources to be considered.

- Provide estimated total project cost in 2023 and year-of-expenditure dollars for each phase through construction.
- Provide proposed time period for each project phase (e.g., near-term is the 2023-2030 time period and long-term is the 2031-2045 time period).
- Describe and provide documentation of relevant new funding sources to be identified and/or secured for the proposed project or program that were not previously accounted for in the most recently adopted RTP financially constrained revenue assumptions. If no new funding sources have been identified, what changes to the RTP financially constrained project list are proposed to demonstrate fiscal constraint.

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Public Engagement and Non-discrimination Certification and Documentation for Regional Transportation Plan Project or Program Amendments

Purpose

This form provides documentation and a description of the public engagement opportunities that have been provided by project sponsors during the planning and development of projects and programs proposed for amendment to the Regional Transportation Plan (RTP).

Completion of the form declares that the project sponsor has provided adequate opportunities for public engagement during the development of plans and projects, including identifying and engaging marginalized communities, including people with low income, people with disabilities, people with limited English proficiency, and Black, Indigenous and other people of color.

Metro retains these forms to demonstrate compliance with federal (U.S. Department of Transportation, Federal Highways Administration and Federal Transit Administration) and state (Oregon Department of Transportation) guidance on public engagement and on Title VI of the Civil Rights Act and other civil rights requirements (see [FTA Circular 4702.1B](#) and Code of Federal Regulations [450.210](#) and [450.316](#)). Documentation of the local actions described in this form may be requested by federal or state regulators.¹

For questions, contact Metro regional transportation planning at transportation@oregonmetro.gov or [503-797-1750](tel:503-797-1750).

Instructions

Sponsoring agencies must fill out each section of this form and submit the completed form to Metro staff along with other information needed to consider a proposed amendment to the RTP. Sponsoring agencies must keep referenced records on file in case of a request for information.

Instructions

1) Complete this form for all proposed RTP amendments.

- **Section A:** Public Engagement Checklist
- **Section B:** Documentation of Source(s) of Amendment
- **Section C:** Summary of Engagement (*for NEPA projects only*)
- **Section D:** Signed Certification Statement

2) Submit the completed form to Metro staff.

3) Ensure records are retained by your agency in accordance with instructions in this form.

¹ If such a request is unable to be met, the Regional Transportation Plan itself may be found to be out of compliance, requiring regional corrective action.

Section A: Public Engagement Checklist

The checklist in this section outlines federal and state Title VI and engagement requirements for transportation planning and project development. By checking each box, project sponsors are confirming that the proposed amendment has met the associated requirements to support Title VI and engagement compliance for the RTP. The type of records that should be retained are listed where appropriate. These records do not need to be submitted to Metro, but must be retained by project sponsors as described above. The completed checklist may be included in the RTP Amendment materials.

Section B: Documentation of Source(s) of RTP Amendment

In this section, project sponsors provide a list of the adopted local transportation system plans, subarea plans or strategies, topical plans or strategies, modal plans or strategies, transit service plans or any other such plans or studies that were developed with opportunities for public feedback, in which the proposed RTP amendment is adopted and where additional information on public engagement may be found.

Section C: FOR NEPA PROJECTS ONLY - Summary of non-discriminatory, inclusive engagement for NEPA projects

In this section, project sponsors provide additional information on public engagement elements and activities that illustrate how requirements are being met and best practices that are being utilized for any projects subject to the [National Environmental Policy Act](#) (NEPA). These are typically large-scale, major projects, anywhere from \$100 to 500 million in cost ([CFR 40 1508.18](#)), may be constructed in multiple phases, have a high level of public, legislative or congressional interest and require more extensive public outreach and engagement. The completed checklist may be included in the RTP Amendment materials.

Section D: Signed Certification Statement

By signing this section, project sponsors certify:

- (1) That project or program proposed for amendment to the RTP complies with federal and state Title VI and engagement requirements;
- (2) their commitment to retaining records documenting this compliance; and
- (3) their commitment to conducting future project development processes for projects in the RTP that are compliant with federal and state Title VI and engagement requirements.

Requirements for Retention of Records

Records should be retained until the related local transportation system plan, subarea plan or strategy, topical plan or strategy, modal plan or strategy, transit service plan or other plan or study is superseded, or the submitted projects have been completed or removed from the RTP plus six years. Retained records do not have to be submitted unless requested by Metro, state regulators or federal regulators.

Section A. Public Engagement Checklist for RTP Amendment

This checklist outlines federal and state Title VI and engagement requirements for transportation planning and project development. By checking each box, project sponsors are confirming that the proposed amendment met the associated requirements to support engagement compliance for the RTP.

Sponsor Agency:

Brief Description of Proposed RTP Amendment:

- The nominating agency or governing body has adopted a Title VI Plan and administrative procedures to implement it in compliance with Federal Title IV of the Civil Rights Act and implementing regulations. **Provide a link to the adopted Title VI Plan if available online:**

-
- Projects submitted for the 2023-30 implementation timeframe have conducted, or will conduct, documented project-specific public engagement and analyzed potential inequitable impacts for Black, Indigenous and other people of color, people with limited English proficiency and people with low income compared to those for other population groups.

Retained records: Documentation of public engagement activities.

- Projects submitted for the 2031-45 implementation timeframe have conducted, or will conduct, project-specific public engagement and analyze potential inequitable impacts for Black, Indigenous and other people of color, people with limited English proficiency and people with low income compared to those for other population groups.

Retained records: Documentation of public engagement activities.

- A public engagement plan was developed for each of the plans, strategies, etc., listed in Section B, in compliance with Federal Title IV of the Civil Rights Act of 1964 and implementing regulations, including the following (check all that are true):
 - A statement of non-discrimination.
 - Public notices were published and requests for input were sent in advance of the project start, engagement activity or input opportunities.
 - Timely, convenient and accessible forums for public input throughout the process. These forums included accommodations for people with disabilities (e.g., screen reader-compatible materials, ASL interpretation), people with limited English proficiency (e.g., translation) and other accommodations (e.g., hybrid meetings).

- Interested and affected groups were identified, and contact information maintained, in order to share plan information; updates were provided for key decision points; and opportunities to engage and comment were provided throughout the process.
- Efforts were made to engage marginalized populations, including Black, Indigenous and other people of color, people with limited English proficiency, people with low income, people with disabilities, older adults and youth. Meetings or events were held at times and locations that are convenient and accessible for marginalized populations with access to transit. Language assistance was provided, as needed, such as translation of key materials, use of a telephone language line service to respond to questions or take input in different languages, and interpretation at meetings or events.
- During project and/or plan development, a demographic analysis was completed to understand the locations of Black, Indigenous and other communities of color, people with limited English proficiency, people with low income and, to the extent reasonably practicable, people with disabilities, older adults and youth in order to include them in engagement opportunities, at the minimum consistent with Title VI requirements.
- Analysis was conducted to document potential inequitable impacts for Black, Indigenous and other communities of color, people with limited English proficiency and people with low income compared to those for other residents.
- Public comments were considered throughout the process, and comments received on the staff recommendation were compiled, summarized and responded to, as appropriate.
- Adequate notification was provided regarding final adoption of the plan, including how to obtain more detailed information, at least 15 days in advance of adoption. Notice included information on providing public testimony.
- Other (please describe):

Retained records: Public engagement plans and documentation of each element that is checked.

- One or more projects or programs included in the proposed amendment identified potential inequitable impacts through demographic analysis and public outreach. If box is checked, list each project and describe the response to identified potential inequitable impacts.
 - Project name
 - Project description
 - Response to potential inequitable impacts

Retained records: Summary of comments, key findings and changes made to final staff recommendation or adopted plan to reflect public comments (may be included in retained public engagement reports or legislative staff reports).

Section B. Documentation of Source(s) of Project or Program Amendment

Projects and programs in the Regional Transportation Plan must come from plans, strategies, or studies developed and adopted through a public process with opportunities for public input. In this section, project sponsors provide a list of the plans, strategies or studies in which the proposed amendment is adopted and where additional information on public engagement may be found.

Table 1. Adopted Transportation Plans, Strategies and Studies

Complete this table listing all adopted local transportation system plans, subarea plans or strategies, topical plans or strategies, modal plans or strategies, transit service plans, or other such plans or strategies, in which the proposed amendment is identified. Please include the plan, strategy, or study name, the adoption date and link to where the document can be accessed online. Add additional rows, if needed.

Plan/Strategy/Study name	Date adopted	Link

Retained records: Copies of all documents list in Table 1.

Section C. For NEPA Projects Only - Summary of non-discriminatory, inclusive engagement

In this section, the project sponsor provides additional information on public engagement elements and activities that illustrate how requirements are being met and best practices are being utilized for any projects subject to the National Environmental Policy Act (NEPA).

Provide a brief summary describing the engagement approach, practice and processes for the RTP amendment that is subject to the [National Environmental Policy Act](#) (NEPA). The summary may be included in the RTP Amendment materials. Please respond to each of the following:

- Project name
- Project sponsor and agency partner(s)
- Brief description of the overall public engagement process, including time period
- Description of compliance with Title VI and Oregon [Goal 1: Citizen Involvement](#) and Goal [12: Transportation Planning](#) Administrative Rules, including:

- Description of how the community has been involved to date and how community will continue to be involved through project design and/or development, including Black, Indigenous and other people of color, people with limited English proficiency and people with low income.
- How input helped shape project or plan development and prioritization, including what changes came about because of community input particularly for Black, Indigenous and other people of color, people with limited English proficiency and people with low income; and what community stability and anti-displacement strategies have been or will be considered and included in the project and/or plan development.
- Any additional best practices that contributed to equity, transparency, and accountability.

Section D. Signed Certification Statement – Regional Transportation Plan Amendment

By signing this section, project sponsors certify:

- (1) that the RTP amendment complies with federal and state Title VI and engagement requirements;*
- (2) their commitment to retaining records documenting this compliance; and*
- (3) their commitment to conducting future project development processes for projects in the RTP that are compliant with federal and state Title VI and engagement requirements.*

_____ (project sponsor agency)
 certifies the information provided in this form is accurate.

As attested by:

 (agency manager signature) (name and title) (date)

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

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

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

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