

Exhibit D to Ordinance No. 23-1496
Findings of Fact and Conclusions of Law

I. Oregon Statewide Planning Goal Consistency

Oregon Statewide Planning Goals	Relevant RFP Policy/RTP Policy/RTP Sections	Findings
<u>Goal 1: Citizen Involvement</u>	RFP Policy 1.13: Participation of Citizens RTP Policy: Goal 3, Equitable Transportation RTP Section 1.6 RTP Appendix D – Public and Stakeholder Engagement and Consultation Summary	<p>The 2023 RTP was developed through an open and ongoing public and agency involvement process that included state and federal agencies, cities, counties, tribes, port districts, transit providers, community and business leaders, numerous modal, environmental and other stakeholder interest groups and the public. Metro undertook a public involvement process involving stakeholder interviews, Regional Leadership forums, discussion groups, on-line surveys, workshops, hearings, advisory committees, interactive web opportunities, consultation with federal and state agencies and other techniques, consistent with Metro’s adopted “Public Engagement Guide.” The Staff Report dated November 20, 2023 summarizes these efforts and Appendix D provides a detailed description of the public engagement and consultation process.</p>
<u>Goal 2: Land Use Planning: Coordination and Implementation</u>	RFP Policy 1.14: School and Local Government Plan and Policy Coordination RTP Policy: Goal 3, Equitable Transportation RTP Sections 1.3 and 1.4 RTP Section 3.2.1 – 2040 Growth Concept	<p>The 2023 RTP is a component of Metro’s Regional Framework Plan (RFP). The fundamental underpinning of the RFP is its coordination of land use planning and transportation planning. In developing and adopting the 2023 RTP, Metro coordinated with all relevant local governments, state agencies, and service districts. The most intensive efforts</p>

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		were through JPACT, TPAC, MPAC and MTAC, which are all composed primarily of representatives of local governments and service districts. The Staff Report dated November 20, 2023 summarizes these efforts and RTP Appendix D describes this work in detail.
<u>Goal 3: Agricultural Lands</u>		The RTP applies within Metro’s UGB and Goal 3 does not apply.
<u>Goal 4: Forest Lands</u>		The RTP applies within Metro’s UGB and Goal 4 does not apply.
<u>Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces</u>	<p>RTP Policy: Goal 5, Climate Action and Resilience</p> <p>Objective 5.3 – Resource Conservation</p> <p>Objective 5.4 – Green Infrastructure</p> <p>Objective 5.5 – Adaptation and Resilience</p> <p>RTP Section 3.2.4 – Climate Action Policies and Resilience Policies</p> <p>RTP Appendix F – Environmental assessment and potential mitigation strategies</p>	<p>The 2023 RTP includes Objective 5.3, which is to preserve and protect the region’s biological, water, historic, and culturally important plants, habitat and landscapes, and integrate green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution. Section 3.2.4.5 of the RTP includes resilience policies to integrate green infrastructure into the transportation network, to protect and avoid natural areas and high value natural resource sites, and to avoid development in hazard areas such as steep slopes and floodplains that provide landscape resiliency. A detailed environmental assessment of the 2023 RTP is included in Appendix F. Title 1 of the RTP includes street design requirements for local TSPs and subjects street design to the requirements of Title 13 (Nature in</p>

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		Neighborhoods) of Metro’s Urban Growth Management Functional Plan (UGMFP). Local decisions specifying the locations of transportation facilities and improvements will be made by cities and counties in their TSPs and other land use decisions, which will be subject to local Goal 5 programs that also comply with Titles 3 and 13 of the UGMFP.
<u>Goal 6:</u> Air, Land and Water Resources Quality	<p>RTP Policy: Goal 5, Climate Action and Resilience Objective 5.3 – Resource Conservation Objective 5.4 – Green Infrastructure Objective 5.5 – Adaptation and Resilience</p> <p>RTP Section 3.2.4 – Climate Action Policies and Resilience Policies</p> <p>RTP Appendix F – Environmental assessment and potential mitigation strategies</p>	<p>The 2023 RTP includes Objective 5.3, which is to preserve and protect the region’s biological, water, historic, and culturally important plants, habitat and landscapes, and integrate green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution. Section 3.2.4.5 of the RTP includes resilience policies to integrate green infrastructure into the transportation network, to protect and avoid natural areas and high value natural resource sites, and to avoid development in hazard areas such as steep slopes and floodplains that provide landscape resiliency. A detailed environmental assessment of the 2023 RTP is included in Appendix F. Title 1 of the RTP includes street design requirements for local TSPs and subjects street design to the requirements of Title 13 (Nature in Neighborhoods) of Metro’s Urban Growth Management Functional Plan (UGMFP). The emissions analysis prepared for the 2023 RTP</p>

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		demonstrates the plan is expected to meet the Clean Air Act and other state and federal air quality requirements, including required reductions in per capita greenhouse gas emissions from light-duty vehicles by 2045. Other supporting information is provided in Appendix F of the 2023 RTP.
<u>Goal 7:</u> Areas Subject to Natural Disasters and Hazards	RTP Policy: Goal 5, Climate Action and Resilience Objective 5.5 – Adaptation and Resilience RTP Section 3.2.4 – Climate Action Policies and Resilience Policies	The 2023 RTP includes Objective 5.5 regarding adaptation and resilience; that objective is to increase the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards, helping to minimize risks for communities. Section 3.2.4.5 of the RTP includes resilience policies to consider climate and natural hazard-related risks during transportation planning, project development, design and management process, to optimize operations and maintenance practices to lessen impacts on transportation from extreme weather events and natural disasters, and to integrate green infrastructure into the transportation network in order to avoid, minimize and mitigate negative environmental impacts of natural disasters and extreme weather events.
<u>Goal 8:</u> Recreational Needs	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options	Section 3.3.7 of the 2023 RTP describes the regional active transportation network vision. Section 3.3.8 of the RTP describes the regional

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	<p>RTP Section 3.3.7 – Regional Active Transportation Network Vision</p> <p>RTP Section 3.3.8 – Regional Bicycle Network Concept and Policies</p> <p>RTP Section 3.3.9 – Regional Pedestrian Network Concept and Policies</p> <p>2014 Regional Active Transportation Plan</p>	<p>bicycle network concept and policies. Section 3.3.9 describes the regional pedestrian network concept and policies. Those provisions reflect policies and plans included in the 2014 Regional Active Transportation Plan (ATP). The RTP includes existing conditions and future vision maps for biking and walking for each system (Figures 3-35, 3-37). The 2023 RTP project lists in Appendices A and B include projects that complete gaps in the regional trail network as well as walking and biking connections to parks, natural areas and other recreational destinations.</p>
<p><u>Goal 9:</u> Economic Development</p>	<p>RFP Policy 1.4: Economic Choices and Opportunities</p> <p>RTP Policy: Goal 4, Thriving Economy</p> <p>Objective 4.1 – Connected Region</p> <p>Objective 4.2 – Access to Industry and Freight Intermodal Facilities</p> <p>Objective 4.3 – Access to Jobs and Talent</p> <p>Regional Freight Strategy</p>	<p>Goal 9 applies to cities and counties, and not to Metro. The policy component of the RTP is structured around the implementation of the Region 2040 Growth Concept through strategic transportation improvements. As the economic engines of the region’s economy, the Portland central city, eight regional centers, the region’s industrial areas and intermodal facilities are identified as the primary areas for transportation investments (RTP Section 3.2.1).</p> <p>Transportation improvements in these primary components of the 2040 Growth Concept are also guided by a set of functional maps that establish a series of efficient, high-quality motor vehicle, freight, transit, bicycle and pedestrian systems that are similarly designed to reinforce the Growth Concept (RTP Sections 3.3.3, 3.3.5,</p>

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		<p>3.3.6, 3.3.7, 3.3.8, 3.3.9).</p> <p>The importance of freight movement in the region’s economy is addressed in detail in the Regional Freight Strategy, which describes the regional vision and policies for the movement of goods to and from the Metro region. The regional vision and policies for freight are also contained in Section 3.3.6 of the 2023 RTP.</p>
<u>Goal 10: Housing</u>	<p>RFP Policy 1.3: Housing Choices and Opportunities</p> <p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility</p> <p>RTP Policy: Goal 3, Equitable Transportation</p>	<p>The RTP links transportation to land use planning in a joint strategy to increase the share of households in walkable areas served by frequent transit service, and to reduce costs for housing and transportation. The strategy is to provide multi-modal transportation options to portions of the region with high numbers of cost-burdened households, and to ensure land use regulations allow types and densities of housing along high-frequency transit services.</p>
<u>Goal 11: Public Facilities and Services</u>	<p>RTP Policy: Goal 5, Climate Action and Resilience Objective 5.5 – Resilient Infrastructure</p>	<p>The objectives of statewide planning Goal 11 with respect to transportation are more fully articulated by Goal 12. Please refer to findings regarding Goal 12 and the TPR.</p>
<u>Goal 12: Transportation</u>	<p>RFP Chapter 2, Transportation</p> <p>RFP Policy 1.10.2: Encourage pedestrian and transit-supportive building patterns</p>	<p>The 2023 RTP is designed to ensure Metro’s continued compliance with Goal 12 and OAR 660 Division 12 (TPR). The fundamental requirement of Goal 12 and the TPR is that the RTP provide a transportation system that is</p>

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	RTP Policy: Goals 1 through 5	adequate to serve planned land uses. A second basic requirement of the TPR is that the RTP be consistent with adopted state transportation plans. The attached Supplemental Findings address the detailed requirements of the TPR.
<u>Goal 13:</u> Energy Conservation	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit RTP Policy: Goal 5, Climate Action and Resilience Objective 5.2 – Climate-Friendly Communities Objective 5.3 – Resource Conservation Objective 5.5 – Resilient Infrastructure	The 2023 RTP helps achieve Goal 13 by planning, requiring local planning for, and investing in transportation systems that reduce VMT and increase use of other modes. Objectives and policies in the RTP will contribute to changes in travel behavior by prioritizing completion of regional transit, bicycle and pedestrian systems. In addition, the 2023 RTP contains policies and objectives that aim to support state efforts to increase the use of more fuel-efficient vehicles and reduce transportation-related consumption of energy.
<u>Goal 15:</u> Willamette River Greenway	RTP Policy: Goal 5, Climate Action and Resilience Objective 5.3 – Resource Conservation Objective 5.4 – Adaption and Resilience	Objective 5.3 of the 2023 RTP is to preserve and protect the region’s biological, water, historic, and culturally important plants, habitat and landscapes, and integrate green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution. Section 3.2.4.5 of the RTP includes resilience policies to protect and avoid natural areas and high value natural resource sites, and to avoid development in hazard areas such as steep slopes and floodplains that provide

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		landscape resiliency. RTP Goal 5 with respect to the Willamette Greenway is achieved in part through Title 1 of the RTP and through local implementation of Titles 3 and 13 of the UGMFP. Much of the Willamette Greenway inside the UGB has been designated as a “Habitat Conservation Area,” subject to Title 13 protections. A detailed environmental assessment of the 2023 RTP is included in Appendix F.

II. Regional Framework Plan Consistency

Regional Framework Plan Policy	Relevant RTP Policy/RTP Sections	Findings
<u>Policy 1.1</u> : Compact Urban Form	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region RTP Section 3.2.1 – 2040 Growth Concept	The 2023 RTP achieves these policies by focusing growth and transportation investment in designated 2040 growth areas, and by planning and investing in transportation systems that reduce reliance on the auto and increase use of other modes.
<u>Policy 1.3.2c</u> : Service to Centers and Corridors to support affordable housing	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit	The 2023 RTP contains a key strategy to accomplish RFP Policy 1.3.2c: investment in non-auto modes of transportation in portions of the region with higher numbers of cost-burdened

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Regional Framework Plan Policy	Relevant RTP Policy/RTP Sections	Findings
	<p>Objective 1.4 – Regional Mobility RTP Policy: Goal 3, Equitable Transportation RTP Policy: Goal 5: Climate Action and Resilience Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities</p> <p>RTP Section 3.2.5.1, Equity Policy Outcomes</p> <p>Regional High Capacity Transit Strategy</p>	<p>households. The updated High Capacity Transit Strategy describes the regional vision for HCT investment, strategies for moving HCT corridors forward towards implementation, and policies for supporting HCT. See also findings for Statewide Planning Goal 10.</p>
<p><u>Policy 1.10.1.c</u>: Urban Design and <u>Policy 1.10.2</u>: Urban Design-encourage pedestrian and transit-supportive building patterns to reduce auto dependence</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility RTP Policy: Goal 3, Equitable Transportation RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region RTP Policy: Goal 5, Climate Action and Resilience Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities</p> <p>RTP Section 3.2.1 – 2040 Growth Concept</p>	<p>The 2023 RTP achieves these policies by focusing growth and transportation investment in designated 2040 growth areas, and by planning for and investing in transportation systems that reduce reliance on the auto and increase use of other modes. Goals and objectives in the RTP will contribute to changes in travel behavior by prioritizing completion of regional transit, bicycle and pedestrian systems and increasing the amount of affordable housing units within walking distance of current and planned frequent transit service. Title 1 of the RTFP regarding Transportation System Design requires local planning for system designs that support these policies.</p>

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III. Oregon Transportation Plan Consistency

Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
<p>Economic and Community Vitality Objectives</p> <p><u>Objective EC.1</u>: Link transportation and land use decisions</p> <p><u>Policy EC.1.1</u>: Encourage development of compact communities and mixed-use neighborhoods to support multimodal trip choices</p> <p><u>Policy EC.1.2</u>: Facilitate the creation of places where residents, workers, and visitors can meet most of their daily needs without driving.</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility</p> <p>RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region</p> <p>RTP Policy: Goal 5: Climate Action and Resilience Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities</p> <p>RTP Section 3.2.1 – 2040 Growth Concept</p>	<p>The 2023 RTP is a component of Metro’s Regional Framework Plan (RFP). The fundamental underpinning of the RFP is its coordination of land use planning and transportation planning. The 2023 RTP links transportation to land use planning in a joint strategy to increase the share of households in walkable areas served by frequent transit service, and to reduce costs for housing and transportation. The strategy is to provide multi-modal transportation options to portions of the region with high numbers of cost-burdened households, and to ensure land use regulations allow types and densities of housing along high-frequency transit services. The 2023 RTP achieves the identified policies by focusing growth and transportation investment in designated 2040 growth areas, and by planning and investing in transportation systems that reduce reliance on the auto and increase use of other modes. Goals and objectives in the RTP will contribute to changes in travel behavior by prioritizing completion of regional transit, bicycle and pedestrian systems and increasing the amount of affordable housing units within walking distance of current and planned frequent transit service. Title 1 of the RTFP regarding Transportation System Design requires local</p>

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		planning for system designs that support these policies.
<p><u>Objective EC.2:</u> Provide safe and reliable movement of goods and materials.</p> <p><u>Policy EC.2.1:</u> Promote freight system integration and efficiency.</p> <p><u>Policy EC.2.2:</u> Support efficient movement of freight to help keep delivery costs from increasing.</p>	<p>RFP Policy 1.4: Economic Choices and Opportunities</p> <p>RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region Objective 4.2 – Access to Industry and Freight Intermodal Facilities Objective 4.3 – Access to Jobs and Talent</p> <p>RTP Section 3.3 – Regional Network Visions, Concepts and Policies</p> <p>Regional Freight Strategy</p>	<p>The policy component of the RTP is structured around the implementation of the Region 2040 Growth Concept through strategic transportation improvements. As the economic engines of the region’s economy, the Portland central city, eight regional centers, the region’s industrial areas and intermodal facilities are identified as the primary areas for transportation investments (RTP Section 3.2.1).</p> <p>Transportation improvements in these primary components of the 2040 Growth Concept are also guided by a set of functional maps that establish a series of efficient, high-quality motor vehicle, freight, transit, bicycle and pedestrian systems that are similarly designed to reinforce the Growth Concept (RTP Sections 3.3.3, 3.3.5, 3.3.6, 3.3.7, 3.3.8, 3.3.9).</p> <p>The 2023 RTP includes regional freight network vision and policies designed to develop and implement a coordinated and integrated freight network that helps the region attract new jobs and remain competitive in the global economy. See RTP Section 3.3.6. The importance of freight movement in the region’s economy is addressed in detail in the Regional Freight Strategy, which describes the regional vision and</p>

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		policies for the movement of goods to and from the Metro region.
<p><u>Objective EC.3</u>: Provide transportation systems to promote healthy, prosperous, and cohesive communities.</p> <p><u>Policy EC.3.1</u>: Provide a transportation system that expands connectivity, flexibility, and resiliency while allowing all segments of the economy to thrive.</p> <p><u>Policy EC.3.2</u>: Reduce transportation cost burdens on businesses and residents.</p> <p><u>Policy EC.3.3</u>: Emphasize public health outcomes and maintain and restore community cohesion through system design and investments.</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility</p> <p>RTP Policy: Goal 2, Safe System</p> <p>RTP Policy: Goal 3, Equitable Transportation</p> <p>RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region Objective 4.2 – Access to Industry and Freight Intermodal Facilities Objective 4.3 – Access to Jobs and Talent</p> <p>RTP Policy: Goal 5, Climate Action and Resilience Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities Objective 5.5 – Adaptation and Resilience</p> <p>RTP Section 3.2.1 – 2040 Growth Concept RTP Section 3.2.6 – Mobility Policies</p>	<p>The 2023 RTP is a component of Metro’s Regional Framework Plan (RFP). The fundamental underpinning of the RFP is its coordination of land use planning and transportation planning. The RTP links transportation to land use planning in a joint strategy to increase the share of households in walkable areas served by frequent transit service, and to reduce costs for housing and transportation. The strategy is to provide multi-modal transportation options to portions of the region with high numbers of cost-burdened households, and to ensure land use regulations allow types and densities of housing along high-frequency transit services. See also findings for Statewide Planning Goal 10.</p> <p>The 2023 RTP establishes a network vision, concept and supporting policies for each component of the regional transportation system. The RTP identifies strategies for 24 mobility corridors, which are the principal interurban connections in the region. See Figure 3-13. The strategies explain the function of each corridor in the 2040 Growth Concept and movement of freight and general traffic into and out of the region.</p>

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		<p>The 2023 RTP adopts a new Regional Mobility Policy that updates how the region defines and measures mobility. The mobility policy establishes three new performance standards for the RTP and for local transportation agencies to use in their plans and projects, which are described in Section 3.2.6.1 of the 2023 RTP and are summarized in Table 3-5. These standards will be used to assess the adequacy of mobility in the Portland metropolitan area for the regional networks based on the expectations for each facility type, location, and function.</p> <p>The 2023 RTP also includes Objective 5.5 regarding adaptation and resilience; that objective is to increase the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards, helping to minimize risks for communities.</p>
<p>Social Equity Objectives</p> <p><u>Objective SE.1:</u> Recognize past harms and remove barriers to inclusion and opportunity.</p>	<p>RTP Policy: Goal 3, Equitable Transportation Objective 3.1 – Transportation Equity Objective 3.2 – Barrier Free Transportation</p> <p>RTP Section 3.2.2 – Equity Policies</p> <p>RTP Appendix D – Public and Stakeholder Engagement and Consultation Summary</p>	<p>Goal 3 of the 2023 RTP is to eliminate transportation system disparities experienced by BIPOC people and people with low incomes, and to remove barriers faced by people of color, people who speak limited English, people with low incomes, people with disabilities, older adults, youth and other marginalized communities in meeting their travel needs.</p>

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		As described in Section 3.2.2., the 2023 RTP prioritizes completing the bicycle and pedestrian system in equity focus areas (relative to other communities) to provide safe streets for the most vulnerable travelers and seeks to advance equity by funding projects that benefit equity in the communities that have the greatest needs.
<u>Objective SE.2:</u> Make decisions through processes that are transparent, inclusive, and engaging to all people affected by the transportation system.	RFP Policy 1.13: Participation of Citizens RTP Policy: Goal 3, Equitable Transportation RTP Sections 1.3 and 1.4 – Planning Process RTP Section 3.2.2 – Equity Policies RTP Appendix D – Public and Stakeholder Engagement and Consultation Summary	The development of the 2023 RTP was subject to an open and ongoing public involvement process that included state and federal agencies, cities, counties, tribes, port districts, transit providers, community and business leaders, numerous modal, environmental and other stakeholder interest groups and the public. Metro undertook a public involvement process involving stakeholder interviews, Regional Leadership forums, discussion groups, on-line surveys, workshops, hearings, advisory committees, interactive web opportunities, consultation with federal and state agencies and other techniques, consistent with Metro’s adopted “Public Engagement Guide.” The Staff Report dated November 20, 2023 summarizes these efforts and Appendix D provides a detailed description of the public engagement and consultation process.
<u>Objective SE.3:</u> Improve access to and convenience	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options	Goal 3 of the 2023 RTP is to eliminate transportation system disparities experienced by

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<p>of a range of high-quality, safe, and affordable mobility options for excluded or underserved populations.</p>	<p>Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility RTP Policy: Goal 3, Equitable Transportation Objective 3.1 – Transportation Equity Objective 3.2 – Barrier Free Transportation</p> <p>RTP Section 3.2.2 – Equity Policies RTP Section 3.2.6 – Mobility Policies</p>	<p>BIPOC people and people with low incomes, and to remove barriers faced by people of color, people who speak limited English, people with low incomes, people with disabilities, older adults, youth and other marginalized communities in meeting their travel needs.</p> <p>The RTP links transportation to land use planning in a joint strategy to increase the share of households in walkable areas served by frequent transit service, and to reduce costs for housing and transportation. The strategy is to provide multi-modal transportation options to portions of the region with high numbers of cost-burdened households, and to ensure land use regulations allow types and densities of housing along high-frequency transit services. See also findings for Statewide Planning Goal 10.</p> <p>A fundamental principle of the 2023 RTP is to focus growth and transportation investment in designated 2040 growth areas, and to plan for and invest in transportation systems that reduce reliance on the auto and increase use of other modes. Implementing objectives in the RTP will contribute to changes in travel behavior by prioritizing completion of regional transit, bicycle and pedestrian systems and increasing the amount of affordable housing units within walking distance of current and planned frequent transit service. Title 1 of the RTFP regarding</p>

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		Transportation System Design requires local planning for system designs that support these policies.
<p><u>Objective SE.4:</u> Expand access to essential services and economic opportunities through programs and investments.</p> <p><u>Policy SE.4.1:</u> Ensure the needs of the most transportation -vulnerable people and systemically excluded or underserved populations are meaningfully addressed and that policies produce improved outcomes.</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility</p> <p>RTP Policy: Goal 3, Equitable Transportation Objective 3.1 – Transportation Equity Objective 3.2 – Barrier Free Transportation</p> <p>RTP Section 3.2.2 – Equity Policies RTP Section 3.2.6 – Mobility Policies</p>	<p>Goal 3 of the 2023 RTP is to eliminate transportation system disparities experienced by BIPOC people and people with low incomes, and to remove barriers faced by people of color, people who speak limited English, people with low incomes, people with disabilities, older adults, youth and other marginalized communities in meeting their travel needs.</p> <p>As described in Section 3.2.2., the 2023 RTP prioritizes completing the bicycle and pedestrian system in equity focus areas (relative to other communities) to provide safe streets for the most vulnerable travelers and seeks to advance equity by funding projects that benefit equity in the communities that have the greatest needs.</p>
<p>Mobility Objectives</p> <p><u>Objective MO.1:</u> Complete, maintain, and improve multimodal transportation facilities and services that are essential to Oregonian’s prosperity and quality of life.</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility</p> <p>RTP Policy: Goal 3, Equitable Transportation RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region</p> <p>RTP Policy: Goal 5, Climate Action and Resilience</p>	<p>The policy component of the RTP is structured around the implementation of the Region 2040 Growth Concept through strategic transportation improvements. As the economic engines of the region’s economy, the Portland central city, eight regional centers, the region’s industrial areas and intermodal facilities are identified as the primary areas for transportation investments (RTP Section 2.2 and Table 2.1).</p>

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	<p>Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities</p> <p>RTP Section 3.2.1 – 2040 Growth Concept RTP Section 3.2.6 – Mobility Policies</p>	<p>Transportation improvements in these primary components of the 2040 Growth Concept are guided by a set of functional maps that establish a series of efficient, high-quality motor vehicle, freight, transit, bicycle and pedestrian systems that are similarly designed to reinforce the Growth Concept (RTP Sections 3.3.3, 3.3.5, 3.3.6, 3.3.7, 3.3.8).</p> <p>The 2023 RTP adopts a new Regional Mobility Policy that updates how the region defines and measures mobility. The mobility policy establishes three new performance standards for the RTP and for local transportation agencies to use in their plans and projects, which are described in Section 3.2.6.1 of the 2023 RTP and are summarized in Table 3-5. These standards will be used to assess the adequacy of mobility in the Portland metropolitan area for the regional networks based on the expectations for each facility type, location, and function.</p> <p>The 2023 RTP establishes a network vision, concept and supporting policies for each component of the regional transportation system. The RTP identifies strategies for 24 mobility corridors, which are the principal interurban connections in the region. See Figure 3-13. The strategies explain the function of each corridor in the 2040 Growth Concept and movement of</p>

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
		freight and general traffic into and out of the region.
<u>Objective MO.2</u> : Reduce the per capita VMT for passenger vehicles.	RTP Policy: Goal 5, Climate Action and Resilience Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities Objective 5.3 – Resource Conservation Objective 5.4 – Green Infrastructure Objective 5.5 – Adaptation and Resilience RTP Section 7.6 – Climate and Environment RTP Appendix J – Climate Smart Strategy Implementation and Monitoring	As described in more detail in the supplemental findings below, Appendix J of the 2023 RTP includes projections of changes between VMT per capita from the base year and the VMT per capita that would result from completion of all projects on the financially constrained project list by 2045. Those results are described in RTP Sections 4.5 and 7.6, and show a 30 percent reduction in VMT by 2045, which is the planning horizon for the 2023 RTP, based in part on assumptions regarding future state actions including state-led pricing policies.
<u>Policy MO.3</u> : Create a transportation system that is fully accessible to people of all ages, abilities, races, ethnicities, and income levels, regardless of geographic context.	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region RTP Policy: Goal 3, Equitable Transportation Objective 3.1 – Transportation Equity Objective 3.2 – Barrier Free Transportation	See findings above regarding OTP Objectives SE.3 and SE.4.

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
<u>Objective MO.4:</u> Maintain or improve travel reliability for movement of goods and access to services.	RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region Objective 4.2 – Access to Industry and Freight Intermodal Facilities Objective 4.3 – Access to Jobs and Talent Objective 4.5 – Asset Management	See findings above regarding OTP Objective EC.2.
<u>Objective MO.5:</u> Tailor transportation solutions to the local context, allowing for different solutions to achieve OTP goals in rural, suburban, and urban communities.	RTP Policy: Goal 1, Mobility Options RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region RTP Section 3.3 – Regional Network Visions, Concepts and Policies	The 2023 RTP establishes integrated modal systems for motor vehicles, transit, freight, bicycles and pedestrians through a series of functional classification maps and accompanying visions (see RTP Sections 3.3.3, 3.3.5, 3.3.6, 3.3.7, 3.3.8). The RTP contains visions for each system, and street design classifications that serve as the policy tool for integrating these modal systems. Appropriate system design requirements are passed down to local governments in the region through Title 1 of the RTFP (Transportation System Design), which requires local planning for system designs that support these policies.
<u>Policy MO.6:</u> Integrate emerging transportation technologies into transportation services and facilities.	RTP Policy: Goal 1, Mobility Options RTP Section 3.2.6 – Mobility Policies RTP Section 3.3.5.3 – Regional Transit Network Policies RTP Section 3.3.12 – Emerging Technology Policies	The applicable goals and principles of the 2023 RTP regarding emerging transportation policies are described in Section 3.3.12 of the RTP and summarized in table 3-13.

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
<p>Stewardship of Public Resources Objectives</p> <p><u>Objective SP.1:</u> Create sufficient, reliable, and sustainable revenue for transportation funding to meet the goals of the Plan.</p>	<p>RTP Appendix H – Financial Strategy</p>	<p>The RTP revenue forecast and financial analysis for operations and maintenance costs was based on a thorough evaluation of city and county, ODOT, TriMet and SMART cost projections. The system was developed based on a forecast of expected revenues that was formulated in partnership with the Oregon Department of Transportation, cities and counties in the Metro region, TriMet and South Metro Area Regional Transit (SMART). Details about the financially constrained revenue forecast are provided in Appendix H to the 2023 RTP.</p>
<p><u>Objective SP.3:</u> Collaborate and plan across and between agencies and service providers.</p>	<p>RTP Policy: Goal 3, Equitable Transportation</p> <p>RTP Section 1.6</p> <p>RTP Appendix D – Public and Stakeholder Engagement and Consultation Summary</p>	<p>The development of the 2023 RTP was subject to an open and ongoing public and agency involvement process that included state and federal agencies, cities, counties, tribes, port districts, transit providers, community and business leaders, numerous modal, environmental and other stakeholder interest groups and the public. Metro undertook a public involvement process involving stakeholder interviews, Regional Leadership forums, discussion groups, on-line surveys, workshops, hearings, advisory committees, interactive web opportunities, consultation with federal and state agencies and other techniques, consistent with Metro’s adopted “Public Engagement Guide.” The Staff Report dated November 20, 2023 summarizes these efforts and Appendix D</p>

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
		provides a detailed description of the public engagement and consultation process.
<u>Objective SP.5:</u> Conduct decision making and public involvement in a transparent and open manner.	RTP Policy: Goal 3, Equitable Transportation RTP Section 1.6 RTP Appendix D – Public and Stakeholder Engagement and Consultation Summary	See findings above regarding Statewide Planning Goal 1 and OTP Objective SE.2
<u>Objective SP.6:</u> Increase the resiliency of the transportation system to better withstand and recover from the anticipated impacts of climate change, extreme weather, seismic and other natural disasters, and adapt to changing needs.	RTP Policy: Goal 5, Climate Action and Resilience Objective 5.5 – Adaptation and Resilience RTP Section 3.2.4 – Climate Action Policies and Resilience Policies	The 2023 RTP includes Objective 5.5 regarding adaptation and resilience; that objective is to increase the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards, helping to minimize risks for communities. Section 3.2.4.5 of the RTP includes resilience policies to consider climate and natural hazard-related risks during transportation planning, project development, design and management process, to optimize operations and maintenance practices to lessen impacts on transportation from extreme weather events and natural disasters, and to integrate green infrastructure into the transportation network in order to avoid, minimize and mitigate negative environmental impacts of natural disasters and extreme weather events.

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
<p>Safety Objectives</p> <p><u>Objective SA.1:</u> Implement a holistic, proactive approach to system safety that eliminates the occurrence of people being killed or seriously injured on the transportation system.</p>	<p>RTP Policy: Goal 2, Safe System Objective 2.1 – Vision Zero Objective 2.2 – Transportation Security</p> <p>RTP Section 3.2.3 – Safety and Security Policies RTP Section 4.2 – Safety</p> <p>Regional Transportation Safety Strategy (2018)</p>	<p>As described in RTP Section 3.2.3, eliminating traffic related deaths and life changing injuries and increasing the safety and security of the transportation system is a top priority of the RTP, as is prioritizing safety for people of color, people with low incomes, people with disabilities, people walking, bicycling, and using motorcycles, youth, and older adults.</p> <p>The Regional Transportation Safety Strategy identifies data-driven strategies and actions to address the most common types of crashes and contributing factors. Key findings from the analysis of crash data from 2016-2020 are described in RTP Section 4.2.</p>
<p><u>Objective SA.2:</u> Provide transportation systems and facilities that are safe and secure for people to use, maintain, and operate.</p> <p><u>Objective SA.3:</u> Leverage data and technology to document and eliminate fatal and serious injury crashes.</p>	<p>RTP Policy: Goal 2, Safe System Objective 2.1 – Vision Zero Objective 2.2 – Transportation Security</p> <p>RTP Section 3.2.3 – Safety and Security Policies RTP Section 4.2 – Safety</p> <p>Regional Transportation Safety Strategy (2018)</p>	<p>See findings above regarding OTP Objective SA.1.</p>

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
<p>Sustainability and Climate Action Objectives</p> <p><u>Objective SC.1:</u> Achieve state goals for reducing GHG emissions.</p>	<p>RTP Policy: Goal 5, Climate Action and Resilience</p> <p>Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities Objective 5.3 – Resource Conservation Objective 5.4 – Green Infrastructure Objective 5.5 – Adaptation and Resilience</p> <p>RTP Section 3.2.4 – Climate Action Policies and Resilience Policies RTP Section 7.6 – Climate and Environment</p> <p>RTP Appendix J – Climate Smart Strategy Implementation and Monitoring</p>	<p>As described in more detail in the supplemental findings below, Appendix J of the 2023 RTP includes projections of changes between VMT per capita from the base year and the VMT per capita that would result from completion of all projects on the financially constrained project list by 2045. Those results are described in RTP Sections 4.5 and 7.6, and show a 30 percent reduction in VMT by 2045, which is the planning horizon for the 2023 RTP, based in part on assumptions regarding future state actions including state-led pricing policies.</p>
<p><u>Objective SC.2:</u> Preserve and improve the quality of Oregon’s water, air, and natural ecosystems.</p>	<p>RTP Policy: Goal 5, Climate Action and Resilience</p> <p>Objective 5.3 – Resource Conservation Objective 5.4 – Green Infrastructure Objective 5.5 – Adaptation and Resilience</p> <p>RTP Section 3.2.4 – Climate Action Policies and Resilience Policies RTP Section 7.6 – Climate and Environment</p> <p>RTP Appendix F – Environmental assessment and potential mitigation strategies</p>	<p>The 2023 RTP includes Objective 5.3, which is to preserve and protect the region’s biological, water, historic, and culturally important plants, habitat and landscapes, and integrate green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution. Section 3.2.4.5 of the RTP includes resilience policies to integrate green infrastructure into the transportation network, to protect and avoid natural areas and high value natural resource sites, and to avoid development in hazard areas such as steep slopes and floodplains that provide landscape resiliency. A detailed environmental assessment of the 2023 RTP is included in Appendix F. Title</p>

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Oregon Transportation Plan Policy	Relevant RTP Policy/RTP Sections	Findings
		1 of the RTFP includes street design requirements for local TSPs and subjects street design to the requirements of Title 13 (Nature in Neighborhoods) of Metro’s Urban Growth Management Functional Plan (UGMFP). The emissions analysis prepared for the 2023 RTP demonstrates the plan is expected to meet the Clean Air Act and other state and federal air quality requirements, including required reductions in per capita greenhouse gas emissions from light-duty vehicles by 2045. Other supporting information is provided in Appendix F of the 2023 RTP.

IV. Oregon Highway Plan Consistency

Oregon Highway Plan Policy	Relevant RTP policy/RTFP requirement	Findings
<u>Policy 1B:</u> Land use and Transportation	RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region RTP Section 3.2.1 – 2040 Growth Concept RTP Section 3.3 – Regional Network Visions, Concepts and Policies	The 2023 RTP is a component of Metro’s Regional Framework Plan (RFP). The fundamental underpinning of the RFP is its coordination of land use planning and transportation planning. The 2023 RTP links transportation to land use planning in a joint strategy to increase the share of households in walkable areas served by frequent transit service, and to reduce costs for housing and transportation. The strategy is to provide multi-modal transportation options to portions of the

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Oregon Highway Plan Policy	Relevant RTP policy/RTFP requirement	Findings
		<p>region with high numbers of cost-burdened households, and to ensure land use regulations allow types and densities of housing along high-frequency transit services. The 2023 RTP achieves the identified policies by focusing growth and transportation investment in designated 2040 growth areas, and by planning and investing in transportation systems that reduce reliance on the auto and increase use of other modes. Goals and objectives in the RTP will contribute to changes in travel behavior by prioritizing completion of regional transit, bicycle and pedestrian systems and increasing the amount of affordable housing units within walking distance of current and planned frequent transit service. Title 1 of the RTFP (Transportation System Design) requires local planning for system designs that support these policies.</p>
<p><u>Policy 1C</u>: State Highway Freight System</p>	<p>RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region Objective 4.2 – Access to Industry and Freight Intermodal Facilities Objective 4.3 – Access to Jobs and Talent</p> <p>RTP Section 3.3.6 – Regional Freight Network Vision and Policies</p> <p>Regional Freight Strategy</p>	<p>The policy component of the RTP is structured around the implementation of the Region 2040 Growth Concept through strategic transportation improvements. As the economic engines of the region’s economy, the Portland central city, eight regional centers, the region’s industrial areas and intermodal facilities are identified as the primary areas for transportation investments (RTP Section 3.2.1).</p> <p>Transportation improvements in these primary components of the 2040 Growth Concept are also</p>

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Oregon Highway Plan Policy	Relevant RTP policy/RTFP requirement	Findings
		<p>guided by a set of functional maps that establish a series of efficient, high-quality motor vehicle, freight, transit, bicycle and pedestrian systems that are similarly designed to reinforce the Growth Concept (RTP Sections 3.3.5, 3.3.6, 3.3.7, 3.3.8, 3.3.9).</p> <p>The 2023 RTP includes regional freight network vision and policies designed to develop and implement a coordinated and integrated freight network that helps the region attract new jobs and remain competitive in the global economy. See RTP Section 3.3.6. The importance of freight movement in the region's economy is addressed in detail in the Regional Freight Strategy, which describes the regional vision and policies for the movement of goods to and from the Metro region.</p>
<p><u>Policy 1E</u>: Highway Mobility Standards</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility RTP Policy: Goal 3, Equitable Transportation RTP Policy: Goal 5, Climate Action and Resilience Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities RTP Section 3.2.6 – Mobility Policies</p>	<p>The 2023 RTP adopts a new Regional Mobility Policy that updates how the region defines and measures mobility. The mobility policy establishes three new performance standards for the RTP and for local transportation agencies to use in their plans and projects, which are described in Section 3.2.6.1 of the 2023 RTP and are summarized in Table 3-5. These standards will be used to assess the adequacy of mobility in the Portland metropolitan area for the regional networks based on the expectations for each facility type, location, and function.</p>

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Oregon Highway Plan Policy	Relevant RTP policy/RTFP requirement	Findings
		<p>The 2023 RTP establishes a network vision, concept and supporting policies for each component of the regional transportation system. The RTP identifies strategies for 24 mobility corridors, which are the principal interurban connections in the region. See Figure 3-13. The strategies explain the function of each corridor in the 2040 Growth Concept and movement of freight and general traffic into and out of the region.</p>
<p><u>Policy 1G</u>: Major Improvements</p>	<p>RTP Policy: Goal 1, Mobility Options Objective 1.2 – System Completion RTP Policy: Goal 2, Safe System Objective 2.3 – State of Good Repair RTP Policy: Goal 4, Thriving Economy Objective 4.5 – Asset Management RTP Policy: Goal 5, Climate Action and Resilience Objective 5.5 – Resilient Infrastructure</p> <p>RTP Section 5.4 – Transportation System Costs RTP Appendix H – Financial Strategy</p> <p>Regional Emerging Technology Strategy</p>	<p>The 2023 RTP recognizes the mismatch between infrastructure needs and available funding, and prioritizes maintenance and maximization of operational efficiencies of existing transportation facilities (see RTP Section 5.4). Similarly, the Safety Policies, Climate Policies, Emerging Technology Policies and Strategy recognize the use of existing and emerging technologies as a means to improve safety and help manage congestion. The RTP and RTFP call for a well-connected network of complete streets. The RTFP requires local TSPs to do their part in meeting these policies by setting system design standards. Consistent with the region’s Congestion Management Process and Oregon Transportation Plan, the RTFP gives priority to non-SOV solutions to transportation needs over addition of motor vehicle capacity improvements (3.08.220A).</p>

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Oregon Highway Plan Policy	Relevant RTP policy/RTFP requirement	Findings
<u>Policy 3A</u> : Classification and Spacing Standards	<p>RTP Policy: Goal 2, Shared Prosperity Objective 2.1 – Connected Region</p> <p>RTP Policy: Goal 4, Thriving Economy Objective 4.1 – Connected Region</p> <p>RTP Section 3.3.2 – Regional Design and Placemaking Vision and Policies</p> <p>RTP Section 3.3.3 – Regional Motor Vehicle Network Vision and Policies</p>	<p>The street design classifications in Table 3.6 of the 2023 RTP correlate access policies to implementation of the 2040 Growth Concept. Designs for Throughways (shown on figure 3-23) correlate to the Interstate and Statewide highway designations in the Oregon Highway Plan, and are consistent with OHP policies for access management and the use of grade-separated intersections. Designs for Arterials address access management for arterial streets in the metropolitan area, and correlate to the District Highway designation in the 1999 Oregon Highway Plan. Access management strategies for driveway and intersection design in these classifications are consistent with the OHP policies. The RTP and RTFP call for a well-connected network of complete streets and strategies to manage access and demand on the system (See RTFP Sections 3.08.110 and 3.08.160).</p>

Supplement to Exhibit D to Ordinance No. 23-1496
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I. Goal 12 and OAR Chapter 660 Division 12 (Transportation Planning Rule)

Under federal law, Metro is required to update the Regional Transportation Plan (RTP) every five years. The 2018 amendments to the RTP involved extensive policy revisions, including the addition of a new goal regarding climate leadership with related objectives and policies, new policies regarding transportation equity, and four new, supporting regional strategies addressing transit, freight, transportation safety and emerging technology. As in 2018, updates adopted in this 2023 RTP are aimed at staying ahead of future growth and addressing new trends and challenges facing the region. Significant new additions being adopted in this 2023 RTP include a new regional mobility policy and an updated high-capacity transit strategy.

The 2018 RTP was acknowledged by LCDC as being consistent with the statewide land use planning goals and the state Transportation Planning Rule (TPR); therefore, these findings focus on describing how the new 2023 amendments and updates ensure continued compliance with applicable state planning goals and administrative rules. The fundamental requirement of Goal 12 and the TPR is that the RTP must provide a transportation system that is adequate to serve planned land uses. The RTP, together with the local city and county transportation system plans (TSPs), are designed to serve the land uses planned by the region's 24 cities and the portions of Clackamas, Multnomah and Washington counties that are located in the metro area. Under Metro's regional planning authority, the Regional Transportation Functional Plan (RTFP) is an implementing component of the RTP that directs how local governments will be consistent with the RTP in their own transportation plans and land use regulations. The RTFP includes a schedule for city and county action, if necessary, to bring their local TSPs into compliance with the RTFP and the RTP. Upon completion of the 2023 RTP, the local compliance schedule will be updated in coordination with the local governments to reflect their own planning work programs and the availability of funds for the work.

The 2018 RTP applied an outcomes-based framework for regional transportation planning that includes policies, objectives and actions that guide future planning and investment decisions to achieve specific economic, equity and environmental outcomes. That approach remains unchanged in the 2023 RTP, which continues to include a broad set of performance targets that are tied to the five primary goals of the 2023 RTP: mobility, safety, equity, a thriving economy, and climate action. The targets and other performance measures included in the plan continue the region's shift away from exclusive reliance on level-of-service as the primary measure for determining transportation needs and success of the plan's strategies. In addition, the 2023 RTP commits Metro and its regional partners to continue developing a regional data collection and performance monitoring system to better understand the benefits and impacts of actions called for in the RTP and RTFP.

TPR 0015: Preparation and Coordination of Transportation System Plans

Findings of consistency of the 2023 RTP with the Oregon Transportation Plan and the Oregon Highway Plan are set forth in the table above that is included as part of this Exhibit D.

TPR 0020: Elements of Transportation System Plans

The RTP is the Transportation System Plan (TSP) for the Portland metropolitan region, implementing Metro’s acknowledged 2040 Growth Concept, and serving as the federal metropolitan transportation plan for the region as required by federal law. The plan establishes a network of regionally significant facilities and services (Chapter 3) to meet the overall transportation needs of the region (Chapter 4 and Section 6.1.1), and contains policies (Chapter 2, Goals and Objectives and Chapter 3, System Policies), regional strategies, projects (Sections 6.3-6.4 and Appendix A and B) and implementing land use regulations that must be adopted by cities and counties (the RTFP).

In 2021, the Metro Council adopted the 2045 Household and Employment Forecast Distribution after extensive review and involvement from local governments and Metro advisory committees (Metro Ordinance No. 21-1457). The regionally coordinated 2045 Household and Employment Forecast Distribution serves as the basis for future land use projections in the 2023 RTP. The model was prepared using the MetroScope TAZ forecasting model (described in Appendix M) and provides an estimate forecast and distribution of population and employment for the region from 2020 to 2045. The land use assumptions used in the forecast are based on the LCDC-acknowledged 2040 Growth Concept, estimating a modest expansion of the regional urban growth boundary over the RTP planning period consistent with state law.

The RTP identifies transportation needs and feasible solutions (Section 6.3 and Figure 6-3) based on projected growth and travel patterns and projected levels of funding for the planning period of 2020 to 2045. Funding forecasts and assumptions are described in Chapter 5.

The plan contains two levels of investments to the components of the overall transportation system:

1. The RTP Constrained Priorities set of investments (defined as the “financially constrained” list under federal requirements) for which funding over the planning period is “reasonably anticipated to be available” based upon the transportation revenue forecast for the region described in Chapter 5 of the RTP. The region has deemed this list of investments as “reasonably likely to be funded” for the purpose of state statute and administrative rules. The RTP demonstrates that these improvements would adequately support the region’s land use plans and meet or exceed most of the system performance targets established in the plan. This set of investments will also serve as the basis for complying with federal law and air quality regulations and findings of consistency with the Statewide Planning Goal 12, the Oregon Transportation Planning Rule and the Oregon Transportation Plan and its components.
2. The RTP Strategic Priorities (also known as the “Strategic” RTP list) includes the Constrained Priorities projects plus additional investments that the region could build if

new or expanded revenue sources are secured. These projects are simply illustrative for the purpose of compliance with federal and state requirements.

Through adoption of goals and objectives in the RTP and application of them through the RTFP and other mechanisms, the RTP promotes changes in travel behavior by calling for development of regional transit, bicycle and pedestrian systems and creating a well-connected arterial, collector and local street network. The RTFP requires city and county TSPs to do their part in meeting regional and state needs implemented through system design standards for street connectivity, transit system design, pedestrian system design, bicycle system design, freight system design and transportation system management and operations in Title 1 and considering regional travel needs identified in the RTP in local planning decisions and as part of local TSP updates.

Section 3.3 of the 2023 RTP describes the network vision, concept and supporting policies for each component of the regional transportation system. The different components are identified in Figure 3-11. The system network maps in Chapter 3 of the RTP (Figure 3-23, Figure 3-26, Figure 3-32, Figure 3-35 and Figure 3-37) identify the general location of existing and proposed regional transportation facilities and the accompanying RTP sections describe how those facilities will support the relevant regional policies and serve the land uses envisioned in the 2040 Growth Concept.

Chapter 4 of the RTP provides an assessment of the future transportation needs of the region as measured against the five priorities set by the Metro Council for the 2023 RTP: mobility, safety, equity, economy, and climate. Chapter 4 contains an inventory and assessment of existing transportation facilities, identifies current regional growth trends, and describes how the entire system performs over the RTP planning period when measured against those five priorities.

TPR 0025: Complying with the Goals; Refinement Plans

Findings of compliance with the statewide planning goals are set forth in the table above that is included as part of this Exhibit D. As contemplated by OAR 660-012-0025, the 2023 RTP identifies specific mobility corridors in the region that are recommended for more detailed refinement planning because they do not meet performance standards of the RTP and/or do not fully answer questions of mode, function and general location of needed transportation projects. These mobility corridors are listed in Table 8.4. The six groups of mobility corridors recommended for future refinement planning comprise 13 of the 24 mobility corridors identified in the Appendix and are shown in Figure 8.3. The steps associated with the proposed corridor refinement planning are described in Section 8.2.4, and detailed lists of the proposed contents of each of the refinement plans are included in Sections 8.2.4.1 through 8.2.4.6.

These corridor refinement plans will involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. Metro, TriMet or ODOT will initiate and typically lead necessary refinement planning in coordination with other affected local, regional, state and federal agencies. In some instances, ODOT, TriMet and local partners may initiate and lead completion of more localized planning needed within an identified corridor refinement plan with an acknowledgement that the more

localized planning not preclude broader questions to be addressed. The refinement plans will more thoroughly define the need, mode, function and general location of transportation improvements and programs in the corridor and consider a range of solutions and strategies to address identified needs. Sections 8.2.4.1 through 8.2.4.6 of the 2023 RTP describe each of the corridor refinement plans, identifying the transportation needs that require further work on need, mode, function and general location, explain why a refinement plan is needed, and describe the specific findings that will be needed to resolve issues being deferred to the refinement plans.

TPR 0030: Transportation Needs

The determination of transportation needs included in the 2023 RTP has been evaluated using the regional travel demand model and determined to be appropriate and sufficient for the scale of the regional transportation network. The needs analysis described in Chapter 4 is based on the 2045 distributed forecast of households and jobs described in Appendix M and projected traffic volumes compared to capacity of road network and gaps and deficiency analysis for each mode. The forecast drives the determination of future needs, but the determination itself involves examination of the components of the overall system (roads, transit, etc.) in light of the goals and objectives of the RTP. The determination of regional transportation needs is also based on measures adopted by Metro to reduce GHG emissions by reducing reliance on automobile travel, and the RTP needs analysis includes a detailed assessment of how the region is doing on meeting its climate-related GHG and VMT reduction goals (Section 4.6).

The 2023 RTP addresses the needs of the transportation-disadvantaged by emphasizing facilities and services for transit riders, pedestrians and bicyclists and increasing access to these facilities and services for youth, older adults and people with disabilities. Transportation needs of seniors and people with disabilities identified in the Coordinated Transportation Plan for Seniors and People with Disabilities (2020) are included in the region's needs, based on coordination with TriMet. These needs are documented in Appendix G to the 2023 RTP.

State transportation needs identified in the state TSP are included in the region's needs, based upon coordination with ODOT, as are needs for the movement of goods and services to support industrial and commercial development planned by cities and counties pursuant to OAR 660-09 and Goal 9 (Economic Development). The RTP, and Regional Freight Strategy and TSMO plan, address the needs for the movement of goods and services by establishing a regional freight network, addressing freight reliability and shipping choices in RTP Goals 2, 3 and 4, and prioritizing investments that optimize the existing transportation system and provide access to centers and employments areas (including industrial areas and freight intermodal facilities).

TPR 0035: System Alternatives

The 2023 RTP continues to prioritize investment in connectivity of multimodal systems and defines a system of investments that is reasonably expected to meet identified needs in a safe manner and at a reasonable cost with available technology, strategies and actions. The 2023 RTP evaluates a full range of transportation investment and system management alternatives, including improvements to existing facilities, new facilities with a focus on safety, transportation equity, expanded travel options, a well-connected transportation network, transportation system

management and operations measures and demand management measures.

Like previous RTPs, the 2023 RTP is designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile. The transportation system analysis in Chapter 7 of the 2023 RTP describes outcomes from applicable performance measures and benchmarks under each of the five RTP goal areas: mobility, safety, equity, climate and economy. Those results are identified in Tables 7.2 through 7.7.

The Regional Framework Plan and its component functional plans implement the state-acknowledged 2040 Growth Concept in our region. Since adoption of the 2040 Growth Concept in 1995, the region has aggressively pursued implementation of the integrated land use and transportation vision called for in the plan through both functional plan requirements and regional investments identified in the RTP. The concept calls for compact, mixed-use, pedestrian friendly and transit supportive development patterns in centers and major travel corridors where existing infrastructure is already concentrated, and where new system investments can have the greatest impact. In the 28 years following adoption of the Growth Concept, cities and counties have amended plans and land use regulations to allow mixed-use and higher density development. The region has added four new light rail lines to the high-capacity transit system since adoption of the Growth Concept (with a fifth line still in the planning stages) and frequent service bus lines connecting the Central City and several Regional and Town Centers.

Local governments in the region have been implementing arterial and local street connectivity, completing gaps in the bike and pedestrian system and adopted the parking ratios in Title 4 of the RTFP. At the regional level, programs such as the Regional Travel Options (RTO) program, the Transit-Oriented Development (TOD) program and coordination of the application of Intelligent Transportation Systems (ITS) have also supported the 2040 Growth Concept vision. As described in Chapter 7 of the 2023 RTP, performance measurement indicates that regional and local implementation of the 2040 Growth Concept is producing good results toward reducing vehicle miles traveled.

Chapter 2 of the 2023 RTP adopts revised goals and objectives for the region that focus on the five key goals identified by the Metro Council and JPACT: equity, climate, safety, mobility, and the economy. All of these goals and objectives are implemented through regional investments in the RTP, Regional Flexible Funds Allocation process and the requirements for city and county transportation planning in the RTFP. Section 3.08.220A of the RTFP requires cities and counties to consider first those transportation alternatives that do not involve new road capacity for motor vehicles.

TPR 0045: Implementation

Section 0045 provides direction to cities and counties as the local governments that adopt and apply comprehensive plans, zoning and land division ordinances, building codes and other land use regulations. Metro's RTFP implements the RTP and prescribes standards and criteria that cities and counties in the Metro region must adopt as part of their TSPs and land use regulations.

TPR 0050: Project Development

The 2023 RTP provides for coordinated project development among affected local governments, including public notice and citizen involvement. Section 6.3 of the RTP describes the process for development of project lists and related regional coordination with local governments. Section 8.2.4 describes coordinated corridor refinement planning and project development among affected local governments. In addition, Metro’s “Public Engagement Guide” creates policies and procedures for citizen involvement that Metro is expected to follow in the development of plans and projects, including Metro-administered funding, and Metro-led corridor refinement plans and project development activities.

Cities and counties are generally responsible for transportation project development to implement the regional TSP by determining the precise location, alignment, and preliminary design of improvements included in the regional TSP. Title 3 (Transportation Project Development) of the RTFP requires cities and counties to specify the general locations and facility parameters of planned transportation facilities. ODOT is responsible for project development activities of state-owned facilities pursuant to OAR 731 Division 15. Under RTFP 3.08.310A, the specifications must be consistent with the RTP.

TPR 0055: Timing of Adoption and Update of TSPs

Under provisions of the TPR, Metro establishes an implementation schedule for city and county TSP updates to respond to adoption of an updated RTP. The Metro website includes a work plan and compliance schedule for local TSP updates to be consistent with the RTP (www.oregonmetro.gov/tsp).

TPR 0140: Planning in the Portland Metro Area

This 2023 RTP is the regional transportation system plan required under both state and federal law and is being adopted through a single coordinated process that complies with state and federal law and the TPR, as described in these findings of fact and conclusions of law.

TPR 0155: Prioritization Framework

Chapter 7 of the 2023 RTP presents the results of the system analysis conducted on the financially constrained project list in Chapter 6. The analysis assesses the RTP’s impact on the five RTP goal areas: mobility, safety, equity, climate and economy. The RTP uses several different performance measures to capture the region’s progress in each of these goal areas and compares the results to targets described in Chapter 2. The analysis uses Metro’s travel model and other analytical tools.

The system analysis results are described alongside key takeaways from the project list assessment completed as part of the evaluation process. The project list assessment reviews whether individual projects in the RTP project list have certain features that support RTP goals and considers the share of the RTP spending devoted to different types of projects. The project

list assessment and system analysis in combination with public feedback received helped inform policymakers and regional technical and policy advisory committees in finalizing the draft RTP and projects lists for adoption.

TPR 0160: Reducing VMT

As described in more detail below in Section II of these findings, Appendix J of the 2023 RTP includes projections of changes between vehicle miles traveled (VMT) per capita from the base year and the VMT per capita that would result from completion of all projects on the financially constrained project list by 2045. Those results are described in RTP Sections 4.5 and 7.6, and show a 30 percent reduction in VMT by 2045, which is the planning horizon for the 2023 RTP, based in part on assumptions regarding future state actions including state-led pricing policies.

TPR 0215: Transportation Performance Standards

The 2023 RTP adopts a new Regional Mobility Policy that updates how the region defines and measures mobility. The mobility policy establishes three new performance standards for the RTP and for local transportation agencies to use in their plans and projects: (1) VMT per capita; (2) system completeness; and (3) travel speed reliability on throughways. The three performance standards are described in Section 3.2.6.1 of the 2023 RTP and are summarized in Table 3-5. These standards will be used to assess the adequacy of mobility in the Portland metropolitan area for the regional networks based on the expectations for each facility type, location, and function. These measures will be the initial tools to identify mobility gaps and deficiencies and consider solutions to address identified mobility needs. An update to the Regional Transportation Functional Plan described in Section 8.2.3.11 will further define how the updated policy will be implemented in local plans.

TPR 0340: Land Use Assumptions

As contemplated by section 0340, the 2023 RTP is based on future land use assumptions for transportation planning consistent the most recent population forecast for the Portland Metro region. In 2021, the Metro Council adopted the 2045 Household and Employment Forecast Distribution after extensive review and involvement from local governments and Metro advisory committees (Metro Ordinance No. 21-1457). The regionally coordinated 2045 Household and Employment Forecast Distribution serves as the basis for future land use projections in the 2023 RTP. The model was prepared using the MetroScope TAZ forecasting model (described in RTP Appendix M) and provides an estimate forecast and distribution of population and employment for the region from 2020 to 2045. The land use assumptions used in the forecast are based on the LCDC-acknowledged 2040 Growth Concept, estimating a modest expansion of the regional urban growth boundary over the RTP planning period consistent with state law.

II. Climate Targets

As described in Section 4.5 of the 2023 RTP and Appendix J, in 2014 the Metro Council and JPACT adopted a regional “Climate Smart Strategy” to reduce per capita greenhouse gas emissions from passenger cars and light trucks to meet state-mandated targets by 2035. That

strategy relies on policies and investments that have been identified as local priorities in communities across the region (see Appendix J, page 2). Specific implementation actions that Metro has taken since adoption of the Climate Smart Strategy in 2014 are listed on pages 4-5 of Appendix J.

The Climate Smart Strategy includes a set of performance measures for tracking the region's progress, which were also incorporated into the Regional Framework Plan (RFP) at Section 7.8.6. The purpose of those performance measures is to monitor and assess whether key elements and actions that make up the strategy are being implemented, and whether the strategy is achieving expected outcomes. The performance monitoring measures are applied in Table 4 of Appendix J, which documents progress on implementing the Climate Smart Strategy using observed data sources for the 2020 base year and estimating the expected progress that would be achieved by 2045 assuming that planned projects included in the 2018 RTP constrained list are fully implemented by those years. As described in Appendix J, the 2023 RTP demonstrates progress towards implementing the Climate Smart Strategy and, if fully funded and implemented, can be expected to meet the state-mandated targets for reducing per capita greenhouse gas emissions from cars and small trucks by 2045.

In addition, in 2022 the Land Conservation and Development Commission (LCDC) adopted new rules governing GHG emission reduction targets as part of its statewide Climate-Friendly Equitable Communities (CFEC) rulemaking. Application of those rules and targets is described in Sections 4.5 and 7.6 of the 2023 RTP, with more a more detailed analysis provided in Appendix J and its supplement dated October 25, 2023. As described in RTP Section 7.6 and Appendix J, ODOT's preferred VisionEval model was used to demonstrate how the region can meet the DLCD Target Rule through a mixture of regional and state actions, as allowed by the CFEC rules. The VisionEval model was used by the state to set the region's GHG emissions reduction targets in OAR 660-044-0020, and therefore Metro also used VisionEval for the climate analysis in order to obtain accurate results for making comparisons against the state-created targets.

Metro coordinated closely with ODOT and DLCD on use of VisionEval and the assumptions used in the analysis, consistent with OAR 660-044-0030 and the target rules methodology contained in the Scenario Planning Guidelines Technical Appendix 1.1 published by ODOT and DLCD in August 2017. The results indicate that if the region pursues identified regional actions (policies and investments) alone with no further action from the state, the region will fail to meet the target rule VMT per capita reductions. However, the analysis shows that if the state implements the actions identified in the Oregon Statewide Transportation Strategy (STS), then the Metro region would exceed the target rule VMT per capita reductions (see RTP Figure 7.6 and Appendix J, Figure 3).

As described in Section 7.6 of the 2023 RTP and Appendix J, the RTP modeling analysis indicates that the Metro region can meet its climate targets while also advancing mobility and equity goals if revenues from new pricing programs are reinvested in other GHG reduction strategies.

The Metro Council received a letter from Joe Cortright dated November 17, 2023, asserting that the 2023 RTP does not comply with state climate law. Mr. Cortright asserts that the RTP violates state law because it includes two different sets of inconsistent modeling results for estimates of future VMT in 2045, and the results shown in Appendix I indicate that the Metro region will not meet state targets by 2045. However, the fact that Metro applied two different models for projecting future VMT for different purposes does not mean that the RTP climate projections violate the law. To the contrary, Metro is expressly required by OAR 660-044-0030 to rely on certain assumptions included in the STS for purposes of its modeling to determine whether the state-created targets will be met.

The state GHG emission rates and other assumptions in the STS applied by Metro in the RTP climate modeling include the same assumptions that were used by the state when it created the climate targets for the Metro region in 2017. The only way for Metro to obtain an accurate apples-to-apples comparison of whether the state targets can be met in 2045 is to apply the same inputs and assumptions in Metro's RTP climate modeling. This approach is explained in detail in Appendix J of the RTP and the supplemental Appendix J analysis dated October 25, 2023. Metro's VMT climate modeling methodology in the 2023 RTP is expressly authorized by DLCD's climate rules in OAR 660-044-0030(3) and (4).

Mr. Cortright points to a separate set of data in RTP Appendix I, where Metro provides a performance evaluation of the financially constrained project list using projected regional growth to the year 2045. That data is provided for the purpose of a broader transportation system analysis to comply with other state and federal reporting requirements, and the results are based on a different model that measures regional trips differently and does not include the same state-created emission and policy assumptions as the climate modeling described in Appendix J. It is not surprising that different models for different purposes that are based on different inputs will yield different results.

In developing the 2023 RTP, Metro coordinated closely with ODOT and DLCD on the climate modeling and state-defined technical assumptions used in the RTP analysis, and those agencies have supported Metro's methodology as being consistent with the TPR and new state climate rules in CFEC. For the reasons described above, Metro's climate analysis in the 2023 RTP complies with state law and the Climate Smart Strategy.