

APPENDIX A TO THE TRANSITION PLAN

TRANSITION COMMUNITY ENGAGEMENT PLAN

July 2023

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Purpose

This Transition Community Engagement Plan outlines and describes the City of Portland's Charter Transition Team's vision and approach to community engagement. Community engagement is essential to successful transition to a new City government. This Plan describes the Team's overall approach to community engagement, objectives, and engagement strategies. It explains the community engagement component of the Team's overall transition-wide plan. It includes a detailed community engagement calendar to provide for delivery of information and public engagement that supports and informs decision-making.

Background

In summer of 2022, the Charter Commission voted to advance measure 26-228 which proposed to overhaul the City of Portland's form of government and election methods. On Nov. 8, 2022, Portlanders overwhelmingly passed ballot measure 26-228 with a vote of 58% to 42%.

The voter-approved amendments to the City's charter included three interconnected changes:

- Allow voters to rank candidates in order of preference, using ranked-choice voting;
- Create four new geographic districts with three members elected to represent each district, expanding city council to a total of 12 members; and
- Establish a mayor-council government structure in which the city council would set policy, a mayor would carry out laws and supervise a professional city manager that manages city services.

Vision

The Charter Commission had a robust, community-driven, engagement process and engaged Portlanders across neighborhoods, lived experiences and backgrounds. The Charter Transition Team aspires to build on the equitable and accessible community engagement.

Successful community education and engagement in the transition will promote a new Portland government that works for our diverse, vibrant communities and meets their needs. All Portlanders have a stake in a successful transition – those who supported charter reform and those who didn't.

In addition, we expect that our community education and engagement will

- Amplify all of Portlanders' voices in city government and grow our democracy;
- Promote transparency and public trust in local government;
- Increase public awareness and understanding of how our city works;
- Educate voters ahead of the November 2024 election;
- Maintain existing relationships and build new relationships between the city and community that last through time;

- Maintain existing pathways and create new equitable pathways for Portlanders to engage in public processes and access services; and
- Increase city government responsiveness and responsibility to account for its actions.

Values and Guiding Principles

The Charter Transition team is committed to the following set of values that reflects the values developed by the City of Portland and adopted by City Council in 2020. The Charter Transition Team's community education and engagement work will reflect these values:

- Adhere to, and expect to be held accountable to, our core values of anti-racism, equity, transparency, communication, collaboration, and fiscal responsibility;
- Be transparent with the public about how we gather information, deliberate, and make decisions and we recognize our responsibility for clear, consistent, and accurate public communications;
- Build on community momentum, act with urgency, and pace our work in consideration of community capacity to participate; and
- Develop equitable public education and engagement strategies that eliminate barriers to participation, are culturally specific and relevant, delivered through trusted mediums, and compensate community for their expertise.

Objectives

The Charter Transition Team and its work commits to tracking and measuring these objectives and revising as needed:

- We will have engagement sufficiently early in the process to be meaningful, continuous communication and return to communities at each phase, so they know they were heard, and understand how their ideas were used by and informed our decision-making. We will avoid extractive interaction.
- We will collaborate and build partnerships because groups outside of the City have knowledge, relationships, and expertise that government lacks.
- We will invest our education and engagement resources in communities that have been traditionally left out of City Hall and city decision-making, including Black, Indigenous, Asian, Pacific Islander, Latinx/e, people of color, people with disabilities, immigrants and refugees, non-English speaking communities, people under age 25, houseless Portlanders, people who live east of 82nd Avenue, and the LGBTQIA+ community.

- We will support multiple, diversified pathways to hear from communities and support the development and delivery of culturally appropriate education and engagement opportunities that cannot be replicated with a one-size-fits-all approach.
- We will emphasize the importance of including City employees in the transition because they are essential to its success and have unique experiences in our current government.

Transition Work Areas & Engagement Processes

The voter-approved amendments to the City’s charter included three interconnected changes:

- Allow voters to rank candidates in order of preference, using ranked-choice voting;
- Create four new geographic districts with three members elected to represent each district, expanding city council to a total of 12 members; and
- Establish a mayor-council government structure in which the city council would set policy, a mayor would carry out laws and supervise a professional city manager that manages city services.

Transition Work Areas

The City frames the transition work areas in two primary areas: “election methods” which includes allowing voters to rank candidates in order of preference and creating four new geographic districts; and “governance” which includes establishing a mayor-council form of government. Each area has subcomponents described below.

Election methods

1. Administration of ranked-choice voting elections: while the administration of elections falls to the counties, work for the City includes staying in constant communication with the counties to ensure they have the support necessary to timely prepare and administer the City’s ranked-choice voting contests in November 2024.
2. Voter education: prepare Portlanders for the first ranked-choice voting election in November 2024 and beyond, and ensure voters feel confident their ballot accurately expresses their choices and that their votes will be tabulated in the way that they intend them to be.
3. Districting: create four new geographic districts so that in November 2024, Portland voters will elect three city councilors to represent each of the four new geographic districts.

Governance

4. Council operations: align council organization and procedure to the revised charter and council’s shifting roles and responsibilities including providing an initial framework for how council does business, the roles of a council president and vice-president, council committees, staffing models, and community interaction.
5. Salaries of elected officials: set the salaries of the mayor, auditor and 12 city councilors.

6. City budgeting: review and revise the budget process so that a city administrator prepares an annual budget under the direction of the mayor.
7. Facilities improvements: ensure safe, modern, accessible, and welcoming workspaces for the 12-member city council and mayor, including chambers large enough for expanded council, workspaces for council, staff, the mayor and the city administrator.
8. Code review and revisions: align City code with the new charter.
9. Roles and responsibilities of city administrator and recruitment process: determine the skills and talents needed in the job description and the recruitment plan for the 2025 mayor to attract, hire, and retain Portland's first city administrator.
10. City organization: develop a recommended organizational structure that reports to a city administrator, via programmatic assessments in service areas.
11. Future service delivery improvements: establish a longer-term body of work to identify additional organizational, structural, and process improvements; policy, governance, culture, communications and other improvements to how we deliver services to Portlanders, some of which may be pursued before 2025 and many of which will be delivered as recommendations to new city leadership in 2025.

Engagement Processes

The City expects to educate and engage Portlanders through multiple, diversified pathways.

Potential types of engagement that the City may employ are described below.

- Partnerships. Partnerships recognize that communities have knowledge, relationships, and expertise that government lacks. These can be formal, in the case of contracting, or informal.
- Community surveys. These are online tools for community members to provide feedback usually offered alongside feedback offered in public meetings for those unable or unwilling to attend.
- Public meetings and hearings. These are meetings and hearings open to the public and hosted by a public body such as Portland City Council, Independent District Commission, Salary Commission, and the Government Transition Advisory Committee.
- Public comment. Public comments can be submitted by a person or organization through an online comment form, email, mail, calling 3-1-1, or verbal public testimony at a public meeting.
- Listening sessions or workshops. Sessions are open to community members who register in advance. An educational presentation is followed by small breakout discussions with set questions to solicit feedback from community. These can be initiated and hosted by community or the City.
- Employee surveys. These are online tools for City employees to provide anonymous feedback.
- Employee townhalls. Employee townhalls are open to all City employees. They are meant to assess and build understanding of charter amendments; provide updates on transition progress and what's next; capture general employee sentiment about the transition; solicit specific feedback on transition topics; and maintain a feedback loop about what we've heard from employees and how that information has been used in decision-making.

- Community organization policy discussions. Policy consultations are distinct from other types of engagement in that they seek to understand organization-specific priorities, positions and expertise on the policies or questions under consideration. These can be initiated and hosted by community or the City.
- Bureau director discussions. These are conversations with bureau directors about the transition and may include former bureau directors.
- City elected leader discussions. These are conversations with City elected leaders – the mayor, city commissioners, and the auditor about the transition.
- Briefings and presentations. These are wide-ranging opportunities for community to learn about and engage in the transition. These can be initiated and hosted by community or the City.

Engagement Processes by Transition Area

Different areas of the transition will utilize or emphasize different processes:

Transition area	Engagement processes
ELECTION METHODS	
Administration of ranked-choice voting elections	<ul style="list-style-type: none"> • Partnerships – Multnomah County
Voter education	<ul style="list-style-type: none"> • Partnerships - Citywide Voter Education and Outreach Partnership Coordinator and coalition of subgrantees, Multnomah County, Clackamas and Washington Counties • Public meetings and hearings: Government Transition Advisory Committee • Public comment • Council work session
Districting	<ul style="list-style-type: none"> • Independent District Commission • Public meetings and hearings: Independent District Commission • Public comment • On-line mapping tools and trainings • Community listening session • Community survey
GOVERNANCE	
Council operations	<ul style="list-style-type: none"> • Public meetings and hearings: Government Transition Advisory Committee and City Council • Public comment • Community listening session • Elected leader discussions
Salaries of elected officials	<ul style="list-style-type: none"> • Salary Commission • Public meetings and hearings: Salary Commission, Government Transition Advisory Committee • Public comment

	<ul style="list-style-type: none"> • Community survey • Community listening session
City budgeting	<ul style="list-style-type: none"> • Public meetings and hearings: Government Transition Advisory Committee and City Council • Public comment • Bureau director discussions • Employee townhall
Facilities improvements	<ul style="list-style-type: none"> • Partnerships: Construction Manager/General Contractor • Public meetings and hearings: Government Transition Advisory Committee and City Council • Public comment • Elected leader discussions
Code review and revisions	<ul style="list-style-type: none"> • Public meetings and hearings: Government Transition Advisory Committee and City Council • Public comment • Community listening sessions • Community survey on Code 2.08 • Elected leader discussions
Role and responsibilities of city administrator and recruitment process	<ul style="list-style-type: none"> • Public meetings and hearings: Government Transition Advisory Committee, Salary Commission and City Council • Public comment • Community listening session • Community survey • Bureau director discussions • Employee townhall
City organization	<ul style="list-style-type: none"> • Public meetings and hearings: Government Transition Advisory Committee and City Council • Public comment • Community workshop • Employee survey • Employee townhalls • Bureau director discussions • Elected leader discussions
Future service improvements	<ul style="list-style-type: none"> • Public meetings and hearings: Government Transition Advisory Committee and City Council • Public comment • Community listening session • Employee engagement opportunities (TBD)

The Role of the Government Transition Advisory Committee

The Government Transition Advisory Committee serves as the main public engagement body for the transition. The 15-member body was appointed by the mayor and approved by city council in March 2023, and members will serve until March 2025. Committee meetings are open to the public.

The role of the advisory committee is to advise city council, the chief administrative officer and the City transition team on issues related to the development and implementation of the Transition Plan. The City has specifically requested the committee's advice is the following areas: (1) community and employee engagement; (2) transition project budget; (3) change management; (4) voter education; and (5) definition and measures of success.

City Council defined the committee's expected responsibilities as follows:

- Ensure that implementation of the November 2022 voter-approved charter amendments is done effectively and efficiently, and in alignment with the City's core values of anti-racism, equity, communication, collaboration, transparency, and fiscal responsibility.
- Maintain open and consistent communication and engagement with internal and external stakeholders throughout the transition, and ensure input is meaningfully integrated into the City's implementation of the November 2022 voter-approved charter amendments. Other than public input related to the creation of the four new geographic districts, serve as the primary solicitor and repository of public input related to the transition.
- Advise the City on the November 2022 voter-approved charter amendments, Transition Plan and community education and engagement plan, including project schedule and project budget, resource allocation and funding strategy.

Regarding community engagement in particular, the committee aspires to

- Represent Portland voters and public interests;
- Educate community and voters;
- Solicit, store, and amplify public input;
- Engage and support employees; and
- Serve as project spokespeople.

The committee recognizes that there may be tensions between these goals, e.g., representing public interest and serving as project spokespeople.

In addition to hosting public meetings and taking public comment, the advisory committee will prioritize the following engagement processes to augment the City's engagement strategy: partnerships, listening sessions and workshops, community organization policy discussions, and briefings and presentations in community.

While the committee will participate in and support City-hosted education and engagement opportunities, the committee recognizes that inviting people to City events is insufficient particularly to reach hard-to-reach communities. The committee will go out into community and engage people where they are. These opportunities may be generated from the committee or from community. The committee is responsible for identifying gaps in who is being reached and will proactively outreach to fill those gaps.

At minimum, the committee is committed to the following:

Every quarter from June 2023 to February 2025, committee members and alternates working in pairs, where appropriate, will provide at least two education or engagement opportunities in community beyond City-hosted events totaling 126 education and engagement opportunities. The committee expects most of these opportunities to be presentations and briefings, as well as community organization policy discussions.

At least one of the two quarterly opportunities will be provided in partnership with a community or communities that have been traditionally left out of City Hall and city decision-making including Black, Indigenous, Asian, Pacific Islander, Latinx/e, people of color, people with disabilities, immigrants and refugees, non-English speaking communities, people under age 25, houseless Portlanders, people who live east of 82nd Avenue, and the LGBTQIA+ community.

Providing these opportunities in partnership means going to community and asking what their constituents care about and how best to reach them; inviting community to take the lead; and providing needed support including materials, space, and reimbursement for costs like staff time, food, childcare, etc.

To support the committee in this work, all committee members and alternates are required to take a racial justice and equity training provided by the Office of Equity and Human Rights to support culturally responsive engagement; and committee members will be provided with materials to use in their engagement.

The committee will track the education and engagement work it does outside of regular committee meetings, share this information with the City, and publicly report on this work as well as follow up with community members engaged. The City is responsible for sharing how community input influences implementation. You can find reports on the Government Transition Advisory Committee webpage.

Projections

Below are projections of engagement by activity.

While charter reform engagement focused more on community surveys and community listening sessions, the transition will focus more on verbal public comment in public meetings, policy discussions with community organizations, and employee engagement in townhalls.

Engagements	Transition Projections To Mar 2025
Community survey responses <i>Topics: Code 2.08, Independent District Commission, salaries of elected officials, City Administrator</i>	600
People receiving monthly email updates <i>Cumulative with charter review's list, assumed at 80/month</i>	3,665
Community listening sessions & workshops <i>Topics: Code 2.08, Independent District Commission, salaries of elected officials, city organization (2), Code 3.02, City Administrator, Code Title 2</i>	7
Participants at listening sessions	250
Public comments received	2,000
Hours of verbal public comment <i>Council (10 hours), Government Transition Advisory Committee (9 hours), Independent District Commission (15 hours), Salary Commission (2 hours)</i>	36
Public meetings and hearings <i>Council (39), Government Transition Advisory Committee (30), Independent District Commission (20), Salary Commission (11)</i>	100
Briefings and presentations <i>Government Transition Advisory Committee (97), other (10).</i>	107
Policy discussions with community organizations <i>Government Transition Advisory Committee (29), Independent District Commission (26), other (5).</i>	60
Employee townhalls	18
Employee attendance per townhall	550
Media articles or interviews	200

Progress Reporting

Engagements will be tracked and reported through monthly progress reports by the Transition Team to the Government Transition Advisory Committee and in the transition's overall progress reports. Progress reports will be available on the Government Transition Advisory Committee's webpage. Monthly progress reports will include the following:

- Projected engagement versus to-date engagement
- Public comment by number, topics, zip codes, and representative direct quotes
- Engagement by the Government Transition Advisory Committee
- Available demographic data for those engaged
- Big questions raised and themes
- New opportunities for engagement & any identified barriers to engagement
- Upcoming timelines to ensure early engagement

Calendar

Below is a proposed calendar by month that includes public meetings and hearings, City engagement, and Government Transition Advisory Committee engagement.

Please note that this calendar is subject to change.

Month	Public meetings & hearings	Other engagement	GTAC Engagement Focus
Nov 2022	<ul style="list-style-type: none"> • Council – adopts Independent District Commission code 		n/a
Dec 2022	<ul style="list-style-type: none"> • 		n/a
Jan 2023	<ul style="list-style-type: none"> • Council - City Auditor Report to Council on the Charter Commission’s Proposed measures to Voters • Council - Final Report to Council on the work of the 2020 Charter Commission • Council - Appoint an Independent District Commission 		n/a
Feb 2023	<ul style="list-style-type: none"> • Council - Establish focused transformation, alignment of services, and shared priorities for Portland City Government • Council - Refer Charter amendment to voters to establish Transparency Advocate in Office of the Auditor • Independent District Commission meeting • Independent District Commission Community Engagement Work Group 	<ul style="list-style-type: none"> • Employee townhalls 	n/a
Mar 2023	<ul style="list-style-type: none"> • Council – transition budget work session • Council - appoint Salary Commission • Council - appoint Government Transition Advisory Committee (GTAC) • Independent District Commission – meetings 2 & 3 	<ul style="list-style-type: none"> • Community listening session Code 2.08 • Community survey Code 2.08 • Policy discussion with community organizations Code 2.08 • Elected leader discussions Code 2.08 	n/a

	<ul style="list-style-type: none"> • Independent District Commission - public hearing • Independent District Commission Community Engagement Work Group • Salary Commission – meeting 1 		
Apr 2023	<ul style="list-style-type: none"> • Council – adoption of Code 2.08 • Council - authorize CM/GC for facilities • Independent District Commission meetings 4 & 5; approve district criteria • Salary Commission meetings 2 & 3 • GTAC meeting 1 (draft transition plan) 	<ul style="list-style-type: none"> • Employee survey on City Organization • Voter education RFP released • Elected leader discussions Code 3.02 	n/a
May 2023	<ul style="list-style-type: none"> • GTAC meeting – roles and responsibilities • GTAC meeting – City organization and future service improvements (5.11) • Independent District Commission meetings 7 & 8 (approve draft district plan) • Salary Commission meeting 5 & 6 	<ul style="list-style-type: none"> • Eight DistrictR (online mapping tool) trainings • Employee survey report on City Organization • Independent District Commission Community Listening Session • Employee townhalls – City organization and future service improvements • Independent District Commission community survey • Voter outreach materials for County’s summer outreach 	n/a
June 2023	<ul style="list-style-type: none"> • GTAC meeting – upcoming milestones and the role of GTAC • Salary Commission meeting – initial recommendations • Council – adoption of Code 2.16 Small Donors Program • Council adopts transition FY23-24 budget • GTAC meeting – community engagement plan and Code 3.02 – Council organization & procedure 	<ul style="list-style-type: none"> • Draft district plan released • Transition plan draft • Community survey on salaries of elected officials • Code 3.02 policy paper released • Salary initial recommendations released • Community listening session on salaries of elected officials 	<ul style="list-style-type: none"> • Districting • Salaries of elected officials

	<ul style="list-style-type: none"> • Council work session on transition 	<ul style="list-style-type: none"> • Voter education contractor selected (by 6.30) 	
July 2023	<ul style="list-style-type: none"> • IDC public hearing (7.5) • IDC public hearing (7.6) • IDC public hearing (7.8) • IDC public hearing (7.9) • GTAC – city organization and future service improvements (7.10) • IDC public hearing (7.12) • IDC public hearing (7.13) • IDC public hearing (7.15) • IDC public hearing (7.16) • GTAC – public officials training, debrief council work session, status updates (7.18) • Salary Commission (7.20) • Salary Commission – final vote (7.24) 	<ul style="list-style-type: none"> • Transition Plan finalized • Facilities contractor selected • Community workshop on City organization • Employee survey report for City organization and community feedback report for City organization • Multnomah County releases V.O.T.E. Map (Voter Opportunity, Turnout, and Engagement) – a tool that visually analyzes voter registration and participation 	<ul style="list-style-type: none"> • Continue engagement on districting and salaries of elected officials • General engagement on the Transition Plan • Begin Council operations
Aug 2023	<ul style="list-style-type: none"> • IDC meeting (8.2) • IDC meeting (8.9) • GTAC meeting – Code 3.02(8.14) • IDC meeting (8.16) • IDC meeting – final vote (8.21) • Salary Commission – debrief (8.22) 	<ul style="list-style-type: none"> • Transition Community Engagement Plan finalized • Employee townhalls • Community listening session – Code 3.02 	<ul style="list-style-type: none"> • Districts, district representation • Council operations • Facility improvements? • Code review and revisions • City organization begins
Sept 2023	<ul style="list-style-type: none"> • Council adopts Code 3.02 • GTAC meeting – city budgeting • GTAC meeting – City organization and future service improvements 	<ul style="list-style-type: none"> • Community listening session on City organization • Organization structure recommendations submitted for Council consideration • Ongoing employee communication and change management around new bureau structure kicks off 	<ul style="list-style-type: none"> • City organization continues • City budgeting? • Future service improvements • Code review and revisions

Oct 2023	<ul style="list-style-type: none"> • Council adopts Code 2 • Council adopts organizational structure • GTAC meeting – voter education • GTAC meeting – City Administrator position 		<ul style="list-style-type: none"> • City organization and future service improvements • City administrator?
Nov 2023	<ul style="list-style-type: none"> • GTAC meeting – mid-way point reflection and extended public comment • GTAC meeting – City Administrator 	Employee townhalls	<ul style="list-style-type: none"> • Voter education • City administrator
Dec 2023	<ul style="list-style-type: none"> • GTAC meeting – city administrator job description 	<ul style="list-style-type: none"> • Voter education campaign 	<ul style="list-style-type: none"> • Voter education
Jan 2024	<ul style="list-style-type: none"> • GTAC meeting – voter education campaign plan 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Voter education • Code 15
Feb 2024	<ul style="list-style-type: none"> • GTAC meeting – extended public comment • Council adopts Code 15 – Emergency 	<ul style="list-style-type: none"> • Employee townhalls 	<ul style="list-style-type: none"> • Voter education • Code 5 & 7 • Future service improvements
Mar 2024	<ul style="list-style-type: none"> • Council adopts Code Title 5 – Revenue & Finance & 7 – Business Licenses adopted • GTAC meeting • CAO report to Council 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Voter education • Code 11
Apr 2024	<ul style="list-style-type: none"> • Council – adopt Code Title 11 • GTAC meeting 18 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Voter education • Code 14, 16, 18, 20, 31
May 2024	<ul style="list-style-type: none"> • Council – adopt Code Titles 14, 16, 18, 20, 31 • GTAC meeting 19 (extended public comment, transition progress, recommendations for PR#6) 	<ul style="list-style-type: none"> • Employee townhalls 	<ul style="list-style-type: none"> • Voter education
June 2024	<ul style="list-style-type: none"> • Council – adopts FY24-25 budget; CAO report • GTAC meeting 20 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Voter education • New bureau structure
July 2024	<ul style="list-style-type: none"> • GTAC meeting 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Voter education • New bureau structure • Code 17, 21

			<ul style="list-style-type: none"> • Open org and transition-related policy issues that will face the new officeholders
Aug 2024	<ul style="list-style-type: none"> • Council – adopt Code Titles 17, 21 • GTAC meeting 22 (extended public comment, transition progress, recommendations for PR#7) 	<ul style="list-style-type: none"> • Employee townhalls • 	<ul style="list-style-type: none"> • Voter education • Open org and transition-related policy issues that will face the new officeholders
Sept 2024	<ul style="list-style-type: none"> • Council: CAO report • GTAC meeting 23 		<ul style="list-style-type: none"> • Voter education • Open org and transition-related policy issues that will face the new officeholders
Oct 2024	<ul style="list-style-type: none"> • GTAC meeting 24 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Voter education • Code 3 • Open org and transition-related policy issues that will face the new officeholders
Nov 2024	<ul style="list-style-type: none"> • Council – adopt Code Titles 3 (minus 3.02) • GTAC meeting 25 (extended public comment, transition progress, recommendations for PR#8) 	<ul style="list-style-type: none"> • Employee townhalls • Election day • City Administrator recruitment begins 	<ul style="list-style-type: none"> • Voter education • Open org and transition-related policy issues that will face the new officeholders
Dec 2024	<ul style="list-style-type: none"> • Council: CAO report • GTAC meeting 26 (debrief November 2024 election) 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Open org and transition-related policy issues that will face the new officeholders
Jan 2025	<ul style="list-style-type: none"> • GTAC meeting 27 	<ul style="list-style-type: none"> • 	
Feb 2025	<ul style="list-style-type: none"> • GTAC meeting 28 (extended public comment, transition progress, recommendations for PR#9) 	<ul style="list-style-type: none"> • Employee townhalls 	

	<ul style="list-style-type: none">•		
Mar 2025	<ul style="list-style-type: none">• Council: CAO report• GTAC meeting 29	<ul style="list-style-type: none">•	