

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

**I. Oregon Statewide Planning Goal Consistency**

<b>Oregon Statewide Planning Goals</b>	<b>Corresponding RFP policy/RTP policy</b>	<b>Findings</b>
<p><u>Goal 1</u>: Citizen Involvement</p>	<p><b>RFP Policy 1.13: Participation of Citizens</b></p> <p><b>RTP Policy: Goal 11, Transparency and Accountability</b> Objective 11.1 - Meaningful Public and Stakeholder Engagement</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, 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 11, 2023 summarizes these efforts and Appendix D provides a detailed description of the public engagement and consultation process.</p>
<p><u>Goal 2</u>: Land Use Planning: Coordination and Implementation</p>	<p><b>RFP Policy 1.14: School and Local Government Plan and Policy Coordination</b></p> <p><b>RTP Policy: Goal 1, Vibrant Communities</b> Objective 1.1 – 2040 Growth Concept Implementation</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. Metro coordinated with local governments and service districts while developing the 2023 RTP. The most intensive efforts were through JPACT, TPAC, MPAC and MTAC, which are all composed primarily of</p>

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		representatives of local governments and service districts. The Staff Report dated November 11, 2023 summarizes these efforts and RTP Appendix D describes this work in detail.
<u>Goal 3</u> : Agricultural Lands		The RTP applies only within Metro’s UGB. Goal 3 does not apply.
<u>Goal 4</u> : Forest Lands		The RTP applies only within Metro’s UGB. Goal 4 does not apply.
<u>Goal 5</u> : Natural Resources, Scenic and Historic Areas, and Open Spaces	<p><b>RTP Policy: Goal 5, Climate Action and Resilience</b>  Objective 5.3 – Resource Conservation  Objective 5.4 – Green Infrastructure  Objective 5.5 – Adaptation and Resilience</p> <p><b>RTP Section 3.2.4</b> – Climate Action Policies and Resilience Policies</p> <p><b>RTP Appendix F</b> – Environmental assessment and potential mitigation strategies</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). 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

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		local Goal 5 programs that also comply with Titles 3 and 13 of the UGMFP.
<p><u>Goal 6:</u> Air, Land and Water Resources Quality</p>	<p><b>RTP Policy: Goal 5, Climate Action and Resilience</b>          Objective 5.3 – Resource Conservation          Objective 5.4 – Green Infrastructure          Objective 5.5 – Adaptation and Resilience</p> <p><b>RTP Section 3.2.4</b> – Climate Action Policies and Resilience Policies</p> <p><b>RTP Appendix F</b> – 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 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.</p>

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<p><u>Goal 7:</u> Areas Subject to Natural Disasters and Hazards</p>	<p><b>RTP Policy: Goal 5, Climate Action and Resilience</b> Objective 5.5 – Adaptation and Resilience</p> <p><b>RTP Section 3.2.4</b> – Climate Action Policies and Resilience Policies</p>	<p>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.</p>
<p><u>Goal 8:</u> Recreational Needs</p>	<p><b>RTP Policy: Goal 1, Mobility Option</b> Objective 1.1 – Travel Options</p> <p><b>RTP Section 3.3.7</b> – Regional Active Transportation Network Vision</p> <p><b>RTP Section 3.3.8</b> – Regional Bicycle Network Concept and Policies</p> <p><b>RTP Section 3.3.9</b> – Regional Pedestrian Network Concept and Policies</p> <p><b>2014 Regional Active Transportation Plan</b></p>	<p>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 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</p>

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		well as walking and biking connections to parks, natural areas and other recreational destinations.
<u>Goal 9: Economic Development</u>	<p><b>RFP Policy 1.4: Economic Choices and Opportunities</b></p> <p><b>RTP Policy: Goal 4, Thriving Economy</b>          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><b>Regional Freight Strategy</b></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 2.2).</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 3.3.5, 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 new 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>	<b>RFP Policy 1.3: Housing Choices and Opportunities</b>	The RTP links transportation to land use planning in a joint strategy to increase the share

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	<p><b>RTP Policy: Goal 1, Mobility Options</b>  Objective 1.1 – Travel Options  Objective 1.2 – System Completion  Objective 1.3 – Access to Transit  Objective 1.4 – Regional Mobility  <b>RTP Policy: Goal 3, Equitable Transportation</b></p>	<p>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>
<p><u>Goal 11:</u> Public Facilities and Services</p>	<p><b>RTP Policy: Goal 5, Climate Action and Resilience</b>  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>
<p><u>Goal 12:</u> Transportation</p>	<p><b>RFP Chapter 2, Transportation</b>   <b>RFP Policy 1.10.2: Encourage pedestrian and transit-supportive building patterns</b>   <b>RTP Policy: Goals 1 through 5</b></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 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.</p>
<p><u>Goal 13:</u> Energy Conservation</p>	<p><b>RTP Policy: Goal 1, Mobility Options</b>  Objective 1.1 – Travel Options  Objective 1.2 – System Completion  Objective 1.3 – Access to Transit  <b>RTP Policy: Goal 5, Climate Action and Resilience</b>  Objective 5.2 – Climate-Friendly Communities  Objective 5.3 – Resource Conservation  Objective 5.5 – Resilient Infrastructure</p>	<p>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</p>

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		more fuel-efficient vehicles and reduce transportation-related consumption of energy.
<u>Goal 15</u> : Willamette River Greenway	<b>RTP Policy: Goal 5, Climate Action and Resilience</b> 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 landscape resiliency. RTP Goal 5 with respect to the Willamette Greenway is achieved in part through Title 1 of the RTFP 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**

<b>Regional Framework Plan Policy</b>	<b>Relevant RTP policy</b>	<b>Findings</b>
<u>Policy 1.1</u> : Compact Urban Form	<b>RTP Policy: Goal 1, Mobility Options</b> Objective 1.1 – Travel Options Objective 1.2 – System Completion	The 2023 RTP achieves these policies by focusing growth and transportation investment in designated 2040 growth areas, and by planning

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	<p>Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility</p>	<p>and investing in transportation systems that reduce reliance on the auto and increase use of other modes.</p>
<p><u>Policy 1.3.2c</u>: Service to Centers and Corridors to support affordable housing</p>	<p><b>RTP Policy: Goal 1, Mobility Options</b> Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility <b>RTP Policy: Goal 3, Equitable Transportation</b>  <b>RTP Section 3.2.5.1, Equity Policy Outcomes</b>  <b>Regional High Capacity Transit Strategy</b></p>	<p>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 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><b>RTP Policy: Goal 1, Mobility Options</b> Objective 1.1 – Travel Options Objective 1.2 – System Completion Objective 1.3 – Access to Transit Objective 1.4 – Regional Mobility <b>RTP Policy: Goal 3, Equitable Transportation</b> <b>RTP Policy: Goal 5, Climate Action and Resilience</b> Objective 5.1 – Climate Change Mitigation Objective 5.2 – Climate-Friendly Communities</p>	<p>The 2023 RTP achieves these policies by planning for and investing in transportation systems that reduce reliance on the auto 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 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>



**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 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: Refinement Plans**

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 greenhouse gas (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](http://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 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 local transportation agencies to use in their plans and projects: (1) VMT; (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

## **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 are described in Sections 4.5 and 7.6 of the 2023 RTP, with more a more detailed analysis provided in Appendix J. As described in RTP Section 7.6 and Appendix J, two models are 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 results indicated 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.