

in response to feedback from Metro’s policy and technical advisory committees

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A)	ORDINANCE NO. 14-1346B
PREFERRED RECOMMENDED -CLIMATE)	
SMART COMMUNITIES -STRATEGY AND)	Introduced by Chief Operating Officer
AMENDING THE REGIONAL FRAMEWORK)	Martha Bennett in concurrence with
PLAN TO COMPLY WITH STATE LAW)	Council President Tom Hughes

WHEREAS, the State of Oregon’s 2007 greenhouse gas emissions reductions goals direct Oregon to stop increases in greenhouse gas emissions by 2010, reduce emissions to at least 10 percent below 1990 levels by 2020, and reduce emissions to at least 75 percent below 1990 levels by 2050; and

WHEREAS, the cities of Beaverton, Forest Grove, Gladstone, Gresham, Hillsboro, Lake Oswego, Milwaukie, Oregon City, and Portland which together represent 66 percent of the population under Metro’s jurisdiction, have all signed onto the U.S. Mayor’s Climate Protection Agreement, pledging to reduce their greenhouse gas emissions by 7 percent below 1990 levels by 2012; and

WHEREAS, the Oregon Legislature passed House Bill 2001, also known as the Jobs and Transportation Act (“JTA”), in 2009; and

WHEREAS, Section 64 of the JTA included \$857960 million for 14 projects identified by local governments in eastern Oregon and 37 highway projects across Oregon, including construction of Phase 1 of the Sunrise Corridor (Units 1-3) in Clackamas County, widening US 26 and improvements to US 26 interchanges at Shute and Glencoe roads in Washington County, and reconstruction of the OR 43/Sellwood Bridge interchange in Multnomah County, the I-5/I-205 interchange in Tualatin, the I-205/OR 213 interchange in Oregon City, and the I-84/257th Avenue interchange in Troutdale; and

WHEREAS, the JTA also included \$100 million for the ConnectOregon III program that is building rail, port, transit and aviation projects across the state; and

WHEREAS, Section 37 of the JTA requires Metro in the Portland metropolitan region to prepare and cooperatively select a preferred land use and transportation scenario (~~“Climate Smart Strategy and supporting implementation recommendations”~~) for achieving greenhouse gas emission reductions from motor vehicles with a gross vehicle weight rating of 10,000 pounds or less (light vehicles); and

WHEREAS, the Metro Council, with the advice and support of the Metro Policy Advisory Committee (“MPAC”) and the Joint Policy Advisory Committee on Transportation (“JPACT”), adopted the 2035 Regional Transportation Plan (“RTP”) in 2010 and directed staff to conduct greenhouse gas scenario planning; and

WHEREAS, on December 16, 2010, the Metro Council, with the advice and support of MPAC, established six desired outcomes to reflect the region's desire to develop vibrant, prosperous and sustainable communities with safe and reliable transportation choices that minimize greenhouse gas emissions and equitably distribute the benefits and costs of growth and change in the region; and

WHEREAS, in 2011 the Land Conservation and Development Commission (“LCDC”) adopted Oregon Administrative Rules (~~“OARs”~~) 660-044-0000 to -0060, which included per capita greenhouse gas emissions reduction targets for each of Oregon’s six metropolitan areas, including the Portland

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metropolitan region, to help meet statewide goals to reduce greenhouse gas emissions to 75 percent below 1990 levels by the year 2050; and

WHEREAS, the ~~target adopted by LCDC~~ ~~adopted target calls for~~ ~~directs~~ the Portland metropolitan region to reduce per capita roadway greenhouse gas emissions from light duty vehicles by 20 percent below 2005 levels by 2035; and

WHEREAS, the target reduction is in addition to significantly greater reductions anticipated to occur from state and federal actions related to advancements in cleaner, low carbon fuels and more fuel-efficient vehicle technologies, including electric and alternative fuel vehicles; and

WHEREAS, in 2012 ~~the~~ LCDC amended OAR 660-044-0040 to direct Metro to evaluate a reference case that reflects implementation of existing adopted comprehensive and transportation plans and at least two alternative land use and transportation scenarios that accommodate planned growth while achieving a reduction in greenhouse gas emissions from light vehicles and ~~to~~ guide Metro in the evaluation and selection of a preferred land use and transportation scenario by December 31, 2014; and

WHEREAS, the Portland metropolitan region conducted scenario planning through the Climate Smart Communities Scenarios Project to demonstrate leadership on addressing climate change, maximize achievement of all six of the region's desired outcomes, implement adopted local and regional plans and visions, including the 2040 Growth Concept, local comprehensive and transportation system plans and the regional transportation system plan, and respond to Section 37 of the JTA and OAR 660-044; and

WHEREAS, the Climate Smart Communities Scenarios Project was completed through a ~~3~~three-phase collaborative effort designed to support communities in the Portland metropolitan region in realizing their aspirations for healthy and equitable communities and a strong economy, and reduce greenhouse gas emissions from light vehicles as required by the State; and

WHEREAS, Phase 1 of the Scenarios Project focused on understanding the region's land use and transportation choices by conducting a review of published research and testing 144 regional scenarios in 2011; and

WHEREAS, Phase 2 of the Scenarios Project, in 2012 and 2013, focused on shaping future choices for the region to advance implementation of community visions by conducting further analysis of the Phase 1 scenarios, confirming local land use visions, preparing eight community case studies and engaging community and business leaders, city and county officials and staff, county coordinating committees, responsible state agencies, a technical work group and Metro's technical and policy advisory committees to develop assumptions for three scenarios to test and ~~a set of~~ evaluation criteria to be used to measure and compare them; and

WHEREAS, Phase 2 of the Scenarios Project found that adopted local and regional plans, if implemented, can meet the state mandated target for reducing greenhouse gas emissions from light ~~duty~~ vehicles by 2035; and

WHEREAS, Phase 3 of the Scenarios Project, in 2014, considered the results of the Phase 2 evaluation, the region's six desired outcomes, feedback received from public officials, business and community leaders, ~~and~~ interested members of the public ~~and other identified audiences from January to April 2014~~ to ~~shape a~~ draft ~~a preferred land use and transportation scenario to meet the targeted reductions under state law, preferred approach~~ called the "Climate Smart Strategy"; and

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WHEREAS, on June 19, 2014, the Metro Council directed staff to evaluate the draft ~~approach~~ [Climate Smart Strategy](#), a product of four years of research, analysis, community engagement and discussion, that was unanimously recommended by MPAC and JPACT for testing on May 30, 2014; and

~~WHEREAS, the draft approach~~ [Climate Smart Strategy accommodates expected growth, meets/exceeds the state mandate, and relies on implementing adopted local and regional land use and transportation plans, including investment priorities adopted in the 2014 Regional Transportation Plan \("RTP"\) on July 17, 2014; and](#)

~~WHEREAS, the recommended approach as set forth in the draft Climate Smart Communities Strategy reflects adopted local and regional land use and transportation plans and local and regional investment priorities adopted in the 2014 Regional Transportation Plan (RTP) on July 17, 2014; and~~

WHEREAS, the ~~recommended approach, as set forth in the draft~~ [Climate Smart Communities Strategy](#), reflects assumptions used by the state when adopting the region's reduction target for state and federal actions related to advancements in cleaner, low carbon fuels and more fuel-efficient vehicle technologies, including electric and alternative fuel vehicles; and

WHEREAS, the ~~recommended approach~~ [Climate Smart Strategy](#) reflects the financially constrained 2014 RTP level of investment for streets, highways and active transportation, and higher levels of investment for (1) transit service and related capital improvements needed to support increased service levels, (2) transportation system management technologies, and (3) travel information and incentive programs; and

WHEREAS, while the recommended level of investment for transit service and related capital, transportation system management technologies, and travel information and incentive programs is more than what is adopted in the financially constrained 2014 RTP, the estimated costs fall within the ~~adopted full~~ [2014 Regional Transportation System Plan](#) funding assumptions the region has agreed to work toward as part of meeting statewide planning goals; ~~and~~

WHEREAS, analysis shows, if implemented, the ~~recommended approach~~ [Climate Smart Strategy](#) achieves a 29 percent reduction in per capita greenhouse gas emissions from light duty vehicles ~~by 2035~~ and provides significant community, public health, environmental and economic benefits to communities and the region; and

WHEREAS, the ~~recommended approach~~ [Climate Smart Strategy](#) reduces air pollution, improves safety, helps people live healthier lives, manages congestion, reduces freight truck travel costs due to delay, expands travel options, improves access to jobs and essential destinations, and makes the most of investments already made in the region's transportation system – all of which help save businesses and households money and support job creation and economic development; and

~~WHEREAS, the results further demonstrate that the Portland metropolitan region is already a leader in planning for lower greenhouse gas emissions from transportation; and~~

WHEREAS, on September 15, 2014, Metro staff launched an online survey and released the preferred land use and transportation scenario under OAR 660-044-0040 for review and comment through October 30, 2014, as set forth in the ~~draft-proposed~~ [Climate Smart Communities Strategy](#), ~~draft~~ [Regional Framework Plan Amendments](#), ~~draft~~ [Toolbox of Possible Actions \(2015-2020\)](#) and ~~draft~~ [Performance Monitoring Approach](#); and

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~~WHEREAS, the draft Climate Smart Communities Strategy reflects the draft approach unanimously recommended for study by MPAC and JPACT on May 30, 2014; and~~

WHEREAS, the Regional Framework Plan guides Metro's land use and transportation planning and other activities and does not mandate local government adoption of any particular policy or action; and

WHEREAS, the ~~draft~~ Regional Framework Plan Amendments identify refinements to existing regional policies that integrate the key components of the Climate Smart ~~Communities~~ Strategy, including ~~policies and strategies to guide implementation of the strategy and~~ performance measures for tracking the region's progress on implementing the strategy; and

WHEREAS, the ~~draft~~ Toolbox of Possible Actions identifies ~~an advisory menu of~~ possible near-term ~~(within the next 5 years)~~ actions that ~~the Oregon Legislature, state agencies and commissions, Metrostate, regional and~~ local governments and special districts can take ~~in the next five years~~ to begin implementation of the Climate Smart ~~Communities~~ Strategy; and

WHEREAS, ~~while the toolbox provides an advisory menu of possible actions and~~ does not ~~require state, regional and local governments or special districts, or state agencies mandate adoption of to adopt~~ any particular policy or action; and

~~WHEREAS, MPAC and JPACT recommend the toolbox be a living document subject to further review and refinement by local governments, the Oregon Department of Transportation (ODOT), TriMet and other stakeholders as part of federally required regularly-scheduled updates to the RTP to reflect new information and approaches to reducing greenhouse gas emissions; and~~

~~WHEREAS, MPAC and JPACT agree updates to local comprehensive plans and development regulations, transit agency plans, port district plans and regional growth management and transportation plans present continuing opportunities to consider implementing the actions recommended in the toolbox actions Toolbox of Possible Actions in ways that can be locally tailored ways; and~~

WHEREAS, the ~~draft~~ Performance Monitoring Approach identifies measures and ~~aspirational performance monitoring~~ targets for tracking the region's progress on implementing the ~~key components of the~~ Climate Smart ~~Communities~~ Strategy adopted by the Metro Council that build on the existing land use and transportation performance monitoring Metro is already responsible for as a result of state and federal requirements; and

~~WHEREAS, the 2018 Regional Transportation Plan update will serve as a major vehicle for implementing the preferred scenario under OAR 660-044-0040; and~~

WHEREAS, Metro sought and received comments on ~~the public review drafts of the~~ Climate Smart Strategy, ~~draft~~ Regional Framework Plan Amendments, ~~draft~~ Toolbox of Possible Actions (2015-2020) and ~~draft~~ Performance Monitoring Approach from MPAC, JPACT, its Metro Technical Advisory Committee ("MTAC"), its Transportation Policy Alternatives Committee ("TPAC"), state agencies and commissions, including the Oregon Department of Transportation, the Oregon Department of Environmental Quality, the Oregon Department of Land Conservation and Development, ~~and the Land Conservation and Development Commission~~ ~~L~~ ~~C~~ ~~D~~ ~~C~~, local governments in the region, the Port of Portland, public, private and non-profit organizations and the public; and

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WHEREAS, the Metro Council held public hearings on October 30 and December 18, 2014; and

WHEREAS, Metro identified amendments in response to comments received on the draft Climate Smart Strategy, draft Regional Framework Plan Amendments, draft Toolbox of Possible Actions (2015-2020) and draft Performance Monitoring Approach for consideration by MTAC, TPAC, MPAC and JPACT ~~as set forth in the Summary of Recommended Changes~~; and

WHEREAS, MTAC, TPAC, MPAC and JPACT have considered the results of the evaluation, [the Climate Smart Strategy and supporting implementation recommendations materials](#) released for public review on September 15, 2014, subsequent public and stakeholder input received and amendments identified to address input received prior to recommending ~~a preferred scenario~~ [the Climate Smart Strategy and supporting implementation recommendations](#) ~~for the~~ [to be adopted by the](#) Metro Council ~~to adopt~~ by December 31, 2014; and

WHEREAS, adoption of the Climate Smart ~~Communities~~ Strategy and supporting implementation recommendations presents an opportunity for the region to act together to [continue to](#) demonstrate leadership on climate change and address challenges related to transportation funding and implementing adopted local and regional plans, including transit service plans; and

WHEREAS, MPAC and JPACT acknowledge that implementation of adopted local and regional plans, including transit service plans, as called for in the Climate Smart ~~Communities~~ Strategy and supporting implementation recommendations, will require new resources and active participation from a full range of partners over the long-term; and

WHEREAS, MPAC and JPACT have agreed to work together with the Metro Council and other public and private partners to begin implementation in 2015 and recommend [a short list of](#) three ~~priority~~ [Climate Smart Strategy](#) actions as a starting point; and

[WHEREAS, the 2018 RTP Regional Transportation Plan update will serve as a major vehicle for implementing the preferred scenario under OAR 660-044-0040; and](#)

WHEREAS, MPAC, on December 10, 2014, and JPACT, on December 11, 2014, recommended Council adoption of the preferred scenario under OAR 660-044-0040, as reflected in the Climate Smart ~~Communities~~ Strategy and supporting implementation recommendations, to achieve state and regional climate goals and support many other state, regional and local goals, including expanded transportation choices, clean air, healthy and equitable communities, and a strong economy; now, therefore,

BE IT ORDAINED THAT:

1. The Climate Smart ~~Communities~~ Strategy, attached to this ordinance as Exhibit A, is hereby adopted as part of the preferred land use and transportation scenario under OAR 660-044-0040.
2. The amendments to the Regional Framework Plan, attached to this ordinance as Exhibit B, are hereby adopted as part of the preferred land use and transportation scenario under OAR 660-044-0040 to provide policy direction on efforts to reduce per capita greenhouse gas emissions from light duty vehicles and identify performance measures to evaluate and report on the region's progress toward implementing key components of the Climate Smart ~~Communities~~ Strategy.
3. The amendments to Chapter 2 of the Regional Framework Plan, attached to this ordinance as Exhibit B, are also incorporated into Chapter 2 of the Regional Transportation Plan.

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4. The Toolbox of Possible Actions (2015-2020), attached to this ordinance as Exhibit C, is hereby adopted as part of the preferred land use and transportation scenario under OAR 660-044-0040 and will be updated and incorporated into the technical appendix for the Regional Transportation Plan as part of the next update.
- 4.5. The toolbox is acknowledged as a living document that is expected to evolve and change over time to reflect new information and approaches for reducing greenhouse gas emissions. Toolbox actions are not mandatory, but, rather are intended to provide guidance to state, regional and local governments and be tailored to meet individual jurisdictions’ needs. The Metro Council directs staff to provide opportunities for further review and refinement of the toolbox by local governments, ODOT, TriMet and other stakeholders as part of ~~federally required~~ the regularly updates to the Regional Transportation Plan.
- 5.6. The Performance Monitoring Approach, attached to this ordinance as Exhibit D, is hereby adopted as part of the preferred land use and transportation scenario under OAR 660-044-0040 and will be reviewed and potentially updated before being incorporated ~~incorporated~~ into the Regional Transportation Plan.
- 6.7. Metro’s on-going regional performance monitoring program will evaluate and report on the region’s progress over time toward implementing key components of the Climate Smart Communities Strategy through regularly-scheduled updates to the Regional Transportation Plan and Urban Growth Report, and in response to Oregon State Statutes ORS 197.301 and ORS 197.296.
- ~~7. The Summary of Recommended Changes, attached to this ordinance as Exhibit E, is hereby adopted to amend Exhibits A through D.~~
8. The Short List of Climate Smart Strategy Actions for 2015 and 2016, attached to this ordinance as Exhibit FE, is hereby adopted to demonstrate the region’s commitment to work together to begin implementing the Climate Smart Communities Strategy.
- 8.9. The Findings of Fact and Conclusions of Law in Exhibit ~~GF~~ FE, attached and incorporated into this ordinance, explain how adoption of Exhibits A through ~~FE~~ FE by the Council satisfies Metro’s responsibility under state law to prepare and cooperatively select a preferred land use and transportation scenario that achieves the adopted LCDC target for greenhouse gas emission reductions from light vehicles in the Portland metropolitan region by 2035 pursuant to OAR 660-044.
- 9.10. Metro staff is directed to prepare a final report that consolidates Exhibits A, C and D, ~~as amended by Exhibit E,~~ and transmit the report and decision record, including this ordinance and exhibits to the ordinance, to ~~the~~ LCDC in the manner of periodic review.
- 10.11. The preferred scenario under OAR 660-044-0040, adopted by this ordinance and reflected in the Climate Smart ~~Communities~~ Strategy and supporting implementation recommendations, will be further implemented through the next scheduled update to the Regional Transportation Plan ~~by December 31, 2018~~. Metro staff is directed to begin scoping the work plan for the next update to the Regional Transportation Plan, and identify a schedule and outline of policy decisions and resources needed.

ADOPTED by the Metro Council this 18th day of December, 2014.

UPDATED 12/3/14

in response to feedback from Metro's policy and technical advisory committees

Tom Hughes, Council President

Approved as to Form:

Alison Kean, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 14-1346B, FOR THE PURPOSE OF ADOPTING A PREFERRED CLIMATE SMART COMMUNITIES STRATEGY AND AMENDING THE REGIONAL FRAMEWORK PLAN TO COMPLY WITH STATE LAW

Date: ~~October 20~~~~November 26~~December 3, 2014
Transportation Planner

Prepared by: Kim Ellis, Principal

Planning and Development Department, 503-797-1617

BACKGROUND

The Climate Smart Communities Scenarios Project responds to a 2009 mandate from the Oregon Legislature for Metro to develop and implement a strategy to reduce per capita greenhouse gas emissions from cars and small trucks by 2035. Metro is the regional government serving a population of 1.5 million people in the Portland metropolitan region. In that role, Metro has been working together with regional technical and policy advisory committees and community, business and elected leaders across the region to shape the Climate Smart ~~Communities~~-Strategy and supporting implementation recommendations in this ordinance. Adoption of this ordinance satisfies the 2009 legislative mandate and subsequent requirements adopted by the Land Conservation and Development Commission (LCDC) in 2011 and 2012 under Oregon Administrative Rule 660-044.

This ordinance forwards recommendations from the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT) to the Metro Council on adopting a preferred land use and transportation scenario under OAR 660-044-0040. The Climate Smart ~~Communities~~-Strategy contained in the ordinance achieves a 29 percent reduction in per capita greenhouse gas emissions from light duty vehicles and provides significant community, public health, environmental and economic benefits to communities and the region. The strategy builds on and supports adopted local and regional plans and visions for healthy and equitable communities and a strong economy. [It also demonstrates that the Portland metropolitan region is already a leader in planning for lower greenhouse gas emissions from transportation.](#)

Metro Council action through Ordinance No. 14-1346B adopts a preferred land use and transportation scenario under OAR-044-0040 and directs staff to develop and submit a final report with the decision record to LCDC in the manner of periodic review. The ordinance also directs staff to begin scoping the work plan for the next update to the Regional Transportation Plan, which will serve as a major vehicle for implementing the preferred scenario under OAR 660-044-0040.

LEGISLATIVE BACKGROUND

Since 2006, Oregon has initiated a number of actions to respond to mounting scientific evidence that shows the earth's climate is changing, indicating a long-term commitment to significantly reduce GHG emissions in Oregon.

In 2007 the Oregon Legislature established statewide greenhouse gas emissions reduction goals. The goals apply to all emission sectors – energy production, buildings, solid waste and transportation – and direct Oregon to:

- stop increases in GHG emissions by 2010
- reduce GHG emissions to 10 percent below 1990 levels by 2020

- reduce GHG emissions to at least 75 percent below 1990 levels by 2050.

In 2009, the Oregon Legislature passed House Bill 2001, the Jobs and Transportation Act (JTA). Section 37 of the Act requires Metro to develop two or more alternative land use and transportation scenarios designed to accommodate population and job growth anticipated by 2035 and reduce GHG emissions from light vehicles. Section 37 of the Act requires Metro to adopt a preferred scenario after public review and consultation with local governments in the Portland metropolitan region and calls for local governments to implement the adopted scenario.

[In addition, the JTA increased vehicle-related fees and the state gas tax, and included \\$960 million for 14 projects identified by local governments in eastern Oregon and 37 specific highway projects across Oregon, including construction of Phase 1 of the Sunrise Corridor \(Units 1-3\) in Clackamas County, widening US 26 and improvements to US 26 interchanges at Shute and Glencoe roads in Washington County, and reconstruction of the OR 43/Sellwood Bridge interchange in Multnomah County, the I-5/I-205 interchange in Tualatin, the I-205/OR 213 interchange in Oregon City, and the I-84/257th Avenue interchange in Troutdale. The JTA also included an additional \\$100 million for the ConnectOregon III program that is building rail, port, transit and aviation projects across the state.](#)

In 2010, the Metro Council adopted the 2035 Regional Transportation Plan (RTP) and directed staff to conduct greenhouse gas scenario planning consistent with the JTA. In the same year, the Council also adopted six desired outcomes for the region to reflect a shared vision to develop vibrant, prosperous and sustainable communities with safe and reliable transportation choices that minimize greenhouse gas emissions and equitably distribute the benefits and costs of development.

To guide Metro's scenario planning work, the LCDC adopted the Metropolitan Greenhouse Gas Reduction Targets Rule (Oregon Administrative Rule 660-044) in May 2011. As required by section 37 of the JTA, OAR 660-044-0020 identifies GHG emissions reduction targets for 2035 for each of Oregon's six metropolitan areas. The targets identify the percentage reduction in per capita GHG emissions from light vehicle travel that is needed to help Oregon meet its GHG emissions reduction goals for 2050.

The LCDC target-setting process assumed anticipated changes to the vehicle fleet mix, improved fuel economy, and the use of improved vehicle technologies and low carbon fuels that would reduce 2005 emissions levels from 4.05 to 1.5 MT CO₂e per capita by 2035. The adopted target for the Portland metropolitan [area-region](#) calls for a 20 percent per capita reduction in GHG emissions from light vehicle travel by 2035. This target reduction is in addition to the emissions reductions anticipated from changes to the fleet and technology sectors as identified in the Agencies' Technical Report. Therefore, to meet the target, per capita roadway GHG emissions must be reduced by an additional 20 percent below the 1.5 MT CO₂e per capita by 2035 to 1.2 MT CO₂e per capita. The adopted target for the region is the equivalent of 1.2 MT CO₂e per capita by 2035.

In 2012, the LCDC amended OAR 660-044-0040 to further direct Metro to evaluate a reference case that reflects implementation of existing adopted comprehensive and transportation plans and at least two alternative land use and transportation scenarios that accommodate planned growth while achieving a reduction in greenhouse gas emissions from light vehicles. The amendments also directed Metro on the evaluation and selection of a preferred land use and transportation scenario by December 31, 2014.

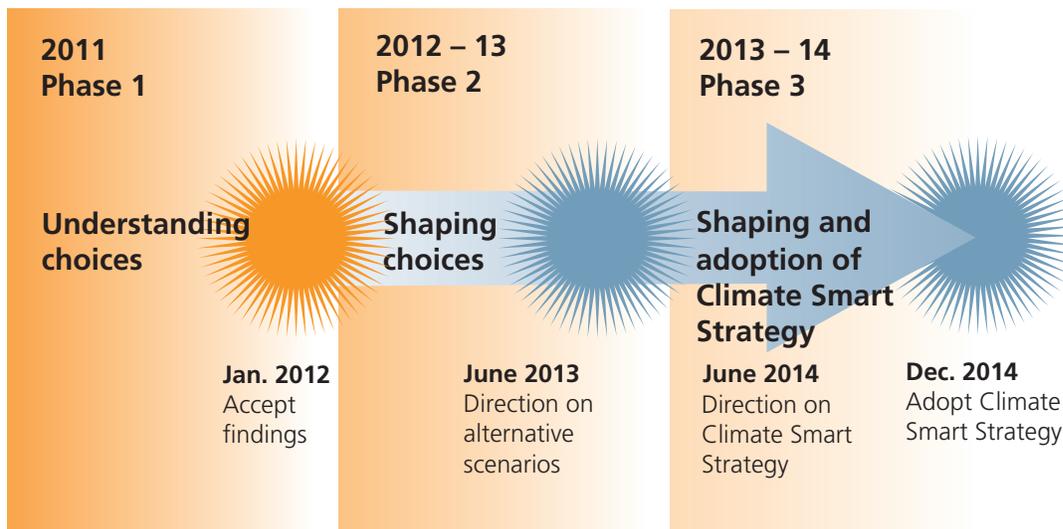
CLIMATE SMART COMMUNITIES SCENARIOS PROJECT

Since 1995, Metro and its partners have collaborated to help communities realize their local aspirations while moving the region toward its goals for making a great place: vibrant communities, economic prosperity, transportation choices, equity, clean air and water, and leadership on climate change. Local and regional efforts to implement the 2040 Growth Concept provided a solid foundation for the GHG scenario planning work required of the region.

The Portland metropolitan region conducted scenario planning in three phases through the Climate Smart Communities Scenarios Project (Scenarios Project). The project was designed to implement the 2010 Council actions, demonstrate leadership on climate change, maximize achievement of all six of the region’s desired outcomes, support adopted local and regional plans, and satisfy requirements in Section 37 of the JTA and OAR 660-044.

Figure 1 shows the project timeline.

Figure 1. Climate Smart Communities Project Timeline



Working together with city, county, state, business and community leaders, Metro researched how land use and transportation policies and investments can be leveraged to create healthy and equitable communities and a strong economy and meet state adopted targets for reducing greenhouse gas emissions. The adopted land use plans and zoning of cities and counties across the region served as the foundation for the scenarios tested throughout the project, with a goal of creating a diverse yet shared vision of how to make this region a great place for all communities today and for generations to come – and meet state greenhouse gas emissions targets.

Metro led this process in consultation and coordination with federal, state and local governments, and engagement of other stakeholders with an interest in or who are affected by this planning effort. Metro facilitated this consultation and coordination through four advisory committee bodies—the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC).

The project relied on this existing regional decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council made recommendations at key decision points based on input from TPAC, MTAC and the public participation process. A technical work group of members from MTAC and TPAC was formed to assist Metro staff with the development of work products, provide technical advice and assist with engaging local government officials and senior staff throughout the process.

PHASE 1: UNDERSTANDING OUR LAND USE AND TRANSPORTATION CHOICES (JAN. 2011 TO JAN. 2012)

Phase 1 began in 2011 and concluded in early 2012. This phase focused on understanding the region's choices and produced the *Strategy Toolbox*, a comprehensive review of the latest research on greenhouse gas reduction strategies and their potential effectiveness and benefits. Staff also engaged public officials, community and business leaders, community groups and government staff through two regional summits, 31 stakeholder interviews, and public opinion research.

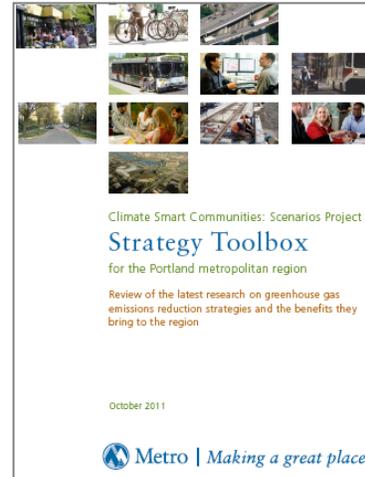
In addition, Metro evaluated a wide range of options for reducing greenhouse gas emissions by testing 144 different combinations of land use and transportation strategies to learn what it would take to meet the region's reduction target by 2035. Strategies we organized into six policy areas:

- Community design
- Pricing
- Marketing and incentives
- Roads
- Fleet
- Technology

Each of these policy areas included individual strategies that national research has shown to affect greenhouse gas emissions. Metro staff used a regionally tailored version of the Oregon Department of Transportation (ODOT) Greenhouse Gas State Transportation Emissions Planning (GreenSTEP) model to conduct the scenario analysis – the same model used by state agencies to set the region's greenhouse gas emissions reduction target and ODOT develop the Statewide Transportation Strategy for reducing greenhouse gas emissions. GreenSTEP accounts for the synergies between the policy areas and other variables, including vehicle miles traveled, fuel consumption, fleet mix, vehicle technology, amount of transit service and road expansion provided and the location of forecasted future growth.

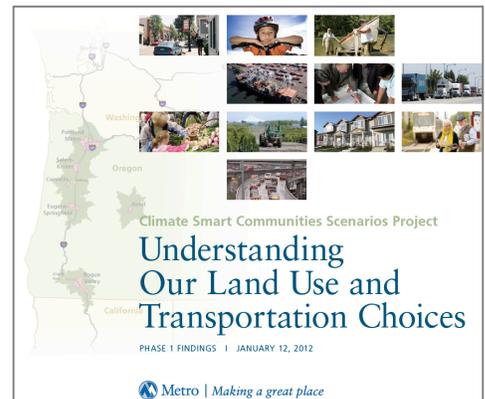
The initial scenario analysis found more than 90 of the 144 scenarios tested met or exceeded the target. The findings are summarized in *Understanding Our Land Use and Transportation Choices: Phase 1 Findings* (January 2012).

The Phase 1 findings indicated that current adopted plans and policies – if realized – along with state assumptions related to advancements in cleaner, low carbon fuels and more fuel-efficient vehicle technologies, including electric and other alternative fuel vehicles, provide a strong foundation for meeting the state target. Although



Strategy Toolbox

Staff completed a comprehensive review of the latest research on greenhouse gas reduction strategies and their potential effectiveness and benefits.



Understanding Our Land Use and Transportation Choices

Phase 1 concluded adopted plans provide a strong foundation for reducing greenhouse gas emissions and that a key to meeting state target would be developing public and private partnerships to invest in communities in ways that support local community and economic development goals.

current plans move the region in the right direction, current funding is not sufficient to implement adopted local and regional plans. As a result, the region concluded that a key to meeting the target would be the various governmental agencies working together to develop public and private partnerships to invest in communities in ways that support adopted local and regional plans and reduce greenhouse gas emissions.

PHASE 2: SHAPING OUR LAND USE AND TRANSPORTATION CHOICES (JAN. 2012 – OCT. 2013)

Phase 2 began in January 2012 and concluded in October 2013. This phase focused on shaping and evaluating future choices for supporting community visions and meeting the state GHG emissions reduction target. Staff conducted a sensitivity analysis of the policy areas tested during Phase 1 to better understand the GHG emissions reduction potential of individual strategies within each policy area.¹ The policies tested included pay-as-you-drive insurance, use of technology to actively manage the transportation system, expanded transit service, user-based pricing of transportation, transportation demand management programs, increased bicycle travel, carsharing and advancements in clean fuels and vehicle technologies.

Assuming adopted community plans and national fuel economy standards, the most effective individual policies for reducing greenhouse gas emissions were found to be:

- Fleet and technology advancements
- Transit service expansion
- User-based pricing of transportation (e.g., fuel price, pay-as-you-drive insurance, parking fees, mileage-based road use fee, and carbon fee)

The information derived from the sensitivity analysis was used to develop a [simplified](#) five-star rating system for communicating the relative climate benefit of different policies. The potential reductions found for each individual policy area, and the star rating assigned, represent the potential effect of individual policy areas in isolation and do not capture greenhouse gas emissions reductions that may occur from synergies between multiple policies if implemented together.

It should be noted that the potential reductions achieved from increased walking and biking are likely underestimated due to known limitations with GreenSTEP.² It is also important to note that while some strategies did not individually achieve significant greenhouse gas emissions reductions, such as increasing [biking or walking](#) ~~or bicycle~~-mode share or participation in marketing and incentives programs, they remain important elements to complement more effective strategies such as transit service expansion and building walkable downtowns and main streets as called for in adopted community plans and visions.

Metro also undertook an extensive consultation process by sharing the Phase 1 findings with cities, counties, county-level coordinating committees, regional advisory committees and state commissions. Staff also regularly convened a local government staff technical working group throughout 2012. The work group continued to provide technical advice to Metro staff, and assistance with engaging local government officials and senior staff.

¹ Memo to TPAC and interested parties on Climate Smart Communities: Phase 1 Metropolitan GreenSTEP scenarios sensitivity analysis (June 21, 2012).

² Metro staff used a regionally tailored version of ODOT's Greenhouse Gas State Transportation Emissions Planning (GreenSTEP) model to conduct the analysis. ODOT is currently working on enhancements to GreenSTEP to better account for pedestrian travel and address other limitations identified through the Climate Smart Communities Scenarios Project and development of the Statewide Transportation Strategy.

In addition, Metro convened workshops with community leaders working to advance public health, social equity, environmental justice and environmental protection in the region. A series of discussion groups were [also](#) held in partnership with developers and business associations across the region. More than 100 community and business leaders participated in the workshops and discussion groups from summer 2012 to winter 2013.

Eight case studies were produced to spotlight local government success stories related to strategies implemented to achieve their local community visions that also help to reduce greenhouse gas emissions. A video of local elected officials and other community and business leaders was produced as another tool for sharing information about the project and the range of strategies being considered.

Through these efforts, the Metro Council and regional advisory committees concluded that the region’s 2040 Growth Concept and the locally adopted land use and transportation plans that implement the growth concept should be the starting point for further scenario development and analysis.



More than 100 community and business leaders participated in the workshops and discussion groups that informed development of three scenarios to test and the criteria that would be used to evaluate and compare them.

Figure 2 summarizes the three approaches evaluated in summer 2013. Each scenario was distinguished by an assumption of progressively higher levels of investment in adopted local and regional plans.

Figure 2. Three approaches that were evaluated in 2013

Scenario A	RECENT TRENDS This scenario shows the results of implementing adopted plans to the extent possible with existing revenue.
Scenario B	ADOPTED PLANS This scenario shows the results of successfully implementing adopted land use and transportation plans and achieving the current RTP, which relies on increased revenue.
Scenario C	NEW PLANS & POLICIES This scenario shows the results of pursuing new policies, more investment and new revenue sources to more fully achieve adopted and emerging plans.

A set of criteria were developed through the Phase 2 engagement process that would be used to evaluate and compare the scenarios considering costs and benefits across public health, environmental, economic and social equity outcomes. As unanimously recommended by MPAC and JPACT, Council approved a resolution on June 6, 2013 directing staff to move forward into the analysis and report back with the results in [Fall](#) 2013.

PHASE 3: DEVELOPMENT AND SELECTION OF ~~A PREFERRED LAND USE AND TRANSPORTATION SCENARIO~~ THE CLIMATE SMART STRATEGY (OCT. 2013 – DEC. 2014)

Phase 3, the final phase of the process, began in October 2013 with release of the Phase 2 analysis results. The results demonstrated that [the Portland metropolitan region is already a leader in planning for lower greenhouse gas emissions from transportation.](#) Implementation of the 2040 Growth Concept and locally-adopted zoning, land use and transportation plans and policies make the state-mandated greenhouse gas emissions reduction target achievable – if the region is able to make the investments and take the actions needed to implement those plans. Scenario A fell short of the state mandated target, achieving a 12 percent reduction in per capita greenhouse gas emissions. Scenario B achieved a 24 percent reduction and Scenario C achieved a 36 percent reduction.

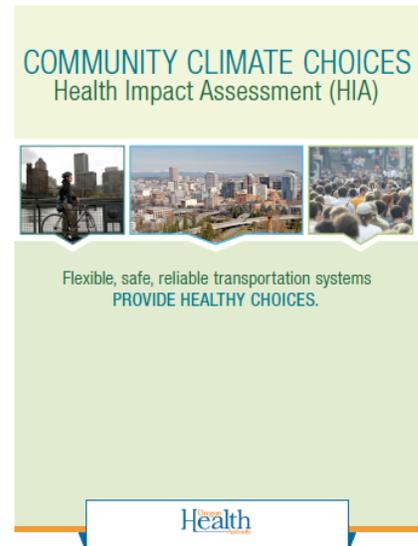
The analysis also demonstrated there are potentially significant long-term benefits that can be realized by implementing adopted plans (Scenario B) and new policies and plans (Scenario C), including cleaner air, improved public health and safety, reduced congestion and delay and travel cost savings that come from driving more fuel efficient vehicles and traveling shorter distances. Part of the analysis was conducted by the Oregon Health Authority through the Community Climate Choices Health Impact Assessment (HIA). The HIA built on a rapid HIA completed on a representative set of scenarios from Phase 1 and represents groundbreaking work to provide the region’s decision-makers with information about how the three scenarios may affect the health of people in the region before a final decision is made. The HIA found significant public health benefits from investments that increase physical activity, reduce air pollution and improve traffic safety.³

The Phase 2 analysis demonstrated that if the region continues investing in transportation at current levels (as reflected in Scenario A) the region will fall short of the state greenhouse gas emissions reduction target and other outcomes the region is working together to achieve – healthy and equitable communities, clean air and water, transportation choices, and a strong economy.

Release of the Phase 2 findings in October 2013 initiated Phase 3 and a regional discussion aimed at identifying which policies, investments and actions should be included in [a preferred approach the Climate Smart Strategy](#).

SHAPING THE ~~PREFERRED APPROACH~~ CLIMATE SMART STRATEGY IN 2014

In February 2014, MPAC and JPACT approved moving forward to shape and recommend a [preferred approach Climate Smart Strategy](#) for the Metro Council to adopt by the end of 2014. As recommended by both policy committees, development of the key components of the [preferred approach Climate Smart Strategy](#) began with the adopted 2040 Growth Concept, the 2014 Regional Transportation Plan (RTP) and the adopted plans of the region’s cities and counties including local zoning, capital improvement, comprehensive and transportation system plans. During this time, the RTP was in the process of being updated to reflect changes to local, regional and state investment priorities, which were different from what was studied in Scenario B and Scenario C during Phase 2.



Community Choices Health Impact Assessment

The Community Climate Choices HIA was conducted to provide health information and evidence-based recommendations to inform the selection of a final scenario.

³ The Community Choices Health Impact Assessment is available to download at www.healthoregon.org/hia.

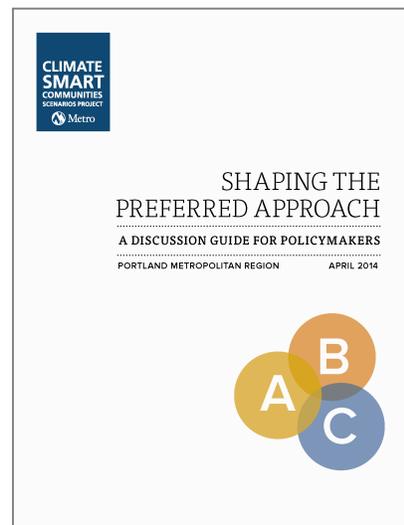
From January to April 2014, Metro facilitated a Community Choices discussion to explore policy priorities and possible trade-offs. The activities built upon earlier public engagement to solicit feedback from public officials, business and community leaders, interested members of the public and other identified audiences. Interviews, discussion groups, and statistically valid public opinion research were used to gather input that was presented at a joint meeting of MPAC and JPACT on April 11, 2014. In addition, more detailed information about the policy areas under consideration was provided in a discussion guide, including estimated costs, potential benefits and impacts, and a comparison of the relative climate benefits and cost of six policy areas.⁴

The six policy areas discussed at the joint meeting are:

- Make transit convenient, frequent, accessible and affordable
- Use technology to actively manage the transportation system
- Provide information and incentives to expand the use of travel options
- Make biking and walking safe and convenient
- Make streets and highways safe, reliable and connected
- Manage parking to make efficient use of [vehicle parking and land](#) ~~and dedicated to~~ parking spaces

After receiving additional information about the policy options and previous engagement activities, MPAC and JPACT discussed the six policy areas contained within the Scenarios A, B and C. The April 11 meeting concluded with a straw poll conducted of members to identify the desired levels of investment to assume in the region's draft ~~approach~~ [Climate Smart Strategy](#) using a scale of 1 to 7, with 1 representing the level of investment in Scenario A and 7 representing the level of investment in Scenario C.

Figure 3 summarizes the results of the straw poll.



Discussion guide for policymakers

The guide summarized the results of the Phase 2 analysis and public input received through the Community Choices engagement activities.

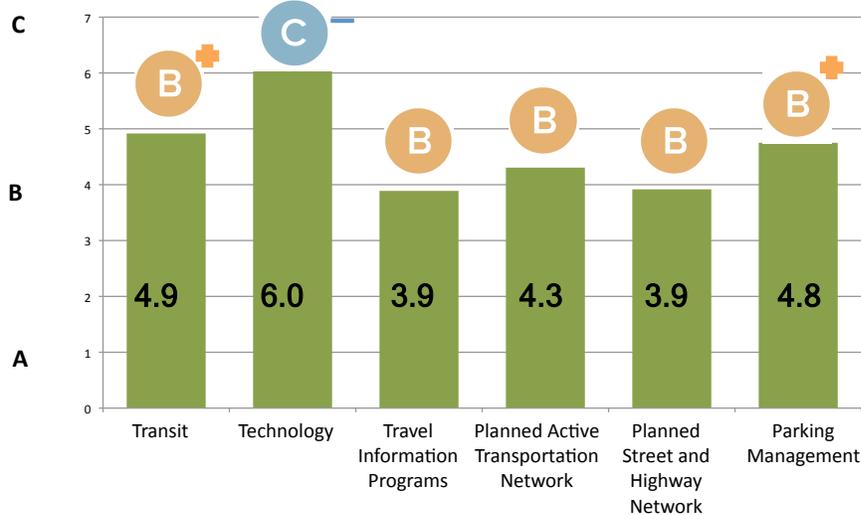
⁴ *Shaping the Preferred Approach: A Policymakers Discussion Guide* is available to download from the project website at www.oregonmetro.gov/climatescenarios

Figure 3. April 11 MPAC/JPACT Straw Poll Results

April 11 JPACT/MPAC Straw poll results

Preferences for Scenarios A, B, C and in-Between Scenarios

Averages of all respondents (mean):

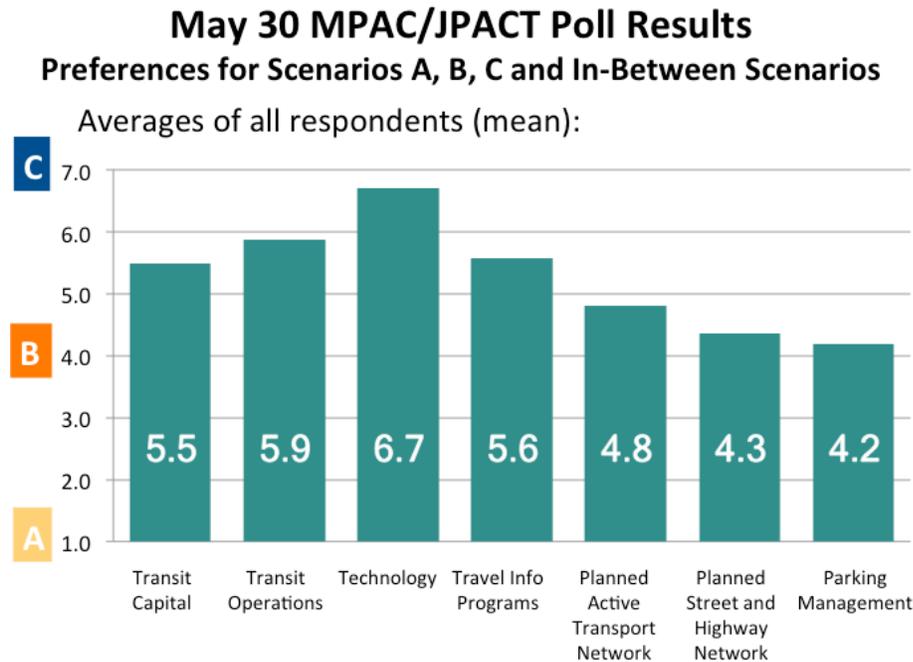


Between April 11 and May 30, the Metro Council and staff engaged local governments and other stakeholders on the straw poll results, primarily through the county-level coordinating committees and regional technical and policy advisory committees. On May 12, a MTAC/TPAC workshop was held to begin shaping a recommendation to JPACT and MPAC on a draft [approach Climate Smart Strategy](#), factoring cost, the region’s six desired outcomes, the April 11 straw poll results, and other input received from the public and county-level coordinating committees. MTAC and TPAC further refined their recommendation to JPACT and MPAC on May 21 and May 23, respectively. The refinements included more directly connecting their recommendations on the draft [approach strategy](#) to the 2014 RTP in anticipation of the plan’s adoption on July 17, 2014.

On May 30, a joint meeting of the MPAC and JPACT was held to review additional cost information, public input, the April 11 straw poll results and recommendations from MTAC and TPAC on a draft approach for testing. After discussion of each recommendation, the committees took a poll to confirm the levels of investment to assume in the region’s draft [approach strategy](#) – using a scale of 1 to 7, with 1 representing the level of investment in Scenario A and 7 representing the level of investment in Scenario C.

At the end of the meeting, both policy committees unanimously recommended forwarding the results of the May 30 poll to the Metro Council as the draft [approach strategy](#) recommended for staff to study during the summer, 2014. The poll results are summarized in **Figure 4**.

Figure 4. May 30 MPAC/JPACT poll results on levels of investment ~~recommended~~ in the draft ~~approach-strategy recommended~~ for testing



On June 19, 2014, the Metro Council directed staff to evaluate the draft ~~approach-strategy~~ as recommended by MPAC and JPACT on May 30, 2014. The draft ~~approach-strategy~~ recommended for study includes the following assumptions:

- **Growth** - ~~A~~adopted local and regional land use plans, including the 2040 Growth Concept, as assumed in the 2035 growth distribution adopted by the Metro Council in 2012 ~~through Metro Ordinance No. 12-1292A~~.⁵
- **State and federal actions related to advancements in fuels and vehicle fleet and technologies** - ~~a~~assumptions used by the state when adopting the region’s reduction target to account for anticipated state and federal actions related to advancements in cleaner, low carbon fuels and more fuel-efficient vehicle technologies, including electric and alternative fuel vehicles⁶
- **Transportation investments** - ~~L~~ocal and regional investment priorities adopted in the 2014 Regional Transportation Plan (RTP) on July 17, 2014 to address current and future transportation needs in the region, including:
 - the financially constrained 2014 RTP level of investment for streets, highways and active transportation

⁵ The ~~adopted~~ 2035 growth distribution reflects locally adopted comprehensive plans and zoning as of 2010 and assumes an estimated 12,000 acres of urban growth boundary expansion by 2035. Metro’s assumption about UGB expansion is not intended as a land use decision authorizing an amendment through this ordinance. Instead, the assumption about UGB expansion is included for purposes of analysis to assure that UGB expansion – if subsequently adopted by Metro and approved by LCDC – would be consistent with regional efforts to reduce greenhouse gas emissions. Review of any UGB expansion will occur through the UGB Amendment process provided for by ORS 197.626(a) and OAR Chapter 660, Division 24.

⁶ The assumptions were developed based on the best available information and current estimates about improvements in vehicle technologies and fuels and will be reviewed by LCDC in 2015.

- the financially constrained 2014 RTP assumptions for parking management, which link varying levels of parking management to the availability of high capacity transit, frequent bus service and active transportation in 2040 centers
- the full 2014 RTP level of investment for transit service and related capital improvements needed to support increased service levels to be able to more fully implement community and regional transit service identified in transit service plans
- the full 2014 RTP level of investment for transportation system management and operations technologies to actively manage the transportation system and reduce delay
- a higher level of investment than assumed in the full 2014 RTP for travel information and incentive programs to increase carpooling, bicycling, walking and use of transit.

Metro staff worked with the project’s technical work group over the summer to develop modeling assumptions to reflect the draft [approachstrategy](#). **Attachment 1** provides a summary of the key planning assumptions studied in the draft [approachstrategy](#).

Staff completed the evaluation in August, 2014. Analysis shows the draft [approachstrategy](#), if implemented, achieves a 29 percent per capita reduction in greenhouse gas emissions as shown in **Figure 5**. But the draft approach does more than just meet the target. It will deliver significant environmental and economic benefits to communities and the region, including:

- Less air pollution and run-off of vehicle fluids means fewer environmental costs. This helps save money that can be spent on other priorities.
- Spending less time in traffic and reduced delay on the system saves businesses money, supports job creation, and promotes the efficient movement of goods and a strong regional economy.
- Households save money by driving more fuel-efficient vehicles fewer miles and walking, biking and using transit more.
- Reducing the share of household expenditures for vehicle travel helps household budgets and allows people to spend money on other priorities; this is particularly important for households of modest means.

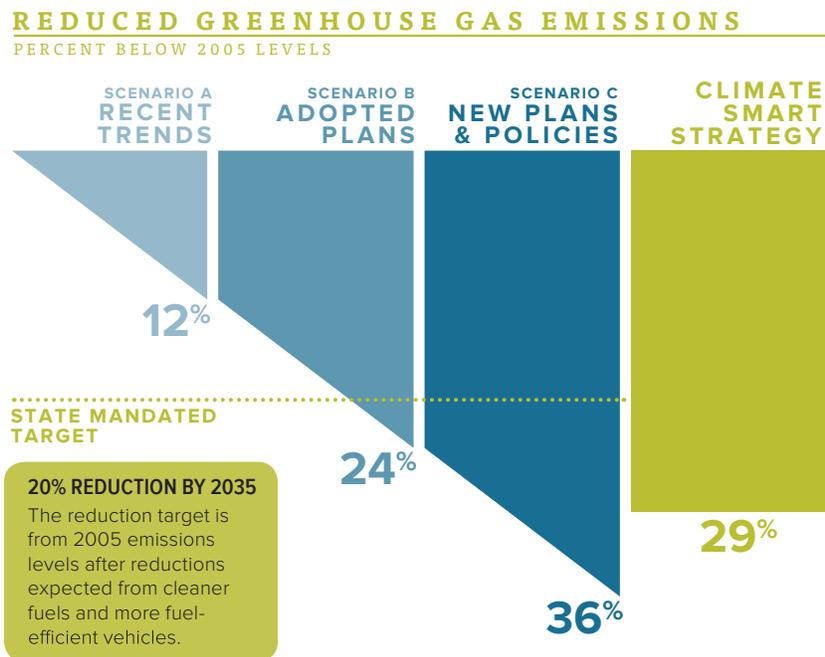


Figure 5. Estimated greenhouse gas emissions reduction from implementation of the Climate Smart Strategy

In addition, the Oregon Health Authority completed a third health impact assessment to evaluate the health impacts of the [draft approach strategy](#). The assessment found that the investments in land use and transportation under consideration in the [draft approach strategy](#) not only protect health by reducing the risks of climate change, they will also deliver significant public health benefits to communities and the region, including:

- [Reduced](#) air pollution and increased physical activity can help reduce illness and save lives.
- [Reducing](#) the number of miles driven results in fewer traffic fatalities and severe injuries.

The HIA also monetized expected public health benefits to help demonstrate the economic benefits that can result from improved public health outcomes. Analysis found that by 2035 the region could save \$100 – \$125 million per year in healthcare costs related to illness from implementing the [draft strategy approach](#).

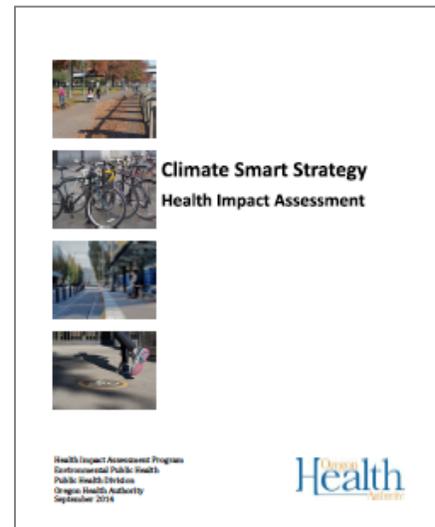
Staff also prepared cost estimates to implement the [draft strategy approach](#). At \$24 billion over 25 years, the overall cost of the [draft strategy approach](#) is less than the full 2014 RTP (\$29 billion), but about \$5 billion more than the financially constrained 2014 RTP (\$19 billion). The financially constrained 2014 RTP refers to the priority investments that can be funded with existing and anticipated revenues identified by federal, state and local governments. The full 2014 RTP [is the region’s regional transportation system plan under the Transportation Planning Rule and](#) refers to all of the investments that have been identified to meet current and future regional transportation needs in the region [to meet statewide planning goals](#). It assumes additional funding beyond existing and anticipated revenues.

While the recommended level of investment for transit service and related capital, transportation system management technologies, and travel information and incentive programs is more than what is adopted in the financially constrained 2014 RTP, the estimated costs fall within the full 2014 RTP funding assumptions the region has agreed to work toward as part of meeting statewide planning goals. The cost to implement the [draft approach strategy](#) is estimated to be \$945 million per year, plus an estimated \$480 million per year needed to maintain and operate the region’s road system. While this is about \$630 million more than we currently spend as a region, analysis shows multiple benefits and a significant return on investment. In the long run, the [draft approach strategy](#) can help people live healthier lives and save households and businesses money providing a significant return on investment.

Attachment 2 to the staff report summarizes the results of the analysis.

CLIMATE SMART [COMMUNITIES](#) STRATEGY

After a four-year collaborative process informed by research, analysis, community engagement and discussion, community, business and elected leaders have shaped a [draft](#) Climate Smart [Communities](#) Strategy that [meets-exceeds](#) the state mandate and supports the plans and visions that have already been adopted by communities and the region.



Climate Smart Strategy Health Impact Assessment

The Climate Smart Strategy HIA was conducted to provide health information and evidence-based recommendations on the [draft Climate Smart Strategy approach](#).

On September 15, 2014, Metro staff launched an online survey and released the results of the analysis and the preferred land use and transportation scenario under OAR 660-044-0040 for review and comment through October 30, 2014:

- **Draft Climate Smart Strategy** (*an overview of the draft [approach strategy](#) as unanimously recommended for study by MPAC and JPACT on May 30, 2014*)
- **Draft Implementation Recommendations** (*recommended policy, possible actions and monitoring approach organized in three parts*)
 1. **Draft Regional Framework Plan Amendments** identify refinements to existing regional policies to integrate the key components of the Climate Smart [Communities](#) Strategy, including [policies and strategies to guide implementation of the strategy and performance measures for tracking the region's progress on implementing the strategy. The Framework Plan guides Metro land use and transportation planning and other activities and does not mandate local government adoption of any particular policy or action.](#)
 2. **Draft Toolbox of Possible Actions (2015-20)** identifies possible near-term (within the next [5 five](#) years) actions that the Oregon Legislature, state agencies and commissions, Metro, cities and counties and special districts can take to begin implementation of the Climate Smart [Communities](#) Strategy. The toolbox is a comprehensive menu of more than 200 [specific](#) policy, program and funding actions that can be tailored to best support local, regional and state plans and visions that, if implemented, will reduce greenhouse gas emissions in ways that support community and economic development goals.

The toolbox [provides an advisory menu of possible actions and does not require local governments, special districts, or state agencies to adopt](#) ~~mandate adoption of~~ any particular policy or action. [The toolbox includes specific action steps that, if taken, will help implement the broader policies and strategies identified in the Regional Framework Plan. It is intended to be a living document, subject to further review and refinement by local governments, ODOT, TriMet and other stakeholders as part of scheduled updates to the RTP to reflect new information and approaches to reducing greenhouse gas emissions. Toolbox actions are not mandatory but, rather, are intended to provide guidance to state, regional and local governments and be tailored to meet individual jurisdiction's needs and conditions.](#)

It builds on the research, analysis, community engagement and discussion completed during the past four years and was developed with the recognition that some tools and actions may work in some locations but not in others. It emphasizes the need for many diverse partners to work together to begin implementation of the Climate Smart [Communities](#) Strategy and that each partner retains flexibility and discretion in pursuing the strategies most appropriate to local needs and conditions. Updates to local comprehensive plans and development regulations, transit agency plans, port district plans and regional growth management and transportation plans present continuing opportunities to [consider implementing the toolbox actions in ~~Toolbox of Possible Actions~~ in ways that can be locally tailored ways.](#)

3. **Draft Performance Monitoring Approach** identifies measures and [aspirational performance monitoring](#) targets that reflect what was assumed in the [analysis of the strategy](#). [The performance measures identified for monitoring reflect a combination of existing and new performance measures, most of which are drawn from the Regional Transportation Plan and the Urban Growth Report to track existing land use and transportation policies. These and other performance measures are reflected in Chapter 7 of the Regional Framework Plan.](#)

The 2035 performance monitoring targets are not policy targets, but rather reflect a combination of the planning assumptions used to evaluate the Climate Smart Strategy and outputs from the evaluation. The measures and performance monitoring targets will be reviewed before being incorporated into the Regional Transportation Plan as part of the next scheduled update and may be further refined at that time to address new information, such as MAP-21 performance-based planning provisions and recommendations from Metro's Equity Strategy

~~3- The measures and performance monitoring targets will be used to evaluate and report on the region's progress toward implementing key components of the Climate Smart Communities Strategy. The monitoring approach builds on the existing land use and transportation performance monitoring Metro is already responsible for as a result of state and federal requirements. To monitor and assess implementation of the strategy, Metro will use observed data sources and existing regional performance monitoring and reporting processes to the extent possible, including regularly-scheduled updates to the Regional Transportation Plan and Urban Growth Report, and reporting in response to Oregon Revised Statutes ORS 197.301 and ORS 197.296. The reporting will occur through scheduled updates to the RTP and Urban Growth Report, and through reporting in response to Oregon State Revised Statutes ORS 197.301 and ORS 197.296. When observed data is not available, data from regional models may be reported. If the assessment finds the region is deviating significantly from the Climate Smart Strategy performance monitoring target, then Metro will work with local, regional and state partners to consider the revision or replacement of policies, strategies and actions to ensure the region remains on track with meeting adopted targets for reducing greenhouse gas emissions. The monitoring approach builds on the existing land use and transportation performance monitoring Metro is already responsible for as a result of state and federal requirements.~~

Metro sought and received comments on the draft Climate Smart Strategy, draft Regional Framework Plan Amendments, draft Toolbox of Possible Actions (2015-2020) and draft Performance Monitoring Approach from MPAC, JPACT, MTAC, TPAC, state agencies and commissions, including the Oregon Department of Transportation, the Oregon Department of Environmental Quality, the Oregon Department of Land Conservation and Development, and the Land Conservation and Development Commission, local governments in the region, the Port of Portland; public, private and non-profit organizations; and the public.

For those interested in reviewing the draft documents and providing detailed comments, the public review documents were posted on the project web page at www.oregonmetro.gov/draftapproach. In response to these documents, Metro received 90 letters and emails from local governments, community based organizations and individuals. An online survey attracted nearly 2,400 people, who shared their thoughts on each of the core policy areas recommended in the overall strategy, providing a total of over 11,000 comments.

The Metro Council held public hearings on October 30 and December 18, 2014.

A report documenting comments received through October 30, 2014 is provided in **Attachment 3**. Most of the comments received during this period were specific to implementation efforts, and will inform existing regional planning and decision-making processes, including Regional Transportation Plan updates, Regional Flexible Funds Allocation processes, growth management decisions and corridor planning, as well as local and state planning and decision-making processes. Comments proposing specific changes to the public review documents were summarized in a log along with staff recommended changes for consideration by the Metro Council and regional technical and policy advisory committees in November and December. The log is provided in Attachment 4. Recommended changes are reflected in the exhibits to this ordinance.

[On November 7, a joint meeting of the MPAC and JPACT was held to review Ordinance No. 14-1346B and its components, public input, and staff recommended changes to the adoption package to respond to public comment. A facilitated discussion of each component of the adoption package provided an opportunity for both policy committees to provide further direction to staff on remaining issues and concerns to be addressed prior to Metro Council final action. At the end of the meeting, both policy committees supported Metro staff continuing to work with the technical advisory committees to fine-tune the adoption package for their consideration in December.](#)

[The regional policy and technical committees continued to fine-tune their recommendations to the Metro Council in November and December.](#)

WORKING TOGETHER TO DEVELOP SOLUTIONS FOR OUR COMMUNITIES AND THE REGION

Adoption of the preferred scenario under OAR 660-044-0040 – the Climate Smart [Communities](#) Strategy and supporting implementation recommendations – presents an opportunity for MPAC, JPACT and the Metro Council and others to work together to [continue to](#) demonstrate leadership on climate change and address challenges related to transportation funding and implementing adopted local and regional plans, including transit service plans.

The preferred scenario adopted by this ordinance sets the foundation for how the region moves forward to integrate reducing greenhouse gas emissions with ongoing local and regional efforts to create healthy, equitable communities and a strong economy. The ordinance recommends local regional and state implementation actions and allows for local flexibility to support the differences among the region’s cities and counties. The ordinance also acknowledges that implementation of adopted local and regional plans, including transit service plans, as called for in the Climate Smart [Communities](#) Strategy and supporting implementation recommendations, will require new resources and active participation from a full range of partners over the long-term. MPAC and JPACT have agreed to work together with the Metro Council and other public and private partners to begin implementation in 2015 and recommend three priority actions as a starting point.

The [preferred scenario Climate Smart Strategy](#) will initially be implemented through amendments to Metro’s Regional Framework Plan in December 2014 and the [short list of three priority actions for 2015 and 2016 related to transportation funding, fleet and technology advancements and seeking opportunities to combine and implement the most effective greenhouse gas emissions reduction strategies in local and regional demonstration projects](#). Implementation through Metro’s Regional Transportation Plan, functional plans, local comprehensive plans, land use regulations and transportation system plans will occur through future actions as defined by administrative rules adopted by LCDC.⁷

ANALYSIS/INFORMATION

1. **Known Opposition** None known. MPAC and JPACT unanimously recommended the Climate Smart [Communities](#) Strategy (attached to this ordinance as Exhibit A) for study on May 30, 2014.
2. **Legal Antecedents** Several state and regional laws and actions relate to this action.

Metro Council actions

- Resolution No. 08-3931 (For the Purpose of Adopting a Definition of Sustainability to Direct Metro's Internal Operations, Planning Efforts, and Role as a Regional Convener), adopted on April 3, 2008.

⁷ OAR 660-044-0040 and OAR 660-044-0045.

- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted on June 10, 2010.
- Ordinance No. 10-1244B (For the Purpose of Making the Greatest Place and Providing Capacity for Housing and Employment to the Year 2030; Amending the Regional Framework Plan and the Metro Code; and Declaring an Emergency), adopted on December 16, 2010.
- Resolution No. 12-4324 (For the Purpose of Accepting the Climate Smart Communities Scenarios Project Phase 1 findings and Strategy Toolbox for the Portland Metropolitan Region to Acknowledge the Work Completed to Date and Initiate Phase 2 of the Climate Smart Communities Scenarios Project), adopted on January 26, 2012.
- Ordinance No. 12-1292A (For the Purpose of Adopting the Distribution of the Population and Employment Growth to Year 2035 to Traffic Analysis Zones in the Region Consistent With the Forecast Adopted By Ordinance No. 11-1264B in Fulfillment of Metro's Population Coordination Responsibility Under ORS 195.036), adopted on November 29, 2012.
- Resolution No. 13-4338 (For the Purpose of Directing Staff to Move Forward With the Phase 2 of the Climate Smart Communities Scenarios Project Evaluation), adopted on June 6, 2013.
- Resolution No. 14-4539 (For the Purpose of Directing Staff to Test a Draft Approach and Complete Phase 3 of the Climate Smart Communities Scenarios Project), adopted June 19, 2014.
- Ordinance No. 14-1340 (For the Purpose of Amending the 2035 Regional Transportation Plan to Comply With Federal and State Law; and to Amend the Regional Framework Plan), adopted July 17, 2014.

State of Oregon actions

- Oregon House Bill 3543, the Climate Change Integration Act, passed by the Oregon Legislature in 2007, codifies state greenhouse gas reduction goals and establishes the Oregon Global Warming Commission and the Oregon Climate Research Institute in the Oregon University System.
- Oregon House Bill 2001, the Jobs and Transportation Act, passed by the Oregon Legislature in 2009, directs Metro to conduct greenhouse gas emissions reduction scenario planning and LCDC to adopt reduction targets for each of Oregon's metropolitan planning organizations.
- Oregon House Bill 2186, passed by the Oregon Legislature in 2009, directs work to be conducted by the Metropolitan Planning Organization Greenhouse Gas Emissions Task Force.
- Oregon Senate Bill 1059, passed by the Oregon Legislature in 2009, directs planning activities to reduce greenhouse gas emissions in the transportation sector and identifies ODOT as the lead agency for implementing its requirements. This work is being conducted through the Oregon Sustainable Transportation Initiative.
- OAR 660-044, the Metropolitan Greenhouse Gas Reduction Targets Rule, adopted by the Land Conservation and Development Commission (LCDC) in May 2011, and amended in November 2012.

3. Anticipated Effects

- Staff will transmit a final report and the decision record, including this ordinance, exhibits to the ordinance, the staff report to the ordinance and attachments to the staff report, to the Land Conservation and Development Commission in the manner of periodic review by January 31, 2015.
- The preferred scenario under OAR 660-044-0040, adopted by this ordinance and reflected in the Climate Smart [Communities](#) Strategy and supporting implementation recommendations, will be

further implemented through the next scheduled update to the Regional Transportation Plan ~~by December 31, 2018~~. Staff will begin scoping the work plan for the next update to the Regional Transportation Plan, and identify by September 30, 2015, a schedule and outline of policy decisions and resources needed. [Opportunity for further review and refinement of the toolbox by local governments, ODOT, TriMet and other stakeholders will be provided as part of the RTP update.](#)

- 4. Budget Impacts** This phase of the project is funded in the current budget through Metro and ODOT funds. Implementation of the Climate Smart ~~Communities~~ Strategy will be determined through future budget actions.

RECOMMENDED ACTION

Staff recommends approval of Ordinance 14-1346B.