

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 25-5532, FOR THE PURPOSE OF
ENDORISING THE FINDINGS AND RECOMMENDATIONS IN THE COMPREHENSIVE
CLIMATE ACTION PLAN FOR THE PORTLAND-VANCOUVER METROPOLITAN
STATISTICAL AREA

Date: October 28, 2025
Department: Planning, Development and
Research
Meeting Date: November 13, 2025
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Length: 45 minutes

ISSUE STATEMENT

The greater Portland region, like many places in the world, is experiencing the impacts of climate change in the form of hotter summers, more extreme weather events and increased wildfire activity. Metro is currently leading development of a Comprehensive Climate Action Plan (CCAP) for the 7-county Portland-Vancouver metropolitan area. The CCAP is the most comprehensive climate action plan the region has ever created. It is a roadmap for climate leadership that will help coordinate and track climate action across the Portland-Vancouver metropolitan area.

The CCAP identifies a set of climate actions that aim to reduce enough climate pollution to help meet long-term state climate goals in Oregon and Washington. Metro has been working to develop the CCAP and its companion plan, the Priority Climate Action Plan (PCAP)—which identifies high-priority actions that can be implemented in the near-term and begin significantly reducing climate pollution within the next five years—since August 2023. The federal grant funding this work requires Metro to submit the final CCAP to the U.S. Environmental Protection Agency by December 31, 2025. Submission of the plan establishes eligibility for all partners to compete for future EPA grant funding opportunities.

The CCAP supports the many other state, regional, and local climate action plans that apply to the metropolitan area. The actions in the CCAP actions need to be implemented through collaboration between Metro and its partner agencies, and many actions require additional resources or policy change to implement fully. With this in mind, Metro has taken steps throughout the development of the CCAP to engage and collaborate with local agencies, community organizations and other implementation partners across the metropolitan area.

ACTION REQUESTED

Approve Resolution No. 25-5532, as recommended by staff.

The resolution endorses the greenhouse gas inventory, projections, actions and recommendations in the CCAP, encourages Metro staff and partner agencies to incorporate these elements into future climate work where relevant, and to continue to collaborate with Metro and each other to ensure coordinated climate action. The resolution also directs Metro's Chief Operating Officer to work with Metro Council to identify priority climate actions for Metro to implement in the next five years to help reduce climate pollution, build resilience, and address the impacts of climate change on our communities, infrastructure and natural systems. The resolution directs Metro staff to pursue resources to implement and update the CCAP, and report on progress implementing the plan.

IDENTIFIED POLICY OUTCOMES

Metro Council and other decision-makers have highlighted the need to advance climate leadership while also addressing current challenges due to limited resources and uncertainty created by recent changes in the federal government's approach to climate change. The CCAP and its companion plan, the PCAP, identify near-term opportunities to advance climate-related projects and policies that are already in existing plans while also identifying longer-term opportunities for Metro and partners to further reduce climate pollution that may require follow-up planning and resource development.

The CCAP not only addresses climate change, but has the potential to create jobs, save people money, clean the air and improve quality of life for everyone, including the region's most vulnerable community members, who often bear the brunt of high energy costs and climate-related disasters. It focuses on climate actions that also benefit people in other ways, like making it easier to get around without driving, reducing the amount of energy used by our homes and buildings and making it easier to repair and reuse products.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Approve Resolution No. 25-5532 endorsing the CCAP
2. Not approve Resolution No. 25-5532 endorsing the CCAP

RECOMMENDED ACTION

Metro staff recommends that Metro Council approve Resolution No. 25-5532. The CCAP has been developed through an extensive public process with meaningful opportunities for input and meets all the requirements of the EPA grant that funded this work.

ANTICIPATED EFFECTS

If Resolution No. 25-5532 is approved by Metro Council, it would allow Metro staff to submit the final CCAP to EPA by December 31, as required by the grant that funds this work. It would also allow Metro to publish the plan on Metro's website so that partner agencies—including the many partner agencies in the region that are currently working to update their climate action plans—can begin to incorporate the information in the CCAP into their work. As discussed below, the resolution directs staff to work with Metro Council to identify priority climate actions for Metro to implement in the next five years following endorsement of the CCAP. Approving the resolution would allow Metro staff to submit the CCAP to the EPA and shift to working with the Metro Council to identify priority climate actions for Metro to implement in the near-term.

Over the long-term, approving the resolution would establish the CCAP as a foundational piece of climate work for other climate plans in the region—including both those developed by Metro and those led by partner agencies—to build on. The resolution would help ensure future updates to Metro-led plans would consider relevant information from the CCAP. This work would begin in 2026 when Metro begins updates to the Regional Transportation Plan and Climate Smart Strategy, both of which are required to reduce transportation-related climate pollution. The resolution also encourages partner agencies to incorporate the key elements of the CCAP listed above where relevant into their climate action plans, which will help to establish a coordinated, best-practices approach to climate work moving forward. It directs Metro staff to continue to seek resources to update and implement the CCAP so that the plan can continue to support climate efforts across the region.

If Resolution No. 25-5532 is not approved by Metro Council, further staff work and Council input may be required to submit the final plan by the grant-required deadline of December 31, 2025. Absent Metro Council endorsement, the work underlying the CCAP could still support future Metro-led climate efforts, but it would likely have less impact without accompanying direction from Metro Council on how to apply and update the plan. In the absence of a final published CCAP, partner agencies updating their climate action plans are more likely to seek guidance from other disparate resources, which could make it more challenging for agencies to coordinate on climate work. This decision would also leave Metro staff without direction to update or implement the CCAP.

STRATEGIC CONTEXT & FRAMING COUNCIL DECISION

Relationship to Metro goals and policies

Reducing climate pollution is a core tenet of Metro policies and guiding frameworks, including the following:

- Metro Council’s five-year strategic targets, adopted in 2023, include a target titled “Meeting our Climate and Resilience Goals” that states, “we must reduce greenhouse gas emissions.”
- Metro’s [six desired outcomes](#), adopted in 2008 in [Chapter 1 of the Regional Framework Plan](#), include “The region is a leader on climate change, on minimizing contributions to global warming.”
- “Lead efforts to reduce impacts of climate change and minimize release of toxins in the environment” is one of the values that guides Metro’s 2030 [Regional Waste Plan](#).
- The [Climate Smart Strategy](#), adopted in 2014, guides Metro’s efforts to reduce climate pollution through its land use and transportation planning activities in order to meet targets set by the state.

All of the documents above address both climate and equity, and aim to reduce climate pollution in a way that increases opportunities for marginalized community members.

The CCAP builds on Metro’s legacy of climate and equity leadership by recommending actions that are highly effective at reducing climate pollution based on current conditions, existing plans and best practices research, and uplifts those actions that have the potential to save people money or otherwise benefit marginalized communities.

How prior Council feedback is addressed in the endorsement resolution and final CCAP

At the October 21, 2025 work session on the CCAP, Metro staff presented the draft endorsement resolution, feedback received on the draft CCAP during the public comment period, and proposed changes to the final CCAP to address feedback received. A majority of Councilors expressed readiness to complete the CCAP and to begin to explore next steps for Metro to implement actions in the plan. Councilors acknowledged the value of the actions that are included in the CCAP, expressed a commitment to further advancing climate action in spite of resource limitations and changes in federal policy priorities, and identified a need to identify priority climate actions that can be led by Metro that both reduce climate pollution (which is the focus of the CCAP) and that aim to protect communities from the impacts of climate change (which is the focus of other Metro work, such as the Cooling Corridors Study).

During the discussion, Metro Council directed staff to update the resolution to add direction to staff to work with Metro Council to identify Metro's five-year priority climate actions following endorsement of the CCAP, and to remove a clause stating that the CCAP does not commit Metro or partner agencies to implementing actions in the CCAP.

Metro staff made two changes to the resolution to address Council feedback and direction:

1. **Staff added a clause directing Metro's Chief Operating Officer to work with Council to identify priority climate actions for Metro to implement in the next five years.** With Metro Council approval of the resolution, Metro's Chief Operating Officer will work with Metro staff to develop a process for engaging Metro Council in identifying these actions in a way that considers recommendations from different Metro-led climate efforts (e.g., Cooling Corridors Study), as well as available resources and staff capacity. The actions and recommendations in the CCAP and Cooling Corridors Study will help to inform Metro Council identification of climate action priorities for Metro to implement as part of the upcoming budget process.
2. **Staff removed the clause stating that the CCAP does not commit Metro or partner agencies to implementing any of the actions contained therein.** Removing this clause reflects Metro Council's ongoing commitment to identifying priority actions that may include implementing elements of the CCAP, as well as elements of other Metro-led climate work.

The October 21 work session was the most recent in a series of Metro Council discussions that have been critical to guiding development of the CCAP. Previous discussions have included the following:

- **February 13, 2024:** Metro staff presented the draft PCAP to Metro Council for feedback. Council members offered feedback on reflecting other local and regional climate work in the draft plan, asked questions about the PCAP actions that were seeking implementation funding, and suggested follow-up analyses to include in the CCAP.
- **February-April 2025:** Metro staff updated Metro Council members about the CCAP inventory, projections, and process. Council members provided feedback on the

CCAP GHG reduction targets, how to best communicate results of climate analyses, and on actions and issues that they considered high priorities for the CCAP to address.

- **July 8, 2025:** Metro staff presented the draft CCAP actions for feedback at a Metro Council work session. Council members asked clarifying questions about the definitions and assumptions related to certain actions and on how community-based organizations are being engaged in the planning process; staff made clarifying changes to the final CCAP based on these comments. Council members also discussed how to balance ambition and realism in the CCAP.

Known opposition, support, and community feedback

Metro staff conducted extensive stakeholder engagement for the CCAP, including convening a technical steering group of partner organization staff, holding a public comment period, distributing two online surveys, and presenting at regional committees and partner agencies. **Every action in the CCAP comes from an adopted climate action plan or other planning effort that was led by an agency partner in the metropolitan area and that received strong community support.** The surveys that Metro has conducted regarding these actions reflect the strong level of support for these actions. Metro's most recent survey, conducted in August-September 2025, finds both that **there is majority support both for government action on climate in general** and that **there is majority support for each individual action within the CCAP.**

Over two-thirds of respondents are concerned about the impacts of climate change on their communities, and a similar share agree that Metro and other local and regional governments should prioritize combating climate change. The most common concern expressed by respondents who do not support government action on climate change is that climate actions will increase the cost of living. The CCAP includes an extensive analysis of the costs of each action and prioritizes actions that have the potential to save people money. For CCAP actions that received less public support than others, Metro reviewed relevant research and survey results to better understand people's concerns. The CCAP offers specific recommendations on how to address potential cost increases and other public concerns associated with these actions.

For a complete list of stakeholders involved in developing the CCAP, see the following sections of Exhibit A to the resolution:

- The **Climate Partners' Forum**, a group of agency and non-profit staff focused on climate-related work, provided feedback on every aspect of the CCAP, with a focus on ensuring that the plan reflected relevant climate plans and data, included the most beneficial actions, and identified realistic pathways to implementing each action. A summary of meetings and a list of member organizations for the **Forum** is on p. 161-164 of Exhibit A.
- **Regional advisory committees** offered feedback on aligning the CCAP actions and targets with relevant regional transportation and land use planning efforts. A summary of engagements with regional advisory committees is on p. 165-167 of Exhibit A.

- Members of the public provided feedback on the CCAP through two **online open houses** that focused on understanding which actions that community members see as most beneficial and why. This information was used to analyze co-benefits and highlight co-benefits that are particularly important for disadvantaged communities. The summary of results from both online surveys is on p. 167-172 of Exhibit A; Appendices 5 and 6 contain detailed results.
- Metro accepted **public comments** on the draft CCAP via email between August 5, 2025 and September 4, 2025, and continued to accept additional comments from agency partners in response to CCAP committee presentations in September. The summary of public comments on the draft CCAP and Metro staff's recommended changes in response to these comments is in Appendix 8. The recommended changes are reflected in the final CCAP.

Legal antecedents

Several federal, state and regional actions relate to this action, including:

Federal actions

- The **Federal Inflation Reduction Act of 2022** designates funding for a number of federal climate-related funding programs, including the Climate Pollution Reduction Grants that fund the CCAP, which are authorized under Section 60114.

State actions

- **Oregon's Executive Order 20-04** and **Washington's Climate Commitment Act** (RCW 70A.45) establish climate pollution reduction goals for each state that are reflected in the CCAP.
- **Oregon Transportation Planning Rules** (OAR 660-012) establish a framework for coordinated land use and transportation planning in Oregon. The rules establish requirements for cities, counties and Metro to create transportation system plans that align with broader land use goals by reducing auto dependence, reducing climate pollution consistent with targets in OAR 660-044, increasing walking, biking and transit use and promoting complete communities. These actions are reflected in the CCAP.
- **Oregon Metropolitan Greenhouse Gas Reduction Target Rules** (OAR 660-044) specify greenhouse gas reduction targets for metropolitan areas. These targets assume local and regional agencies are responsible for reducing transportation emissions by reducing the amount that people drive, whereas state agencies are responsible for reducing transportation emissions by requiring or encouraging lower-carbon vehicles and fuels. This division of responsibilities is reflected in the CCAP's transportation actions, which focus on projects, programs, services and policies that help to reduce the amount that people need to drive to meet their daily needs.
- **Oregon's Clean Energy Targets** (ORS 469A.410) and **Washington's Clean Energy Transformation Act** (RCW 19.405) establish requirements for electric utilities to steadily increase the share of electricity that comes from clean energy sources and reduce the carbon content of electricity used on both states. These requirements are reflected in the CCAP's greenhouse gas projections.

- **Oregon's Climate Protection Program** (OAR 340-273) and **Washington's Climate Commitment Act** (RCW 70A.65) establish market-based mechanisms to reduce emissions from natural gas and other fossil fuels. These policies are reflected in the CCAP's greenhouse gas projections.
- **Oregon's Clean Fuels Program** (ORS 468A.268) and **Washington's Clean Fuel Standard** (RCW 70A.535) establish requirements to reduce the carbon content of transportation fuels sold in both states. These requirements are reflected in the CCAP's greenhouse gas projections.
- **Oregon's Advanced Clean Cars II regulations** (OAR 340-257) and **Washington's Clean Vehicles Program rule** (WAC 173-423) both require that 100% of new passenger vehicles sold in both states be zero emissions vehicles by 2035. These requirements are reflected in the CCAP's greenhouse gas projections.
- **Washington's state building code** (RCW 19.27) is subject to requirements to update the code and report on progress to meet a goal to reduce net annual energy use in new buildings by 70 percent below 2006 levels by 2031. This requirement is reflected in the CCAP's greenhouse gas projections, as well as a CCAP action that explores the potential for Oregon to make parallel updates to its building code.

Metro Council actions

- **Ordinance No. 14-1346B** (For the purpose of adopting the Climate Smart Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014. The strategy identifies actions to reduce climate pollution from transportation that are also reflected in the CCAP.
- **Ordinance No. 19-1431** (For the purpose of adopting the Regional Waste Plan), adopted by the Metro Council on March 7, 2019. The plan identifies actions to reduce climate pollution from food, goods and services that are also reflected in the CCAP.

Financial implications

Adoption of this resolution has no budget impact at this time. There will be future costs associated with implementation of the plan. These costs will be shared by local, regional, state and federal partners. The resolution directs Metro's COO to engage Metro Council in further conversations to identify priority climate actions for Metro, which could potentially include designating resources to implement these priorities through future budget discussions. Many of the actions included in the CCAP can be implemented through other Metro-led processes, such as the Regional Transportation Plan and Regional Waste Plan.

The resolution also directs Metro staff to seek resources to implement the CCAP and to report on the status of the actions included in the CCAP. The grant that funds the CCAP includes resources for Metro to do this status reporting through August 2027.

BACKGROUND

Development of the CCAP is funded by a Climate Pollution Reduction Grant (CPRG) Planning Grant from the US Environmental Protection Agency (EPA). The CCAP is the second deliverable developed under this grant; the first was a Priority Climate Action Plan (PCAP) submitted to EPA in February 2024. The PCAP was a plan focused on identifying actions that were implementation-ready and could significantly reduce emissions within the next 5 years so that these actions would be eligible for implementation grants to combat climate change. The CCAP is a 25-year plan that expands upon the PCAP by looking more broadly at how to meet long-term climate goals. The states of Oregon and Washington also have parallel CPRG planning grants, and Metro coordinates with both states to ensure that the resulting plans are aligned and mutually supportive. See Metro's CPRG webpage¹ for more information on the CPRG grant, including the submitted PCAP and CCAP.

CCAP development

Metro and its consultant team's extensive process for developing the CCAP is documented throughout the plan. This process included:

- **A review of local and regional climate-related plans (CAPs) produced by public agencies and community-based organizations in the metropolitan area.** Metro used these plans to identify potential climate actions to include in the CCAP and develop assumptions about how these plans would be implemented. Metro also used the information in these CAPs to develop screening criteria to evaluate potential climate actions for the CCAP, especially criteria related to equity. The plans reviewed highlighted several ways in which climate actions can advance equity and often included detailed outreach to community members on equity benefits and impacts.
- **Extensive stakeholder engagement**, with different groups providing different information based on their focus and expertise. This included internal engagement with the Waste Prevention and Environmental Services (WPES), Capital Asset Management (CAM), and Parks and Nature departments, and Metro's Climate Justice Task Force, and externally with a wide variety of stakeholders throughout the metropolitan area as described above in the Known opposition, support, and community feedback section of this staff report and in the Coordination and Outreach section of the CCAP.
- **Quantitative and qualitative analysis**, led by Metro staff and consultants, that helped to estimate current and future GHG emissions, select climate actions, and estimate their costs and benefits. This included a qualitative screening of potential actions based on criteria such as implementation readiness and scalability, which was used to prioritize actions for inclusion in the plan, as well as a quantitative analysis of the costs and benefits of each action. The Metro team drew on existing guidance and best practices to identify methods to estimate costs and benefits and on adopted plans to provide the inputs needed for these methods. Stakeholder input helped to identify relevant plans and data sources and interpret and communicate results.

¹ <https://oregonmetro.gov/climategrant>